London Post-16 SEND Review

March 2019

Contents

Executive summary

Context

Local authorities are required to secure sufficient suitable education and training provision for young people with an Education, Health and Care plan (EHCP) up to the age of 25. However, planning post-16 provision for young people with special education needs and disabilities (SEND) is complex. Local authorities therefore need to have a robust evidence base to resolve any gaps in provision, but there has been an absence of good quality information on both demand and supply.

Furthermore, there is a funding crisis in provision for young people with SEND in London, with local authorities reporting significant budget shortfalls. Outcomes for young people with SEND are not as good as their peers without SEND; 9% of young people with EHCPs in London were not in education or training after key stage 4, compared to 5% of those without SEND.

Background to the project

The Area Reviews of London's Further Education provision and the London Adult Community Learning (ACL) Review recommended that more work should be done to determine future SEND demand to ensure that an evidence-based approach can be taken to planning post-16 SEND services.

Mime, who specialise in obtaining insight from educational data to improve the life chances of young people, was appointed to conduct a London-wide SEND review. The purpose of the review was to identify the gap in post-16 SEND provision in London and produce a sustainable methodology for projecting demand that could inform future planning cycles. The project team included SEND specialists and was supported by a steering group that included a range of experienced stakeholders from across London.

The project consisted of five parts; a demand model that projected the number of 16 to 25 year olds with EHCPs with different levels of learning support, an analysis of current supply, a gap analysis, an EHCP review, and stakeholder interviews. Key findings from the analysis were used to derive recommendations for the SEND sector in London. The review took place between January and July 2018.

Key findings

Post-16 SEND demand is projected to rise: The forecasting model projects that the number of 16 to 18 year olds with EHCPs will rise by 5% between 2018 and 2022. The volume of 19 to 24 year olds with EHCPs is projected to remain broadly static in the same time period (see Appendix 1 for data sources).

The trends differ between SEND need types. The model shows that, up to 2022, there will be a continuous increase in demand for post-16 education places for learners with autistic spectrum disorder (an extra 930 places, 29% more than 2018 figures) and for those with a speech and language difficulty (an extra 360 places, a 12% increase). On the other hand, during the same period, the model shows a reduction in demand from learners with a specific learning difficulty (a reduction of 180 places, 15% less than 2018 figures), or a moderate learning difficulty (a reduction of 700 places, a 21% decrease). The differing trends between these four need types are,

in part, likely to reflect changes in diagnoses which in turn will affect the nature of the provision required. When added together, these SEND types comprise approximately 55% of the total 16 to 24 year old demand over each of the next five years.

There is a significant gap between projected demand and existing supply: Overall, in 2021 there will be an estimated gap of 8,950 places for young people with SEND in post-16 education in London, when comparing projected demand with estimated existing supply. This represents approximately 45% of the potential projected demand.

The majority of the estimated gap is driven by gaps in 19 to 24 year-old provision. However, more research is required to validate the assumptions needed for the post-19 estimates, in particular, the proportion of young people with EHCPs who could move into the workplace between age 19 and 24.

Although smaller, there is also an estimated gap of 2,200 places for 16 to 18 year olds with SEND in London. This represents over one in five 16 to 18 year olds with SEND (21% of the overall demand).

Even where the provision does exist, it may not be in the most convenient place for the young person. Overall in London, 44% of young people with EHCPs cross local authority boundaries for their post-16 provision.

There is wide variation between provision in local authorities: There is a marked difference in the picture between different geographical areas of London. Broadly speaking, although there are still gaps, the analysis suggests that provision is relatively well matched in local authorities in the north east of London. Local authorities in the south of London have higher levels of cross-border movement for provision, suggesting that the offer in this area needs further development to ensure that the needs of the area's SEND population can be met locally and in a cost-effective manner.

There is also considerable variability between local authorities in the format and quality of content of EHCPs. Although they are often clearly written, there are gaps in the information required to allow them to be used effectively in post-16 commissioning. Overall, more than half of the EHCPs reviewed lacked a clear focus on Preparing for Adulthood outcomes, and this was particularly true in certain LAs.

Commissioners lack a robust evidence base to make planning decisions: The commissioning process is complex, yet commissioners and providers often lack local intelligence on upcoming demand, affecting their ability to plan for places. More work needs to be done to allow local authorities to start planning earlier.

Recommendations

A range of recommendations have been proposed as a result of these findings. These include:

- Sub-regional hubs to co-ordinate training and share resources between specialist and mainstream providers to upskill the mainstream sector to help them support young people with SEND

- Increasing funding for SEND provision to meet the gaps in supply, including assisting the mainstream sector to support more young people with SEND

- Developing a London-wide register of providers for commissioners and other stakeholders, including information on the destinations of their young people with SEND as an indicator of the quality of provision

- Improving the evidence base used in commissioning, including refreshing demand projections annually and extracting structured information from EHCPs from year 9 onwards, and sharing this with commissioners and providers.

1. Purpose of the report

This report summarises the outcomes of a London-wide review to identify the post-16 SEND (Special Educational Needs and Disabilities) education supply gap in London. It provides recommendations for addressing the gap based on the insights of stakeholders involved in the review. It also suggests a sustainable methodology for analysing projected demand and producing an evidence-led approach to post-16 SEND commissioning.

The work was carried out between January and July 2018.

2. Background to the project

The Education Act 2011 requires that local authorities secure sufficient suitable education and training provision for young people in their area. This includes those over compulsory school age but under 19, or those aged 19 to 25 and for whom an Education, Health and Care plan (EHCP) is maintained. The Children and Families Act 2014 places significant emphasis on a more ambitious approach to developing and delivering services for young people with SEND, with a greater focus on support that enables those with SEND to succeed in their education and make a successful transition to adulthood. However, based on the latest available data, 9% of 16 year olds with EHCPs in London are not in sustained education or training or have an unknown destination[1]. This compares to just 5% of those without special educational needs.

Planning and commissioning of post-16 SEND provision is complex, requiring the needs and views of pupils, parents, providers and local authorities to be balanced alongside stretched public funds[2] and a drive for inclusion[3]. Local authorities frequently report a funding crisis and some struggle with affordability of provision for SEND pupils[4]. In order to plan and commission effectively, local authorities need to have a robust overview of the provision available in their area, and to identify and resolve gaps in provision[5].

Furthermore, to enable young people with SEND to progress into adulthood with the right support, the local offer needs to be well planned. Hence, local authorities need to be able to forecast demand to enable them to plan well in advance.

The Preparing for Adulthood (PfA) programme delivered by NDTi (National Development Team for Inclusion) is leading a focus on supporting young people into adulthood with employment, good health, independent living options, and community inclusion. Advocating the inclusion of

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[1] Key stage 4 destination measures 2016. The data shows that 91% of young people with EHCPs finishing key stage 4 in London in 2015 were in education or training the following year.
[2] 80% of respondents to the 'State of Local Government Finance Survey', published by LGiU and The MJ in 2018, said they were "not confident" in "the sustainability of the local government finance system". https://www.lgiu.org.uk/wp-content/uploads/2018/02/LGiU-MJ-State-of-Local-Government-Finance-Survey-2018-Full-Report.pdf
[3] Evans & Lunt, 2002. The Education Act of 1993 defined educational inclusion as a "Qualified duty to secure education of children with special educational needs in ordinary schools". See 'inclusion' in the glossary for specific features of inclusion referenced in the SEND Code of Practice (2014).
[4] See https://www.naht.org.uk/news-and-opinion/news/funding-news/naht-analysis-of-high-needs-funding/
[5] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/561546/Participation-of-young-people-in-education-employment-or-training.pdf

these four foci in every aspect of planning for young people with SEND, the introduction of EHCPs in 2014, which for every young person 14 years or over should include the four PfA foci, meant that outcomes beyond education were officially mentioned in planning for young people with SEND for the first time. Such a structure has a significant effect on the commissioning process for these young people.[6]

However, there is wide acceptance amongst commissioners and SEND professionals in London that there is a gap in the information available to ensure provision can be effectively planned. For example, the London Area Review that was completed in November 2016 highlighted that data on SEND and high needs provision in London was incomplete and out of date[7]. In parallel, the London Adult and Community Learning (ACL) Review recommended that further work should be done to determine future SEND needs[8].

For the first time, London will see true devolution of skills through the Adult Education Budget (AEB) in 2019/20, which funds the delivery of education and training for learners aged 19 and above. The Mayor set out in his Skills for Londoners Strategy his ambition to use this opportunity to create a holistic skills system to empower all Londoners to access the education and skills to participate in society and progress in education and work. This strategy also suggested that, in order to support the development of a more ambitious approach to delivering services to young people and adults with SEND, an up-to-date picture of demand and supply of provision in London was needed.

In line with the Area Review and ACL Review recommendations, and in order to support the Mayor's Skills for Londoners Strategy, as well as local authority and providers' planning cycles, it was agreed that the Greater London Authority (GLA) and London's boroughs should conduct a pan-London SEND Review working closely with London's providers. On behalf of colleges and services across London and in cooperation with London government, Kingston College successfully applied for Transition Grant funding to the Department for Education to deliver the review.

3. Project approach

This was primarily a data-led review of the current picture across London, although a number of stakeholders were also interviewed. The project had five parts; demand modelling, supply analysis, gaps analysis, an EHCP review and stakeholder interviews. The approach for each of these is summarised below. More detail of the approach to demand and supply modelling is provided in Appendices 1 and 2.

1. Demand modelling

This involved looking at the numbers of young people with SEND already in the education system and projecting these forward to age 25 through to 2022. We used the National Pupil Database (NPD) as the source for anonymous pupil data. This provides the number of young people with SEND with each type of SEN need, split by their local authority of residence. We combined this with their educational level as a proxy for their level of learning support need. More detail is provided in Appendix 1.

2. Supply analysis

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[6] http://blogs.exeter.ac.uk/sen-policyforum/files/2017/07/Preparing-for-adulthood-policy-paper-final-Jul-17.pdf

[7] https://www.gov.uk/government/collections/post-16-education-and-training-area-reviews

[8] https://www.london.gov.uk/sites/default/files/london_adult_community_learning_review_report.pdf

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There is no existing complete dataset on the SEND places available in London, although there are several partial sources. We consolidated a variety of these sources together to produce an estimated capacity dataset including Edubase, DfE Statistical First Releases, the Individualised Learner Record (ILR), the NPD, provider websites and a provider survey. More information is provided in Appendix 2.

3. Gaps analysis

To identify potential geographical gaps, we compared the above demand projections with the supply analysis split by need type. To provide a fuller picture, we also looked at the proportion of existing post-16 provision for young people with EHCPs that is catered for by mainstream provision.

Additionally, since both the demand and supply analysis are based on a number of assumptions, we explored the following which provide another indication of where there may be geographical gaps:

- which local authorities send residents outside of the borough for their SEND provision

- the proportion of young people with SEND that are not in education, employment or training (NEET).

4. EHCP sampling exercise

Since EHCPs are a critical part of understanding the needs of young people with SEND, we supplemented the hard data analysis with a review of a sample of EHCPs. The exercise involved assessing the degree to which EHCPs are being consistently and effectively completed. We also considered changes that might be required to routinely use them as part of an evidence base for future demand for SEND provision. Our sampling exercise was based on 100 EHCPs for young people between age 13 and 16 with a range of need types, resident across five local authorities.

5. Stakeholder interviews

We conducted phone interviews with a range of SEND stakeholders, including representatives from local authorities, schools, colleges, and national and regional bodies supporting young people with SEND. They were asked a series of open and closed questions that covered topics including challenges in commissioning, information gaps, and achievement of outcomes; we also discussed the assumptions used in the demand and supply modelling.

See Appendix 6 for the list of stakeholders interviewed.

4. Key concepts in this report

Given the complexity of the post-16 SEND landscape, in order to produce a data model, we have had to make certain assumptions and simplifications. Some of the key concepts include:

- **SEND**: For the purposes of this report, unless explicitly stated otherwise, SEND refers to a young person with an EHCP or Statement of SEN. However, some young people on SEN Support are included in the model where their primary need suggests they are likely to soon have an EHCP (for example, those with profound and multiple learning difficulties).

- **EHCP**: When we use the term EHCP, this may relate to an EHCP or statement. When the term statement is used it is because EHCPs were not in use at the time.

- **Level of learning support needs**: A learner could require different levels of learning support depending on the specific nature of their need and their previous qualifications. This clearly has implications for the type of provision they require. To include this level of need in the modelling of SEND demand, we used a learner's key stage attainment levels

to categorise their level of learning support need as high, medium or low. More information on how this was done is provided in Appendix 1.

- **Demand**: A young person with SEND may require different support to enable them to achieve their Preparing for Adulthood[9] (PfA) outcomes, including support from health and social care. However, this report focuses on the demand for *education* provision the learner will need to help them achieve their desired employment PfA outcomes.

- **Mainstream**: For the purposes of this report, mainstream is defined as any provision which does not specifically cater solely for SEND pupils.

- **Capacity**: Where there was no available information on the capacity of a provider to support 16-25 year olds and they did not respond to the provider survey, their existing numbers of young people with an EHCP were used to measure their capacity. Also, in some cases, providers do not allocate their capacity to a specific age range; in these instances, we have assumed that the capacity is evenly prorated across year groups. For example, if a school catered for 11 to 18 year olds (i.e. eight distinct age groups), and had 80 pupils with an EHCP, we would allocate a capacity of 30 post-16 year olds (i.e. for age 16, 17 and 18). Furthermore, in the absence of more comprehensive information, we evenly allocate provider capacity between their sites and the need types they support.

- **Acronyms for SEN types**

    The following acronyms are used throughout this report to abbreviate SEN types. These are the SEN types used by schools in submitting information in the school census (a key source of data for this report). The colours shown are those used in the charts in this report that are broken down by need type:

Broad Category	Description	Code
Cognition and learning	Specific learning difficulty	SPLD
	Moderate learning difficulty	MLD
	Severe learning difficulty	SLD
	Profound & multiple learning difficulty	PMLD
Social, emotional and mental health	Social, emotional and mental health	SEMH
	Behaviour, emotional and social difficulty (no longer used)	BESD
Communication and interaction	Speech language and communication difficulty	SLCN
	Autistic spectrum disorder	ASD
Sensory and/or physical needs	Hearing impairment	HI
	Visual impairment	VI
	Multi-sensory impairment	MSI
	Physical disability	PD
Other	Other difficulty/disability	OTH
	No specialist assessment	NSA

[9] https://www.preparingforadulthood.org.uk/

B. Context

This section provides some background statistics for the review to set some context for the demand and supply modelling that follows.

1. How has the picture for SEND London residents changed?

Overall, the number of 0 to 25 year olds in London with EHCPs or statements has increased every year since 2010, as shown below. This is driven by a combination of an increasing resident population as well as an increasing proportion of young people being assigned EHCPs or statements.

**Total number of EHCPs and statements in London, over time (age 0 to 25)**
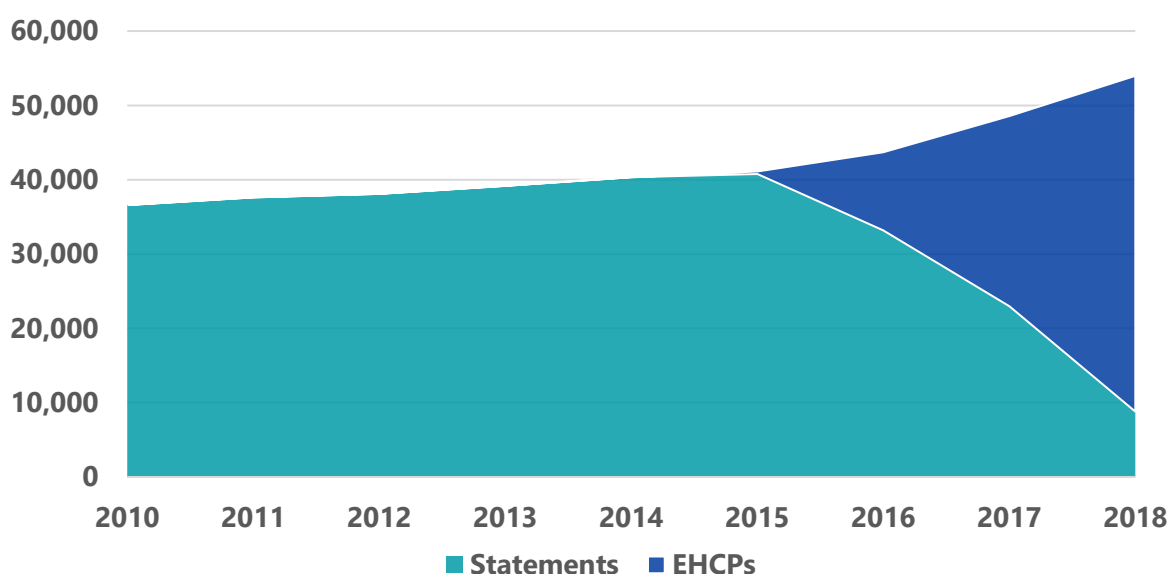
Source: DfE Statements of SEN and EHC plans 2018 Table 3

Since 2015, the rate of increase has quickened. This is in part due to the migration of Learning Difficulty Assessments (LDAs) to EHCPs. From September 2014, EHCPs replaced LDAs for children in post-16 education when they left school and moved to a further education college or sixth form college. The chart below shows an upturn in the number of young people in England[10] aged 16 to 19 with EHCPs from 2015. The increase in young people aged 20 to 25 with EHCPs reflects the fact that statements were not available to those age 20 or above. Note that the upsurge in EHCPs for 20 to 25 year olds in 2017 may reflect the increase in EHCPs for 19 year olds in 2016 who were 20 in 2017, rather than a large number of new diagnoses for 20 to 25 year olds.

Although London-level data split by age range is not available, the England data shows that the overall upward national trend from 2010 was not replicated across all age ranges. The number of 11 to 15 year olds with EHCPs in England actually dropped each year from 2010 to 2016, then started rising again.

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[10] Data was not available for London specifically

Number of post-11 EHCPs / statements in England, by age band
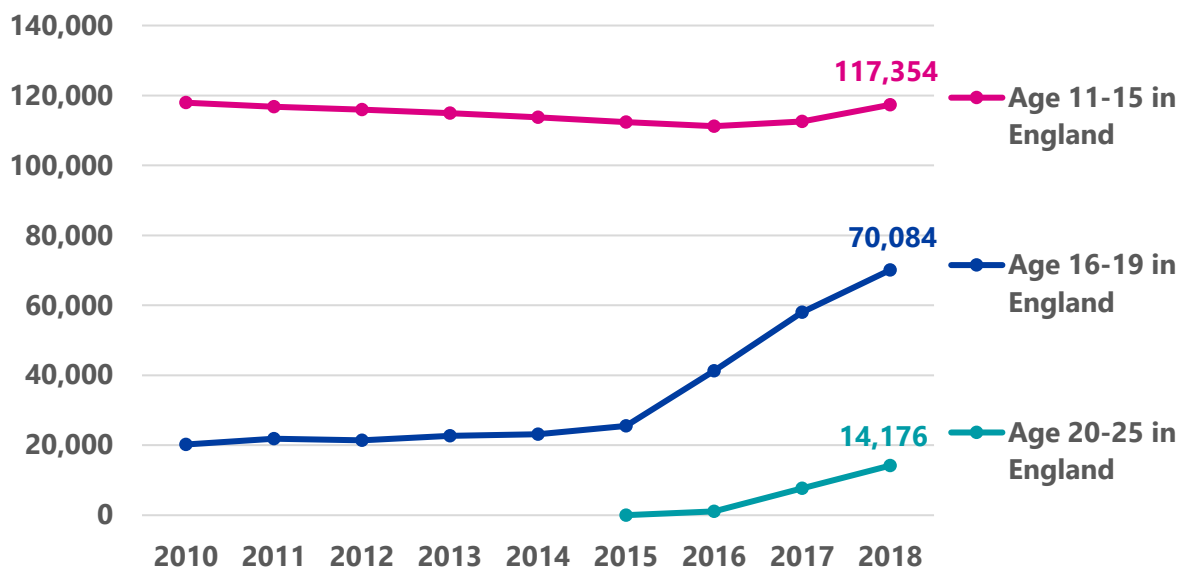
Source: DfE Statements of SEN and EHC plans 2018 Table 1

Using National Pupil Database data, we can drill-down at the London level and explore trends of how incidence of specific SEN types has changed in the school population over time[11]. The analysis below looks at how the need types of 14 year olds have changed over time. We focus on 14 year olds since the demand model projections use this cohort as a baseline[12].

Change in incidence of SEN needs for 14 year olds with an EHCP in London: Higher incidence needs

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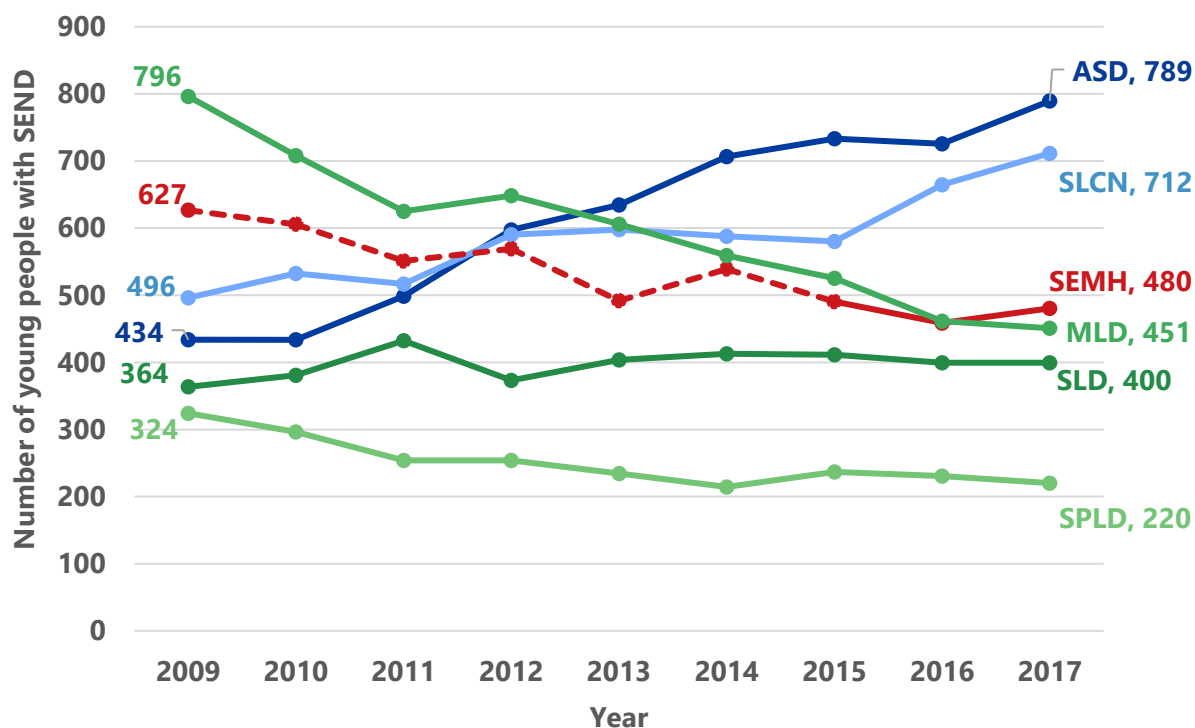
[11] Note that this does not include young people in independent provision or those in local authority maintained alternative provision

[12] See Appendix 1 for more information

Change in incidence of SEN primary needs for 14 year olds with an EHCP in London: Lower incidence needs

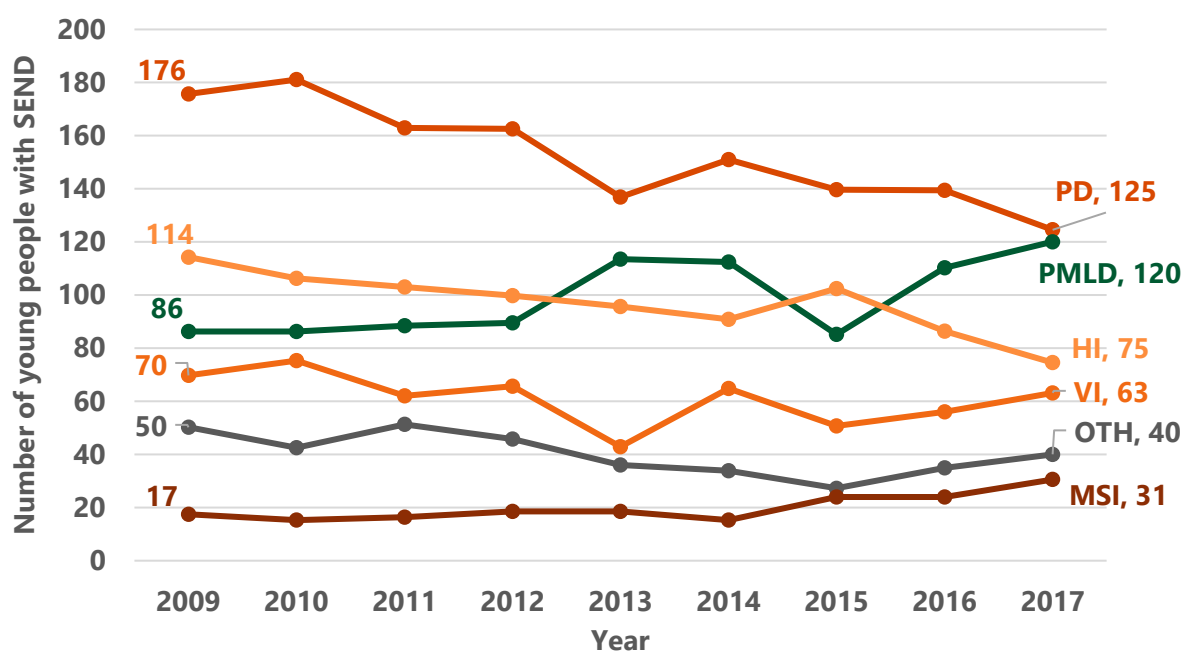Source: National Pupil Database showing EHCP pupils only. It includes an estimated uplift for children in alternative and independent provision, and data is weighted for primary and secondary needs (see Appendix 1 for more information on the uplift and weighting). Acronyms of need types are shown in Appendix 5. Note that SEMH was not available as a code prior to 2015 – the dotted line prior to this shows young people with BESD which is not directly comparable.

State-funded schools record data on the primary and secondary need[13] of their pupils with an EHCP and submit this information through the school census. While the recording of need type is not consistent between schools, and changes may reflect changes in diagnosis rather than incidence, we can use this data to understand significant changes over time.

Overall, the number of 14 year olds with EHCPs in London schools has remained broadly the same since 2009 (approximately 3,500 young people). However, there has been a great deal of change in the specific needs that these cohorts have been diagnosed with. The number of 14 year olds recorded with a primary need of ASD increased by over 80% between 2009 and 2017, and ASD is now the most common primary need. We can also see a large increase of 44% of pupils with a speech, language or communication primary need (SLCN).

Anecdotally, we know that some learners who would previously have been diagnosed with moderate learning difficulties (MLD) or with social and emotional needs (SEMH) are now being diagnosed with autism. Hence, the large increases in ASD are likely to be partly down to a recategorisation from other needs such as MLD and SEMH, and not solely because of increasing incidence of ASD. We can see a drop in the number of 14 year olds with MLD from 796 to 451 (a 43% reduction since 2009), a 32% drop in SPLD and a 23% drop in the recording of BESD (behavioural, emotional and social difficulties) or SEMH amongst young people with EHCPs or statements.

In fact, when added together, the total number of young people with ASD, SLCN, MLD, SPLD and SEMH have remained virtually constant over the nine year period shown, at around 75% of the total EHCP cohort. It is therefore possible that the changes in the recording of these needs are all

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[13] This includes "No specialist assessment" which is not shown in the chart

down to different categorisation by professionals recording the SEN type, rather than a change in incidence.

However, the trend data for BESD and SEMH should be treated with caution for a number of reasons:

- BESD and SEMH are not directly comparable

- Children with both ASD and SEMH will often have a primary need of ASD. In the January 2017 school census there were over three times as many pupils with an ASD primary need and SEMH secondary need than there were with an SEMH primary and ASD secondary need[14]

- Alternative provision data was not available broken down by SEN type, so a simple uplift is used across all need types (see Appendix 1). However, anecdotally we know that alternative provision has a high proportion of young people with SEMH[15], and the number of pupils in alternative provision has been increasing[16]

- There is a changing pattern in the most recent year of data, with a slight increase in SEMH incidence in 2017. With increasing awareness of mental health issues, this trend may continue. The drop between 2015 and 2016 may reflect young people whose primary need was simply mapped from BESD to SEMH to enable completion of the statutory school census in 2015, but were then properly reclassified in 2016.

Notable changes since 2009 for lower incidence need types include:

- an increase of 40% for profound and multiple learning difficulties (PMLD), from 86 to 120, although the pattern has been quite changeable over the last six years

- a reduction in hearing impairment (HI) of 34%, from 114 to 75

- a reduction in physical disability (PD) of 29%, from 176 to 125

Again, these changes do not necessarily mean a fall in incidence; pupils may instead be being categorised with a different primary need.

2. Where are London's young people with SEND?

Overall in London, 1.8% of 0 to 25 year olds have an EHCP, which is the same as the England average[17]. However, different local authorities have different approaches to the process of issuing EHCPs. We know, both from the feedback of interviewees and from the data, that this is reflected in the proportions of the local population with EHCPs or statements.

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[14] Based on January 2017 school census data from the National Pupil Database (London residents only)

[15] www.ippr.org/files/2017-10/making-the-difference-report-october-2017.pdf

[16] www.gov.uk/government/statistics/schools-pupils-and-their-characteristics-january-2016 and www.gov.uk/government/statistics/schools-pupils-and-their-characteristics-january-2018 showing that the number of pupils in alternative provision academies nationally increased from 3,628 in 2016 to 5,901 in 2018, and the numbers in local authority academies increased from 22,032 to 22,848 in the same period

[17] Based on DfE's Statements of SEN and EHC Plans 2018 and GLA and ONS age 0 to 25 population projections 2016

Proportion of 0 to 25 population with EHCPs by local authority
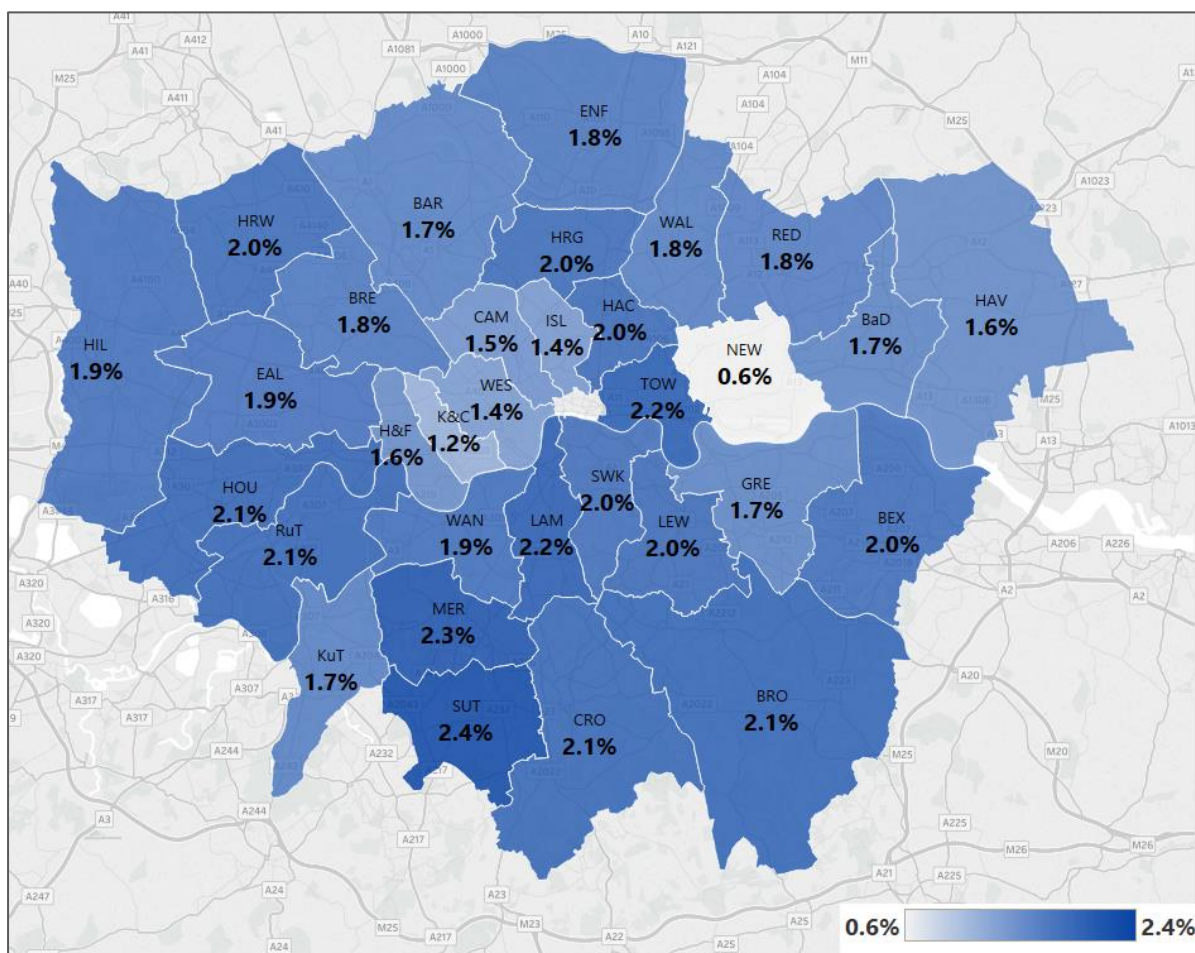
Source: DfE - Statements of SEN and EHC Plans 2018 and GLA age 0 to 25 population projections 2016

On the map, the darker the shade of blue the local authority is, the higher its proportion of 0 to 25 year olds with an EHCP. The five north central London boroughs have relatively low proportions of EHCPs, but Newham has by far the lowest proportion, with just 0.6% of 0 to 25 year olds with an EHCP – less than half the percentage of the next lowest London authority (Kensington and Chelsea at 1.2%).

Pathways of young people with SEND

Young people with SEND are in a range of types of institution pre-16 and have numerous destinations post-16. The main destinations are summarised in the diagram below. Note that the size of the blocks is not based on actual data on volumes of children and that not all potential destinations are shown; for example, a small number of young people with SEND will be educated in mainstream independent schools or home schooled.

Pathways after Year 11

Year 11	16-18	19+
State-funded Mainstream School	State-funded School	Higher Education
	Further Education College	Further Education / Adult Education College
	6th Form College	
State-funded Special School	State-funded Special School	Independent Special College
	Independent Special School / College	Apprenticeship / Internship / Training
Independent Special School	Apprenticeship / Internship	Employment
Alternative Provision	Employment with training	
	NEET	NEET

Percentage of young people with EHCPs in mainstream education
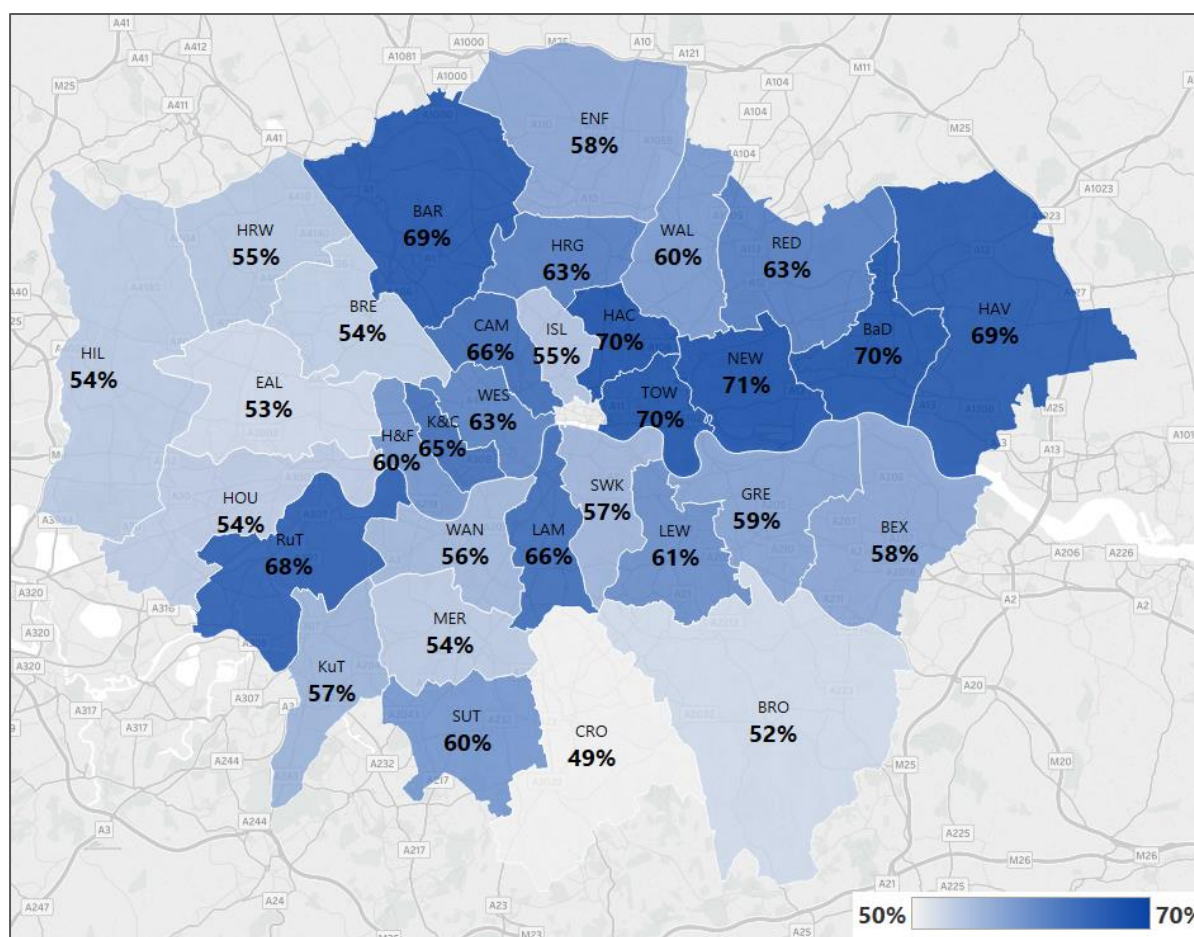
Source: DfE - Statements of SEN and EHC Plans 2018 for all ages (from SEN2 returns). Includes mainstream schools and academies, including those with SEN units and resourced provision, and non-specialist post-16 institutions

It is frequently considered preferable to place young people with SEND in mainstream, rather than specialist, education for reasons for inclusion[18]. However, the requirements of the local

[18] The Centre for Studies on Inclusive Education state that inclusion means "Increasing the participation of students in, and reducing their exclusion from, the cultures, curricula and communities of local schools." http://www.csie.org.uk/resources/inclusion-index-explained.shtml

population, parental choice and the quality and capacity of schools to support different needs mean sometimes this does not happen. The proportion of 0 to 25 year olds placed in mainstream education ranges from 49% in Croydon, to 71% in Newham. Many of the local authorities with higher proportions in mainstream are in north east London, while many of the local authorities in west London have lower proportions in mainstream.

3. Use of independent provision

Use of independent provision for young people with EHCPs, by LA
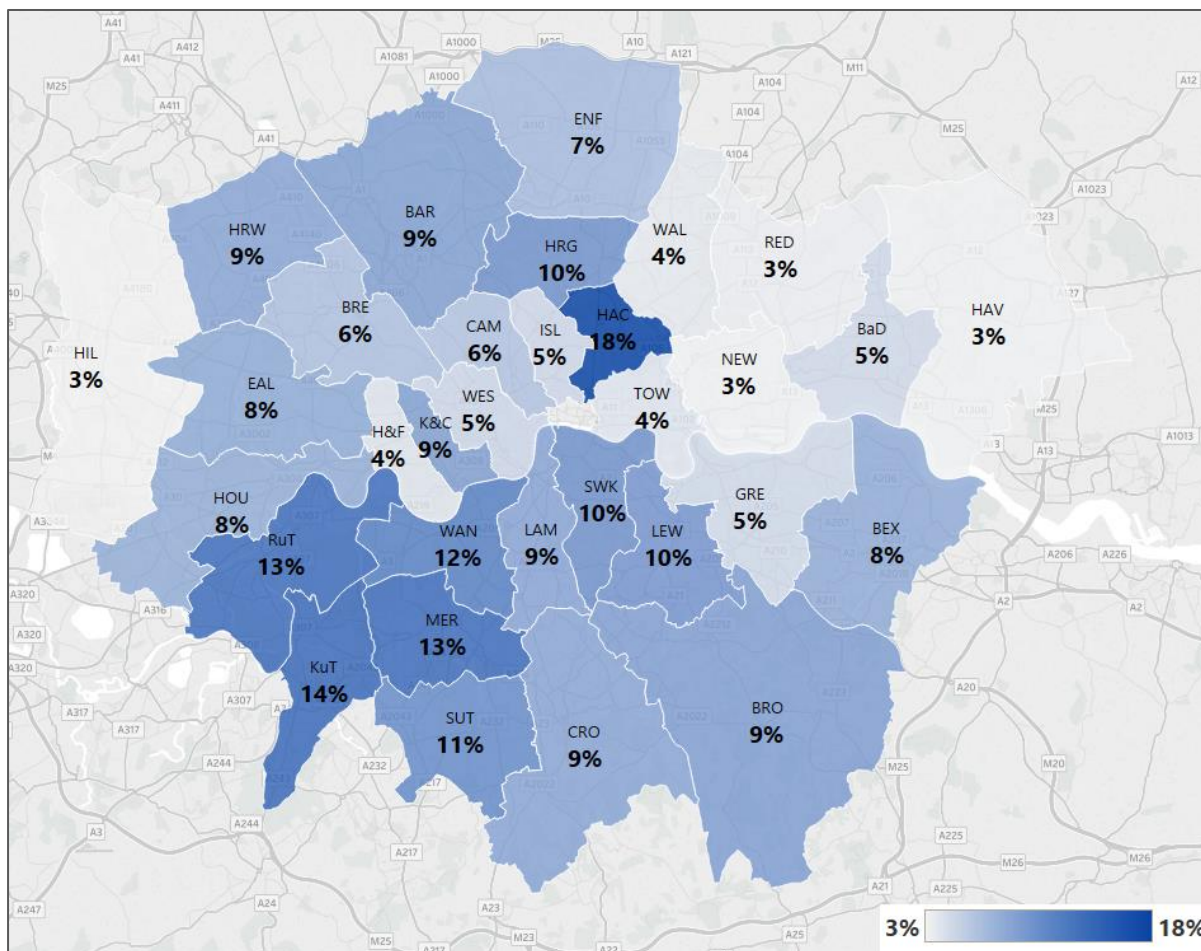
Source: DfE - Statements of SEN and EHC Plans 2018 for all ages (from SEN2 returns). Includes independent, independent special, early years private, voluntary and independent providers, and post-16 specialist institutions.

Overall, more independent provision is used in London than elsewhere in England. Across all age ranges, 7.8% of London's young people with an EHCP are in independent provision, compared to 6.5% in England as a whole. Local authorities with low proportions of independent placements are shown in lighter blue or white in the map above. There is much variation within London, ranging from 3% in many of the north east London boroughs and Hillingdon, to 18% in Hackney. Boroughs in south west London (Richmond, Kingston, Merton, Sutton and Wandsworth) also use relatively high proportions of independent provision.

While not specific to post-16 provision, this data highlights which local authorities are more reliant on independent provision[19]. Geographical areas needing to access more independent

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[19]A report published by the Audit Commission in 2007 ('Out of authority placements for special educational needs') states that "In 2006 the average cost of placing a pupil in an out of authority placement was estimated to

provision are more likely to be those without sufficient suitable state-funded provision nearby. However, it is important to note that in May 2018 the government announced a new £50m fund to create extra places and facilities in mainstream schools for children and young people with SEND[20]; the money will be available for use by academies and free schools, as well as special units, special schools and FE colleges. The Department for Education hopes that the fund will help create 740 more special school places and provide new specialist facilities to support learners with complex needs. This may mean that there is more suitable state-funded provision available for young people with SEND who would otherwise have been placed in independent provision.

4. Off-rolling before Year 11

Recently, the schools' regulator, Ofsted, has highlighted concerns over instances of off-rolling[21] pupils before they count in schools' public accountability measures[22]. As part of the data modelling in this project, it was important to consider the extent to which learners in Year 10 or earlier were not visible in schools' data in Year 11 because they were no longer on-roll in a school. As previously reported[23], these learners often have SEND and may have moved to alternative provision, which is not covered by the same data collection as mainstream schools. The table below shows the percentage decrease in the size of EHCP cohorts[24] for London residents in state-funded education between 2012 and 2017, split by their level of education support needs (based on key stage 4 results) and SEN type.

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be £57,150 a year. The average unit cost is estimated to have increased by 30 per cent in real terms over the same period. This suggests that most of the increase in spending by councils is due to the increased cost of placements rather than the increases in the overall number of pupils being placed in out of authority schools." The report also highlights that "On average, London and the South East are the highest spending areas". They found that independent school placement budgets "are often overspent ... over half the councils responding [to the survey] had overspent their budget in 2002/03, 2003/04 or 2004/05". http://dera.ioe.ac.uk/6381/7/ooa-sen-nr_Redacted.pdf

[20] https://www.nurseryworld.co.uk/nursery-world/news/1164602/new-gbp50m-fund-to-create-extra-places-and-facilities-for-children-with-send

[21] The practice of removing a child from a school's roll, for example by moving them into alternative provision

[22] https://educationinspection.blog.gov.uk/2018/06/26/off-rolling-using-data-to-see-a-fuller-picture

[23] https://educationinspection.blog.gov.uk/2018/06/26/off-rolling-using-data-to-see-a-fuller-picture: "For example, around 30% of pupils who leave their school between years 10 and 11 have special educational needs, against 13% of all pupils"

[24] Note that this is not a pure off-rolling analysis since it compares overall cohort sizes between year groups for the purpose of demand forecasting rather than tracking individual pupils over time

Change in roll numbers for EHCP cohorts by need type and level of learning support needs

| | % year on year change (negative means cohort reduces in size) | | | | | | | | | | | |
| | Age 11 to 12 | | | Age 12 to 13 | | | Age 13 to 14 | | | Age 14 to 15 | | |
	Low (KS4 Level 2)	Medium (KS4 Level 1)	High (KS4 Below Level 1)	Low (KS4 Level 2)	Medium (KS4 Level 1)	High (KS4 Below Level 1)	Low (KS4 Level 2)	Medium (KS4 Level 1)	High (KS4 Below Level 1)	Low (KS4 Level 2)	Medium (KS4 Level 1)	High (KS4 Below Level 1)
SPLD	+3%	+7%	+2%	0%	+3%	-3%	+2%	+6%	+1%	-3%	0%	-11%
MLD	-10%	0%	+2%	+3%	0%	+1%	-12%	-2%	+1%	-5%	-2%	-4%
SLD		-14%	+2%		-2%	+1%		-9%	0%		0%	0%
PMLD			-1%			-1%			+2%			+3%
SEMH	+7%	+5%	+4%	+13%	+9%	+8%	+3%	+5%	+4%	+1%	+2%	-1%
SLCN	-2%	+3%	+3%	-2%	+3%	0%	-6%	+1%	0%	+1%	+2%	-8%
ASD	+2%	+3%	+1%	+4%	+4%	0%	+1%	+1%	+1%	-1%	+3%	-2%
HI	0%	0%	-1%	0%	-2%	-4%	-6%	-2%	-2%	-3%	-2%	-2%
VI	+1%	0%	-7%	+2%	+1%	+2%	+8%	+4%	+8%	-2%	-12%	+11%
MSI												+5%
PD	+3%	+1%	-4%	+6%	0%	-1%	+2%	+4%	-7%	-1%	-3%	-9%
OTH		0%	-6%		-7%	+10%		-7%	+1%		+3%	+4%

Source: NPD school census data for London residents 2012 to 2017, with the exception of SEMH which is based on data from 2015 to 2017. Cohorts with an average of fewer than 10 pupils per year are greyed out.

Cohorts that decrease in size between year groups are shown in red. Our analysis shows that, in London, most of the cohorts of pupils with SEND drop between year 10 and 11. This contrasts with the growth in the cohorts at earlier ages since usually there is more identification of SEND as a cohort ages. The reduction in size is greater for learners at higher levels of learning support need (i.e. those likely to achieve fewer qualifications at key stage 4), particularly for those with specific learning difficulties (SPLD), speech and language needs (SLCN) and physical disabilities (PD). The reduction in cohort size for those with social, emotional and mental health difficulties is less pronounced (-1% for high level of need). However, this is a marked difference from the increases seen at earlier ages so the off-rolling effect is potentially offset by increasing incidence. Indeed, there is evidence that off-rolling of the SEMH cohort is particularly prevalent[25].

It should be noted that some of the cohorts, such as visual impairment, are small in size which means the data is relatively volatile.

The analysis suggests that off-rolling is likely to be occurring in London and affecting pupils with SEND as they approach key stage 4 exams. The higher the level of learning support needed for the pupil with SEND, the more likely they are to off-rolled.

As a result of this issue, our model uses the year 10 cohort as a baseline for projecting post-16 demand rather than year 11.

5. What happens to young people with SEND after school?

Destinations after key stage 4

Although the data is old, we can look at published destination statistics to understand where statemented[26] pupils went after completing year 11 in 2014[27].

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[25] https://www.ippr.org/files/2017-10/making-the-difference-report-october-2017.pdf

[26] The SEN reforms had not been implemented at this stage so the analysis looks at young people with statements rather than EHCPs

[27] Note that this data is not directly comparable to the figures in Section A for 2015 destinations which are not broken down by specific destination.

Destinations of London mainstream schooled pupils after key stage 4 in 2014
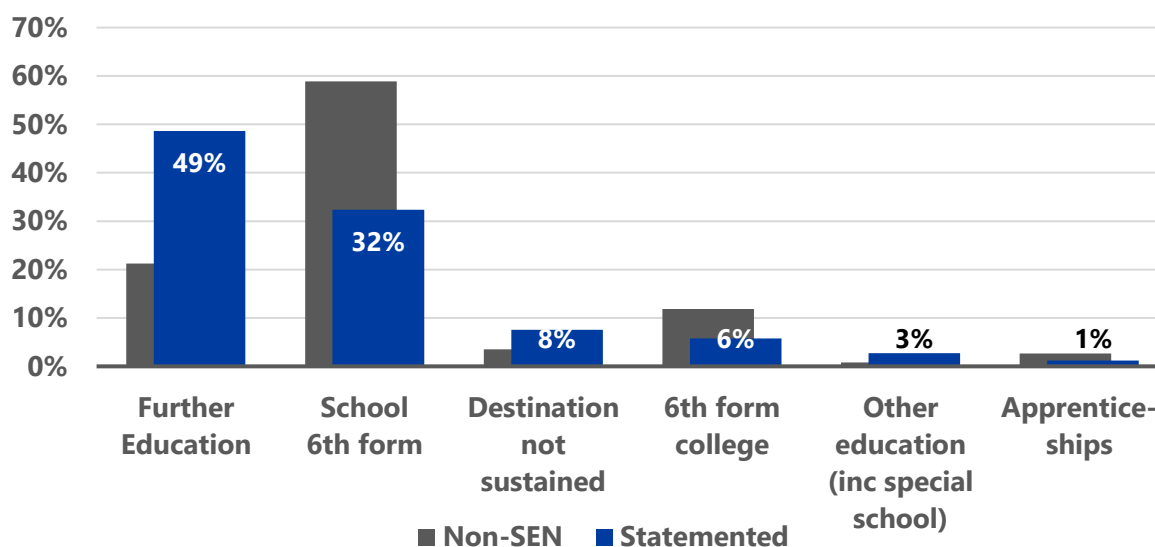
The latest available key stage 4 destinations data for London's statemented pupils (2014) shows that around half went into further education after the end of statutory schooling. This compares to 22% of pupils without SEND. Statemented pupils were less likely than those without SEND to go to sixth form in school or to sixth form colleges, which reflects the fact that these institutions tend to focus on level 3 courses for learners (our model classifies these as having a low level of learning support needs). 8% of statemented pupils had a "destination not sustained" (effectively meaning they become NEET) after key stage 4, twice the proportion of those without SEND. This means a large proportion of statemented learners did not get the provision they needed from age 16.

We can also look at the destinations of special school pupils after key stage 4.

Destinations of London special school pupils after key stage 4 in 2015, compared with mainstream
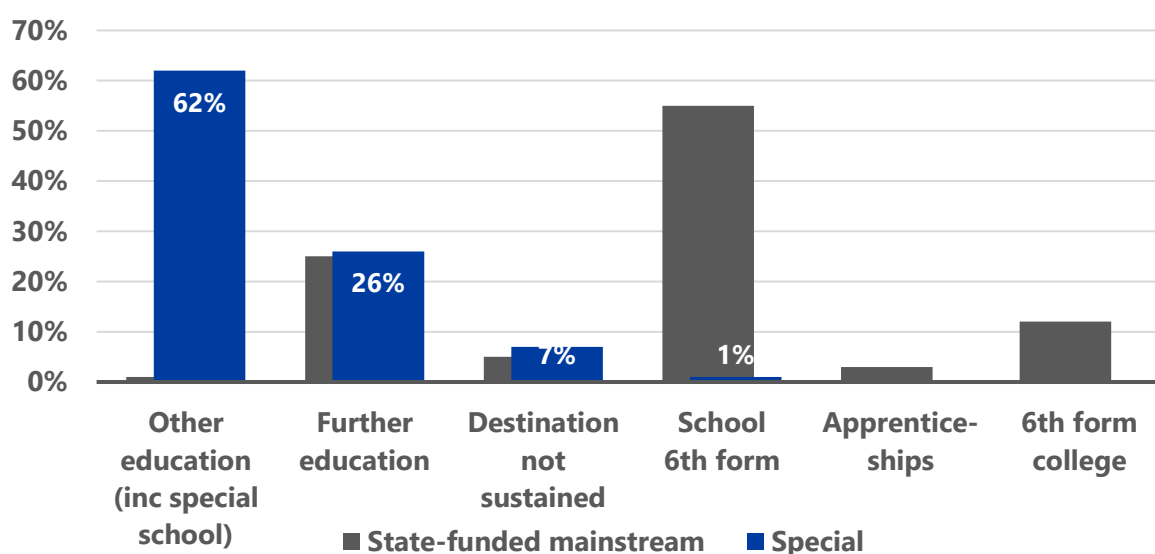
In 2015, 62% of young people in special schools remained in a special school or went to a specialist post-16 institution[28], while a quarter went to further education (a similar proportion to those leaving mainstream schools). One percent leave a special school to join a mainstream school. Seven percent have a destination not sustained, compared with 5% of those from mainstream schools in London. The destination not sustained figure from special schools nationally is 10%, so in London young people are slightly less likely to become NEET having left a special school compared to those leaving special schools nationally.

Destinations after key stage 5

The published destinations data for key stage 5 only includes pupils already on a Level 3 programme[29] so is only a partial dataset for young people with an EHCP, many of whom do not reach Level 3. However, the data shows that, over the last 5 years, approximately 18%[30] of London's 19 year olds with EHCPs/statements have reached Level 3[31], which is considered the minimum threshold for accessing higher education. This compares favourably with the national figure of 13%.

Use of further education colleges

Data submitted by local authorities through the SEN2 return[32] allows us to see the proportion of young people with an EHCP that are in FE colleges. Since the total number of young people includes those too young to be enrolled in an FE college, the percentages appear low[33]. However, it is still a useful measure to show which local authorities appear to be placing young people with EHCPs in colleges more than others. Overall in London, 9.9% of young people of all ages who had an EHCP were placed in an FE college, compared with 12.5% in England overall[34].

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[28] This is based on the DfE's "other education" category. However, strictly speaking, a small number of these may have gone to alternative provision or an independent mainstream school, since these are also included under the "other education" category.

[29] Specifically, students aged 16 to 18 who have entered A levels or other level 3 qualifications (of at least the size of 1 A level).

[30] Source: Level 2 and 3 attainment by young people aged 19 in 2017

[31] The equivalent of at least two E grades at A Level

[32] Statutory return completed by local authorities providing information on young people with EHCPs

[33] Percentages are based on all 0 to 25 year olds with EHCPs since the data is not available split by age range at a local authority level.

[34] The latest DfE destinations data for the 2015/16 cohort shows that overall London's young people are less likely to attend a further education college than elsewhere in the country (i.e. the difference to national is not specific to SEND pupils).

Percentage of 0 to 25 year olds with EHCPs in FE colleges
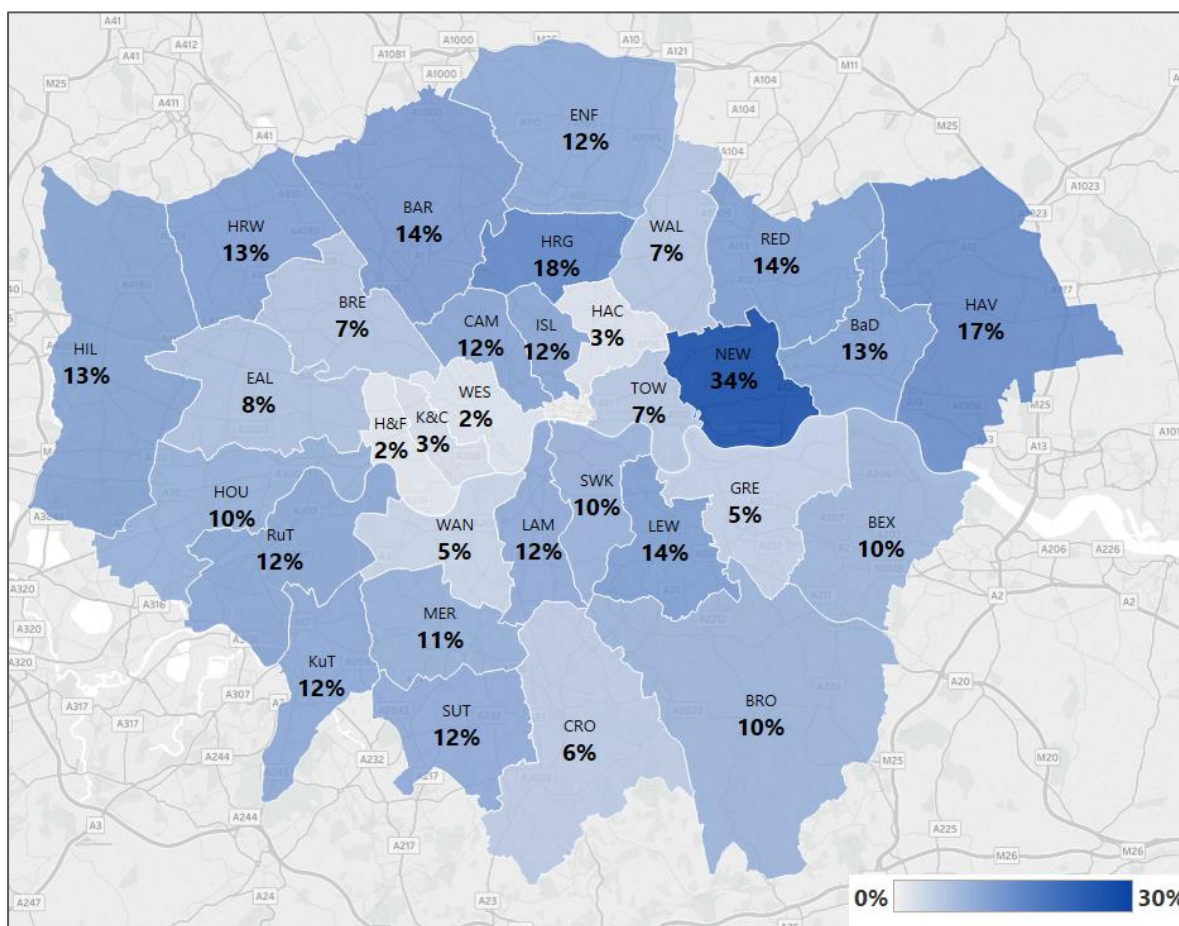
Source: DfE - Statements of SEN and EHC Plans 2018 for all ages (from SEN2 returns)

The percentages are skewed for local authorities with particularly high or low proportions of 16 to 25 year olds with EHCPs. However, we can see that Newham has a very high proportion (34%) in FE colleges (albeit on a relatively small number of young people with EHCPs), compared to 2% or 3% in the central London boroughs of Hammersmith and Fulham, Kensington and Chelsea and Westminster.

6. Current practice in planning and commissioning

The decision on where to place a young person with SEND in post-16 provision is complex. The commissioning process is led by a local authority, but involves contributions from parents, the young person themselves, their current provider, post-16 providers and often from health, social care, housing and employment services.

Each party requires good information, well in advance of when the provision is actually required. For example:

- Young people and their parents need to ensure that their provision is planned well in advance to ensure a successful transition. The provision should facilitate the achievement of the young person's stated outcomes from their EHCP and should ideally be as local to the family home and current support networks as possible

- Providers need to know about any impending increase or decrease in a requirement for their provision and make long-term funding, recruitment and building decisions accordingly

- Local authorities need to be able to plan in advance to ensure that cost-effective, local provision, which helps learners meet their required outcomes, is available. This is particularly relevant given the current pressures on local authority budgets.

Interviewees for this review reinforced these views. Placing a child in provision close to their home means that, as well as usually lower costs compared to residential placements, there are also benefits from reduced transport costs. It also means greater freedom for the young person (and family) if they can travel on their own in their local area. Furthermore, there is a benefit for the learner in that they don't have to get to know a new area and then reengage with their old community when they return at the end of their placement.

However, the evidence from our provider survey and interviews suggests that planning doesn't happen far enough in advance to allow for commissioning that gives all parties what they need.

Four key issues with planning emerged from the research:

- **Planning starts too late**: One interviewee told us that "*we need earlier intervention. Too often there's a mad panic just before the provision is needed and the local authority ends up paying for expensive provision miles away*". Another said that "*Local authorities are leaving it very late to make use of the information they have and plan accordingly.*" There is a need for staff who provide early years support to be involved in long term planning to avoid knee-jerk reactions at transition periods, both between primary and secondary, and then into post-16.

- **Information gaps**: "*Progression information is not good enough – providers should have known about these young people earlier so that better planning could occur*". One interviewee offering employment schemes for young people with SEND told us that they need more forecast data to plan as they don't know the demand that will come through the system: "*New programmes take two years to plan. Employers could need information as much as 5 to 10 years in advance to plan*".

- **Siloed working between local authorities**: A number of respondents to the survey reported that there was little incentive for local authorities to collaborate across their boundaries. For example, one local authority requested that a local provider turn down a placement from a neighbouring local authority in case they had a learner within the LA requiring provision soon after. There is also little sharing of knowledge about individual providers between commissioners. One respondent said: "*This is the local authority issue – at present there is no reason for anyone to pass on the information.*"

- **Gaps in skill levels**: Interviewees reported that the combination of contracting and commissioning skills, and detailed knowledge of SEND provision requirements, was difficult for local authorities to obtain. "*You have to understand a complex set of issues, and commissioners don't have the depth of knowledge required*".

Some providers were only able to speak about very short-term changes in demand, specifically within the next academic year. One respondent said, "*We are responding to needs as they come.*" Other respondents spoke only about changes in demand within their institution, where learners generally remain on roll from primary age through to post-16 education.

There is, however, increasing evidence that providers are using EHCPs to inform short-term planning for increasing demand. For example, one respondent said, "*More recently the EHCP outcomes have become central to the school planning assessment and monitoring.*" Other respondents reflected on how using EHCPs can affect "*curriculum and department direction*".

C. Projected demand

This section provides an analysis of the demand modelling projections that were carried out for this review. The data sources and methodology used are shown in Appendix 1.

1. Level of learning support needs

Our model uses prior attainment to categorise the level of learning support needs, based on actual or projected key stage 4 results. The chart below shows how projected levels of post-16 learning support needs vary between type of SEND, based on historical cohorts[35].

Level of learning support needs by primary SEND need
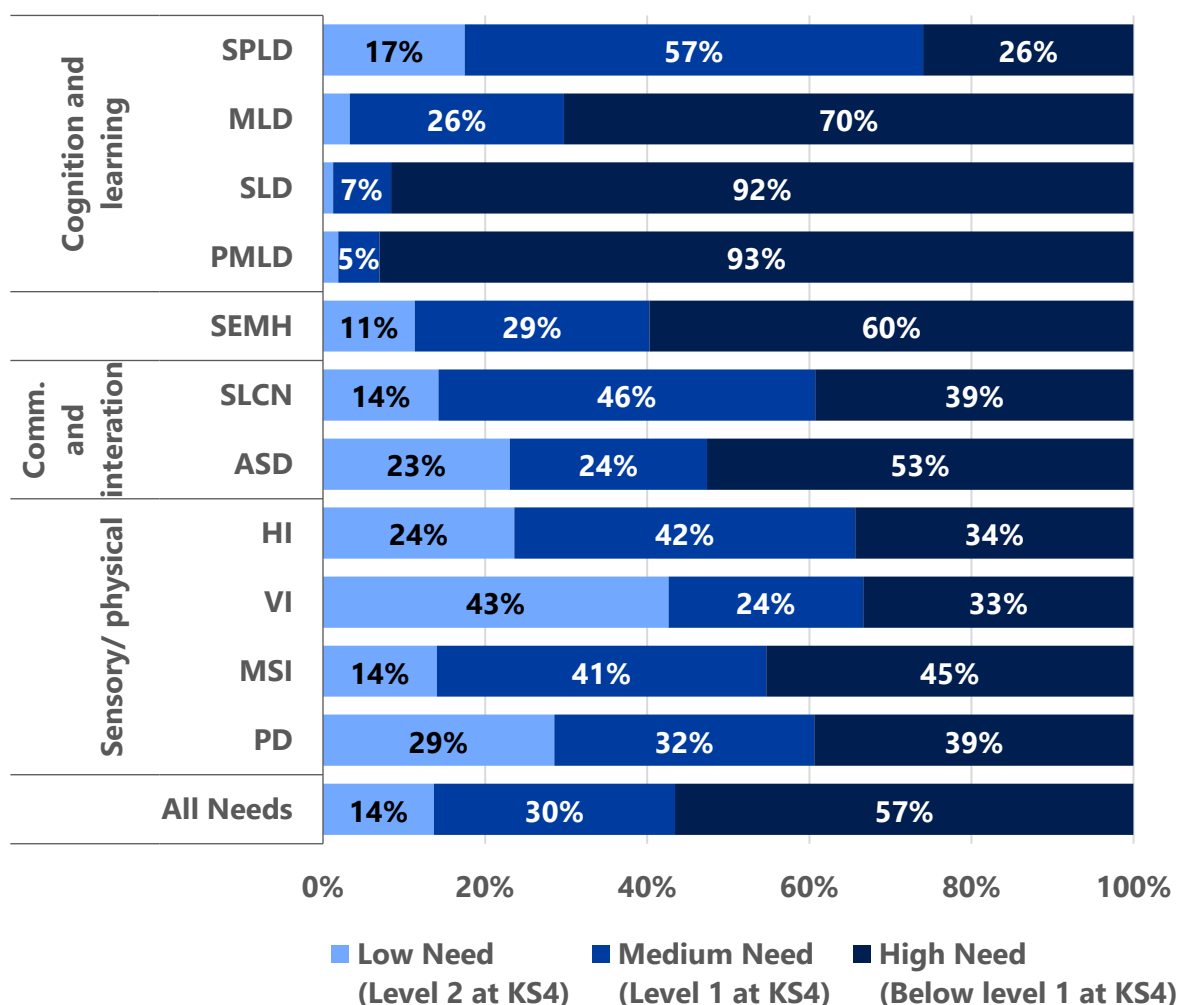
Source: NPD 2015 to 2017 key stage 4 results for London residents

Overall 57% of young people with an EHCP did not obtain Level 1 at key stage 4, 30% obtained Level 1, and 14% obtained Level 2[36]. However, understandably this varies greatly between need

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[35] See the appendix for more information on how this is calculated. Where a cohort in our model has not completed KS4, we use KS2 grades to project KS4 outcomes based on historical progress made by SEN cohorts.
[36] Level 1 is the equivalent of 5 or more A* to G (or 9 to 1) at GCSE, while Level 2 is the equivalent of 5 or more A* to C (9 to 4) at GCSE

types. For example, over 90% of young people with severe (SLD) or profound (PMLD) learning difficulties did not reach Level 1[37]. Our model therefore assumes that these learners will need a higher level of learning support post-16 than a group such as visually impaired learners, of which a far lower amount (33%) do not reach Level 1.

It is interesting to note that the proportion of young people with moderate learning difficulties (MLD) classified is high need is 70%. This is higher than might be expected. However, this may reflect the complex needs a child has; for example, they may also exhibit ASD or social and emotional difficulties which affect their ability to reach a higher academic level.

2. Projected demand

Our model projects the volume of young people with SEND with an EHCP, split by:

- Local authority
- Need type
- Level of learning support need
- Age
- Academic year

Based on these projections we can present the modelled data at different levels of aggregation. A selection of the analysis is shown below.

Total number of 16 to 18 year olds by need type in London

	Need	2018	2019	2020	2021	2022	Trend
Cognition & Learning	SPLD	680	670	660	630	590	
	MLD	1,530	1,420	1,310	1,260	1,250	
	SLD	1,210	1,200	1,180	1,190	1,230	
	PMLD	310	320	360	370	380	
	SEMH	1,510	1,450	1,470	1,490	1,490	
Comm. & Int.	SLCN	1,760	1,880	1,980	2,010	1,980	
	ASD	2,060	2,140	2,310	2,450	2,570	
Sensory/ Physical	HI	250	240	230	240	260	
	VI	160	170	170	160	160	
	MSI	60	80	90	100	110	
	PD	400	360	370	370	370	
	OTH	90	100	120	150	160	
	Total	10,050	10,040	10,250	10,440	10,590	

Table header: Total 16 to 18 year olds

[37] A small number obtained Level 2, which is probably a misclassification of need.

Total number of 19 to 24 year olds by need type in London

	Need	2018	2019	2020	2021	2022	Trend
Cognition & Learning	SPLD	540	490	460	460	440	
	MLD	1,860	1,760	1,650	1,520	1,440	
	SLD	2,110	2,180	2,230	2,260	2,240	
	PMLD	530	560	560	580	610	
	SEMH	1,460	1,440	1,380	1,310	1,300	
Comm. & Int.	SLCN	1,200	1,230	1,220	1,280	1,350	
	ASD	1,180	1,300	1,420	1,500	1,600	
Sensory/ Physical	HI	190	180	180	170	160	
	VI	100	90	90	90	90	
	MSI	70	70	70	80	80	
	PD	290	290	270	260	250	
	OTH	90	80	80	80	80	
	Total	**9,620**	**9,690**	**9,620**	**9,590**	**9,640**	

Source: Mime demand modelling projections (see Appendix for more information)

Our model shows that the number of 16 to 18 year olds requiring post-16 education provision will increase by approximately 5% between 2018 and 2022, an additional 540 young people. In percentage terms, there is significant growth from MSI (increasing by over 80%, albeit from a low baseline), ASD (+25%) and PMLD (+23%).

Projections for 19 to 24 year olds are much harder to estimate, however our model shows that demand is relatively stable between 2018 and 2022. Again, within this, there is significant growth from the ASD cohort, increasing by 36% between 2018 and 2022.

We would anticipate that, further into the future, the projected growth in the 16 to 18 age range will manifest itself in the post-19 cohort.

Projected 16 to 18 demand in 2021 by level of learning support needs

		Estimated Age 16-18 Demand in 2021			
		Low (KS4 Level 2)	Medium (KS4 Level 1)	High (KS4 Below Level 1)	Total
Cognition & Learning	SPLD	80	380	170	630
Cognition & Learning	MLD	20	330	900	1,260
Cognition & Learning	SLD	10	60	1,120	1,190
Cognition & Learning	PMLD	10	20	340	370
	SEMH	90	460	940	1,490
Comm. & Int.	SLCN	220	1,020	770	2,010
Comm. & Int.	ASD	430	640	1,380	2,450
Sensory/ Physical	HI	70	100	70	240
Sensory/ Physical	VI	60	60	50	160
Sensory/ Physical	MSI	20	50	30	100
Sensory/ Physical	PD	90	140	140	370
	All Needs	1,120	3,320	6,000	10,440

Projected 19 to 24 demand in 2021 by level of learning support needs

		Estimated Age 19-24 Demand in 2021			
		Low (KS4 Level 2)	Medium (KS4 Level 1)	High (KS4 Below Level 1)	Total
Cognition & Learning	SPLD	-	220	240	460
Cognition & Learning	MLD	-	240	1,280	1,520
Cognition & Learning	SLD	-	50	2,210	2,260
Cognition & Learning	PMLD	-	10	570	580
	SEMH	-	260	1,050	1,310
Comm. & Int.	SLCN	-	450	830	1,280
Comm. & Int.	ASD	-	270	1,230	1,500
Sensory/ Physical	HI	-	60	110	170
Sensory/ Physical	VI	-	20	70	90
Sensory/ Physical	MSI	-	10	60	80
Sensory/ Physical	PD	-	70	190	260
	All Needs	-	1,700	7,890	9,590

Source: Mime demand modelling projections (see Appendix 1 for more information)

The tables above show that, for each need type, there will be a range of learning support needs. For example, 56% of the 2,450 16 to 18 year olds with ASD are projected to require a high level of learning support (i.e. they have not yet achieved Level 1), 26% a medium level (i.e. they have

achieved Level 1), and the remainder a low level (i.e. they have achieved Level 2). This contrasts with 16 to 18 year olds with a specific learning difficulty, for whom 27% are projected to have a high level of need, and 60% a medium level. For more information on how these projections are calculated, see Appendix 1.

Projected 16 to 25 demand by local authority

The demand model is built up from local authority level data. Since splitting the data by local authority and individual need type can reveal small numbers, we have aggregated the analysis to the four broad categories of SEND need (see Appendix 5).

Local authorities are shaded according to the *volume* of learners with each need type. This means that the authorities with larger populations such as Croydon will often have higher volumes and be shown in darker shades.

Projected young people aged 16 to 18 with EHCPs who have cognition and learning difficulties (2021)
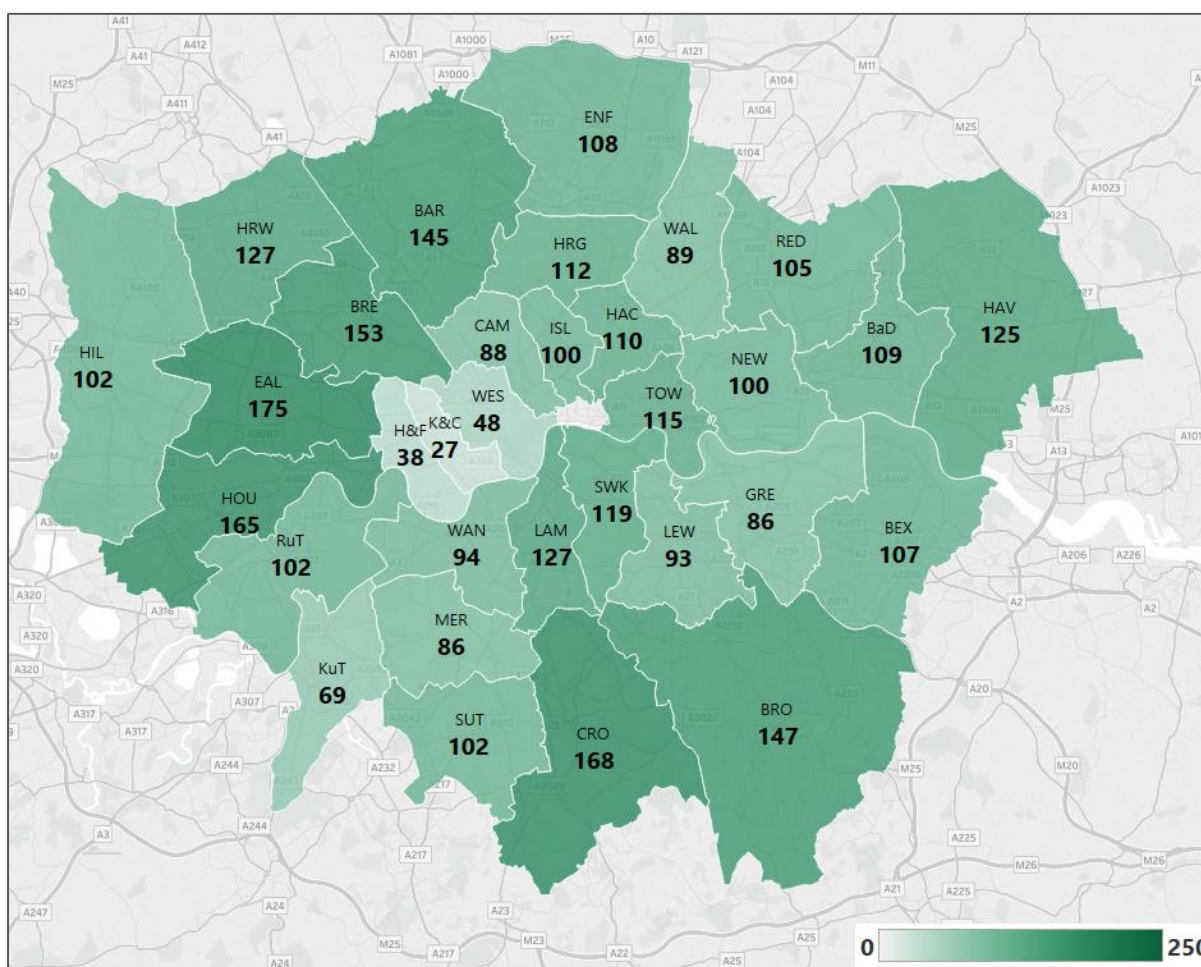
Projected young people aged 16 to 18 with EHCPs who have social, emotional and mental health difficulties (2021)
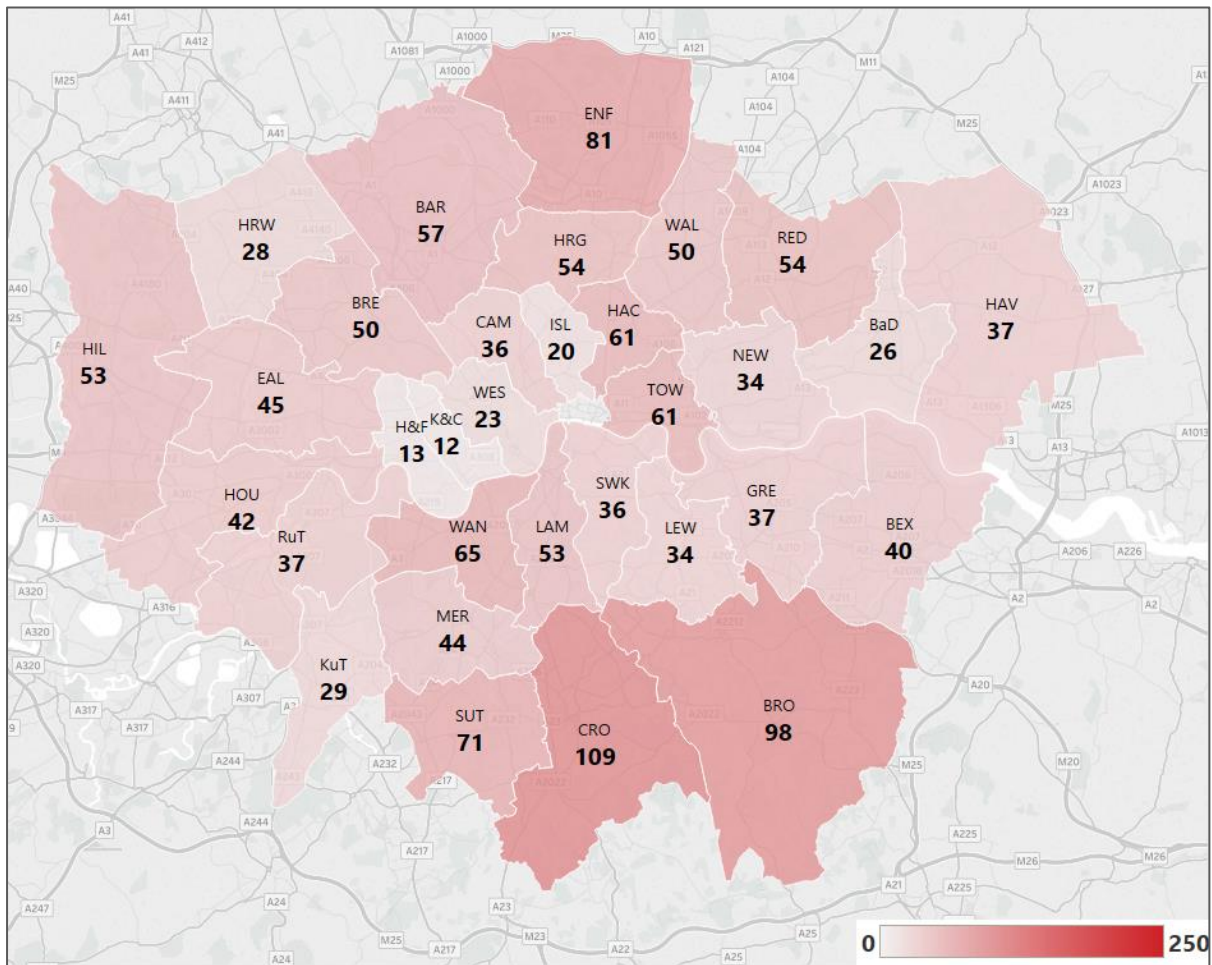
Projected young people aged 16 to 18 with EHCPs who have communication and interaction difficulties (2021)
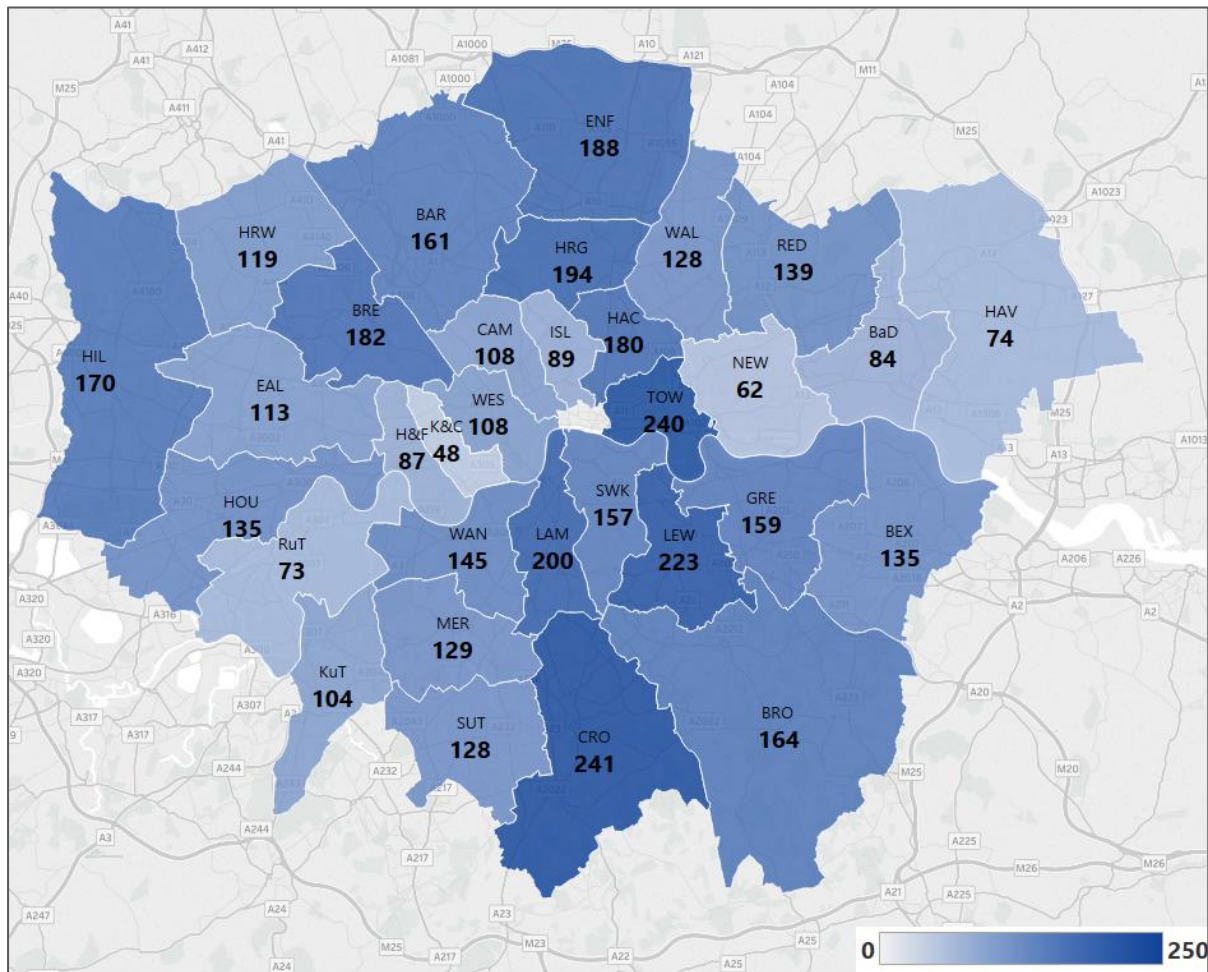
Projected young people aged 16 to 18 with EHCPs who have sensory and/or physical needs (2021)
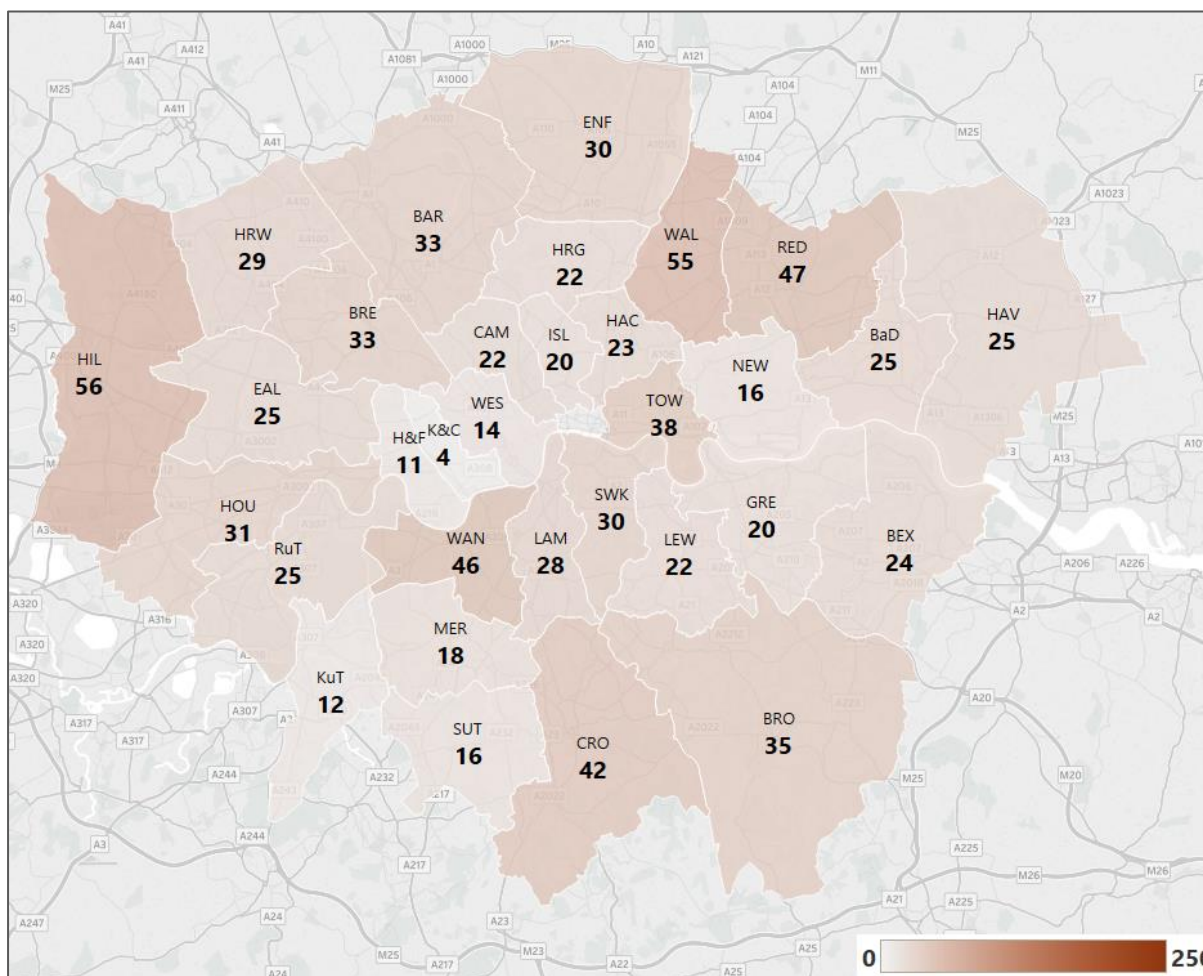
Source: Mime demand modelling projections (see Appendix 1 for more information). See Appendix 5 for which need types are categorised under each broad category of need.

3. Demand from outside of London

Our model is based on demand from London residents, however, many SEND providers in London will additionally cater for young people resident outside of London.

We also asked providers in our survey about the proportion of their intake who were resident outside of London. The average across all respondents was approximately 3%. Of course, if the supply in London expanded, then in theory more non-London residents could be placed here and that percentage could increase.

Analysis of ILR and NPD data allows us to explore this further. Again, the data showed that approximately 3% of young people with EHCPs in London providers were resident outside of London. However, this varies between local authorities. Some authorities with particularly specialised provision attract more non-London residents, mainly those in south London. Fifteen percent of the users of Kingston's provision are non-London residents, while Bromley and Richmond each have 8% non-London residents in their provision.

4. Updating the demand projections

The demand projections above are taken from an Excel model which was built for this review. The model can be updated as new raw data is released, or as better information to adjust the assumptions emerges. For more information see Appendix 3.

D. Using EHCPs in planning

1. About EHCPs

An Education, Health and Care plan (EHCP) describes a child's special educational needs and the help they require to meet these needs. It includes any education, health and social care provision required. It is prepared by the local authority where a child is resident, drawing input from a range of parties. EHCPs came into existence in September 2014; as of April 2018, all statements of SEN and LDAs should have been converted to EHCPs.

EHCPs outline any reasonable adjustments that should be made for a child or young person with SEND. The child's local authority carries out an assessment of the child's needs following an application. The assessment uses information from a range of sources including the child's school, health care professionals, an educational psychologist, parents and carers, and the child themselves. The final plan outlines the aspirations of the child relating to their education, and the outcomes desired for them. It also details desired outcomes for the child's health and care.

The move from SEN statements to EHCPs aimed to allow the individual and their family to have more decision-making power in their education. This can be in terms of determining their own outcomes for education as well as deciding on the support that the individual requires[38].

However, numerous stakeholders, including specialist providers, told us that the quality of EHCPs was highly variable, thus undermining their overall effectiveness. Furthermore, while EHCPs are potentially a rich source of information for commissioners, they are not routinely used in strategic planning; information is not usually extracted from them to provide an evidence base for upcoming demand.

Use of EHCPs as an evidence base for commissioning

There was strong support from interviewees for the idea of using well-completed EHCPs to help in future planning. If EHCPs are completed effectively they could be used as part of the evidence base for commissioning both at an:

- **Individual level** – Planning from year 9 to ensure that each young person with an EHCP has Preparing for Adulthood outcomes stated, and that specific post-16 provision is in place to help them meet these outcomes.

- **Aggregate level** – Data from EHCPs could be brought together in a single data source to provide aggregate data for commissioners. For example, if data from all year 9 EHCPs in a local authority was extracted, with post-16 provision requirements clearly articulated, commissioners could strategically plan three years before the provision was required. Ideally this would happen across local authority boundaries to facilitate cross-border commissioning. This type of information would have been particularly useful to refine the assumptions used in the demand projections in this review.

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[38] https://www.theguardian.com/teacher-network/teacher-blog/2014/feb/10/special-educational-needs-sen-reforms-five-things

2. EHCP sampling exercise

This review included a sampling exercise of 100 EHCPs across five London local authorities, spanning young people in between age 13 and 17 with a range of SEN need types.

Each EHCP reviewed was categorised in terms of how well it set out information that could ultimately be used in effective commissioning. The review focused on whether the planned provision was effectively linked to specific post-16 outcomes detailed in the EHCP. The analysis below shows the percentage of the EHCPs in the sample that wholly or partially met the criteria for successful commissioning, across a range of elements in the plan.

Section B - Special educational need

Section B states the learning problems or disabilities that make it harder for the young person to learn than most others of the same age, and specifies the extent of the young person's abilities.
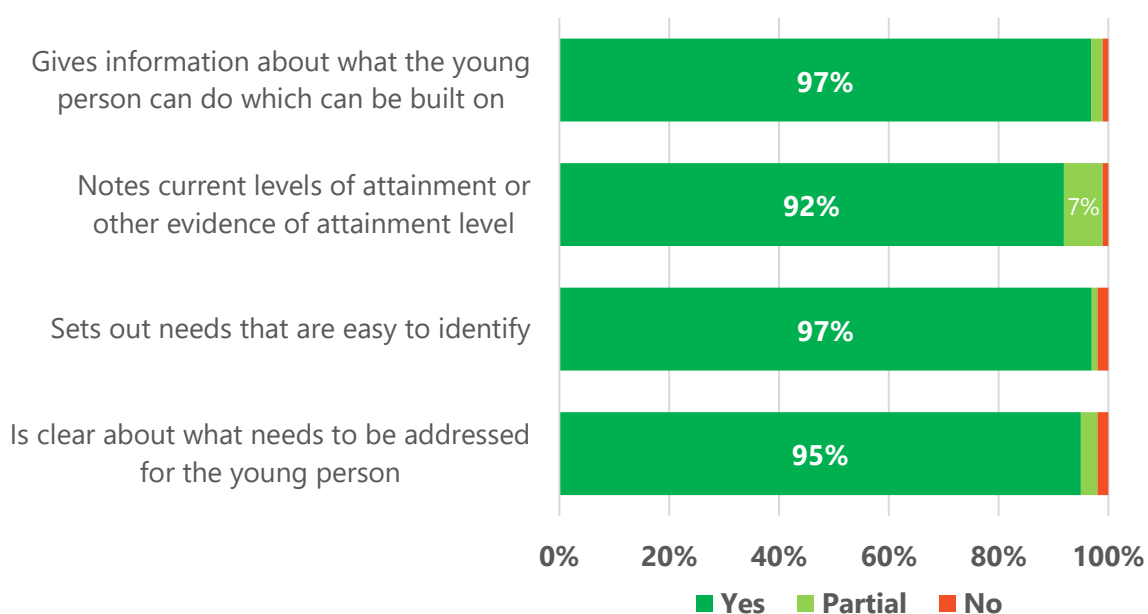
The vast majority of the plans reviewed set out needs clearly. This usually included a description of the current attainment level. However, the description of the current level of attainment was often vague and hard to categorise. Our demand modelling approach requires that each learner is categorised into an expected key stage 4 level, which in turn can be used to plan the education level of post-16 provision needed. However, this was rarely easy to do. For example, a plan may state that some GCSE concepts are challenging for the learner, but this does not make it clear what attainment level they are likely to achieve; this makes it hard to accurately plan post-16 provision.

While virtually all plans in the sample stated special education needs that were easy to identify, the language used was not always compatible with the coding that schools use in their own management information systems (which in turn is used in the school census)[39]. In order to fully use information from the plans in strategic planning, a more specific codification of needs is required. Plans generally do not have a specific place (for example a table) to clearly record primary or additional needs.

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[39] See Appendix 5 for the list of codes used in the school census and therefore in this report

Section E - Outcomes sought

Section E states the benefits or differences made for a young person as the result of each intervention, and each should be allocated a reasonable timescale. If the young person is aged 14 or over, these outcomes should relate to Preparing for Adulthood headings.
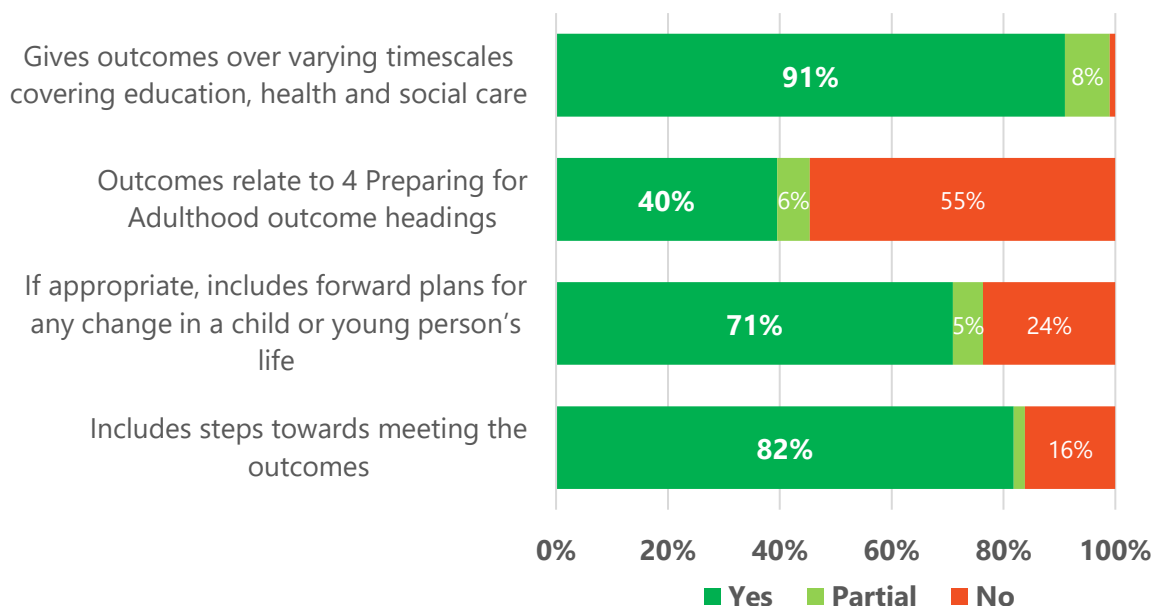
Clearly stating the outcomes desired for the young people is essential to allow proper identification of appropriate provision. Nearly all plans did state the outcomes, but there was varying quality in how well this was done.

In particular, only around half of EHCPs sampled used the Preparing for Adulthood headings. This means that, for many young people, it is not clear what the education provision required should be leading towards. Although outcomes were stated for different timescales, they were typically within the next academic year, or sometimes within the current key stage. The best plans gave proper consideration to post-16 outcomes.

Since the post-16 outcomes desired may be a number of years away, it's important that there are milestones to show a clear path to achieving these outcomes. However, around a quarter of plans didn't include steps towards achieving the outcomes.

Section F - Educational provision required

Section F details what should happen for the young person given the needs identified in Section B; provision should be supportive of the young person's aspirations in Section A and outcomes in Section E.

	Yes	Partial	No
Sets out provision clearly for each need identified in Section B	94%		
Normally quantifies provision (how much of it and how often)	79%	11%	10%
States who will provide what	67%	28%	5%
Identifies facilities, equipment, staffing and curriculum arrangements	68%	30%	
Is clear how provision will enable outcome delivery	89%	8%	
Includes provision where health or social care educates or trains a young person	38%	19%	42%

Most plans set out provision for the needs identified in Section B (Special education needs) of the EHCP. However, more than a third of plans did not provide specific information in terms of quantifying the provision and the specific facilities and curriculum required. This suggests that the team preparing the plan knows what is required but not the specific plan for how it will be delivered.

The best plans used a table to specifically map the provision required to each need. Since Section B (needs) and F (provision) are far apart in the plan, the table means there is less flipping back and forward to ensure that every need is being planned for.

The EHC plan as a whole

	Yes	Partial	No
Is clear, concise, understandable and accessible	90%	8%	
Sets good, relevant outcomes in line with the aspirations	88%	10%	
Is clearly based on the 4 Preparing for Adulthood outcomes	36%	11%	53%
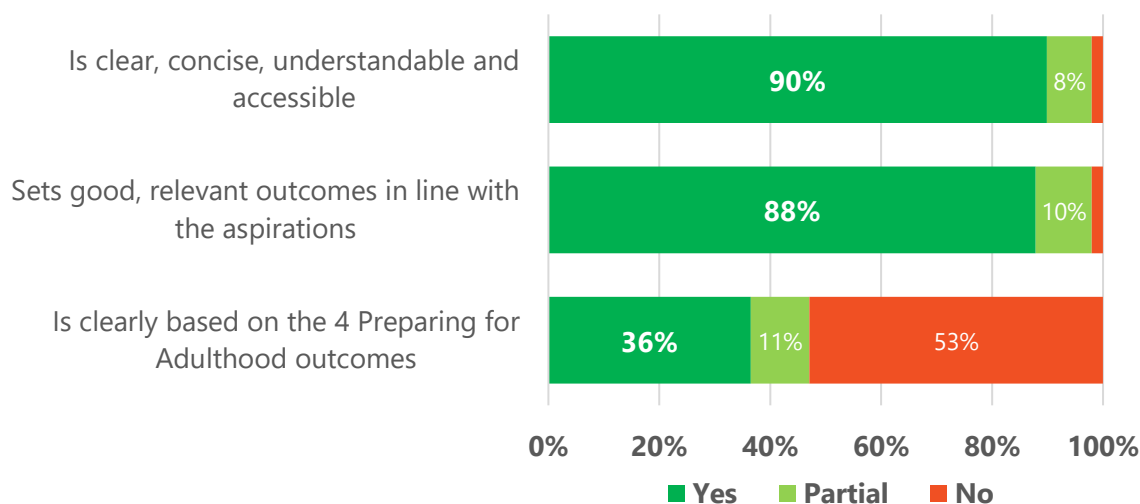
Across the local authorities sampled there was a wide range of formats in plans, although generally they were consistent within local authorities. Part of this is down to the fact that local authorities often feel that the original template format was not specific enough, or is prone to misinterpretation or poorly-written plans. Many respondents to the provider survey (33%) talked about the design and implementation of EHCPs. There was a consensus that EHCPs "*vary enormously in quality*".

Overall, most of the plans were written in a clear, accessible way. However, there were limitations in many plans that would prevent them being used strategically for post-16 education planning. These limitations included missing information (such as a specific level of need), a lack of a consistent thread between needs, outcomes and provision, and a lack of a focus on Preparing for Adulthood outcomes. Ensuring that Preparing for Adulthood outcomes are consistently referred to throughout an EHCP will keep these as the central focus for the young person, and prevent the common occurrence of qualification achievement becoming an outcome in itself. This is done by a number of boroughs and is part of the "Golden Thread" approach (see the Golden Thread case study in Section H).

A continual focus on Preparing for Adulthood outcomes is essential for post-16 planning to be effectively informed by information taken from individual plans and in aggregate form[40]. Without this focus, there is less likelihood that the provision set up will provide the young person with what is needed for them to maximise their longer term potential. Importantly, for EHCPs to be used effectively in strategic commissioning, some assessment of whether these Preparing for Adulthood outcomes have been achieved through the provision put in place is also needed.

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[40] The PFA supportive tool provides resources and shows what steps can be made towards each outcome from birth to 25: https://www.preparingforadulthood.org.uk/downloads/education-health-and-care-planning/pfa-outcomes-tool.htm. Also see Chapter 8 of the SEN Code of Practice: https://www.gov.uk/government/publications/send-code-of-practice-0-to-25

E. Existing supply

Our review of supply focussed on *education* provision in London. This analysis does not therefore cover other forms of provision that a young person with an EHCP may benefit from, including support from health and children's and adults social care.

The supply data was drawn together from a range of sources since there is no complete dataset on SEND places available in London. For information on the sources and assumptions used, see Appendix 2.

1. Provision for young people with EHCPs in London

The tables below show estimates of the capacity in London providers for young people with EHCPs, split by provision type[41]. The first table shows supply for 16 to 18 year-olds and the second provision for 19 to 24 year-olds.

16-18 Supply

		16-18 Estimated Supply				
		FE	Other Main-stream	Special	Other	Total
Cognition & Learning	SPLD	580	130	50	80	**850**
	MLD	720	170	340	40	**1,280**
	SLD	130	20	790	10	**950**
	PMLD	20	20	260	10	**300**
Comm. & Int.	SEMH	150	120	360	60	**690**
	SLCN	50	230	270	20	**560**
	ASD	670	470	1,240	60	**2,440**
Sensory/ Physical	HI	130	80	40	10	**260**
	VI	60	50	40	-	**150**
	MSI	-	-	20	-	**30**
	PD	120	120	80	10	**330**
	All Needs	**2,840**	**1,560**	**3,520**	**300**	**8,230**

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[41] Other provision includes alternative provision, pupil referral units and private sector training provision

19-24 Supply

			19-24 Estimated Supply				
			FE	Other Main-stream	Special	Other	Total
Cognition & Learning		SPLD	70	-	-	-	70
		MLD	520	-	30	20	570
		SLD	120	-	50	-	170
		PMLD	30	-	10	-	40
		SEMH	250	-	150	20	420
Comm. & Int.		SLCN	210	-	-	20	230
		ASD	540	-	210	30	780
Sensory/ Physical		HI	100	-	-	-	110
		VI	10	-	-	-	10
		MSI	110	-	-	10	130
		PD	120	-	-	10	130
		All Needs	2,240	-	480	130	2,850

Source: Modelled from Edubase, provider survey, provider websites, NPD, ILR (See Appendix 2 for more information). "Other Mainstream" includes schools and sixth form colleges. Note that some providers are categorised as catering for "other" need types and are not shown in this table. This means the "all needs" total is higher than sum of the rows.

Overall, 35% of the age 16 to 18 capacity is provided by FE colleges, 19% by mainstream schools and 43% by special schools and colleges. However, this pattern varies between need types. For example, learners with profound or severe learning difficulties are far more likely to be in special schools, while those with hearing impairment, specific learning difficulties and moderate learning difficulties are more commonly catered for by FE providers. Capacity for those with speech and language needs is often provided by mainstream schools.

There is far less supply specifically catering for 19 to 24 year olds with an EHCP (less than half of the 16 to 18 capacity). The vast majority of this is in FE.

The maps below show the locations of providers with capacity for post-16 young people with EHCPs. The first map shows the location of special schools and colleges, while the second shows that of FE colleges. Larger dots show greater capacity. The dots are coloured by the different need types for which the provider caters, based on the key below the map.

Special schools in London (including independents) catering for post-16, by need type (2018)

SEN Specialisation

■ SPLD - Specific Learning Difficulty	■ SEMH - Social, Emotional and Mental Health	■ HI - Hearning Impairment
■ MLD - Moderate Learning Difficulty	■ ASD - Autistic Spectrum Disorder	■ MSI - Multi-Sensory Impairment
■ SLD - Severe Learning Difficulty	■ SLCN - Speech, Language and Communication	■ PD - Physical Disability
■ PMLD - Profound and Multiple Learning Difficulty	■ VI - Visual Impairment	■ OTH - Other Difficulty/ Disability

Further education providers in London, by need type (2018)

SEN Specialisation

- SPLD – Specific Learning Difficulty
- MLD – Moderate Learning Difficulty
- SLD – Severe Learning Difficulty
- PMLD – Profound and Multiple Learning Difficulty
- SEMH – Social, Emotional and Mental Health
- ASD – Autistic Spectrum Disorder
- SLCN – Speech, Language and Communication
- VI – Visual Impairment
- HI – Hearning Impairment
- MSI – Multi-Sensory Impairmant
- PD – Physical Disability
- OTH – Other Difficulty/ Disability

Source: Edubase, NPD, ILR, provider websites and a provider survey (see Appendix 2 for more information)

The maps show that there is a good spread of provision across London's boroughs. The larger dots on the FE map show that individual FE colleges tend to have higher capacity than special schools and colleges.

2. Planned changes to supply

As part of the provider survey, we asked respondents to tell us how they plan for future changes in capacity, as well as details of any specific changes they are planning.

While some respondents anticipated a constant level of demand for their SEND provision, most of them anticipated an increasing demand. Thirty two percent of respondents reported that building work is planned or is taking place to meet this increased demand. One institution reported an eight-fold increase in the number of SEND students they have accommodated in the last four years. Sixteen percent reported that they were at capacity in their current premises but had no plans or ability to plan for new space to accommodate learners. One respondent said, "*We are still trying to grow the department in order to provide the best service possible for the learners we already accept.*" Another reported that they were considering possible rates of change in capacity, linking this with staffing, stating that they "*would need to double the SEN intake … to justify the hiring of another learning support teacher*".

However, while many respondents expected demand to grow, only a third were able to provide an estimate of the additional number of students they will be able to accommodate following

planned changes to capacity. Estimates ranged from 5 to 50 additional students. Thirteen percent of respondents said that they were only planning to adapt their capacity ad-hoc, according to the number of applications received from students for entry into the new academic year in September. The fact that many providers were not able to quantify how demand was likely to grow is in part due to the absence of a robust dataset that local authorities or providers can use to commission.

Funding constraints

Some respondents highlighted that changes in capacity would require funding that they anticipate having difficulty accessing. One said that "*changes are necessary but require significant funding*". Another told us that their "*ability to accept more students with EHCPs is limited by financial constraints*", although it should be noted that not all young people with EHCPs cost significantly more to support.

Twenty five percent of respondents reported challenges related to adequate staffing and recruitment in the light of increasing demand. Many linked this to funding constraints leading to a shortage, or potential shortage, of appropriately-qualified staff. One respondent from a college said, "*We are growing the department and upskilling the staff. It feels like we cannot expand quickly enough and certainly do not receive sufficient funds to accommodate such a huge cohort of young people with SEND.*"

3. Provision outside of London

While our supply analysis did not directly consider the supply outside of London, some London residents will cross the London boundary to obtain specialist provision.

The map below shows the percentage of young people with EHCPs resident in each London borough obtaining provision outside of London. Local authorities with darker shading access more provision outside of London.

Percentage of young people with EHCPs in each London borough obtaining provision outside of London
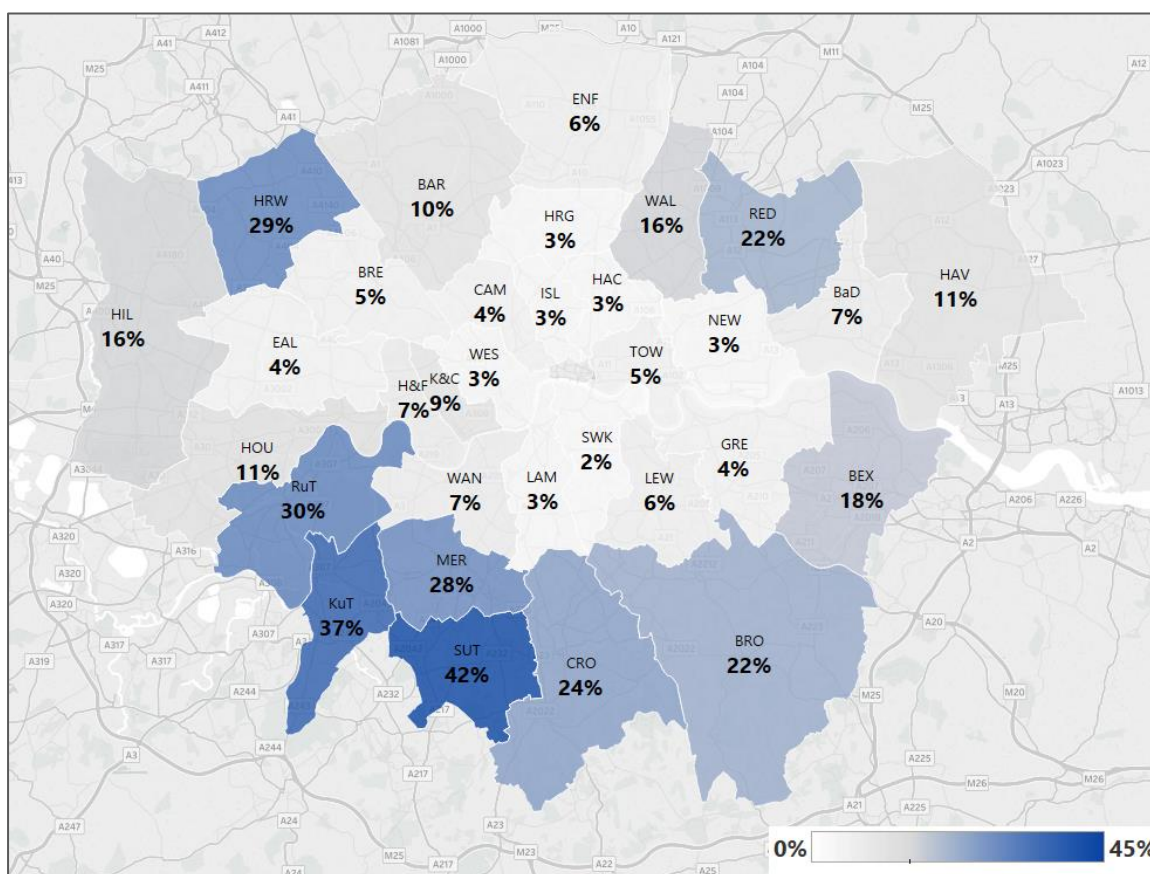
Source: NPD and ILR 2017

Unsurprisingly, residents in outer London boroughs were more likely to go outside of London to obtain their provision. This is most clearly seen in south London boroughs, in particular Sutton (42%) and Kingston (37%).

4. Supported internships, apprenticeships and traineeships

As well as mainstream and specialist provision in London, there are other forms of provision designed specifically to bridge the gap between education and employment for young people with SEND. These include supported internships, inclusive apprenticeships[42] and traineeships, and respondents to our survey indicate that they are an increasingly popular route for their learners.

Supported internships are a structured study programme based primarily at an employer[43]. A supported internship involves an education provider as well as an employer and may also involve a supported employment service. The government's new Careers Strategy[44] suggests that every young person with an EHCP should access a supported internship, or some other employability programme, as a transition to employment. The chart below shows the number of young people

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[42] The minimum entry requirements in English and maths have been relaxed to entry level 3 to allow young people with SEND to access apprenticeships that previously required level 2

[43] https://www.preparingforadulthood.org.uk/downloads/supported-internships

[44] 'Careers strategy: making the most of everyone's skills and talents' (2017).
https://www.gov.uk/government/publications/careers-strategy-making-the-most-of-everyones-skills-and-talents

with EHCPs who were in an apprenticeship, traineeship or supported internship placement in 2018.

Number of young people with EHCPs in London taking up apprenticeships, traineeships and supported internships
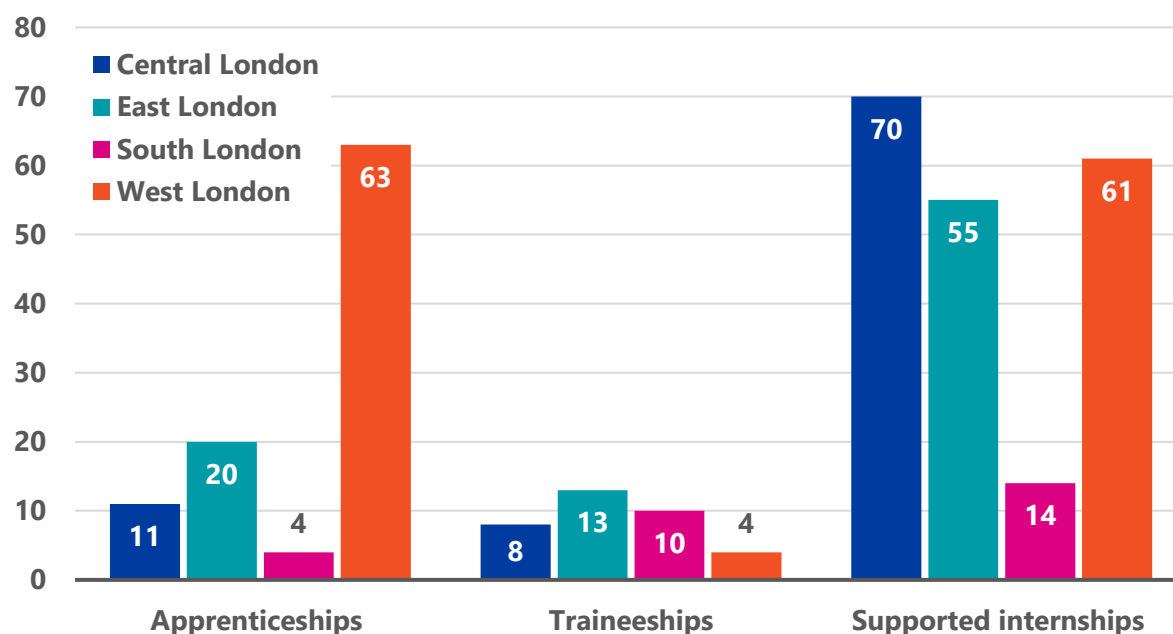
Source: Statements of SEN and EHC Plans 2018

Note that all but 6 of the 63 apprenticeships in West London came from Ealing, who increased from none in 2016 to 57 in 2018. This change also contributes to the overall increase in apprenticeships in London in the trend chart below.

Number of young people with EHCPs in London taking up apprenticeships, traineeships and supported internships, over time
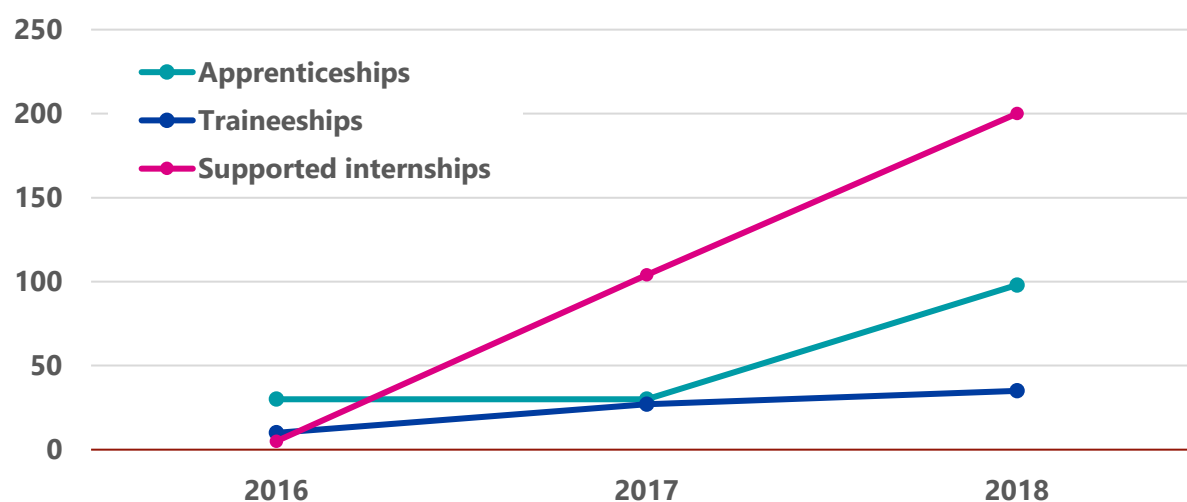
Source: Statements of SEN and EHC Plans 2016, 2017 and 2018

In practice, as shown above, the reported numbers for these are very small, although there may be issues in the source data. For example, a local authority may not always know that a young person is in a supported internship, so the SEN2 return (which is completed by local authorities) is not a wholly reliable source of this information. Equally, one survey respondent told us that

some study programmes labelled as supported internships were not true supported internships, but just had an element of work experience attached to the study.

However, the trend is upwards, although this may partly reflect better recording of these destinations by local authorities as well as increasing take-up.

F. Gap analysis

To explore potential gaps in supply, this section of the report looks at demand projections compared with the current capacity of provision for young people with EHCPs by need type. We recognise, however, that, due to the assumptions made in both the demand and supply modelling, this is a relatively crude way of highlighting gaps. This section therefore additionally looks at other datasets that provide an indication of where there may be geographical gaps in supply, including:

- an exploration of which local authorities' residents travel outside of the borough for their SEND provision

- the proportion of young people with SEND that become NEET.

1. Comparison of demand projections and provision for young people with EHCPs

The tables below present the projected demand analysis for 2021 and compare this to the estimated current supply. Where estimated supply exceeds projected demand, the gap is negative.

16 to 18 estimated gaps

		Estimated Age 16-18 Demand in 2021				16-18 Estimated Supply					Estimated Gap
		Low (KS4 Level 2)	Medium (KS4 Level 1)	High (KS4 Below Level 1)	Total	FE	Mainstream School	Special School	Other	Total	
Cognition & Learning	SPLD	80	380	170	**630**	580	130	50	80	**850**	**-220**
	MLD	20	330	900	**1,260**	720	170	340	40	**1,280**	**-20**
	SLD	10	60	1,120	**1,190**	130	20	790	10	**950**	**240**
	PMLD	10	20	340	**370**	20	20	260	10	**300**	**70**
Comm. & Int.	SEMH	90	460	940	**1,490**	150	120	360	60	**690**	**800**
	SLCN	220	1,020	770	**2,010**	50	230	270	20	**560**	**1,450**
	ASD	430	640	1,380	**2,450**	670	470	1,240	60	**2,440**	**10**
Sensory/ Physical	HI	70	100	70	**240**	130	80	40	10	**260**	**-20**
	VI	60	60	50	**160**	60	50	40	-	**150**	**10**
	MSI	20	50	30	**100**	-	-	20	-	**30**	**70**
	PD	90	140	140	**370**	120	120	80	10	**330**	**40**
	All Needs	**1,120**	**3,320**	**6,000**	**10,440**	**2,840**	**1,560**	**3,520**	**300**	**8,230**	**2,210**

Source: Mime demand modelling projections and supply estimates (see Appendices 1 and 2 for more information). The table does not show provision classified as catering for "other" need types and so the sum of the rows will not equal the "All Needs" total.

This analysis suggests a significant gap between projected demand and supply; around 2,200 places for 16 to 18 year olds (approximately 21% of the projected demand). The gap is reflected across the majority of needs types. However, there is no gap projected for moderate and specific learning difficulties (these learners can often be supported in mainstream schools and FE provision) or hearing impairment. The biggest gap is in speech and language provision, though this may be to do with how providers categorise their provision.

19 to 24 estimated gaps

			Estimated Age 19-24 Demand in 2021				19-24 Estimated Supply					Estimated Gap
			Low (KS4 Level 2)	Medium (KS4 Level 1)	High (KS4 Below Level 1)	Total	FE	Mainstream School	Special School	Other	Total	
Cognition & Learning	SPLD	-	220	240	**460**	70	-	-	-	**70**	**390**	
	MLD	-	240	1,280	**1,520**	520	-	30	20	**570**	**950**	
	SLD	-	50	2,210	**2,260**	120	-	50	-	**170**	**2,090**	
	PMLD	-	10	570	**580**	30	-	10	-	**40**	**540**	
	SEMH	-	260	1,050	**1,310**	250	-	150	20	**420**	**890**	
Comm. & Int.	SLCN	-	450	830	**1,280**	210	-	-	20	**230**	**1,050**	
	ASD	-	270	1,230	**1,500**	540	-	210	30	**780**	**720**	
Sensory/ Physical	HI	-	60	110	**170**	100	-	-	-	**110**	**60**	
	VI	-	20	70	**90**	10	-	-	-	**10**	**80**	
	MSI	-	10	60	**80**	110	-	-	10	**130**	**-50**	
	PD	-	70	190	**260**	120	-	-	10	**130**	**130**	
All Needs		-	1,700	7,890	**9,590**	2,240	-	480	130	**2,850**	**6,740**	

Source: As the 16 to 18 table above

The projected gap for 19 to 24 year olds is far greater than for 16 to 18 year olds; over 6700 places or 70% of the projected demand. However, given the challenges in modelling post-19 demand (in particular the lack of data on the proportion of learners with a high level of learning support needs that could get into employment by 25) this estimate should be treated with caution.
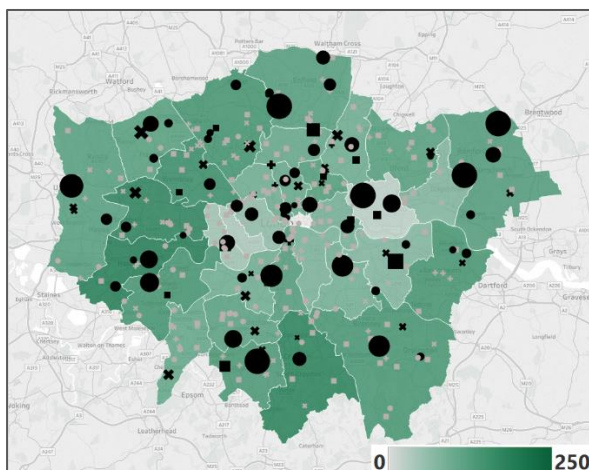
Comparison of demand by LA and location of provision

The maps below show a comparison of demand (shading) and supply (dots). Darker shaded local authorities on the maps have higher projected demand. Hence, lower incidence maps such as hearing and visual impaired have lighter shading. Larger dots show providers with more capacity for the need types shown. Providers with capacity for fewer than five young people for the need type are shaded in light grey.
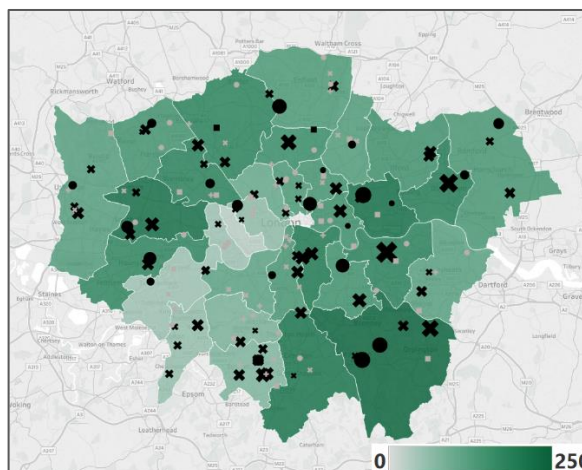
Key to provision type dots:

- ● FE
- ■ Mainstream school
- ✚ Other
- ✖ Special School

Specific and moderate learning difficulty   Severe and profound learning difficulty

Social, emotional and mental health
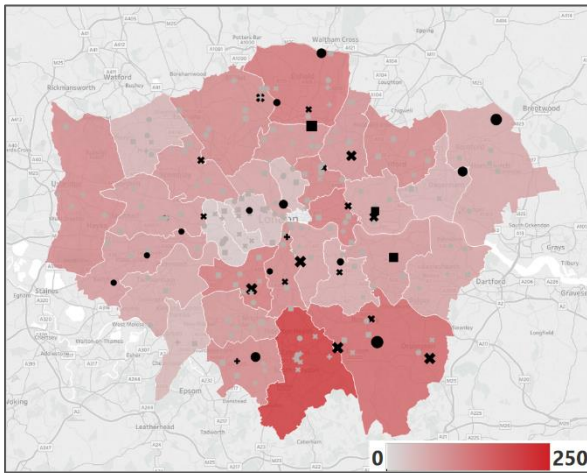
Speech, language and communication
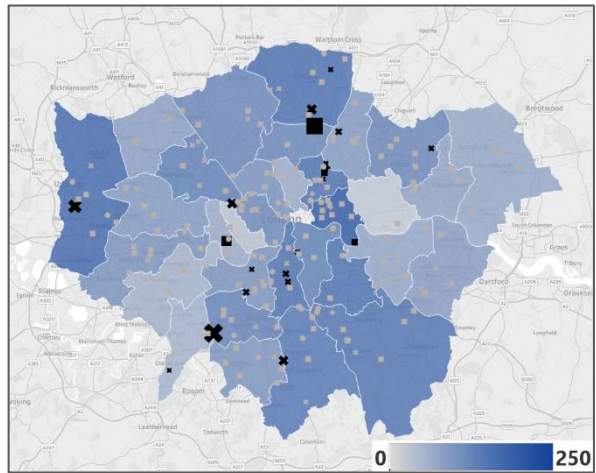
Autistic spectrum disorder
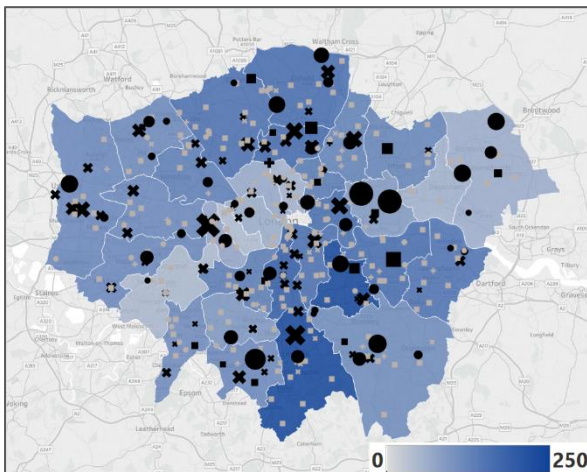
Hearing impairment
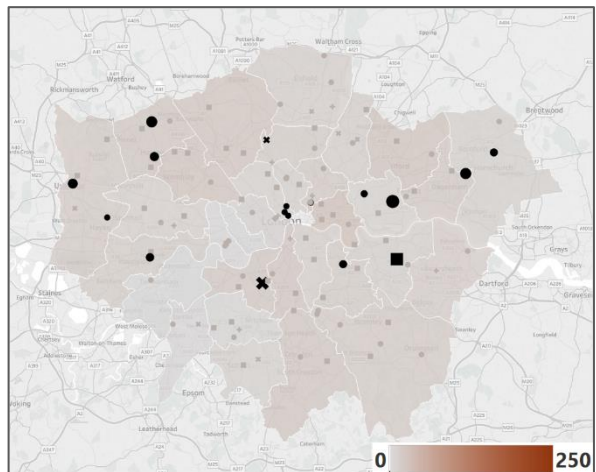
Visual impairment
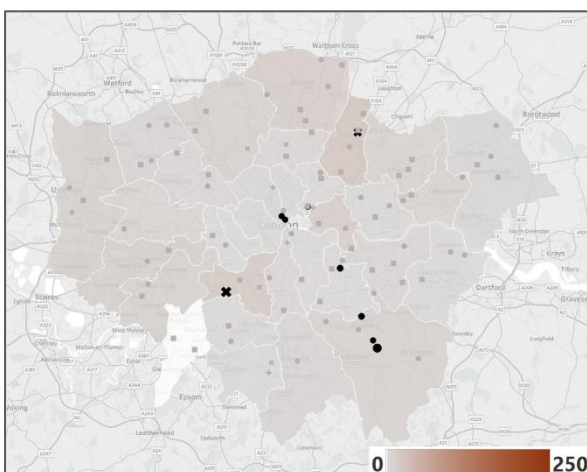
Physical difficulty
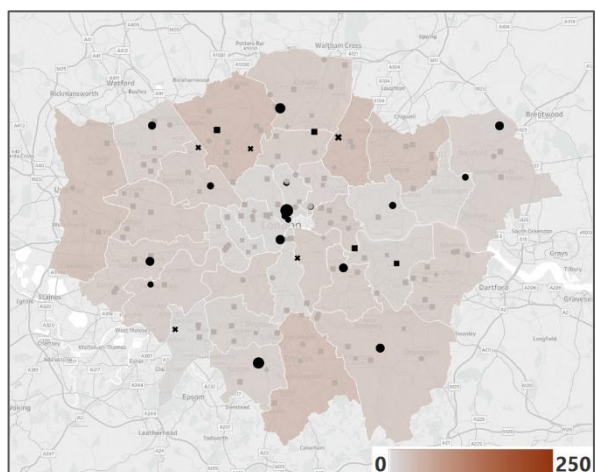
Source: Mime demand modelling projections and supply estimates (see Appendices 1 and 2 for more information).

This indicative comparison of geographical supply and demand suggests:

- A gap in provision for SEMH in the north west and Croydon

- Gaps for speech and language provision throughout London, particularly in the south east

- Limited provision for hearing impairment in the south, although there is relatively low demand in that area

- Limited provision for visual impairment in the north west, although there is relatively low demand in that area

These findings should be discussed with commissioners to understand whether they match to local knowledge.

2. What proportion of young people with SEND become NEET?

We also explored NEET statistics for young people with an EHCP or statement as another way of exploring gaps in supply. The analysis below shows the proportion of young people whose destination was "not sustained" for at least two terms following the end of key stage 4. This usually means that the young person either did not attend a post-16 education or training destination at all, or that they started but dropped out within two terms.

Education or employment/training destination after key stage 4 not sustained, or activity not known, for young people with an EHCP in 2015/16
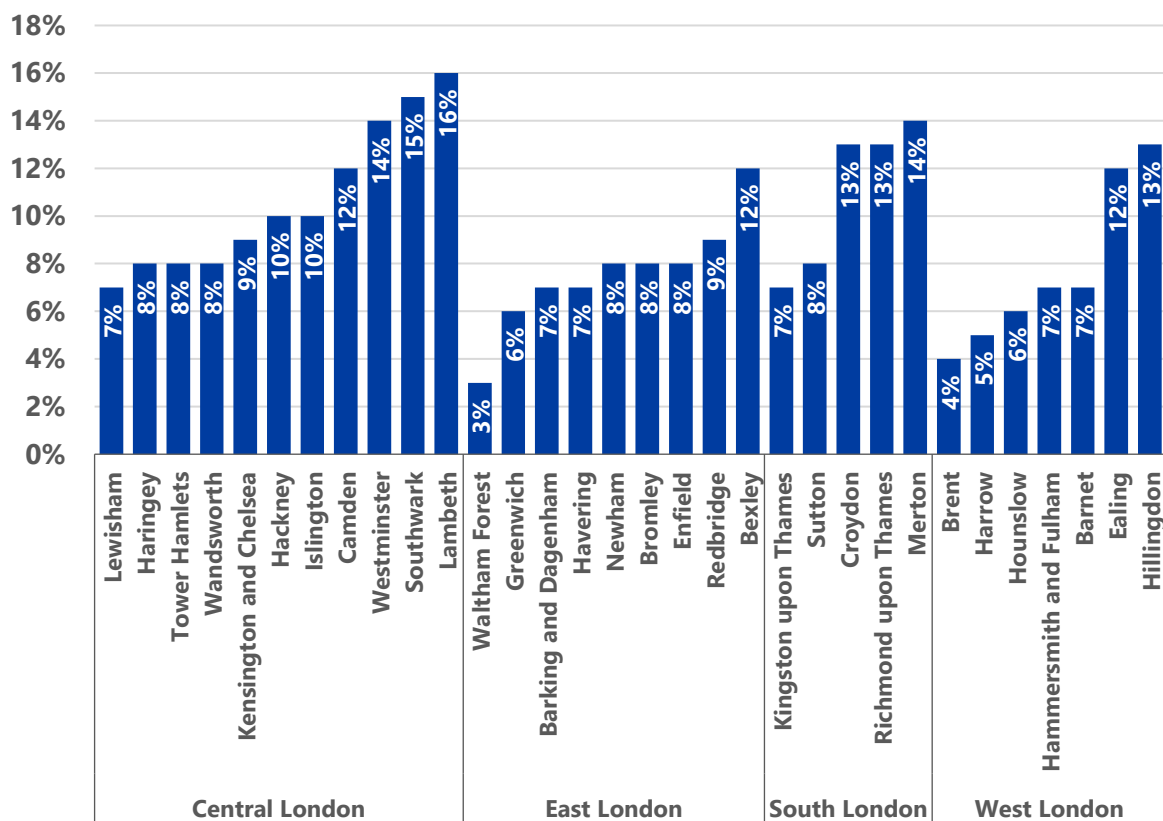
Source: Destinations of KS4 and KS5 pupils: 2016 (Table LA41b). Includes all young people with EHCPs in state-funded schools finishing KS4 in 2015

Overall in London, based on the latest available data, 9% of young people with EHCPs had an education or training destination after key stage 4 which was not sustained or whose activity was unknown. This means that, each year, over 250 London-resident young people with EHCPs effectively become NEET. Interestingly, young people with EHCPs are slightly more likely to be in

a positive education or training destination after key stage 4 than young people on SEN Support. For comparison, 5% of young people with no SEND were NEET or had an unknown destination.

There is a wide variation between local authorities, ranging from 16% of young people with an EHCP in Lambeth to 3% in Waltham Forest. This does not always reflect the overall proportions of NEET young people in the local authority. For example, in Merton there was a 12% point gap between the figures for young people with no SEND (2%) and EHCPs (14%), while in Waltham Forest young people with EHCPs (3%) were less likely than those with no SEND (6%) to be NEET or have an unknown destination.

3. Cross-border movement of young people with SEND

We can use a learner's home local authority (LA) and the local authority of their place of education delivery to explore where learners have had to travel. This is a crude measure of mobility, since in some cases it could take a learner less time to travel to a neighbouring local authority. However, it is a useful indication of which type of young people with SEND have to travel further afield, and where they are based.

This map highlights the local authorities where learners are more likely to cross LA borders to access provision – potentially highlighting gaps in local provision.

LAs in darker shading are those where a higher than average proportion of young people with EHCPs travel to another LA for their education provision. For example, 16% of learners in Newham cross borders, compared to 69% in Croydon.

Percentage of post-16 learners with an EHCP crossing LA borders for their education
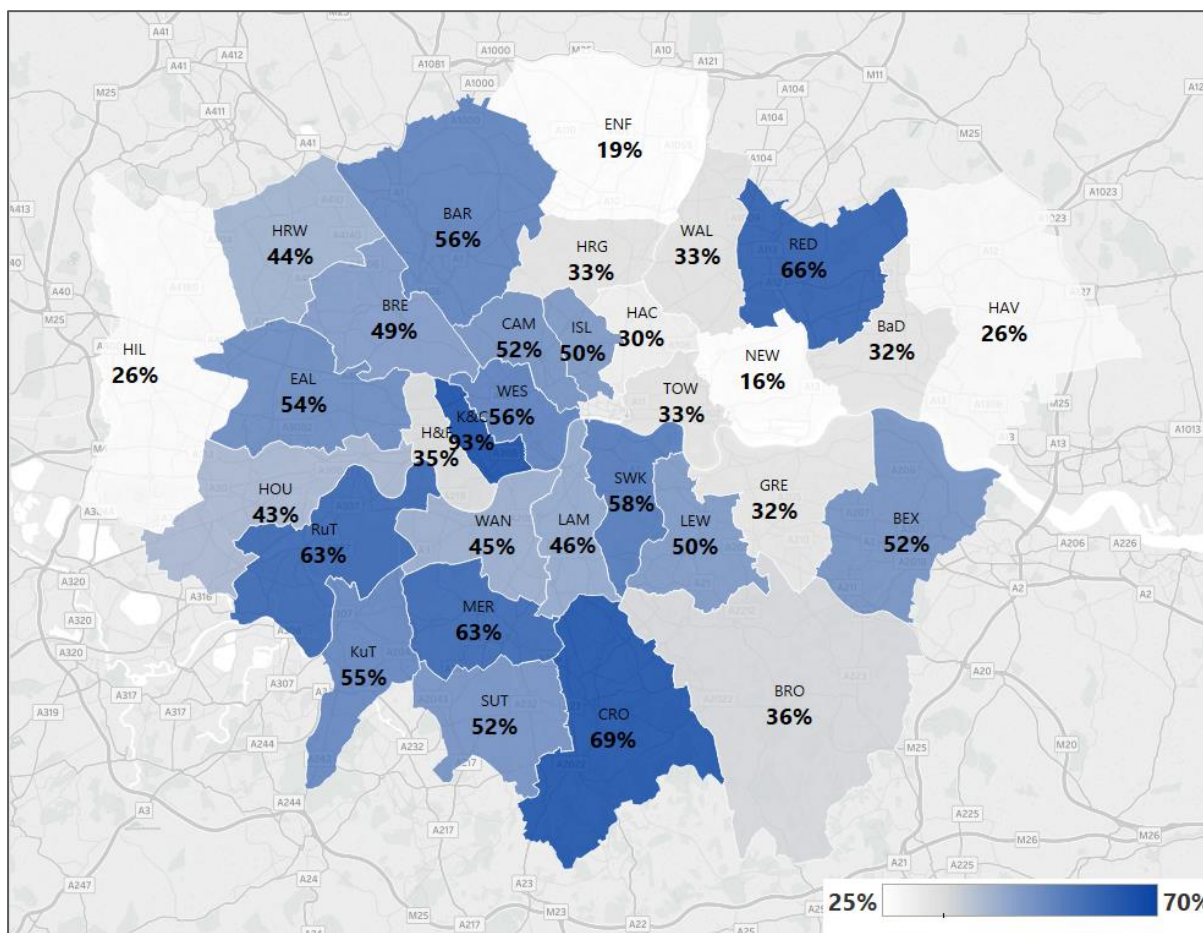
Source: NPD and ILR data for learners aged 16+ with an EHCP for 2017 (state-funded providers only)

Some of the SEND types with lower levels of incidence will inevitably have a lower volume of dedicated provision in London, notably visual and hearing impairment. Hence, for needs with lower levels of incidence, learners are more likely to have to travel across local authority borders to find specialist provision. However, one interviewee told us that: "*There is no specification for what has to be offered within an area. There should be the same menu of options available to each young person in each area - it's a postcode lottery at the moment*". Hence, it's interesting to explore how the cross-border movement varies by SEND type, as shown in the table below. Numbers with darker blue shading show the learners with a particular need type and resident local authority who are more likely to cross borough boundaries for their provision.

Post-16 learners with an EHCP crossing LA borders by SEN type

		SPLD	MLD	SLD	PMLD	SEMH	SLCN	ASD	HI	VI	PD	All Needs
Central London	Camden	79%	60%	38%		35%		57%			29%	**52%**
	Hackney	38%	31%	16%	39%		18%	36%	47%	0%	14%	**30%**
	Haringey	70%	40%	24%		31%	6%	39%	73%		33%	**33%**
	Islington		65%	17%		73%	57%	38%			62%	**50%**
	Kensington & Chelsea	91%	100%	100%				91%				**93%**
	Lambeth	67%	20%	52%		69%	42%	46%		45%		**46%**
	Lewisham	58%	51%	35%		65%		44%	81%	50%		**50%**
	Southwark	85%	90%	32%		71%	14%	52%		75%	57%	**58%**
	Tower Hamlets	48%	37%	31%	13%	18%	18%	33%	57%	25%	17%	**33%**
	Wandsworth	81%	58%	52%		26%	9%	40%	29%	0%		**45%**
	Westminster	65%	55%	40%		64%	45%	56%				**56%**
East London	Barking & Dagenham	24%	40%	4%	58%	46%		50%	29%			**32%**
	Bexley	53%	53%	41%		50%		46%			33%	**52%**
	Bromley	50%	20%	16%	19%	19%		42%			43%	**36%**
	Enfield	25%	22%	9%	8%	16%	10%	20%		57%	14%	**19%**
	Greenwich	42%	41%	23%	19%	18%	17%	35%	40%		50%	**32%**
	Havering	24%	30%	52%		20%		24%	40%		20%	**26%**
	Newham	16%	13%	12%	0%	11%		19%	42%			**16%**
	Redbridge	88%	77%	35%		80%	28%	64%	82%		58%	**66%**
	Waltham Forest	25%	35%	25%		38%	16%	39%		50%	22%	**33%**
South London	Croydon	71%	81%	72%	47%	67%	74%	59%	79%		74%	**69%**
	Kingston upon Thames	94%		18%				60%				**55%**
	Merton	74%	66%	50%			75%	57%				**63%**
	Richmond upon Thames	71%	33%	53%				72%				**63%**
	Sutton	86%	27%	24%	8%	45%	69%	57%			75%	**52%**
West London	Barnet	66%	59%	75%	22%	83%		40%			37%	**56%**
	Brent	71%	48%	21%		56%		50%	82%		54%	**49%**
	Ealing	79%	52%	29%	8%			59%	86%		64%	**54%**
	Hammersmith & Fulham	50%	33%	56%				30%				**35%**
	Harrow	84%	19%	38%		75%		48%	48%	27%		**44%**
	Hillingdon	24%	23%	27%	19%	54%	5%	26%	25%		55%	**26%**
	Hounslow	42%	54%	33%		32%	45%	42%		64%	38%	**43%**
	Colleges	**59%**	**48%**	**50%**	**56%**	**53%**	**41%**	**56%**	**61%**	**48%**	**52%**	**54%**
	Schools	**34%**	**29%**	**16%**	**12%**	**27%**	**26%**	**25%**	**49%**	**39%**	**25%**	**25%**
	LA Average	**57%**	**44%**	**33%**	**28%**	**45%**	**30%**	**43%**	**58%**	**45%**	**43%**	**44%**

Source: ILR and NPD for learners aged 16+ with an EHCP for 2017 (state-funded providers only). Cells representing 10 or fewer learners have been suppressed.

Across London, young people with EHCPs are more likely to cross borough boundaries where their needs are for hearing impairment or specific learning difficulties. Those with speech and

language difficulties are more likely to be placed locally (often in mainstream provision). Those with severe or profound learning difficulties are also more likely to be placed in the same LA as their home postcode, although this may partly reflect those in residential provision whose home postcode is recorded as the location of their school.

Note that the picture differs greatly between college learners and school learners. Generally speaking, young people in colleges are far more likely to cross local authority boundaries than those in schools. Hence, where a particular SEN type is more commonly catered for in school provision than in colleges (e.g. PMLD), the proportion of learners crossing borders will tend to be lower than for other need types.

Local authorities with high proportions crossing borders (such as Croydon and Kensington and Chelsea) tend to have high proportions across all need types.

4. Summary of the geographical gap analysis

This section of the report has explored a number of different datasets to understand gaps in provision in London. We can combine this information with the analysis of the volume of EHCPs and use of independent provision to identify potential geographical gaps. However, it will also be important to feed in local knowledge, for example from commissioners struggling to place young people locally, to supplement the data analysis.

The analysis suggests that local authorities in the north east of London (especially Waltham Forest, Newham and Havering) are more able to cater for young people with EHCPs locally and in mainstream provision, often with lower levels of NEET. This suggests that local provision is relatively well matched in the north east.

On the other hand, local authorities in the south (especially Croydon, Richmond and Merton) have higher levels of cross-border movement for provision, lower proportions in mainstream provision, and higher levels of NEET. This suggests that the local offer in this area may need further development to meet the needs of its residents.

G. Recommendations

This section provides a number of recommendations to address the findings in this report. The recommendations have been developed in consultation with the SEND experts involved in this review. They are arranged according to the three issues they address:

1. Gaps in provision of places for learners with SEND in London

2. A significant gap in the data available to support commissioning, which is affecting the ability to plan for places

3. Not enough information is being made available to young people with SEND and their parents and other stakeholders to ensure successful transitions into the workplace

Issue 1: Gaps in provision

The data shows that there is a shortfall in provision for post-16 young people with SEND across all need types. Specialist provision, which is needed in some cases where learners have a specialist or high level of need, can be expensive to run due to the nature of the provision. On the other hand, mainstream provision, including schools and colleges up to age 19 and colleges post-19, has less requirement for reintegration for the young person following a placement. However, there is often a lack of appropriately trained professionals to enable young people with SEND to achieve their potential in mainstream provision, and costs may escalate where additional specialist support (for example, therapies) is needed.

There is significant pressure on local authority SEND budgets, and providers often find they are unable to fully fund the provision required. SEND funding concerns were highlighted in the London Assembly "Together" report in July 2018[45], including an estimate that Barking and Dagenham is underfunded by £4.7 million, while Hackney is forecasting a SEND budget shortfall of £9 million[46]. One respondent to our survey said that "*things are being left out of EHCPs by local authorities because they know they don't have the budget for it*".

Additionally, there is a perception that accountability measures used by the DfE and Ofsted penalise schools with a high proportion of SEND pupils[47]. This means that there is less incentive for mainstream providers to take SEND pupils with high levels of learning support needs pre-16, and this has implications for the proportion of post-16 learners in mainstream schools and colleges.

Recommendations

A. DfE and London government to fund sub-regional hubs to broker training from SEND specialists to those in mainstream settings

In order to better enable the mainstream sector to support young people with SEND more effectively, the workforce needs to be upskilled. We recommend sub-regional hubs, funded by the DfE and London government, to co-ordinate training resources and facilitate connections between specialist resources and mainstream providers. This would mean a hub holding the

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[45] https://www.london.gov.uk/sites/default/files/london_assembly_send_report_final.pdf
[46] https://www.hackneycitizen.co.uk/2018/07/16/send-forecast-9m-budget/
[47] https://educationinspection.blog.gov.uk/2018/09/10/inspecting-special-educational-needs-and-disabilities-provision/

knowledge of specialists in the region who are able to provide training, as well as an understanding of the training requirements that each school or college has. The coordinating body could be a multi-academy trust, college or teaching school, pulling in partners such as a university as a training provider. The training offered should include teaching skills as well as SEND assessment, advice and guidance.

This approach can benefit from the learnings from similar brokerage hub models in other sectors, including careers clusters[48], Maths Hubs[49] and Early Years Hubs[50]. These models sought to build expertise and capacity amongst providers to develop a bespoke training and support offer for participating providers.

The hubs proposed can also complement the sub-regional work outlined in the Skills for Londoners strategy[51]. They can also lay the foundations for future coordinated commissioning at a sub-regional level.

B. Share specialist resource between specialist providers and the mainstream sector

Mainstream providers also need access to specialists when their particular expertise is required and training of mainstream teachers is not sufficient. The same sub-regional hub could be used to facilitate sharing of actual specialist staff time with young people with SEND, as well as for training. This would mean that, where a specialist provider does not have a requirement for a full-time specialist in a certain discipline, they can still employ them full-time, rather than paying more per hour for agency staff. Any excess capacity could be brokered to other providers through the hub.

The sub-regional co-ordinator again would be the source of information about the specialists available, and the staffing requirements of mainstream providers. A searchable database of the specialists available to mainstream providers would provide a further benefit to the sector. Again, funding would be required from the DfE to allow the database to be built and maintained.

C. The government should introduce school inclusion performance measures alongside attainment measures

In order to incentivise mainstream providers to take young people with SEND, particularly those with high levels of learning support needs, the government should look at introducing measures of how inclusive a school is. The measures could include data such as:

- The proportion of the cohort that has SEN Support or an EHCP

- The exclusion rate of SEND pupils

- The extent to which the school on-rolls or off-rolls SEND pupils at non-standard entry points (especially before the point at which pupils start counting in the schools' accountability statistics)

- Attainment and progress of the SEND cohort

- Destination data for pupils with SEND

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[48] https://www.london.gov.uk/what-we-do/education-and-youth/preparing-young-people-workplace/careers-clusters

[49] http://www.mathshubs.org.uk

[50] https://www.london.gov.uk/what-we-do/education-and-youth/support-families-and-early-years/early-years-and-childcare/early

[51] https://www.london.gov.uk/sites/default/files/sfl_strategy_final_june_20186.pdf

- The existence of accreditation or kite marks for inclusion standards, such as those used by the Autism Education Trust

These measures are not a perfect indicator of inclusive practice, in the same way that attainment indicators are imperfect measures of teaching, but they should provide a fuller picture of a school and allow for comparisons to be made between providers. They should therefore be treated as indicative, for use alongside other performance measures.

The government should also ensure that its policy in the Queen's Speech in 2016[52] to make schools accountable for the results of their excluded pupils is enforced. This will help to reduce the incentives for off-rolling of SEND pupils that a school is worried will harm their public performance measures.

The government should also carry out research with schools to understand what other changes would need to be made to performance measures to incentivise inclusivity, without introducing new conflicting incentives. For example, while SEND pupils have a range of abilities, schools with SEN units sometimes want to analyse the performance of their mainstream cohort separately from their pupils in the SEN unit.

D. The DfE and London government should continue to promote supported internships, other employability programmes and programmes with adult social care

Respondents to our survey brought up issues relating to lack of post-16 provision and choice: there is a "*lack of post school educational provision for students with SLD and PMLD*" and "w*ider variety and choice of post 19 options … are needed*". The DfE's Post-16 Institutions Omnibus in December 2017[53] showed that only half of colleges and a quarter of special schools offer supported internships.

As well as increasing the ability of the mainstream sector to support young people with SEND, developing and promoting other forms of provision means more appropriate options will be available. This can include targeted employability programmes, and programmes developed collaboratively with health and adult social care. The government and the Mayor should continue to fund and promote these options with local authorities, parents and schools. Local authorities should in turn raise awareness with parents, schools and colleges.

Unspent funds from apprenticeship levy contributions of London-based employers could be devolved to the Mayor. This would allow London to use its unspent levy funds to finance wider skills interventions and fill skills gaps, including supported internships. See the Waltham Forest case study in this report for more information on how supported internships can be successfully promoted.

E. The government should provide increased funding for specialist places and for improving the capacity of the mainstream sector to support young people with SEND

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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/524040/Queen_s_Speech_2016_background_notes_.pdf (p35). Also see:
https://www.independent.co.uk/news/education/education-news/students-excluded-schools-teachers-exclusions-academic-results-education-a8331371.html
53
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/664255/Post-16_Institutions_Omnibus_W5_DfE_IFF_v3.00.pdf

The current level of funding is not enough to support the provision that meets the projected demand. While there is a national capital fund for SEND provision[54], it does not go far enough. The government should provide further funds to develop specialist provision, and also to upskill the mainstream sector to be able to cater for more young people with EHCPs. This will also alleviate pressures on mainstream school funding.

Issue 2: Inadequate evidence base available for commissioning

Providers and commissioners agree that there are significant gaps in the evidence base on upcoming demand, making strategic planning challenging. Additionally, the quality of EHCPs vary widely, both between and sometimes within local authorities. Stakeholders we spoke to told us that planning too late increases the likelihood that a young person with SEND ends up in (often expensive) provision which isn't right for them.

There is no single source of information about specialist provision in London, making commissioning reliant on prior knowledge and relationships. In particular, there is limited shared intelligence on the destinations of young people with SEND from each provider.

Recommendations

A sustainable approach for developing responsive SEND provision requires addressing several information gaps.

F. The Department for Education and London government should invest in training practitioners to ensure that EHCPs conform to best-practice

There is much good practice in London in the completion of EHCPs, however, our EHCP sampling exercise showed that it is not consistently applied. Many EHCPs are not written in a way that enables effective post-16 commissioning, particularly in terms of gaps in Preparing for Adulthood outcomes. This message was reinforced by interviewees.

Practitioners completing EHCPs should be trained to ensure that outcomes are stated in terms of the Preparing for Adulthood outcome areas, so that commissioners can look for, or plan, provision that will allow the learner to achieve appropriate goals[55]. The training required could be brokered through the sub-regional hubs referenced above.

Additionally, information readily available on the vocational and employability training that the learner has received, or is due to receive, should be shared alongside the plan. This could include the young person's individual learning plan (ILP) or the data held in the Learning Records Service (LRS). This would mean that commissioners can plan more effectively and will ensure that there is no duplication in the post-16 provision offered. The EHCP itself would also benefit from additional structured sections, including:

- Specific reference to Preparing for Adulthood headings
- The educational level the young person is expected to reach at the end of key stage 4, and the specific courses they are taking

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[54] https://www.gov.uk/government/publications/send-provision-capital-funding-for-pupils-with-ehc-plans. Also note that the latest Skills for Londoners Capital Fund Prospectus lists young people with SEND as a priority area (see www.london.gov.uk/what-we-do/regeneration/funding-opprtunities/skills-londoners-capital-fund
[55] For example, see
https://councilfordisabledchildren.org.uk/sites/default/files/field/attachemnt/commissioning.doc.pdf

Finally, adherence to the "Golden Thread" approach to constructing an EHCP (see case study 2) means that professionals will have a much longer term view of the young person's future; this increases the scope and planning time available for commissioning and should therefore be encouraged as standard practice.

These recommendations would need to be fully explored with the Department for Education, as the Children and Families Act and the 0-25 SEND Code of Practice set out the legal framework for EHCPs.

G. Local authorities should share information from EHCPs with commissioners and providers from Year 9

Interviewees frequently told us that more work needs to be done to allow local authorities to start planning earlier. Information from EHCPs detailing learners' needs, aspirations and outcomes should be shared with local authority commissioners from Year 9 or earlier[56], so that plans for provision can be put in place early.

H. The GLA should work with London's local authorities to aggregate information from EHCPs alongside other demand projections for commissioners

As well as information from *individual* EHCPs being shared early, the information from well-written EHCPs should be aggregated at the local authority, sub-regional and London level in order to provide a structured evidence base for commissioners and providers. One employability scheme provider told us that they had spare capacity but needed to know well in advance the number of local young people with SEND that might be ready for the scheme, split by educational level. We attempted to extract this type of data in our EHCP sampling exercise, however there were often gaps which prevented us from doing so. Specifically, we recommend including a consistent categorisation approach to the young person's:

- Level of education likely to be achieved by the end of key stage 4 (or the actual level achieved if already post-16)
- SEND need type(s).

This information is often contained in free text, but is very hard to extract systematically and therefore to use analytically. Consistently categorised information could be used as in input to demand-modelling exercises, such as the one carried out for this review.

For this data aggregation exercise to happen cost effectively, the process of completing EHCPs would need to be streamlined. This could mean completing EHCPs via a secure online system, rather than using Word templates that vary between local authorities. The systems used would need to have the specific fields outlined above, as well as the existing free text fields. If a number of different software suppliers provide solutions to this, the government should make it mandatory that the data can be exported from the system in a standard, open format. This would mean that the organisation categorising and aggregating the data can take direct feeds from different local authority systems. This approach can build on the principles underlying the common basic data set (CBDS), although new types of fields would be required[57]. This process could be piloted at a sub-regional level, before widening out to the whole of London and beyond.

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[56] Information from EHCPs is also vital to share in preparation for the primary to secondary transfer

[57] The common basic data set contains definitions for common data items that schools and local authorities use in some software, and enables interchange of data between different software suppliers: https://www.gov.uk/government/publications/common-basic-data-set-cbds-database

We recommend that the information is aggregated at a London level, for example by the Greater London Authority (GLA) through the London Datastore. This means that the skills required to extract and analyse this data are only required within one organisation in London, therefore benefitting from economies of scale not available to individual local authorities, and that the issues around the sharing of sensitive data and GDPR compliance are handled by a single organisation.

The information aggregated from EHCPs can be used alongside the demand projections carried out as part of this review, providing a rich source of intelligence for commissioners. The model built for the demand projections can be updated as new data becomes available (see Appendix 3). Again, this could be carried out centrally.

This updated demand data should be compared to updated supply information (see Recommendation J) to produce annually refreshed gaps analysis in the modelling tool. The information from this should then be shared with commissioners, and compared with their local knowledge, to inform any requirement for new provision.

I. The Mayor and local authority commissioners should incorporate the views of young people, parents and carers

Interviewees told us that ensuring young people were involved in commissioning decisions was key to ensuring positive results[58]. One said that "*how effective a local authority is varies depending on how much they link with young people*". Improving this could mean introducing workshops with local parent/carer forums or young people's forums, talking to them about their perspective on transition into employment. See the Waltham Forest case study in Section H for more information.

J. London government should create a London-wide directory of providers of education for young people with SEND

A central database for specialist provision would mean that commissioners had full information about provision available to them. The information held should include, at a minimum:

- Location of the provision
- Level of educational needs supported
- Type of provision (e.g. specialist education, employment programme)
- Age range supported
- Places available by academic year
- Whether provision is term-time or full-time
- Whether provision is residential or day
- Specific courses offered
- "Tags" from a defined list which describe elements of the provision (e.g. wheelchair accessible, speech therapy available, etc.)

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[58] Also see
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/695096/Education_Health_and_Care_plans_-_multivariate_analysis.pdf

- Destinations of previous young people with SEND, for example, the percentage of pupils who have moved into employment after completing the provision[59]
- A free-text description of provision
- Case studies showing need types of young people supported and the specific support they have been offered

The database should offer a simple web-search facility, enabling searches such as: "Show me providers of hearing impairment within 5 miles of SW4 6BX with places available from September 2020 offering Level 2 Literacy".

The supply-side data collected as part of this review would be a starting point for the directory. Information would need to be refreshed at least annually by providers; it would be in their interest to keep the information accurate to ensure that commissioners know about their provision and its capacity. The same sub-regional coordinator proposed in Recommendation A could have a responsibility to ensure providers update their details on the directory.

Additionally, the directory should have information on the quality of provision to help commissioners and hold providers to account. This should be independent of the providers themselves, but could include:

- The views of young people and their parents and carers
- Quality assurance reviews carried out by local authorities. If one local authority collects this information it could be shared with other local authorities that may be interested in commissioning places from the provider[60].

Ultimately the directory could also directly feed into SEND local offer websites, rather than local authority websites being built independently. It could also be a foundation for a system to commission specialist places, similar to the model employed by the West London Alliance. It could also be used as a resource for young people and their parents and carers.

An export from the directory should also be used to update the supply model built for this review (see Appendix 3). This will mean that gap analysis can be updated annually with the latest available data.

The directory should be maintained centrally in London, ideally in the same team that is responsible for aggregating information from EHCPs.

Issue 3: Insufficient information sharing with stakeholders

Not enough information is made available to young people with SEND and their parents about the pathways available to support them into employment. Furthermore, when a new placement starts, providers struggle to obtain all the information needed to ensure the best possible transition for the learner. Interviewees told us that, due to a lack of experience, schools did not give enough information to colleges or to local authorities, and that schools and colleges don't routinely speak to each other about learners. This meant that, at times, colleges have been

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[59] Local authority youth service personal advisors (or Connexions services if they still remain in the local authority) should support the collection of this, although budget cuts have compromised the ability of local authorities to comprehensively collect this tracking data. There needs to be specific resource dedicated to tracking SEND young people to 25.

[60] For example, similar to the model being adopted in Wandsworth to quality assure alternative provision and share this with other local authorities.

accepting students that they are not able to support and that the young person may end up repeating studies post-16.

Recommendations

K. Providers need to provide more information about young people when they are transitioning from school

Our research found that local authorities and providers need to provide more information about young people during transition in order to address the quality gap that exists in post-16 provision, as well as the quantity gap addressed in this report. During the commissioning process and the actual transition, information shared about a young person should encompass more than just their EHCP. Including supporting information such as specifics of the child's behaviour and previous attendance rates, will mean that a post-16 provider is better able to understand the support that the learner may require. Some of this information may already accompany an EHCP in free text form, but it should be systematically captured. This may mean ensuring that more information is provided alongside the EHCP about the educational support the young person needs. This could include their behavioural support needs as well as in-class support needs, for example, through an educational psychologist's report.

It is recognised as good practice to involve post-16 providers such as colleges in transition reviews before the young person's post-school placement is decided so that they can be more responsive to the curriculum required.

L. Raise awareness of post-16 options

The training given to professionals working with young people with SEND should include information about the pathways available to them after education. A large number of respondents to our provider survey talked about ensuring a better connection between taught SEND provision and apprenticeships and work opportunities. As well as increasing the options available, this means raising awareness of pathways into employment as early as possible (from Year 9) and weaving these into EHCPs, including links to the Preparing for Adulthood outcomes. This should build on the work that schools are doing to implement the Gatsby Benchmarks[61], a framework of eight guidelines that define the best careers provision.

These careers and employability support options should be included in the supplier directory proposed in Recommendation J. Those providing information, advice and guidance to young people with SEND need to be aware of the type of employment opportunities available, such as those offered to young adults with autism and learning difficulties in the NHS[62].

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[61] www.gatsby.org.uk/uploads/education/good-career-guidance-handbook-digital.pdf
[62] www.whitefield.org.uk/news/?pid=330&nid=14&storyid=80

H. Case studies

Case Study 1: Supported internships in Waltham Forest

Waltham Forest's Post-16 SEND commissioning process is particularly strong in its incorporation of the views, experiences and support of young people with SEND and their families.

Waltham Forest ran a consultation process with young people with SEND in 2016, which highlighted that young people on a path to employment wanted to work with or within mainstream organisations whose involvement didn't immediately identify the young people as having a disability. One of Waltham Forest's key responses to this has been the development a pre-supported internship with local football team Tottenham Hotspur which, despite catering for young people who initially face significant challenges to succeeding in a work environment, allows them to feel and to be considered as people who make ordinary and integral contributions to the organisation.

Waltham Forest incorporates a family curriculum in every learner's pathway to employment. This begins with a September launch event at which young people and their families can meet exhibitors (colleges, adult social care, internship providers) and attend talks on the options available to them. The curriculum encompasses support and information to families from Job Centre Plus, who can provide benefit calculations to families who have a child entering work; this is beneficial because families can feel daunted by the prospect of changes to already-complicated benefits situations. Waltham Forest also fund a supported employment provider to employ job coaches who assist young people with SEND who have found employment, but may need some informal support to stay in work. This prevents young people and families feeling isolated; it also responds to particular difficulties faced by young people with SEMH in terms of sustaining initial success on a programme.

Over the past five years Waltham Forest have seen a significant change in the attitude of young people and their families towards training and employment provision: young people and their families now have an expectation that they will follow this pathway, and actively approach the LA to ask how this can be achieved. Word of mouth within the community has been important in this sea change, as has the ability of Waltham Forest staff to talk about post-16 employment pathways for young people with SEND in a consistently positive way. A good database that tracks young people with higher needs from age 16 helps Waltham Forest to identify and plan for their needs. It also to identify trends in need type: for example, Waltham Forest are currently working with an SEMH school to develop a 6th form provision, in reaction to an upward trend they see in the number of young people presenting with SEMH needs.

The number of supported internships in Waltham Forest has increased from five in 2013/14 to 26 in 2017/18.

Case Study 2: "The Golden Thread" in the EHCP

The DfE's quality criteria specify that a good EHCP tells the young person's story well and coherently; sets good, relevant outcomes; and is co-produced by the young person, their family, and the local authority. Therefore, within an EHCP, a "golden thread" should connect the aspirations of the young person (or the aspirations of a family for a young person) with their needs, provision and outcomes.

The young person's aspirations (hopes or ambitions of achieving particular things) are stated in the first section of an EHCP. They are the start of the golden thread, which should run through the plan and underpin the remaining sections detailing needs, provision and outcomes.

Linking the different elements of an EHCP in this way should ensure that the young person's voice is not lost amongst those of the professionals. It should also mean that provisions are made to the young person that will support them meaningfully in the long term, and that provisions are not determined or constricted by short-term financial or institutional considerations.

The Golden Thread in practice: Young Person A

A lives in a London borough with her family. She is in Year 13 at a mainstream college.

When interviewed about her aspirations, A said that she would like to achieve some qualifications so that she can find a job, maybe in childcare or caring for older people. She also said that she would like to do more things for herself and be able to travel by herself. When asked about other things she would like people to know about her, A said that she thought she was a kind person.

A's parents were asked what they would like other people to know about A. They highlighted how much progress A had made despite significant barriers, how she enjoys being with young children, and how they can now see a future for A. A's parents brought up the issue that due to her learning difficulties, A doesn't really have a clear idea of the sort of employment she could have, but that as her parents they feel that A would benefit from having some qualifications that will one day lead to a job.

A's Special Educational Needs are described as expressive and receptive language difficulties, in addition to difficulty processing auditory information and remembering verbal information. She also has motor-coordination difficulties. A's EHCP states that her self-confidence is growing, although her confidence in her abilities is affected by awareness of her language and learning needs.

As A is over 14 years old, her EHCP features Preparing for Adulthood outcomes that relate to employment, independent living, friends, relationships and community, and good health. A's EHCP records that in terms of employment, A's desired outcome is to work with children in a nursery. In terms of independent living, A would like to do things by herself, to make her own decisions, and to travel.

A's EHCP breaks down these aspirations into shorter-term outcomes and matches them with provision. One of these is that by the time A is 20, she will have developed transferable skills that will help her find future employment in a nursery or something similar in the caring field. Provision to help A reach this goal includes teachers helping A to develop her team working skills by taking part in class discussions, having opportunities to try various work placements giving her a chance to build skills needed in the industry, and attending appointments with college careers advice on career research and interview skills.

Another of A's shorter-term outcomes is that by the age of 19, she will be able to understand and manage a weekly budget so that she can start to be more independent and have her own bank account. Provision to help A reach this goal includes a functional skills course in maths, drawing on tangible and multi-sensory resources; social skills lessons that look at various strategies to address A's specific needs; and A having a named person she can approach at any time to share any concerns. College teaching staff and other professionals like a Speech & Language Therapist will help to deliver this provision. A's EHCP states the number of hours of support per week from staff and other professionals which will be necessary to deliver all the provision listed.

Case Study 3: Wilf and the Tower Project - Ensuring a successful transition into the workplace

Wilf, who is autistic and has significant learning disabilities, is 25 years old and has had experience of a wide range of post-16 provision. He now has part-time jobs and says, "I like going to work".

Wilf went to mainstream schools with specialist resource bases. His secondary school didn't have an attached 6th form, so Wilf spent his first post-16 year at an autism-specific special school. Unfortunately, this was not a positive experience for Wilf, as he found it difficult to cope in an environment where other pupils' behaviour could be unpredictable.

After a year, Wilf returned to mainstream provision, at an FE college that offered a 'Pathway to Independence' course. This provision gave Wilf and his family a structure that was important to them and Wilf became more confident. However, at a second FE college where he did an 'Into Work' course, Wilf's mother, Ingrid, says that the trajectory of the programmes was weak. Although staff were competent and supportive, Wilf's aspirations were not considered on the programme and its outcomes were not useful to him. Although Wilf was doing full time courses he was attending only three days a week.

Following a person centred planning meeting, just before Wilf was 18, it was suggested Wilf started working on the two days he wasn't at college. Following his assessment for adult social care, he was given direct payments and the agency that provided his support arranged for him to volunteer, in turn, at a city farm, a cattery and stables.

While Wilf was at college, his mother contacted organisations that she hoped could help Wilf achieve his aspirations to paid employment and to have a normal life like anybody else of his age. Wilf's local recruitment service refused to support an individual like Wilf, because he can display behaviour that is challenging to manage. The Tower Project in Tower Hamlets, however, "*has been excellent*", says Wilf's mother. They helped Wilf build up a vocational profile, get experience of different workplaces during his college holidays, and do some job training within their organisation. Innovative collaborative working between the Hackney SEN Post-16 Project Officer, social services, and the Job Enterprise and Training team at the Tower Project led to a pilot supported employment internship being set up. Using job coaches trained in systematic training instruction, Wilf worked in a cafe and became a barista. He was subsequently offered a part-time job at the cafe and now works two short days a week with one-to-one support funded with his direct payment social care package of support. Wilf uses his wages to visit pubs and go out for pizza, which has opened up a whole new social world for him.

Wilf's mother says that she is glad that the aspirations of young people with SEND are now being included in – and shaping – planning for their post-16 provision, and that this planning is being done earlier than it was for Wilf. Ingrid says that she is glad that the challenges experienced by her family in bringing together the different aspects of Wilf's post-16 experience, with their associated professionals, are being reduced for other young people and their families and that there are more supported employment internships available. The Tower Project is now linked with Wilf's former college and lots of students are doing supported employment internships, which pleases her greatly. She says, "*I just want Wilf to be able follow a normal pathway like any other young person*."[63]

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[63] Learn more about Wilf at: https://www.preparingforadulthood.org.uk/downloads/education-health-and-care-planning/video-ingrid-talks-about-person-centred-planning-for-her-son-wilf.htm

Appendix 1: The demand model

Summary of the demand modelling approach

The steps of the approach are summarised in the diagram below. This approach and assumptions were discussed with stakeholders throughout the project.

Step 1. **Baseline** existing EHCP London resident cohorts, pro-rated for primary need and secondary need

Step 2. Split by level of **learning support needs** based on KS4 results (actual or predicted from KS2)

Step 3. Apply "**intra-cohort change**" based on historical trends to project younger ages forward to 15

Step 4. Apply assumptions on the % of these cohorts still **requiring provision at each age from 16 to 24**

Step 1 – Baselining EHCP cohorts

The starting point for modelling the size of post-16 cohorts involved taking the baseline of the number of young people with an EHCP or statement by need type and local authority. The data was taken from the National Pupil Database, which includes state-funded schools and pupil referral units. Due to the issue with off-rolling at age 15 discussed in Section B, we used the age 14 cohort as the baseline if the cohort had already reached this age. Otherwise we used the latest available cohort.

Note that we cannot use cohorts of age 16 or older as the baseline since many young people with SEND may have left education, for example becoming NEET.

Learners with multiple need types

In order to reflect the complexity of needs of young people with SEND, we apportioned each young person using a "full-time equivalent" (FTE) approach depending on their primary and secondary need, rather than a headcount approach. The effect of this FTE approach means that we aren't modelling individual learners, but more an overall sense of the scale of demand.

Each learner was apportioned as follows:

- If a young person had PMLD, SLD or MSI as a primary or secondary need (regardless of if they have an EHCP), we weighted them 100% for this need. This means we included SEN Support PMLD learners, for example

- If a young person had two needs, one of which was "other", we ignored the "other" need type

- We weighted all others 70% for their primary need and 30% for their secondary need (unless they don't have a secondary need). So, for example, a young person with ASD as

their primary need and MLD as their secondary need would be weighted 0.7 FTE for ASD and 0.3 FTE for MLD.

The data was then uplifted for cohorts that don't appear in the national pupil database source. The key cohorts missing from the NPD data are those in independent special schools and, to a lesser extent, alternative provision.

Independent school cohorts

Overall, 6.4% of young people in London with EHCPs are in independent schools or independent special schools[64]. However, some young people with EHCPs are in early years or post-16 settings that aren't in our age 14 baseline data. When these are removed, adding in independent provision accounts for an overall uplift in the number of young people with an EHCP of 7.3%. However, this percentage varies between local authority, since some local authorities use more independent provision than others. We therefore applied a local authority specific uplift to each local authority's baseline, the same for each need type.

Alternative provision cohorts

The data shows that it is more common for a 15 year old pupil to be in alternative provision than any other age of child[65]. This is discussed earlier in this report and is why we elected to use the age 14 cohort as our baseline. However, there are also many young people with SEND in the age 14 cohort in alternative provision.

Approximately 3,200 14 year olds were in LA maintained alternative provision in England[66]. 19.2% of England's secondary age learners are in London[67], and 9.9% of alternative provision learners had EHCPs in 2018[68]. Based on these figures this would be an estimate of 60 young people with EHCPs across London in our baseline, or an extra 1.9% of the existing baseline. There is no data on the specific need type of these learners, so this uplift was again applied consistently across all need types.

Step 2 - Calculating the level of learning support needs

A learner with a particular need type could require a different type of provision depending on their specific educational support needs. For example, one young person with an EHCP who has ASD may have very different educational requirements to another learner with ASD.

In order to include this in the modelling of SEND demand, we used a learner's key stage 4 results to categorise them as having a high, medium or low level of learning support need. The categories are defined as:

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[64] Statements of SEN and EHC plans: England, 2017
[65] Schools, pupils and characteristics
[66] Based on Schools, pupils and characteristics 2018 National Tables Table 1b (from the alternative provision census)
[67] Schools, pupils and characteristics LA tables 7B (a proxy based on PRUs, academy alternative provision and free school alternative provision)
[68] Special educational needs in England: January 2018 National Tables Table 2 (proxy based on academy and free school alternative provision)

- **Low level of learning support need** - Achieved Level 2[69] (five or more GCSEs at A*-C or equivalent vocational qualifications) at key stage 4[70].

- **Medium level of learning support need** - Achieved Level 1 (five or more GCSEs at A*-G or equivalent vocational qualifications) at key stage 4

- **High level of learning support need** - Did not achieve Level 1 at key stage 4

Projecting post-16 education demand from key stage 2

Many of the cohorts we were projecting post-16 demand for had not yet sat key stage 4. In these cases we used key stage 2 prior attainment to project forward likely outcomes at key stage 4, which in turn were used to categorise learners into high, medium or low learning support needs, as shown above.

Young people with an EHCP who have a particular need type and key stage prior attainment may progress differently through to key stage 4. Hence, we used the probability of progressing to different levels at key stage 4 based on three years of data for all young people with an EHCP nationally. This shows, for example, that nationally around half of SEMH pupils at level 4 at key stage 2 don't achieve 5 or more A*-G at key stage 4. Our model would therefore project half of SEMH pupils at level 4 would be at a high level of learning need post-16. By comparison, 5% of hearing-impaired pupils at level 4 don't achieve 5+A*-G.

All post-16 cohorts in our model had completed key stage 2, so there was not a requirement to project key stage 4 results from key stage 1.

The full list of percentages used to estimate key stage 4 outcomes from key stage 2 prior attainment, split by primary need type, is shown below.

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[69] This historically meant achieving five or more A* to C grades at GCSE, although now it can include 9-4 grades
[70] There was a change to the way vocational qualifications were counted in GCSE equivalencies from 2014 as a result of the Wolf review. To ensure consistency with earlier cohorts, results for vocational qualifications prior to 2013 were rebased using the 2014 methodology in the model.

Percentage of young people with SEND achieving different levels at key stage 4, split by key stage 2 prior attainment and SEN primary need

| Primary Need | Key Stage 2 Prior Attainment | % at Each KS4 Attainment Level | | | Primary Need | Key Stage 2 Prior Attainment | % at Each KS4 Attainment Level | | |
		Not at Level 1 (High need)	At Level 1 (Medium Need)	At Level 2 (Low Need)			Not at Level 1 (High need)	At Level 1 (Medium Need)	At Level 2 (Low Need)
ASD	Below Lev 2	100 %	0%	0%	PMLD	Below Lev 2	100%	0%	0%
	Level 2	70%	25%	5%		Level 2	60%	40%	0%
	Level 3	30%	55%	15%		Level 3	35%	50%	15%
	Level 4	15%	40%	45%		Level 4	35%	35%	30%
	Level 5	10%	10%	80%		Level 5	35%	35%	30%
HI	Below Lev 2	90%	10%	0%	SEMH	Below Lev 2	95%	5%	0%
	Level 2	50%	45%	5%		Level 2	75%	25%	0%
	Level 3	15%	65%	20%		Level 3	60%	35%	5%
	Level 4	5%	35%	60%		Level 4	55%	35%	10%
	Level 5	0%	5%	95%		Level 5	40%	25%	35%
MLD	Below Lev 2	95%	5%	0%	SLCN	Below Lev 2	90%	10%	0%
	Level 2	70%	30%	0%		Level 2	45%	50%	5%
	Level 3	40%	55%	5%		Level 3	15%	75%	10%
	Level 4	30%	55%	15%		Level 4	10%	45%	45%
	Level 5	35%	15%	50%		Level 5	10%	20%	70%
MSI	Below Lev 2	100%	0%	0%	SLD	Below Lev 2	100%	0%	0%
	Level 2	65%	30%	5%		Level 2	80%	20%	0%
	Level 3	5%	75%	20%		Level 3	40%	55%	5%
	Level 4	0%	45%	55%		Level 4	40%	40%	20%
	Level 5	0%	20%	80%		Level 5	30%	15%	55%
OTH	Below Lev 2	95%	5%	0%	SPLD	Below Lev 2	80%	20%	0%
	Level 2	55%	45%	0%		Level 2	30%	65%	5%
	Level 3	30%	60%	10%		Level 3	15%	70%	15%
	Level 4	20%	50%	30%		Level 4	10%	50%	40%
	Level 5	10%	20%	70%		Level 5	5%	15%	80%
PD	Below Lev 2	95%	5%	0%	VI	Below Lev 2	95%	5%	0%
	Level 2	60%	40%	0%		Level 2	50%	45%	5%
	Level 3	20%	65%	15%		Level 3	15%	65%	20%
	Level 4	10%	40%	50%		Level 4	5%	40%	55%
	Level 5	5%	10%	85%		Level 5	0%	5%	95%

Source: NPD for all England schooled pupils 2015 to 2017

Step 3 – Intra-cohort changes from age 11 to 15

Where cohorts were not yet at age 15 we needed to understand how the incidence of need changes as a cohort ages. To do this we looked at the growth or reduction in the overall size of each cohort of young people with EHCPs within each need type and level of learning support needed. We used NPD data from 2009 to 2017 to establish the uplifts required to project younger cohorts to age 15.

The exception was for SEMH, which was introduced as a new code in 2015. Learners classified with the deprecated code of BESD cannot be directly compared with SEMH so only three years of SEMH data was used.

Because the age 14 to 15 intra-cohort change was negative in many instances due to the off-rolling effect, we assumed the age 13 to 14 intra-cohort change was repeated between age 14 and 15.

Step 4 – Percentage requiring provision from 16 to 24

Once our cohorts had been projected to age 15, we needed to make assumptions about the proportion of these learners who have educational support requirements each year post-16. This is a significant part of the model as there is no hard data on the education provision that is truly needed post-16; we cannot rely on past supply data since we know some demand has been missed and many young people with an EHCP become NEET.

Based on the feedback of stakeholders, the model assumes that there is no difference in post-16 education support requirements due to the specific SEN need, but that there will be different requirements depending on a learner's prior attainment (i.e. the level of learning support need modelled).

The current assumptions, based on discussions with numerous stakeholders, are as follows:

- Due to the Raising Participation Age policy requiring learners to be in education until age 18, we assume that all 15 year olds in the model need provision at age 16 and 17.

- Then, after age 17, the percentage of learners requiring provision varies depending on their level of learning support needs:

    o Low level of learning support needs – 25% of the cohort require provision at age 18. This reflects learners who require a third year of post-16 study to reach their full level 3 and is based on the ratio of the number of all learners that reach Level 2 at 16 compared with the number that reach Level 3 by 18[71]

    o Medium level of learning support needs:
        ▪ All are assumed to require provision at age 18 (i.e. a third year of post-16 study)
        ▪ Then the model assumes a 50% drop-off at age 19 for young people then able to move into employment with a level 2 qualification. Better data is required to improve this assumption
        ▪ Then, each cohort reduces in size by 24% year on year. This is based on the fact that 26% of 27 year olds with SEND are on out of work benefits[72], and a 24% year on year reduction to age 25 leaves 26% of the cohort requiring education. The model assumes that a person on out of work benefits requires some form of education or training to enable them to gain employment.

    o High level of learning support needs:
        ▪ All are assumed to require provision at age 18 (i.e. a third year of post-16 study)
        ▪ Then, each cohort reduces in size by 24% year on year, as per the method for medium support needs

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[71] Based on DfE statistics on Level 2 and 3 attainment by young people aged 19 in 2017 (National Table 1)
[72]
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/730977/FSM_and_SEND_outcomes-statistics.pdf

> - The exception is for PMLD, SLD and MSI cohorts for which 100% are assumed to need education or training provision until 25.

We recommend that this part of the model is updated as better information becomes available, for example, by surveying professionals working with different types of post-16 young people with SEND or by reviewing EHCPs of these learners as they age.

Other considerations for demand modelling

Non-London residents

Our model only looks at demand from London residents. In practice, many London providers will also support learners from outside of the capital, but the focus for this research was on ensuring that London's residents have the support they need in the future.

Increasing incidence post-16

We recognise that some learners could have a new EHCP after age 16, for example due to a hidden need being identified, or the onset of a new disability. However, our model does not account for any uplift for new post-16 demand.

Rounding

Since the projections of demand and calculations of existing capacity are not exact sciences, numbers have been rounded to the nearest 10. This also means that very small cohorts are suppressed.

Change of local authority of residence

We are not accounting for learners who move home. Demand is tied to the location of a child when they were last in a state-funded school.

Appendix 2: Sources of supply data

The following sources were used to populate the list of providers used to estimate current supply in London:

Source	Provider types covered	Used for
Edubase[73]	State-funded special schools, independent and non-maintained special schools	• Main type of SEND provision[74] • Age ranges covered • Main delivery postcode • Total capacity[75] Boarding status
DfE Statistical First Release on Special Educational Needs in England: January 2018	State-funded special schools	• SEND need types covered and the proportion of each • Number of pupils with EHCPs
Individualised Learner Record (ILR)	Colleges and adult education providers	• Existing number of learners with EHCPs • SEND need types covered and the proportion of each • Delivery postcodes
National Pupil Database (NPD)	State-funded schools with EHCP students post-16	• Estimate of capacity for learners with EHCPs if missing from other sources • SEND type breakdowns
Provider websites	All	• To fill in gaps in the need types catered for, especially for independent schools • Checking other data such as delivery postcodes
Provider survey	All	• Verifying other information above • Need types covered and post-16 capacities

- Where a provider did not complete the provider survey, we used information from the other sources to estimate the provider's post-16 capacity, their need types covered, and the how their capacity is broken down between need types.

- If we don't have a provider's specific post-16 SEND capacity, we have prorated from known information – for example, if a provider has a capacity of 80 pupils for age 11 to

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[73] Now called "Get information about schools": https://get-information-schools.service.gov.uk/
[74] Not always available for independent schools
[75] This is not specific post-16 capacity

18, we assume that there is capacity of 10 pupils in each of the 8 year groups and therefore there is a capacity of 30 for 16 to 18 year olds.

- The need types used in the ILR do not match exactly to the NPD codes, therefore a best-fit approach has been used to match ILR codes to the NPD codes.

Appendix 3: The modelling tool

1. About the supporting modelling tool

The demand and supply analysis shown in this report is derived from an Excel model that uses the data sources and method outlined in this report. It includes the source data as well as various assumptions and modelling tables used to project forward.

The workbook also includes the full list of SEND providers that have been included in the supply model.

The model is designed to be adjusted as new data becomes available, including:

- New raw data used for demand modelling including school census data and key stage 4 results

- Changes to individual providers used in the supply modelling, including new providers and updates to information such as post-16 SEND capacity or SEND types covered

- Changes to the assumptions used, including:
  - Intra-cohort changes between ages 11 and 15
  - The proportion of learners with different learning support needs requiring education provision after age 16 (and each year thereafter to age 24)

- Changes to other underlying variables, including:
  - Key stage 2 to key stage 4 mappings used to project the learning support needs of learners with different need types and key stage 2 prior attainment

2. Updating the model

Changing some elements of the model require adjusting SQL code, but many of the key assumptions are editable by changing tables of assumptions.

Although, in theory, individual local authorities could update the variables in the model, we recommend that any updates are carried out centrally across London to ensure consistency in approach.

Appendix 4: London's sub-regions

This report uses the London sub-regions used in the government's Local Area Reviews, as shown below:

Sub-region	LA	Acronym
Central London	Camden	CAM
	City of London	CL
	Hackney	HAC
	Haringey	HRG
	Islington	ISL
	Kensington & Chelsea	K&C
	Lambeth	LAM
	Lewisham	LEW
	Southwark	SWK
	Tower Hamlets	TOW
	Wandsworth	WAN
	Westminster	WES
East London	Barking and Dagenham	BaD
	Bexley	BEX
	Bromley	BRO
	Enfield	ENF
	Greenwich	GRE
	Havering	HAV
	Newham	NEW
	Redbridge	RED
	Waltham Forest	WAL
South London	Croydon	CRO
	Kingston upon Thames	KuT
	Merton	MER
	Richmond upon Thames	RuT
	Sutton	SUT
West London	Barnet	BAR
	Brent	BRE
	Ealing	EAL
	Hammersmith & Fulham	H&F
	Harrow	HRW
	Hillingdon	HIL
	Hounslow	HOU

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Appendix 5: Glossary

SEN Types

Broad Category	Description	Code
Cognition and learning	Specific learning difficulty	SPLD
	Moderate learning difficulty	MLD
	Severe learning difficulty	SLD
	Profound & multiple learning difficulty	PMLD
Social, emotional and mental health	Social, emotional and mental health	SEMH
	Behaviour, emotional and social difficulty (no longer used)	BESD
Communication and interaction	Speech language and communication difficulty	SLCN
	Autistic spectrum disorder	ASD
Sensory and/or physical needs	Hearing impairment	HI
	Visual impairment	VI
	Multi-sensory impairment	MSI
	Physical disability	PD
Other	Other difficulty/disability	OTH
	No specialist assessment	NSA

Other terms

Term	Description
Alternative provision	External educational arranged by a school or local authority for pupils not attending mainstream schools
Apprenticeship	Apprenticeships combine practical training in the workplace with study and last between one and four years. They can be at different educational levels across a range of subjects.
Destination measures	Statistics published by the DfE showing the destination of students after key stage 4 and key stage 5. Includes students continuing their education by institution type e.g. specialist provider, independent schools, those in apprenticeships, and those not in education

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Term	Description
DfE	Department for Education
EHCP	Education, Health and Care Plan. Note that, in this report, we sometimes use the term EHCP to refer to EHCP or statement.
Further education (FE)	Post-secondary school level education that is below undergraduate degree level
Higher Education (HE)	Post-secondary school level education generally offered at universities and other academic institutions
Inclusion	The concept of educating young people with SEND in mainstream education. The Special Educational Needs and Disability Code of Practice (2014) talks about disability in terms of equality: "[Schools] must have due regard to general duties to promote disability equality … All schools have duties under the Equality Act 2010 towards individual disabled children and young people. They must make reasonable adjustments, including the provision of auxiliary aids and services for disabled children, to prevent them being put at a substantial disadvantage."
Independent special school	A school not dependent on local authority or central government funding, which is allowed to make a profit, and at least half of pupils have SEND
ILR (Individual Learner Record)	A person-level dataset based on statutory returns made by colleges and other post-16 providers about the characteristics of their students and the courses studied
Key stage 2	Covers the four years of schooling from years 3 to 6 (pupils are normally aged between 7 and 11 years). In this report we use the term to refer to the assessments made at the end of the key stage
Key stage 4	Covers the two years of schooling which includes GCSEs, usually years 10 and 11 (pupils are normally aged between 14 and 16). In this report we use the term to refer to the assessments made at the end of the key stage
Key stage 5	Covers the two or three years of schooling which includes A-levels or equivalent (pupils are normally aged between 16 and 18). In this report we use the term to refer to the assessments made at the end of the key stage
Learning Difficulty Assessments (LDAs)	Prior to the change in SEND legislation in September 2014, Learning Difficulty Assessments were undertaken for young people under 25 who were in post-16 education and were likely to need additional support as part of their further education and would benefit from an LDA being prepared for them. If the young person required support but already had a Statement of SEN in place, an LDA would not be necessary until that Statement ceased (usually when the young person entered post-19 education)
Learning support needs	Term used in this report to estimate the level of educational provision a learner needs post-16, based on their actual or predicted achievement at key stage 4
Level 1 (at Key stage 4)	Achieved at least 5 A* to G or (9 to 1) at GCSE or equivalent qualifications, but not achieved Level 2

Term	Description
Level 2 (at Key stage 4)	Achieved at least 5 A* to C or (9 to 4) at GCSE or equivalent qualifications
Level 3 (at Key stage 5)	Achieved at least two E grades at A level or other equivalent qualifications
Local area review	Reviews carried out in sub-regional geographical levels to inform the restructuring of the further education sector. There were four reviews for four sub-regions in London, as detailed in Appendix 4
Local offer	Local authorities are required to publish information on their local offer, setting out in one place information about provision they expect to be available for young people with SEND in their area. This is normally done via a local offer website
Maintained (school)	Schools that are 'maintained' by the local authority. They must follow the national curriculum and national teacher pay and conditions
Mainstream	For the purposes of this report, mainstream is defined as any provision which does not specifically cater solely for SEND pupils. However, note that the supply analysis in this report splits out further education supply from other mainstream provision
NEET	A Young person Not in Education, Employment, or Training
NPD (National Pupil Database)	A database controlled by the Department for Education, based on data collections from 2 to 21 year olds in state-funded education in the UK. It includes characteristics of pupils from the school census along with their attainment in statutory assessments
Non-maintained special school	A form of regulated non-profit making special school, with publicly-funded pupils, run in a similar way to maintained special schools
Off-rolling	The practice where a school removes a pupil from it's school roll, usually by permanently excluding them or moving them to another school or alternative provider
Preparing for Adulthood (PfA)	A programme run by the National Development Team for Inclusion (NDTi) which, amongst other things, highlights four key outcome areas for young people with SEND to prepare for adult life: employment; friends, relationships and community; independent living; and good health
Provider	In this report, "provider" is used as a general term to cover schools, colleges or any other educational establishment
School Action	A SEN code used prior to the SEN reforms in 2014. Used when there was evidence that a child is not making progress at school and there was a need for action to help with their special education needs
School Action Plus	A SEN code used prior to the SEN reforms in 2014. Used when School Action had not been sufficient
School census	A statutory census that takes placing each term. It collects data on the individual pupils and the school itself

Term	Description
SEN Support	A SEN code used since the SEN reforms in 2014. Intensive and personalised intervention which is required to enable the child/ young person to be engaged in learning
SEN	Special Educational Needs
SEN2	Statutory return completed by local authorities providing information on their resident 0 to 25 year olds with EHCPs
SEND	Special Educational Needs and Disabilities
Statement (of SEN)	This is a document that set out a child's SEN and any additional help that the child should receive. A Statement was normally made when the educational provision required to meet a child's needs could not be met by the resources within a child's school at School Action or School Action Plus. Statements should all have been converted to EHCPs by April 2018
Supported internship	Supported internships are structured study programmes aimed specifically at learners aged 16-24 with a statement of SEN or an EHCP. These programmes are based primarily at an employer and are intended to equip young people with learning difficulties and/or disabilities with the skills they need for work. Pre-supported internships, which are based primarily at an FE provider but include some work experience, are being used more often now to bridge a gap between schooling and an internship for higher-needs learners
Traineeship	Traineeships were introduced in August 2013 and are designed to help young people develop the skills needed for an apprenticeship and/or employment. Traineeships last between six weeks and six months and include a work experience placement with an employer; work preparation training; and English and mathematics provision where required

Appendix 6: Acknowledgements

Thank you to all the people who spared their time to contribute to this review. Thank you also to the National Pupil Database which provides such a rich source of information that allows us to carry out this vital research.

Stakeholders consulted for this review are listed below. We also had survey responses from approximately 50 providers of specialist education across London.

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- Anne Pinney, Independent Consultant
- Barney Angliss, Independent Consultant
- Dr Caroline Allen, Orchard Hill College
- Debbie Christie, London Borough of Bromley
- Derek Harvey, DWP
- Gillian Bennell, London Borough of Wandsworth
- Jacqueline Beckett, London Borough of Bexley
- Jethro Picton, London Borough of Waltham Forest
- Jonny Woodthorpe, West London Alliance
- Julie Pointer, National Development Team for Inclusion
- Linda Jordan, National Development Team for Inclusion
- Mary Vine-Morris, Association of Colleges
- Matthew Dodd, Council for Disabled Children
- Peter Mayhew-Smith, South Thames College Group
- Richard Griffin, Health Education England
- Sue Pember, Holex
- Tim Cooper, United Response
- Yolande Burgess, London Councils

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