

# **Provision for Children and Young People with Special Educational Needs**

## **Planning to Meet Future Needs**

### **Discussion Document for Headteachers**

**June 2015**

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## 1 INTRODUCTION

### 1.1 Requirements of Part 3 of the Children and Families Act 2014 and the SEN Improvement Test

Section 25 of the Children and Families Act requires local authorities to ensure the integration of education and training provision with health and social care services, where this would:

- Promote the well-being of children and young people who have special educational needs (SEN) or a disability; or
- Improve the quality of special educational provision.

Section 26 requires local authorities and their partner commissioning bodies (including NHS Commissioning Boards and Clinical Commissioning Groups) to make joint commissioning arrangements for the education, health and care provision to be secured for children and young people for whom the local authority is responsible and who have special educational needs or a disability.

In this context, Section 27 of the Act requires local authorities to keep under review its special educational provision and social care provision, consulting a range of partners including:

- Children and young people with SEN, and the parents of children with SEN, in its area;
- The governing bodies of maintained schools and maintained nursery schools in its area;
- The proprietors of academies (including free schools) in its area;
- The governing bodies, proprietors or principals of post-16 institutions in its area;
- The governing bodies of non-maintained special schools in its area;
- The advisory boards of children's centres in its area;
- The providers of relevant early years education in its area;
- The governing bodies, proprietors or principals of other schools and post-16 institutions in England and Wales that the authority thinks are or are likely to be attended by children or young people for whom it is responsible;
- Any youth offending team that the authority thinks has functions in relation to children or young people for whom it is responsible;
- Such other persons as the authority think appropriate (e.g. adult social care, voluntary organisations, CAMHS services, local therapists, Jobcentre Plus and their employment support advisors, training/ apprenticeship providers, housing associations, careers advisers, leisure and play services).

The School Organisation: Maintained Schools, Guidance for Decision-makers, issued by the Department for Education in January 2014, requires local authorities, when planning changes to their existing SEN provision, to identify the details of the specific educational benefits that will flow from the proposals in terms of:

- a) Improved access to education and associated services including the curriculum, wider school activities, facilities and equipment, with reference to the LA's Accessibility Strategy;

- b) Improved access to specialist staff, both education and other professionals, including any external support and/or outreach services;
- c) Improved access to suitable accommodation;
- d) Improved supply of suitable places.

This review is intended to:

- Provide a current needs assessment and strategic analysis of special educational needs and specialist provision; and
- Identify options for the development and improvement of special educational provision.

This document forms part of the wider consultation programme for the review of future SEN provision. It has been produced as a result of discussions with headteachers and other stakeholders and its purpose is to seek the views of all headteachers before submitting a report to the Children, Education, Libraries and Safeguarding Committee of Barnet Council in July 2015. Following its consideration by that Committee, the resulting proposals will be subject to wider consultation with all stakeholders over the Autumn term 2015, followed by the preparation of an implementation plan which will cover the period from 2016-2020.

## 1.2 Using information to understand and predict need for services

The guidance from the Department for Education requires local authorities and their commissioning partners to draw on the wide range of local data sets about the likely education, health and social care needs of children and young people with SEN to inform decision-making.

Such data sets will include:

- Population and demographic data;
- Prevalence data for different kinds of SEN and disabilities among children and young people at national level;
- Numbers of local children with statements of SEN and their main needs;
- The numbers and types of settings locally that work with or educate children with SEN and disability;
- An analysis of local challenges/ sources of health inequalities (e.g. level of local economic deprivation and historic data about previous support offered through statements).

The guidance also states that:

- Areas should also seek to predict future need for services, by drawing on birth, migration and other data. Public health colleagues should be actively involved.
- Local authorities are required under schedule 2 of the Children Act 1989 to maintain a register of disabled children in their area. These registers are particularly helpful for providing data on low-incidence needs that can be difficult to predict from national data sets.
- Commissioning arrangements need to be based on evidence about what services, support and interventions are effective and it is therefore important that areas maintain up-to-date information on research and guidance on good practice. Partners should also consider the experiences of children, young people and families to improve future arrangements, and the effectiveness of

existing local joint working or representative groups such as Parent Carer Forums or voluntary and community sector providers.

This review has been based on a thorough analysis of national and local data sets. A comprehensive data pack is available which summarises the findings on which the proposals in this consultation document are based.

### **1.3 Choice and Achievement- Inclusion Policy in Barnet**

Barnet has previously (October 2013) prepared a strategy for inclusion as part of the Children and Young People Plan that aimed to promote independence and to provide support to children and young people who are disabled or have Special Educational Needs (SEN).

This strategy set out a vision in which:

- Children's special educational needs are picked up early and support is quickly and routinely put in place;
- Staff have the knowledge, understanding and skills to provide the right support for children and young people who have SEN or are disabled, wherever they are;
- Parents know what they can reasonably expect their local school, local college, local authority and local services to provide, without them having to fight for it;
- Children who would currently have a statement of SEN and young people over 16 who would have a learning difficulty assessment have an integrated assessment and a single Education, Health and Care Plan which is completed in a shorter time and without families having the stress of searching to get the support they need;
- Parents have greater control over the services they and their family use, with every family with an Education, Health and Care plan having the right to a personal budget for their support;
- Parents whose children have an Education, Health and Care plan having the right to seek a place at any state-funded school, whether that is a special or mainstream school, a maintained school, academy or free school.

## 2 CONTEXT

Sections 2-7 of this report look at the general demographic pressures and analyse the data regarding prevalence of SEN in order to construct a forecasting model for future SEN requirements.

### 2.1 London School Population

General demographic trends will have a considerable impact upon future demands for specialist provision for children with SEN. The growth in London's population is and will continue to be rapid and this is particularly marked in the school age population. London's population is forecast to exceed 9 million residents by 2020. Within this, the recent baby boom in the capital has led to an increased number of school-aged children. The school-age population (5-19) within the capital grew by 107,000 over the 10 years between the 2001 and 2011 censuses— a growth rate of 8.2%, compared to an overall reduction nationally of 0.2%. The Office for National Statistics latest estimates, based on the 2011 Census, predict a 19% increase in the London under 15 population, compared to a national average of 12.6%.

### 2.2 Barnet School Population

#### 2.2.1 Overall population

The 2011 Census recorded a population of 356,386, making Barnet the second most populous borough in London. The latest data shows that Barnet has now become the most populous. Since 2004 there has been a 23.4% increase in births in Barnet, compared with a 16.9% increase in London and a 19.2% increase in England.

Children and young people make up around a quarter of Barnet's total population and the borough's population of 90,464 children and young people is the second largest in London.

The GLA's projections for Barnet show an increase of around 10% in the primary sector through to 2018, and 5.4% in the secondary sector.

Over the following five years, through to 2023, most of the anticipated near 10% growth will be in the secondary sector as primary numbers begin to plateau.

These factors need to be applied to future forecasts of likely levels of special educational needs. In short, even if rates of identification do not continue to rise, the fact that the school population generally is increasing rapidly is placing existing specialist provision (including the capacity in specialist teaching, therapy and psychology services) under serious pressure.

In terms of rates of increase over the next five and ten years from the 2014 base, the picture is as follows:

Year	Pre-School	Primary	Secondary	Post 19
2019	1.05%	10.18%	5.41%	-4.40%
2024	0.35%	14.39%	23.75%	-6.29%

### 2.3 Prevalence of disabilities in children

Nationally there is not much data on the prevalence of disabilities in children and certainly not much comparable data showing changes over time, which makes future forecasting difficult. The last study of the prevalence of disabilities in children was carried out in 2004/05, following the Audit Commission's 2002 report: *Special educational needs: a mainstream issue*.<sup>1</sup>

Approximately 20% of children and young people will have a special educational need at some time; 2% may typically require resources over and above what might be commonly available in mainstream schools and require a statement. Recently however, the national rate for children being issued with statements has risen to closer to 3%.

National trends suggest that there has been a rise in the prevalence of SLD and PMLD, largely as a result of:

- Increases in maternal age (associated with higher risk factors for some conditions associated with learning disabilities, such as Down's syndrome). However, the data suggests that this change happened mainly during the 1990s and that the pattern of age of maternal birth has been fairly static since 2006. It is therefore unlikely that this factor will require consideration in forecasting over the next ten years.
- A rise in the number of premature and low weight births. Pre-term birth rates in England and Wales have remained steady (7.3% in 2009, 7.1% in 2010, and 7.2% in 2011). Very early pre-term births (under 24 weeks) have also remained steady (1.3% in 2009, 1.5% in 2010, and 1.3% in 2011). Barnet statistics mirror the national trend.<sup>2</sup> The change is not in incidence of pre-term births, but in survival rates. The mortality rate of all pre-term births has dropped by 11% since 2006.<sup>3 4</sup> This followed an improvement of 13% between 1995 and 2006.<sup>5</sup>

Factors that are likely to lead to a decrease in incidence include:

- The increasing availability of pre-natal screening;
- Advances in medical interventions, e.g. cochlear implants;

<sup>1</sup> *Audit Commission (2002) Special educational needs: a mainstream issue. London: Audit Commission*

<sup>2</sup> <http://data.london.gov.uk/datastore/package/births-low-birthweight>

<sup>3</sup> *World Health Organisation, Preterm birth, fact sheet No 363, Geneva WHO, 2013. <http://www.who.int/mediacentre/factsheets/fs363/en/>*

<sup>4</sup> *Office for National Statistics, gestation-Specific Infant Mortality in England and Wales 2011. Cardiff ONS, 2013. Also available at: <http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-320891>*

<sup>5</sup> *Costeloe K et al, Short-term outcomes after extreme pre-term birth in England, Comparison of two birth cohorts in 1995 and 2006 (the EPICure studies. BMJ 2012; 345:e7976*



- Improving health care and support resulting in fewer 'at risk' infants developing learning disabilities;
- Reduction in child poverty rates;
- Improvements in early years services.

The impact of these competing pressures on the incidence of learning disabilities is complex and there has been no detailed research into their net effect. The following sections look at the most important of these factors in order to determine which and how these should influence forecasting for future needs.

## 2.4 Prevalence of Autism/ASD

There has been much debate nationally as to the causes behind the rise in the numbers of children identified with Autistic Spectrum disorders, and as yet no real clarity has emerged. Most estimates of the current prevalence of autism lie in the range of 30-160 per 10,000 children. Reported prevalence rates have increased over time. The current consensus suggests that these rises are the result of:

- Improved methods for the detection of autism;
- A broadening of the concept of autism, especially in relation to children with non-verbal intelligence near or correspondent with age-related expectations.

As to the question whether the rates of identification of children on the Autistic Spectrum will continue to rise, it is difficult to draw a firm conclusion. The most detailed research undertaken to date was by Taylor, Jick and MacLaughlin, published in 2013<sup>6</sup>. Their conclusion, based on data from the General Practice Research Database, was that, for the period 2003-10, annual prevalence rates for each year were steady at approximately 3.8/1000 boys and 0.8/1000 girls. Annual incidence rates each year were also steady at about 1.2/1000 boys and 0.2/1000 girls. Following a fivefold increase in the annual incidence rates of autism during the 1990s in the UK, the incidence and prevalence rates in 8-year old children reached a plateau in the early 2000s and remained steady through 2010.

This has yet to feed through into the SEN identification statistics, although there does seem to be a slowing of the rate of increase nationally. It does however suggest that the rate of growth should begin to decelerate over the next few years. However, whilst diagnoses of Autism may be plateauing, there is a continuing increase in the related SEN category of Speech, Language and Communication Needs (SLCN).

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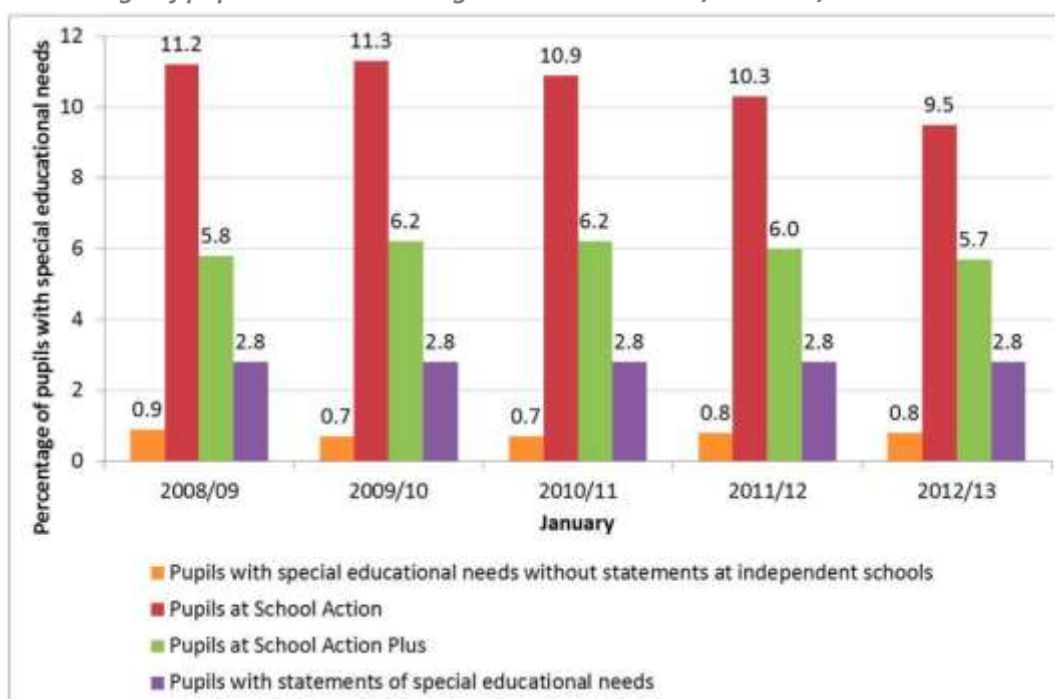
<sup>6</sup> Taylor B, Jick H, MacLaughlin D. *BMJ Open* 2013;3:e003219. doi:10.1136/bmjopen-2013-003219

### 3 TRENDS IN SEN CATEGORIES OF NEED

#### 3.1 The National Pattern

Department for Education research findings in SFR 42/2013 note that the number of pupils with special educational needs in England decreased from around 1.62 million (19.8%) in 2011/12 to 1.55 million (18.7%) in 2012/13, but that the number of pupils with statements of special educational need rose slightly from 226,125 to 229,390 pupils.

Percentage of pupils at schools in England with SEN 2008/9 – 2012/13



Source: SFR42-2013, Department for Education

The decrease in the combined number of pupils at School Action, School Action Plus or with statements of special educational needs to 18.7% is part of a continuing decline since January 2010 when 21.1% of pupils had special educational needs. However the table above illustrates that this has been due to reductions in the numbers of pupils with SEN who do not have statements. Across England, the proportion of pupils with a statement of SEN has remained stable at 2.8% over a five-year period.

#### 3.2 Barnet Pattern Overall

Statistics for 2013 show that a higher proportion of pupils in Barnet (20.7%) were identified with a special educational need when compared with English averages (18.7%). The comparison with statistical neighbours in outer London boroughs, who averaged only 16.5%, shows a greater differential. The table below shows that comparisons are also marked in the category of School Action and in the proportion of young people

with an identified SEN but without a statement that attend independent schools. These two categories generally account for the variation in overall SEN numbers.

*Comparative Percentages of Pupils with SEN; Jan 2013*

	Pupils with an SEN Statement	Pupils at School Action Plus	Pupils at School Action	SEN pupils without statement at independent schools	Total SEN
	%	%	%	%	%
England	2.8	5.7	9.5	0.8	18.7
London	2.7	6.2	9.3	0.9	19.1
Average of Statistical Neighbours	2.8	4.9	7.8	0.9	16.5
Barnet	2.7	5.7	11.0	1.3	20.7

Source: SFR42-2013, Department for Education

This represents a marked change in the Barnet picture since 2009:

*Number of SEN Statements Maintained by Region & LA, 2009-2013 (Resident Pupils)*

National & Regional Comparators	2009	2013	% Increase
England	228,895	233,430	2.0
London	36,460	39,165	7.4
Outer London	23,120	24,680	6.7
Barnet	1,500	1,710	14.0

The tables show that the proportion of statements maintained by Barnet have grown dramatically over 5 years in comparison to national and regional trends. Barnet’s general school age population grew by 7.8% over the same period, which is faster than the national average and therefore some discrepancy between Barnet’s and the average increase would be expected. However, the rate of increase is almost double that which demographic growth would have predicted.

Viewed over a longer time period, the pattern of issuing of statements within Barnet is inconsistent. From 2002, the pattern has fluctuated considerably (these figures relate to the proportion of the resident 5-19 population, not the school attended):

Barnet Historical SEN Statement Data		
Year	Actual	% 5-19 Population
2002	1457	2.49%
2003	1443	2.45%
2004	1358	2.29%
2005	1320	2.19%
2006	1349	2.23%
2007	1316	2.16%
2008	1363	2.22%
2009	1500	2.40%
2010	1520	2.39%
2011	1640	2.54%
2012	1676	2.54%
2013	1710	2.53%
2014	1751	2.55%

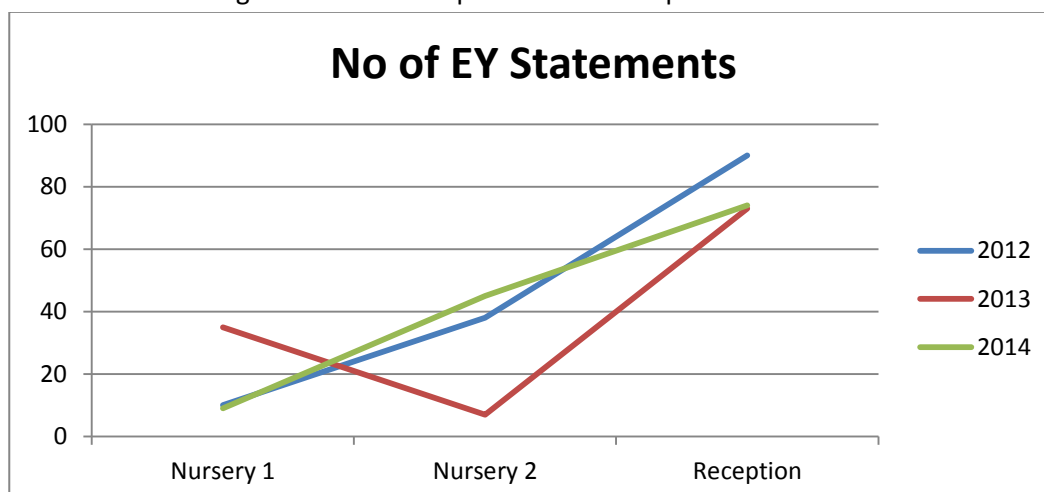
Sources:

2002-2008;GLA; GLA pupils-with-statements-of-special-educational-needs.xls

2009-2013; SEN2 surveys, DfE/ONS

### 3.3 Barnet Pattern: Early Years

The numbers of statements issued for very young children across the Early Years and Foundation Stage has shown differing trends over recent years, partly due to changes in the length of time to complete assessments which gives rise to a complex and variable picture:



Source: EY Statement Trends 2012-14.xlsx

However, if reception year data is included, the overall pattern becomes more consistent. Nevertheless, this level is higher than national and regional comparators:

	No of Statements	No of EYFS residents	
ENGLAND	7,259	618,997	1.17%
LONDON	1,414	100,828	1.40%
INNER LONDON	506	35,676	1.42%
OUTER LONDON	908	65,152	1.39%
<i>Barnet</i>	67	4,166	1.61%
<b>Total Statistical Neighbours</b>	<b>411</b>	<b>28,434</b>	<b>1.45%</b>

Source: SFR42-2013, Department for Education

The pattern of needs mirrors that of other sectors, with ASD and SLCN prevalent. However, it is interesting to note that ASD diagnoses do appear to be plateauing, although this is in part compensated for by an increase in identification of children with SLCN.

### 3.4 National Pattern of SEN Statements by Category of Need

The Department for Education has collected data on the identified primary need of each pupil with a statement in England. This has been published as aggregated data for primary, secondary and special schools. The table below shows that Autistic Spectrum Disorder (21.9%) accounts for the highest proportion of statements by type of need in England followed by MLD at just over 15%. Three other types of need exceeded 10%; SEMH, SLCN and SLD.

	England				Barnet			
	Primary	Sec'	Special	Total	Primary	Sec'	Special	Total
	%	%	%	%	%	%	%	%
Specific Learning Difficulty	4.2	11.2	1.1	4.9	2.4	4.4	1.0	2.8
Moderate Learning Difficulty	10.5	16.3	18.1	15.5	6.3	12.6	15.8	11.4
Severe Learning Difficulty	4.5	2.4	24.7	12.7	0.7	0.4	7.8	2.7
Profound & Multiple Learning Difficulty	1.8	0.4	8.9	4.5	0.2	0.2	5.8	1.8
Social, Emotional and Mental Health	12.9	15.4	13.5	13.9	10.1	20.9	6.0	13.0
<b>Speech, Language and Communications Needs</b>	<b>24.5</b>	<b>16.2</b>	<b>5.3</b>	<b>13.7</b>	<b>30.1</b>	<b>27.9</b>	<b>15.4</b>	<b>24.5</b>
Hearing Impairment	4.5	3.6	1.5	2.9	3.1	2.8	2.3	3.0
Visual Impairment	2.1	2.5	0.8	1.6	1.0	1.5	2.1	1.6
Multi- Sensory Impairment	0.3	0.2	0.2	0.2	0.0	0.0	1.2	0.4

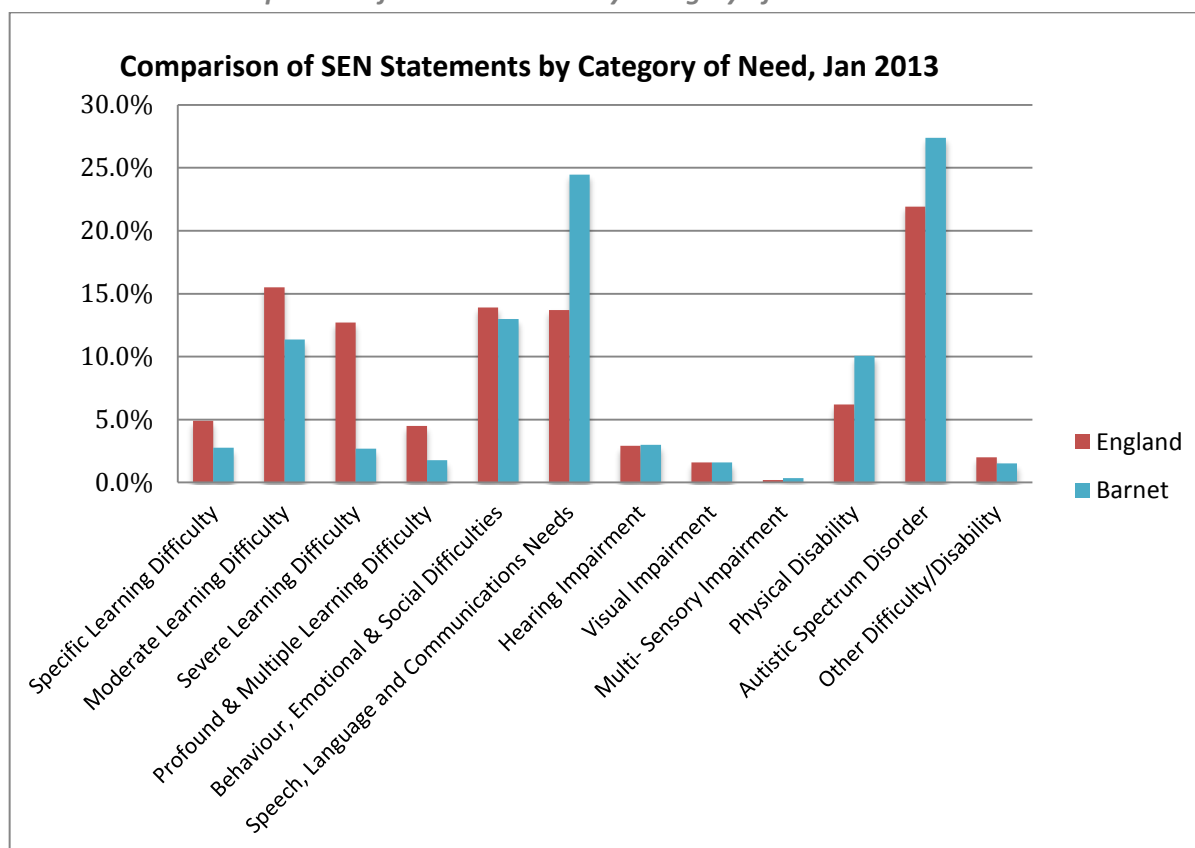
Physical Disability	8.7	7.6	3.6	6.2	11.3	9.4	8.6	10.1
<b>Autistic Spectrum Disorder</b>	<b>22.5</b>	<b>21.7</b>	<b>21.5</b>	<b>21.9</b>	<b>32.2</b>	<b>19.2</b>	<b>31.9</b>	<b>27.4</b>
Other Difficulty/Disability	3.5	2.5	0.8	2.0	2.4	0.7	1.2	1.5

Source: School Census & Barnet local data (All Statemented Pupils 17 Jan 13ANONv2.xlsx)

In Barnet as in England overall, Autistic Spectrum Disorder is the primary category of need for which the highest proportion of statements has been issued. However the total percentage in Barnet is more than 5 points higher than the corresponding figure for England. The proportion of ASD statements in the primary sector is almost 10 percentage points higher in Barnet and also exceeds 10 percentage points in its special schools, compared to England as a whole.

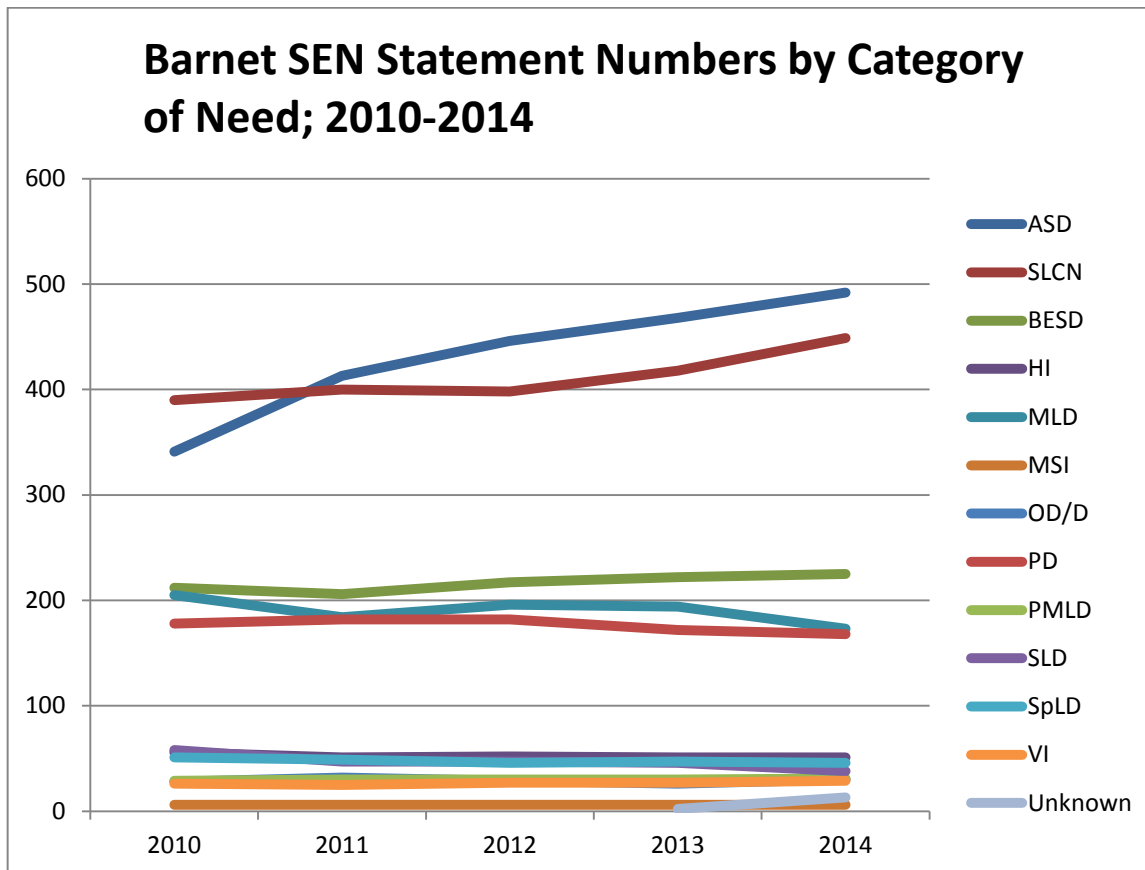
The second largest category of need in England is Moderate Learning Difficulties, but in Barnet it is Speech, Language and Communication Needs. At 24.5% of Barnet’s total statements, SLCN represents almost as high a proportion of statements as its closely related category of ASD. It is also more than 10 percentage points higher than the corresponding figure for England. At 15.4%, the proportion of pupils with a primary need of SLCN placed in a special school is almost 3 times higher than the equivalent proportion for England. It would be difficult not to conclude that there is an unusual pattern of identification in Barnet in respect of speech, language and communication needs.

**National v Local Comparison of SEN Statements by Category of Need**



Source: School Census & Barnet local data (All Statemented Pupils 17 Jan 13ANONv2.xlsx)

As noted previously, the number of statements issued by Barnet has continued to grow out of proportion to the general growth in school population. This chart shows the pattern of this growth in relation to different categories of need. In Barnet, the growth rate of ASD and SLCN statements has yet to plateau, as it appears to be nationally.



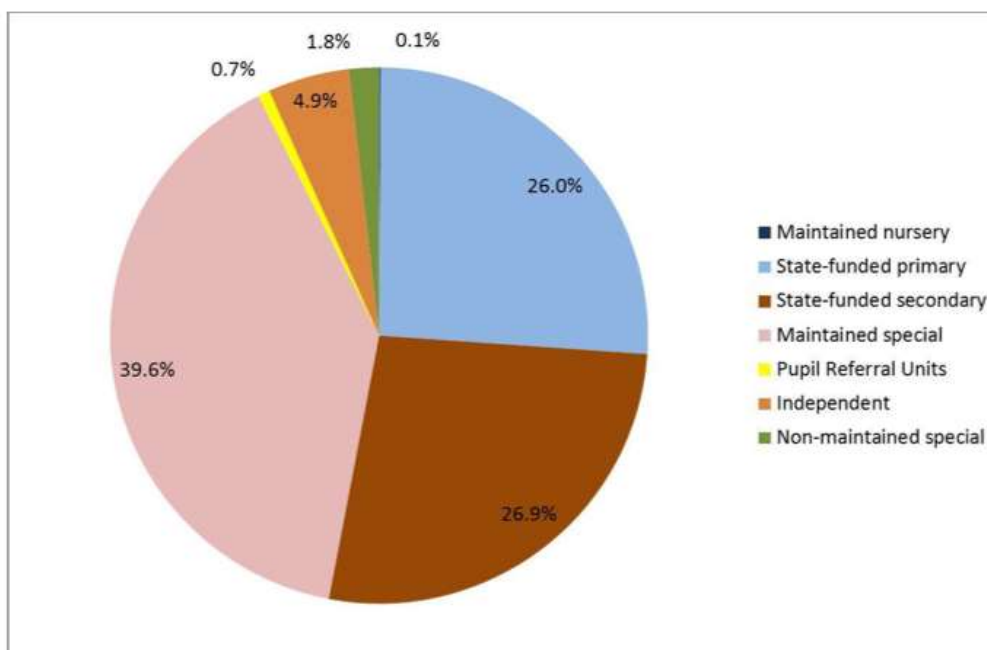
The increase in the numbers of children with statements indicating either ASD or the closely related Speech, Language and Communication Difficulties as the primary need is by itself the cause of the rise in numbers of total statements in recent years. Although there are some signs that the ASD category is beginning to plateau as the numbers for ASD have begun to decline in the Early Years and Foundation Stage. The rise in the associated SLCN category continues.

## 4 TRENDS IN SEN PROVISION

### 4.1 National Pattern of SEN Placement by Provision

The 2.8% of pupils with SEN statements in England attend the full range of school provision, with by far the largest proportion of those (52.9%) attending state-funded primary or secondary schools (including those with attached specialist resource provisions). Nationally, 39.6% of pupils with SEN statements attend a maintained special school. A further 6.7% attend schools in the independent or non-maintained sectors.

**Fig. 4.5; School Types attended by pupils in England with SEN Statements in 2012/13**



Source: SFR42-2013, Department for Education

### 4.2 Barnet Pattern of SEN Placement by Provision

Information is also published at regional and local authority level on the types of educational provision in which children and young people with a statement of special educational need are educated. The table below aggregates the most significant groups of provision to show where pupils with a Barnet statement are placed and enables greater clarity in understanding local patterns in comparison to regional and national distribution.



*Pupils with SEN statement by provision placement type; Jan 2013*

	ARPs & SEN Units in maintained mainstream schools		Maintained mainstream schools, foundation schools, academies & free schools		Maintained special schools, special foundation, academies & free schools		Non-maintained special schools, independent special schools and other independent schools	
	No.	%	No.	%	No.	%	Number	%
ENGLAND	13,420	5.7	110,450	47.3	89,975	38.5	13,950	6.0
LONDON	2,865	7.3	19,435	49.6	12,290	31.4	3,540	9.0
Statistical Neighbour								
Average	115	9.7	579	46.7	364	29.1	138	12.2
BARNET	70	4.1	1,030	60.2	413	24.2	168	9.8

*Source: Department for Education, SEN2 Survey, 2013 (Statement Placement Patterns.xlsx)*

The data pattern shows that Barnet includes a much higher proportion of pupils for whom it maintains a statement in mainstream education settings than all national and regional comparators.

60% of pupils with a statement maintained by Barnet were educated in a state-funded mainstream provision compared to 47% in England. The combined proportion of pupils educated in mainstream schools, academies and free schools (including those in ARPs and other attached units) was more than 11 percentage points higher than in England and almost 8 percentage points higher than the average for our statistical neighbours. Barnet’s proportion of statemented pupils educated in maintained special schools or academies was however more than 14 percentage points lower than the national average.

The percentage of provision obtained by Barnet in the non-maintained and independent sectors was nearly 4% higher than the national picture. This represents approximately 65 pupils. Given the six-figure fees that many such placements attract, this indicates significant potential additional costs to the council. Life time costs are generally higher for young people placed in residential settings as this type of provision tend to continue into adulthood. It should also be noted that whilst three of our statistical neighbours have even higher commitment to the non-maintained and independent sector, one in particular has a figure well below the national and regional averages.

**4.3 Inclusion Patterns**

As noted above, there are indicators that Barnet has more inclusive patterns of educational provision for pupils with SEN than published data presents for regional and national comparators. The table below is derived from DfE data published in SFR21-2013 to show the distribution pattern of all children and young people across the full range of educational provision in England.

*National, Regional and Local Patterns of Pupil Distribution by School Type; January 2013*

	Total School Population	Nursery	Primary	Secondary	Special	PRU	Non- Maintained Special	Indep- endent
		%	%	%	%	%	%	%
<b>ENGLAND</b>	<b>8,249,810</b>	0.47	52.24	38.91	1.14	0.16	0.05	7.03
<b>LONDON</b>	<b>1,331,275</b>	0.60	52.29	35.26	0.98	0.24	0.02	10.61
<b>BARNET</b>	<b>59,969</b>	0.88	49.13	37.33	0.71	0.14	0.00	11.80
<b>Barnet Statistical Neighbours</b>								
Bromley	<b>52,496</b>	0.00	47.58	42.28	0.92	0.21	0.00	9.00
Hillingdon	<b>51,291</b>	0.29	52.69	38.38	1.09	0.07	0.17	7.30
Hounslow	<b>41,174</b>	0.00	54.09	40.25	1.05	0.22	0.00	4.38
Kingston upon Thames	<b>27,571</b>	0.43	48.04	36.34	0.98	0.02	0.00	14.19
Merton	<b>31,530</b>	0.00	58.16	27.68	1.01	0.08	0.00	13.08
Redbridge	<b>55,656</b>	0.00	50.81	40.67	0.83	0.11	0.00	7.58
Richmond upon Thames	<b>32,112</b>	0.23	47.64	21.44	0.50	0.00	0.00	30.20
Sutton	<b>35,840</b>	0.45	44.78	49.14	0.82	0.33	0.25	4.22
<b>Average</b>	<b>40,959</b>	<b>0.18</b>	<b>50.47</b>	<b>37.02</b>	<b>0.90</b>	<b>0.13</b>	<b>0.05</b>	<b>11.25</b>

*Source: DfE, School Census/SFR21-2013*

Barnet places significantly fewer pupils in maintained special schools. In January 2013, 428 Barnet pupils were placed in special schools, or 0.71% of the total school distribution.

#### 4.4 Independent Provision and SEN

There are a total of 167 pupils with a statement who are placed at independent special schools, other independent schools or residential placements. The table below identifies the extent to which the authority is reliant in particular on the independent sector to meet the needs of many children and young people with Autistic Spectrum Disorder, Behaviour, Emotional or Social Difficulties and Speech, Language and Communication Needs.

*Independent Provision Placements for pupils with statements maintained by Barnet; February 2014*

	Independent Special	Other Independent School	Residential Placement	Total
Autistic Spectrum Disorder	25	7	13	45
Speech Language And Communication Needs	7	19	3	29
Behaviour, Emotional and Social Difficulty	22	5	12	39
Hearing Impairment		5	2	7
Moderate Learning Difficulties	6	8		14
Multi-Sensory Impairment				0
Other Difficulty/Disability	1	2		3
Physical Difficulties	7	4	3	14
Profound and Multiple Learning Difficult	2			2
Severe Learning Difficulties	1	1		2
Specific Learning Difficulty	4	4		8
Visual Impairment	1	1	1	3
Unknown			1	1
<b>TOTAL</b>	<b>76</b>	<b>56</b>	<b>35</b>	<b>167</b>

Source: All Statemented Pupils on 25-02-2014 ANONv2.xlsx

## 5 SPECIALIST SEN PROVISION IN BARNET

### 5.1 Total Places

Whilst 60% of pupils with a statement of special educational needs maintained by Barnet are placed in mainstream settings, specialist provision is required to meet the needs of the remainder. Some of this is offered by attached resourced provision in mainstream primary and secondary schools, with a greater number of places provided by Barnet’s four special schools. Additionally, a number of pupils with SEN statements are placed in the special schools of other local authorities. In February 2014 however, detailed local SEN data provides evidence that almost 10% of pupils with a statement issued by Barnet were placed in a non-maintained or independent provision, including 35 in residential settings.

Currently, the following places were available in the resourced provisions of mainstream schools, and in Barnet’s four special schools:

Additional Resourced Provision		Places
Primary	Summerside (HI)	11
	Livingstone (ASD)	17
	Child's Hill (ASD)	13
	Broadfields (ASD)	21
	The Orion School (ASD)	21 (ultimately)
	Coppetts Wood (SLCN)	12
	Colindale (PD)	9
	<hr/>	
Secondary	Hendon (HI)	22
	Hendon (ASD)	21
	JCOSS (ASD)	37
	Whitefield (PD)	4
	Mill Hill Academy (Oak Hill Campus) (SEMH)	35

Special Schools		Places
Primary	Oakleigh School and Early Years Centre (PMLD, SLD, ASD)	108
	Northway School (MLD, ASD)	92
<hr/>		
Secondary	Oak Lodge School (MLD, ASD)	165
	Mapledown School (PMLD, SLD, ASD)	74

Barnet also makes other associated SEN provisions at its pupil referral units- Pavilion and Northgate. A number of pupils within these provisions will have identified SEN at SEN Support level and a much smaller number will have a statement of SEN/EHCP.

Almost all these facilities are full. The future additional needs identified will therefore need to be delivered mainly by new settings or expansion of existing facilities.

### 5.2 Recent and Known Existing Plans for Further Local SEN Provision

The number of specialist places has been expanded in recent years. Barnet has provided additional resourced provision within mainstream schools as set out below. We have also invested in Northway and Oakleigh Special Schools and there is a project to provide additional places at Oak Lodge Special School.

School	Year	Number of new full-time equivalent	Type of provision	Type of activity
Child's Hill	2010	12	Resource provision	Expansion and refurbishment
Colindale	2010	8	Early assessment	Re-location and expansion
Broadfields	2012	21	Resource provision	Expansion
Mapledown	2012	7	Special school	Expansion
Northway	2012	11	Special school	Expansion
Oakleigh	2013	24	Special school	Expansion
Orion	2014	21	Resource provision	New provision
Oak Lodge	2016	35	Special school	Expansion

A number of plans to expand the existing number of SEN places that are locally available are known to be at various stages of development:

**Kisharon Day School**, a local independent Special School with 27 places has plans to become a Free School. If successful, it has plans to expand its capacity to 40 places in its first year of operation, rising to 50 places over time. As Barnet currently has 17 pupils placed at this school, such a development could offer at least a 20% reduction on the number of independent special school places commissioned by the authority.

There is a plan for the **Oak Hill Campus** SEMH resourced provision run by Mill Hill County High School to become a separate special academy. The plan includes an increase of at least 5 SEMH places.

We have incorporated these additional places into the places used to calculate the gaps in provision of the future.

### 5.3 Further Education

In recent years, Barnet and Southgate College has developed its provision for students with Learning Difficulties and/or Disabilities. It now provides 179 High Needs places and is a crucial part of the continuum of provision in the borough, as we seek to offer provision which meets the needs of our 16-25 population as locally as possible.

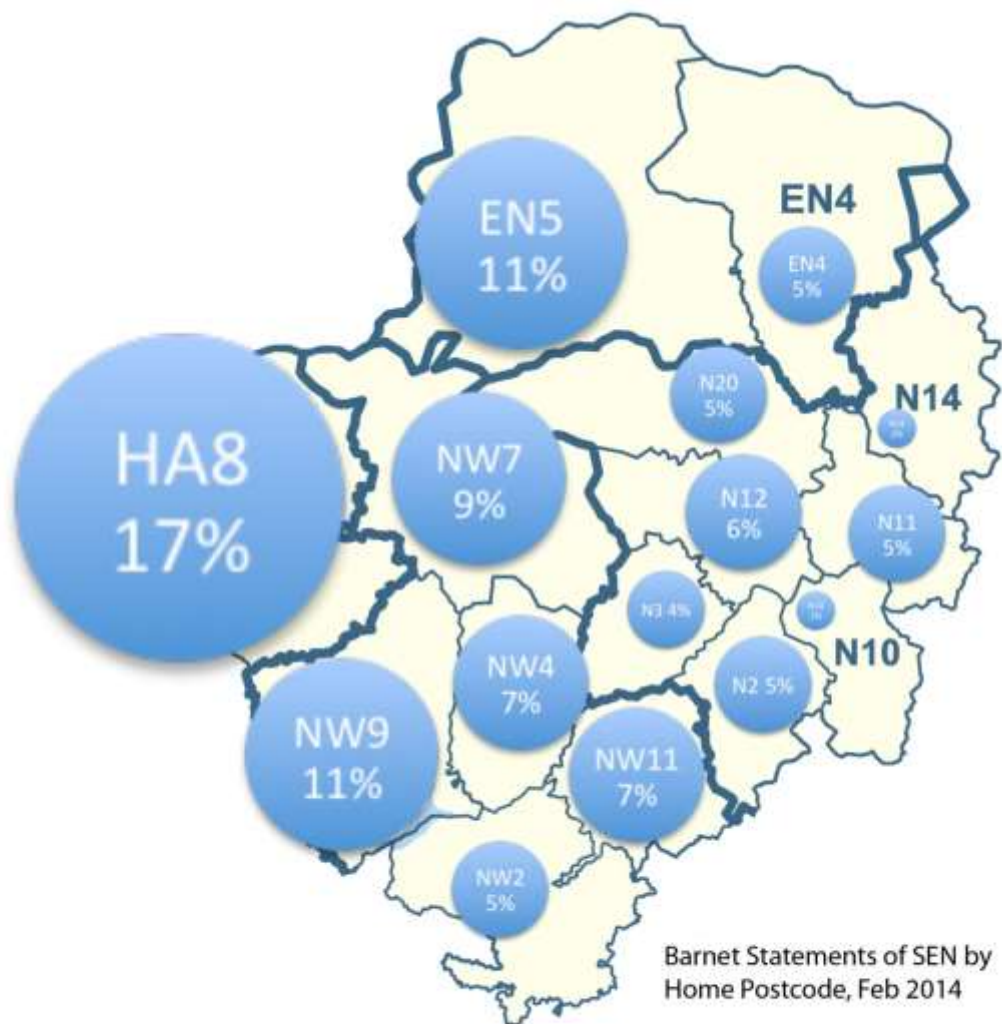
In addition, Barnet and Southgate College offer, in partnership with Oak Lodge Special School, a transition programme at Oakbridge for up to 17 young people. This was originally set up as a one year transition programme to cover the gap while the new LDD/SEN facilities at BSC were built. As a result of the success of this facility, it has been continued the programmes have been extended from one to two years. It is popular because it housed in secure, peaceful accommodation and it would appear that young people make good progress.

We are now ready to begin discussions with the College regarding the future requirements and work needs to be done to strengthen the pathways for young people as part of the 0-25 agenda. We will review the future pattern of provision for Oakbridge as part of this as we need to clarify the nature of the offer is and how it fits in with the spectrum of provision available, the criteria for pupils entering the provision and the length of placement.

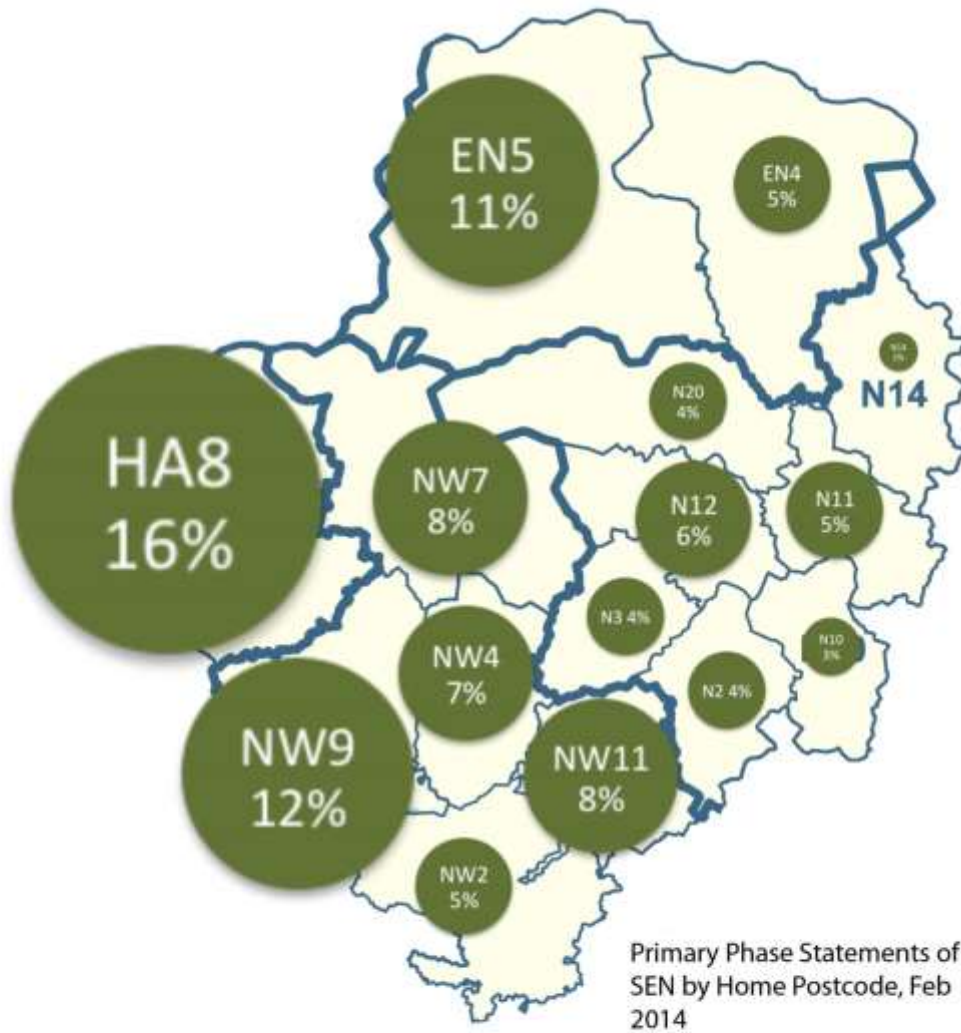
## 6 GEOGRAPHIC ANALYSIS OF SEN WITHIN BARNET

The following charts indicate the distribution of children with statements of SEN/EHCPs across the borough. As the nationally observed pattern linking SEN distribution with social deprivation indices, it is not surprising that the largest proportions are in the west of the borough. This is an important factor to take into account when considering where to site new provision.

### 6.1 Overall SEN Distribution

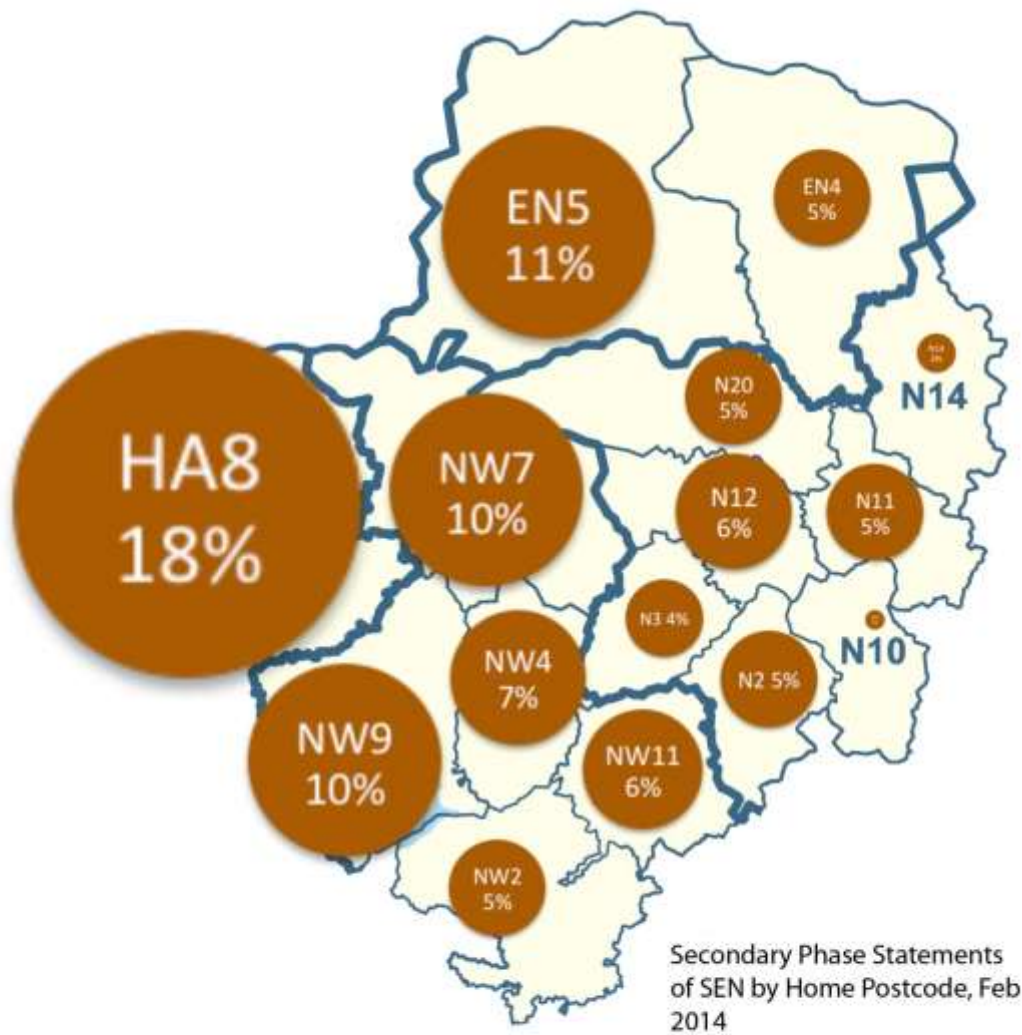


6.2 Primary SEN Distribution





6.3 Secondary SEN Distribution



## 7 OUT OF BOROUGH, INDEPENDENT AND NON-MAINTAINED SCHOOL SEN PLACEMENTS

### 7.1 Out Of Borough Maintained Schools and Academies

In the academic year 2013/14, 214 placements were made in out-of-borough maintained schools or academies, 63 of which were at special schools or resource provisions attached to mainstream schools. There is evidence of a decline in placements for all three categories in 2014/15.

Placements	OLA Maintained Primary	OLA Maintained Secondary	OLA Maintained Special	Total
2013/14	55	96	63	214
2014/15	51	81	54	186

In 2013/14 payments were made for 55 children in out-of-borough maintained primary schools or academies. The average notional unit cost of these placements was £16,434, funding TA support. For the 96 young people placed in secondary mainstream provision and for whom a cost for TA support was incurred, the average value was slightly lower at £14,888.

The average notional unit costs for a full year's placement in an out-of-borough maintained special school was approximately £23,000 in 2013/14, but has risen to almost £28,000 in 2014/15. It is possible that some of this variation is attributable to the inclusion of EFA £10,000 place funding assumptions applied across all cases.

Average Notional Unit Cost	OLA Maintained Primary*	OLA Maintained Secondary*	OLA Maintained Special**
2013/14	£16,434	£14,888	£22,953
2014/15	£16,102	£15,419	£27,873

Costs of provision have ranged widely, from £7,000 to almost £82,000, where high cost placement fees that include a weekly boarding element have been supplemented with additional TA support.

### 7.2 Independent and Non-Maintained Sector

#### 7.2.1 Independent Mainstream

Placements	Independent Mainstream Primary	Independent Mainstream Secondary	Total
2013/14	19	56	75
2014/15	13	53	66

There were 75 SEN placements within independent sector mainstream day schools in 2013/14. Evidence demonstrates a reduction of individual cases for 2014/15 that is comparable to the maintained out-of-borough pattern.

Average Notional Unit Cost	Independent Mainstream Primary	Independent Mainstream Secondary	Total
2013/14	£17,523	£19,642	£19,105
2014/15	£18,479	£19,034	£18,925

Using a comparable analytical model to maintained schools, based on a 39-week year, the average notional unit cost of placements was £19,105, but has fallen very slightly in 2014/15.

In 50 cases examined, parents had agreed to pay fees and the LA had agreed to fund additional classroom support. For such arrangements, the average notional annual cost was £15,614 in 2013/14.

For the 25 placements where the LA bore full costs in 2013/14, the average was £26,088 per year.

### 7.2.2 Independent and Non-Maintained Special Schools (Day Provision)

Placements	Independent Special Day	Non-Maintained Special Day	Total
2013/14	97	13	110
2014/15	78	11	89

110 placements were made in this sector in 2013/14, but appear to have fallen considerably this year. In 3 cases, there are indications that parents had agreed to pay school fees, with LA funding classroom support, as in the independent mainstream sector.

Average Notional Unit Cost	Independent Special Day	Non-Maintained Special Day
2013/14	£38,256	£57,057
2014/15	£39,016	£60,999

The table shows the average notional unit cost based on a 39-week year to be approaching £40,000 for Independent Special Schools and to have risen above £60,000 for places in the non-maintained special school segment. In 2013/14, 62 of the total of 110 placements bore a notional value in excess of £35,000.

### 7.2.3 Independent Residential

44 separate placements at independent or non-maintained residential provisions were made for 43 individual pupils in 2013/14. This total has also fallen for 2014/15. As the number of weeks that a pupil attends a residential provision varies considerably, average annual costs have been calculated on a case-by-case basis, rather than the 39-week model adopted for day provision.

Placements	Independent Special Residential	Non-Maintained Special Residential	Total
2013/14	29	15	44
2014/15	29	11	40

Average Notional Unit Cost	Independent Special Residential	Non-Maintained Special Residential
2013/14	£151,419	£95,507
2014/15	£153,926	£121,863

The annual cost of a residential placement appears to range from £20,000 to a figure in excess of £240,000, although the full residential cost was not always identified in lower values, as financial contributions to the placement were made by other agencies.

The overall average annual cost of residential placements made by Barnet in 2013/14 has been calculated at £127,763. However, once the contribution of social care was accounted for this was reduced to a notional average annual cost of £89,379 per placement and a total actual cost of £3.9 million.

### 7.2.4 Independent Nursery Provision

Independent Nursery	Placements	Average Notional Unit Cost
2013/14	21	£9,174
2014/15	24	£7,404

Independent nursery placements that have incurred a cost to the council rose slightly in 2014/15, whilst the average cost of each case reduced.

In 10 cases during 2013/14, parents paid the school fee, whilst LA funded support at an average notional unit cost of £7,709. This has reduced to 5 in 2014/15.

## 8 FORECAST NUMBERS FOR SEN IN BARNET

### 8.1 Basis for Overall Forecast

We have assumed as a base point that the level of EHCPs will remain at about the same level as at present. This reflects an assumed balance between tighter gatekeeping that slows the rate of growth witnessed over the past few years and the increasing pressure from the growth in the ASD/SLCN categories.

The resident population, rather than school population, is the most appropriate basis for determining the future number of statements/EHCPs, as this relates directly to the responsibility for provision. We have therefore calculated the percentage of statements/EHCPs on this basis. Consequently, the figures may look different from those generally used by the DfE in their statistical analyses. Also, the actual number of statements is higher in secondary schools than primary, as more pupils cope with primary than secondary mainstream provision, but the percentage of statements within the 11-19 population is lower than that for the 5-11 age range, largely as a result of the wider range of provision post 16 leading to cessation of statements when young people transfer to FE provision. Once the transition to EHCPs has been completed, it is likely that we should see a rebalance of these proportions.

### 8.2 Forecast Total Numbers of Statements/EHCPs

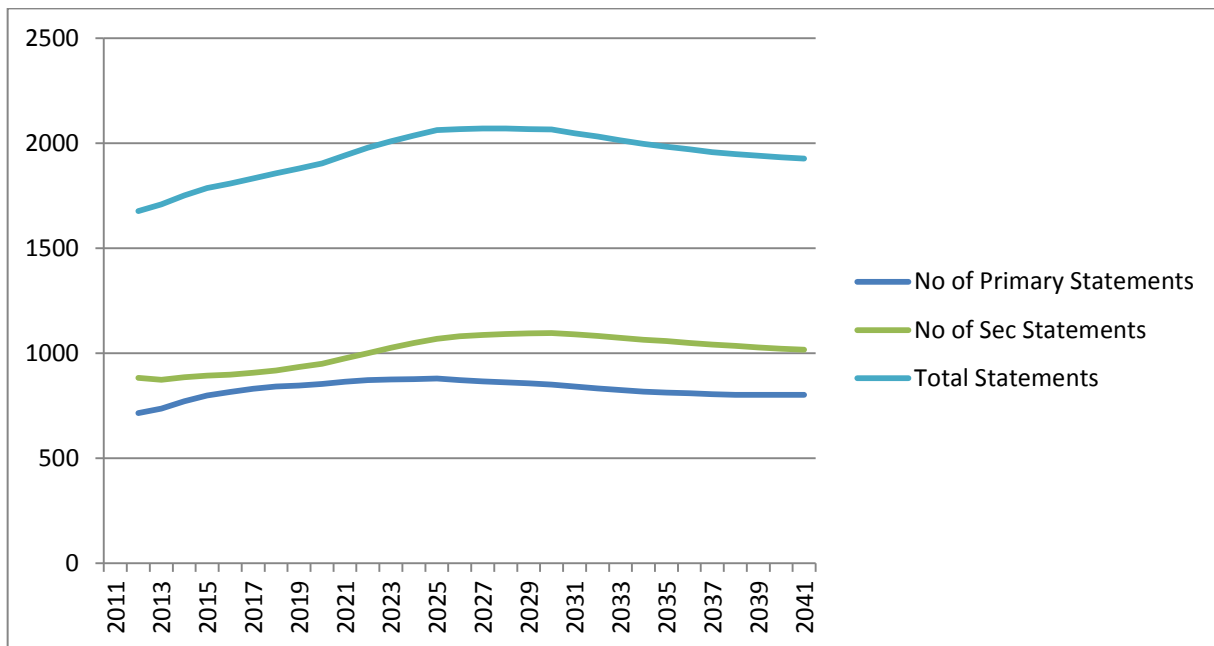
The table below applies the current statementing rate by sector to the forecast population numbers. The total includes early years and post 16 numbers, which will be considered in more detail later in this report.

Year	Primary	Secondary	Total	No of Primary Stat'ts	% of Resid't Pop	No of Sec State-ments	% of Resid't Pop	Total State-ments	% of Resid't Pop
2011	26,700	37,900	64,600						
2012	27,800	38,100	65,900	<b>715</b>	<b>2.57%</b>	<b>883</b>	<b>2.32%</b>	<b>1676</b>	<b>2.54%</b>
2013	29,000	38,500	67,500	<b>736</b>	<b>2.54%</b>	<b>874</b>	<b>2.27%</b>	<b>1709</b>	<b>2.53%</b>
2014	29,900	38,800	68,700	<b>771</b>	<b>2.58%</b>	<b>886</b>	<b>2.28%</b>	<b>1751</b>	<b>2.55%</b>
2015	31,000	39,100	70,100	799	2.58%	893	2.28%	1787	2.55%
2016	31,600	39,300	70,900	815	2.58%	897	2.28%	1807	2.55%
2017	32,200	39,700	71,900	830	2.58%	907	2.28%	1833	2.55%
2018	32,600	40,200	72,800	841	2.58%	918	2.28%	1855	2.55%
2019	32,800	40,900	73,700	846	2.58%	934	2.28%	1878	2.55%
2020	33,100	41,600	74,700	854	2.58%	950	2.28%	1904	2.55%
2021	33,500	42,700	76,200	864	2.58%	975	2.28%	1942	2.55%
2022	33,800	43,800	77,600	872	2.58%	1000	2.28%	1978	2.55%
2023	33,900	44,900	78,800	874	2.58%	1025	2.28%	2008	2.55%
2024	34,000	45,900	79,900	877	2.58%	1048	2.28%	2036	2.55%
2025	34,100	46,800	80,900	879	2.58%	1069	2.28%	2062	2.55%

2026	33,800	47,300	81,100	872	2.58%	1080	2.28%	2067	2.55%
2027	33,600	47,600	81,200	866	2.58%	1087	2.28%	2070	2.55%
2028	33,400	47,800	81,200	861	2.58%	1092	2.28%	2070	2.55%
2029	33,200	47,900	81,100	856	2.58%	1094	2.28%	2067	2.55%
2030	33,000	48,000	81,000	851	2.58%	1096	2.28%	2064	2.55%
2031	32,600	47,700	80,300	841	2.58%	1089	2.28%	2047	2.55%
2032	32,300	47,400	79,700	833	2.58%	1082	2.28%	2031	2.55%
2033	32,000	47,000	79,000	825	2.58%	1073	2.28%	2014	2.55%
2034	31,700	46,600	78,300	817	2.58%	1064	2.28%	1996	2.55%
2035	31,500	46,300	77,800	812	2.58%	1057	2.28%	1983	2.55%
2036	31,400	45,900	77,300	810	2.58%	1048	2.28%	1970	2.55%
2037	31,200	45,600	76,800	805	2.58%	1041	2.28%	1957	2.55%
2038	31,100	45,300	76,400	802	2.58%	1034	2.28%	1947	2.55%
2039	31,100	45,000	76,100	802	2.58%	1028	2.28%	1940	2.55%
2040	31,100	44,700	75,800	802	2.58%	1021	2.28%	1932	2.55%
2041	31,100	44,500	75,600	802	2.58%	1016	2.28%	1927	2.55%

Source: *statementedtrenddata.xlsx*

The peak in primary numbers is reached in 2025, and in the secondary sector in 2030. Thereafter, numbers remain almost static. As the graphs below indicate, a point in 2024, 10 years hence, would be a reasonable target for planning places in the secondary sector, as numbers remain at that level for a further 12 years. In the primary sector, the level reached in 2019, five years hence, is reached or exceeded for 12 years. In both cases, numbers are relatively static thereafter, as the graph below shows.



Source: *statementedtrenddata.xlsx*

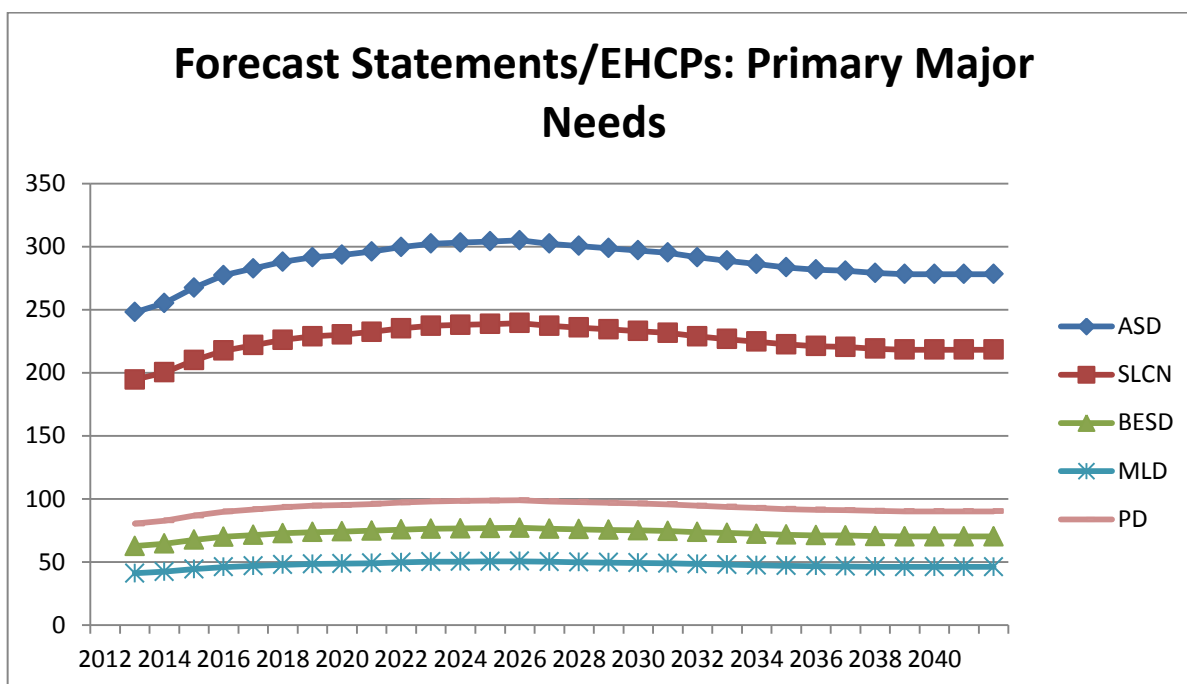
### 8.3 Forecast Numbers By Need

Using anticipated patterns of need, the future trends in the primary sector would look like this (the yellow lines indicate the 5 and 10 year planning points, the blue the peak) :

#### Future Primary forecasts by need

Year	ASD	SLCN	SEMH	HI	MLD	MSI	ODD	PD	PMLD	SLD	SpLD	VI	Total
2012	248	195	63	19	41	6	18	80	5	19	11	11	715
2013	255	200	65	19	42	6	18	83	5	19	12	12	736
2014	267	210	68	20	44	6	19	87	5	20	12	12	771
2015	277	218	70	21	46	6	20	90	5	21	13	13	799
2016	283	222	71	21	47	6	20	92	5	21	13	13	815
2017	288	226	73	22	48	7	21	93	5	22	13	13	830
2018	292	229	74	22	48	7	21	95	6	22	13	13	841
2019	293	230	74	22	49	7	21	95	6	22	13	13	846
2020	296	232	75	22	49	7	21	96	6	22	13	13	854
2021	300	235	76	23	50	7	21	97	6	23	14	14	864
2022	302	237	76	23	50	7	22	98	6	23	14	14	872
2023	303	238	77	23	50	7	22	98	6	23	14	14	874
2024	304	239	77	23	50	7	22	99	6	23	14	14	877
2025	305	239	77	23	51	7	22	99	6	23	14	14	879
2026	302	237	76	23	50	7	22	98	6	23	14	14	872
2027	301	236	76	23	50	7	22	98	6	23	14	14	866
2028	299	234	76	23	50	7	21	97	6	23	14	14	861
2029	297	233	75	22	49	7	21	96	6	22	13	13	856
2030	295	232	75	22	49	7	21	96	6	22	13	13	851
2031	292	229	74	22	48	7	21	95	6	22	13	13	841
2032	289	227	73	22	48	7	21	94	5	22	13	13	833
2033	286	225	72	22	48	6	21	93	5	22	13	13	825
2034	284	223	72	21	47	6	20	92	5	21	13	13	817
2035	282	221	71	21	47	6	20	91	5	21	13	13	812
2036	281	220	71	21	47	6	20	91	5	21	13	13	810
2037	279	219	71	21	46	6	20	91	5	21	13	13	805
2038	278	218	70	21	46	6	20	90	5	21	13	13	802
2039	278	218	70	21	46	6	20	90	5	21	13	13	802
2040	278	218	70	21	46	6	20	90	5	21	13	13	802
2041	278	218	70	21	46	6	20	90	5	21	13	13	802

Source: *statementedtrenddata.xlsx*



Source: *statementedtrenddata.xlsx*

In the secondary sector, the pattern is similar. SEMH (formerly BESD) is a more prominent category, as is generally the case, and the peak is five years later than in primary.

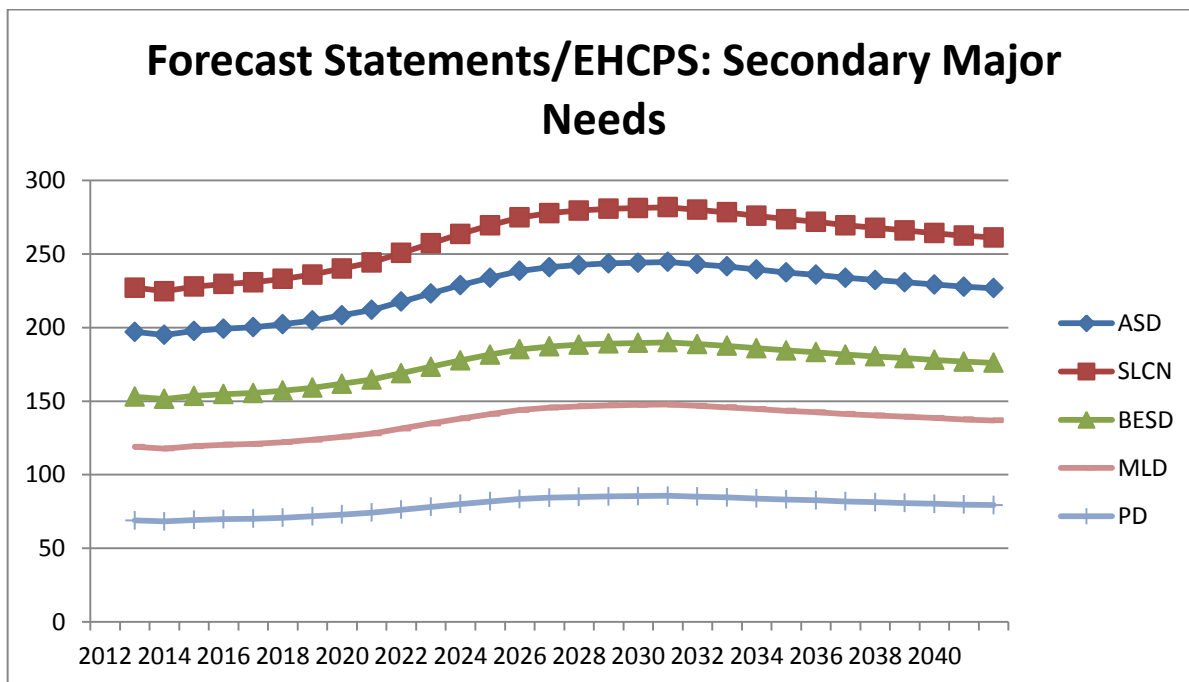
*Future Secondary forecasts by need*

Year	ASD	SLCN	SEMH	HI	MLD	MSI	ODD	PD	PMLD	SLD	SpLD	VI	Total
2012	197	227	153	26	119	0	7	69	23	15	33	14	883
2013	195	225	151	26	118	0	7	68	23	15	33	14	874
2014	198	228	154	26	119	0	7	69	23	15	33	14	886
2015	199	230	155	26	120	0	7	70	23	15	33	14	893
2016	200	231	155	26	121	0	7	70	23	15	34	14	897
2017	202	233	157	27	122	0	7	71	24	15	34	14	907
2018	205	236	159	27	124	0	7	72	24	16	34	15	918
2019	208	240	162	28	126	0	7	73	24	16	35	15	934
2020	212	244	165	28	128	0	8	74	25	16	36	15	950
2021	218	251	169	29	131	0	8	76	25	17	36	15	975
2022	223	257	173	29	135	0	8	78	26	17	37	16	1,000
2023	229	264	178	30	138	0	8	80	27	17	38	16	1,025
2024	234	269	182	31	141	0	8	82	27	18	39	17	1,048
2025	238	275	185	31	144	0	8	84	28	18	40	17	1,069
2026	241	278	187	32	146	0	9	84	28	18	40	17	1,080
2027	243	279	188	32	146	0	9	85	28	18	41	17	1,087



2028	244	281	189	32	147	0	9	85	28	19	41	17	1,092
2029	244	281	190	32	147	0	9	85	28	19	41	17	1,094
2030	245	282	190	32	148	0	9	86	29	19	41	17	1,096
2031	243	280	189	32	147	0	9	85	28	19	41	17	1,089
2032	241	278	188	32	146	0	9	85	28	18	40	17	1,082
2033	239	276	186	32	145	0	9	84	28	18	40	17	1,073
2034	237	274	184	31	143	0	8	83	28	18	40	17	1,064
2035	236	272	183	31	142	0	8	83	28	18	40	17	1,057
2036	234	269	182	31	141	0	8	82	27	18	39	17	1,048
2037	232	268	180	31	140	0	8	81	27	18	39	17	1,041
2038	231	266	179	30	139	0	8	81	27	18	39	16	1,034
2039	229	264	178	30	138	0	8	80	27	17	38	16	1,028
2040	228	262	177	30	138	0	8	80	27	17	38	16	1,021
2041	227	261	176	30	137	0	8	79	26	17	38	16	1,016

Source: *statementedtrenddata.xlsx*



Source: *statementedtrenddata.xlsx*

### 8.4 Additional Future Requirements by Need

We have forecasted through to 2040 in order to get a long-term view of future needs as a business case for any capital investment would need to be justified over this sort of timescale. It is however a very long timescale in the world of SEN, where patterns can shift in a relatively short period, legislative changes have a significant impact and new practice can suggest radically different models of delivery. Nonetheless, a reasonably firm medium term view needs to be taken in order to ensure the ability to plan for additional requirements.

Given the long-term projections, albeit with the caveats above, the recommendation is to plan for the point at which the numbers are at or above this level for 10-15 years. In the primary sector, this is reached in 2019 and, across the secondary age range, 2024. The tables below indicate the number of places by need (the maximum and minimum ranges are for the period through to 2041).

Primary	ASD	SLCN	SEMH	HI	MLD	MSI	ODD	PD	PMLD	SLD	SpLD	VI	Total
2014	267	210	68	20	44	6	19	87	5	20	12	12	771
2019	293	230	74	22	49	7	21	95	6	22	13	13	846
2024	304	239	77	23	50	7	22	99	6	23	14	14	877
Max Range	305	239	77	23	51	7	22	99	6	23	14	14	879
Min Range	277	218	70	21	46	6	20	90	5	21	13	13	799
2019-2014	26	20	6	2	5	1	2	8	1	2	1	1	76

Secondary	ASD	SLCN	SEMH	HI	MLD	MSI	ODD	PD	PMLD	SLD	SpLD	VI	Total
2014	198	228	154	26	119	0	7	69	23	15	33	14	886
2019	208	240	162	28	126	0	7	73	24	16	35	15	934
2024	234	269	182	31	141	0	8	82	27	18	39	17	1,048
Max Range	245	282	190	32	148	0	9	86	29	19	41	17	1,096
Min Range	199	230	155	26	120	0	7	70	23	15	33	14	893
2024-2014	36	41	28	5	22	0	1	13	4	3	6	3	161

Source: *statementedtrenddata.xlsx*

This indicates that no further action is required for Hearing Impaired (where we have currently surplus capacity which is used by other boroughs), Multi-Sensory Impairment or Visual Impairment. The additional requirements for Physical Disabilities and Specific Learning Difficulties can be met within supported mainstream provision and will not require additional specialist places, although they will require some re-configuration of provision. This is particularly true for SpLD placements, where the lack of local provision for dyslexia has necessitated some independent school places to be commissioned.

The small amount of growth in Profound and Multiple Learning Difficulty and Severe Learning Difficulty will need to be accommodated within either new or existing Special School places in Oakleigh and Mapledown; the latter will reduce the number of places available there for other needs, and this will need to be reflected in the calculations for the future. We have assumed this will require one additional ASD class base to be provided elsewhere.

### 8.5 Additional Future Specialist Place Requirements

The calculations above estimate the future additional requirement for places in total: not all of these need to be specialist provision. Indeed, the pattern in Barnet has been for 60% of stated provision to be in supported mainstream places. This percentage may be hard to maintain in terms of the growth in places, so we have considered the position category by category.

The current pattern of placements by need and by age range is as follows:

Primary Provision	ASD		SLCN		SEMH		MLD	
	No	%	No	%	No	%	No	%
Mainstream	148	55.8%	163	78.4%	59	88.1%	30	68.2%
ARPs	43	16.2%	13	6.3%		0.0%		0.0%
Day Special	68	25.7%	23	11.1%		0.0%	13	29.5%
Independent Mainstream		0.0%	6	2.9%		0.0%	1	2.3%
Independent Special	4	1.5%	2	1.0%	7	10.4%		0.0%
Residential		0.0%		0.0%	1	1.5%		0.0%
EHE/Other	2	0.8%	1	0.5%		0.0%		0.0%
<b>Total</b>	<b>265</b>	<b>100.0%</b>	<b>208</b>	<b>100.0%</b>	<b>67</b>	<b>100.0%</b>	<b>44</b>	<b>100.0%</b>

Source: *statementedtrenddata.xlsx*

Secondary Provision	ASD		SLCN		SEMH		MLD	
	No	%	No	%	No	%	No	%
Mainstream	72	35.3%	132	56.2%	83	52.5%	59	47.6%
ARPs	38	18.6%	31	13.2%	28	17.7%	5	4.0%
Day Special	55	27.0%	52	22.1%	12	7.6%	50	40.3%
Independent Mainstream	7	3.4%	13	5.5%	5	3.2%	7	5.6%
Independent Special	19	9.3%	2	0.9%	15	9.5%	3	2.4%
Residential	12	5.9%	3	1.3%	11	7.0%		0.0%
EHE/Other	1	0.5%	2	0.9%	4	2.5%		0.0%
<b>Total</b>	<b>204</b>	<b>100.0%</b>	<b>235</b>	<b>100.0%</b>	<b>158</b>	<b>100.0%</b>	<b>124</b>	<b>100.0%</b>

Source: *statementedtrenddata.xlsx*

Given this pattern of type of provision, we have adopted the following percentages for mainstream placements:

	ASD	SLCN	SEMH	MLD
Primary	50%	50%	66%	50%
Secondary	33%	50%	50%	50%

Based on these assumptions, the additional demand over the next ten years could be met as follows:

	Primary			Secondary		
	Total	Mainstream	Specialist	Total	Mainstream	Specialist
Autistic Spectrum Disorder	26	13	13	36	12	24
Speech Language & Communication Needs	20	10	10	41	20	21
Social, Emotional and Mental Health	6	4	2	28	14	14
Moderate Learning Difficulties	4	2	2	22	11	11
Physical Difficulties	8	8	0	13	13	0
Profound and Multiple Learning Difficulties	1	0	1	4	0	4
Severe Learning Difficulties	2	0	2	3	0	3
Specific Learning Difficulty	1	1	0	6	6	0
Visual Impairment	1	1	0	3	3	0
<b>Total</b>	<b>69</b>	<b>39</b>	<b>30</b>	<b>156</b>	<b>79</b>	<b>77</b>

The additional PMLD and SLD requirement would be absorbed within Oakleigh and Mapledown Schools, displacing the equivalent of one ASD class base to be provided elsewhere. The primary and secondary SEMH requirement is to be met by the expansion of the provision at Oak Hill and the development of services through a proposed Multi-Academy Trust that will develop the continuum of provision available through Oak Hill and the Pavilion PRU.

### 8.6 Reducing Dependence on Independent Sector

There are a range of factors that can result in expensive placements to the independent sector. Some low incidence and high cost places will always be required and we work closely with colleagues across the West London Alliance to develop the most effective solutions for these. However, analysis of current placements suggests that the current numbers could be reduced if local provision were available. The overview shows that the ASD/SLCN and SEMH categories are again the most heavily represented. It should be noted that we have removed Kisharon placements from this analysis. Given the likely transfer to free school status, we have treated them as if they were already a maintained special school.

	Primary				Secondary			
	Ind Main-stream	Ind Special	Residential	Total	Ind Main-stream	Ind Special	Residential	Total
ASD		5		5	7	19	12	38
SLCN	6	2		8	13	2		15
SEMH		7	1	8	5	15	11	31
HI	3			3	2		2	4
MLD	1			1	7	2		9
MSI				0				0
ODD	1			1	1			1
PD	1	2		3	3		3	6
PMLD		1		1				0
SLD				0	1	3		4
SpLD		1		1	4	1	3	8
VI				0	1		1	2
Unknown				0			1	1
<b>TOTAL</b>	<b>12</b>	<b>18</b>	<b>1</b>	<b>31</b>	<b>44</b>	<b>42</b>	<b>33</b>	<b>119</b>

Work is already underway to reduce the dependency on these expensive placements, but this will be hampered by the lack of in-house provision. It is suggested that we set a target of reducing the primary ASD and SLCN placements almost to nil, and the secondary by half. In addition, the number of independent secondary MLD places should also be reduced by at least half. This would suggest the following additional requirement:

	Primary ASD/SLCN	Secondary ASD/SLCN	Primary SEMH	Secondary MLD
Reduce Dependency on Independents	13	25	8	5

The primary SEMH requirement is largely met by commissioning places at Gloucester House. We have now negotiated a contract with the Tavistock NHS Trust for 5 places. The plan to change the Oak Hill age range to 10-16 would also meet the demands we have seen at the top end of KS2. Further discussions are being held within the Oak Hill/Pavilion MAT proposal for developing a service that would better meet the needs of a few KS1 pupils with very challenging behaviour. The intention is that this will not require additional physical bases.

## 8.7 Conclusion

Combining the two threads of increased demand, demographic and reduced dependence on the independent sector, suggests the following additional demands need to be planned for before 2019:

	Primary ASD/SLCN	Secondary ASD/SLCN	Secondary MLD
Demography	23	45	11
Reduce Dependency on Independents	13	25	5
<b>TOTAL</b>	<b>36</b>	<b>70</b>	<b>16</b>

These figures take into account the projects already underway: the expansion of Oak Lodge and Oakleigh Special schools; the new resourced provision developing in the new relocated Orion School; the additional capacity planned at the new Academy Special School intended to replace the Oak Hill annex to Mill Hill Academy. They also assume that the Kisharon Day School, a local independent Special School with 27 places which has plans to become a Free School, can, as planned, expand its capacity to 40 places in its first year of operation, rising to 50 places over time.

The increased MLD requirement would best be met by changing the balance of needs met by Oak Lodge and increasing the additional ASD provision. We are therefore planning on the basis of an additional requirement of a minimum of 6 primary and 11 secondary ASD classes.

## 9 DISCUSSIONS TO DATE

### 9.1 Summary of existing provision

Barnet has generally high quality provision in both its mainstream and specialist settings. There are high levels of inclusion, good participation by the key stakeholders and high levels of parental satisfaction. The new Local Offer gives the potential to design out the risks arising from gaps in provision, and accountabilities of providers are being firmed up through the definitions of what should be ordinarily available to children with SEN.

There are however risks of resource drift, as the increase spending within the High Needs Funding block on supported mainstream places and independent and non-maintained special schools shows. This trend has been halted in 2014/15 but could easily return without secure moderation and control.

This risk is also exacerbated by the lack of specialist place capacity, which could drive more spending in the independent and NMSS sectors. In Barnet, as in London generally, sites for development for new provision are challenging and costly to secure.

Inevitably, the current pattern of provision reflects historic opportunities. As a result, there is a lack of provision in the west of the borough, where analysis suggests that new provision should be focused. This would also help to reduce the high level of transport costs. Development over time has also produced a different pattern of provision between the ARPs- some remaining true to the original concept of pupils integrating with mainstream classes whilst receiving additional support in the ARP base, whilst others have become almost mini special schools.

The pattern of provision within the special schools has also developed from the old model of MLD (Northway and Oak Lodge) and SLD (Oakleigh and Mapledown) schools so that there is now considerable overlap between them, although still a discernible difference in the profiles of children they cater for at the ends of the spectrum. The number of post-16 pupils in special schools is also causing a pressure on the availability of places for admission of younger pupils.

### 9.2 Options Considered

In our discussions with colleagues from schools that currently manage specialist provision, we looked at a number of potential options for future delivery.

#### 9.2.1 Element A: The development of new provision through a number of small localised new Additional Resourced Provisions (ARPs) within existing or newly commissioned mainstream schools

In order to increase the range of local opportunities and to reduce travel time and cost, this proposal would result in a number of new small localised units within existing mainstream schools. Within this proposal

there are a number of potential options to be explored for the future governance of the network of provision.

#### **9.2.1.1 Option 1: ARPs remain managed directly by schools**

ARPs (existing and new) would continue to be managed by mainstream schools/academies. This option has the potential advantage of allowing a continuum of inclusion for children with SEN within the mainstream setting. A potential disadvantage is that it is difficult to ensure consistency in provision, particularly over time, and the development of specialised staff expertise and experience is a challenge across a number of small, individually governed units.

#### **9.2.1.2 Option 2: Create a multi-site special school**

In this option, a new multi-site Special Academy would be created incorporating the existing ARPs and proposed new ARP bases for children with Autistic Spectrum Conditions. A number of school operational issues would need to be explored. The potential advantages are that this could offer a stronger model and more consistency and integration across the settings; and it would help to extend the availability of specialised expertise and experience across the settings. A potential disadvantage is that this may not be deemed to meet a preference for a mainstream placement if that is what a parent has expressed.

#### **9.2.1.3 Option 3: Create a 'Hub and Spoke' Special School**

In this option, new ARPs would be managed by one or more of the existing (or any new combination of) special schools. Children with SEN would be placed by the Authority with the overarching special school, and it would be the responsibility of the Headteacher and Governors of the school, in consultation with the parents, to determine which location would be the most appropriate for the needs of the child, given their home address and specific needs. A number of school operational issues would need to be explored. The potential advantages of this model are the concentration of expertise in one organisation and the greater flexibility to enable children to be placed in a suitable location near to their home. A potential disadvantage is that there may be less co-operation and integration with the mainstream school as a result of the separation of management.

### **9.2.2 Element 2: The potential to develop Barnet's four special schools to cater for all special educational needs**

There are currently four special schools in the borough: two primary (Oakleigh and Northway) and two secondary (Mapledown and Oak Lodge). Historically, Oakleigh and Mapledown were schools for children with Severe Learning Difficulties, and Northway and Oak Lodge offered places for children with Moderate Learning Difficulties. Increasingly, however, there has been some overlap in the nature of needs that each provides for. Given the desire to make provision as near as possible to children's homes, there would potentially be an advantage in developing schools that catered for all special educational needs. Generally, the accommodation in each could be adapted without major cost. This would require the necessary expertise to be developed in each school. A potential disadvantage is that this could spread the expertise in relation to particular needs too thinly between schools and that the curriculum would need to span a wider range of learning difficulty.



### 9.2.3 Element 3: The development of new post-16 provision

One of the pressures on places in special schools is the result of the expanding post-16 age group in our secondary special schools. Currently, 22 of the 74 places in Mapledown and 51 of the 165 in Oak Lodge are for post-16 students, who are generally offered a three year 6<sup>th</sup> form curriculum.

One option for the expansion of specialist places would be to develop more Sixth Form provision for young people with particular types of SEND (Autistic Spectrum Difficulties and severe learning difficulties for example). The provision could be managed by one or both of the existing secondary special schools. This would have the advantage of providing a staging post for this group of young people between school and Further Education (FE) or assisted independent living.

Barnet and Southgate College has recently developed its post-16 provision for young people with SEND, which has enabled the council to reduce its reliance on other independent specialist FE providers many of which were outside Barnet. There will always be a need for a mixture of school-based and FE College SEND provision for young people over the age of 16.

A potential advantage of this proposal to develop more sixth-form provision is that it would free up places in Mapledown and Oak Lodge for younger pupils. A potential disadvantage is that it would not necessarily assist with the desire to rebalance specialist provision to create places closer geographically to areas of need.

### 9.2.4 Element 4: The development of a continuum of provision for children and young people with Social, Emotional and Mental Health Difficulties (SEMH)

The review found that the current local provision for children and young people with significant special educational needs in the area of behavioural, emotional and social difficulties (now described as social, emotional and mental health difficulties) offers limited choice and that there is an opportunity to improve integration with other services for children and young people with similar needs.

The Oak Hill ARP, which provides for secondary age children with significant special educational needs in the area of behavioural, emotional and social difficulties, is currently managed by Mill Hill County High School. The Headteacher and Governors of Mill Hill have been considering creating a multi-academy trust (MAT) in which Oak Hill would become a special academy within this model of governance. However, recent discussion with the Headteacher and Chair of Governors of the school has indicated a willingness to consider other options for this provision if this would benefit the offer of SEND support to Barnet pupils.

To strengthen the local continuum of provision for children and young people with special educational needs in the area of social, emotional and mental health needs, an alternative option has been proposed, which is that the Oak Hill ARP is linked to the Pavilion Pupil Referral Unit (PRU) through, for example, a Multi-Academy Trust. Such an option has the potential advantage of enabling the consolidation of local provision for children with social, emotional and mental health needs under a single model of leadership and governance.

Discussions are underway with the Governors of Mill Hill County High School and the Management Committee of the Pavilion PRU regarding this option. At the same time, officers are in discussion with

officials at the DfE about this option and the technicalities and legal issues relating to its implementation. It is hoped that a way forward can be agreed soon with the DfE and with Mill Hill County High School and the Pavilion PRU. It should be noted that all PRUs are required to become Academies by 2018.

It should also be noted that the management committee of the Pavilion PRU is concerned to ensure that the PRU's accommodation and the accommodation at Oak Hill are sound and fit for purpose before agreeing to some form of joint management/governance and before moving to Academy status.

The potential advantages of this option are

- It would offer an integrated continuum of provision for children and young people who do not or cannot attend mainstream schools due to special educational needs in the area of social, emotional, behavioural or mental health difficulties or who are at risk of or are excluded from school.
- It could improve the efficiency, effectiveness and impact of local provision
- It would enable standardisation and integration of systems and processes, in order to create a continuum of high quality educational provision that enables the individual needs of learners to be identified and met.
- It could strengthen local multi-agency approaches that are supported by the Local Authority and which recognise the complex and wide ranging needs of learners unable to achieve in mainstream schools. This includes, but is not limited to, safeguarding and child protection concerns, mental health needs, specific learning and developmental needs, anti-social and criminal behaviour in the community and housing needs.
- This provision is driven by the framework for SEND, and this is related to, but different from, the highly specialist provision for children and young people with mental health needs that do not lead to special educational needs, for example those in receipt of education through Northgate School when they are admitted to Tier 4 provision at the Beacon Centre in Edgware Hospital.

## 9.2.5 Responses to the options

### *9.2.5.1 Element A: The development of new provision through a number of small localised new Additional Resourced Provisions (ARPs) within existing or newly commissioned mainstream schools*

On the whole, it was agreed that mainstream schools should manage ARPs for provision which met parental preference for pupils capable of making academic progress in line with mainstream peers and with the social competences to be regularly and frequently included in mainstream learning. It was felt that the alternative "hub and spoke" models presented too many risks, particularly as there were not as yet strong enough provisions which would form the natural hubs. The separation of school leadership, management and operational cultures would also present significant challenges and could lead to a less inclusive environment.

### *9.2.5.2 Element 2: The potential to develop Barnet's four special schools to cater for all special educational needs*

The consensus of opinion amongst special school headteachers was that the four special schools as they exist provide successful models of outstanding education delivery and the proposed changes would lead to the dilution of expertise. Additionally, it was felt that the special schools are already viewed by some families

as “too complex”, and thus the concept of 4 fully generic special schools will be difficult to market successfully to parents, leading to more requests for costly independent or out-of-borough placements.

#### **9.2.5.3 Element 3: The development of new post-16 provision**

It was felt that this was a possible way forward and could offer places to ARP pupils for whom the progression pathway was currently under-provided, as well as for pupils from Oak Lodge and Mapledown. If a new Post-16 SEND provision were to be commissioned, it should be conceived as a full 16-25 model.

#### **9.2.5.4 Element 4: The development of a continuum of provision for children and young people with Social, Emotional and Mental Health Difficulties (SEMH)**

This proposal was viewed as a positive option that would provide better local provision and avoid more expensive out-of-borough placements. The additional elements of Year Six transitional places, close multi-agency therapeutic and counselling support being available on-site, and the development of a continuum of provision including out-reach services that schools could commission were all welcomed.

#### **9.2.6 Alternative Option Proposal**

In the course of these discussions, Oak Lodge Special School put forward a further option to meet expected demand - the creation of a new free special school managed by Oak Lodge for ASD students. They believe this would be viable for the following reasons:

- They have very close links with the NAS. Oak Lodge have twice achieved National Autistic Society Accreditation for whole school provision;
- Two senior members of staff are team assessors for the NAS accreditation scheme;
- They have had two successive outstanding Ofsted Inspections;
- The Headteacher is a National Leader in Education;
- An Assistant Headteacher is a Specialist Leader in Education specifically for Autism;
- Other staff have specialist higher degree qualifications in Autism;
- There are well developed links with other specialist providers and very good working relationships with multi-discipline agencies and professionals;
- Oak Lodge has an established research partnership with Centre for Research in Autism Education at UCL Institute of Education that enables the curriculum and pedagogy to be based on latest developments in neuro-science
- They have already established support for young adults on the spectrum through their management of the Oakbridge provision, established in partnership with Barnet & Southgate College.

The establishment of a separate and specialist ASD provision would help prevent parental expressions of preference for expensive out-of-borough or independent placements and reduce the incidence of tribunal referrals. It would increase parental choice to compete more effectively with other highly specialist resources for Autism from outside LA provision. It would be able to promote a curriculum for young people with Autism that took into account their special interests enabling them to engage in successful learning to promote the achievement of more positive learning and life outcomes.

## 10 PROPOSALS TO MEET FUTURE NEEDS

### 10.1 Maintaining Levels of Inclusion

As noted previously in this report, Barnet has a high level of inclusion, with nearly 60% of children with statements of SEN/EHCPs being educated in mainstream schools. This reflects parental preferences and enables an appropriate level of resources to be allocated to schools. It is essential that this balance between mainstream and specialist places is maintained in the future. If we do not achieve this, we will not be able to provide for the additional numbers with statements/EHCPs in our maintained specialist provision and the result will be an increase in expensive placements in the independent and NMSS sectors. This would increase the amount required for the High Needs Funding block and reduce the amount available for the ISB.

This will be a challenge, and it is proposed that schools and academies are encouraged to adopt the national standards for meeting special needs, such as those promoted by the Autism Education Trust. In order to support schools in meeting this target, Barnet will endeavour to fund a small capital programme for minor works to assist with adjustments to school buildings in support of this aim.

**What additional support (e.g. training, access to expert support services) will schools require to maintain Barnet's levels of inclusion?**

### 10.2 Early Years

As noted previously, the pattern of statementing/EHCPs in the Early Years has shown a considerable increase in recent years. In part, this has been the result of the structure of support available through the Early Years Inclusion fund for Private, Voluntary and Independent settings, which has been limited to a maximum of two terms. As a result, there has been pressure to press for statutory assessment to secure continuing additional funding. In many cases, this is not appropriate and cuts across the purpose of early interventions that reduce the need for additional support later in the child's school career.

It is therefore proposed that the support from the Early Years Inclusion fund is not time limited but reviewed on a termly basis. This should achieve the objective that *Children's special educational needs are picked up early and support is quickly and routinely put in place* as set out in Barnet's Inclusion policy.

**Are there other issues Headteachers have noted regarding the interface between Early Years providers and schools affecting children with SEN?**

### 10.3 Additionally Resourced Provisions

As previously noted, it is clear that the ARPs have developed in different ways and it is proposed that the LA look at recommissioning the services required. We therefore plan, over this term, to develop with the headteachers and heads of the provisions:

- A clear specification for the offer, in terms of curriculum, levels of inclusion and specialist services such as therapies, so that the ARP provision is sustainable and part of a continuing pathway that is an integral feature of the overall framework of specialist provision;
- Exemplar student profiles and provision models as a means of supporting admissions decisions where a judgement about suitability of provision is challenged;
- A clarification of the application of all aspects of the statutory process, to be enhanced by planning for admissions and a better dialogue with ARP leads / Heads to support actual admission decisions.
- A clear set of criteria for determining the establishment of future ARPs to ensure that there is a balance between the size of school, the incidence of SEN generally within the school and the school profile of attainment.

**Headteachers and Heads of ARPs will have the opportunity to comment in detail on these proposals. Do other Headteachers have particular comments to make for us to take into account in developing the new commissioning framework?**

#### 10.4 Commissioning of Therapies

At present, Barnet commissions £0.7m of therapy services from the NHS. In addition, some services are bought by individual schools- the pattern is a little inconsistent. There have been discussions regarding the future arrangements, with options ranging from full delegation to re-centralising all therapy budgets within a borough-wide commissioning framework.

No particular favoured option has emerged from these discussions. Some headteachers have welcomed the principle of further delegation, largely as they have struggled to access the NHS services. Others have argued that access to the borough's contracted services have allowed them the flexibility to select particular areas of specialism required for individual children that direct commissioning at school level could not provide. The difficulty of recruitment and provision of clinical supervision have also been raised.

In general, it seems that a mixed economy may be the best approach, enabling schools with sufficient size of standard need to make their own arrangements and for others to access a wider range of services, as they need them.

**Headteachers views are sought on their preference for commissioning therapies in the future.**

#### 10.5 Providing Additional Specialist Places

As noted in Section 8, the additional ASD places needed through to 2020 have been assessed as requiring a minimum of 6 primary and 11 secondary class bases. There are opportunities to make some of this provision within existing schools and capital plans:

## Primary

Northway Special School: conversion of 2 cloakrooms to provide an additional classroom. This could be achieved quickly and relatively cheaply, and is required to meet demands for primary places in 2015. This has therefore been commissioned.

Cromer Road: the Priority Schools Building project bid included the possibility of additional SEN provision along the lines of a 2 class ARP unit. It is therefore proposed to discuss further this opportunity with the Department for Education and with the Governors and Headteacher of Cromer Road School.

## Secondary

Mapledown: the balance between Oakleigh (80 places) and Mapledown (72 places) is awkward. There is inevitably a greater requirement for secondary places. Although plans for the redevelopment of the school are at the end of the 2020 time frame, we feel it would be wise to look to redeveloping it with an additional 3 classes (96 places).

This would leave a minimum requirement of 3 primary and 8 secondary classes (a total of 72 places) to be provided. Drawing on the analysis within this report, there are three options we feel should be pursued. The following summaries set out the main features, advantages and disadvantages of each:

### **10.5.1 Option A: a new all-age ASD School**

An all-age ASD specific provision, with a clearly defined profile of suitability that differentiated between those suitable for the existing ARP and Special school places, would enable the future demand to be met. High quality ASD specific provision would place the LA in a strong position to reduce out-borough, independent and NMSS placements and is likely to be attractive to parents. It could also attract capital investment.

The very attractiveness of this offer is also potentially a disadvantage. If there is not a clear distinction between the profiles of students for whom this, ARPs and the existing special schools are best suited, it could undermine the existing continuum of provision.

We expect the balance of parental preference for the additional ASD provision in the future to be fairly evenly divided in the primary age range but more weighted to specialist provision in the secondary sector. This option provides both ARP and Special School options in the primary sector (if we include the potential Cromer Road development), but only additional Special School places for the secondary age range.

It will be a challenge to secure the capital funding and find a suitable site, preferably in the west of the borough to minimise journey times for students and transport costs.

As noted in Section 9.2.6, Oak Lodge Special School are keen to pursue, in partnership with other agencies, the concept of a new Special Free School and are aware of the Local Authority's view of the future requirements. This could have the advantage of attracting capital funding from central government

### **10.5.2 Option B: a new Special School Sixth Form Centre and new Primary ARPs**

There are currently 51 students in Oak Lodge in Years 12-14, and 21 in Mapledown. For many of these, and possibly some from ARPs, transfer to a purpose built Sixth Form Centre would offer appropriate provision prior to further education, training or employment. This would create the necessary spaces in the remaining Year 7-11 groups to provide the additional spaces required in the existing (and expanded) Oak Lodge and Mapledown Special schools.

As noted earlier in this report, there is still some work to be done in clarifying the appropriate pathways for young people with SEN aged 16-25. It would be important to ensure that this provision catered mainly for those who currently require the type of curriculum offered by special schools and that this did not attract those students whose pathway currently takes them more appropriately into the F.E. sector. We have been working with Barnet and Southgate College over the past few years to develop this type of provision and if a Sixth Form Centre retained students who currently take this route, it will not free up the spaces we require to meet additional needs in the future.

Unless this was created as a new Academy provision, it is unlikely that this option would attract capital funding from central government as it would be an expansion of existing schools. The issue of a suitable site would also appertain to this option.

With regard to the likely future balance of parental preference, this option does not offer any increase in primary Special School provision beyond the additional class at Northway and the increase in places at secondary level is entirely in the Special School sector.

This would leave the primary requirement for a minimum of 3 additional class bases to be met by the creation of a minimum of one or two new ARPs. In total, therefore, one separate site and one or two expansions on existing or new primary schools would be required.

### **10.5.3 Option C: new ARP Provisions to meet the whole of the additional need requirement**

The third option would be to look for new ARPs to meet all the additional need. At primary level, this would demand a minimum of either two new ARPs (one 8 place, one 16) or one 24 place ARP, which would have to be within a school with at least 3 forms of entry. For secondary schools, a minimum of two new ARPs, each with 32 places, would be required.

This option secures the total of the expansion of specialist places in the mainstream/ARP sector, which may make it more difficult to resist demands for placements in the independent and NMSS sectors.

The issues of capital funding and suitable sites also affect this option.

**Headteachers are asked to consider these three options, as set out in 10.5.1- 10.5.3, the advantages and disadvantages of each, and:**

- **Add any additional advantages/disadvantages that have not been included;**
- **Consider the potential implications for the total continuum of provision;**
- **Comment on the means proposed to deliver the options;**
- **Suggest any alternative options that have not been considered;**
- **Express any preference that you may have at this stage.**