

# HAVERING HIGH NEEDS STRATEGY 2017 - 2022

In Havering we want all children and young people to thrive and develop the skills, characteristics and knowledge which prepares them for adult life.

Our vision is for children and young people with special educational needs and disabilities (SEND), and other additional needs, 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, throughout childhood and into adulthood.

This strategy builds on the outcomes of Havering's High Needs Review 2017.



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## Executive Summary

### What does the strategy aim to do?

The strategy sets out our ambitious plans to make Havering provision the first choice for children, young people and families. It provides a flexible framework for the next five years which will enable us, and our partners, to respond to current and future need.

### What is the strategy about?

From the outcomes of the High Needs Review, the strategy sets out:

- How our provision will effectively meet the needs of children and young people in the area and how we prepare them for adult life
- The range of needs which we generally expect to be met by:
  - mainstream providers, including early years settings, schools, and post-16 institutions, including how we will support these institutions to access the specialist training and workforce development they need
  - specialist providers
  - highly specialised providers
- How we will address the gaps in local provision identified by the review
- How we will allocate resources to deliver this provision locally

### What were our key findings?

Havering's High Needs Strategy was written following the findings of the High Needs Review 2017. The Review was undertaken to evaluate how well Havering is delivering support and provision for children and young people with high needs across all partners providing children's services.

The Review sets out our findings using data and outcomes from our consultations as well as benchmarking information.

The main findings were:

- We need to use our resources wisely, ensuring needs can be met across the spectrum with appropriate levels of support
- We need to support providers, working with all ages of children, to develop the most inclusive services possible
- We should be working with providers, schools and colleges to improve attainment amongst children with Special Educational Needs and Disabilities (SEND) whether they have an EHCP or not
- We need to improve information for children, young people and parents so options, services and pathways are clearer
- We need to develop more provision for children and young people with Autistic Spectrum Disorder (ASD) and Social, Emotional and Mental Health Needs (SEMH); from early years, through school and into adulthood
- We need to improve how we gather data (including how schools record data) so that we can meet needs appropriately as they develop and change

## How will this strategy make a difference?

The strategy sets out proposed changes which will be developed from April 2018 onwards, over the following four years. The key changes are:

1. To ensure that children, young people and their families have the right support at the right time; through:
  - a. Development of a new SEMH/ ASD Free school
  - b. Delivering an ongoing programme to create more Additionally Resourced Provisions (ARPs) in mainstream settings
  - c. Re-designating special schools, as appropriate; reducing the number of pupils with moderate learning difficulties who attend special schools and enabling special schools to support the growing numbers of children with more complex needs
  - d. Reviewing the impact of alternative provision and how it is provided
  - e. Improving our offer of pathways to adulthood for young people so that they can move towards a productive and enjoyable adult life
  - f. Ensuring social care support provides appropriate care in a timely way for families
  - g. Reviewing the provision of health therapies across the borough to provide sufficient services to meet needs.
2. To increase funding for providers and schools to ease the financial pressure of supporting children with high needs, thereby improving support through:
  - a. Development of a small capital grants programme to allow providers and schools to make their buildings more inclusive
  - b. Increasing the hourly funding rate from the Special Educational Needs Inclusion Fund for early years
  - c. Increasing the hourly rate for top up payments to schools for pupils with EHC plans & increasing the amount allocated for 'headroom'
  - d. Increasing the allocation to the Social Inclusion Fund to support placements in alternative provision
  - e. Increasing the funding to special schools via a revised funding matrix
3. To improve training for staff working with children and young people with high needs:
  - a. To improve the confidence of all staff in working with children with high needs
  - b. To support staff retention through gaining appropriate qualifications
  - c. To enable peer-to-peer learning
  - d. To improve quality assurance across schools and providers and ensure consistency of support for children and young people
4. To continue to make improvements in how services are delivered via the Children and Adults with Disabilities Service (CAD) and the Education and Inclusion Service (EIS). This includes making improvements to how we gather and use data to plan future services and provision.

## 1. Introduction

Havering's priority is to develop sufficient local, affordable provision which is the first choice for children, young people and parents and which provides the right support at the right time.

This strategy sets out how we will achieve this: by investing in our existing services and provision as well as developing new provision. These developments will be based on the outcomes of the High Needs Review 2017, which incorporates the views of a wide range of stakeholders, including young people, parents, early years' providers, schools and post-16 providers, as well as local authority staff.

We want to be clear about:

- How our provision will effectively meet the needs of children and young people in the area and how we prepare them for adult life
- The range of needs which we generally expect to be met by:
  - mainstream providers, including early years settings, schools, and post-16 institutions, including how we will support these institutions to access the specialist training and workforce development they need
  - specialist providers
  - highly specialised providers
- How we will address the gaps in local provision identified by the review
- How we will allocate resources to deliver this provision locally

We know that we do not have enough school/ college places to meet current demand and that we need to improve the quality of some of our offer. We will work to deliver what parents, young people and professionals tell us they want and need for children and young people. Parents want their children to stay in local provision, be part of their local community and develop their own friendships and support networks. In order to do this we need to look at investing our funds in order to improve the effectiveness and range of local provision.

We want to build on what is working well in the borough and make improvements and changes where they are needed. Driven by the views of parents and professionals in Havering, the strategy sets out how we will make improvements in the quality and range of educational provision, in terms of:

- Developing new provision
- Improving existing provision
- Improving support and training for staff across all settings

In addition to increasing numbers, we are also seeing more children presenting with more complex needs. This means we will need to change how we meet demand within Havering – across special schools, Additionally Resourced Provisions (ARPs) and mainstream schools; as well as with social care, leisure services and health provision.

To achieve this, we want to continue to work closely with children, young people, parents and our partners, ensuring that the wellbeing of children and young people are at the heart of everything we do.



## 2. What we will keep doing and what we will start doing

### Developing new provision (capital-funded projects)

The Department for Education (DfE) has allocated an annual capital budget to all local authorities over the next three years (from April 2018 through to 2020). The budget is to develop new provision for children and young people with high needs; where this is attached to existing provision, it must have an Ofsted rating of Good or Outstanding. The funding can also be used to improve existing provision. A condition of the funding is that local authorities should have an up to date strategy which accurately reflects local needs.

Havering has been awarded £2.4m over the next three years (£800,000 per year).

#### ❖ SEMH/ ASD School

We have been selected by the DfE to commission a new free school which will meet the needs of children and young people in the borough. Through our data analysis, we recognised that children with social, emotional and mental health difficulties (SEMH), alongside those with autistic spectrum disorders (ASD) were increasing in numbers and we have insufficient specialist support for them.

The new school will cater for children and young people aged 3-16 years who have complex or severe ASD or social, emotional and mental health difficulties. A small social care provision will be developed to complement the new school.

We are in the process of working with the DfE to invite tenders for the delivery of the school. The timeline for the new school will be released once the tender process is completed.

The development of this new school, in terms of capital funding, will be paid for by central government. The revenue funding (the costs of running the school) will come from the High Needs Budget.

#### ❖ ARPs (Additionally Resourced Provision)

In Havering, there are ARPs in six schools, supporting pupils with autistic spectrum disorder (ASD) and communication needs, complex needs and hearing impairment. We know, from feedback from schools and from parents, as well as from our own data, there are not enough of these. These six schools are keen to support other schools to develop ARPs across the borough in both primary and secondary phases.

We also know that we need more ARPs that focus on supporting children who have ASD and SEMH, particularly in early years and primary schools.

As part of the high needs capital programme, we plan to deliver a series of new ARPs over the next 5 years. Some of these will be funded through the new High Needs Capital budget, and some via our own capital expansion programme. The revenue funding for the new ARPs will come from the High Needs Budget.

### **Improvements/ increased places (revenue- and capital-funded projects)**

As part of the review, and in addition to the funding from the DfE, we also looked at how we could maximise our existing high needs budget. We are committed to taking an 'invest to save' approach in order to ensure that our local provision is fit for purpose, meets needs and is the first choice for children and parents.

In order to improve support in schools and other settings, and following our consultations, we are implementing a number of changes. These developments will be monitored to assess their impact on outcomes for children and ensure value for money. We expect that there will be further changes as numbers of out of borough placements reduce and funding is subsequently re-invested in local provision. Any further changes will be consulted on.

#### **All providers:**

Schools suggested that we look at providing funding for calm down/ sensory rooms or something similar which would improve how they support and manage pupils with additional needs. This is just one example of adaptations to the school environment which would make schools more inclusive.

We will launch a small capital grant programme for schools and providers (early years and post-16), who support children and young people aged 0-25 years with SEND or high needs. Grants will be available of up to £10,000. Details of the scheme will be published by April 2018.

#### **Early Years:**

We will review practices and processes across early years, both within the local authority and providers, in addition to increasing the early years' Inclusion Fund. This Fund supports specialist provision for children in early years' settings.

Half of this increase will come from the High Needs Budget, with the other half coming from early years' funding.

The focus for developments will be:

- Provision of further guidance to early years' providers on making an application for an Education, Health and Care Plan (EHCP) assessment for 0-5 year olds
- Review delivery of early intervention programmes to ensure good outcomes for children
- Ensure assessments take place in an appropriate setting to ensure accuracy
- Support better transitions into school. (There will be training for school staff to improve person centred practice – see workforce training section below)
- Review the approach to quality assurance across settings
- An increase in the hourly funding rate from the Special Educational Needs (SEN) Inclusion Fund
- Support for providers to bid into the Inclusion Fund for accredited training and status
- Development of a training programme in consultation with providers and including support for delivering whole-setting training regularly throughout the year

### **Mainstream schools:**

Mainstream schools, including those with ARPs, will benefit from a number of new measures:

- We will increase the hourly rate for top up payments to schools for pupils with EHC plans to £14. Consequently this will reduce the number of hours that schools are expected to cover within the first £6,000 from 12 to 11.
- Provide additional financial support for schools which have a disproportionately high numbers of pupils with SEND (known as Headroom)
- Ensure robust reviews of EHCPs are carried out to ensure support is still appropriate, thereby potentially freeing up funding for others.

In addition the Children and Adults' with Disabilities Service (CAD) and Education Inclusion Service (EIS) Services will review their practices and processes to ensure maximum support for schools, pupils and parents. This will focus on:

- Regularly reviewing all aspects of information, advice and guidance available to schools, providers, parents and carers as well as children and young people
- Providing appropriate and timely support for children and young people with high needs and their families
- Improving joined up working across departments and with other partners, including further developing co-production with parents
- Work with commissioners to develop the offer of personal budgets
- Continue to work with the school organisation team and across CAD to improve data collection and produce accurate projections.

### **Alternative Provision (AP):**

We want to ensure that all schools are confident in managing behaviour, are responding appropriately to challenges and that pupils who require an EHCP are issued a plan in a timely manner.

Where an exclusion is issued, this should be once all other recourses are exhausted. To support this we will:

- **Seek to reduce the number of exclusions** - work with schools, both with and without ARPs, to update the Exclusions Concordat and monitor implementation. The current Concordat is attached as Appendix 2.
  - Schools told us that they recognise that the criteria for permanently excluding pupils is unclear. Both schools and the council want that to change so that there is clarity and consistency in managing, and dealing with, different levels of behaviour. To do this we are considering:
    - How funding is accounted for and allocated to schools
    - Introducing a greater level of rigour and challenge via the IYFAP (In Year Fair Access Panel) process
  - We are also developing and improving training to schools, via local authority staff and via school-to-school peer support
  - Review the need for any further intervention facilities in relation to primary pupils

- **Develop a clear behaviour support approach** from the local authority, developed in partnership with expertise from Olive AP Academy
- **Develop, and disseminate, a clear admissions policy** for Olive AP Academy, with senior leadership, and in consultation with schools
- **Review the impact of provision at Olive Academy**
- **Develop our network of quality assured AP providers** to support pupils at risk of exclusion from school and commission more places, as required
- **Increase the allocation to the Social Inclusion Fund** to support placements with alternative providers

### **Special schools:**

The demand for places in our special schools is increasing, along with an increase in the complexity of need.

We expect that our special schools will:

- Review their designation so that it accurately reflects their intake. We will support schools (including the new free school) to do this in a way that ensures their specialisms complement each other and can meet the range of local need
- Support us to review the funding matrix so that funding levels are appropriate for the complexity of need
- Start to reduce the number of pupils accepted into their schools with moderate learning disabilities (these pupils will be supported in mainstream schools and ARPs)

### **Children and young people with medical needs**

At any one time, there are less than five children and young people aged 0-25 years who have significant medical needs, but no educational support needs. These children require funding from the high needs block, usually for medical equipment, but sometimes for support, in order for them to access learning.

We have revised our approach so that these children are now treated as though they do have an EHCP. That is, their school should use the first £6,000 to support the pupil, and the local authority will then provide any additional top-up required. We will be ring-fencing a small amount of money for this purpose every year from the High Needs Budget.

## **Post-16 providers and preparing for adulthood (PfA):**

In Havering, we are committed to following the government's recommended model of pathways to adulthood, which focuses on young people's strengths, and takes a person-centred approach to support. PfA aims to support young people, from age 14, into a fulfilling and positive adulthood across the four pathways:

1. Training, employment and positive activities
2. Good health
3. Independent living
4. Community, family and friendships

We are developing a dedicated team supporting young people into a positive adulthood, led by the Preparing for Adulthood Manager.

To achieve this we plan to:

- **Improve our offer for pathways to adulthood** (training, employment and positive activities; good health; independent living; community, family and friendships. This will include revenue funding (running costs) for the new post-19 provision being developed at Corbets Tey @ The Avelon (CT@TA) as well as continuing to work with other providers to support the development of their offer
  - **Develop a wider offer for young people to experience, and progress into, the world of work.** We want to reduce the number of young people with SEND who are not in employment, education or training (NEET). We will work towards improving our offer so that young people who would like to engage in some form of work (voluntary, paid, part-time or full-time) are supported to do so
  - **Develop a positive offer for those young people who may never be able to work** or who are not yet ready for work. For example, to meaningfully contribute by being part of community based activities and social groups; through personalisation we will support young people to explore their interests, likes and dislikes and help them maintain and develop new skills.
- **Plan, prepare and commission appropriate services** for young people moving into their adult lives, working with health, housing and adults' services, including commissioning. This will particularly focus on young people with complex and multiple needs.
  - Complex Needs Panels will be designated for PfA at key points throughout the year
- **Start planning for the future from age 14 (Year 9)**
  - **Develop effective tools for early assessment**, planning and sustained intervention
  - **Develop a SEND Moving On event** to provide an interactive opportunity for young people and their parents to find out more about what is available in Havering (this will be based on the Moving On event for mainstream young people which takes place annually in October)
  - **Implement early budget forecasting** across Children's and Adults' services in relation to PfA
- **Improve the local offer to include clear information on what is available for all four pathways to adulthood. Communicate better with young**

**people, and their parents**, about what is possible for their future and how each young person may get there.

- Provide clear communication about available options for young people at age 20/21 years+, including support and services which are not education-based

### **Social care support, including short breaks and support in the home:**

Social care, including short breaks can provide respite for parents and an opportunity for children and young people to have fun, try new activities and develop new friendships. To ensure this is reviewed as part of a package of support we will:

- Put in the right level of support to help keep families together
- Work with providers to improve the offer and range of short breaks and support in the home
- Ensure that providers are supporting young people to move into an independent adulthood as possible, through a range of measures including reducing reliance on services where possible
- Expand the shared lives offer to help meet the demand for young people remaining in the community, with support in the short, or longer, term

### **Health:**

We recognise that there is a perception of insufficient therapeutic provision across the borough and this is often cited as a reason for sending children and young people to out of borough placements, which can increase the costs to Havering and the Clinical Commissioning Group (CCG).

The CCG are currently undertaking a joint review on therapies. Depending on the outcome of that review, it is hoped that we will be able to jointly commission new therapists to work across education provisions. We will work with our local health teams more closely to ensure they can provide timely and coordinated responses to requests for health input.

The CCG is looking at developing pathways and processes for young people aged 18-25 years who have healthcare needs, and this will align and develop alongside our progress on the Preparing for Adulthood agenda.

Health-related life skills are also important and we want to look at how we incorporate these into provision wherever possible, whilst maximising existing resources. These skills include healthy eating, relationships and sex education, physical activity and emotional health and wellbeing.

A number of measures have already been put in place to improve mental health and wellbeing amongst children and young people and these will continue to be embedded and reviewed to measure their impact.

**Working with neighbouring authorities:**

We have worked with our neighbouring boroughs to identify opportunities for joint working which could increase effectiveness and efficiencies. This has led to us working across all three boroughs to commission an integrated equipment service for our special schools. More details on this will be published soon via the Local Offer.

We also explored with our neighbours where we might enhance out of borough provision, where there are significant numbers of Havering children in attendance. At the moment, there are no key areas to be developed, but we will keep this under review.



## **Workforce development**

### ***For schools, early years and post-16 providers and local authority staff***

Having a confident, resilient and flexible workforce has been identified as a priority across all stakeholders. We know that in order to meet our ambitious aims we will need to invest in our workforce across early years, schools, post-16 providers and local authority staff, as well as working with our colleagues in health and with other providers. We will look at increasing the training budget, maximising learning and knowledge across the workforce, to improve outcomes for children and young people.

We will develop:

- Improved behaviour support mechanisms and training
- Increased SEND support services:
  - for special school staff supporting pupils with more complex needs
  - for mainstream and ARPs staff to confidently support pupils with additional needs
- Training for Children and Adults with Disabilities Team which can be disseminated to early years' providers, schools and post-16 providers
- Preparing for adulthood training for schools and post-16 providers
- Support for those without an EHCP through:
  - TA training                    }
  - In-school training        }
- Mechanisms for sharing good practice peer to peer - across early years settings and across schools
- Methods to promote understanding, and knowledge of, the Code of Practice
- Mechanisms for schools to work closely with their local early years settings to support school readiness

## **Multi-agency decision-making**

### **EHC & Complex Needs Panel**

We will continue to implement our new system for operating the EHC and complex needs panel, which incorporates:

- Budget-holders and/ or commissioners are members of the panel
- Panel members are encouraged to be creative with solutions to meet the needs, in borough, of the majority of our children and young people
- Decision-making will be consistent and transparent

## **EHC Hub**

Developments are underway to transform our Education, Health and Care process, providing a more collaborative, transparent service for everyone including parents and children with SEND. This development will move EHC processes on to the "EHC Hub".

The EHC Hub is a web-based, digital, single contact point for everyone involved in the 20-week EHC process. The Hub will transform how requests are managed, monitored and shared, as well as giving a voice to young people and their families. It allows everyone involved in the EHCP to make their contribution, see the contributions of others and all work towards a positive outcome.

This new process will make us more efficient by enabling simple ways to check progress and to identify quickly any potential delays. The EHC Hub offers secure information sharing and workflows.

The significant change is that families can view and use the Hub to make it easier for them to make their contributions to the process. We will be working with Open Objects, the company who have developed the Hub to ensure its fit with the way we work in Havering and will be rolling it out early in 2018.

The Hub will also allow us to make sure that we are getting it right for children and young people through closer and easier monitoring of outcomes. We will work to ensure that our annual review process becomes more robust as a further measure of success against outcomes.



### 3. How we plan to do it

To enable us to deliver this strategy and make a difference to children and young people with high needs in Havering we need to have a confident, dynamic and flexible workforce who can respond and adapt to changing needs and are clear on our common aims. We want staff to be resilient in their approach to working with families as well as to schools and other partners.

Creating a work environment which encourages creativity is one of our key priorities to enable significant change in our effectiveness in supporting outcomes for children with high needs.

We also want to support our families to be resilient and to be ambitious and realistic about the future for themselves and their child. We know that in order to do this we need to improve and increase our offer locally and ensure that the right support is provided at the right time.

#### **Local Authority support**

There is a commitment within the local authority to retain the support and functions of 0-5 and 5-19 teams which are funded through the High Needs Budget, as they are integral to the delivery of this strategy. However, this will be kept under review. Currently, feedback is that these teams are making a difference in supporting schools and providers to appropriately manage and support children and young people with additional needs.

#### **Partnership working:**

We want to continue building on our work to engage with parents through Positive Parents; and with children and young people through Advocacy for All and the Pupil Voice Network.

We will continue to have regular engagement with heads, schools and other providers.

Early years' providers suggested that we develop a campaign around supporting parents to improve their child's communication skills. We will look at how we could do this, in partnership with providers.

Details of our plan to achieve the ambitious aims set out in this strategy can be found in our action plan in Appendix 1.

#### **Data:**

We want to improve our data collection in order to make more accurate projections of future need.

To do this we need to focus on two elements of our data gathering. Firstly, we will work with schools to ensure there is a consistent approach to the school census which gives us high level data on pupils in Havering schools (including those pupils

who are not Havering resident). Secondly, we will focus on how we record data across the authority as this provides us with a broader picture of all children with high needs and includes those who are Havering resident but who do not attend a Havering school. We want to be able to identify not only the primary need but also the level of need of children and young people. This level of data will help improve our projections and planning for services, including school places. We will continue to develop the specification for a new database which can address these issues.

### **Budget**

Havering will receive an additional £1m into the high needs budget, from the government's new funding formula, from 2018/19 onwards. This is in addition to the capital funding of £800,000 (which is paid for three years only).

This additional funding into the high needs budget means we have been able to cost-in some increases in budgets to early years, schools, and post-16 providers. Some of our plans are not yet costed. This is because we either plan to deliver them within current budgets or we plan to deliver them further down the line when we have realised savings from reducing spend on out of borough placements.

We will continue to monitor our budgets and ensure we are getting best value for money and providing high quality provision for our children, young people and their families.



#### 4. How we will keep this strategy under review

This strategy aims to provide a flexible approach to developing and delivering support as needs and demands change.

The SEND Executive Board is made up of representatives of parents, school staff, the CCG, health providers and officers from children's and adults' services, including education and social care. The Board will be responsible for the overall delivery of the strategy. This Board will monitor and review the aims as set out in the action plan.

Regular updates on the progress of the delivery of the strategy will also be submitted to the Overview and Scrutiny Committee and the Health and Well-Being Board.

We will monitor our offer to ensure that it continues:

- to meet changing needs
- to be attractive to children, young people and their parents
- to be affordable within future funding allocations.



## 5. Appendices

| <b>Appendix</b> | <b>Detail</b>                                | <b>Status</b> |
|-----------------|--|---------------|
| Appendix 1      | Action plan                                  | Available     |
| Appendix 2      | Behaviour & Exclusions Guidance              | Available     |
| Appendix 3      | Matrix levels (special schools)              | Under review  |
| Appendix 4      | Data: school census guidance & EHCP guidance | Under review  |



## 6. Glossary

| <b>Acronym</b> | <b>Meaning</b>                                     |
|----------------|--|
| <b>AP</b>      | Alternative provision                              |
| <b>ARPs</b>    | Additionally resourced provision                   |
| <b>ASD</b>     | Autistic Spectrum Disorder                         |
| <b>CAD</b>     | Children and Adults with Disabilities Services     |
| <b>CT@TA</b>   | Corbets Tey @ The Avelon (16-25 provision)         |
| <b>CCG</b>     | Clinical Commissioning Group                       |
| <b>DfE</b>     | Department for Education                           |
| <b>EHC</b>     | Education, health and care                         |
| <b>EHCP</b>    | Education, Health and Care Plan                    |
| <b>EIS</b>     | Education Inclusion Service                        |
| <b>HI</b>      | Hearing impairment                                 |
| <b>ISP</b>     | Independent specialist provider                    |
| <b>IYFAP</b>   | In-year fair access panel                          |
| <b>LA</b>      | Local authority                                    |
| <b>LO</b>      | Local offer  |
| <b>MLD</b>     | Moderate learning difficulties                     |
| <b>OOB</b>     | Out of borough                                     |
| <b>PD</b>      | Physical difficulties                              |
| <b>PfA</b>     | Preparing for adulthood                            |
| <b>PMLD</b>    | Profound and multiple learning difficulties        |
| <b>POET</b>    | Personal Outcomes Evaluation Tool                  |
| <b>SEMH</b>    | Social, emotional and mental health (difficulties) |
| <b>SEN</b>     | Special educational needs                          |
| <b>SEND</b>    | Special educational needs and disabilities         |
| <b>SLCN</b>    | Speech, language and communication needs           |
| <b>SLD</b>     | Severe learning difficulties                       |
| <b>VI</b>      | Visual impairment                                  |