



## London Borough of Enfield

<b>Report Title</b>	<b>SEND PROVISION UPDATE</b>
<b>Report to</b>	Children, Young People & Education Scrutiny Panel
<b>Date of Meeting</b>	30 <sup>th</sup> October 2023
<b>Cabinet Member</b>	Cllr Abdul Abdullahi
<b>Executive Director / Director</b>	Executive Director - Tony Theodoulou Director – Peter Nathan
<b>Report Author</b>	Neil Best Head of Strategic Resourcing & Partnerships <a href="mailto:Neil.g.best@enfield.gov.uk">Neil.g.best@enfield.gov.uk</a> 0203 1321435  Barbara Thurogood Head of Special Educational Needs <a href="mailto:Barbara.thurogood@enfield.gov.uk">Barbara.thurogood@enfield.gov.uk</a> 0203 1321523
<b>Ward(s) affected</b>	All
<b>Key Decision Number</b>	Non Key
<b>Classification</b>	Part 1 Public
<b>Reason for exemption</b>	None

### Purpose of Report

1. To provide an update on special educational need placements, current pressures and activities to increase the number of places within Enfield and to reduce out of borough expenditure.
2. Provide details of current and projected demand for SEND places, current provision both in-borough and out-of-borough and the related costs to the Council.
3. To set out proposals for the introduction of large scale SEND provision.

## Recommendations

To note progress on increasing and enhancing SEN Provision in line with the council SEND Strategy and School's Capital Programme 2023-2025.

## Background and Options

### Proposed SEN Projects within the Schools Capital Programme

4. The Schools Capital Programme approved by Cabinet in April 2023 agreed to prioritise increasing Special Educational Needs provision as 1 of 4 strategic objectives as part of an overarching Delivery Plan. The projects outline below were approved as part of that plan.
5. **Fern House School** – The construction of the new school building that provides 72 places for Social, Emotional and Mental Health (SEMH) was completed in March and the school became operational in May.
6. **Winchmore Secondary School** – Works commenced on 25<sup>th</sup> September to construct a new sixth form block with an additional SEN unit which is planned for completion in late 2024. This will provide 20 places for pupils with complex learning needs as well as 150 post-16 places for mainstream pupils currently being taught in temporary provision at Broomfield School. The discovery of Reinforced Autoclaved Aeriated Concrete (RAAC) in a changing room and staff office area within the sports hall has resulted in these areas being taken out of use. The school have taken measures to ensure that they can continue to deliver the curriculum by utilising other spaces. Officers are working with the DfE to undertake a full structural survey, confirm funding arrangements and plan for remedial works which it is hoped will be delivered in the 2024 summer break to minimise disruption to staff and pupils and also ensure works on the new sixth form block are not affected.
7. **Swan Annexe** – Works have been underway for the last 3 months to remodel the building in Ponders End to provide 100 places for pupils with complex learning needs which will be completed for September 2024.
8. **Oaktree School** - Detailed design options have been agreed and initial survey work is now underway to facilitate remodelling and expansion of the school to provide an additional 33 places for SEMH pupils to be completed for September 025.

### DFE SEND WAVE – Portcullis Lodge

9. In addition to these projects the ESRP Service has been successful in an application to the DfE to establish a new school for primary autistic pupils with complex needs. The site identified for the circa 100 place school is at Portcullis Lodge.
10. The work undertaken by officers prior to submission of the application confirmed that the potential development could accommodate a gross internal floor area of 2,600m<sup>2</sup> over two storeys.

11. The DfE will be responsible for design and construction of the new school building which is subject to further development work. Officers are supporting this process and the Council will be expected to fund early site preparation works (abnormals). The cost of these works is currently being estimated.
12. The process of selecting an academy trust to run the new school is being managed by the DfE. All new schools are established through the presumption process and classified as free schools. The DfE have now shortlisted 6 Academy Trusts who will be interviewed before the end of the calendar year (the Director of Education will be part of the interview panel). The Council has clarified to the DfE that the borough is seeking a Trust with experience of working with autistic children with complex needs.
13. The DfE have indicated that the Secretary of State will announce the successful academy trust in January 2024. Following a statutory consultation period pre-start work will begin between the Trust and the DfE to develop proposals for the new school which is hoped will be completed in 2026.

### **Prospective Projects**

#### Addison House

14. A second application to the DfE SEND Wave for provision at Addison House in Southgate was unsuccessful. Prior to the announcement of the Wave the ESRP Service had been reviewing the potential of the site for SEND provision. However, funding any works through allocated DfE grant funding was not possible given commitments within the agreed Schools Capital Programme.
15. The option of the Council funding this development directly through borrowing has also been deemed unaffordable given the Council's financial position and other priorities.
16. A review of the Capital Programme is now underway to ascertain whether funds can now be made available to bring forward a project at Addison House.
17. The Council's decision to dispose of vacant caretaker properties and reinvest funds from the capital receipts (KD5373) will also provide additional funds for SEND provision. Three of the five houses proposed for sale this financial year have already been sold and it is likely that ESRP will now be able to bring forward the sale of more than the proposed 5 (of 11) houses following a change to the DfE's processes for disposal.
18. As well as investing capital funds from disposals in large scale provision ESRP are establishing a grant fund that will be available to all academic institutions wishing to establish ARPs and Units that are able to accommodate significant numbers of Enfield learners.
19. The revised School Capital Programme is to be presented to Cabinet in December.

### **SEN Service Update**

20. The number of children with Education Health and Care Plans has been increasing nationally since the commencement of the 2014 reforms. This is partially due to the extension of the age group from 18-25. The

vagueness of the legislation that supports the assessment of need which in 98% of the time results in the issuing of an Education, Health and Care Plan.

21. Each year, the DfE run a comparative return of data, which is known as SEN 2. This exercise enables local authorities to review local SEN data and measure their performance against national and statistical neighbours. This return allows scrutiny of strategic and operational practices.

**In the academic year 2022/23 the SEN2 National data is as follows:**

<b>2022: Published SEN2 National data</b>	<b>National</b>	<b>Enfield</b>
Number of EHCPs	473,255 (9.9 % growth since 2021)	3,931 (11.84 % growth since 2021) <b>(1.94% above national)</b>
The number of new EHCP's	62,180 (3% growth since 2021)	570 (-10.7% since 2021) <b>(13.7% below national)</b>
EHCP Completions (Timeliness with 20-week deadline)	59.9%	Enfield 69.9% <b>(10% above national)</b>
<b>2023: Published SEN2 National data</b>	<b>National</b>	<b>Enfield</b>
Number of EHCPs	517,049 (9% growth since 2022)	4,566 (16.16% growth since 2022)
The number of new EHCP's	66,706 (7% growth since 2022)	577 (1.3% growth since 2022) <b>(5.7% below national)</b>
EHCP Completions (Timeliness with 20-week deadline)	49.1%	90.7% <b>(41.6% above national)</b>

22. Continuing to develop SEN provision remains a priority and this is achieved by increasing Additional Resourced Bases and Designated Units and pursuing the principles and objectives of our Inclusion Charter and SEND Strategy.
23. Enfield SEN Service currently commissions 886 places outside of its own borough which is 20% of the EHCP population. This percentage has not changed since the previous year. Of these commissioned places 540 school aged pupils (pre-16). 301 pupils are in post-16 provision with the remaining 45 children in other provision (inc. Alternative Provision, hospital, registered early years settings, etc.).
24. The average cost to the Council for a pupil with an ECHP is circa £14,000. Costs will vary dependent on the level of need. Comparatively, an out-of-borough placement is circa £25.5k pa compared to £11.52k for a place in-

borough. Independent special schools cost on average £60,000. In addition, average transport costs are more than twice as expensive for out-of-borough pupils at circa £15.18k versus £7.4k. The estimated total cost to the Council's HNB for the 540 pupils in core provision (nursery and pre-16) is circa £12M.

25. The Table below sets out the nursery and school provision commissioned by SEN services for school aged children.

Out of borough School Type	Number of Pupils
Independent	18
Independent Special	111
Mainstream	248
Mainstream Free School	18
Mainstream School: Academy	49
Maintained Special	77
Non-Maintained Special	19
Independent	18
<b>Grand Total</b>	<b>540</b>

**Table 1: Number of children and young people educated out of borough**

26. Children educated out of borough risk estrangement from their communities and suffer the consequence of longer travel journeys to schools, (this is challenging for some of our more complex children). It also increases travel assistance costs which puts significant pressure on council general funds.
27. Currently the SEN Service through establishing new ARPS and Designated Units has provided education in borough for children and young people whose parents would like them to attend a mainstream setting, be valued and visible in their communities and encouraged to thrive.
28. To date the SEN service have established the following provision in Enfield since 2022

School Name	Designated Unit Type	Number of Pupils	Year Groups	Start Date
Debohun	Autism & Complex Needs	30	Reception to year 6	September 2021
Brimsdawn	ASD & Complex needs	10	KS2 (age 7-11)	June 22
Lavender	ASD & Complex	10	Early Years and KS1	September 2022
Houndsfield	ASD & Complex	12	KS1	September 23
Fleecefield	ASD &	16	KS1	September

	Complex			23 8 and then 8 in October
<b>Total Places Created</b>		<b>80</b>		

**Table 2: Designated Units in Enfield**

School Name	Designated Unit Type	Number of Children	Year Groups	Start Date
<b>Primary ARPs</b>				
Eldon	Autism & Complex needs	10	Early Years	January 2023
Firs Farm	Autism & Complex Needs	8	Early Years and KS1	September 2021
Highfield	Autism & Complex Needs	8	KS1 & KS2	September 22
Raynham	Autism & Complex	8	KS2	April 2022
Oakthorpe	Autism & Complex Needs	8	KS1	September 23
<b>Secondary ARPS</b>				
Chace Community	Autism & Complex Needs	12	KS3,4&5	September 2022
ST Anne's	Autism	16	KS3&4	September 2022
St Ignatius	SLRB (DLD)	8	KS3&4	September 2022
<b>Total Places Created</b>		<b>78</b>		

**Table 3: Additional Resourced Provision in Enfield**

29. The additional places created by the SEN Service has not yet required any capital funding and has increased capacity based on place led funding from the High Needs Block at a cost of:

£1,258,920 for Additional Resourced Bases  
£899,500 for Designated Units

30. The commissioning of these additional places ensures that the needs of children/young people with SEND are being met, they can be part of their local communities and do not have long travel journeys to out of borough schools. The financial impact has been that the High Needs Block has seen a saving of approximately £7,321,580 per annum (£60,000, the average cost of independent provision).

31. The SEN service are in discussions with the following settings to increase provision over the academic years 22/23 and 23/24
- Enfield Grammar
  - Bishops Stopford
  - Fleecefield – (further expansion)
  - Houndsfield – (Further expansion)
  - St Ignatius

32. Enfield already held 153 places in existing SEN additional resource provision, this new provision of 158 places gives a total of additionally resource provision of 311 places. This number of places is almost equivalent to providing two new special schools.
33. The SEN service is concerned that the lack of Secondary places will become challenging within the next three years if the Education service is not able to increase this provision.
34. Enfield SEN are currently seeking 149 places for children and young people who require specialist support. 122 of these places are required for primary pupils and 28 places for Secondary pupils.

### **DFE Delivering Better Value Programme (DBV)**

35. The Department for Education (DfE), in collaboration with Newton Europe and the Chartered Institute of Public Finance and Accountancy (CIPFA), is working to deliver the Delivering Better Value Programme to 55 local areas. The 55 Local Authorities have opted to participate in the initiative and are being supported to identify the highest impact changes that can be made to improve outcomes for children and young people with SEND, and to optimise the use of finances.
36. Participation in the programme enables local authorities to apply for a £1m grant to deliver innovative programmes to support children and young people and to optimise their financial position.
37. Enfield have been successful in their application to the DFE and have been awarded the grant to deliver to six strands.

#### Review the Early Years offer

38. The introduction of a new SEN support pathway for early years SEND children will mean that EHCPs will no longer be necessary for needs to be met. This change will result in children receiving more timely and appropriate support. It is expected that by 2024/25, the number of Early Years EHCPs will decrease by 5-10%.
39. Support education settings at primary, secondary and post 16 to support the delivery of the EHCP.
40. The SEN Service will support education settings to ensure best value is being achieved through EHCPs. SEND specialist staff will visit setting to support the implementation of specialist provision and to help ensure that needs are met and outcomes are achieved.

#### Review of Speech and Language offer to improve pathways.

41. The pathway will be expanded to allow children to access Speech and Language Therapy without an EHCP, and it is anticipated that this

expansion will significantly reduce the number of EHCPs that will need to be issued. This change will not only decrease the number of EHCPs required but also ensure that support can be provided more promptly.

42. It is envisaged that the offer from EASA will be expanded. The service has thus far demonstrated significant impact, which includes:
  - The percentage of pupils who reached the expected level of 32 out of 40 in the phonics test was 80.4%, above the national average of 78%, but slightly below the London average of 81.1%. This puts LBE in the fortieth centile for phonics outcomes.
  - 72% of schools with full ECASS input have phonics scores that are higher than the London phonic scores, compared to 36% of schools without ECASS input.
  - 90% of these children and young people continue to be supported at SEN support and have required no further signposting to external services outside of ECASS.
43. Enfield wide Transition strategy to improve support to children moving to their next phases.
44. With a focus on proactive transition planning and interventions, we aim to minimise the necessity of EHCPs during transition periods. This not only streamlines the administrative burden but also allows us to target resources more efficiently.
45. Explore Artificial Intelligence (AI)/ Assisted Technology (AT) opportunities and Software Applications to support children and young people to progress and develop focused activity and independent skills.
46. There are numerous efficiency savings that will be explored with industry experts, and it is hoped that AI/AT will be able to provide personalised learning experiences differentiated to each learner's needs. This reduces the need for one-on-one teacher or teaching assistant interventions, as learners can receive customised support through technology.
47. To implement a hybrid, offer of support between adult and children's social care and with post 16 educational settings.
48. A hybrid offer will be created which incorporates pre-entry education, independent living skills and adult social care support. This will mean that Young People will access appropriate support through education and care.

### **Change Programme Partnership**

49. The Change Programme Partnership is a new government initiative which is a response to the SEND Green Paper. This plan follows extensive engagement with around 6,000 consultation responses and 175 events, ensuring the new reforms take into account the views of children, young



people, parents and carers. The plan sets out a clear roadmap to transform the SEND and AP system and make it sustainable over the long term. Thirty-one local authorities have been selected by ministers to pilot key SEND reforms through a £70 million “change programme”.

50. Barnet Local Authority will be the lead supported by Enfield, Camden and Islington.
51. The programme in the first instance will review, a national EHCP, a Data dashboard, a Schools list, to support parents to make informed decisions on where they want their child or young person to attend. A local area Improvement Plan will be developed and statutory SEN panels and SEND Boards will be the same across all boroughs to ensure consistency in decision making.
52. There will be a new alternative provision approach, which will see a three stranded model of targeted support, time-limited placements and transitional placements which will be supported by a task force manager with 7 support workers including, Mental Health Therapist, Educational Psychologist, Speech and Language Therapist, Social worker or family support worker, post 16 transition coach, Youth Worker and Youth Justice Worker.

### **Preferred Option and Reasons For Preferred Option**

53. Plans within the School Capital Programme and through the provision planned at Portcullis House will provide significant additional SEN places in the Borough. However, these construction projects require significant work to develop new and expand existing spaces for teaching and learning. The work of the SEN Service with local schools to establish ARPs and Designated Units has created a considerable number of places to help address demand over the past year. The introduction of a Capital Grant Fund will further support this work by enabling schools that require adaptations to create even more provision.
54. Approval of the revised Schools Capital Programme by Cabinet will ensure that prospective capital schemes, facilitation work for Portcullis Lodge and the SEND Grant Fund will significantly contribute to further increasing the number of SEN places in the borough.
55. The Delivering Better Value programme will see the implementation of 6 new strands of support to strengthen the SEND support intervention offer. The planned outcome of the interventions is to make sure children, young people and families get support from the right place and at the right time without requiring a statutory assessment. By providing earlier intervention this will reduce the number of individuals waiting for statutory services.
56. The Change Programme Partnership aims to provide a consistent approach in meeting children’s nationally. Currently there are regional variations in the decision-making process for allocating support.

### **Relevance to Council Plans and Strategies**

## **Good homes in well-connected neighbourhoods**

57. This project will contribute to the Council's strategies and programmes for supporting communities through the delivery of education services to the benefit of the community.

## **Safe, Healthy and Confident communities**

58. The Borough needs to ensure appropriate infrastructure is in place to allow the growth of the population. Increasing the capacity of special schools to provide high quality education within the borough to meet demand directly delivers essential services to protect and support vulnerable residents. This provision will aim to inspire and empower young people to reach their full potential.

## **An Economy that works for everyone**

59. The provision of good quality schools and buildings helps to ensure a stable strong community enhancing skills and connecting local people to opportunities.

---

### **Report Author:**

Neil Best  
Head of Strategic Resourcing & Partnerships  
[Neil.g.best@enfield.gov.uk](mailto:Neil.g.best@enfield.gov.uk)  
0203 1321435

Barbara Thurogood  
Head of Special Educational Needs  
[Barbara.thurogood@enfield.gov.uk](mailto:Barbara.thurogood@enfield.gov.uk)  
0203 1321523

### **Appendices**

None

### **Background Papers**

The following documents have been relied on in the preparation of this report:

**KD5373 Strategy for the disposal and use of Site Manager Houses**  
**KD5525 Schools Capital Programme - Strategic Delivery Plan 2023-24**  
**SEND Partnership Strategy 2023-2027**  
**Enfield Inclusion Charter**