

London Borough of Enfield

2 November 2022

Subject: SEND PLACES UPDATE
Cabinet Member: Cllr Abdul Abdullahi
Executive Director: Tony Theodoulou

_ Purpose of Report

1. To provide an update on special educational need placements, current pressures and activities to increase the number of places within Enfield and to reduce out of borough expenditure.
2. Provide details of current and projected demand for SEND places, current provision both in-borough and out-of-borough and the related costs to the Council
3. To set out proposals for the introduction of large scale SEND provision

Relevance to the Council Plan

4. Good homes in well-connected neighbourhoods
5. This project will contribute to the Council's strategies and programmes for supporting communities through the delivery of education services to the benefit of the community.
6. Safe, Healthy and Confident communities
7. The Borough needs to ensure appropriate infrastructure is in place to allow the growth of the population. Increasing the capacity of special schools to provide high quality education within the borough to meet demand directly delivers essential services to protect and support vulnerable residents. This provision will aim to inspire and empower young people to reach their full potential.
8. An Economy that works for everyone
9. The provision of good quality schools and buildings helps to ensure a stable strong community enhancing skills and connecting local people to opportunities.

Background

10. In November 2021, EMT agreed that the Education Strategic Resourcing and Partnerships Service (ESRP) and the Construction Maintenance and Facilities Management Team (CMFM) should 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 four sites currently which have the potential to establish SEND provision.

11. The SEND Programme Board was set up in May 2022 as a formal governance body for the delivery of potential SEND schemes to provide governing steer, direction, oversight and assurance to the work of officers and service areas involved in all aspects of delivering the Programme. This is a cross directorate group of senior officers.
12. Four sites have been identified as having the potential to establish new SEND provision. sites are noted as follows:
 - Addison House, Addison Avenue, N14 4AL
 - Portcullis Lodge Car Park (opposite Civic Centre), EN1 3XA
 - Former Eldon Road Tuition Centre, Eldon Road, N9 8LG
 - Albany Youth & Community Centre & Caretaker's House, Bell Lane, EN3 5PA
13. Cabinet have agreed (subject to availability of Council funds), to prioritise taking forward the SEND Development Programme (beyond initial viability and early feasibility stage) to establish new SEND provision at Portcullis Lodge and Addison House. Bell Lane and the former Eldon Secondary Tuition Centre will be considered as a future phase of the Programme. Phasing of bringing forward sites is due to the Council's constraints to funding delivering all four sites
14. The approval of individual schemes will be subject to further feasibility, survey work, strategic business case, planning approval and inclusion in the Council's 10-year capital programme. Once included with the Capital Programme individual projects will be subject to the Council Governance procedures including future Key Decision reports.
15. The two priority sites have the potential to provide between 136 additional SEND places (this will rise to circa 184 places if all four sites are brought forward in a future phase of the programme).
16. The type of SEN provision will be identified for each site in consultation with the SEN team based on the demand for places, considering site constraints and suitability of accommodation that can be provided.
17. Alongside capital expenditure, it was agreed that the SEN service would negotiate with schools that had capacity through reduced form entries to increase the Additional Resource Bases and establish Designated Units in schools to support the increased numbers of children within SEND in line with the SEND Code of Practice to have the right and access to mainstream education.
18. Cabinet agreed that Portcullis and Addison House were the favoured sites that should be developed and would meet SEN placement demands.
19. In addition the work undertaken to develop these priority sites the Education Service have made an application to the Department for

Education (DfE) Free School Wave 2022 for these two sites. If either application is successful the DfE are likely to fund the development of the site (this may be through a financial contribution or by delivering the site(s) themselves) and a Free School provider will be selected by the DfE.

Main Considerations for the Panel

20. The number of children with Education Health and Care Plans has been increasing nationally since the commencement of the 2014 reforms. This is partially due to the extension of the age group from 18-25. The vagueness of the legislation that supports the assessment of need which in 98% of the time results in the issuing of an Education, Health and Care Plan.

21. Each year, the DfE run a comparative return of data, which is known as SEN 2. The data enables local authorities to review their SEN data and understand their performance against national and statistical neighbours. This return enables for scrutiny in strategic and operational practice.

22. In the academic year 2021/22 the SEN2 National data is as follows;

- The EHCP Population is 355,566 EHCP's (0-19 only)
- 9.2% growth since 2021
- Number of New EHCP's increased by 77,000 up until February 2022
- Percentage of pupils in school with an EHCP has increased to 4% in 2022 prior to this the rate had been 2.8%

23. In the academic year 21/22 SEN are maintaining 4109 EHCPs. Over a 12-month period there was an increase of just under 1% per month. The cumulative growth is just over 10%.

Table 1 showing predicted EHCP growth over a 3-year period based on the 10% growth.

2022/23 Academic Year	2023/24 Academic Year	2024/25 Academic Year
4,348	4,807	5,314

24. Developing SEN provision will support the demand, but pursuing the SEND principles of inclusion by having more schools with Additional Resourced Bases and Designated Units will enable more children to remain within the locality of Enfield as set out in our Inclusion Charter and SEND Strategy.

25. Enfield SEN Services currently commissions 721 (16.8% of total case-load {August 21-22}) places out of borough in both the Maintained, Independent and FE sector. In the same period in the previous year, 633 (17.1%) were being educated out of borough. The percentage reflects the true nature of the growth of EHCPs (number increase is 583 including the deficit of migration).

26. The average cost to the Council for Pupil with an ECHP is circa £14,000. Costs variation is dependent on level of need. Comparatively, an out-of-borough placement is circa £25.5k pa compared to £11.52k for a place in-borough. In addition, average transport costs are more than twice as expensive for out-of-borough pupils at circa £15.18k versus £7.4k
27. In compulsory education, (5-19) i.e. maintained, special and independent and residential there are 480 commissioned places.
28. In the previous academic year for the same cohort, Enfield commissioned 468 places

Table 2 Number of children and young people educated out of borough.

School Type	Pupil Count
Independent	15
Independent Special	103
Maintained - ARP	11
Maintained Mainstream	213
Maintained Special	104
Non-maintained special	14
Nursery - PVI	8
Grand Total	468

29. This results in children and young people being separated from their communities, with longer travel journeys to schools, (this is challenging for some of our more complex children). It also increases travel assistance costs which puts significant pressure on the high needs block and council general funds.
30. Currently the SEN Services through the establishments of ARPS and Units provides education in borough for children and young people whose parents would like them to attend a mainstream school and for children in Units to enable them to have the opportunity of inclusion and the chance to thrive.
31. To date the SEN services have established the following provision in Enfield

Table 3 Designated Units in Enfield

School Name	Designated Unit Type	Number of Children	Year Groups	Start Date
Debohun	Autism & Complex Needs	30	Reception to year 6	September 2021
Brimsdawn	ASD &	10	KS2	June 22

	Complex needs		(age 7-11)	
Lavender	ASD & Complex	10	Early Years and KS1	September 2022
Total Places Created		50		

Table 4 Additional Resourced Provision in Enfield

School Name	Designated Unit Type	Number of Children	Year Groups	Start Date
Eldon	Autism & Complex needs	10	Early Years	January 2023
Firs Farm	Autism & Complex Needs	8	Early Years and KS1	September 2021
Highfield	Autism & Complex Needs	8	KS1 & KS2	Sept 22
Raynham	Autism & Complex	8	KS2	April 2022
Secondary ARPS				
Chace Community	Autism & Complex Needs	12	KS3,4&5	September 2022
ST Anne's	Autism	16	KS3&4	September 2022
St Ignatius	SLRB (DLD)	8	KS3&4	September 2022
Total Places Created		78		

32. The placements created by SEN has not resulted in any capital funding and has increased capacity based on place led funding from the High Needs Block and this is at a cost of:

£1,258,920 for Additional Resourced Bases
£899,500 for Designated Units

33. SEN are in negotiation with the following settings to increase provision over the academic years 22/23 and 23/24

- Oakthorpe
- Bush Hill Park
- Enfield Grammar
- Fleecefield
- Chesterfield

34. To ensure consistency the number of requests for EHC Needs Assessment (EHCNA) the SEN Service has reviewed its operational delivery including its SEN Panel where decisions for EHCNA and decisions to issue and EHCP are made. The new changes have resulted

in 23% fewer needs assessments undertaken and 10% less EHCPs have been issued.

35. EHCPs are reviewed regularly to ensure they are appropriate to meet the needs of children and young people and ceased where appropriate.

Conclusions

36. Whilst capital projects are still undergoing discussion, more local places are being created by the SEND service to meet the demand.

37. There is more SEND operational rigour to scrutinise systems and processes to ensure EHCPs are meeting the needs of children and young people, that they are reviewed in line with statutory time-lines and ceased where appropriate.

38. The development of Early intervention models, such as Enfield Communication Advisory Support services has meant that there is an offer to support children and young people with communication needs to prevent the need for an EHCP.

39. The development of the Inclusion Charter also means that there is more push in line with DFE expectations that schools provide more support to reduce the need for an EHCP.

40. Approval by Cabinet of development work for priority projects at Portcullis Lodge and Addison House requires a further commitment of significant funding which requires capital borrowing. This will be presented to Full Council in November and if approved be included in the 10-year Capital programme. The funds required to deliver both schemes are circa £26M.

41. SEN are holding a Speech and Language Summit with health to make certain that there is a credible offer to meet the speech and language needs of our community and to ensure that children do not need a EHCP to access speech and language provision from health.

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Date of report

Appendices

Background Papers

The following documents have been relied on in the preparation of this report: