

**Special Educational Needs and Disabilities (SEND) Strategy  
2019 – 2024**

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**February 2019**

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# 1 INTRODUCTION

1. Harrow and its partners, including schools, colleges, health and the voluntary sector, are ambitious for all children and young people and are committed to supporting them to achieve their best outcomes. For children and young people with special educational needs aged 0-25, this requires partners, to work together to ensure that there is high quality, integrated and inclusive education, and support that is flexible and responsive. The Harrow Special Educational Needs and Disability (SEND) Strategy describes the partners' collective vision and aspirations for children and young people with special educational needs and provides a framework for partners to collaborate to deliver shared priorities for the next five years and setting out how they will be implemented.
2. The SEND Strategy was agreed by Cabinet in July 2014, with a vision, guiding principles and 6 priorities. The priorities were revised and subsequently agreed by Cabinet in July 2016. Whilst there was some progress against the priorities it was not consistent and the vision, principles, strategic priorities and implementation mechanisms were reviewed in the context of other changes both nationally and locally within schools, LA and CCG, in partnership with stakeholders including schools, the CCG and parents in 2018. As a result of the engagement the vision and guiding principles and priorities remained unchanged.
3. The SEND Strategy 2019-2024 outlines the current context for SEND nationally and locally, sets out the vision and guiding principles and four strategic priorities. For each Strategic Priority there is a summary of the progress to date with a high level action plans..
4. The SEND Strategy progress will be reported to Cabinet. In addition, it will be reported to the Children and Young People's Commissioning Executive. A joint commissioning group with representatives from the CCG, Schools and the Local Authority including Adult Social Care and Public Health; and the Local Area Inspection Group.
5. The success of the Strategy will be determined by the ability of the partners to collaborate and recognise their contribution to achieving outcomes for children, young people and their families, and seeing this as part of a life course for those with the most complex needs. It is not a strategy that stands in isolation; in particular it links with the Early Years Strategy and Learning Difficulty (LD) and Autism Strategy, but also the Carers Strategy and the CCG commissioning intentions.
6. The strategy will be implemented during a period when there will be considerable change both within education and across the public sector. The education landscape is already changing nationally and locally with more diverse providers, increasing and changing needs and the new national funding formula implemented from 2018 has significant implications.
7. This is not unique to education. Across the Public Sector significant funding reductions will undoubtedly change the current pattern of service provision within local authorities and the health sector.

8. Over the five year period of this strategy these changes will be embedded and the full impact will evolve overtime. It is therefore important that the strategy provides a clear direction, but retains flexibility to accommodate these changes as they become operational. The Strategy has four Strategic Priorities and within these priorities there is flexibility to review, up-date and re-focus accordingly.

## 2 OUR VISION, GUIDING PRINCIPLES AND STRATEGIC PRIORITIES

### Vision

9. The vision for SEND is ambitious and aspirational, it stretches beyond the boundaries of the local authority to all partners and children and young people with SEND, with or without an EHCP. The vision for the SEND Strategy is:

*All children and young people should achieve the best possible outcomes, to enable them to become successful adults. They should have access to a continuum of good and outstanding educational provision that offers choice, progression and pathways and are supported by high quality, integrated and inclusive services from 0-25.*

### Guiding Principles

10. To realise this vision, the implementation of the SEND Strategy will be guided by the following principles:
  - Maximising the potential of a **continuum of local provision** in Harrow for children, young people and young adults from 0 to 25 years of age.
  - **Developing partnerships** with neighbouring Local Authorities, health other agencies and parents/carers to ensure effective collaboration to meet the needs of children, young people and young adults.
  - Developing an **integrated approach** in the development and delivery of personalised provision, that includes joint decision-making processes between **education, social care and health**.
  - Prioritising **early assessment** of need and ensuring **timely intervention and support**.
  - Every provider, school, college or other setting, in Harrow to have **good or outstanding provision** for children, young people and young adults with additional needs and have access to high quality professional development and support.
  - **Using all data available** effectively to identify issues to inform the strategy and monitor its effectiveness over time.
  - Including **parents/carers and young people's voice** in the development of the strategy.

- Ensuring that current and future **SEND Reforms are an integral element** of the SEND Strategy and progress towards implementation is monitored by appropriate bodies.

### **Strategic Priorities**

11. There are four strategic priorities

Strategic Priority 1: Review in-borough specialist provision in the context of a changing demographic profile, pre-school, school and college organisational changes and other developments

Strategic Priority 2: Review current provision and need for children, young people and young adults with social, emotional and mental health needs to ensure continuum of provision and support. (previously SEBD)

Strategic Priority 3: Improve local education and social care opportunities for post-16 provision working in partnership with other agencies

Strategic Priority 4: Improve outcomes for children and young people (0-25) with SEND and ensure appropriate skilled and qualified staff in all provision.

## **NATIONAL POLICY CONTEXT**

### **Children and Families Act 2014**

12. The Children and Families Act came into effect on 1 September 2014 and contained a range of measures focusing on vulnerable children and their families. Part 3 of the Act refers to reform in the law for the education of children and young adults up to the age of 25 with Special Educational Needs. The provisions of the Act applied from 1 September 2014 with the incremental introduction of Education, Health and Care Plans.

13. The Act introduced:

- new expectations that the views of the child and young person will influence decisions made for their education
- a new SEN Code of Practice (published January 2015)
- a requirement for schools and the Local Authority to publish their Local Offer
- integrated assessment of education, health and care needs for children with significant SEN
- the determination of special educational provision through an Education, Health and Care Plan, as well as any health and care needs the child or young adult may have potentially until the age of 25
- the potential for Local Authorities and Health Services to offer services to parents and young adults through a personal budget
- a duty on Ofsted and the Care Quality Commission (CQC) to inspect local areas on their effectiveness in fulfilling the new duties.

### **National Funding Formula**

14. The Government introduced a National Funding Formula (NFF) for High Needs from 2018-19. High Needs funding has previously been based on historical allocations plus some annual amounts of growth. In order to manage increasing growth for demand and complexity of need, annual funding transfers from the Schools Block into the High Needs Block have been approved by Schools Forum. There is now limited flexibility in transfer and a maximum of 0.5% has been set by the Government. Furthermore, within the NFF, any deficit on the HNB will be the responsibility of the Local Authority.
15. There is a significant and growing shortfall within the HNB across London. A recent survey showed that London boroughs had a total shortfall of £78m in 2017-18 compared with HNB allocations, with 32 out of 33 boroughs reporting a shortfall. Up until now, some boroughs, like Harrow, have been able to contain this within the overall DSG by transferring funding between blocks and/or using brought forward contingencies whilst other boroughs are already reporting DSG deficits. However the introduction of the HNB NFF and restrictions on block movements has highlighted more clearly the significant level of underfunding in respect of High Needs.
16. In Harrow, the introduction of the High Needs NFF has led to a shortfall in funding, compared with the 2017-18 baseline, of approximately £2.9m. This is because there was an overall shortfall of DSG in 2017-18 which was funded by the use of a brought forward contingency managed by Schools Forum.
17. In addition, between 2013-19 there has been an increase in HNB funding of £5.128m (21%) compared with increase in HNB spend of £8.090m (34%) and an increase in EHC plans from 1,168 in January 2014 to nearly 1,700 by October 2018 (46%). The SEND Reforms in 2014 require LAs to support young people with EHC plans aged 0-25 years compared with (broadly) 5-19 years previously. This means that young people are not ageing out (as they previously would) of the system at 19 and more young people continue to enter the system and also at an earlier age.
18. The SEND Strategy will need to ensure that the total resources available are maximised and used most efficiently to deliver the best outcomes. This will be challenging and will require creative and will no doubt over time new ways of working will evolve.

#### **Consultation on proposed new OfSTED Framework**

19. OfSTED are currently undertaking a consultation on the Education Inspection Framework 2019: inspecting the substance of education. The proposed framework puts the curriculum at the heart of the new framework bringing the focus back to the substance of education. There are four judgements of Quality of Education, Behaviour and attitudes, Personal Development and Leadership and Management.
20. The draft criteria are clear that the expectation is that all learners receive a high-quality education. Inspectors will assess whether/when it is appropriate for the curriculum for learners with SEND to be amended to meet their age, aptitude and ability. OfSTED are emphasising the importance of the curriculum that is

designed for learners with SEND being ambitious and meeting their aspirations. The scoping of Strategic Priority 4 will need to reflect and incorporate any requirements that arise from the consultation and the final OfSTED Framework.

## THE LOCAL PICTURE

### Harrow's SEND Pupil Numbers and Needs

21. Like many boroughs, Harrow has experienced significant growth in the pupil population and has implemented strategies to increase the number of school places. Initially this rise in population was experienced in the primary sector and increasing pupil numbers are now starting to emerge at secondary level as the pupils move from primary phase to secondary. There has been an associated increase in demand for special education needs provision for those pupils without an EHCP (SEN Support) and with an EHCP.
22. The number of pupils with SEN Support has remained fairly constant since 2015 and is in line with both statistical neighbours and England. However, there is an increase from 3213 in 2016 to 3600 in 2018 just under 400 pupils. The needs of these pupils are usually met in a mainstream school. Table 1 below presents the data from annual School Census.

Table 1: SEN Support

	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
<b>Harrow</b>	<b>4,840</b>	<b>3,900</b>	<b>3,213</b>	<b>3,600</b>
	<b>14.6%</b>	<b>11.4%</b>	<b>9.2%</b>	<b>10.1%</b>
<i>Statistical Neighbours</i>	59,867	50,104	45,920	44,165
	14.8%	12.1%	10.9%	10.3%
<i>England</i>	1,181,850	986,325	912,170	918,780
	15.3%	12.6%	11.5%	11.4%

23. Overall since 2015, the number of pupils with an EHCP has increased by 37%. The table below presents the number of EHCPs by age and placement. The increase in ARMS placements relates to the increase of provision opened by the Council. The most significant increases are in the early years 157% and over 120 in FE/sixth forms. This increase has an associated impact on the demand for funding for the additional EHCPs. Table 2 below presents the number of EHCPs by Age and Placement.

Table 2: Summary of statement/ECHPs 2015-18 by placement provision

<b>Phase</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>change</b>	<b>% change</b>
Early Years	9	15	22	24	15	157%
Mainstream	537	537	538	552	15	3%
ARMS	69	73	88	114	45	65%
Special schools & academies	425	454	475	497	71	17%
INMSS	119	115	113	109	-10	-8%
AP/EOTAS	19	13	35	67	48	251%
FE/sixth form		93	181	219	219	x
ISP		17	25	29	29	x
Awaiting	7	18	0	13	6	88%
<b>Total</b>	<b>1,185</b>	<b>1,335</b>	<b>1,477</b>	<b>1,623</b>	<b>438</b>	<b>37%</b>

## **SEND Needs**

24. In terms of the largest number of pupils there is an increased presentation of Autistic Spectrum Disorder (ASD) and Moderate Learning Difficulty (MLD). The impact of the increase in the number of pupils with Severe Learning Difficulty (SLD) and Profound & Multiple Learn Difficulty (PMLD) has required further expansion of Harrow's provision in special schools complemented by an increase in out-borough placements.
25. Ensuring that there is sufficient and suitable provision to meet the changing need for pupils is an essential outcome for the SEND Strategy. For particular groups there is a specific focus within the Strategy. For example, the increase in Social, Emotional & Mental Health (SEMH) is significant in terms of provision locally and is the focus of Strategic Priority 2.

## **Provision for SEND in Harrow**

### **Early Years**

26. The Local Authority is required by law to 'report annually to elected council members, and make this report available and accessible to parents'. To fulfil this duty the Council publishes The Childcare Sufficiency Assessment (CSA).
27. The Child Care Sufficiency Assessment (CSA) provides information on how they are meeting their duty to secure sufficient childcare including information about provision and children with SEND attending PVI pre-school settings and nursery classes in schools. There are a range of providers across Harrow and the Early Years Team works with the providers to secure sufficient and high quality support.
28. There are a greater proportion of children with EHC plans and in receipt of SEND support identified within reception classes than in PVI settings and school nurseries. This is due to more children having been assessed and any SEND having been identified, by the time they transition from nursery to reception. The lowest proportion of children requiring SEND support can be found in school nursery settings and the lowest proportion of children on EHC plans can be found within PVI settings.



29. The most prevalent primary need for SEND support children is speech and language/communication needs. This may partly be due to the large cohort of children who do not have English as a first language following large migrant communities settling in the borough, in particular recent arrivals from Romania. The most prevalent primary need for children on an EHC plan is autism spectrum disorder. However, many children with SLCN receive a formal diagnosis later.
30. There is a continuum of provision in Harrow for children with SEND in Early Years. This includes specialist provision at Hillview Nursery School for children with severe and complex needs, 12 FTE places will be available at recently commissioned PVI settings located in 4 Early Support Centres.
31. In addition, the DfE Inclusion Fund provides settings with support for 3 and 4 year olds with SEND (but who do not have an EHC plan) attending early years childcare providers and schools.
32. Providers can claim inclusion funding on a termly basis for funded 3 and 4 year olds identified as requiring SEND support and that are on their SEND register. Those children requiring SEND support are identified via information gathering from progress checks, assessments and observation in conjunction with parental information. The fund is delivered in order for these children to make progress with any or all of the following areas; communication and language, physical development and personal, social and emotional development. The local authority requests evidence on how funding is being used to support children for example, the setting:
- may wish to provide one to one support for a period during the day to provide focussed activities in order to promote listening and attention skills, or language acquisition.
  - may wish to create small group time on a daily basis for children who require additional support.
  - may wish to use the inclusion fund for additional resources such as 'cause and effect' resources to build a child's focus, or purchase some resources which have a clear beginning and end i.e. puzzles for children who prefer to stay in open ended play and find it difficult to move on to another task.
  - may also use inclusion funding to up skill staff through training. This can be through the Harrow Early Years training schedule, bespoke training or outside specialist sources.

### **Schools**

33. In Harrow, most children and young people attend a local mainstream school and there is a range of additionally resourced units to provide more specialist provision. For some children and young people their needs are met at a special school, in or out-borough.
34. Harrow has 59 schools, specifically 1 nursery, 41 primary, 13 secondary and 4 special schools. Additionally there is one Pupil Referral unit and one alternative provision. There is a changing landscape in the schools and they include academies, free schools, VA and community schools. There are the following special schools in Harrow:

**Woodlands School** - 3 - 11 years old pupils with severe and complex needs including autism. 135 places

**Kingsley High School** - 11 - 19 years old pupils with severe and complex needs including autism. 90 places

**Alexandra School** - 4 – 11 years old pupils with moderate learning difficulties autism and/or behaviour emotional and social difficulties. 80 places

**Shaftesbury High School** - 11-19 years old pupils with moderate learning difficulties (MLD)autism and/or behaviour emotional and social difficulties. 175 places.

35. In September 2015, new places were opened at three special schools Woodlands School, Kingsley High School and Shaftesbury High School. The greatest demand is for SLD including autism places particularly for early years and Key Stage 1. A further 12 places were provided at Woodlands Primary School. In addition, the year group sizes at Woodlands have been increased and Years 2 – 4 have approximately 25 pupils. Woodlands is operating at a temporary capacity 135, 15 places above its permanent size. Kingsley has approximately 12 places per year group and will be at capacity in by 2020.
36. An Expression of Interest for a special free school was submitted to the DfE in the Autumn. The bid was for a 130 place although schools for pupils with SLD and autism. This would make a substantial contribution to local provision. The outcome is awaited.
37. Additionally resourced mainstream schools make provision for those pupils with an EHCP to access mainstream school curriculum with appropriate support for emotional well-being and curriculum access. The 5 new ARMS provisions opened in September 2015 have designated places above the school's Pupil Admission Number (PAN) and others are included in the PAN. ARMS provide outreach support for other schools and also access outreach from special schools. Progression from a primary ARMS provision is likely to be into a mainstream secondary school with an ARM with a similar specialism or a special school. Current ARMS provision is presented in table 3.

Table 3: ARMS provision in Harrow

School	Specialist Provision	Number of Places
Hillview Nursery School	severe and complex needs	6
Aylward Primary School	autistic spectrum disorders;	12
Priestmead Primary School		12
West Lodge Primary School		18
Welldon Park Infant School	specific language impairment	7

Elmgrove Primary School	physical impairment	11
Cedars Manor School	hearing impairment	6
Earlsmead Primary School	moderate learning difficulties	12
Whitmore High School	physical impairment	9
	autistic spectrum disorders	12
Hatch End High School	hearing impairment.	9
Pinner High School	autistic spectrum disorders	8 (increasing to 12)
Bentley Wood School	MLD and autistic spectrum disorders	12

38. The model of ARMS provision is being reviewed to:

- Increase provision overall to meet rises in demand
- Provide an alternative to a special school for those parents who prefer a mainstream setting for their children with severe and complex needs.
- Ensure that there is a pathway from primary to secondary schools in ARMS provision where appropriate. Currently, there are 65 places in primary and 32 places in Secondary Schools.
- A further development will be the pathway into post 16 provision.

### **Post 16 Provision**

39. All schools in Harrow have provision for sixth forms, and in the special schools there is provision to Year 14 for some pupils. The most frequent destination for pupils with SEND post 16/18 is HCUC (the merger between the former Harrow College and Uxbridge College). The provision is based at Spring House and has a focus on independence, pre-employment and access to mainstream where possible. There are strong links with Kingsley and Shaftesbury Schools to support transition. Other destinations include Independent Specialist Providers (ISPs) and Oaklands College.

40. Prospects are commissioned to provide independent advice and guidance to pupils for post 16. There are opportunities for access to employment via Project Search and supported internships. The Council works closely with West London Alliance (WLA) to secure opportunities for Harrow's young people.

41. The post 16 age group has experienced the highest increase in ECHPs arising from the SEND reforms and extension of the age range to 25 years. There is a need to increase provision in Harrow to meet the rising demand from the increased age but also the number of pupils in special schools. Strategic Priority 3 has a focus on post 16/18 provision and a 5 day offer. This Priority is very collaborative and requires input from the College, the voluntary sector as well as Adults Social Care (Children and Young Adults with Disabilities) and Xcite to ensure that there is provision in Harrow which is a pathway to adulthood.

### **Out of Borough**

A number of Harrow residents with SEND attend out borough schools for a range of reasons. For example, for pupils attending a mainstream school, a school in a neighbouring borough maybe their closest school. Alternatively a specialist provision may not be available in Harrow to meet needs as assessed in an

EHCP. Since 2015, there has been an increase of approximately 125%. There is a corresponding impact on the funding for out-borough placements. Therefore by increasing local provision in collaboration with providers and parents there is the potential to reduce the dependency on out borough providers.

## **Educational Performance**

### Attainment and Progress for Pupils with SEND

42. The latest results for Harrow schools showed attainment and progress of pupils with special educational needs were overall above national attainment levels. However, work needs to continue to reduce the gap between their attainment and that of other learners. Nevertheless pupils with SEN in Harrow performed better than pupils with similar needs nationally.
43. The percentage of pupils with SEN in the Early Years Foundation Stage achieving a Good Level of Development (GLD) has increased each year, from 13% in 2013 to 25% in 2016, and has overall remained above the national average. However the results fell slightly to 22% in 2017, falling just below the national average of 23%. The SEN GLD gap widened from -53% in 2016 to -57% in 2017 which is four percentage points wider than the national gap figure of 53%.
44. At Key Stage 1, the proportion of pupils with SEN who met or exceeded the expected standard in Reading in 2016 was 31%, this increased to 33% in 2017, compared with 31% nationally. There was an attainment gap of -52% in both 2016 and 2017, which was 1 percentage point narrower than the national gap of 53%.
45. The proportion of pupils with SEN who met or exceeded the expected standard in Writing in 2016 was 24%, this increased to 29% in 2017, which compares favourably to the national result of 21%. There was an attainment gap of -53% in 2016 that narrowed slightly to -52% in 2017, and compared favourably to the national gap of -56%.
46. In Mathematics 32% of pupils with SEN met or exceeded the expected standard in 2016, this increased significantly to 40% in 2017, which is well above the national result of 32%. There was an attainment gap of -51% in 2016, which narrowed considerably to -45% in 2017 which is 6% narrower than the national gap of -51%.
47. At Key Stage 2, the proportion of pupils with SEN who achieved the 'expected standard' in Reading, Writing and Mathematics combined was 15% in 2016, the result increased substantially to 23% in 2017, compared to 19% nationally. There was an attainment gap of -54% in both 2016 and 2017, which was slightly wider than the national gap of -52% in 2017.
48. At Key Stage 4, pupils with special educational needs had an average progress 8 score of -0.24 in 2016 and -0.27 in 2017, which is much better than the national average of -0.59, however this is significantly less good progress compared to the -0.03 score for all pupils. The progress 8 score for pupils with EHC Plans in Harrow in 2017 is -0.71 which is much better than the national

score of -1.04. The progress 8 score for pupils with SEN Support in Harrow of -0.11 is much better than the national score of -0.43. The average **attainment 8 score** in 2016 was 35.6 compared to 31.3 in 2017, which is much better than the national score of 27.1. The attainment of the pupils with SEN at '**9-5 in English & Maths**' was 15.8% in 2017 compared to a lower result of 12.8% nationally.

49. Clearly the gaps in attainment are too wide for pupils with SEN; however the progress rates of these pupils are very good.

#### Exclusions

50. The proportion of fixed-term exclusions for pupils with a special educational need remains significantly lower in Harrow than in its Statistical Neighbours and in England. There has been an improvement over time in the proportion of children with an EHCP who have been permanently excluded. The number of permanent exclusions for children with an EHCP in Harrow's schools has fluctuated from 7 (0.7%) in 2012-13 to 4 exclusions in 2017-18 (0.4%); whereas the national rate has remained constant at 0.2% (2016-17). This shows an average improvement over time but still indicates a priority need.
51. In 2017-18 only 2 pupils (0.5%) in the primary phase with a statement/EHC plan received a permanent exclusion, down from 4 (1.1%) in 2012-13. For pupils with statements/EHC plans in the secondary phase, the number of exclusions dropped from 3 (1.3%) in 2012-13 to 0 in 2015-16 to just 1 (0.4%) in 2017-18.
52. The number of permanent exclusions for pupils on SEN support (therefore without an EHCP) has fluctuated over the last 5 years from 12 (0.2%) in 2012-13 to 33 (0.9%) in 2017-18. This is a significant increase and is a priority area for Harrow.

#### **SEND Resources**

##### High Needs Funding

53. High Needs funding is designed to support a continuum of provision for pupils and students with special educational needs (SEN), learning difficulties and disabilities, from their early years to age 25.
54. There is a duty to admit a child or young person if the institution is named in a statutory Education, Health and Care (EHC) plan. Local authorities use the high needs budget to provide the most appropriate support package for an individual with SEND in a range of settings, taking account of parental and student choice, whilst avoiding perverse incentives to over-identify high needs pupils and students. High needs funding is also intended to support good quality alternative provision for pupils who cannot receive their education in schools.
55. The following are funded from the High Needs Block (HNB).
- Harrow special schools, including academy special schools
  - Additional resourced provision in Harrow mainstream schools and academies

- School places in out of borough special schools and independent special schools
- Educational provision contained in the Education Health & Care Plans (EHC plan) in mainstream schools and academies
- Post 16 SEN provision including Further Education settings
- SEN support services and support for inclusion
- Alternative provision including Pupil Referral Unit (PRU) and Education Other Than At School (EOTAS)

56. The Government introduced a National Funding Formula (NFF) for High Needs from 2018-19. High Needs funding has previously been based on historical allocations plus some annual amounts of growth. In order to manage increasing growth for demand and complexity of need, annual funding transfers from the Schools Block into the High Needs Block have been approved by Schools Forum. Previously there was no limit to the value of transfer permissible.

57. The HNB funding is driven by:

- Basic entitlement factor for each pupil in a special school or special post 16 institution as recorded on the January Alternative Provision census
- Historic lump sum equal to 50% of each LAs historical high needs blocks
- Proxy factors for population, deprivation, health and disability, and low attainment.

58. While the DSG formula does include proxies for high need through deprivation and other measures, and does reflect changes in pupil numbers and general 2-18 population, it does not recognise increasing incidence of SEND.

59. The introduction of the High Needs NFF has led to a shortfall in funding compared with the 2017-18 baseline, of approximately £2.9m. This is because there was an overall shortfall of DSG in 2017-18 which was funded by the use of a brought forward contingency managed by Schools Forum.

60. In addition, between 2013-19 there has been an increase in HNB funding of £5.128m (21%) compared with increase in HNB spend of £8.090m (34%) and an increase in EHC plans from 1,168 in January 2014 to nearly 1,700 by October 2018 (46%). The SEND Reforms in 2014 require LAs to support young people with EHC plans aged 0-25 years compared with (broadly) 5-19 years previously.

61. From 2018-19 the Schools Block is ring-fenced and transfers to the HNB are limited to 0.5% of the Schools Block. For Harrow this equates to approx. £830k. The Schools Forum must be consulted and if it does not agree, the transfer can only be made with the consent of the Secretary of State for Education.

62. There is a significant and growing shortfall within the HNB across London. A recent survey showed that London boroughs had a total shortfall of £78m in 2017-18 compared with HNB allocations, with 32 out of 33 boroughs reporting a shortfall. Up until now, some boroughs, like Harrow, have been able to contain this within the overall DSG by transferring funding between blocks and/or using brought forward contingencies whilst other boroughs are already reporting DSG deficits. However the introduction of the HNB NFF and restrictions on block

movements has highlighted more clearly the significant level of underfunding in respect of High Needs.

63. In addition, between 2013-19 there has been an increase in HNB funding of £5.128m (21%) compared with increase in HNB spend of £8.090m (34%) and an increase in EHC plans from 1,168 in January 2014 to nearly 1,700 by October 2018 (46%). The SEND Reforms in 2014 require LAs to support young people with EHC plans aged 0-25 years compared with (broadly) 5-19 years previously. This means that young people are not ageing out (as they previously would) of the system at 19 and more young people continue to enter the system and also at an earlier age.

64. In addition to the reduced funding pressures on the HNB for Harrow include:

- Increase in EHCPs from 1,185 January 2015 to 1623 in January 2018. A further increase to just under 1,700 by October 2018.
- Complexity of need and cost of provision increasing
- More children with Severe Learning Disabilities (SLD) in Harrow. In-borough SLD provision cost on average £26k-£29k per annum per child compared with out-borough independent SLD day provision which cost on average £47k-£68k per annum per child
- Extended age ranges means CYP are not ageing out (as they previously would) of the system at 19 whilst more CYP continue to enter the system and also at an earlier age
- Increase demand for placements for post 16 and post 19 provision 70% and 156% respectively
- Majority of SEND provision in-borough is at capacity and therefore there are limited opportunities to increase local provision.
- Increase in the number of tribunals and the cost of outcome of tribunals

65. The SEND Strategy four Strategic Priorities will contribute to managing and reducing the pressure on the HNB, however projected overspends in the HNB are unlikely to be fully mitigated by the Strategy alone due to the increase in demand. In addition the Council is:

- Increasing more cost effective local provision and reducing transport costs. The average annual cost of a Harrow SLD special school place is approximately £25k per annum. Similar out borough maintained schools or INMSS are in excess of £30k and £60k per annum respectively. The proposed free school top up funding is £16-19k. these costs are broadly comparable with top rates in current Harrow special schools for a similar need and have recently been benchmarked and identified that they are average and slightly above average compared with out of borough schools and academies offering similar provision.
- Commissioning external advice for future provision, demand management strategies and SEND administration efficiencies
- Negotiating costs
- Maximising the efficient use of early support and intervention to improve SEN outcomes.

### SEND Capital

66. The SEND Strategy will require capital investment to increase local provision, in particular Strategy Priority 1. In accordance with the DfE's Special Provision Capital Fund Harrow was allocated £3.16m over three years starting in 2018/19. Funding for 2018/19 was used to support the expansion of SLD places at Woodlands Primary School. Further proposals and options will be developed linked with the SEND Strategy.

### **Implementation of SEND Reforms**

67. Harrow and partners have made considerable progress implementing the SEND Reforms and embedding the practice. Key highlights are as follows:

#### EHCP Completion and Transfer

68. 57.4% of pupils with SEND in Harrow receive new Education, Health and Care Plans within 20 weeks, above outer London borough's average performance of 56.6%. The London Borough of Harrow has made good progress in transferring Statement of SEND to EHC plans by achieving 99.2% performing better than the outer London borough average and that of Statistical Neighbours and England's averages. SEN levels in Harrow are either in line with or slightly lower than national averages suggesting that London Borough of Harrow is identifying additional support needs and formalizing these into SEN Support Plans or EHCPs appropriately.

#### The Local Offer

69. The Local Offer (LO) in Harrow has been in place since September 2014. It had a significant redesign in 2016 in our aim to provide an offer that is the 'go to tool' for all information in relation to national, local updates, policies and procedures in relation to SEND. Accessibility has been improved on the website by reducing the number of clicks needed to access information and there is an on line feedback form to capture views to tailor improvements in the offer. The Local Offer website now has a translation tool for ease of access for all families. All services are required to keep their entries up to date and the Council has provided training to so service changes can be updated regularly. The site is now mobile and tablet friendly.
70. The LA Education, Social Care and Health partners have ongoing engagement with parents from HP4DC to develop the Local Offer and raise awareness. The Local Offer Services Map on the HP4DC site is a one page birds-eye view of what is available on the main Local Offer website which describes the support available from each service.
71. There is an increase in the awareness of the Local Offer. Parents and Professionals alike have reported that they find it easier to access the website. Many SENCOs use it to support parents in mainstream schools. There is on-going promotion of the Local Offer and it is regularly updated.

#### Preparation for the Local Area Inspection

72. Harrow has established a Local Area Inspection Working Group with the CCG, NHS and school and voluntary sector partners to undertake the preparation for



the inspection but more importantly to continue to review the areas' approach to fulfilling its duties and improving outcomes for children and young people with SEND.

73. The Local Area self-evaluation (SEF) is being prepared with partners to identify strengths and weaknesses and an action plan is being developed to address specific issues. The action plan will mainly contain operational issues, but where there is overlap with strategic matters it is expected that elements will be incorporated into the Strategy.

#### Personalised Budgets

74. Personalised budgets are offered and in place for some young people aged 16-25 to support their educational and social care provision. The LA continues to consider how such options can be developed for young people aged 5-16 in Education.

#### **Commissioning**

75. In line with the Children and Families Act 2014 and SEND reforms, the local authority's role is increasing as a commissioner of services rather than a provider. Harrow commissions a range of services for children and families with SEND. In line with the SEN Code of practice and the guiding principles for SEND these services have been co-designed with partners and stakeholders.
76. The commissioning of the Short Breaks Framework for Children and young People aged 0 – 25 with Disabilities involved parents/carers and children and young people with SEND in the development of services and activities so that they reflected the needs, were fun and exciting whilst contributing to the outcomes within their care plans and provided support to build family resilience. This was achieved through partnership working with the parent participation group Harrow Parents for Disabled Children (HP4DC).
77. The Chair of HP4DC was also a member of the Procurement tender panel and contributed to the award of a framework contract to 8 providers providing a wide range of activities. HP4DC led on the development of a parent/carer group to provide anonymised feedback of the services/activities from a service users' perspective that feeds into the quarterly performance monitoring carried out by the Commissioner.
78. Parents/carers were also involved in the development of the Carers in Harrow Strategy and Action Plan 2018-2021. The voice of the parent/carer continues to be heard through representation by HP4DC who attend and contribute to the quarterly Strategic Action Plan group meetings.
79. The Centre for ADHD and Autism have been commissioned until March 2021 to provide weekly drop-in sessions and a range of specialist parenting courses for parents/carers of children and young people with ADHD and/or Autism to support family resilience and reduce family breakdown. During 2019-20 a review of the services and the needs of families will take place in partnership with parents/carers and HP4DC.

80. The LA has a Service Level Agreement with Shaftesbury High School (a special school) to provide Independent Travel Training. This training enables children and young people to travel independently to and from home to school/college. The skills learnt through the training enable them to continue their independence as young adults and contributes to positive mental and physical health and wellbeing.
81. Harrow commissions Family Action to fulfil our statutory responsibilities in providing Special Educational Needs and Disability Information, Advice and Guidance (SENDIAS). The service receives referrals from parents and young people requiring support around education, health and social care needs.
82. Prospects are commissioned to provide Independent Careers Information, Advice and Guidance which includes a dedicated team of Careers Advisers for young people with learning difficulties and disabilities aged 16-25. Prospects have developed a good relationships with local colleges, employers and have been successful with supported internships for young people with special educational needs.

### **Joint Commissioning**

83. Harrow Council and Harrow Clinical Commissioning Group (CCG) have established a strong foundation to develop joint commissioning across children's services and including services for children and young people with SEND.
84. The Harrow local authority and Harrow CCG collaborate to fulfil their duties for SEND. For example, the CCG is a member of the Tripartite Panel for residential placements. The CCG and LA signed an umbrella section 75 agreement in 2016. This provides a framework for joint commissioning and a clear funding mechanism for local authority and school contributions. This is important for future commissioning particularly where schools are buying services from the provider of the joint commissioned service.
85. Through the Government's 'Future in Mind' programme, the LA and CCG have jointly commissioning Harrow Horizons, a mental health and wellbeing service which combines the LA's statutory function for services for vulnerable children. An expression of interest was submitted for a Trail Blazer as part of the government's continued priority for young people's mental health.
86. The service for CLA Health assessments which includes the identification of the needs for those children with SEND is jointly commissioned. In addition there is joint work to implement the dynamic risk register for children and young people and the A&E pathway for children and young people with LD presenting to A&E.
87. Speech, Language and Communication services, which are jointly commissioned by the LA and CCG, are currently being reviewed in line with the whole system review to ensure that universal and targeted services are robust in supporting low level speech and language needs to improve early identification and reduce the needs escalating. HP4DC have been an integral partner in this process to ensure that the voice of the parents/carers and children and young people are heard and considered.

## **Engagement and the Voice of Children, Young People and their Families and Other Stakeholders**

88. Harrow has established relationships with partners and key stakeholders is committed to developing and enhancing this. The local authority and Harrow CCG work collaboratively and meet on a regular basis as the Joint Executive with Corporate Director and Chief Operating Officer, the Health and Wellbeing Board and Children and Young Peoples Commissioning Executive. Representation by the local authority and CCG on related working groups and panels is established. For example, the Local Area Inspection Group, appointment of the CCG Children's Commissioner.
89. The local authority, including CCG where appropriate, engages with its partners including the regularly through the following channels:
- SENCO Forum
  - Clerks and Governors Termly Forum
  - Headteachers and Directors Meeting
  - Harrow Parents for Disabled Children (HP4DC) Parents Forum
  - Harrow Education Partnership Board
  - Young Harrow Foundation
90. Consultation and engagement with these forums has recently been used to gather comments and suggestions to inform the development of the Expression of Interest for a special free school, the SEND Strategy priorities, the Additional Resourced Mainstream Schools (ARMS) model, the expansion of Woodlands. There will be representation from a range of partners in the delivery of the SEND Strategic Priorities.

### **MONITORING AND EVALUATION**

91. The SEND Strategy progress will be reported to the Children and Young People's Commissioning Executive. A joint commissioning group with representatives from the CCG, Schools and local authority including Adult Social Care and Public Health. Progress will also be reported to Cabinet.

### **LOOKING FORWARD 2018-2020 AND IMPLEMENTATION PLANS**

92. For each of the Strategic Priorities there is a summary of the current position and an outline of the activities that are required over the next 2-3 years. The Strategic Priorities will be implemented through a range of mechanisms including task and finish groups, individual school projects, strategic projects with partners. There will be a senior officer from Education Services for each priority working with partners. The high level activities will be reviewed and developed accordingly with key partners.

**Annexe A**

**SEND Strategy High Level Implementation Plan**

DRAFT

## **Strategic Priority 1:**

**Review in-borough specialist provision in the context of a changing demographic profile, pre-school, school and college organisational changes and other developments.**

### **Current Position**

Since 2015 and September 2018, 177 new places have opened across 3 special schools, 5 ARMS units, a new free school, a local FE college and a nursery school. Whilst new provision has been opened further provision is required to reduce the number of out borough placements. There is relatively no potential to increase provision on the special school sites but there are opportunities within some mainstream schools to create ARMS provision using space available. There have been discussions with schools and partners to develop the ARMS model and a pilot is being planned for September 2019. Additional SEN places are planned in PVI settings from September 2019. An Expression of Interest bid for a 130 place special school for pupils with severe and complex needs and autism has been submitted. Harrow View Primary School, a new free school will include an ARMs provision, opening date to be confirmed.

### **Key Activities 2019**

<b>Workstream</b>	<b>Activity</b>	<b>Lead Officer</b>
Early Years	<ul style="list-style-type: none"><li>• Support PVI SEND provision in Early Support Centres opening September 2019 and monitor up-take of places.</li><li>• Monitor and reviewing deployment of Inclusion Fund to support SEN provision with effect from September 2018.</li><li>• Identify opportunities to support settings with SEND provision</li></ul>	Early Years Team/Early Support
Special School Provision	<ul style="list-style-type: none"><li>• Develop data and intelligence sharing to inform future planning for specialist provision 0-25.</li><li>• Respond to the outcome of the Expression of Interest for a special free schools.</li><li>• Explore with special schools models of provision in the context of the free school and the development of ARMs provision</li></ul>	People Services Strategy/SENARs
Mainstream/ARMS	<ul style="list-style-type: none"><li>• Develop ARMs model of provision to include provision for complex and severe needs.</li><li>• Potential pilot provision from September 2019.</li><li>• Bring forward proposals to increase number of places and ensure a pathway from primary through to FE.</li></ul>	People Services Strategy/SENARs
Respite Provision/Short	<ul style="list-style-type: none"><li>• Explore options to increase respite provision within the borough including in-house provision, commissioning other providers</li></ul>	People Services Strategy and project

Breaks	<ul style="list-style-type: none"><li>Investigate options to extend current models in People Services for ASC for example Enhance Home Care to support families in their home setting (ASC)</li></ul>	group.
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**Success Criteria:**

- A phased expansion programme of SEND provision in Harrow to meet projected increases and changes in demand starting from Autumn 2019
- A reduction in the number of out borough placements because insufficient provision in Harrow
- An ARMS pathway of provision from Early Years to FE
- An increase in opportunities for short breaks/respice provision up to 25 from Summer 2019.

## **Strategic Priority 2:**

**Review current provision and need for children, young people and young adults with social, emotional and mental health needs to ensure continuum of provision and support. (previously SEBD).**

### **Current Position**

Mental Health is a priority for the Government and CCG STP. Related work being undertaken by Harrow's Emotional Health and Wellbeing Board with the LA, CCG and voluntary sector partners includes initial mapping of the Local Offer for emotional health and wellbeing. This will inform the design of pathways and identify gaps. Greater identification of pupils and young people moving educational establishment with SEND, although not always assessed. There is also an increase in the identification SEMH as a primary need in EHCPs and there is a need to ensure that there is appropriate provision pathway for SEN Support and EHCP.

<b>Workstream</b>	<b>Activity</b>	<b>Lead Officer</b>
Monitor current Wellbeing Service	Harrow Horizons core offer for pupils with SEND up to 25 in place. Pathway established between ADHD Support and Harrow Horizons in place Monitor impact	People Service Commissioning
ASD Pathway and Joint commissioning with CCG	To work with ASC and CCG on the development and implementation of ASD pathways including CAMHs.	CYAD
Securing pathways and sufficient provision for pupils with SEND.	Review data on pupil movement for pupils with EHCP and those without from mainstream to other settings to identify trends and potential demand. Explore options to support pupils in mainstream schools to avoid unnecessary movements in both primary and secondary schools. Develop local provision in Harrow, including alternative provision, to meet identified need as supported by the evidence base.	People Service Commissioning
Design service model with Early Support	Established early support model to support Year 7-9 pupils building on pilot established at Canons High School. Engage with schools to develop Early Support model to meet specific school based issues	Early Support

### **Success Criteria**

- Reduction in exclusions for pupils with SEND
- Responsive support for pupils with SEN with social, emotional and mental health needs leading to assessment if appropriate
- Pathway provision for pupils with SEMH

### **Strategic Priority 3:**

**Improve local education and social care opportunities for post-16 and post 18 provision working in partnership with other agencies including colleges and the voluntary sector.**

#### **Current Position**

Prospects provide Careers Information, advice and guidance(CIAG) to young people including those with SEND aged 16-25. Leadership on supported internship, working closely with both the employers and young people and a strong interface with Excite, the Councils Economic Regeneration team, schools and FE Colleges. There are challenges in Harrow due to the absence of large employers; however there is a close working relationship with the WLA. Currently there are 10 places in Project Search and work with West London Alliance (WLA) to establish further supported internships. There are discussions with schools and colleges on curriculum pathways and an acknowledgement that the number of places for in-borough post 16/18 provision needs to increase to meet current numbers in special schools and which is attractive to young people and their families.

<b>Workstream</b>	<b>Activity</b>	<b>Lead Officer</b>
Task Group	Task group to be established to develop a five day offer. Initial focus on pathway for severe and complex needs post 18 developing a model in partnership with FE provider, adult social care and voluntary sector.	Education Services
Curriculum Pathways	Curriculum pathways from secondary to FE sector reviewed and aligned.	Education Services
Employment	Increasing opportunities for entry to employment aligned to pathway and independent and community Working with partners and providers to bid for funding to support increased pathways to and employment opportunities	Economic Development, Commissioning and Education Services
Planning and Transition	Reviewing the planning for transition process and timescale to ensure education, health and social care are aligned Review planning process	CYAD
Adult Social Care Offer	Map ASC offer and VCS. Identify gaps and opportunities. Link with Young Harrow Foundation and Lateral Pilot 5 day offer September 2019.	CYAD

#### **Success Criteria**

- Pilot 5 day offer starting September 2020 developed with partners and young people and parents
- Reduction in out of borough placements



#### **Strategic Priority 4:**

**Improve outcomes for children and young people (0-25) with SEND and ensure appropriate staff skilled and qualified in all provision.**

#### **Current Position**

There is a range of training and outreach support provided from within Harrow. This includes the SEND Knowledge Hub, Harrow Teaching School Alliance (TSA), special schools and ARMS Schools, Early Years Service, Educational Psychology Service. The offer combines support for individual pupils as well as staff training. The newly formed Harrow Education Partnership Board will be a forum to discuss SEND matters as a part of their wider school improvement role. There will need to sufficient staff for new planned provision eg ARMs, expansions but also for the increase number of SEN Support pupils in mainstream schools and settings. Consultation on new OfSTED Inspection Framework has an emphasis the importance of the curriculum that is designed for learners with SEND being ambitious and meeting their aspirations. There maybe training requirements arising.

<b>Workstream</b>	<b>Activity</b>	<b>Who</b>
Specialist provision	Mapping of training provision underway. Development of training offer in partnership with schools, colleges and TSA Exploring web based information sharing. Reporting take-up evolving needs	Education Services
Mainstream provision	Explore offers from Knowledge Hub and HSIP new model Link with specialist provision. Publish comprehensive plan	Education Services

#### **Success Criteria**

- Coordinated training programme that combines training to support individual pupils and schools meet SEND
- Aligned training to ensure support for whole systems approach with interface for universal provision and specialist eg SALT.
- Increased inclusion and reduction in specialist provision over time.
- Training for New OfSTED Inspection Framework (if appropriate)