

Havering's Funding of High Needs

Autumn 2018

(DRAFT)

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1. Introduction

This report aims to describe how Havering's allocation of funding from the DSG (Dedicated Schools Grant) High Needs Block is deployed to support and place, in appropriate provision, pupils and young people with special educational needs and/or disabilities and pupils with challenging behaviour requiring intervention or alternative provision. In past years Havering has managed to contain expenditure within budget but as experienced by other local authorities, this is becoming more difficult because of the growing number of pupils requiring support and an increase in the complexity of need.

The government's High Needs Funding: Operational Guide 2018-19 sets out its expectations that "local authorities should use their high needs budget to provide the most appropriate support package for an individual with SEND in a range of settings, taking account of parental and student choice, whilst avoiding perverse incentives to over-identify high needs pupils and students. High needs funding is also intended to support good quality alternative provision for pupils who cannot receive their education in schools."

Havering's allocation of high needs funding is under pressure each year not only from increasing numbers and complexity of need, but also from the number of high cost placements in out of borough provision. In addition, some areas within the high needs budget are under-resourced, across both mainstream and special schools.

The inadequacy of funding to local authorities through the DSG High Needs Block is a national issue. An increasing number of local authorities are reporting year end overspends of their High Needs funding. 22 county councils and the majority of London boroughs have projected overspends in 2018-19¹. The attempts of some to take remedial action have been the subject of judicial review.

¹ According to research by the County Councils Network

2. Havering's Funding Position

Revenue Funding

	2014-15 £m	2015-16 £m	2016-17 £m	2017-18 £m	2018-19 £m
Initial allocation	18.874	18.981	19.485	22.698	23.273
Recoupment	(0.716)	(1.075)	(2.581)	(3.581)	(3.429)
DSG transfers	0	0	1.4	0	1.079
Available funding	18.158	17.906	18.304	19.117	20.923
Spend	(17.910)	(18.728)	(18.225)	(19.413)	(22.923)
Spend vs Budget	0.248	(0.822)	0.079	(0.296)	(2.000)

In 2016-17 Havering increased its High Needs funding by £1.4m from transfers from other funding blocks which was built into the base allocation and in 2018-19 a one off £800k was allocated from the DSG underspend from previous years. A further £279k has been allocated to High Needs in 2018-19 from the DSG underspend carried forward from 2017-18.

The high needs budget funds a range of provision including:

- Havering's three special schools
- Additionally Resourced Provision (ARPs) in mainstream schools
- "Top up" element 3 funding for placements of pupils with EHC plans in mainstream schools and academies
- Placements in non-maintained special schools, independent special schools and out of borough special schools
- Post-16 provision up to the age of 25 in local provision and colleges, as well as out of borough colleges and in non-maintained and independent provision
- Alternative provision for pupils with challenging behaviour including an AP Academy
- A range of support from central services for 0-5 year olds and 5-19 years olds with SEND and challenging behaviour

There are a number of competing pressures on high needs funding. These include:

- An increasing number of pupils and students requiring EHC Plans within a growing pupil population;
- An increase in the complexity of need of children requiring placement in Havering schools;
- The revenue costs of funding a new special school for SEMH and ASD children;
- The revenue costs of more additionally resourced provisions in mainstream schools;

- Funding that recognises the pressures on schools with high numbers of pupils with EHC plans;
- The need for additional support within children's early years;
- An increase in post 16 provision up to the age of 25;
- Pupils with medical needs but no EHC Plan; and
- Additional training for school staff for children with SEND

Provision is also supported from mainstream schools' delegated budgets to meet the first £6,000 of the costs of high needs provision. In the early years' sector there is a small budget to support children with high needs which is matched by an equal sum from the High Needs Block.

In 2018-19 the government introduced a National Funding Formula (NFF) to re-distribute allocations to local authorities for high needs. The aim of the NFF is to have a funding system that is fair, transparent and predictable.

Based on the application of this formula to Havering data, Havering would have received an increase in funding of 8.2%. However, there is a cap of 3% which has limited the additional funding we receive.

Whilst this additional funding is welcome and goes some way to easing the pressure on budgets, it should be noted that Havering continues to under-fund almost all areas of high needs provision. For example, as set out in section 6, Havering has increased the hourly rate to schools for top-up payments from £12.67 to £14. The actual cost to schools is likely to be greater but any further increase in the hourly rate would further over commit the high needs budget.

This is just one example of under-funding due to significant budget pressures. These pressures continue to prevent Havering from enhancing provision to improve outcomes for children and young people with SEND and to close the gap in attainment between them and their mainstream peers.

Capital Funding

The government has also provided all local authorities with additional capital funding, known as the special provision capital funding (SPCF), over three years starting in 2018/19. This funding is for improving facilities for children and young people with high needs and for increasing the number of places available.

3. Havering's High Needs Review and Strategy 2017-2022

Havering's High Needs Review and the subsequent strategy focussed on analysing gaps in provision, reviewing budgets and budget pressures, setting out a clear vision for the borough and identifying actions to develop and improve provision.

The Review set out our findings using data and outcomes from our conversations, meetings and surveys with stakeholders as well as from 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

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

These ambitious aims require increased funding upfront in order to save money in the future.

The main changes proposed in the strategy are:

To ensure that children, young people and their families have the right support at the right time; through:

- Development of a new SEMH/ ASD Free school
- Delivering an ongoing programme to create more Additionally Resourced Provisions (ARPs) in mainstream settings
- 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
- Reviewing the impact of alternative provision and how it is provided

- Improving our offer of pathways to adulthood for young people so that they can move towards a productive and enjoyable adult life
- Ensuring social care support provides appropriate care in a timely way for families
- Reviewing the provision of health therapies across the borough to provide sufficient services to meet needs.

For academic year 2018-19, a number of funding increases were agreed, for providers and schools, to ease the financial pressure of supporting children with high needs:

- Development of a small capital grants programme to allow providers and schools to make their buildings more inclusive
- Increasing the hourly funding rate from the Special Educational Needs Inclusion Fund for early years
- Increasing the hourly rate for top up payments to schools for pupils with EHC plans & increasing the amount allocated for 'headroom'
- Increasing the allocation to the Social Inclusion Fund to support placements in alternative provision
- Increasing the funding to special schools via a revised funding matrix

These were identified in the Review as key pressure points in the schools' and providers' budgets. It was agreed that increasing funding in these areas would help to provide incentives for all schools and providers to take children and young people with SEND. It also recognises those schools and providers who take larger numbers of SEND pupils, where budgets are often stretched.

4. Special Schools

Provision

Havering has three special schools currently designated for MLD (two schools) and the third for PMLD. Two of the three schools currently offer post-16 provision with the third in the process of developing their own post-16 offer.

Work is underway following a successful bid to the DFE to develop a fourth special school for 60 pupils aged 3-16 years with social, emotional and mental health difficulties (SEMH) and/ or autistic spectrum disorder (ASD). The school is likely to be opened in September 2020.

Some parents choose to send their children to a special school in a neighbouring authority.

Data

School	Cognition & Learning	Communication & Interaction	SEMH (Social, Emotional & Mental Health)	Sensory & Physical	Total
Corbets Tey (does NOT include post-16)	61	43	4	11	119
Dycorts	18	46	3	11	78
Ravensbourne (does NOT include post-16)	14	17	0	30	61
TOTAL	93	106	7	52	258

Funding

Special schools are currently funded at £10,000 per place and an element 3 top up per pupil from the commissioning LA (mainly Havering) according to a seven-level matrix of learning difficulty. This matrix is currently under review as it no longer reflects the schools' intake or the costs involved in supporting those pupils.

The new free school will be funded by the Education and Skills Funding Agency (ESFA) at £10,000 per place x 60 places = £600,000 and element 3 top up funding from the Havering's high needs block.

As part of the High Needs Review, an exercise was undertaken to identify the potential savings or cost avoidance which could be realised once this new school opens.

26 pupils were identified who could have attended this new school if it was open. These children and young people are currently attending a range of independent or non-maintained provision averaging at just over £63,000 per place per year.

This would indicate that through some children coming back into borough and from reducing the number ever going out of borough for SEMH, we can expect to realise savings/cost avoidance of around £1.64m per year.

If the new provision was not available, potential costs for those 60 pupils (at an average rate of £63,000) would lead to a cost of £3.79m.

Further action

- Reduce numbers of pupils with MLD in special schools (over time)
 - Work with special schools to re-designate more appropriately
 - Agree new funding matrix
 - Continue to develop the new free special school.
-

5. Additionally Resourced Provisions (ARPs) in mainstream schools

Provision

Placing pupils with appropriate levels of need at ARPs rather than in special schools, means that pupils benefit from integration into a mainstream school and supports the inclusive ethos of schools.

This frees up places at special schools for children with more complex needs which in turn reduces the number of pupils having to go out of borough due to insufficient specialised, in-borough places. This strategy will avoid the need to meet the high cost of external placements.

Current (2018) provision is shown in the table below. Work is ongoing to support more schools to host ARPs to continue to provide specialist support across the borough. This is one of the key strands of the High Needs Strategy and the CAD Service is discussing options with a number of schools, both primary and secondary.

Data

Phase	Unit Name	ARP Need Type	Agreed Place Number
Secondary	Hall Mead	Autistic Spectrum Disorder (ASD) and/or Communication & Complex Needs (CN)	12
	Redden Court	Autistic Spectrum Disorder (ASD) and/or Communication & Complex Needs (CN)	10
	Sanders	Hearing Impairment (HI)	12
Primary	Clockhouse	Autistic Spectrum Disorder (ASD) and/or Communication & Complex Needs (CN)	12
	Hacton	Hearing Impairment (HI)	24
	RJ Mitchell	Autistic Spectrum Disorder (ASD)	21

A further ARP for 12 pupils with ASD (autistic spectrum disorder) is expected to open at Mead Primary School in September 2019

Funding

Revenue funding for ARP placements is allocated from the high needs block at £6,000 (element 2) per place with additional top up funding (element 3) of a further

£6,000 per place. Schools also retain the AWPU (age-weighted pupil unit) for the pupils on roll at their ARP which is topped up to £4,000 where necessary..

Capital funding will be through the government's Special Provision Capital Fund which has been ring-fenced for these developments. If necessary, some funding will be available for the development of ARPs from the council's own capital expansion programme.

Further action

- Create more ARP places to reduce the pressure on special schools
 - Re-invest savings into in-borough provision
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6. Mainstream school placements

Provision

Across Havering's 79 mainstream schools, support for pupils with SEND is mixed. Some schools have developed strong provision for SEND children which, in some cases, has led to them receiving disproportionate numbers of pupils with SEND.

Schools have benefited from the following changes to the funding for 2018/19:

- Increase in the hourly rate for top up payments to schools for pupils with EHC plans to £14 (from £12.67), which has reduced the number of hours that schools are expected to cover within the first £6,000 from 12 to 11.
- Provided additional financial support for schools which have a disproportionately high number of pupils with SEND

Data

Pupils with SEN support and EHCPs as at January 2017*

Measure	No. with EHCPs	No. with SEN support	Total no. with SEND	% of pupil population
Primary schools	342	1,716	2,058	9.2
Secondary schools	313	791	1,104	6.9
Special schools	273	18	291	100

* Data from school census

* These figures do not include those children and young people who are out of borough or those over 16 years old

Funding

Schools are funded at £14 per hour for the number of hours above 11 in a pupil's EHCP x 39 weeks. The table below demonstrates an increase in the number of hours that are being agreed in pupils' EHCPs as well as the increase in the funding rate in 2018-19.

	2017-18					2018-19				
	No. of pupils			Cost	Cost per pupil	No. of pupils			Cost	Cost per pupil
	Apr - Aug	Sept - Mar	Average	£	£	Apr - Aug	Sept - Mar	Average	£	£
Primary	306	369	343	2,105,554	6,143	378	333	352	2,834,117	8,057
Secondary	268	272	270	1,124,067	4,158	253	211	229	1,390,019	6,083
				3,229,621					4,224,136	

The cost increase is due to the complexity of need, particularly among children newly issued with an EHCP. Many of the children starting primary school have high levels of need requiring 2:1 support. It is hoped that as they move through the school this level of need will reduce due to the effectiveness of interventions. Costs also increase at transition from Year 6 to Year 7 to ensure that children make a successful transition to secondary school.

Further action

- Work with schools to continue to monitor the impact where numbers of pupils with SEND is high
- Continue to monitor levels of inclusion and support all schools to develop inclusive policies so that children with SEND have the same choices as their peers

7. In-Borough Post-16 placements

Provision

There are currently a number of different pathways for young people, depending on their needs, who wish to continue their education in Havering:

- Havering College caters for students with a range of additional needs across its mainstream curriculum as well as Foundation Level courses and supported internships. Around 100 places are available.
- Ravensbourne Sixth Form is for pupils at Ravensbourne School who wish to continue their education at the school. There are 18 places available for students aged 16 – 19 years
- Corbets Tey @ The Avelon provides education for up to 35 pupils from any school, who have finished Key Stage 4, with a focus on progress in education and preparing for adulthood
- For the first time this year, Routes 4 Life, a specialist post-19 institution based at the Avelon is delivering courses for 19 – 25 year olds, focussed on year-long, preparing for adulthood pathways. There are currently 10 places available, all of which are filled.
- Dycorts will be developing their own post-16 provision over the course of this year, which will follow a similar model to that at Corbets Tey School.

Currently around 90% of our young people with additional needs are in full time education, training or employment (with training), both in borough and out of borough.

Data

Provision	Cognition & Learning	Communication & Interaction	SEMH (Social, Emotional & Mental Health)	Sensory & Physical	Total
Havering College (16-25)	60	67	15	17	159
Ravensbourne School (16-19)	6	1	0	1	8
Corbets Tey @ The Avelon	26	7	0	0	33
Routes 4 Life	5	4	0	1	10
TOTAL	97	79	15	19	210

Funding

Funding arrangements vary depending on the sector. The college is funded from the ESFA for element 1 according to the sixth form funding formula and £6,000 (element 2) which is recouped from the LA. The LA also pays the element 3 top up costs for the students it places.

For special academies, £10,000 per place is funded by the ESFA, recouped from the LA. For the maintained special school £10,000 per place is funded from the High Needs block. For all special schools, element 3 top up is funded based on the LA's funding matrix.

Routes 4 Life receives £10,000 per place from the ESFA which is not recouped from the LA. The LA pays element 3 top up from the High Needs block for the education element and from Adult Services.

The provision at Corbets Tey @ The Avelon and Routes 4 Life have been established as part of Havering's drive to invest to save – to develop provision which meets demand in borough and which reduces the use of expensive out of borough placements.

Corbets Tey @ The Avelon (CT@TA), has already resulted in significant cost avoidance to the HNB. The provision opened in September 2016, with nine students; there are now 35 students on roll. A significant number of their students would have had to go out of borough to independent provision if CT@TA had not been set up. Last year it was estimated that at least six students would have required out of borough placements at a cost of around £100,000 per student, had CT@TA not been available. In addition, local provision supports these students to remain at home with their families and in their community.

Further action

- Evaluate success of post-19 provision at Routes 4 Life
 - Build on the work of the Preparing for Adulthood Team to ensure young people are appropriately supported into a fulfilling adult life and reduce the demand for adult services.
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8. Out of borough placements: pre- and post-16

Provision

There are a number of independent and non-maintained provisions, both pre- and post-16 which are used by Havering children and young people. Some of the most popular are:

- Treehouse – a non-maintained school for pupils with autism aged 4-19 years. Average cost for Havering pupils: £99,000
- East London Independent – an independent school for pupils with autism and/or social emotional and mental health difficulties aged 6-19 years. Average cost for Havering pupils: £68,000
- Hopewell – an independent school for pupils aged 7 to 19 years, who have a range of complex needs including social, emotional and behavioural problems with or without mental health issues. Average cost for Havering pupils: £53,500
- Woodcroft – an independent school for primary aged pupils who have autism and/or complex educational needs. Average cost for Havering pupils: £59,000
- The Belsteads – an independent school for pupils aged 10-16 years with learning difficulties, autism and challenging behaviour. Average cost for Havering pupils: £55,000

Data

The number of students aged 5 -25 placed in out of borough independent/ non-maintained provision varies throughout the year.

	2017-18					2018-19				
	No. of pupils			Cost	Cost per pupil	No. of pupils			Cost	Cost per pupil
	Apr - Aug	Sept - Mar	Average	£	£	Apr - Aug	Sept - Mar	Average	£	£
Pre 16	36	37	37	2,201,726	60,184	44	50	48	2,846,465	59,926
Post 16	19	13	16	971,782	62,696	14	10	12	869,146	74,498
				3,173,508					3,715,611	

Note: the data for post-16 do not reflect the increases in pre-16 numbers due to an historical reduction in birth rate which is now impacting on post-16 figures. From 2020/21, we expect these numbers to follow a similar increase to that in pre-16.

Funding

Placements costs are in excess of £3m per year and are met from the high needs block. Non Maintained Special Schools receive £10,000 per year from the ESFA which is recouped from the LA based on previous year placements.

As part of the High Needs Review, an exercise was undertaken to look at why children and young people are placed out of borough.

In addition to the 26 pupils categorised as suitable for the new free SEMH/ ASD school (had it been available – see section5), a number of other children and young people were identified where, with some additional funding, those children could have been supported in-borough.

The review showed that there are an additional 10 pupils falling into this category at a current cost of almost £1m. Had residential provision or increased short breaks been offered, or additional therapeutic interventions (such as speech and language therapy), it may have prevented an out of borough placement (see Appendix 6).

As part of the review of Panels, the new EHC & Complex Case Panel has revised its operation so that:

- 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

The aim of these reforms are to try to reduce the incidence of out of borough placements being necessary through enhancing in-borough resources.

Further action

- Develop more in-borough provision.
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9. Early Years Inclusion Funding

Provision

Havering's early years' provision is covered by sixteen schools and more than 150 preschools, day nurseries, independent schools and childminders who offer flexible early education and childcare places for two, three and four year olds in the borough.

Havering offers 570 hours of early education and childcare places for eligible two, three and four year olds available to be taken during term time or stretched over up to 52 weeks of the year. All early years providers and schools have their own admissions arrangements and follow the Early Years Foundation Stage curriculum.

There are some areas of very good practice in supporting young children with complex needs, across early years' settings and most manage to support young children effectively, despite the pressures on staffing and funding.

First Steps is a specialist early years' provider for children with additional needs and disabilities. Children with complex needs and their families receive co-ordinated help and support at an early stage through Early Support Key Workers.

Data

2018/19	communication & interaction	cognition & learning	health care plan	sensory or physical needs	social, emotional and mental health	not known	TOTAL
Reception	115	20	7	23	4	24	193
Nursery	32	10	6	30	0	30	108
Pre-Nursery	11	9	0	58	0	6	84
Total	158	39	13	111	4	60	385

Funding

Following the implementation of the High Needs Strategy, the funding to Early Years' inclusion fund was increased. This Fund supports specialist provision for children in early years' settings. Half of this increase came from the High Needs Budget, with the other half from early years' funding. There is £100,000 from each budget, to create the Early Years' Inclusion Fund. This increase was agreed as it was recognised that additional funding in early years may reduce the number of children

starting school with higher support requirements, which will save money in the long run. For example where speech and language difficulties are dealt with early, it may negate the need for such support in school.

Currently, settings receive an additional £2.75 per hour, per child with special needs and £5.36 for children with complex additional needs.

Further action

- Build on the measures already in place to support an earlier start to the EHCP application process for children aged 2-3 years with more complex needs
 - Support all providers to deliver an inclusive setting and aim to have a more equitable distribution of children with additional needs across the borough; whilst recognising parents are free to choose the provision they want for their child
 - Continue to ensure good quality training is available for providers.
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10. Alternative provision, inclusion and behaviour support

Provision

Olive AP Academy- Havering came into being on 1st September 2016 and provides a facility for up to 64 secondary aged pupils who have been permanently excluded. Placements into Olive are controlled through the secondary In Year Fair Access Panel (IYFAP).

Medical needs tuition is commissioned from The Bridge, an independent provision which is part of LIFE Education Trust. Referrals are now being channelled via secondary IYFAP. This is Havering's provision for pupils who are unable to access education because of their health.

With regards to primary provision, there is no longer a primary PRU. Instead there has been a focus on training, support and early intervention with an outreach team that supports schools, working with pupils and families. Elm Park Primary School provides specialist intervention and training support as well as an off-site facility (opened in September 2017) at the RJ Mitchell Primary School site. Havering will continue to provide outreach support and training for primary schools. Referral for support will continue to be channelled through the Primary Inclusions Network.

Pupil Attendance, Behaviour and Traveler Support

The Attendance, Behaviour and Traveller Support Team provides for a central bank of knowledge and support to be available to primary and secondary school across Havering. The team works to support a range of school staff, including members of SLT, SENCOs, teachers and support staff. The team works closely with parents/carers, undertaking home visits and comprehensive pastoral support plans where appropriate with the aim of reducing barriers to good attendance/classroom engagement and reminding parents of their legal responsibilities where necessary. There are strong links with statutory and voluntary agencies that have responsibility and accountability for children and young people at most risk of exclusion and/or disengagement from school.

Behaviour and Transition support for Managed Moves and year 6-7 Transitions

In the last academic year 213 individual children in schools were actively supported who were displaying challenging behaviour or undertaking a school transition move through the IYFAP process. Requests for individual student support come through a referral form or IYFAP gateway, via the Waves of Intervention thresholds.

A Pastoral Support Plan is devised, including the students' parents and other key professionals involved. SMART targets will be set that are meaningful and individualised, some in-class support and progress closely reviewed. Some students will be worked with individually in the classroom and some will offered a programme of group-work to promote and enhance learning behaviour in the classroom. School

professionals can also be supported through our comprehensive professional development training programme.

In-Reach Service

The local authority currently has a statutory duty to provide alternative full time education for all pupils who are permanently excluded and have reached the need for a Wave 4 intervention. The Primary Inclusions Gateway acts as a conduit and decision making forum in relation to primary aged pupils who are at risk of permanent exclusion or who have been permanently excluded from their mainstream school. Pupils with challenging behaviour are offered in-class support and intensive transition support into another mainstream school/specialist provision is proposed. The IN-Reach Primary Intervention Service is a new initiative shaped within an active working partnership with Education and Havering's Early Help Service. Under the supervision of the Early Help Service, In-Reach also provides two School Support Family Practitioners that are allocated to the whole family, undertake an Outcome Star Assessment to improve family relationships and provide a safeguarding lead. The development of the RJ Mitchell classroom is a flexible and agile placement for children aged between five and eleven years and their families who are being identified as at risk of possible exclusion from their full time education placement; students also have access to CAMHs and SALT assessments. A school based counselling service is also offered for pupils where appropriate, for quality assurance this service is supervised by our own in-house clinical team. 1-1 and group-work is offered.

There is a range of other alternative support for pupils as follows:

Hospital Education

Queens Hospital has 30-bed children's ward called Tropical Lagoon and a 14-bed day assessment and treatment unit called Tropical Bay. The LA ensures continuity of education for pupils who are in hospital for long periods or for regular treatment.

Elective Home Education

Currently there are 197 pupils who are home educated. There is a small budget of £20,000 to visit homes to ensure that education is being provided. It is considered that some of the children should be encouraged back into mainstream school.

Social Inclusion Funding Support for Mainstream Pupils

Where agreed through the Admissions and Inclusions Assessment Gateway, Alternative Provisions (AP) can be used as appropriate to meet the needs of individual pupils. Placements can be made from a range of registered and approved alternative providers. Schools meet the costs of the placement from their own budgets and are able to reclaim part of the costs back from the Social Inclusion Fund after deducting the Aged Weighted Pupil Unit (APWU) for the relevant period.

Managed Moves

These are transfers between schools. When agreed through the IYFAP, pupils may be moved between Havering schools. This is on an 8 week trial basis after which, in the case of a successful move, the value of the AWPU for the remainder of the academic year is recouped from the exiting school.

Year 11 AP Census Pupil Placements

The AP census is a programme that is in place to support some young people moving into the Borough that are unable to attend or access mainstream education. Placement in a school is sometimes not an appropriate provision. The Local Authority holds a small budget £180,000.00 to place pupils in appropriate approved alternative provisions.

Transition Programme - Pupils on Route to Education Health Care Plan (EHCP)

Full time placements are available for primary and secondary pupils who are unable to remain in their mainstream school setting due to Special Educational Needs and Disabilities (SEND) and high risk of permanent exclusion. The programme is designed to support pupils through the SEND Statutory Assessment Process.

Out of Borough Placement for Primary Excluded Pupils

A contingency of £55,000 is held in the event of a requirement to commission a place in an out of borough pupil referral unit following the permanent exclusion of a primary age pupil.

Data

Our data shows that the number of excluded pupils is increasing which is in line with national data.

Year	EHCP	School Support	Total
2015/16	1	1	2
2016/17	2	14	16
2017/18	40	60	100
TOTAL	43	75	118

Funding

The funding of all alternative provision including the secondary age pupil referral unit and behaviour management support and inclusion is met from the High Needs block. For 2018/19 this budget is £2.6m.

Further action

- Reduce the number of pupils with EHCP being excluded by ensuring the right funding is in place alongside appropriate support for schools/ school staff
 - Ensure sufficient and appropriate alternative provision is available for schools to meet the needs of pupils who are at risk of permanent exclusion.
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11. Central support services

£1.35m is retained centrally for the provision of support services for children and young people with SEND. This meets all salary, non salary and corporate recharge costs

These services are delivered by:

0-5 Support Team

The CAD 0-5 Support team works with agencies across education, health, social care, voluntary sector and parent/carers to provide support, teaching, assessment and advice for children with special educational needs and disabilities (SEND) and their families. The team include Area Special Educational Needs and Disabilities coordinators, keyworkers, specialist teachers, educational psychologists.

The team provide early intervention for children with a wide range of additional needs and their families, with a particular focus on children with more complex special educational needs and disabilities. The team also works with children who require specialist early support and an integrated approach to support their learning within mainstream early years settings.

5-19 Support Team

The 5-19 Team provides support to schools for children and young people with SEND specifically in the areas of

- Speech, Language and Social Communication
- Sensory and Physical Needs (including Hearing Impairment, Visual Impairment and Multi- sensory needs (VI and HI together)

The staffing within the team consists of Advisory Teachers and assistants, Educational Psychologists, specialist sensory impairment workers. The focus of the work is to support children and to assist school staff to understand and devise strategies to enhance the effectiveness of support to ensure children can maximise their learning.

12. Summary/ Recommendations

Financial position

	2017-18			2018-19		
	£000			£000		
Available funding after recoupment	19,117			20,923		
	Estimated Exp	No of Pupils/Places supported		Estimated Exp	No of Pupils/Places supported	
	£000	Pre 16	Post 16		£000	Pre 16
Havering Special Schools	5,422	276	41	5,965	287	50
Expenditure on therapies etc	43			116		
Out of Borough Maintained Special Schools	368	24		246	19	
Revised In-Borough Primary Top-up	2,106	343		2,833	352	
Out of Borough Mainstream Primary Expenditure on alternative tuition + therapies	134	25		178	20	
	53			144		
In year EHC Plans	-			186	35	
Total Primary High Needs funding	2,293	368		3,340	407	
Revised In-Borough Secondary Top-up	1,124	270		1,390	352	
Out of Borough Mainstream Secondary	95	15		124	20	
Expenditure on alternative tuition + therapies	255			349		
In year EHC Plans				50	9	
Total Secondary High Needs funding	1,475	285		1,913	381	

Schools with high nos. of pupils with SEN	213			309		
Additionally Resourced Provision	1,493	87		1,673	99	
In-Borough Post-16 Top-up	430		100	579		99
In-Borough Post-19 Top-up				119		10
Out of Borough Post-16	795		94	831		92
Expenditure on Post-16 Tuition	23			22		
Total Post-16	1,248		194	1,550		201
Non-Maintained & Independent Special Schools Pre-16	2,202	37		2,846	48	
Non-Maintained & Independent Special Schools Post-16	972		16	869		12
Early Years Inclusion Fund	21			100		
Alternative Provision	2,303			2,602		
Central support teams	1,363			1,393		
Total	19,414	1,077	268	22,923	1,241	280

High Needs allocation	19,117
Forecast overspend	297

20,923
2,000

Increases/ projection data

It is projected that by 2022/23, there will be an additional 94 children and young people with EHCPs – an increase of 6.5%.

For a more detailed breakdown, see data in Appendix 7.

Potential savings/ cost avoidance (what would that actually save)

Of our three special schools one is oversubscribed, one is at capacity and one is almost full. This leaves little room for new admissions outside of new Reception classes. Equally our ARPs are also at capacity.

Work is underway to develop more provision:

- A new ASD/SEMH free school (expected to open in 2020)
- More ARPs – there are a number of schools exploring options and taking forward developments
- Working with mainstream schools to develop their capacity and staff confidence to be able to support more pupils with SEND

However, unless development of new, in-borough provision keeps pace with growth, there will be an increased demand for out of borough places. This would be a significant additional burden on the high needs block:

- 5% of children and young people with EHCPs go out of borough currently, 30% of those are in high cost placements, totalling almost **£2.7m**.
- If there is an increase (current projections show it could be a further 6.5%) and these pupils also had to go out of borough, then by 2022/23, there could be a doubling of the spend on high cost out of borough placements, amounting to **£5.4m** on the high needs block.

Recommendations

1. That the current and projected future pressures on the High Needs Block Budget are noted
2. That officers raise the severity of the situation and the potential risks with local MPs
3. That officers work with local MPs and other boroughs to bring the High Needs Budget campaign to DfE/ central government.

Appendices

Appendix 1 – Havering’s budget

It was announced in September 2017 that this new formula will provide an additional £1m to Havering’s high needs budget. Had the new formula been applied without the cap, Havering’s increase would have been approximately £2.6m.

The data has now been updated based on the January 2018 census and February ILR data:

- In our original allocation there was a deduction of £270k for net exports of 45
- In the revised allocation received in June the deduction is £516k for net exports of 86
- This means a further in year reduction in HN funding of £246,000

For 2018-19 there was a one off opportunity to transfer 0.5% of an LA’s Schools Block funding to the High Needs Block which requires the approval of LAs’ Schools Forum. A sum of £800,000 was which was funded from DSG reserves.

Revenue budget

Havering’s allocation for 2018-19 and provisional allocation for 2019-20 are as follows:

	Actual high needs NFF allocations, excluding basic entitlement factor, import/export adjustments and hospital education spending	Actual ACA-weighted basic entitlement factor unit rate	Number of eligible pupils in special schools/ academies/ independent settings (based on January 2017 AP and October 2017 school census)*	Actual import/export adjustment unit rate	Net number of imported pupils/ students (based on January 2018 school census and February R06 2017/18 ILR)*	2017-18 Hospital education spending with 1.0% uplift plus 2018-19 adjustments with 0.5% uplift**	Provisional NFF 2019-20 high needs block funding
2019-20	23,570,348	4,348	343	6,000	-86	78,932	24,624,757
2018-19	22,298,238	4,348	343	6,000	-86	0	23,273,715
Difference	1,272,110	0	0	0	0	78,932	1,351,042
							5.8%

The indication allocation for 2019-20 will be adjusted in December 2018 for the number of pupils in Havering’s special schools as at the October census and also for imports/exports. There will be a further adjustment for imports/exports in the summer term 2019 of £6,000 per pupil.

For 2019 to 2020, the funding formula includes a funding floor that provides a minimum 1.0% increase to the amount of its DSG that it planned to spend on high needs in 2017 to 2018 on a per head of population basis. This will apply to every local authority that is not receiving more than that level of increase under the rest of the formula.

The gains cap will also continue to apply at 6.09% per pupil above the 2017-18 baseline.

In 2019-20 there is again a one-off opportunity to transfer 0.5% of an LA's Schools Block funding to the High Needs Block which requires the approval of LAs' Schools Forum. Transfers are also permitted from the Early Years block but are subject to the compliance with the 95% pass through rate and from the Central Schools Services block which is fully committed.

Capital budget

From the DFE's Special Provision Capital Fund, Havering has been allocated £3,170,334 over three years, around £1.0m per year.

Appendix 2 - Havering's High Needs Strategy 2017-2022 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 conversations, meetings and surveys with stakeholders as well as from 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.

Appendix 3 - Havering statistics

1. Statements of SEN and EHC plans in place (Tables 1 and 3)

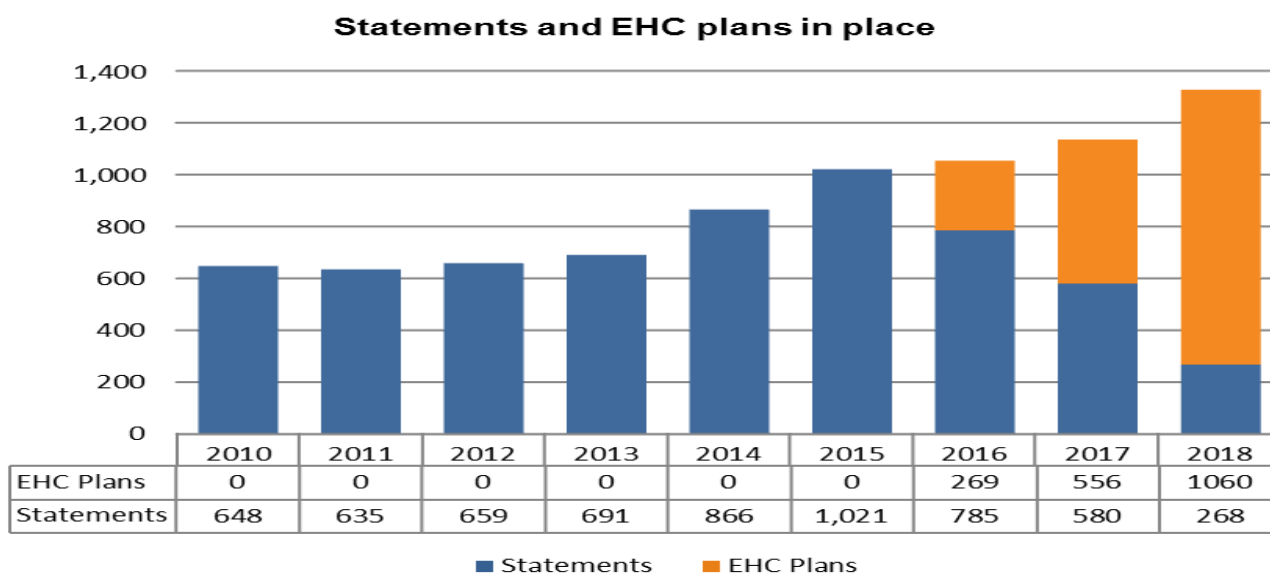
There were 1,060 children and young people with statutory Education, Health and Care (EHC) plans and 268 children and young people with statements of special educational needs (SEN) maintained by the London Borough of Havering as at January 2018. This gives a combined total of 1,328 children and young people, an increase of 192 (16.9%) from 1,136 as at January 2017.

The combined total of children and young people with statements and EHC plans has increased each year since 2011.

Figure A: Number of children and young people with statements or EHC plans

Years: January 2010 – 2018

Coverage: London Borough of Havering



As at January 2018, children aged 5-10 years old in Havering accounted for the largest percentage of children and young people with EHC plans (36.6%) in comparison to nationally the largest percentage of children and young people with EHC plans (35.5%) is in the age group of 11-15 years old. Children aged 11-15 years old in Havering accounted for the largest percentage of statements (64.2%) in comparison to 46.8% nationally in the same age group. For combined statements and EHC plans, in Havering the age group of 5-10 years old has the largest percentage (36.6%) in comparison to nationally where the age group 11-15 years old has the largest percentage (36.7%).

Figure B: Number and percentage of children and young people with statements or EHC plans by age group

Year: January 2018

Coverage: London Borough of Havering

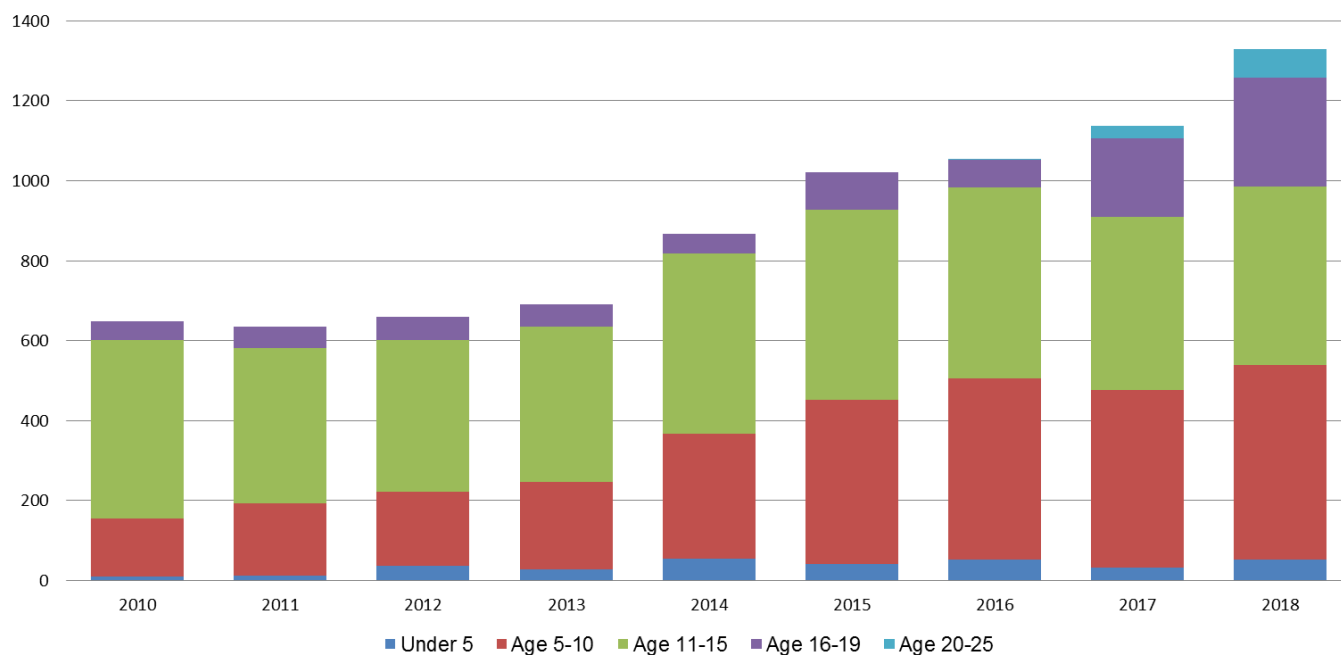
Age group	Total	%
Under 5 years	53	4.0
Aged 5-10	486	36.6
Aged 11-15	447	33.7
Aged 16-19	271	20.4
Aged 20-25	71	5.3
Total	1,328	

From September 2014, EHC plans replaced Learning Difficulty Assessments (LDAs) for children in post-16 education. The percentage of children and young people aged 16-19 years old with a statement or EHC plan (excluding LDAs) has increased in Havering over the period from January 2014 (5.7%, nationally 9.7%) to January 2018 (20.4%, nationally 21.9%). The percentage of young people aged 20-25 has also increased since the introduction of EHC plans in 2014, to 5.3% (nationally 4.4%) in 2018.

Figure C: Number of children and young people with statements or EHC plans by age group

Years: January 2010 – 2018

Coverage: London Borough of Havering



Establishment type

As at January 2018, children and young people receiving provision in mainstream schools accounted for the largest percentage of children and young people on roll at an establishment with 45.9% of children with either statements or EHC plans, with placements at Special Schools (25.2%) and Post 16 (18.2%) being the next significant placement in Havering.

Figure D: Number and percentage of children and young people with statements or EHC plans on roll at an establishment, by establishment type (grouped)

Year: January 2018

Coverage: London Borough of Havering

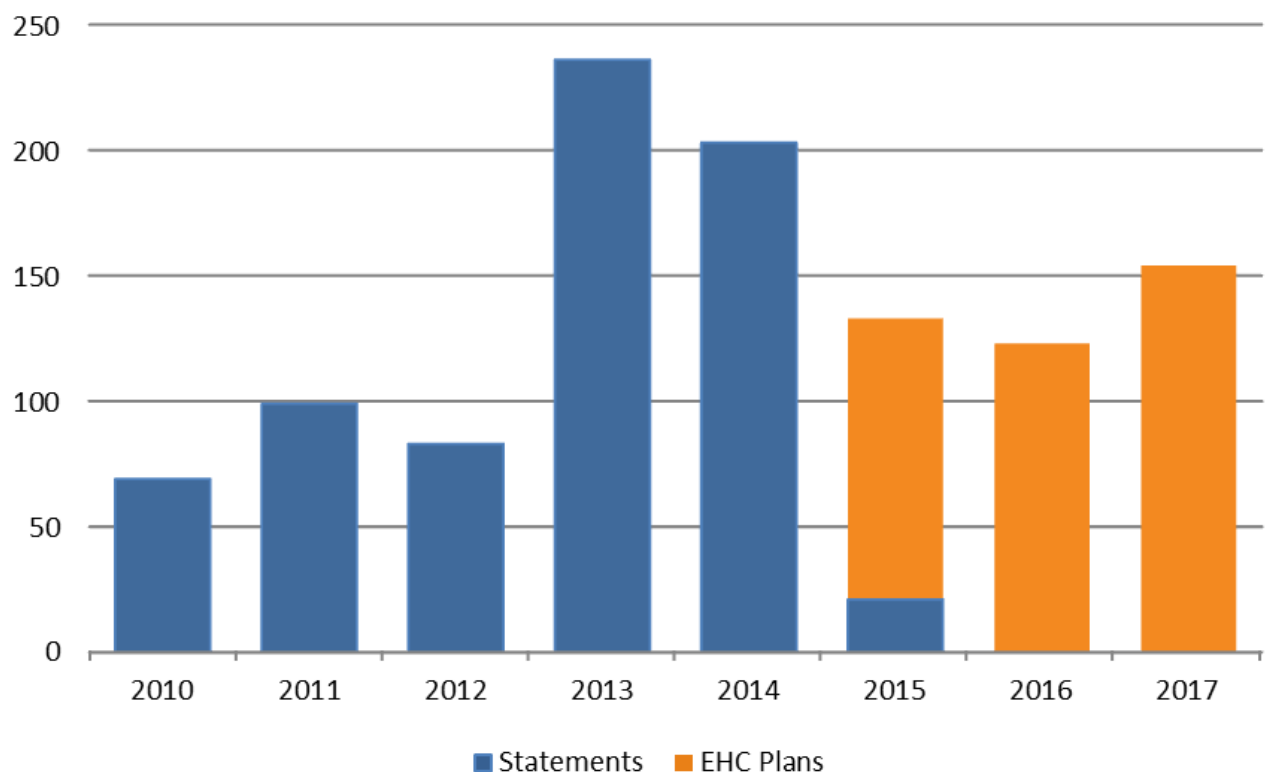
Establishment type	Under age 5	Aged 5 to 10	Aged 11 to 15	Aged 16 to 19	Aged 20 to 25	Total	%
Non-maintained early years settings in the private and voluntary sector	3	0	0	0	0	3	0.2
Mainstream School	43	302	256	9	0	610	45.9
Mainstream School ARP	0	38	28	1	0	67	5.0
Special School	7	135	126	63	3	334	25.2
Independent Special School	0	6	26	3	0	35	2.6
AP / PRU	0	0	1	1	0	2	0.2
Hospital Education	0	0	0	0	0	0	0.0
Post 16	0	0	0	177	64	241	18.2
Educated Elsewhere	0	5	9	3	0	17	1.3
Awaiting Placement	0	0	1	14	4	19	1.4
Residential Placement - Special School	0	0	0	0	0	0	0.0
Total - age group	53	486	447	271	71	1,328	100.0

2. New statements of SEN and EHC plans (Tables 2 and 4)

There were 154 children and young people with new EHC plans made during the 2017 calendar year. The number of children and young people with new EHC plans made during the 2017 calendar year has seen an increase of 31 (25.2%, nationally 16.8%) when compared against the number of children and young people with new EHC plans made during 2016.

Figure E: Number of children and young people with new statements or EHC plans

Years: Calendar year
2009 - 2017: London
Borough of Havering



Age group

Children aged 5-10 years old accounted for the largest percentage of children and young people with new EHC plans (45.5%, nationally 45.7%) made during the 2017 calendar year, compared to 3.9% (nationally 2.2%) for the 20-25 age group.

Figure F: Number and percentage of children and young people with new EHC plans by age group

Year: Calendar
year 2017

Coverage: London Borough of
Havering

Age group	EHC plans	%
Under 5 years of age	49	31.8

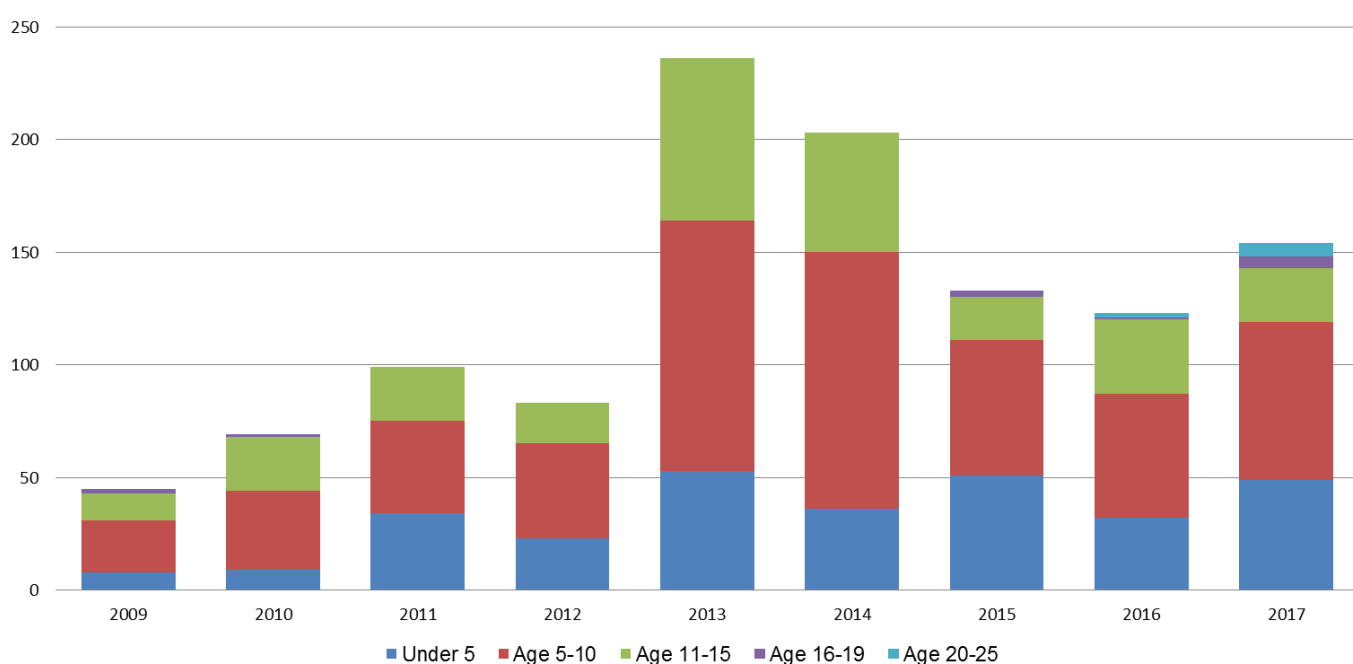
Aged 5-10	70	45.5
Aged 11-15	24	15.6
Aged 16-19	5	3.2
Aged 20-25	6	3.9
Total	154	

As per the national picture, in Havering, children aged 5-10 years old have accounted for the largest percentage of children and young people with a new EHC plan made during the calendar year since 2009.

Figure G: Number of children and young people with new statements of SEN and EHC plans by age group

Years: Calendar year 2009 – 2017

Coverage: London Borough of Havering



Establishment type

Children and young people receiving provision in mainstream schools accounted for the largest percentage of children and young people on roll at an establishment with EHC plans made in the 2017 calendar year (74.7%, nationally 65.1% in Mainstream schools, including ARPs).

Figure H: Number and percentage of children and young people with new EHC plans by establishment type

Year: Calendar year 2017

Coverage: London Borough of
Havering

Establishment type	Under age 5	Aged 5 to 10	Aged 11 to 15	Aged 16 to 19	Aged 20 to 25	Total
Non-maintained early years settings in the private and voluntary sector	3	0	0	0	0	3
Mainstream School	39	59	17	0	0	115
Mainstream School ARP	0	3	3	0	0	6
Special School	7	6	1	0	0	14
Independent Special School	0	1	1	0	0	2
AP / PRU	0	0	0	0	0	0
Hospital Education	0	0	0	0	0	0
Post 16	0	0	0	4	5	9
Educated Elsewhere	0	1	2	0	0	3
Awaiting Placement	0	0	0	1	1	2
Residential Placement - Special School	0	0	0	0	0	0
Total - age group	49	70	24	5	6	154
% of new EHC plans – Age group	31.8	45.5	15.6	3.2	3.9	100.0

3. Assessment process (Tables 2 and 7)

There were 159 children and young people assessed and a decision was taken whether or not to issue an EHC plan during the 2017 calendar year. Of these, 154 (96.9%, nationally 93.3%) had new EHC plans made during the 2017 calendar year. A further 50 children and young people were either still being assessed, or had completed the assessment but a decision had not yet been made whether to issue an EHC plan as at January 2018.

There were 270 initial requests made for assessment for an EHC plan during the 2017 calendar year, compared to 136 in the 2016 calendar year, an increase of 98.5% (nationally 16.9%). Of which, there were 86 (31.9%, nationally 22.6%) initial requests for an assessment for an EHC plan that were refused during the 2017 calendar year. This compares to 89 (65.4%, nationally 26.8%) during the 2016 calendar year.

Appendix 4 - How Havering compares to other London boroughs

Benchmarking data

Indicator	Havering	Bexley	Medway	Essex
2-18 year old population	51,785	53,812	59,725	287,702
No. per 1000 with statement/ EHCP	20.4	25.5	28.1	25.3
Placement of pupils with statement/ EHCP (per 1,000 of 2-18 population) at:				
Mainstream	13.1	11.1	8.5	15.1
ARPs	0.2	1.7	1.8	0.7
Special schools	5.9	9.5	12.8	7.7
Non-maintained/ independent	1.0	2.1	2.6	1.1
Hospital schools/ Alternative provision	0.1	0.0	0.0	0.1
Post-16	0.1	0.8	1.7	0.1
Other	0.1	0.3	0.8	0.4
High Needs Budget per head				
Place funding	£82	£109	£165	£118
Top up funding (maintained provision)	£209	£252	£471	£165
Top up funding (non-maintained provision)	£51	£128	£0	£70
SEN support & inclusion services	£33	£48	£202	£55
Alternative provision	£3	£0	£46	£0
Hospital education	£2	£5	£0	£0

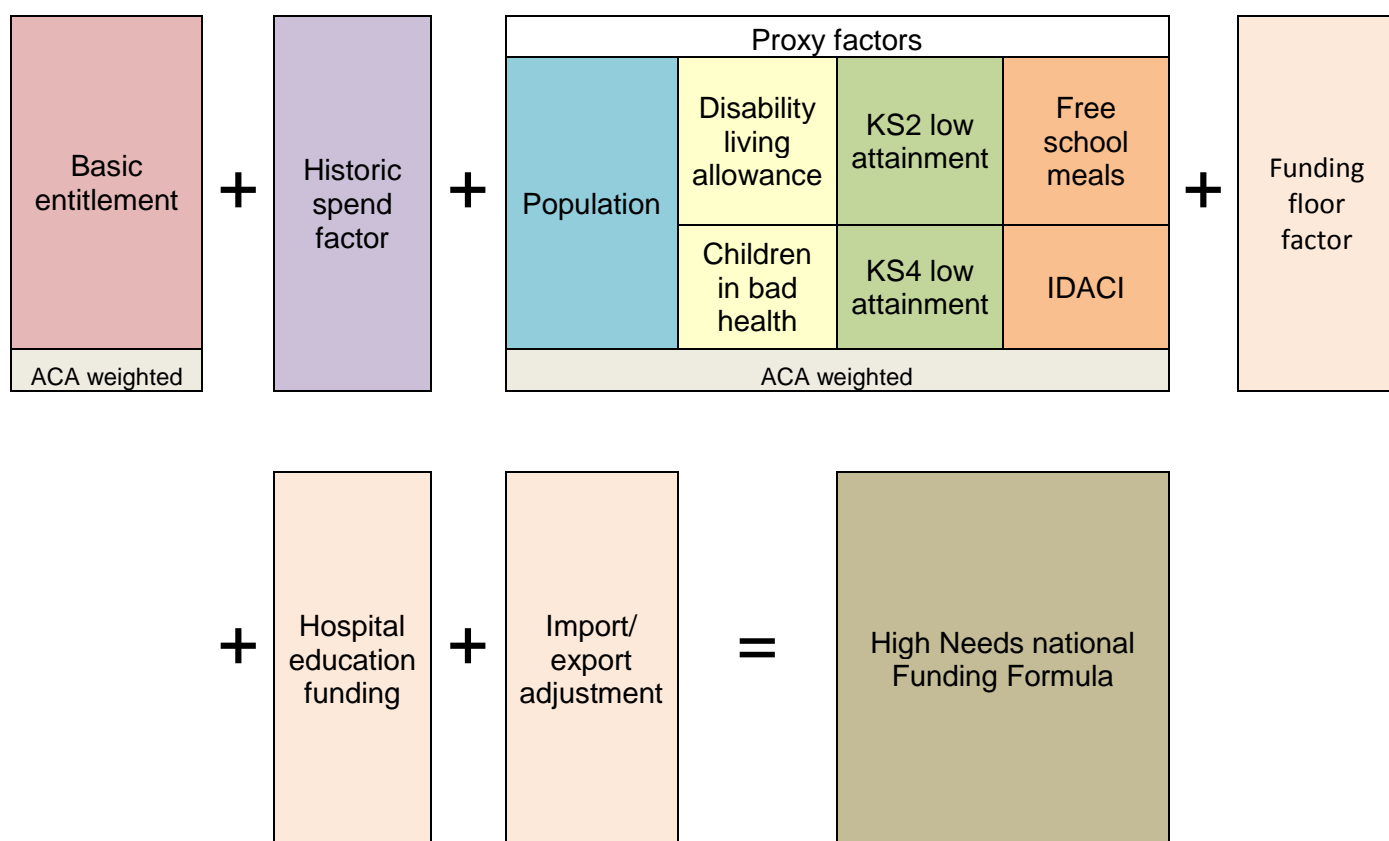
Benchmarking data provided by gov.uk (Jan 2016 - latest data available) from a range of sources (SEN2 data, s.251(LA-submitted data), ONS data and population data)

Appendix 5 - The High Needs National Funding Formula (allocated from central Government)

For several years High Needs funding has been allocated to LAs based on spending patterns of over 10 years ago. There have been no meaningful increases to the budget over that time, despite a growing need for provision and an increase in the complexity of need.

Following consultation, a national funding formula was introduced in 2018-19. As part of the new national funding formula, the DfE will distribute high needs funding accordingly:

- £4,000 per pupil in special schools
- 50% based on historical spend
- 25% on population
- 25% on a range of deprivation factors



The new High Needs National Funding Formula also includes a factor for imports/exports. This allocates an additional £6,000 for each imported pupil/student into a Havering provision from an out borough LA and deducts £6,000 for every Havering pupil/student placed in an out of borough provision (exports).

Appendix 6 – Potential savings/ cost avoidance

Results from the High Needs Review: below are the children and young people identified as those for whom in-borough provision may have been suitable had more time or money been spent on each case.

Reason for out of borough placement	Current Education Cost £	Total Cost £
Needed a residential offer – potentially more short breaks could have been offered to support the family	105,700	262,860
More therapies available would have made an attractive offer to parents	51,500	61,500
Could have been supported in borough, if £10k funding had been agreed for appropriate changing facilities at the chosen provider	114,488	125,488
Could have stayed locally if foster placements etc. in place	66,713	77,713
Decision due to input of therapies. Would have also needed supported living.	155,245	166,222
Would have needed residential	100,194	300,583
Could be in borough – lost tribunal	52,500	52,500
Could be in borough – lost tribunal	79,902	79,902
More therapies available would have made an attractive offer to parents	87,321	98,591
If we could have some kind of residential offer, they could have remained in borough	100,756	248,014
Sub-total	957,211	1,473,373

These 10 young people could potentially be in borough, with a saving/cost avoidance of almost £1m.

Tribunal and Mediation

The First-tier Tribunal (Special Educational Needs and Disability) is part of the Health, Education and Social Care Chamber within the First-tier Tribunal. Following the assessment of needs of a child, if the local authority decides not to issue an EHC plan, or if parent/carers disagree with the educational provision set out in the EHC plan or the educational institution named in it, they would be able to appeal to the First-tier Tribunal.

Mediation under the Children's and Families Act 2014 only applies at the time parents and young people are thinking of appealing to the Tribunal and only about the matters which can be appealed to the Tribunal. Parents and young people who are thinking of appealing to the Tribunal have the option to contact a mediation adviser to be given information about mediation. They then decide whether they want to go to mediation or proceed to the tribunal.

In Havering there were 13 mediation cases held during the 2017 calendar year. None of these were followed by appeals to the tribunal, in comparison to 630 nationally

(25.2%). This is similar to the 2016 calendar year with no mediation cases followed by appeals in Havering compared to 477 (25.3%) of mediation cases were followed by appeals nationally.

Some mediation cases in the 2017 calendar year could have been followed by appeal to the tribunal in 2018, which would not have been recorded in this collection.

Appendix 7 - Projection data

Children from Reception to Year 11*

Primary Need	2018/19	2019/20	2020/21	2021/22	2022/23
Cognition and learning	328	335	343	349	355
Communication and interaction	479	489	500	509	518
Social, emotional and mental health	120	123	126	128	130
Sensory and physical	127	130	133	135	137
Total	1054	1077	1102	1122	1140

Young people aged 16-25 years*

Primary Need	2018/19	2019/20	2020/21	2021/22	2022/23
Cognition and learning	162	161	163	164	166
Communication and interaction	128	127	128	129	131
Social, emotional and mental health	34	34	34	35	35
Sensory and physical	28	27	28	28	28
Total	352	349	353	356	360

* Projections are calculated based on historical school census data and CAD data. Projections refer to the number of Havering residents expected to have a statement of SEN/EHCP for future years regardless of whether they attend school in Havering or not.