

**Agenda Item
8**

Commissioning Unit

Schools Forum – 25th February 2016

Report Status

For information/note
For consultation & views **x**
For decision

Report Title: Proposals for Back to Budget Plan HNB

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Purpose: To describe the actions to be taken to ensure children with SEND have a service that is of high quality and value for money

Recommendations:

1. That Schools Forum notes the contents of the report and agrees the approach

1. Introduction

The introduction of the SEND reforms in September 2014 changed the way that agencies support children and young people with SEND, increasing the choice and control for children and families about how services were delivered, personalising support, and increasing the focus on preparing for adulthood. Authorities were required to

- Publish their 'Special Educational Needs Local Offer' for Families and Young People with SEN and Disabilities on their websites
- Jointly Commission between Health, Education and Social Care
- Replace statements with Education, Health and Social Care Plans, the threshold to remain as the child's significant learning need.
- Extend duty to support the young person in education to 25 years for Young People with an EHC
- Support those young people within Youth Justice System with additional needs and disabilities, both in an out of custody
- Extend the use of personal budgets for services within the Education, Health and Care Plan.

1.1 The population of children and young people with SEND in Haringey

Haringey has 1414 children and young people with Statements of SEN and 499 Young People with Learning Difficulty Assessments. All of the children's statements will be converted into Education Health and Care plans over the next three years, and most of the Young People's Learning Difficulty Assessments (LDD). The conversion of the LDD will depend on whether the Young Person is choosing to stay in Education until 25 years, and their request for a conversion as the SEND code is clear that the request for an Education, Health and Care Plan is required from the Young Person themselves. For Young People who require less adjustment they may choose not to have their LDD converted, however it is expected that most will request a conversion or have a conversion requested by an advocate.

To date 110 draft EHC plans have been issued and 45 finals for EHC's converted from statements, and 163 draft new plans with 67 final new EHC plans issued.

1.2 The Young People with Statements of SEN have identified on their statement the following primary needs:

- Autism - 525 children and young people
- Moderate learning difficulties - 309 children and young people
- Communication Difficulties - 184 children and young people
- Emotional and Behavioural difficulties - 161 children and young people
- Physical Disabilities - 87 children and young people

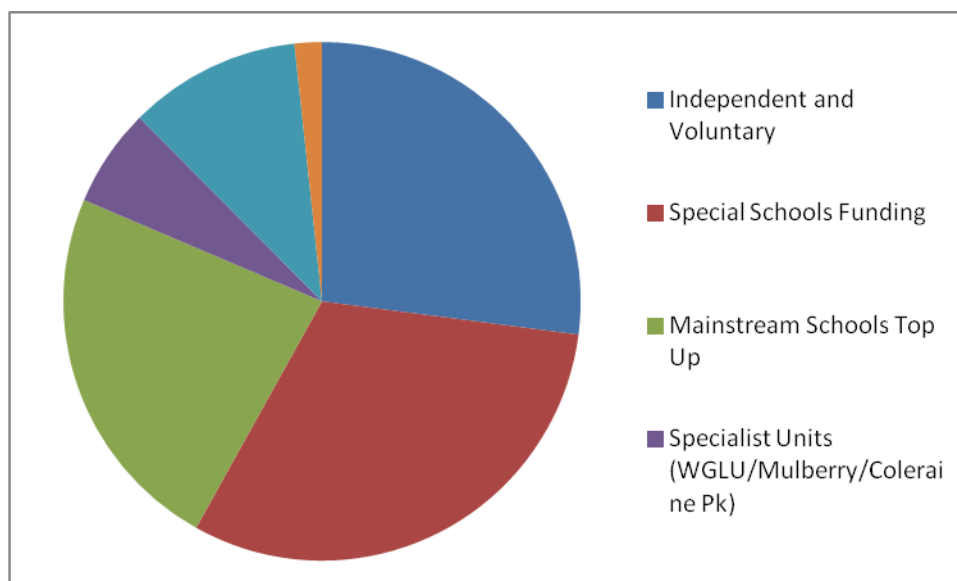
- Severe learning difficulties (e.g. associated with Down Syndrome, William’s Syndrome, epilepsy) - 36 children and young people
- Profound and Multiple Learning difficulties – 34 children and young people
- Profound Hearing impairment - 33 children and young people
- Specific literacy difficulties – 30 children and young people
- Visual Impairment - 22 children and young people

Two children and young people have medical needs without a special educational need. Some children have more than one diagnosis.

2. 0 High Needs Block Budget

The high needs block budget is designed to meet the needs of children and young people with Special Educational Needs and Disabilities across the age ranges and settings. The budget should be used for services that are child specific and facilitate good outcomes for a child with additional needs.

The following shows the proportionate spend in the highest spend areas for support for children with SEND.



2.1 Early Years

The SEND reforms have reduced the age at which families can request an EHC on behalf of a child who they may feel has an SEN or disability. This has slightly increased the volume of requests for an EHC. The SEND reforms occurred shortly before the move to increase the number of hours that families can request free child care, from 15 hours to 30 hours. This will encourage the take up of child care places for all children, but may also be a challenge for settings who have high numbers of children with additional

needs as they will need to provide a higher level of support over a longer period of time, when the need for places is increasing rather than decreasing. Children’s needs can be thoroughly assessed and identified at a young age, however they often change quickly with intervention and as a result, their needs are not always stable enough to be described within a statutory framework . Support should be offered in a timely way that does not delay interventions, and as a result the statutory timescales can inhibit meeting the needs of very young children effectively.

2.1.1 Pathways to Support in Early Years

To ensure that we are able to meet children’s needs flexibly, offering support without having to finalise the full 20 week statutory assessment process, and also provide suitable childcare for children with significant SEN and disabilities, across a range of service providers, we have introduced the Pathways to Early Support budget. This budget can be accessed for children both in maintained childcare settings and with private and voluntary providers. Thresholds and the pathway will be described in a separate paper.

2.1.2 The original budget put aside for this service was 395K and is based on the numbers of children outlined below:

Age of Child	Moderate/High Level of Need	High/Complex Level of Need
2-3 years	30	34
3-4 years	70	36

Thresholds and mechanisms for accessing the support will be described in another paper, however it is anticipated that this will function in a similar way to requests for Education Health and Care plans. In this year (14/15) the top up funding has not been fully used, however it has been utilised for children with Autism and a small number of children with EHC’s initiated under 5 years old. The remainder of the budget has offset the overspend in the rest of the block.

2.1.2 Portage Service

In addition to the Pathways to Support in Early Years, the introduction of a Portage Service to those children and babies with complex disabilities who are too young to attend a setting, or parents do not want them to attend child care settings, will ensure children’s needs are met at an early age.

This would be a new budget line of 200K and provide budget for 4 staffs delivering a service to 40 children at any one time.

2.1.3 The purpose of this service is to provide support, modelling and direct educational intervention for very young children with complex disabilities from the point of identification through to when the child starts in a more formal setting e.g. a child care provider. The service is delivered in the child’s

homes, and the outcomes of the service are to establish skills with parents around playing and interaction with a child with disabilities, ensuring strong attachment and parenting for the disabled child, and also scaffold small steps learning for the child.

2.1.4 The use of Portage will give a clearer picture of how children respond to direct intervention at an early age, and will assist in identifying which children will be able to attend mainstream with support, and those who will require specialist education.

2.1.5 The Portage workers offer weekly visits for 6 weeks with each family, establish a programme and then allow a break of 6 weeks. The service would be run by staff in Haringey, who would then be paired with another borough for supervision. The Portage charity offer the initial start up training for workers and related staff without cost due to direct government funding.

3. Mainstream Schools

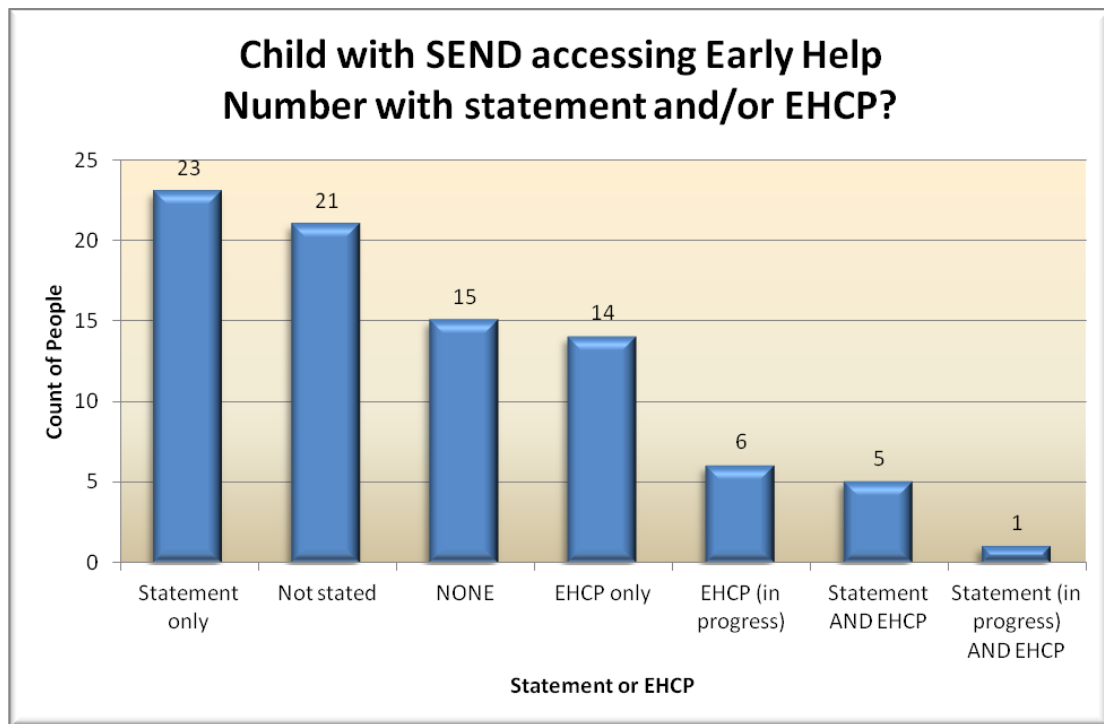
Overall the requests for EHC's has remained stable over the year, at approximately 16 per month agreed, however there is an increase in diagnosis of Autism and ADHD in the general population that it reflected in the needs of the children with an EHC. The move to ensure that more children are able to access education in mainstream school means that both the resourcing for the mainstream schools, and their skill set, has to increase. Over the next two years the services from the Language Support Team, Autism Team and Speech and Language Therapy, need to be reviewed to ensure the services increase capacity in schools and settings so that staff are sufficiently skilled to meet the children's needs.

3.1 The diagnosis of Autism is becoming prevalent to the point where it could become a variation of the neuro-normal population rather than a smaller of population of people with a disability. The increased incidence of some types of Special Educational Needs has an impact on both parents and siblings of children with additional needs. The needs of the children with SEND affect the family dynamic as a whole, with means that other support service, such as Early Help, need to be equipped to support the families and siblings of children with SEN and Disabilities. Early Help is a service comprising family support and targeted interventions such as Youth Justice Services.

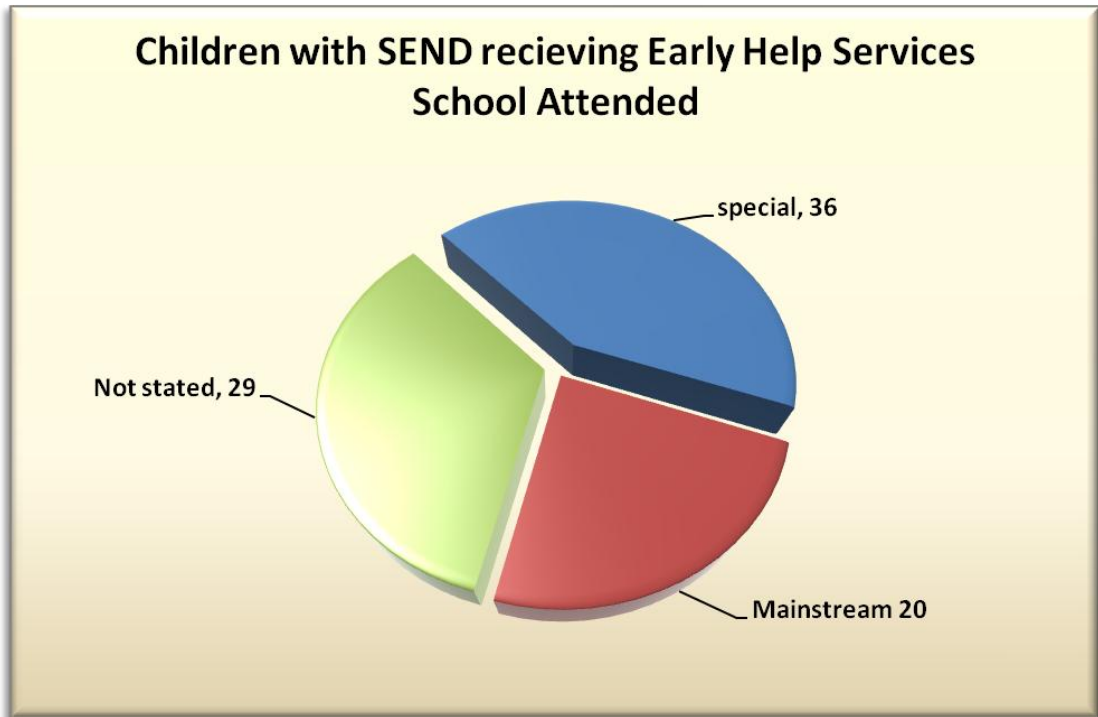
3.2 From a first discussion with Early Help practitioners there are circa 100 children known to Early Help Services who have a Special Educational Need or Disability. Many of these young people are in mainstream schools in the borough or special schools both in the local borough and out borough (see below) and were referred due to parental difficulties in managing a child's behaviour, often associated with SEN, or due to the behaviour and school performance of the sibling of a child with disability

3.3 This is a key aspect of EH provision, supporting parental capacity and managing behaviours and developing coping strategies. This supports a range of outcomes including increased family and individual resilience, educational attendance/attainment, employability, and emotional well being.

The following is data from Early Help about the population of children they are working with:



The majority of children known to Early Help with SEN attend a Mainstream or Early Years provider school, however 30% attend a special school in the borough or in an independent and voluntary school setting.



Given the significant number in independent special schools, some analysis is required of the children's services to see if the schools commissioned are meeting the children's needs.

3.4 In the Early Help Service, children and young people known to Youth Justice are working with a specialist Education, Health and Social Care Co-ordinator. This is to convert their statements to plans, and to write new EHC plans, for those young people who are identified as having significant additional needs. These young people have unmet needs in their learning profile, such as Specific Learning Difficulties, ADHD and Autism. There are 25 young people with an SEN or Disability working with SEND and the Early Help Youth Justice and Targeted Team.

4. 0 Special Schools (In Borough and Out-borough Maintained)

4.1 Increasingly the local special schools are taking only the most complex children with Disabilities; bringing children back to borough or accommodating children who might otherwise be in hospital rather than at school. The school's budgets needs to allow them to support these children within their establishment. Currently their capacity to increase their school roles, and manage within their budgets, is limited by:

- Space for additional support staff (therapies)and children
- Budget for support staff

Consequently if we are going to be able to follow build on our existing resources we should ensure that there is sufficient budget and space to keep the child local. To do this we need to:

- Review the complexity of the children in the schools and ensuring that the banding of top up reflects the needs of the children. This will also reduce the use of agency on these lines for 'emergency' support.
- Ensure there is a local skill set for some of the children who tend to be school in special schools out borough e.g. high level autism and ADHD and/or mental health needs
- Identify where short term spends are needed to be made to make accommodation suitable and maximised our local resources e.g. use of tuition, and increase the role of The Brook to 108 places from 103.

5.0 Use of Independent and Voluntary Schools

The aim is to reduce the usage of independent and voluntary schools, and re-direct resources back to borough by maximising the use of in-borough places, and identifying and addressing gaps in local resource.

- 1) Opening of The Grove. This will allow approximately 26 additional places per year over a 3 year period for those with Autism. We have had a shortfall of 15 places per year over the last two years. If these 15 children/young people accept the 16 places , the remaining 6 places can be used for children to come back to borough. Each child brought back to borough represents a 38K saving for the HNB
- 2) Use of tuition. Currently tuition has some children on a long term basis with SEN. Their funding is provided through agency staffing. It is proposed that this funding is moved into the establishment for the tuition centre, giving a more stable staffing structure and also allowing for 1 or 2 children with complex needs who require a more bespoke curriculum to be returned to borough.
- 3) The establishment of a strategy and broader services for children with SEMH. Initially this would be pre-commissioning 5 places over borough boundaries for this group of children, moving to exploring opening an SEMH special school within the next three years for 25 children with SEMH needs.

6.0 Higher Education Top Up

The increased spend on this line is due in part to the absorption of the cohort of children and young people with Learning Difficulty Assessments, at approximately 500 children, and the increased request for top ups on this line. Top ups tend to be higher for the post 16 group than those below.

The strategies to be applied are:

- Ensure colleges use the proper processes for applications
- Establish banding of top ups for this group, with an agreed hourly rate for workers

- Application of the appropriate thresholds to make sure that the Young People are receiving the right services and achieve good outcomes that are educational, by working closely with Adult Services.
- Maximise local providers, both in borough and out, to reduce the use of independent services.
- Pre commission specialist college places from other boroughs for those with the most complex needs whom will stay within education.

7.0 SEN staffing changes

One vacancy in the DSG has been used to create a post on a fixed term contract to visit and review out borough places to look at outcomes and quality of the child's educational experience. The purpose of this post will be to visit schools for both children and young people with a view to identifying whether resources are being used appropriately for the children, and if local services can be effectively offered.

8.0 Budget Overspend

The High Needs Block is overspending by circa 600K with 200k required for Portage. The special schools banding review may show that an uplift is required, and the full impact of the reforms has not yet been explored in Early Years and Youth Offending. Back to budget plans therefore need to include a level of flexibility in how spend is deployed, and some headroom for forward planning in 2018.

9.0 Back to Budget Plan

Local resources need to be maintained to ensure local capacity e.g. Early Years, Mainstream Schools and Special Schools. The areas where spend has more variability per child are in the Independent and Voluntary settings, and specifically in the post 18 year group. These will be the areas targeted for reducing spend or spending differently. Please see appendix 1 for the breakdown of the actions and impact.

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