

Report for: Cabinet 17 September 2024

Title: High Needs Capital Funding: SEND Resource Provision

Report authorised by: Ann Graham, Director: Children's Services

Lead Officers: Jackie Difolco, Assistant Director: Early Help, Prevention and SEND. Caroline Brain, Assistant Director: CYP Commissioning & Programmes,

Ward(s) affected: All

Report for Key Decision: Yes

1. Describe the issue under consideration.

- 1.1 This paper is seeking approval from Cabinet to accept a new, additional grant from the Department for Education (DfE) for the High Needs Capital Provision Allocation (HNCPA) for 23/24, which is based on Haringey's increased number of Education, Health and Care Plans. This increased resource includes allocations of £989,429 + £1,080,833 totalling £2,070,262 for additional investment in 2024/25, and complements the funding already approved by Cabinet for Safety Valve capital schemes.
- 1.2 At Qtr.1 Haringey is reporting to the DfE 2,830 actual active education health and care plans (EHCPs). Qtr. 1 return (June 24) shows there are 2,830 active EHCP's. When this figure is extrapolated to the 31st of March 2025, it shows a forecast figure of at the end of March 2025 of 3,069. This is an increase of 4.45% which is reported within Haringey's Dedicated Schools Grant (DSG) Management Plan.
- 1.3 The grant conditions are to provide new places or improve existing provision access for students with EHCPs in alternative provision or for children ~~that without who don't have~~ an EHCP but ~~who~~ have special education needs (SEN) where appropriate; other considerations for use include where provision improves climate resilience and zero carbon emissions and should be for children young people-aged 0 – 25 including a dedicated focus on post 16 provision in further education.
- 1.4 The proposal is to use the funding allocation for the creation of two additional new resource provisions, including up to 16 new primary school placements, and up to 34 secondary school placements. These would be primarily for autistic children and young people with Autism as a primary need. They would be in addition to the new resource provision underway within our Safety Valve programme.
- 1.5 Each newly created provision will have a service level agreement between the local authority (lead) and the education setting where the provision is being established. This will set out the terms of and conditions of the funding arrangements for pupil

placements and that the sole use of the provision is for those children identified through Haringey's SEND decision making panel.

2. Cabinet Member Introduction

2.1 The DfE has allocated Haringey an additional grant for the HNCPA of £2.07m.

This grant is in addition to the previous capital allocation of £12.4m for SEND provision which was approved by Cabinet on 6th February 2024, which enabled the council to develop six new capital schemes providing 118 new in-borough SEND places. Acceptance of this new grant will provide up to 50 additional new education places for children with a range of special education needs. The grant will also add value to the Safety Valve Capital Programme of work which the council commenced in January 2022. This is making good progress, with the expected delivery of the six new resource provisions in the next 5 years. I am delighted that the new resource provision for primary school aged autistic children is due to open at Earlsmead School in September 2024.

2.2 This new capital allocation will be a springboard for systemic changes and service transformation. It is hugely welcome. The new facilities will enable bespoke education provision for children with special education needs and disabilities (SEND), enabling them to access high quality education provision within the borough. Along with the six already approved schemes, this new capital funding will reduce our reliance on external providers and is vital if we are to deliver our change programme. These provisions will also contribute to longer term transformation whereby SEND resources will be prioritised for early intervention, and support; and where changes as to how and where SEND services are provided are linked to our wider education strategy.

3. Recommendations

3.1 That Cabinet approve the acceptance of the grant from the Department of Education as detailed in this report.

3.2 That Cabinet approve the creation of two new SEND resource provisions; capital builds which will either be new modular build on existing school site or an extension to an existing building on a school site. Project A will be approved via delegated authority for Directors' approval which will be pursuant to Contract Standing Order 9.07.1c. Project B will be pursuant to Contract Standing Order 9.07.1d (i.e. via Cabinet) to award contracts once they have been procured to suitable contractors.

3.3 Between them, the provisions will create an up to an additional 50 school places (Refer to Table One: Proposed Resource Provision) for children with autism, and young people who have education, health and care plans (EHCPs) with Autism as their primary need, and with the ability to also support those with Moderate Learning Difficulties (MLD) (see table one below), as agreed in the original cabinet paper for the bid to the Department for Education (DfE). These form a crucial element of the capital projects within Haringey's Safety Valve Programme. The provision will be delivered within the financial funding envelope of **£2,070,262. In the event of an underspend, the team will aim to complete minor works to update and enhance Haringey's existing SEND provisions across the school estate.**

Table One: Proposed Resource Provision

Provision	Number of places	Start date for pupils (phasing)	End date for places to be filled (tbc)
Project A Primary School (autism spectrum disorder)	16	Sept – 2026	Sept – 27/28
Project B Secondary Community School (autism spectrum disorder)	34	Sept – 2026	Sept – 27/28
Number of placements	50		

For further background information on the range of resource provision plan, refer to: (Appendix A Haringey Safety Valve Programme: SEND Resource Provision Cabinet 6 February 2024)

Alternative options considered

- 3.4 Do Nothing – The High Needs Capital allocation will support the reduction of the pressure on the high needs block, which at the start of the Safety Valve programme of 31st March 2023, was **£23.83m**, is continuing to increase and is unsustainable. If unmitigated, this is would have increase to **£77.6m** by 2027/28.
- 3.5 As of June 2024, the deficit now stands at **£10.71m** further reduced from **£23.83m** due to payments by results driven by funding, and savings accrued through the successful delivery of projects within the Safety Vave programme to date.
- 3.6 Developing additional resource provision within the borough will enable children with SEND in Haringey to access high quality education provision locally within the borough they reside in and reduce the need to procure high-cost education placements outside of Haringey.

4. Background information and Data

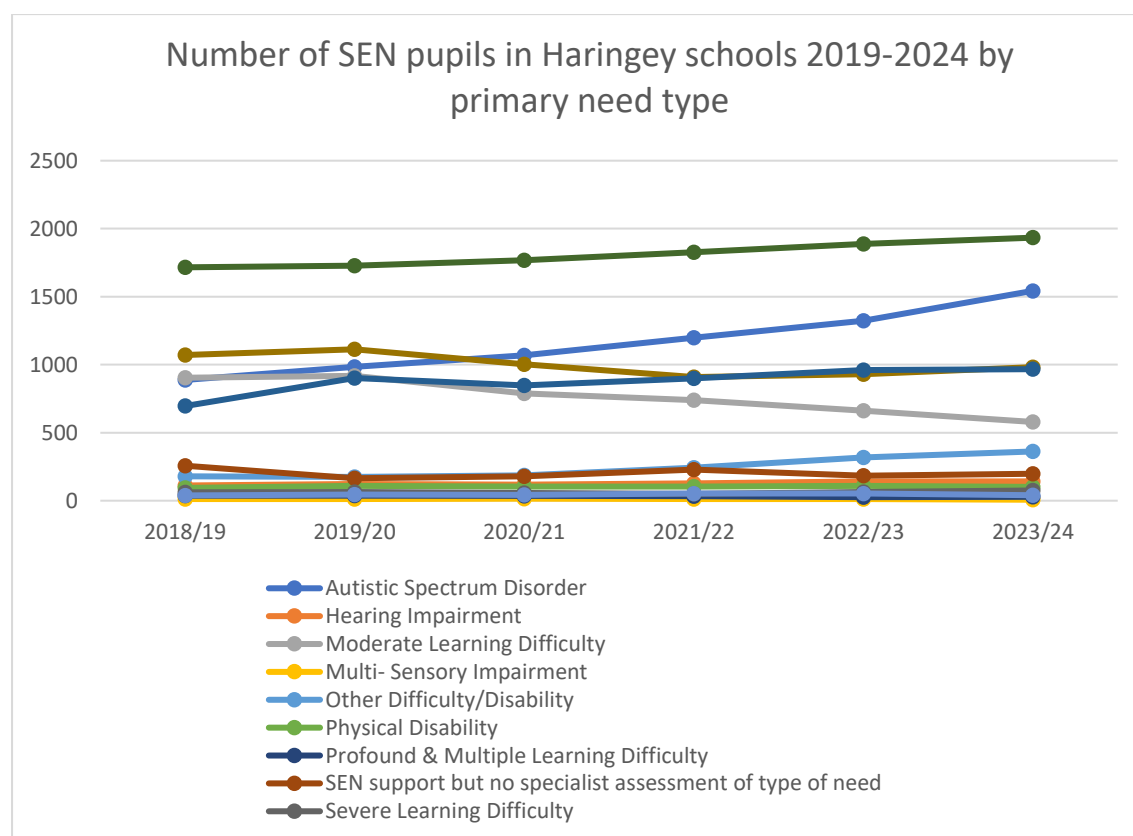
- 4.1 Haringey joined the (DfE) Safety Valve Programme in March 2023. The Council has agreed a Safety Valve deal until 2027-2028, to deliver 18 projects, across three workstreams (demand management, commissioning, culture, governance, and leadership) to reduce the overspend position within the High Needs Block and achieve a balanced budget by March 2028.
- 4.2 Children's Services has now identified all six schools as outlined in its original bid to the DfE in September 2022, which will provide Children's Services with access to **124** new SEND school places, including an additional six places located at The Brook primary school. Cumulatively, it is anticipated that these places will reduce pressure on the high needs block expenditure. The long-term aim is to reduce the council's accumulative deficit through this invest to save model. Each school setting is at varying levels of the project life cycle with three of the six provisions due to be delivered within

the academic year 2024-2025: (Refer to Appendix A Haringey Safety Valve Programme: SEND Resource Provision Cabinet 6 February 2024).

4.3 In the primary school phase, the highest increase in children with SEN needs is within the Alexandra Park ward. There were 194 children with SEN needs in 2019 which has risen to 358 children in 2024, equating to an increase of almost 120%. Within the Fortis Green ward, there were 198 children with SEN needs in 2019 which has risen to 381 children in 2024, equating to an increase of almost 110%.

4.4 Within the secondary school phase, there were 193 children with EHCPs in 2019 which has risen to 411 children, equating to an increase of almost 100%. Specific wards, collectively Alexandra Park, Hornsey and Fortis Green have seen higher increases of children with EHCP's.

Figure 1. Number of SEN pupils in Haringey Schools 2019 - 2024



4.5 Numbers of autistic pupils with Autism Spectrum Condition (ASC) have increased in Haringey schools from 888 in 2019 to 1,543 in 2024. Numbers of pupils with Moderate Learning Difficulty (MLD) have fallen from 904 in 2019 to 579 in 2024. However, the number of pupils with Learning Difficulties has increased by 271, and those with Speech, Language and Communication Needs (SLCN) have increased by 218. Overall, there are 6,958 pupils with a Primary SEN need, up from 6,068 in 2019. The highest number comes with those with SLCN (1,934) and those with ASC (1,543). The capital solution outlined in this paper aims to support and mitigate this increase in need.

4.6 Recent prevalence data has illustrated a split between both the east and the west of the borough for primary ASC needs. The current Safety Valve programme is already working to set up provisions both centrally in the borough, and primarily in the east to meet growing SEND needs in those areas.

4.7 The current gap and in recent years have seen a growing unmet need for ASC in the in the west of the borough (Project A of this proposal), to meet the growing SEND need the new capital allocation will aim to provide for a primary provision in the West where possible (space dependent). The East of the borough will still be targeted for secondary ASC as a gap remains here (Project B) of this proposal will aim to meet these requirements (For further details, refer to Table Two below).

4.8 The number of children with SEN Needs in 2024 in the east of the borough was 4,864 and has seen an increase of 173 since 2019. In the west, 1,886 children have SEN needs which is an increase of 700 since 2019.

Table Two: East/West SEN needs data

	ASD	HI	MLD	MSI	NSA	OTH	PD	PMLD	SEMH	SLCN	SLD	SPLD	VI	Total
East	75%	-2%	-40%	-100%	-30%	43%	4%	-35%	-22%	17%	-6%	2%	-12%	4%
West	90%	57%	8%	-47%	49%	138%	-21%	-40%	63%	42%	77%	75%	55%	59%

5. Report

Key Programme developments

5.1 In May 2024, Haringey secured an additional **£2.07m** from central government for Capital Investment for children with SEND. This will allow the programme team to create up to an additional 50 education places for children with SEND within Haringey. The programme team determined this funding could be allocated to the creation of a resource provision at Community School which would create 34 places for children and young people of secondary age and 16 places for autistic children of primary age with autism spectrum condition (ASC) as a primary need.

5.2 In addition to the above, on the 15th of January 2024, the Local Area received notice of its forthcoming Ofsted and CQC local area inspection into (SEND) for children and young people aged 0-25. This was a new Inspection framework that exploring in significant detail, experiences and outcomes for children with SEND and tracking their this across the SEND system, speaking directly with children, young people, parents, carers, frontline practitioners and partners. Refer to ([Appendix B: SEND inspection outcome report](#)).

5.3 The inspection took place across three weeks and looked comprehensively at our education, health, and care offer for children with SEND. Haringey achieved the highest rating, with inspectors determining that the partnership arrangements “typically led to positive experiences and outcomes for children and young people with SEND. The inspection report highlighted the actions that the local area had already begun to implement prior to the inspection and is included in the SEND improvement plan. CQC/Ofsted published their report on the 3rd of April 2024.

6. Contribution to the Corporate Delivery Plan 2022-2024 High level Strategic outcomes

6.1 The objectives of the DfE's High Needs Capital Allocation have key interdependencies with the Safety Valve programme, this aligns with the priorities within Haringey's Corporate Delivery Plan 2023-2024' specifically:

Theme 3: Children and young people

- o Outcome 1: Best Start in Life – The first few years of every child's life will give them the long-term foundation to thrive.
- o Outcome 2 Happy Childhoods - All children across the borough will be happy and healthy as they grow up, feeling safe and secure in their family networks and communities.
- o Outcome 3 Successful Futures - Every young person, whatever their background, has a pathway to success for the future.

6.2 This work contributes to Haringey's SEND Strategy 2022 - 2025, which contains 5 priorities, of which Priority One and Priority Two respectively, identifies the need to support children at the earliest opportunity to access the intervention they need to achieve and thrive and 'Wherever possible, we will meet the needs of Haringey's children within Haringey'. This also links to priority two within Haringey Early Years Strategy 2022 - 2026: Every child should be able to have access to the high-quality inclusive provision that is tailored to their needs'.

7. Carbon and Climate Change

7.1 The Council has set the date for a zero-carbon deadline of 2027, including core council operational buildings and all transport-related activities undertaken by the Council in the delivery of core services. The rest of the buildings from which the Council delivers services and is directly responsible for the energy bills (such as schools) will be net zero carbon as soon as it is possible the same will also apply to the resource provisions outlined in this cabinet report.

7.2 The council will continue to aim to reduce its overall energy consumption and will monitor its environmental performance, with attempt to reduce revenue spend on energy. Key partners which are required to deliver this vision include providers of currently outsourced services and other members of the council's external supply chain.

8. Statutory Officers comments (Director of Finance (procurement), Head of Legal and Governance, Equalities)

Finance

8.1 The recommendation of this report seeks approval for the acceptance of the additional DfE (HNCA) grant award amounting to £2,070,262, which is being proposed for used towards the creation of two new SEND resource provisions.

The table below shows a breakdown of the Safety Valve capital budget that is earmarked within the current capital programme plan.

SAFETY VALVE CAPITAL PROJECT BUDGET FUNDED BY:	(£'000)
DfE Safety Valve Funding	7,000
LBH Borrowing	2,213
DfE (HNCA) award	3,199
	12,412

The acceptance of the additional funding will increase the overall budget from £12.4m to £14.4m.

Procurement

8.2 Strategic Procurement has been consulted in the preparation of this report and will support commissioning teams with the procurement of suitable economic operators to deliver the capital build projects in accordance with the Public Contract Regulations 2015 and Contract Standing Orders as outlined in the recommendations at 3 above.

The Assistant Director of Legal & Governance (Monitoring Officer)

8.3 The Assistant Director of Legal and Governance (Monitoring Officer) has been consulted in drafting the report.

8.4 Cabinet has power to approve the acceptance of the grant from the DfE under CSO 17.1.

8.5 Where the implementation of the additional resources involves procurement of works and services this will need to be in accordance with prevailing procurement legislation and with the Council's Contract Standing Orders.

8.6 The Assistant Director of Legal and Governance (Monitoring Officer) sees no legal reasons preventing Cabinet from approving the recommendations in the report.

Equality

8.7 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act,
- advance equality of opportunity between people who share protected characteristics and people who do not,

- foster good relations between people who share those characteristics and people do not.

8.8 The three parts of the duty apply to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex, and sexual orientation. The first part of the duty applies to marriage and civil partnership status only. Although it is not enforced in legislation as a protected characteristic, Haringey Council treats socioeconomic status as a local protected characteristic.

8.9 The proposed decision to approve the development of a new educational resource provisions will affect:

- a) all children and young people with SEND
- b) schools and early years settings in Haringey

8.10 Accordingly, these provisions will positively affect the following groups who have protected characteristics: children and young people and children and young people with SEND. The data show that boys and those from Black African, British, or Caribbean backgrounds are overrepresented in the SEND population. Additionally, there is a higher proportion of children with EHCPs in areas with high levels of deprivation.

8.11 The objective of the proposed decision is to improve the Council's policies and processes in relation to the provision of education for children with SEND within the borough.

8.12 This will lead to better access, early intervention and support for children, young people with special education needs and disabilities – including those with protected characteristics who are overrepresented in the SEND population – helping address issues raised in relation to inequity of education provision across the Borough. The provisions will provide a new operating model where children will be in mainstream schools supported by a bespoke curriculum as and where needed tailored to their SEND needs. The provision also provides children with additional access to therapy rooms and sensory rooms with areas built fit for purpose locally. The pupils will be taught where their peers which will remove the stigma of out of borough placements in specialist schools.

8.13 The Council will take steps to collect demographic data on service users to identify any inequalities in service provision that may arise and to inform future equalities analysis.

8.14 The Equality Impact Assessment is provided in Appendix C of this report, outlining more information on equalities impacts. Refer to ([Appendix C Equality Impact Assessment: Haringey Safety Valve Programme: SEND Resource Provisions](#))

9. Use of Appendices

Appendix A Haringey Safety Valve Programme SEND Resource Provisions Cabinet 6 February 2024

Appendix B SEND Inspection Outcome Report

Appendix C EQIA High Needs Capital Funding SEND Resource Provision

Appendix D Exempt Information – Haringey Safety Valve Programme SEND Resource Provisions

Further supplementary information regarding the Safety Valve Programme Update can be viewed on the council's public website. A hyperlink is provided here to the web page: [Haringey Safety Valve Programme | Haringey Council](#)