

### Background

The London Borough of Hammersmith & Fulham's (LBHF) five year strategy for children with high needs, those with Special Educational Needs (SEN) and disabilities, will be implemented in the context of changes in legislation, with the Children and Families Bill enacted by September 2014. The aim of the strategy is to enable LBHF to fulfil statutory duties and support children in achieving positive educational and life outcomes, through the provision of an effective and efficient Local Offer built on strong relationships between parents, schools, education, health and care services and third sector organisations, operating within a Tri-borough framework to achieve commissioning efficiencies and maximise benefits to children and families.

The aspiration is for children and young people aged 0-25 with SEN to make excellent progress; for parents to be included as equal partners in decision-making about their child(ren) and for outcomes and employability, in particular, to be the focus of effective Education, Health and Care (EHC) Planning.

### The context

This five-year strategy is informed by the national and local contexts and tri-borough comparison. The latter offers opportunity for cross-borough analysis and acts as a stimulus for achieving best practice. Patterns of need, tri-borough comparison of placement and spending patterns have informed key strategic goals (see Appendices 1 and 2 and below).

**Key issues:** The London Borough of Hammersmith & Fulham's data indicates a relatively stable number of children with a statement of SEN. Currently few Statements of SEN are maintained post 16 and none to 25 years. A key issue for LBHF is the strategic planning and commissioning of future provision that is matched to need and provides a Local Offer in schools that are good or outstanding. Of note, there have been a number of significant changes in the pattern of need of LBHF children, of note:

- increase - children with autism ( in line with national trend)
- increase – children with speech, language and communication needs (national trend)
- decrease – children with behaviour, emotional, social difficulties (SEBD) (not national trend); may be attributable to proactive development of alternative provision (TBAP) which enables young people with SEBD to have their needs met without the need to maintain a statement of SEN
- decrease – moderate learning difficulties and specific learning difficulties (in line with national trend) may be attributable to effective inclusion of children in mainstream and, in LBHF provision of a range of special school provision for secondary age pupils

**Strategic goal:** Maintain stability in numbers of children for whom LBHF is responsible for maintaining a statement of SEN and/or an EHC Plan pre 16; recognising an increase in numbers attributed to change in post 16 responsibility is anticipated. Review strategic SEN early years, special school, resource base and post 16 planning to ensure provision continues to be matched to need and represents an effective and efficient local offer in schools that are good or outstanding. Specifically focusing on:

- Development of post 16 provision
- Review of SEN outreach

**Key issues:** A process for joined up education, health and care assessment 0-25, involving parents in the co-production of plans has not yet been established. There are variable levels of joint funding of high cost placements across education, health and care.

**Strategic goal:** To establish a tri-borough approach to EHC assessment and planning for children aged 0-25 years including development of a transparent approach to tri-borough education, health and care high cost resource allocation where decisions are made at the level

of delegated authority rather than driven by frontline practice. Establish system for undertaking effective single assessment within the timescale of 20 weeks and with greater involvement of parents in co-production of EHC plans. Complete 98% of EHC plans within 20 weeks, focusing on improved communication with parents.

## **Five Year Strategy 2014-19**

### **A tri-borough Education, Health and Care Local Offer for children with SEN**

The tri-borough Local Offer will describe what is available and how services can be accessed. It is intended to support parents and practitioners plan together effectively for the achievement of outcomes.

A local offer of good or outstanding education, health and care provision which the tri-borough is proud of is expected to support parents' feel confident in local placement, resulting in a reduction in independent/non-maintained high cost placements and associated pressure on the Borough's High Needs Block (Dedicated Schools Grant) and SEN transport costs. Publication of a Local Offer will become a statutory duty for Local Authorities and schools from September 2014.

The five year plan is for development and publication of a tri-borough local offer which is accessible, on-line and defined by:

- area of need - language and communication; cognition and learning; social, emotional, mental health; sensory physical
- age range – 0-5; 5-11 11-16; 16-25
- level of complexity – specialist, targeted, universal and outreach (in education terms – special school, resource base, mainstream and outreach)

In year one and on an on-going basis the Local Offer will be informed by analysis of SEN prevalence data by area of need and consultation and feedback from parents and young people. The plan is to collect and analyse outcome data for children with High Needs to inform evaluation of the effectiveness of provision and future strategic commissioning of the provision that makes up the Local Offer.

A key issue for LBHF is maintaining partnerships with schools to support provision of a mainstream Local Offer, which parents understand and feel confident, can support their child in achieving positive outcomes. The five year strategy for children with SEN will be implemented during a period of continuing changing in nature of the relationship between schools and the LA. The strategic goal is to define the mainstream and special school Local Offer with clear expectations of delivery of provision and effective systems for evaluation and commissioning of future provision.

### **Home to School SEN Transport**

A key element of the five year strategy for SEN transport is the achievement of, short to medium-term reduction in SEN transport overspend tri-borough and long-term sustainable provision with associated, levels of spend. The approach will include the operationalisation of the new passenger transport services contracts, expected to contribute to addressing current levels of expenditure.

Additionally, the tri-borough commissioning of independent travel training will enable young people to be supported in becoming independent within their own community, maximise the use of public transport and reduce reliance on SEN transport. Important to the success of the five year strategy will be creation of an expectation that the offer will, wherever possible, be for

independent travel training and/or use of public transport. During the coming five years the Local Authority will support local special schools in tendering alongside other organisations for delivery of independent travel training services.

The five year strategic development of efficient and sustainable approaches will include review of alternative options, for example, encouraging parents to take the opportunity of a personal budget to support their own organisation of travel arrangements.

### **A transparent, accountable approach to High Needs Block (HNB) Funding**

From 2014/15 children with SEN in LBHF schools will have provision funded in accordance with the new Dedicated Schools Grant (DSG) Schools Funding arrangements, a 'place, plus' model – with a notional SEN budget for low, high incidence needs and 'Top Up' funding. All schools and colleges are provided with a notional SEN budget that they can use to support children with additional learning needs, resourcing support above the per pupil entitlement and up to the value of £6K. It is intended that the majority of children have their needs met from within this allocation. The Children and Families Bill indicates transparency for parents about the notional personal budget available for their child. The tri-borough's five year strategy is to support schools in developing a robust local offer, with published costs for interventions; to support parental confidence and accountability.

The 'Top Up' element of funding is identified within the Local Authority's HNB. Top Up funding is intended to follow individual children with high needs; schools are expected to charge the Local Authorities in which a child is resident for their high needs provision; inter-authority recoupment ended from April 2013. The mechanism for distribution of High Needs Funding is agreed through schools forum with the aim that the local authority supports effective decision-making.

The five year strategy will embed principles of transparency and accountability. The Local Authority plans to support, in the first instance a move from the historic SEN funding model to a genuine Top Up model with accountability to parents and the LA for implementation of an SEN support plan and children's progress. The LA will support schools in recouping costs for out of borough children, with charges for this service being introduced in the second year.

In the medium to longer-term the strategy is, to increase delegation to schools to enable the provision for children with SEN to be responsive and delivered flexibly at the frontline and reduce the percentage of High Needs Funding that is distributed through Local Authority SEN or EHC decision-making processes. This approach will additionally enable SEN case officers to implement the EHC single assessment, providing a key-working approach to casework for those children with the most complex needs.

The five year strategy is to maintain a High Needs Block reference group of school and LA representatives to take joint responsibility for decision-making and accountability. A particular consideration in the short term will be the balance of funding for schools and outreach services or other centrally commissioned provision.

### **Education, Health and Care Single Assessment 0-25 years**

Under the new legislation Local Authorities will be responsible for completing Education, Health and Care assessment and planning within 20 weeks.

Currently across the tri-borough there is variable performance by SEN teams in completing assessment within 26 weeks. To address performance variability and bring tri-borough approaches to casework and decision-making together the SEN service will be re-structured to

create a tri-borough SEN casework and commissioning service and an SEN finance and business administration service. The short-term strategy will address the re-structuring of SEN team management to achieve efficiencies of process across the tri-borough. The medium to long-term strategy will see the adoption of a key-working approach to SEN casework, with parents and young people at the centre of this process. Additionally a more robust approach to aggregation of monitoring data and analysis of the effectiveness of the SEN provision commissioned for the borough's young people will be implemented. It is intended that this data informs future effective commissioning and placement decisions.

The five year strategy to taking forward a joined up approach to single assessment is at an early stage with the publication of a new Code of Practice awaited. Specifically the five year strategy will be significantly determined by the level of eligibility for Education, Health and Care Assessment. The commissioning of expert legal advice to support robust decision-making during the lead up to and following implementation of the new legislation is a short to medium term strategy. The overall development of the plans for implementation of EHC assessment remains an area of strategy under review as a consequence of the stage of enactment.

## Appendix i

### The tri-borough profile of children's special educational needs

The profile of children's special educational needs since 2003 is set out below. The figures relate to the principal category of need as set out in the child's statement. The categories of special educational need are as defined by the Department for Education (DfE).

**Table 1 RBKC**

Category/type of need	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Autistic Spectrum Disorder	28	31	37	46	51	66	76	87	98	109	121
Behaviour, Emotional, Social Difficulties	50	46	42	41	32	31	34	39	42	49	49
Hearing Impairment	18	16	17	15	19	18	18	21	19	21	18
Moderate Learning Difficulties	155	150	140	127	123	108	106	105	106	100	96
Physical Difficulties	15	17	15	15	13	12	10	10	7	6	5
Severe Learning/Profound and Multiple learning Difficulty	43	39	39	36	37	36	31	31	36	34	34
Specific Learning Difficulty	22	23	19	15	13	10	8	8	8	10	13
Speech, Language, Communication	47	54	59	61	62	61	67	64	69	76	79
Visual Impairment	8	10	12	12	12	10	11	11	10	11	10
Other Difficulty/ Disability	5	5	5		5	7	8	10	10	15	14
<b>Total</b>	<b>391</b>	<b>391</b>	<b>385</b>	<b>372</b>	<b>367</b>	<b>359</b>	<b>369</b>	<b>386</b>	<b>405</b>	<b>431</b>	<b>439</b>

Figures as at January each year.

**Table 2 LBHF**

Category/type of need	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Autistic Spectrum Disorder	66	76	75	78	91	91	98	111	137	158	180
Behaviour, Emotional, Social Difficulties	112	125	124	108	109	92	68	69	72	62	52
Hearing Impairment	23	27	32	28	29	21	25	24	23	22	26
Moderate Learning Difficulties	278	298	265	230	191	167	131	105	90	83	81
Physical Difficulties	44	43	40	34	33	31	25	23	24	25	20
Severe Learning/Profound and Multiple learning Difficulty	66	68	74	74	75	74	72	70	74	69	76
Specific Learning Difficulty	35	41	32	43	41	38	27	23	18	19	23
Speech, Language, Communication	119	138	154	164	149	147	147	148	151	143	153
Visual Impairment	15	16	14	12	11	9	12	11	9	10	10
Other Difficulty/ Disability	6	12	10	8	11	13	18	17	11	9	9
<b>Total</b>	<b>764</b>	<b>844</b>	<b>820</b>	<b>779</b>	<b>740</b>	<b>683</b>	<b>623</b>	<b>601</b>	<b>609</b>	<b>600</b>	<b>630</b>

**Table 3 Westminster**

Category/type of need	2003	2004	2005	2006	2007	2008	2009	2010 *	2011	2012	2013 **
Autistic Spectrum Disorder					86	103	119	139	159	159	171
Behaviour, Emotional, Social Difficulties					88	87	91	87	81	84	67
Hearing Impairment					37	30	29	30	32	31	27
Moderate Learning Difficulties					156	155	155	161	160	188	183
Physical Difficulties					22	24	28	37	46	46	62
Severe Learning/Profound and Multiple learning Difficulty					51	48	47	46	45	49	40
Specific Learning Difficulty					38	35	29	34	40	38	41
Speech, Language, Communication					179	210	216	233	242	243	242
Visual Impairment					19	19	21	21	21	22	23
Other Difficulty/ Disability					39	26	49	37	23	15	14
<b>Total</b>	<b>705</b>	<b>715</b>	<b>713</b>	<b>714</b>	<b>715</b>	<b>737</b>	<b>784</b>	<b>825</b>	<b>849</b>	<b>875</b>	<b>870</b>

\* Estimated using trend

\*\*Mid year figures

## Appendix 2

Table below shows Westminster's Profile with regard to the following:

1. Number of Statements of SEN maintained by the LA; as percentage of state funded school population (SEN 2 submission January 2013)
2. As percentage of total child population (DfE)
3. Non-statemented SEN by percentage of state funded school population (school census January 2013)
4. Child poverty - % in income deprived households (Joint Strategic Needs Analysis) - SEN and social deprivation are generally considered to be highly correlated
5. High Needs Block (HNB) Dedicated Schools Grant – includes statement and non-statement funding 0-25 yrs implementation
6. Independent/Non-maintained special school spending 2012/13
7. SEN Transport (non-DSG) 2012/13

	<b>2013</b>	<b>Westminster</b>	<b>LB H &amp; F</b>	<b>RBKC</b>
<b>1.</b>	<b>Statements</b>	850 (3.2%)	630 (3.8%)	440 (3.1%)
<b>2.</b>	<b>% of child population</b>	2.6%	0.17%	1.5%
<b>3.</b>	<b>Non-statement SEN</b>	25%	20%	13%
<b>4.</b>	<b>Child Poverty</b>	37%	36%	21%
<b>5.</b>	<b>HNB</b>	£22,841,000	£17,791,000	£16,158,000
<b>6.</b>	<b>I/NM</b>	£4,487,000	£877,396	£4,141,421
<b>7</b>	<b>SEN Transport</b>	£3,435,908 (overspend £302,678)	£1,724,797 (underspend £418,703)	£1,789,392 (overspend £277,742)

Local Authority performance – statutory compliance key indicators:

<b>2012/13</b>	<b>Westminster</b>	<b>LB H &amp; F</b>	<b>RBKC</b>
<b>% Statements issued within 26 weeks)</b>	70%	100%	93%
<b>% amended final for sec transfer by 15<sup>th</sup> Feb</b>	85%	100%	85%