

# MUNICIPAL YEAR 2017/2018 REPORT NO. 27

## MEETING TITLE AND DATE:

Education Resources Group  
Schools Forum – 7 March 2018

## REPORT OF:

Director of Schools & Children's Services

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Item: 4a

**Subject:**  
**High Needs Strategy – Update**

**Wards: All**

## 1. EXECUTIVE SUMMARY

This report provides a summary of the provision available and current developments to place and support pupils with high level of Special Education Needs & Disability (SEND) and / or Education Health and Care Plans (EHCPs).

## 2. RECOMMENDATIONS

To note and comment on the contents of this report.

## 3. Background

3.1 As well as a regular update on the High Needs Block (HNB) during the year, the Schools Forum has received an annual report on the number of places and provision funded from the High Needs Block (HNB) to support pupils with SEND and / or EHCPs. This report aims to provide:

- An overview of the income and projected expenditure for the HNB for 2017/18;
- Following the receipt of the Strategic Planning grant of £163k, an update on how the grant has been used to review and develop a strategy to address the increasing demand for specialist provision;
- Summary of the places currently and projected to be available for the current and future years.

### 3.2 **Population (0 – 25) and Financial Update**

3.2.1 The HNB is required to support children and young people (CYP) with SEND and EHCPs to enable them to meet their educational outcomes. With the introduction of the SEND Reforms and the change to EHCPs, Enfield has seen a sharp increase in the number of CYP with SEND EHCPs or Statements.

During the period from 2010 to date, Enfield's school population has increased by 24%.

For the period 2010 to 2015, there was an average annual increase of 2% in the number of children and young people with statements. This was considerably lower than the average of 4% for outer London authorities.

From 2015 to 2017, an average annual increase of 18% has been experienced for supporting pupils with EHCPs. This sharp increase is reflective of a general increase in demand due to families moving into Enfield following the introduction of the Welfare Reforms, changes in the assessment process as required by the SEND Reforms and the significant increase in the school population.

3.2.2 For the academic year 2016/2017, the Authority maintained a total of 2,435 for children and young people aged 0-25, of these 1,117 (Enfield) and 136 (Other Las) were in mainstream education and the rest in special schools, specialist provision and non-maintained independent schools.

As at 1st January 2018, the Authority is maintaining a total of 2,170 EHCPs and Statements in process of being converted for children and young people aged 0-25.

**Table 1: Types of Provision used to support Pupils with EHCPs**

| Type of Establishment   | Where located | 2016/17       |                   |
|-------------------------|---------------|---------------|-------------------|
|                         |               | Pupils Number | Expenditure £     |
| Special Schools         | Enfield       | 600           | 13,618,589        |
| ARPs                    | Enfield       | 85            | 2,199,329         |
| Independent             | Enfield       | 20            | 209,989           |
| Independent Special     | Enfield       | 5             | 75,663            |
| Mainstream Schools      | Enfield       | 1,117         | 6,000,882         |
| Pupil Referral Unit     | Enfield       | 10            | 2,141,433         |
| Education Otherwise     | Enfield       | 29            | 86,864            |
| Out of School           | Enfield       | 15            |                   |
| Post 16 FE              | Enfield       | 151           | 2,005,880         |
| Alternative Provision   | Enfield       | 6             |                   |
| Mainstream Schools      | OB [1]        | 136           | 562,220           |
| Mainstream with Support | OB            | 4             |                   |
| Special Schools         | OB            | 88            | 1,082,390         |
| Pupil Referral Unit     | OB            | 1             |                   |
| Post 16 FE              | OB            | 52            |                   |
| Independent DAY         | OB            | 97            | 5,770,011         |
| Independent RES         | OB            | 19            | £2,821,990        |
| <b>TOTAL</b>            |               | <b>2,435</b>  | <b>36,575,240</b> |

3.2.3 For the same period, an assessment for the type of need and this is detailed in Table 2.

**Table 2: Summary of Type of Needs Supported**

| Type of Need                                    | 2016/17        |              |
|---|----------------|--------------|
|   | Enfield Number | Other Number |
| Autistic Spectrum Disorder (ASD)                | 565            | 102          |
| Social, Emotional and Mental Health (SEMH)      | 295            | 68           |
| Hearing Impairment (HI)                         | 46             | 22           |
| Medical   | 2              |              |
| Moderate Learning Difficulties (MLD)            | 166            | 25           |
| Multi-Sensory Impairment                        | 6              | 2            |
| Other Difficulty/Disability                     | 14             | 1            |
| Physical Difficulties (PM)                      | 156            | 20           |
| Profound and Multiple Learning Difficult (PMLD) | 27             | 3            |
| Severe Learning Difficulties (SLD)              | 73             | 5            |
| Specific Learning Difficulty                    | 25             | 7            |
| Speech Language and Communication (SLT)         | 630            | 124          |
| Visual Impairment (VI)                          | 33             | 18           |
| <b>Total</b>                                    | <b>2,038</b>   | <b>397</b>   |

#### **4 Review of the Use of Provision to Support Strategic Plan**

As previously reported, local authorities were provided with a Strategic Planning grant and tasked with developing a local strategic plan to support efficiencies and reduce costs; thus, enabling the cost of the demand for supporting pupils with high SEND to be in line with available resources. Initially, the local review has concentrated on three areas: Mainstream ARPs and Specialist Units, Mainstream Nurture Group, provision used to support Post 16 students and use of out borough independent day provision for all students. The remainder of this report provides an update on each of these areas identified for review.

##### **4.1 Mainstream ARPs and Specialist Units**

During the Summer and Autumn term 2017, officers designed a bespoke tool to enable all ARPs to conduct a self-review and visited all ARPs to validate the individual ARP's SEF. This process

established a baseline for future reviews, potentially providing the necessary evidence to inform value for money judgements.

The main report with the findings is attached as appendix A. The report describes:

- The extent to which each individual ARP meets the requirements of the Service Level Agreement, Policy and Operational Guidelines for Enfield ARPs
- How effective individual ARPs are in supporting pupils with EHCP
- Common areas of strength and areas requiring improvement were identified and these are summarised in Table 3, together with comments from the Authority.

**Table 3: Outcomes from the ARP review**

|   | <b>Areas of Improvement</b>  | <b>Authority's Comments</b>  |
|---|--|--|
| 1 | There should be an annual review of the work carried out by the ARPs.  | There are two aspects in reviewing ARPs: ensuring: <ul style="list-style-type: none"> <li>• for each pupil in the ARP the delivery of curriculum and raising of standards</li> <li>• the APR is functioning within the agreed criteria</li> </ul> It is suggested: <ul style="list-style-type: none"> <li>• the first aspect - this is included as part of the annual school improvement review process carried out by the named SIA;</li> <li>• the second aspect there are several options that could be considered. These include: <ul style="list-style-type: none"> <li>– a peer review by Headteachers of schools operating an ARP with a representative from the SEND Strategy Group and officers in attendance;</li> <li>– a peer review by Special school Headteachers with a representative from the SEND Strategy Group and officers in attendance;</li> <li>– review by the SEND Consultants.</li> </ul> All these options have advantages and disadvantages as well as resourcing implications and any developments would need to be discussed with the SEND Strategy Group.</li> </ul> |
| 2 | Regular review of places in each ARP   | This is carried out on an annual basis by the Authority and the outcomes are included in the report provided to the Schools Forum.   |
| 3 | Transparent criteria for admission   | Transparent criteria will be made available to all.  |
| 4 | Schools should include information on the ARP in all reports and documents published pertaining to the work of the School. | This will be incorporated into the criteria and conditions for ARPs.   |
| 5 | Increase opportunities for developing pupil voice  | There is a high level of speech and language therapy input in all ARPs. This should be used to develop ways to capture pupil voice. Good practice in this sphere to be shared and further developed via the Enfield ARP Network, see below.  |
| 6 | Increase opportunities for ARP staff to network  | The School Standards and Support Service as part of their traded service over to schools would develop and facilitate a network forum for ARP staff.   |
| 7 | LA should adopt a transparent and accurate commissioning, monitoring and review framework.                                 | This is noted and will be developed.   |

#### 4.2 Mainstream Nurture Groups

At the same time as reviewing the ARPs, officers carried out an audit of all Nurture Groups funded from the HNB.

The main report with the findings is attached as **appendix B**. As can be seen from this report, the audit found that the use of the Nurture group model was effective in providing highly specialised, targeted, Wave 3 Social, Emotional and Mental Health intervention. The report concluded that the School's running Nurture Groups should be required to annually complete and submit to the Authority a self-evaluation form, which includes areas of strengths and areas of development. These forms would then inform the monitoring visits carried out by the Authority.

#### 4.3 Post 16 Provision

The SEND Reforms, as well as the changes relating to assessment, placed a new burden on local authorities and the HNB of providing education support for CYP from birth to 25 years old. Unfortunately, the school funding reforms being developed at the same time and now reflected in the new national funding formula only use data for CYP aged between 2 to 18 to inform funding. This change has created an added pressure on the HNB with a significant increase in demand.

As detailed in Table 4, there was a 19% increase in demand for post school learners in further education in borough or out borough between 2016 and 2017. This excludes those Post 16 learners in Enfield's special or mainstream schools.

**Table 4: Number of Post School Learners Supported**

| Provider Name                |                 | Type    | Learners       |                |            | 2018/19 Projections | Variance   |
|------------------------------|-----------------|---------|----------------|----------------|------------|---------------------|------------|
|                              |                 |         | 2016/17 Actual | 2017/18 Actual | Var        |                     |            |
| West Lea (Internships)       | Special         | Enfield | 0              | 9              | -          | 12                  | 33%        |
| College of North East London | FE              | Enfield | 63             | 77             | 22%        | 83                  | 8%         |
| Capel Manor College          | FE              | Enfield | 8              | 10             | 25%        | 11                  | 10%        |
| Barnet & Southgate College   | FE <sup>1</sup> | OB      | 99             | 101            | 2%         | 110                 | 9%         |
| Oaklands College             | FE              | OB      | 2              | 2              | -          | 2                   | 0%         |
| Harrow College               | FE              | OB      | 1              | 1              | -          | 1                   | 0%         |
| Westminster Kingsway         | FE              | OB      | 1              | 1              | -          | 0                   | -100%      |
| Waltham Forest College       | FE              | OB      | 1              | 4              | 300%       | 5                   | 25%        |
| City of Westminster College  | FE              | OB      | 1              | 0              | -100%      | 0                   | -          |
| First Rung Ltd               |                 |         | 2              | 4              | 100%       | 6                   | 50%        |
| St Piers College             | FE              | OB      | 1              | 1              | 0%         | 1                   | 0%         |
| Sheilling College            | FE              | OB      | 1              | 1              | 0%         | 0                   | -100%      |
| Treloars College             | FE              | OB      | 0              | 1              |            | 1                   | 0%         |
| Derwen College               | FE              | OB      | 1              | 0              | -100%      | 0                   | -          |
| Interim Arrangements         |                 |         | 1              | 2              | 100%       | 3                   | 50%        |
| Big Creative                 |                 |         | 0              | 2              |            | 2                   | -          |
| Ambitious College            | FE              | OB      | 0              | 0              |            | 1                   | -          |
| Haringey 6th Form            | FE              | OB      | 4              | 5              | 25%        | 5                   | 0%         |
| <b>TOTAL</b>                 |                 |         | <b>186</b>     | <b>221</b>     | <b>19%</b> | <b>243</b>          | <b>10%</b> |

<sup>1</sup> FE – Further Education

**Table 5: Total Cost of Supporting Post School Learners**

| Provider Name                |         | Type    | 2016/17           |                |                   | 2017/18           |               |                   |
|------------------------------|---------|---------|-------------------|----------------|-------------------|-------------------|---------------|-------------------|
|                              |         |         | Total Costs       | Average Costs  | Var on Budget     | Total Costs       | Average Costs | Var on Budget     |
| Budget                       |         |         |                   |                | <b>£1,900,000</b> |                   |               | <b>£1,900,000</b> |
| West Lea (Internships)       | Special | Enfield | 0                 | £0             |                   | £38,036           | £0            |                   |
| College of North East London | FE      | Enfield | £187,524          | £2,977         |                   | £128,000          | £1,662        |                   |
| Capel Manor College          | FE      | Enfield | £94,744           | £11,843        |                   | £100,128          | £10,013       |                   |
| Barnet & Southgate College   | FE      | OB      | £1,317,000        | £13,303        |                   | £1,150,000        | £11,386       |                   |
| Oaklands College             | FE      | OB      | £71,449           | £35,725        |                   | £48,000           | £24,000       |                   |
| Harrow College               | FE      | OB      | £21,774           | £21,774        |                   | £19,734           | £19,734       |                   |
| Westminster Kingsway         | FE      | OB      | £10,080           | £10,080        |                   | £11,512           | £11,512       |                   |
| Waltham Forest College       | FE      | OB      | £7,901            | £7,901         |                   | £29,448           | £7,362        |                   |
| City of Westminster College  | FE      | OB      | £8,403            | £8,403         |                   | 0                 | £0            |                   |
| First Rung Ltd               | FE      | OB      | £16,143           | £8,072         |                   | £43,653           | £10,913       |                   |
| St Piers College             | FE      | OB      | £111,622          | £111,622       |                   | £111,622          | £111,622      |                   |
| Sheilling College            | FE      | OB      | £55,110           | £55,110        |                   | £38,000           | £38,000       |                   |
| Treloars College             | FE      | OB      | 0                 | £0             |                   | £111,809          | £0            |                   |
| Derwen College               | FE      | OB      | £28,197           | £28,197        |                   | £0                | £0            |                   |
| Interim Arrangements         |         |         | £2,500            | £2,500         |                   | £4,500            | £2,250        |                   |
| Big Creative                 | FE      | OB      | 0                 | £0             |                   | £21,104           | £0            |                   |
| Ambitious College            | FE      | OB      | 0                 | £0             |                   | £0                | £0            |                   |
| Haringey 6th Form            | FE      | OB      | £51,744           | £12,936        |                   | £63,809           | £12,761.80    |                   |
| <b>TOTAL</b>                 |         |         | <b>£1,984,191</b> | <b>£10,668</b> | <b>£84,191</b>    | <b>£1,919,355</b> | <b>£8,685</b> | <b>£19,355</b>    |

The increased pressure on the Post Schools High Needs budget is not entirely determined by learner places. You will see that the average cost columns in the table above suggests that reductions were made possible this year (£8,684 per place compared with £10,667 in 2016/17). This has been achieved by working with providers to remove from educational programmes those costs that are not deemed essential to deliver the educational outcomes set out in individual EHCPs. It may be possible to negotiate further reductions in average cost by effecting any of the following:

- Further developing local provision to remove the need for learners to travel out of borough to expensive residential provision.
- Current cases where learners travel out of borough involve specialist epilepsy, and extreme challenging behaviour.
- Applying restrictions to:
  - Length of stay (years) in post 16 FE
  - Volume of education hours/weekdays supported

It is also needs to be recognised that there will be some learners where it is either not possible due to preference or need to influence the preferred provision or cost charged by the preferred provision, especially if the provision is either outside the borough or caters for a specific need, for example Sheilling College, St Piers (Young Epilepsy), and Treloars College.

#### 4.3.1 Promoting the Preparing for Adulthood Pathways

The issue facing the borough is the lack of local educational alternatives to FE that could lead to significant reduction in costs to meet learner's primary educational needs. Following three years of FE, often learners who remain working at entry level 1 and below continue in FE settings when a more suitable provision would be to undertake independent / life skills aimed at achieving agreed Preparing for Adulthood outcomes. Currently, day services exist without the necessary life /independent living skills to meet this need.

Using the funding provided by the Strategic Planning Grant, officers investigated and undertook a mapping exercise to identify pathways to employment. The mapping exercise identified gaps and highlighted a lack of opportunity for young people to progress into employment. In response, the

Authority set up a Steering Group comprising of representatives from special schools, colleges and parents. The aim was to consider how to build capacity within the borough to support SEND learners preparing for and undertaking supported employment opportunities. This area for development was also echoed in the feedback received from parents as part of the Our Voice Parent Forum Conference in March 2017 and the local area inspection in June 2016 which commented on the need to monitor the destinations of young people with SEND aged 19-25 years.

The work of the Steering Group and key stakeholders has led to:

- Development of a supported internship programme with West Lea and other partners;
- Development of Job Coaching:  
Job Coaching is critical to the success of supported employment. Job Coaches provide in-work support for young people and support to employers enabling the learner to undertake an agreed programme of work that will lead to the possibility of a permanent job. Job carving is a critical element of the support and plays a role in allowing the level of support to be taper off over the course of the employment programme.

Training is planned for February 2018 where 24 members of staff from partner organisations will undergo non-accredited training and a further 12 will have the opportunity to ascertain a recognised level 3 qualification.

These developments have been resourced by the Strategic Planning Grant and has enabled:

- Job Coaching training to be delivered to local schools, training providers, LBE service areas and FE providers;
- young people accessing the supported internship programme.

As highlighted in Table 5 above, the average cost to the HNB for learners undertaking supported internship programmes at West Lea in 2017/18 is £4,226 – significantly lower than the average place cost this year. Whilst the entry criteria for those deemed suitable for supported employment may present challenges for some of our SEND cohort, if young people are prepared at an earlier stage, there is no reason why the numbers taking this route cannot increase over the next few years. The Authority with the SEND Strategy Board and the Children with Disabilities Partnership Board will continue to oversee the development of this area.

#### 4.4 **Out Borough Independent Provision**

As highlighted above Enfield has seen a significant increase in the main school population over the last 5 to 10 years. To manage this increase pupil numbers, there was major investment through the primary building expansion programme. However, in the early years the same level of demand was not seen for specialist provision. The sharp increase in demand for specialist provision coincided with the introduction of the SEND Reform. The impact of both these demands was the need to place more pupils in independent day special schools, which has resulted in adding a considerable strain on the HNB as can be seen in Table 6.

**Table 6: Pupils Placed in Out-Borough Independent Day & Residential Schools**

| <b>Independent DAY</b> | <b>2010-11</b> | <b>2011-12</b> | <b>2012-13</b> | <b>2013-14</b> | <b>2014-15</b> | <b>2015-16</b> | <b>2016/17</b> | <b>2017/18</b> |
|------------------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| <b>Pupils in Day</b>   | 8              | 18             | 26             | 39             | 61             | 85             | 97             | 100            |
| <b>Expend. DAY</b>     | 1.721          | 1.556          | 1.855          | 1.742          | 2.593          | 3.585          | 5.770          | 6,745          |
| <b>Expend. RES</b>     | 1.756          | 1.533          | 1.474          | 1.458          | 1.924          | 1.921          | 2.822          | 2.192          |

A key strand for managing the pressure on the HNB has been to reduce the number of pupils placed in out-borough independent day special schools. This is because the cost of placing a pupil in an out-borough place are on average twice that of a pupil in an Enfield special school. In developing this key strand, the assessment of need detailed Table 2 was used to identify and project the types of provision which would be required. The area of need identified included ASD & SEMH. To address

these needs, the Authority has been working with the special school Headteachers to develop place to expand existing provision, as well as working with the DfE to create a new free school for secondary pupils with SEMH. The outcome from this work would be to increase capacity and create an additional 349 places by 2020 as detailed in Table 7 below.

**Table 7: Special School Places – Current and Planned**

| School          | Type    | 2016/17 Places | 2017/18 Places | 2018/19 Places | 2019/20 Places | 2020/21 Places |
|-----------------|---------|----------------|----------------|----------------|----------------|----------------|
| Fern House      | SEMH    | 44             | 44             | 48             | 48             | 56             |
| Durants         | ASD/SLD | 105            | 105            | 105            | 105            | 225            |
| Oaktree         | MLD     | 95             | 95             | 95             | 95             | 95             |
| Russet House    | ASD     | 110            | 110            | 136            | 155            | 155            |
| Waverley        | PMLD    | 133            | 133            | 133            | 133            | 133            |
| West Lea        | SLD     | 138            | 180            | 220            | 220            | 220            |
| New Free School | SEMH    |                | -              | -              | 40             | 70             |
| Swan (West Lea) | ASD     |                | 16             | 20             | 20             | 20             |
| <b>Total</b>    |         | <b>625</b>     | <b>683</b>     | <b>757</b>     | <b>816</b>     | <b>974</b>     |

The strategy of placing can be seen to be working, for example by creating and placing the students at the Swan rather than in an out-borough independent special school has meant a potential net saving of £400k in a full year.

The aim is not to place pupils in out-borough independent special schools and as new places become available, where possible to move existing students back in borough.

5. **Next Step**

The work on the review will continue and the Forum will be provided with a further report at the end of the academic year with an update and further information on the strategies put in place during 2017/18.