



**Children and Families Overview and
Scrutiny Committee**
23rd February 2010

**Report from the
Director of Children and Families**

For Action

Wards Affected: ALL

**Special educational needs: place planning and financial
overview**

1.0 Summary

- 1.1 This report provides an overview of SEN expenditure and an analysis of current and projected demand for SEN placements. It also outlines future plans to meet increasing demand with reference to the Building Schools for the Future 'Strategy for Change' which is currently under development.

2.0 Recommendations

- 2.1 That the Committee notes the increasing demand for SEN placements and consequent budgetary pressures.
- 2.2 That the Committee notes and comments upon the plans for expanding and improving SEN provision in Brent.

3.0 Detail

Financial Overview

- 3.1 Budgets for SEN are contained both within the Dedicated Schools Grant and local authority central budgets.

3.2 Within the Dedicated Schools Grant, the following is delegated to Brent schools.

	2008/9	2009/10
Special Schools	10,126,519	10,958,617
Additionally Resourced provision in mainstream schools	1,493,784	1,271,639
Outreach Services	555,155	544,788
Statements of SEN	6,798,549	6,925,210
TOTAL	18,974,007	19,700,254

It should be noted that a review of formula funding for special schools was undertaken in 2008/9 to provide a more transparent and needs led basis for funding. The new formula was agreed by the Schools Forum and took effect from 1.4.09. The funding for additionally resourced provisions in mainstream schools and outreach is under review in 2009/10 and it is anticipated that a revised formula will be applied in 2010/11. Work is now being undertaken on the final stage of the review in looking at the funding mechanism for statementing costs in mainstream schools.

3.3 The following SEN budgets are contained in the Dedicated Schools Grant but are not delegated to schools.

	2008/9 Budget	2008/9 Actual	Variance
Statemented pupils in out-Borough mainstream schools	1,765,000	1,527,774	-237,226
Other local authority day special schools.	1,404,000	2,365,788	961,788
Independent day special schools.	2,712,000	2,791,472	79,472
Independent residential special schools	1,632,000	1,987,247	355,247
Other local authority residential special schools	100,000	15,342	-84,658
SEN contingency (in-year changes to statements in Brent schools).	708,000	1,415,330	707,330
Education otherwise for statemented pupils.	-	727,440	727,440
Recoupment income (income recouped from other authorities placing children with statements in Brent schools).	-632,000	-2,292,195	1,660,195
TOTAL	7,689,000	8,538,198	849,198

3.4 The following SEN expenditure is contained in central local authority budgets.

	2008/9 budget	2008/9 actual	Variance
Educational Psychology Service	600,000	600,000	0
SEN Assessment Service	824,000	802,905	-21,095
Parent Partnership Service	67,000	70,567	3,567
SEN Support for School Improvement	269,577	173,298	-96,259
SEN Transport	3,810,000	3,959,700	149,700
TOTAL	5,570,577	5,606,470	35,893

3.5 The total expenditure on SEN in 2008/9, within the Dedicated Schools Budget and local authority central budgets is in the region of £33 million.

In addition, schools receive funding for those pupils that from time to time need additional support, including those placed at School Action and School Action Plus (non-statemented SEN). This funding is not specific to an identified pupil but is allocated by proxy factors of Additional Educational Need, including attainment, free school meals, social deprivation and under achieving groups. These factors were introduced following a review of the formula on 2007/8 and some £6 million growth funding has been allocated to these factors in 2008/9 and 2009/10.

3.6 There is increasing pressure on SEN placement budgets arising from a combination factors. Specifically,

- i) There has been a significant increase in the numbers of notifications received from the health authority of young children with multiple and complex needs. In conjunction with this, the numbers of children diagnosed with autistic spectrum condition with associated learning difficulties (ASC) and challenging behaviour has continued to rise.
- ii) Where pupils are placed in independent, non-maintained special schools, fee increases have outstripped inflation
- iii) A more than expected proportion of new arrivals to Brent have significant special educational needs.

3.7 The overspend within the SEN elements of the Dedicated Schools Grant in 2008/9 was approximately £850,000 (see 3.3). Although it is not possible to accurately project the final budget position in 2009/10 at this stage, it is likely that the overspend will be similar to last year. This will need to be contained within the overall DSG. There is also an impact of increasing demand on central local authority SEN budgets, particularly in relation to provision of transport. It is clearly important both for financial and educational reasons to extend high quality local provision for SEN and the proposed strategy is set out in a later section of this report.

Current provision for meeting special educational needs

3.8 In October 2009, just over 20% of the Brent school population were identified as having special educational needs, either at School Action, School Action Plus or with statements of SEN. This is broken down as follows,

SEN PROVISION BY SCHOOL TYPE

All data taken from the October 2009 Brent school census

School Type	No SEN Provision (N)	School Action (A)	School Action Plus (P)	Statemented (S)	TOTAL COHORT
Nursery	221 89.1%	8 3.2%	19 7.7%	- 0%	248
Primary	18808 79.5%	2985 12.6%	1514 6.4%	358 1.5%	23665
Secondary	14441 80.5%	2315 12.9%	777 4.3%	398 2.2%	17931
Special	- 0%	1 0.2%	- 0%	455 99.8%	456
BRENT TOTAL	33470 79.1%	5309 12.6%	2310 5.6%	1211 2.9%	42300

3.9 In January 2010, Brent maintained 1491 statements of SEN. This represents just over 2% of all children and young people aged 0-19.

Of these 1491 pupils,

- 815 were placed in mainstream schools
- 640 were placed in special schools
- 36 were placed with other education providers

3.10 The local authority currently maintains 5 special schools with places for up to 490 pupils with SEN

School	Type of Need	Places	Age Range
Woodfield	Moderate learning difficulties with additional needs. ASC and associated learning difficulties.	120	11-19
Hay Lane	Severe learning difficulties. Profound and multiple learning difficulties. ASC and associated learning difficulties.	120	3-19
Grove Park	Complex physical and medical difficulties with a wide range of learning needs.	90	3-19
Manor	Moderate learning difficulties with additional needs. Severe learning difficulties. ASC and associated learning difficulties	130	4-11
Vernon House	Behavioural, social and emotional difficulties	30	4-11

3.11 The local authority also maintains a range of additionally resourced provisions in mainstream nursery, primary and secondary schools

School	Type of Need	Places	Age Range
Preston Manor	Speech, language and communication	12	11-19
Kingsbury High	Deaf and hearing impaired	8	11-19
Kingsbury Green	Deaf and hearing impaired	16	3-11
Oakington Manor	Speech, language and communication	25	4-11
Kensal Rise	Speech, language and communication	20	4-11
Fawood	Autistic spectrum condition	10	3-5

3.12 In 2008/9, 279 Brent pupils with statements attended out-Borough special schools (this includes leavers who attended for part-year only). Breakdown by category of needs and type of school is as follows

	Day maintained	Day independent	Residential independent	Education otherwise	TOTAL
Autistic	13	50	17	1	81
Emotional and Behaviour Difficulties	6	16	11	21	54
Hearing Impairment	20	1	2	0	23
Moderate Learning Difficulties	37	14	1	1	53
Physical/Medical	3	4	3	0	10
Severe Learning Difficulties	24	2	5	0	31
Speech, Language and Communication	3	5	0	0	8
Specific Learning Difficulties	0	6	2	0	8
Visual Impairment	4	7	0	0	11
TOTAL	110	105	41	23	279

It should be noted that these figures include a small number of pupils in care to Brent but whose statements are maintained by other authorities.

The biggest single issue, in terms of costs and numbers, is the placement of children with autism across the spectrum of needs. We have expanded ASC provision over recent years, but numbers continue to rise and there is an excess of demand over supply of local places. This needs to be addressed as a priority.

Also, there are few surplus places in Brent special schools and it is difficult to secure places in some year groups for children with severe learning difficulties, moderate learning difficulties and autism who require a special school placement. Placement of children with behaviour, emotional and social needs can also be problematic and there is a pressure on BESD places across the London region.

Projection of future demand

- 3.13 Brent's population of children of school age is projected to rise. By 2020, there is projected to be a population increase of 12.9%, which will significantly affect demand for SEN provision in mainstream and special schools.
- 3.14 The numbers of statutory assessments of SEN started has increased nearly 35% since 2006 although this does now appear to be levelling off.

2006	2007	2008	2009
196	258	242	264

Criteria for initiating statutory assessment have not changed.

- 3.15 The number of statutory assessments started for children under 5 following notification from the health authority have risen from 45 for children requiring school placement in September 2009 to 63 for children requiring school placement in September 2010. This is the group of children identified early by the health authority as likely to require specialist provision and includes children with significant learning and developmental needs. Just over 50% of the group of children entering school in September 2009 with statements were placed in special schools in accordance with parental preference.
- 3.16 In addition to demographic changes, current analysis of data suggests incidence of autistic spectrum condition and profound and multiple learning difficulties are set to rise over the period 2010-2020.
- 3.17 Current planning assumptions are that we will need to increase our capacity for specialist placements in Brent, either in special schools or additionally resourced mainstream schools by 30% over the next 10 years in order to meet increasing demand and to achieve the aim of reducing out-Borough non-maintained placements and associated costs over this period. Brent currently has 570 places in Brent special schools or additionally resourced provisions. We therefore will need to provide in the region of 170 additional places.

Strategic principles underlying future place planning

- 3.18 Brent's SEN strategy aims to raise the achievement of all pupils through
 - A strong culture of inclusion in every school

- Personalised learning approaches including innovative use of new technologies
- High quality accommodation and specialist facilities
- Strong professional development arrangements and collaboration between schools
- 'Team around the child' approach to provide co-ordinated multi-agency support
- Engagement of parents and carers in their child's learning

- 3.19 We propose to maintain special schools for those children with the most complex needs but break down the barriers between special and mainstream schools, co-locating where possible and ensuring mutually beneficial curriculum and social links.
- 3.20 We will work in collaboration with Brent mainstream schools to build and extend on existing good practice. Through targeted support and additional investment, we aim to increase the capacity of mainstream schools to effectively meet a wide range of special educational needs.
- 3.21 We expect by 2020, that all pupils with moderate learning difficulties, (many of whom will have additional social, emotional and/or communication needs) will attend their local mainstream school with tailored support. We also expect by 2020 that all pupils with physical and medical needs, (with the exception of those with severe, profound or multiple learning difficulties) will be included in an additionally resourced mainstream school whatever the complexity of their physical and medical needs.
- 3.22 We will maintain a range of additionally resourced mainstream provisions in some schools for pupils with low incidence needs. We will expand our additionally resourced mainstream provision for pupils with autistic spectrum condition.
- 3.23 Through the implementation of the strategy, we expect the number of pupils placed in out-Borough schools, including residential schools, to reduce significantly. We recognise that there will still remain a need to place some pupils outside of Brent where there are exceptional needs and in response to parental preference. In order to maintain children in their local community, we will ensure that carefully planned and flexible support arrangements are in place across educational, social care, health and other key partners. Where possible, we will co-locate health facilities and family support and short break facilities with schools.

Plans to improve provision and meet additional demand

- 3.24 There are plans already in place to improve the quality and range of existing provision. The Committee is aware of the plan to rebuild Hay Lane and Grove Park schools as one school on its current site and increase capacity from 210 to 235. This will be subject to final approval by the Council's Executive.
- 3.25 There is an established need to provide additional additionally resourced mainstream provision within Brent for children and young people with autistic spectrum condition, whose needs can be met through a supported mainstream placement with access to specialist staff and an appropriate physical environment. A resource base for 12 pupils will be in place at Preston Manor High School from September 2010. Discussions are currently being held at a primary school to establish a similar resource base in the primary sector for 15 pupils with a likely implementation date of September 2011. In addition, under Building Schools for Future proposals, a further resource base for 15 pupils with autistic spectrum condition in the secondary sector will be established at Queens Park Community School with a likely implementation

date of September 2013. In total, these developments will lead to an increase of 42 specialist places for ASC pupils in Brent mainstream schools.

- 3.26 There is a small group of children and young people currently placed in special school provision due to the complexity of their physical and medical needs, although they are able to access a mainstream curriculum. We are planning to develop additionally resourced provision in a primary and secondary school to meet the needs of these pupils. This will require skilled staff provision of on-site therapy facilities and multi-professional support arrangements. Provision will need to be developed in close collaboration with the health authority. Current planning indicates that we will require 20 places in the primary sector and 20 places in the secondary sector.
- 3.27 Under Building Schools for the Future proposals, all Brent secondary schools will have a SEN 'centre of excellence'. This will be a specialist resource providing for a wide range of needs with pupil support bases which may be used full-time, part-time, or for specific interventions. It will be viewed as a place for learning for all pupils and will be located in the heart of the school. The detailed requirements in relation to staff, accommodation and multi-agency support are currently under development as part of the BSF 'Strategy for Change' process. This model will enable schools to better meet the range of needs of pupils currently within their schools and also to extend the range of needs which can successfully be met in a mainstream setting. In particular, it is planned that pupils with moderate learning difficulties who may have additional social, emotional, sensory or communication needs will be able to be included in their local mainstream secondary school. Currently, many pupils with this profile of needs attend Brent special school provision. The 'centre of excellence' model will also enable more pupils with behavioural, emotional and social difficulties (BESD) to be successfully supported in their local school and will lead to a reduction in the need for out-Borough BESD special school placements, as well as a substantial reduction in exclusions. This is still at the planning stage but it is anticipated that additional capacity for at least 80 places across Brent secondary schools will be created for pupils with moderate learning difficulties and additional needs and 40 places for pupils with behaviour, emotional and social needs. These pupils would otherwise have attended special schools either in Brent or out-Borough.
- 3.28 The vast majority of primary aged pupils with moderate learning difficulties and additional needs and pupils with BESD are already being successfully included in mainstream primary schools. We propose to continue to maintain a primary special school for those primary aged pupils with emotional and behavioural needs who require the most intensive support. Where possible, these placements will be on a time-limited basis with the aim of children returning to their local mainstream school after a period of intensive educational and therapeutic support. Opportunities for re-locating our current BESD primary school will be explored as part of the Primary Capital Programme and other investment opportunities.

3.29 Similarly, we plan to continue to maintain specialist provision primary aged pupils with severe learning difficulties and/or autism. We will explore opportunities for co-location of provision with a mainstream primary school as part of the Primary Capital Programme and other investment opportunities. We plan to establish an inclusive learning campus on one or more sites within Brent. If current trends continue, it is likely that we will require additional provision for approximately 30 primary aged pupils with severe learning difficulties and/or autism by 2020.

3.29 The table below summarises plans for expanding SEN provision.

School	Type of Needs	Additional places	Expected timescale
Hay Lane/Grove Park	Severe learning difficulties/Profound and multiple learning difficulties/autism	25	2013
Secondary ASC resource base – Preston Manor	Autism spectrum condition	12	2010
Primary ASC resource base	Autistic spectrum condition	15	2011
Secondary ASC resource base – Queens Park	Autistic spectrum condition	15	2013
Brent Secondary schools – BSF ‘Centre of Excellence	Moderate learning difficulties with additional needs. Behavioural, emotional and social difficulties	180 40	Phased implementation 2013-2020
Manor	Severe learning difficulties/autism	30	To be determined – dependent on co-location opportunities
Primary resource base for physical/medical needs	Complex physical/medical needs	20	2013
Secondary resource base for physical/medical needs	Complex physical/medical needs	20	2013

In total, numbers of places in special schools will reduce slightly and there will be a substantial increase in additionally resourced mainstream provision. Currently Brent maintains 490 special school places and 91 places in additionally resourced mainstream provisions. Under these plans, by 2020 Brent would maintain 465 special school places and 293 places in additionally resourced mainstream provision. This equates to an increase in capacity of 177 places over this period.

3.30 These projections are based on analysis of current trends but these will be subject to variation and will need to be adjusted accordingly over the 10 year period to reflect changes in demographic and other data.

Background papers: Scrutiny report: Special Educational Needs: Update on progress of SEN Improvement and Efficiency Review. December 2009

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