



Haringey Council

Agenda Item

8

Report Status

For information/note
For consultation & views
For decision

The Children and Young People's Service

Report to Haringey Schools Forum – 25th February 2015

Report Title: Pathway to Early Support for Children under 5 with Complex Special Educational Needs and Disabilities (SEND)

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Purpose: To provide Schools Forum members with an overview of proposals for how provision for children under 5 with special educational needs and disabilities (SEND) can be supported for 2015-16 onwards.

Recommendations:

1. That Schools Forum notes Haringey's early support approach and the intention for a robust pathway to be in place from April 2015
2. That Schools Forum agrees £395,000 from the High Needs Block from April 2015 to fund the support requirements of children with complex SEND accessing funded early learning places.
3. That Schools Forum review the sum allocated on an annual basis to determine future levels of funding required.
4. That Schools Forum reviews the funding, and impact of the funding, in light of the wider changes to early years proposed by the Council over the coming year.

1. Introduction

- 1.1 The purpose of this paper is to provide an overview to Schools Forum of how provision for children under 5 with special educational needs and disabilities, accessing funded early learning places will be met through the proposed use of the High Needs Block funding contained within Haringey's Dedicated Schools Grant.

2. Background

- 2.1 In Haringey, the model for early support and intervention for young children with complex health or disabilities has developed over the last 15 years and is outlined in our Early Support offer. The Early Support offer in Haringey is based on a national programme and is designed to bring services together to offer better co-ordinated, high quality care to families of babies/children with disabilities.
- 2.2 Early Support draws together health, education and social care services to ensure that parents and professionals are better informed about children and families needs. As part of delivering an early support offer, an Integrated Additional Support Panel (IASP) takes place weekly. This multi-agency meeting brings together health, education and care agencies to plan and allocate resources supporting children with complex needs and their families; including the allocation of funding for short breaks. In addition, there are regular practitioner meetings to plan and review interventions for children.
- 2.3 Parents are encouraged to be actively involved and work with professionals to plan how assessments will take place and how services and support will be provided. Part of the offer is the allocation of a single named key worker to work with a child and their family.
- 2.4 The Early Support offer is available to children meeting the following criteria:
- a. The child lives in the Borough of Haringey.
 - b. The child is:
 - under 5 and has complex health needs or a disability
 - over 5 and is new to the borough and has complex health needs or a disability
 - Over 5 and has developed a disability following an accident or illness.
 - c. The child has one of the following:

- Neuron-disability (i.e.: cerebral palsy, chromosomal and genetic conditions and syndromes)
 - Neurodevelopment disorders (i.e. ASD)
 - Severe physical and/or learning difficulties/developmental delay
 - Profound and multiple disabilities
 - Severe sensory impairment (blind or deaf)
 - A degenerative illness or complex and severe health problems that are life limiting
- d. The child is receiving or has been referred for multi-agency input from 3 or more disciplines as outlined in the table below.

<u>Health</u>	<u>Other</u>
Physiotherapy	Additional Needs & Disabilities worker
Speech and Language CDC	Social Worker Disabled Children's Team
Speech and Language Early Years	Visually Impaired Service
Occupational Therapist	Hearing Impaired Service
Dietician	Children's Centre or Special school
Children's Community Nursing Team	Early Years inclusion team
Clinical Psychologist	Family Support workers
Consultant Community Paediatrician	ASD Team
Hospital Consultant	Educational psychologist
Specialist Health Visitor	Mark field
Life Force	Other voluntary groups

- 2.5 Families can refer themselves or be referred by any professional involved with the child/family with their prior knowledge and consent.
- 2.6 Recognising the impact that a good quality early education or childcare place can have on outcomes for children, our Early Support offer also includes the provision of access to good quality early education places. Place allocation is managed through the Integrated Additional Service Panel (IASP).

The IASP criteria for an early support place are shown at **Appendix 1**.

3. **Changing demand for early education places**

- 3.1 Demand for places remains high and currently an increasing number of children are waiting to access a suitable, early education or childcare place. To date, the majority of places in the borough have been secured on an annual basis, in advance, at those children's centres with childcare. This has enabled the IASP to place children following panel review.
- 3.2 There is a need to increase the availability of places across the borough to ensure that growing numbers of children referred to IASP are able to access a place and also that the place is located closest to where they live. We need to extend the profile of available places to include good quality private, voluntary and independent (PVI) sector providers and maintained nursery classes and build on the expertise within the children's centres to develop the capacity in other settings.
- 3.3 The Children and Families Act 2014 introduced reforms to the way in which children and young people aged 0-25, with SEND, have their needs identified and supported. The model established in Haringey is in line with the principles of the SEND Reforms. They include:
- the early identification of children and young people's needs and early interventions to support them;
 - providing a greater choice and control for parents over support;
 - collaboration between education, health and social care services to provide support.
 - High quality provision to meet the needs of children and young people with Special Educational Needs & Disabilities (SEND); and
 - A focus on inclusive practice and removing barriers to learning
- 3.4 One consequence of the changes is the replacement of Statements of Special Educational needs with the new Education, Health and Care plans (EHCPs). A role of the IASP is to make decisions regarding whether to agree an EHC needs assessment for individual children and young people.
- 3.5 The statutory provision of 15 hours per week, 38 weeks per year of free learning for some two year olds includes in its eligibility criteria the following:
- Children receiving a current statement of SEN or an education, health and care plan
 - Children attracting Disability Living Allowance(DLA)
- These criteria were introduced in September 2014 and it is anticipated, with the implementation of the SEND reforms, numbers of children

meeting this criteria will grow as parents and professionals become more familiar with the changes.

- 3.6 In 2012, the Department for Education (DfE) set out in its document *School Funding Reform: Next Steps towards a Fairer System*, an expectation that local authorities will make local arrangements for how additional support in mainstream early years provision is funded, termed *Element 2*, through the Early Years Single Funding Formula (EYSFF). We have begun work to review the current EYSFF and consideration is being given to whether there is the need to make more explicit the way in which the EYSFF funded Element 2 types of support.
- 3.7 A further *Element 3* is described for children with more complex needs. Additional support for these children is expected to be funded from the High Needs Block within Dedicated Schools Grant (DSG)

4. **Rationale for change**

- 4.1 A fundamental part of the strategic approach to early help in Haringey is to ensure that all young children, regardless of circumstance or where they live within the borough, are able to access the opportunities and support they need to develop well and become confident learners by the time they reach statutory school age.
- 4.2 Through the implementation of the early help strategy over the next three years we are seeking to achieve improvements in:
- The experience of services for children with SEND and their families in the early years
 - The early identification of needs and access to specialist advice and support
 - Assessing children's needs at the earliest opportunity
 - Access to early education and childcare opportunities for children with SEND
 - The ability of the early years workforce (in the maintained, PVI and community sector) to support children with additional and complex needs effectively within their settings.
- 4.3 The need to review existing arrangements for meeting the support needs of young children accessing early education and childcare has arisen due to increasing demand. Improvements in medical intervention means that an increasing number of children are living with diagnosed

medical and life-limiting conditions; including an increase in the diagnoses of autism

- 4.4 The expansion of the two year old programme criteria to include those who attract disability living allowance or have an EHC plan means that there is an anticipated increase in the numbers of children likely to need additional support over the coming years.
- 4.5 In addition, the roll-out of the national healthy child programme is likely to mean the earlier identification of SEND with the introduction of universal development checks at 1 year and 2 – 2½ years of age.
- 4.6 During 2014, work was undertaken jointly by council officers and colleagues from health to establish the average number of children per year, under the age of five, with complex needs. This number was approximately **120** children. This figure was compared to the numbers identified by a similar exercise in the previous year (2013) and was shown to be at a similar level.
- 4.7 Of the 120 children, approximately **50%** are aged 3 and 4 years of age and **25%** are aged 2. Whilst the biggest demand is in the 3 & 4 year old age range, we believe that increases over the next few years of children accessing early education at 2 years old and the roll out of 2- 2½ year checks may lead to an increase in the proportion of 2 year olds.
- 4.8 In order to meet current levels of need and ensure that there are clear, equitable arrangements in place across the borough. This paper proposes an initial allocation of funding of **£395,000** from the DSG High Needs Block from April 2015. This would be used to fund the support needs of children in order to enable them to access a 15 hour per week, 38 weeks per year funded early learning place. The places themselves are for two, three and four year olds and funded through the Early Years Block of DSG. They are a statutory entitlement for all three and four year olds and all two year old children meeting the eligibility criteria.
- 4.9 It should noted that demand is expected to increase, rather than decrease and therefore, it is likely that the amount indicated in 4.6 will need to be reviewed on an annual basis.

5. **Early Support Pathways**

- 5.1 Access to an early support place for a 3 and 4 year old or a 2 year old funded early learning place (if the eligible child meets the programme's

SEND criteria) will be through the allocation of a place via the IASP panel. This will ensure that a coordinated, multi-agency approach is in place to allocate children to the most appropriate provision according to their needs.

- 5.2 The IASP panel will determine the support required for each child to access the early education place. The proposal is for the panel to maintain the allocation of funding from the DSG High Needs Block as a commissioning budget. This would enable use of the funding to be appropriately matched to the needs of individual children rather than devolved to settings which may limit the flexibility required by the panel to be able to respond to changing needs. Such arrangements will also improve the scope for support to follow the child should they change settings.
- 5.3 The IASP panel will also, as part of its function, collate information through multi-agency networks about demand and children’s needs. This will support our strategic planning in future years and improve our ability to match provision to need. This information is also expected to inform service planning, commissioning and funding. It is proposed that regular data and impact reports are submitted to Schools Forum via the High Needs and Early Years Working groups.
- 5.4 The approach proposed in this paper will, in the first instance, addresses how children accessing a free entitlement place are supported.
- 5.5 The table below sets out proposals for how support, according to individual child profiles, will be accessed from April 2015.

a) 2 year olds

Child Profile	Threshold	Pathway(s)	Support Allocation	Funding Source
<i>Meeting 2 YO FSM eligibility criteria but without EHC plan or attracting DLA</i>	<i>Needs below IASP criteria</i>	<ul style="list-style-type: none"> • Referral to support via single agency Early Help form. • Direct Access to Area Inclusion Coordinators 	Provider meets needs within own resources – with support from external services	EYSFF
<i>Complex need</i>	<i>Meets IASP criteria</i>	<ul style="list-style-type: none"> • Referral to 	IASP Panel allocation of	DSG – High Needs

		IASP	support Support part of ECH plan	Block
<i>Attracting DLA/ or with a EHC plan</i>	<i>Meets IASP criteria</i>	<ul style="list-style-type: none"> • Two year old programme application • Referral to IASP 	IASP Panel allocation of support Support part of ECH plan	DSG – High Needs Block

b) 3 and 4 year olds

Child Profile	Threshold	Pathway(s)	Support Allocation	Support Funding
<i>Universal entitlement</i>	<i>Needs below IASP criteria</i>	<ul style="list-style-type: none"> • Referral to support via single agency Early Help form. • Direct access to Area Inclusion Coordinators 	Provider meets needs within own resources – with support from external services	EYSFF
<i>Attracts EY Pupil Premium</i>	<i>Needs below IASP criteria</i>	<ul style="list-style-type: none"> • Referral to support via single agency EH form. • Access to Area Inclusion Coordinators 	Provider meets needs within own resources – with support from external services	Provider based EY Pupil Premium funding to meet need (from April 2015)
<i>Complex need</i>	<i>Meets IASP criteria</i>	<ul style="list-style-type: none"> • Referral to IASP 	IASP Panel allocation of support Support part of ECH plan	DSG – High Needs Block
<i>Attracting DLA/ or with a EHC plan</i>	<i>Meets IASP criteria</i>	<ul style="list-style-type: none"> • Referral to IASP 	IASP Panel allocation of support Support part of ECH plan	DSG – High Needs Block

5.6 At the moment, children are allocated to early support places throughout the academic year. There may be a need in the near future to move to a September allocation cycle to strengthen the way in which transitions for children are managed.

6. Budget 2015-2016

6.1 Based on projected number of 90 children, the total amount required for 2015-16 is £395,000.

7. Recommendations

7.1 That Schools Forum notes Haringey's early support approach and the intention for a robust pathway to be in place from April 2015

7.2 That Schools Forum agrees £395,000 from the High Needs Block from April 2015 to fund the support requirements of children with complex SEND

7.3 That Schools Forum review the sum allocated on an annual basis to determine future levels of funding required.

7.4 That Schools Forum reviews the funding, and impact of the funding, in light of the wider changes to early years proposed by the Council over the coming year.

Appendix 1

Criteria for Allocation to an Early Support Place in a Haringey Early Education or Childcare Setting

Places are agreed at the weekly meeting of the Integrated Additional Support Panel (IASP).

1. Children are eligible for early support places if they are aged 2-4 years and have special/additional needs for one of the following reasons:
 - Significant chronic health difficulties (i.e. cardiac, tracheotomy, degenerative disease) that are limiting developmental experiences.
 - Severe physical disability or severe sensory impairment.
 - Severe or profound development delay.
 - Social communication difficulties or ASD in the severe range (i.e. non-verbal or emerging verbal with limited social interactions)

2. Children are also eligible if they meet the following 2 year old funded early learning criteria:
 - Children receiving a current statement of SEN or an education, health and care plan
 - Children attracting Disability Living Allowance(DLA)

If there is a high demand for places priority will be given to children where there are safeguarding concerns in addition to the above.

All places are part time for 15 hours per week, term time only (38 weeks per year).