

London Borough of Havering

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A Strategy for Children and Young  
People with Special Educational  
Needs and Disabilities

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**2015-20**

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## EXECUTIVE SUMMARY

The London Borough of Havering is committed to ensuring that it can make suitable and effective provision for all its children and young people. Its Special Educational Needs and Disability (SEND) Strategy has as its focus, the primary requirement to meet the needs of its children and young people with SEND, as far as possible, within the borough. This is to enable children and young people to remain within their local community whilst also enabling the Local Authority to make the most effective use of its resources. Currently, the main issues it faces relate to the need to provide for significant increases in certain types of Special Educational Need (SEN) in addition to its new duties to provide for an extended pupil/student population from 19 to 25.

The Council faces a number of complex challenges to ensure that it continues to operate effectively, being confronted with rises in the general school population, compounded by the fact that these are inconsistent across and between different school phases.

The Council's SEND Strategy is therefore being driven in a way that takes account of current demographic changes and how these will develop within the medium to longer term. It is also being driven by the need to make even more effective use of its limited resources. Its priority is to increase capacity in its own schools for its children and young people with special educational needs and disabilities whilst also building parental confidence in the system. It also has to address the need to reduce out-borough expenditure, particularly on Independent and Non Maintained Schools (INMS) schools, as current levels are unlikely to be sustainable in the very near future.

The Council's immediate priorities and strategy are as follows.

- The need to increase capacity in order to deal with the increasing number of its children and young people with SEN and Complex Needs (CN), particularly the disproportionate growth in the number of pupils identified with Autism Spectrum Disorder (ASD) and Challenging Behaviours.
- The need to deal with the absence of any specialist provision for its children and young people with behavioural, emotional and social difficulties (BESD). Whilst this has been dealt with by using out-borough placements in the past, the current and predicted rates of permanent exclusions from schools suggest that additional places for this group of its children and young in both the primary and secondary sector, is a matter of priority, requiring urgent action.
- The Council's statutory requirement, introduced by the Children and Families Act, 2014, to make provision for young people with SEND up to the age of 25, i.e. for an additional 6 years.
- The Council's requirement to reduce out-borough expenditure as failure to do this, will result in year on year overspends from the SEN Budget. Based on current figures of children and young people in out-borough independent and non-maintained special school placements, this level of spending will be unsustainable and will have an adverse effect on what is already an uncertain, over-pressured and volatile SEN budget.

The Council has few options in terms of the strategies it can use. Like other LAs, it has little or no capital budget for developing new SEN provision although it has a much larger population to deal with. Most of its SEN resources are also committed and at risk of being over-spent.

The Council is therefore looking to increasing capacity within its existing resources and is focusing on developing new provision within its own schools. To this end, it is committed to reviewing all its SEN resources, with a view to securing best value. It is also proposing to create a number of Additionally Resourced Provision in the mainstream (ARPs), particularly in the areas listed above where there are shortages of provision.

## **INTRODUCTION**

In Havering we are committed to developing the most inclusive communities which are welcoming and supportive of all. Our aspiration for all our children and young people are the same and this is that they should all have the best opportunities to achieve and fulfil their potential. Our aim for children and young people with special educational needs (SEN) is even more ambitious in that we want them to enjoy their education in the most inclusive environment possible and be supported in participating as fully as they can in the lives of their schools and local community.

### **Our Vision**

For every parent, a child is special. For some, their needs require exceptional provision if they are to learn as all children learn. To be at home, with their family and get the best out of their school means extra effort from many of us. Here in Havering we are committed to supporting our parents and families to enable every child with special educational needs to achieve their potential and have fulfilling lives in their community. We will ensure that all children can have their needs met in a school as close to home possible. This is to ensure that they are in the right school at the right time so that they may participate fully in the lives of their schools and make the most of their learning opportunities. That is what we mean by 'inclusion', supporting schools and families to help children and young people remain and develop into participative members of their local schools and community.

To every child we make a promise: we will make sure you are in the right school at the right time to get the best from your opportunities.

To every family we make another promise: we will provide a place for your child that is as close to your home as we can so that you can be active supporters of your child and their school. The only exception to these promises is where a child needs a learning environment so special that no one local authority can expect to make it on their own. But that is a rare exception and we will do everything to make sure that we avoid having to make that choice simply because it can involve a child not living at home with their own family.

This Strategy for Children and Young People with Special Educational Needs is ambitious and is designed to achieving the best we can for all, irrespective of their levels of needs or disabilities, and with a focus on recognising the talents, views, aspirations and contributions that they bring to their schools and local communities. We will work relentlessly to achieve the best possible outcomes for children and young people with Special Educational Needs and will do so, in partnership with their parents, schools and anyone else involved in promoting their best interests. We want them all to feel valued and to have a greater control and choice over the options available to them whilst also promoting a greater sense of belonging and ownership within the lives of their families and local communities. We will respect and safeguard their values and their rights, ensuring that they are helped to be healthy and safe and that they enjoy and succeed in what they do.

### **PRINCIPLES**

Our key values are to be positive about each other, to respect others and to work together. Our principles are embedded within these overriding aspirations and are to:

- Work in partnership with children, young people and their parents and carers, involving them in decision making and supporting them in developing their independence and autonomy through to adulthood.
- Ensure that they are able to participate in all aspects of family, school and community life in a local and inclusive setting, making the most effective use of available resources.

- Secure any support they or their families need in a consultative, effective and timely manner through working in partnership with schools, health, social care and other agencies.

## **SCOPE**

This strategy covers the options available to young people with an Education, Health and Care Plan and/or Statement of special educational needs up to age 16 (Year 11). It takes account of Havering's Commissioning Plan for Children and Young People which includes fuller details of the Local Authority context and our rationale to ensure the availability of appropriate educational provision for all young people within the borough, including those with Special Educational Needs. This Strategy is specifically for the latter group and should be read in conjunction with the 'Post-16 Strategy for young people with special educational needs and /or disabilities.'

The Strategy has been developed, following consultation with schools and key partners, and is aimed at increasing capacity in schools within the Local Authority whilst also enhancing parental confidence in the options available. It is based on a full analysis of the current provision available and is aimed at addressing the key shortfalls that have been identified.

The Strategy is intended to be a "live" document to be continually reviewed and updated in order to take account of feedback from families and other key partners in addition to the changes likely to take place in the borough over the next 5 to 10 years. It represents a few of the many steps that will be needed to achieve the best possible outcomes for children and young people with special needs.

## **AIMS**

The aims of this Strategy are to:

- set out the current provision available and how this needs to change in order to meet the continuing growth in the school population and demand for places for pupils with Special Educational Needs.
- identify the areas in which there are shortfalls, both current and predicted, and plan in a way that enables the LA to meet its statutory responsibilities in the medium to longer term.
- determine and deal with the key priorities whilst making use of effective use of the LA resources.
- work with schools and other partners within a partnership approach to both review and where appropriate make new or alternative provision, particularly in areas where there are either shortfalls in provision, growth in population or both, redirecting resources where necessary.
- empower and support innovative approaches to enable special and mainstream schools to work even better together so that pupils can have their needs met even more flexibly.
- work in partnership with parents and families of children and young people with Special Educational Needs in order to promote their best interests.

## **CONSULTATION**

Our Strategy takes account of a great deal of work that has been undertaken previously by Local Authority officers with parents, schools and other stakeholders. It builds on this work, including wide ranging consultation. Given the urgency to create additional provision in the borough, we decided not to repeat this but to consult with key stakeholders, particularly schools, in the first instance, whilst still intending to involve children, young people and their families as the Strategy develops. This is because we wish our Strategy to be a live document to

provide us with the framework we can work with on a daily basis, in consultation with all stakeholders, to ensure that our children and young people always come first.

## **TIMESCALE**

The plan is for the Strategy to be agreed by December 2015 so that it may be implemented by September 2016.

## **CONSTRAINTS**

The main constraints that apply to this Strategy are financial, relating to both its capital and revenue elements. Whilst most of the improvements sought are capable of being met from DSG, some provision will require an injection of capital, especially where the need for accommodation is a prime requirement.

We will also need to invest in further developing the skills base of staff. Whilst we have many teachers and other staff across the partnership who are excellent in what they do, we must be clear if there enough of them and that their training is up to date to meet the increasing complexity of the needs of our children & young people

## **CONTEXT**

The development of the strategy is designed to enable the LA to fulfil our legal duties and responsibilities, in compliance with the relevant legislation. It also takes account of the statutory changes brought about since the Children and Families Act 2014 came into force in September 2015, particularly the requirement for Local Authorities to assume responsibilities for all children and young people with Special Educational Needs, from 0-25, i.e. with new responsibilities for those from 19 to 25.

## **LEGAL BACKGROUND**

The local authority has a legal duty to meet the special educational needs of those children for whom it is responsible. The needs of pupils who require *provision additional to or different from that generally available* is determined by a formal assessment process initially set down in the Education Act, 1981, now incorporated in the Children and Families Act 2014.

The assessment leads to the production of an Education, Health and Care Plan, previously a Statement of Special Educational Needs. If dissatisfied with the assessment and consequent Education, Health and Care Plan parents have a right of appeal to the Special Educational Needs Tribunal. The Tribunal can amend the plan and its orders on the educational sections of the plan are binding on the local authority. If the local authority does not deliver what is specified in an EHC Plan parents can bring a case of maladministration against the local authority through the Local Government Ombudsman who can order the local authority to comply and fine them for their previous failure to comply.

## **CHILDREN AND FAMILIES ACT 2014– KEY CHANGES**

The Children and Families Act 2014 became law from September 2014. It sets out the statutory special educational needs and disability (SEND) system for children and young people aged 0 to 25 in England. The 'Code' is statutory guidance in that local authorities must have regard to it. It details the special educational needs and disability provision which schools and local authorities are legally expected to follow. The Children and Families Act 2014, the Equality Act 2010 and the Special Educational Needs Disability Regulations 2014 provide further guidance on these duties. Section 35 of the Children's and Families Act 2014 places duties on Local Authorities to ensure that:

- reasonable adjustments are made for disabled children and young people; and
- auxiliary aids and services to disabled children and young people are provided.

The system under the new Act for those under 16 is similar to that currently in place; namely the process of and reasons for assessments are very similar and families have the same rights of appeal.

The main changes from the Special Educational Needs Code of Practice 2001 are that the new SEN Code of Practice (2014) covers the 0-25 age range, extending this from 19-25; i.e. adding another population of 19-25 for whom Local Authorities have responsibilities. The new SEN Code of Practice also places a clearer focus on the views of parents, children and young people and their role in decision-making. Guidance is also provided on the joint planning and commissioning of services to ensure close co-operation between education, health services and social care.

For children and young people with more complex needs; a coordinated assessment process and the new 0-25 Education, Health and Care Plan(EHC) replaces statements and Learning Difficulty Assessments (LDAs);

### Education, Health and Care Plan 0-25

Education, Health & Care Plans (“EHC”) are now prepared at any time from birth to 25; they replace Statements and Learning Difficulty Assessments for post-16 students. These Education, Health and Care Plans provide statutory protections comparable with those currently associated with a Statement of Special Educational Needs for students up to 25 years old who choose to remain in further education. They will focus on outcomes for the children and young people and are to be reviewed regularly in response to changing needs.

### Local Offer

A ‘Local offer’ is to be published by the Local Authority setting out the support that can be reasonably expected to be provided by its services. This will detail the help and support available from a range of services and the way this can be accessed. This information will include schools and colleges, other educational or training provision, local health and social care services and travel arrangements.

### Personal Budgets

The right to a personal budget (including a budget for educational support) is being introduced for all families with an Education, Health and Care Plan. This gives families the option of a personal budget for all or part of the proposed Education, Health and Care Plan’s support package to enable them to have more control over the services they need for their child and how those services are provided. Personal budgets draw funding streams together in order to ensure a multi-agency package of support.

### Short-Breaks

As part of their Education, Health and Care Plan consideration is given to the fact that all children and young people are unique and may require different levels of support and different types of short breaks depending on their needs and circumstances and those of the family.

### School Choice

The Children and Families Act 2014 gives parents a new right to seek a place at state Academies and Free Schools, removing the previous restriction to mainstream and special state-funded schools but still excluding independent schools. The preference expressed must meet the needs of the children and young people, be an efficient use of resources and be compatible with the education of other children attending the school.

### Joint Commissioning

Local authorities and health care services are required to commission services jointly. This should result in more cost-effective SEN provision.

Multi-agency professionals, together with colleagues in the voluntary and community sector will be able to work together more, giving parents and communities increased influence over local services.

### Making the assessment process more independent

The SEN Code of Practice 2014 introduces independent mediation as a means to resolve disputes before cases can be taken to the SEN and Disability tribunal. It can also deal with any issues that parents and young people may complain about in respect of the health and social care elements of the Education, Health and Care Plan.

### Giving Young People the right to appeal.

Young people who are over the compulsory school age and under 25 can now appeal against the needs assessments in their Education, Health and Care Plan and against the Plan itself.

## **DEMOGRAPHY AND GEOGRAPHY**

### London Borough of Havering

Havering's principal town is Romford but other major communities also exist in Hornchurch, Upminster, Rainham and Harold Hill. The borough is primarily characterised by suburban development with large areas of protected Metropolitan Green Belt land.

Geographically, Havering is significantly larger than its neighbouring London boroughs (43.35 square miles, compared with Barking & Dagenham being 13.93 square mile, Redbridge 21.78 square mile and Bexley 23.38 square mile). Due to the large areas of parkland and protected areas, Havering is much less densely populated than its London neighbours (approximately 5,500 people per square mile, compared with Barking & Dagenham and Redbridge – each with 13,000 people per square mile and Bexley with 10,000 people per square mile). Whilst Havering's population is slightly smaller than Redbridge's (237,500 compared with 281,400), it is spread over an area twice as large.

These differences have an impact on the way in which education and other services can be provided, with children and young people potentially having to travel further than their peers elsewhere in London to access suitable schooling within the borough.

The population of Havering grew by 6% from 224,248 in 2001 to 237,232 in 2011. The total Havering population is forecast to rise to around 250,500 by 2016 and 263,900 by 2021 (representing 5.6% and 11.2% increases on the 2011 Census population respectively). Growth in the older population seen from the 2011 census was higher than in London or England and has shown the largest percentage increase of 43% from 2001 to 2011. The 2011 census showed an increase in the child bearing and working age groups (18-24 and 25-64) population. Growth in the 18-24 years group was higher in Havering than London or England, showing a 23% rise from 2001 to 2011.

The impact of the welfare reforms in 2013 coined the 'doughnut effect,' whereby residents relocate further outside of London to find more affordable accommodation has also added to the net inflow of people into the borough.

## Special Educational Needs Issues in Havering

### Mainstream Issues

There are approximately 1000 children who have a Statement of Special Educational Need, representing around 2% of the 0-16 school population. This is at around the national average, with a majority placed in mainstream schools. However, the distribution of pupils by type of need across schools and between the mainstream and special school sectors is revealing. The projections shown are those taken from Havering's Commissioning Plan for Education Provision (2015-16- 2019-20), published in July 2015.

Table 1 shows the distribution of CYP with Statements of SEN in mainstream primary schools, broken down according to the types of needs they are experiencing. This also shows the predicted numbers in each group over the next 10 years, taking account of population growth and current trends.

Tables 2 and 3 show these distributions in mainstream secondary and in special schools.

Table 1: Havering Primary SEN Projections

Year	Total primary NOR	Primary- number of statemented pupils in Havering primary schools by type of need												Total
		ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI	
2012/13	19072	44	14	8	21	0	1	7	0	34	1	5	2	137
2013/14	19834	75	33	19	49	0	3	13	0	74	3	8	3	280
2014/15	20721	82	38	19	52	0	3	13	0	87	3	10	3	310
2015/16	21381	85	39	20	54	0	3	13	0	90	3	10	3	320
2016/17	22028	87	40	20	55	0	3	14	0	92	3	11	3	330
2017/18	22708	90	42	21	57	0	3	14	0	95	3	11	3	340
2018/19	23333	92	43	21	59	0	3	15	0	98	3	11	3	349
2019/20	23670	94	43	22	59	0	3	15	0	99	3	11	3	354
2020/21	24037	95	44	22	60	0	3	15	0	101	3	12	3	360
2021/22	24440	97	45	22	61	0	4	15	0	103	4	12	4	366
2022/23	24842	98	46	23	62	0	4	16	0	104	4	12	4	372
2023/24	25008	99	46	23	63	0	4	16	0	105	4	12	4	374
		ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI	Total
2011/12		32.1%	10.2%	5.8%	15.3%	0.0%	0.7%	5.1%	0.0%	24.8%	0.7%	3.6%	1.5%	0.7%
2012/13		26.8%	11.8%	6.8%	17.5%	0.0%	1.1%	4.6%	0.0%	26.4%	1.1%	2.9%	1.1%	1.4%
2013/14		26.5%	12.3%	6.1%	16.8%	0.0%	1.0%	4.2%	0.0%	28.1%	1.0%	3.2%	1.0%	1.5%
1 year average		26.5%	12.3%	6.1%	16.8%	0.0%	1.0%	4.2%	0.0%	28.1%	1.0%	3.2%	1.0%	1.5%

**Abbreviations:** The Glossary provides fuller definition of each of these terms which are used below for ease of explanation.

ASD- Autistic Spectrum Disorder BESD- Behavioural, Emotional and Social Difficulties. HI- Hearing Impairment

MLD- Moderate Learning Difficulties MSI- Multi-sensory Impairment OTH-Other PD- Physical Disability

PMLD- Profound and Multiple Learning Difficulties SLCN- Speech, Language and Communication Disorders.

SpLD- Specific Learning Difficulties VI- Visual Impairment



Table 1 shows consistent rises in the numbers of pupils with Statements of Special Educational needs in mainstream primary schools, the sharpest increase taking place in 2013/14 when numbers more than doubled, from 137 to 280. Since then, these have been growing by around 10 a year so that by 2023/24, they are expected to rise from 137 to 274, i.e. doubled within 10 years.

The sharpest rises are in the Autism (ASD), Moderate Learning Difficulty (MLD), Behaviour (BESD) and Language (SLCN) groups, the number for ASD doubling over 10 years from 44 to 99 and that for MLD and BESD tripling from 14 to 46 and 21 to 63 respectively. SLCN increased from 34 in 2012/3 to 97 in 2014-5 and are predicted to rise to 101 in 2020/21; i.e. an increase of 300%. Increases in the other groups are much smaller to the extent of not requiring substantial strategic planning or action as clearly ASD, MLD, BESD and SLCN represent the main areas of growth.

Table 2 shows the distribution in mainstream secondary schools.

**Table 2: Havering Secondary SEN projections by type of need**

Year	Total secondary NOR	ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI	Total
2012/13	15028	64	42	15	54	0	3	26	1	47	2	30	7	291
2013/14	14837	75	54	18	66	0	4	32	1	57	2	32	7	348
2014/15	15038	77	57	18	81	0	4	32	0	61	2	14	7	353
2015/16	15075	77	57	18	81	0	4	32	0	61	2	14	7	354
2016/17	15366	79	58	18	83	0	4	33	0	62	2	14	7	361
2017/18	15622	80	59	19	84	0	4	33	0	63	2	15	7	367
2018/19	16226	83	62	19	87	0	4	35	0	66	2	15	8	381
2019/20	16642	85	63	20	90	0	4	35	0	68	2	15	8	391
2020/21	17070	87	65	20	92	0	5	36	0	69	2	16	8	401
2021/22	17359	89	66	21	93	0	5	37	0	70	2	16	8	407
2022/23	17812	91	68	21	96	0	5	38	0	72	2	17	8	418
2023/24	18051	92	68	22	97	0	5	38	0	73	2	17	8	424

	ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI	Total
2011/12	22.0%	14.4%	5.2%	18.6%	0.0%	1.0%	8.9%	0.3%	16.2%	0.7%	10.3%	2.4%	1.9%
2012/13	21.6%	15.5%	5.2%	19.0%	0.0%	1.1%	9.2%	0.3%	16.4%	0.6%	9.2%	2.0%	2.3%
2013/14	21.8%	16.1%	5.1%	22.9%	0.0%	1.1%	9.1%	0.0%	17.3%	0.6%	4.0%	2.0%	2.3%
1 year average	21.8%	16.1%	5.1%	22.9%	0.0%	1.1%	9.1%	0.0%	17.3%	0.6%	4.0%	2.0%	2.3%

As with mainstream primary placements, Table 2 shows similar distributions of pupils in mainstream secondary schools. Numbers of ASD, MLD and BESD show similar increases; ASD increasing from 77 in 2014-15 to a projected number of 87 in 2020/21 and to 92 in 2023-24. BESD numbers increased from 57 in 2014-15 and are expected to rise to 65 in 2020-21 and to 68 in 2023-4. SLCN increased from 61 in 2014-15 and are predicted to rise to 69 in 2020-21 and to 73 in 2023-24. MLD numbers also increased from 81 in 2014-15 to a predicted increase to 92 in 2020-21 and to 97 in 2023-4.

## **Mainstream provision for Children with Moderate and Specific Learning Difficulties**

Whilst there are noticeable increases in the numbers of children and young people with moderate learning difficulties in mainstream primary and secondary schools, this is not an issue which is in any way unusual. Mainstream schools across the country are becoming even more skilled and experienced in meeting the needs of these pupils, being well able to make the necessary adjustments to provide for them. It is therefore not surprising that mainstream schools in Havering are successfully including these pupils so that it can be reasonably expected that this can continue within existing arrangements. Indeed these arrangements will not need to be too dissimilar to those that operate for pupils with Specific Learning Difficulties where numbers with Statements are falling rapidly year on year, now, in 2015, at 50% less than they were in 2012-13.

## **Mainstream Provision for Children with Physical, Hearing and Visual Impairment and those with Severe Learning Difficulties**

As the tables show the numbers of pupils requiring such provision in the mainstream are so low that they do not constitute a priority for strategic action now or in the future.

## **Mainstream Provision for Children with Speech, Language and Communication Needs.**

The way that children with speech, language and communication needs are classified for reporting purposes often means that this group includes a number of pupils on the autism continuum. It is therefore possible that a significant number within this group have an Autistic Spectrum Disorder as one of their needs though the approach they require may be different, with speech and language intervention, featuring prominently as their key requirement. Consultation with schools suggest that they remain very focused and committed to this group and are confident at meeting their needs, particularly if they are able to access support from speech therapists.

## **Children with Autistic Spectrum Disorder and Behavioural, Emotional and Social Difficulties**

These two groups show large increases over the years and are clearly a concern for schools. This is not altogether surprising, given that the situation in Havering schools mirrors that of many schools across the country. Consultation with schools and other stakeholders confirms that they view these two groups as requiring priority attention. It is clear that the increases in their numbers and their complex requirements have been a source of great challenge to schools, placing additional demands on staff. Their needs are extensive and becoming increasingly complex to the extent that schools need support to continue to successfully provide for them. There is no doubt that these two groups require planning and intervention at a strategic level, aimed at ensuring that the provision they require is in place and that the shortfalls that have been identified are addressed in a timely and effective manner.

Tables 1 and 2 show the predicted increases in the numbers of these pupils in mainstream schools. Some of them are likely to benefit from either an Additionally Resourced Provision (ARP) in a mainstream school or other special facility. The data suggests that there will be an additional 23 pupils on the Autism continuum in mainstream schools within 5 years, increasing to an additional 32 within 10 years. Similar increases are predicted for pupils with behavioural, emotional and social difficulties, with an expected increase of 14 within 5 and 19 pupils within 10 years.

The need to provide for both existing pupils and the predicted increases will therefore be a key element of this Strategy.

Table 3 shows the special school projections.

**Table 3: Havering Special School Projections**

Year	5-16 population	Total number of statemented pupils in Havering special schools	ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI	Grand Total
2012/13	33851	242	64	8	2	54	0	3	7	20	32	48	2	2	242
2013/14	34037	274	78	13	2	57	0	3	7	21	35	52	3	3	274
2014/15	34378	294	81	14	2	58	0	4	7	27	34	62	3	2	294
2015/16	34733	297	82	14	2	59	0	4	7	27	34	63	3	2	297
2016/17	35339	302	83	14	2	60	0	4	7	28	35	64	3	2	302
2017/18	36047	308	85	15	2	61	0	4	7	28	36	65	3	2	308
2018/19	36899	316	87	15	2	62	0	4	8	29	36	67	3	2	316
2019/20	37762	323	89	15	2	64	0	4	8	30	37	68	3	2	323
2020/21	38578	330	91	16	2	65	0	4	8	30	38	70	3	2	330
2012/22	39348	337	93	16	2	66	0	5	8	31	39	71	3	2	337
2022/23	40093	343	94	16	2	68	0	5	8	31	40	72	3	2	343
2023/24	40759	349	96	17	2	69	0	5	8	32	40	74	4	2	349
	Pupils in special schools as % of 5-16 pop														
		ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI		
2012/13	0.71%	26.4%	3.3%	0.8%	22.3%	0.0%	1.2%	2.9%	8.3%	13.2%	19.8%	0.8%	0.8%		
2013/14	0.81%	28.5%	4.7%	0.7%	20.8%	0.0%	1.1%	2.6%	7.7%	12.8%	19.0%	1.1%	1.1%		
2014/15	0.86%	27.6%	4.8%	0.7%	19.7%	0.0%	1.4%	2.4%	9.2%	11.6%	21.1%	1.0%	0.7%		
1 year average	0.86%	27.6%	4.8%	0.7%	19.7%	0.0%	1.4%	2.4%	9.2%	11.6%	21.1%	1.0%	0.7%		

The special school data shows that Havering has been successful in including the majority of its pupils in the mainstream. In 2014-15, there were 294 placements in Havering special schools, compared with 663 in the mainstream, i.e. less than half at 44% in special schools. The data also shows that the largest numbers of pupils in special schools are on the autism (ASD) continuum, followed by pupils with severe learning difficulties (SLD). The number of pupils with behavioural, emotional and social difficulties (BESD) is low and this is due to the fact that the LA has no special school of this kind, all of its 3 special schools, being for children with learning difficulties and complex needs. Those in Havering's special schools categorised as having behavioural, emotional and social difficulties, probably do not experience these as their primary needs. It is also noticeable that the number of pupils with moderate learning difficulties (MLD) is high and increasing. This is against the national trend. Given that there are already large numbers of these pupils in the mainstream, this is intriguing. It may be that some of these pupils are able to return to mainstream settings, if appropriate provision were to be in place for them, and this possibility requires exploration. Indeed our consultation would suggest that this should form part of this Strategy, particularly as the demand for special school places is growing so rapidly. Whilst there was a total of 242 pupils in Havering special schools in 2012, this has grown to 297 by 2015, i.e. an increase of 55 or 22 %. This is expected to increase by another 52, i.e. a further 17.5% to 349 by 2023-24.

However, it is also clear that the number of children with autism (ASD) requiring special school places is increasing; the data predicts an increase of 50% over a 10 year period, i.e. from 64 in 2012-13 to 91 in 2020/21 and 96 in 2023-24. The number of children and young people with severe learning difficulties is also increasing; from 48 in 2012-13 to a prediction of 74 in 2023-24. The number of those with profound and multiple learning

difficulties (PMLD) also shows a worrying trend. Although this is usually a low incidence need, numbers are predicted to nearly double over a 10 year period, from 20 to 32. It is not clear why there are some pupils with specific learning difficulties (SpLD), albeit in low numbers, in special schools and this will be kept under review.

## PLACEMENTS IN OUT OF BOROUGH SCHOOLS

### Out Borough Local Authority (OLA) Special Schools

Table 4 shows the number of placements in out of borough special schools maintained by other Local Authorities (OLA) and their distribution by type of need.

Table 4: SEN projections for Havering residents with a statement of SEN who attend an out of borough special school

Year	5-16 population	Total number of stated residents in OLA special schools	ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI	Grand Total
2012/13	33851	61	15	20	2	4	0	0	2	3	6	5	3	1	61
2013/14	34037	77	19	28	2	5	0	0	4	3	7	5	3	1	77
2014/15	34378	77	19	28	2	5	0	0	4	3	7	5	3	1	77
2015/16	34733	78	19	28	2	5	0	0	4	3	7	5	3	1	78
2016/17	35339	79	20	29	2	5	0	0	4	3	7	5	3	1	79
2017/18	36047	81	20	29	2	5	0	0	4	3	7	5	3	1	81
2018/19	36899	83	20	30	2	5	0	0	4	3	8	5	3	1	83
2019/20	37762	85	21	31	2	5	0	0	4	3	8	5	3	1	85
2020/21	38578	86	21	31	2	6	0	0	4	3	8	6	3	1	86
2022/23	40093	90	22	33	2	6	0	0	5	3	8	6	3	1	90
2023/24	40759	91	23	33	2	6	0	0	5	4	8	6	4	1	91
	Havering residents in out of borough special schools as % of 5-16 pop		ASD	BESD	HI	MLD	MSI	OTH	PD	PMLD	SLCN	SLD	SPLD	VI	
2012/13	0.18%		24.6%	32.8%	3.3%	6.6%	0.0%	0.0%	3.3%	4.9%	9.8%	8.2%	4.9%		1.6%
2013/14	0.23%		24.7%	36.4%	2.6%	6.5%	0.0%	0.0%	5.2%	3.9%	9.1%	6.5%	3.9%		1.3%

Table 4 clearly shows that the number of out of borough placements in other Local Authority special schools (OLA) has been increasing over the past few years and that this is expected to be 50% higher within 10 years. The majority of these placements are for children with an Autistic Spectrum Disorder (ASD) and those with behavioural, emotional and social difficulties (BESD). Some of these OLA schools are in neighbouring boroughs whilst others can be much further, all requiring transport. The cost of these placements is around £500k p.a., rising to £692k, if transport costs are included (see Table 5). Currently there are 68 Children and Young People in these placements, 62 under 16 and 6 over 16 years of age. The average cost to Havering is around £7k p.a. in top ups with the school receiving another £10k per place from the Education Funding Agency (EFA) so that the actual, total cost is £17k p.a., excluding transport. This rises to £20k if transport costs are included. If such provision were available in Havering and places funded through the EFA, the top up would be the same at around £7k per place p.a. but with transport costs substantially reduced. This is, of course, dependent on

Havering's bid to increase places at its special schools being agreed by central government though there is no reason as to why not, given the obvious population growth and the scarcity of special school places.

The high number of pupils with an Autism Spectrum Disorder (ASD) in out-borough LA special schools is primarily due to the lack of specialist places in local special schools; there are only 3 of these and they are all full and operating at maximum capacity. There is no reason as to why Havering's own special schools could not meet these pupils' needs as they are essentially the equivalent of similar schools set up for Autism Spectrum Disorder in other Local Authorities, the main difference being that the latter have places available.

The number of pupils with Autism Spectrum Disorder (ASD) in Other LA special schools currently stands at 19, though gradually increasing. These pupils may be able to be included in Havering's own special schools, particularly if additional capacity could be created. This could be through planned expansion and/or through the transfers of pupils with moderate learning difficulties (MLD) elsewhere, either to mainstream schools or in Additionally Resourced Provision (ARP) in mainstream schools for pupils with learning difficulties or indeed at off-site satellite units specially set up for this purpose and run by their own special schools. Given that there are around 69 of these pupils with MLD in special schools, their transfers would mean that there could be capacity for more than the 19 to 22 ASD pupils currently out of borough, enabling resources to be re-directed in this way.

There are also a larger number of children and young people with behavioural, emotional and social difficulties (BESD) in out-borough placements as a direct result of no specialist provision being available locally. The number of pupils with behavioural, emotional and social difficulties would, on its own, be sufficient to fill a special school within a couple of years, with 28 pupils currently attending out borough special schools, with an expected increase to around 30 within a few years. This would avoid the need for travel and save on costs. However, capital constraints make these difficult so that the addition of these types of places through the creation of specialist Additionally Resourced Provision (ARP) for pupils with behavioural, emotional and social difficulties (BESD) is possibly a way forward.

### **Out Borough Independent Non Maintained Special Schools Placements**

Non-maintained Special schools are completely independent of Local Authorities, being run by private organisations and charities, setting their own admission and fee arrangements and specialising in particular areas of special educational needs, e.g. autism, behavioural, emotional and social difficulties, or medical needs.

There are currently 62 children and young people from Havering attending these placements, funded by the Local Authority, at a cost of around £3m p.a. Another £170k is top sliced from Havering's Dedicated Schools Grant for Independent Non Maintained Special Schools so that the actual cost is greater at around £3.2m p.a. The average cost is around £50k per place per annum though fees can range from £40 to over £200k per place p.a., particularly where the school also provides a residential facility.

The LA spends also around £387k on transport costs to Out Borough Independent Non Maintained Special Schools, i.e. an additional £6,241.00 on transport per pupil p.a. In total, the LA is therefore spending around £3.6m on placements in independent special schools, if transport costs are included.

The majority of pupils in Independent Non Maintained Special Schools are again in respect of those with an Autism Spectrum Disorder (ASD) and those with Behavioural, Emotional and Social Difficulties (BESD). Havering makes these placements either due to lack of local provision and in some instances, where children and young people require a residential facility due to social or health needs, in which case, social care or health or both, sometimes make a financial contribution to the education funding.

Clearly the cost of placing children and young people in Independent Non Maintained Schools is high, placing severe and increasing pressure on the Local Authority's Special Educational Needs (High Needs) Budget. We

accept that this level of expenditure is unsustainable. We are therefore exploring how this can be controlled and reduced, especially where there is an option of making local provision, either through the creation of additional capacity in special schools or through the re-distribution of pupils in local schools. We will also systematically review placements in independent special schools in a thorough, multi-professional and holistic way, involving all parties, particularly parents and carers, to make sure that the focus remains on the needs of the children and young people whilst also making the most efficient and effective use of resources.

## **SPECIAL EDUCATIONAL NEEDS TRANSPORT**

The cost of transporting children and young people to out borough Other Local Authority and Independent Non Maintained Special Schools is around £600k p.a. This is funded through Havering's "Base Budget", i.e. from the Council's own budget, without any contribution from central government for this purpose in its Dedicated Schools Budget (DSG).

Table 5 shows the distribution of these transport costs in 2014-15.

*Table 5: SEN Transport Costs to Out Borough Special Schools (2014-15)*

Transport Type	Cost	Number of CYPs
OLA Transport Pre 16	172,996.00	62 pre 16
OLA Transport Post 16	18,614.00	6 Post 16
<b>OLA Total</b>	<b>191,610.00</b>	
Independent Schools Pre 16	367,461.00	42
Independent Post 16	19,352.00	19
<b>Independent Total</b>	<b>386,813.00</b>	
<b>TOTAL COST</b>	<b>£578,423.</b>	<b>123</b>

The Local Authority currently transports 123 children and young people to OLA and Independent schools out of the borough, at an average cost of £4,702 per child/young person p.a. The total cost in 2014-15 was £578,423 and is rising, estimated to reach around £604,000 in 2015-16. In 2014-15, the Local Authority spent around £387k on transport to independent non maintained schools, representing two thirds or 66% of the total cost. This is twice the amount spent on transport to Other Local Authority (OLA) maintained special schools. £192k was spent on transport to OLA special schools in a number of London boroughs and elsewhere; ranging from Newham, Lewisham, Brent, to Hillingdon and Essex.

Children and young people in independent non maintained schools are travelling much further across the country, some living away from home, in order to access their education. Many travel on a daily basis because there is no suitable place or vacancy locally. Some live away from home because of the distance, making daily journeys impossible. A few are in the care of the Local Authority.

This Strategy aims to reduce the need for children and young people to travel great distances so that they may have the opportunity of having their needs met locally, as close to home as possible. These children and young people are amongst the most vulnerable, many having to travel for up to 2 hours or more daily. We are therefore planning to develop a range of provision for children with Autism Spectrum Disorder (ASD) and behavioural, emotional and social difficulties (BESD) in strategic locations, particularly around the most densely and socially deprived areas of the borough. The aim is to have a range of provision in each district.

We also recognise that in order to maintain children and young people in the borough, there may be additional pressures on local schools and service providers. We are therefore committed to supporting our local partners, including parents and families through planned re-direction of resources.

## STRATEGIC PRIORITIES

The above analyses in respect of mainstream, special school and out of borough placements clearly point to the need to adopt the following priorities.

- The establishment of new Additionally Resourced Provision (ARP) for pupils with Autism Spectrum Disorder (ASD) to support mainstream schools
- The creation of capacity in special schools for growth in predicted pupil numbers over the next 5-10 years and for those with Autism Spectrum Disorder (ASD) through the transfers of pupils with moderate learning difficulties (MLD) to ARPs in the mainstream
- A reduction in the number of Autism Spectrum Disorder (ASD) pupils placed outside of borough, including planned returns of some pupils considered able to benefit from more local provision through placements in Havering special schools once their capacity has been increased.
- The setting up of specialist facilities for pupils with BESD to support mainstream schools
- A planned reduction and where possible a return of pupils from out borough BESD placements to Havering's BESD resources.

The rationale with this approach derives from the current level and predicted growth in the needs of these two groups. If no action is taken, the only option will be to increase reliance and expenditure on out-borough placements whilst also accepting increased pressure on Havering's mainstream and special schools. Both of these options will be unsustainable. Out borough placements are costly and if special school numbers are not increased, there will be a shortfall of around 50 places which will involve even greater expenditure. There will need to be a two-pronged approach with special schools, dealing with both the expected increase in demand for places and the requirement to provide for a growing number of pupils with an Autism Spectrum Disorder.

Whilst capital constraints represent a major issue, there are ways in which the increased capacity required may be funded through revenue expenditure, particularly, if resources can be reduced and re-directed from out-borough spending.

## ACTION PLAN

The following Action Plan is proposed.

### *Priority One*

- The establishment of new ARP for pupils with ASD to support mainstream schools
- The creation of additional capacity in special schools for ASD pupils through the transfers of MLD pupils to ARPs in the mainstream
- A reduction in the number of ASD pupils placed outside of borough, including planned returns of some pupils considered able to benefit from more local provision through placements in Havering special schools once their capacity has been increased.

The projections in Tables 1-3 suggest that there will be increases of pupils with autism in the mainstream of around 23 within 5 and 32 within 10 years. These will be on top of the increases in the number of other pupils with autism requiring special school places, estimated to be around an additional 27 pupils within 5 years, rising to 32 within 10 years. Together this means increases of 50 pupils with an Autism Spectrum Disorder within 5 and 64 within 10 years needing places in both mainstream and special schools. The establishment of ARPs will help absorb these numbers as will the setting up of off-site satellite units run by special schools. The provision of 32 places in mainstream ARPs for pupils with an Autism Spectrum Disorder and further 32 in off-site units will, in effect, ensure that those in mainstream can have their needs met there whilst also enabling special schools to

transfer those who would benefit from mainstream experiences and education. Mainstream ARPs may also allow for more pupils with moderate learning difficulties (MLD) to remain in their schools, reducing their need to transfer to special schools. Off-site units will, on the other hand, release places in special schools and create the capacity needed for pupils with more severe needs. They will also create places for some pupils with ASD currently in out of borough placements due to lack of local provision.

A key element of this Strategy is the requirement for suitable pupils to be reviewed and carefully assessed to determine how best they may be supported where change is deemed to be beneficial. This will be in the form of targeted Annual Reviews to include parents and key stakeholders to secure the necessary consultation and agreement, including the required transition.

The time line below shows how this can be achieved in relation to each group.

### **Autism Spectrum Disorder (ASD):**

#### **2015-2016**

In its report to Schools Forum dated 10 June 2015, the LA proposed an ambitious action plan to create an additional 20 places for pupils with ASD through the establishment of 2 new ARPs, 1 primary and 1 secondary, with 10 places in each, to cover for the age range of 3 to 19. These are planned within the current financial year and are intended to complement the existing ARPs for Autism Spectrum Disorder currently operating at RJ Mitchell and Hall Mead Academy. It is hoped that these can be located in the North West/West, given that RJ Mitchell and Hall Mead can respectively serve the South East and North East parts of the borough. This will reduce the need for pupils to travel any great distances in addition to reducing travel costs.

#### **2016-2017**

2 off-site Satellite Units with 10 places in each to create capacity in special schools through the planned transfers of pupils whose needs can be better served through this type of provision. This will follow consultation with special schools who have expressed an interest in operating this kind of resource, with preference given to those who have identified an off-site facility, either in a mainstream school or elsewhere. Where an off-site setting is not available, feasibility studies can be conducted to determine alternatives within the special school's own site and/or the possibility of their staff supporting students in other settings through out-reach or through staffing additions to another establishment, e.g. in a mainstream school/college local to the student's home.

Consultation with all special schools is planned imminently. The aim is to enable those pupils who have made progress to access mainstream education, if this is better suited to their needs. It will also enable the LA to both keep pupils with severe autism in the borough in addition to returning an agreed number from out borough placements, particularly if their "targeted" Annual Reviews indicate that this will be desirable.

#### **2017-2018**

- An additional 2 ARPs for ASD, one primary and one secondary, with 10 places in each to serve mainly mainstream ASD pupils.
- An additional 2 satellite units specifically to be used to create capacity in special schools enabling them to transfer pupils whose needs could be met in this way, thereby releasing places for the return of a similar number of pupils from out borough schools which may include the retention of some pupils who would otherwise be placed out of the borough.



The LA also proposes to identify 3-4 schools so that they may work towards becoming “Autism Friendly” as detailed in its School Forum Report of June 10, 2015. These schools will be allocated the equivalent funding of 1 ARP place value, currently £10k p.a. and will form part of a network of ASD facilities within the borough.

### *Priority Two*

#### The setting up of specialist facilities for pupils with BESD to support mainstream schools and to reduce and in time, obviate out of borough placements.

Havering has no specialist school for children and young people with behavioural, social and emotional difficulties (BESD). Whilst it has PRUs, these are not suitable to make long term provision for pupils with behavioural, social and emotional difficulties (BESD). The LA has therefore tended to rely on its Learning Support Centre at Hilldene Primary School to provide for pupils in the primary sector. There is no secondary facility although the incidence of such needs tends to rise as pupils get older.

The number of pupils with behavioural, social and emotional difficulties (BESD) in mainstream schools increased from 57 in 2014-15 and is expected to rise to 65 in 2020-21 and to 68 in 2023-4. This is high, with many at risk of disciplinary exclusions. In addition there are around 28-30 in out-borough placements.

The LA has 2 options which are either to open a new special school for children and young people with behavioural, social and emotional difficulties (BESD) or to create a number of Additionally Resourced Provision (ARP) in the mainstream for these pupils. The first option is not without risks and uncertainties will require considerable capital resources; it is unlikely to be feasible in the short to medium term. The second alternative has the advantage of spreading numbers in manageable groups whilst also enabling the availability of an Additionally Resourced Provision (ARP) in more than one area of the borough.

In its report to Schools Forum dated 10 June 2015, the LA proposed the setting up of ARPs for pupils with behavioural, social and emotional difficulties (BESD), in addition to the recognition, including additional funding, of “Behaviour Confident Schools”. This Strategy will take this intention forward as follows.

#### 2015-16

- An additional 20 places for Children and Young People with Social, Emotional and Behavioural difficulties through the creation of 1 ARP (Primary), with 10 places in the South East/East, and 1 ARP (Secondary), possibly in the South East/East to link in with its primary equivalent or alternatively in the North West to link in with Hilldene.

This is primarily intended to serve the needs of pupils who would benefit from a small and structured environment within a mainstream setting and/or who otherwise would be at risk of disciplinary exclusion from school.

The LA also proposes to set up 3-4 “Behaviour Confident Schools” funded in the same way and with similar purposes as those recognised as “Autism Friendly”.

#### 2016-2017

- A further 20 places, 10 for primary and 10 for secondary aged pupils with behavioural, emotional and social difficulties.

This is intended to help the LA reduce its number of Out-borough placements and where possible, to return pupils already placed outside of the borough to Havering, particularly at key stage transfers. The LA will re-direct funding currently spent on out of borough placements for this purpose.

## 2017-2020

As for 2016-17.

### **CAPITAL AND REVENUE IMPLICATIONS**

#### **2015-16**

The LA is proposing to commit a total of up to £480k p.a. to secure the implementation of its strategy during the 2015-16. However, this would be cost-neutral given that approximately £180k has been identified as a saving arising from the re-configuration of existing ARPs. This would be re-allocated to support the new portfolio of support provision. £200k has also been set aside for ASD developments in the current financial year; and a further £100k has been identified for new provision for pupils with behavioural, emotional and social difficulties.

Whilst capital is already fully committed for 2015 and beyond, the LA will consider any capital that may be available now and in the future. It will also consider any capital requirements that may be available in its 2017 allocations from central government.

#### **2016-2020.**

Additional places for ASD and BESD pupils will be through the Dedicated Schools Grant (DSG), due to the growth in the LA population. The LA will need to apply for DSG High Needs Funding, using the evidence it has to show its growth requirements and the shortfalls it needs to address to ensure sufficient capacity for children and young people with special educational needs in its schools.

### **CONCLUSION**

In this Strategy, we have described our vision for special educational needs and disability (SEND) in Havering. We have consulted with schools and other stakeholders in order to agree the rationale and determine the way forward. We have also conducted extensive analyses of the special educational needs and disability data maintained by the LA, including projections on how our population of children and young people will increase over the years, preparing for demographic growth and other changes in an attempt to best plan for the future and meet their needs.

We have identified two priorities which are to increase provision for children and young people with an Autism Spectrum Disorder and for those with behavioural, emotional and social difficulties. Our Strategy deals with the short and medium term action required, detailing the steps required to increase local capacity so that more of these pupils can be educated in the borough without the need to travel or indeed, in some cases, living away from home.

We hope to improve outcomes for both groups and to involve and engage these children and young people so that they may make the most of their education and improve their life chances. We will work in close partnership with their parents, teachers and other stakeholders to make sure that our vision that they should experience the best education possible and not be disadvantaged is an everyday reality. Our Strategy will provide the framework to make this happen.

We will use this Strategy as a live document to guide us in what we do and why we are doing it, constantly putting the needs of the children and young people we serve, first.

## GLOSSARY

ADHD	Attention Deficit Hyperactivity Disorder
ASD	Autism Spectrum Disorder
BESD	Behaviour Emotional and Social Difficulties
CLDD	Complex Learning Difficulties and Disabilities
CYP	Children and Young People
EHC	Education, Health and Care
FE	Further Education
HI	Hearing Impairment
ISP	Independent Specialist Provider
LA	Local Authority
LDA	Learning Difficulties Assessment
LDD	Learning Difficulties and Disabilities
LEA	Local Education Authority
MLD	Moderate Learning Difficulties
MSI	Multisensory Impairment
OOB	Out of Borough
PD	Physical Difficulties
PMLD	Profound and Multiple Learning Difficulties
SEN	Special Educational Need
SEND	Special Educational Need and Disability
SLCN	Speech, Language and Communication Needs
SLD	Severe Learning Difficulties
VI	Visual Impairment

