

Education Resources Group  
Schools Forum

Meeting Date 10 January 2023  
Meeting Date 18 January 2023

**Subject: High Needs Strategy**  
**Cabinet Member: Cllr Abdullahi**  
**Report Number: 32**

**Item: 5e**

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### **Purpose of Report**

1. This report provides an update on the budget, high level data on the rising demand for special educational needs and disabilities (SEND) support, progress on the agreed strategies and an update on the DfE's Delivering Better Value programme.

### **Recommendations**

2. The Schools Forum are asked to:
  - Note and comment on the update,
  - Consider and confirm if the current reporting arrangements for informing the Forum are sufficient and provide the Forum with appropriate information.

### **Relevance to the Council's Corporate Plan**

3. The Council has oversight of the Dedicated Schools Grant (DSG) and responsibility for ensuring appropriate support is in place for children and young people (CYP) with SEND. The DSG has been under financial pressure to support pupils with SEND. Since 2016, a number of strategies have been developed to address the rising demand to support pupils with SEND including capital investment to expand local provision and enable CYP with SEND to go to an Enfield school. In 2020, consultants from EY were commissioned to carry out an independent review of the High Needs budget and confirm the appropriateness and efficacy of this strategy as well as identifying other options.

The review confirmed the strategy for developing local provision was appropriate and also identified options to support early intervention and improvements in infrastructure to manage the rising demand to support pupils with SEND.

### **Background**

4. For the last few years, this report has been brought to the Forum with an update on the rising demand to support pupils with SEND and / or education, health and care plan (EHCPs) and the strategies and actions being taken to address the demand and the consequent financial pressure created.

Following recent changes in the regulations, the Forum is advised where a DSG deficit is being reported local authorities (LAs) are required to develop a DSG Management Plan that details the strategies being developed to manage and where possible to reduce the overspend. In order to support the deficit, the DfE have developed two support programmes, one of which is the Delivering Better Value programme (DBV). The DBV programme supports those LAs with deficits of lower level than some of the LAs with very high level of deficits and Enfield has been selected to be part of the DBV programme.

The remainder of this report will provide an update on the budget, high level data on the rising demand for support, progress on the agreed strategies and update on the DBV programme.

## High Needs Block

5. The Government has confirmed there are no changes to the High Needs block (HNB) or the national funding formula used to allocate funding. It is confirmed for 2023/24, the funding will increase by approximately 5.6%.

5.1 Funding allocations for 2023/24 were published in December 2022. Enfield's basic DSG allocation was confirmed as £72.85m, an increase of £4.86m equating to ≈7%. In addition to the basic DSG increase, it was announced an additional grant to support cost pressures in the high needs sector. Enfield's allocation is £3.08m. In total, therefore, Enfield has been allocated additional high needs funding of £7.937m, 11.7% increase on the latest 2022/23 high needs block allocation. This increase is similar to the amount received at this point for 2022/23.

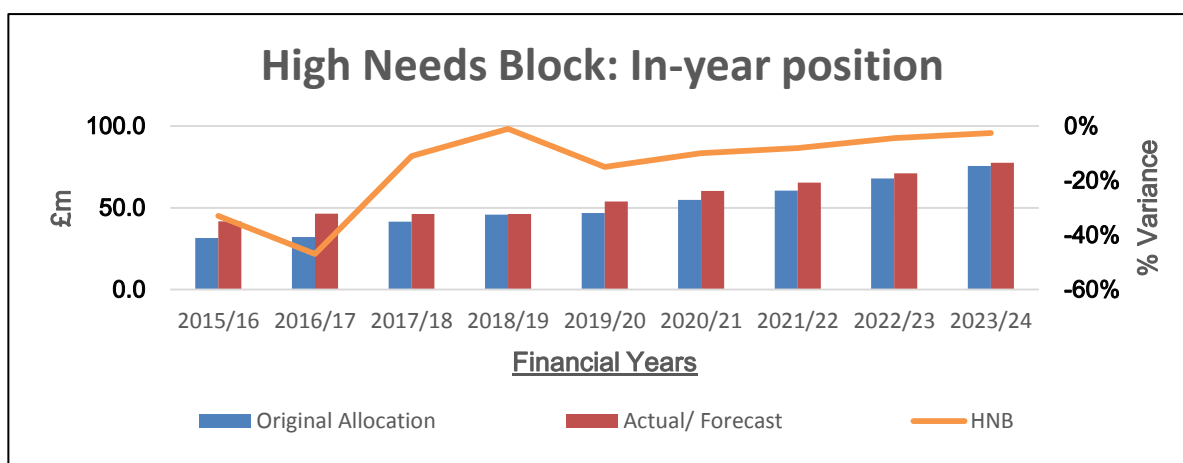
The increase should enable a balanced budget to be set at the beginning of the financial year. Further analysis is required to assess whether demand for support is stabilising and if there is impact of any in-year changes, developments and commitment on sustaining an in-year balanced position during the financial year. Table and Graph 1: summarises change in income and expenditure since the introduction of the SEND Reforms in 2015/16. The graph shows how the increased invest since 2019 is closing the gap between income and expenditure.

**Table and Graph 1: Summary of In-year Funding and Expenditure**

Blocks	Original Allocation	Actual/ Forecast Expenditure	Variance	HNB Variance	DSG Variance
		£000's	£000's		
2015/16	31.5	41.8	-10.3	-33%	
2016/17	32.1	46.3	-14.2	-47%	-1.45%
2017/18	41.5	46.2	-4.7	-11%	-0.15%
2018/19	45.8	46.3	-0.4	-1%	-0.56%
2019/20	46.8	53.8	-7.0	-15%	-1.46%
2020/21	54.8	60.2	-5.4	-10%	-1.53%
2021/22	60.5	65.3	-4.9	-8%	-1.31%
2022/23	68.0	71.0	-3.0	-4%	
2023/24	75.6	77.5	-1.9	-3%	

\* Highlighted text is indicative projections for 2022/23 and 2023/24.

This does not include the £3m supplementary grant to be received for 2023/24.



NB: To note: Prior to 2018/19 the DSG blocks were not ringfenced and budgets were set within the overall funding available. From 2018/19, with the Schools Forum's agreement 0.5% was transferred from the Schools to the High Needs block to fund the first £6,000 for schools with above average number of pupils with EHCPs. The figures above exclude the Schools block transfer both income and expenditure.

5.2 The Section 251 Budget Statement 2022/23 was recently published. The published data

indicated as Enfield approximately two thirds of 152 English LAs had planned to bring forward into 2022/23 a DSG deficit and others a balance of zero or above. Table 2 comparing Enfield nationally and with Outer London LAs.

**Table 2: Section 251 Budget Statement: Summary of Balances Brought Forward for 2021/22 and 2022/23**

Position on Balances	2021/22 Total £s	2022/23 Total £s	Max into 2022/23 £s	Min into 2022/23 £s	Enfield's Rank (1 being highest deficit)	No in Deficit
Enfield	-8,048,771	-12,617,785				
National (152)	-807,305,813	-1,151,338,751	25,271,469	-62,531,000	42	101
Outer London (19)	-106,051,145	-133,716,392	9,827,707	-25,356,740	6	13

Enfield's deficit has increased by 1% against the total national deficit held by all LAs and is 42<sup>nd</sup> highest deficit compared to all LAs.

## 6. Enfield's Context

### General 2021 Population Census:

Initial data indicates that:

- Change in the general population since 2011 was 5.6%, which is not as high as expected.
- Number of children and young people aged 0-19 years rose by 3.8% since 2011. This is still proportionately higher in Enfield than the regional and national averages. However:
  - There are fewer 0-9 year-olds than in 2011, but more in the 10-19 bracket.
  - Birth rates dropped by around 20% between 2015 and 2020, hence the fall in very young children.

### Enfield Borough Profile 2021:

Granular data from the General Census was not available, however information from Enfield Borough Profile shows that:

- The general population decline slightly (207 0.1%) from 2019 to 2020 compared to an increase in population in London and England.
- 35% of residents were overseas-born residents, which is in line with London but significantly higher than national. Of these, residents born outside the UK, 12% were from outside Europe and Asia, with the largest group (9.1% of all residents) being from sub-Saharan Africa. It is estimated that 39,000 (over 11%) of Enfield residents are from European Union countries.

## 7. Pupils with SEND: Data Analysis

### 7.1 Pupils requiring support

#### **National**

Office of National Statistic Release (ONS) 2022 on statements and EHCP for state funded schools was published in the summer. The ONS reports continuing increase in number of EHCPs for the academic year 2021-22. The percentage of pupils with:

- EHCPs have risen nationally to 4% of the total pupil population from 3.7% in 2021 and after remaining fairly constant at 2.8% between the period 2007 to 2017.
- SEND support has increased from 12.2% to 12.6%.

#### **Enfield**

The ONS data shows Enfield's number of EHCPs and SEND support also continues to increase as summarised in Table 3.

ENFIELD	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	3 Year % Change
Total Population	58,929	59,648	59,750	59,621	59,260	58,472	58,052	-2.0%
Pupils SEND Support	6,483	6,538	6,210	6,133	6,040	5,861	6,008	-0.5%
<b>% SEND Support</b>	<b>11.0%</b>	<b>11.0%</b>	<b>10.4%</b>	<b>10.3%</b>	<b>10.2%</b>	<b>10.0%</b>	<b>10.0%</b>	<b>-2.5%</b>
Pupils EHCP/Statements	1,350	1,444	1,659	1,800	2,230	2,491	2,883	29%
<b>% EHCP/Statements</b>	<b>2.3%</b>	<b>2.4%</b>	<b>2.8%</b>	<b>3.0%</b>	<b>3.8%</b>	<b>4.3%</b>	<b>5%</b>	

Further analysis of the ONS data indicated that the Enfield's total pupil population had declined from being the 5th highest to now being 6th. The impact of the change in Enfield's total pupil population and number of EHCPs and SEND Support was assessed against the 5 other LAs with the higher pupil population. Table 4 provides a summary of the comparison.

**Table 4: Enfield: compared to 5 outer London LAs with highest pupil population**

LAs	Population		EHCPs			SEN Support		
	Number	Rank	Number	Rank	%	Number	Rank	%
Enfield	58,052	6	2,883	1	5.0%	6,008	7	10.3%
Barnet	69,742	1	2,528	5	3.6%	7,409	2	10.6%
Croydon	65,368	2	2,604	3	4.0%	8,562	1	13.1%
Redbridge	61,623	3	2,076	8	3.4%	5,440	9	8.8%
Ealing	59,273	4	2,620	2	4.4%	6,151	6	10.4%
Bromley	58,419	5	2,534	2	4.3%	6,830	4	11.7%

The comparisons highlights that Enfield has:

- highest number of EHCPs;
- lowest number of SEND Support.

## 7.2 Assessment of type of need supported:

(a) ONS national data highlighted the most common primary needs for pupils with:

- **EHCPs:** was Autism at 31.3%. A slight increase from 30% reported last year and 28% in 2019. The next common need continues to be Speech, Language and Communication Needs (SLCN).
- **SEND support:** SLCN, followed by social emotional mental health (SEMH) at 20% from 19%. With moderate learning difficulty (MLD) decreasing from 23% in 2021 to 18.9%.

Enfield's data is as follows:

- **EHCPs:** Autism at 34.8%: a slight increase from the previous year, followed by SLCN and then SEMH;
- **SEND support:** similar to previous years SLCN at 29.5% followed by SEMH and MLD.

As can be seen, the most common primary need for Enfield is the same as the national common needs.

(b) Year Groups

The local data continues to identify rising demand to support CYPs in early years and post 16. Whilst numbers are not as high as other year groups, the % change is significantly higher.

In terms of numbers supported, the highest numbers are in the year groups that are close to or just transitioned from primary to secondary.

## 7.3 Benchmarking data using SEND and Section 251 Budget Statement

The ESFA has published Section 251 Budget Statement 2021-22 and 2022-23 benchmarking data, which has incorporated the ONS SEND data detailed above in this report. Detailed below is the analysis comparing Enfield with outer London (OL), 5 closest statistical neighbours (SN) and nationally.

Area	Benchmark is same for 2021-22 and 2022-23
Number aged up to 25 with SEN statement or EHC plan (per 1000 of 2-18 population )	Enfield is highest over both years.

<b>Placement of pupils aged up to 25 with SEN statement or EHC plan (per 1000 of 2-18 population) is as follows</b>	
Mainstream schools or academies	Highest
Resourced provision or SEN units	Lowest
Maintained special schools or special academies	Lower than SN and national
Non-Maintained / independent special schools & colleges	Lower than OL and in line national
Hospital schools or alternative provision	Lowest
Post 16	Lowest
Other	Highest

The SEND data continues to highlight Enfield has the highest number of per 1000 of population with significantly higher number in mainstream schools and academies. However, the numbers in mainstream has been offset by Enfield having significantly lower number per 1000 in resourced provision or SEN units. The key concern is the number recorded in other, which includes where alternative arrangements have been made for CYP or those waiting to be placed in a provision. In relation to those waiting to be placed in a provision, recently Enfield has seen an increase in the number of CYP with complex needs either moving or being housed in the borough. Some of these CYP have EHCPs and others may not have had their needs assessed and the Authority has been working to place them in suitable provision.

<b>Section 251 and SEND Data: Amount per head of 2-18 population</b>	
Area	Benchmark for 2021-22
<b>Total place funding for special schools and AP/PRUs)</b>	
Primary (mainstream)	In line with national, lower than OL and SN
Secondary (mainstream)	Lowest
Special schools and academies	Highest
PRUs and AP academies	Lowest
<b>Top up funding (maintained schools, academies, free schools and colleges) of which</b>	
Early Years (mainstream)	Lowest
Primary (mainstream)	In line with national, lower than OL and SN
Secondary (mainstream)	In line with OL and higher than SN and national
Special schools and academies	In line with OL, lower than SN and higher than national
PRUs and AP academies	Highest
Post School (mainstream)	Highest
Income	2 <sup>nd</sup> highest, just below SN
<b>Top up funding (non-maintained and independent schools and colleges) of which</b>	
Special schools and academies	Highest
PRUs and AP academies	Lowest
Post School (mainstream)	Lower than OL and SN

The combination of SEND and Section 251 data highlights key area of concerns continue to be:

- High number of pupils with an ECHP
- High top up paid to non-maintained / independent special schools even though the numbers per 1,000 of the population appear to be low.

## DSG Management Strategic & Plan

## 8. Reviews and action taken.

### 8.1 Local Position

Since the introduction of the SEND Reforms, the Forum has been provided with regular updates on the financial position of the High Needs block because of the change in how pupils requiring SEND support are assessed and the consequent impact of a rising demand for support. In response to the rising demand, the Authority identified the need to review all aspects of the High Needs block. Below is a brief summary of when the different phases and workstream were introduced.

Phases		Workstreams	Update / Implementation
1	From 2016	<ul style="list-style-type: none"> <li>Review of High Needs to reduce funding for all services.</li> </ul>	The review led to implementing a £3m savings package for financial year 2017/18. However, it did not allow for the unprecedented rising demand for support in subsequent years.
		<ul style="list-style-type: none"> <li>Mainstream Additional Resource Provision (ARPs) and Resource Bases</li> </ul>	<p>Increasing provision of ARPs has continued to be a priority and schools asked to confirm their interest in hosting an ARP. During 2022.23, 4 ARPs and 1 Resource Base were opened bringing the total to 14. A further 2 ARPs have expanded their provision.</p> <p>For 2023/24, a further 5 schools have expressed an interest to open a provision.</p>
		<ul style="list-style-type: none"> <li>Mainstream Nurture Group</li> </ul>	<p>In September 2021, groups were recommissioned and transitioned from full to part time provision. At the end of 2021/22 academic year, feedback was the change successful and had not affected impact.</p> <p>As at September 2022, the number of groups have increased 20 from 17 last year and 14 the previous year. 183 pupils attended the groups. Pupil need across the NG cohort remain complex. On average, from 26 different needs considered, children experience 4.6 different needs, for example LAC, homelessness, being withdrawn or destructive. Only 6 pupils have an EHCP, and there were only 4 exclusions.</p> <p>All groups show progress, with cohorts on average reaching or exceeding standards for 7 of the 10 Developmental Strands. In Reading, 80% of pupils made at least good progress, in Writing, 69% made at least good progress, and in Maths, 84% made at least good progress. Of the pupils attending NG, 87.4% reintegrated back to class with little or no extra support from within the schools provision. The remainder left the school or still attend the groups.</p> <p>For 2023/24, it was proposed that the Nurture Group offer be further developed to provide outreach support to schools eligible but not hosting a group to encourage them to host a group and also to schools ineligible to host a group. The aim of these developments was to extend the reach of practice deployed by nurture groups. .</p>
		<ul style="list-style-type: none"> <li>Provision / Internship to support Post 16 students</li> </ul>	<p>Since its inception in 2017, the programme has worked with 120 interns in total over the 5 academic years.</p> <ul style="list-style-type: none"> <li>The overall success rate of the programme has been consistently high averaging at 78%.</li> <li>The retention rate is also positive as overall 92% have retained employment.</li> <li>The completion rate of the course is 90% with majority finish the programme and the dropout rate is low.</li> </ul>
		<ul style="list-style-type: none"> <li>Reducing use of out-borough independent provision by expanding provision in-borough.</li> </ul>	<p>Expansion of some special schools and opening of a new school has enabled some pupils to remain in borough. Plans continue to create more places. In 2022/23, a further 104 places were planned and made available.</p> <p>In September 2021, the first special unit in a primary school was opened for pupils who would otherwise have been placed in special school. During 2022/23, a further two have opened.</p>

2	From 2020	<ul style="list-style-type: none"> <li>• Increase support for early intervention by creating: <ul style="list-style-type: none"> <li>– Enfield Communication and Speech Service (ECASS)</li> <li>– Expand Advisory Service for Autism (EASA)</li> <li>– Trauma Informed Practice (E-TIPSS)</li> </ul> </li> </ul>	<p><b>ECASS:</b> Following opening in 2021, ECASS now fully operational and working with pupils, schools and parents/carers. The work has included delivering training to over 900 school professionals, providing individual communication programmes to 86 CPYs and 93 parents/carers attending training to enable them to support their child with communication and the transition to Reception. Going forward, ECASS developing a School Partnership Agreement, reviewing provision /support of speech and language therapy.</p> <p><b>EASA:</b> Annual report is attached. Summary of key activity and milestones to date includes engagement with 3 years settings, 35 primary schools, 1 secondary schools and 1 Post 15 institute. The engagement involved developing AET standards, supporting individual pupils, providing staff training and surgeries. Separately, 160 children supported at home through parents engaging with the service with a significant number requiring support to understand autism.</p> <p><b>E-TIPSS:</b> Annual report is attached. Summary of key activity and milestones to date includes: <b>22</b> E-TIPSS Champions across <b>9</b> services have been trained to support schools and settings and develop the approach through their own services. <b>70</b> schools and <b>96</b> partners (across <b>14</b> teams) have engaged in the central training programme. <b>579</b> school staff and <b>3975</b> children have been reached through the E-TIPSS work in 9 implementation schools.</p>
		<ul style="list-style-type: none"> <li>• Review methodology for funding top up rates for pupils with EHCPs in mainstream;</li> </ul>	<p>A revised methodology for funding top up rates has been developed and this will be subject to a consultation before implementation.</p>
		<ul style="list-style-type: none"> <li>• Develop a Charter Mark for schools for supporting pupils with SEND and inclusion.</li> </ul>	<p>The principals governing the Inclusion Charter were developed and agreed by schools staff, young people, Council officers, health partners and voluntary action groups. The Inclusion Charter was launched on 18<sup>th</sup> October and attended by 68 professionals. Currently, 17 schools have signed up to the Charter with other schools confirming their intention to sign up.</p> <p>The next stage is to establish Inclusion Champions from our schools.</p>
3	2021	<ul style="list-style-type: none"> <li>• Special School and PRU Place Funding Review</li> <li>• Alternative Provision review</li> </ul>	<p>Special Schools &amp; PRU: Review completed and revised place funding implemented from September 2022.</p> <p>AP: Review completed and findings being assessed and addressed.</p>
4	From 2022	<ul style="list-style-type: none"> <li>• Special Unit in Mainstream</li> </ul>	<p>During 2022/23, two new primary schools have opened a Specialist Unit and the existing unit is planning to expand and increase place numbers from 20 to 30 from January 2023.</p> <p>The wider plan continues to be to open more units and have by September 2023 - 4 primary and 2 secondary units.</p>
		<ul style="list-style-type: none"> <li>• Outreach Provision to support mainstream</li> </ul>	<p><b>Outreach:</b> During 2022/23, outreach provision previously provided by special schools was re-commissioned and an interim outreach offer was commissioned for the academic year 2022/23.</p> <p>A gap analysis of the provision currently available and required to meet the priorities of the SEND Strategy and needs required to be supported. The outcomes from the analysis are being assessed to form a medium term outreach offer for mainstream schools.</p>

## 8.2 Delivering Better Value Programme (DBV)

As previously reported Enfield is part of the DfE's DBV programme that aims to support LAs reporting increasing high needs deficits. The Forum will be aware that the DfE has engaged Newton Europe and CIPFA to work with LAs to assess the local position, confirm strategies being deployed as being appropriate and identify other opportunities and options to ameliorate the deficit.

The programme delivery is as follows:

**Initial engagement: Evaluation & Setup:** This phase requires submission of data relating to pupils with SEND and finances. Set up discussions and formalisation of involvement of all parties during this engagement.

**Module 1: Baselines and Forecasts:** Develop a single model that links historic and future operational and financial performance, with the ability to quantify the impact of different initiatives on key measures and build the foundation to identify root causes in Module 2.

**Module 2: Root Cause Diagnostics:** Support LAs to identify and quantify the highest impact changes that could be made to deliver better outcomes for children and improved financial sustainability.

**Module 3: Implementation Planning:** Developing an action plan to implement the changes.

The completion of the three modules will culminate in LAs submitting an application to seek grant funding to support the delivery of the implementation plan.

The current position is SEND and finance data for five years has been submitted to Newton Europe. An initial set up meeting has been arranged for the first week in January 2023, which will confirm timetable for delivering the three module. The delivery will include engagement with the Forum and other key groups and stakeholders.

## Next Steps

### 9. Conclusion and recommendations

It is most likely that the work with Newton Europe will complete by the summer / early Autumn. So, any changes to the strategies current deployed locally will form part of the 2024/25 budget process.

The Forum will continue to receive regular financial monitoring reports, updates and annual reports for each of the workstreams supporting the pupils with SEND and EHCPs. This information will also be shared with the Education Resources Group, SEND Partnership Board, Council's leadership and management teams and key stakeholders.

The Forum are asked to consider whether the reporting arrangements for keeping the Forum informed are sufficient.

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**Report Author:** Sangeeta Brown

**Date of report** January 2023

### Appendices:

#### Background Papers

EY High Needs and other review

documents Schools Forum Reports

School Funding regulations and DfE publications and guidance document