

MUNICIPAL YEAR 2017/2018 REPORT NO. 9

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Schools Forum 20 September 17

REPORT OF:
Executive Director of Schools & Children's Services

Contact officer: name and email:
Sangeeta Brown
E-mail: sangeeta.brown@enfield.gov.uk

	Item: 4c
Subject: High Needs: Update	
Wards: All	

1. EXECUTIVE SUMMARY

This report provides a brief update on the review of the High Needs provision, funding and spending.

2. RECOMMENDATIONS

The Forum is asked to note and comment on this report.

3 BACKGROUND & INTRODUCTION

- 3.1 The Forum has been advised at previous meetings of the increased demand to support pupils with Special Educational needs & disabilities (SEND) and the pressure this is creating on funding allocated by the DfE through the High Needs block of the Dedicated Schools Grant.
- 3.2 There have been a number of factors that have contributed to the increase in demand. One of the factors was the introduction of the SEND Reforms. The Children and Families Act 2014 sought changes to how pupils with SEND were supported and some of the key changes included:
- The need to involve children and young people (CYP) and parents and carers at the heart of the process in a more person centred way;
 - Placing a requirement on local authorities and health services to jointly commission services for young people and families;
 - Provision of statutory protection for young people with SEND in education or training up to the age of 25.
- Information and updates on the implementation of the Reforms have been provided to the Forum. With the Reforms now in their third year, the impact of the change from Statements to Education, Health and Care Plans (EHCP) has been the exponential increase in demand and lack of funding and specialist provision to meet this demand.
- 3.3 As previously reported and detailed in the budget monitoring report (elsewhere on the agenda), the Authority has begun a review of high needs. As part of the review, officers have been assessing recent trends for specialist provision to support pupils with high needs and using this information to develop a medium term plan. The aim is to estimate provision required over the next few years and the associated costs.

- 3.3 The remainder of this report provides members with information and an update on the national position and progress on the local review being carried out.

4 NATIONAL ANALYSIS

There have been a number of documents that have been published in the last couple of months with statistical information. This section provides summary of how Enfield compares with our statistical neighbours and outer London authorities.

- 4.1 Previously, the Forum questioned the relevancy of using statistical neighbours for benchmarking purposes. In order for benchmarking to be relevant, comparison needs to be carried out between similar authorities. To aid this, in 2007 the DfE commissioned the National Foundation for Educational Research (NFER) to identify and group similar local authorities in terms of their socio-economic characteristics. These groups were updated in 2011 using the census data. Further information on statistical neighbours and a Local Authority interactive tool can be found by using the following link: <https://www.gov.uk/government/publications/local-authority-interactive-tool-lait>.
- 4.2 Statements of SEN and EHCP: England, 2017
The Office of National Statistics (ONS) released in the summer the statistical first release (SFR) on statements and EHCP using data provided by local authorities from the annual SEN2 data return. This return is mandatory and reports on all statements of SEN and EHCP maintained by individual local authorities. A copy of the document can be found by using the following link: <https://www.gov.uk/government/statistics/statements-of-sen-and-ehc-plans-england-2017>.
- 4.2.1 National Picture: The key issue coming out from the ONS release was that there was a 12.1% increase in the in the number of statements and EHCPs maintained by LAs from January 2016 to 2017. Some of the significant changes seen were the number of under of under 5s and Post 16 pupils with EHCPs.
- 4.2.2 Comparison with Enfield's Statistical Neighbours and Outer London Authorities: Table 1 provides a summary of the findings from the comparison carried out.

Table 1: Statements of SEN and EHCPs Analysis

	Enfield	Statistical Neighbours (11 LAs)	Outer LAs 19 LAs)
Overall increase from 2016 to 2017	35.7% increase in No of CYP with SEND in maintained	Highest increase	Highest increase
Total Pupil Population	58,479	4 th Highest	2 nd Highest
No of Pupils with Statements or EHCPs	1,928	4 th Highest	6 th Highest
% Change of No of Statements / EHCPs	– 55.6% increase between 2010 & 2017 – 13.9% increase between 2010 & 2015	Highest 6 th Highest	Highest 11 th Highest
Type of Establishment	– 46.8% in Enfield mainstream schools – 0.7% Independent mainstream schools	5 th Highest 5 th Highest	12 th Highest 11 th Highest

Enfield has one of the highest pupil populations and yet is not the highest in terms of the number of pupils with Statements and EHCPs. Enfield had the highest the percentage change in the number of Statements and EHCPs, but the main increase was in the period following the introduction of the SEND Reforms in 2015.

- 4.3 Section 251 Outturn Statement (2015/16)
The Forum requested some information on how Enfield's spending for pupils with high needs compared with other local authorities. An analysis comparing Enfield with our statistical neighbours and outer London authorities of areas supporting high needs was carried out using the Section 251 (S251) outturn returns submitted to the DfE.

Table 2: Section 251 Outturn Statement Analysis

Top Up Funding	Enfield	Statistical Neighbours (11 LAs)	Outer LAs (19 LAs)
<u>Top Ups (£ of spend)</u>			
Maintained	£15.6m	5 th Highest	5 th Highest
Academies & Free Schools	£1.4m	8 th Highest	13 th Highest
Independent	£5.6m	6 th Highest	15 th Highest
Other Alternative Provision	£2.86m	Highest	2 nd Highest
SEN Support Services	£2.4m	5 th Highest	7 th Highest
Other Support	£3.3m	3 rd Highest	Highest

The reporting of expenditure on Section 251 is based on how individual local authorities interpret the regulations to fit their organisational structure. Enfield is seen to be high for Other Alternative Provision And Other Support. We currently include in Behaviour Support, Secondary Tuition and Provision for Unplaced Pupils and Nurture Groups, Special School Outreach, Pre School Support Service and EYSI in Other Support.

4.4 DSG Analysis

London Councils recently commissioned a survey of DSG HNB funding and spending by London LAs. The survey was focussed on funding allocated and spending for the year 2016/17. For 18 of the outer LAs, the survey highlighted:

- In-Year Deficit
 - 12 had reported a deficit.
 - The balances ranged from deficit of £5.1m to surplus of £7m;
- Accumulated Deficit as at 31 March 2017
 - 7 had reported an accumulated deficit.
 - The balances ranged from deficit of £6.5m to surplus of £8.4m.
- Forecast for 2017/18 indicated 9 LAs expected to in deficit at the year-end.

Table 3 provides a summary of their other findings.

Table 3: 2016/17 DSG Surplus / Deficits

Top Up Funding	Enfield	Outer LAs (18 LAs)
Pupil Population (ONS mid-2016 projections for 2-18)	78,338	3 rd Highest
DSG Allocated	£243m	2 nd Highest
HNB Allocation	£32.1m	9 th Highest
In-Year Deficit	£4.560m	3 nd Highest
Accumulated Deficit	£3.360m	3 nd Highest
SEN Support Services	£2.4m	7 th Highest
Other Support	£3.3m	Highest

- 4.5 As will be seen Enfield is not unique in the increased demand to support pupils with high needs. The key concern is that Enfield has the second highest pupil population in Outer London and 3rd highest in terms of projections provided by ONS for 2 – 18 years old; yet, this is not reflected in the funding provided through the high needs block. As will be seen in Table 3, Enfield's proportion is closer to the average. The funding allocated was not and continues not

to be based on actual need and thus resulting in the funding per pupil for Enfield being lower when compared to other similar authorities.

5 REVIEW

5.1 Towards the latter part of 2016/17 and following discussions with the Forum, the Authority began to plan a review of the specialist provision available for placing pupils with high SEND and also to try and forecast future demand. This work coincided with the DfE providing local authorities with a non-ring fenced grant to carry out a strategic review of SEND high needs provision.

5.2 High Needs Strategic Planning grant

The purpose of the High Needs Strategic Planning grant is to support local authorities to carry out a strategic review of their high needs provision to increase capacity. The DfE have requested that local authorities prioritise this review and planning activity, work with schools, colleges and other providers, and with parents and young people. Also, the outcomes of the reviews be published in the form of strategic plans.

Enfield was allocated £163,165. In the first instance, the areas that have been prioritised to be reviewed and funded from this grant include:

- High needs support for students aged 16 -25 years;
- Additional Resourced Provision and Specialist Units (ARPs & SU) funded to support pupils in mainstream schools.

The reasons these areas were identified were because:

- Post 16 students:
 - Supporting students up to the age of 25 years of age is a new responsibility;
 - the Authority is particularly concerned the increase in demand that has been experienced locally over the last two years. This becomes particularly acute when under the current and proposed funding arrangements, no money is provided for any young person over 18 years of age to support their high needs.
 - This is now corroborated by the key findings highlighted in the ONS report (paragraph 4.1.1 above), of the rapid increase year on year for number of Post 16s with EHCP.
- ARPs &SU
 - Following discussion at previous Forum meetings, this review will assess each ARP & SU to assess the provision, referrals, outcomes and transition. This will involve visiting and assessing each ARP, SU and Nurture Group.
 - The review will also encompass the Autism Advisory Service and Nurture Groups.

The reviews detailed above forms the first strand of the strategic high needs review. Staff have been engaged to carry out the work related to this strand and the findings and outcomes from the reviews will be reported to the Forum in the latter part of the Autumn term.

5.3 DfE Benchmarking Tool

5.3.1 The DfE have recently developed a benchmarking tool to enable local authorities to compare high needs spending. It uses published data on provision for CYP with special educational needs and disabilities, and on the planned spending on high needs by local authorities. The tool:

- Uses SEND as a value per 1000 of 2-18 year old population at mid-2016
- Includes information on illustrative allocation under the initial proposed high needs national funding formula published earlier this year and how Enfield compares to other authorities.

5.3.2 Using the areas considered from the ONS publication.

Table 4: Statements of SEN and EHCPs Analysis

No per 1000 of 2-18 population	Enfield	Statistical Neighbours (11 LAs)	Outer LAs 19 LAs)
Total Population	78,338	3 rd Highest	3 rd Highest
No of Pupils with Statements or Plans	18.1	10 th Highest	19 th Highest

In terms of area of spend, Enfield was close to the average across most of the areas identified in the tool. The exceptions have been detailed in table 5.

Table 5: High Needs Spend Analysis

No per 1000 of 2-18 population	Enfield	Statistical Neighbours (11 LAs)	Outer LAs 19 LAs)
Place Funding for PRUs & APs	£1m	10 th Highest	12 th Highest
Place Funding per head of population	£13	10 th Highest	15 th Highest
Inclusion Support	£4.6	5 th Highest	5 th Highest
Inclusion Support per head of population	£60	4 th Highest	9 th Highest

5.4 Provision and Need

5.4.1 Strategic Plan: Development and Strands

From the historical information gathered, it can be seen that Enfield is not unique in the change and pressure being seen in supporting pupils with SEND. With the receipt of the High Needs Strategic Planning grant, it is assumed that the Government's view is that there are opportunities to increase capacity to meet the growing demand by achieving better value for money and more effective collaboration between local authorities, schools and providers of specialist provision to create places. This would indicate the only funding that will be provided is that through the new national funding formula for the HNB.

Enfield under the proposal should see an increase due to previous underfunding, but this is unlikely to be sufficient to meet the cost of the growing demand and inherent in-year deficit being faced. This is going to make it very difficult to achieve a balanced budget in the first year. The view is that the Strategic Plan would have to be over a number of years and contain several strands of specialist provision.

As detailed in paragraph 5.2, the first strand is to review the provision for Post 16 pupils and ARPs & SU in mainstream settings. The second strand will then need to consider provision for placing pupils in in-borough in mainstream and special schools and alternative provision. It is acknowledge that some pupils because of their needs will have to be placed in independent and out-borough specialist provision and this will need to form the final strand.

- 5.4.2 To begin to understand the provision that may be required for the second and third strand, officers have been gathering historical data of where pupils have been placed and the type of need being supported. The aim is to use this data and population data from ONS, Greater London Authority and local information to project future demand both in terms of number and types of places required.

This data will then be used to map and costed against the provision currently available; after which the gaps that need to be filled to meet where is a need for increased capacity will be identified and when this increased capacity would be required. Officers will need to work with individual mainstream and special schools to consider if these schools would have the capacity to provide the specialist provision.

- 5.4.3 There is considerable complexity in developing the Strategic Plan and the outcome of achieving a balanced budget will take some time.