
Meeting	Safeguarding Overview and Scrutiny Committee
Date	20 March 2013
Subject	Review of Funding for Education Provision at Northgate PRU Alongside Tier 4 Mental Health Intervention
Report of	Cabinet Member for Education, Children and Families
Summary	This report outlines proposed funding arrangements for Northgate Pupil Referral Unit (PRU) alongside the tier 4 mental health intervention, with a particular focus on the maintenance of education for young people who may be required to access Child and Adolescent Mental Health Services (CAMHS). Reduced usage of the PRU following the ceasing of the Northgate Clinic tier 3 provision created concern about viability. Financial contributions from Enfield and Haringey are now agreed in principle for 2012/13 to balance the budget. A mixed model for funding (including place plus and hospital provision arrangements) is being proposed for Northgate PRU 2013/14 to maintain stability for integrated services, increase flexibility to support personalisation and increase use of the facility.

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Status (public or exempt)	Public
Wards Affected	All
Key Decision	No
Reason for urgency / exemption from call-in	N/A
Enclosures	N/A
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1. RECOMMENDATIONS

- 1.1 That the Committee note the proposed funding arrangements in year 2012/13 and the revised funding proposals for 2013/14 to maintain education provision at Northgate PRU alongside tier 4 mental health intervention and make appropriate comments and/or recommendations to the responsible Cabinet Member.**

2. RELEVANT PREVIOUS DECISIONS

- 2.1 Safeguarding Overview and Scrutiny Committee , 16 April 2012, Transforming Community and Adolescent Mental Health Services (Decision Item 7) – The Committee requested that the Joint Associate Director of Joint Commissioning and Children’s Services provide a report to the Committee on the future education provision of CAMHS service users in Barnet.
- 2.2 Health Overview and Scrutiny Committee, 15 February 2012, Transforming Community and Adolescent Mental Health Services (CAMHS) – The Committee noted the updated Report - (Decision Item 11).
- 2.3 Health Overview and Scrutiny Committee, 21 February 2011, Barnet, Enfield and Haringey Mental Health Trust Transformation Programme (Decision Item 8). Members of the Committee felt that they needed more time to consider the proposals in detail and requested that an updated report on the Quality, Innovation, Productivity and Preventative Programme with specific reference to Continuing Healthcare, CAMHS Tier 4, and the Recovery Centre, be presented at the next meeting on 31 March 2011.

3. CORPORATE PRIORITIES AND POLICY CONSIDERATIONS

- 3.1 The Children’s Service supports and challenges schools around performance and outcomes to help deliver the Corporate Plan 2012/13’s priority of ‘Sharing opportunities, sharing responsibilities’ and the strategic objective of ‘narrowing the gap for children and young people at risk of not fulfilling their potential’, which is also to be prioritised in the Barnet Children and Young People Plan from April 2013. Achieving this objective continues to be the main driver for the work of the Special Educational Needs and Complex Needs group.

4. RISK MANAGEMENT ISSUES

- 4.1 The authority must provide access to full time education for all young people unless medical needs restrict access. Where there are medical needs the authority must take these into account and provide suitable education arrangements.
- 4.2 Children and young people experiencing psychological and mental health issues require flexible and personalised education arrangements underpinned by effective risk assessment and risk management processes.
- 4.3 The authority has statutory duties in relation to Safeguarding vulnerable children and adults. Failure to meet these duties could present a legal and reputational risk to the Council.

5. EQUALITIES AND DIVERSITY ISSUES

- 5.1 Equality and diversity issues are a mandatory consideration in decision-making in the council pursuant to the Equality Act 2010. This means the council and all other organisations acting on its behalf must have due regard to the equality duties under section 149, when exercising a public function. The broad purpose of this duty is to integrate considerations of equality and good relations into day to day business and to be reflected into the design of policies and the delivery of services and for these to be kept under review.
- 5.2 The Children's Service is committed to 'narrowing the gap' caused by inequalities between different groups of pupils, particularly those who are underachieving, or at risk of underachieving, nationally. The attainment gap at Key Stage 4 (GCSE) for children with SEN was 32%. This gap is likely to be even greater for children and young people experiencing poor mental health.

6. USE OF RESOURCES IMPLICATIONS (Finance, Procurement, Performance & Value for Money, Staffing, IT, Property, Sustainability)

- 6.1 The main focus relates to the stability, viability and sustainability of the current education arrangements provided at Edgware Hospital for young people experiencing significant psychological and mental health issues. The funding proposals are considered on the basis of information currently available to address these issues.
- 6.2 It is considered that an integrated arrangement for education and treatment would be the current favoured and most effective model.
- 6.3 The education arrangements at Northgate PRU represent good value for money in an outstanding provision, for example when compared with out of borough specialist placement costs. The concern of the committee has been sustainability of the arrangements in the short to medium term.
- 6.4 For 2012/13 the cost of maintaining the education element, Northgate PRU, is approximately £380,000 for up to 28 places. A sum of less than £50,000 will be required each from Haringey and Enfield this year to balance the budget. For 2013/14 it is anticipated that Barnet will receive £300,000 from the Education Funding Agency for hospital education places and £80,000 will be allocated to the PRU for place plus funding.

7. LEGAL ISSUES

- 7.1 The Council has a duty under the Education Act 1996 section 19 to provide education for children of compulsory school age. Section 19 (1) states: Each [local authority] shall make arrangements for the provision of suitable education at school or otherwise than at school for those children of compulsory school age who, by reason of illness, exclusion from school or otherwise, may not for any period receive suitable education unless such arrangements are made for them. In January 2013 statutory guidance for local authorities on "Ensuring a good education for children who cannot attend school because of health needs" was published.

Further duties of local authorities are set out in the Children Act 1989 Part III Local Authority Support for Children and Families.

- 7.2 PRUs will for the first time have a budget delegated to their management committee by local authorities under the School and Early Years Finance (England) Regulations 2012 (see 9.29 below).

8. CONSTITUTIONAL POWERS (Relevant section from the Constitution, Key/Non-Key Decision)

- 8.1 The scope of Scrutiny Committees is contained within Part 2, Article 6 of the constitution.
- 8.2 The terms of Reference of the Scrutiny Committees are in the Overview and Scrutiny Procedure Rules (Part 4 of the Constitution). The Safeguarding Overview and Scrutiny Committee has within its terms of reference the following responsibilities:
- To scrutinise the Council and its partners in the discharge of statutory duties in relation to safeguarding.
 - To scrutinise the provision of education (children and adults), special educational needs provision, and the protection and welfare of children.

9. BACKGROUND INFORMATION

- 9.1 This report has been requested by the Safeguarding Overview and Scrutiny Committee. The Committee seeks an update on the Northgate PRU and the CAMHS clinic arrangements, but with a particular focus on education for young people who may be required to access CAMH services as there was concern this may be destabilised by CAMH service changes.
- 9.2 This report is compiled following discussions with Special Educational Needs (SEN) representatives from Barnet, Haringey and Enfield, CAMHS and health commissioners and the Head Teacher of the PRU. Previous reports indicated that Haringey were minded to support in principle the establishment of a block of education places at Northgate PRU for Haringey access and that Enfield were keeping the need for future placements under review.
- 9.3 Two clinical units previously operated at the Edgware Hospital site. These were New Beginnings Acute Unit and Northgate Clinic, (now not operational). As agreed as part of the Tier 4 service business case, with oversight from the Joint Health Overview and Scrutiny Committee (JHOSC), Northgate clinic will be used temporarily to accommodate young people from New Beginnings whilst it undergoes refurbishment. The new unit, to be renamed, aims to be operational by May 2013.
- 9.4 The tier 4 clinical unit of New Beginnings at Edgware Hospital continues to operate at the site with 12/13 beds, with planned expansion to 15-18. The community intervention model for tier 3.5 is being phased in for delivery in all three boroughs.

- 9.5 Moving forward, the expanded New Beginnings tier 4 clinic places (approximately 15 – 18 at any one time) are in effect to be block commissioned (by the three health areas working in collaboration). The overall aims of the service are to:
- Improve the management of acute and complex mental health conditions between Tier 3 and 4 to prevent an escalation in mental health conditions,
 - Reduce the length of stay in hospital
 - Reduce the use of out of Borough placements and improve patient experience of mental health service
- 9.6 From the perspective of Northgate School notionally this could then be regarded as five to six open places for each of the three boroughs (Barnet, Enfield and Haringey) although accurate apportionment would affect this slightly; in practice actual numbers from each authority placed will vary according to immediate need. Other authorities might seek both clinical placements in the clinic and corresponding or stand alone educational placements in the PRU.
- 9.7 This is an attempt to provide an integrated education/mental health provision model both through the community support and intervention approach based in children's own localities, centred on their own schools but also through the Northgate tier 4 clinic/PRU based facilities. This creates a challenge in providing a spectrum of highly personalised arrangements which suit the treatment and education needs of the young people and partnerships with host mainstream schools and colleges.
- 9.8 The young people placed at a clinic such as New Beginnings will require acute and high dependency (HDU) based interventions for short periods of time and will then be transferred to the community with input from their keyworker psychiatrists and psychologists who will manage any fluctuations in their conditions in the most appropriate settings, home, clinic or hospital to achieve wellbeing.
- 9.9 In practice education and CAMHS providers have had to try and work flexibly with the child's immediate needs at the centre in collaboration with host schools in home authorities where possible. Mental health needs can change rapidly. Rarely does the child's educational provision need after initial intervention exactly match their need for clinic intervention and the time scales for continued access may be different. For example they may finish clinic but continue to be engaged in their education at the PRU. Where possible we would seek to work with local boroughs, parents /guardians in the best interest of child, if their preferred choice is an integrated model of care across health and education.
- 9.10 Young people provided for may be extremely vulnerable, for example at risk of self harm.
- 9.11 **Key Issues:** Loss of the Northgate clinic has inevitably in the short term led to fewer on site education placements at the Northgate PRU linked to CAMHS interventions. However from September 2012, the New Beginnings clinic places continue to appear slightly over subscribed (currently approximately 13) and these young people will require access to educational services within the current financial year. It is reported from Northgate PRU that 19 (16 plus 3

who are in process of discharge) are currently accessing the clinic and requiring education support (3 recently discharged, Barnet 8, Haringey 5, Enfield 3). The PRU could cater for 28 places in total.

- 9.12 As previously identified, in the current financial year, Barnet has identified at risk recoupment income as a result of reduced use of the PRU by Enfield and Haringey and in part by other authorities. This is hard to judge accurately mid financial year, but is estimated at around £114k in total, mainly to be split between the two authorities. Barnet's understanding is that the cost of the service to a child should be split across authorities according to the cost of the overall service for the full year, proportionately according to use, so Enfield and Haringey authorities should expect a request for funds to help spread the cost for this financial year. It was in fact agreed at the last JHOSC with the members from both authorities that they would bear a share of the costs based in part on previous usage for 2012/13.
- 9.13 **Education (Northgate):** Northgate provides highly personalised and flexible broad based secondary phase education arrangements for boys and girls aged from 11 to 16 (and through discretionary arrangements in certain circumstances on an individual basis up to the age of 19), not able to fully access their mainstream school for psychological reasons. This can be provided either solely through on site attendance or in combination through negotiated plans with other services and schools. Wherever possible joint work with a school or college will be central to implementation of an education plan either immediately on placement or after a period of support and transition.
- 9.14 From September 2011 admission to the PRU has not been based solely on placement at the clinics but also with support from the placing borough's and Barnet's Complex Needs Panels. This introduces greater flexibility and potential for personalisation, manages risk and improves accountability and monitoring. The nature of the placement and provision is variable according to need and may not need to be solely linked to mental health intervention.
- 9.15 Northgate has been judged as outstanding by OfSTED. It is further under the national spotlight as it has been selected by the Teaching Agency to be the only pupil referral unit in London to be an early implementer in 'teacher training for behaviour' working with Charlie Taylor (architect of the Taylor report on alternative provision). Our provider will be Goldsmiths University.
- 9.16 Northgate School trained staff will be delivering training modules and behaviour workshops. In addition staff will also be observing and training teachers in other main stream settings if they are struggling with managing behaviour.
- 9.17 Over the summer the Teaching Institute encouraged Northgate to become a teaching school. The application process was lengthy and detailed. The application was completed and we are awaiting a response. Requests from schools and academies in other boroughs for assistance have started to emerge. A training intern programme is also in place.
- 9.18 **Education (National):** Our schools and settings will be impacted by the proposals for the raising of the participation age in education to age 18 creating place pressures across the board but in particular for young people with social emotional and behavioural difficulties. This comes into place in

2015. There is a shortage of places for young people with SEBD across North London and independent out of borough CAMHS/Education placements can be expensive.

- 9.19 The draft SEN legislation is a recent publication requiring the Children's Services and Health offer on SEN to be clear by 2014. This will include our arrangements for CAMHS services. The Taylor review of Alternative provision including PRUs (on providing extended and personalised education with the possibility of shared and commissioned provision with mainstream schools and academies) is relevant as are the new proposals for a revised funding model for both SEN and alternative provision (to be in place for 2013/14).
- 9.20 **Review of New Funding Models:** Placing boroughs and in any case Barnet, Enfield and Haringey, should all expect to make a financial contribution to the running of the PRU in 2012/13 under existing financial arrangements.
- 9.21 The new funding model for 2013/14 however ceases inter authority recoupment and suggests a maintained PRU will need to agree how many places it will maintain and for what purposes with their local authority, in this case Barnet, the Education Funding Agency and the Department for Education. PRUs will need to receive directly any agreed "top up" funding from placing authorities.
- 9.22 For 2013/14 Barnet proposes to implement the guidance on school funding reform and preparatory work for this is underway. Options for identifying and drawing down funding and full implications of these different options are still sketchy but all boroughs have worked hard to try and establish their place requirements and how they should be classified for SEN and alternative provision going forward.
- 9.23 Northgate can service 28 places in total. 15 - 18 places would need to be dedicated to young people placed at CAMHS tier 4 to match the clinical placement requirement.

There are two main options which currently appear possible:

- **Place Plus Option** – each PRU directly receives £8k per place against a place number agreed with the home authority. Each placing authority or school with a child provides the rest of the cost of the place as "top up". This could mean that viability funding (the recoupment gap) for Northgate given any shortfall on placements remains largely with Barnet or underfunding leads to destabilisation. Alternatively Barnet, Enfield and Haringey could agree to fund at the required level through appropriate top up arrangements, spreading the cost of any unfilled places.
 - **Hospital Provision Option** – as this is currently understood, the funding for places is provided by National top slicing and the places are thereafter available to any placing authorities.
- 9.24 Since the last JHOSC when the above options were discussed, the Education Funding Agency have agreed to a combination model of funding as outlined above (18 places hospital nationally funded and 10 as place plus funded). However we will need to continue to discuss the feasibility of this approach with the Department for Education (DfE) as we move forward.

- 9.25 In addition to the above main options the PRU can still provide services which can be charged for where appropriate. This might include outreach and functions as a teaching school.
- 9.26 There is concern at the DfE and in Barnet that the funding changes immediately and in the future, in line with a new model, must in the short term allow for continuity and stability. The DfE view is that the outcome should be “business as usual”.
- 9.27 In Northgate’s case it has seemed prudent to identify for 2013/14, 18 places as hospital provision for an integrated mental health intervention/education provision and 10 places for “place plus” funding, providing a different kind of placement experience, not as closely linked to CAMHS tier 4, open to placing authorities and schools.
- 9.28 **Governance Arrangements:** In accordance with national regulations Barnet has established management committees to run their pupil referral units. The management committee must have a strategic role setting out and monitoring the aims and objectives of the unit to ensure children are safe, have their needs met and receive a good standard of education.
- 9.29 Recent changes to legislation now require local authorities to delegate budgets to the management committee of the pupil referral unit from 1 April 2013. The relevant regulations prescribe how PRU’s budget shares are to be calculated and what funds for high needs pupils can be retained centrally by a local authority.
- 9.30 From April 2013, local authorities must delegate to the management committee responsibility to set budgets. Management committees will also have responsibility for all other financial decisions necessary to manage and spend budgets effectively, such as maintaining accurate accounts, signing contracts and deciding on severance payments to dismissed members of staff.
- 9.31 Also from April 2013, responsibility for all decisions about the recruitment and management of staff will sit with the management committee, rather than the local authority. As with community schools, the local authority will remain the employer of staff in pupil referral units and will continue to be responsible for agreeing pay and conditions. The management committee will, however, have responsibility for making decisions about appointing, managing, appraising, suspending or dismissing members of staff. In carrying out the duties with regard to this, management committees must adhere to the relevant sections of the School Staffing Regulations.
- 9.32 Management committees must contain at least seven, but no more than 20 members with a prescribed composition/ratio of types of members.
As a maintained PRU, Northgate has a management committee comprising:

Neil Enright Chair	-	Head of Queen Elizabeth’s School	Community
Vacancy		Director of Children’s Service Representative	LA
Nick Clarke		NB – Lead Consultant Clinical Psychologist	Community
Angie Peake		NB – BAS (Barnet Adolescence Service)	Community
Paula Farrah		NB - Systemic Therapy and Hub Therapy Centre	Community

Athy Demetriades	Headteacher - Northgate School (PRU)	Staff
Beverley Herridge	Assistant Headteacher - Northgate School	Staff
Ravi Bakshi	Admin Manager - Northgate School	Non voting
Bejal Patel	Past Student	Community

9.33 This membership will need to be further developed to be fully compliant with the most recent DfE statutory guidance dated January 2013:

Parent members	At least one, but no more than one-fifth of the total committee.
Staff members	At least one, but no more than one-third of the total committee.
Local authority appointed members	At least one, but no more than one-third of the total committee.
Community members	Must outnumber all of the other members combined.
Sponsor members	Sponsor members are entirely optional but where a committee has sponsor members there must be at least one, but no more than two.

9.34 Presently, there is no parent representative; and the current community membership needs to be aligned with the guidance, which states that, 'when appointing community members, local authorities, or **the management committee**, if in place, must first seek to appoint local representatives from local schools.' Past students can only be community members if they live or work in the area. Community members may not be employees of the LA.

9.35 The management committee does not have to be compliant by 1 April, the date on which the PRU has a delegated budget, but it must become compliant, and it is advisable that it does so as soon as possible. Therefore, LA officers will attend the next meeting of the committee to explain the changes that need to be made, and assist if necessary in the task of reconstituting the committee.

9.36 The management committee meets 3 times per year to consider a wide range of issues including National and Barnet policy implementation, management and performance, budget, staffing, policy development, working practice, health and safety and the maintenance and development of improved integrated arrangements with mental health. The PRU head teacher currently reports to the Assistant Director for Schools and Learning for line management issues and consults with other professional staff within Children's Services including the Principal Educational Psychologist/ Head of Complex Needs as required, with regard to the establishment of appropriate personalised education arrangements and planning. This arrangement contributes to delivery of the statutory responsibility of Barnet Council to make education provision for Children of School Age with Medical Needs and our discretionary arrangements for young people from 16 to 19 to assist in maintaining engagement in education.

9.37 The CAMHS New Beginning Clinic has a multi disciplinary senior management team, led by Shaun Collins, which in turn reports to the Clinical and Operational Director.

The full management structure is:

Suchi Bhandari	Clinical Director
Oliver Treacey	Service Director
Shaun Collins	Assistant Director
Cindy Mukombegumi	Service Manager
Nicholas Clarke	Clinical Lead

- 9.38 All CAMHS services provided by BEHMHT are subject to rigorous clinical governance structures, overseen by the Nursing and Governance Directorate and inspected by the Care Quality Commission.
- 9.39 **Case Management:** *Ensuring a good education for children who cannot attend school because of health needs, Statutory guidance for local authorities January 2013* has just been issued. Barnet policy will need to be reviewed in line with the proposals. This will need to include clearer processes for admittance and support for education for young people beyond statutory school age (which is currently provided). Young people placed at Northgate have a personal education plan. Where CAMHS services are being delivered or services from other agencies are being provided planning incorporates a multi agency perspective. In many cases there will also be a health care plan and an individual and regularly updated risk assessment. There are regular planned joint planning and review meetings and frequent informal consultations in order to inform the best possible joint implementation plans across both health and education provision.

10. SUMMARY OF KEY POINTS

- 10.1 Northgate PRU is currently a little underutilised partially as a result of CAMHS service changes. Base funding is provided by Barnet Dedicated Schools Grant (DSG) and the financial liability for any shortfall in funds lost from recoupment for 2012/13 should be spread by agreement across Barnet Enfield and Haringey.
- 10.2 There will be up-coming demand in relation to raising of the participation age, increases in population numbers and young people with social emotional and behavioural difficulties and the expansion of tier 4 new beginnings is likely to see a demand for more placements. Increased demand could also come from flexible arrangements with host schools to support inclusion and reintegration and prevent exclusion. The Taylor review demands full time education for those young people able to access it. There is a need in any case to fully utilise the 28 places available as the EFA or DfE may question continuation of this capacity.
- 10.3 A mixed model for funding (including place plus and hospital provision) has been agreed by the EFA/DfE for Northgate PRU 2013/14 to maintain stability for integrated services, increase flexibility to support personalisation and increase use of the facility. The dialogue with the DfE over the required place numbers and funding arrangements will continue. Barnet, Enfield and Haringey Children's services will need to collaborate in this discussion and agree the preferred position together. Dialogue will take place with Barnet and

other borough schools to increase the role of Northgate in the delivery of services.

- 10.4 Governance, funding and service delivery arrangements for the Northgate PRU will need to be kept under review in relation to National policy and guidance.

Cleared by Finance (Officer's initials)	CS
Cleared by Legal (Officer's initials)	LC