

High Needs Report

Schools' Forum Date	12 th November 2020
Type of Decision	For information and decision
Background Documents	High Needs Strategy
Authors	Philip Haslett, Head of Education Strategy and Development
Purpose of Report	<ul style="list-style-type: none">• To provide an update on the high needs financial forecast for 2020/21.• To update on the key funding drivers for High Needs (EHCPs and Permanent Exclusion).• To update on the progress of the Joint Additional Needs and High Needs Transformation Programme.• To consider and receive feedback on proposed changes to the funding model for children with SEND.
Key Recommendations	<p>Forum members are asked to review the current forecast for 2020/21 and bring any questions or clarifications required to the Forum meeting.</p> <p>Forum members are asked to review the JHNTTP highlight report and the EHCP engagement pack and bring any questions to the forum meeting.</p> <p>Forum members are also ask to consider whether they would like to form a sub-group to review and respond to the engagement pack on behalf of the Forum.</p>
Resource Implications	

1. High Needs Forecast 2020-21

1.1. Detailed below is the September financial forecast for the 2020/21 High Needs budget.

1.2. Please note that the revised budget is after recouplement adjustments of £8,254.5m by the DfE for the funding of places in academies. Also note that the budget figures include the £882,000 schools block surplus that was agreed at the June 2020 Schools Forum.

High Needs Block	Budget	Revised budget	September Forecast	Variance to budget	Variance to Sept SF
	£000	£000	£000	£000	£000
Alternative provision - places & top ups	5,583.7	5,577.9	5,322.8	-255.1	10.4
Alternative provision - Glos Hospital Education	1,785.1	1,785.1	1,779.3	-5.8	10.8
EHCP Costs - College and FE	7,124.9	5,154.9	4,800.0	-354.9	-418.9
EHCP Costs - Early Years	186.2	186.2	180.7	-5.5	-5.5
EHCP Costs - Primary	7,839.9	7,839.9	7,463.8	-376.1	-376.1
EHCP Costs - Secondary	4,013.2	4,013.2	4,259.7	246.5	246.5
Excluded pupils	-100.0	-100.0	-92.1	7.9	0.0
LA Services and staffing	3,870.9	3,913.9	3,868.4	-45.5	-26.5
Independent Special Schools	15,115.0	15,115.0	15,115.0	0.0	0.0
Restorative Practice	200.0	200.0	204.2	4.2	0.2
Special Centres	696.1	498.4	479.7	-18.7	-18.7
Special school provision	24,496.9	18,356.9	19,086.4	729.5	729.5
Support Services	1,270.1	1,286.1	1,226.6	-59.5	13.0
Virtual School	620.3	620.3	620.3	0.0	9.0
High Needs Unallocated			0.0	5,503.2	0.0
	72,702.3	64,447.8	64,314.8	5,370.2	173.7

1.3. There are a number of movements in the reporting period. This is primarily due to the transition work that took place in September and a subsequent reworking of the mainstream and special school forecasts.

1.4. The forecast for Alternative provision remains broadly in line with the last reporting period at £255,100 under budget. Numbers in alternative provision are lower than normal for the time of year due to the partial closure of schools during the summer term. Included in the forecasts are additional costs that were agreed to support Y11 pupils at risk of becoming NEET (Not in Employment, Education or Training) through the summer and into September – with a 69% success rate so far and a further 21% young people continuing to be supported to remain in education and training.

1.5. The continued underspend in Alternative Provision, is creating pressures on those school budgets, as their budgets and staffing are premised on higher occupancy levels. We are working with the schools to look at how we can support them by commissioning early intervention work.

1.6. We have seen movement in a number of the EHCP top-up budgets. Transfers into College and FE were lower than expected reducing the forecast by £418,900. Primary top-ups are also lower than expected which has reduced the forecast by £376,100. Top-ups into

secondary provision are higher than expected and as such has been increased by £246,500. These refinements have been made after the September transitions, which means they should remain relatively stable for the rest of the financial year.

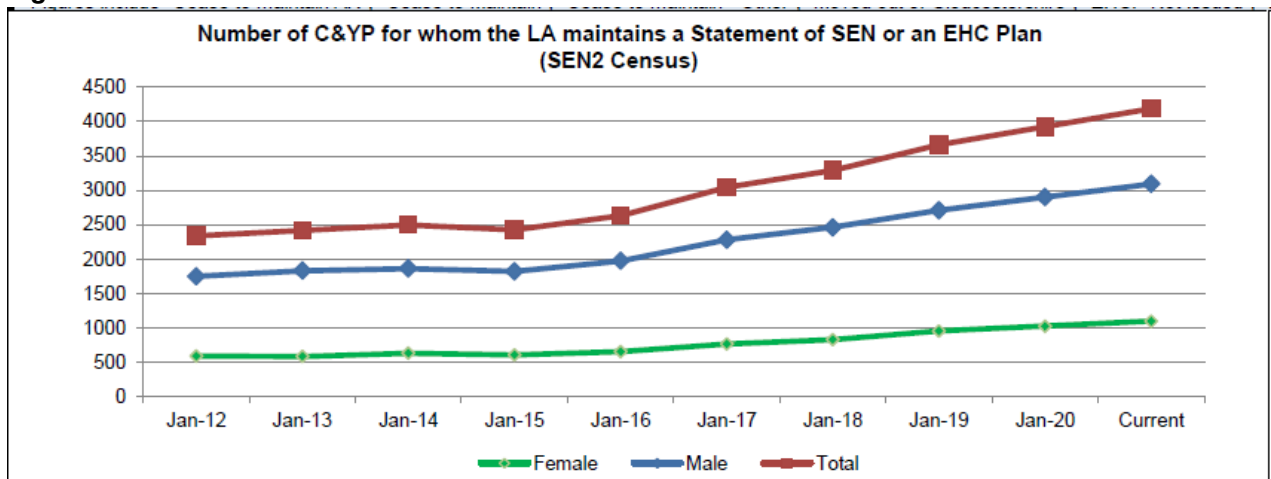
- 1.7. Whilst there has been an overall reduction in the top-ups in mainstream and post-16 this isn't a reflection on the levels of need in the system. As a consequence of the reductions, there has been a significant adjustment to the special school forecast, which has seen a £729,500 increase. This is special schools forecast at full capacity for the remainder of the academic year.
- 1.8. Overall this has seen the forecast move closer to the original budget set in June. Last period we forecast a £306,700 underspend against budget. This period has seen that reduce to forecast underspend against budget of £173,700.
- 1.9. We remain cautious about this forecast, as we have sight of a number of complex, high cost joint funded placements that could well impact the independent special school forecast in the coming months.

Forum members are asked to review the current forecast for 2020/21 and bring any questions or clarifications required to the Forum meeting.

2. Key Drivers

- 2.1. The number of EHCPs has continued to rise as forecast. At the 1st October 2020 there were 4,185 active EHCPs, which is a rise of 103 since August 2020.
- 2.2. Fig.1 shows the trends for the last 9 years broken down by gender. As reported in previous meetings we continue to see the steady rise in plans that started when changes to the SEND code of practice were implemented.

Fig.1



- 2.3. As stated above, the rate of permanent exclusion reduced significantly during the first phase of the COVID pandemic. However, since the start of the new academic year exclusions have moved back into line with 2019/20. So far this term there have been 5 permanent exclusions, which exactly the same as the previous year. Fig. 3 shows the data for 2020/21 and fig.4, shows the 2019/20 position. Forum members will note that whilst the overall numbers are in line; secondary schools account for all exclusions – there have been none in the primary sector.

Fig.3 – Permanent exclusion Oct 2020/21

		Gloucestershire								
Permanent Exclusions										
		2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Primary	Number	13	19	26	31	31	30	16	15	0
	Rate	0.0%	0.0%	0.1%	0.1%	0.1%	0.1%	0.03%	0.03%	0.0%
Secondary	Number	76	71	89	106	110	108	96	60	5
	Rate	0.2%	0.2%	0.2%	0.3%	0.3%	0.3%	0.25%	0.15%	0.0%
Special	Number	4	3	0	1	0	0	0	0	0
	Rate	0.4%	0.3%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%
PRU	Number	0	0	0	2	1	0	1	0	0
	Rate	0.0%	0.0%	0.0%	2.4%	1.1%	0.0%	#DIV/0!	0.0%	0.0%
COMBINED	Number	93	93	115	140	142	138	113	75	5
	Rate	0.12%	0.11%	0.14%	0.17%	0.17%	0.16%	0.13%	0.08%	0.01%

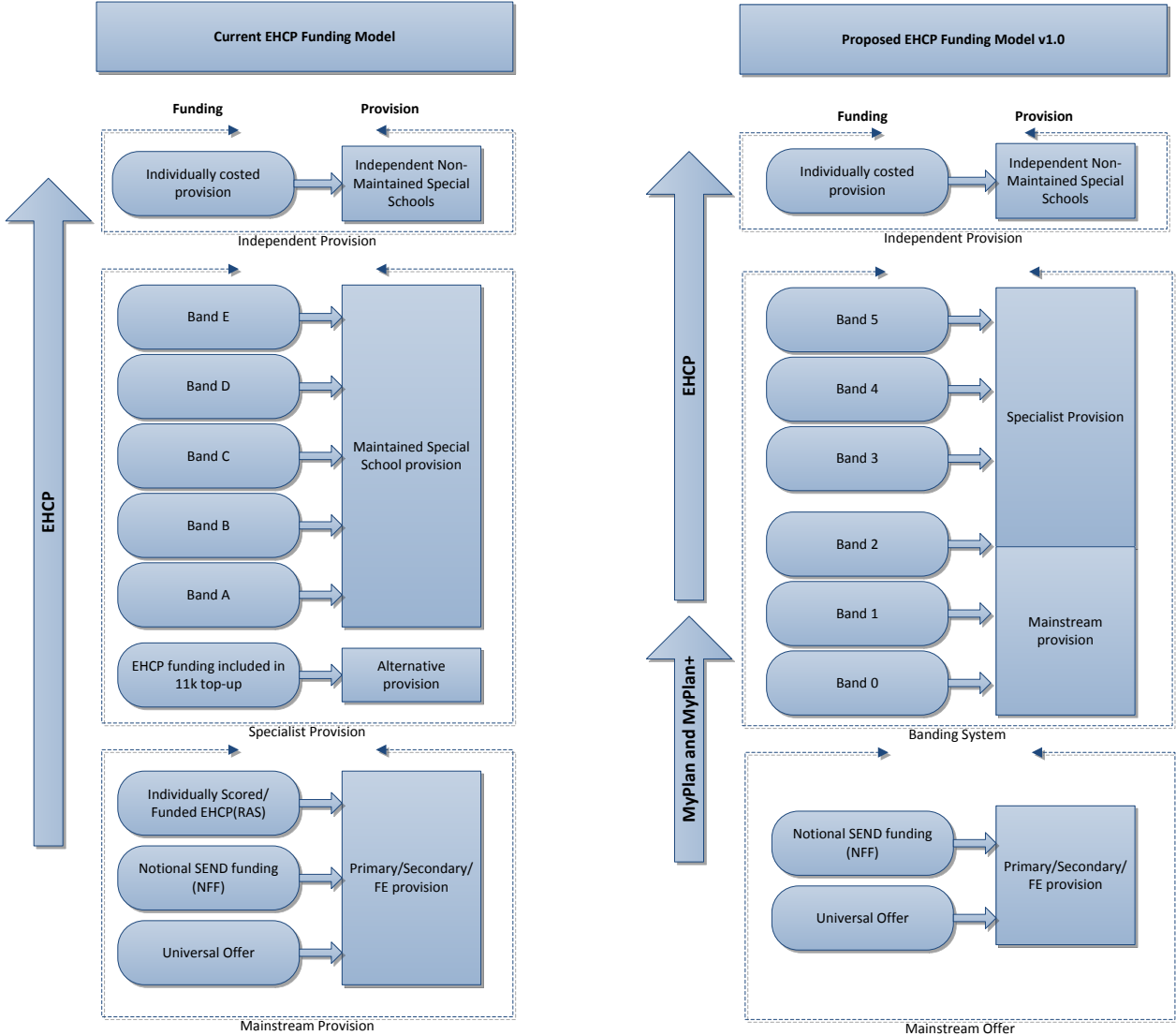
Fig.4 - Permanent exclusion Oct 2019/20

		Gloucestershire								
Permanent Exclusions										
		2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	
Primary	Number	13	19	26	31	31	30	17	2	
	Rate	0.0%	0.0%	0.1%	0.1%	0.1%	0.1%	0.0%	#N/A	
Secondary	Number	76	71	89	106	110	109	96	3	
	Rate	0.2%	0.2%	0.2%	0.3%	0.3%	0.3%	0.2%	#N/A	
Special	Number	4	3	0	1	0	0	0	0	
	Rate	0.3%	0.3%	0.0%	0.1%	0.0%	0.0%	0.0%	#N/A	
APS	Number	0	0	0	2	1	0	1	0	
	Rate	0.0%	0.0%	0.0%	2.3%	1.1%	0.0%	0.3%	0.0%	
COMBINED	Number	93	93	115	140	142	139	114	5	
	Rate	0.12%	0.11%	0.14%	0.17%	0.17%	0.16%	0.13%	#N/A	

3. Joint Additional Needs and High Needs Transformation Programme

- 3.1. Work on the Joint Additional Needs and High Needs Transformation Programme (JHNTTP) is continuing, although there have inevitably been some delays due to the additional workload and pressures created by the COVID-19 pandemic. Attached to this report is the latest highlight report which provides an overview of completed and planned activity on each of the 6 projects.
- 3.2. Good progress has been made in the development of the alternative provision offer. A number of appropriate sites have been identified that can offer dedicated primary provision. We are working closely with the headteachers to progress these so that they can be in place for the new academic year.
- 3.3. Primary and Secondary working groups have been setup up to review the key components of the alternative provision. The approach we are taking for these working groups is detailed in Annex A and is underpinned by the key objective of refocussing our commissioning of the service to provide proven models of earlier intervention.
- 3.4. The EHCP spend redesign project has completed its first key milestone and produced the proposed changes to the funding model for SEND. An engagement exercise will take place over the coming weeks to gather feedback from across the system and report at the January schools forum. The engagement pack can be found [here](#).

- 3.5. The proposed approach will simplify our approach to funding children with SEND and provide access to support outside of the statutory EHCP process. This is delivered through a common banding system that will operate across the mainstream and specialist provision and focus on the needs of the child or young person rather than the institution that they are educated in.
- 3.6. Each of the bands has clear descriptors set against the 4 key areas of SEND need as determined by the Code of Practice. These descriptors are included in the engagement pack and are an essential component in ensuring that the banding system can operate progressively and effectively.
- 3.7. The diagram below shows a comparison between the existing approach the proposed approach for next year.



- Key Changes/Features**
- Extended banding system into mainstream to remove individually scored/funded EHCPs and provide a continuous banding system through mainstream into specialist provision.
 - Alignment of the banding system with the graduated pathway to enable funding for myplan/myplan+.

- 3.8. Following the engagement process we will undertake a provision mapping exercise that will enable us to produce proposed funding levels for each of the bands. It is important to note that this is not an exercise designed to generate direct savings, but to enable longer term savings through the use of earlier intervention.

Forum members are asked to review the JHNTTP highlight report and the EHCP engagement pack and bring any questions to the forum meeting.

Forum members are also asked to consider whether they would like to form a sub-group to review and respond to the engagement pack on behalf of the Forum.

Annex A

ASSESSMENT OF YOUNG PERSONS NEEDS AND UNDERLYING CAUSE OF BEHAVIOUR			
Analysis/Understanding the issues	Developing a solution/output	Desired Outcome	Proposed Action*
<ul style="list-style-type: none"> • What do our current assessment processes systems look like? Are they effective? Consistent? • What is currently done in APS and what is done in mainstream school? • How much variation is there in the level and quality of assessment undertaken? • How does assessment currently link to personalised provision planning? • What research is available re: effective assessment? Is there great practice happening somewhere that we can look at? What is the right time for formal assessment to start? 	<ul style="list-style-type: none"> • Development of assessment standards/principles which inform high quality and consistent practice across the county. • Development of a consistent assessment system and process for APS to operate across the county to include: <ul style="list-style-type: none"> ○ Support for schools to undertake/start assessment in mainstream. ○ Agreed and consistent methodology for assessment. ○ Timing and nature of assessment – where and when? <p>Clear process to link assessment to personalised provision plan</p>	<p>Consistent ,high quality, child centred model of assessment adopted county-wide</p>	<p>Establish Task & Finish Group with representation from AP Project Primary and Secondary working groups</p> <p>To include primary and secondary mainstream and AP representation</p>
ALTERNATIVE PROVISION SCHOOL CURRICULUM AND SERVICE OFFER			
Analysis/Understanding the issues	Developing a solution/output	Desired Outcome	Proposed Action/ Tasks
<ul style="list-style-type: none"> • Evaluation of existing alternative provision curriculum / offer to schools – commissioned and commercial. • How consistent is current curriculum across the three AP Schools? What is the quality like 	<ul style="list-style-type: none"> • What does an effective alternative offer need to include: <ul style="list-style-type: none"> ○ In-reach support for mainstream schools ○ Partnership placement – part time offer? Specific programmes of support, e.g. 6, 12, 20 week? 	<p>Consistent, high quality model of alternative provision (curriculum and offer) which supports inclusion in mainstream schools and responds to the needs of schools and CYP who have been or at risk</p>	<p>Map and present current KS 3 & 4 AP offer across 3 AP Schools in Gloucestershire</p> <p>Identify and analyse secondary school needs and expectations in</p>

<p>and where are the gaps (e.g. vocational)?</p> <ul style="list-style-type: none"> • What does best practice look like – locally and nationally - are there good models/ offers elsewhere that we could learn from? • What does research tell us? • What else do mainstream schools access commercially? • What do mainstream schools feel they need to support inclusion? How could Local Inclusion Clusters inform this moving forward? 	<ul style="list-style-type: none"> ○ PEX placement • How could we fund/commission the offer – fully funded support/part funded? • How do we develop the curriculum in APS? • What should be covered? <ul style="list-style-type: none"> ○ What should the mix of vocational and academic look like? ○ Therapeutic offer? 	<p>of exclusion</p>	<p>relation to children and young people who have been, or are at risk of exclusion. What else are they accessing to support inclusion?</p> <p>Identify latest research to support development of revised KS 3 & 4 curriculum/offer</p> <p>Research and identify models of best practice</p> <p>Co-produce and implement revised, evidence based key stage 3 & 4 Alternative Provision model, in consultation with partners and key stakeholders.</p>
TRANSITIONS INTO & OUT OF AP			
Analysis/Understanding the issues	Developing a solution/output	Desired Outcome	Proposed Action
<ul style="list-style-type: none"> • How transitions into AP currently are managed – what works well, are there gaps, how is the voice of the child considered / heard / recorded? • What support is currently available to support transition back to mainstream? How effective is it? • What does research tell us about effective transition? 	<ul style="list-style-type: none"> • What the Gloucestershire transition model process should look like? • How personalised should the transition process be? • How will this work with FAP? <p>How do we fund and support effective transition</p>	<p>Consistent, effective, high quality transition model and processes that support the best outcomes for the child involved</p>	<p>Establish Task & Finish Group with representation from AP Project Primary and Secondary working groups</p> <p>To include primary and secondary mainstream and AP</p>

Are there effective models operating in other Local Authorities that we can look at?			representation
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