

High Needs Report

Schools' Forum Date	14 th November 2019
Type of Decision	For decision
Background Documents	High Needs Strategy Funding inclusion and early intervention proposal Working group notes
Authors	Philip Haslett, Head of Education Strategy and Development
Purpose of Report	<ul style="list-style-type: none"> • To provide an update current forecast for the high needs budget for 2019/20 • To update and receive feedback on the data and evidence to support a review of special school places in the county. • To update and feedback on the rate of permanent exclusion in the county • To update and receive feedback on the progress in developing primary local inclusion clusters and the proposed projects.
Key Recommendations	<p>Recommendation 1: Engagement with Gloucestershire Association of Special Schools Headteachers to:</p> <ul style="list-style-type: none"> • Explore how additional special school places can be commissioned for 2020/21; • To understand more fully the needs that can't be met by special schools and put in place support to enable them to be met in county, rather than more expensive independent special school provision <p>Recommendation 2: Given the current High Needs deficit, we are recommending that top-up rates for EHCPs for 20/21 are maintained at the current rates.</p>
Resource Implications	Additional High Needs Funding for 20/21 relates to indicative increases in High Needs funding announced by the education skills funding agency. Exact amounts for Gloucestershire are not due to be announced until December 2019.

1. Introduction

We continue to see pressure on the High Needs budget due to the increasing levels of Special Education Needs and Disabilities (SEND) that are being identified which is resulting in a continued rise in the number of Education Health Care Plans (EHCPs). This was outlined in both the June and September Schools Forum meetings and is explained in more detail below.

The table in **fig.1** shows the rising need in relation to the population and the increasing numbers of EHCPs in the system. The table shows that, as at January 2019, the rise in EHCPs in Gloucestershire is in line with the national comparison and slightly below (0.1%) that of our statistical neighbours.

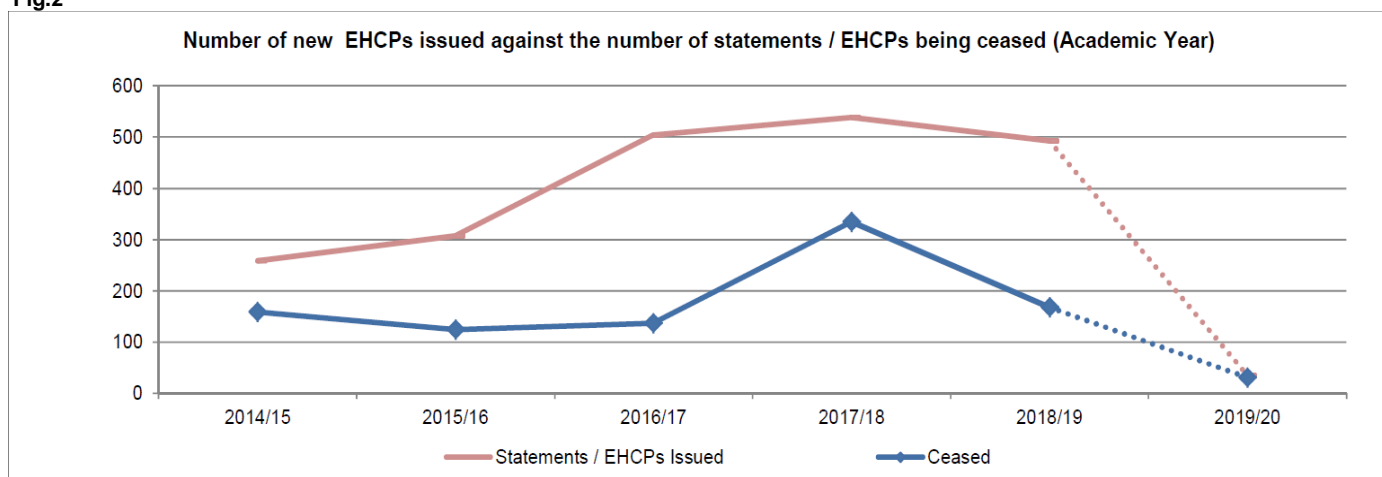
Fig.1

Snapshot as at:	Jan-15	Jan-16	Jan-17	Jan-18	Jan-19	Current - 01/10/2019	Trend (current compared to Jan. 19)
Number of children and young people for whom the LA maintains a Statement of SEN or an EHC Plan (0-25)	2,425	2,627	3,044	3,290	3,658	3,859	↑
% of population with a statement of SEN or an EHC Plan*	1.4%	1.5%	1.7%	1.9%	2.1%	2.2%	↑
% of population - National comparison	1.5%	1.5%	1.7%	1.9%	2.1%		↑
% of population - Statistical Neighbour comparison	1.5%	1.6%	1.8%	2.0%	2.3%		↑
* Percentages pre-dating September 2014 are based on 0-19 population data for Gloucestershire, figures after this period are based on 0-25 population data.							
Number of children and young people with a Statement of SEN or an EHC Plan (0-25) not maintained by the LA	52	59	64	84	98	96	↓

The graph in **fig.2** plots the number of new EHCPs that have been issued and the number that have been ceased since 2014/15. In 2017/18 Gloucestershire County Council (GCC) undertook a full review of plans and was able to cease a number of inactive plans (no funding associated), which accounts for the spike shown in the cessation of plans. Without this exercise the cessation of plans would have continued at around 130-150 per year. The level of new plans has been consistently around 500 plans per year for the last three years.

If this trend is sustained at the current levels we can expect to continue receiving an additional 350 plans a year.

Fig.2



2. The impact on budget

The table in fig.3 provides shows the latest forecast for High Needs spend this year, alongside the budget and September's Schools Forum reporting to show the variance since we set the budget and since we last reported.

Fig.3

<u>High Needs Block</u>	Budget £000	SF Sept 2019	SF Nov 19 £000	Variance to budget £000	Variance since Sept SF £000
Alternative provision - places & top ups & services	5,647.1	5,732.0	5,746.2	99.1	14.2
Alternative provision - Glos Hospital Education	1,619.4	1,645.0	1,639.1	19.7	-5.9
EHCP Costs - College and FE	3,961.3	4,592.0	5,087.5	1,126.2	495.5
EHCP Costs - Early Years	166.3	166.0	166.3	0.0	0.3
EHCP Costs - Primary	6,521.7	6,722.0	6,821.7	300.0	99.7
EHCP Costs - Secondary	3,661.6	3,762.0	3,703.2	41.6	-58.8
Excluded pupils	0.0	-78.0	-81.7	-81.7	-3.7
LA Services and staffing	3,375.8	3,528.0	3,567.4	191.6	39.4
Independent Special Schools	10,726.6	12,092.0	12,592.4	1,865.8	500.4
Restorative Practice	200.0	195.0	172.8	-27.2	-22.2
Special Centres	487.7	492.0	492.1	4.4	0.1
Special school provision	16,601.8	17,262.0	18,747.0	2,145.2	1,485.0
Support Services	1,262.6	1,198.0	1,233.7	-28.9	35.7
Virtual School	610.4	610.0	610.4	0.0	0.4
High Needs Unallocated	-1,257.7	-66.0	0.0	1,257.7	66.0
Recoupment	6,351.0	6,351.0	6,351.0	0.0	0.0
	59,935.6	64,203.0	66,849.1	6,913.5	2,646.1

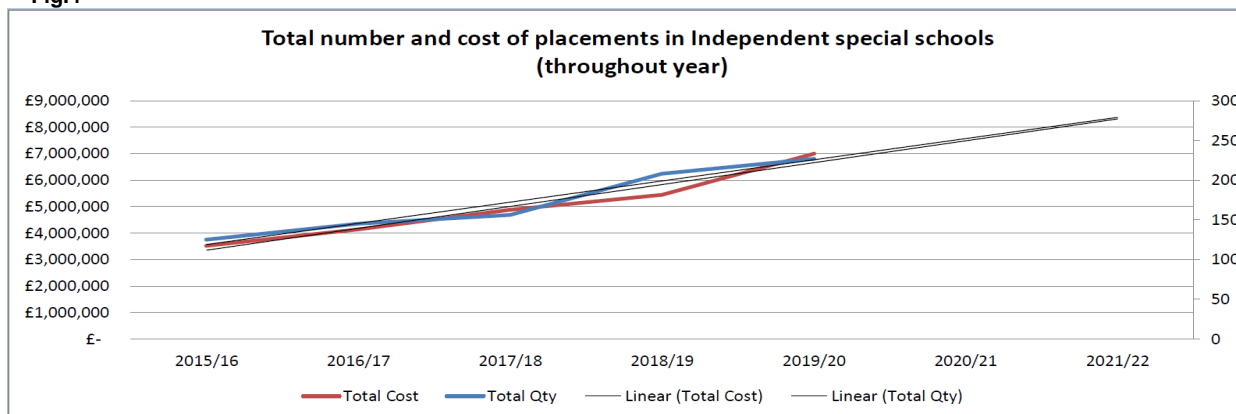
The current forecast shows an in-year overspend of **£6,913,500**. This will move the overall deficit for the dedicated schools grant to **£9,502,400**.

The main areas of overspend are:

EHCP costs for Colleges and Further Education is **£1,126,200** over budget, which is a further **£495,000** since the last reporting period due to a higher than expected increase in new plans. This is because we are continuing to see an increase in the number of children and young people with additional needs accessing further education. This is positive and reflects well on the work that has been done by the post-16 team and the work on preparing for adulthood.

The **Independent Special School budget** is now forecast to be **£1,856,800** over budget; this is an increase of a further **£500,000**. This is due to a higher than expected increase in the number of referrals received during September and October. Joint funded residential places account for around **£4m** of spend, this level of spend has remained relatively stable over the last 3 years. The significant movement is on independent special school places, which is shown on the graph in **fig.4** below.

Fig.4



Special School Provision is the most significant increase this month, with a movement of £1,485,000 in the reporting period and £2,145,200 against budget. This is driven by an additional 78 placements which are on average costing £27,500 per placement.

The demand for special schools places has taken a number of special schools significantly over commissioned numbers. Despite this there have still been a significant number of cases that have had to go to independent provision due to lack of maintained special school places (fig.5).

Deficit Recovery planning

Further to the discussions at the September forum we now have more clarity on the additional funding that was announced. In 2020/21 Gloucestershire can expect to see an additional **£6.13m** allocated to High Needs funding. This is a recognition that since the change in the code of practice the High Needs budget has been significantly underfunded. However, this is not sufficient to bridge the current in-year deficit.

The long term plan outlined in the high needs strategy to provide earlier intervention and support to meet need, prevent escalation and ensure access to mainstream education is critical. However given the continued rise in EHCPs, we also need to consider how can have short term impact on the overspend. The key area of focus is on ensuring our special school provision has sufficient capacity and expertise to meet needs and reduce the use of independent specialist provision.

We have undertaken an analysis of the current trends in both independent special school placements and referrals to special schools, details of which are shared below.

3. Independent School Place analysis

The analysis of independent special school places identifies a number of key areas for further investigation:

- Reasons for placements identified in **fig.5**, show a significant number of independent school places where special schools can't meet need or have available places;
- The timing of placements as shown in **fig.6** identifies a significant movement at the end of primary education throughout secondary education;
- The significant rise in SEMH placements as outlined in **fig.7**; and

- The significant proportion of boys referred to independent specialist provision as shown in **fig.8**.

Fig.5 - Reason for Independent School Placement

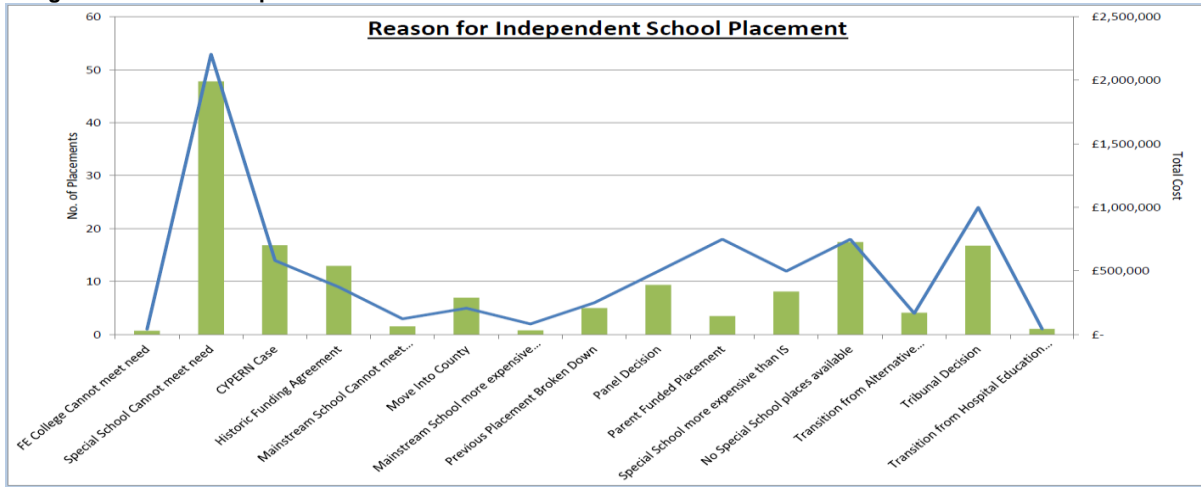


Fig.6 - Number of independent school placements by National Curriculum Year

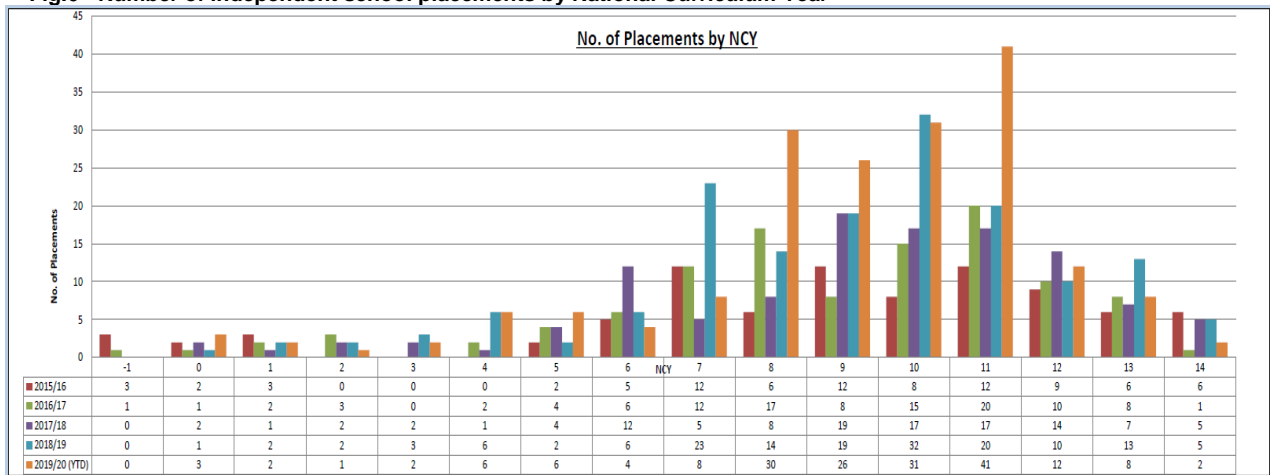


Fig.7 - Number of SEMH placements into independent school

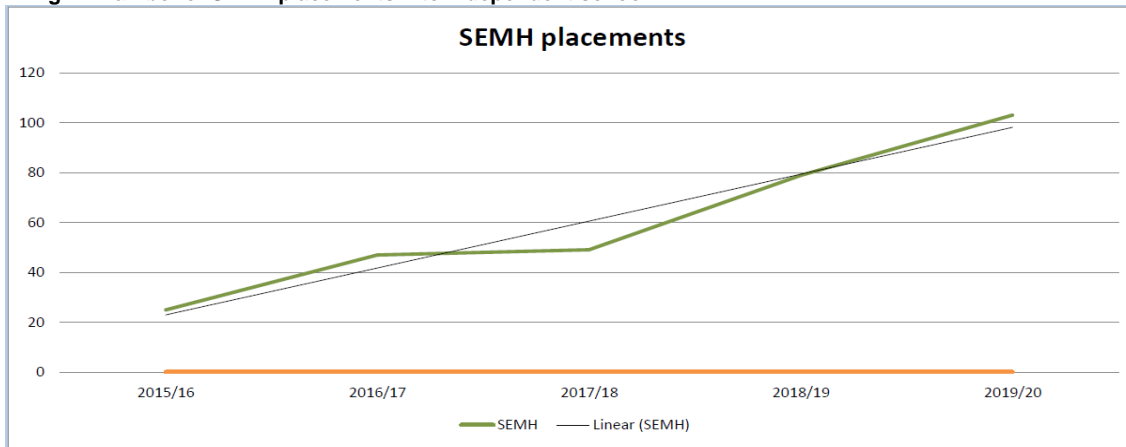
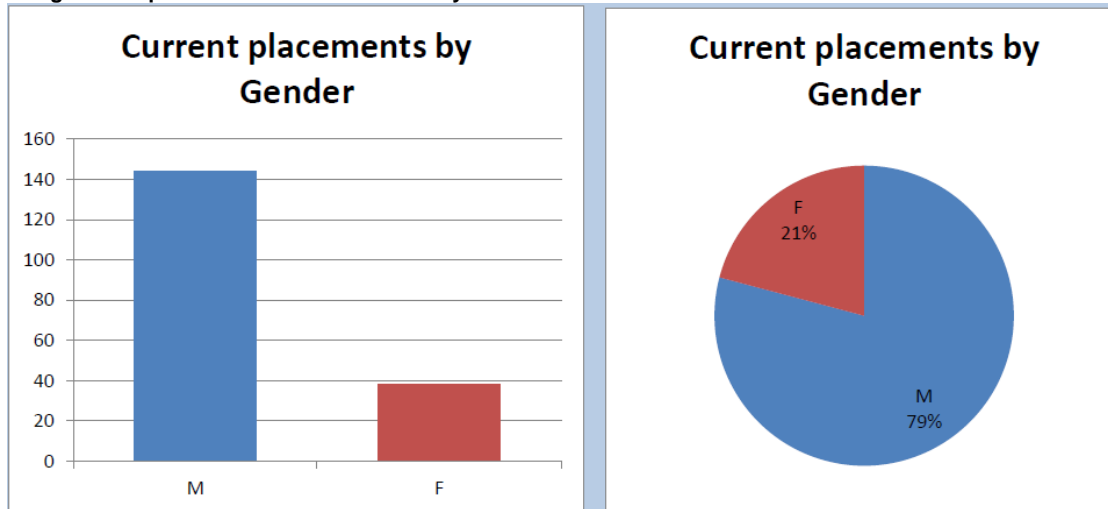


Fig.8 – Independent School Placements by Gender



In addition to the data shown above, appendix 1 provides details for the last full academic year (2018/19).

What does this tell us?

The plans to build a new 75 place 11-16 SEMH special school is an essential addition to our special school provision. However, if the current levels of need continue, it will only provide part of the provision we need.

The focus on prevention through early intervention and support is critical to reduce the rising level of need in the system. As outlined in previous meetings we have been developing a model to help fund and support this. The model and the key principles are outlined in the attached paper 'funding inclusion and early intervention', which was discussed and the key principles agreed at the recent Schools Forum Working Group. Notes from the working group are included with the schools forum papers.

In addition to the focus on earlier intervention, we need to ensure that we have capacity in our special school provision and ensure that we are able to meet. The data above clearly shows a significant number of children and young people accessing independent provision due primarily to an inability to meet need and capacity.

Recommendation: Engagement with Gloucestershire Association of Special Schools Headteachers to:

- Explore how additional special school places can be commissioned for 2020/21;
- To understand more fully the needs that can't be met by special schools and put in place support to enable them to be met in county, rather than more expensive independent special school provision;

4. Education Healthcare Care Plan (EHCP) top-up rates

In preparation for setting 2020/21 budgets we have considered whether to recommend an increase to the mainstream EHCP top-up rate. The table below provides details of the EHCP top-up rates for 19/20.

Where the Education, Health and Care Plan (EHCP) provision states the number of 1:1 support hours per week the following annual hourly funding rates will apply:

Early Years Support (EYS)	£312
Midday Supervision (MDS)	£455
Teaching Assistant Grade D (TAD)	£529
Teaching Assistant Grade F (TAF)	£615
Teaching Assistant Grade G (TAG)	£688
Teaching (T)	£1,585

The table below outlines the cost of applying a 1.84% inflationary increase based on forecast EHCP projections for next year:

Sector	Cost Increase of 1.84% applied to EHCP top ups
Early Years	£26,000
Primary	£297,000
Secondary	£224,000
Total Increase £	£547,000

Recommendation 2: Given the current High Needs deficit, we are recommending that top-up rates for EHCPs for 20/21 are maintained at the current rates.

5. Transfer from Schools Block to High Needs Block

At this time we are not proposing to make an application to transfer funding from the schools block to the high needs block.

6. Alternative Provision and Permanent Exclusion

Good progress continues to be made in reducing the rates of Permanent Exclusions (PEX). The table below shows permanent exclusions at the end of October compared to the prior year. Primary is inline with last year and secondary PEX is significantly down for the same period.

Provision	Total Sept/Oct 2018	Total Sept/Oct 2019
Primary	2	2
Secondary	25	9
Special	0	0
APS	0	0
Total	27	11

This has enabled referrals to Alternative Provision to stay under commissioned numbers and as such is spending is currently within budget. See table below:

School	Commissioned No	Placements
Cheltenham and Tewkesbury	54	43
Stroud and Cotswold	54	34
Gloucester and Forest	108	70
Total	216	147

An additional 8 primary short stay places are being provided by The Ridge Academy. This has enabled the prevention of a number of primary permanent exclusions.

The Schools Forum working group met in October to explore the longer term strategy to devolve funding to schools and local inclusion clusters. Notes of the meeting and the paper that was presented are included in Forum papers. Overall the feedback on the principles and the approach was positive and there was agreement that this is right strategy. However, there was a clear message that the availability (immediacy and capacity) of services and support to enable schools and local inclusion clusters to be effective is essential and that implementation timescales should be carefully considered to ensure success.

7. Primary Local Inclusion Clusters

Implementation of the primary local inclusion clusters (LINC)s is progressing well. Leads from each of the Primary Local Inclusion Clusters are meeting again on the 7th November to finalise plans for the implementation of their local projects. Each partnership has completed a full proposal; of which summaries are described below.

West Gloucestershire Schools Partnership

West Gloucestershire Schools Partnership has identified 4 areas of focus in their bid:

1. Enable schools to access the most appropriate support for children with identified SEMH and / or SEND needs
2. Improve the provision of SEMH and SEND training and support within the partnership to address the issues which are acting as barriers to learning
3. Improve the access to Space to Shine – a social and emotional intervention created by the GFAPS outreach team for children who are struggling with their SEMH needs in their mainstream setting.
4. Provide access to short term placements at the Joys Green Centre

Tewkesbury District Partnership

The TDP pilot project will focus upon improving pupil wellbeing, achievement and attendance through support programmes targeted at identified mental health needs that are most prevalent for the vulnerable pupils within primary schools (including dealing with loss, handling emotions and identifying / addressing emotional distress).

Dealing with loss: <http://www.build-happy.co.uk/2017/10/25/buildhappy-dealing-loss/>

Handling emotions: <http://www.build-happy.co.uk/upcoming-training/>

Hidden Needs: <http://www.build-happy.co.uk/buildhappy-hidden-needs/>

Initially the pilot group would comprise of 10 schools from across the partnership area (varying in size, demographic and level of deprivation). Participating schools are: St Mary's Primary, Norton Primary, Highman Primary, Hartpury Primary, Isbourne Valley Primary, Churchdown

Village Juniors, Parton Manor (Infants & Juniors) & Grangefield Primary.

The programme will include:

- **TRAINING**-A staff member in each school would be trained in each of the focus areas detailed below (one –two staff members trained per area or more for schools where one focus area is more prevalent).
- **RESOURCES**-A Lego kit would be supplied for each delegate (although the programme can be delivered through other media such as art & craft, playdough etc. if a child was not responding to the medium of Lego).
- **DELIVERY**-Funding for release time for trained Practitioners to lead the programme sessions would be allocated for each delegate (between 1-3 per school TBC). The programme would be quite intensive with 2 x 30/40-minute sessions per pupil, per week delivered over a 12 period.

Stroud Association of Schools

To make the children in Reception more school ready as they move into Year 1. This will include improving their speech and language, social and emotional skills and manual dexterity, linked to the prime areas of the EYFS curriculum.

To identify children entering Reception with development below their chronological ages in the Prime Areas of Learning, providing early intervention and specialist support for children and families. The aim is for these children to make accelerated progress and achieve a GLD by the end of Reception year, ready to access the National Curriculum in Year 1.

- To develop and fully audit the areas of need, to allow children to be as school ready as possible and demonstrate the prime areas of learning.
- Commission a family worker with their remit to include family support groups in the areas of need, including model reading groups, games (possibly mobile game resources) parent and child sessions in school times, family support, time to talk sessions and how to 'leave the devices'. This will upskill parents to support their child's learning and social and emotional development at home.
- Commission a speech and language specialist to spend time in each setting, including modelling for parents and upskilling staff. (This will support increased access and facilitate initial appointments.
- To develop nurture (further nurture) / family SEAL support, which include parents / carers in the sessions, to role model how to support their children's language development.
- Training for staff- in developing children's speech & language skills and in understanding how to support children with Communication & Interaction difficulties
- Providing outreach from the schools to share best practice, maximising skills and knowledge, moving towards sustainability in the future.
- Providing Educational Psychologist input, if children having accessed this support continue to not reach the criteria.

South Cotswold Schools Partnership

To encourage and support SCSP schools to have a whole school planned approach to inclusion

Improve staff knowledge and understanding of the underlying causes of challenging behaviour and strategies for managing it.

- All staff across SCSP have completed Positive Behaviour Management Team Teach

course Level One (6 hours) <https://www.teamteach.co.uk/>

- Whole staff training in trauma and mental health informed schools <https://www.traumainformedschools.co.uk/>
- Staff training in Emotion Coaching. <https://www.emotioncoachinguk.com/>

Improve understanding of inclusion agenda and develop consistent practice across the cluster

- SCSP school senior leaders agree guiding principles for school behaviour and anti bullying policies
- Governors of SCSP schools have a collective understanding of the national and local inclusion agenda and what it means for our schools.
- Parenting programmes to be delivered across SCSP schools to raise awareness of the inclusion agenda

Sharing good practice and support

- Networks of SCSP Inclusion leads, ELSAs and nurture TAs to hold 'Teachmeet' type events and share good practice.
- SCSP Heads to agree a clear process for Pastoral Support Plans, managed moves and exclusions and support other heads in implementation of these processes. .
- SCSP Heads to visit other partnerships nationally to see successful inclusion approaches in action.

North Cotswolds

Anecdotal and empirical data for the North Cotswolds is showing that there is an increased number of children joining school with poor speech, communication delay, poor understanding of relationships and increased traits of ASD/ADHD and autistic tendencies and a notable increase in attachment/trauma related issues.

This local initiative for early intervention, through hubs in local areas led by and run by school leaders is a real opportunity to put into practice proper early intervention.

Project

1) Provide intensive 15 week programmes, in 5 week blocks, across 4 hub locations around the cluster for 2 semesters to pupils in KS1 in...

- Nurture
- Speech
- C and I / Occupational Health
- Traits of ADS
- Language delay
- Vocabulary depth

2) Provide increased capacity in the workforce through bespoke CPD and in house training for TA / T in 5 week programme as follow up in class

Gloucestershire Schools Partnership

Using an inclusive community model, develop sustainable mental well-being whereby schools and homes support children's emotional regulation through an agreed, city-wide, annual programme of shared practices and understanding.

Although many GSP schools have supported pupils and parents through specific workshop style schemes we recognise our existing programmes are having limited lasting success and collectively identify this as an area of growing need.

1) With the support of Emotion Coaching (EC) lead practitioners, deliver school wide emotion

coaching training to enable up to 10 schools to have STRONGLY embedded school based practices

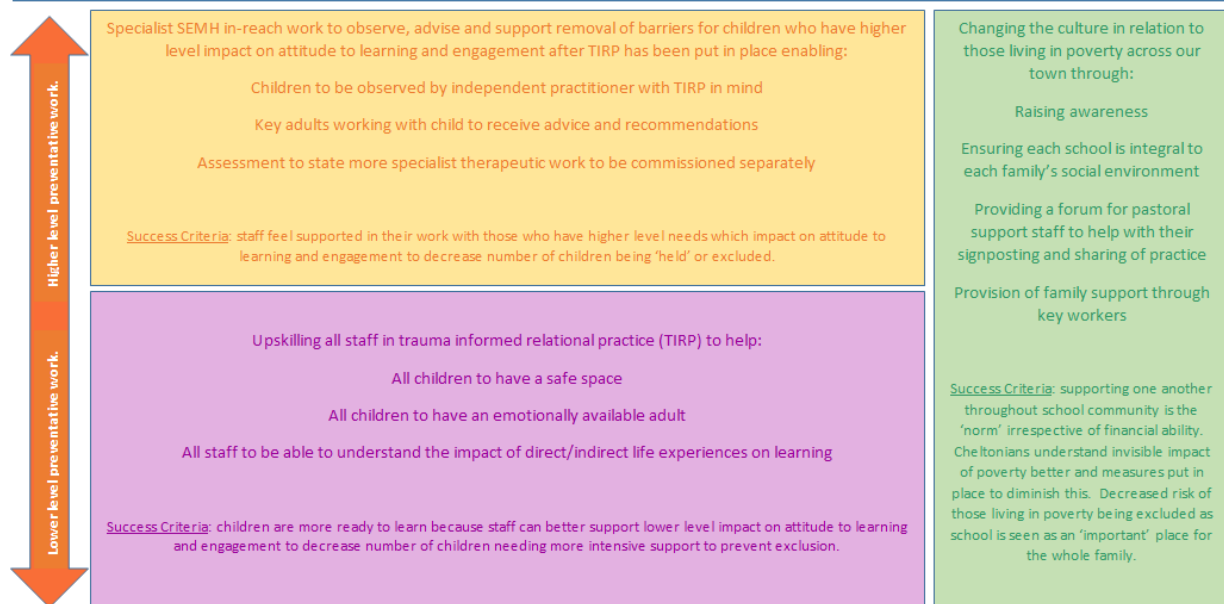
- 2) From these 10 schools train 2 school based lead practitioners in more advanced practices AND 1 day how to work with parents.
- 3) From this group train up to 10 practitioner trainers to enable future years to sustain programme.
- 4) Groups of schools (2 or 3) within this group, with EC support, will run small group pilots to ensure the events/activities that have the most impact are included in the route planner.
- 5) Run an agreed 'city-wide' launch parenting event in summer term.
- 6) Develop a set route planner of support for use by all schools and an on-line resource base for use by staff and in the long term parents.
- 7) Train next group of 5 schools for following year.

Cheltenham Learning Partnership

22 Cheltenham schools completed an inclusion audit in order to identify local needs. The findings showed that the majority of schools identified the need for specific help with regards to trauma. ACEs research shows many children who have been excluded in the past had suffered from trauma so we believe tackling this within schools as part of our wider 'Cheltenham Offer' will reduce exclusions.

Cheltenham Inclusion Cluster Project

to prevent future exclusions and enhance inclusion across the Partnership



8. Appendix 1

New Independent School Placements from 1/9/18 - 30/09/19

Reasons why Placed at Independent School	
Special School Cannot meet need	46
No Special School places available	14
CYPERN Case	12
Special School more expensive than IS	9
Panel Decision	8
Tribunal Decision	8
Parent Funded Placement	6
Previous Placement Broken Down	5
Transition from Alternative Provision School	4
Mainstream School Cannot meet need	3
Mainstream School more expensive than IS	2
Move Into County	1
Transition from Hospital Education Service	1
Total	119

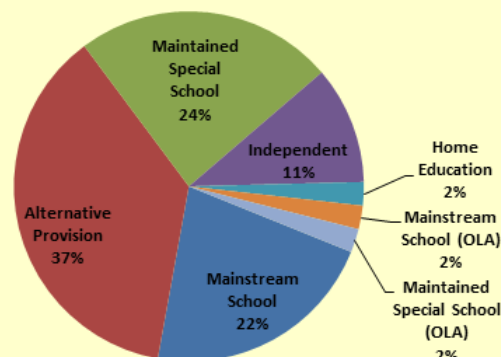
Previous bases of Independent School Placements	
Mainstream School	32
Alternative Provision	30
Maintained Special School	22
Independent	19
Home Education	4
Early Years Provision	3
Mainstream School (Other Local Authority)	3
Maintained Special School (Other Local Authority)	3
No Previous History	2
Hospital Education	1
Total	119

Placements by CoN	
SEMH	84
MLD	11
ASD	10
SLD	6
PD	3
PMLD	2
SpLD	2
SLCN	1
Total	119

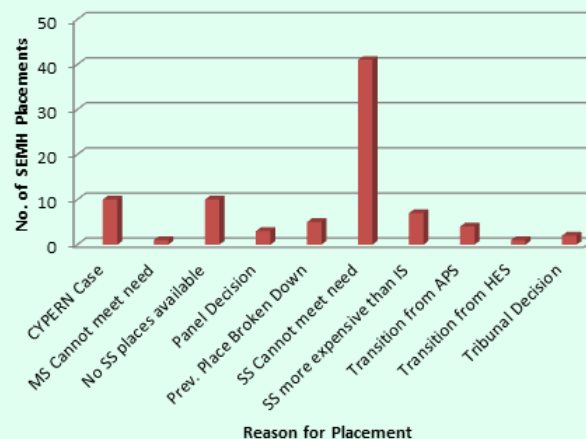
Placements by NCY	
0	4
2	1
3	3
4	4
5	2
6	5
7	19
8	18
9	25
10	24
11	9
12	3
13	2
Total	119

Previous bases of Current IS Placements where GCC Special Schools could not meet need

(Based on a total of 46 placements)



SEMH Placements v Reason for Placement



Placements where Special School Cannot meet Need v NCY of Entry

