

London Borough of Enfield

Title: Children Education and Young People's Scrutiny Panel

Date: 20th October 2021

Subject: INCREASE FOR IN-BOROUGH SEND PROVISION

Cabinet Member: Cllr Mahtab Uddin

Executive Director: Tony Theodoulou

Purpose of Report

1. This report outlines work to increase SEND provision within Enfield and relates directly to the previous report by the Director Education '*Local Schools for Local Children -Effective SEND Demand Management*'. The strategy for managing demand considers the opportunities and constraints in developing additional SEND places to address the immediate need whilst outlining the longer-term approach.

Relevance to the Council Plan

Good homes in well-connected neighbourhoods

2. This strategic approach will assist the Council to deliver educational facilities which in turn help support the delivery of education services to the benefit of the community.

Sustain strong and healthy communities

3. This approach will assist in the procurement of construction related activity within the borough and its associated employment and economic benefits. The Borough needs to ensure appropriate infrastructure is in place to allow for the growth of the population.

Build our local economy to create a thriving place

4. The provision of good quality school buildings helps to ensure a stable and strong community.

Background

5. Work undertaken in recent years has provided a significant increase in SEN provision against the rising demand due to an increasing number of Educational Health Care Plans (EHCP) for pupils within the borough. This ongoing rise requires an approach that balances the current demand impact, in particular the costs of out of borough placements and related transport costs with the projected need and implications for both schools and pupils in the future.

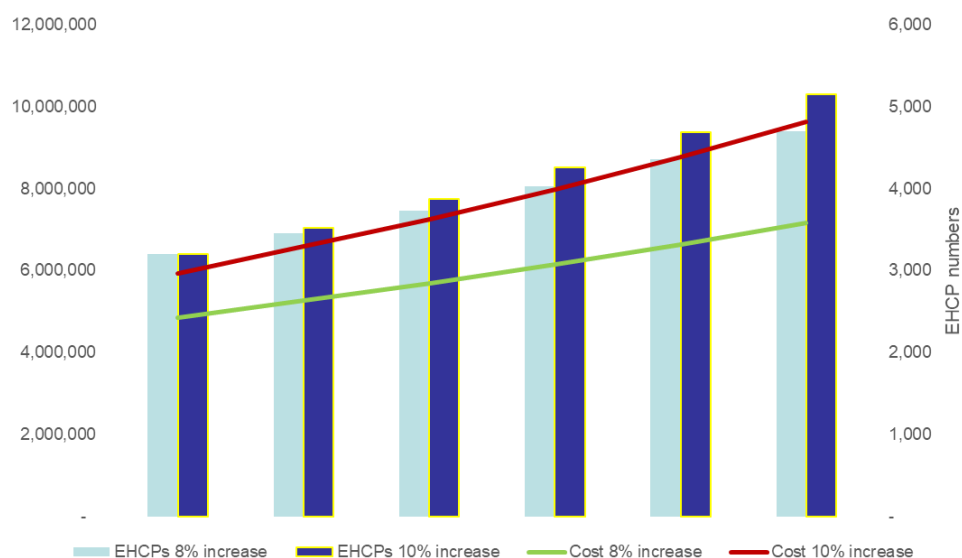


Diagram 1. Projected Growth in Education Health Care Plans (EHCPs)

6. The growth in EHCPs has been significant and is being constantly reviewed by the Council's SEN service. The Borough has seen a 14% increase in EHCP's against a national average of 11%. Between May 2020 and May 2021, the number of plans increased from 3,262 to 3,783.
7. This growth has exerted pressure on existing schools to meet need and means that schools are having on average more than 10% of EHCP pupils in a class. Provision for children within the borough is varied and the number of pupils is subject to constant change as children being identified with special educational needs currently within mainstream settings may change throughout the academic year.
8. Over 600 children are currently being educated out of borough. Although there has been some positive impact by the work of the SEN team pressure remains on budgets to support children requiring out of borough placements.
9. As all borough special schools are generally at capacity it has been agreed that increasing capacity within borough to reduce the high costs of external placement should be a key outcome for an overall SEND strategy as well ensuring the quality of provision. The Council should also ensure that the nature of the provision reflects increasing demand. Current schemes in development will increase provision by a further 108 places by September 2020 and a minimum of a further 86 by September 2022.

EHCP Management

10. Clear steps have been put in place to manage the number of plans within the SEN service. This includes the Head of Service, taking the lead in overseeing the post 16 case officers to review all EHCP's in the post 16 cohort.
11. All young people's status is being reviewed on a regular basis to ascertain, if a plan is still needed, if they are in the right service or they have gained employment or moved into higher education.
12. Gateway management of EHCP's is being undertaken by ensuring there is a robust front door business support service, that enables the timely management

of all plans to make sure there is sufficient time to make decisions. Senior managers and Heads of Service review all requests for EHC needs assessments to make certain there is rigour within the decision-making progress, this is then scrutinised by a multi-agency panel for consistency of decision making. This has increased the result of decision making to 92% of plans being assessed and decisions made within 6 weeks and 62% of EHCP's produced within 20 weeks which is 2% above the national average.

13. A further step of co-production has been added to make certain that all plans are agreed with parents, young people and SENCO's to make certain that there is sufficient time to identify and name a school in section I of a plan.

Out of Borough Schools/High Cost Packages

14. The Head of Service and SEN manager alongside senior members of staff have reviewed all high cost packages to see where children/young people can be moved back into borough at phase transfer and those whose packages can be reduced due to change in circumstances and need.
15. **A funding calculator** has been devised by the SEN manager and Senior EP to provide for a more rigorous approach to the allocation of spend in EHCP's. This alongside quantifying and specifying plans will enable for all new plans to have a more appropriate and accurate allocation. This was necessary as the former system was not equitable and was not applied with any rigour.
16. The calculator will be piloted on with further consultation within the area partnership of; schools, families and partner agencies.

Early Intervention

17. To reduce the number of EHCP's, Schools Forum have been consulted with and it has been agreed to up to £1m in Speech, language and communication needs and Autism to enable early intervention.

Timelines

18. EHCP's within 20 weeks remains at 62% and EHC needs assessment, decision to assess within 6 weeks is at 96%.

Pupil Place Provision & Planning

19. Despite the actions outline above to manage plans demand for SEN places within the borough continues to exceed supply and officers have continued to increase the number of places within the limitation of available space and capital budget.
20. With capacity on existing sites almost reached (see increases in provision in Table 1. Below) there is limited space for further expansion on these sites. Additional provision can only be met by utilising existing educational buildings and introducing new facilities within the borough.

School	Type of Need	Places Agreed				Places 1/4/21	Places 1/9/21
		2017/18	2018/19	2019/20	2020/21	2021–22	
Durants	ASD/SLD	105	105	109	144	144	206
Fern House	SEMH	44	48	49	48	48	64
Oaktree	MLD	95	100	105	120	120	120
Russet House	ASD	112	112	112	122	122	122
Waverley	PMLD	133	133	144	151.5	151.5	160.5
West Lea	SLD	150	220	335	240	240	280
Total		639	718	854	825.5	825.5	912.5

Table 1. Growth Mainstream School Provision

21. Following a review and the development of a formal protocol the Education Service has been able to increase Additional Resourced Provision (ARPs) in number of schools as shown in Table 2. below.

School	Category of Need	Agreed Places				April	Sept	Planned Places
		2017/18	2018/19	2019/20	2020/21	2020/21	2021/22	
Bowes	A&C	6	8	8	8	8	8	
Brimsgate	HI	12	12	12	12	12	12	
Chesterfield	CN	8	8	8	8	16	16	
De Bohun	A&CN	8	8	16	16	16	16	
Eastfield	A&CN	8	8	8	8	8	8	
Eldon	ASD	0	0	8	8	16	16	
Galliard	A&CN	8	8	8	8	8	8	
Starksfield	SEMH	0	0	8	8	8	8	
Houndsfield	S&L	8	8	8	8	8	8	
Suffolks	S&L	16	16	16	16	16	16	
Highlands	HL	12	12	12	12	12	12	
St Ignatius	S&L	0	0	0	0	0	8	
Raynham	ASD	0	0	0	0	0	8	
Firs Farm	ASD	0	0	0	0	0	8	
TOTAL		86	88	112	112	128	144	

Table 2. Growth in ARP Provision

22. In addition to ARPs the borough has further extended Satellite SEN provision in a number of mainstream schools to further increase provision (see table 3. below).

School	Type of Provision	Type of Need	Location	Places Agreed		Pupil Nos	Planned Places
				2019/20	2020–21	@Jan 21	2021-22
Russet House	Managing at an alternative site	ASD	Suffolks	-	14	14	14
West Lea		SLD	Broomfield	30	30	30	30
		SEMH	St Mary's	16	16	16	16
		ASD	Springfield	32	32	32	32
		SEMH	Swan	16	16	16	16
Durants	Supported ARP	ASD / SLD	Winchmore	24	24	22	20
West Lea		CN	Chace	8	8	8	12
West Lea	Post 16 & 19	Internship	Swan Centre	35	35	28	25
West Lea	ASU	SEMH	Swan Centre	-	-	-	16
Total				161	175	166	181

Table 3. Growth in Satellite Provision

Designated Units

23. To promote inclusion and to increase the Local Authority's capacity to meet the needs of pupils with Special Educational Needs), the SEN Service has agreed to commission specialist provision known as Designated Units (Units) in mainstream schools. Pupils in Units will have an Education, Health and Care Plan and are selected for admission to the Unit by the LA's Special Education Needs Service. The aim of the Units is to:

- Ensure inclusion and the right to mainstream education for children with EHCPs as part of the Children and Families Act and who would be identified as too complex for Special Resourced Provision known as ARPs in Enfield LA.
- Raise achievement for identified children and young people by providing specific, clearly targeted additional resources in an inclusive mainstream setting
- Support pupils with EHCPs to raise their aspirations, ability to mix with other children and offer differentiated access to the mainstream curriculum so that they can participate in school life and prepare for a positive future.

24. Individual schools are responsible for providing the accommodation to house the Unit and hold responsibility for managing the arrangements for staffing and resources within the provided Unit.

25. The first unit has now been agreed and established for 20 pupils at Debohun Primary School.

Increasing Local SEND Capacity

26. In the last year the Council has completed the schemes shown in Table 4. have contributed to the increased provision shown above.

School	SEND Category	Additional places	Details
Durants Lower School	ASD	105	Refurbishment of site through DfE lead scheme to compliment works to establish Upper School at Minchenden. Completed for September 2020
Waverley @ Honilands School	PMLD	23	Refurbishment of former Children's Centre to provide satellite Nursery, Reception & Year 1 provision. Completed for September 2020.
Russet House @ Suffolks School	ASD	14	Refurbishment of 2 vacant modular classrooms as satellite provision. Completed for January 2021.

Table 4. Schemes completed for 2021/22 Academic Year

27. Further to the provision listed above several pipeline schemes are currently in train to further extend provision within the borough.

School	Category	Additional Places	Details
Oaktree	MLD	Up to 36	Expansion to provide 4 additional classrooms Scheme includes a modular classroom to allow 9 pupils to start September 2020. Main scheme completion date TBC subject to agreeing final scheme details (estimated 18-24 months). Modular Classroom provided for 9 pupils in September 2020
Salmons Brook	SEMH	70	New Build Secondary school. Scheme is being delivered directly by the DfE in partnership with Edmonton County Trust. Planned completion for January 2022.
Fern House Rebuild	SEMH	18-40	Rebuild of school originally for 48 pupil all through school to accommodate 64 places. School originally all-through but to be converted to primary only (with the agreement of Enfield Learning Trust). Conversion of the school to primary presents an opportunity to increase the number of places further. Pupils are currently located at Chesterfield School and there is potential for this provision to continue once the new school is built. Estimated completion for September 2022.

Table 5. Current Pipeline SEN Projects

28. Additionally, a private provider (The Keddleston Group) has established Silverways School which will support children and young people with autism and communication and interaction needs, enabling them to re-engage positively with education. The school has been registered from 7-16 years old for up to 50 students.
29. The school has committed to providing places for local children with a specially designed learning environment created to meet their sensory needs. However, the number of places for local children has yet to be confirmed. It is hoped that many the 28 pupils currently placed at their provision in Hackney will relocate saving resource on school transport.

Potential Development Sites – Viability Study

30. Given the pressure on both SEN places and budgets alongside the limited capacity to expand existing SEN schools Senior Management (EMT) instructed the Education Strategic Resourcing and Partnerships Service (ESRP) and the Construction Maintenance and Facilities Management Team (CMFM) to identify potential sites to establish brand new provision on a scale that would make a significant contribution to addressing demand. The ESRP Service has identified three sites currently designated for Education use which have the potential to establish SEND provision.
31. An initial options appraisal for the specific purpose of developing a viability study to consider the potential of four sites to develop new SEND school buildings. This work is ongoing and the scale and feasibility of taking forward individual prospective sites will be discussed further by EMT later in October. Consideration of non-Education sites will also be considered as part of this ongoing work.

An initial assessment of the three Education sites is provided below;

ADDISON HOUSE, Addison Avenue, N14 4AL



31. The overall site area is approx. 3,053 m² and the site is situated on the corner of Green Road and Addison Avenue in the northern part of Southgate. The site currently accommodates an existing 1.5 storey single storey mock Tudor building, probably built in the 1930s, as a community hall. Up until later this school term the building will accommodate the Primary Behaviour Support Service which is to be relocated to Houndsfield Primary School.
32. Work undertaken thus far indicates that subject to planning approval this site could possible support a two-storey building for 30 plus SEND pupils.

FORMER ELDON ROAD TUITION CENTRE, Eldon Road, N9 8LG



33. The site at Eldon Road in Edmonton was formerly used as a Secondary Tuition Centre. The site has been vacant for approximately four years following the building of Orchardside School in Bullsmoor Lane which now accommodates students that attended the Eldon STC site. The overall site area is approx. 1,321m² and the site is situated on the corner of Eldon Road and Cumberland Road. Subject to the necessary planning approval processes, the site may support a three-storey building, sited along the northern side of the site running parallel to Cumberland Road.

BELL LANE, EN3 5PA



34. The site currently accommodates three separate buildings:
- (a) The Bell Lane Youth centre
 - (b) Waverley Pre-school (SEND school)
 - (c) Caretaker's House
35. The western part of the site contains the Bell Lane Youth Centre. The Youth Centre has a building typology similar to that of a community hall. Originally, the large space at the core of the building would have accommodated the hall function and this would have had a vaulted roof. The building is currently being used by Enfield Council as an 'outreach' centre and youth club. The central part of the site contains the Waverley Pre-school building for special educational needs. It is a modern building that was presumably built within the last 20 years.
36. The site shares a boundary to the north with the Ark John Keats Academy's hard surfaced playing courts, external amenity space and playing fields. The Academy is a 3 to 18 all-through school with a mixed comprehensive intake.
37. To the east of the site, there is Albany Park, which incorporates several ponds and is used by the local community for cycling and leisure. It has won a wetland grant by the Council for green space improvement in 2018. The project aims to restore the Turkey Brook on the northern edge of the park that brings the river to the park and provides improved footpaths and cycleways within.
38. Subject to the necessary planning approval processes, the site may support a two-storey school building, sited along the northern side of the site on the footprint of the existing pre-school building and running parallel to Bell Lane.

Vacant Caretaker Houses

39. Alongside the work that is being undertaken to establish provision a proposal will be considered by Cabinet in October with regard to vacant caretaker's houses.
40. The Council has a stock of 21 residential site managers' dwellings located on community school sites across the Borough. These properties vary in age and construction and some are integral to the school building or campus. 7 of these residential caretaker's houses are currently vacant and are now available for reuse or disposal.
41. In 2013 the Council agreed to no longer employ residential site managers. The role of the site manager has changed significantly since housing was first provided for caretakers.
42. The proposal seeks member approval and ratification for alternative use and selective disposal of vacant site managers (caretakers) properties owned and managed by the Council and for capital receipts to be invested in the education estate and specifically the provision of Special Education Needs and Disability (SEND) places.

Main Considerations for the Panel

Funding

43. The Updated School Condition and Fire Safety Programme for 2021/22 confirms the total three-year indicative programme to the value of £40m which is committed to identified schemes and the school maintenance programme (essential works). The School Capital Funding allocation from the DfE is yet to be determined with no guarantee of any funding. To bring forward any new site(s) funding will need to be corporately funded through Invest to Save.

Conclusions

44. This report sets out current approach to increasing SEN provision to a reduce the need for out of borough placements. Much of this work is at a development stage and will require further review by the Panel.

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Appendices N/A

Background Papers N/A