



London Borough of Enfield

Report Title	Special education needs framework and funding including transport costs and care packages
Report to	Finance & Scrutiny Performance Panel
Date of Meeting	11 th April 2024
Cabinet Member	Councillor Abdullahi
Executive Director / Director	Tony Theodoulou, Executive Director People's Department. Peter Nathan Director of Education.
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Ward(s) affected	All
Classification	Part 1 Public
Reason for exemption	N/A

Purpose of Report

1. To provide an update on special educational need and disabilities (SEND) placements, budget for SEND Children's services, care packages, transport costs, and special needs school packages.
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 High Needs Block.

Main Considerations for the Panel

Introduction

3. There are two different regulatory frameworks and processes for SEND and funding to support pupils with SEND.

4. Framework Supporting Pupils with SEND

The Children and Families Act 2014 sets out the legislative framework required to meet the needs of CYP by ensuring appropriate provision and commissioning arrangements are in place to meet needs. Appendix A provides further information on the legislative requirements.

The statutory legislation is supported by Code of Practice: SEND Reforms.

5. Framework for Funding Pupils with SEND

The Dedicated Schools Grant (DSG) funds the education of CYP. The DSG is split into four blocks and these include:

- Schools Block: funds 5 – 16 years old in mainstream primary and secondary schools. The key change, at this point, was to restrict the number of factors LAs could use to reflect the contextual data relating to pupils in their local formulae.
- High Needs Block (HNB) fund pupils with SEND from 0 to 25 years old, who have EHCP and require additional support above what is normally provided by the schools or the educational setting / institutions. The key change was to freeze the total funding provided at 2012/13 levels for this block and introduce a place plus approach.
- Early Years Block (EYB) to fund free nursery education for pupils from 2-4 years of age in schools and private, voluntary and independent (PVI) settings and child minders.
- Central Services Schools Block (CSSB) was introduced in 2018/19 to fund statutory services provided by the Local Authority to schools, academies and free schools.

These blocks operate independently of each other and there is very little flexibility to move funds from one to another.

This paper will detail both the arrangements for supporting and funding pupils with SEND and provides an update on the current financial position.

6. SEND Framework

The SEND Reforms and associated Code of Practice was introduced in 2015. The Reforms introduced some significant changes and these included:

- Requirements for local authorities to support CYP from birth to 25 rather than from 5 – 18 years old;
- Moving from Statements to Education, Health and Care Plans (EHCP) with very little flexibility not to assess a request for an EHCP
- All requests for an EHCP assessment have to be completed within 20 weeks
- Removing the graduated response to supporting needs which was previously in place and introducing SEND Support that required to schools to support all pupils with SEND up to an amount of £6,000 per pupil from their own budgets
- Any support costing more than £6,000 would require an EHCP and funded from the HNB.

7. To manage these changes, a strategic local framework was developed that outlined how the Reforms including the extension of the age range would be managed within the borough and not rely on expensive independent provision. The framework identified:

a) In-borough provision - Creating in-borough provision by either expanding existing special schools or creating new schools. Whilst places in-borough are being developed, officers are working with families of CYP to consider moving to in-borough provision when places become available.

b) Additionally Resourced Provision (ARPs) and Special Units.- following the review of the criteria and monitoring arrangements for hosting an ARP or a Designated Unit, schools have been asked and shown an expression of interest to host a provision.

c) Early Intervention - A number of strands have been developed to support early intervention and these include:

i) Invest to Save Developments: During 2020/21, EY review carried out a review of the High Needs Block income and spend. The outcomes from the review were considered by a High Needs Working Group made up to Schools Forum members, key professionals, and officers. The Working Group recommended to the Forum that an investment of £1m be agreed to develop and implement the following early intervention and inclusion strategies:

- Speech and Language Support
- Autism Support
- Early Years Support
- Trauma Informed Practice
- Inclusion Charter
- Improvements to the infrastructure supporting SEN Services

These strategies were developed, and business cases were agreed by the Schools Forum and the Council. At the start of 2021-22 academic year, the services leading on these strategies, recruited to the posts agreed to deliver on the strategies identified. Therefore, 2022-23 academic year, was the first year all the strategies became fully operational.

ii) Delivering Better Value Programme (DBV): Enfield was identified as one of 55 LAs to be invited to engage in the DBV programme. Unlike the safety valve programme mentioned earlier in the report, the DBV programme aimed to identify opportunities for reducing costs rather than provide financial support to reduce the deficit. The Authority began working with the partners engaged by the DfE to lead on DBV in Autumn 2022. Following financial and pupil data analysis, case reviews, surveys, discussions with key professionals, the DBV partners and officers, the following opportunities and areas of development were identified:

- Ensure the provision identified matches and meets SENDs needs of individual pupils
- Improving support for CYP on SEND support

These findings were considered with the DBV team and workstreams were developed to support the grant application required to be submitted to access £1m of investment. Appendix B summarises the workstreams that were developed.

The DfE approved the application in the first half of the Autumn term. Final confirmation of the £1m investment and the period over which the money could be spent was received at the end of the Autumn term.

With this agreement, officers are in the process of recruiting a Programme Manager. The Programme manager will then lead on the progressing the various workstreams and commissioning arrangements.

d) Post 16 - Post 16 high needs places continue to increase in line with the growth in numbers across the borough. Work that commenced in 2020/21 by the SEN team via its re-design has increased capacity in the discrete resources available and allocated to the phased transfer of learners considering the transition out of school to post 16/19 settings.

Whilst the number of out of borough residential places has reduced, a large number of independent providers have applied inflationary uplifts in the region of 7-10% to 2023/24 costs. The number of in year/late enrolments continued in the same vein as 2022/23.

Total numbers in post 16 have increased from 342 in 22/23 to 357 in 23/24.

The continued work will focus on increased diligence that Preparing for Adulthood (PfA) objectives are the key focus of all of the education programmes supported. Focus must also be given to annual review attendance, ensuring that intended destinations of those learners approaching transition are given full consideration.

8. Funding Framework - When the SEND Reforms were introduced, the HNB which funds pupils with SEND was provided on a flat cash basis with no increase to support the SEND Reforms nor any changes in pupil numbers. This was particularly pertinent because of the extended age range that was required to be supported.

9. In addition, the move to EHCPs and introducing a monetary threshold as to when a pupil may move from SEND Support to EHCP began to create a significant pressure on the HNB. Initially, the pressure was being managed by transferring money between blocks because this was permitted by the financial regulations. When this was not possible, by cutting or reducing early intervention and other support provided to CYP.

10. Following feedback from a number of LAs and other national organisations, the Department of Education (DfE) reviewed the funding arrangements for the HNB and in 2018 introduced a national funding formula (NFF) to allocate money to LAs. Some additional funding was added to the HNB to facilitate this change. Whilst the introduction of the NFF was welcomed, there were some concerns about the NFF and whether:

- The funding formula fully capture the cohort of CYP that were required to be supported
- The total funding available nationally was increased sufficiently to support the changes but also address the inherent financial pressure already in the system for the period from 2015 to 2018.

11. Current Position on Number of Pupils and Needs Supported

Analysis has been carried out of number of pupils with SEND and the needs has been carried out. The Office of National Statistics data shows Enfield's number of EHCPs and SEND support also continues to increase as summarised in Table 1.

Table 1: Change in EHCPs and SEND Support from 2015/16 to 2022/23

ENFIELD	2015 /16	2016 /17	2017/18	2018/19	2019 /20	2020/21	2021/22	2022/23	3 Year % Change
Total Population	58929	59648	59750	59621	59260	58472	58,052	57745	-1.2%
Pupils SEND Support	6483	6538	6210	6133	6040	5861	6008	6363	8.6%
% SEND Support	11.0%	11.0%	10.4%	10.3%	10.2%	10.0%	10.0%	11.0%	
Pupils EHCP/Statements	1,350	1,444	1,659	1,800	2,230	2,491	2,883	3,106	24.7%
% EHCP/Statements	2.3%	2.4%	2.8%	3.0%	3.8%	4.3%	5%	5.4%	

12. Further local analysis of the numbers of ECHP assessments completed within 20 weeks showed that in 2022 Enfield completed 69.9% compared to 59.9% nationally.

13. The available data for 2023 continues to indicate that the number of EHCPs assessed has risen again both nationally by 9% and in Enfield 7.75% from the previous year. The key point to note is, unlike previous years, the increase for Enfield is lower than the national rise.

14. Furthermore, there has been a significant improvement in the numbers of ECHP assessments completed within 20 weeks showed that in 2022 Enfield completed 90.7% compared to 49.1% nationally.

15. There is a range of needs that are required to be supported with each type requiring different type of support. An analysis of the most common type of need supported showed for:

a) EHCPs - Both nationally and locally the most common primary needs continue to be Autism and Speech and Language. This is then followed by Social, Emotional & Mental Health and Moderate Learning Difficulties.

b) SEND Support - Both national and locally the most common primary needs continue to be Speech and Language and Social, Emotional & Mental Health. This is then followed by Moderate Learning Difficulties and Autism.

16. Current Financial Position of the HNB

The 2024/25 funding allocations were published last December 2023. Enfield's basic DSG allocation was confirmed as £78.85m, an increase of £2.41m equating to 3.19%. However, the increase includes the changes in pupil numbers as at October 2023, so the actual funding change is much lower circa 3% and it does not allow for existing commitments nor the continuing rising demand for support.

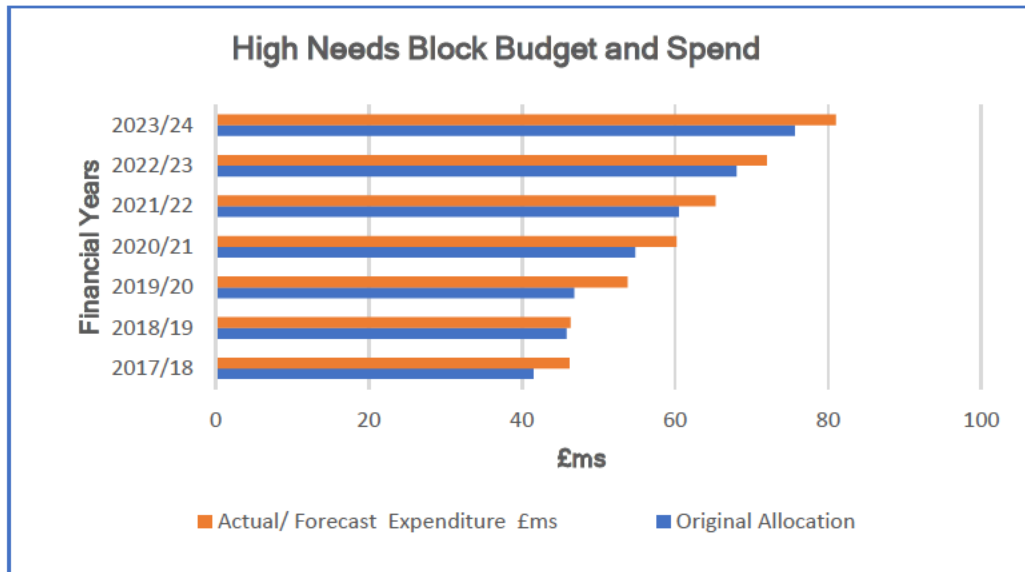
17. This level of increase is reflective of the funding provided for the HNB to support pupils with SEND. Table and Graph 2: summarise change in income and expenditure since the introduction of the SEND Reforms in 2015/16. The graph shows there has been increased investment since 2019 however the investment has been insufficient to address the rising demand and increasing costs due to inflationary pressures in order to close the gap between income and expenditure.

Table and Graph 2: Summary of In-year Funding and Expenditure

Years	Original Allocation	Actual/ Forecast Expenditure	Variance	HNB Variance
		£ms	£ms	
2015/16	31.5	41.8	-10.3	-33%
2016/17	32.1	46.3	-14.2	-47%
2017/18	41.5	46.2	-4.7	-11%
2018/19	45.8	46.3	-0.4	-1%
2019/20	46.8	53.8	-7	-15%

2020/21	54.8	60.2	-5.4	-10%
2021/22	60.5	65.3	-4.9	-8%
2022/23	68	72	-2.96	-6%
2023/24	75.6	81	-5.4	-4%

* Highlighted text is indicative projections for 2023/24



18. The DfE collect and publish information from all LAs on their spending plans for the DSG at the start of each financial year. The published data 2023/24 returns indicated approximately two thirds of the 152 English LAs had planned to bring forward into 2023/24 a DSG deficit and others a balance of zero or above. Table 3 compares Enfield nationally and with Outer London LAs.

Table 3: Summary of Balances Brought Forward for 2021/22 and 2022/23

Position on Balances	2022/23 Total £s	2023/24 Total £s	Max into 2022/23 £s	Min into 2022/23 £s	Enfield's Rank (1 being highest deficit)	No in Deficit
Enfield	12,617,785	15,500,000				
National (152)	£1151m	£1164m	£36m	£118m	29	101
Outer London (19)	£143m	£95m	£9m	£25m	2	13

19. The change in the total deficit for outer London authorities is because of the additional support received by authorities from the DfE's Safety Valve programme that provided financial support to LAs reporting significant HNB deficits, Table 4 provides information from three other London authorities that received additional financial support.

Table 4: Deficit reported by 3 London Authorities on their spending plan

Local Authority	Start of 2022/23	Start of 2023/24
Croydon	£21.2m	£15.4m
Hillingdon	£23.3m	£15.1m
Kingston upon Thames	£9.8m	£4.8m

20. As will be seen Enfield's accumulative deficit had increased to £15.5m by 31 March 2023 and was reported to be 29th highest deficit compared to all LAs because of the effect of the support provided by the safety valve programme to some authorities

21 Specialist Provision within Enfield – Overview

Individual CYP will have different types and level of needs. In general terms, the lowest level of need is those CYP in mainstream schools (5-18) requiring support up to £6,000 per annum and the highest level would be those CYP with very complex needs and requiring a specialist place provided by a specific setting and the cost of which can vary from £50,000 to £150,000 per annum per placement. Table 5 details the different types of provision and how they advance from support in a mainstream school to a more specialist and complex provision.

Table 5: Types of Provision to meeting varying level of need

Type of Provision	Management	Delivery	Funding Arrangements
Mainstream Provision	Mainstream Schools	<ul style="list-style-type: none"> Up to £6,000 by school* ¹ Top up by LA 	EHCP
Intervention e.g. Nurture Groups	Dependent upon Commissioning arrangements		Lump sum

¹ * Mainstream schools: required to meet support from their delegated budget. Local arrangements provide additional money to schools with above average number of pupils with EHCPs.

Mainstream ARP	Mainstream Schools	Agreed Place Funding	Place Plus **2	
Mainstream Special Unit	Mainstream Schools	Agreed Place Funding	Place Plus **	
Virtual School	Dependent upon Commissioning arrangements		Lump sum	
Special ARP in mainstream	Special & Mainstream Schools	Agreed Place Funding	Place Plus	
Satellite	Special Schools	Agreed Place Funding	Place Plus	
Special - In-borough	Special Schools	Agreed Place Funding	Place Plus	
Special – Independent / Outborough	Local Authority	Provider	Agreed Place Funding	EHCP requirements

22. **SEND Provision** - Initially, it would be preferable for the CYP to remain in their school setting without recourse to the EHCP through the various early intervention support that has been developed as part of the strategic plan to manage the High Needs deficits. Whilst there is an ongoing cost for the teams delivering the service, it is a cost known and manageable and in the long term affords value for money. This is because any CYP with an EHCP and placed in a specialist provision are going to require support the length of time they are in education. If they are assessed for the EHCP plan at age 5, then the extreme case would be that support is required until the age of 25. So, the EHCP could be in place for 20 years.

23. The aim of the early intervention is to support emerging needs and for a number of CYP, to negate the need for an EHCP or delay it for 2 to 3 years. Table 6 details the early interventions services.

Table 6 details the early interventions services

Category of Need	Needs Supported	Delivery	Delivery Partner	Financial Allocation
Enfield Communication Advisory Support Services	Speech, communication and Language Support	Provide guidance, advice and training to schools, parents and other key professionals. Targeted	Enfield Council	£610,000

² **Places funded as follows: £6,000 if pupil on school roll or £10,000 base funding for each place and then an agreed amount of top up for the number of pupils on roll.

		support to individual CYPs support to groups of CYPs		
Contracts for Speech, Language, occupation therapists	Speech, communication and Language Support	Support to individual CYPs	Health	£1,404,708
Enfield Advisory Service for Autism	Support for autism includes cognition & learning and communication and interaction	Provide training to schools, parents and other key professionals. Targeted support to individual CYPs support to groups of CYPs	Enfield Special School	£641,000
Children's Centre	Early Help for parents and their children	Provide guidance, advice and training to schools, parents and other key professionals.	Enfield Mainstream School	£165,934
Behaviour Support	Social, emotional and mental health	Provide guidance, advice and training to schools, parents and other key professionals. Co-ordinate mentoring and other activities to support CYP	Enfield Council	£1,922,775

Nurture Groups	Social, emotional and mental health	Schools commissioned to host Nurture Groups for children with social, emotional and developmental needs Provide guidance, advice and training to schools, parents and other key professionals.	Enfield Council	£866,000
Contracts for Physical and Sensory Disability Support	Visual and Hearing Impairment	Provide specialist support to CYP with visual and hearing impairment to access curriculum and manage day to day activities.	Various	£452,956
Contract: Medical and Home Tuition		Support for pupils in North Middlesex Hospital or at home due to illness	Enfield Special School	£464,000
Advocacy Support for Parents	Advisory Service	Provide advice and guidance to parents	SENDIASS	£115,000

24. In considering the different level of provision required to meet varying needs of pupils with SEND, the Authority is working with individual schools to agree how they may extend their support for CYP with high level of SEND. In doing this, a focus for the Authority has been continuing to increase in-borough special provision by expanding and creating new places for CYP with SEND as part of the school expansion

programme, thus reducing the use of independent placements. The aim has been to increase capacity in special schools and educational establishments for some of the pupils with the most acute special needs.

25. Members sought some information on the education packages and their costs. Table 7 provides a summary of the number and range of costs associated with provision detailed in Table 6.

Table 7 Types of Provision to meeting varying level of need

Type of Provision	Numbers		Cost - HNB	Cost to Schools
	2020/21	2023/24		
Mainstream Provision			From £2,500 to £13,000	£6,000
Mainstream ARP	118	192	From £12,140 - £14,772	£4,000
Mainstream Special Unit	In 2021/22 - 20	68	£11,990	£4,000
Special ARP in mainstream	20	26	£17,088	
Special - Maintained inc. satellite	860	1,156	£19,910 - £35,000	
Special – Independent / Outborough excluding Post 16	245	207	From £45,000 to £150,000	

26. **Post 16** - Funding for Post 16 comes from the High Needs Block which is administered by the Education, and Skills Funding Agency. (ESFA). The Local Authority must commission the places from the colleges before the end of October in each academic year and provide a return to the ESFA who in turn passport the place funding to colleges from the Local Authorities DSG.

27. Colleges are funded on what is called a lagged learner number, this refers to historical data for each academic year. For example, if there are one hundred students in college in 2020, in 2021 the college will be funded for the one hundred students. If in the 2021 academic year the college has one hundred and ten students, they will be funded for these in the 2022 academic year.

28. Colleges receive funding in Elements, the same as schools. Element 1, £4,542, to £4,642. Element 2, £6000-£10,000 per place and Element 3 top up depending on need. All Element 3 funding is negotiated and based on the provision as set out in section E&F of the EHCP.

29. Young people are required through Raising of the Participation Age to attend education, employment, or training. In the post sixteen sector, young people make choices based on their aspirations. Courses are usually two to three years in duration.

30. Some colleges, such as Barnet and Southgate College, Hertford Regional and Waltham Forest have specialist provision for young people where discrete provision in small groups are provided for the more complex young people, who may transition into adult social care.

31. Supported Internships are available in some FE settings and in Special schools who have a designation for young people up to the age of nineteen.

32. In 2020/21, there were 302 placements across 26 providers at a cost of £2.5m and this increased to 345 placements across 19 providers at a cost of £3.9m.

33. Residential Placements - Separately, a number of CYP with very complex SEND needs will be placed in a residential setting because there is no alternative provision. These placements can be very costly and there is always questions as to what proportion should be charged to education, health and social care. These are some of the most expensive placements and costs can range from £50,000 to £250,000.

34. Future Demand and Mitigations - The data included in this paper shows that there is still a rising demand for EHCPs both nationally and in Enfield. There is no individual explanation as to why this is the case, apart from advances in medical technology. Since Covid 19, the number of requests at early years has increased, for those who missed nursery education and there has been a marked increase in Social, emotional and mental health identification.

35. The Authority with its SEND partners continues to develop the strategies outlined earlier in this report as well as begin to work on the DBV programme, which should yield some mitigation in the next 2 -3 years. In addition, in 2023, the DfE introduced a new initiative called the Change Programme Partnership.

36. Change Programme Partnership

The Change Programme is a response to the SEND Green Paper published in March 2023. This is one of the initiatives following extensive engagement with around 6,000 participants from surveys and 175 events set up to gather the views of children, young people and their families and all relevant stakeholders in an attempt to tackle the recognised “brokenness” with the SEND system. The aim is to have a coherent plan to transform the SEND and Alternative Provision systems and make it sustainable over the long term.

37. Thirty-one LAs including Enfield have been selected to pilot key SEND reforms through a £70 million “change programme”. Barnet Local Authority are the lead in London supported by Enfield, Camden and Islington.

The programme in the first instance will review, a national EHCP, a Data dashboard, a Local Area Improvement Plan (LAIP) and a schools list to support parents to make informed decisions on where they want their child or young person to attend. A review of statutory SEN panels and SEND Boards will take place across all boroughs to ensure consistency in decision making.

38. 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 support 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.

39. Conclusions

The Authority is working diligently to make certain that services are run efficiently to meet the needs of CYP and their families. Special Schools have and continue to be expanded to reduce the numbers of CYPs being placed in independent provision with a new special school being commissioned as part of the DfE expansion programme. The number of ARPS and Units have been increased to make ensure there is local provision in place for our CYP in line with the Children and Families Act 2014 legislation and in line with Enfield's SEND Strategy.

40. Early intervention to support CYP with lower level of needs such as SEN support has increased to reduce the number of EHCPs going forward and to meet need at the right time before needs escalate. This work will be further supported by the DBV programme by further developing innovative practise review pathways available for CYPs and support schools and parents. All these programmes and development should lead to a reduction in the number of existing EHCPs where CYP have made significant progress and begin to address the HNB deficit.

41. At regional or national level, there continues to be emphasis to develop further efficiencies within the SEND system with Enfield engaging in:

- A North Central London review of speech and language that aims to improve current provision by identifying more efficient and effective delivery methods.
- The Change Programme Partnership aims to provide a consistent approach in meeting the needs of CYP with SEND nationally and remove regional variations in the decision-making process for allocating support. It is envisaged the Change Programme may lead to national standards to provide a more consistent approach for supporting the needs of CYP to meet their educational outcomes and life chances.

SEND TRANSPORT

42 SEND Transport

Transport provision requirements continues to grow year on year with this year's total numbers of pupils reaching 1405, double what the numbers were in 2016/17. Over the last few years, we have made significant impact on the budget mitigation by concentrating on cost saving measures wherever possible, these include, independent travel training, Personal Travel Budgets and movement of pupils from costly out of borough placements to in-borough provisions.

43.In-Borough/Out of Borough Transport:

With the increase in in-borough education establishments and places we have successfully been able to reduce the number of pupils that require out of borough transportation. The budget impact savings of this, although significant, does not correspond in line with the movement and number of pupils in-borough and out of borough. We are now servicing a significantly larger number of education establishments as the need for places has resulted in many schools setting up satellite operations. The direct result of this is although we are now covering less out of borough transport runs, we are having to add additional routes to service the extra establishments.

44.Independent Travel training

By engaging with schools, we have managed to significantly increase the number of pupils trained every year to be independent in their travel arrangements to and from education establishments. From single figure numbers in 2018, to over 40 pupils this year

45.Personal Travel Budgets:

Personal Travel budgets are the second most cost-effective method of transport, providing parents a weekly budget which they use to make their own travel arrangements. Numbers of pupils receiving travel budgets have risen from 98 in 2018 to 425 this year.

46. Application Rejections:

By applying the transport policy in a robust and consistent way, the number of transport applications rejections has risen significantly, with over double the number of applications rejected this year compared with 2017/18

47 Single Occupancy Routes

Single occupancy Routes the costliest forms of transport to the service. Whilst we endeavour to always place pupils on a multiple transport route quite often there are circumstances that are completely out of our control that deem it

necessary for the pupils to be transported on their own.

Reasons for adopting this method are varied but can include behavioural issues, pupils with extremely complex medical needs, pupils being the only person being collected from or transported to a specific location, or pupils that we are responsible for providing the education and transport provision for as they are registered in the borough but are actually located or have been relocated out of the borough for specific reasons. In all these cases the circumstances are out of their control off the transport section and as the service we provide is statutory we must fulfil the transport requirement.

Single occupancy travel continues to rise year on year and is now almost three times the number of pupils being transported this year compared with what it was in 2017/18

Full Detail is set out below:

Actual for this financial year

Estimated Figures to take us to F/Y end

In Borough Pupil Numbers (Transport)							
Period	In Borough 2017/18	In Borough 2018/19	In Borough 2019/20	In Borough 2020/21	In Borough 2021/22	In Borough 2022/23	In Borough 2023/24
<u>April</u>	514	521	561	701	741	780	752
<u>May</u>	508	528	555	701	733	783	760
<u>June</u>	510	536	552	701	754	782	756
<u>July</u>	506	531	547	701	753	773	717
<u>August</u>	506	531	547	701	753	773	717
<u>September</u>	524	528	623	659	778	739	701
<u>October</u>	528	534	667	698	779	751	711
<u>November</u>	530	550	670	711	785	754	718
<u>December</u>	530	548	687	713	788	767	711
<u>January</u>	531	555	686	723	780	762	711
<u>February</u>	532	558	686	731	773	760	711
<u>March</u>	532	555	693	741	780	762	717

**Out of Borough Pupil Numbers
(Transport)**

Period	Out of Borough 2017/18	Out of Borough 2018/19	Out of Borough 2019/20	Out of Borough 2020/21	Out of Borough 2021/21	Out of Borough 2022/23	Out of Borough 2023/24
<u>April</u>	158	173	191	202	189	184	178
<u>May</u>	156	173	193	202	180	182	180
<u>June</u>	156	179	195	203	177	188	191
<u>July</u>	155	179	196	203	179	178	187
<u>August</u>	155	179	196	203	181	178	187
<u>September</u>	161	173	186	173	175	170	191
<u>October</u>	162	174	193	183	181	166	198
<u>November</u>	162	184	203	188	187	176	205
<u>December</u>	162	179	198	191	188	176	206
<u>January</u>	163	184	197	179	181	176	208
<u>February</u>	163	186	197	184	182	178	210
<u>March</u>	163	189	201	189	184	180	213

**Personal Travel Budgets (Total) Pupil Numbers
(In & Out of Borough)**

Period	PTB 2017/18	PTB 2018/19	PTB 2019/20	PTB 2020/21	PTB 2021/22	PTB 2022/23	PTB 2023/24
<u>April</u>	63	90	94	91	171	240	348
<u>May</u>	63	91	90	91	180	246	354
<u>June</u>	65	81	92	98	183	235	354
<u>July</u>	64	81	92	93	185	227	355
<u>August</u>	67	64	92	92	181	224	337
<u>September</u>	67	83	79	128	180	298	398
<u>October</u>	69	88	83	134	192	301	414

<u>November</u>	71	91	85	144	215	313	414
<u>December</u>	72	85	85	163	212	300	408
<u>January</u>	79	91	97	160	223	331	421
<u>February</u>	92	93	98	161	231	339	425
<u>March</u>	98	89	99	166	218	341	424

Independent Travel Training Pupil Numbers							
Period	ITT 2017/18	ITT 2018/19	ITT 2019/20	ITT 2020/2 1	ITT 2021/2 2	ITT 2022/23	ITT 2023/24
<u>April</u>	0	3	5	0	5	8	8
<u>May</u>	2	6	9	0	15	18	10
<u>June</u>	5	7	9	0	26	28	16
<u>July</u>	6	10	17	0	38	33	15
<u>August</u>	6	10	17	4	39	33	0
<u>September</u>	8	14	17	6	45	42	10
<u>October</u>	8	14	19	9	55	54	8
<u>November</u>	8	14	23	15	67	61	7
<u>December</u>	8	14	24	16	73	69	19
<u>January</u>	9	14	26	16	84	81	27
<u>February</u>	9	14	27	16	90	89	42
<u>March</u>	9	15	27	16	102	104	34

Applications Rejection Numbers							
Period	Rejection ns 2017/18	Rejection ns 2018/19	Rejection ns 2019/20	Rejec tions 2020/ 21	Rejection ns 2021/22	Rejection s 2022/23	Rejection ns 2023/24
<u>April</u>	1	1	7	0	0	1	9
<u>May</u>	7	11	9	1	6	7	15

June	13	21	12	5	13	8	18
July	27	26	20	10	18	11	32
August	36	32	25	15	23	13	50
September	40	41	34	28	28	16	63
October	41	48	37	32	31	30	85
November	43	51	42	33	32	44	94
December	44	55	43	35	36	55	102
January	53	64	43	35	50	66	113
February	57	67	43	38	53	77	124
March	57	67	45	39	57	88	135

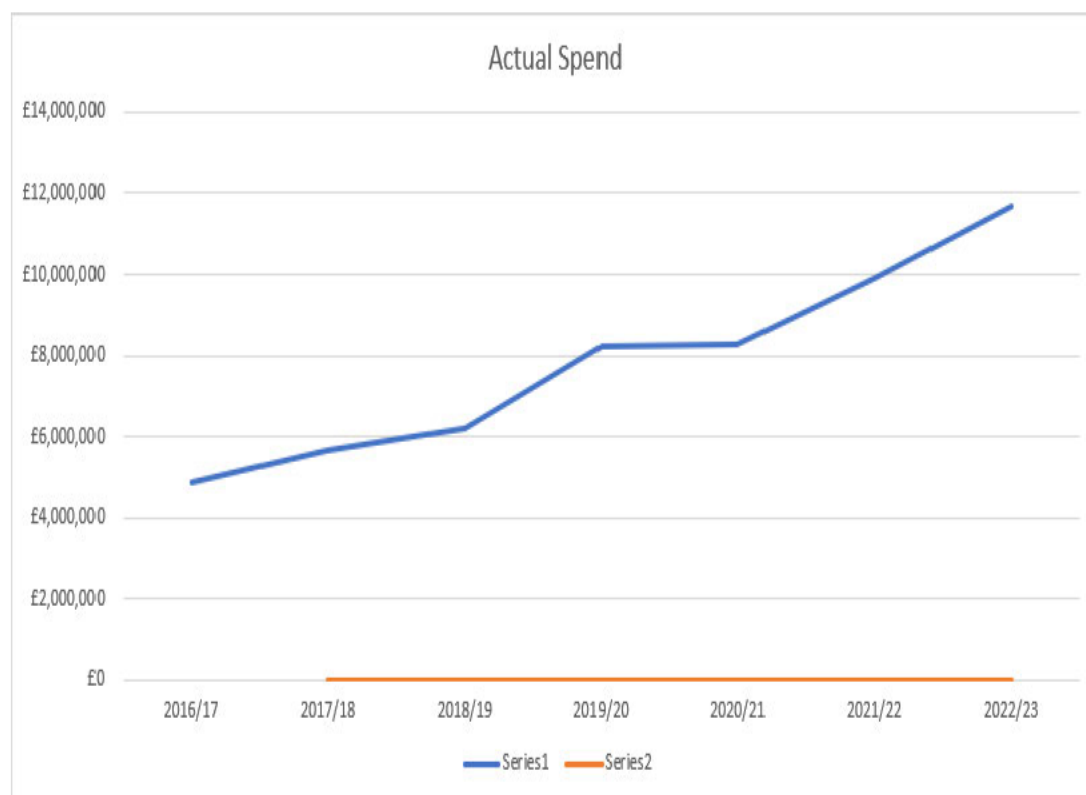
Single Occupancy Routes

Period	2019/20	2020/21	2021/22	2022/23	2023/24
April	33		106	82	83
May	33		101	83	83
June	33		99	87	85
July	34		103	73	85
August	33		99	73	85
September	33		71	78	78
October	34		73	78	78
November	35		77	81	80
December	35		73	83	79
January	35		75	85	79
February	35		77	85	
March	36		82	88	

Budget Position:

FY	Outturn	%age Change	
2016/17	£4,863,973		
2017/18	£5,663,558	16%	
2018/19	£6,221,671	10%	
2019/20	£8,213,884	32%	

2020/21	£8,277,967	1%	Includes £355,645.06 Covid funding
2021/22	£9,882,625	19%	Includes £1,097,922.58 Covid and Contain outbreak management fundings
2022/23	£11,694,801	18%	
2023/24	£13,000,760	11%	Estimated



Average Costs Per Individual Pupil

Outturn	FY	Outturn £000s	Total Passengers	Average Cost Per Passenger Per Annum £000s
£4,863,973	2016/17	£4,864	694	£7.0
£5,663,558	2017/18	£5,664	753	£7.5
£6,221,671	2018/19	£6,222	805	£7.7
£8,213,884	2019/20	£8,214	909	£9.0
£8,277,967	2020/21	£8,278	1,025	£8.1
£9,882,625	2021/22	£9,883	1,146	£8.6

£11,694,801	2022/23	£11,695	1,226	£9.5
£13,000,760	2023/24	£13,001	1,405	£9.3

Actual Budget Costs:

2023/24
Forecast

In House	£2,544,832
External	£9,454,949
PTBS and ITT	£1,569,123
Income	-£568,144
Total	£13,000,760

NB:

To help support the service budget, additional income is generated by using the vehicles for school swimming transport.

Joint Service for Disabled Children

1. The Joint Service for disabled children provides services to disabled children in the borough. There are approximately one thousand children open to the service at any one given time. The service provides afterschool club Monday to Friday and playschemes Saturday, Sundays and school holidays. We also have two social work teams providing statutory interventions to those families that need help and protection.
 2. In the last two years we have seen a significant increase in requests for support from parents and carers.
 3. We have seen a slight reduction over the last two years in the age the parents and carers are asking for support from 9.6- 9.0. This will put additional pressure on the service as their needs will increase as they grow.
- 4. Reasons for the increased demand for statutory service**
- Families being aware of the services and requesting for support.
 - Continuous rise in the number of children with EHCP's (Education, Health and Care Plans).

- Change in eligibility criteria following legal challenge in April 2022.
- Parental fatigue, parent and carers cannot deal with the behaviour that challenges.
- Social and economics family condition are contributing to this as parents are less available to communicate and engage with their children which is impacting their development.
- Increase in the complexity and intensity of behaviour that challenges, particularly during the teenage years.
- Currently there are 25 children where we are looking for appropriate education setting to meet the needs of the child and 32 children on a reduced timetable open to social care. This has resulted in additional support being requested to social care.
- The impact of covid closures, where children that witnessed the lockdown and did not attend school are now experiencing developmental challenges, particularly neurodiverse children at all ages.
- Transfer in from other boroughs, due to housing situation in their local boroughs.
- Improvement in medical care and facilities.

5. Financial Impact

a. Table 3 Breakdown of the care packages and financial impact

Number of CWD in receipt of Short Breaks							
Scheme	2017-18	2018-19	2019-20	2020-21	2021-2022	2022-2023	2023-2024
Short Break Grant	166	196 ↑18.07%(30)	210 ↑7.1% (14)	224 ↑6.6%(14)	313 ↑39.7%(89)	435 ↑39% (122)	561 29 % (126)
Direct payment	60	77 ↑28.3% (17)	95 ↑23.37% (18)	103 ↑8.4% (8)	131 ↑29.7% (28)	143 ↑9.1%(12)	167 16.8 % (24)
Directly commissioned Homecare	77	57 ↓25.9% (22)	75 ↑31.5% (20)	61 ↓18.6% (6)	75 ↑22.9% (6)	145 ↑93.3% (70)	181 24.8 % (36)
Total Cost			£1,010,239	£1,357,609	£1,525,872	£2,130,881	£3,378,900

b. Table 4, number of complex children requiring high level of support

Number of Children with Complex Care Packages				
Year	2020/2021	2021/2022	2022/2023	2023/2024
Numbers	4	4	3	12
Costs	249273	76115	169817	662779

6. Complex needs children and young people looked after by the local authority

6.1 The number of children with complex needs has increased steadily in the last 5 years. The market has also changed where placement cost more and require additional support to manage the behaviour that challenges.

6.2 Table 5- Number of complex looked after children and spending

	No of LAC (as of 31st March)	No of LAC in 2 way or 3 way placements	No paid by Education	No paid by Health	Total paid by Social Care	Total paid by Education	Total paid by Health	Total placement cost for CIP placements	Average cost per week
2017-18	338	22	15	22	£1,209,131	£955,977	£1,047,435	£3,212,543	£3,801
2018-19	374	19	14	24	£1,010,392	£965,990	£1,147,013	£3,123,395	£3,875
2019-20	376	20	11	20	£1,050,974	£379,934	£1,069,695	£2,500,603	£4,233
2020-21	375	21	16	23	£1,241,411	£1,063,216	£1,782,194	£4,086,821	£6,131
2021-22	380	32	14	32	£3,797,266	£1,238,980	£3,779,392	£8,815,638	£5,224
2022-23	398	30	10	29	£3,230,880	£1,183,770	£3,099,066	£7,513,716	£5,329
2023-24	419	43	13	42	£2,970,316	£936,811	£2,916,398	£6,823,525	£6,228

7. Case studies

7.1 RG 15 year old boy.

- Presenting issue/concern/reason for our input
R's behaviour was at a level that his mother and nan could not care for him. He used to hit them and be very dysregulated at home. There was at time that he was getting excluded from school.
- What has worked well
R was presented at the Dynmic Support Register where a multi-disciplinary approach was agreed and support was provided by all agencies involved:
 - Increase of staffing support at school.
 - Increase of support at home.
 - Development of a positive behaviour support plan by Transforming Care Partnership Programme.
 - Attending Cheviots playscheme.
- What outcomes have been achieved/improved as a result of our input
 - R is getting stimulation from his carers and his school.
 - Incidents [REDACTED] hitting his mother and his carers are reduced at a significant level.
 - R is not at risk of becoming looked after. He has remained and accessing local community.

7.2 LF 16 years old

Presenting issue/concern/reason for our input

The list of diagnoses for L is long and includes an abnormality the part of his brain responsible for movement, however, the underlying reason for the deterioration in his health is currently unknown and has been classified by GOSH as SWAN (Syndrome Without A Name). Known genetic conditions have been ruled out, leaving currently unknown or very rare genetic causes. As there is no treatment or diagnosis for L, the focus has moved to addressing and managing each of his complex needs. This leaves the parents without a diagnosis, prognosis, or treatment to try to stall or reverse the deterioration; the uncertainty around L's future has led to a great deal of stress for his parents. He has a fitted with a PEG which has been recently changed with a button to assist maintaining his weight and nutrition.

The parents were struggling to manage and contain L's behaviour at home and in the community. L was presenting with very challenging behaviour untriggered towards the parents, and this included hitting and kicking, pushing, being threatening, grabbing hair, throwing objects at people, smashing household items, slamming doors, refusing medication, stabbing with pencils, throwing food and plates, tearing up books, damaging sensory lights and scratching windows.

The parents were sustaining bruises regularly especial father who most times directed the aggression. At times, the aggression was being extended attacking carers throwing flower vases. This resulted in the father asking the carers to leave the home for their own safety hence respite not serving the intended purpose. During appointments with professionals the L would also direct his aggression this included CAMHS consultants and social worker visit. Further concerns have been on how to keep L safe as he could himself in the process unable to regulate his emotions. In November 2023 escalation of L aggression and resulted in hospital attendance cutting his hand by hitting the glass door at the family home. L displayed aggressive behaviour daily, often 2-3 times a day lasting for between 30- 60 minutes. Travelling was reported very challenging as he is very unsettled and with aggressive outburst.

The parents were asking for L to be placed into a residential placement (boarding school) 38 weeks, support with trained mental health or learning disability nurses to manage the risk

The school, St Elizabeth also reports behavioural challenges, however, were able to manage this due to the ratio of support and different workers. The school shared incidents in class of L not engaging in activities and throwing items when heightened.

What has worked well

There has been good partnership with all multi-disciplinary teams. This includes, CHC, TCAP's, STAY, GOSH, Occupational Therapist, School, SEN, Cheviots. There has been regular MDT Meetings, sharing information and managing the risk.

There has been regular S/W visit and partnership working with the L and the parents offering support and advice

There have been joint working visits with STAY and S/W assisting with strategies for the parents

Respite and additional hours totally to 76 hours per week 2:1 support.

Cheviots Playscheme additional hours provided during school holiday and weekends where Ls enjoys going

There have been professionals regularly visiting in the home for support include TCAPs parenting work / PBS Plan and Caring Agency providing respite

What outcomes have been achieved/improved as a result of our input

L's behaviour has significant improved, and he is not presenting with the challenges previously exhibited.

With support from health, L medication was reviewed, and this has supported L to regulate his emotions. He is also taking his medication which had previously refused triggering the episodes of aggression.

L remains in the care of his parents and positive relationship observed.

L's relationships at school with peers have improved.

L is seen happy at home and has trusting relationship with professionals Parents report happy, and better mental health as they previously reported breaking down.

L enjoys seeing carers playing, going in the community and this provides respite to the parents

L enjoys attending Cheviot Playscheme where he interacts with other children and improves his social skills outside school

8. Financial Impact

8.1 The total cost of the care packages for the two case examples is £180k, which produces a saving of £444k per year, assuming that if both these children were looked after children and their placement costing £6k per week.

8.2 JSDC through a multi-disciplinary approach has prevented 5 other young people from becoming look after, which has contributed in reduce spend of about £1.2 million a year.

9. Control measures

9.1 There is fortnightly panel to review all the care packages provided to families to ensure that provides value for money and meets assessed needs. Care packages are agreed with a clear end date.

9.2 Work closely with ICB to increase health contributions.

9.3 Monthly scrutiny of the packages at High Cost Panel and Complex Needs Panel.

9.4 Provide support to parents, carers and foster carers through Empowering Parent and Networks in Enfield by:

- Training parents in positive behaviour support approach (prevent).
- Provide out of hours services specially to disabled children and young people to prevent breakdown (intervene to minimise crisis).
- Offer respite and afterschool club (respite).

Relevance to Council Plans and Strategies

- 1 This overview will contribute to the Council's strategies and programmes for supporting communities through the delivery of education services to the benefit of the community.
- 2 Safe, Healthy and Confident communities where we can care for and educate our children and young people (CYP) locally in a setting or environment that is right for them.
- 3 Sufficiency planning ensures that the council and local area can meet the needs of Enfield's CYP.
- 4 An Economy that works for everyone by providing post 14 education opportunities that lead to employment.
5. The provision of good quality schools and buildings helps to ensure stable

strong community enhancing skills and connecting local people to opportunities.

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Appendices

Appendix 1

SEN LEGISLATION

1. It is necessary to consider the legislation that is pertinent to decisions around commissioning and SEND School placements both in and out of borough. The legislative process is what underpins much of the decision making around SEND and determines the decision that the SEN team make.
2. SEN legislation is governed by the Children and Families Act 2014, The SEN Regulations 2014, The Special Educational Needs (Personal Budgets) Regulations 2014, Equality Act 2010 and the SEND Code of Practice 2015.
3. EHCPs should only be issued for the most complex needs from the age of 0 up to 25 where education will be additional to or different from that made generally for other children of the same age.

SEN Legislation for Placements

4. It is important to understand that the current SEND legislation enables parental choice of education establishment wherever that is geographically located. The Local Authority has limited recourse to refuse parental choices and must act in accordance with the law.

5 The SEN Service is legally required to consult with parental choice of education under the Children and Families Act 2014, S19 (a) (b)(c)(d). This means the LA needs to have regard to :

- (a) the views, wishes and feelings of the child and his or her parent, or the young person;
- (b) the importance of the child and his or her parent, or the young person, participating as fully as possible in decisions relating to the exercise of the function concerned;

(c) the importance of the child and his or her parent, or the young person, being provided with the information and support necessary to enable participation in those decisions;

(d) the need to support the child and his or her parent, or the young person, in order to facilitate the development of the child or young person and to help him or her achieve the best possible educational and other outcomes.

6. This is communicated in the SEND Code of Practice, (section 8.78) where the Local Authority must consider:

The child's parent or the young person has the right to request a particular school, college, or other institution of the following type to be named in their EHC plan:

- maintained nursery school
- maintained school and any form of academy or free school (mainstream or special)
- non-maintained special school
- further education or sixth form college
- independent school or independent specialist colleges (where they have been approved for this purpose by the Secretary of State and published in a list available to all parents and young people)

7 The only reason the local authority can refuse the request is if:

- The setting is unsuitable for the age, ability, aptitude, or special educational needs ("**SEN**") of the child or young person; or
- The attendance of the child or young person would be incompatible with the provision of efficient education for others; or
- The attendance of the child or young person would be incompatible with the efficient use of resources.

The LA has to prove that at least one of these conditions applies in order to dislodge the parent or young person's preference. This refusal is based on the consultation response from education settings and where the setting cannot demonstrate any of the three bullets in section (12 of this report) the Local Authority will name a setting in Section I of the EHCP. This creates tension between education settings, the LA and with parents.

8. Parents can then appeal to the First Tier Tribunal if they consider that their parental preference has not been complied with in line with the legislation. The Local Authority will then set out their reasoning and the Judge will make a legally binding decision on the appropriateness of the placement.

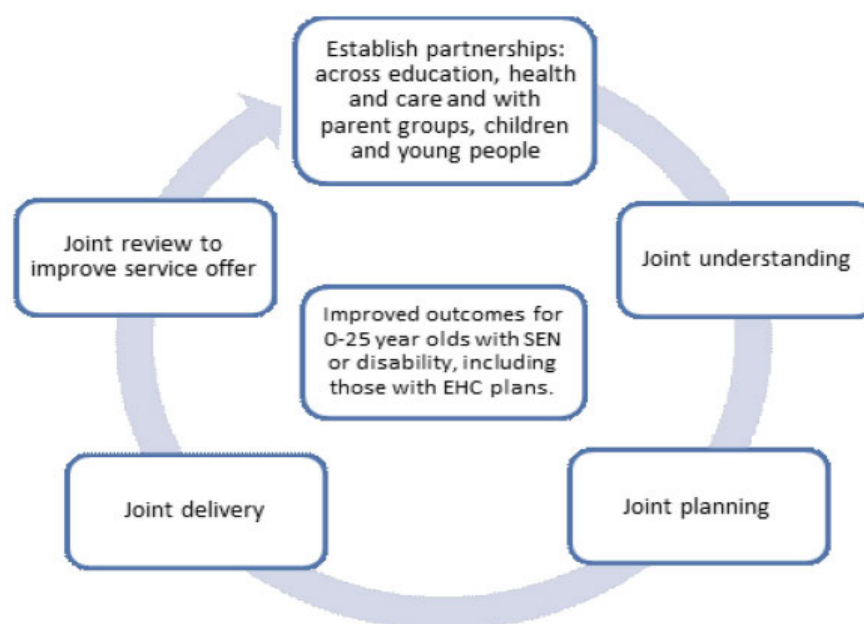
9, Joint Commissioning arrangements - The local authority has a duty to lead on the joint commissioning arrangements and set out its interventions of support for pupils with SEND, with or without an EHCP, in line with the legislation supporting the joint commissioning arrangements as set out in section 3 of the Code of Practice. Section 3.9 of the Code of Practice states the LA must co-ordinate the acquisition of provision through Joint commissioning arrangements. This is where provision is provided with SEND partners such as Health and Social Care. This provision must cover the services for 0–25-year-old children and young people with SEND, both with and without EHC plans.

10 The Code of Practice states services will include specialist support and therapies, such as clinical treatments and deliveries of medications, speech and language therapy, assistive technology, personal care (or access to it), Child and Adolescent Mental Health Services (CAMHS) support, occupational therapy, rehabilitation training, physiotherapy, a range of nursing support, specialist equipment, wheelchairs and continence supplies and also emergency provision.

11 They could include highly specialist services needed by only a small number of children, for instance children with severe learning disabilities or who require services which are commissioned centrally by NHS England (for example some augmentative and alternative communication systems, or health provision for children and young people in the secure estate or secure colleges).

12 In section 3.10, Local authorities, NHS England and their partner ICBs must make arrangements for agreeing the education, health and social care provision reasonably required by local children and young people with SEN or disabilities and those that require emergency provision, through escalated mental health or sustained injuries.

The joint commissioning cycle



Appendix B

DELIVERING BETTER VALUE - WORKSTREAMS

1. Review the Early Years offer

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%.

2. Review EHCPs in Primary, Secondary and Post 16.

The SEN Service will support education settings to ensure best value is being achieved by reviewing 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. Step down opportunities will be applied as well as system changes.

3. Review of Speech and Language pathways

The existing speech and language pathways will be expanded to allow children to access Speech and Language Therapy without an EHCP. This is currently not available in Enfield, and it is anticipated that this expansion will significantly reduce the number of EHCPs that will need to be issued and will address need more promptly.

4. An Enfield wide Transition strategy will be established to improve support to children moving to their next phases of education. There will be a stronger focus on proactive transition planning and interventions, we aim to minimise the necessity for EHCPs for transition phases. This not only streamlines the administrative burden but also allows us to target resources more efficiently.
5. 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. The programme will consider efficiency savings 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.
6. Due to the demands in post 16, it is imperative that needs are managed effectively with partners, this includes adult social care, education and health provision with the aim to implement a hybrid offer of support that is meaningful and does not mean a perpetual repetition of learning at the same level for the nine years of post-sixteen education. Therefore, 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 and be better prepared for adulthood.