

**From:** Roger Gough, Cabinet Member for Education and Health Reform  
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**To:** Education Cabinet Committee – 27 September 2013

**Subject:** Alternative Provision Health Needs Service

**Classification:** Unrestricted

**Electoral Division:** All

**Summary:**  
**This report outlines the proposals to develop an effective Health Needs Service across Kent which enables young people with Health Needs to access appropriate education provision.**

Recommendations:

**The Education Cabinet Committee is asked to consider the options for the establishment of a new Health Needs Service for Kent and endorse or make recommendations to the Cabinet Member for Education and Health Reform, including the intention to carry out a consultation with Schools, FE Colleges and other stakeholders.**

## **1. Background**

- 1.1 The first phase of reviewing Pupil Referral Units and Alternative Curriculum Provision for young people in Kent has resulted in the establishment of 8 PRU or managed service hubs across the county to support pupils at risk of exclusion, or who need alternative provision are age 14 and beyond. These hubs provide for young people who are unable to access education because of permanent exclusion or risk of permanent exclusion. They are:

Dover and Thanet  
Swale  
North West Kent  
Shepway  
Ashford  
Maidstone and Malling  
West Kent

- 1.2 These delivery hubs have also developed a range of early intervention strategies to support young people at risk of disengaging. New Management Committees, of

Secondary headteachers, have been established in each of the 8 hubs. The delegated and devolved budgets have also been allocated to these localities.

- 1.3 The second phase of this review considers Kent County Council's PRU and Alternative Provision for pupils with Health Needs. Currently there are 3 PRUs designed to support young people who because of health issues cannot attend mainstream school for periods of time.

### **Statutory Guidance from the Department for Education (DfE)**

- 1.4 New statutory guidance on educating children with Health Needs was published on the 13<sup>th</sup> January 2013 and updated on the 20<sup>th</sup> May 2013. It states:

*"Local authorities must arrange suitable full-time education for permanently excluded pupils, and for other children who, because of illness or other reasons, would not receive suitable education without such provision. This means that where a child cannot attend school because of health problems, and would not otherwise receive a suitable full-time education, the Local Authority is responsible for arranging provision and must have regard to this guidance.*

*There will be a wide range of circumstances where a child has a health need but will receive suitable education that meets their needs without the intervention of the LA. For example, where the child can still attend school with some support; where the school has made arrangements to deliver suitable education outside of school for the child; or where arrangements have been made for the child to be educated in a hospital by an on-site hospital school. We would not expect the LA to become involved in such arrangements unless it had reason to think that the education being provided to the child was not suitable or, while otherwise suitable, was not full-time or for the number of hours the child could benefit from without adversely affecting their health. This might be the case where, for example, the child can attend school but only intermittently."*

- 1.5 The guidance is clear about the requirement to provide a service when:  
*"It is clear that a child will be away from school for 15 days or more, whether consecutive or cumulative."*
- 1.6 Pupils are entitled to this provision when they would otherwise not receive suitable education because of illness. The guidance refers to pupils of compulsory school age.

## **2. Current Provision for Health Needs**

- 2.1 There are two Health Needs Pupil Referral Units in Kent. The Willows in Canterbury serving East Kent and Woodview, near Leybourne, serving West Kent. Woodview has two satellite units. The districts covered are:

**East Kent (The Willows):** Ashford, Canterbury, Dover, Shepway, Swale and Thanet.

**West Kent (Woodview):** Maidstone, Tonbridge and Malling, Tunbridge Wells, Sevenoaks, Gravesend and Dartford

- 2.2 The current function of these Health Needs PRUs is to provide outreach to schools to create capacity for pupils to remain in their home schools wherever possible. For example, they provide advice and training about risk assessments and care plans, or condition specific training for conditions such as acquired brain injury or epilepsy. The offer also includes:
- Home tuition for pupils who are so unwell that they cannot leave home
  - Tuition at home/school for post-operative care
  - Tuition at bases for those who need small group teaching and the specialist knowledge of their conditions
  - GCSE courses for those in Years 10 and 11 who are unable to reintegrate into their home schools.
- 2.3 In addition there is [Oakfields Education Unit](#) (PRU) in Staplehurst which provides education for all young people who are inpatients in the Kent and Medway Adolescent Unit, which is a CAMHS Tier 4 provision. This provision is managed by the South London and Maudsley NHS Trust, under a tender awarded in 2010 by NHS Eastern and Coastal Kent, NHS West Kent and NHS Medway Trusts.
- 2.4 Tier 4 CAMHS provision provides specialist services for children and young people with the most complex mental health needs. Most referrals are through CAMHS Tier 3 providers. There are 24 residential places and the average length of stay is 6 weeks. There is also provision for a day service for a maximum of 6 places.
- 2.5 All admissions have a mental health diagnosis and some are sectioned under the Mental Health Act. The health profile of learners supported by the Oakfields Education Unit is significantly different to the Willows Health Needs PRU and Woodview Health Needs PRU.
- 2.6 The following tables give details of the current Kent provision, which includes learner numbers by locality and district:

**Learner numbers: Table 1**

Number of learners on roll - 3 year trend January Census for the Health Needs PRU's

Table 1.	West Kent HNES			East Kent HNES			Oakfields
	Jan-11	Jan-12	Jan-13	Jan-11	Jan-12	Jan-13	Jan-13
Year 11s	59	45	52	50	32	40	7
Primary	82	66	84	34	5	4	0
Psychiatric	91	73	85	70	49	56	19
Medical	35	33	45	93	37	25	19
Statemented	17	16	10	11	9	4	0
ASD	18	18	19	6	4	9	
CAF	2	6	16				
CIC	2	1	0		4	1	
Number on roll - January	126	106	131	156	76	73	

**Table 2. Learner Numbers by District**

<b>District Number of Learners on Roll – January 2013 Census</b>			
<b>East Kent HNES</b>		<b>West Kent HNES</b>	
Ashford	11	Ashford	4
Canterbury	18	Dartford	21
Dover	16	Gravesham	17
Maidstone	1	Maidstone	30
Shepway	10	Sevenoaks	8
Swale	10	Thanet	1
Thanet	11	Tonbridge and Malling	23
Dartford	1	Tunbridge Wells	16

**Table 3. Number on Roll for 2012-2013**

The number of young people on roll at the Health Needs PRUs changes over the course of the academic year depending on the medical needs of learners.

<b>West Kent HNES</b>	<b>East Kent HNES</b>	<b>Oakfields</b>
Range 87 - 163	TBC	24 learners on roll and continually admitted & discharged.
Average 135		
Total: 227	Total: 108	Total: 180

### **3. Proposals for a New Kent Health Needs Service**

3.1 The KCC policy on “The education of children and young people with medical needs” was last amended in March 2008. In the light of the new national guidance and the Kent review of PRUs and Alternative Provision, it is necessary to ensure that a new policy is agreed as part of this review of Health Needs provision.

3.2 The principles underpinning this review are to

- 1) Develop a flexible and responsive service managed by headteachers.
- 2) Consult on a revised policy statement, review of referral systems and reintegration processes in line with the SEND strategy.
- 3) Establish a more integrated delivery model for learners with health needs, ensuring appropriate links with home schools and FE colleges.
- 4) Ensure there are better opportunities for young people with health needs to remain in their home school, other schools or other provisions including colleges.
- 5) Develop a service more available to all pupils with health needs across the county.

- 6) Ensure there are explicit links with KIASS, (Kent Integrated Adolescent Support Service) CAMHS, Inclusion, Educational Psychologists, school nurses and KCC Families and Social Care.
- 7) Provide access to an appropriate curriculum offer including English and Maths for all pupils with health needs.
- 8) Develop stronger links to the 7 Clinical Commissioning Groups in the NHS, so that there is common understanding between Health and Education about the Health Needs Service.

3.3 The review is intended to establish clear criteria and guidance on the profile of children and young people who will need to access this service, for Schools and FE colleges and health professionals. It is proposed that the new service will encompass:

- Education provision for pupils going into hospital
- Pupils able to remain in their home school or another school with support
- Pupils who have medical certification stating that they are unlikely to be in a fit state of health to attend school.
- Pupils with long term medical conditions where the individual's needs must be assessed. The length of time a child is likely to be out of school is an important factor.
- And develop effective partnership and commissioning arrangements with the Health Authorities.

3.4 A child unable to attend school because of health needs must not be removed from the school roll without parental consent and certification from the KCC school medical officer.

3.5 The current Medical Needs structures for Kent do not meet the requirements of the DFE guidance and following the review of PRUs and Alternative Provision, options for a new delivery model will be needed.

3.6 There are two possible models for delivery of the reviewed service:

Option 1:

Establish a county service with no PRU, based on the 8 Alternative Provision hubs recently established. Expand the Management Committees to ensure appropriate representation of Health Needs learners. This would assimilate the Health Needs service within the new PRU and Alternative Provision.

## Option 2:

Establish one Health Needs PRU separate from the 8 Alternative Provision hubs, delivering a service across the county. This would retain a PRU provision for Health Needs pupils only.

### 4. Resource Implications

- 4.1 In line with new government regulation, funding for Health Needs PRUs has been delegated to reconstituted Management Committees. The intention of this change in the management of PRUs is to improve outcomes for all learners unable to access mainstream education, in this case because of health needs.
- 4.2 In 2012/13 the budget was overspent by almost £300k. A similar overspend occurred in 2011/12.
- 4.3 The budgets delegated to the Health Needs PRUs total £2.4m. Transport costs are a further £187k and an additional £360k is spent on out of county hospital school placements (these are for young people in hospital for more than 15 days). These costs vary from £68 to £400 per day. The current budget for provision for pupils with health needs is therefore approximately £3.2m. The estimated overspend of £56k (Oakfield) and £237k (West Kent) means that the actual cost in 2013/14 is likely to be almost £3.5m, similar to previous years.
- 4.4 There is no evidence of recoupment of AWPU on pupil premium from referring schools, which will need to be addressed as part of this review. Willows East Kent has no recoupment system but to eliminate the current deficit in the Woodview PRU, the West Kent Management Committee have approved recoupment in principle for year 11 pupils only, of around £3500 per learner. This is to be implemented from September 2013. West Kent also have funding agreements in place with two schools for short respite places. New recoupment arrangements will need to be developed for the new Health Needs Service which are equitable and transparent across the county.
- 4.5 Budgets 2013-14: Table 4

	PRU Provision	Home Tuition
	£,000	£,000
<b>East Kent</b>	757.4	256.9
<b>West Kent</b>	1,410.7	
<b>Oakfields</b>	231.9	N/A
<b>Hospital School Places funded (by SEN)</b>	360.0	
<b>Transport</b>	187.0	
<b>TOTAL</b>	<b>£2,947.0</b>	<b>256.9</b>

The 56k overspend at Oakfield Education Unit arose from the removal of temporary addition funding allocated to this provision follow relocation from Maidstone.

**Average Costs per pupil**

£12 – 14k per full time place	East Kent
£12.5k per full time place	West Kent
N/A	Oakfields

(These costs do not include any outreach support to schools).

4.6 The two principal units are; The Willows PRU, located in Canterbury on the site of Canterbury Academy, and West Kent Health Needs PRU (WKHN).

- **East Kent** The Willows PRU is a site that is no longer viable and must be re-located within the next year. The Willows accommodation in Canterbury is under review and relocation will be necessary. The provision at Willows is small and currently caters for two key stages in three classes. WKHN is larger and situated in independent grounds.
- **West Kent** The Woodview PRU, near Leybourne. This provision has two satellite units at Hawkwell Business Units, near Tunbridge Wells and at Seal at Seal Church Hall, Sevenoaks.
- **Oakfields Education Unit** in Staplehurst provides education for children who are attending the Kent and Medway Adolescent Unit at Woodland House in Staplehurst managed by South London and Maudsley Health. This unit, by virtue of its linkage to a specialist unit run by a health authority, is not part of the review. KCC does not own this property in terms of accommodation but has an agreement to use accommodation at this unit for educational purposes.

4.7 There are staff implications for both options and a full consultation will be undertaken.

East Kent HNES	West Kent HNES	Oakfields (Complex needs)
Headteacher FT	Headteacher FT	Headteacher FT
Deputy Head	Deputy Head	Deputyhead FT
2 Teachers.8 FTE	1 Teacher 1/C	
2 Teachers.7 FTE 2 Teachers.6 FTE	5 FTE Teachers	1.2 Teachers FTE
1 Teacher.4 FTE	8 TAs	1 TA FT
2 Part time TAs	3.5 Admin Support	3 TA FT
2 Admin – Part time	2 Premises Officers	1 Admin
30 zero hour contracted tutor	32 zero hours contracted tutors	1 zero hours contracted tutor

#### 4.8 Quality of Provision

The current Ofsted grades are as follows: East Kent was rated as Good by Ofsted in March 2013, and West Kent was judged to be Outstanding in October 2010. Oakfields was judged to be Good in 2012.

#### 5. Next steps

July 2013	Early Consultation with Managers and Chairs of Management Committees
27th September 2013	Report to Education Cabinet Committee with proposal to consult.
October – December 2013	Wider consultation with key stakeholders
January 2014:	Outcomes of Consultation reported to Education Cabinet Committee
January / February	Member decision taken
1st April 2014	Implementation

#### 6. Recommendations

The Education Cabinet Committee is asked to consider the options for the establishment of a new Health Needs Service for Kent and endorse or make recommendations to the Cabinet Member for Education and Health Reform, including the intention to carry out a consultation with Schools, FE Colleges and other stakeholders.

#### 7. Background documents

7.1 DfE: Ensuring a good education for children who cannot attend school because of Health Needs. Updated May 2013

<http://www.education.gov.uk/aboutdfe/statutory/g00219676/health-needs-education>

7.2 DfE: Alternative Provision Statutory Guidance for local authorities.

<http://www.education.gov.uk/aboutdfe/statutory/g00211923/alternative-provision/statutory-guidance>

7.3 Kent County Council: Policy on Education of Children & Young people with Medical Needs.



[http://www.kenttrustweb.org.uk/UserFiles/CW/File/Childrens\\_Services/Health\\_needs\\_education/hne-policy-education-medical-needs0308.pdf](http://www.kenttrustweb.org.uk/UserFiles/CW/File/Childrens_Services/Health_needs_education/hne-policy-education-medical-needs0308.pdf)

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