

NHS NORTH CENTRAL LONDON	BOROUGHES BARNET, CAMDEN, ENFIELD, HARINGEY, ISLINGTON. WARDS: ALL
REPORT TITLE: Achieving an education model integrated with CAMHS provision – update on education arrangements at Northgate PRU	
REPORT OF: Kate Kennally Director Adults’ Social Services and Interim Director Children’ Services Barnet	
FOR SUBMISSION TO: North Central London Joint Health Overview & Scrutiny Committee	MEETING DATE: 22 nd October 2012
EXECUTIVE SUMMARY OF REPORT: Introduction and Background JOHSC has requested an update on education arrangements at Northgate PRU, and the education arrangements for young people accessing CAMHS generally, with particular regard to the effect of transformation of CAMHS services across Barnet, Enfield and Haringey. There are other relevant contextual changes including national developments for raising the participation age, SEN and Alternative Provision. Key messages The cessation of the tier 3 clinic at Northgate has impacted on usage of Northgate PRU in the short term as anticipated. The expansion of the onsite tier 4 clinical unit is not complete. The funding risk to Barnet in the current financial year from potential loss of recoupment from other authorities requires consideration. Going forward the placement, provision and funding options for Northgate PRU need to be considered collaboratively in order to stabilise, maintain and fully utilise the facility. CONTACT OFFICER: Dr. Brian Davis Principal Educational Psychologist/Head Complex Needs Barnet NHS North Central London	
RECOMMENDATIONS: The Committee is asked to note the contents of the report and the current identified options for moving forward collaboratively to maintain appropriate integrated arrangements for the delivery of CAMH/education services. Attachments include: No attachments	
Kate Kennally Director for Adult Social Care and Interim Director for Children’s Services Barnet	

Achieving an education model integrated with CAMHS provision – update on education arrangements generally and at Northgate PRU

Introduction

This report is provided at the request of JOHSC and Barnet Children's Services Senior Leadership Team. The committee seeks an update on the Northgate PRU and the CAMHS clinic arrangements, but with a particular focus on education for young people who may be required to access CAMHS services as there was concern this may be destabilised by CAMH service changes.

A report was previously provided in July 2012. This report as with the previous report, is drafted by Barnet Children's Services and compiled following discussions with SEN representatives from Haringey and Enfield, CAMHS and health commissioners and the head teacher of the PRU. The previous report indicated that Haringey were minded to support in principal the establishment of a block of education places at Northgate PRU for Haringey access and that Enfield were keeping the need for future placements under review.

At the Edgware Hospital site, the Northgate clinic, now not operational, previously focused on CAMS tier 3 intervention and young people were provided with education from the PRU.

The tier 4 clinical unit of New Beginnings at Edgware Hospital, continues to operate at the site with 12/13 beds, with planned expansion to 15-18. The community intervention model for tier 3 is being phased in for delivery in all three boroughs.

Moving forward, the expanded New Beginnings tier 4 clinic places (approximately 15 – 18 at any one time) are in effect to be block commissioned (by the three health areas working in collaboration).

Notionally this could then be regarded as five to six open places for each of the three boroughs (Barnet, Enfield and Haringey) although accurate apportionment would affect this slightly; in practice actual numbers from each authority placed will vary according to immediate need. Other authorities might seek both clinical and educational placements.

There is an attempt to provide an integrated education/mental health provision model both in the community support and intervention approach based in children's localities and in the Northgate tier 4 clinic/PRU based facilities. However this creates a challenge in providing a spectrum of highly personalised arrangements which suit the treatment and educational needs of the young people and partnerships with host mainstream schools and colleges.

The young people placed at a clinic such as New Beginnings will require clinic based intervention for various periods. Their disengagement from school-based education will also vary from partial to complete, being on or off roll of a mainstream school, providing various challenges for the provision of education ranging from wholly on site to support to gain access to mainstream school or college eventually. In practice education and CAMHS providers have had to try and work flexibly with the child's immediate needs at the centre in collaboration with host schools in home authorities

where possible. Rarely does the child's educational provision need after initial intervention exactly match their need for clinic intervention and the time scales for continued access may be different; for example they may finish clinic but continue to be engaged in their education at the PRU.

Young people provided for may be extremely vulnerable, for example at risk of self harm.

Key Issues

Loss of the Northgate clinic has inevitably in the short term led to less on site education placements at the Northgate PRU linked to CAMHS interventions. However from September this year, the New Beginnings clinic places continue to appear slightly over subscribed (currently approximately 13) and these young people will require access to educational services within the current financial year. It is reported from Northgate that 13 (16) are currently accessing the clinic and requiring education support (3 recently discharged, Barnet 8, Haringey 5, Enfield 3). The PRU could cater for 28.

As previously identified, in the current financial year, as a result of reduced placements Barnet has identified at risk recoupment income as a result of reduced use of the PRU by Enfield and Haringey and in part by other authorities. This is hard to judge but is estimated at around £114k in total mainly to be split between these two authorities. Barnet's understanding is that the cost of the service to a child should be split cross authorities according to the cost of the overall service for the full year, proportionately according to use, so other authorities should expect a request for funds to help spread the cost for this financial year.

Education (Northgate)

Northgate provides highly personalised and flexible broad based secondary phase education arrangements for boys and girls aged from 11 to 19, not able to fully access their mainstream school for psychological reasons. This can be provided either solely through on site attendance or in combination through negotiated plans with other services and schools. Wherever possible joint work with a school or college will be central to implementation of an education plan either immediately on placement or after a period of support and transition.

From September 2011 admission to the PRU has not been based solely on placement at the clinics but in agreement from the placing borough and the Barnet Complex Needs Panels. This introduces greater flexibility and potential for personalisation, manages risk and improves accountability and monitoring. The nature of the placement and provision is variable according to need and may not need to be solely linked to mental health intervention.

Northgate has been judged as outstanding by OfSTED. It is further under the national spotlight as it has been selected by the Teaching Agency to be the only pupil referral unit in London to be an early implementer in 'teacher training for behaviour' working with Charlie Taylor (architect of the Taylor report on alternative provision). Our provider will be Goldsmiths University.

Northgate School trained staff will be delivering training modules and behaviour workshops. In addition staff will also be observing and training teachers in other main stream settings if they are struggling with managing behaviour.

Over the summer the Teaching Institute encouraged Northgate to become a teaching school. The application process was lengthy and detailed. The application was completed and we are awaiting a response. Requests from schools and academies in other boroughs for assistance have started to emerge. A training intern programme is also in place.

Education (National)

Our schools and settings will be impacted by the proposals for the raising of the participation age in education to age 18 creating place pressures across the board but in particular for young people with social emotional and behavioural difficulties. This comes into place in 2015. There is a shortage of places for young people with SEBD across North London and independent out of borough CAMHS/Education placements can be expensive.

The draft SEN legislation is a recent publication requiring the Children's Services and Health offer on SEN to be clear by 2014. This will include our arrangements for CAMHS services. The Taylor review of Alternative provision including PRUS (on providing extended and personalised education with the possibility of shared and commissioned provision with mainstream schools and academies) is relevant as are the new proposals for a revised funding model for both SEN and alternative provision (to be in place for 2013/14).

Review of new Funding Models

Placing boroughs and in any case Barnet, Enfield and Haringey, should expect to make a financial contribution to the running of the PRU in 2012/13 under existing financial arrangements.

The new funding model for 2013/14 ceases inter authority recoupment and suggests a maintained PRU will need to agree how many places it will maintain and for what purposes with their local authority, in this case Barnet and the Education Funding Agency and the DfE. PRUs will recoup any agreed "top up" funding from placing authorities.

For 2013/14 Barnet proposes to implement the guidance on school funding reform and preparatory work for this is underway. Options for identifying and drawing down funding and full implications of these different options are still sketchy but all boroughs have worked hard to try and establish their place requirements and how they should be classified for SEN and alternative provision going forward.

Northgate can service 28 places in total. 15- 18 places would need to be dedicated to young people placed at CAMHS tier 4 to match the clinical placement requirement.

There are two main options which currently appear possible.

Place plus option – each PRU directly receives £8k per place against a place number agreed with the home authority. Each placing authority or school with a child provides

the rest of the cost of the place as “top up”. This could mean that viability funding (the recoupment gap) for Northgate given any shortfall on placements remains largely with Barnet or underfunding leads to destabilisation. Alternatively Barnet, Enfield and Haringey could agree to fund at the required level through appropriate top up arrangements, spreading the cost of any unfilled places.

Hospital provision option – as this is currently understood, the funding for places is provided by National top slicing and the places are thereafter available to any placing authorities. However we will need to continue to discuss the feasibility of this approach with the DfE.

In addition to the above main options the PRU can still provide services which can be charged for where appropriate.

There is concern at the DfE and in Barnet that the funding changes immediately and in the future, in line with a new model, must in the short term allow for continuity and stability. The DfE view is that the outcome should be “business as usual”.

In Northgate’s case it seems prudent to identify for 13/14, 18 places as hospital provision for an integrated mental health intervention/education provision and 10 places for “place plus” funding, providing a different kind of placement experience, not closely linked to CAMHS tier 4, open to placing authorities and schools.

In response to the request to be kept informed of developments, the JOHSC is asked to note the following with a view to taking a cross borough collaborative approach.

Summary of key points

Northgate PRU is currently underutilised partially as a result of CAMH service changes. Base funding is provided by Barnet DSG and the financial liability for any shortfall in funds lost from recoupment for 2012/13 should be spread by agreement across Barnet Enfield and Haringey.

There will be an increasing demand in relation to raising of the participation age, increases in population numbers and young people with social emotional and behavioural difficulties and the expansion of tier 4 New Beginnings. Increased demand could also come from flexible arrangements with host schools to support inclusion and reintegration and prevent exclusion. The Taylor review demands full time education for those young people able to access it. There is a need in any case to fully utilise the 28 places available as the EFA or DfE may question continuation of this capacity.

A mixed model for funding (including place plus and hospital provision) is being proposed for Northgate PRU 2013/14 to maintain stability for integrated services, increase flexibility to support personalisation and increase use of the facility. A dialogue is currently in place with the DfE over the required place numbers and funding arrangements. Barnet, Enfield and Haringey Children’s services will need to collaborate in this discussion and agree the preferred position together. Dialogue will take place with Barnet and other borough schools to increase the role of Northgate in the delivery of services.

If residents of your boroughs have any questions about this paper or would like to receive further information or information in another format, please contact: Dr Brian Davis - brian.davis@barnet.gov.uk