

# MUNICIPAL YEAR 2019/2020 REPORT NO. 23

## MEETING TITLE AND DATE:

Schools Forum – 15 January 2020

## REPORT OF:

Director of Education

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Item: 4d

## 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;
- A 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 continues to see an increase in the number of CYP with SEND EHCPs.

#### 3.2.2 Analysis

##### (a) National Overview

The data for this analysis is taken from the Office of National Statistics release (ONS) on statements and EHCP for state funded schools.

The latest ONSR indicates a continued increase in number of EHCPs for the period January 2018 to January 2019. The percentage of pupils with an EHCP has risen to 3.1% of the total pupil population after remaining constant at 2.8% from 2007 to 2017. The data collected highlighted the most common primary need for pupils on SEND support was Speech, Language and Communication Communications Needs. Of those with an EHCP, Autistic Spectrum Disorder (ASD) remains the most common primary type of need with 29% of pupils with an EHC plan nationally having this primary type of need: an increase from 28% in January 2018.

Similarly, the ONSR shows that the increase in the number of pupils with SEND Support but no EHCP has followed a similar pattern and as at January 2019 is recorded as 11.9%.

These changes are during a period when the ONS data for the total numbers of pupil aged between 0 – 18 years of age in Enfield is indicating a reduction of -0.2% from 59,750 to 59,621.

Full details of the other findings from the ONSR can be found on the DfE website.

## (b) Local Overview

The local overview uses the ONSR and local data and analysis is detailed in the following paragraphs.

Table 1 details information on number of EHCPs reported by the ONSR.

**Table 1: Number of Pupils with EHCPs**

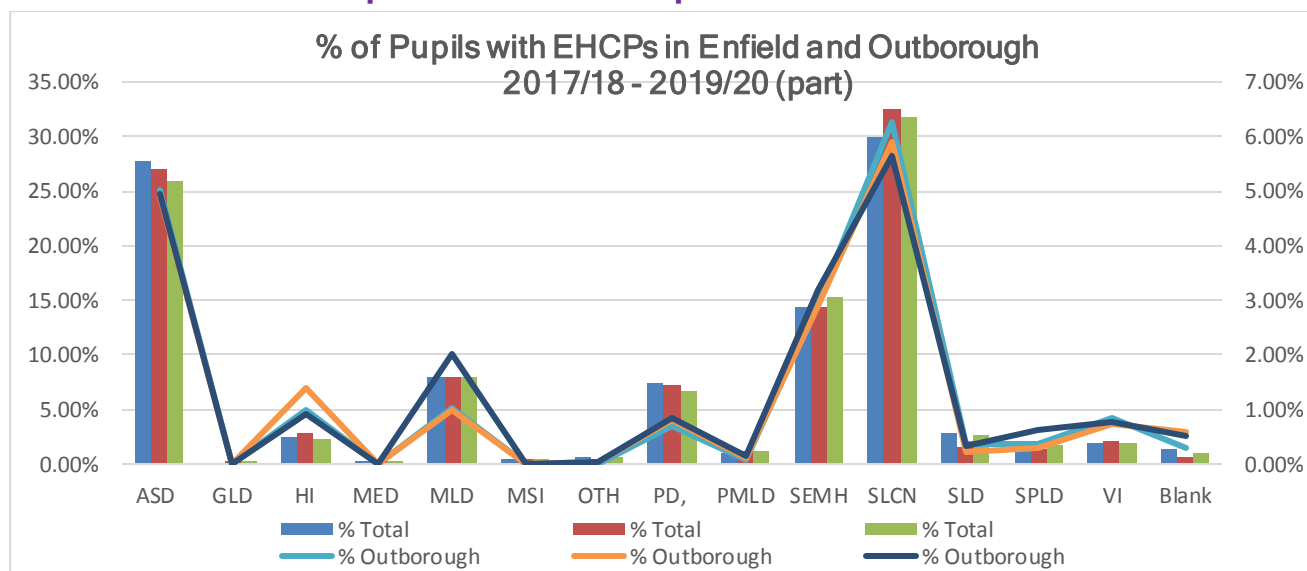
Years	Total Pupils			Pupils with EHCPs / Statements			% Change		
	2019	2018	2017	2019	2018	2017	2019	2018	2017
Enfield	59,621	59,750	59,648	1,800	1,659	1,444	3.0%	2.8%	2.4%

The ONSR data highlights 3% percentage increase for Enfield from 2018 to 2019, which is just below the national increase. The data when compared with outer London authorities, highlights Enfield has the 4<sup>th</sup> highest pupil population and is 9<sup>th</sup> out of 20 for the number of EHCPs. The reasons for this difference will require investigating. It should be noted that the ONSR data does not include the number of pupils placed in independent, out of borough or alternative provision.

The local data used to assess primary needs for all pupils with an EHCP across all provision including pupils placed in independent, out of borough or alternative provision. This shows that the number of EHCPs have increased from 2781 in 2018/19 to 2921 in 2019/20 (4.8%) compared to a population decrease reported by the ONSR of 129 (-0.2%) during the same period.

It was found that the most common type of needs supported in Enfield over the last three years continued to be ASD (27%), SLCN (31%) and SEMH (15%). Of these, ASD appears to remain constant with SLCN, SEMH and MLD steadily increasing as shown in Graph 1 below. These changes might be partly due to incorrect diagnosis because the data used for this analysis is based on the initial assessment rather than final diagnosis and covers an academic year. Work is being done to improve the recording and reporting of the diagnosis and thereby improve data analysis.

**Graph 1: Number of Pupils with EHCPs**



The position with regards SEN Support is slightly different in Enfield with 9.9% of pupils with SEN Support, which is below the national average of 11.9%. When compared against outer London authorities, Enfield remains as being 9<sup>th</sup> highest out of 20 authorities.

Table 2 summarises an assessment of the number and cost of Enfield pupils with EHCPs in all provision. It should be noted that this analysis uses financial years.

**Table 2: Types of Provision used to support Pupils with EHCPs**

Type of Establishment	Where located	2016/17		2017/18		2018/19		2019/20		Notes on cost
		Pupils Nos	Actual Expenditure £	Pupils Nos	Actual Expenditure £	Pupils Nos	ACTUAL Expenditure £	Pupils Nos	ESTIMATED 2019-20 Expenditure £	
Special Schools	Enfield	625	13,618,589	639	14,993,489	753	16,074,717	803	17,397,369	Includes in year place/pupil no changes pro rata
ARPs	Enfield	134	1,932,286	139	2,006,286	120	1,754,570	149	2,159,805	Includes in year opening/closures pro rata
Mainstream Schools	Enfield	571	6,331,564	710	5,215,181	892	5,809,334	947	6,460,327	
Pupil Referral Unit	Enfield	100	2,141,433	100	2,141,433	100	2,241,433	100	2,289,433	
Out of School	Enfield	15		-						
Post 16 FE	Enfield	170	1,599,268	201	1,459,817	245	2,570,000	233	2,477,000	Includes Outborough spend
Special Schools	OB	88	1,082,390	119	1,761,850	139	2,500,117	116	2,614,362	2018/19: 40% increase on 2017/18. Plus, there were several expensive special school placements where pupils were receiving 1:1 and 2:1 support. Expenditure includes: - 30 placements cost over £25,000 pa compared to 15 in 2017/18 - OOB ARP pupils
Mainstream with Support	OB	4		4		6		8		
Mainstream Schools	OB	136	562,220	145	731,335	154	752,264	179	1,190,615	Increase in pupils, nursery/PVI placements
Pupil Referral Unit	OB	1		1						
Education Otherwise	Enfield	29	86,864	13	6,029,238		6,418,863		7,986,772	Pupil numbers taken from finance spreadsheet and reflect all paid interim tuition placements. Tuition varies in length and cost Includes: - Independent Special & boarding school pupils not placed via Complex Issues; - Therapeutic sessions, ABA tuition, KIDS Mediation, hospital school tuition, Enfield based Independent and Enfield Independent Special Provision and additional 1:1 support to Enfield schools.
Independent	Enfield	20	209,989	13		55		46		
Independent Special	Enfield	5	75,663	19		9		7		
Independent DAY	OB	97	5,770,011	126		147		154		
Alternative Provision	Enfield	6		8						
Post 16 FE	OB	16	384,923	20	459,538					2018/19 and 2019/20 included in Post 16 Enfield spend above
Independent RES	OB	19	2,821,990	18	2,538,402	28	2,327,281	23	2,536,286	JOINTLY FUNDED complex needs placements only
<b>TOTAL</b>		<b>2,036</b>	<b>36,232,267</b>	<b>2,275</b>	<b>37,336,569</b>	<b>2,648</b>	<b>40,448,579</b>	<b>2,765</b>	<b>45,111,969</b>	

The information highlights an increase across all provision with significant rise in spend for special and mainstream schools and independent provision. The increase in Enfield special schools was expected because of the additional places created over the last few years. The year on year increase in mainstream schools both in Enfield and out-borough is a concern.

Furthermore, an unexpected issue was the impact of when pupils with very high complex needs in an independent residential provision turned 18 years old. This was because up until a young person turned 18, the costs are shared between education, health and / or social care. With the introduction of the SEND Reforms and the extension to support a young person in education until 25, the full cost of any young person over the age of 18 in an independent residential provision has transferred to Education, i.e. High Needs block. During 2019/20, several young people in independent residential provision turned 18 and this has resulted in the full year cost increasing by just under a £1m.

As well as residential independent provision, the number of Post 16 pupils in outborough / independent is disproportionately higher when compared to the other year groups. In relation to young adults supported in post school settings, it is anticipated that an increasing number of learners currently in out borough provision, including residential settings will be aged 19 prior to the start of the next academic year starting (September 2020). Negotiations to date suggest that it will be extremely challenging to attract these young people back to Enfield to undertake continued educational programmes. The reasons for this are:

1. Insufficient post school provision linked mainly to independent living skills
2. Increasing challenges to identify suitable supported housing

Therefore in 2020/21, it is expected that the pressure created by the post school element of the High Needs budget is likely to grow significantly.

### **(c) Forecast**

Based on the information available both nationally and locally, the current pupil forecast would indicate that there is likely to be a further increase in the number of pupils with EHCPs during 2020/21. The increase is likely to be between 300 – 400. This is dependent upon whether the demand continues to increase at the same rate, any demographic changes and any changes in the number of pupils remaining in education beyond 18 years old.

## **4 FINANCIAL UPDATE**

- 4.1 As part of the Annual Spending Round 2019, it was confirmed that there would be an additional £700m for high needs to support children and young people with special educational needs in 2020-21. Analysis carried out by London Councils confirmed the additional funding would increase high needs funding nationally to £7b (an increase of 12% from 2019/20) of which £1.4b will be allocated to London boroughs (an increase of 10.4%) resulting in greatest decrease in the share of the England total since 2019-20.

It was also confirmed the continuation of NFF for allocating funding to local authorities for their High Needs block with the following changes:

- The historic element of the NFF will change and local authorities' actual high needs allocations in 2019-20 will be used, rather than the previous baseline of planned spend in 2017-18 and will include the additional £125m pa in 2018-19 to 2019-20 announced in December 2018.
- The funding floor will increase by 8% (per head of 2-18 population) rather than the previous 0.5% per annum floor against the 2017-18 baseline
- The gains cap will increase to 17% (per head of 2-18 population) rather than the previous limit of 3% pa against the 2017-18 baseline

Enfield being a floor authority is due to receive an additional £7m. Table 3 details the change in funding and expenditure since the SEND Reforms were introduced in 2015/16.

**Table 3: Summary of Funding and Expenditure**

Blocks	Original Allocation	Actual / Forecast Expenditure	Variance
2015/16	31,454	41,779	-10,325
2016/17	32,120	47.197	-15,077
2017/18	41,515	44.791	-3,276
2018/19	45,817	46.617	-800
2019/20	46,843	50.744 *	3,897
2020/21	54,900		

\* Based on current forecast

The additional funding will be required to manage the increase in demand for supporting pupils with EHCPs and consequently the projected overspend and new developments to increase provision in-borough.

- 4.2 The Forum will recall 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 and where necessary to reduce actual or projected deficits. The aim has been to review all aspect of the High Needs block, but to date the local review has continued to concentrate on three main areas: Mainstream ARPs and Specialist Units, Mainstream Nurture Group, provision used to support Post 16 students and reducing the use of out borough independent day provision by expanding provision in-borough. The remainder of this report provides an update on some of these areas.

## 5 SPECIALIST PROVISION UPDATE

### 5.1 Special Schools

In 2015/16, there were 598 places agreed across all special schools compared with 913 places agreed for 2019/20. An increase of 35%. The total pupil on roll at special schools was 589 compared with 924 on roll across all provision at special schools.

The analysis carried out of type of provision used to place pupils with EHCPs highlighted an increased reliance of outborough provision for pupils with ASD, SEMH and SLCN. To reduce the number of pupils placed in outborough provision work is continuing to expand existing and create new provision in-borough as follows:

- Durant Upper School (ASD - Secondary): The School took over the Minchendon site in the Summer 2019 and the pupils moved to the new site in September 2019 for new academic year. The old vacated site is currently being renovated and refurbished. The building works at the old Lower school will complete during the summer 2020. At which point, there will be additional places for pupils with severe ASD. It is planned that in September 2020, there will be 35 new places and when the School is fully operational, there will be between 210-220 places at the School compared to 105 currently.
- Oaktree: The School increased their place numbers for 2019/20 and, as at October 19, 107 pupils on roll. To support the increase in demand, the School is being expanded to create four additional classes.
- Russet House (ASD - Primary): discussions are continuing with the School to expand their provision. The School is exploring with Durants as to the viability of moving the current year 5 pupils (who will be year 6 in 2020-21) to the refurbished Durants site from September 2020. The School is also considering the viability of expanding onto a primary school. If any of these options are progressed, then the number of places at the School could increase by up to 26.

- (d) West Lea: The School has expanded their provision over the last few years. During 2019, the School opened:
- an early years provision at St Mary's for 16 pupils with SEMH;
  - Early years and KS1 provision at Springfield for 32 pupils with Complex Needs;
  - Opened another two classes Haselbury for another 30 pupils;
  - Expanded provision at Broomfield and the Learning for Life to create an additional 21 places.
- The School now needs additional space as pupils move through the year groups. It is projected to meet the on-going demand, there is a need for an additional 100 places at KS3. The Authority is working with the School to identify a solution.
- (e) New Special Free School (SEMH – Secondary): The development of the new schools is continuing with works planned to complete by September 2021. When fully operational, this new provision will provide an additional 70 places for secondary pupils with SEMH. The original plans were for the School to be fully operational from September 2020. The Authority will need to consider a feasible option for placing pupils in the interim period between September 2020 - 2021.
- (f) Fern House School (SEMH): The works to rebuild the school and expand the existing roll from 48 to 64 is progressing. It is anticipated the new School should be available 2022/23. Again, there is pressure on how to manage the demand until the additional places being created by the rebuild become available.

## 5.2 Mainstream ARPs and Specialist Units

Currently, there are 144 places in mainstream ARPs and specialist units. Details of planned increases for the number of ARPs across the Borough are as follows:

- (a) Eldon (complex): The School opened a Key Stage 1 ARP in September 2019 and has indicated that they will be able to host Key Stage Two ARP for September 2020. Whilst the new ARP will create 8 new places, it is most likely that the current KS1 pupils will progress into KS2 and the KS1 ARP will then be available for new KS1 pupils;
- (b) New Speech & Language ARP: The Authority is exploring the possibility of a secondary school hosting a speech and language base.
- (c) New SEMH / ASD ARP: The Authority is exploring the possibility of additional ARPs for either pupils diagnosed with SEMH or ASD

## 5.3 Nurture Groups

Following the feedback from the Forum last year, the Authority is reviewing the criteria and will then be considering options for how the Nurture Group model could be further developed to support pupils with social and emotional difficulties. It is the Authority's view that the School's currently funded to host a Nurture Group are given notice and the schools concerned advised that they may need to submit a new request to continue to host a Nurture Group from September 2020.

## 5.3 Post 16 Provision

- 5.3.1 Continuing on from the analysis above Table 3 below sets out the recent volume of post school learners supported, and the type of provision commissioned. Enfield has worked with the local FE colleges to tailor provision to meet the needs of young adults with SEND. We continue to increase the volume of supported internships with now approximately 50 young adults progressing along the pathway to supported employment. The average cost of a post school place has reduced from £10,373 to £9,175 per place. The average length of stay in FE continues to be reduced in line with a range of non FE based opportunities. The challenge facing the borough is to provide educational opportunities for those young people approaching adult age and requiring independent living and life

skills in a local nurturing environment complemented by suitable housing solutions. Enfield continues to work to deliver these opportunities in the near future.

**Table 1: Number of Post School Learners Supported**

Provider Name	Type		Learners				£ Costs	
			2016/17 Actual	2017/18 Actual	2018/19 Actual	2019/20 Forecast	2018/19	2019/20
West Lea (Internships)	Special	Enfield	0	9	24	26	£192,000	£161,622
College of North East London	FE	Enfield	63	77	56	48	£191,000	£200,355
Capel Manor College	FE	Enfield	8	10	13	14	£116,871	£71,218
Barnet & Southgate College	FE [1]	OB	99	101	107	102	£1,218,000	£950,028
Oaklands College	FE	OB	2	2	1	4	£16,106	£58,000
Harrow College	FE	OB	1	1	4	1	£64,874	£19,824
Westminster Kingsway	FE	OB	1	1	3	1	£33,199	£3,918
Waltham Forest College	FE	OB	1	4	4	4	£23,060	£16,143
City of Westminster College	FE	OB	1	0	2	2	£19,529	£18,750
First Rung Ltd	FE	Enfield	2	4	5	5	£37,500	£31,000
St Piers College	FE	OB	1	1	0	0	£0	£0
St Elizabeth's College	FE	OB	1	1	1	1	£43,129	£43,129
Treloars College	FE	OB	0	1	1	1	£111,000	£111,000
Derwen College	FE	OB	1	0	0	0	£0	£0
Interim Arrangements	FE	Enfield	1	1	3	3	£20,000	£20,000
Big Creative Training	FE	OB	0	2	6	5	£66,813	£68,631
Big Creative Academy	FE	OB	0	0	0	2	£0	£36,449
Ambitious College	FE	OB	0	0	3	3	£208,102	£208,102
Haringey 6th Form	FE	OB	4	5	3	3	£36,890	£36,980
Hackney Community College	FE	OB	0	0	2	2	£36,100	£34,000
Immanuel College	FE	OB	0	1	1	0	£42,000	£0
Leighton College - E Rathbone	FE	OB	0	0	0	1	£0	£13,665
Epping Forest College	FE	OB	0	0	1	1	£12,236	£8,750
Access to Music	FE	OB	0	0	1	1	£15,823	£5,980
HRC	FE	OB	0	0	4	3	£37,190	£20,450
<b>TOTAL</b>			<b>186</b>	<b>221</b>	<b>245</b>	<b>233</b>	<b>£2,541,422</b>	<b>£2,137,994</b>

#### 5.4 Out Borough Independent Provision

Over the past 18 months, the Authority's main objective has been to use in-borough provision for pupils with high level of SEND rather than costly out borough independent provision. Due to the length of time being taken to develop new provision, the stringent requirements of the SEND Reforms and directives from Tribunals, it has been difficult to reduce or maintain the number of pupils placed in out borough independent specialist provision. The number of pupils in out borough independent residential provision after remaining stable is likely to increase if pupils continue to remain in their placements until 25 years of age. At the same time, the number of pupils in independent day provision continues to increase due to insufficient in-borough provision.

The focus in developing new places is to target pupils in certain costly out borough independent provision and the aim is to be able to reduce the number of pupils placed out-borough by half. Until the new in-borough places outlined earlier in this report become available, it is going to be difficult to maintain or reduce number of pupils in independent day provision and fully achieve this aim.

Officers will also review the contracts held with some independent providers currently used to assess if these can be renegotiated.

#### 6. Next Step

The work on the developing new places will continue and the Forum will be provided further reports with updates and information on progress in reducing number of pupils placed in out borough independent provision.