
Subject: High Needs: Review
Cabinet Member: Cllr Jewell
Report Number: 12

Item: 5b

Purpose of Report

1. This report:

- Provides an update and progress on addressing the options identified in the EY High Needs Review;
- Seeks the Schools Forum approval to increasing the Dedicated Schools Grant (DSG) overspend by £1m to support strategies for early intervention. By following this invest to save model, it is envisaged that the short term investment of an additional £1m will provide support early and reduce the support required as the pupil progresses in their education and should lead to savings to reduce the DSG overspend in the longer term.

Recommendations

2. The Schools Forum are asked to:

- comment on the update from the High Needs Working Group on developing recommendations from the options detailed in the EY High Needs Review;
- agree to increasing the DSG overspend by £1m to invest in developing additional early intervention strategies that will lead to longer term savings;
- confirm their support to the three proposals outlined to support pupils in mainstream schools.

Relevance to the Council's Corporate Plan

3. The Council has an oversight of the DSG and responsibility for ensuring appropriate support is in place for pupils with special educational needs. The Council has been working to develop strategies to address the rising demand to support pupils with SEND. The strategies have included a capital investment to develop local provision to support pupils with high level of SEND and commissioning the EY High Needs Review to identify other options and strategies to support pupils with SEND. The Council's aim is to move to a position where as far as possible pupils with high level of SEND are supported to be educated in an Enfield school.

Main Consideration for the Schools Forum

4. BACKGROUND

At the last meeting, the Forum received a presentation on the EY High Needs Review. The Review outlined a number of options which may be considered to increase and improve local provision and ameliorate the DSG deficit. Following the presentation, the Forum agreed to a task and finish High Needs Working Group be set up to consider the options identified by EY in detail and provide recommendations on how the options could be progressed to address the pressure of the rising demand in supporting pupils with SEND facing both schools and the Council.

The rest of this report provides the recommendations identified to date by the High Needs Working Group and an update on the additional places that the Council's has created to support pupils with high level of SEND.

5. HIGH NEEDS WORKING GROUP

Three meetings have been planned for the High Needs Working Group. The Group has met twice to consider the options from the review. The EY options were identified in three discreet areas: Demand Management, Supply Management and Financial Management Options. The Group assessed each of these areas.

Table 1 summarises the discussion and recommendations coming from the Group.

Table 1: Update on the Options from the EY Review

Option Area	EY Options	Update	Recommendation for Schools Forum
Demand	<ul style="list-style-type: none"> Invest in early identification by increasing capacity in the SEN Support Team Ensure longer-term planning and discussions are embedded as part of the EHCP assessment and review process 	<p>The SEN Support Team has been expanded to reduce the casework held by each of the Support Officers to ensure timely response to EHCPs.</p> <p>A Head of Service and an Operational Manager are now in post and are working on improving processes and practice that will lead to a more efficient service and clear understanding of future demand.</p> <p>The new management team have set up a Complex Case Panel that reviews the cases each week and also aims to re-negotiate packages.</p>	<p>The Forum are asked to note and comment on the progress.</p>
	<p>Early intervention is a cost effective way of meeting needs and accounts for less than 15% of the High Needs Budget</p>	<p>The review highlighted speech and language as an area to develop for early intervention. It was found that there was significant demand for this service and additional investment would address current unmet need and also increase capacity to deal with the rising demand. In developing this area when framing the new early intervention offer, it should lead to some reduction and reliance on EHCPs to meet needs.</p> <p>The Group acknowledged the need to improve capacity for services delivering early intervention and considered the initial priorities should be:</p> <ul style="list-style-type: none"> Speech and language support Improve support provided for pupils with autism. <p>A few Group members were asked to work on a brief strategy document to inform how the support would be delivered. This will then be used to develop and inform a delivery plan.</p> <p>The Group recognised any intervention would require additional resources and should lead to savings in the longer term. To have a meaningful provision, it was recommended that an additional £1m be allocated to develop and support early intervention for areas prioritised by the Group.</p>	<p>The Forum are asked to note the Group's recommendation for supporting early intervention and agree to increasing the DSG overspend by £1m to fund additional development in early intervention.</p>
	<p>Improve communication and</p>	<p>This was discussed as part of the change in how mainstream</p>	<p>The Forum are asked to</p>

Option Area	EY Options	Update	Recommendation for Schools Forum
	reframe conversations in relation to support required for a child	schools are funded (described in financial management).	note and comment on the progress.
Supply and Market	Develop an inclusion charter to be signed by all Enfield schools and become more inclusive especially those with low levels on inclusion.	<p>The Group were aware that the current data showed a number of schools with low number of pupils with EHCPs and supported the idea of the Inclusion Charter.</p> <p>The Group recommended that the Charter should be linked to an Inclusion Strategy and should include contextual data such as the number of pupils with EHCPs in each school.</p>	The Forum are asked to note and comment on the progress.
	<ul style="list-style-type: none"> • Expand in-borough provision • Reduce independent placements 	This has been the Council's strategy for a number of years and an update is provided later in this report.	The Forum are asked to note and comment on the progress.
Financial Management	Review how support is calculated	<p>The Forum received a paper at the last meeting which detailed changing the top up funding provided for mainstream schools for pupils with EHCPs from using an hourly rate to an amount of money. There is an update elsewhere on the agenda.</p> <p>The Group are currently developing a guidance document for schools to support the move from the hourly rate to an amount of money</p>	The Forum are asked to note and comment on the progress.
	Review financial management and systems	The Council has identified a need for a single system for education and social care. The current pressure on resources due to Covid has resulted in a delay until resources are available to develop a new system.	The Forum are asked to note and comment on the progress.

6. SPECIAL PLACES - UPDATE

6.1 At the March meeting, the Forum was provided with an update on the planned places for pupils with high level of SEND. The Forum was advised, in line with the Council's strategy, since 2016, the number of places in special schools had increased from 625 to 877 for the start of 2020/21. The Forum was also informed of the additional places that were due to become available for the start of 2020/21 and those due to come onstream during 2020/21. During the year, officers have continued to work with schools to develop proposals for more places. Table 2 provides a summary of the information provided to the Forum in March and an update on the places that became available from September 20 either at the main site or satellite provision for each Special school.

Table 2: Special School Places

School	Type of Need ¹	Cost Per Place	Places	Pupil Nos	Places Confirmed from 1/4/20	Places planned from 1/9/20	Places available 1/9/20
			2016/17	Feb 20	2020-21		
Durants	ASD/ SLD	£24,000	109	109	109	144	144
Fern House	SEMH	£25,101	48	48	48	48	48
Oaktree	MLD	£19,496	108	108	108	108	114
Russet Hse	ASD	£22,875	117	117	117	117	117
Waverley	PMLD	£25,478	131	131	133	133	154
West Lea	SLD	£18,781	268	268	268	268	268
WL@Broomfield	SLD	£18,781	30	30	30	8	8
St Mary's	SEMH	£18,781	16	16	16	16	16
Springfield P	ASD	£18,781	32	32	32	32	32
WL @ Swan	SEMH	£25,000	10	10	16	16	16
Total			869	869	877	890	917

The 27 additional places created for September resulted in 8 pupils in out borough places returning to be educated in an Enfield school and 19 pupils remained in borough and were not required to be placed in an out borough provision.

At this time of year, it is difficult to have an accurate picture of the status of placements in the different provision. The current data indicates a slight reduction in outborough placements due to either some movement from outborough to in-borough provision, pupils have moved out of Enfield or may have left education and this is reflected in the budget monitoring reported elsewhere on the agenda. What is not available is full information relating to new starters and the support that they may require to meet their educational needs. As mentioned earlier in this report, the setting up of the Complex Case Panel will also lead to further changes in either place numbers and / or costs. Therefore, it is expected the current position will change.

The Forum will be provided with a further update in the Spring term.

6.2 Work is continuing to develop more special school places and the current plans include:

- Russet House: a satellite provision at Suffolks is being developed. This will yield approximately 21 additional places with some places becoming available from Spring 2021;

¹ ASD / SLD - Autism Spectrum Disorder & Severe Learning Difficulties SEMH - Social, Emotional & Mental Health
MLD - Moderate Learning Difficulty ASD - Autism Spectrum Disorder
PMLD - Profound & Multiple Learning Disorder SLD - Severe Learning Difficulty

- Oaktree: the site is being expanded to create four additional classes. One of these classes was delivered and opened this September. The remaining three classes are currently in the planning stage and may become available from Spring 2022;
- Fern House: the new build is progressing and currently out to tender for the works. Once completed, this will create 22 additional places for primary pupils with SEMH from September 2022;
- Salmon Brook: the plans for a new secondary school for pupils with SEMH are progressing.

7. AREAS BEING REVIEWED FOR CONSULTATION - UPDATE

At the last meeting, the Forum was advised of three areas of supporting pupils with SEND that were being reviewed and subject to consultation and these were:

- Nurture Groups: the proposal to move from full time to part time Nurture Groups to extend the reach of the support presented to the Forum is being finalised;
- Top up funding for pupils with EHCPs in mainstream schools: following feedback from schools, it was proposed to change how the top ups were calculated and provided to schools. The proposal would result in a move away from hourly rates to an amount of money.

Currently, officers are formalising the support and provision that would be expected for schools to provide as part of Element 2 and by the LA as top up for Element 3. The areas of intervention and support identified to be funded as Element 3 will be included in a calculator being developed to inform the top up funding for an individual pupil;

- Funding of Element 2 for more inclusive schools: previously, the Forum has agreed to transferring 0.5% of funding from the Schools to the High Needs block to support more inclusive schools by funding Element 2, i.e. £6,000 schools are expected to fund for the above average number of pupils with EHCPs.

Last year, it was requested that the allocation and methodology be reviewed for 2021/22. The Forum received some proposals in advance of the consultation with schools. The draft proposals included continuing with the current arrangements or reduce the amount provided from £6,000 to £3,000 to extend the reach or half the overall funding. With these proposals it was also suggested the funding provided to each sector be split using pupil numbers so that the funding reflects the actual numbers for each sector.

The LA does not recommend for 2021/22 the total removal of this funding because of the impact for individual schools and to avoid any challenges. It is anticipated during 2021/22 that the DfE will publish their delayed response to its Call for Evidence for the impact of schools being responsible for funding and meeting Element 2.

It was recommended to the Forum approve subject to consultation for continuing to transfer from the Schools to the High Needs block for the wider proposal for supporting inclusive schools and change the methodology to reflect demand.

The Forum are asked to confirm their agreement to consult on the three proposals as outlined above.

Main Considerations for the Council

8. It is important that the Council continues to support the strategy for creating additional places for pupils with high level of SEND and works with schools to deliver on this. The current projections indicate that the rising demand for support has not stabilised and it is foreseen that the increase for places is likely to continue for the next few years.

Officers need to continue to improve systems and processes for assessing pupils with SEND and use these to project future requirements. There is also a need for officers to work with schools to develop an Inclusion Strategy that will encourage all Enfield schools to be inclusive and increase the number of pupils with EHCPs on roll.

Financial Implications

9. The recommendations in this report will lead to a further overspend on the DSG, but the rationale detailed in the report should provide longer term savings and thereby negate the £1m investment. The DSG overspend will continue to be monitored and this should provide an indication of the impact of this strategy.

Conclusions and Recommendations

10. The Forum are asked to note and:

- comment on the update from the High Needs Working Group on developing recommendations from the options detailed in the EY High Needs Review;
- agree to increasing the DSG overspend by £1m to invest in developing additional early intervention strategies that will lead to longer term savings;
- confirm their support to the three proposals outlined to support pupils in mainstream schools.

Report Author: Sangeeta Brown, Education Resources Manager
sangeeta.brown@enfield.gov.uk / 0208 132 0450

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Appendices: None

Background Papers

EY High Needs Review

Schools Forum Report from previous meetings