

# Agenda

Dorset County Council



Meeting: Cabinet

Time: 10.00 am

Date: 2 May 2018

Venue: Committee Room 1, County Hall, Colliton Park, Dorchester, Dorset, DT1 1XJ

Rebecca Knox (Chairman)  
Tony Ferrari  
Peter Wharf

Steve Butler  
Jill Haynes

Deborah Croney  
Daryl Turner

## Notes:

- The reports with this agenda are available at [www.dorsetforyou.com/countycommittees](http://www.dorsetforyou.com/countycommittees) then click on the link "minutes, agendas and reports". Reports are normally available on this website within two working days of the agenda being sent out.
- We can provide this agenda and the reports as audio tape, CD, large print, Braille, or alternative languages on request.

- **Public Participation**

Guidance on public participation at County Council meetings is available on request or at <http://www.dorsetforyou.com/374629>.

### Public Speaking

Members of the public can ask questions and make statements at the meeting. The closing date for us to receive questions is 10.00am on 27 April 2018, and statements by midday the day before the meeting.

**Debbie Ward**  
Chief Executive

Contact: Lee Gallagher  
County Hall, Dorchester, DT1 1XJ  
[l.d.gallagher@dorsetcc.gov.uk](mailto:l.d.gallagher@dorsetcc.gov.uk) - 01305 224191

Date of Publication:  
Tuesday, 24 April 2018

## 1. **Apologies for Absence**

To receive any apologies for absence.

## 2. **Code of Conduct**

Councillors are required to comply with the requirements of the Localism Act 2011 regarding disclosable pecuniary interests.

- Check if there is an item of business on this agenda in which the member or other relevant person has a disclosable pecuniary interest.
- Check that the interest has been notified to the Monitoring Officer (in writing) and entered in the Register (if not this must be done on the form available from the clerk within 28 days).
- Disclose the interest at the meeting (in accordance with the County Council's Code of Conduct) and in the absence of a dispensation to speak and/or vote, withdraw from any consideration of the item.

The Register of Interests is available on Dorsetforyou.com and the list of disclosable pecuniary interests is set out on the reverse of the form.

## 3. **Minutes**

5 - 10

To confirm and sign the minutes of the meeting held on 4 April 2018.

## 4. **Public Participation**

## 5. **Cabinet Forward Plan**

11 - 18

To receive the Cabinet Forward Plan.

## 6. **Closure of Maintained Nursery at Somerford Primary School**

19 - 58

To consider a report by the Cabinet Member for Economy, Education, Learning and Skills.

## 7. **Goods and Passenger Carrying Vehicles under an Operator's Licence Policy**

59 - 80

To consider a report by the Cabinet Member for Natural and Built Environment.

## 8. **Response to (MHCLG) Consultation on proposed revisions to the National Planning Policy Framework and Supporting Housing Delivery through Developer Contributions**

81 - 98

To consider a report by the Cabinet Member for Natural and Built Environment.

## 9. **Dorset's Growth Deal: Transport Scheme Funding Update**

99 - 104

To consider a report by the Cabinet Member for Natural and Built Environment.

## 10. **Panels and Boards**

To receive the minutes of the following meetings:

- a) Dorset Waste Partnership Joint Committee - 20 March 2018 105 - 108
- b) Dorset Health and Wellbeing Board - 28 March 2018 109 - 116
- c) Executive Advisory Panel - Forward Together for Children's Services - 16 April 2018 117 - 212

Recommendation 12 - Proposed Consultation Proposal on Setting up Social Emotional Health and Complex Communication Needs Resource Provision

**11. Questions from County Councillors**

To answer any questions received in writing by the Chief Executive by not later than 10.00am on 27 April 2018.

**12. Exempt Business**

To consider passing the following resolution:

To agree that in accordance with Section 100 A (4) of the Local Government Act 1972 to exclude the public from the meeting in relation to the business specified below it is likely that if members of the public were present, there would be disclosure to them of exempt information as defined in the paragraphs detailed below of Part 1 of Schedule 12A to the Act and the public interest in withholding the information outweighs the public interest in disclosing the information to the public.

**13. Draft Alternative Provision Strategy**

This item has been withdrawn from the agenda for this meeting.

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### Cabinet

Minutes of a meeting held at County Hall, Colliton Park, Dorchester,  
Dorset, DT1 1XJ on Wednesday, 4 April 2018.

#### Present:

Rebecca Knox	Leader of the Council
Jill Haynes	Deputy Leader and Cabinet Member for Health and Care
Steve Butler	Cabinet Member for Safeguarding
Deborah Croney	Cabinet Member for Economy, Education, Learning and Skills
Tony Ferrari	Cabinet Member for Community and Resources
Peter Wharf	Cabinet Member for Workforce

#### Members Attending:

Jon Andrews, County Councillor for Sherborne  
Richard Biggs, County Councillor for Dorchester  
Hilary Cox, Chairman of the County Council and County Councillor for Winterborne  
Beryl Ezzard, County Councillor for Wareham  
Katharine Garcia, County Councillor for Portland Tophill  
Nick Ireland, County Councillor for Linden Lea  
William Trite, County Councillor for Swanage  
Kate Wheller, County Councillor for Portland Harbour

#### Officers Attending:

Debbie Ward (Chief Executive), Grace Evans (Principal Solicitor), Mike Harries (Corporate Director), Jim McManus (Chief Accountant), Nick Jarman (Interim Director for Children's Services) and Lee Gallagher (Democratic Services Manager).

#### For certain items, as appropriate:

John Burridge (Bridge and Structures Team Leader), Melissa Craven (Communications Lead - Children's Services), Andrew Martin (Service Director - Highways and Emergency Planning) and Peter Scarlett (Estate and Assets Manager).

(Notes:(1) In accordance with Rule 16(b) of the Overview and Scrutiny Procedure Rules the decisions set out in these minutes will come into force and may then be implemented on the expiry of five working days after the publication date.  
Publication Date: **Tuesday, 10 April 2018.**

(2) These minutes have been prepared by officers as a record of the meeting and of any decisions reached. They are to be considered and confirmed at the next meeting of the Cabinet to be held on **Wednesday, 2 May 2018.**)

#### **Apologies for Absence**

37 Apologies for absence were received from Cllr Daryl Turner, Jonathan Mair (Head of Organisational Development) and Richard Bates (Chief Financial Officer). Grace Evans (Legal Services Manager) attended for Jonathan Mair and Jim McManus (Chief Accountant) attended for Richard Bates.

#### **Code of Conduct**

38 There were no declarations by members of disclosable pecuniary interests under the Code of Conduct.

With reference to minute 42, a general interest was declared by Cllr Peter Wharf in relation to the Future of Wareham Foot Crossing as he was the Chairman of the

Purbeck District Council Planning Committee and had taken part and voted in its consideration of the same matter at a recent meeting. Although this was not a disclosable pecuniary interest Cllr Wharf withdrew from the meeting during consideration of the item and did not vote.

### **Minutes**

39 The minutes of the meeting held on 7 March 2018 were confirmed and signed.

### **Public Participation**

#### **40 Public Speaking**

There was one public question received at the meeting regarding the Future of Wareham Foot Crossing (Minute 42) in accordance with Standing Order 21(1). The question and answer are attached as an annexure to these minutes.

There were eleven public statements received at the meeting regarding the Future of Wareham Foot Crossing (Minute 42) in accordance with Standing Order 21(2). One statement was also received in relation to disposal of the former Brackenbury Infant School, Portland (Minute 44). The statements are attached as an annexure to these minutes.

#### **Petitions**

There were no petitions received at the meeting in accordance with the County Council's Petition Scheme.

### **Cabinet Forward Plan**

41 The Cabinet considered the draft Forward Plan, which identified key decisions to be taken by the Cabinet on or after the next meeting. It was noted that a Special Educational Needs Plan – Written Statement of Action item would be added to the plan for 13 June, and that although the minutes of the last Cabinet meeting referred to the addition of an item on the Bridport Care Village, this was no longer required.

### **Noted**

### **Future of Wareham Foot Crossing**

42 *(Note: A general interest was declared by Cllr Peter Wharf as the Chairman of the Purbeck District Council Planning Committee and had taken part and voted in its consideration of the same matter at a recent meeting. Although this was not a disclosable pecuniary interest, Cllr Wharf withdrew from the meeting during consideration of the item and did not vote.)*  
The Cabinet considered a report by the Cabinet Member for Natural and Built Environment which recommended that funds were made available to progress with the design and construction of 1:12 gradient ramps connecting the highway to the existing over-track footbridge crossing at Wareham Railway Station. Cllr Tony Ferrari, in the absence of Cllr Daryl Turner, introduced the report and summarised the challenges faced in determining a crossing to replace the existing foot crossing in the absence of any other alternatives given the circumstances facing the site in respect of health and safety, technology and funding available until 2019, and the position of Network Rail.

Local member representations were received in relation to the proposals from Cllr Beryl Ezzard and Cllr William Trite. The representations are attached to these minutes as annexures. The views expressed mirrored closely the concerns raised by members of the public, but with the addition of the concerns of the Purbeck Community Rail partnership regarding the impact on the development of services between Wareham and Swanage, and on main line running services if the scheme did not proceed.

There was one public question received at the meeting in accordance with Standing Order 21(1), and eleven public statements in accordance with Standing Order 21(2). The question, answer, and statements are attached as an annexure to these minutes.

The following concerns were expressed at the meeting:

- Structure and visual impact of the proposed ramps;
- Impact of the structure on the existing Grade 2 site, which required listed building consent, which Purbeck District Council had refused;
- Equality Impact Assessment (EqIA), with particular reference to the impact of the proposal on elderly, immobile and disabled;
- The 1:12 gradient of the ramps and the impact on all users including those with disabilities and those who were able bodied, cyclists and use of buggies and pushchairs;
- The health and safety, and risk factor being rated as High when there had never been any incidents at the site;
- The need to cross the bridge for tickets and return to the same platform for trains heading east;
- Suggested alternative of using a controlled barrier or other technology to retain a crossing in its current location;
- Impact on the local heritage of Wareham as an historic Saxon town;
- The economic impact on Wareham in terms of local people using the town's amenities;
- The overwhelming public support for the retention of the existing crossing with barrier control/automation;
- A petition of 50% of Wareham residents was in opposition to the proposed changes;
- Support from Michael Tomlinson MP to the views of the residents of Wareham; and,
- The need to hold any subsequent Regulatory Committee in Wareham.

At this point clarification was provided by officers in respect of Network Rail's view that no alternative non-stepped options would be supported, including a replication of the crossing in Poole Town Centre, or other technologies. It was also confirmed that funding for the scheme could cease in 2019. The representation from Network Rail was described as 'direct and clear' and it was the position of the County Council to try to find way forward to provide a crossing which provided 24 hour uninterrupted access.

Concerns regarding the EqIA were acknowledged and a summary was provided regarding the suitability of the assessment in respect of people with limited mobility and disability. It was accepted that it would not be possible to address all concerns, but it was clarified that the gradient of the ramps at 1:12 was the permitted maximum for highways access. Different regulations would apply if there was only access to the station, and in this instance the maximum ramp gradient would be 1:20.

In respect of risk assessment and health and safety concerns, the approach adopted by the Office for Rail and Road and Network Rail used 'as low as reasonably practicable' methodology which reflected that all pedestrian crossings were inherently unsafe and there was a significant risk associated with pedestrians on the rail track at any time.

Regarding the volume of traffic and the numbers crossing, it was explained that there was a desire to work with the Swanage Rail Company to use both platforms. To enable this to happen train traffic had to switch lines and this would create a more significant risk to the public and much longer waiting times at the existing crossing due to the wider aspiration for a significantly larger volume of traffic at the station. For trains that did not stop at Wareham there remained a concern regarding visibility.

The exploration of alternative options was raised, to which it was clarified that the County Council had spent nine years to try to find an alternative, and that the

definitive view of Network Rail was that there were no alternative level options and there was a clear position to close the crossing at the end of the current lease period. The opportunity to find a solution now was enhanced through the availability of funding to resolve the situation.

The Cabinet acknowledged the difficult decision required, having regard to the strength of feeling from the local communities, but that the County Council needed to take responsibility for the continuation of access across the railway to the station and the highway. The points raised throughout the discussion would be used as a basis of ongoing dialogue, and there would be further opportunities to take part in constructive representation including consideration through the Regulatory Committee (to be held in Wareham) in June 2018, and the potential revisit of Purbeck District Council's Planning Committee decision in respect of the listed buildings application. On being put to the vote the proposals within the Cabinet Member's report were agreed.

### **Resolved**

1. That the County Council continues the process of application for planning consent for the proposed Wareham Access Ramps.
2. That if planning consent was granted, the County Council then re-apply for listed building consent for the proposal, and/or appeal the decision made to refuse consent by Purbeck District Council.
3. That if listed building consent was subsequently granted, the County Council continued to fund, jointly with Network Rail, the detailed design and determine a target price for construction of the proposed ramps through Dorset Highways Strategic Partnership with Hansons.
4. That subject to the necessary consents, that on agreement of funding arrangements for the scheme with Network Rail and the determination of the target price, a further report be submitted to the Cabinet to approve the County Council's required financial contribution towards the delivery of the scheme.

### **Reason for decisions**

To provide a safe, permanent, sustainable form of step-free pedestrian access over the railway line, connecting Northport to Wareham Town Centre.

## **Residential Homes Options Consultation and the Future Use of Maumbury House Dorchester**

- 43 The Cabinet considered a report by the Cabinet Member for Safeguarding on the current position regarding the progress of the consultation and options evaluation regarding the need for Residential Care and the current position regarding the use of Maumbury House, Dorchester. An overview of the wider long term plan regarding provision for looked after children was also provided as context regarding including specialist provision, education, fostering, adoption and social work.

Cllr Richard Biggs, as a local member, addressed the Cabinet to express concerns regarding the closure of Maumbury House. He outlined his experience over many years of providing visits to the home and supporting the looked after children, together with his Corporate Parenting Board experience as the current Vice-Chairman. Concern was raised in respect of the impact on disabilities in the Equalities Impact Assessment which should have regard to young people with Attention deficit hyperactivity disorder (ADHD) and other mental health conditions. A further concern regarding the financial assessment was expressed that it did not take full account of the on-costs of staff and family visits to out of county placements. In respect of the condition of the building it was agreed that it was not fit for purpose, but this did not mean that there were not alternative ways of continuing care in the Dorchester area through the use of capital funding to build a small amount of in-house specialist provision as a centre of excellence.

The cost of out of county placements was discussed by the Cabinet. It was reported that current numbers of placements were less than 30, but these would be significantly complex placements and would therefore have a high cost. Although there was a small amount of specialist provision with colocated education, plans were in place to bring placements back to Dorset where possible. However, there was an emphasis on the important need to provide early intervention and prevention together with identifying and providing therapeutic help.

Although the Cabinet was sympathetic to the views of Cllr Biggs and valued his contribution as a member with lots of experience regarding corporate parenting, it was felt that as Maumbury House did not meet the necessary requirements and was not financially viable it was not sensible to continue. It was therefore agreed that the closure should be approved.

### **Resolved**

1. That the closure of Maumbury House be approved.
2. That Maumbury House be declared surplus to requirements.
3. That officers be instructed to take all steps necessary including staff-related, to complete 1 and 2 above.

### **Reason for Decisions**

1. Maumbury House was no longer viable operationally or financially. The Ofsted judgement had exacerbated this position and key difficulties with recruitment had compounded it.
2. This also meant that the Council could not meet the training and development needs of staff to provide an appropriate level of care which fulfilled the regulatory requirements.
3. Occupancy at the home had reduced steeply since April 2017. For some time it had never exceeded 50% and most recently one person only lived at the home.
4. Nationally the use of Residential care was significantly lower than other care options such as fostering 74% of looked after children placed with foster carers while 11% of children were placed in residential settings (DfE 2016).
5. A period of consultation had been undertaken which was contributing to the overall needs assessment regarding Residential Options and the sufficiency of placement need. The Council was able to use a variety of more flexible appropriate provision via the regional commissioning framework. In addition, other options were being explored to develop more suitable localised provision.
6. The outcome from the consultation should be read in conjunction with the report and informed not only the recommendations contained in the report but additionally the future commissioning needs of the council and the work of the sufficiency strategy group.
7. The consultation outcomes could be seen in the appendices to the report.

### **Disposal of Former Brackenbury Infant School Site, Fortuneswell, Portland**

44 The Cabinet considered a report by the Cabinet Member for Community and Resources which set out a proposal that had been received from Portland Town Council to acquire the former Brackenbury School site at an undervalue.

Local members, Cllrs Katharine Garcia and Kate Wheller fully supported the land disposal to Portland Town Council and thanked members for their recognition of the significant community benefit from the creation of a community hub in the Fortuneswell locality on Portland, and that it would provide the aims of the Community Living and Learning programme.

It was suggested that efforts be made to encourage Portland Town Council to start conversations with the Clinical Commissioning Group (CCG) who had expressed interest in working with partners on Portland as part of its Clinical Services Review.

Cllr Ray Nowak from Portland Town Council addressed the Cabinet to thank members for their consideration to provide a hub to serve the whole community on Portland and confirmed that conversations had started with the CCG.

**Resolved**

That the use of the County Council's general competence to transfer the former Brackenbury School site at Fortuneswell to Portland Town Council at an undervalue and otherwise on terms to be agreed by the Chief Financial Officer be approved.

**Reason for Decision**

A well-managed Council ensured that the best use was made of its assets in terms of optimising service benefit, minimising environmental impact and maximising financial return.

**Sufficiency of SEND Provision - Capital Requirements**

- 45 The Cabinet considered a report by the Cabinet Member for Economy, Education, Learning and Skills which sought to allocate capital funding to support the implementation of a strategy and improve the outcomes and life chances for more children with Special Educational Needs and Disability (SEND) following a review of provision across Dorset which assessed the actual increase in SEND requirements, categories of education, provision and placements over the next five years. Provision would include eight specialist bases in mainstream schools which would primarily focus upon communication. The considerable financial commitment within the Council's capital programme was considered together with the aims of the council to build a better Dorset.

**Resolved**

1. That the capital work at Beaucroft School proceed, at a cost of £668,300 in section 8.5 of the Cabinet Member's report, providing replacements modular accommodation, and additional capacity for children with SEND.
2. That the capital investment of £2,094,769 to deliver sufficient capacity of Resourced Base Provision across the county, for children with Complex Communication Needs (CCN) as outlined in section 8.13 of the report be approved. This would reduce the need to place children outside of Dorset, and ensure children were able to access appropriate education close to home.
3. That the capital investment be managed and monitored through the School Organisation, Capital Programme and Admissions Board, (previously Modernising Schools Programme Board) be approved. The Director of Children's Services has delegated authority to administer the capital, in conjunction with the Cabinet Member for Economy, Education, Learning and Skills.

**Reason for Decisions**

To allow capital investment in the education estate, in support of children and families, by providing appropriate specialist provision close to their families, home and communities.

**Questions from County Councillors**

- 46 No questions were asked by members under Standing Order 20(2).

Meeting Duration: 10.00 am - 11.40 am



**Cabinet Forward Plan  
(Cabinet Meeting Date - 2 May 2018)**

**Explanatory note:** This work plan contains future items to be considered by the Cabinet. It will be published 28 days before the next meeting of the Cabinet.

This plan includes matters which the Leader has reason to believe will be the subject of a key decision to be taken by the Cabinet and items that are planned to be considered in a private part of the meeting. The plan shows the following details for key decisions:-

- (1) date on which decision will be made
- (2) matter for decision, whether in public or private (if private see the extract from the Local Government Act on the last page of this plan)
- (3) decision maker
- (4) consultees
- (5) means of consultation carried out
- (6) documents relied upon in making the decision

~~Any~~ *any additional items added to the Forward Plan following publication of the Plan in accordance with section 5 of Part 2, 10 of Part 3, and Section 11 of Part 3 of The Local Authorities (Executive Arrangements) (Meetings and Access to information) (England) Regulations 2012 are detailed at the end of this document.*

### ~~Definition of Key Decisions~~

Key decisions are defined in the County Council's Constitution as decisions of the Cabinet which are likely to -

- "(a) result in the County Council incurring expenditure which is, or the making of savings which are, significant having regard to the County Council's budget for the service or function to which the decision relates namely where the sum involved would exceed £500,000; or
- (b) to be significant in terms of its effects on communities living or working in an area comprising two or more electoral divisions in Dorset."

### Membership of the Cabinet

<a href="#">Rebecca Knox</a>	Leader of the Council
<a href="#">Jill Haynes</a>	Deputy Leader of the Council and Cabinet Member for Health and Care
<a href="#">Steve Butler</a>	Cabinet Member for Safeguarding
<a href="#">Deborah Croney</a>	Cabinet Member for Economy, Education, Learning and Skills
<a href="#">Tony Ferrari</a>	Cabinet Member for Community and Resources
<a href="#">Daryl Turner</a>	Cabinet Member for Natural and Built Environment
<a href="#">Peter Wharf</a>	Cabinet Member for Workforce

### How to request access to details of documents, or make representations regarding a particular item

If you would like to request access to details of documents or to make representations about any matter in respect of which a decision is to be made, please contact the Democratic Services Manager, Corporate Resources Directorate, County Hall, Colliton Park, Dorchester, DT1 1XJ (Tel: (01305) 224191 or email: l.d.gallagher@dorsetcc.gov.uk).

Date of meeting (1)	Matter for Decision/ Consideration (2)	Decision Maker (3)	Consultees (4)	Means of Consultation (5)	Documents (6)	Lead Officer
2/05/18	Key Decision - Yes <b>Open</b> Dorset's Growth Deal: Transport Scheme Funding Change	Cabinet  Cabinet Member for Natural and Built Environment (Daryl Turner)	Dorset LEP Bournemouth International Growth (BIG) Programme Steering Group	Meetings, Reports	Dorset's Growth Deal: Transport Scheme Funding Cabinet Report - 22 October 2014	Matthew Piles, Service Director - Economy, Natural and Built Environment
2/05/18	Key Decision - Yes <b>Open</b> Approval of the introduction of a new policy to identify the key leadership actions for organisations that operate goods and passenger vehicles under an Operator's Licence	Cabinet  Cabinet Member for Natural and Built Environment (Daryl Turner)	Monitoring Officer Service Director Service Managers External organisations	1:1 meetings with key stakeholders Advice and Information from the Senior Traffic Commissioner's Office Freight Transport Association	Leading Transport Safety (Freight Transport Association) Background Paper - EqIA Impact Assessment	Andrew Martin, Service Director - Highways and Emergency Planning
2/05/18	Key Decision - Yes <b>Fully exempt</b> Approval of the Alternative Provision Strategy for Dorset County Council area	Cabinet  Cabinet Member for Economy, Education, Learning and Skills (Deborah Croney)	Dorset Schools Academies Free Schools Learning Centres	Consultation meetings and E-mail responses		David Alderson, Senior Adviser, Learning and Inclusion



2/05/18	Key Decision - No <b>Open</b> Somersford Primary School Decision to change the age range at Somersford Primary School and no longer have a maintained nursery.	Cabinet  Cabinet Member for Economy, Education, Learning and Skills (Deborah Croney)	All local schools All town and parish councils all Members local parents and carers	Letters and information provided to all local parents Series of 3 local meetings for parents with the school	Written responses to the consultation	Ed Denham, School Admissions Manager
2/05/18	Key Decision - Yes <b>Open</b> To endorse DCC's Response to MHCLG Consultation on Draft National Planning Policy Framework and Draft PPG for Viability	Cabinet  Cabinet Member for Natural and Built Environment (Daryl Turner)	Members of Regulatory Committee Relevant DCC Officers	Circulated MHCLG Consultation	<a href="https://www.gov.uk/government/consultations/draft-revised-national-planning-policy-framework">https://www.gov.uk/government/consultations/draft-revised-national-planning-policy-framework</a>	Richard Dodson, Planning Obligations Manager
23/05/18	Key Decision - Yes <b>Open</b> Approval of Funding for Organisation Improvement Projects	Cabinet  Leader of the Council (Rebecca Knox)				Karen Andrews, Head of Business Improvement
23/05/18	Key Decision - No <b>Open</b> Draft Annual Governance Statement To consider the draft statutory Annual Governance Statement which was reviewed by the Audit & Governance Committee on 12 March 2018. The Statement will form part of the Council's accounts.	Cabinet  Leader of the Council (Rebecca Knox)	Audit and Governance Committee Corporate Leadership Team Risk & Resilience Group - Governance Sub Group	Committee Report 12/03/18	Annual Governance Statement Local Code of Corporate Governance Corporate Risk Register	Marc Eyre, Senior Assurance Manager (Governance, Risk and Special Projects)

23/05/18	Key Decision - Yes <b>Open</b> 0-5 Community Offer	Cabinet  Cabinet Member for Economy, Education, Learning and Skills (Deborah Croney)	<ul style="list-style-type: none"> <li>Families</li> <li>Partners</li> <li>Local Members</li> <li>Internal Officers</li> </ul>	Parents' Newsletter Formal Consultation in line with Statutory Guidance	0-5 Sufficiency Review Report	Thomas Fowler, Project Manager - Design & Development
23/05/18	Key Decision - Yes <b>Open</b> Approval of Dorset Equality Scheme 2018-19	Cabinet  Cabinet Member for Workforce (Peter Wharf)	Diversity Directorate Action Groups Staff Support Groups Forum for Equality & Diversity	Meetings	None	Susan Ward-Rice, Diversity & Inclusion Officer
13/06/18	Key Decision - Yes <b>Open</b> Medium Term Financial Plan Update and Outturn for 2017/18	Cabinet  Cabinet Member for Community and Resources (Tony Ferrari)				Richard Bates, Chief Financial Officer
13/06/18	Key Decision - Yes <b>Open</b> Special Educational Needs Plan - Written Statement of Action	Cabinet  Cabinet Member for Economy, Education, Learning and Skills (Deborah Croney)	Board meetings (reps from Schools, Health, Officers, Councillors and DfE)	Board meetings	None	Rick Perry, Senior Manager for Change Management and Planning
13/06/18	Key Decision - Yes <b>Open</b> Quarterly Asset Management Report	Cabinet  Cabinet Member for Community and Resources (Tony Ferrari)	Environment & Economy, Children's Services, Adult & Community Services Chief Executive's Directorates.	All consultees submit contributions to the report.		Peter Scarlett, Estate and Assets Manager

18/07/18	Key Decision - Yes <b>Open</b> Approval of Youth Justice Plan 2018-19	Cabinet  Cabinet Member for Safeguarding (Steve Butler)	Dorset Combined Youth Offending Service and its statutory partners Dorset County Council Borough of Poole Bournemouth Borough Council NHS Dorset Clinical Commissioning Group Dorset Healthcare Office of the Police and Crime Commissioner Dorset Police National Probation Service, Dorset	Partners will be consulted through their representation on the YOS Partnership Board and local authority approval processes. Team members will be consulted through team meetings. The views of service users will be considered in these forums.	None	David Webb, Service Manager - Dorset Combined Youth Offending Service
18/07/18	Key Decision - Yes <b>Open</b> Library Service transformation - review of strategy and operating model	Cabinet  Cabinet Member for Economy, Education, Learning and Skills (Deborah Croney)	<ul style="list-style-type: none"> <li>• A&amp;CS DMT</li> <li>• Library Service staff and trade unions</li> <li>• Other partners/services eg Children's Services, Skills and Learning</li> <li>• Public consultation – with library users and non users</li> <li>• Parish and town councils</li> <li>• District/borough councils</li> <li>• Voluntary and community sector</li> </ul>	<ul style="list-style-type: none"> <li>• Engagement events with key stakeholders</li> <li>• Formal consultation by online and paper surveys</li> <li>• Face to face meetings</li> </ul>	Dorset Library Service Needs Assessment 2018 Libraries Deliver: Ambition for Public Libraries in England 2016 – 2021	Tracy McGregor, Library Service Manager

18/07/18	Key Decision - Yes <b>Open</b> Variation to Dorset Highways Policy to expand delivery options for works to amend the existing highway required to facilitate new development (Ref: PoIDH50003)	Cabinet  Cabinet Member for Natural and Built Environment (Daryl Turner)	Developers Statutory Utilities Local Planning Authorities Blue Light Services	Written consultation	S278 Highways Act (1980) Adopted Highways Policy (PoIDH50003) Dorset Highway Works Term Services Contract	Neil Turner, Highway Development Team Leader
26/09/18	Key Decision - Yes <b>Open</b> Quarterly Asset Management Report	Cabinet  Cabinet Member for Community and Resources (Tony Ferrari)	Environment & Economy, Children's Services, Adult & Community Services Chief Executive's Directorates.	All consultees submit contributions to the report.		Peter Scarlett, Estate and Assets Manager
16/10/18	Key Decision - Yes <b>Open</b> Medium Term Financial Plan Update	Cabinet  Cabinet Member for Community and Resources (Tony Ferrari)				Richard Bates, Chief Financial Officer
17/10/18	Key Decision - Yes <b>Open</b> Bridport Care Village Appointment of development partner and approval of the final development model after completion of a procurement exercise.	Cabinet  Deputy Leader and Cabinet Member for Health and Care (Jill Haynes)			Cabinet Report Appendix – Detailed Business Case	Adam Fitzgerald, Service Development Officer

5/12/18	Key Decision - Yes <b>Open</b> Quarterly Asset Management Report	Cabinet  Cabinet Member for Community and Resources (Tony Ferrari)	Environment & Economy, Children's Services, Adult & Community Services Chief Executive's Directorates.	All consultees submit contributions to the report.		Peter Scarlett, Estate and Assets Manager
To be determined	Key Decision - Yes <b>Open</b> Update on progress made to take the Purbeck Memorandum of Understanding	Cabinet  Deputy Leader and Cabinet Member for Health and Care (Jill Haynes)			Cabinet Report	Helen Coombes, Transformation Programme Lead for the Adult and Community Forward Together Programme
To be determined	Key Decision - Yes <b>Open</b> Approval to sign Memoranda of Understanding for a number of Locality Areas committing partners to work together to jointly develop plans to re-provision and enhance Health, Social Care and Housing services in localities across Dorset	Cabinet  Deputy Leader and Cabinet Member for Health and Care (Jill Haynes)			Cabinet Report MOU Documents	
To be determined	Key Decision - Yes <b>Open</b> Health and Wellbeing Board Update	Cabinet  Leader of the Council (Rebecca Knox)	-	-	None	David Phillips, Director of Public Health, Bournemouth, Dorset and Poole

### Private Meetings

The following paragraphs define the reasons why the public may be excluded from meetings whenever it is likely in view of the nature of the business to be transacted or the nature of the proceedings that exempt information would be disclosed and the public interest in withholding the information outweighs the public interest in disclosing the information to the public. Each item in the plan above marked as 'private' will refer to one of the following paragraphs.

1. Information relating to any individual.
2. Information which is likely to reveal the identity of an individual.
3. Information relating to the financial or business affairs of any particular person (including the authority holding that information).
4. Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority.
5. Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
6. Information which reveals that the authority proposes:-
  - (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or
  - (b) to make an order or direction under any enactment.
7. Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime.

### Dorset County Council

#### Business not included in the Cabinet Forward Plan

Is this item a Key Decision	Date of meeting of the Cabinet	Matter for Decision/Consideration	Agreement to Exception, Urgency or Private Item	Reason(s) why the item was not included
		NONE		

The above notice provides information required by The Local Authorities (Executive Arrangements) (Meetings and Access to information) (England) Regulations 2012 in respect of matters considered by the Cabinet which were not included in the published Forward Plan.

# Cabinet

**Dorset County Council**



Date of Meeting	2 May 2018
Officer	Director for Children’s Services
<b>Subject of Report</b>	<b>Closure of the Maintained Nursery Unit at Somerford Primary School</b>
Executive Summary	<p>The Goslings Nursery is a Local Authority Maintained nursery at the Somerford Primary School.</p> <p>Despite efforts of the nursery setting and the quality of the provision, the number of children accessing the nursery has dropped to 19 children.</p> <p>The setting needs at least 30 children to be able to break even and currently the Somerford Primary School subsidises the nursery by £30,000 per year from its maintained budget for statutory aged school children.</p> <p>The closure of a nursery provision or the removal of 1 year group from a maintained school does require a full statutory consultation in accordance with the DFE Guidance on prescribed alterations to a maintained school – April 2016.</p> <p>Somerford Primary School undertook a consultation for the closure of the nursery ending in February 2018. They contacted stakeholders and held public meetings and responded to queries during the process.</p> <p>As the Somerford Primary School and the LA Maintained Nursery are under the authority of the LA, The Local Authority is the decision maker in this case.</p> <p>The proposal is thus before Cabinet for a decision.</p>
Impact Assessment:	Equalities Impact Assessment:

Closure of the Maintained Nursery Unit at Somerford Primary School

	<p>The school has considered the full range of criteria as it relates to the stakeholders in question. Though the closure will require families to seek out new providers, no single cohort will be significantly more effected by the closure.</p> <p>Use of Evidence:</p> <p>The school has reviewed all the financial details pertaining to the nursery viability. They have researched further nursery availability in the area and have consulted with those settings in order to ensure that there is local provision. The LA is satisfied that there is sufficient provision in the area.</p> <p>Budget:</p> <p>The closure of the nursery will ensure that the £30,000 per year cross subsidy from the Somerford Primary School will be used to deliver services to the statutory aged children for whom it is provided.</p> <p>Risk Assessment:</p> <p>Having considered the risks associated with this decision using the County Council’s approved risk management methodology, the level of risk has been identified as:</p> <p>Current Risk: LOW Residual Risk LOW</p> <p>Other Implications:</p> <p>None</p>
<p>Recommendation</p>	<ol style="list-style-type: none"> <li>1. That The Cabinet formally agrees to the closure of the Local Authority Maintained nursery unit at the Somerford Primary School.</li> <li>2. That The Cabinet formally agrees to the reduction in the aged range of the Somerford Primary School from 3-11 to 4-11 provision.</li> </ol>
<p>Reason for Recommendation</p>	<ul style="list-style-type: none"> <li>• An appropriately constituted consultation has taken place under the Department for Education - ‘Making Prescribed Alterations to maintained schools’ – April 2016.</li> <li>• An assessment of sufficiency has determined that there are sufficient places in the area.</li> <li>• The Local Authority is satisfied that the provision as constituted is not viable financially.</li> </ul>
<p>Appendices</p>	<p><b>Appendix 1:</b> - The Somerford Nursery Closure Proposal Documents <b>Appendix 2:</b> - Responses to the Somerford Closure Consultation</p>



Closure of the Maintained Nursery Unit at Somerford Primary School

Background Papers	
Officer Contact	Name: Steve Webberley Tel: 01305 228470 Email: <a href="mailto:s.webberley@dorsetcc.gov.uk">s.webberley@dorsetcc.gov.uk</a> Ed Denham 01305 221939 e.denham@dorsetcc.gov.uk

## **1. Introduction**

- 1.1 The Somerford Primary School in Christchurch has a Local Authority maintained nursery as part of its provision.
- 1.2 The Governors of the Somerford Primary School approached the Local Authority asking that a review of the need for the provision be undertaken with a view to closing.
- 1.3 The Local Authority agreed that a statutory consultation be undertaken (managed by the school) with a view to closing the provision and changing the age range of Somerford Primary School, from 3-11 to 4-11.

## **2. The Proposal and the reasons why.**

- 2.1 The Goslings nursery provision is a Local Authority maintained nursery and has to operate under certain parameters.
- 2.2 The nursery is required to employ a Qualified Teacher due to its status of a LA maintained nursery.
- 2.3 The nursery currently has a £10,000 per term shortfall between the income generated by the 15 hours and 30 hours funding it receives and the cost of the provision.
- 2.4 The numbers within the nursery have dropped from a high of 52 in April 2014 to a current low of 19 in the January 2018 intake.
- 2.5 The nursery has to have at least 30 children on roll in order to operate at a viable level. The school has worked hard in the local community to promote the nursery but the level of uptake has not been sufficient to suggest that the nursery will be able to return to a balanced budget.
- 2.6 The school has to subsidise the costs of the provision with the funds being provided for the statutory 4-11 aged children in the school. Given the demographic within the school, this is a significant pressure on the school's budget.
- 2.7 The nursery is unable to provide care over the lunch hour so families are having to collect children at the end of the morning session and return them for the afternoon session. The nursery has looked at providing lunch cover but this would increase costs while the income remains static. This has been identified by some parents as a reason why they have moved provider to another setting.
- 2.8 The nursery is also a term time only provider and again this has been cited by families as a shortcoming of the provision.

## **3. Statutory Legal Process**

- 3.1 The closing of a Nursery Unit and altering the age range of a school is subject to the 'Making prescribed alteration to Maintained schools' Guidance from the Department for Education – April 2016.
- 3.2 In order for a Community Maintained school to alter its age range by 1 year or more and to open or close nursery provision, a full Statutory process has to be undertaken.

## Closure of the Maintained Nursery Unit at Somerford Primary School

- 3.3 The process is described in the Guidance as a 'Part 5' Statutory Process: prescribed alterations needs to be undertaken which includes the publication of a notice and a formal consultation period of a minimum 4 weeks.
- 3.4 The Somerford Primary School, after an initial pre-consultation with parents, then started the formal 4 week process.
- 3.5 This process involved the circulation of a clear proposal to parents & stakeholders about the closure, the reasons and the timelines and published notices in the local press.
- 3.6 Public meetings were held with parents and other local providers. During the pre-consultation on the 7 December 2017 there were two meetings with a total participation of 7 parents and nursery providers. There was a further formal consultation meeting on the 7 Feb 2018 and the records show that 2 parents and 1 nursery provider attended the meeting.
- 3.7 There were 9 written responses to the proposal all in opposition to the closure. These were gathered both during the pre-consultation and during the formal consultation process. The written submissions are attached to this report.
- 3.8 There is also an online petition which has to date generated 134 signatures at the time of writing this report.

### **4. The responses to the Consultation**

- 4.1 There was significant support for the quality of the provision and its location within the community.
- 4.2 A question was raised about the reasons for the declining numbers and what steps had been taken to address this issue. The nursery acknowledged that the neighbouring nursery had gained an 'outstanding' OFSTED rating that had meant families had moved provision or new families had taken up places at that neighbouring setting. As mentioned previously, families also wanted the holiday and lunch cover provision which the Goslings can't provide (see 2.7). The nursery has worked with the LA in looking at options to increase take up of places and have advertised in local magazines.
- 4.3 Concerns were also raised about alternative provision in the area. The nursery has undertaken research with the neighbouring settings and of the 11 settings within a 3 mile radius, 6 have immediate availability, onwards, a further setting will have spaces in September 2018. A new pre-school is planning to open in the immediate area shortly.
- 4.4 The nursery/school were challenged on whether the potential decrease in mainstream funding for Somerford Primary was the driver for the closure. The nursery in response assured the consultee that this was not the case, though the school did have to use its maintained school budget to subsidise the nursery provision and it was about ensuring that at whatever level the Primary School is funded, that those funds are used for the statutory aged children.
- 4.5 The issue was also raised of the new housing that is due to be built on the Roeshott Development. It is confirmed that this may generate an additional 14 children overall in the 3-4 year group and though there is mention of 24 months for these houses to come on line, it is unlikely that such a development will be fully built out in less than 7-8

## Closure of the Maintained Nursery Unit at Somerford Primary School

years and thus the amount of children generated will not be sufficient nor be generated quickly enough to help sustain the nursery provision.

### **5. Recommendation**

- a) That The Cabinet formally agrees to the closure of the Local Authority Maintained nursery unit at the Somerford Primary School known as the Goslings.
- b) That The Cabinet formally agrees to the reduction in the age range of the Somerford Primary School from 3-11 to 4-11 provision.

**Nick Jarman**  
**Director for Children's Services**  
April 2018



# Somerford Primary School

Draper Road, Christchurch, Dorset BH23 3AS  
Tel : 01202 485436 Fax : 01202 482359  
Email : [office@somerset.dorset.sch.uk](mailto:office@somerset.dorset.sch.uk)  
Website : [www.somerford.dorset.sch.uk](http://www.somerford.dorset.sch.uk)  
Executive Headteacher : Mrs S Matthews  
Head of School : Mrs H Frampton

28<sup>th</sup> November 2017

Dear Parents

It is with deep sadness that we write to you regarding the future of the school's Nursery provision.

Unfortunately, the number of pupils attending Goslings has dropped considerably and it is no longer financially viable. As a maintained nursery, it has to be staffed by a qualified teacher and therefore the costs are high. With only 14 children currently attending the Nursery, the school is losing approximately £10,000 a term keeping the provision open.

Therefore, the school and Governors have taken the difficult decision to make a proposal to the Local Authority to remove the Nursery provision under the 'Making Prescribed Alterations to Maintained Schools' statutory guidance.

As a statutory process there are 4 main stages and we will keep you informed throughout.

Stage 1: Publication of statutory notice

Stage 2: Formal consultation (at least 4 weeks)

Stage 3: Decision from the Local Authority (within 2 months)

Stage 4: Implementation

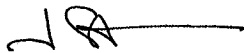
There will also be a 'pre-publication' consultation process and this is the first stage in this process.

We are keen to hear your views on this proposal and would welcome you noting any comments, questions or views on the attached form. We will also be holding a parents' meeting on Thursday 7<sup>th</sup> December at 3.30pm and look forward to discussing this in more detail at that point.

Please remember this meeting will be part of the pre-publication process and will help shape the formal proposal. We will therefore be gathering views from you as parents rather than being able to answer questions.

We fully understand what a difficult and unsettling time this will be and are keen to continue to work with you to support your child's education which remains our priority.

Yours sincerely



Helen Frampton

Head of School

John Stevens

Chair of Governors



# Somerford Primary School

Draper Road, Christchurch, Dorset BH23 3AS  
Tel : 01202 485436 Fax : 01202 482359  
Email : [office@somerford.dorset.sch.uk](mailto:office@somerford.dorset.sch.uk)  
Website : [www.somerford.dorset.sch.uk](http://www.somerford.dorset.sch.uk)  
Executive Headteacher : Mrs S Matthews  
Head of School : Mrs H Frampton

16<sup>th</sup> January 2018

Dear Stakeholder

We write on behalf of the Governing Body of Somerford Primary School to inform you of its proposal to close the maintained nursery provision known as Goslings.

The nursery was not full in the academic year of 2016-17 and was operating at a loss which the school had to top up. In the academic year 2017-18, the numbers of children attending the nursery has reduced further and it is now costing approximately £10,000 a year from the school's budget intended for school aged children to keep the nursery open.

The Governors believe this is an impossible amount of money for the school to subsidise, particularly in a climate of reduced school budgets and increased expectations.

## **Procedure for responses: support, objections and comments**

The formal proposal document can be found at [www.somerford.dorset.sch.uk](http://www.somerford.dorset.sch.uk)

If you wish to make any comments please do so in writing by sending them to [office@somerford.dorset.sch.uk](mailto:office@somerford.dorset.sch.uk) or by post to the address at the top of this letter before the end of the consultation period which is midday on 19<sup>th</sup> February 2018. Please mark your comments for the attention of the Governing Body.

We are keen to hear from all consultees about this proposal.

To keep you informed the proposed timeline is as follows:

20/9/17 Full Governing Body Meeting – unanimous decision to seek to close the nursery

10/11/17 Meeting between Governors and DCC to explore options

30/11/17 Pre consultation period commenced – letters sent to stakeholders

7/12/17 Stakeholders invited to pre consultation meeting – 6 parents and 2 local nurseries attended

11/1/18 End of pre consultation period

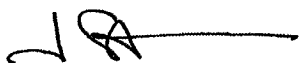
16/1/18 Formal consultation period commenced

20/2/18 Formal consultation period ends

20/2/18 Governing Body meet to consider responses and how to proceed.

We appreciate your time in this matter. If you have any questions do not hesitate to contact the Governing Body or Mrs Frampton on 01202 485436 or via [office@somerford.dorset.sch.uk](mailto:office@somerford.dorset.sch.uk)

Yours sincerely

A handwritten signature in black ink, appearing to be 'JA' followed by a long horizontal stroke.

John Stevens

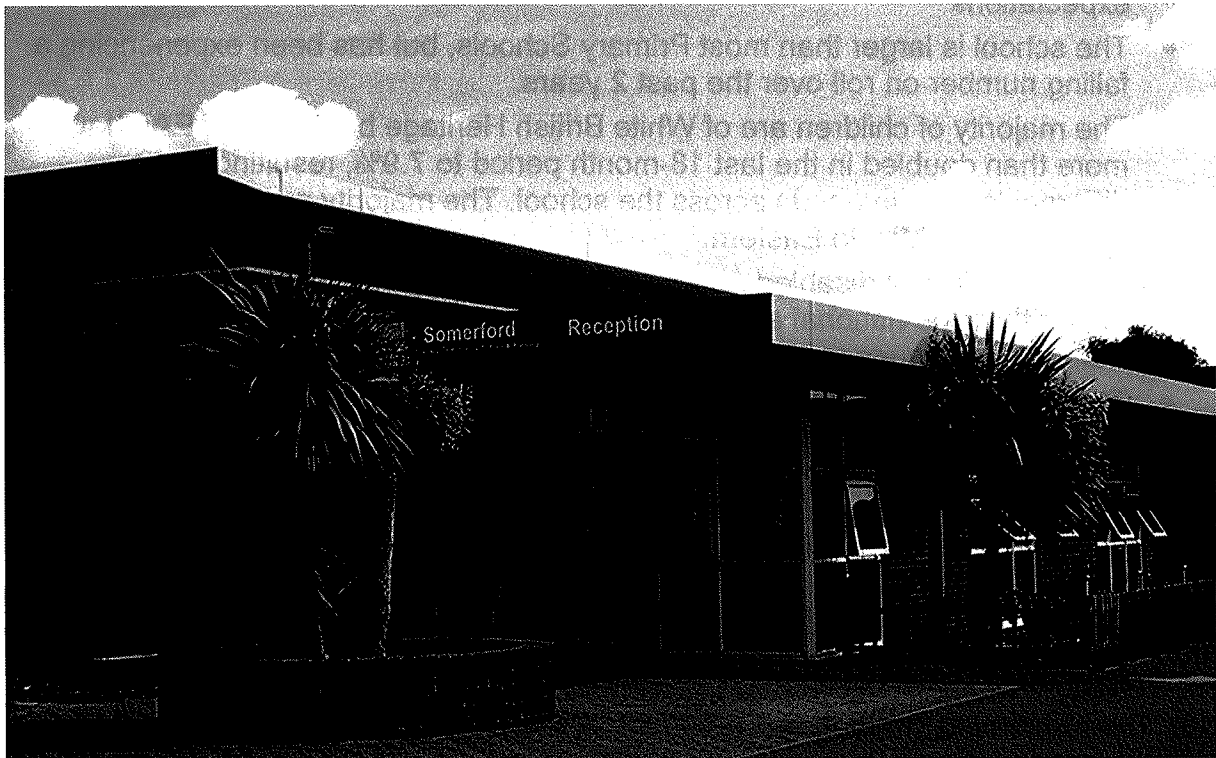
Chair of Governing Body

Helen Frampton

Head of School



FORMAL PROPOSAL FOR  
SOMERFORD PRIMARY  
SCHOOL TO CLOSE ITS  
NURSERY PROVISION  
(GOSLINGS)



16<sup>th</sup> January 2018

For questions, comments, supporting statements or objections please contact [office@somersford.dorset.sch.uk](mailto:office@somersford.dorset.sch.uk) or Somersford Primary School, Draper Road, Christchurch, BH23 3AS.

## **Formal proposal for Somerford Primary School to close its nursery provision**

### **The Proposal**

Somerford Primary School's Governing Body proposes that Somerford Primary School close its nursery provision and becomes a primary school only. (Age Range 4 - 11).

### **Characteristics of Somerford Primary School**

- The school is graded 'Good' by Ofsted and the last inspection was March 2016
- The school has a deprivation index of 0.27 which is the 70<sup>th</sup> percentile and a significant proportion of children enter Reception significantly below national expectations
- The school is larger than most Primary Schools, but has been experiencing a falling number on roll over the past 2 years.
- The majority of children are of White British Heritage but levels of EAL have more than doubled in the last 18-month period to 7.9%, resulting in 12 different language needs across the school. The majority are East European and a few are Middle Eastern.
- The proportion of disabled pupils and those with SEN continues to be much higher than the national average at 38%, including 14 children having an EHC Plan and continues to rise.
- There are two Reception classes. The number of children joining the EYFS Nursery has significantly declined.

### **Further to 'Making Prescribed Alterations to Maintained Schools**

The Governing Body is following the statutory process as outlined in Section 5 and Annex A.

NB: The Governing Body is the proposer and the Local Authority are the decision maker in this process.

### **Description of alterations and evidence of demand**

1. The Governing Body wishes to operate within the principles of 'best value' when managing the school's budget. They have been unable to fully do this due to the low income from children attending the nursery (Goslings).  
The income from children attending in 2017 – 2018 is approximately £10,000 a term below the costs of running the nursery.  
Numbers in the nursery have been dropping over the last 5 years (see Appendix A) and in 2016 – 2017 the school also lost money by running the nursery.  
Costs are higher in Goslings than other local nurseries as the school has to provide a qualified teacher.

2. Somerford Primary School has high levels of deprivation (in the 75% centile) and high levels of Free School Meals (36%) and Special Needs (38%).  
The Governing Body wants to use the budget provided for the children in the school to ensure all school aged children reach their full potential. This is made increasingly challenging by losing approximately £30,000 of the budget keeping the nursery open.
3. There is a high number of pre-schools and nurseries in the local area (13 within a 5 mile radius, 11 within a three mile radius and 3 within a 1 mile radius. (See Appendix B). At the time of consultation, 7 reported having available spaces for 3- 4 year olds (4 did not respond and 2 reported having no spaces currently).
4. There is a new housing development being built close to the school and there is a possibility nursery numbers may increase as a result. However, information from the DCC Sustainability Team suggests that with 875 houses being built this would create 15 extra nursery children in the 3 – 4 age range. It would necessitate all of these children attending Goslings to make the provision financially viable. Furthermore, the development is not due to be completed for at least 24 months, therefore not increasing numbers in the short term.
5. 13 of the 19 children in Goslings have siblings in school and to close Goslings will undoubtedly be less convenient for these parents. However, there are 13 nurseries within a 5 mile radius and 3 nurseries within a 1 mile radius so it would be reasonable for parents to access more than one setting. The nursery's IDACI score is very low as a result of the considerable provision in the area (0.24976786).
6. Some parents have expressed a view that they would move their older sibling from the school if Goslings closed. If all parents were to do this, this would be a loss of 13 children to the school and therefore a loss of approximately £54,000. However, Somerford Primary School is currently the only school in Christchurch with spaces in Years 1 and 4 and other year groups are very close to becoming full in other schools. Therefore it is unlikely that all of these children would move immediately.
7. Parents also expressed concern over children not being able to form friendships before starting school if Goslings closes.  
Somerford Primary School took children from 8 different nurseries and pre-schools this academic year (Appendix C) and the children all settled and made friendships quickly. Therefore if the children did not attend Goslings and attended a different nursery or pre-school, the evidence would suggest this would not be detrimental to their emotional development.
8. At the two consultation meetings the school held, only 6 parents and 2 local nurseries attended. No responses were received on the consultation forms.

The school has been informed that some parents held their own meeting without school present and 9 written responses were received after this.

**The effect on other schools, academies and educational institutions within the area:**

Currently there are only 19 children attending Goslings (13 claim 15 hours and 6 claim 30 hours).

7 of the local nurseries and pre-schools state they have available 3-4 year old places (4 did not respond).

Therefore it would not put undue pressure on local institutions. The nurseries who attended the pre-consultation meeting were both keen to support parents in finding spaces for their children in their settings and were supportive of the school's view to close the provision.

One local pre-school is expanding in the next year and a new pre-school is opening very close to the school in the next year. There are 13 pre-schools and nurseries in the local area (5 mile radius).

**Objectives**

The proposal seeks to improve the educational standards of the children at Somerford Primary School as there would be additional funds available to support them. If the Governing Body continues to subsidise Goslings from the budget for school age pupils, it would have no choice but to consider cuts in staffing and resources in the school and this would clearly have a detrimental impact on the opportunities for school age pupils to achieve.

**Project Costs**

There are no costs to this proposal. Goslings is currently taught by a qualified teacher from a supply agency so this cost would immediately cease. The experienced Teaching Assistant would be redeployed into a school based role as additional children with SEN are requiring provision. There would therefore be no redundancy costs.

The school is offering 30hrs provision and 6 of the 19 children in Goslings have taken up this offer. The school is currently not able to offer lunch cover as part of the 30hrs resulting in parents having to pick their children up for 30 minutes at midday.

The school recognises this is not an ideal situation. However, to employ further qualified staff to cover this period of time would increase the costs further. Whilst to offer lunch may increase the number on roll, there is no guarantee of this, especially

**Appendix A**GOSLINGS

Numbers on Roll over 5 year period

	2013-2014	2014-2015	2015-2016	2016-2017	2017-2018
September	42	37	21	25	14
January (Spring Intake)	42	42	30	27	19
April (Easter Intake)	52	50	39	30	5 have applied (2 will be 30 hours)
Number of pupils who moved up from Nursery to YR	33	34	24	24	

when only 32% of the attendees take up this offer now and a significant proportion of parents in the local area are not employed and therefore would not qualify.

### **Implementation**

To keep you informed the proposed timeline is as follows:

20/9/17 Full Governing Body Meeting – unanimous decision to seek to close the nursery

10/11/17 Meeting between Governors and DCC to explore options

30/11/17 Pre consultation period commenced – letters sent to stakeholders

7/12/17 Stakeholders invited to pre consultation meeting – 6 parents and 2 local nurseries attended

11/1/18 End of pre consultation period

16/1/18 Formal consultation period commenced

20/2/18 Formal consultation period ends

20/2/18 Governing Body meet to consider responses and how to proceed.

### **Responses**

If you wish to make any comments please do so in writing by sending them to [office@somerford.dorset.sch.uk](mailto:office@somerford.dorset.sch.uk) or by post to the address at the top of this letter before the end of the consultation period which is midday on 19<sup>th</sup> February 2018. Please mark your comments for the attention of the Governing Body.

**Appendix B**

**Local Nurseries and Pre Schools to Somerford School**

**1 mile radius:**

Little Explorers – 0.1 miles

Mudeford Preschool – 0.5 miles

Pre-school on the marsh – 0.9 miles .

**3 mile radius:**

Mudeford Wood – 1.1 miles

Poppets day nursery – 1.6 miles

Tops day nursery – 1.8 miles

Stour Road Day Nursery – 1.9 miles

Burton Day Nursery – 2.4 miles

Three bears Preschool – 2.4 miles

Cranleigh Lodge Day Nursery – 2.7 miles

Christchurch Montessori - 2.8 miles

**5 mile radius:**

Dell cottage Day nursery – 4 miles

Stepping Stones of Sopley – 5.3 miles

**Appendix C**

**Feeder Nurseries and Preschools to Somerford Primary School**  
**2017-2018**

Christchurch Montessori

Burton Day Nursery

Little Explorers

Three Bears

Preschool on the Marsh

Mudeford Wood Playgroup

Poppets Preschool

Iford Bridge Nursery



## Appendix D

## Parent Meeting

## Meeting Minutes by Tracy Blick

Date and time	7.12.17
Present at meeting	Helen Frampton, Head of School Tracy Blick, Vice Chair of Governing Body
Contact number/email	<a href="mailto:office@somerford.dorset.sch.uk">office@somerford.dorset.sch.uk</a>
<p><b>Minutes</b></p> <ol style="list-style-type: none"> <li>1. Introductions 6 parents and 5 children present</li> <li>2. Explanation of statutory process of proposal to close including a parent meeting and a meeting for local nurseries Clarified the nursery is not closing at this time.</li> <li>3. Asked if parents need any clarification from the letter and explained as maintained Nursery we have to have a qualified teacher in the Nursery which increases the cost, plus a level 3 teaching assistant.</li> <li>4. There has been a continual dip, not increase, in numbers over the last 5 years The school has been offering 30hrs funding but no lunchtime cover offered In 2016 -2017 the Nursery was not financially viable - need to have 30 children on roll (at 15 hours) to make it financially viable Governors and Senior Leadership Team have been discussing for a long time in consultation with Dorset County Council.</li> <li>5. <i>Parent: Why can't they start until they are three years old?</i> Not able to get 2 year old funding as maintained Nursery</li> <li>6. <i>I will move my child from the School if the Nursery closes as I need my child in Nursery!</i> School will let you know as soon as possible the final decision from the local authority (not our decision). The process is starting early but the implementation could have a longer timescale. We appreciate it is unsettling and will support families as much as possible during the process.</li> <li>7. <i>Parent: Preference that we keep open this summer term or Alternative could we not mix Goslings with Year R at lunchtime to utilise teaching staff</i> Academic year will cost £30,000 from the budget for school age children which will have an effect on costs across the school ie teacher or teaching assistants. The school will need to find savings. We cannot mix Nursery with School age children on the playground (Nursery staffing rules still apply).</li> <li>8. All raised issues will be addressed and included in the consultation document</li> <li>9. School has spoken to Dorset County Council's sustainability team who are knowledgeable about the Roeshott development. 875 houses being built. They predicted this will equal 15 3-4 year olds. <i>Parent: When will the buildings be finished?</i></li> </ol>	

- At least 24 months, which therefore does not offer a short-term solution.
10. The school has been researching for over a year as numbers have dropped  
No guarantee we will get children for September intake
  11. *Parent Question It can be off putting that there is no lunch*  
School to investigate if opening over lunch is viable
  12. *Parent Concern: Getting all children to each school and Nursery if it closes*  
School appreciates this will be harder. There are many nurseries/pre-schools in the local area.
  13. Parents reminded to send information in writing to the school. Parents need to send their views in so the school is informed, rather than Echo, Facebook, Petition (not helpful or correctly informed)
  14. Parents requested minutes from this meeting. Agreed they would be included in consultation document. The statutory process was explained again. Local Nurseries invited to meeting, Little Explorers and 12 others – within 5 mile radius. Comment slip sent to them too.
  15. Any other points  
It was suggested by a parent to use the current Goslings room for Little Explorers to expand and rent from the school – which would solve Nursery issues. Is this an option?  
School agreed to discuss with Dorset County Council.  
*Parent Question – Has Early Years Support been in?*  
The Local Authority has been to visit several times and has discussed with the school the options.  
*Parent Question – is it clear it will close?*  
No. It's the Local Authority's decision and not Somerford School's

**Appendix E**

**Nursery Meeting**

**Meeting Minutes by Tracy Blick**

Date and time	7.12.17
Present at meeting	Helen Frampton, Head of School Tracy Blick, Vice Chair of Governing Body
Contact number/email	<a href="mailto:office@somerford.dorset.sch.uk">office@somerford.dorset.sch.uk</a>
<b>Minutes</b>	
<p>1. Feedback from local nurseries, only 2 attended of the 13 invited</p> <p>2.</p> <ul style="list-style-type: none"> <li>* Reiterated the Nursery is not closing at this point. It is the Local Authority's decision following the consultation</li> <li>* 14 children currently on role.</li> <li>* Maintained nursery so there has to be a teacher, therefore costs are higher.</li> <li>* Have to have 30 children attending to make it financially viable</li> </ul> <p>3. Discussion followed about spaces. Many nurseries have spaces including the ones attending</p> <p>4. Following statutory process. There are 4 main stages and we will keep you informed throughout.</p> <ul style="list-style-type: none"> <li>Stage 1: Publication of statutory notice</li> <li>Stage 2: Formal consultation (at least 4 weeks)</li> <li>Stage 3: Decision from the Local Authority (within 2 months)</li> <li>Stage 4: Implementation</li> </ul> <p>Everyone will get a copy as stakeholders</p> <p>5. Concern that children need continuous provision through transition. School reassured that they would fully support families in the transition.</p> <p>6. Both attending nurseries were understanding and supportive. Question: Possibility to open part-time to free up a teacher for some days? The school assured them they had considered many different options and were still doing so with Dorset County Council's support.</p>	





**NURSERY CLOSURE MINUTES  
7 FEBRUARY 2018 at 9.00am**

**Present:**

John Stevens (Chair FGB)  
Helen Frampton (Head of School)  
Brenda Pidgley (Parent)  
Candice Vivian (Parent)  
Claire Griffiths (Marsh Pre-School)  
Debbie Assinder (Minute taker)

JS thanked everyone for attending and explained the current situation with the Nursery which is running at a loss. He explained that the school was following the statutory process and that the final decision will be made by Dorset County Council.

HF informed everyone that the consultation process closes on the 20<sup>th</sup> February 2018 and that the school has followed all the processes of consultation by informing the press, local schools and playgroups along with letters to parents. Following this the school has only received one response which was from a member of the local community.

The audience were then asked if they would like to ask any questions.

It was asked what the likelihood of the Nursery closing at Easter and JS replied that it was up to Dorset County Council

A parent asked where will the children go and it was highlighted that there are several nurseries in the area with spaces. The issue of some parents having no transport was raised and HF noted that some nurseries with vacancies are within a mile of this school.

It was explained that the local authority have to make a decision within two months following the end of the consultation. The decision has to go to County, the educational committee meeting followed by a period of notice. It is therefore unlikely to close at Easter. The school have never said the closure would be at Easter.

It was explained that as we are a school and we have to have a teacher in place this increases the running cost. One option would be to have a provider in to run the Nursery. DCC may suggest this but unfortunately we do not know yet. The outcome could be that it doesn't shut at all.

The school has met with Dorset County Council but there is no indication what the decision will be. There are only 4 school nurseries in the whole of Dorset.

There were no further questions

It was confirmed that the minutes would be sent to the local authority. It was suggested if the petition in the local shop would go to the Local Authority. It was suggested this was submitted to the school as part of the consultation and it would be sent to the Local Authority.

The three stakeholders were thanked for attending.

Meeting closed at 9.15am



**From:** [REDACTED]  
**Sent:** 28 January 2018 14:53  
**To:** Somerford Primary School Office  
**Subject:** Goslings Nursery Closure Questions

Good afternoon

I am a member of the Christchurch Labour Party and have been contacted by some of our members regarding the proposed closure of Goslings.

I have spoken to some of the parents, and been shown minutes of your previous meetings with them, as well as the Formal Proposal to close your nursery provision, dated 16th Jan 2018, along with the comments and letters some of the parents have made.

As stated in this proposal, it is important that misinformation is not spread, and so to ensure there are no misunderstandings and that we can advise and educate our members and the community on their concerns I wondered whether you would be able to provide answers to the following questions please:

Good afternoon Mr Dunne

Thank you for your email and subsequent questions regarding our consultation.

As you have raised a number of points, I hope you don't mind that I have answered each one in turn. I have used a different colour to make the answers clear.

I hope this clears up any misunderstanding from your members. We are not pleased to be proposing the nursery provision closes and fully understand the anxiety this is causing some parents.

I will ensure your questions and my responses are forwarded to the LA so they may consider them when making their decision at the end of the consultation period.

Please do not hesitate to contact me if you have any further questions.

Kind regards

Helen Frampton  
Head of School

1. We note the distinct drop in numbers in Appendix A of the Formal Proposal since 2013. Please could you advise what research and analysis has been undertaken to ascertain the reason for this, and what were the findings?

The child care nursery next door to the school was graded as outstanding by Ofsted and this meant we lost children to this provision. Conversations with parents showed that the model of school hours, term time only child care is not the model that suits modern parents. Even those wanting the 30 hour funding, wanted a provision for continuous child care outside of the term time hours. We cannot offer that. This feedback is anecdotal, however, as we didn't lose children through the year, rather more did not start the following year, it was not easy to find out firm reasons. If they had left during the year, we would have offered 'exit interviews' but this was not the case.

1. What measures have been discussed or undertaken to alleviate this issue?

We liaised with the LA over what measures to take. We were advised not to advertise in the newspaper as this was, in their experience, wasted money and did not draw in parents. We

ensured the nursery is clearly visible on our website and the blog shows examples of the kind of experience the children have. We took out an advert in a local magazine to promote the nursery. We also talked to another school nursery as advised by the LA. We had several meetings with the LA to explore options.

1. We note in point 3 and appendix B of the Formal Proposal the numbers of other 'local' nurseries, some of which you state have available places. Please could you advise which of these nurseries have told you they have available space going forward for these 19 displaced children, should Goslings close in April this year?

I would like to point out that nowhere in the proposal does it say that Goslings will close in April this year. No closing date was specified in the proposal, in fact instead it states that parents have expressed a preference it stays open until the end of the academic year.

The nurseries that stated to us that they had available spaces for 3/4 year olds were:

Mudford Pre School

Mudford Woods

Tops Day Nursery

Stour Road Nursery

Burton Day Nursery

Christchurch Montessori

Pre School on the Marsh informed us they were expanding and spaces would be available over the summer term

Poppets Day Nursery informed us they would have spaces from September

Little Explorers said they would be willing to work with parents to find sessions available.

1. We note in Appendix D point 11, the Parent's Meeting on 7th Dec 2017, that the school undertook to research the ability to open over the lunch period, providing lunches for Goslings children. Are you able to tell us what the considerations are for this and the outcome of this research?

We sought advice from the LA and they suggested we spoke to another school with a nursery to see how they managed this lunch time. The school shared their model and, as stated in the consultation, as there were additional costs to this model, we did not feel we could commit more funds to the nursery when it was unlikely to bring in extra revenue.

1. According to the Schoolcuts.org website, Somerford Primary School is due to see approx £120k in funding cuts by 2020. Is this one of the main considerations in the closure of Goslings at this time, especially given the Roeshott development due in the next 24mths which, although projections by the LA state will bring 15 more children of this age to the area, this number seems incredibly small given the 'familial' nature of the estate being built?

This has not been a consideration at all. The money allocated to the school in its budget is for school age pupils. The school does not receive any funding for nursery other than the funding from the 15 hours or 30 hours parents claim. Therefore, if not enough children are attending the nursery, the school has to use a budget that is not intended for those children to keep the provision open and school age children at the school are missing out on the funding they are entitled to, as explained in the consultation.

I cannot comment on the projection by the LA regarding the Roeshott development as I can only work on figures given to me.



**As you highlight, the Roeshott development won't be completed for at least 24 months and with current numbers in nursery, this would be a significant proportion of the school age budget that would have to be reallocated to nursery.**

I would like to make clear that we do not intend to create issue or division with the school or the teachers and staff, but are responding to concerns raised directly to us by our members who are members of that community also.

Yours sincerely  
Andrew Dunne  
Christchurch Labour Party

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Mr Keith Brown & Miss Sarah Johansen  
15 Murnion Green  
Christchurch  
Dorset BH23 3DZ

Mr John Stevens and Ms Helen Frampton  
Chair of Governors and Head of School  
Somerset Primary School  
Draper Road  
Christchurch  
Dorset BH23 3AS

Date: 4 December 2017

Dear Mr Stevens and Ms Frampton

**RE: CLOSURE OF SOMERFORD PRIMARY SCHOOL NURSERY (GOSLINGS)**

Thank you for your letter of 28 November 2017 in which you invite us to note any comments about the pending closure of Somerset Primary School Nursery (Goslings) to discuss at the meeting on Thursday 7 December 2017. We have noted the main stages of the statutory process and also note that this is the first stage of the 'pre-publication' consultation process.

In view of the strength of feeling in the community, we arranged to hold a meeting today Monday 4 December 2017. The meeting was held at Somerset Youth Centre, Bingham Road and was well attended by both current, former and future parents of children who the proposed closure of Goslings will concern.

We thought that it would help inform the discussion at the meeting on Thursday 7 December, if we provided you with some of the main concerns that the Somerset community has with the proposed closure of Goslings; copies of some of the parents' personal thoughts are attached.

We highlight below some of the shared concerns of the parents:

- Goslings has assisted with the development and social skills of many children, including building friendships of both children and parents;
- It makes the transition to primary school easier. It is an amazing 'feeder' school for the children ;
- The teacher, Mrs Knowles, is mentioned on more than one occasion, how marvellous to have such a competent teacher who has helped and continues to help our youngest children and prepare them for mainstream education;
- Parent/s of different nationalities have found Goslings has helped with the integration of their children into the local community and improved their language skills;
- Housing is due to increase by, I believe, 700 homes, putting additional pressure on existing educational resources;
- There are currently no vacancies within nurseries in the immediate area, 8 months has been quoted by one parent as the length of the waiting list;

- Where will the nursery age children who already attend be expected to go from Easter, having already had several terms at Goslings. This upheaval is undoubtedly going to have an impact on these young children, a disruptive and negative factor in their development;
- Parents who do not drive find it convenient to have their children all in one place, namely the Goslings and Somerford Primary schools;
- Parents who drive but have busy family lives will not be able to leave the primary age children at Somerford if their younger siblings cannot attend Goslings and there is a place in a nursery somewhere else in Christchurch. A consequence therefore, is that the number of pupils attending Somerford Primary may fall.

Parents who attended the meeting believed that:

- If the lunchtimes at Goslings were funded, then pupil numbers would increase and the number of children on waiting lists for other nursery schools in the area would decrease. These other nurseries provide cover for lunch enabling parents to work ;
- The numbers of children attending Goslings should increase;
- Their other children may also have to be withdrawn from Somerford Primary because of the closure of Goslings, as it is important to have siblings in the same location.

In addition to this meeting, we have a 'paper' petition with signatures and also an 'on line' petition with signatures and comments. The on line version can be located at care2PETITIONS <http://www.care2.com> and search for Somerford on this site. At the time of writing there were 73 signatories to this petition.

We understand that you will not be able to answer questions but perhaps will be able to inform on the basis of the doubts raised by myself and other parents. We feel strongly that Goslings should remain 'open' and continue to provide the high quality of pre-school education that many of our older children have enjoyed. Although there is a statutory procedure to follow, the closure of Goslings and the potential impact that this will have on our little girl's confidence, as well as her education, has affected us greatly.

Yours sincerely




All other local nurseries are fully booked with waiting lists of 8 months

Barons Housing have just built 40+ houses on the estate 2 minutes from the school these are 2-3+ 4 bed houses so with just those there are going to be so many children in area needing school places.

Just because there isn't enough children in this years nursery doesn't mean there won't be enough in next year as 3 years ago we were waiting for spaces at nursery because it was full.

700+ new homes being built in Roehampton.

Transport for people in ~~area~~ to get to other nurseries - Difficult if older siblings attending school.

- Where children will go from new estate being built (over 700 houses)
- New buildings on street front will house children
- Convenience for mums that cannot drive
- Good fundings, excellent teaching.
- Other schools have waiting lists
- My son starting in January
- It's a good foundation for the children to go before they start in Somerford School
- If the nursery is to close I will need to take my other 3 children out of Somerford School and apply ~~else~~ to other schools as I can't be in two different places at the same time.

[REDACTED]

Goslings Nursery part of Somerford primary school is a main part of children's education and social development. It has been open for many years as my 16 year old went there and 3 of my others have all gone there which has built there friendships up and made transitions easier and I also have one in goslings at present and 2 more I was planning on sending it physically wouldn't be possible for me to send my 3/4 year olds to another nursery as have young otherone's at the school and in little explorers who have a waiting list like every other nursery has. and I don't drive so can't walk miles which means my child would have no place to go. If ~~is~~ lunch was supplied for the children entitled to 30hr funding the number of children would rise.

[REDACTED]

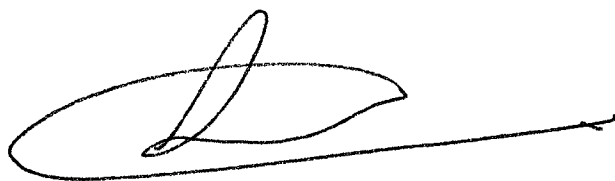
## The Somerford Goslings

My Son Tyler is due to start Goslings in April, I am very upset that he might not be able to start because you want to shut it down. I have just started work and Goslings was going to make it easier for me as it's by my home and my family all have kids at Somerford School.

The little explorers next door all have waiting lists and it's long so by the time Tyler gets a space he will be school age.

Goslings prepares the kids for school much better than a playgroup.

My older daughter went to Goslings and it was a lovely place for her and helped her and me.





# The Somerford Goslings ..

The Somerford nursery has been a god send. All 3 of my children have attended Goslings and doing so helped them feel ready for reception.

The teachers are amazing and help the children massively.

Goslings is the number one nursery its also good distance for walking / bus.

Knowing all 3 of my children were safe and happy and looked after everyday made me feel at ease.

~~Pat~~

[Redacted]

Paul

[Redacted]

Somerford nursery Not only helped with my daughter's development, it also helped me. I suffered really bad anxiety and was worried to leave my daughter, but they made me feel at ease, and helped me overcome it.


My daughter has now gone up to reception in Somerford school.

and I have another baby on the way who when starting school would need to be in Somerford as I don't drive and the little explorers not always has spaces.

The school has come so far, and people now believe this is a really good school, and recommend it to others.

We are a family of foreigners from Romania,  
just settle here last year, and my daughter  
Erika is shy and take long time to adjust  
with new language and it will be  
really hard for her to start some place different  
and after that she must go to school,  
so I think it will be very disturbing for her  
because of age and the fact that she struggle  
with new language.

I hope you will consider to let  
Gastay's hurry keep your good job that my dear.



I feel that losing will be a huge loss to Somerford School.

Its an amazing feeder school and has an great impact on the childrens.

Transition into school

Its great for local families and is in walking distance for lets who have no transport.

Mrs Knowles is an great asset to the school and had a huge impact on all three of my childrens school life

As Im aware all other local nurseries are ~~do~~ full so where will the children go?

Two minutes walk from the school 700 plus homes are being built, where will the children go?

The Somerford Goslings  
Parent

Hello, my name is Felicia Cotea, my son Mathias, he is 3 years old and he goes to Goslings! We come in UK, on 11<sup>th</sup> of

October, and he went to the nursery right away.

At his age is very important to love his teacher and go in there with pleasure! He loves Mrs Knowles, it was very hard, to move from Romania, but she managed to get him love her from the first day! I think that will be frustrating, and will affect him very much if the Nursery will be closed! My bigger son is going in Somerford School, Y2, and this is very good for us, because I have to bring them both at the same time! And if I move the little ones from Goslings I will not be able to take them in the time to school and nursery! In my opinion it is not ok to ~~stop~~ stop Nursery during the year! It can affect children state of mind.

Another opinion I have is that if you want more children to come to Goslings give them lunch time. I live in Christchurch and it is very far from home, and I don't have enough time to take Mathias for lunch and bring him back, but if you offer lunch time then I will definitely chose for 30h at Goslings!

Thank you and hope to take the right decision!

4<sup>th</sup> of December 2017.



# Cabinet

## Dorset County Council



Date of Meeting	2 May 2018
<p><u>Cabinet Member(s)</u> Daryl Turner - Cabinet Member for the Natural and Built Environment</p> <p><u>Local Member(s)</u> All Councillors</p> <p><u>Lead Director(s)</u> Mike Harries - Corporate Director for Environment and Economy</p>	
<b>Subject of Report</b>	<b>Goods and Passenger Carrying Vehicles under an Operator's Licence Policy</b>
Executive Summary	<p>The Institute of Directors and the Health and Safety Executive in the publication <i>Leading Health and Safety at Work</i> set out an agenda for effective leadership in health and safety. Intended to apply to all sizes of organisations, it covers four core actions – Plan, Do, Check and Act.</p> <p>This strong leadership approach should equally be applied to the management of transport and the introduction of an Operator's Licence Policy identifies the key leadership actions for all organisations that operate goods and passenger carrying vehicles.</p> <p>The aim of the policy is to help ensure that Dorset County Council has appropriately documented its instructions, policies and procedures to meet its Operator Licence statutory undertakings.</p> <p>The ability to evidence its system through an up-to-date policy is paramount, as it shows the Council has properly considered the issues associated with operating a fleet and communicated its control systems, to those with responsibility to deliver it. The policy may also be needed to defend the Council if it needs to demonstrate its systems in a court hearing, public enquiry or in response to a Driver and Vehicle Licensing Authority enforcement audit.</p>
	<p>Equalities Impact Assessment: Document attached</p> <p>A full EqIA was conducted and has been approved and signed off by the Diversity Action Group.</p>

Goods and Passenger Carrying Vehicles under an Operator's Licence Policy

	<p><b>Use of Evidence:</b> This policy is based on recommendations from the Freight Transport association, Traffic Commissioners Office and Driver and Vehicle Standards Agency (DVSA)</p>
	<p><b>Budget:</b> There are no budget risks identified as existing budgets already have the necessary funds to manage the County Councils Operator Licence statutory undertakings.</p>
	<p><b>Risk Assessment:</b></p> <p>Having considered the risks associated with this decision using the County Council's approved risk management methodology, the level of risk has been identified as:</p> <p>Current Risk: LOW Residual Risk: LOW</p> <p>The Transport Commissioner revoking, curtailing, suspending or restricting the County Councils Operators Licence is recorded on the Corporate Risk Register as services would be put at risk.</p>
	<p><b>Other Implications:</b> In the event that the County Council's Operating Licence was revoked, curtailed, suspended or restricted, this would have a major impact on the ability of some services to deliver key front-line services, which would damage the County Councils reputation.</p>
Recommendation	That the Cabinet approves the attached Operator's Licence policy that will provide a clear leadership approach to transport operations as recommended by Freight Transport Association, the Traffic Commissioners Office and Driver and Vehicle Standards Agency (DVSA).
Reason for Recommendation	To support key corporate outcomes 'Safe', 'Prosperous', 'Independent' and 'Healthy'.
Appendices	Appendix 1 – Proposed Operator's Licence Policy
Background Papers	Leading Transport Safety EqIA Operator's Licence Policy
Officer Contact	Name: Christopher Hook Tel: 01305 225141 Email: c.p.hook@dorsetcc.gov.uk



## 1. **Background**

- 1.1 An Operator's Licence is the legal authority needed to operate vehicles in Great Britain for commercial activity. A licence is issued by the Traffic Commissioner, who is the independent regulator of the commercial road transport industry.
- 1.2 The Traffic Commissioner also has powers to take regulatory action against a licence holder where they fail to meet the expected standards of operation. This action includes curtailment (limiting or reducing the number of vehicles an operator is able to operate), suspension (temporarily stopping operations) or revocation (permanently removing an operator's licence to operate commercial vehicles).
- 1.3 Dorset County Council has two Standard Operators licences which allow the carriage of goods and passengers for hire or reward in Great Britain (and also permits own account movements in GB and abroad). Key front-line services such as Dorset Highways, Dorset Waste Partnership and Dorset Travel could not deliver any HGV or PSV activities without an Operator's Licence.
- 1.4 To demonstrate the levels of governance expected to maintain an Operator Licence, Traffic Commissioners expect all organisations to demonstrate effective leadership and control of their transport operations at all levels in the organisation. The introduction of a Policy will demonstrate and identify the responsibilities, process and intent of the organisation, and will show the County Council is resilient to any changes of personnel and / or circumstances.
- 1.5 The new Operator's Licence Policy attached in Appendix 1, sets the direction for effective management and the role of the leadership teams in understanding the key issues and individual responsibilities and through communicating, promoting operator's licence compliance.
- 1.6 Currently operator licence undertakings are the responsibility of Dorset Travel Fleet Services the County Council's in-house fleet management service. Although this works very well, the responsibilities for the day to day operation of the fleet is a shared one, with varying levels of responsibility across all those services that operate under operator licence regulations.
- 1.7 The introduction of a Policy will ensure there is a culture of shared responsibility and will provide systems and process to reduce and manage the risks associated with our operator licence undertakings.

## 2. **Operator Licence Responsibilities**

- 2.1 Applications for an Operator's Licence to operate commercial vehicles are made to the regulator (Traffic Commissioner) by the licensed operator, who is represented by the person or a group of people with the controlling influence over the organisation for example board of directors, governing body or chief executive officer(s).
- 2.2 The operation of the County Council's fleet and its drivers are managed within their operational service environments with the day to day responsibilities for vehicle, and driver compliance falling on their leadership teams. The Traffic Commissioner has confirmed that in the case of a Local Authority the licence holder is the Chief Executive Officer, the responsibilities can be delegated to others, but the duties cannot.
- 2.3 County Council employees (transport managers) are named on the operator's licence and are legally responsible for ensuring operator licence undertakings are

met. However, the Chief Executive Officer as the licence holder is ultimately responsible for ensuring the County Council's systems and process continue to meet its operator licence undertakings.

- 2.4 For transparency and governance, the performance of this Policy must be monitored and reported, including preventative information as well as incident data. Leadership teams must receive both specific and routine reports on the performance of the Policy. This will provide the Chief Executive Officer (the licence holder) and the relevant leadership teams, with the assurance that operator licence undertakings are being met, and clear actions required where they are not.
- 2.5 Policy performance will be monitored through number of Key Performance Indicators (KPI's), and reported to leadership management teams monthly, Service Directors on a quarterly basis, and the licence holder (Chief Executive Officer) annually. In the event of a major performance failure it will be reported with immediate effect. The following KPI's will be used to monitor policy performance:
  - (i) The Operator Compliance Risk Score (OCRS);
  - (ii) First time pass rate at annual test for vehicles and trailers;
  - (iii) Number of safety related defects found during independent inspections per inspection;
  - (iv) Unplanned maintenance costs per vehicle;
  - (v) Number of Infringements by activity undertaken;
  - (vi) Number of 'notifiable incidents' required to be notified to the Traffic Commissioner;

### 3. **Service Outcomes/Corporate Objectives**

- 3.1 This Policy supports the Corporate objectives of 'Safe', 'Prosperous', 'Healthy' and 'Independent' by ensuring the County Councils fleet operations continue to operate safely and legally and do not put key front-line services or the public at risk.

**Andrew Martin**  
**Service Director Highways & Emergency Planning**  
April 2018



# **DORSET COUNTY COUNCIL**

# **OPERATOR'S LICENCE POLICY**

*Version 1 January 2018*

**Contents**

- 1. *Introduction***
- 2. *Scope of Policy***
- 3. *Operator Licence Responsibilities***
- 4. *Operator Licence Performance***
- 5. *Review***

## 1. Introduction

- 1.1 An operator's licence (or O licence) is the legal authority needed to operate vehicles in Great Britain for commercial activity. A licence is issued by the Traffic Commissioner who is the independent regulator of the commercial road transport industry.
- 1.2 A Traffic Commissioner also has powers to take regulatory action against a licence holder where they fail to meet the expected standards of operation. This action includes curtailment (limiting or reducing the number of vehicles an operator is able to operate), suspension (temporarily stopping operations) or revocation (permanently removing an operator's licence to operate commercial vehicles).
- 1.3 Dorset County Council has two Standard Operators licences which allows the carriage of goods and passengers for hire or reward in Great Britain (and also permits own account movements in GB and abroad).
- 1.4 The purpose of this policy is to assist Dorset County Council in documenting its instructions, policies and procedures for meeting its operator licence undertakings. The Institute of Directors and the Health and Safety Executive in the publication *Leading Health and Safety at Work* sets out an agenda for effective leadership in health and safety, but this top-down leadership approach should equally be applied to an organisations operator licensing commitments, and the following four core actions will be applied: -
  - **Plan** – Leadership sets the direction for effective management by way of a policy that is an integral part of an organisations culture;
  - **Do** – Effective management systems are in place that are resourced by competent people. Traffic Commissioners expect an organisations transport management to be effective and continuous;
  - **Check** – Policy performance must be monitored and reported on using key performance indicators;
  - **Act** – The policy and performance of the system must be reviewed regularly and action taken to address any weaknesses.
- 1.5 The policy aims to adopt this approach by identifying the key actions and responsibilities for all employees who are responsible for operating and managing goods and passenger transport operations under UK Operator's Licence Regulations.

## 2. Scope of Policy

- 2.1 Poorly managed vehicle operations can reflect badly on the reputation of the Council, in particular:
  - 2.1.1 holders of operator licences have signed an undertaking to ensure proper arrangements are in place. Failure to meet this undertaking could result in a licence being revoked, curtailed or suspended;



- 2.1.2 operators with poor history can be targeted for increased enforcement activity by the Driver & Vehicle Standards Agency (DVSA);
- 2.1.3 operators have legal obligations under a wide range of regulations. Penalties can range from fines to fixed penalties to imprisonment in extreme cases;
- 2.1.4 employers have an obligation to ensure others are not harmed or adversely affected by their activities.

2.2 This policy demonstrates Dorset County Council has properly considered and communicated its control systems, and instructed those with responsibility to deliver them. It can be an essential tool in the County Councils defence should it need to defend itself in a court hearing, public inquiry or in response to a DVSA audit.

### 3. Operator Licence Responsibilities

- 3.1 Applications for an Operator's Licence to operate commercial vehicles are made to the regulator (Traffic Commissioner) by the licensed operator, who is represented by the person or a group of people with the controlling influence over the organisation for example board of directors, governing body or chief executive officer(s).
- 3.2 The Senior Traffic Commissioner has confirmed that in the case of a Local Authority the licence holder is the Chief Executive Officer.
- 3.3 The following table identifies those people who manage, control and facilitate operator licence controls and standards for Dorset County Council and highlights the levels of responsibility required and expected.
- 3.4 In this policy, the term Transport Manager (TM) is used for those people who are named on the Operator's Licence and are responsible for Operator's Licence undertakings (see Appendix 1). However, those person(s) may not have Transport Manager in their job title.
- 3.5 This policy sets out the core responsibilities and structures that will help us to fulfil our operator licensing commitments and identifies the necessary levels of governance and structure to ensure the Operator Licence undertakings are fully met. See Schedule of Responsibilities.
- 3.6 Dorset County Council takes its legal and moral safety obligations extremely seriously. Any failure to do so has potentially very significant consequences:
  - 3.6.1 we have an obligation to ensure our service users, staff and others are not harmed or adversely affected by our activities;
  - 3.6.2 as the holder of a licence to operate vehicles for hire and reward activities, we have made a commitment to meet our legal undertakings to ensure our vehicle operations remain safe and legal. Failure to meet these undertakings could result in our licence being curtailed, suspended or revoked, which would mean we would not be permitted to operate vehicles on hire and reward operations;

- 3.6.3 operators with a poor history are targeted for increased enforcement activity by the Driver and Vehicle Standards Agency;
- 3.6.4 Penalties can range from fines and fixed penalties to imprisonment in extreme cases.

#### **4. Operator Licence Performance**

- 4.1 Performance of this policy and system must be monitored and reported, including preventative information as well as incident data. Leadership teams must receive both specific and routine reports on performance of this policy.
- 4.2 The following Key Performance Indicators (KPI's) will be reported to Service Directors on a quarterly basis, and licence holder (Chief Executive Officer) annually.
  - 4.2.1 The Operator Compliance Risk Score (OCRS)
  - 4.2.2 Maintenance Systems KPI's:
    - First time pass rate at annual test for vehicles and trailers;
    - Number of safety related defects found during independent inspections per inspection;
    - Unplanned maintenance costs per vehicle
  - 4.2.3 Drivers hours and working time compliance;
    - Number of Infringements by activity undertaken
  - 4.2.4 Number of 'notifiable incidents' required to be notified to the Traffic Commissioner

#### **5. Review**

- 5.1 This policy will be reviewed:
  - 5.1.1 when there has been a significant change within the structure of the organisation;
  - 5.1.2 where the nature or type of operations change;
  - 5.1.3 following a serious incident of non-compliance;
  - 5.1.4 as a result of persistent poor compliance KPI performance;
  - 5.1.5 after a period of no more than two years.

Signed: .....  
Chief Executive Officer

Date: .....

**This policy will be reviewed after a period of no more than two years**





## Schedule of Responsibilities

Task	Job Role	Responsibility Statements and Instructions
<b>Operator's Licence</b>		
1. Who would notify a change of legal entity to the Traffic Commissioner (TC)?	Chief Executive Officer	Notify a change of legal entity of the organisation to the TC
2. Who would identify an anticipated change of legal entity?	Monitoring Officer	Identify an anticipated change of legal entity of the organisation
3. Who would communicate the change of legal entity to the person who would inform the TC?	Monitoring Officer	Communicates a change of legal entity of the organisation to the Transport Manager (TM). The TM being the person who would inform the TC
4. Who ensures your operator's licence(s) is within its review date?	Transport Manager	Ensures the operator's licence(s) is within its review date
5. Who completes the operator's licence(s) review/renewal process?	Transport Manager	Complete the operator's licence review/renewal process
6. Who would process a change that would affect the number and type of operator's licences needed with the Central Licensing Office?	Transport Manager	Process a change that would affect the number and type of operator's licences with the Central Licensing Office
7. Who would identify an anticipated change that would affect the number and type of licences required?	Operational Service Manager's	Identify an anticipated change that would affect the number and type of licences required and notify the TM.
8. Who would communicate the number/type of licence changes to the person who would inform the TC?	Operational Service Manager's	Communicates a change to the number and type of licences required to the TM who would inform the TC
9. Who would notify a change of financial standing to the TC	Chief Executive Officer	Notify a change of financial standing to the TC
10. Who would identify an anticipated change of financial standing?	Chief Executive Officer	Identify an anticipated change of financial standing of the organisation?
11. Who would notify a change of Transport Manager to the TC	Transport Manager	The TM will notify a change of Transport Manager to the TC



Transport Management		
1. Who is responsible for ensuring transport management responsibilities are written into TMs' contract of employment, contract or job description?	Service Director, Assistant Director, HR Administrator	Ensure transport management responsibilities are written into transport managers' contract of employment, contract or job description
2. Who is responsible for ensuring there is at least one named person responsible for managing transport.	Service Director Assistant Director	Service Director is responsible for ensuring there is at least one named person responsible for managing transport operations
3. Who is responsible for ensuring TMs are competent?	Service Director Assistant Director	Ensure TM's are competent
4. Who is responsible for ensuring there is a clear reporting line from the TM to the licence holder? <i>Note: the licence holder is the person or group of people with the controlling influence over the organisation. In the case of a local authority, the Senior Traffic Commissioner has confirmed this would be the chief executive officer</i>	Service Director Assistant Director	Ensure there is a clear reporting line from the TM to the licence holder
5. Who is responsible for ensuring TMs have authority to prevent an unroadworthy vehicle or unsafe or illegal driver from being used?	Chief Executive Officer	Ensure TM's have the authority to prevent an unroadworthy vehicle or unsafe or illegal driver from being used
6. Who is responsible for ensuring TM authority (as above) is in writing and included in a policy or procedural document? (This will be the person who is responsible for establishing and reviewing the policy (see very end of the table))	Chief Executive Officer	Ensure TM's have the authority (to prevent an unroadworthy vehicle or unsafe or illegal driver from being used) is in writing and included in a policy or procedural document
7. Who is responsible for compiling and communicating OCRS, KPIs and notifiable	Transport Manager	Compile and communicate OCRS, KPIs and notifiable incidents to the CEO and Directors in a quarterly report



incidents to the licence holder in a quarterly report?		
8. Who is responsible for ensuring poor performance, deterioration of performance, or notifiable incidents are investigated, action taken to prevent re-occurrence and actions reviewed?	Transport Manager	Ensure poor compliance performance, deterioration of performance, or notifiable incidents are investigated, action taken to prevent re-occurrence and actions reviewed
9. Who is responsible for ensuring those with transport management responsibility have continuous knowledge of the day-to-day operations and performance of compliance systems?	Service Director Assistant Director	Ensure Operational Service Managers have continuous knowledge of the day-to-day operations and performance of compliance systems
10. Who is responsible for detailing their duties in writing and providing an additional report where TMs are responsible for more than 50 vehicles?	Service Director Assistant Director	Detail of service managers duties in writing and provide an additional report where they are responsible for more than 50 vehicles
11. Who is responsible for ensuring those with responsibility for transport are named on your operator's licence	Chief Executive Officer	Ensure people responsible are named on the operator's licence(s)
12. Who is responsible for ensuring internal TMs have a genuine link (being an employee, director, owner or shareholder or administering an undertaking)	Service Director Assistant Director	Ensure Service Managers have a genuine link to the organisation (being an employee, director, owner, or shareholder or administering the undertaking)
<b>Operating Centres &amp; Vehicles</b>		
1. Who would arrange for a new operating centre to be authorised on your licence?	Transport Manager	Ensure new operating centres are authorised on the operator's licence(s)
2. Who would identify an anticipated need for a new operating centre?	Operational Service Manager's	Identify an anticipated need for new operating centres
3. Who would communicate the request for operating centre authorisation to	Operational Service Manager's	Communicate the request for operating centre authorisation to the Transport Manager the



the person who would process the application?		TM being the person who process the application
4. Who ensures that the vehicle limits are not exceeded (both at individual operating centres and, where applicable and across the licence)?	Transport Manager	Depot Supervisors and Service Managers to ensure the number of vehicles used at each operating centre do not exceed the authorised maximums. Transport Manager to ensure the number of vehicles used across the operator's licence(s) do not exceed the authorised maximums
5. Who ensures operating centre conditions (where applicable) are met, there continue to be adequate parking facilities and vehicles are normally parked at the authorised centre(s)?	Premises Responsible Person (PRP) for Depots	Ensure operating centre conditions are met, there continue to be adequate parking facilities and vehicles are normally parked at their authorised centre(s)
6. Who reviews that vehicle limits, centre conditions and parking arrangements are complied with and produces a report (at least annually)?	Fleet Compliance Officer and Transport Manager	Fleet Compliance Officer reviews vehicle limits, centre conditions and parking arrangements to ensure they are being complied with and produce an annual report to the TM
7. Who would ensure vehicles are specified on your operator's licence within the correct timescales?	Transport Manager	Ensure vehicles are specified on the operator's licence(s) within the correct timescales
8. Who would identify an anticipated need for new vehicles or changes to vehicle locations?	Operational Service Managers	Identify an anticipated need for new vehicles or changes to vehicle locations to the TM
9. Who would communicate the changes to specified vehicles to the person who would process the changes to the information held by the Central Licensing Office?	Operational Service Managers	Communicate the changes to specified vehicles to the TM who will process the changes to the Central Licensing Office
10. Who reviews that vehicles are specified correctly and produces an annual report?	Transport Manager	Review vehicles with operational teams and produce an annual report to the Chief Executive Officer
11. Who checks the details of discs and ensures they are displayed on vehicles or withdrawn as required?	Fleet Compliance Officer	Check the details of discs and ensure they are displayed on vehicles or withdrawn as required.



		Any noncompliance will be reported to the TM
12. Who reviews the performance of disc display and withdrawal and produces a report?	Fleet Compliance Officer	Review the performance of disc display and withdrawal and produce a monthly report to the TM.
<b>Operating Centres &amp; Vehicles</b>		
1. Who would notify the Traffic Commissioner of a change in maintenance arrangements?	Transport Manager	Notify the Traffic Commissioner of a change in maintenance arrangements
2. Who would identify an anticipated need for a change to maintenance arrangements?	Fleet Maintenance Manager /Supervisor	Identify an anticipated need for a change to maintenance arrangements to the Transport Manager
3. Who would communicate the changes in maintenance arrangements to the person who would notify the Traffic Commissioner?	Fleet Maintenance Manager /Supervisor	Fleet Maintenance Supervisor will communicate changes in maintenance arrangements to the TM. The TM would inform the TC
4. Who ensures maintenance providers (internal as well as contracted-out) employ competent technicians and have the correct assistance, tools and facilities?	Transport Manager Fleet & Maintenance Manager	Ensure maintenance providers employ competent technicians and have the correct assistance, tools and facilities
5. Who reviews the suitability of maintenance provision on at least an annual basis?	Transport Manager	Review the suitability of maintenance provision on an annual basis less if required
6. Who ensures all new, second-hand, borrowed, hired or leased vehicles are given a first use inspection (and a safety inspection if off road longer than the planned safety inspection interval) before they are operated?	Transport Manager	TM ensures all new, second-hand, borrowed, hired or leased vehicles are given a first use inspection (and a safety inspection if off road longer than the planned safety inspection interval) before they are operated
7. Who ensures safety inspections and annual tests are planned at least 6 months before they are due and in line with TC-notified intervals?	Fleet Maintenance Manager /Supervisor	Ensure safety inspections and annual tests are planned at least 6 months before they are due and in line with TC-notified intervals



8. Who ensures safety inspection reports contain the minimum items and information?	Fleet Maintenance Manager /Supervisor	Ensure safety inspection reports contain the minimum items and information
9. Who ensures drivers undertake daily walk around checks?	Drivers and Operational Supervisors/Managers	Managers/Supervisors must ensure drivers undertake daily walk around checks Drivers must undertake daily walk around checks
10. Who ensures drivers have received training on conducting walk around checks and understood their responsibilities?	Service Managers & Operational Manager /Supervisors	Ensure drivers have received training on conducting walk around checks and understood their responsibilities
11. Who ensures drivers have signed to say they have received training on conducting walk around checks and understood their responsibilities?	Service Managers & Operational Managers /Supervisors	Ensure drivers have signed to say they have received training on conducting walk around checks and understood their responsibilities
12. Who ensures drivers report defects promptly?	Drivers and Operational Managers/Supervisors	Supervisors must ensure drivers report defects promptly Drivers must report defects promptly
13. Who ensures defects and rectification work is recorded in writing?	Fleet Maintenance Team Leader /Supervisor	Ensure defects and rectification work is recorded in writing
14. Who notifies the Driver and Operational Supervisors that unroadworthy vehicles are removed from service?	Fleet Maintenance Team Leader /Supervisor	Fleet Maintenance Supervisor notifies Operational Supervisors and Driver(s) that an unroadworthy vehicle will be removed from service and also notifies the TM
15. Who is responsible for retaining maintenance records for at least 15 months?	Fleet & Maintenance Manager /Supervisor	Retain maintenance records for at least 15 months
16. Who is responsible for ensuring electronic records meet the minimum Guide to Maintaining Roadworthiness requirements	Fleet & Maintenance Manager/ Operations Manager	Ensure electronic records meet the minimum Guide to Maintaining Roadworthiness requirements
17. Who is responsible for ensuring the maintenance of your vehicles and trailers is effectively monitored?	Fleet Maintenance Manager /Supervisor	Effectively monitor the maintenance of vehicles and trailers and provide monthly reports on performance.



18. Who is responsible for ensuring the maintenance of vehicles and trailers is effectively managed?	Fleet Maintenance Manager /Supervisor	Ensure poor performance, deterioration of performance, or incidents (such as prohibitions) are investigated, action taken to prevent re-occurrence and actions reviewed
19. Who is responsible for ensuring drivers receive initial and periodic instruction on drivers' hours, working time and records?	Operational Service Managers	Ensure drivers receive initial and periodic instruction on hours, working time and records
20. Who ensures drivers' work is organised in a way which complies with drivers' hours and working time rules?	Operational Supervisors and Work Schedulers	Supervisors organise drivers' work in a way which complies with drivers' hours and working time rules. Work Schedulers ensure planning software organises drivers' work in a way which complies with drivers' hours and working time rules
<b>Drivers Hours, Working Time &amp; Records</b>		
1. Who ensures drivers have sufficient print rolls, charts and/or log books?	Operational Supervisors /Drivers	Supervisors ensure drivers have sufficient print rolls, charts and/or log books available
2. Who ensures drivers have obtained digital tachograph driver cards?	Operational Supervisors /Drivers	Ensure drivers have obtained digital tachograph driver cards
3. Who ensures drivers carry and use their cards?	Operational Supervisors and Drivers'	Supervisors must ensure drivers carry and use their digital tachograph driver cards Drivers must carry and use digital tachograph driver cards
4. Who monitors digital tachograph card expiry dates and renewal?	Operational Supervisors and Fleet Compliance Officer	Operational Supervisor monitors digital tachograph card expiry and renewal dates Fleet Compliance Officer carries out weekly checks and provides monthly KPI reports to TM
5. Who ensures a complete record of the driver's full working day using the correct recording method?	Operational Supervisors Drivers	Operational Supervisors must ensure a complete record of the driver's full working day using the correct recording method. Drivers must complete a record of full working days using the correct recording method
6. Who ensures absence days are correctly	Operational Supervisors	Operational Supervisor must ensure absence days are



accounted for in working time calculations? (This is likely to be a manager or analyst as well as the driver)		correctly accounted for in working time calculations. Drivers must report or record absence days so they can be correctly accounted for in working time calculations
7. Who plans tachograph equipment calibration and inspection?	Fleet Services Technical Administrator(s)	Plan tachograph equipment calibration and inspection
8. Who ensures equipment and speed limiters remain functional between inspections and calibrations	Fleet Services Technical Administrator and Drivers	Ensure equipment and speed limiters remain functional between inspections/calibrations Drivers to report any faults to Fleet Services
9. Who ensures drivers return charts and/or log books?	Operational Supervisors and Drivers	Operational Supervisors must ensure drivers return charts and/or log books within the correct period Drivers must return charts and/or log books within the correct period
10. Who ensures the Vehicle Unit and cards are downloaded within the appropriate timescales?	Operational Supervisors and Drivers	Supervisor must ensure digital tachograph driver cards are downloaded within the appropriate timescales Drivers must ensure digital tachograph driver card is downloaded within the appropriate timescales
11. Who ensures company cards have been obtained?	Transport Manager	Ensure digital tachograph company cards are obtained
12. Who ensures company cards are used and managed appropriately?	Transport Manager	Ensure digital tachograph company cards are used and managed appropriately
13. Who ensures drivers' hours records are retained for at least 12 months?	Fleet Compliance Officer	Ensure drivers' hours records are retained for at least 12 months
14. Who ensures working time records are retained for at least two years?	Fleet Compliance Officer	Ensure working time records are retained for at least two years
15. Who is responsible for ensuring drivers' hours and working time compliance checks are made?	Transport Manager and Fleet Compliance Officer	TM ensures drivers' hours and working time compliance checks are made by the Fleet Compliance Officer detailing the type and number of infringements committed against KPI's.
16. Who is responsible for ensuring problems with	Transport Manager, Fleet Compliance	TM reports poor performance or deterioration of performance in





drivers' hours, working time or records are tackled	Officer, Service Manager and Operations Mangers	compliance with drivers' hours, working time and records to Service Manager to action. Fleet Compliance Officer ensures all issues are investigated and action taken to prevent re-occurrence Fleet Compliance Officer to monitor action plans to ensure compliance
<b>Good Repute</b>		
1. Who ensures drivers are entitled to drive (driver licence and, where appropriate, DCPC) when they first come to work for you?	Operational Supervisors	Ensure drivers are entitled to drive (driver licence and Driver CPC) before they drive on Council business
2. Who ensures regular driving entitlement checks are made?	Service Managers, Fleet Compliance Officer	Ensure regular driving entitlement checks are made
3. Who ensures drivers complete and sign an appropriate entitlement declaration at least once a year?	Operational Supervisors	Ensure drivers complete and sign an appropriate driving entitlement declaration at least once a year
4. Who monitors DCPC expiry dates and renewal?	Operational Supervisors, Compliance Officer	Monitor Driver CPC expiry dates and renewal
5. Who ensures the requirement to comply with road traffic rules, speed limits and mobile phone/equipment use rules is communicated to drivers?	Service Managers	Ensure the requirement to comply with road traffic rules, speed limits and mobile phone/equipment use rules is communicated to drivers
6. Who is responsible for ensuring road traffic rule problems are tackled?	Operational Supervisors, Service Manager and Transport Manager	Service Manager to ensure all road traffic rule infringements are investigated by Operational Supervisors drivers' and appropriate action is taken to prevent re-occurrence. All problems and actions taken to be reported to the TM
7. Who assesses loads and identifies actions to ensure vehicles are not overloaded, are properly secured and comply with any other relevant	Operational Supervisors, Drivers Fleet Compliance Officer	Operational Supervisors assess loads and identify actions to ensure vehicles are not overloaded, are properly secured and comply with any other relevant legislation (ADR, STGO, waste, etc)



legislation (ADR, STGO, waste, etc)?		Fleet Compliance Officer spot checks and audits drivers to ensure compliance and reports any issues to TM
8. Who monitors safe and legal loading and ensures problems are tackled?	Service Manager, Operational Manager / Supervisors and Fleet Compliance Officer	Service Manager ensures Operational Supervisors monitor safe and legal loading and ensure any poor performance, deterioration of performance. Any incidents are investigated by Fleet Compliance Officer and action taken to prevent reoccurrence
9. Who ensures DCC has the appropriate motor vehicle and employer liability insurance?	Corporate Insurance Manager	Ensure our organisation holds appropriate motor vehicle and employer liability insurance
10. Who ensures DCC vehicles are taxed?	Fleet Services Administration	Ensure vehicle excise duty is paid on all vehicles
11. Who would advise the TC about a notifiable incident (conviction or penalty)?	Transport Manager(s)	TM to advise the TC about any notifiable convictions or penalties and what has been put in place to avoid re-occurrence
12. Who would identify a notifiable incident? (these are not just transport related includes environmental convictions.	Transport Manager(s)	Identify notifiable convictions or penalties
13. Who would be involved in the communication of the notifiable incident to the person who would inform the TC?	Service Manager	Service Manager will communicate a notifiable conviction or penalty to the TM who would inform the TC
<b>Instruction</b>		
1. Who ensures job descriptions/instructions to individuals include operator licensing responsibilities (or refers to their responsibilities identified in an operator licensing policy or other document)?	Service Managers	Service Managers must ensure job descriptions/instructions to individuals include operator licensing responsibilities (or refers to their responsibilities identified in an operator licensing policy or other document)
<b>Policy</b>		
1. Who is responsible for approving the Operator Licence policy?	Cabinet	Approve the operator licensing policy

<p>2. Who is responsible for establishing and reviewing DCC's Operator Licence policy?</p>	<p>Transport Manager</p>	<p>Establish and review the operator licensing policy Service Director</p>
<p>3. Who is responsible for communicating, promoting and championing the Operator Licence policy?</p>	<p>Chief Executive Officer and Service Directors, Assistant Directors</p>	<p>Communicate, promote and champion the operator licensing policy.</p>

## Appendix 1 - Undertakings

***I understand that by signing the application I am accepting the undertakings below; that they will be recorded on the licence; that failure to comply with the conditions or undertakings recorded on the licence may result in the licence being revoked, suspended or curtailed; and that failure to comply with these conditions is also a criminal offence.***

- The laws relating to the driving and operation of vehicles used *under* this licence are observed
- The rules on drivers' hours and tachographs are observed, proper records are kept and that these are made available on request
- Vehicles and trailers are not overloaded
- Vehicles operate within speed limits
- Vehicles and trailers, including hired vehicles and trailers, are kept in a fit and serviceable condition
- Drivers report promptly any defects or symptoms of defects that could prevent the safe operation of vehicles and/or trailers, and that any defects are recorded in writing
- Records are kept (for 15 months) of all driver reports which record defects, all safety inspections, routine maintenance and repairs to vehicles, and that these are made available on request
- In respect of each operating centre specified, that the number of vehicles and the number of trailers kept there will not exceed the maximum numbers authorised at each operating centre (which will be noted on the licence)
- An unauthorised operating centre is not used in any traffic area
- Furthermore, I will notify the Traffic Commissioner of any convictions against myself, or the company, business partner(s), the company directors, nominated transport manager(s) named in this application, or employees or agents of the applicant for this licence and, if the licence is issued, convictions against the licence holder or employees or agents of the licence holder
- I will ensure that the Traffic Commissioner is notified within 28 days of any other changes, for example a change to the proposed maintenance arrangements; a change in the financial status of the licence holder (e.g. if placed in liquidation or receivership), or a change to Limited Company status or partnership, including changes in the named directors or partners that might affect the licence, if issued

### **Standard Licence holders only:**

- I must be able to prove that I have a formal arrangement for access at all times to at least one vehicle registered or in circulation in GB. This could be by specifying a vehicle for use under an O licence or by demonstrating on request that I (the licence holder) have a vehicle available – so vehicles may be either wholly owned or held under a hire-purchase, hire/leasing arrangement or other type of formal arrangement.
- I have an establishment in Great Britain (GB) with premises in which I keep core business documents. These include (as a minimum) accounting and personnel management documents and data on driving time and rest. I understand that the use of a PO Box or third-party address is not permitted.

**RESPONSE TO (MHCLG) CONSULTATION ON PROPOSED REVISIONS TO THE NATIONAL PLANNING POLICY FRAMEWORK AND SUPPORTING HOUSING DELIVERY THROUGH DEVELOPER CONTRIBUTIONS**

# Cabinet

## Dorset County Council



Date of Meeting	2 May 2018
<p><u>Cabinet Member(s)</u> All</p> <p><u>Local Member(s)</u> All</p> <p><u>Lead Director(s)</u> Mike Harries – Director for Environment and Economy</p>	
Subject of Report	<b>RESPONSE TO (MHCLG) CONSULTATION ON PROPOSED REVISIONS TO THE NATIONAL PLANNING POLICY FRAMEWORK AND SUPPORTING HOUSING DELIVERY THROUGH DEVELOPER CONTRIBUTIONS</b>
Executive Summary	This report summarises the draft revised National Planning Policy Framework published by The Ministry of Housing, Communities and Local Government (MHCLG) on 5 March 2018, and notes the main provisions. Whilst the consultation document incorporates additional proposals, a number of the revisions confirm or clarify previous announcements or legislative amendments.
Impact Assessment:  <i>Please refer to the <a href="#">protocol</a> for writing reports.</i>	<p>Equalities Impact Assessment:</p> <p>The documents are the responsibility of Government and have been the subject of impact assessments.</p>
	<p>Use of Evidence:</p> <p>This response has incorporated comments and evidence provided by other officers within the County Council</p>
	<p>Budget:</p> <p>This report includes proposed responses to Government consultations. It does not present any financial implications.</p>

**RESPONSE TO (MHCLG) CONSULTATION ON PROPOSED REVISIONS TO THE NATIONAL PLANNING POLICY FRAMEWORK AND SUPPORTING HOUSING DELIVERY THROUGH DEVELOPER CONTRIBUTIONS**

	<p>Risk Assessment:</p> <p>Having considered the risks associated with this decision using the County Council's approved risk management methodology, the level of risk has been identified as:  Current Risk: LOW  Residual Risk LOW</p>
	<p>Other Implications:</p> <p>None</p>
Recommendation	<p>It is recommended that Cabinet:</p> <p>(1) Approves the attached consultation response form (consultation on the draft revised text of the National Planning Policy Framework closes on 10 May 2018);  (2) Approves the attached developer contributions consultation response form (consultation on Supporting Housing Delivery Through Developer Contributions closes on 10 May 2018</p>
Reason for Recommendation	<p>To enable a response to Government on the NPPF consultations to be made before the deadlines of 10th May 2018</p>
Appendices	<p>Appendix A: Response to (MHCLG) consultation on proposed revisions to the National Planning Policy Framework  Appendix B: Developer Contributions Consultation response</p> <p>(Note: Provide <u>public</u> web links where possible.)</p>
Background Papers	<p><a href="https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/685288/NPPF_Consultation.pdf">https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/685288/NPPF_Consultation.pdf</a>  <a href="https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/685289/Draft_revised_National_Planning_Policy_Framework.pdf">https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/685289/Draft_revised_National_Planning_Policy_Framework.pdf</a>  <a href="https://www.gov.uk/government/consultations/supporting-housing-delivery-through-developer-contributions">https://www.gov.uk/government/consultations/supporting-housing-delivery-through-developer-contributions</a></p>
Officer Contact	<p>Name: Richard Dodson  Tel: 01305 228583  Email: r.c.dodson@dorsetcc.gov.uk</p>

**1. Background**

- 1.1 In 2012 the Government released the first National Planning Policy Framework (NPPF), which essentially consolidated 1,000 page of National Planning Policy into a single document
- 1.2 This consultation seeks views on revisions to the NPPF, which seek to implement Policy changes promoted through the Housing White Paper (fixing our broken housing market) 2017, Planning and Affordable Housing for build for rent (2017); and Planning for the Right Homes in the Right Places consultation 2017.

# RESPONSE TO (MHCLG) CONSULTATION ON PROPOSED REVISIONS TO THE NATIONAL PLANNING POLICY FRAMEWORK AND SUPPORTING HOUSING DELIVERY THROUGH DEVELOPER CONTRIBUTIONS

- 1.3 The revised Framework signals the latest step in the government's strategy of reaching 300,000 net additional homes a year by planning for the right homes in the right places, building homes faster, and diversifying the market. In practice this means:
- (a) A new National Planning Policy Framework (NPPF) 'the Framework'
  - (b) Updates to national planning guidance
  - (c) Proposals for reforming developer contributions (through regulations)
  - (d) Government's response to recent consultations on housing and planning
- 1.4 The revised Framework:
- (i) makes a number of structural changes, in particular dividing the document into clear chapters;
  - (ii) incorporates policy proposals on which the Government has previously consulted; and
  - (iii) incorporates additional proposals on which this document is consulting.
- 1.5 The following is a brief summary of the key areas contained in the revised NPPF consultation. It is being promoted as "new fairer effective planning rules to unlock land for housing delivery". Very clearly the emphasis of the revisions is providing greater focus towards housing delivery compared to the previous emphasis on promoting economic growth.

## 2. Summary of main proposals

- Expectation that objectively assessed needs to be accommodated unless there are strong reasons not to, including any unmet need from neighbouring areas;
- Plan-making (amendments to the tests for a 'sound' plan; new requirement to review plan policies every five years; amendments to the tests of a 'sound' plan; preparing a statement of common ground; a new approach to viability);
- Changes to the approach and need for viability assessments. Making assessments publicly available;
- Draft updates to Planning Practice Guidance: Viability (plans can set out when and how review mechanisms may be used to amend developer contributions to help account for significant changes in costs and values);
- A new standard method for the calculation of local housing need;
- At least 10% of homes on major sites should be available for affordable home ownership, with certain exemptions;
- A housing requirement figure for designated neighbourhood areas
- Ensure at least 20% of site allocations for housing in plans are of half a hectare or less;
- Policy consequences of the new Housing Delivery Test;
- Agreeing 5 year land supply position for a one year period;
- Effective use of land (maximising 'brownfield' land; development of under-utilised land and buildings e.g. above shops, car parks; upward extensions; converting retail and employment land to housing);
- Minimum density standards to be used in town and city centres and around transport hubs (to optimise use of land);
- Allow brownfield land in the Green Belt to be used for affordable housing, where there is no substantial harm to openness. Protection for ancient woodland and other irreplaceable habitats, and high level of protection for individual aged or veteran trees found outside these areas.
- Glossary: Revised definition of affordable housing (incorporating affordable housing for rent; Starter homes; Discounted market sales housing; Other affordable routes to home ownership).

Other proposed changes and revised chapters which should be noted, particularly for development management purposes are:

- Presumption in favour of sustainable development and clarity (reasons for Refusing development proposals);
- Determining applications (puts into policy the approach to 'prematurity' and weight to policies in emerging plans);
- Affordable housing contributions not sought on sites of 10-units or less;
- Allowing the development of exception sites to provide entry-level homes Suitable for first-time buyers (or those looking to rent their first home), where a local need is identified;
- Supporting changes of use in declining town centres;

## **RESPONSE TO (MHCLG) CONSULTATION ON PROPOSED REVISIONS TO THE NATIONAL PLANNING POLICY FRAMEWORK AND SUPPORTING HOUSING DELIVERY THROUGH DEVELOPER CONTRIBUTIONS**

- Out of centre sites and the 'sequential approach' to planning applications
- 2.1 The document refers continually to a presumption in favour of sustainable development. However this focus solely towards housing delivery could conflict with providing sustainable communities and place making. This consultation document contains some good elements, but also some areas concern. A response to the document is contained in Appendix A.

### **3 Developer contributions**

- 3.1 The MHCLG is concerned that the current system of developer contributions is too complex and uncertain; acting as a barrier to new entrants and allowing developers to negotiate down the affordable housing and infrastructure they agreed to provide. As a consequence the MHCLG is also seeking views on a series of reforms to the existing system of developer contributions in the short term.
- 3.2 In particular the Government recognises that there may be circumstances where the current pooling restriction can hold back development (i.e. preventing local planning authorities from using more than five section 106 obligations to fund a single infrastructure project). Large, strategic sites are often brought forward under separate planning applications or by different landowners. Current restrictions might prevent all parts of the site contributing to the infrastructure required to mitigate the impacts of the development. MHCLG proposes to lift this restriction for exceptional cases where significant development is planned on several large strategic sites.
- 3.3. MHCLG signals a longer term need to engage and consult more widely on a new developer contribution system and provide appropriate transitions. One option could be for developer contributions to be set nationally and made non negotiable. Cabinet will be kept informed of any future reform proposals.
- 3.4 There is a new requirement to publish Infrastructure Funding Statements that explain how the spending of any forecasted income from planning obligations over the next five years will be prioritised and to monitor funds received and their use
- 3.5 A response to this consultation is contained at Appendix B

### **4 Consultation response**

- 4.1 Cabinet is asked to approve the consultation responses attached (Appendices A & B ).

Specifically, support is given for:

- (a) Providing for objectively assessed needs based on a standardised step by step method of calculating housing need in local areas (Question 2)
- (b) Making viability assessments publicly available (Question 7)
- (c) Employing minimum density standards where this achieves sustainable communities and makes optimal use of brownfield land (Question 26)
- (d) Refusing development resulting in the loss of ancient woodland (Question 34)

The Council is not supportive of:

- (a) At least 20% of site allocations for housing in plans to be of half a hectare or less Question 11)
- (b) Prescribing that at least 10% of homes on major sites should be available for 'affordable home ownership' as part of the overall affordable housing contribution from the site (Question 14)

In its response to the proposed reforms to developer contributions the Council supports proposals to lift restrictions the pooling of section 106 contributions. See Appendix B

**Mike Harries**  
**Director for Environment and Economy**  
May 2018



## APPENDIX A

### **RESPONSE TO (MHCLG) CONSULTATION ON PROPOSED REVISIONS TO THE NATIONAL PLANNING POLICY FRAMEWORK**

Consultation response form

**Final response will be submitted 10 May 2018**

#### **Question 1**

Do you have any comments on the text of Chapter 1?

**No**

#### **Question 2**

Do you agree with the changes to the sustainable development objectives and the presumption in favour of sustainable development?

**Yes.**

#### **Question 3**

Do you agree that the core principles section should be deleted, given its content has been retained and moved to other appropriate parts of the Framework?

**Yes.**

#### **Question 4**

Do you have any other comments on the text of Chapter 2, including the approach to providing additional certainty for neighbourhood plans in some circumstances?

Clarity in the wording of paragraph 14 would be supported.

#### **Question 5**

Do you agree with the further changes proposed to the tests of soundness, and to the other changes of policy in this chapter that have not already been consulted on?

**Yes.** The amended 'Justified' soundness test is supported, particularly as it emphasises the need for joint working and removes the disproportionate evidence required to demonstrate 'the' most appropriate strategy. There is no need for this amendment to require a transitional period.

#### **Question 6**

Do you have any other comments on the text of chapter 3?

Clarification and further guidance is encouraged for paragraph 37 on the soundness of local policies.

### **Chapter 4: Decision-making**

#### **Question 7**

The revised draft Framework expects all viability assessments to be made publicly available. Are there any circumstances where this would be problematic?

**No.** DCC is supportive of improving transparency and increasing accountability.

#### **Question 8**

Would it be helpful for national planning guidance to go further and set out the circumstances in which viability assessment to accompany planning applications would be acceptable?

**No.** This is not necessary. The practice guidance gives some illustrative examples of circumstances which plan makers could identify as requiring viability assessment at the decision making stage. This should be at the discretion of the local planning authority.

#### **Question 9**

What would be the benefits of going further and mandating the use of review mechanisms to capture increases in the value of a large or multi-phased development?

It seems sensible that if having negotiated a viability assessment that reduces contributions, that if circumstances change and the marginality of the development improves, that the necessary obligations should be captured to better mitigate the pressures of the development

#### **Question 10**

Do you have any comments on the text of Chapter 4?

**No.**

### **Chapter 5: Delivering a wide choice of high quality homes**

#### **Question 11**

What are your views on the most appropriate combination of policy requirements to ensure that a suitable proportion of land for homes comes forward as small or medium sized sites?

The Council recognises the need to diversify the housebuilding sector. The revision in paragraph 69 asserts that small sites are often built-out relatively quickly, and suggests a proportion of land for homes comes forward. The wording implies 20% of land (which is different to 20% of sites allocated). A proportion of the overall number of homes to be provided for on small sites is more logical. However, this approach fails to reflect local circumstances and the nature of the planning area. In urban areas, with majority of infill, brownfield land, this proportion is more achievable than say a rural area which could have suffered infrastructure deficits historically as a result of the cumulative impact of small sites. The sustainability, suitability and deliverability of sites should inform the site selection process, and not an arbitrary aspect such as size.

#### **Question 12**

Do you agree with the application of the presumption in favour of sustainable development where delivery is below 75% of the housing required from 2020?

**No** DCC welcomes the proposed approach to hold developers to account for delivery of new homes. Measures are needed to ensure that developers take up and build out sites that are allocated/ permitted at a faster rate than achieved to date.

Local authorities should not be penalised where they have made adequate and realistic provision for housing (as tested through the local plan) and future shortfalls are being caused by developer delays or slow buildout rates.

#### **Question 13**

Do you agree with the new policy on exception sites for entry-level homes?

**No**

#### **Question 14**

Do you have any other comments on the text of Chapter 5?

Paragraph 65: Prescribing that at least 10% of homes on major site should be affordable home ownership is arbitrary. The tenure mix should be negotiated at the local level based on viability assessment, and strong local strategy and policy.

Widening the definition of affordable housing to include starter homes and other 'discount' home ownership products will undermine the ability to achieve genuinely affordable housing through s106 developer contributions. This will have an inevitable impact on the delivery of genuinely affordable homes in favour of subsidised home ownership products.

## **Chapter 6: Building a strong, competitive economy**

### **Question 15**

Do you agree with the policy changes on supporting business growth and productivity, including the approach to accommodating local business and community needs in rural areas?

**Yes**

### **Question 16**

Do you have any other comments on the text of chapter 6?

**No**

### **Question 17**

Do you agree with the policy changes on planning for identified retail needs and considering planning applications for town centre uses?

**Yes**

### **Question 18**

Do you have any other comments on the text of Chapter 7?

## **Chapter 8: Promoting healthy and safe communities**

### **Question 19**

Do you have any comments on the new policies in Chapter 8 that have not already been consulted on?

**No**

### **Question 20**

Do you have any other comments on the text of Chapter 8?

### **Question 21**

Do you agree with the changes to the transport chapter that point to the way that all aspects of transport should be considered, both in planning for transport and assessing transport impacts?

**Yes**

### **Question 22**

Do you agree with the policy change that recognises the importance of general aviation facilities?

### **Question 23**

Do you have any comments on the text of Chapter 9?

Paragraph 109 Clarification on how to define 'severe' should be considered

### **Chapter 10: Supporting high quality communications**

#### **Question 24**

Do you have any comments on the text of Chapter 10?

**No**

#### **Question 25**

Do you agree with the proposed approaches to under-utilised land, reallocating land for other uses and making it easier to convert land which is in existing use?

**Yes**

#### **Question 26**

Do you agree with the proposed approach to employing minimum density standards where there is a shortage of land for meeting identified housing needs?

**No**

The Council supports the housing White Paper proposals to make more intensive use of existing land and buildings, where this protects important greenfield land. Employing minimum density standards where this achieves sustainable communities and makes optimal use of brownfield land is supported. Density standards for town centres and other locations that are well served by public transport (and pedestrian and cycle movements) would also support objectives of creating communities with opportunities for social interaction and creating a sense of place. Density should not be at the expense of quality urban design

#### **Question 27**

Do you have any other comments on the text of Chapter 11?

**No**

#### **Question 28**

Do you have any comments on the changes of policy in Chapter 12 that have not already been consulted on?

**No**

#### **Question 29**

Do you have any other comments on the text of Chapter 12?

**No**

### **Chapter 13: Protecting the Green Belt**

#### **Question 30**

Do you agree with the proposed changes to enable greater use of brownfield land for housing in the Green Belt, and to provide for the other forms of development that are 'not inappropriate' in the Green Belt?

**Yes, subject to comments in Q.31.**

**Question 31**

Do you have any other comments on the text of Chapter 13?

In areas of high housing need and significant environmental constraints, it is important for the NPPF to give clear guidance on how the review of local plans should proportionately assess the degree to which sustainable development principles should be considered when reviewing the case for exceptional circumstances. The proposed text in section 13 is comprehensive and helpful in setting out the approach. However, it does not appear to distinguish between areas with Green Belt where land is relatively unconstrained or where brownfield opportunities are available, and those areas which might be highly constrained. This could for example mean having to look much further afield for sites, with a resultant impact upon commuting, leading to unsustainable patterns of development and additional infrastructure costs. Clarification (or possibly guidance in the Planning Practice Guidance) would be welcomed on what a full consideration of alternatives might require in areas of high constraint or limited brownfield opportunities where housing needs are high. It is important, for example, to ensure that housing needs are broadly met within the relevant housing market area, but also to guard against excessive pressures on brownfield land to an extent which could jeopardise the meeting of other (economic or social) needs.

**Chapter 14: Meeting the challenge of climate change, flooding and coastal change**

**Question 32**

Do you have any comments on the text of Chapter 14?

**Question 33**

Does paragraph 149b need any further amendment to reflect the ambitions in the Clean Growth Strategy to reduce emissions from building?

**Chapter 15: Conserving and enhancing the natural environment**

**Question 34**

Do you agree with the approach to clarifying and strengthening protection for areas of particular environmental importance in the context of the 25 Year Environment Plan and national infrastructure requirements, including the level of protection for ancient woodland and aged or veteran trees?

**Yes.** The Council supports strengthening protection for ancient woodland and other irreplaceable habitats.

**Question 35**

Do you have any other comments on the text of Chapter 15?

**Chapter 16: Conserving and enhancing the historic environment**

**Question 36**

Do you have any comments on the text of Chapter 16?

**Chapter 17: Facilitating the sustainable use of minerals**

**Question 37**

Do you have any comments on the changes of policy in Chapter 17, or on any other aspects of the text in this chapter?

Generally, the changes to Section 17 (facilitating the sustainable use of minerals) are welcome as they help clarify or simplify the wording, and provide appropriate flexibility for mineral planning authorities to plan for needs. However, there are a couple of paragraphs that DCC would request some additional text.

**Paragraph 143:** DCC is concerned that the text in para. 143 relating to safeguarding of mineral infrastructure no longer includes specific reference to rail or wharfage facilities. Whilst it is understood that the proposed text provides the opportunity to consider such infrastructure, it would nevertheless be helpful for the NPPF to include some added recognition of the importance of safeguarding infrastructure where it is finite or difficult to replace. For example, deep water quays can play a significant role in relation to the importation of marine-dredged aggregates and their loss to non-mineral uses could adversely affect the ability for an area to secure a sustainable supply of alternatives to land-won aggregates. Similarly, rail sidings can be important, for example in handling crushed rock.

DCC therefore recommends that para. 200 e) includes words that state that *'mineral planning authorities should have regard to the importance of supporting mineral infrastructure that is finite in nature, such as deep-water wharves and rail heads that provide mineral-handling opportunities, and ensure these are suitably safeguarded from inappropriate development'*.

#### **Paragraph 199:**

It is disappointing to see the removal of the first sentence from paragraph 142 of the current NPPF (proposed para. 199 in the revised NPPF). This sentence confirms an important principle that minerals are vital to the delivery of economic and social aspirations and thus are a core part of sustainable development. Once mineral resources are sterilised they are no longer capable of contributing to these objectives which in turn could increase pressure for mineral extraction in more sensitive locations.

DCC would request that the following wording be retained/inserted at the beginning of para. 199:

*'Minerals are essential to support sustainable economic growth and our quality of life. It is therefore important that there is a sufficient supply of material to provide the infrastructure, buildings, energy and goods that the country needs'*.

#### **Question 38**

Do you think that planning policy in minerals would be better contained in a separate document?

**Yes, subject to the retention of some text in the NPPF that confirms the importance of minerals and that the stand-alone guidance will have equal status to the NPPF.**

If contained in a stand-alone document it would offer an opportunity to provide greater detail and technical guidance (with elements of the Planning Practice Guidance included) that the NPPF is unable to provide. This could provide scope to provide more nuanced interpretations of how some of the NPPF principles (e.g. those relating to heritage) might apply to temporary quarry workings where restoration may provide long-term benefits.

However, there is a risk that, by removing the minerals guidance from the NPPF, minerals could be overlooked or given less weight in plan preparation and planning decisions. For this reason, if minerals are to be set out in separate guidance, DCC would strongly advocate the retention of a brief section in the NPPF that reiterates the first sentence of para. 142 of the current NPPF (as referenced in our response to Q.38), followed by some text that confirms:

- a) Separate guidance deals more specifically with minerals;

That this guidance needs to be considered in the same way, and given the same weight as, the NPPF.

#### **Question 39**

Do you have any views on the utility of national and sub-national guidelines on future aggregates provision?

Whilst the planning for mineral provision is the responsibility of mineral planning authorities, it is nevertheless useful to have a national and sub-national context (including appropriate fora) which can assist in the positive planning for mineral needs and ensuring closer co-operation across mineral planning areas. Aggregates Working Parties provide an important forum for discussing Local Aggregates Assessments, agreeing consistent methodologies and gaining a valuable input from the minerals industry. They also enable mineral planning authorities within a sub-national area to gain an understanding of cross-boundary issues. National surveys/guidance can also assist in establishing a wider picture of mineral supply trends. This seems particularly relevant at a time when the need for housing and infrastructure is pressing, but where many mineral resources are in highly constrained locations. Dorset County Council would consider that being able to articulate larger than local importance of minerals is important to securing a sustainable supply. However, it is important that such guidelines should be a source of evidence only and should not override the importance of locally developed policies within mineral planning authority areas.

**No**

#### **Question 40**

Do you agree with the proposed transitional arrangements?

**No.** The amended 'Justified' soundness test (reflecting the LPEG recommendations) removes the disproportionate evidence required to demonstrate 'the' most appropriate strategy. Plans due for submission shortly after publication of the revised Framework should be able to benefit from this amendment. The Council does not agree that this amendment requires a transitional period.

#### **Question 41**

Do you think that any changes should be made to the Planning Policy for Traveller Sites as a result of the proposed changes to the Framework set out in the consultation document? If so, what changes should be made?

#### **Question 42**

Do you think that any changes should be made to the Planning Policy for Waste as a result of the proposed changes to the Framework set out in the consultation document? If so, what changes should be made?

Section 14 (meeting the challenge of climate change, flooding and coastal change) sets out a positive steer for the use and supply of low carbon and renewable energy (para. 150) which DCC supports. Sustainable management of residual waste (i.e. waste that cannot be prevented, recycled, or reused) can play an important role in supporting energy recovery, including combined heat and power and electricity generation from thermal processes, in suitable locations. This reduces the need to export waste or provide landfill sites while also increasing the supply of energy as a by-product of waste treatment. In future there may be other emerging technologies for residual waste treatment that could have low carbon benefits. DCC would advise that the Planning Policy for Waste will need to be consistent with the NPPF's proactive steer, in particular by providing suitable policy guidance to waste planning authorities on the importance of maximising opportunities to secure energy as a by-product where thermal treatment of residual waste is required, and that other (non-waste) local plans consider such opportunities when planning for heat/energy receptors (residential, commercial, industrial and leisure).

### **Glossary**

#### **Question 43**

Do you have any comments on the glossary?

Widening the definition of affordable housing to include starter homes and other 'discount' home ownership products risks undermining the ability to achieve genuinely affordable housing through s106 developer contributions. This will have an inevitable impact on the delivery of genuinely affordable homes in favour of subsidised home ownership products.



**Supporting housing delivery through developer contributions:**

Consultation response form

**Final response will be submitted 10 May 2018**

**Reducing Complexity and Increasing Certainty**

**Question 1**

Do you agree with the Governments' proposals to set out that:

i. Evidence of local infrastructure need for CIL-setting purposes can be the same infrastructure planning and viability evidence produced for plan making?

**Yes** Although it must be recognised that at the plan making stage the level of certainty that can be attributed to costs and designs must be heavily caveated as the development will equally not be known. The Draft PPG appears to acknowledge this by allowing average costs and values to be considered

ii. Evidence of a funding gap significantly greater than anticipated CIL income is likely to be sufficient as evidence of infrastructure need?

**Yes**

iii Where charging authorities consider there may have been significant changes in market conditions since evidence was produced, it may be appropriate for charging authorities to take a pragmatic approach to supplementing this information as part of setting CIL – for instance, assessing recent economic and development trends and working with developers (e.g. through local development forums), rather than procuring new and costly evidence?

**Yes**

**Question 2**

Are there any factors that the Government should take into account when implementing proposals to align the evidence for CIL charging schedules and plan making?

The Council is supportive of simplifying the process of CIL-setting, and for aligning the evidence for CIL with plan making. One of the key factors to consider will be timescales for plan preparation. Another factor is the ability to examine the plan alongside a CIL charging schedule, and ensuring this can be done in the most cost-effective way for local authorities.

**Ensuring that consultation is proportionate**

**Question 3**

Do you agree with the Government's proposal to replace the current statutory consultation requirements with a requirement on the charging authority to publish a statement on how it has sought an appropriate level of engagement?

**Yes**

**Question 4**

Do you have views on how guidance can ensure that consultation is proportionate to the scale of any charge being introduced or amended?

**No**

**Removing unnecessary barriers: the pooling restriction**

**Question 5**

Do you agree with the Government's proposal to allow local authorities to pool section 106 planning obligations:

i. Where it would not be feasible for the authority to adopt CIL in addition to securing the necessary developer contributions through section 106?

**Yes**

ii. Where significant development is planned on several large strategic sites?

**Yes**

**Question 6**

i. Do you agree that, if the pooling restriction is to be lifted where it would not be feasible for the authority to adopt CIL in addition to securing the necessary developer contributions through section 106, this should be measures based on the tenth percentile of average new build house prices?

**No**

ii. What comments, if any, do you have on how the restriction is lifted in areas where CIL is not feasible, or in national parks?

The proposed approach outlined in Q6i is too arbitrary.

**Question 7**

Do you believe that, if lifting the pooling restriction where significant development is planned on several large strategic sites, this should be based on either:

i. a set percentage of homes, set out in a plan, are being delivered through a limited number of strategic sites; or

ii. all planning obligations from a strategic site count as one planning obligation?

**ii. All**

**Question 8**

What factors should the Government take into account when defining 'strategic sites' for the purposes of lifting the pooling restriction?

The size of development and/or scale of development is an important factor. The cross boundary nature of sites is another factor (i.e. sites affecting more than one local authority area).

**Question 9**

What further comments, if any, do you have on how pooling restrictions should be lifted?

**None**

## **Improvements to the operation of CIL**

### **Question 10**

Do you agree with the Government's proposal to introduce a 2 month grace period for developers to submit a Commencement Notice in relation to exempted development?

**No Comment**

### **Question 11**

If introducing a grace period, what other factors, such as a small penalty for submitting a Commencement Notice during the grace period, should the Government take into account?

**No Comment**

### **Question 12**

How else can the Government seek to take a more proportionate approach to administering exemptions?

**No Comment**

### **Question 13**

Do you agree that Government should amend regulations so that they allow a development originally permitted before CIL came into force, to balance CIL liabilities between different phases of the same development?

**Yes**

### **Question 14**

Are there any particular factors the Government should take into account in allowing abatement for phased planning permissions secured before introduction of CIL?

Viability evidence in relation to the development site should be taken into account when assessing the CIL liabilities in different phases.

### **Question 15**

Do you agree that Government should amend regulations on how indexation applies to development that is both originally permitted and then amended while CIL is in force to align with the approach taken in the recently amended CIL regulations?

**Yes**

## **Increasing market responsiveness**

### **Question 16**

Do you agree with the Government's proposal to allow local authorities to set differential CIL rates based on the existing use of land?

**Yes**

### **Question 17**

If implementing this proposal do you agree that the Government should:  
i. encourage authorities to set a single CIL rate for strategic sites?

**No**

ii. for sites with multiple existing uses, set out that CIL liabilities should be calculated on the basis of the majority existing use for small sites?

**Yes**

iii. set out that, for other sites, CIL liabilities should be calculated on the basis of the majority existing use where 80% or more of the site is in a single existing use?

**Yes**

iii. What comments, if any, do you have on using a threshold of 80% or more of a site being in a single existing use, to determine where CIL liabilities should be calculated on the basis of the majority existing use?

Local authorities should be able to target differences in the increase in land values by setting different CIL rates (e.g. higher rates for sites with higher increases in land value (greenfield land)). Using a threshold of 80% to determine 'majority existing use' is clear. Under the current system rates must take into account land with lower uplift in an area, and evidence suggests that CIL rates tend to be set at a 'lowest common denominator' level, to accommodate the least viable proposals. This leads to some developments paying less than they might otherwise be asked to contribute.

#### **Question 18**

What further comments, if any, do you have on how CIL should operate on sites with multiple existing uses, including the avoidance of gaming?

**None**

#### **Question 19**

Do you have a preference that CIL rates for residential development being indexed to either:

- a) The change in seasonally adjusted regional house price indexation on a monthly or quarterly basis;
- OR
- b) The change in local authority-level house price indexation on an annual basis

**Yes (b)**

#### **Question 20**

Do you agree with the Government's proposal to index CIL to a different metric for non-residential development?

**No – the cost of infrastructure to be indexed is not linked to the development cost**

#### **Question 21**

If yes, do you believe that indexation for non-residential development should be based on:

- i. the Consumer Price Index? OR
- ii. a combined proportion of the House Price Index and Consumer Prices Index?
- ii a combined proportion of the House Price Index and Consumer Prices Index would be preferred over CPI however it should be based on the index for whatever infrastructure is being used to fund.

#### **Question 22**

What alternative regularly updated, robust, nationally applied and publicly available data could be used to index CIL for non-residential development?

**See 21**

**Question 23**

Do you have any further comments on how the way in which CIL is indexed can be made more market responsive?

**Question 24**

Do you agree with the Government's proposal to?

i. remove the restrictions in regulation 123, and regulation 123 lists?

Please select an answer from this drop down menu

**Yes**

ii. introduce a requirement for local authorities to provide an annual Infrastructure Funding Statement?

**Yes**

**Question 25**

What details should the Government require or encourage Infrastructure Funding Statements to include?

The Council agrees that charging authorities should report annually on how they propose to use developer contributions, through infrastructure funding statements. Both developers and communities often want reassurance that contributions are spent to support development.

**Question 26**

What views do you have on whether local planning authorities may need to seek a sum as part of Section 106 planning obligations for monitoring planning obligations? Any views on potential impacts would also be welcomed.

The Council is supportive of improving the transparency and increasing accountability around what developer contributions are spent on. CIL charging authorities use a proportion of the levy to cover administration costs (including reporting), and it would be much fairer if similar provision was made for section 106 planning obligations.

Local planning authorities should be able to seek a sum for monitoring planning obligations as part of a section 106 agreement. The ability to phase developer contributions payments by way of pre-commencement and pre-occupation triggers, in accordance with development cash flow, often benefits the signatories of the legal agreement (i.e. the developer). Whilst delayed or late payments are already penalised through the use of index-linking contributions, the administration costs of this, and the monitoring, collecting, recording and reporting payments should be shared with those benefitting from negotiated payments terms. The onus is on the signatories to satisfy the 106 obligations, but in practice planning authorities do not always have the tools and the resources to enforce timely and accurate payments. A more universal and standardised approach to monitoring planning obligations, and reporting on collection and payments, may ensure all signatories of agreements are held to account. This requires additional burdens funding or additional planning/administration fees.

Transparency associated with developer contributions relies on accurate information handling, and since legal agreements can go back a number of years, the process of digitising the obligations, triggers, and payment information may not be feasible or a priority for some authorities.

**A Strategic Infrastructure Tariff (SIT)**

**Question 27**

Do you agree that Combined Authorities and Joint Committees with strategic planning powers should be given the ability to charge a SIT?

**Yes**

**Question 28**

Do you agree with the proposed definition of strategic infrastructure?

**Yes**

**Question 29**

Do you have any further comments on the definition of strategic infrastructure?

The Council agrees that 'strategic' infrastructure in this context should be projects with multiple benefits that have a direct impact on all the local areas across which the SIT is charged e.g. a piece of infrastructure that has impacts which cross administrative boundaries. Strategic infrastructure defined by an arbitrary fixed cost or size threshold does not reflect local circumstances and the relative scale of cross-boundary issues and economies.

**Question 30**

Do you agree that a proportion of funding raised through SIT could be used to fund local infrastructure priorities that mitigate the impacts of strategic infrastructure?

**Yes**

**Question 31**

If so, what proportion of the funding raised through SIT do you think should be spent on local infrastructure priorities?

Between 15 – 25 % to be consistent with NHP proportion

**Question 32**

Do you agree that the SIT should be collected by local authorities on behalf of the SIT charging authority?

**Yes**

**Question 33**

Do you agree that the local authority should be able to keep up to 4% of the SIT receipts to cover the administrative costs of collecting the SIT?

**Yes**

**Technical clarifications**

**Question 34**

Do you have any comments on the other technical clarifications to CIL?

**No**

# Cabinet

## Dorset County Council



Date of Meeting	2 May 2018
Officer	Matthew Piles, Service Director – Economy, Natural and Built Environment
<b>Subject of Report</b>	<b>Dorset's Growth Deal: Transport Scheme Funding Update</b>
Executive Summary	<p>On 22nd October 2014 Cabinet approved the Dorset Growth Deal programme for transport scheme funding to deliver jobs and homes along the A338 and B3073 corridor. This included Dorset County Council (DCC) £2m corporate funds for the improvement of Hurn roundabout as part of the local contribution to the programme. Cabinet also agreed to contribute £500,000 corporate funds, to forward fund £1.1M towards Blackwater junction improvements and £850,000 towards A338 widening subject to repayment over time from developer contributions.</p> <p>The original Growth Deal 1 programme included improvements to the A338 and junctions along the B3073 corridor, but this did not include Parley Cross. The improvement of Parley Cross and Blackwater junctions are DCC's top priorities for funding in this area. Improvements here will play an important part in the efficient operation of the corridor, economic growth and housing delivery.</p> <p>The Cabinet is asked to agree to move corporate funds between schemes within the programme and recommit to previously agreed corporate contributions and forward funding.</p>
Impact Assessment:	Equalities Impact Assessment: N/A at this moment all schemes are designed to accommodate all users.
	Use of Evidence: Local Plan consultation, transport scheme consultation, B3073 corridor transport modelling and assessment

	<p>Budget: There will be no additional funds required from DCC as a result of these proposals. DCC must maintain the financial contribution it committed to the BIG programme as this was a condition of the funding award through the Growth Deal. DCC will have to enter into a legal agreement with the developer of the site to the east of Parley Cross to ensure full repayment is made as the development progresses. Agreement will have to be reached between the two new authorities so that the new Bournemouth, Christchurch &amp; Poole Council reimburse the new Dorset Council for Blackwater and the A338 widening.</p>
	<p>Risk Assessment: Having considered the risks associated with this decision using the County Council's approved risk management methodology, the level of risk has been identified as: Current Risk: MEDIUM Residual Risk: MEDIUM There is a reputational risk if DCC do not follow through with the commitments previously made to the LEP and the BIG programme. There is an operational risk of not completing works along the entire B3073 corridor as schemes already constructed will be less effective.</p>
	<p>Other Implications: Delivery of housing and jobs. Delivery of walking and cycling links to enable active, healthy travel.</p>
<p>Recommendation</p>	<p>That Cabinet agrees to:</p> <ol style="list-style-type: none"> <li>1. Deliver an enhanced, reduced cost improvement scheme to the existing Hurn roundabout that avoids the needs for third party land.</li> <li>2. Switch corporate funds from the delivery of the Hurn roundabout improvement to delivery of a Parley Cross eastern link road and Parley Cross junction.</li> <li>3. Reaffirm commitment to corporate funds and to forward fund developer contributions for the improvement of Blackwater junction and A338 widening, subject to being repaid via agreement between the two new authorities.</li> </ol>
<p>Reasons for Recommendation</p>	<p>Funds will be used more effectively to improve more junctions along the B3073 corridor to give a wider network benefit to residents and businesses in the area. Delivery of cost effective transport infrastructure including road, cycle and walking links along this corridor will meet the corporate aims to encourage economic growth through the provision of housing and jobs, and enable safe, accessible, healthier communities. To ensure current commitments are kept and future Dorset funding bids are supported by the LEP.</p>
<p>Appendices</p>	<p>Appendix 1 - Funding Programme</p>



Background Papers	Cabinet Oct 2014 Dorset's Growth Deal: Transport Scheme Funding
Officer Contact	Name: Kate Tunks Tel: 01305 228534 Email: k.tunks@dorsetcc.gov.uk

## 1. Background

- 1.1 Cabinet approved the Dorset Growth Deal 1 programme in October 2014. This programme has been branded the Bournemouth International Growth (BIG) programme and comprises £35.7M from the government's Local Growth Fund (managed by the Dorset LEP), £6.35M developer contributions (of which DCC is forward funding £1.95M to be returned over time) and £3.64M from DCC corporate funds. Government required that a significant element of local funding be provided as demonstration of local commitment.
- 1.2 The Growth Deal funding to deliver the BIG programme must be spent by March 2021. DCC officers have been working closely with the DLEP and partners to design and deliver the transport schemes within the Growth Deal programme in the most cost effective manner possible. The BIG Programme Steering Group (PSG) decides the allocation of funds to schemes within the programme and DCC as highway authority design and deliver the schemes.
- 1.3 Five transport schemes were included in the Growth Deal 1 BIG programme in Christchurch to deliver growth and jobs at Aviation Business Park and the airport – A338 major maintenance (East Dorset and Christchurch), B3073 Chapel Gate (Christchurch), Hurn roundabout (Christchurch), Blackwater east and west junction (Christchurch), A338 widening from Blackwater – Cooper Dean (Christchurch and Bournemouth).
- 1.4 In May 2016 the A338 major maintenance scheme was successfully completed under budget and within advertised timescales. The B3073 Chapel Gate roundabout has also been enhanced to balance traffic flows, reduced congestion and improved facilities for pedestrians/cyclists commuting to/from work at Aviation Business Park. This scheme was completed in mid-December 2017 significantly under the original budget and within advertised timescales. Savings made from these two schemes will be redistributed within the programme.

## 2. Hurn roundabout and Parley Cross

- 2.1 The current BIG programme includes £2.4M (£2M from DCC and £400,000 developer contributions already received) for the improvement of Hurn roundabout as part of DCC's local contribution to the Dorset Growth Deal programme. Planning permission has been secured for a new, enlarged, offline roundabout to the east of the current roundabout position. Negotiations with the owner of the land required to build this scheme have not progressed well and it is now clear that significant additional delay and cost would be incurred to deliver this scheme.
- 2.2 An enhancement to the current Hurn roundabout has now been designed and can be delivered within highway land. This smaller scheme will still be beneficial to the

network and costs will be significantly reduced. This would enable the DCC contribution to be used more effectively at Parley Cross (East Dorset). Parley Cross is a higher DCC priority for improvement to reduce existing congestion and accommodate future development related trips. Transport modelling and assessment work has shown that delivery of proposed west and east link roads either side of Parley Cross will reduce congestion in this area and enable a public realm enhancement to take place at Parley Cross. PSG agree that improvements to this junction and link roads delivery should be brought into the BIG programme using existing funds if possible.

- 2.3 At Cabinet on 7th June 2017 members approved the virement of the £150,000 County Council contribution from the Chapel Gate Roundabout scheme to Parley Cross junction improvement schemes. This was achieved through savings made to the Chapel Gate scheme.
- 2.4 The Local Plan allocates land for development to the east and west of Parley Cross. The developer of the site to the east of Parley Cross is required to pay the full cost of the eastern link road through the site and is currently proposing to deliver the road in the first phase of the development. However, the Local Plan does not require the road to be delivered until 50% of the residential development or the retail superstore are completed which will be several years away. PSG members agree that the road should be funded and delivered up front to accelerate congestion reduction and delivery of jobs and housing. If DCC agree to fund and deliver the road up front, the authority will enter into a legal agreement with the developer to ensure developer contributions are repaid to DCC as agreed development triggers are reached. The timing of the repayments will depend on build out rates. Central government support this type of intervention as demonstrated by its recent commitment and award of Housing Infrastructure Funding (HIF) for the West Parley western link road. This funding could be put at risk if Parley Cross and the eastern link road are not delivered.
- 2.5 Ongoing discussions are being held with the LEP and other partners on the delivery of the BIG programme. It is proposed that DCC and the LEP switch their funding so that the Growth Deal funds the enhanced Hurn roundabout scheme and DCC uses its contribution to the programme to fund the Parley Cross eastern link road. The proposed enhancement to the existing Hurn roundabout is estimated to cost £930,000 and is programmed for delivery in June - September 2018. The Parley Cross eastern link road is estimated to cost £2M. Both scheme costs may change through the design and construction process. Parley Cross junction and public realm improvements could be funded through the developer contributions repaid to DCC from the eastern link road.

### **3. Blackwater junction and A338 widening**

- 3.1 The Blackwater East junction improvement is currently being constructed and is due for completion in May 2018. The Blackwater West junction is planned for delivery from September 2018 to July 2019. The entire junction is estimated to cost £9.1M with £500,000 of this coming from DCC corporate funds, £400,000 from developer contributions received and £1.1M of DCC forward funding to be repaid by developer contributions over time.
- 3.2 The A338 widening scheme (Blackwater – Cooper Dean junctions) is programmed for delivery September 2018 – June 2019. It requires £850,000 forward funding from DCC in advance of the receipt of S106 obligations from the airport terminal development and other development. However, these funds are unlikely to be received before 2030 as the payment of £700,000 from the airport will only be made

once annual passenger numbers have reached 3 million and the contribution is not indexed against inflation. The shortfall of £150,000 should be collected through other S106 / CIL payments.

- 3.3 This forward funding was agreed by Cabinet in October 2014 and the repayment risk accepted. Blackwater junction and the A338 widening schemes are in Christchurch so an agreement is required between the 2 new authorities to ensure these funds are repaid from developer contributions from development at Aviation Business Park and the airport. The forward funding and later recovery via developer contributions is something which should be included in the financial services or assets part of the disaggregation work, as it is in effect a debt at the point of transfer.

#### **4. Conclusion**

- 4.1 Officers will continue to deliver schemes in the most cost effective way possible and to work with the LEP to reallocate scheme savings across the BIG programme to make best use of available funds.
- 4.2 The Cabinet is asked to approve a flexible approach to the use of corporate capital funds for Hurn roundabout, Parley Cross and the eastern link road. Funds from Hurn roundabout should be transferred to the Parley Cross improvement package. The first priority is early funding and delivery of the eastern link road which could be provided as a loan to the developer. However, if the developer delivers this infrastructure up front, then corporate funds could be used for Parley Cross junction improvements. Cabinet's continuing commitment to the up front funding of Blackwater junction and the A338 widening is also requested. Repayment from developer contributions will be subject to agreement between the new authorities.
- 4.3 Commitment to fund these schemes will help ensure delivery of the DCC and LEP shared desired outcomes of new jobs, homes and reduced traffic congestion for the SE Dorset area.

**Matthew Piles**

**Service Director – Economy, Natural and Built Environment**

March 2018

## Appendix 1 Funding Programme

Scheme	Delivery Timescale	Local Growth Fund	Housing Infrastructure Fund	Developer contributions (expected)	BBC	DCC	Cost Estimate	Final Total
A338 Maintenance	Complete	£18.3M				£2.2M	£22M	£20.5M
Chapel Gate roundabout	Complete	£1.55M				£0.17M	£3.3M	£1.72M
Hurn roundabout	June – Sep 2018	£0.75M				£0.18M	£0.93M	
Blackwater East and West junctions	East due for completion May 2018 West Sep 2018 -July 2019	£7.1M		£0.4M SEDTCs received (£1.1M)		£0.5M corporate <u>£1.1M</u> Forward funding to be repaid by Aviation Park s106	£9.1M	
A338 Widening	Sep 2018 – June 2019	£1.9M		(£0.85M)	£0.85M	<u>£0.85M</u> Forward funding to be repaid by Airport s106 £700k & other S106 £150k	£3.6M	
Parley eastern link road	2019 - 2020			(£2M)		<u>£2M</u> Corporate funds from Hurn to be repaid by Parley east site s106	£2M	
Parley western link road	2019 - 2020		£2.25M	(£2.25M)			£4.5M	
Parley Cross junction	2020/21			£0.4M Airport s106 received		£0.6M To come from Parley East loan repayments	£1M	
Longham mini roundabouts	2019/20	£1.8M		£0.2M Holmwood S106 received			£2M	
<b>TOTALS</b>		<b>£31.55M</b>	<b>£2.25M</b>	<b>£6.35M</b> of which, £1M received and £5.35M expected	<b>£0.85M</b>	<b>£7.59M</b> of which, £3.64M corporate funds to be spent and £3.95M to be repaid		

## Dorset Waste Partnership Joint Committee

Minutes of the meeting held at Purbeck District Council,  
Westport House, Wareham, BH20 4PP on  
Tuesday, 20 March 2018.

### Present:

Anthony Alford (West Dorset District Council) (Chairman)  
Michael Roake (North Dorset District Council) (Vice-Chairman)

### Members Attending

Ray Bryan (East Dorset District Council), Mike Dyer (East Dorset District Council), Patricia Jamieson (Christchurch Borough Council), David Budd (Purbeck District Council), Peter Webb (Purbeck District Council), Kevin Brookes (Weymouth & Portland Borough Council), David Walsh (North Dorset District Council), Deborah Croney (Dorset County Council) and Timothy Yarker (West Dorset District Council).

### Dorset Waste Partnership Officers Attending:

Paul Ackrill (Commercial and Finance Manager), Matthew Boulter (Commercial Services Manager), Gemma Clinton (Head of Service - Strategy), David Diaz (Property Commissioning Manager), Grace Evans (Legal Advisor), Jim McManus (Treasurer), Michael Moon (Head of Service (Operations)), James Potten (Communications and Marketing Officer), Karyn Punchard (Director) and Denise Hunt (Senior Democratic Services Officer).

### Other Officers in attendance

Steve Mackenzie (Purbeck District Council).

- (Notes:(1) Publication In accordance with paragraph 8.4 of Schedule 1 of the Joint Committee's Constitution the decisions set out in these minutes will come into force and may then be implemented on the expiry of five working days after the publication date. Publication Date:**Tuesday, 27 March 2018**
- (2) These minutes have been prepared by officers as a record of the meeting and of any decisions reached. They are to be considered and confirmed at the next meeting of the Joint Committee to be held on **Monday, 11 June 2018.**)

### **Apologies for Absence**

13 Apologies for absence were received from Daryl Turner, Tony Ferrari, Margaret Phipps, Barbara Manuel, Ray Nowak and Alan Thacker.

Members who were substituting at this meeting included Deborah Croney, Mike Dyer and Timothy Yarker.

### **Code of Conduct**

14 There were no declarations by members of any disclosable pecuniary interests under the Code of Conduct.

Councillor Deborah Croney declared a general interest as the Local Member for the Blandford area. As this was not a disclosable pecuniary interest she remained in the meeting and took part in the debate.

Ray Bryan declared a general interest as he was a partner governor on behalf of the County for the Dorset Healthcare University NHS Foundation Trust. As this was not a disclosable pecuniary interest he remained in the meeting and took part in the debate

### **Minutes**

15 The minutes of the meeting held on 19 January 2018 were confirmed and signed.

## **Public Participation**

### 16 Public Speaking

There were no public questions received at the meeting in accordance with Standing Order 21(1).

There were no public statements received at the meeting in accordance with Standing Order 21(2).

### Petitions

There were no petitions received in accordance with the County Council's petition scheme at this meeting.

## **Forward Plan 2018**

17 The Joint Committee received a report on its work programme.

## **Noted**

## **Finance and Performance Report - March 2018**

18 The Joint Committee considered a report by the Director of the Dorset Waste Partnership (DWP) that presented the key financial performance trends and risks of variance in income and expenditure against the 2017/18 revenue budget of £33.1m. The report also suggested how the predicted underspend of £1.722m could be treated at the end of the financial year in terms of the amount returned to partner councils.

The report had shown an increase in the forecast underspend from £1.372m to £1.722m, a large proportion of which had been due to the favourable variance in relation to waste disposal tonnages arising and the associated costs of haulage. The volatility of the recyclate price and unpredictable medium term forecast due to the international market, particularly the restrictions in China, had also been highlighted in the report.

The Director outlined the recommendations, including the return of £1.372m to partner councils in accordance with the cost share formula. This underspend had been reported to the Joint Committee in January 2018 and some councils had already taken this into account in their expected year end position.

The Committee had agreed at its January meeting for £383k to be taken from the Budget Equalisation Reserve (BER) in order to cover the pay award, leaving a current balance of £617m. It was therefore proposed that if £1.372m was repaid to partner councils, that the remaining underspend was used to top up the BER to provide a total reserve of £967k.

Since the report had been published, the latest knowledge indicated that the underspend was now more likely to be in the region of £2m, therefore increasing the amount in the BER to approximately £1.245m, however, the exact figure would not be known until the end of the financial year. Responding to a question in relation to confidence in the updated forecast, the Director advised that she had a reasonable degree of confidence due to the rigorous approach taken by the finance team as well as the reduced likelihood of further significant variances during the final month of the 2017/18 financial year. She confirmed that the pay award had been included in the budget in 2018/19.

In light of the updated projection of a £2m underspend based on figures provided at the end of February 2018, a majority of members were supportive of the proposals set out in the report, which ensured that the BER received a top up and that £1.372m was returned to the partner councils in accordance with the cost share formula.

The Chairman highlighted that the potential increase in the BER to £1.245m needed to be considered alongside the forecast budget overspend of £1.1m in 2018/19.

Due to the significant overspend that the DWP had previously experienced, an alternative view was expressed that this amount may not be sufficient to cover the £1.1m projected deficit in 2018-19 and that the BER should therefore be increased to £1.5m due to the significant budgetary risks and unforeseen circumstances. However, it was noted by other members that although there were variances outside of the control of the DWP, the work and experience of the senior management team had provided a stable and efficient service. Members now received better information that allowed a greater understanding of all of the risk factors as well as increased confidence and clarity in the budget projections, particularly as the end of the financial year drew to a close.

Members highlighted the need to communicate the issues clearly at an early stage to the partner councils in the event that the overspend predicted in 2018/19 should increase.

### **Resolved**

1. That the current 2017/18 revenue budget forecast be noted;
2. That the capital expenditure position for 2017/18 to date be noted;
3. That the return of £1.372m to partner councils in accordance with the cost share formula be approved;
4. That the specific carry forward of funding of £75k for ongoing contract related technical advice be approved;
5. That the specific carry forward of funding of £50k for ongoing project related consultancy support be approved;
6. That the top up the Budget Equalisation Reserve (BER) with any remaining balance be approved; and
7. That the proposed Performance Indicators for 2018/19 be approved.

### **Reason for Recommendation**

The Joint Committee monitored the Partnership's performance against budget and key performance indicators, and scrutinised actions taken to manage within budget on behalf of partner Councils. Returning the underspend that was reported at the last Joint Committee, was because some partner councils are relying on this underspend as part of their strategy towards balancing the current financial year. Topping up the BER with any remaining balance recognised that the reserve has been depleted by £383K to cover the effect of the pay award in 2018/19.

### **Questions from Councillors**

19 No questions were asked by members under Standing Order 20.

### **Exempt Business**

20

#### **Resolved**

That in accordance with Section 100 A (4) of the Local Government Act 1972 to exclude the public from the meeting in relation to the business specified in minutes 21 and 22 as it was likely that if members of the public were present, there would be disclosure to them of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A to the Act and the public interest in withholding the information outweighs the public interest in disclosing the information to the public.

### **Commercial Services Business Plan 2018-19**

21 The Joint Committee considered an exempt report presenting the Business Plans for Commercial Services for the financial year 2018-19 that also provided an update on actions with the current year business plans.

### **Resolved**

That the Commercial Services Business Plan 2018-19 and the Garden Waste Business Plan 2018-19 be approved.

Reason for Recommendation

To achieve the vision and strategic aims of the DWP.

**Strategic Waste Management Centre for Central Dorset**

22 The Joint Committee considered an exempt report providing a review of the business case for construction of a new strategic Waste Management Centre (WMC) for the central Dorset area that had been previously approved by Members on 13 June 2016.

**Resolved**

1. That the Committee's approval of the proposal for a new strategic Waste Management Centre in central Dorset as updated in the attached business case for a household recycling centre and waste transfer station be reaffirmed;
2. That taking an Option on land as described in this report be approved;
3. That land purchase for the scheme, subject to planning consent, on terms to be agreed by the Director of the DWP in consultation with the Chair of the Joint Committee be approved;
4. That the application for prudential borrowing as outlined in this report be approved; and
5. That the release of Optimism Bias (up to 10% of the total estimated capital cost) is delegated to the Director of the DWP in consultation with the Chair of Joint Committee, if required, be approved; and
6. That a separate project to investigate potential alternative sites for a depot and vehicle maintenance workshop to serve the north Dorset area be approved.

Reason for Recommendation

To secure a key site in Blandford for the development of a strategic Waste Management Centre in central Dorset which would provide the capacity to maximise the benefits of operational efficiency and resilience to provide business continuity now and in future years.

Meeting Duration: 11.00 am - 12.05 pm



## Dorset Health and Wellbeing Board

Minutes of the meeting held at Dorchester Fire Station, Peverell Avenue West, Poundbury, Dorchester DT1 3SU on Wednesday, 28 March 2018

### Present:

Rebecca Knox (Chairman)  
Forbes Watson (Vice-Chairman)

### Members Attending

Ben Ansell (Chief Fire Officer, Dorset and Wiltshire Fire Authority), Steve Butler (Elected Borough/District Councillor (East Dorset)), Helen Coombes (Transformation Programme Lead for Adult and Community Forward Together Programme, Dorset County Council), Graham Duggan (Weymouth & Portland Borough Council and West Dorset District Council), Tim Goodson (Clinical Commissioning Group), Margaret Guy (Healthwatch), Mike Harries (Corporate Director, Dorset County Council), Jill Haynes (Elected County Councillor), Helen Horsley (Voluntary Sector), James Jackson (Locality Executive Teams), David Phillips (Director of Public Health, Bournemouth, Dorset and Poole), Debbie Simpson (Dorset Police) and Simone Yule (Locality Executive Teams).

### Reserve Members Attending

Andrew Kerby, Elected Borough/District Councillor (North Dorset) (Reserve)  
Timothy Yarker, Elected District/Borough Councillor (West Dorset) (Reserve)

### Officers Attending:

Barry Crook (Independent Chairman, Dorset Safeguarding Adults Board), Jane Horne (Consultant in Public Health, Public Health Dorset), Steve Mackenzie (Chief Executive), Rachel Partridge (Assistant Director of Public Health), Sally Sandcraft (Acting Director of Primary and Community Care, Dorset Clinical Commissioning Group) and Helen Whitby (Senior Democratic Services Officer).

(Notes: (1) These minutes have been prepared by officers as a record of the meeting and of any decisions reached. They are to be considered and confirmed at the next meeting of the Dorset Health and Wellbeing Board to be held on **Wednesday, 27 June 2018**.

(2) Board agendas and reports are available via  
<https://www.dorsetforyou.com/countycommittees>)

### **Farewell and Good Luck**

40 The Chairman explained that it was Debbie Simpson's last meeting before her retirement and thanked for her valuable contribution to the Board's work. The Chairman added that the Board was fortunate to have representatives from both the Police and Fire Service among its membership and she had asked the Home Office to consider making Police and Fire representation on all Health and Wellbeing Boards mandatory. Members wished Mrs Simpson well for the future.

### **Apologies for Absence**

41 Apologies for absence were received from Ben Chennell, David Haines, Rebecca Kirk and Nick Jarman. Dr James Jackson and Graham Duggan attended as reserve members for David Haines and Rebecca Kirk respectively.

### **Code of Conduct**

42 There were no declarations by members of disclosable pecuniary interests under the Code of Conduct.

**Minutes**

43 The minutes of the meeting held on 8 November 2017 were confirmed and signed.

**Public Participation****44 Public Speaking**

There were no public questions received at the meeting in accordance with Standing Order 21(1).

There were no public questions received at the meeting in accordance with Standing Order 21(2).

**Petitions**

There were no petitions received at the meeting in accordance with the County Council's Petition Scheme.

**Quarter 3 reporting Better Care Fund**

45 The Board considered a joint report by the Acting Director of Primary and Community Care, NHS Dorset Clinical Commissioning Group (DCCG), and the Strategic Commissioning Manager, Dorset County Council, which reported on the delivery of Better Care Fund (BCF) performance from October to November 2017 (Quarter 3). In response to the request made at the last meeting, the Board received a presentation which gave examples of how the BCF was making a difference to people's lives.

The County Council and the Dorset Clinical Commissioning Group (DCCG) were jointly responsible for the delivery of the BCF, a total fund of £135m. Performance was reported nationally and to the Board on a quarterly basis. Officers were confident that BCF targets for the year would be met.

The presentation showed how the Disabled Facilities Grant (DFG) could support more people to live at home safely whilst reducing delayed discharges from hospital; how multi-disciplinary front line teams were working holistically to identify those leaving hospital with complex needs and how support was co-ordinated for them and best use of the available workforce made; support for carers; work to bring people with complex needs back into community living; and work being undertaken to address accommodation needs through use of temporary modular housing whilst long term housing was developed.

As to what would happen if a District Council ran out of DFG and whether it would be possible to transfer funding from another area in surplus, it was explained that funding would be retained within the system and address demand across the Dorset area. The Chief Executive of Purbeck District Council added that in the past there had been barely enough DFG to meet demand. He was pleased that additional funding meant that most district councils had enough money to meet demand, with any surplus being used for preventative care.

The future would see health and social care teams formally working together to break down barriers and maximise potential capacity so that responses could be tailored to the population's needs, not just the elderly, and to increase technology to promote independence at home. The Quarter 4 report would include an action plan for the following year and would also include information about next steps.

**Resolved**

That the Quarter 4 report would be considered at the meeting on 27 June 2018 and would include an action plan for the following year and information about next steps.

- 46 The Board received the Dorset Safeguarding Adults Board (DSAB) Annual Report for 2016-2017. Unfortunately, the covering report had been omitted from the agenda in error. This would be sent to members following the meeting.

The report explained how the DSAB carried out its responsibilities to prevent abuse and neglect of adults at risk during 2016-17. Examples of how the Board had added value were given - policy and procedures were regularly updated, the public's awareness of safeguarding was being raised, new guidance about self-neglect and hoarding had been produced, assurance provided about delivery of effective safeguarding, a continuing focus on quality of provision in residential and domiciliary care and improved linkages to other boards and partnerships responsible for children and community safety.

Attention was drawn to the two conferences recently held with the Dorset Safeguarding Children's Board to develop family work, the risk register maintained to identify and mitigate current and potential risks, the effect of local government and health reorganisation on the Board's leadership, the lack of quality care at affordable rates, failure of organisations to embed changes in practice following Safeguarding Adult Reviews and Domestic Homicide Reviews, and improving links with voluntary sector organisations. All of these would be reflected in the Board's new strategic plan.

Greater discussion outside of the meeting about aligning the DSAB and the Dorset Health and Wellbeing Boards' (DHWB) work was welcomed and in particular how the DHWB could support safeguarding work with vulnerable adults.

The Chairman highlighted the need for the DSAB, the DHWB and the Community Safety Partnership to have close links, align work and reduce the likelihood of duplication of effort. Local Government Reform would provide a good opportunity to streamline and focus work.

Members noted that the impact of Local Government Reform had been recognised and extra capacity was being provided during the change period. The DSAB had a specific remit which meant there should be no duplication, and recent data improvement meant it was now clear where attention should be focused. Progress was being made and Dorset was in a good position to build on the work undertaken.

With regard to concerns expressed at the DSAB about care homes, their leadership and availability of resources, which could lead to cases of neglect, members noted that the County Council and the Dorset Clinical Commissioning Group had aligned budgets to jointly commission domiciliary, nursing and residential care. The issues of leadership and key worker housing needed to be addressed and steps towards sustainability were being made.

The need for key learning points arising from reviews to be addressed by all agencies was highlighted.

The DHWB would be consulted on the DSAB's new strategic plan when it was available.

### **Resolved**

That the Dorset Safeguarding Adults Board's focus of work on effective prevention, effective safeguarding, effective learning and effective governance be supported.

### **Pharmaceutical needs Assessment**

- 47 The Board considered a report by the Consultant in Public Health, Public Health Dorset, on the draft Pharmaceutical Needs Assessment (PNA), which the Board was

required to publish every three years. The new PNA now covered both the Dorset and Bournemouth and Poole Health and Wellbeing Board areas.

Consultation in line with statutory requirements had been undertaken. The new PNA took into account pharmacy closures since 2015 and there had been a further closure since the consultation had been carried out. The Board was asked to note the outcomes of the consultation, the further closures and approve the new PNA for publication.

With regard to the most recent pharmacy closure, it was explained that this related to a large, national provider closing smaller branches, and did not give cause for concern.

Attention was drawn to the new care models which supported "100 hour" pharmacies, yet the majority of them were still closed for Easter. The Consultant in Public Health would discuss this with colleagues in NHS England, although the public were signposted to pharmacies which were open. Another member highlighted that although GPs were now seeing patients and prescribing medication for extended hours, this was not always reflected in nearby pharmacy opening hours so patients were unable to get the prescriptions filled this was counter-productive.

### **Resolved**

1. That the outcome of the consultation be noted.
2. That the further closure of a pharmacy and implications for the new Pharmaceutical Needs Assessment be noted.
3. That the preferred option to publish the new Pharmaceutical Needs Assessment be approved.

### **Purbeck Strategic Board**

48 The Board considered a report on the Purbeck Strategy Board (PSB) which had been set up to be responsible for delivering the shared objectives of the Purbeck Memorandum of Understanding, providing strategic direction, leadership and oversight to the Purbeck Operational Delivery Group.

Following the signing of the Memorandum of Understanding, the PSB had been established. There had been some discussion about its governance arrangements at its first meeting and the most appropriate mechanism for its oversight. The Dorset Health and Wellbeing Board (DHWB) was asked to agree to the PSB reporting to it on matters relating to all development projects in Purbeck.

Members noted that the PSB had some opportunities at present which would be lost if not acted upon, including the possibility of County Council owned land being used for a care village development and provision of temporary key worker accommodation.

The Board discussed governance arrangements for the PSB and the following points were made:-

- the PSB should continue to liaise with the Locality Group and items could be referred to the DHWB via this Group.
- the Memorandum of Understanding had been signed by organisations which would not exist in a year's time, although there was no reason to believe the commitment would be less in future.
- little information was provided on which the DHWB could assess whether the governance arrangements were working.
- the terms of reference were wide and included financial issues and it would be difficult for the DHWB to oversee the PSB's governance.
- giving the PSB visibility and encouraging similar mechanisms being set up was seen as positive.

- the DHWB would provide support where it could.
- the DHWB should not become part of the governance structure for other boards.
- that there should be consistency and uniformity of offers in localities.
- the need to ensure there was no duplication of effort.
- the PSB was broader than health, social care and the neighbourhood plan and it was important for the emergency services to be involved.
- other districts might want to introduce similar bodies.
- although the concept of the PSB was supported, quarterly reporting would reduce the DHWB's time for consideration of other items.
- areas boards might be introduced as part of Local Government Reform and these would need to take account of any existing locality arrangements, who currently reported to the DHWB.
- that the future direction of the DHWB needed to be considered in the light of Local Government Reform.

### **Resolved**

That the Dorset Health and Wellbeing Board did not agree to oversight of the Purbeck Strategic Board being within its remit and the above minute be provided in response to the Purbeck Strategy Board's request to report to the Dorset Health and Wellbeing Board on matters relating to all development projects in Purbeck.

### **Director of Public Health's Annual Report**

49 The Board considered the Director of Public Health Dorset's Annual Report for 2017. There was a statutory requirement for an annual report to be produced.

The report highlighted three areas traditionally described as having 'poor health outcomes' i.e. (Bournemouth East, Poole Bay and Weymouth and Portland) and illustrated how through local collective efforts across several agencies and driven by the local population and their representatives significant and meaningful improvements had been made.

Members commented that the results illustrated collaboration at its best

### **Noted**

### **Sustainability Transformation Plan with a focus on Prevention at Scale and follow up from the Ageing Well Thematic Session**

50 The Board considered a report by the Consultant in Public Health, Public Health Dorset, which provided an update on the Sustainability Transformation Plan (STP) with a focus on Prevention at Scale and an update on the Ageing Well Thematic Session at the last meeting.

Members noted that the Dorset Care Record had gone live and proved valuable in the recent bad weather, that a single operational plan had been drafted to support the integrated approach, that the National Diabetes Prevention Programme in Dorset was being implemented, Altogether Better were talking to GP practices about building collaborative practice alongside traditional services, the post of club manager had been advertised in connection with the active ageing project, the living well platform was to launch the following week, and the positive impact that the whole school approach to health and wellbeing was having on children.

A member highlighted that the STP was flexible and would change to reflect any future outcomes identified.

### **Resolved**

1. That the update on the Sustainability and Transformation Plan and highlighted progress on prevention at scale be noted.

2. That the ongoing work within the Board and back in their respective organisations and communities be supported.

### Forward Work Plan

51 The Board considered its work programme.

Although the Board would continue after the forthcoming changes to local government, consideration needed to be given to how it would work in future and remain fit for purpose.

### Resolved

That consideration be given to how the Board would work in future and remain fit for purpose

Meeting Duration: 2.00pm - 3.35pm

### Informal Session on Healthy Places

52 The objectives of the session were to:

- Increase Health & Wellbeing Board Members' awareness of the developing Prevention at Scale programme and implications for Dorset.
- Focus on the Healthy Places workstream. It gave the opportunity to showcase challenges, evidence and case studies where delivering approaches to scale could make most impact.
- To allow Board Members and system leaders to identify where they could most usefully add value to the proposals, particularly joint working with partners.

There were breakout discussions around four stations highlighting examples of approaches already being deployed locally, and the potential for prevention at scale with time for questions and answers. The four stations were:

Spatial planning for health and wellbeing	Caoimhe O'Sullivan, Public Health Dorset Di McLaughlin, Dorset CCG Andrew Galpin, Dorset Councils Partnership	Link to presentation
Increasing access to green space	Rupert Lloyd, Public Health Dorset Keith Harrison, Dorset CCG Jackie O'Connor, Christchurch and East Dorset Councils Maria Clarke, Dorset Local Nature Partnership	Link to presentation
Enabling active travel	Matthew Piles, Dorset County Council Wayne Sayers	Link to presentation
Examples of work to improve homes in Dorset	Jon Bird, Dorset County Council Ian Preston, Centre for Sustainable Energy Sarah Moore, Dorset and Wiltshire Fire Service	Link to presentation

Key Messages of what had been learned or observed or what individually or collectively members could do to have an impact were as follows:-

- current planning for social housing and the need for affordability often meant the loss of outside space and no space for play areas, allotments and places where children could socialise.
- the need to know about good practice and use this at the Dorset Clinical Commissioning Group's (DCCG) health event in order to raise awareness.
- for home visits to include a brief discussion about the home and its "health".
- the difficulty of recording outcomes. The case studies demonstrated this and showed what a healthy place looked like and should be shared with communities. The DCCG was looking at patient activation measures which could be linked with healthy places.
- the possibility of turning good work into data and evidence to help promote pilots at system wide scale.
- the sharing of case studies to show what was going on, but this needed to be short and punchy.
- the possibility of adding to the international evidence base through key partners.
- the possibility of learning from each other's organisations and connecting with mental health and the NHS.
- it's good to walk and talk, not drive.

The formal papers to the Board included as part of the report at minute 50 the charter between Dorset Local Nature Partnership, Dorset Health and Wellbeing Board that committed to joint action on improving health and wellbeing through natural capital assets in Dorset. This was not discussed during the meeting and members agreed that views would be sought by email following the meeting and the decision confirmed at the next Board meeting.

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## Executive Advisory Panel on Forward Together for Children's Services

Minutes of the meeting held at County Hall, Dorchester  
on Monday, 16 April 2018

**Present:**

Kate Wheller (Chairman)

Katharine Garcia, Susan Jefferies, Bill Pipe, Byron Quayle and David Shortell

Member Attending

Steve Butler, Cabinet Member for Safeguarding

Officer Attending: David Alderson (Senior Adviser, Learning and Inclusion), Gary Binstead (Strategy, Partnerships and Performance Service Manager), Ed Denham (School Admissions Manager), Nick Jarman (Interim Director for Children's Services), Sylvia Lord (Adviser, School and Learning Service) and Helen Whitby (Senior Democratic Services Officer).

(Note: These minutes have been prepared by officers as a record of the meeting and of any decisions reached. They are to be considered and confirmed at the next meeting of the Cabinet to be held on **Monday, 18 June 2018.**)

**Apology for Absence**

8 An apology was received from Cllr Deborah Croney.

**Code of Conduct**

9 There were no declarations by members of disclosable pecuniary interests under the Code of Conduct.

**Minutes**

10 The minutes of the meeting held on 26 January 2018 were confirmed.

**Proposed Changes to Home to School Transport for September 2019 - Item Withdrawn**

11 The Panel were informed that as it had not been possible to achieve consensus on the proposed changes to home to school transport for September 2019 the item had been withdrawn. An update would be provided for a future meeting.

**Proposed Consultation Proposal on setting up Social Emotional Mental Health and Complex Communication Needs Resource Provision**

12 The Panel considered a report by the Senior Manager, Sufficiency, Commissioning and School Organisation on a proposed consultation on setting up Social Emotional Mental Health and Complex Communication Needs Resource provision. The Cabinet had considered a report on a similar subject on 4 April 2018 and this was attached as an appendix.

The Council had already set up Resourced Provision Bases for children with Complex Communication Needs (CCN) at Thomas Hardy and Damers schools in Dorchester, and there were further Bases planned for these children, and also children with Social Emotional and Mental Health (SEMH) Needs. The next schools to host one of these bases were Parley First School, West Moors Middle School, and Dorchester Learning Centre. This change required a consultation process to be undertaken. It was hoped that, following the consultation, the new resources would be ready for a September 2018 start. Local members had been made aware of the proposals and would be

contacted as part of the consultation process.

In response to questions, it was explained that following consideration at Cabinet, works were ongoing at the Dorchester Learning Centre and that modular units would be provided for the two schools. Details of funding were provided and it was noted that work to provide the extra staff had also been started. More resources would be provided across the County in future in order to provide local specialist provision closer to home.

Members supported that a statutory consultation be undertaken in order to progress roll out of social emotional mental health and complex communications needs resources. They asked to be made aware should any issues arise.

### **Recommended**

That the Cabinet be asked to approve that a 'Statutory Process' 6 week consultation be undertaken in May -June 2018.

### **Reason for Recommendation**

This was a statutory requirement for a Local Authority who wished to add SEN places to an existing provision.

## **Draft Alternative Provision Strategy**

- 13 The Panel considered a report by the Senior Advisor and Virtual School Head on the draft Alternative Provision Strategy.

After January 2013 local authorities became responsible for alternative provision for permanently excluded children and those referred by medical consultants.

In Dorset, alternative provision came through Learning Centres based at Blandford, Christchurch, Dorchester, Sherborne and Weymouth. Alternative provision should be short stay, with children returning to main stream education with additional support, or going to specialist areas. However, children were not moving on and the Learning Centres were now full. This meant that further admissions were restricted to meet the local authority's statutory duty. Places at Blandford and Dorchester were being increased to meet demand. The cost of alternative provision had been met from the Higher Needs Block since 2013.

Since 2006 Dorset had reduced formal exclusions through dual registration. This meant that schools had not needed to purchase off site alternative provision and paid only £4,000 towards the total cost of £17,000 per pupil, leaving the local authority to fund the remainder. The proposed strategy would allow more provision to be commissioned without cost to the authority.

Although Dorset had a good reputation as far as exclusions were concerned, there had been an increase in exclusions for younger children. It was hoped that the Council's Early Intervention and Prevention work would identify children and families at risk earlier and thus reduce the need for support in the longer term.

The Schools Forum had been consulted on the draft strategy. They had expressed concerns about the quality of provision and safeguarding issues, viability of learning centres if numbers were to reduce, the short transition time and that predicted numbers were too low, given the recent increase in permanent exclusions.

Members discussed a number of issues; how successful Dorset had been in avoiding exclusions in the past; why exclusions were increasing; the possible use of the Bovington site to alleviate pressure in future; desk blocking; the effect of children remaining at learning centres rather than moving back to main stream education or onto specialist provision on the Higher Needs Budget; the need for children to be in

main stream schooling wherever possible; the need for early intervention to prevent longer term issues and exclusions; the need for Family Partnership Zones to be brought on stream earlier as a means of increasing early intervention and reducing the need for alternative provision; and the process of referral.

In conclusion. members supported the draft Alternative Provision Strategy as the best means of providing a solution to a difficult problem. They considered it important for the Strategy to be flexible and adaptable, if necessary, following the consultation period. They also suggested that: extra places be provided at the Bovington site when it was in place as a means of alleviating pressure and recognised that structures were constrained by issues such as finance and staffing.

### **Recommended**

That the Cabinet agree that:-

- (a) a formal consultation with all stakeholders from 7 May to 19 June 2018, following the informal pre-consultation with schools and the Schools Forum.
- (b) the presentation of the new draft Alternative Provision Strategy to the meeting of the Schools Forum on 18 March 2018 be noted.
- (c) the Executive Advisory Panel monitor the results of the consultation.
- (d) the Draft Alternative Provision Strategy be referred to the Strategic Alliance as the body with oversight of the Family Partnership Zones.
- (e) the need for future demand be noted.

### **Work Programme**

14 The Panel considered its work programme.

The withdrawn item of Proposed Changes to Home to School Transport for September 2019 was to be added to the agenda for the next meeting.

### **Resolved**

That the item of Proposed Changes to Home to School Transport for September 2019 be added to the agenda for the next meeting.

Meeting Duration: 2.00 pm - 3.10 pm

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# Executive Advisory Panel

**Dorset County Council**



Date of Meeting	16 April 2018
Officer	Gary Binstead – Senior Manager, Sufficiency, Commissioning and School Organisation
Subject of Report	<b>Proposed Consultation on setting up SEMH and CCN resource provision</b>
Executive Summary	<p>Dorset County Council received a paper on the 4 April 2018 Cabinet that relates to the Special Education Needs Sufficiency Review.</p> <p>As part of those proposals the following has been identified:</p> <ul style="list-style-type: none"> <li>• Provision of 24 Social Emotional and Mental Health (SEMH) resources provision at Dorchester Learning Centre and a further 24 places at another Learning Centre to be confirmed</li> <li>• Provision of 10 Complex Communication Needs (CCN) resource provision at Parley First School and a further 10 places at West Moors Middle School</li> <li>• Provision of further Complex Communication Needs Resource Provision Bases at additional locations to be confirmed</li> </ul> <p>It is proposed to undertake a statutory consultation as required under the DFE Guidance – Making ‘prescribed alterations’ to maintained schools – April 2016.</p> <p>It is proposed to run a 6 week Part 5 statutory consultation on the ‘Establishment of SEN provision’ in April/May 2018. The results of the consultation will be taken to Cabinet in July 2018.</p> <p>It is proposed that the new provision comes on line in September 2018.</p> <p>See Appendix A for full details of the proposal and the wider context of the SEND review.</p>
Impact Assessment:	Equalities Impact Assessment:
<p><i>Please refer to the { HYPERLINK "http://staffnet/index.jsp?articleid=267689" } for writing reports.</i></p>	Use of Evidence:

Proposed Consultation on setting up SEMH and CCN resource provision

	<p>Budget:</p>
	<p>Risk Assessment:</p> <p>Having considered the risks associated with this decision using the County Council's approved risk management methodology, the level of risk has been identified as:            Current Risk: LOW            Residual Risk LOW</p> <p>The Risks are detailed in the report.</p>
	<p>Other Implications:</p> <p>(Note: Please consider if any of the following issues apply: Sustainability; Property and Assets; Voluntary Organisations; Community Safety; Corporate Parenting; <b>physical activity</b>; or Safeguarding Children and Adults.)</p>
Recommendation	The Executive Advisory Panel are asked to recommend that a 'Statutory Process' 6 week consultation is undertaken in May -June 2018.
Reason for Recommendation	This is a statutory requirement for a Local Authority who wishes to add SEN places to an existing provision.
Appendices	See Appendix A - Cabinet Paper (4 April 2018)
Background Papers	
Officer Contact	Name: Gary Binstead Tel: Email: g.binstead@dorsetcc.gov.uk

**Nick Jarman**  
**Interim Director for Children's Services**  
 April 2018

# Cabinet

## Dorset County Council



Date of Meeting	4 April 2018
<p><u>Cabinet Member(s)</u></p> <p>Steve Butler – Cabinet Member for Safeguarding</p> <p><u>Lead Director(s)</u></p> <p>Nick Jarman – Interim Director for Children Services</p>	
<b>Subject of Report</b>	<b>Sufficiency of SEND Provision Capital Requirements</b>
Executive Summary	<p>A review is being carried out to assess the current pressure and demand for places in specialist provision across the county for children with Special Educational Needs and Disability (SEND). This includes all types of education, from mainstream schools, who cater for children of all levels of need, to Resourced Provision Bases and special schools where our most complex children are educated. This review is being conducted in partnership with all stakeholders including Families, Schools and the SEN service, and is being led by the SEND commissioning team.</p> <p>Part of this work has identified the need to expand provision in Resourced Provision Bases, helping to reduce demand for as many external and internal special school places in the future and Special Schools in Dorset, which cater for children with complex needs. This work will lead to 82 additional Base places, and an additional 194 places in Special Schools in Dorset, which will ensure more children can continue to be educated close to their family, home and community.</p> <p>This paper seeks to allocate capital funding to support the implementation of this strategy, and improve the outcomes and life chances for more children with SEND.</p>
	Equalities Impact Assessment:

Impact Assessment:	<p>This will allow more children to access their statutory education closer to home and their community.</p>
	<p>Use of Evidence:</p> <ul style="list-style-type: none"> <li>• Extensive needs analysis Pan Dorset (2014 / 15)</li> <li>• Stakeholder engagement.</li> <li>• SEN2 Dataset</li> <li>• Feasibility work related to building work requirements</li> </ul>
	<p><b>Budget:</b></p> <ol style="list-style-type: none"> <li>1. This work is designed to avoid future costs of provision educating children outside Dorset.</li> <li>2. A reduction in the SEN transport budget is also expected.</li> <li>3. Capital funding for these schemes will come from SEN capital grant to be received over the next three years and the re-prioritisation of existing capital allocations.</li> </ol>
	<p>Risk Assessment:</p> <p>Having considered the risks associated with this decision using the County Council's approved risk management methodology, the level of risk has been identified as:</p> <p>Current Risk: High Residual Risk High</p>
	<p>Other Implications:</p> <p>This will help to improve outcomes for children and families by providing specialist education much closer to home. This will reduce travel times for children, and reduce travel costs for the Local Authority.</p>
Recommendation	<p>Cabinet is asked:</p> <ol style="list-style-type: none"> <li>1. The capital work at Beaucroft school to proceed, at a cost of £668,300 in <b>section 8.5</b> of the report, providing replacement modular accommodation, and additional capacity for children with SEND.</li> <li>2. The capital investment of £2,094,769 to deliver sufficient capacity of Resourced Base Provision across the county, for children with Complex Communication Needs (CCN) as outlined in <b>section 8.13</b> of the report. This will reduce the need to place children outside of Dorset, and ensure children are able to access appropriate education close to home.</li> </ol>



	<p>3. It is also recommended that the capital investment is managed and monitored through the School Organisation, Capital Programme and Admissions Board, (Previously Modernising Schools Programme Board), and the Director of Children’s Services has delegated authority to administer the capital, in conjunction with the Cabinet Member for Economic Growth, Education, Learning and Skills.</p>
Reason for Recommendation	To allow capital investment in the education estate, in support of children and families, by providing appropriate specialist provision close to their families, home and communities.
Appendices	<p><b>Appendix a</b> Pan Dorset Needs Assessment – Children with Special Educational Needs and / or Disabilities (SEND) – <b>September 2014</b></p> <p><b>Appendix b</b> Dorset Special Educational Needs and Disabilities (SEND) Strategy <b>2018 to 2021</b></p>
Background Papers	N/A
Officer Contact	<p>Name: Gary Binstead</p> <p>Tel: 01305 224142</p> <p>Email: <a href="mailto:g.binstead@dorsetcc.gov.uk">g.binstead@dorsetcc.gov.uk</a></p>

# **Sufficiency of SEND Education Provision**

## **Special Schools & Resourced Provision Bases - Complex Communication Needs (CCN)**

**Author :**

**Gary Binstead**

**Senior Manager – Sufficiency, Commissioning and School Organisation**

**VERSION HISTORY**

<b>Version</b>	<b>Date Issued</b>	<b>Brief Summary of Change</b>	<b>Owner's Name</b>
Draft v1	02032018	1 <sup>st</sup> Draft Version	Gary Binstead
Draft v2	15032018	2 <sup>nd</sup> Draft Version	Gary Binstead
Draft v3	19032018	3 <sup>rd</sup> Draft Version	Gary Binstead

## **CONTENTS**

1. Introduction
2. Outcomes and Objectives
3. Quality
4. Engagement
5. Pathway and Provision Model
6. Progress to Date
7. Next Steps
8. Financial Implications
9. Risks
10. Summary
11. Recommendations

## **APPENDICES**

1. Pan Dorset Needs Assessment – Children with Special Educational Needs and / or Disabilities (SEND) – September 2014.
2. Dorset Special Educational Needs and Disabilities (SEND) Strategy 2018 to 2021

## 1. Introduction

- 1.1 Dorset County Council is in the process of redesigning services to meet the needs of the population in a time of significant financial challenges, through its Forward Together for Children programme. This programme has a particular focus on intervening early in the lives of children and families, in order to reduce the long term impact on children's lives. The way services are delivered will evolve over the coming years to support this prevention strategy.
- 1.2 A review has been carried out to assess the current pressure and demand for places in specialist provision across the county for children with Special Educational Needs and Disability (SEND). This includes all types of education, from mainstream schools, who cater for children of all levels of need, to Resourced Provision Bases and Special Schools, where our most complex children are educated. This review has been conducted in partnership with parents and carers, schools, and all stakeholders including families, schools and the SEN service, and is being led by the SEND commissioning team.
- 1.3 This work has identified the need to increase specialist provision across the county, including the need to expand provision in Special Schools and Resourced Provision Bases, providing additional capacity closer to home for Dorset children to meet the growing demand. The increase in Base provision will reduce demand for as many external and internal special school places, and the additional capacity in the special school estate will allow more children to access education within the county. This work is intended to lead to at least 194 additional special school places, and a further 82 additional Base places in Dorset, to ensure more children can continue to be closer to their family, home and community.
- 1.4 The current commissioning activity builds on the consultation and commissioning work carried out in 2014 / 15, when Bournemouth, Dorset and Poole, together with the Clinical Commissioning group (CCG), commissioned a joint needs analysis for children with SEN, (**appendix a**). There has been significant further engagement and consultation in the interim with parents, carers, schools and other stakeholders.
- 1.5 The information provided for the SEN 2 dataset, (which is the return provided for the Department for Education (DfE)), taken at the end of March 2017 is the basis for the demand analysis, and this has been updated in **table 1** to show the current position as at 31<sup>st</sup> of January 2018. As you can see, this shows the number of children with an Education, Health and Care Plan (EHCP) by primary need. There has already been growth over the last 22 months of 724 children, (a 49% increase), some of whom will require specialist provision to meet their educational needs.
- 1.6 This growth is forecast to continue until at least 2023 as you will see in **table 5**, and the activity planned for the next few years is designed to ensure that sufficient capacity is available within Dorset to meet these demands.
- 1.7 **Table 2** shows the same cohort of children from March 2017 identified by their provision type. This indicates that half of these children with an EHCP are educated in a mainstream setting with the appropriate support, and the expectation is that these ratios will remain relatively constant.

Understanding Need**Table 1 - Children with a statement or an EHCP by primary need (Mar 16 – Jan 18)**

SEN Primary Need	Mar-16	Mar-17	Jan-18	16/17 growth	17/18 growth YTD	16 / 18 Growth YTD
Autistic Spectrum Disorder	415	509	569	23%	12%	37%
Behaviour, Emotional and Social Difficulty (BESD)	156	220	272	41%	24%	74%
Hearing Impairment	38	41	56	8%	37%	47%
Moderate Learning Difficulties	272	331	391	22%	18%	44%
Multi-Sensory Impairment	2	4	4	100%	0%	100%
Other Difficulty/Disability	21	1	1	-95%	0%	-95%
Physical Difficulties	192	210	222	9%	6%	16%
Profound and Multiple Learning Difficulties	36	34	31	-6%	-9%	-14%
Severe Learning Difficulties	124	137	139	10%	1%	12%
Social Emotional and Mental Health (SEMH)	3	1	4	-67%	300%	33%
Specific Learning Difficulty (Dyslexia)	46	53	64	15%	21%	39%
Speech, Language or Communication Difficulty	169	215	248	27%	15%	47%
Visual Impairment	10	16	21	60%	31%	110%
<b>Grand Total</b>	<b>1484</b>	<b>1772</b>	<b>2208</b>	<b>19%</b>	<b>25%</b>	<b>49%</b>

(Please note that categorisation changed recently, so children who had a primary need of Behavioural, Emotional and Social Difficulty, would now be categorised as having Social, Emotional and Mental Health. Therefore these figures should be added together as below)

(BESD & SEMH	159	221	276	39%	25%	74%)
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**Table 2 – Children with a statement or an EHCP by placement type (Mar 2017)**

2017 SEN by placement type	
Row Labels	Count of DOB
AP/PRU: Free School	3
AP/PRU: LA Maintained	6
Apprenticeship	2
Educated Elsewhere	23
Education Elsewhere	15
Mainstream School: Academy	283
Mainstream School: Academy (Resourced Provision)	17
Mainstream School: Free School	9
Mainstream School: Independent School	12
Mainstream School: LA maintained (including foundation schools)	361
Mainstream School: LA Maintained (Resourced Provision)	56
Non-maintained early years settings in the private and voluntary sector	4
Post 16: General FE and Tertiary Colleges/HE	174
Post 16: Other FE	24
Post 16: Specialist Post-16 Institutions	23
Special School: Academy/Free	109
Special School: Independent Special Schools	80
Special School: LA Maintained (including Foundation Schools)	522
Special School: Non-maintained	49
<b>Grand Total</b>	<b>1772</b>

1.8 The following tables show the number of places commissioned by Dorset County Council in March 2017. **Table 3** shows the range of needs commissioned from Independent providers, where there is a high complexity, or the type of provision is not available within the county, which could be for a range of reasons including specialism or capacity.

**Table 3 – Out of County / Independent placements by Primary Need**

SEN Primary Need	2016	2017	% change
Autistic Spectrum Condition	43	57	33%
Hearing Impairment	5	5	0%
Medical	0	1	
Moderate Learning Disorder	5	1	-80%
Physical Disability	26	32	23%
Profound & Multiple LD	12	12	0%
Social Emotional Mental Health	31	72	132%
Speech Language & Communication	4	3	-25%
Severe Learning Disability	6	1	-83%
Specific Learning Disability	5	5	0%
Blank	4	23	475%
<b>Total</b>	<b>141</b>	<b>212</b>	<b>50%</b>

1.9 **Table 4** captures the number of places that are commissioned within Dorset at a range of specialist education settings. The paper will focus on the capital investment required to expand the Resourced Provision Bases to meet growing demand, and help to reduce the reliance on more expensive independent provision outside of Dorset.

**Table 4 – Specialist places commissioned across Dorset**

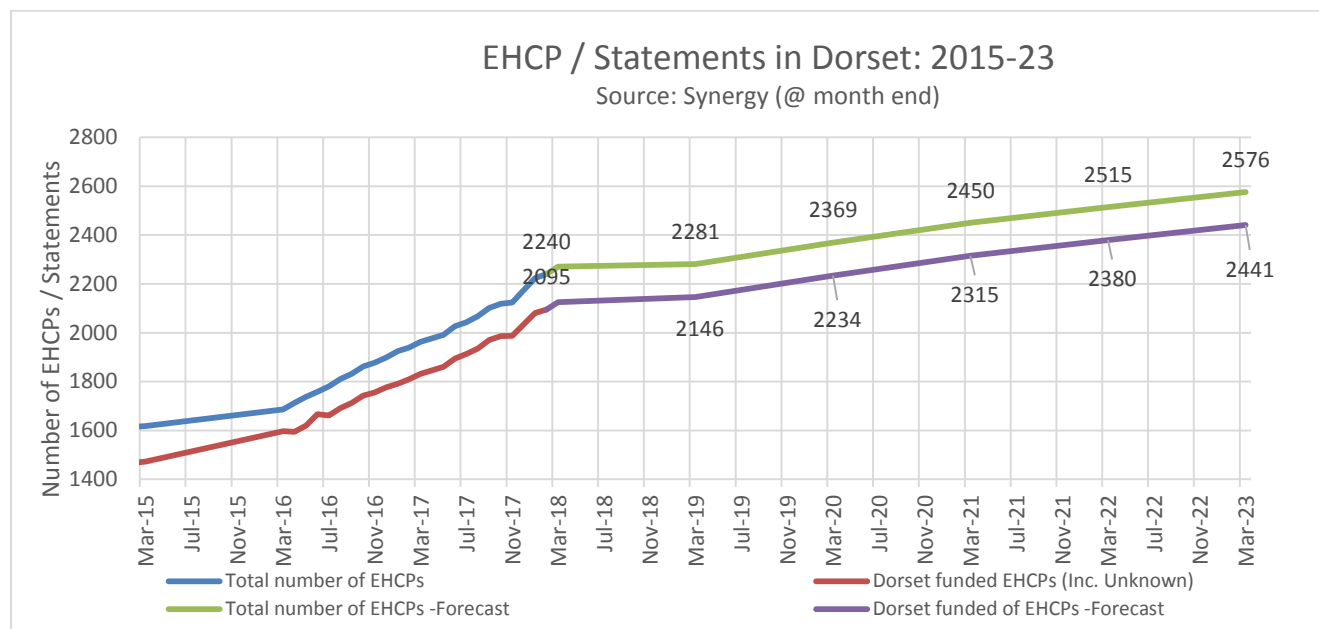
Type of places	Number of places
Resourced Base Provision	159
Dorset Special Schools	638
Learning Centres (Alternative Provision)	267

### Growth and Demand

1.10 **Table 5** below demonstrates the growth in the number of children with a statement or an EHCP from March 2015, and the forecast growth in the number of children which we have used to model the additional capacity required up until 2023. Numbers are expected to continue to rise, reaching 2494 by March 2023. This is driven by a number of factors, including legislation which means that pupils are now entitled to remain in education until the age of 25, increasing complexity of children's needs, all causing additional pressure on the system and budgets.

1.11 As you can see, there is a steady growth in the number of pupils with an EHCP, and a significant proportion of these children will require educating in a specialist education setting. The proposed growth in capacity will allow these children to access their education close to home and their local community, ensuring better outcomes.

**Table 5 – Forecast demand for EHCPs**



1.12 **Table 6** demonstrates the expected growth of EHCP's up to 2023 by age band, and as you can clearly see the greatest growth is in the post 16 area. This is due to recent legislative changes about the extended right to education up to the age of 25 from the age of 19. This is causing significant pressure in the system, and is the next big piece of work that has commenced in the service, to start to understand the demand and map and plan to meet these needs.

Progress will be reported in this area as the work develops, and is currently at the scoping stage for the work.

**Table 6 – Forecast Growth of EHCP by age**

Growth Forecast	Mar-18	Mar-19	Mar-20	Mar-21	Mar-22	Mar-23	Growth from 2018 to 2023
Under 5 years of age	37	40	41	41	43	45	22.81%
Aged 5-10	693	715	731	744	754	760	9.60%
Aged 11-15	749	752	753	754	754	755	0.76%
Aged 16-19	526	533	536	536	535	535	1.77%
Aged 20-25	89	106	174	240	293	346	288.45%
<b>TOTAL</b>	<b>2094</b>	<b>2146</b>	<b>2234</b>	<b>2315</b>	<b>2380</b>	<b>2441</b>	<b>16.56%</b>
% Change on previous year		2.49%	4.09%	3.62%	2.81%	2.56%	



1.13 Using the growth forecast for EHCP’s, we have compared the number of pupils with an EHCP who are being educated in a specialist setting currently in **table 7**, to forecast the potential demand for these places up to 2023. You will notice that the growth in the middle years is small, but larger at either end of the age groups.

**Table 7 – Forecast Growth of Specialist Places**

Growth Forecast	Mar-18	Mar-19	Mar-20	Mar-21	Mar-22	Mar-23	Growth from 2018 to 2023
Aged 5-10	378	390	399	406	411	415	9.60%
Aged 11-15	409	411	411	411	412	412	0.76%
Aged 16-19	287	291	292	292	292	292	1.77%
Aged 20-25	49	58	95	131	160	189	288.45%
<b>TOTAL</b>	<b>1123</b>	<b>1150</b>	<b>1197</b>	<b>1242</b>	<b>1276</b>	<b>1308</b>	<b>16.45%</b>
% Change on previous year		2.38%	4.14%	3.68%	2.76%	2.52%	

1.14 The commissioning team and others have been engaging with families, children, schools and many other stakeholders over the last few years, to establish a plan to meet the needs of these children, and in **table 8** you will see where the growth in places is planned to be over the next few years. There are additional places planned for 3 of our existing special schools through capital investment from a central government SEND capital grant, and also capital investment provided by Dorset County Council. This equates to an additional 38 special school places.

1.15 In addition, there is a new special school due to open in Bovington in September 2019, with a capacity of 160 places, which will meet the needs of children with Autistic Spectrum Condition (ASC), and Social, Emotional and Mental Health (SEMH) needs. This school was originally planned to be for 60 children with ASC, but through significant engagement with the Education and Skills Funding Agency (ESFA), agreement was reached to increase the size of the school to 160, which will be operated by the Delta Education Trust.

1.16 There is also a programme of additional Resourced Provision Bases planned for the county, which will provide additional capacity for children to access mainstream education with additional support. This is targeted at children with Complex Communication Needs (CCN), with a further plan to introduce Resourced Provision Bases for children with SEMH needs. This SEMH work is still under development. There is further information detailed in **section 8, table 12**.

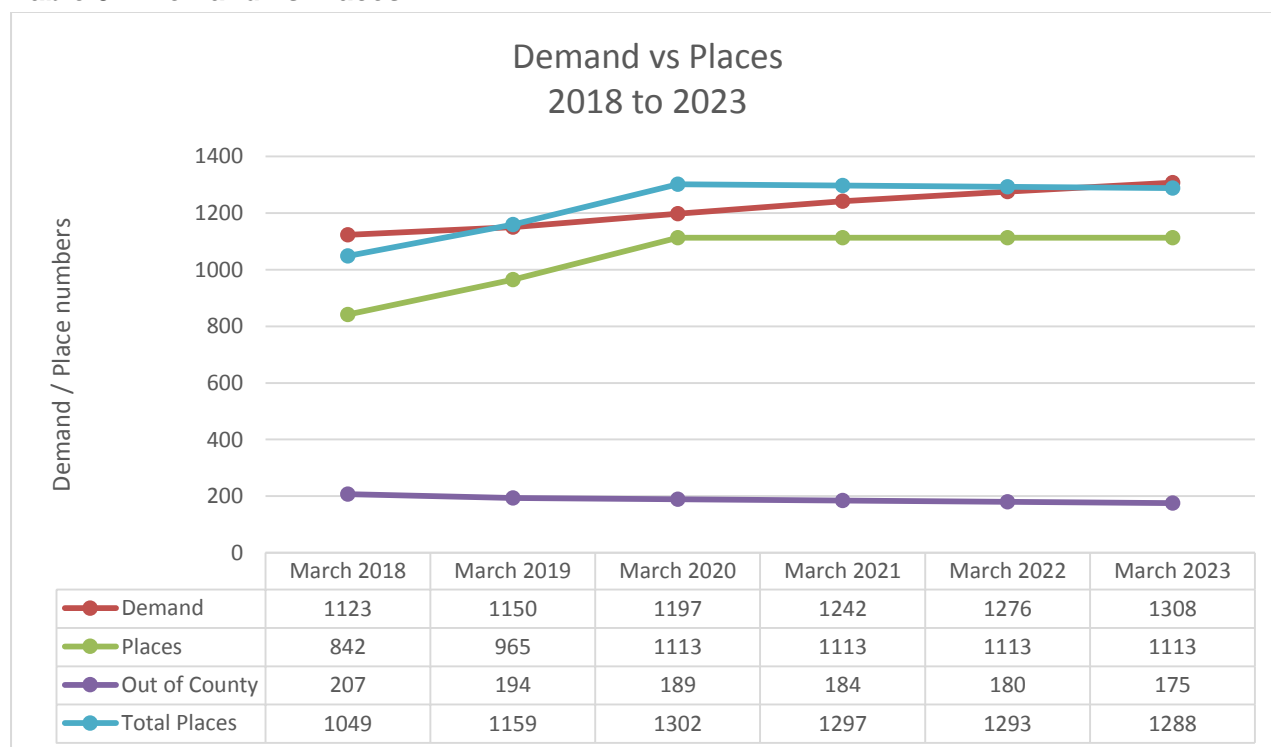
**Table 8 – Forecast growth in places**

Growth Forecast	Mar-18	Mar-19	Mar-20	Mar-21	Mar-22	Mar-23	Growth from 2018 to 2023
Special School	647	725	835	835	835	835	29.06%
Resourced Provision Bases	195	240	278	278	278	278	42.56%
<b>TOTAL</b>	<b>842</b>	<b>965</b>	<b>1113</b>	<b>1113</b>	<b>1113</b>	<b>1113</b>	<b>32.19%</b>
% Change on previous year		14.61%	15.34%	0.00%	0.00%	0.00%	
Out of County	207	194	189	184	180	175	-15.46%

1.17 The result of this analysis is demonstrated in **table 9** below, which shows the increase in demand, against the increase in the number of places. Alongside the additional capacity being provided, there is also work ongoing through a review of all complex cases, to reduce the reliance on independent places outside the county, where there will be a reduction in places as seen below. It is expected that children will return to specialist education places in Dorset as a result of this work.

1.18 The review of the complex cases is being lead through the SEND team, with support from special schools, Dorset Parent Carer Council (DPCC) and other teams within the authority.

**Table 9 – Demand vs Places**



Occupancy

1.19 Historically, there has been a challenge around the occupancy rates of some of the specialist provision settings. This has been addressed, and the assumption for the future is that schools will be funded for any places that are occupied with children, and not for empty places. The work around capacity is aligned with the work to balance the pressure on the High Needs Budget, and this is essential to ensure value for money for these places. The exception will be a guarantee of minimum funding to ensure that a Resourced Provision Base can operate safely and appropriately, ready for children to be admitted, particularly as the new Bases are being established.

1.20 There will also be a transitional phase over the next few years where existing Bases will be de-commissioned, and the number of pupils being supported will reduce as children naturally leave these provisions. It is important to ensure that the education of these children is not affected, and schools will be supported through this work on an individual basis.

National comparison of SEND pupils in Special Schools

1.21 Based on the May 2017 census, which is the most up to date information we have for comparison, 2.6% of Dorset children have an EHCP, against a national average in January 2017 of 2.8%. This indicates that there is the potential for the demand on specialist places to increase, and will be reviewed annually to ensure that plans are in place to meet any future increase in numbers.

1.22 There are additional comparisons in **table 10** below relating to the percentage of children in each type of education setting, compared to national averages, as at March 2017 (the most recent data available). Taken from the Central Government benchmarking site.

**Table 10 – National Comparison**

<b>Type of Provision</b>	<b>National</b>	<b>Dorset</b>	<b>Difference</b>
Mainstream School	37.30%	37.30%	0.00%
Special School	37.39%	38.37%	0.98%
Independent Special School	3.85%	4.51%	0.65%
Resourced Provision Base / SEN Unit	6.20%	4.11%	-2.08%
Alternative Provision	0.76%	0.56%	-0.20%
Post 16 Provision	11.16%	12.47%	1.31%
Other	3.34%	2.68%	-0.66%

Other includes : Educated Elsewhere / Internships / Apprenticeships / Training

## 2. Outcomes and Objectives

- 2.1 The aim of this work is to ensure that children with SEND are able to receive great education close to home, appropriate to their needs.
- 2.2 The outcomes and objectives listed below will be delivered from now until September 2020, and will be staged, as some of them require significant planning and building work.
- a. Children will have their SEND needs met closer to home, and therefore have reduced travel times.
  - b. Children will be attending more local provision which will mean they can remain closer to their family and local community
  - c. Reduced costs to the local authority as not as fewer children will require specialist Independent provision outside of the county of Dorset.
  - d. Resourced Base Provision for Complex Communication Needs (CCN) in place for children to access who cannot receive the appropriate levels of support in a mainstream setting in all parts of the county.
  - e. Resourced Base Provision for Social, Emotional and Mental Health Needs (SEMH) in place for children to access who cannot receive the appropriate levels of support in a mainstream setting in all parts of the county.
  - f. Additional Special school capacity in place for children to access who cannot receive the appropriate levels of support in a mainstream or Resource Provision Base setting in the county.
- 2.3 The outcomes that we aim to deliver are consistent with the corporate outcomes of Safe, Healthy, Independent and Prosperous.

## 3. Quality

- a. As a responsible local authority we aim to place children in Good or Outstanding provision where possible, and work with schools, and partners to achieve and maintain these high standards of education and inclusion.
- b. The table below (**table 11**) shows the current Ofsted rating for the special schools in Dorset as at the 1<sup>st</sup> March 2018.

**Table 11 – Ofsted rating for Dorset Special Schools**

Name of Special School	Current Ofsted Rating
Beaucroft	Outstanding
Mountjoy	Good
Westfield	Outstanding
Wyvern	Good

Yewstock	Outstanding
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#### 4. Engagement & Consultation

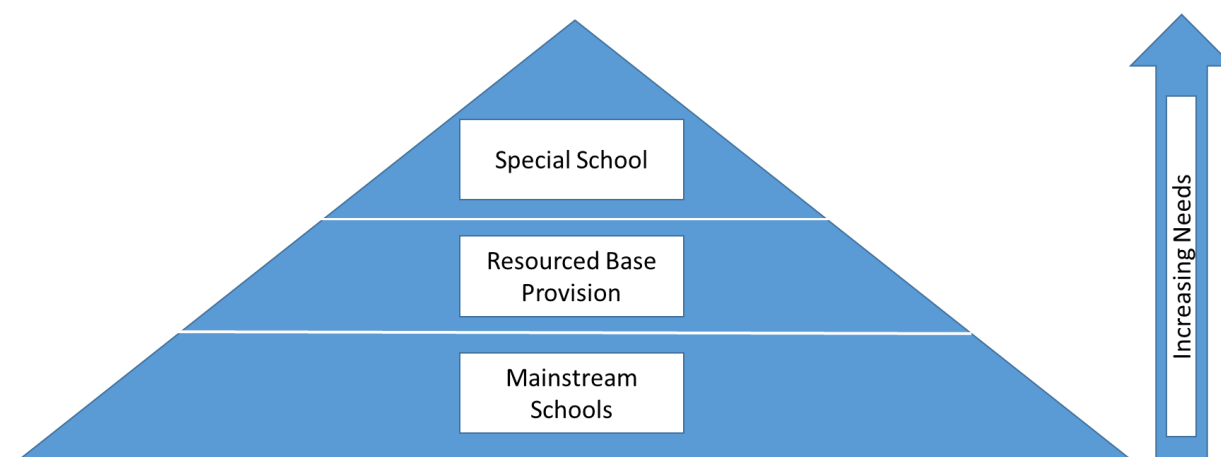
4.1 As part of the current review, significant engagement and consultation has been carried out, starting with the Pan-Dorset consultation in 2014 (**appendix a**). Since this time, the review has engaged with numerous stakeholders including :

- Families / carers
- Dorset Parent Carer Council
- Children
- Schools (including special, mainstream, maintained and academies)
- External / Independent providers of education
- DfE
- Members
- Colleagues within Dorset County Council and other Councils

4.2 This engagement and consultation will continue with stakeholders, until delivery of the project is complete, and the additional places are available. Further details are available on the ‘Local Offer’.

#### 5. Pathway and Provision Model

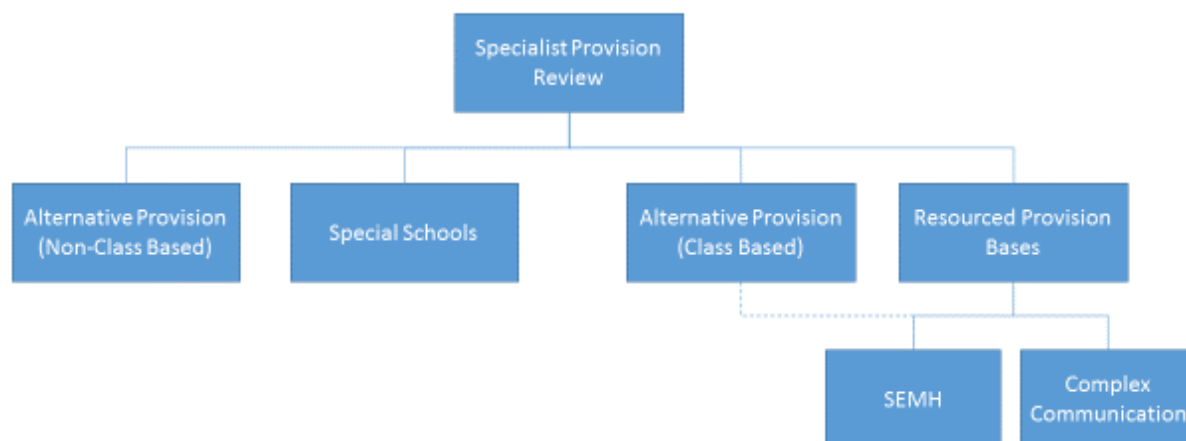
5.1 Models of delivery have developed over time through a number of staff and leadership changes, but the model below shows the agreed levels of provision and pathway for meeting the needs of children with SEN as their needs increase.



5.2 Many children with SEN can, and will have their needs met within a mainstream school setting. Once needs escalate to a certain level, and the school have

demonstrated a graduated response, a child may require a more specialist provision. This would normally be a Resourced Base Provision initially, with only the most complex children requiring a place at a special school.

5.3 The review has considered the needs of all children, and below you will see the range of specialist provision that is being reviewed, developed and implemented.



## 6. Progress to Date

6.1 As you will see from the information provided in the sections above, there is clearly a need for more provision within Dorset to ensure that children are able to access education close to their communities and families. This increase is forecast to continue to rise in line with the increase in the number of children with a statement or an EHCP.

6.2 In order for Dorset County Council to continue to fulfil its statutory duties in providing appropriate education settings for all of the children of Dorset, there is a need for more places across the county to meet the needs of children with SEND. This would also enable some of the children who are currently educated outside of the county to return if appropriate, and reduce the need to use independent provision.

6.3 A summary of progress to date of the key elements regarding the specialist provision work is shown below, demonstrating what has been achieved in each of the categories of provision in section 5.

- a) Needs analysis of children with SEND
- b) Demand forecast of growth of children with a statement / EHCP
- c) Capital Investment from Dorset County Council of £550,000 to provide at least an additional 24 special school places
- d) Business case made for an additional special school for children with SEMH
- e) Additional special school for children with ASC and SEMH due to open in Dorset in September 2019 for 160 pupils
- f) The first CCN bases operational in September 2017 with capacity of 20 places so far
- g) Further CCN bases agreed to start in September 2018 / 19 with capacity of a further 58 places

- h) Review of children placed in independent special schools has already identified 14 children so far who can move back to schools in Dorset over the next 2 years
- i) Review of looked after children (LAC) placed in independent provision, with a view to move home, or to alternative placements, is ongoing and estimated to deliver additional savings. This work is being managed through the Care and Protection service, and the placements team.

6.4 This work is related to Priority 5 in the SEND delivery plan (**appendix b**), which was put in place in response to the Ofsted inspection in 2017.

**Priority 1:** A single system working together across education, health and social care for joint outcomes

**Priority 2:** Getting it right first time: appropriate, effective and timely joint assessment, planning and review of need that is personalised to the child or young person with SEND

**Priority 3:** Working with children, young people and parents and carers

**Priority 4:** Use effective monitoring and quality assurance procedures to challenge, support and develop provision

**Priority 5:** The effective and efficient management of SEN funding to ensure excellent quality, sufficiency and affordability of local SEN provision

6.5 The 5 priorities detailed above will improve the outcomes and life chances for children with SEND, and help to reduce costs for the local authority. This work is captured in the Dorset Special Educational Needs and Disabilities (SEND) Strategy 2018 to 2021

## 7. Next Steps

7.1 Work is continuing across all areas of specialist provision which include further key tasks

1. Analysing referral panels for special schools to establish further demand requirements. Early indications are that the current planned capacity should be enough to meet the needs of the majority of Dorset children for the next 10 years.
2. Continuing to develop CCN bases across the rest of Dorset to prevent children needing special school provision, and avoiding the need to travel so far for education
3. Developing SEMH provision across the county to meet the needs of appropriate children, and prevent them from requiring a place at a special school, avoiding the need to travel so far for education. This will complement the Alternative Provision Strategy.
4. Further development of Alternative Provision across the county, and work to develop the premises through capital investment, to ensure the buildings are conducive to a positive learning environment
5. Implement a framework for Alternative Provision that can be accessed by the local authority, all schools and education setting, providing comprehensive offers of alternative learning, for children who cannot access a standard curriculum for a variety of reasons
6. Continue to review children's education placements in independent provision, with a view to move them back to Dorset where appropriate. Also continue to work with

Care and Protection regarding the LAC children placed in independent provision receiving care and education, to ensure that savings are realised as soon as possible

7. Continue with financial impact modelling and demand mapping, based on the actions being taken and strategies put in place.

## 8. Financial Implications

8.1 In order to deliver this strategy for children with SEND, it is necessary to commit capital investment in provision across the county, to provide additional capacity within the existing school estate. Part of the consideration for potential host schools is the amount of existing capacity that is available within the school, along with a willingness to support these children.

8.2 Value for money is a key consideration, and the preferred option is always to use existing buildings where possible to reduce the cost of investment. This is not always possible, and therefore sometimes investment in additional buildings is required.

8.3 Investment has already been provided by Dorset County Council of over £1,000,000 since June 2017, to provide 24 additional places at 2 Special Schools, and to relocate the Dorchester Learning Centre to alternative buildings on the Monkton Park site, allowing additional capacity to be created. Work is already underway at all sites, with Yewstock school completed and able to offer an extra 10 places already.

8.4 Work at Mountjoy and Beaminster schools is continuing with the extra capacity of 14 special school places due to be available for September 2018, and the work at Dorchester Learning Centre has also started, and should be complete for September 2018 as well.

8.5 It is also intended to invest additional capital to replace existing modular buildings at another of our special schools (Beaucroft) ready for September 2018. This work will be completed through a separate budget (Modular and Urgent Works Programme), and is expected to cost £668,300, providing a further 10 to 14 extra places for children with SEND.

8.6 There is also a new special school due to open in Bovington, Dorset in September 2019 funded by the Education and Skills Funding Agency (ESFA), which will provide places for another 160 children with Autistic Spectrum Condition (ASC) and Social, Emotional and Mental Health (SEMH) needs, when at full capacity, although some of these places will be occupied by children from neighbouring authorities (Poole and Bournemouth).

8.7 Based on the feasibility for the 5 schools in the North and East of the county for Resourced Provision Bases, investment falls into several categories as detailed in the table below. A Base will vary in size between 10 and 16 dependant on the age of the child, and whether the school needs a new building or whether we can update an existing building. Feasibility assessment work has been carried out on a number of the sites, which have provided indicative costs for accommodation options as detailed below in **Table 12**.



8.8 Work is still continuing to agree the final solution for each site, and there has been full engagement with the schools concerned, who are working in partnership with the local authority to provide this much needed resource.

**Table 12 – Capital Investment requirements**

Provision Type	Name of School/ Area	No of places	Target Date	Costs
CCN	EAST - Parley First School	10	Sep-18	£2,094,769.00
	EAST - West Moors Middle	10	Sep-18	
	EAST - Ferndown Upper	10	Sep-19	
	NORTH - Gillingham Primary	16	Sep-19	
	NORTH - Sturminster High School	16	Sep-18	
	WEST - Dorchester Middle School	10	Sep-19	
	SOUTH - Wey & Port Primary	10	Sep-19	
	SOUTH - Wey & Port Secondary	16	Sep-19	
		98		

8.9 The total capital investment for the 8 CCN Bases is approximately £2,094,769, providing an additional 98 places. Some current Speech and Language Bases, and other provision will be reducing capacity and closing over the next few years (approximately 16 places), as they have been replaced by the CCN provision in the area, leaving an increase of 82 places.

8.10 The current average cost of a placement outside Dorset is £56,000 (based on 2016 / 17), where the average local authority rate for a special school place is £19,800. Therefore local authority places cost £36,200 less than those outside the county. By placing children in the CCN Bases, the authority is expected to avoid paying costs in the region of £2,968,400 across a full financial year when they are at full capacity, (82 places x £36,200) against the cost for education outside Dorset. Some children are expected to return to the county from existing provision where appropriate, although these numbers will form part of case planning, and the numbers are not expected to be significant.

8.11 Even if there is an assumption that only 50% of the children in a Base would be avoiding an out of county placement, this would equate to avoided costs of £1,484,200 across a full year, when the bases are at full capacity. This would reduce the pressure on the High Needs Block of the Dedicated Schools Grant.

8.12 This would allow children to access appropriate education closer to home, and avoid the use of provision outside of Dorset, or in more expensive independent provision. Alternatively some of these children would require a specialist package of support in a mainstream setting which could often cost similar to a Base place.

**Table 13 – Commissioned places comparison**

Type of places	Number of places 2017	Number of Places 2020	Increased Capacity
CCN Resourced Provision Bases	159	241	+82
Dorset Special Schools	638	832	+194

8.13 As part of a central government initiative, Local Authorities are able to access a capital grant across the next 3 years to support the development of specialist provision. For Dorset, the allocation is £338,318 per year, totalling £1,014,953. Therefore the additional capital investment required to deliver this project would be in the region of £1,079,816. The implementation would be over the next 2 and a half years, allowing all bases to be operational by September 2020.

8.14 The additional investment would be provided through the School Organisation, Capital Programme and Admissions Board, which is responsible for agreeing priorities, and how to spend the capital provided by central government. This capital must be used to increase school places across the county.

8.15 The benefit of placing children closer to home will also realise further savings for the SEND transport budget. The average cost of transport for a child receiving education outside the county of Dorset is approximately £14,000, and there are currently 50 children in receipt of this support. Using this figure as a benchmark against the average cost of transport for a child inside Dorset of £6,200, there will be costs avoided of approximately £7,800 per child.

8.16 If all 50 children are using local provision in the future, this will avoid future travel costs of £390,000. Again, even if 50% of these children accessed education in Dorset instead of outside, the saving would be £195,000. There could also be additional savings on Passenger Assistant (PA) costs, but these have not been confirmed.

## 9. Risks

9.1 There are a number of risks associated with this work if it were not to take place which are detailed below.

- More independent school places would be required, which would mean that the costs of provision would continue to increase
- More children would need to be placed outside of Dorset, which would mean more children separated from their family and community. This could also lead to an increased number of residential places, as many of these children are unable to travel for a considerable distance (guidance is a maximum of 75 minutes travel time for a secondary pupil)
- More transport would be required to enable these children to access the most appropriate education settings further from their home

- Mainstream school, Special School and other education settings would become overwhelmed with additional requests for provision that they could not provide, and this may affect the education provided to other pupils if the schools decided to take on more children

9.2 In addition, there are risks that could also become apparent even if all of this provision is provided :

- An increase in the number of children who have complex SEND needs above the current estimate
- A further increase in the number of children with SEND who are not able to have their needs met within a mainstream school, creating extra demand for specialist places
- A reduction in the number of places inside Dorset due to individual school / Academy decisions
- A lack of future capital investment would affect the ability of the Local Authority to provide these places. As you will have seen above, the funding provided by central government only accounts for around half of the overall investment required just to deliver the CCN element of the additional capacity.

## 10. Summary

10.1 This work is expected to provide better outcomes for children as detailed in section 2, and also provide a preventative, early help and co-ordinated approach to providing education options for children with a statement or EHCP. These outcomes include :

- a. Children will have their SEND needs met closer to home, and therefore have reduced travel times.
- b. Children will be attending more local provision which will mean they can remain closer to their family home and local community
- c. Reduced costs to the local authority as not as many children will require specialist Independent provision outside of the county of Dorset.
- d. Better life chances for children as they will be able to access appropriate education to meet their needs, including those children who benefit from a mainstream setting

10.2 Once the building related work has been completed, we can also ensure that children within Dorset will be educated in the most appropriate school places, which are conducive to a positive learning environment.

10.3 As stated earlier, this work will be phased over the next 1 to 3 years before the full benefits will be realised, but will future proof the local authority regarding it's need to provide appropriate and sufficient specialist education provision until 2023. It is also expected that the number of independent places will reduce, as a result of the additional capacity that will be available.

## 11 Recommendation

11.1 Cabinet are recommended to approve :

4. The capital work at Beaucroft school to proceed, at a cost of £668,300 in **section 8.5** of the report, providing replacement modular accommodation, and additional capacity for children with SEND.
5. The capital investment of £2,094,769 to deliver sufficient capacity of Resourced Base Provision across the county, for children with Complex Communication Needs (CCN) as outlined in **section 8.13** of the report. This will reduce the need to place children outside of Dorset, and ensure children are able to access appropriate education close to home.
6. These capital projects will be monitored through the School Organisation, Capital Programme and Admissions Board, to ensure regular scrutiny, and value for money, as part of the schools capital programme.

**Pan Dorset Needs Assessment**  
**for children and young people with**  
**Special Educational Needs and Disabilities (SEND)**  
**across Bournemouth, Dorset and Poole**

**December 2014**

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# 1. Executive summary

## Section 2: Introduction

- The way local authorities, education and health services provide support and services for children with SEND are the subject of significant government reform. This will be enacted through the Children and Families Bill and new legislation will come into effect in September 2014. The key areas of change are:
  - Replacing current SEN Statements and Learning Disability Assessments for those aged 0-19 with a new birth to 25 Education, Health and Care Plan;
  - Extension of rights and protections to young people in further education;
  - Offering families personal budgets to increase control;
  - Improving co-operation between services, particularly requiring local authorities and health authorities to work together; and
  - Requiring local authorities to involve children and young people.
- This Needs Assessment has been carried out to provide an understanding of the current and potential future levels of need of children and young people with SEN at both local authority and pan Dorset level. This will inform decision-making, and raise key issues for consideration by the PAN Dorset SEND Programme Board.

## Section 3: Population Overview

- In 2014 there were 204,400 children and young people aged 0-24 living in Bournemouth, Dorset and Poole. 42,100 (20%) live in Poole, 56,800 (28%) live in Bournemouth, and 105,500 (52%) live in Dorset<sup>1</sup>.
- The age distribution of children and young people varies between districts. Poole and Bournemouth have a high proportion of younger children aged 0-4 in particular, and Bournemouth has a high proportion aged 20-24. Dorset districts have a high proportion of children aged 10-19.
- The number of children and young people aged 0-24 is projected to increase by 2,100 between 2014 and 2019<sup>2</sup>.
- There will be a significant shift in the age distribution of children across Dorset over the next 5 years. Estimates suggest the number of 5-14 years olds could increase by around 7,100 (9%) and 15-24 year olds could decrease by 5,000 (6%). The number of 0-4 year olds is projected to remain stable<sup>2</sup>.
- SEND services will need to reflect this shift in the age distribution of children and young people across Dorset.

## Section 4: Number and prevalence rates of children with SEND

- 8,500<sup>3</sup> to 13,600<sup>4</sup> (4-7%) children aged 0-24 in Bournemouth, Dorset and Poole has a long-term health problem or disability where day to day activities are limited.
- 6,230 (3%) children aged 0-24 had a Disability Living Allowance claim in August 2013<sup>5</sup>.

<sup>1</sup> HCSIS GP Registration data February 2014

<sup>2</sup> ONS 2012 based sub-national population projections

<sup>3</sup> 2011 Census data

<sup>4</sup> Estimate using 2011/12 Family Resource Survey prevalence rates applied to HCSIS GP Registration data Feb 2014

- An estimated 500 to 560 children aged 0-19 had life-limiting conditions, needing palliative care services. The highest burden of these conditions is in the first year of life<sup>6</sup>.
- 20,472 (20%) pupils attending schools in Bournemouth, Dorset and Poole were identified as having special educational needs. This compares to a national figure of 17.9%. 2,669 (2.6%) pupils had a SEN Statement in January 2014<sup>7</sup>, compared to 2.8% for England.
- There is some local variation in the proportion of pupils identified as having SEN across Bournemouth, Dorset and Poole. A higher proportion of pupils attending Dorset schools were identified as having Special Educational Needs (21% of pupils), than Bournemouth (17%) and Poole (19%)<sup>7</sup>.

Although Bournemouth has the lowest proportion of children with SEN overall, a higher proportion of these has a SEN Statement: 15% compared to 13% of children with SEN in Dorset and 14% in Poole.

- There are currently a high proportion of children with SEN living in the following areas<sup>7</sup>
  - Alderney (particularly around Bourne Valley); Creekmoor; and Hamworthy in Poole
  - West Howe; Kinson; and Boscombe in Bournemouth
  - Weymouth & Portland; Bovington; and areas in and around Beaminster, Bridport, Dorchester, and Sherbourne in Dorset
- The variation in the proportion of children with SEN may be the result of a number of factors, not just differences in actual SEN. These include:
  - individual authority policy and practice and differences in approach to the classification of children with SEN;
  - variations in local provision and access to services and support;
  - population characteristics, such as levels of deprivation.
- Weymouth & Portland has the highest rate of children with a long-term health problem, children with a disability living allowance claim and children with SEN.
- Beaminster, Bridport, Dorchester and Sherborne in West Dorset, and Weymouth & Portland, have a number of Special Schools and Special Bases clustered around them. This may draw families of children with SEN into these areas and account for some of the high prevalence of SEN in these areas.
- Bovington in Purbeck has an army base and a high number of children of Service personnel. It also has a high number and proportion of children aged 5-19 with SEN (37%). There are no Special Schools or Special Bases in this area.
- Pockets of significant deprivation in an authority can impact on rates of SEN. The correlation between deprivation and SEN is shown to be strongest in Weymouth & Portland and Poole.
- Local variation can be positive if it is a response to local circumstances, but undesirable if it reflects unmet need and inequalities in access to and level of services.

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<sup>5</sup> Department of Work and Pensions data August 2013.

<sup>6</sup> National prevalence rates from Fraser et al. Paediatrics 2011-2846 applied to HCSIS GP Registration data Feb 2014.

<sup>7</sup> SFR31/2014 LA Tables, School Census data Jan 2014.



## Section 5: Past and future trends of children with SEND

- Evidence from the Family Resource Survey and 2001 and 2011 Censuses, suggests that overall prevalence rates for children with SEND have remained relatively stable over the past decade.
- The nature of difficulties recorded has shifted.
- Nationally a growing number of children and young people with SEN have profound and multiple learning difficulties, speech and language difficulties and autism<sup>8</sup>.
- Local data are limited due to the small number of children with some need types; however there is some indication of an increase in the number of children with autism and, speech and language difficulties across Bournemouth, Dorset and Poole<sup>8</sup>.
- National evidence suggests there has been an increase in the prevalence of life-limiting conditions among children aged 0-19 over the last decade to 2009/10<sup>9</sup>.
- Life limiting conditions have increased across all ages, with the most prominent increase in 16-19 year olds. This suggests increasing survival times, rather than rising incidence may be the cause.
- Congenital anomalies account for almost a third of life limiting conditions, and have experienced the largest increase in prevalence.
- Based on the assumption that prevalence rates will not change significantly over the next five years, estimates suggest the number of children with a long term health problem or disability may increase by around 100 to 150 by 2019 across Bournemouth, Dorset and Poole, as a result of population growth<sup>10</sup>.
- While the number of children aged 5-14 with a long term health problem or disability is estimated to increase, the number aged 15-24 will decrease, over the next five years to 2019.
- SEND services should consider this shift in the age distribution of children and young people with long term illness and disability across Dorset, and its potential impact on the number of children with specific need types.
- The number of children with speech, language and communication needs, which has a higher prevalence at younger ages 5-9, and autism, and behaviour and social difficulties which has the highest prevalence in the 10-14 age range are likely to continue to increase.
- The 5-14 age range has the highest prevalence of children with SEN, particularly boys, which could disproportionately impact on the number with SEN.
- Children with life-limiting conditions are estimated to increase by 20 children to 2019, if prevalence rates remain unchanged. However, if the prevalence of life-limiting conditions continues to increase at the rate seen over the last decade the number of children could increase by 100 to 2019, across Bournemouth, Dorset and Poole<sup>11</sup>.

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<sup>8</sup> School Census data 2010-2013

<sup>9</sup> Fraser L. K. et al, Rising national prevalence of life-limiting conditions in children in England. Paediatrics Volume 129, Number 4, April 2012

<sup>10</sup> Prevalence rates from 2011 Census and 2011/12 Family Resource Survey applied to ONS 2012 sub-national population projections.

<sup>11</sup> Prevalence rates from Fraser et al. Paediatrics 2011-2846 applied to ONS 2012 based sub-national population projections

## Section 6: Nature of SEN and disability

- Currently, data on the nature of SEN and disability are limited. Therefore, gaining an accurate understanding of the prevalence of specific disabilities/needs is a challenge.
- The School Census is the main data source, but some question its reliability to provide accurate prevalence data on the nature of disability as only Primary Need is identified in most cases. Determining a child's primary condition is not straightforward, particularly when a child has complex needs or where schools give prominence to learning needs and difficulties rather than the diagnosed condition.
- Overall the most frequent Primary Needs recorded for pupils with SEN, attending schools across Bournemouth, Dorset and Poole were: Speech, language and communication needs (2.1% of all pupils); Behaviour, emotional and social difficulties (2.0%); Specific learning difficulties (1.8%); Autism (1.0%); and Moderate learning difficulties (1.1%)<sup>12</sup>.
- Primary needs vary by level of SEN; almost a quarter (23%) of Statemented children had Autistic Spectrum Disorder recorded as their Primary Need.
- Behaviour, emotional and social difficulties, Speech, language and communication needs, and Specific learning difficulties each account for a quarter of children at School Action Plus level – three quarters in all.
- The age profile of children with SEN differs by need types. Speech, language and communication needs have a younger age profile with the majority aged less than 8. Autistic Spectrum Disorder; Behaviour, Emotional and Social Difficulties; Specific Learning Difficulties; and Moderate Learning Difficulties have an older age profile with the majority aged 9-15. Physical disability, Hearing impairment, and Severe learning difficulty have a more balanced age distribution.

## Section 7: Characteristics of children with SEND

- Both national and local research indicates a number of factors may increase the likelihood of a child having SEN. These factors include gender, poverty, ethnicity, and young people in specific circumstances including children in local authority care, children in need, young offenders and children of service personnel.
- Such information can aid in the early identification of children with SEN and the targeting of appropriate services. Local authorities have a duty to identify and provide for children with SEN, typically through school, early years settings or health services. The SEN Code of Practice emphasises the importance of early intervention.
- SEN has also been shown to be a strong predictor of poorer outcomes for children and young people, in particular with education and employment, mental health and social issues. The latest Poole Youth Survey for 2014, of children in Years 4 to 6, found a strong association between SEN and feeling uninformed, being bullied, feeling unsafe when out and about and, of ever having tried smoking.

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<sup>12</sup> School Census January 2014

- Boys are almost twice as likely to be identified as having SEN as girls. Autism, Speech, language and communication needs and Behaviour, emotional and social difficulties have the most acute gender split.
- Overall, 17% of children with SEND in Bournemouth, Dorset and Poole, live in the most deprived national quartile of LSOAs, compared to only 13% of the overall population of children. Children with certain Primary Need Types appear to be more concentrated in areas of poverty than others. In particular, 21% of children with Speech, language and communication needs, and Severe learning difficulties live in the most deprived national quartile of LSOAs.

## Section 8: Service use / provision

- Children with SEN may be educated in special or mainstream schools. In recent years government policy has encouraged inclusion; currently 52% of Statemented pupils across Bournemouth, Dorset and Poole attend mainstream schools, compared to 53% nationally. Of these 26% attend Primary schools, 25% Secondary schools and 1% all through schools.
- There is some variation between the three authorities. Poole has the highest proportion of Statemented children attending special schools 54%, compared to 52% in Bournemouth and 44% in Dorset.
- One principle underpinning the new 2014 SEN Code of Practice is “high quality provision to meet the needs of children and young people with SEN”.  
65% of children with SEN in Bournemouth schools, 84% in Poole and 86% in Dorset attend schools with either an outstanding or good Ofsted grading. 22%, 13% and 14% respectively attend schools that have been graded as ‘Require improvement’ or ‘Inadequate’.
- A high proportion of Children Looked After, children on the CP Register and Children in Need have SEN, and a significant number will have Education, Health and Care Plans once the new 2014 SEN Code of Practice is implemented. Currently, 609 Children in Need, 82 Children Looked After, and 28 Children on the CP Register have an SEN Statement across Bournemouth, Dorset and Poole<sup>13</sup>.
- Both national and local evidence suggests these groups are more at risk of having SEN than the population as a whole. While 2% of children aged 0-19 living in Bournemouth, Dorset and Poole have a SEN Statement, 5% of children on the CP Register, 11% of Children Looked After and 12% of Children in Need have a SEN Statement.
- Limited local health data was accessible for the purposes of this analysis, on children with SEND or on access to health provision for this group in particular.
- 928 children aged 0 to 21 were shown as attending Poole Hospital Paediatric Outpatient Services with a diagnosis of a learning disability or a condition that might predispose them to having an Education, Health and Care Plan<sup>14</sup>. The service primarily covers children living in Poole, Bournemouth, East Dorset, Christchurch, and Purbeck.

<sup>13</sup> Local Authority Social Care databases January 2014

<sup>14</sup> Poole Hospital Trust data June 2014

- National evidence suggests children and young people with SEND are more at risk of mental health difficulties. 511 individuals aged 0-24 with a learning disability or other condition that might predispose them to having an Education, Health and Care Plan accessed DHCFT mental health services, across Bournemouth, Dorset and Poole over the year 2012/13<sup>15</sup>.
- 131 children and young people with mild, moderate or severe learning disabilities accessed DHCFT mental health services, of which 122 attended a CAMHS Learning Disability Service.

## **Section 9: Key issues**

- Section 9 provides a summary table of the key issues, identified through this Needs Assessment and a workshop to deliberate the findings comprising a subgroup of the PAN Dorset SEND Programme Board.
- Seven key issues were identified:
  1. Ensure provision and services reflect local need;
  2. Focus on the quality assessment of individual needs to ensure appropriate identification & provision;
  3. Maintain a consistent approach to identification & provision for SEN across Bournemouth, Dorset and Poole;
  4. Strengthen early recognition of needs and intervention;
  5. Strengthen inclusion in mainstream settings;
  6. Focus on improving outcomes; and
  7. Address information gaps.
- For each of these seven issues, the summary table draws out key evidence from this needs assessment and suggests recommendations to the Pan Dorset Programme Board. Next steps include the formulation of Pan Dorset and Local actions to be taken forward.

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<sup>15</sup> DHCFT Mental Health System RIO (24.03.2014)

## 2. Introduction

### 2.1 Background

The way local authorities, education and health services provide support and services for children with SEND are the subject of significant government reform. The Department of Health and Department for Education share an objective to achieve integrated support, across education, health and social care, for this group in order to improve outcomes and experience of care. This will be enacted through the Children and Families Bill and the new legislation will come into effect in September 2014.

The key areas of change are:

- Replacing current SEN Statements and Learning Disability Assessments for those aged 0-19 with a new birth to 25 Education, Health and Care Plan;
- Extension of rights and protections to young people in further education;
- Offering families personal budgets to increase control;
- Improving co-operation between services, particularly requiring local authorities and health authorities to work together; and
- Requiring local authorities to involve children and young people.

The three local authorities of Bournemouth, Dorset and Poole will continue to have their own statutory duties around SEN provision for which they will need to plan and resource individually. There is however a commitment by all three local authorities to work in partnership with each other and the NHS in order to increase efficiency and prevent duplication in a way that will make sense to families. The delivery of these changes will be overseen by the Pan Dorset SEND Programme, which reports to the Pan Dorset Joint Commissioning Board, through the creation of 5 task and finish groups.

These changes are significant and the timescales are challenging. In order to succeed it is critical that agencies involved have a thorough understanding of these groups of children and young people, in particular modelled estimates of numbers likely to be effected and the types of needs they may have.

This Needs Assessment for Children with Special Educational Needs and /or Disabilities has been carried out to provide an understanding of the current and potential future levels of need of children and young people with SEN at both local authority and pan Dorset level, to inform decision-making, and to raise key issues for consideration by the PAN Dorset SEND Programme Board.

### 2.2 Main objectives of the needs assessment

The main objectives of the needs assessment are set out below.

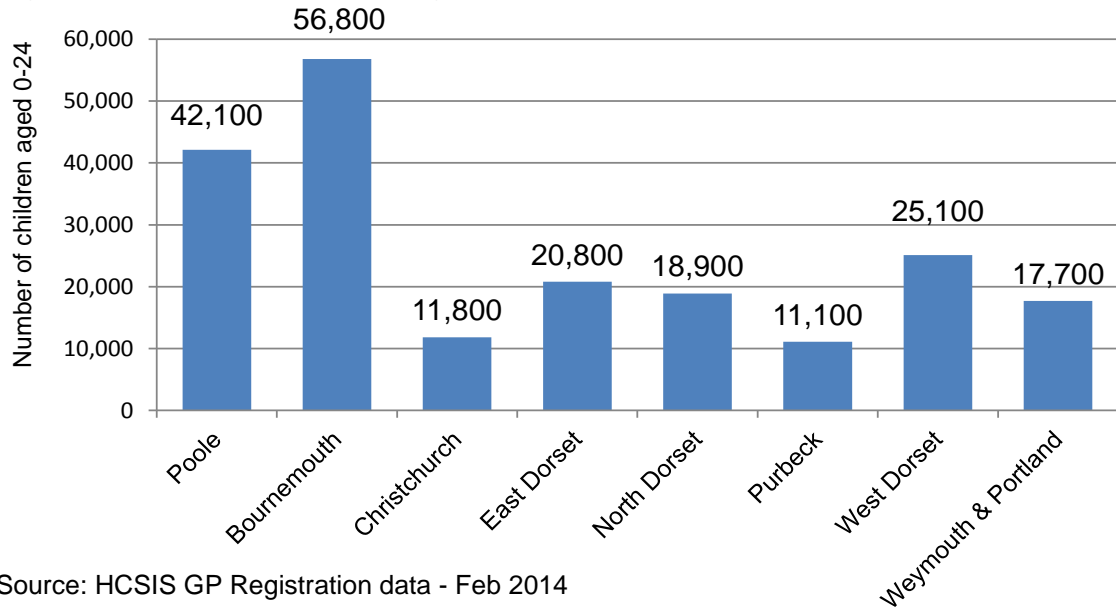
1. To provide an understanding of the education, health and social care needs of children and young people with SEND, at both local authority and Pan Dorset level;
2. To understand both current and projected needs for the next 5 years;
3. To understand the prevalence of specific disabilities/needs;
4. To map existing service provision and use;
5. To raise key issues for consideration by the PAN Dorset SEND Programme Board.

# 3. Population overview

## 3.1 Number of children by district

In 2014 there were 204,400 children and young people aged 0-24 living in Poole, Bournemouth and Dorset<sup>16</sup>. 42,100 (20%) of these children and young people live in Poole, 56,800 (28%) live in Bournemouth, and 105,500 (52%) live in Dorset (Figure 1). The distribution of children and young people by LSOA is shown in Map 2.

Figure 1: Number of children aged 0-24 by district - Poole, Bournemouth & Dorset

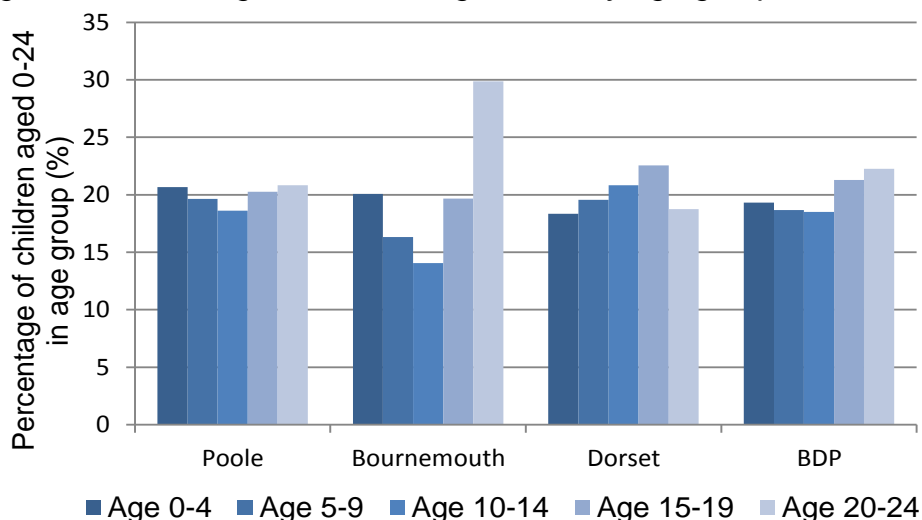


Source: HCSIS GP Registration data - Feb 2014

## 3.2 Number of children by age

For Bournemouth, Dorset and Poole as a whole the 15-19 and 20-24 age groups have the highest proportion of children and young people. The age distribution of children and young people varies between districts (Figure 3). Poole and Bournemouth have a high proportion of 0-4 and 20-24 year olds. Dorset districts have a more even distribution of children across age groups, but with a high proportion aged 10-19.

Figure 3: Percentage of children aged 0-24 by age group - Poole, Bournemouth & Dorset



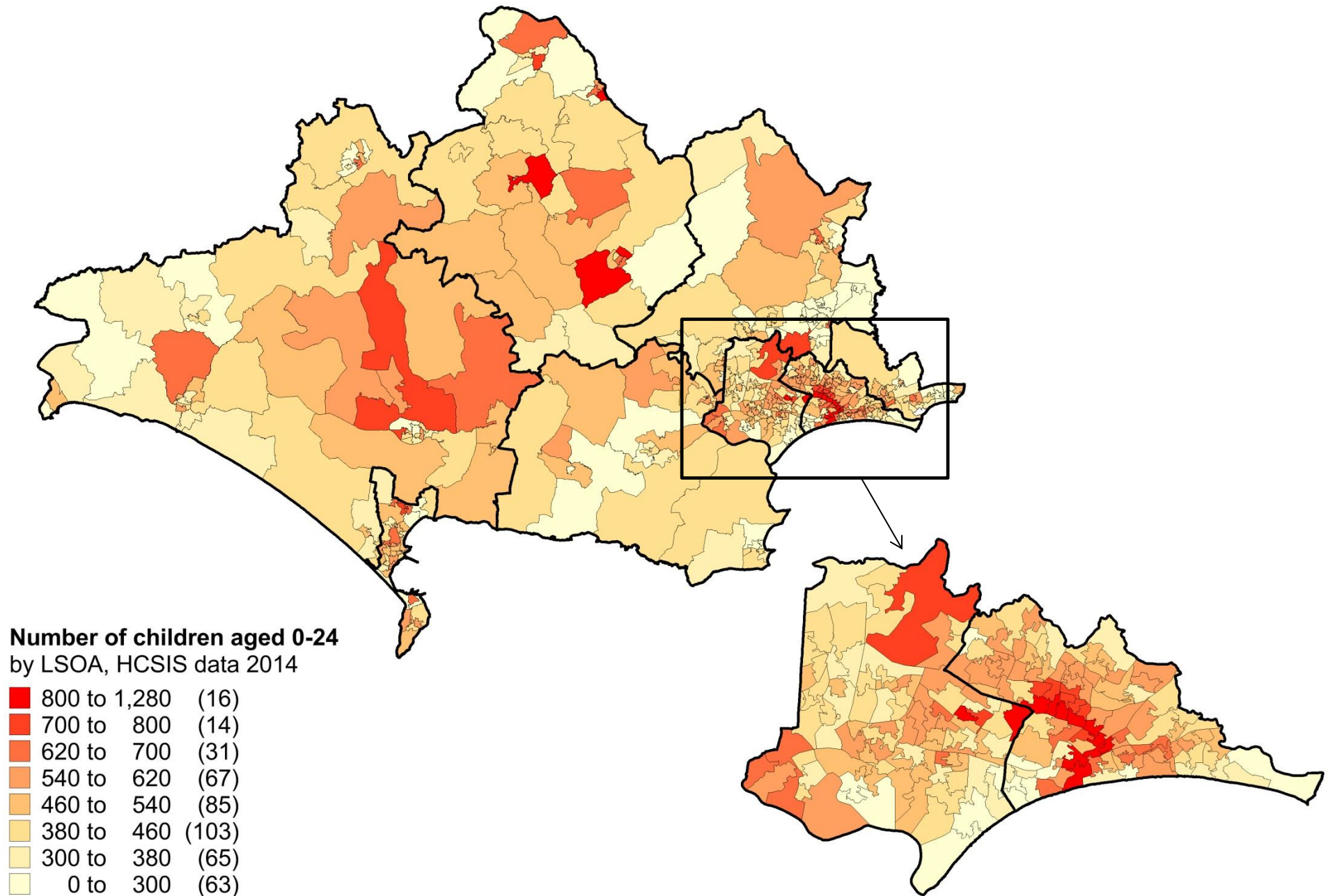
Source: HCSIS GP Registration data - Feb 2014

<sup>16</sup> HCSIS GP Registration data February 2014



Map 2: Number of children and young people aged 0-24 living in Poole, Bournemouth and Dorset by LSOA, February 2014

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### 3.3 Future trends

The number of children and young people aged 0-24 across Poole, Bournemouth and Dorset is projected to increase by 2,100 over the next 5 years to 2019<sup>17</sup>. However, this increase will not be evenly distributed across age groups (Table 4).

The number of 5-14 year olds is projected to increase by 7,100 (9%) and 15-24 year olds are projected to decrease by 4,950 (6%).

Services will need to reflect this shift in the age distribution of children and young people across Dorset.

*Table 4: Number and increase in 0-24 year olds in BD&P 2014-19, by age group<sup>2</sup>*

Age group	2014	2019	Change in number 2014-19	% change 2014-19
0-4	39520	39510	-10	- 0.02%
5-9	38700	41730	+ 3030	+ 8%
10-14	37250	41320	+ 4070	+ 11%
15-19	42610	39430	- 3180	- 7%
20-24	45280	43520	- 1770	- 4%
All 0-24	203370	205500	+ 2140	+ 1%

Source: ONS 2012 based sub-national population projections

<sup>17</sup> Based on Office of National Statistics - 2012 based sub-national population projections <http://www.ons.gov.uk/ons/rel/snpp/sub-national-population-projections/2012-based-projections/stb-2012-based-snpp.html>



# 4. Number and prevalence of children with SEND

## 4.1 Prevalence rates and number of children with SEND across BDP

Given the variation in definitions of children with special educational needs and/ or disabilities, this report draws on a number of national and local sources of data to estimate a range for the number of children with SEND across Bournemouth, Dorset and Poole.

Rates of childhood SEN and disability and the estimated number of children, according to the source and definition applied are shown in Table 5.

*Table 5: Prevalence rates and estimates of children with SEND across Bournemouth, Dorset and Poole, 2014*

	Number	Prevalence rate	Source
Children aged 0-24 with a long term health problem or disability where day to day activities are limited	8,500 <sup>1</sup> to 13,600 <sup>2</sup>	4-7%	<sup>1</sup> 2011 Census data & <sup>2</sup> Estimate based on prevalence rates from 2011/12 Family Resource Survey applied to HCSIS GP Registration data Feb 2014
Children aged 0-24 claiming Disability Living Allowance	6,230	3%	DWP Aug 2013
Children aged 0-19 with SEN Statement	2,591	1.6%	SEN2 Return Jan 2014
Children aged 0-19 with life limiting conditions	500 to 560 <sup>3</sup>	32.2 to 35.2 per 10,000	<sup>3</sup> Estimates based on prevalence rates from Fraser et al, Paediatrics 2011-2846 applied to HCSIS GP Registration data Feb 2014

### Definitions

The most common definition of disability is based on the Disability Discrimination Act, and subsequently (from October 2010) the Equality Act. This focuses on physical and mental impairments that have a substantial and long term adverse effect on a person's ability to carry out normal day to day activities.

Parents can claim Disability Living Allowance for their child if their disability or health condition means they need more looking after than a child of the same age who doesn't have a disability, and/or they have difficulty getting about. They must have had these difficulties for at least 3 months and expect them to last for 6 months.

School age children are defined as having Special Educational Needs if they have a significantly greater difficulty in learning than the majority of children of their age, which calls for additional or different educational provision to be made for them<sup>18</sup>.

<sup>18</sup> Education Act 1996, section 312

## Relationship between disability and SEN

Recent research suggests the overlap between disability and SEN is not as extensive as was previously thought<sup>19</sup>. The research found correlations between measures of disability prevalence and proportions of pupils with SEN Statements was low.

This suggests the rate of statementing may depend less on the level of disability in an area, and is more influenced by individual local authority policy and practice and variations in local provision, but also by population characteristic such as levels of deprivation. This is reflected in local variations in the proportion of pupils with Statements across Bournemouth, Dorset and Poole (see Section 4.4), and is an important consideration in commissioning services and in understanding who may be covered by the new 0-25 Education, Health and Care Plan.

## 4.2 Children with Special Educational Needs

Prior to the new SEN Code of Practice 2014, children with SEN were grouped in to three progressively higher levels of need<sup>20</sup>:

1. School Action (SA) – the school offers extra support.
2. School Action Plus (SAP) – is characterised by the involvement of external support, e.g. specialist teaching or LA educational psychologist.
3. Statement of Special Educational Need (SEN) – this occurs after a statutory assessment and outlines the special educational provision to be made.

According to the January 2014 School Census, 20,472 pupils had Special Educational Needs across Bournemouth, Dorset and Poole, 19.7% of pupils attending schools in the area. This compares to a national figure of 17.9%. Almost a tenth of all pupils in BDP had SEN at School Action level (9.3%), 6.6% at School Action+ and 2.6% of pupils had a SEN Statement (Table 6). Pupils with a SEN Statement represent only a small proportion of the overall SEN population.

Table 6: *Number and proportion of children with Special Educational Needs, Bournemouth, Dorset and Poole compared to England, January 2014*

	Total number (BDP)	% of all pupils (BDP)	% of all pupils (England)
Pupils with SEN Statement	2,669	2.6%	2.8%
Pupils with SEN at School Action + level	6,840	6.6%	5.6%
Pupils with SEN at School Action level	9,634	9.3%	8.7%
All pupils with SEN	20,472	19.7%	17.9%
Total pupils	104,105		

Source: SFR31/2014 LA Tables, School Census January 2014 (based on where pupils attend school) Note the proportion for *all pupils with SEN* does not equal proportion with Statements, SA+ and SA as a breakdown for SA & SA+ is not available for all schools.

<sup>19</sup> Mooney, A. et al (2008) Disabled Children: Numbers, Characteristics and Local Service Provision - DCSF Research Report – RR042, Thomas Conran Research Unit, Institute of Education, University of London <http://webarchive.nationalarchives.gov.uk/20130401151715/http://www.education.gov.uk/publications/eOrderingDownload/DCSF-RR042.pdf>

<sup>20</sup> This categorisation will change under the new SEN Code of Practice 2014 <https://www.education.gov.uk/consultations/downloadableDocs/Draft%20SEN%20Code%20of%20Practice.pdf>

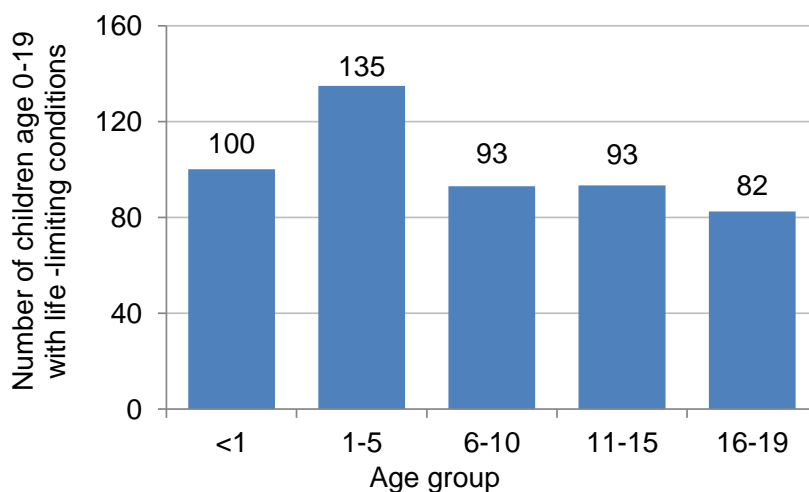
### 4.3 Children with life-limiting conditions

Life-limiting conditions describe diseases with no reasonable hope of cure that will ultimately be fatal. For children with these diseases palliative care services should be available<sup>21</sup>. No local data was available to estimate the burden of these conditions; therefore local estimates have been produced using national prevalence rates by age<sup>21</sup>.

The estimated number of children aged 0-19 with life-limiting conditions across Dorset, Bournemouth, and Poole is around 500 to 560. Appendix A provides data at district level.

The highest burden of these conditions is in the first year of life and decreases during childhood (Figure 7). Congenital anomalies account for almost a third of life limiting conditions.

Figure 7: Number of children with life limiting conditions by age group for Bournemouth, Dorset and Poole 2014



Source: Based on prevalence rates from Fraser L. K. et al, Paediatrics 2012 and February 2014 HCSIS GP Registration data

### 4.4 Local variation in the prevalence and number of children with SEND

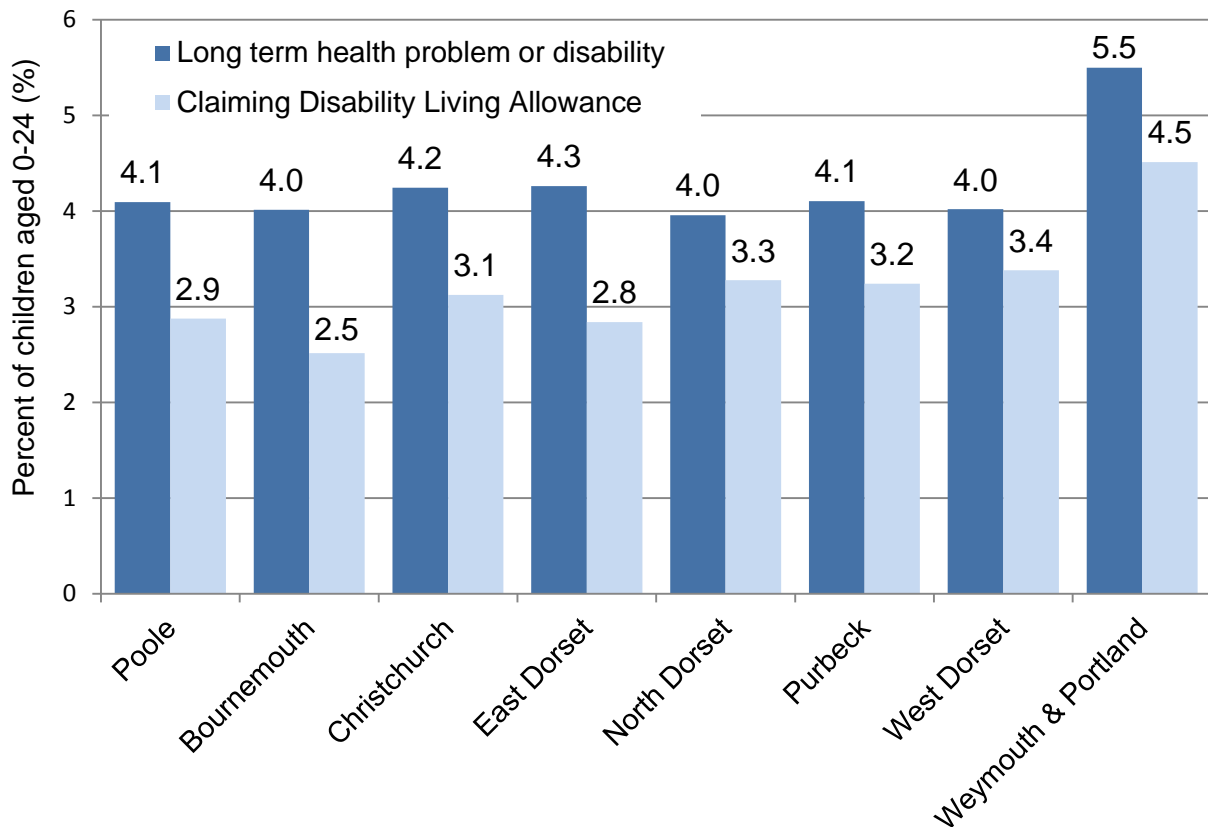
Appendix A provides a summary of the prevalence and number of children with SEND broken down by district for Bournemouth, Dorset and Poole.

#### Children with a long term health problem or disability

Across Bournemouth, Dorset and Poole the proportion of children aged 0-24 with a long term health problem or disability remains similar across all districts (between 4.0% and 4.3%) with the exception of Weymouth & Portland with 5.5%, Figure 8. This variation is also reflected in the proportion of children and young people claiming Disability Living Allowance, which again is highest in Weymouth & Portland at 4.5%.

<sup>21</sup> Fraser L. K. et al, Rising national prevalence of life-limiting conditions in children in England. Paediatrics Volume 129, Number 4, April 2012 <http://www.ncbi.nlm.nih.gov/pubmed/22412035>

Figure 8: Proportion of children aged 0-24 who have a long term health problem or claim Disability Living Allowance, by district



Source: 2011 Census & DWP Aug 2013

North Dorset and West Dorset also have higher rates of children claiming disability Living Allowance, especially when compared to their overall rates of children with a long-term health problem.

In both these districts over 80% of the number of children with a long term health problem claimed DLA. This compares to an average of 74% for Bournemouth, Dorset and Poole overall.

The distribution of children with a long-term illness or disability at Lower Super Output Area (LSOA)<sup>22</sup>, Map 9 shows a higher number in the following areas:

- Alderney (particularly in Bourne Valley); Canford Heath; and Newtown in Poole
- West Howe; Kinson; and Boscombe in Bournemouth
- Weymouth & Portland; Bovington; and areas in and around Dorchester, Blandford, Shaftesbury and Sturminster Newton in Dorset

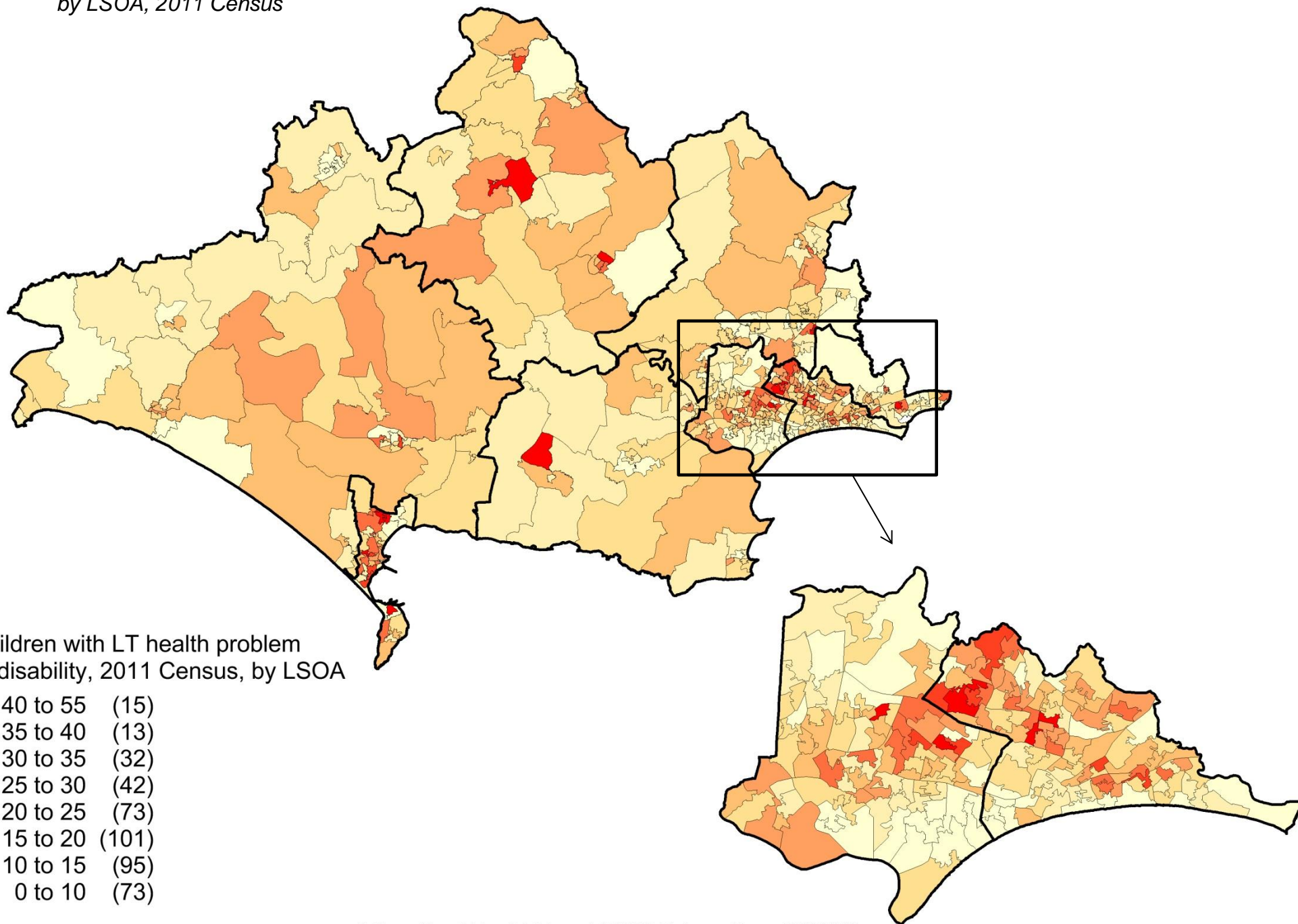
<sup>22</sup> Lower Super Output Areas (LSOAs) are built from groups of contiguous Output Areas and have been automatically generated to be as consistent in population size as possible, and typically contain from four to six Output Areas. The Minimum population is 1000 and the mean is 1500.

Map 9: Number of children and young people aged 0-24 with a long-term health problem or disability whose day-day activities are limited by LSOA, 2011 Census

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Children with LT health problem or disability, 2011 Census, by LSOA

■ 40 to 55	(15)
■ 35 to 40	(13)
■ 30 to 35	(32)
■ 25 to 30	(42)
■ 20 to 25	(73)
■ 15 to 20	(101)
■ 10 to 15	(95)
■ 0 to 10	(73)





## Children with Special Educational Needs

Dorset has a higher proportion of pupils attending its schools with Special Educational Needs (21%), than Bournemouth (17%) and Poole (19%) Table 10.

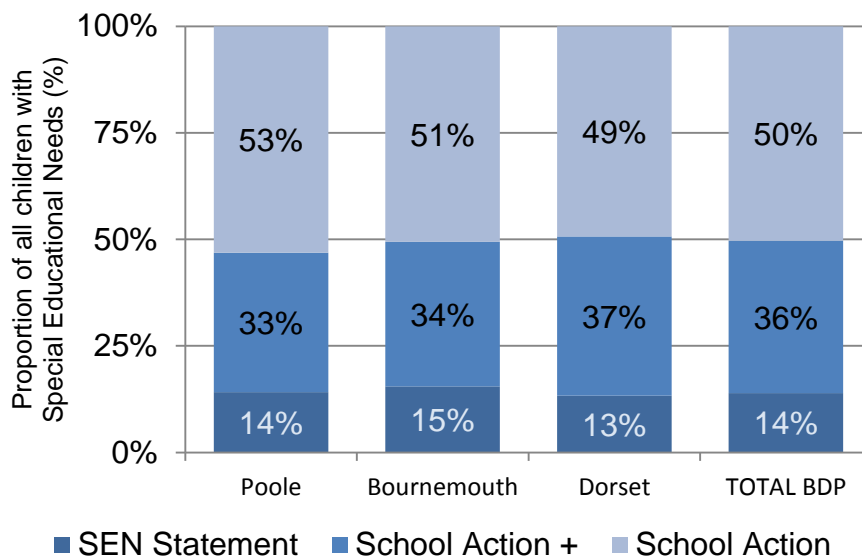
*Table 10 Proportion of pupils with SEN across Bournemouth, Dorset and Poole*

	Poole	Bournemouth	Dorset	TOTAL BDP
All pupils with SEN	3,808	4,094	12,570	20,472
Overall % of pupils with SEN	18.8%	17.4%	20.8%	19.7%

Source: SFR31/2014 LA Tables, School Census January 2014 (based on where pupils attend school)

Figure 11 shows the split of all children with SEN by level of SEN - with a Statement, at School Action + and School Action level, by local authority.

*Figure 11: Pupils with Statements, at School Action+ and School Action level as a proportion of all pupils with SEN by Local Authority*



Source: 2014 School Census (based on where pupils attend school)

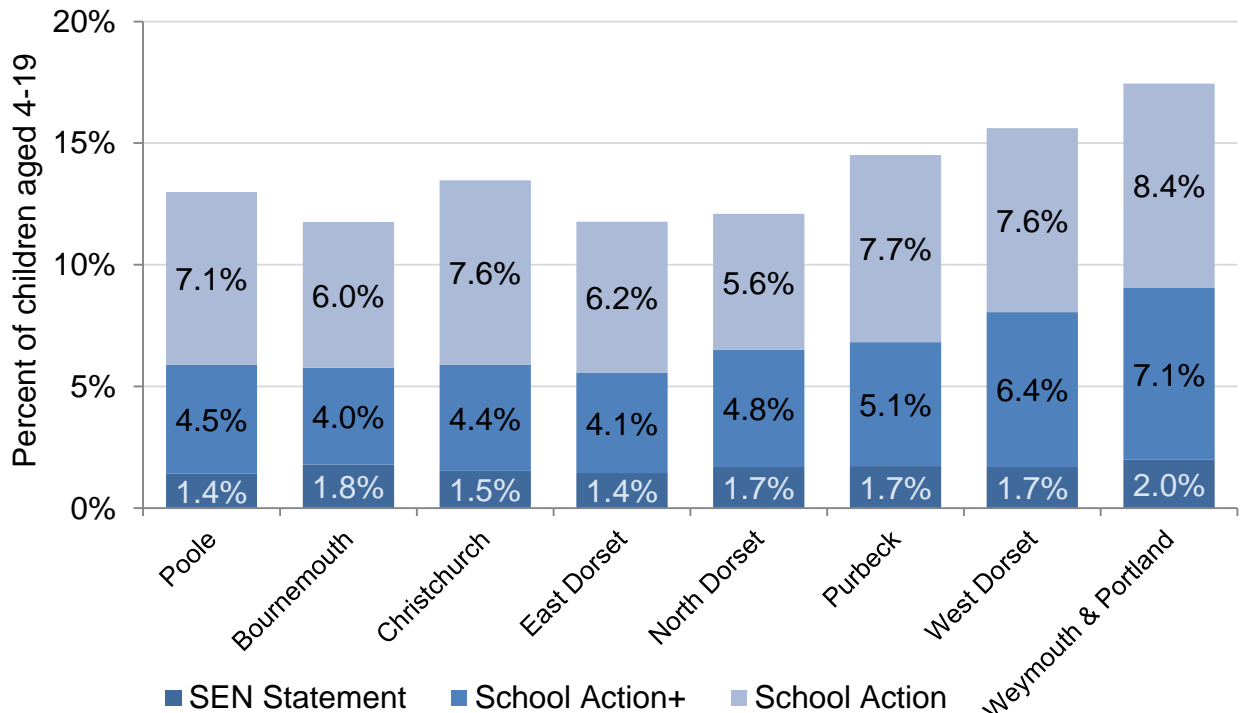
The percentage of pupils with SEN who have a statement is lower in both Poole (14%) and Dorset (13%), but is higher in Bournemouth (15%).

Although Bournemouth has the lowest proportion of children with SEN overall, a higher proportion of these has a SEN Statement (15% of children with SEN). This may suggest a higher threshold for SEN is being used in terms of access to school based services and support.

Dorset has the highest proportion of children at School Action+ level (37%) and Poole the highest levels of children at School Action level (53%). This may indicate some variation between authorities in support provided for lower level SEN in schools.

The most significant variation in the prevalence of children with SEN is between the Dorset Districts. Figure 12 shows Weymouth & Portland, West Dorset and Purbeck have the highest proportions of children with SEN living in these areas.

Figure 12: Proportion of children aged 4-19 with SEN Statements, at School Action+ and School Action level, by District (based on where the children live)



Source: School Census January 2014 and HCSIS GP Registration data Feb 2014  
(Based on where children live NOT where they attend school)

The proportion of children with SEN at Lower Super Output Area (LSOA)<sup>23</sup> Map 13a shows, there are currently a high proportion of children with SEN living in the following areas:

- Alderney (particularly Bourne Valley); Waterloo Estate; and Hamworthy in Poole
- West Howe; Kinson; and Boscombe in Bournemouth
- Weymouth & Portland; Bovington; and areas in and around Beaminster, Bridport, Dorchester, and Sherbourne in Dorset

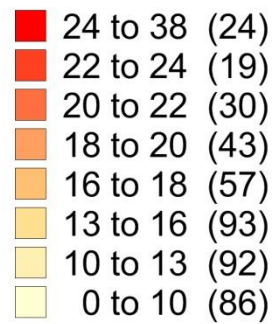
Map 13b gives the number of pupils with SEN by LSOA.

<sup>23</sup> Lower Super Output Areas (LSOAs) are built from groups of contiguous Output Areas and have been automatically generated to be as consistent in population size as possible, and typically contain from four to six Output Areas. The Minimum population is 1000 and the mean is 1500.

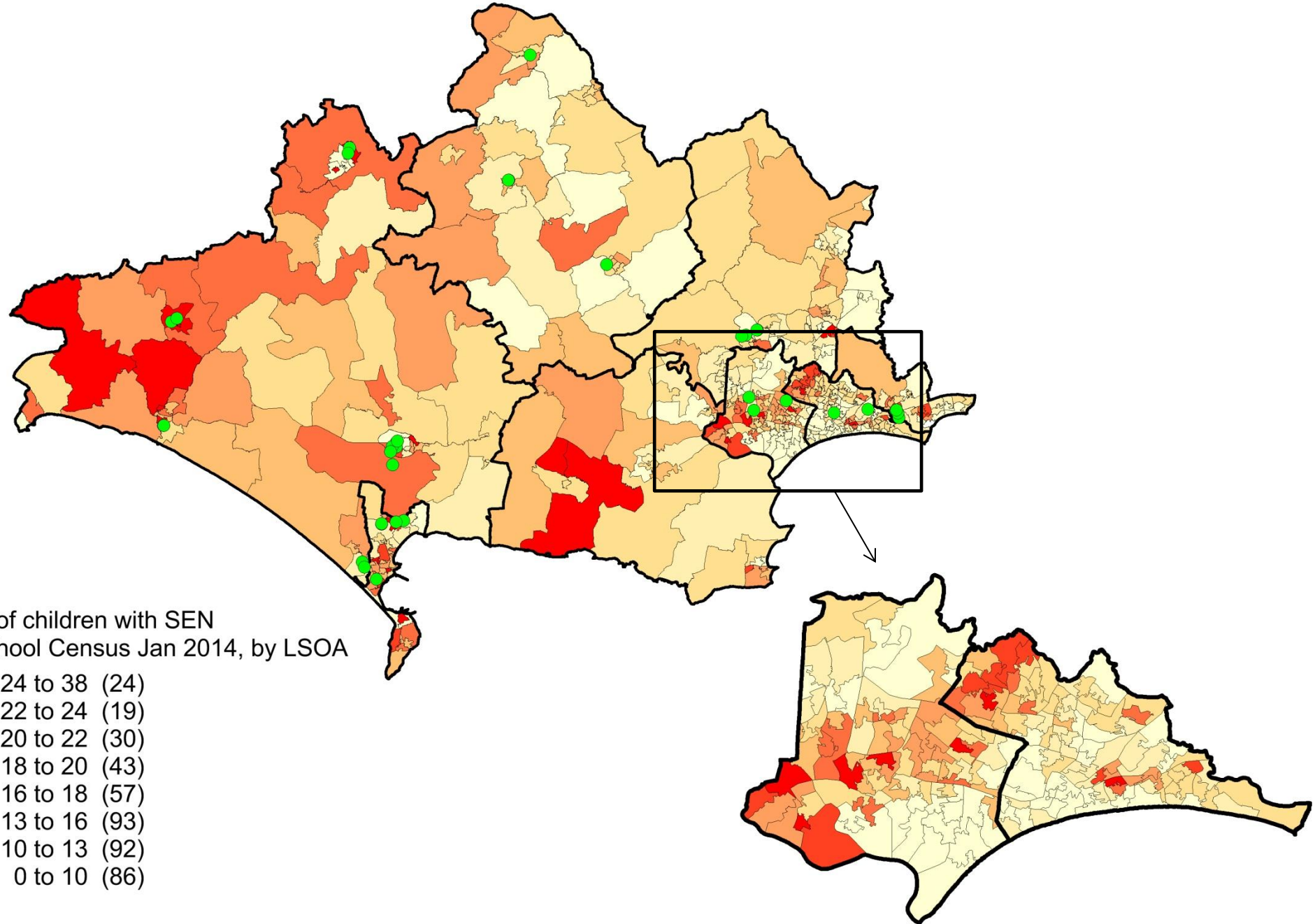
Map 13a: Proportion of children and young people aged 5-19 with Special Educational Needs, by LSOA, January 2014 School Census

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% of children with SEN  
School Census Jan 2014, by LSOA



● Special schools and bases

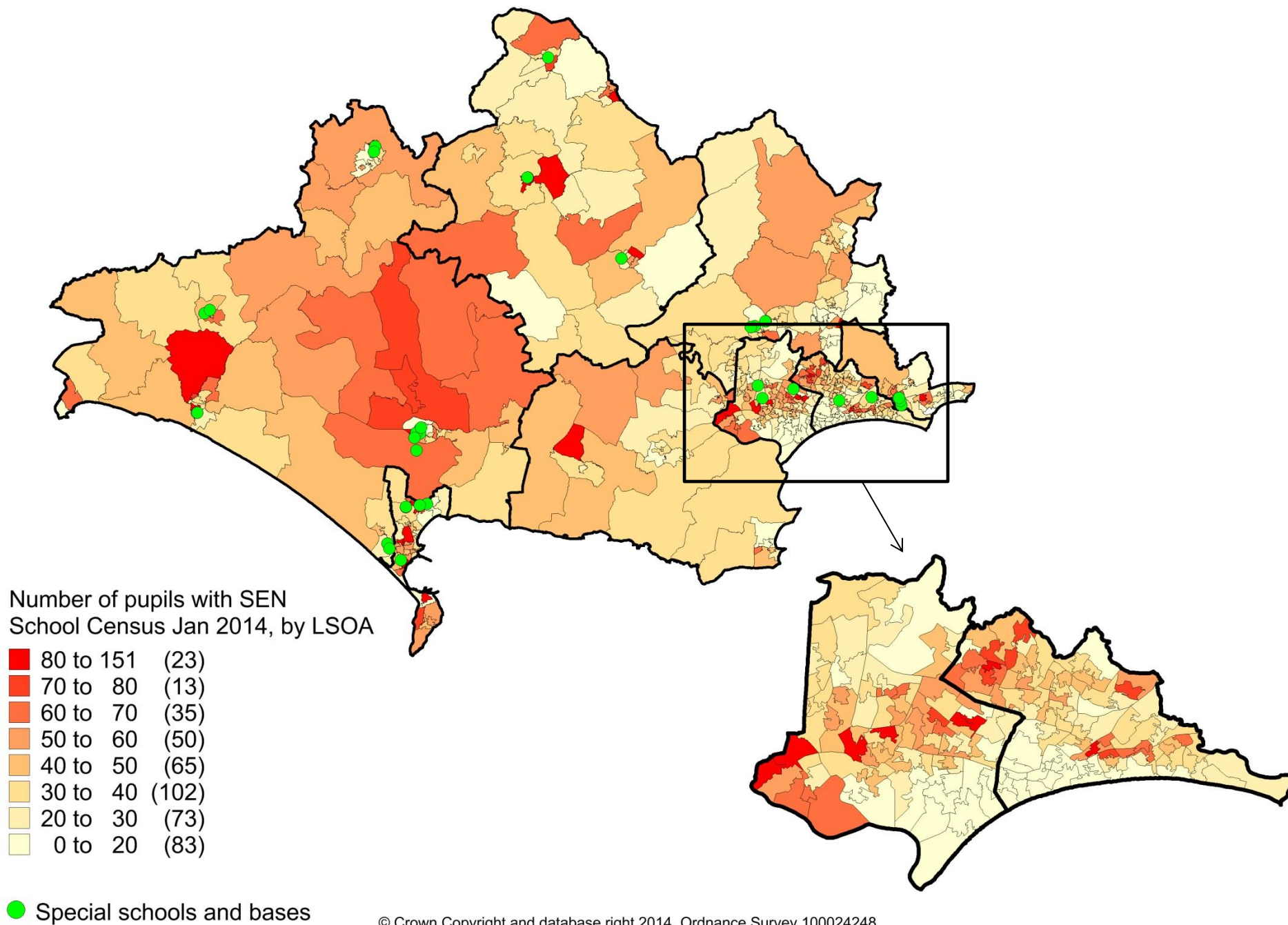


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Map 13b: Number of children and young people aged 5-19 with Special Educational Needs, by LSOA, January 2014 School Census

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## Possible reasons for variation in SEN prevalence

This variation in prevalence of SEN may be the result of a number of factors, not just differences in actual SEN<sup>24</sup>. These include:

- individual local authority policy and practice and differences in approach to the classification of children with SEN;
- variations in local provision and access to services and support;
- population characteristics such as age distribution and levels of deprivation.

Weymouth & Portland was shown to have the highest rate of children with a long-term health problem, children with a disability living allowance and children with SEN (Figure 8).

Beaminster, Bridport, Dorchester and Sherborne in West Dorset, and Weymouth & Portland, have a number of Special Schools and Special Bases clustered around them (Map 13a&b). This may draw families of children with SEN into these areas and account for some of the higher prevalence of SEN in these areas.

Bovington in Purbeck has an army base and a high number of children of Service personnel. It also has a high number and proportion of children with SEN. There are no Special Schools or Special Bases in this area (Map 13a&b). Children whose parent(s) are Service personnel may face difficulties that are unique to the nature of their parents' employment. The 2014 new SEN Code of Practice specifically states that when commissioning services for children with SEN, local authorities and their partners should take accounts of the particular needs of any Service communities within their boundaries.

Pockets of significant deprivation in an authority can impact on rates of SEN. The correlation between SEN and deprivation is shown to be strongest in Weymouth & Portland and Poole. More detailed analysis on this is provided in Section 7.3.

Local variation can be positive if it is a response to local circumstances, but undesirable if it reflects unmet need and inequalities in access to and level of services. These are important considerations when implementing the new SEN Code of Practice<sup>25</sup> and ensuring equitable SEN services across Bournemouth, Dorset and Poole.

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<sup>24</sup> Mooney, A. et al (February 2010) Special Educational Needs and Disability: Understanding Local Variation in Prevalence, Service Provision and Support – DCSF Research Summary RB211 ES

<sup>25</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/319639/Code\\_of\\_Practice-Final-10June2014.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/319639/Code_of_Practice-Final-10June2014.pdf)

# 5. Past and future trends of children with SEND

## 5.1 Past trends

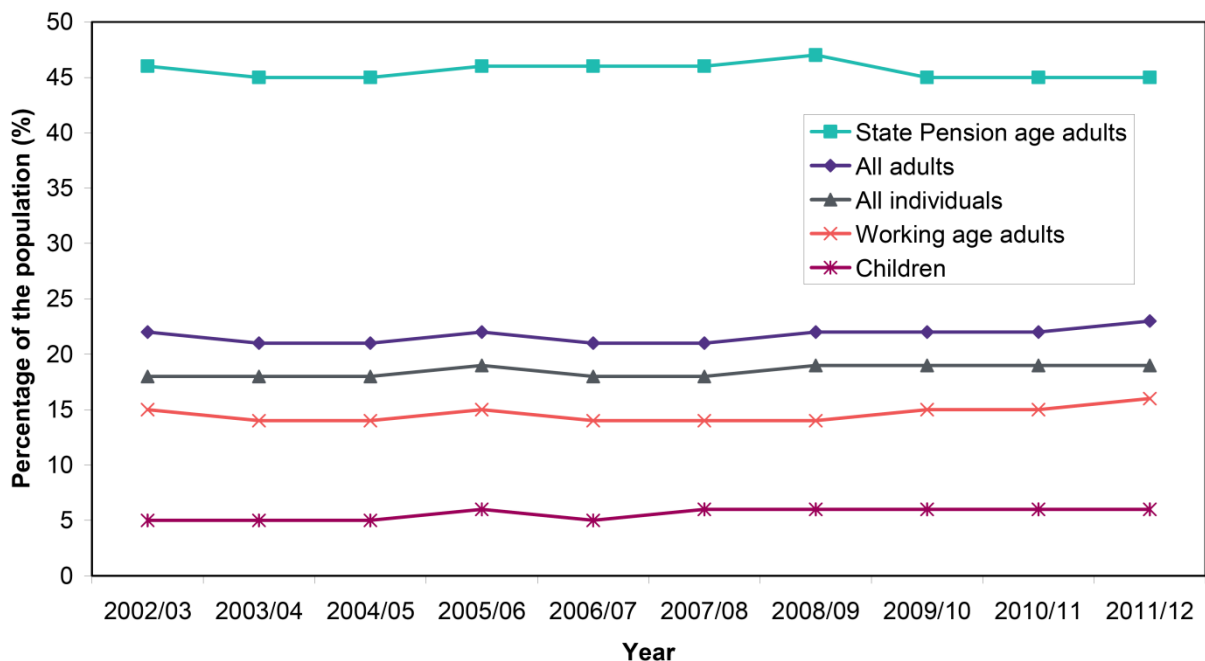
Evidence from the Family Resource Survey, 2001 and 2011 Census, and School Censuses suggest that overall prevalence rates for children with SEND have remained relatively stable over the past decade

### Trends in prevalence of children with long-term health problems or disability

The Family Resources Survey (FRS), administered by the DWP, now stands as one of the key sources of information on the population of disabled adults and children. FRS 2011/12 covered a sample of around 20,000 households in the UK.

According to the FRS the estimated percentage of children with a long term health problem or disability remained relatively constant over the decade to 2011/12, Figure 14.

Figure 14: UK disability prevalence, by population group, 2002/03 to 2011/12



Source: DWP Family Resource Survey

While there was some change in the wording of the long-term illness and disability question between the 2001 and 2011 Censuses, the two measures are broadly comparable<sup>26</sup>. The prevalence rates of long term illness and disability for 0-24 year olds did not change significantly between 2001 (4.6%) and 2011 (4.2%).

### Trends in prevalence of life-limiting conditions

Life-limiting conditions describe diseases with no reasonable cure that will ultimately be fatal. The prevalence of life-limiting conditions in children aged 0-19, has increased steadily over the past decade to 2009/10, across all areas of England<sup>27</sup>.

<sup>26</sup>ONS (December 2012) 2011-2001 Census in England and Wales Questionnaire Comparability

<sup>27</sup>Fraser L. K. et al, Rising national prevalence of life-limiting conditions in children in England. Paediatrics Volume 129, Number 4, April 2012 <http://www.ncbi.nlm.nih.gov/pubmed/22412035>

Table 15: Prevalence of children with life-limiting conditions by age group, 2000-2010

Prevalence of LLC per 10,000 population		
Age	2000/01	2009/10
<1	116.7	125.7
1-5	29.1	34.1
6-10	18.8	24.8
11-15	17.4	24.0
16-19	16.3	23.6

The overall prevalence in England increased from 24.9 per 10,000 in 2000/01, to 32.2 per 10,000 in 2009/10.

The most significant increase in life limiting conditions occurred in 16-19 year olds, which suggests increasing survival times, rather than rising incidence may be the cause<sup>12</sup>.

Congenital anomalies account for almost a third of life limiting conditions, and have experienced the largest increase in prevalence.

### Trends in prevalence of Children with Special Education Needs

The method used to record SEN has changed over time making comparisons with older figures difficult. Recent data for Bournemouth, Dorset and Poole from the School Census, on pupils attending schools with SEN between 2009 and 2014, show no clear or consistent trend in the prevalence of children with SEN, or with a SEN Statement, Figures 15 and 16. National data indicate the prevalence of pupils with SEN Statements has remained relatively stable since 2009, and the prevalence of SEN overall has dropped slightly since 2012.

As already shown in Section 4.5 any variation in prevalence of SEN can be due to a number of factors and not just differences in actual SEN, such as individual local authority policy and practice and differences in approach to the classification of children with SEN, and variations in provision and access to services and support. This makes estimating the future number of children with SEN problematic.

Figure 15: Trends in the percent of pupils attending schools with SEN Statement, 2009 to 2014

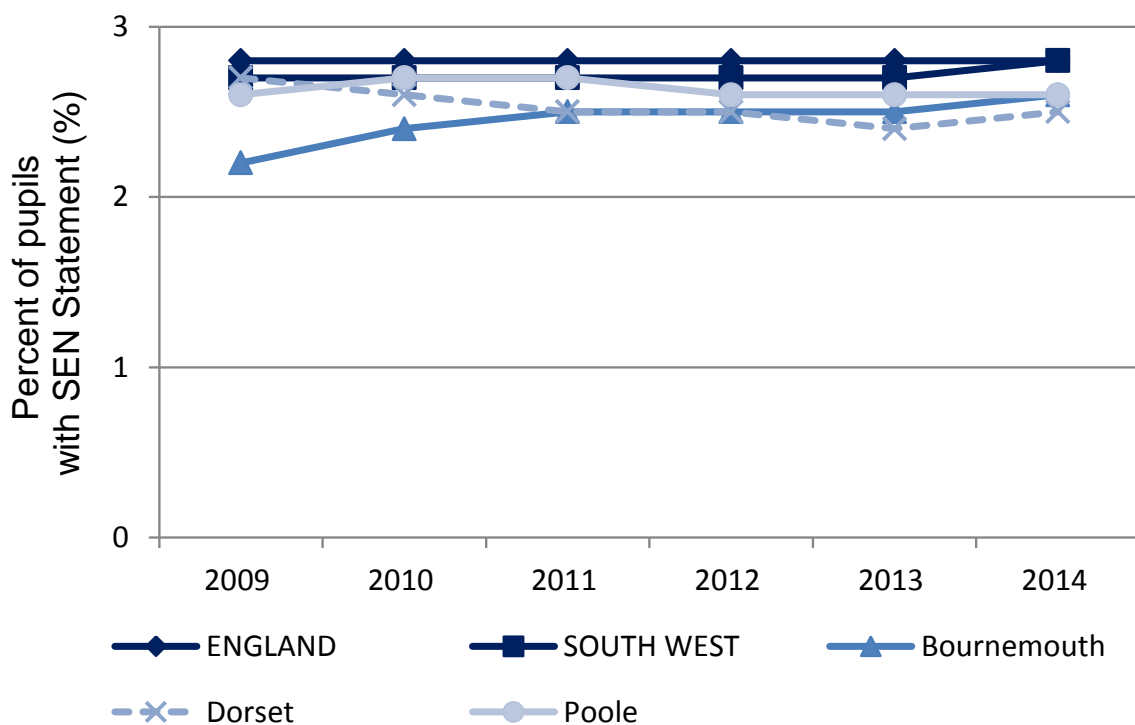
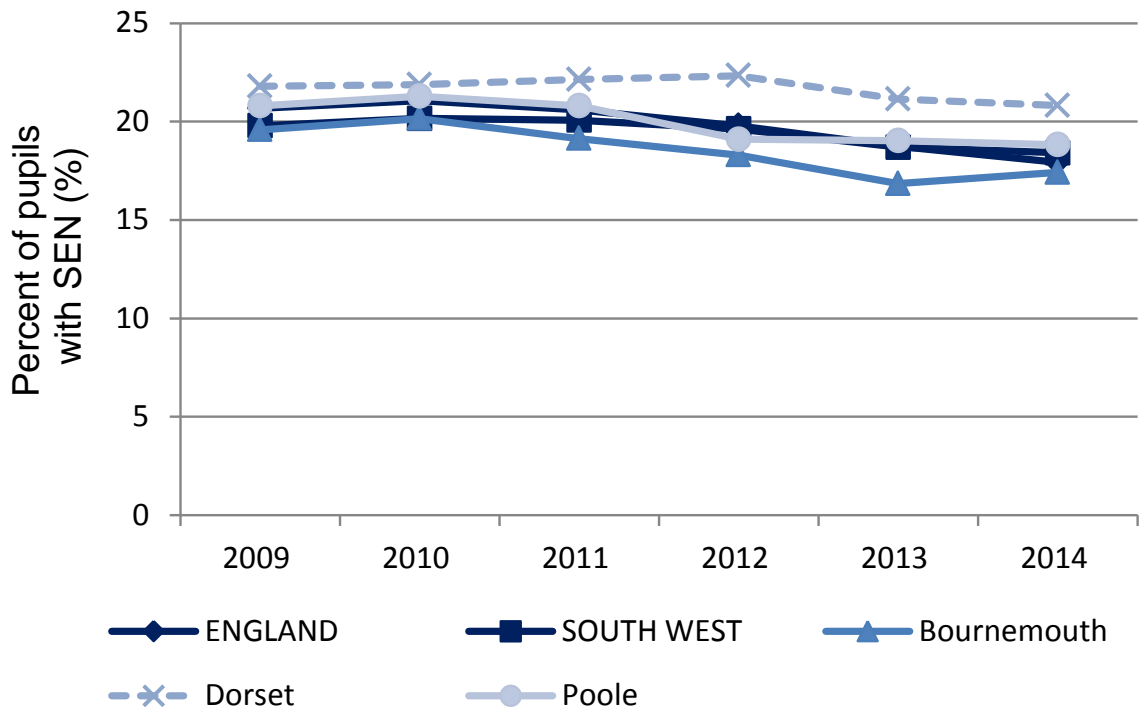


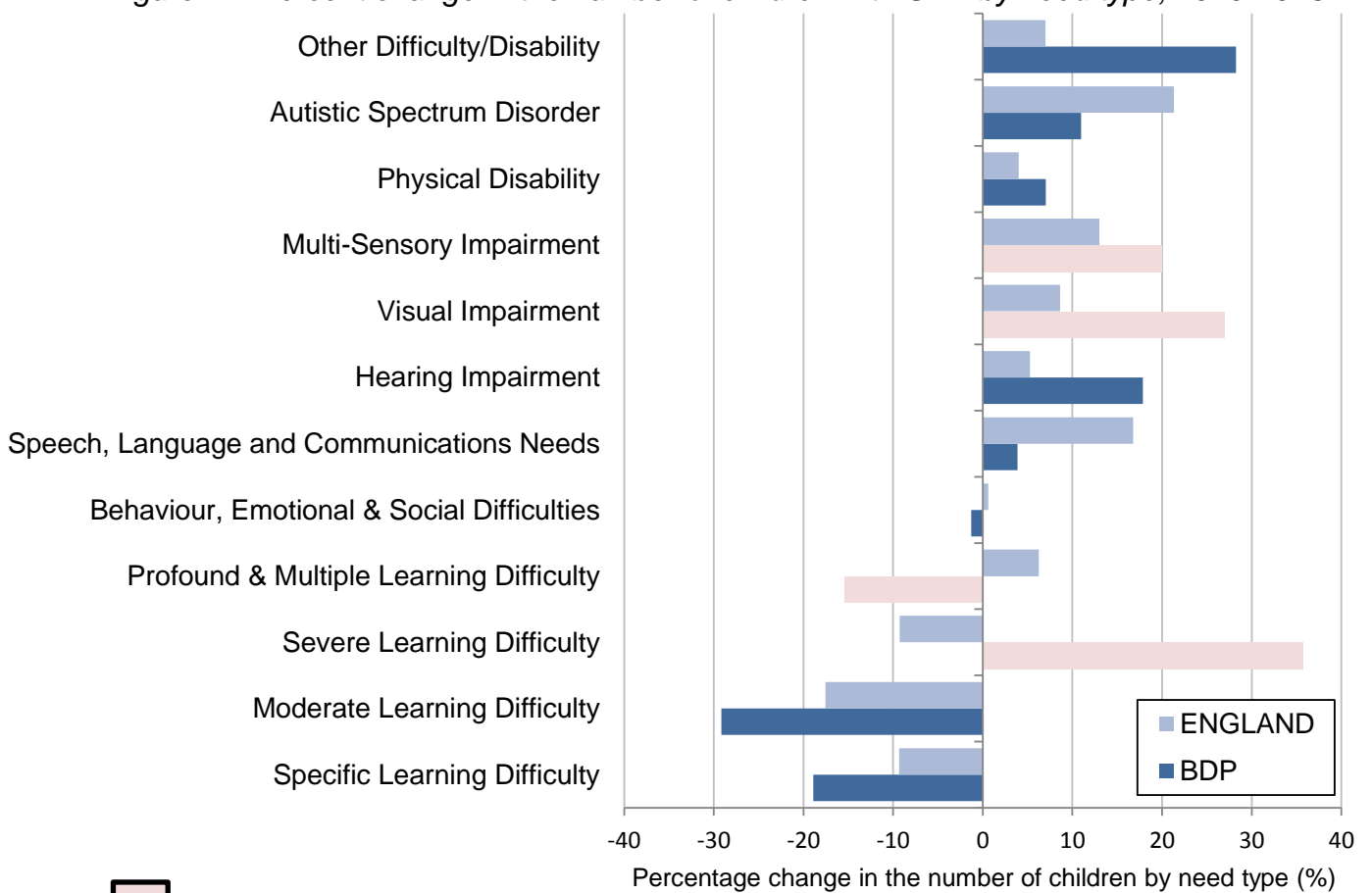
Figure 16: Trends in the percent of pupils attending schools with any SEN, 2009-2014



Source: School Census data 2009-2014

Change in the nature of SEN

Figure 17: Percent change in the number of children with SEN by need type, 2010-2013



These BDP rates are based on a very small number of children

Source: School Census data 2010 and 2013

Data on the nature of SEN and disability is limited, and some question the reliability of the School Census to provide accurate prevalence data on the nature of disability as only Primary Need is identified in most cases. Determining a child's primary condition is also not straightforward, particularly when a child has complex needs or where schools give prominence to learning needs and difficulties rather than the diagnosed condition.

Nationally a growing number of children and young people with SEN are categorised as having autism and speech and language difficulties. The number of children with profound and multiple learning difficulties is also increasing, but overall numbers are small.

Analysis of trends at a local level is difficult as the number of children for some need types is extremely small. Data for 2010 and 2013 do indicate noteworthy increases in the number of children with autism and speech, language and communication needs. It is unclear whether the rise is due to changes in awareness and identification of children, or is a true rise in incidence. The 'Other Difficulty/Disability' category experienced the largest percentage increase across Bournemouth, Dorset and Poole, Figure 17.

## 5.2 Future trends

Given the past trends in children with SEND shown in Section 5.1, estimates of the future number to 2019 have been produced using the following assumptions.

### **Children with a long term health problem or disability**

Prevalence rates remain unchanged to 2019.

Lower and upper limits have been calculated based on the current range of prevalence rates (4-7%), shown in Table 5.

### **Children with life-limiting conditions**

Lower limit based on prevalence rates remaining unchanged to 2019

Upper limit based on a continuing increase in prevalence as seen between 2001- 2010

The prevalence rates are applied to the 2012 based sub-national population projections produced by the Office of National Statistics.

The number of children and young people aged 0-24 across Bournemouth, Dorset and Poole is projected to increase by 2,100 over the next 5 years to 2019<sup>28</sup>.

The number of children with a long term health problem or disability is estimated to increase by between 100 and 150 children to 2019, Table 18.

*Table 18: Estimated number of children with SEND 2014 to 2019 across Bournemouth, Dorset and Poole*

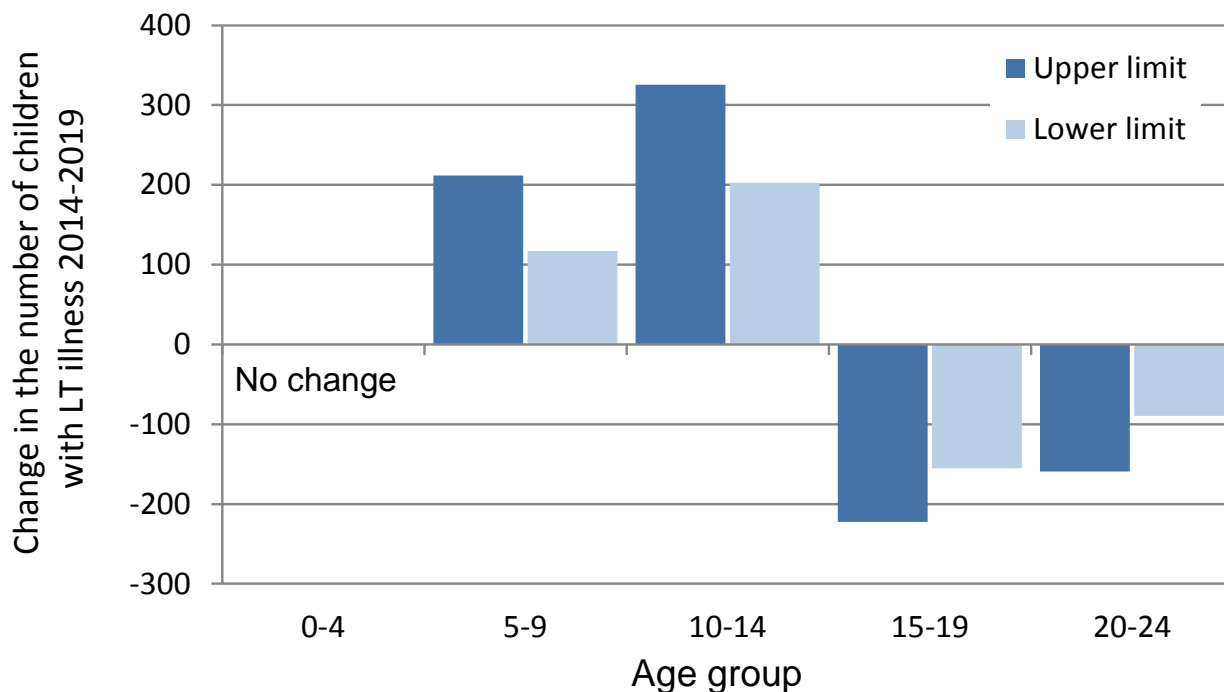
	2014		2019		Change 2014-19
	Lower	Upper	Lower	Upper	
Children with long term health problem or disability (aged 0-24)	8,500	13,600	8,600	13,750	+100 to +150
Children with life-limiting conditions (aged 0-19)	500	560	520	660	+20 to +100

<sup>28</sup> Based on Office of National Statistics - 2012 based sub-national population projections <http://www.ons.gov.uk/ons/rel/snpp/sub-national-population-projections/2012-based-projections/stb-2012-based-snpp.html>



This increase will not be evenly distributed across age groups. The number aged 5-14 with a long term health problem or disability is estimated to increase by between 320 to 540, while the number aged 15-24 will decrease by 240 to 380, over the next five years to 2019, Figure 19.

Figure 19: Change in the number of children with a LT health problem or disability by age, 2014 to 2019 for Bournemouth, Dorset and Poole (lower & upper range)



SEND services should consider this shift in the age distribution of children and young people with long term illness and disability across Dorset, and its potential impact on the number of children with specific need types in particular.

The number of children with speech, language and communication needs, which has a higher prevalence at younger ages 5-9, and autism, and behaviour and social difficulties which has the highest prevalence in the 10-14 age range are likely to continue to increase, see Section 6.

The 5-14 age range also has the highest prevalence of children with SEN, particularly boys, see Section 7.2. Therefore, the increase in the number of children aged 5-14 could disproportionately impact on the number of children with SEN and those with a statement in particular.

Estimating the future number of children with SEN is more subjective, as prevalence is more influenced by factors relating to individual local authority policy and practice and differences in approach to the classification of children with SEN.

Local rates for Bournemouth, Dorset and Poole from the School Census, show no clear or consistent trend in the prevalence of children with SEN, or with a SEN Statement. Therefore, future estimates for children with SEN have not been produced at this time.

# 6. Nature of SEN and disability

## 6.1 Children with SEND by diagnosis/ need category

Available data on the nature of SEN and disability are limited. Therefore, gaining an accurate understanding of the prevalence of specific disabilities/ needs is a challenge.

The following data are presented, however, all have limitations and comparison between sources is difficult due to the variation in the diagnosis/ need categories.

The School Census collects data on children with a SEN Statement and at School Action+ level by Primary Need type. However, some question the reliability of this data to provide accurate prevalence data on the nature of disability as only Primary Need is identified in most cases.

Determining a child's primary condition is not straightforward, particularly when a child has complex needs or where schools give prominence to learning needs and difficulties rather than the diagnosed condition.

Data on the main disabling condition for children claiming disability allowance is also presented; however, this covers only a subset of children with SEND, and all data are rounded, Figure 21.

The only health data currently available locally is from Poole Hospital Trust. This was for children seen by the Community Paediatric Outpatient Department during the period August 2013 to June 2014, Figure 22. It primarily covers children living in Poole, Bournemouth, Christchurch, East Dorset and Purbeck.

### Children by Primary Need Type - School Census (January 2014)

The number of pupils by Primary Need Type for Bournemouth, Dorset and Poole is shown in Figure 20a. The most common Need Types for pupils attending schools across these authorities were:

- Speech, language and communication needs;
- Behaviour, emotional and social difficulties;
- Specific learning difficulties;
- Moderate learning difficulties; and
- Autism

There is large variation in Primary Need Types between Statemented pupils and pupils at School Action + level. Pupils with statements are more likely to have autistic spectrum disorder; severe learning difficulties; physical disabilities; and profound and multiple learning difficulties, Figure 20b.

Almost all pupils with Profound and Multiple Learning Difficulties (97%) and Severe Learning difficulties (93%) had a SEN Statement. Around half of pupils with Autism (55%), Multi Sensory Impairment (50%) and Physical Disabilities (47%) had a SEN Statement, Figure 20a.

Pupils at School Action + are more likely to have specific learning difficulties; Speech, language and communication needs; or Behaviour, emotional and social difficulties. These three groups account for almost three quarters of children at this level, Figure 20b.



Figure 20a: Number of pupils attending schools in Bournemouth, Dorset and Poole at School Action+ or with a Statement, by Primary Need Type, January 2014

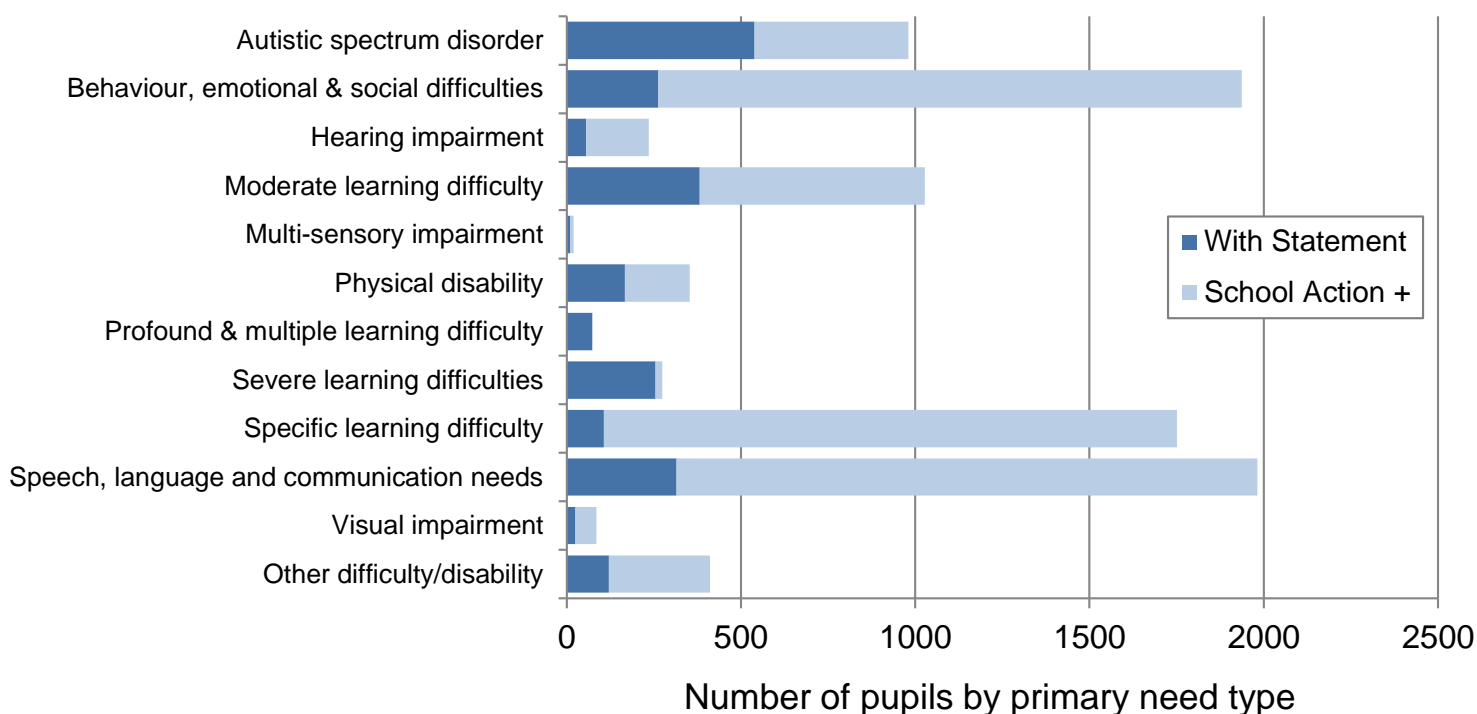
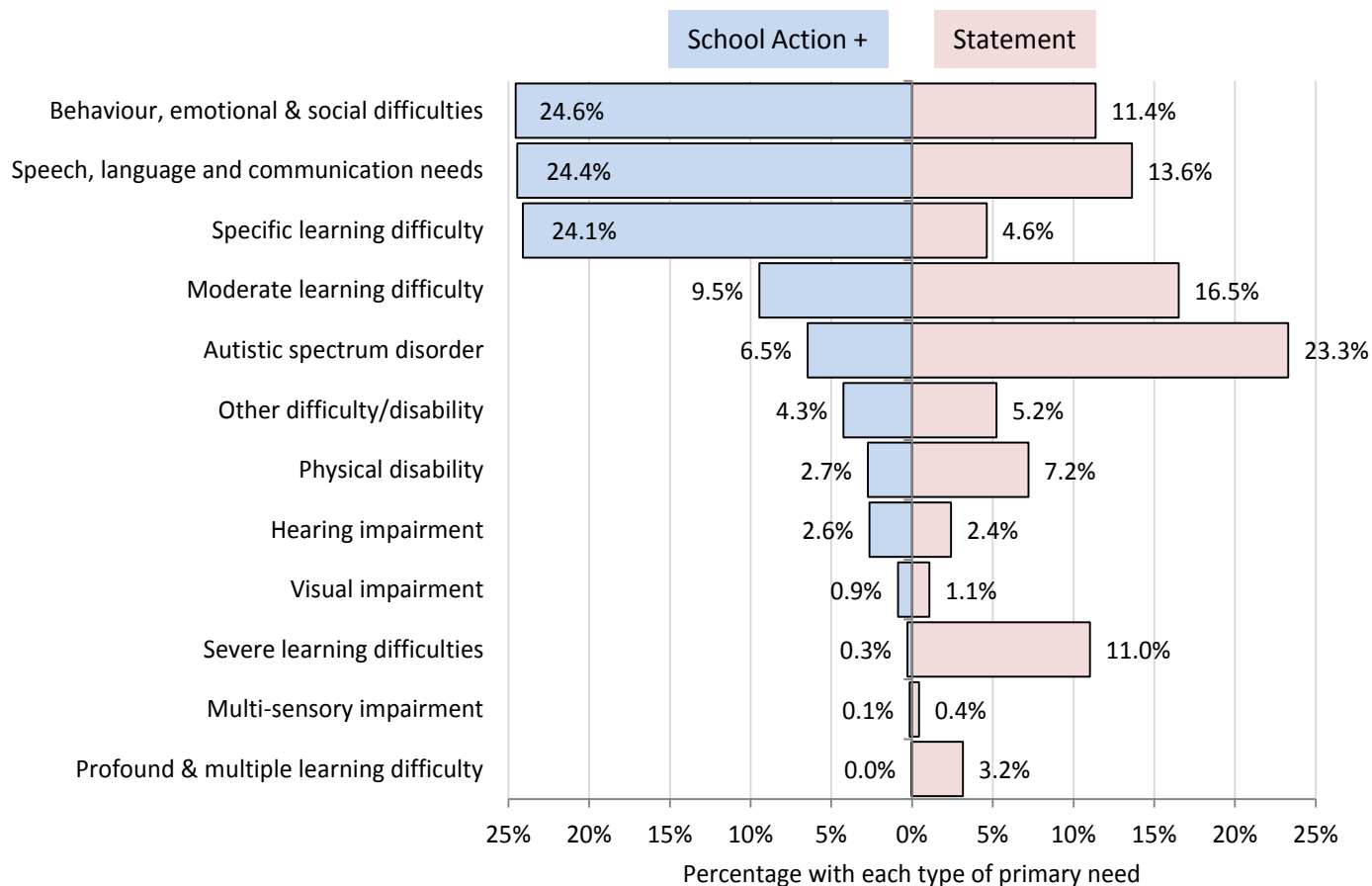


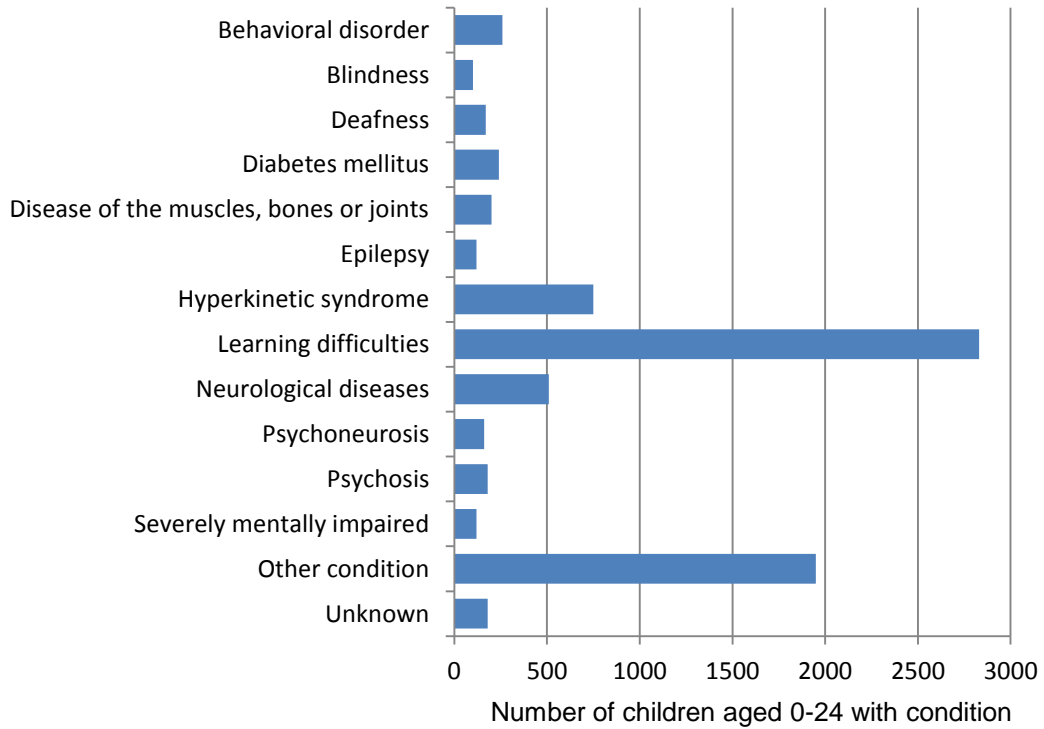
Figure 20b: Proportion of Stated pupils and pupils at School Action+ with each Primary Need Type - Bournemouth, Dorset and Poole, January 2014



Source: School Census January 2014

Disabling conditions of children with a Disability Living Allowance claim

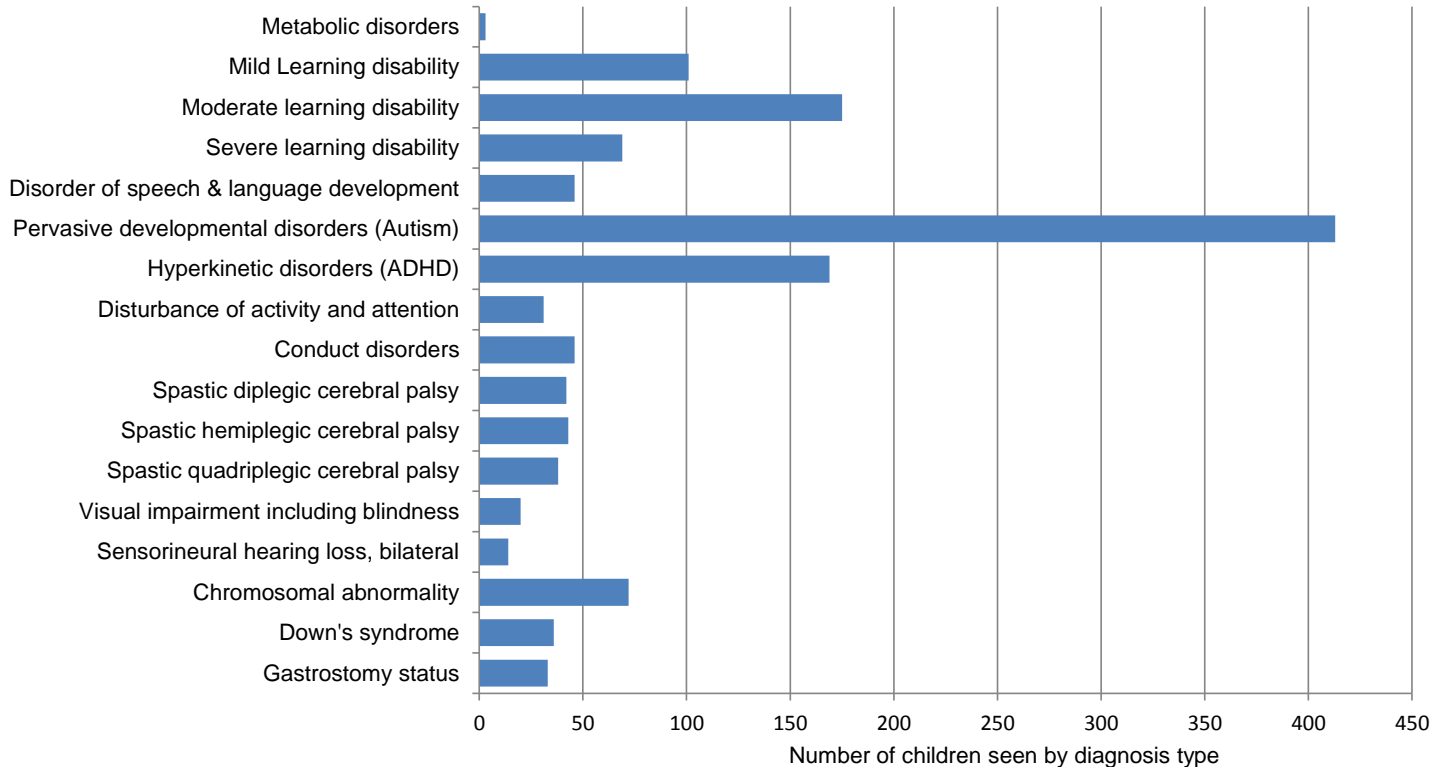
*Figure 21: Children with a Disability Living Allowance claim by main disabling condition  
Bournemouth, Dorset and Poole - August 2013*



Source: DWP August 2013 (Rounded to the nearest 10)

Community Paediatric Outpatient Diagnosis - Poole Hospital Trust

*Figure 22: Children attending Poole Hospital Paediatric Outpatient Department  
by diagnosis type - August 2013 to June 2014*



Source: Poole Hospital NHS Foundation Trust - June 2014

## 6.2 Local variation in Primary Need

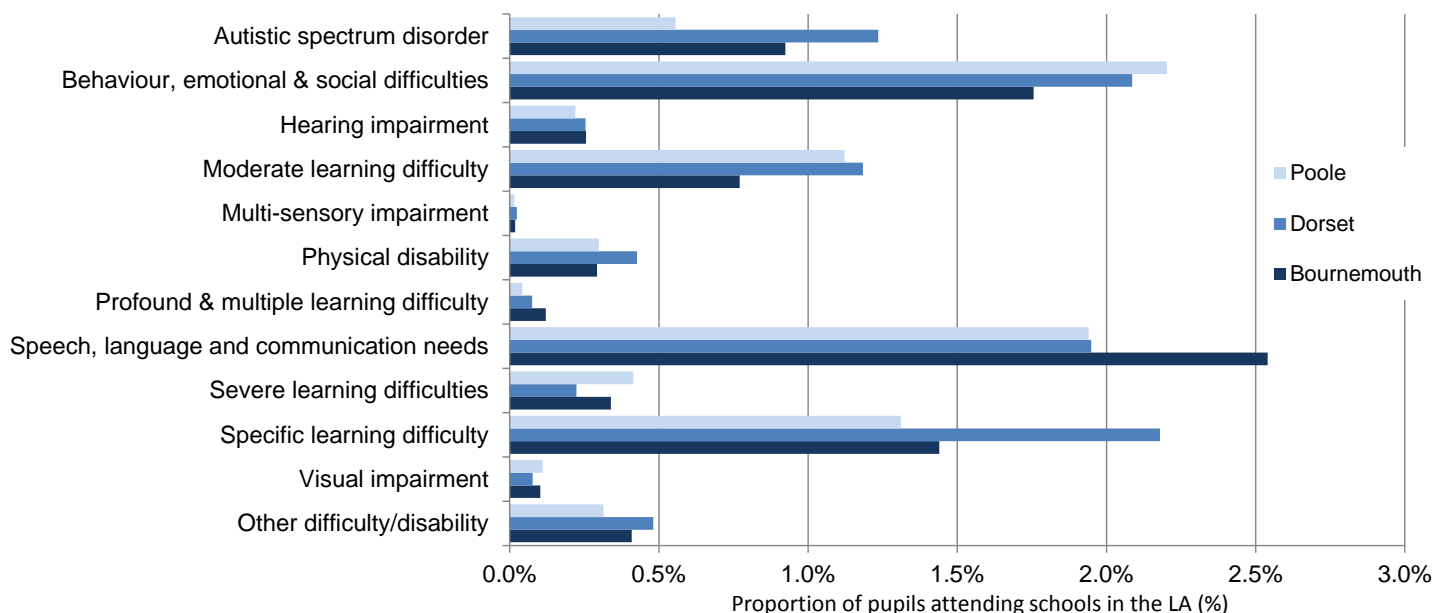
While overall the most common need types remain similar across all three authorities - Bournemouth, Dorset and Poole, there is some variation in the proportion of pupils by Primary Need, Figure 21.

Bournemouth has a higher proportion of pupils with speech, language and communication needs (2.5%) compared to Dorset and Poole both with 1.9%.

Dorset has a higher proportion of pupils with specific learning difficulties (2.2% compared to 1.4% Bournemouth and 1.3% Poole) and autism (1.2% compared to 0.9% Bournemouth and 0.6% Poole).

Poole has the higher proportion of pupils with behaviour, emotional and social difficulties (2.2% compared to 1.8% in Bournemouth and 2.1% in Dorset), and severe learning difficulties (0.4% compared to 0.3% Bournemouth and 0.2% Dorset).

Figure 21: Proportion of pupils attending schools in Bournemouth, Dorset and Poole, by Primary Need Type, January 2014



Source: School Census January 2014

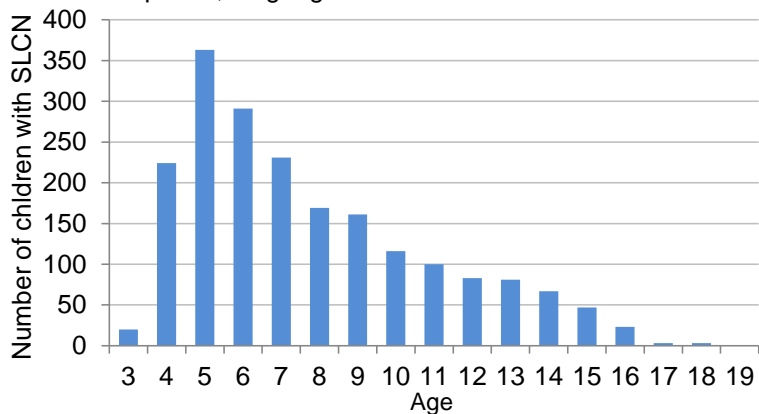
## 6.3 Variation in Primary Need by age

The age profile of children with SEN differs for some types of need. The following page presents age profiles for the main Need Types, for Bournemouth Dorset and Poole. These fall into 3 main patters:

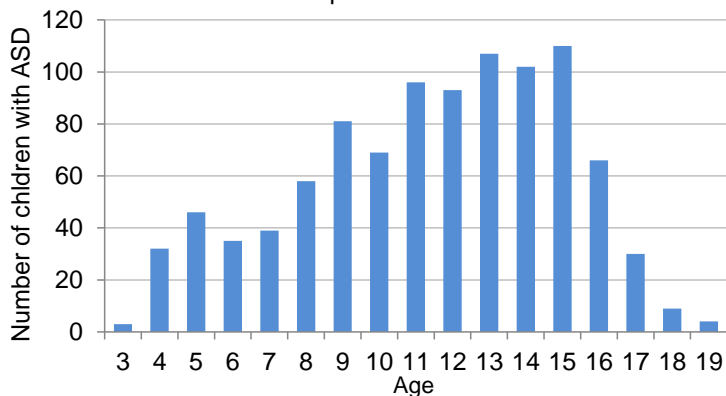
1. Younger age profile (majority Primary age <8)
  - Speech, language and communication needs
2. Older age profile (majority age 9-15)
  - Autistic Spectrum Disorder, Behaviour, Emotional and Social Difficulties, Specific Learning Difficulties and Moderate Learning Difficulties
3. More balanced age distribution
  - Physical Disability, Health Impairment, and Severe learning Difficulty

*Age Profiles of the main Primary Need Types for pupils with SEN attending schools in Bournemouth, Dorset and Poole, January 2014*

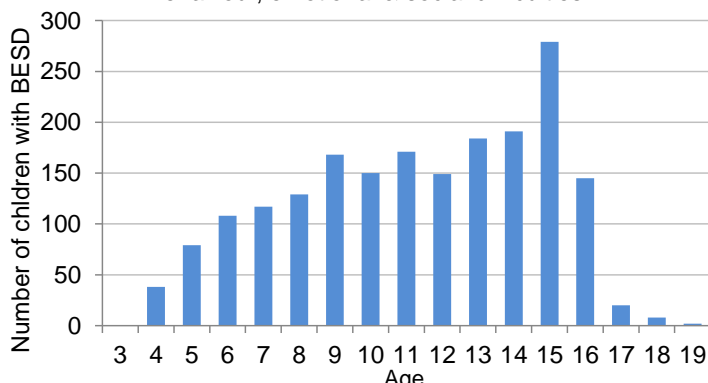
Speech, language and communication needs



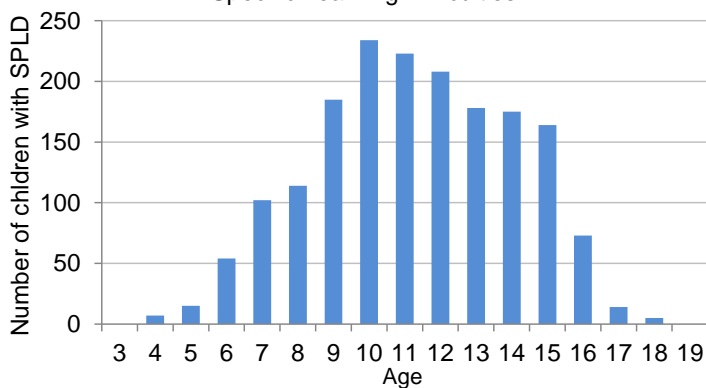
Autistic Spectrum Disorder



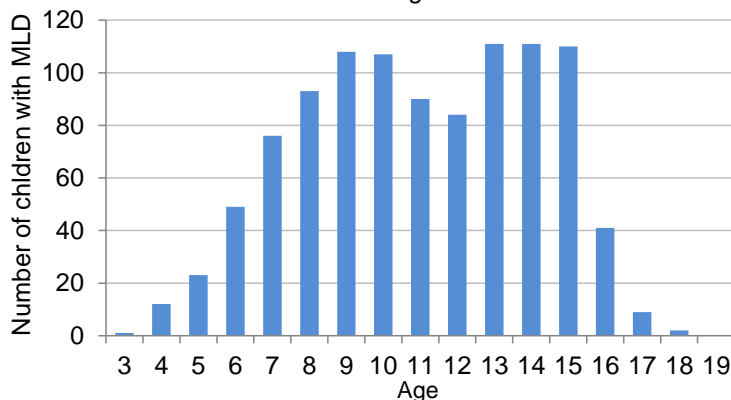
Behaviour, emotional & social difficulties



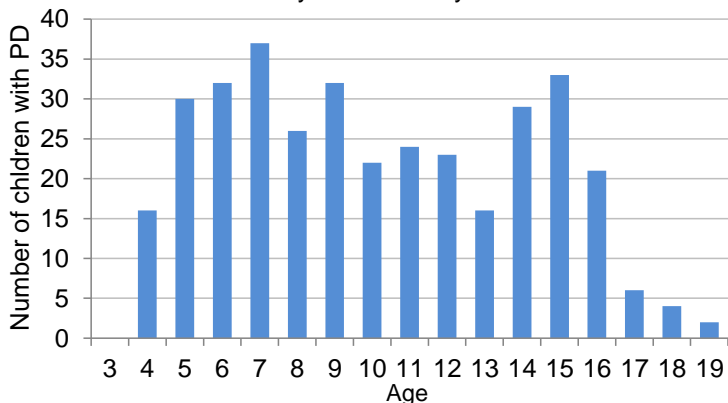
Specific Learning Difficulties



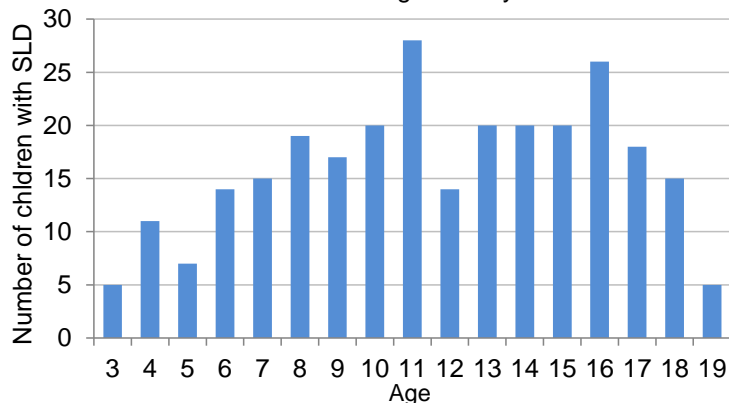
Moderate Learning Difficulties



Physical disability



Severe Learning Difficulty



# 7. Characteristics of children with SEND

## 7.1 Risk factors for SEN

Both national and local research indicates a number of factors may increase the likelihood of a child having SEN. These include gender, poverty, ethnicity, and young people in specific circumstances including children in local authority care, children in need, young offenders and children of service personnel.

Such information can aid in the early identification of children with SEN and the targeting of appropriate services. Local authorities have a duty to identify and provide for children with SEN, typically through school, early years settings or health services. The SEN Code of Practice emphasises the importance of early intervention.

SEN has also been shown to be a strong predictor of poorer outcomes for children and young people, in particular with education and employment, mental health and social issues.

The latest Poole Youth Survey for 2014, of children in Years 4 to 6, found a strong association between SEN and feeling uninformed, being bullied, feeling unsafe when out and about and, of ever having tried smoking<sup>29</sup>.

## 7.2 Age and gender

Boys are almost twice as likely to be identified with SEN as girls. The gender split for pupils with SEN attending schools across Bournemouth, Dorset and Poole is 65% male and 35% female. Over a quarter of boys attending schools in Bournemouth, Dorset and Poole aged between 8 and 14 receive support for SEN, compared to only 15% of girls, Figure 23<sup>30</sup>.

Autistic spectrum disorder has the most acute gender split, with 83% of pupils presenting with the condition being male. Speech, language and communication needs and behaviour, emotional and social difficulties also have a particularly high number of males, accounting for 71% and 70% of pupils with these conditions.

In some cases it has been suggested this gender difference may be due to girls' needs being less obvious since they are less likely to display poor behaviour compared with boys<sup>31</sup>. The age/ gender distribution of children and young people with a long term illness or disability according to the 2011 Census, Figure 22, shows a more even burden of long-term illness and disability between males and females particularly from age 15-24. This is not reflected in the school SEN data.

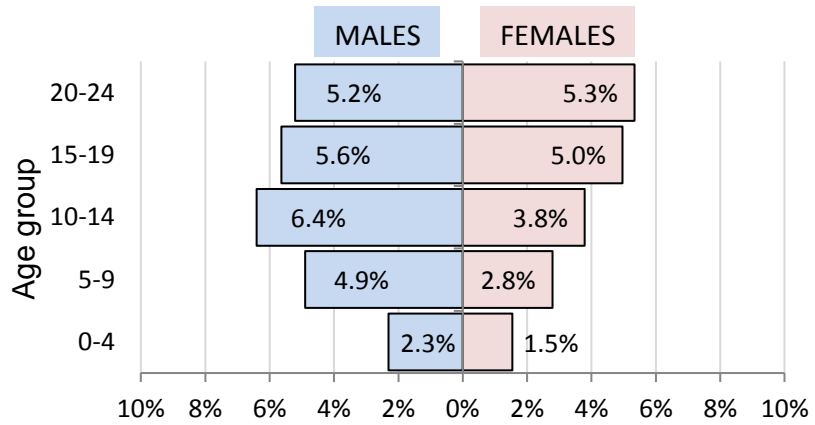
Older age groups are more likely to have SEN Statements. The proportions are highest for 11 to 15 year olds. For all SEN the proportions are highest for 9 to 13 year olds, Figure 23.

<sup>29</sup> Pool Young People's Survey 2014 – Years 4 to 6

<sup>30</sup> School Census Jan 2014

<sup>31</sup> Vardill and Calvert, Gender imbalance in referrals to an educational psychology service. *Education Psychology in Practice* 16, 213-223, 2000

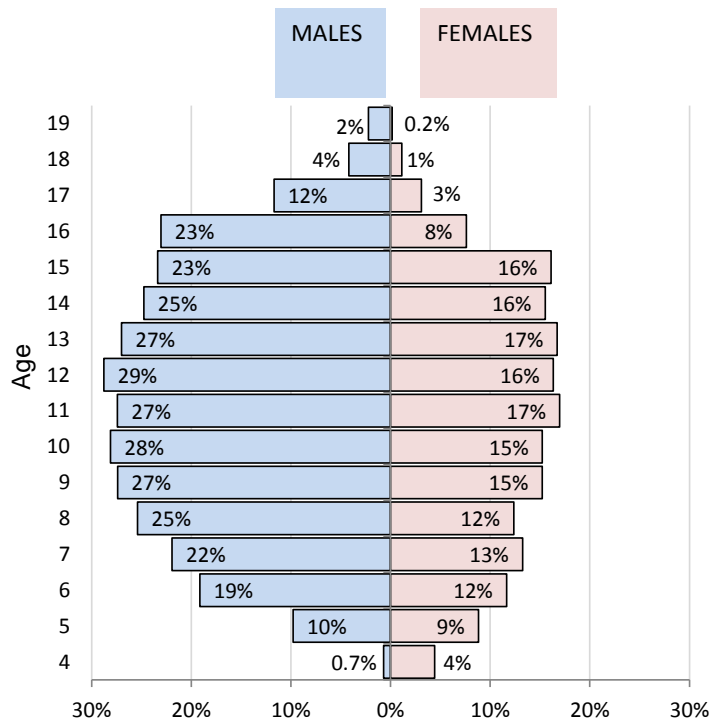
Figure 22: Age/ gender profile of children and young people with a limiting long term health problem or disability across Bournemouth, Dorset and Poole, January 2014



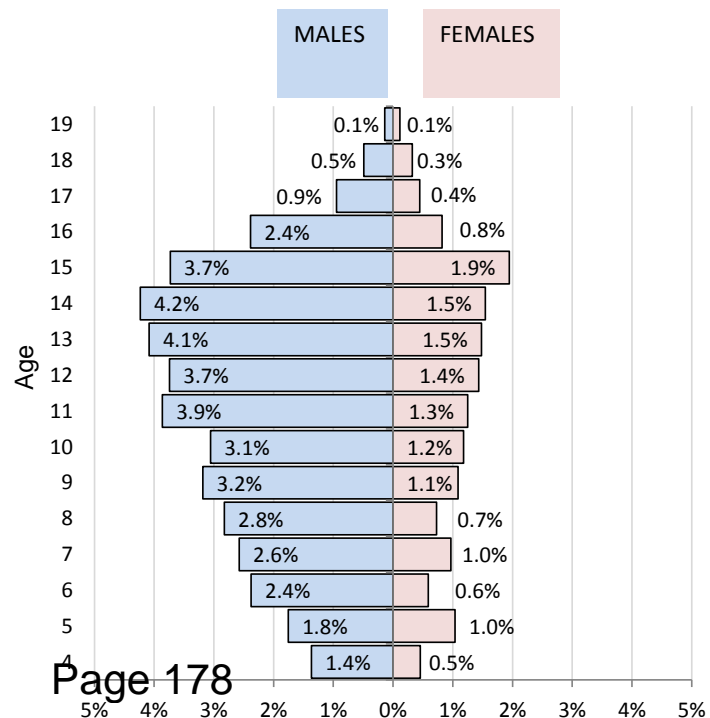
Source: 2011 Census

Figure 23: Age/ gender profile of pupils receiving support for SEN attending schools across Bournemouth, Dorset and Poole, January 2014

All pupils with SEN



Pupils with SEN Statement



Source: School Census Jan 2014

## 7.3 Poverty

Research suggests children with SEND in the UK experience higher levels of poverty and personal and social disadvantage<sup>32</sup>. Overall, 17% of pupils receiving support for SEN in schools across Bournemouth, Dorset and Poole, live in the most deprived national quartile of LSOAs<sup>33</sup>, compared to only 13% of the overall population of children, Table 24.

The impact of deprivation was shown to be strongest for children with SEN at School Action and School Action+ levels. The association between SEN and poverty is strongest in Weymouth & Portland and Poole.

Children with certain Primary Need Types appear to be more concentrated in areas of poverty than others, Table 24.

In particular, 21% of children with Speech, language and communication needs, and severe learning difficulties live in the most deprived national quartile of LSOAs. This is a higher proportion than the overall population of children (13%), and all children with SEN (17%). Children with Behaviour, emotional and social difficulties and Moderate learning difficulties, also have higher proportions living in the most deprived areas (18%).

*Table 24: Proportion of pupils attending schools in Bournemouth, Dorset and Poole, by Primary Need Type and national IDACI quartile, January 2014*

	Total Number	% distribution by IDACI Quartile			
		Most Deprived		Least Deprived	
		IDACI Quartile 1	IDACI Quartile 2	IDACI Quartile 3	IDACI Quartile 4
Autistic spectrum disorder	980	12%	33%	35%	17%
Behaviour, emotional & social difficulties	1,938	<b>18%</b>	33%	30%	15%
Hearing impairment	236	17%	28%	32%	19%
Moderate learning difficulty	1,027	<b>18%</b>	33%	31%	14%
Multi-sensory impairment	20	15%	40%	30%	15%
Other difficulty/disability	411	11%	30%	35%	18%
Physical disability	353	12%	32%	35%	18%
Profound & multiple learning difficulty	75	12%	23%	37%	21%
Speech, language and communication needs	1,982	<b>21%</b>	33%	30%	13%
Severe learning difficulties	274	<b>21%</b>	29%	28%	18%
Specific learning difficulty	1,751	17%	29%	35%	15%
Visual impairment	85	13%	26%	31%	24%
All SEN	18,792	17%	31%	31%	16%
Total Population aged 4-19	127,333	13%	30%	34%	23%

Source: School Census January 2014 and Index of Income Deprivation Affecting Children (IDACI)

<sup>32</sup> Blackburn et al, Prevalence of childhood disability and the characteristics and circumstances of disabled children in the UK: secondary analysis of the Family Resource Survey. BMC Pediatrics 2010, 10:21

<sup>33</sup> The most deprived LSOAs are Lower Super Output Areas with the highest proportions of children living in poverty as measured by the Income Deprivation Affecting Children (IDACI) Index, from the Indices of Multiple Deprivation (2010).

## 8. Service use / provision

The way local authorities, education and health services provide support and services for children with SEND are the subject of significant government reform. The Department of Health and Department for Education share an objective to achieve integrated support, across education, health and social care, for this group in order to improve outcomes and experience of care. This is set out as a key principle in the new SEN Code of Practice, and the legislation will come into effect in September 2014.

This section sets out available evidence on the current service use of children with SEN across education, social care and health for Bournemouth, Dorset and Poole, in order to inform the implementation of the changes.

### 8.1 Schools

#### Type of school provision for children with SEN

Children with SEN may be educated in special or mainstream schools. In recent years government policy has encouraged inclusion; currently 52% of Statemented pupils across Bournemouth, Dorset and Poole attend mainstream schools, compared to 53% nationally. 26% attend Primary schools, 25% Secondary schools and 1% all through schools.

There is some variation between the three authorities. Poole has the highest proportion of Statemented children attending special schools 54%, compared to 52% in Bournemouth and 44% in Dorset, Figure 25.

At School Action and School Action+ levels virtually no pupils are educated in Special schools. At School Action level the split is roughly 50/50 between mainstream Primary and Secondary. At School Action + level the split is around 60/40 with more children in the Primary than Secondary Sector.

#### OFSTED Grading of school provision for children with SEN

One principle underpinning the new 2014 SEN Code of Practice is “high quality provision to meet the needs of children and young people with SEN”.

65% of children with SEN in Bournemouth schools, 84% in Poole and 86% in Dorset attend schools with either an outstanding or good Ofsted grading. However, 22%, 13% and 14% respectively attend schools that have been graded as ‘Require improvement’ or ‘Inadequate’, Figure 26. Note no grading was available for schools attended by 13% of pupils in Bournemouth.

#### Children with SEN Statements who are home educated, educated out of area or in PFUs

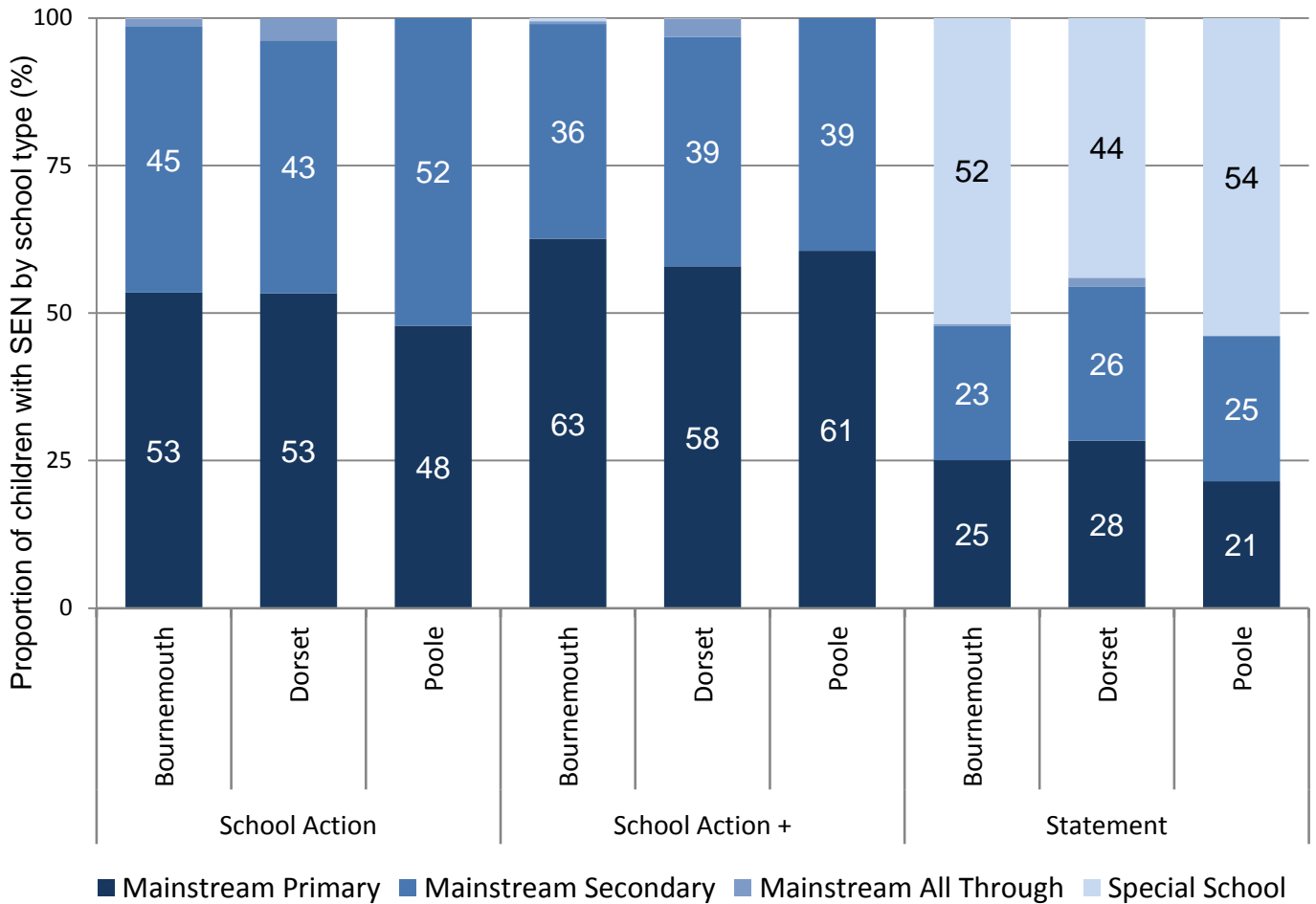
Within the new 2014 SEN Code of Practice particular groups of children and young people have been highlighted, whose specific circumstances require additional consideration by those who work with and support their SEN.

Children who are home educated, educated out of area or in Pupil Referral Units (PFUs) are three such groups. The table below sets out the number of these children with SEN living in Bournemouth, Dorset and Poole.

Note that Bournemouth does not have a Pupil Referral Unit (PRU). Instead it funds places at the Tregonwell Academy for the pupils that would have previously gone to a PRU.

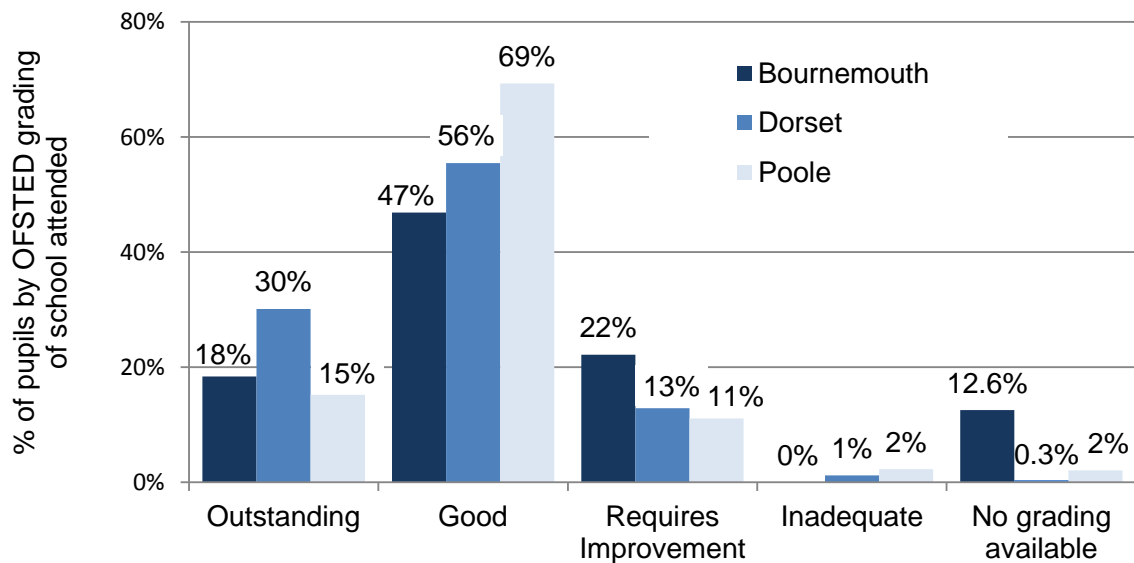


Figure 25: Proportion of pupils attending schools in Bournemouth, Dorset and Poole, by school type and SEN level, January 2014



Source: School Census January 2014

Figure 26: OFSTED grading of schools attended by pupils with SEN across Bournemouth, Dorset and Poole, January 2014



Source: School Census January 2014  
 (Note for a small number of schools no OFSTED grading was available)

*Table 27: Children with SEN living in Bournemouth, Dorset and Poole, who are home educated, educated out of area or in a Pupil Referral Unit*

	Bournemouth	Dorset	Poole	Total BDP
Educated in PRUs	0	114	52	166
Home educated	6	6	3	15
Educated out of area	149	156	97	402

Source: School Census 2014 & SEN Services databases, January 2014

## 8.2 Social Care

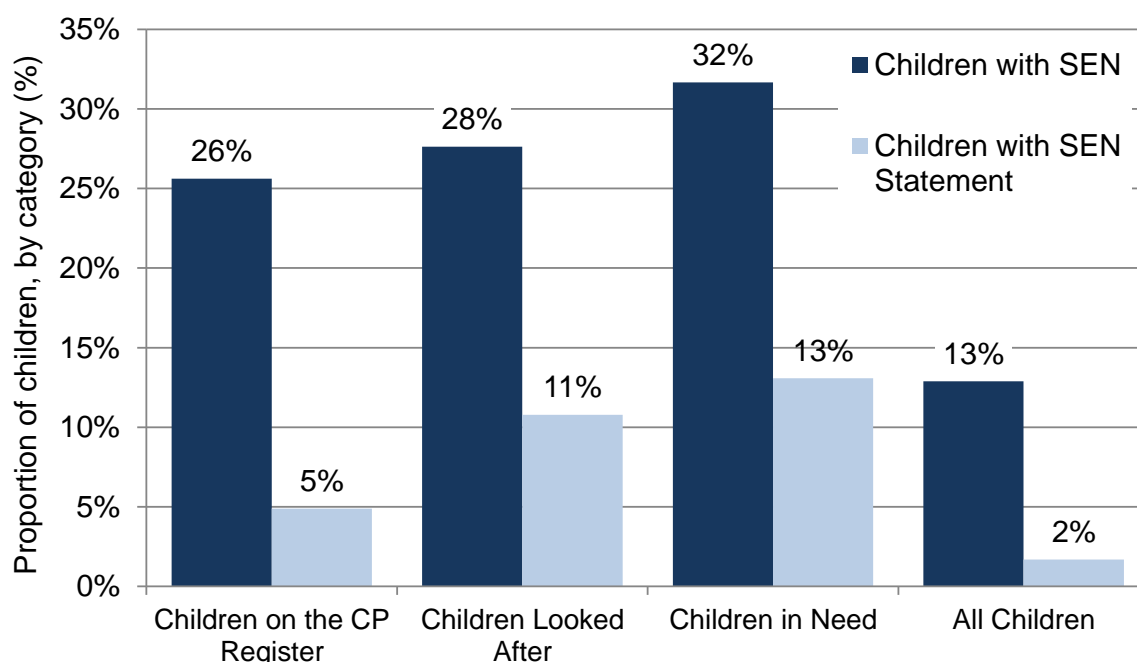
A high proportion of Children Looked After, children on the Child Protection Register and Children in Need (including disabled children) have SEN, and a significant number will have Education, Health and Care Plans once the new 2014 SEN Code of Practice is implemented. Currently, 609 Children in Need, 82 Children Looked After, and 28 Children on the CP Register have a SEN Statement across Bournemouth, Dorset and Poole.

Both national and local evidence suggests these groups are more at risk of having SEN than the population as a whole, Figure 28.

While 13% of children aged 0-19 living in Bournemouth, Dorset and Poole have SEN, almost a third of Children in Need (32%), over a quarter of Children Looked After (28%), and Children on the CP Register (26%) have SEN. And while 2% of all children have an SEN Statement, 5% of children on the CP Register, 11% of Children Looked After and 13% of Children in Need have an SEN Statement.

The 2014 SEN Code of Practice highlights these particular groups as requiring additional consideration due to their specific circumstances. The number of children affected in each authority is shown in Table 29.

*Figure 28: Proportion of children aged 0-19 with SEN or SEN Statement by specific circumstances, for Bournemouth, Dorset and Poole*



Source: Social Care Databases January 2014

*Table 29: Number of Children in Need, Children Looked After, and Children on CP Register with SEN and SEN Statement, Bournemouth, Dorset and Poole – January 2014*

	Bournemouth			Dorset			Poole			BDP		
	All children	Children with SEN	Children with SEN Statement	All children	Children with SEN	Children with SEN Statement	All children	Children with SEN	Children with SEN Statement	All children	Children with SEN	Children with SEN Statement
Children on the CP Register <sup>1</sup>	215	49	10	243	76	13	116	22	5	574	147	28
Children Looked After <sup>1</sup>	265	51	18	350	118	50	145	41	14	760	210	82
Children in Need <sup>1</sup>	1,406	345	122	2,181	833	346	1,068	296	141	4,655	1,474	609
All children aged 0-19 <sup>2</sup>	39,859	4,094	608	85,754	12,570	1,536	33,304	3,808	525	158,917	20,472	2,669

Sources: <sup>1</sup>SFR45/ 2013 LA Tables <https://www.gov.uk/government/publications/>

<sup>2</sup>HCSIS GP Registration data - Feb 2014, matched data from School Census January 2014, SEN Service's databases January 2014, Social Care databases January 2014

### 8.3 Health

Limited local health data was accessible for the purposes of this analysis, on children with SEND and on access to health provision for this group in particular.

#### Poole Hospital Trust Paediatric Outpatients

Data was obtained from Poole Hospital Trust on children attending Poole Hospital Paediatric Outpatient Department between August 2013 and June 2014, by primary diagnosis, Figure 22.

928 children aged 0 to 21 were shown as attending Poole Hospital Paediatric Outpatient Services with a diagnosis of a learning disability or a condition that might predispose them to having an Education, Health and Care Plan (see Appendix B for diagnosis list). The service primarily covers children living in Poole (347 children), Bournemouth (267 children), East Dorset (140 children), Christchurch (75 children), and Purbeck (72 children).

#### Dorset Health Care Foundation Trust (DHCFT) Mental Health Services

National research suggests children and young people with SEN are more at risk of mental health difficulties<sup>34</sup>. The new SEN Code of Practice acknowledges the importance of this relationship, with the removal of the behaviour, social and emotional category of SEN, replacing it with social, mental and emotional health.

Data was obtained on patients aged up to 25 with SEND, seen by any DHCFT mental health service from 1 April 2013 to 27 March 2014. This again covered diagnoses that could predispose a child or young person to potentially requiring an Education, Health and Care Plan (Appendix B).

511 individuals aged 0-24 accessed a service over the year, across Bournemouth, Dorset and Poole. A breakdown by diagnosis and Service is shown in Table 30.

<sup>34</sup> Rose, R., Howley, M., Fergusson, A. and Jament, J. (2009) Mental health and special educational needs: exploring a complex relationship. *British Journal Of Special Education*. 36(1), pp. 3-8. 1467-8578.

ADHD was the most common primary diagnosis, accounting for between 70-90% of patients attending all Services, bar the CAMHS Learning Disability Service. 131 patients with mild, moderate or severe learning disabilities accessed DHCFT services, of which the majority (122) attended a CAMHS Learning Disability Service.

*Table 30: Number of patients aged less than 25 with specific diagnosis attending DHCFT Services between 1 April 2013 and 27 March 2014*

Diagnosis	Adult Mental Health Services (AMH)	Child Adolescent Mental Health Services (CAMHS) T2	Child Adolescent Mental Health Services (CAMHS) T3	Child Adolescent Mental Health Services (CAMHS) Learning Disability	Child Adolescent Mental Health Services (CAMHS) Other
Mild Learning Disability	<5	0	<5	70	<5
Moderate Learning Disability	0	0	<5	28	0
Severe Learning Disability	0	0	0	24	0
Speech and Language Development Disorder	<5	<5	11	5	<5
ADHD	127	8	163	10	21
Autistic Spectrum Disorder	0	0	<5	0	<5
Other diagnosis (including conduct disorder, cerebral palsy, Down's syndrome)	<5	<5	14	<5	<5
<b>All diagnosis</b>	<b>136</b>	<b>10</b>	<b>196</b>	<b>139</b>	<b>30</b>

Source: DHCFT Mental Health System RIO (24.03.2014)

## 9. Key issues

This Needs Assessment was carried out to provide an understanding of the current and potential future levels of need of children and young people with SEN at both local authority and pan Dorset level, and to draw out some key issues to be presented to the Pan Dorset SEND Programme Board.

The table below summarises the seven key issues, identified through this Needs Assessment and a workshop to deliberate the key findings comprising a sub-group of the PAN Dorset SEND Programme Board.

Key issues	Evidence from Needs Assessment	Recommendations
<p><b>1. Ensure provision and services reflect local need</b></p> <p>Page 185</p>	<ul style="list-style-type: none"> <li>• Projected increase in the number of children with SEN to 2019 due to population increase.</li> <li>• Shift to a younger age distribution with an increase in children aged 5-14 in particular.</li> <li>• Change in the nature of SEN, with a growing number of children with Speech Language &amp; Communication Difficulties (SLCD), Autistic Spectrum Disorder (ASD) and Profound &amp; Multiple Learning Difficulties (PMLD).</li> <li>• Increase in the prevalence of life limiting conditions, especially for the 16+ age range.</li> <li>• Identified priority areas with highest need.</li> <li>• A disproportionate number of children with SEN live in the most deprived areas, especially for children with Speech Language &amp; Communication Difficulties (SLCD), Severe Learning Difficulties (SLD) and Behaviour Emotional &amp; Social Difficulties (BESD).</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure services change and develop in response to local needs and the changing make up of the population.</li> <li>• Ensure appropriate provision is available in priority areas with the highest need and areas with high levels of deprivation in particular.</li> <li>• Acknowledge that a disproportionate number of children with SLCD, SLD &amp; BESD in particular, live in the most deprived areas.</li> <li>• Monitor trends and review issues, and link this into the SEND outcomes framework being developed on a Pan Dorset basis.</li> </ul>

Key issues	Evidence from Needs Assessment	Recommendations
<p><b>2. Focus on the quality assessment of individual needs to ensure appropriate identification &amp; provision</b></p>	<ul style="list-style-type: none"> <li>• A fifth of pupils in schools across Bournemouth, Dorset &amp; Poole were classified as having SEN in January 2014. The same proportion as the Lamb Enquiry found to be 'underperforming against the current definition of performance and outcomes we apply'.</li> <li>• An estimated 4 to 7% of children aged 0-24 have a long term health problem or disability across Bournemouth, Dorset &amp; Poole. 3% claim Disability Living Allowance.</li> <li>• The correlation between the prevalence of SEN and disability is low.</li> <li>• Almost a quarter of Statemented children are classified as having Autism as their Primary Need, across Bournemouth, Dorset and Poole.</li> <li>• Anecdotal evidence suggests high levels of ASD diagnosis across Dorset.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure appropriate identification and provision through quality individual assessment.</li> <li>• Acknowledge there may be vulnerabilities impacting on learning outcomes that can be misunderstood as SEN.</li> <li>• Take a strategic view on any over-identification of SEN, and provide clarity across stakeholders (including parents) on what is SEN.</li> <li>• Clarify the local authorities' role in advising and enabling schools, to ensure appropriate identification, support and intervention is available for lower level SEN within the 'Additional SEN Support' category.</li> <li>• Provide clear outcome based triggers &amp; gateway to additional resources.</li> <li>• Recognise that SEN and limiting long term illness &amp; disability are not the same, but there is some overlap.</li> <li>• Question whether the level of Statemented children with Autistic Spectrum Disorder (ASD) is appropriate, and link with anecdotal evidence of disproportionate levels of ASD diagnosis across Dorset.</li> </ul>
<p><b>3. Maintain a consistent approach to identification &amp; provision for SEN across Bournemouth, Dorset and Poole</b></p>	<ul style="list-style-type: none"> <li>• Polarised pattern of children with SEN by area across Bournemouth, Dorset &amp; Poole, and a variation in the proportion of pupils with SEN across mainstream schools.</li> </ul>	<ul style="list-style-type: none"> <li>• Ensure elements of individual local authority systems &amp; funding arrangements do not lead to variations in identification, provision and outcomes for children with SEN across Bournemouth, Dorset and Poole.</li> <li>• Provide transparent information on funding for SEN.</li> </ul>

Key issues	Evidence from Needs Assessment	Actions & recommendations
<p><b>3. Maintain a consistent approach to identification &amp; provision for SEN across Bournemouth, Dorset and Poole (continued)</b></p>	<ul style="list-style-type: none"> <li>• Polarisation is not simply a reflection of differences in level of need, but may be due to a combination of factors including: individual authority policy &amp; practice; differences in approach to classification; variation in local provision; and population characteristics.</li> <li>• National research has shown there to be a parental perception of inconsistency.</li> </ul>	<ul style="list-style-type: none"> <li>• Explore local variations in levels of SEN and carry out focused work in individual schools that are outliers.</li> </ul>
<p><b>Strengthen early recognition of needs and intervention</b></p>	<ul style="list-style-type: none"> <li>• Older age groups are most likely to be classified as SEN. The prevalence of Statements peaks between ages 11-15.</li> <li>• The largest increase in the proportion of children with a Statement is between age 10 and 11.</li> <li>• 0.3% of children aged &lt;5 has a Statement across Bournemouth, Dorset and Poole.</li> <li>• 132 children aged &lt;5 has an SEN Statement compared to 460 who claim Disability Living Allowance.</li> <li>• Risk factors for SEN include gender, ethnicity and specific vulnerable groups: children in local authority care; children on the CP register; children in need; young offenders; and children of armed forces personnel.</li> </ul>	<ul style="list-style-type: none"> <li>• Identify and evaluate at what age requests for assessments are being made.</li> <li>• Ensure pathways for access to early diagnosis are clear and understood, in particular the notification model from health.</li> <li>• Make sure the new Medical Officer Role contributes to improved identification in the early years.</li> <li>• Highlight the issue around transfer to Secondary school, and the increase in Statements at Secondary level.</li> <li>• Ensure early recognition and appropriate intervention for children from at risk groups, through a timely and integrated assessment process.</li> <li>• Strengthen early recognition and intervention for children within the 'Additional SEN Support' category, particularly with BESC &amp; SLCD living in deprived areas.</li> </ul>

Key issues	Evidence from Needs Assessment	Actions & recommendations
<b>5. Strengthen inclusion in mainstream settings</b>	<ul style="list-style-type: none"> <li>• There is variation in special school placement across LAs.</li> <li>• Poole has experienced a rise in its special schools placements between 2007 to 2013.</li> <li>• Bournemouth and Dorset show a decrease in the special school population from 2011-13.</li> </ul>	<ul style="list-style-type: none"> <li>• Understand the reasons for rising special school placements in Poole.</li> <li>• Maintain and strengthen inclusion in mainstream settings.</li> </ul>
<b>6. Focus on improving outcomes</b>	<ul style="list-style-type: none"> <li>• SEN is a strong predictor of poorer outcomes</li> <li>• Poole Youth Survey 2014 showed a strong association between SEN and feeling uniformed; being bullied; feeling safe when out and about; and having tried smoking.</li> <li>• A high number of children and young people with SEND accessed DHCFT mental health services.</li> <li>• Specific vulnerable groups were shown to be more at risk of having SEN.</li> </ul>	<ul style="list-style-type: none"> <li>• Look at the number of Statements discontinued and reasons for ending Statements. Ensure we are doing reviews and evaluating interventions.</li> <li>• Link to Young Researchers Project to provide a qualitative element to understanding issues and how they can best be addressed.</li> <li>• Acknowledge the close relationship between SEN and mental health issues.</li> </ul>
<b>7. Address information gaps</b>	<ul style="list-style-type: none"> <li>• Information gaps highlighted in this analysis: <ul style="list-style-type: none"> <li>- Cross border movement of children with SEN being educated out of area;</li> <li>- Children accessing individual health services e.g. speech &amp; language therapy;</li> <li>- Data on diagnosis type across Dorset from health, in particular evidence on variations in diagnosis specific to ASD;</li> <li>- Cross reference data with Youth Offending Team for Bournemouth &amp; Poole;</li> <li>- Impact of children with EAL on SEN support.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Address information gaps highlighted in this analysis.</li> <li>• Develop a data agenda &amp; link this with the Pan Dorset outcomes framework being developed.</li> </ul>



Appendix A: Summary data on children with SEND across Bournemouth, Dorset and Poole

Source	Data description	Poole	Bournemouth	Dorset	TOTAL BDP	Christchurch	East Dorset	North Dorset	Purbeck	West Dorset	Weymouth & Portland
ONS Mid Year Estimates 2012	Children and young people aged 0-24	40,700	55,379	105,659	201,738	11,538	20,960	19,421	11,566	24,484	17,686
GP Registration data Feb 2014	Children and young people aged 0-24	42,064	56,839	105,522	204,425	11,842	20,783	18,917	11,110	25,140	17,730
2011 Census	Children and young people aged 0-24 with long term health problem or disability where day to day activities are limited a lot or a little	1,669	2,210	4,590	8,469	488	893	765	470	989	985
	% Children and young people aged 0-24 with long term health problem or disability where day to day activities are limited a lot or a little	4.1%	4.0%	4.3%	4.2%	4.2%	4.3%	4.0%	4.1%	4.0%	5.5%
	Children and young people aged 0-24 with long term health problem or disability where day to day activities are limited a lot	629	753	1717	3099	207	336	247	193	369	365
	Children and young people aged 0-24 with long term health problem or disability where day to day activities are limited a little	1040	1457	2873	5370	281	557	518	277	620	620
Family Resource Survey 2011/12	Estimated children and young people aged 0-24 with a long-standing illness, disability or impairment which causes substantial difficulty with day-to-day activities based on FRS 2011/12 prevalence rate (6.7%) and ONS 2012 Mid Year Estimates	2,727	3,710	7,079	13,516	773	1,404	1,301	775	1,640	1,185
	Estimated children and young people aged 0-24 with a long-standing illness, disability or impairment which causes substantial difficulty with day-to-day activities based on FRS 2011/12 prevalence rate (6.7%) and Feb 2014 GP Registration data	2,818	3,808	7,070	13,696	793	1,392	1,267	744	1,684	1,188
DWP August 2013	Children and young people aged 0-24 claiming Disability Living Allowance	1,210	1,430	3,590	6,230	370	590	620	360	850	800
	% Children and young people aged 0-24 claiming Disability Living Allowance	2.9%	2.5%	3.4%	3.0%	3.1%	2.8%	3.3%	3.2%	3.4%	4.5%
SEN2 Return Jan 2014	Children aged 0-19 with SEN Statement (Children living in the Borough)	486	679	1,426	2,591						
	% Children aged 0-19 with SEN Statement (Children living in the Borough)	1.5%	1.7%	1.7%	1.6%						
School Census Jan 2014	Children aged 0-19 with SEN Statement (Children attending school in the Borough)	525	608	1,536	2,669						
	Children aged 0-19 with School Action + (Children attending school in the Borough)	1,216	1,332	4,292	6,840						
	Children aged 0-19 with School Action (Children attending school in the Borough)	1,975	1,989	5,670	9,634						
	Total children aged 0-19 with SEN (Children attending school in the Borough)	3,808	4,094	12,570	20,472						
	% of pupils attending schools	19%	17%	21%	20%						
Fraser et al, Paediatrics 2011-2846	Children aged 0-19 with life-limiting conditions based on prevalence of 32.2 per 10,000 and Feb 2014 GP Registration data	107	132	265	504	30	51	49	28	63	45

Appendix B: Diagnosis list with ICD 10 codes

ICD10 Code	Diagnosis
F91	Disorder of Conduct
F84.0	Pervasive Developmental Disorder (Autism Spectrum Disorder)
F90	Hyperkinetic Disorder (ADHD)
F90.9	ADHD without hyperactivity
F70	Mild learning disability (Mild mental retardation)
F71	Moderate learning disability (Moderate mental retardation)
F72	Severe learning disability (Severe mental retardation)
F80.9	Disorder of speech and language development
F81	Specific developmental disorder of scholastic skills
E88.9	Metabolic disorders
Q99.9	Chromosomal abnormality
Q90.9	Downs syndrome
Z93.1	Gastrostomy status
G80	Cerebral palsy
H54.2	Moderate visual impairment, binocular (low vision both eyes)
H90.3	Sensorineural hearing loss, bilateral

# Dorset Special Educational Needs and Disabilities (SEND) Strategy 2018 to 2021

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## Executive Summary

This document describes how Dorset County Council and Dorset Clinical Commissioning Group (CCG), in partnership with schools, colleges and other educational settings, health providers, voluntary and community sector organisations, social care providers, children, young people and parents and carers will work together to meet the needs of children, young people with SEND and their families from birth through to adulthood.

It describes:

- our vision
- the commitments that all agencies and organisations make to delivering this vision
- the drivers for change
- our priorities and the things we will do to make a difference
- how we will monitor progress

### Our vision

Children and young people in Dorset with SEND are happy and enjoy their education and social life. They and their families trust and have confidence in the support they receive.

- We work together to give children and young people with SEND in Dorset the best chance to succeed; enjoy family life and go to school as close to home as possible.

- Together we support children and young people with SEND to maximise their potential at home, in the early years, at school and at college and to prepare well for adulthood.

- Our young adults with SEND have opportunities to work, live independently, participate fully in their community and live full, healthy lives.

## Our commitments

### We will:

- make it easier to get support
- put children, young people and families at the heart of what we do
- focus on making sure a positive difference
- work together as a single system
- work with children, young people, parents and carers
- provide inclusive education for children with SEND in mainstream early years settings, schools and colleges
- deliver a seamless pathway to adulthood and independence

### Why do we need to change?

- Children and young people with SEND in Dorset don't achieve the same outcomes as other children across the county
- We all recognise the need to work better together to ensure that children and young people with SEND receive the support they need to reach their full potential
- We need to make sure that we fully implement national reforms and use our resources effectively to meet these needs as there are growing financial pressures on all organisations
- We are not doing well in meeting the required timescales for Education, Health and Care Plans
- There are more children and young people from Dorset living and attending school outside the county than we would like
- We need to be better at working with children, young people and parents and carers
- We need to make the cultural shift from providing support and services too late to early help and support
- We have some areas of promising practice that we can build upon and we need to share this across the county to improve the experiences and outcomes of children and young people with SEND from birth through to adulthood

### Working together for joint outcomes

- services across education, health and social care are jointly planned
- services and professionals work together
- parents and carers trust and have confidence in the services and support they receive
- better early identification of need and early help
- a greater focus on preparing for adulthood
- improved educational attainment
- professionals are confident and effective

### Timely joint assessment, planning and review

- information, advice and support is easy to access
- specialist assessments are timely
- assessments, plans and reviews are completed within statutory timescales
- plans are focused on making a difference
- professionals are confident and effective

### Working with children, young people, parents and carers

- professionals listen to and respect the views of children, young people and parents/carers
- children, young people, parents and carers:
  - are involved in service design and development
  - have good experiences of services and support
- information is available in accessible formats

### Monitoring and quality assurance

- a culture of accountability is created
- data and information are used well
- monitoring and quality assurance is improved
- sufficient provision is available locally to meet the needs of all children and young people
- services and support are value for money

### Management of SEN funding

- benchmarking is used to inform spending decisions
- financial tracking systems are improved
- funding models meet the needs of children and young people
- costs are reduced



## 1. Introduction

This document sets out our strategy for improving outcomes and life chances for children and young people with special educational needs and disabilities (SEND) in Dorset. The strategy will be led by Dorset County Council and Dorset Clinical Commissioning Group working in partnership with schools, colleges and other educational settings, health providers, voluntary and community sector organisations, social care providers, children, young people and parents and carers.

### Who are children and young people with SEND?

SEN	children or young people that require special educational provision because they:	have a significantly greater difficulty in learning than the majority of others of the same age; or
		have a disability which prevents or hinders them from making use of educational facilities of a kind generally provided for others of the same age in mainstream school or mainstream post-16 institutions
		if under compulsory school age they fall within the definitions above or would do so if special educational provision was not provided (Source: Children and Families Act, 2014)

Disability	children and young people are considered to have a disability if:	he or she is blind, deaf or dumb or suffers from a mental disorder of any kind or is substantially and permanently handicapped by illness, injury or congenital deformity or such other disability as may be prescribed (Source: Section 17 (11) Children Act 1989)
		he or she has a physical or mental impairment which has a substantial and long-term adverse effect on their ability to carry out normal day to day activities (Source: Equality Act, 2010)

## 2. Our vision

Children and young people in Dorset with SEND are happy and enjoy their education and social life. They and their families trust and have confidence in the support they receive.

We work together to give children and young people with SEND in Dorset the best chance to succeed; enjoy family life and go to school as close to home as possible.

Together we support children and young people with SEND to maximise their potential at home, in the early years, at school and at college and to prepare well for adulthood.

Our young adults with SEND have opportunities to work, live independently, participate fully in their community and live full, healthy lives.

## 3. Our commitments

Our work will be shaped by a number of key commitments to make sure everything we do is in keeping with our vision, the SEND reforms and the Care Act. These commitments will be shared by all involved in our work and will drive our improvement programme:

We will:

- make it easier for children, young people and their parents and carers to get the support that meets their needs at the right time
- put children, young people and families at the heart of what we do and celebrate their individuality
- focus on making sure a positive difference for children, young people and their parents and carers



- work together as a single system, no matter what organisation we work for
- work with children, young people, parents and carers, rather than do things to or for them
- provide inclusive education for children with SEND in mainstream early years settings, schools and colleges underpinned by high quality teaching that meets their individual needs
- deliver a seamless pathway to adulthood and independence, beginning preparation for this early in life

This strategy has been developed using a range of sources of data, information, consultation and feedback from parents and carers and a range of professionals from education, health and social care. We will continue to involve and engage with a range of stakeholders in the delivery of the strategy.

## Page 12 of 12 4. The strategic context

### The national context

There have been significant changes to legislation and policy in recent years affecting how organisations should work together to support children and young people with SEND and their families from birth through to adulthood, recognising that successful preparation for adulthood starts in the early years.

4.1 **The Children and Families Act** (2014) offers simpler, more consistent help for children and young people with SEND and extending rights and protections by introducing integrated Education, Health and Care Plans (EHCPs) and extending provision to 25 years. These reforms require a cultural change in the way organisations work with each other and listen to and involve children, young people and families. The reforms also require:

- Improvements in the quality and range of information available for children, young people and their parents and carers enabling them to make informed choices.
- The county council to develop and publish a Local Offer and work closely with the NHS and education settings to use resources through joint commissioning to improve the range of support in our area.
- A more flexible model of joint commissioning to promote access to personal budgets, focuses on specific groups of children within the county and ensure children and young people's needs are met.
- Better commissioning of new provision to ensure needs are met in local educational settings and by local community services.
- Positive transitions at all key stages within the 0-25 age range, especially a more successful transition to adult life.

The Act also sets out the expectation that children and young people with special educational needs (SEN) should be included in the activities of mainstream schools, together with children who do not have SEN needs, so far as is reasonably practicable and is compatible with:

- the child receiving special educational provision called for by his/her SEN
- the provision of efficient education for the children with whom he or she will be educated, and:
- the efficient use of resources.

4.2 In 2013 the government made **changes to school funding** so that each school receives an additional amount of money for special educational provision to meet the needs of children with SEN. This has meant that there is increased delegation of funding to educational settings.

4.3 Schools have statutory duties under the **Equality Act** (2010) to ensure that they do not discriminate against children and young people with SEND. This includes admission arrangements; the way schools provide education and exclusion practices. This means that

the best early years settings, schools, colleges and post 16 providers will do what is necessary to enable children and young people to develop, learn, participate and achieve the best possible outcomes through reasonable adjustments; access arrangements and special educational provision.

4.4 The **Care Act** (2014) was introduced to improve choice and control over care and support for adults over the age of 18. This legislation also focuses on outcomes, personalisation and the integration of services. This means that the county council must ensure that there is cooperation between children's and adult's services and promote the integration of care and support with health services to ensure that young adults are not left without support as they transition between children's and adult's social care.

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4.5 There is a national focus on **Transforming Care** (2015) for people with learning disabilities and/or autism who have a mental illness or whose behaviour challenges services through empowering people and families, ensuring care is in the right place, improving regulation and inspection and workforce development.

4.6 An independent Mental Health Taskforce published a **Five Year Forward View for mental health** (2016) that made recommendations for improving mental health services that have been accepted by the NHS. There are several strands of work including one that focuses on improving children's and young people's mental health through the delivery of a local transformation plan.

### **The local context**

There a range of strategies and plans locally that will help support this strategy for children and young people with SEND.

4.7 The **Health and Wellbeing Board** is a partnership between local agencies that seeks to improve health and wellbeing and reduce health inequalities for residents of Dorset. The Board also plays an important role in the implementation of Dorset's **Sustainability and Transformation Plan** (2016), which seeks to ensure the affordability of health and social care. There is a strong focus on prevention and a programme of work focuses on children called **Starting Well**.

4.8 **The Children and Young People's Plan** sets out the vision for how partner organisations will work together to support children, young people and families locally that will be delivered by the Strategic Alliance for Children and Young People, a sub-group of the Health and Wellbeing Board that includes partners from children's services, including education, health, social care, and the voluntary and community sector.

4.9 The county council's children's services is facing two major challenges – increasing demand and a reducing budget. The county council is leading a programme of whole system transformation, **Forward Together for Children** that changes the way children are supported from cradle through to career by working with our partners and local communities to ensure that we support children, young people and families early and avoid the need for late interventions.

4.10 Dorset Clinical Commissioning Group (CCG) is implementing a programme of changes to local healthcare to help ensure high quality and sustainable services are available for future generations. Through this programme it is working to transform **Integrated Community Children's Health Services** to provide care closer to home and ensure that services work together to better meet the needs of children, including those with complex health needs.

4.11 The **Dorset Transforming Care Partnership** comprises of Dorset CCG, the county council, Borough of Poole, Bournemouth Borough

Council and NHS England to develop a plan to avoid secure hospital admissions unless absolutely necessary and to bring people placed out of the area back to the county by commissioning community services.

4.12 The **Dorset Children and Young People's Emotional Wellbeing and Mental Health Strategy** (2016-2020) sets out the way that Dorset CCG, Public Health Dorset and three local council's (Dorset, Bournemouth and Poole) are working together with services in the area to help children and young people across the whole of Dorset to be happy, resilient and less likely to suffer mental ill health. Our **Local Transformation Plan** (2016) sets out how the area will transform mental health services to deliver the NHS Five Year Forward View.

## 5. Working together

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5.1 We will make sure the right people are involved in the delivery of this strategy. This will include councillors; senior leaders; partners; schools, colleges and other educational settings; professionals; parents and carers; and young people. Improvement work will be overseen by a joint SEND Improvement Delivery Group. This group will be accountable to the Dorset **Strategic Alliance for Children and Young People**, which is leading integration and partnership work between the county council, public health and NHS bodies.

5.2 Individual organisations will take responsibility for monitoring progress through appropriate governance arrangements.

5.3 The **Dorset Schools Forum** plays an important role in supporting the delivery of this strategy through the decisions it makes regarding the Dedicated Schools Grant and consultative role it plays with regards to arrangements for SEN, early years provision and alternative education provision.

5.4 The **Dorset Health Forum** plays an important role in leading improvements across the health system and the Dorset **SEN 14+ Forum** will support the delivery of excellent education provision and transitions that prepare young people well for adulthood.

## 6. Dorset context

### About Dorset

6.1 Dorset has a population of almost 420,000. Almost 60% of our residents live in urban areas, with 40% living in rural areas. Dorset is one of the healthiest places to live in the UK and outcomes are generally good. We have a large population of older people and correspondingly one of the lowest proportions of children in the country, with approximately 104,200 children and young people aged 0 to 24 years.

6.2 Our population is growing and is expected to continue to grow over the next 10 years primarily due to inward migration. The numbers of children aged 0-4 is likely to continue to grow. Dorset ranks amongst the least deprived areas of England but this masks significant pockets of deprivation, largely located in our urban areas and over 14% of children in Dorset are considered to be living in poverty.

6.3 Children and young people from minority ethnic groups account for 6.5% of school children.

### Children and young people with SEND

6.4 There is variation in the definitions of children with SEND so this strategy draws on several sources to estimate a range for the number of children and young people with SEND in Dorset.

- 3,680 children and young people claiming Disability Living Allowance (3.8% of the population)
- 1,793 children and young people aged 0-19 with a statement of SEN or an EHCP (1.7% of the population)

6.5 Boys are almost twice as likely to be identified with SEN as girls. The gender split in Dorset is 74% male and 26% female. However, census data shows a more even burden of long term illness and disability between males and females, particularly those aged 15 to 24 years.

### School Age children and young people

6.6 Pupils with SEN are categorised into 2 groups: those with a statement of SEN and/or EHCP and those receiving SEN support in schools without a statement. Around 16% of pupils in Dorset have SEN, most which are supported at school level without a statement or plan.

Table 1: Pupils with SEN (2017)

	Number	% of all pupils
Pupils with statements or EHC plans	1,568	2.6%
Pupils with SEN support	8,319	13.7%
<b>All pupils with SEN</b>	<b>9,887</b>	<b>16.2%</b>

### Post 16 learners at FE College or Special post 16 institutions

6.7 In January 2017, there were 255 16 to 24-year-old Dorset residents with an Education Health Care plan and 49 who had a Section 139a Learning Disability Assessment learning at FE Colleges or Special post 16 institutions.

### Nature of SEND

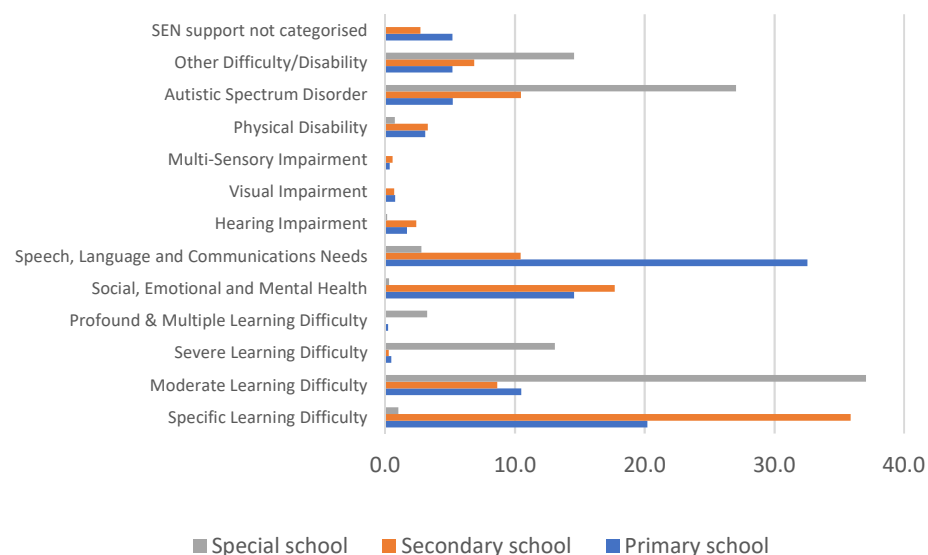
6.8 Available data on the nature of SEN and disability are limited so gaining an accurate understanding of the prevalence of specific disabilities or needs is a challenge. The school census collects data by primary need type but determining a primary condition is not straightforward, particularly if children have complex needs or if learning needs are prioritised over a diagnosed condition.

Table 2: Nature of SEN - % of pupils with SEN

Type of Need	
Autistic Spectrum Disorder (ASD)	28%
Behaviour, Emotional and Social Difficulty	12%
Learning Difficulties - Moderate	18%
Learning Difficulties - Multiple and Profound	2%
Learning Difficulties - Severe	8%
Learning Difficulties - Specific (Dyslexia)	3%
Physical Difficulties	12%
Sensory Impairment	3%
Speech, Language or Communication Difficulty	12%
Unknown\Other	3%

6.9 Although ASD is the largest category of need across the population there are variations in categories of need across school phases.

Figure 1: Proportion of pupils with SEN by Primary Type of Need and type of school (2017)



6.10 The largest category of primary need in primary schools is speech, language and communication; in secondary schools, it is specific learning difficulty and in special schools it is moderate learning difficulty.

### Predicting future demand

6.11 Due to the changing definitions and policy relating to SEND it is not easy to accurately predict future demand for services or support as trend information is not reliable. We do know that there are rising numbers of disabled children with complex needs and/or life limiting conditions who (with their families) are likely to need support from health, education and social care.

6.12 One way of predicting future demand is to apply current data to population projections; however, care should be taken when interpreting this data as there are many issues that could impact on this data.

6.13 The table below provides some crude modelling of future numbers of children and young people with SEND from now until 2030 based on projected population change. The model suggests that there will be an additional 599 children with SEND in 2030.

6.14 Further work is required to develop and test a more reliable model of forecasting

Table 3: Predicting SEND using population projections

		2020	2025	2030
<b>Projected population change (ONS)</b>		+1.9%	+4.9%	+1.0%
<b>SEND</b>	Number (2017)	Forecast number based on projected population change only		
<b>EHCPs</b>	1568	1598	1676	1693
<b>SEN Support</b>	8319	8477	8892	8981
<b>Total</b>	9887	10075	10569	10674

### Outcomes for children and young people with SEND

6.15 Research suggests that children and young people with SEND experience higher levels of poverty and personal and social disadvantage than their peers (Blackburn, 2010). Analysis in Dorset in 2014 (Borough of Poole, 2014) shows that the impact of deprivation is greater for those receiving SEN support and that certain types of primary need types tend to be concentrated in areas of deprivation than others: speech, language and communication needs; severe learning difficulties and social, emotional and mental health needs.

6.16 Children and young people with a statement of SEN or EHC tend to do less well academically than their peers across all phases of education. In Dorset, there are particular challenges in attainment at Key Stage 2, where just 4% of children with a statement or plan attained the expected standard in reading, writing and maths in 2016 compared to 7% nationally.

6.17 Attainment of children with SEN at Key Stage 4 also shows a gap in performance between those with SEN than those without, however compares more favourably nationally.

Table 4: Average Attainment 8 scores at Key Stage 4

	Dorset	Statistical Neighbours	England
<b>All pupils</b>	50.1	50.4	48.5
<b>Pupils with SEN support</b>	37	34.9	36.2
<b>Pupils with statement or EHCP</b>	17.8	17.2	17
<b>Pupils without SEN</b>	53.4	53.5	53.3

6.18 Research by the Department for Education (2011) states that disabled young people are less satisfied with their lives than their peers and that families with disabled children report high levels of unmet needs, isolation and stress.



6.19 Children with SEN are more likely than their peers to miss school, often due to illness or for medical appointments. Boys are less likely to be persistent absentees than girls (DfE, 2016).

6.20 Children and young people with SEN are more likely to be excluded from school than their peers. Boys are more likely than girls to be excluded and those with behaviour, emotional or social difficulties have the highest rates of exclusion (DfE, 2016).

### Educational Provision for Children and Young People with SEND

6.21 Children and young people with SEND from Dorset are educated in a range of provision including early years settings; mainstream schools; post 16 provision (such as a college); special schools; learning centres (also known as pupil referral units); special resource bases in mainstream schools (providing targeted support for particular needs); and independent schools both within the county and outside the county.

Table 5: Educational Provision for Children and Young People with a statement or EHC (2016)

	Dorset	South West	England
Maintained mainstream schools	20.4	18.7	21.8
Resource based provision	3.4	3.1	3.8
Maintained special schools	29.5	26.4	28.3
Non-maintained and independent special schools	8.0	5.5	6.3
Other settings (early years, academies, hospitals, not in school, awaiting provision)	26.6	33.0	28.6

6.22 There is a greater proportion of children and young people from Dorset educated in non-maintained and independent special school provision in Dorset than regionally or nationally.

6.23 Most 16-18 year olds with SEN attend school sixth form or FE College. A small number are Apprentices, traineeships or Supported

Internships. Further work is required to support more employment based progression routes.

6.24 There is a greater proportion of SEN Year 11 leavers who progress into sustained post16 education, employment or training than nationally. (DfE Destinations of 2014/15 leavers)

### Social care provision for children and young people with SEND

6.25 Children with SEN are often more likely to be in receipt of support from statutory social care services. In Dorset over 8% of children with SEN are 'children in need', 5% are looked after children and 1.5% are subject to a child protection plan.

6.26 Early help and social care services work to help children who are disabled living with their families in their own homes and communities by providing support, advice and guidance.

### Specialist health provision for children and young people with SEND

6.27 Children and young people in Dorset with SEND receive specialist assessment, diagnosis and support from a range of provision including:

- paediatric services at Poole Hospital Trust and Dorset County Hospital Foundation Trust, and:
- community health services from Dorset Health Care Foundation Trust including: child and adolescent mental health services (CAMHs); learning disability Services, speech and language Services; and therapy services.

### Support for children, young people and parents and carers

There are many service providers across the county that support children and young people with SEND and their families. This section provides some information on some of the most significant of these services but is not a definitive list.

6.28 Special Educational Needs and Disability Information, Advice and Support Service (SENDIASS) offers free and impartial advice to those who have SEND in their family.

6.29 The Dorset Parent Carer Council provides information to parents and carers of children with SEND as well as providing a voice to inform agencies and services about the needs of disabled children and their families in Dorset.

6.30 Short break activities are available for children and young people to try new things and offer opportunities to families and carers to take a break from caring, spend time with each other and other children. There are also options for residential breaks for longer periods of time.

6.31 Portage Pre-school support service provides educational support to young children who have complex needs through the provision of regular visits to the home or early years settings.

6.32 The County Psychology service works with schools and other settings to ensure that children with SEND are happy and successful in their education setting as well as working with children to clarify their needs and explore their views.

6.33 Special Educational Needs Specialist Services (SENSs) provide professional support to schools to help with specific learning difficulties as well as working with individual children and young people.

6.34 The Hearing and Vision Support Service works with children and young people with mild to profound visual and hearing impairments.

6.35 Ansbury guidance is commissioned by the county council to provide independent support and advice for young people with SEND to move on to training, further education, work and adult support services.

Draft v2.0 for consultation

## 7 Summary of progress, promising practice and areas for development

From our own local intelligence and following a joint area inspection of progress in implementing the SEND Reforms we know that we are making progress in some key areas, and have developed some positive practice that we can and will continue to build upon. We know that we can always improve and do better on these areas and need to work hard to share the learning from where these things are working across the county. We also recognise that we still have some significant challenges that we need to address through the delivery of this strategy.

Progress and Promising Practice	Areas of challenge
<ul style="list-style-type: none"> <li>• the identification and support of:               <ul style="list-style-type: none"> <li>○ children and young people with SEND in the early years</li> <li>○ children with sensory and behavioural needs in schools</li> </ul> </li> <li>• the introduction of Family Partnership Zones to coordinate how we provide early help; some of the parenting programmes we have on offer; coverage of the Healthy Child programme by health visitors</li> <li>• joint commissioning for children with complex needs</li> <li>• access to specialist equipment and training for families and school staff</li> <li>• CAMHS learning disability service</li> <li>• the range of short breaks provision on offer</li> <li>• careers advice and guidance commissioned by the county council from Ansbury Guidance</li> <li>• the range of provision and learning programmes for young people aged 19 to 25 years, including supported internships</li> <li>• quality of local special schools and the outreach support provided from special schools</li> <li>• the SEN Coordinator (SENCo) role for looked after children</li> <li>• educational progress between Key Stage 2 and Key Stage 4</li> <li>• attendance at school by children with SEND</li> <li>• residential provision for children with complex needs</li> <li>• commitment of professionals to making improvements</li> <li>• commitment of the Parent Carer Council to working with us to make improvements</li> <li>• existing good practice in inclusive mainstream settings</li> <li>• Some SEN Coordinators in mainstream schools</li> <li>• SENCo award scheme</li> <li>• Inclusion network for information sharing and dissemination of good practice</li> </ul>	<ul style="list-style-type: none"> <li>• responding to the increase in demand for statutory assessments of SEN and the length of time taken to assess SEN needs and issue EHCPs</li> <li>• how quickly we are converting statements of SEN to EHCPs</li> <li>• how well we are working together to strategically plan across the system</li> <li>• inconsistent approaches to performance management and use of data</li> <li>• awareness of and use of the SEND Local Offer web pages and information materials by parents and carers</li> <li>• lack of understanding by parents and carers on how to get help and support from a range of professionals including the service offer from CAMHS</li> <li>• inconsistency in the quality of EHCPs with some lacking information from all relevant professionals</li> <li>• parental dissatisfaction with the assessment and planning process resulting in complaints, appeals and tribunals</li> <li>• inconsistency in the implementation of the graduated offer across schools</li> <li>• high number of children educated out of the county</li> <li>• length of time taken for assessments of autism and ADHD</li> <li>• availability and accessibility of children's community nursing</li> <li>• educational achievement of pupils with SEND at Key Stage 2</li> <li>• ensuring all professionals have the skills and knowledge required to identify and support children and young people with SEND</li> <li>• the experience of transition between schools and services, in particular between children's and adult's services</li> <li>• financial overspend in the high needs block of the dedicated schools block</li> <li>• responding locally to meeting the needs of the increasing numbers of children with social, emotional and mental health needs; speech, language and communication needs and autistic spectrum disorders</li> <li>• workforce development needs, capacity and the cultural shift required to move to a culture of early help rather than late intervention in a time of increased demand and reducing resources</li> </ul>



## 8 How are we going to make a difference?

To realise our vision for children and young people with SEND in Dorset we have identified a set of priorities and activities that we will deliver together. This is our joint strategy.

Priority 1: A single system working together across education, health and social care for joint outcomes

### What we are seeking to achieve:

- Better strategic planning of services results in improvements in quality, timeliness, accessibility and reliability of services.
- Children and young people with SEND and their families can trust and have confidence that services are working together – leading to improvement in outcomes and enables effective preparation for adulthood.
- Professionals and parents/carers work together to meet needs and contribute effectively to planning processes
- More consistent identification and assessment of need and offer of early help through graduated responses
- A greater focus on preparing for adulthood that results in improved experiences of entering adulthood and independence
- Improve educational attainment at Key Stage 2
- Ensure that professionals have the skills and knowledge they need to work together effectively

### What we will do:

- Use this strategy to inform service development, commissioning and school improvement plans
- Implement a new operational model of joint working for children and young people with complex needs from birth to adulthood
- Review and redesign the Children's Community Nursing Service to provide greater accessibility and service delivery in the community

- Ensure that the roles and responsibilities of all health professionals are clear and all health providers understand their statutory responsibilities in relation to SEND
- Review our decision-making processes and commissioning panels to make sure we are planning services together
- Make sure that there is attendance at multi-agency planning meetings by all relevant professionals and/or written information is provided towards the EHC assessment
- Make better use of screening tools and data and information that might identify those that might need support early in [Family Partnership Zones](#)
- Provide support, guidance and training to universal settings including early years settings, schools, colleges and post 16 providers on identification of SEND and assessment of needs
- Further develop our health pathway of support for children in the early years
- Ensure all Year 9 reviews and annual reviews thereafter focus on preparation for adulthood outcomes
- Review transitions from child health services and identify areas for improvement
- Implement a Key Stage 2 Improvement Plan focusing on raising attainment of the most vulnerable
- Write a workforce development plan for all professionals working with children and young people with SEND
- Provide multi-agency training on personalisation and working together
- Promote the use of quality assured online training tools

Priority 2: Getting it right first time: appropriate, effective and timely joint assessment, planning and review of need that is personalised to the child or young person with SEND

**What we are seeking to achieve:**

- Children and young people with SEND and their families are easily able to access advice, information and support
- When specialist assessments are required, these take place in a timely way and lead to effective and personalised plans
- Assessments, conversions and reviews of children and young people's education health and care needs are completed within statutory timescales
- Plans are reviewed so they remain relevant to the changing needs of children and their families, leading to improved life chances
- Plans are outcomes focused and personalised
- Professionals have the skills and knowledge they need to contribute effectively to SEND assessment, planning and reviewing processes

**What we will do:**

- Ensure there is sufficient capacity in the SEND Assessment team to undertake this work
- Ensure that contributions from education, health and social care staff is timely
- Produce a toolkit for annual reviews and prioritise attendance by appropriate education, health and social care staff
- Jointly review pathways, information flows and paperwork to make it as easy as possible for everyone to contribute
- Monitor performance to ensure requirements are met
- Audit the quality of health and social care contributions to EHC planning

- Involve children, young people and families in identifying outcomes and reviewing progress towards these in reviews
- Ensure that personal budgets are offered as part of education, health and care plans where appropriate
- Appoint champions within education, health and social care organisations to improve communication and respect within their respective organisations
- Ensure all SEN assessment, planning and reviewing officers complete training to ensure they can deliver their roles effectively and extend this training to the wider workforce
- Introduce regular monitoring of complaints and tribunals to identify key trends and themes that will be addressed
- Consider how specialist staff can support and train the wider workforce to better identify need and offer support earlier
- Write and deliver a workforce development plan for all professionals working with children and young people with SEND and their families

### Priority 3: Working with children, young people and parents and carers

#### What we are seeking to achieve:

- Children, young people and their parents and carers are listened to and their views and wishes are acted on and respected
- Children, young people and parent and carers views are involved in service design and development
- Better information about help, support and provision is available in accessible formats
- Professionals have the skills and knowledge to put children, young people and families at the heart of what we do and celebrate their individuality
- There is a focus on making sure a positive difference for children, young people and their parents and carers
- Improve customer experience of EHC planning processes

#### What we will do:

- Write a joint communication plan to share the improvement work we are doing
- Ensure appropriate child/young person and parents/carer representation on key decision-making groups and forums
- Collect feedback on service satisfaction and customer experience
- Facilitate an annual conference for children and young people with SEND and professionals working across the SEND system
- Work with children, young people and families to review and improve our Local Offer
- Provide accurate and up-to-date information that enables children, young people and their families to make informed choices for adulthood
- Undertake further engagement work with children, young people and their families on proposed changes to health services

- Develop and implement a participation and engagement strategy
- Support children and young people with SEND to participate in school/youth forums
- Share the results of all our engagement work across the SEND system to contribute to service improvement and planning
- Ensure that children and young people have access to advocacy when having a transition assessment
- Clarify how short breaks are supported through Continuing Health Care (CHC) processes and share on the Local Offer
- Provided clear information on the service offer and pathways for access to CAMHs as well as referral criteria
- Ensure that professionals understand the local offer and can signpost effectively
- Provide mandatory customer care training for frontline SEND staff
- Develop and agree a joint approach with health providers on strength based assessments, personalisation and life-long outcomes
- Support educational settings to include the views of children and young people with complex learning and communication needs
- Write and deliver workforce development plan for all professionals working with children and young people with SEND and their families

#### Priority 4: Use effective monitoring and quality assurance procedures to challenge, support and develop provision

##### What we are seeking to achieve:

- A culture of accountability that ensures all parts of the system focus on making life better for children, young people and their families
- Use of business intelligence to identify emerging needs and plan excellent services and settings that support children and young people to meet their aspirations
- Improved monitoring and quality assurance
- Data and information is shared appropriately to enable effective provision of support to individuals
- Sufficient local provision to meet the needs of children and young people with SEND
- Value for money across the system
- Local early years providers, schools and training providers develop their SEND provision and strengthen capacity to be able to meet the needs of all children and young people

##### What we will do:

- Implement regular management reviews of local authority and health SEND arrangements
- Carry out SEN reviews in priority schools where the attainment gap for children with SEN is the greatest
- Use school self-evaluation frameworks to monitor effectiveness of schools and education settings
- Introduce case file auditing systems to identify themes for improvement
- Undertake structured needs assessments to help plan services across the system

- Support local settings to increase capacity to meet the needs of more Dorset children with SEND to reduce demand for specialist provision
- Increase the availability of local provision for children with:
  - moderate and severe learning difficulties
  - complex communication needs and autistic spectrum disorders
  - social and emotional and mental health needs
- Reduce the number of children educated outside of the county
- Increase the availability and range of Alternative Education Provision opportunities
- Support the development of employment options
- Complete the work on the implementation of the pathway for Behaviour and Development (ASD/ADHD) by agreeing a new model of working between CAMHs and Paediatrics
- Ensure that electronic systems are used to support information sharing
- Share and celebrate good practice across the system
- Track progress of children with SEND to identify opportunities for intervention that improve outcomes
- Ensure there are effective joint commissioning processes at individual and service levels including children's and adult's services and health services to ensure that money is well spent
- Explore options for joint commissioning of speech, language and communication support
- Carry out an audit of inclusive practice across all mainstream and special schools, early years settings and education and training providers, identifying and disseminating effective practice
- Conduct an annual audit of SEND training completed by staff in schools, educational and training settings to inform the ongoing SEND workforce development plan

Priority 5: The effective and efficient management of SEN funding to ensure excellent quality, sufficiency and affordability of local SEN provision

**What we are seeking to achieve:**

- To make use of financial benchmarking information to inform the local area's spending decisions, to share this information efficiently across partner organisations to plan jointly for current and future demand
- To run an effective financial tracking system to better understand spend and to identify opportunities for refocusing investment on early help or more local provision
- To ensure that funding models for SEND provision is more directly related to pupils' needs and provides sufficient capacity to meet those needs
- To reduce costs to the Dedicated Schools Grant and associated council revenue budgets through the completion of Dorset's SEND Specialist Provision Sufficiency programme, in partnership with all stakeholders

**What we will do:**

- Collect accurate data about all pupils with SEND so that it can be analysed by school/setting, type and severity of need and from this, consider volume, cost and effectiveness of the range of SEN provision required
- Develop a new model of forecasting to better predict future demand for provision
- Make timely decisions on how funding is distributed taking account of demographic and other pressures
- Develop a transparent high needs funding system that is designed to support a continuum of provision for pupils and students with SEND, from their early years to 25 years of age

- Ensure greater collaboration between all partners and stakeholders to agree a child or young person's support package and timely agreement of funding, placements and contracting that leads to more efficient and equitable ways of working and better outcomes for young people and their families
- Agree with settings their responsibilities in relation to the use and deployment of SEND funding, ensuring that these are affordable, well documented and accessible to all
- Ensure that schools and settings account for the expenditure of the delegated SEND funding, providing guidance to ensure a consistent approach
- Work together within and across partners, to secure cost-effective commissioning of places in schools outside the Dorset County Council boundary
- Complete the current review of children placed in independent special schools including Looked After Children with a view to a move home or to alternative local placements where appropriate to reduce costs to the High Needs Block
- Work with education partners and DCC Cabinet to apply for additional capital investment to provide sufficient local specialist provision places, and in so doing realise the full benefit of savings
- Continue to develop high quality local specialist resourced provision across the county for children with Complex Communication Needs (CCN) and Social Emotional and Mental Health (SEMH), and in so doing, reduce high costs for out of county independent placements and associated SEN transport budgets
- Develop further Learning Centre provision to provide short term/long term alternative provision to school and to ensure the buildings are conducive to a positive learning environment.
- Create a fair and consistent way of funding schools/settings where the number of high needs pupils attending cannot be reflected adequately in their formula funding.



## 9 Measuring our success

To understand if our SEND Strategy is working, we propose to introduce an Outcomes Based Accountability Score Card that enables us to understand progress. This outcomes framework has been developed to support a systems wide approach in which all partners understand their role and make an effective contribution to improving outcomes for children and young people with SEND. A selection of indicators has been chosen to provide the focus for monitoring the impact of the strategy. There are other indicators that individual services, agencies and groups will continue to monitor for themselves. These will be subject to change depending on the availability of information.

	How much did we do?	How well did we do it?
Priority 1: A single system working together across education, health and social care for joint outcomes	<ul style="list-style-type: none"> <li>Attendance at commissioning and decision-making meetings</li> <li>Number of early help interventions/graduated response offers</li> <li>Number of referrals to specialist services</li> <li>Number of early years developmental checks completed</li> <li>Attendance at Year 9 reviews</li> <li>Number of professionals attending training</li> </ul>	<ul style="list-style-type: none"> <li>Customer experience survey to explore satisfaction with how well we are working together</li> <li>% of children and young people with SEND educated in mainstream provision</li> <li>% of young people satisfied with transition from children to adult's services (health and social care)</li> <li>Satisfaction with training</li> </ul>
Priority 2: Getting it right first time: appropriate, effective and timely joint assessment, planning and review of need	<ul style="list-style-type: none"> <li>Number of EHCP assessment requests</li> <li>Number of EHCP assessments</li> <li>Number of requests for information from health, education and social care professionals</li> <li>Number of conversions from statements to EHCPs</li> <li>Number of professionals attending training</li> </ul>	<ul style="list-style-type: none"> <li>% of EHCP assessments completed within 6 weeks</li> <li>% of new EHCP completed within statutory timescales</li> <li>% of requests for information received within agreed timescales</li> <li>Number of complaints/tribunals/PALs contacts</li> <li>Waiting times for specialist services</li> <li>Satisfaction with training</li> </ul>
Priority 3: Working with children, young people and parents and carers	<ul style="list-style-type: none"> <li>Number of SEND champions identified by organisation</li> <li>Number of professionals completing training</li> <li>Number of children, young people and parents and carers attending participation events</li> <li>Use of the SEND Local Offer Website</li> </ul>	<ul style="list-style-type: none"> <li>Customer experience survey - Satisfaction with process/support/services</li> <li>Awareness and quality of the SEND Local Offer</li> <li>Annual report on effectiveness of participation and engagement strategy</li> </ul>
Priority 4: Use effective monitoring and quality assurance procedures to	<ul style="list-style-type: none"> <li>Number of case audits completed</li> <li>Number of professionals completing training</li> </ul>	<ul style="list-style-type: none"> <li>Quality of assessments, plans and reviews (case audits report auditing: outcomes focus,</li> </ul>

	<b>How much did we do?</b>	<b>How well did we do it?</b>
challenge, support and develop provision	Number of joint funding agreements in place Number of inclusion self-evaluation frameworks completed Number of places available in Dorset special schools for children with complex SEND	personalisation, voice of child, focus on preparation for adulthood) Number of children placed out of county % of children with SEND attending a school that is good or outstanding Satisfaction with training
Priority 5: The effective and efficient management of SEN funding to ensure excellent quality, sufficiency and affordability of local SEN provision	Number of places available in SEN resource provision Number of places available in local special schools Number of places available in learning centres	Number of children placed out of county that can return to Dorset where appropriate Satisfaction of schools/settings with guidance and support they receive
<b>Is anyone better off?</b>		
<ul style="list-style-type: none"> <li>• % children and young people meeting goal based outcomes (measured at review)</li> <li>• Key Stage 2 attainment of children and young people with SEND</li> <li>• Educational progress of vulnerable groups and the attainment gap between SEND pupils and other pupils</li> <li>• Pupil absence rates of children with SEND</li> <li>• Pupil exclusion rates of children with SEND</li> <li>• Change in attitude/skills/confidence of workforce</li> <li>• % of pupils with SEND educated in mainstream provision</li> <li>• % of young people with SEND participating in education, employment or training</li> <li>• % of young people with SEND living independently (where this is appropriate and they wish to)</li> <li>• % of children, young people and young adults who say they enjoy life and feel part of their school/college/work and community (annual survey)</li> <li>• Emotional wellbeing of children and young people with SEND (measure to be developed)</li> <li>• % of parents and carers who say they trust and have confidence in the support and advice that they receive (measure to be developed)</li> </ul>		

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