

Public Document Pack



Notice of BCP Shadow Schools Forum

Date: Wednesday, 31 October 2018 at 4.30 pm

Venue: Main Hall, Bournemouth Learning Centre, Ensbury Ave,
Bournemouth BH10 4HG

Membership:

Chairman:

Vacancy

Vice Chairman:

Vacancy

Russell Arnold
Mark Avoth
Andy Baker
Karen Boynton
Kate Carter
Jon Chapple
Geoff Cherrill
Linda Duly

Patrick Earnshaw
Phillip Gavin
Jason Holbrook
Sue Johnson
Phil Keen
Bob Kennedy
Jacqui Kitcher
Angela Malanczuk

David Newman
Jeremy Payne
Sean Preston
Michael Reid
Dave Simpson
David Todd

All Members of the BCP Shadow Schools Forum are invited to attend this meeting to consider the items of business set out on the agenda below. **An introduction to the Schools Forum will be provided to Forum Members from 3:30pm at the same venue.**

The press and public are welcome to attend from 4:30pm

If you would like any further information on the items to be considered at the meeting please contact: Marilyn Scofield-Marlowe or email marilyn.scofield-marlowe@poole.gov.uk

Press enquiries should be directed to Ceri Tocock: Tel: 01202 795455 or email ctocock@christchurchandeastdorset.gov.uk

This Notice of Meeting and all the papers mentioned within it are available at moderngov.bcpshadowauthority.com

JANE PORTMAN
DESIGNATED INTERIM HEAD OF PAID SERVICE

23 October 2018



Available online and
on the Mod.gov app



AGENDA

Items to be considered while the meeting is open to the public

1. Introductions	1 - 2
2. Election of Chairman	
3. Election of Vice-Chairman	
4. Apologies for Absence To receive any apologies for absence.	
5. Declarations of Interest To receive any declarations of disclosable pecuniary interests of Forum Members/Officers in matters on the agenda.	
6. Terms of Reference To agree the Terms of Reference.	3 - 8
7. Budget Reference Group To consider if the Budget Reference Group is to continue to support the Shadow Schools Forum.	9 - 30
8. Draft Dedicated Schools Grant (DSG) Budget 2019/20 To consider the information report.	31 - 36
9. High Needs Budget Strategies To consider the information report.	37 - 143
10. Mainstream Schools Funding Formula To consider options to include in the Mainstream Schools Funding Formula Consultation.	144 - 161
11. Forward Plan To consider the Forward Plan.	162
12. Dates of Future Meetings It is proposed that the following dates be confirmed for future meetings of the Shadow Schools Forum: <ul style="list-style-type: none">• Tuesday 13 November 2018 at 12:30pm• Thursday 6 December 2018 at 1:30pm Dates for Meetings of the Forum in 2019 will be proposed and confirmed in the near future.	

13. Any Other Business

To consider any other business which, in the opinion of the chairman, is of sufficient urgency to warrant consideration.

14. Exclusion of the Public and Press

To consider passing the following Resolution (if required):

“RESOLVED that, in accordance with Section 100A (4) of the Local Government Act 1972, the public and press be excluded from the Meeting for the following item(s) of business on the grounds that it/they may involve the likely disclosure of exempt information as defined in paragraph(s) ... of Part 1 of Schedule 12A of the Said Act as the public interest in withholding the information outweighs the public interest in disclosing it.

15. Remaining Documents

The formerly missing Appendix C to Agenda Item 7 is attached as Agenda Item 15 to preserve the existing page numbering elsewhere in the Agenda. The document will be incorporated into Agenda Item 7 after the Meeting

163 - 174

No other items of business can be considered unless the Chairman decides the matter is urgent for reasons that must be specified and recorded in the Minutes.

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BCP SHADOW SCHOOLS FORUM MEMBERSHIP LIST 2018/2019

Maintained – Primary x1

Karen Boynton – Headteacher, Highcliff Primary

Maintained – Secondary x1

David Newman - Director of Finance and Operations, Poole High School

Maintained – Special x1

Geoff Cherrill – Headteacher, Winchelsea School

Academies – Primary x7

Jeremy Payne – Principal, St James CE School

Bob Kennedy - Headteacher, St Michael's School

Dave Simpson – Headteacher, The Epiphany School

Sean Preston - Chief Financial Officer, Hamwic

Angela Malanczuk – Principal and Chair of PSA, Stanley Green Infant Academy

Kate Carter – CEO, TEACH Academy Trust

Jon Chapple – Headteacher, Twynham Primary

Academies – Secondary x5

Phil Keen – Headteacher, Corfe Hills School

Andy Baker – Headteacher, Poole Grammar School

Patrick Earnshaw – Headteacher, Highcliffe School, Christchurch

Mark Avoth – Headteacher, Bourne Academy

Jason Holbrook – Headteacher, Avonbourne College

All-Through Academies x1

David Todd – Headteacher, St Peter's School, Bournemouth

Mainstream PRU x1

Phillip Gavin - Headteacher, Christchurch Learning Centre

AP Academy x 1

Russell Arnold, Headteacher, The Quay School

Special Academy x1

Michael Reid - Finance Director, Ambitions Academy Trust (TBC)

Non-School Members

Early Years Representatives

Linda Duly – Cuddles Day Nursery

Sue Johnson – Jack in the Box, Bournemouth

Diocesan Representatives

(2 nominations, 1 x catholic and 1 x CofE)

14-19 Representative

Jacqui Kitcher – Bournemouth and Poole College

Invited Attendees (Non-voting)

Jan Thurgood – Strategic Director, People Theme, Poole

Sue Ross – Director, Adults and Children, Bournemouth

Neil Goddard - Service Director - Community Learning & Commissioning,
Bournemouth

Vicky Wales – Head of Children, Young People and Learning, Poole

Nicola Webb – Assistant Chief Finance Officer, Bournemouth and Poole

Invited Elected Members (Non-voting):

Councillor Nicola Greene - Bournemouth Borough Council

Councillor Trish Jamieson - Christchurch Borough Council

Councillor Mike White - Borough of Poole

Bournemouth Christchurch and Poole Shadow Schools Forum Terms of Reference

1. Background and statutory authority

- 1.1. A Schools Forum is the formal consultation and decision making body on matters relating to the funding of schools and plays a role in the discussions on the overall funding contained within the Dedicated Schools Grant. It was set up to give schools greater involvement in the distribution of funding within the Local Authority.
- 1.2. The statutory Consequential Orders applicable to the new Bournemouth Christchurch and Poole (BCP) Unitary Authority provide for a Shadow Schools Forum to be set up prior to 1 April 2019 to support the BCP Shadow Authority in the budget setting process for 2019/20 only. The Shadow Forum will cease to exist once the permanent Schools Forum for Bournemouth, Christchurch and Poole comes into being which will be after the election of the new Council in May 2019 and no later than July 2019.
- 1.3. The Forum is governed by Statutory Instrument 2012 No 2261: The School Forums (England) (Amendment) Regulations 2012. The Department for Education issued guidance on School Forums: Operational and Good Practice Guidance in September 2017.

2. Purpose

- 2.1. The purpose of the Shadow School Forum is to advise the Local Authority and in certain specific areas decide on the operation of the Schools' Budget and its distribution among schools and other bodies for the 2019/20 year only.

3. Membership

- 3.1. The membership of the Shadow School Forum consists of nineteen school members and five non-school members - the latter can be up to 1/3rd of the total membership. Observers can attend and participate in the meetings, but will have no voting rights.

The membership groups shall consist of the following representatives. Membership should have a minimum of 2 Representatives from each Local Authority area where possible:

3.1.1. Schools Members

Primary School - Maintained*	1
Secondary School - Maintained*	1
Special School - Maintained*	1
PRU - Maintained*	1
Primary - Academy	7
Secondary - Academy	5
All-through - Academy	1
Special - Academy	1
Alternative Provision - Academy	1
Total Schools Members	19

*At least one of the four representatives of maintained schools must be a Governor.
Academies have the option to choose a local Governor or Trustee.
No school can have more than 1 representative.

3.1.2. Non-Schools Members

Diocesan Representative	2
Early Years Providers Representatives (1 vol., 1 priv.)	2
16-19 provider	1
Total Non-Schools Members	5

3.1.3. Observers

Shadow Executive Members	3
Service Leads	2
Finance Lead	1
Total Observers	6

- 3.2. Other officers relevant to the area to be covered by the new authority of Bournemouth, Christchurch and Poole shall attend as appropriate.

4. **Clerk to the Schools Forum**

- 4.1. The Clerk to the Schools Forum shall be from within Children's Services.

5. **Election and Nomination of Members**

- 5.1. The Head Teachers Representatives, School Leadership and Governors will be elected by their respective associations.
- 5.2. Early Years Provider and 16-19 representative will be elected by their respective peers.
- 5.3. The Diocesan members will be determined by the Catholic Diocese of Plymouth, the Salisbury Diocesan Board of Education, the Catholic Diocese of Portsmouth and the Winchester Diocesan Board of Education.
- 5.4. Nominations for membership should be sent to the Clerk, who will contact the appropriate association or body to undertake an election.

6. **Chair**

- 6.1. The Chair shall be elected by members of the Shadow Schools Forum.
- 6.2. The election shall take place at the start of the first meeting or at the first meeting following a retirement or resignation of the Chair.
- 6.3. The election shall be conducted by the Clerk and each member shall have one vote.
- 6.4. The Chair will represent the Shadow Schools Forum at other agencies as and when required.

7. Period of Office

- 7.1. The period of office for all members will be for the duration of the Shadow Schools Forum and will cease no later than July 2019 to allow for the establishment of the permanent Schools Forum for Bournemouth, Christchurch and Poole Authority.
- 7.2. The period of office for the Chair will be for the duration of the Shadow Schools Forum and will cease no later than July 2019 to allow for the establishment of the permanent Schools Forum for Bournemouth, Christchurch and Poole Authority.
- 7.3. Appointments will begin from the start of the first meeting.
- 7.4. A member shall remain in office until:
 - He or she ceases to hold the office by, virtue of which he or she became eligible for appointment to the Forum;
 - The term of office as a member comes to an end;
 - He or she resigns as a member.
- 7.5. Current members will be allowed to seek election to the permanent Schools Forum should they still be eligible.
- 7.6. Where a vacancy occurs, there shall be a new appointment to fill the unexpired term of office.
- 7.7. In the event of no member of a group standing for nomination, the Chair may obtain agreement from the Shadow Schools Forum members to co-opt an appropriate person.

8. Non-Attendance

- 8.1. If a member is not in attendance for three consecutive meetings, the Chair shall ascertain the reasons and take Chair's action to consult with the relevant group regarding a replacement.

9. Substitutes

- 9.1. Where a member is unable to attend the meeting he or she may draw to the attention of the Clerk or the Chair 48 hours in advance, a substitute who is attending from his or her group.
- 9.2. In the event of a matter being put to a vote, the substitute will have a vote.

10. Observers

- 10.1. The meetings of the Shadow Schools Forum are open meetings and members of the public may attend as observers. Observers are requested to notify the Clerk or the Chair of their intention to attend one week before a meeting to ensure a suitably sized room is arranged for the meeting.
- 10.2. Observers may take part in the meeting with the permission of the Chair. The Chair's decision will be final.

10.3. Members of the Shadow Schools Forum may request the Chair to exclude observers from discussion of confidential items. Such items shall be clearly indicated in advance on the Agenda for the meeting. Papers relating to such items shall be labelled confidential.

10.4. In the event of a matter being put to a vote, observers will not have a vote.

11. Meetings

11.1. Normally a Schools Forum meets four times a year. Meetings of the Shadow Schools Forum will aim to follow this pattern but the exact number of meetings required will be determined by the membership and the business to be discussed.

11.2. Dates of the Shadow Schools Forum meetings shall be agreed with the membership at the first meeting.

11.3. Extra ordinary meetings of the Shadow Schools Forum may be called by the Chair or by 40% of its membership.

11.4. The quorum of a meeting will be 40% of the Shadow Schools Forum membership (ten members).

11.5. Members must declare any interest associated with any item under discussion related directly to the organisation they represent.

11.6. Observers attending the meeting may contribute with the Chair's permission.

11.7. Notes of the meetings will be available to the public and distributed to members within three weeks of each meeting. They will be agreed at the next Shadow Schools' Forum meeting.

11.8. With regard, to sub-committees or working groups, any advice formally passed to the Local Authority must be approved by the Shadow Schools Forum as, a whole.

11.9. Costs of the Shadow Schools Forum will be charged to the Schools' Budget.

11.10. The Authority shall pay what it deems to be reasonable expenses of members of the Shadow Schools Forum in, connection with their attendance at Shadow Schools' Forum meetings.

12. Voting

12.1. Only members of the Shadow Schools Forum or their nominated substitutes shall have a vote.

12.2. The Chair will have a second and casting vote if required.

12.3. Observers are not eligible to vote.

13. Urgent Business

13.1. Should urgent business requiring action be required between meetings the Chair shall contact all members by e-mail. The Chair shall then give the Shadow Authority a

decision based upon the responses received. This shall be fully reported to the next Shadow Schools Forum meeting.

14. Remit

14.1. The Shadow Local Authority has a duty to consult with the Shadow Schools Forum on:

14.1.1. Schools' Funding Formula:

Any proposed changes to the Schools' Funding Formula in relation to factors and criteria that have been taken, into account or methods, principles and rules that have been adopted, together with the financial effect of any such change.

The consultation will take place in sufficient time to allow any views expressed to be taken, into account in determining the formula and schools' budget shares before the beginning of the financial year.

14.1.2. Contracts:

At least one month prior to the issue of invitations to tender, if applicable the Local Authority will consult the Shadow Forum on the terms of any proposed contract for supplies or services to be paid out of the Schools' Budget where the estimated value of the contract is considered material.

14.1.3. Financial Issues:

The Shadow Forum will also be consulted on the Schools' Budget for 2019/20 in relation to the following:

- The arrangements to be made for the education of pupils with Special Educational Needs;
- Arrangements for the use of the Pupil Referral Unit and the education of children otherwise than at school;
- Arrangements for Early Years education;
- Arrangements for insurance;
- Prospective revisions to the Scheme for Financing Maintained Schools;
- Allocation of the Individual Schools' Budget to schools;
- Administrative arrangements for the allocation of central Government grants paid to schools via the Local Authority;
- Arrangements for free school meals;
- Any other appropriate financial issue.

14.2. The Shadow Forum will monitor and assess the quality and value-for-money of services purchased by/ for schools.

14.3. It may also be provided with or request reports on other items deemed a priority to its remit.

15. Sub-Groups

- 15.1. A Funding Formula Sub-Group will meet as and when required to investigate and develop the Schools' Funding Formula. The membership shall consist of Headteachers, Governors, Finance Officers/Bursars and/or officers depending on the issues being considered. The Sub-Group will make recommendations to the Schools' Forum on the outcomes of any review undertaken, before any consultation is undertaken with schools.
- 15.2. An Early Years sub-group will meet as and when required to develop the Early Years Formula. The membership will consist of Early Years providers and officers. The sub-group will make recommendations to the Shadow Schools Forum.
- 15.3. Other Sub-Groups can be formed to investigate or develop further issues as and when required by the Shadow Schools Forum.
- 15.4. The membership of any sub-group does not have to consist solely of Shadow Schools Forum Members but a majority, of Shadow Schools Forum members is generally preferred (except for early years) to provide continuity.



BOURNEMOUTH, CHRISTCHURCH and POOLE (BCP) SHADOW SCHOOLS FORUM

Subject	Budget Reference Group (BRG)
Meeting Date	31 October 2018
Report Author	Vicky Wales, Head of Children, Young People & Learning, Poole
Contributors	Neil Goddard, Service Director, Community Learning & Commissioning, Bournemouth Nicola Webb, Assistant Chief Finance Officer, Bournemouth & Poole
Status	Public
Classification	For decision by all members
Executive Summary	This report provides details of the activity of the BRG over 3 meetings between July and October. It also considers how the Shadow Schools Forum can continue to be supported in the development of the BCP mainstream schools formula for 2019-20. This is to enable a recommendation to be made to the Shadow BCP Local Authority in December.
Recommendations	The BRG is to end and be replaced by a smaller formula working group to report back to Schools Forum with a recommendation at the December meeting. The BRG recommend that this group should aim for 6 school representative members drawn from those elected to the Shadow Schools Forum or members of the previous BRG.
Reasons for Recommendations	This will provide additional capacity to the Shadow Schools Forum in considering the implications of the options under consideration in the short timescale required.

1. Background

- 1.1 The BRG was set up following consultation in May 2018 with the 3 Dorset Schools Fora of Bournemouth, Dorset County and Poole with the intention of providing a DSG budget consultation group until the establishment of a Shadow Schools' Forum for Bournemouth, Christchurch and Poole (BCP).
- 1.2 Membership was agreed to include representation from across the new Local Authority area broadly in proportion to pupil numbers and including 2 specialist providers. Membership was drawn from and selected by the existing members of each Schools Forum within each category of school representation with an additional Christchurch for primary maintained schools to provide the appropriate balance for the area.



1.3 Terms of Reference and the role of members of the group was agreed at the first meeting of the BRG.

1.4 3 meetings of the BRG were held.

2. Summary of Work

2.1 The BRG has received papers on the following areas:

- DSG Budget Summary across BCP Local Authorities for 2018-19 and current estimates for 2019-20
- Mainstream school funding formula comparison across BCP in 2018-19
- DfE DSG Budget Guidance 2019-2020 including a summary with BCP context
- Development of the mainstream BCP formula 2019-2020 including an illustration of the National Fair Funding (NFF) formula across BCP schools.
- Growth Fund for basic need growth in mainstream schools
- High Needs Block (2018-2019 budget positions, demands for 2019-20, and current strategies to contain expenditure)
- Maintained schools de-regulations and central retention
- Summary of the latest published revenue balances across BCP schools
- Development of the BCP Shadow Schools Forum

2.2 The minutes of the BRG meeting are included in the appendices:

- Appendix A – minutes of 28 June 2018
- Appendix B – minutes of 20 September 2018
- Appendix C – minutes of 18 October 2018 (to follow).
- The outcome from this work is either on this meeting agenda or will be considered at the November meeting.

3. Recommendation

3.1 The BRG proposed that a working group was still required to look in detail at proposals to be taken forward to the BCP Shadow Schools' Forum.

3.2 They considered the current BRG as constituted was too large and would risk repeating the work of the Shadow Schools' Forum.

3.3 Therefore, 2 options are being brought forward for consideration.



Option 1:

A sub group is formed to consider and shape proposals for the mainstream schools' formula 2019-20, prior to the BCP Shadow Forum meetings, consisting of BCP Shadow Schools' Forum members only.

Option 2:

A sub group to consider and shape proposals relating to the mainstream schools' formula 2019-20 prior to BCP Shadow Schools' Forum meetings is formed consisting of members of the already established BRG.

Volunteers will be sought at the meeting.

4. Legal Implications

- 4.1 The mainstream schools funding formula is decided by the Shadow Local Authority after consultation with all schools and the Shadow Schools Forum and is required to be sent to the ESFA by 21 January 2019

5. Background Papers

- 5.1 None

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Minutes: Budget Reference Group

Agenda Item 7
Appendix A

MEETING DATE:	Thursday 28 June 2018
LOCATION:	Bournemouth Learning Centre
TIME:	09:30 – 11.30
MEETING CHAIR:	Neil Goddard
MEMBERS:	Felicity Draper; David Simpson; Graham Exon; Jack Cutler; David Todd; Dorian Lewis; Michael Reid; Sean Preston; Geoff Cherrill; Phil Keen; Claire Webb; David Newman; Helen Roderick; Steve Ellis; Chris Jackson; Patrick Earnshaw; Nicola Webb; Stuart Riddle; Vicky Wale; Karen Boynton.
PRESENT:	Marilyn Scofield-Marlowe (minutes).
APOLOGIES:	Margaret Judd.

ITEM	SUMMARY OF DISCUSSION FOR EACH ITEM AND THE OUTCOME	NAME
1.	<p>Introductions and Local Government Update</p> <p>Introductions were made by all present.</p> <p>The context of the Budget Reference Group is to bring all parties together as early as possible, before this legal process has been completed, to carry on the work of Schools' Forum whilst Local Government Reorganisation (LGR) is being developed. All areas across the conurbation are represented within the group. The Group is the precursor to the Shadow Schools' Forum which will be formed under the Shadow Council. There is a legal process which needs to be followed in order to form this.</p> <p>The judicial review instigated by Christchurch is expected to receive an outcome by 27 July 2018. The view being taken is that LGR will go ahead, leading to 2 new LAs across Dorset and elections in May 2019.</p> <p>There are a number of workstreams and sub-workstreams taking place. Timescales for completing this work are very tight. One of the over-arching principles is that service users should see no difference on Day 1 of the new Council; it will be business as usual. Service users should see no difference until the point in time that reviews of services can take place in Phase 3 of the process.</p> <p>There is a sub workstream focusing on the Dedicated Schools Grant (DSG); and this includes working with the Budget Reference Group in the first instance, moving forward to the formation of the Shadow Schools' Forum in the Autumn.</p> <p>The Group must ensure that the DSG is legally compliant and further guidance may be needed on some details.</p> <p>It is important that the Group is able to collect and present accurate data for across the conurbation. There will be challenges and all will need to work together.</p> <p>An Early Years Sub-Group has been put in place to look at the Early Years</p>	

Minutes: Budget Reference Group

	<p>Funding Formula; the first meeting of this group is in mid July.</p> <p>SR advised that any detailed questions regarding Dorset finances could be taken back to MJ for further clarification.</p> <p>Any further work surrounding other areas, such as SEND, are being covered by other workstreams.</p> <p>No questions were raised by those present.</p>	
2.	<p>Terms of Reference, meeting schedule and communications</p> <p>It has been decided at this stage for the Chairing, and hosting, of the Budget Reference Group meetings to be shared between Bournemouth and Poole Local Authorities (LAs). This is not the same arrangement as Schools' Forum, but it was felt to be appropriate as the meeting has been established by the LAs. No concerns were raised by those present about this proposal.</p> <p>All present were reminded to provide substitutes if they are unable to attend a meeting, in order that the lines of communication remain open and all phases and types of schools are represented.</p> <p>The draft Terms of Reference for the Group was circulated prior to the meeting. The document outlines the expected programme. No concerns or requests for amendments were raised by those present. All present were advised that they can provide any amendments / concerns following the meeting if they wanted to.</p> <p>All present agreed that they were satisfied with the representation within the Group.</p> <p>Action: The draft Terms of Reference will be finalised and shared with appropriate groups.</p>	MSM
3.	<p>Forward Plan</p> <p>The Forward Plan was circulated in advance of the meeting.</p> <p>All present were in agreement with the proposed Forward Plan.</p>	
4.	<p>2018-2019 DSG Budget Summary across LAs</p> <p>The 4 blocks of the DSG budget were described; Early Years, Schools Block, Central Services and High Needs.</p> <p>It was noted that there are similar strategies across the 3 LAs. All are set to balance the budget within the funding available.</p> <p>All 3 LAs have moved Funding to the HNB, with Bournemouth transferring the most (1.1%), followed by Poole (0.9%) and Dorset (0.35%) having transferred the least.</p> <p>There are HNB pressures across all 3 LAs. This is also reflected nationally.</p>	

Minutes: Budget Reference Group

	<p>Although there are similarities across the 3 LAs, there are notable differences in the detail of these 3 budgets.</p> <p>Poole currently has been able to carry forward a surplus to 2018/19. This is not the case for Bournemouth and Dorset.</p> <p>Spend on School Admissions in Bournemouth is significantly higher. However, Bournemouth includes costs in the budget for this which the other LAs account for elsewhere, such as In Year Fair Access, which is accounted for separately in Poole within the high needs budget.</p> <p>The cost of Schools' Forum is different across the LAs; Bournemouth has to pay for a venue whereas Poole uses its own facilities without recharging. Poole has also not raised their costs for Schools' Forum since 2003.</p> <p>The Central Schools Block is based on previous spend and Bournemouth has a higher amount due to historic protection. This protection is winding out at 2.5% per annum over 2018/19 and 2019/20.</p> <p>The Christchurch deficit was queried. As this is currently part of the larger Dorset budget at the end of March 2018, it is not yet clear of the exact proportion of this and it will be updated for the final position at the end of 2018/19. It is estimated at over £1M for the current position but this is not an agreed figure. There is a £8.7M deficit in Dorset overall.</p> <p>It was noted that the aim of the schedule is to start looking at the budgets across the 3 LAs and begin planning for 2019/20.</p>	
5.	<p>2018-2019 High Needs Budget Strategies across LAs</p> <p>It was noted that there are the same pressures across the region and nationally. There has been a rise in EHCPs since the introduction of the Code of Practice and post 19 requirements. There has also been a significant rise in permanent exclusions.</p> <p>It was considered that this pressure requires a long term strategy. There are no quick methods to resolve the issue.</p> <p>Bournemouth and Poole commissioned a review by ISOS to look at HNB spending. The ISOS report shows similarities between areas for challenges and solutions.</p> <p><u>Comparisons between the 3 LAs:</u></p> <ul style="list-style-type: none"> Poole is already working with schools to reduce the pressure on the HNB by working with schools introducing the graduated response toolkit and reviewing its decision making panels. It has been identified that there is a gap in provision between mainstream and specialist provision. Outreach is in place, and Poole is looking to use this in a more targeted way. The aim is to achieve consistency so that schools can access the same services across the area. 	

Minutes: Budget Reference Group

- DCC has undergone a SEND Inspection and has done a lot of work to increase sufficiency.
- Bournemouth has a lot of similarities with Poole. There have been short term actions such as EHCP funding reduction and whilst banding has now been approved for implementation, it will not come into existence in Bournemouth until September 2018. The hope is that these measures have balanced the budget, but it is acknowledged that there is a negative impact on schools. There will be Outreach in Bournemouth from September 2018. Long-term work is needed.

It was queried if there was anything to be learned from the hospital merger. It was acknowledged that there may be learning for a more integrated response, but the services are not necessarily comparable. In Health, a reduction in costs was made by asking the public to travel further to access services. This would not be possible with schools, as the expenditure on school transport would increase exponentially.

The EHCP funding reduction is specific to Bournemouth and Dorset. This is a direct result of Schools' Forum attempting to balance the budget without reducing further the formula allocations to schools. The Shadow Schools Forum will make the decision whether this needs to be continued and the level of any funding transfer from the schools formula to high needs in 2019/20. Banding in Bournemouth is based on the banding in Dorset, so there is already a level of consistency if this is to continue, but it would be a change for pupils in Poole schools.

Concerns were raised that Headteachers could not afford to be inclusive due to the cost involved in EHCPs, and that parents will be able to choose across the entire conurbation under the new LA. It was noted that legislation is a challenge, as parents' wishes can overturn considerations from the LA at Tribunal. Work would need to be done around the collaboration of schools across the area and at a local level for individual schools. A long-term strategy, which is fair to families and schools, will need to be considered. It was acknowledged that this is a difficult relationship to manage.

The HNB deficit in DCC is large and the LA has been unable to reduce it. Several initiatives have been attempted, but without success. It is perceived that there is a lack of funding for EHCPs along with a lack of investment in local services and the high cost of external provision. It was raised that the Christchurch Learning Centre in DCC will become part of the new LA, or will academise. The Learning Centre is oversubscribed and includes pupils from outside Christchurch.

The suggestion was made that LGR would be an ideal opportunity to consider the commissioning of further local specialist services, to avoid the high cost of specialist provision further afield. Bournemouth and Poole also have alternative provision. The new LA will have provision across the conurbation, which could be an opportunity to expand capacity. SR has been tasked with providing more details about the existing Christchurch services and intention for this provision.

Minutes: Budget Reference Group

<p>Action: SR to provide further detail about the future plans for the Christchurch Learning Centre and the current profile of places and costs.</p> <p>The question was raised that Headteachers need to be able to plan and budget, so need to know whether current banded funding will change. This has been raised through the SEND Workstream. Communication for parents and carers about how the legislative side works has gone to Legal.</p> <p>It was considered that there is some crossover between the work of the Budget Reference Group and the SEND Workstream. A strategy to work within High Needs funding is being developed but it needs the support of schools, particularly in reducing the level of permanent exclusions and working with parents for pupils with a level of SEN. Funding transferred from schools to high needs up to 2017/18 and now locked into the DfE funding allocations but the 2018/19 transfer is for that year only. Fresh decisions are needed for 2019/20. The need for a HNB Workstream may be indicated from the work of the group, however, the main purpose at this stage is to consider the principles of how to start the work required to look at all blocks of the DSG.</p> <p>The largest driver of the budgetary requirement is the number of pupils to be supported those with SEND and permanently excluded.</p> <p>Concerns were raised that there is a significant increase in parents being encouraged to seek EHCP from parental support organisations, in direct competition to the advice given to parents by schools. This has to resolved moving forward, and looked at in the HNB Task and Finish Working Group.</p> <p>There is historic protection for the HNB when it was re-based in 2017-18, but it is known that the additional transfer to this block in 2018/19 will not be protected. There may be a re-base again in 2020/21, but this is not known. If the money in the HNB is reduced, it would be permanently lost in the event of a re-base. Although this feels like a dangerous strategy, it has to be noted that this strategy has previously brought £2.7M of additional funding into the system for Bournemouth and Poole in 2018/19 compared with 2017/18 whilst the National Fair Funding Formula has restored this (and more) for schools.</p> <p>It is perceived by schools that, although it is understood that there is pressure on the HNB, it was felt not to be as well managed as school budgets, and that transferring money to the HNB hides the issue rather than resolving it. Parents are felt to be seeking EHCPs because the schools are unable to meet children's' needs under mainstream provision. It was explained that this is a complicated issue, but that the main pressure is due to the number of pupils accessing it. EHCP requests come from parents and schools, and exclusions are decided by schools not the LA.</p> <p>The risks of decisions need to be understood before setting principles regarding the mainstream schools formula and HNB.</p>	<p>SR</p>
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Minutes: Budget Reference Group

6.	<p>2019-2020 BCP Budget Strategy and Priorities</p> <p>It was presented that it is the aim to establish a consistent approach across BCP moving forward, which addresses historic issues.</p> <p>There are a lot of elements of the budget strategy which cannot be changed; therefore the Budget Reference Group needs to look at where choices are possible.</p> <p><u>Initial principles agreed on:</u></p> <ol style="list-style-type: none"> 1. <u>Early Years Budget to be set within that funding envelope.</u> Spending needs to be aligned across all 3 LAs, and agreement set as to whether this includes EHCP funding. 2. <u>Central Services Block – set funding within the funding envelope.</u> DCC and Bournemouth have historic protection, which reduces by 2.5% each year. Poole does not have this due to lower spend levels. There also needs to be strategic thinking to keep this protection at the highest possible level in order to protect future funding. 3. <u>The Budget Steering Group is looking at all of the DSG.</u> Although the HNB is recognised as a major issue, it is not in the remit of the Budget Reference Group to resolve this. It is the remit of the group to consider how the expenditure is to be funded in the light of the need to set a balanced DSG budget. 4. <u>The existing 3 LAs are close to the National Funding Formula (NFF).</u> Mirroring the NFF should be aimed for in the first instance but subject to point 3 above. 	
7.	<p>BCP 2018-2019 Mainstream Formula Comparisons and Issues</p> <p>A table showing the differences in the formulae between the 3 LAs was presented.</p> <ul style="list-style-type: none"> • Funding Floor: Bournemouth and Christchurch adopted the NFF funding floor, whereas Poole set at a lower level. • Deprivation: Poole and Bournemouth are on National Formula Funding (NFF). Christchurch is slightly below this level. • Looked After Children (LAC): Poole retained this as a separate budget. Bournemouth and Christchurch did not. • English as an Additional Language: Poole and Bournemouth are on NFF. • Mobility: This is historic funding; Poole did not include this (linked to deprivation), Bournemouth and Christchurch did but amounts are small. • Prior Attainment: all areas approach this differently. Poole reduced the NFF rate by 7% to provide an element of the transfer to high needs. Bournemouth has adopted the NFF rate but weighted data from primary schools at 93% which provides for the same result. Christchurch have weighted primary schools to 75% and reduced the funding rate. 	

Minutes: Budget Reference Group

Bournemouth took from the Growth Funding to make the transfer with less taken out of the NFF.

- Sparsity DCC only Split Sites: Bournemouth only.
- Exceptional Premises costs: There is a joint use factor for 2 Poole schools (the schools pay leisure centres to use facilities).
- Capping and Minimum Funding Guarantee (MFG): A cap of 3% was applied by all 3 LAs. MFG in Poole and Christchurch is 0%, Bournemouth is 0.5%.
- Exceptional Circumstances: Poole has a budget of approximately £34K for schools with a greater proportion of EHCPs.
- Growth Funds and Distribution: All 3 LAs have similar funds.
- Basic Entitlement to NFF: all 3 areas are at NFF.
- Primary / Secondary ratio: this is similar across all 3 LAs.
- Per Pupil Funding overall : This is highly dependent on pupil data and number of lump sums across the 3 LAs. Bournemouth would be highest with Poole and Christchurch similar, but this has not yet been extracted from overall DCC figures.

It was queried if a guaranteed minimum funding (funding floor) could be agreed so that schools could set budgets. Concerns were raised that a funding floor could be of detriment to the schools in the most deprived areas if funding needed to be transferred to other budgets. It was felt that there needs to be recognition that schools that do not meet the floor level of funding have lower relative needs than other schools and it is unclear why this should be prioritised over other areas. It was noted that pupils in areas of deprivation attract additional funding.

Overall it was noted that there is not enough funding in the formula, so difficult decisions need to be made.

By September, there should be guidance around the transfer and growth fund and the quantum of funding may be known. The level of growth needed may impact NFF.

Anonymising schools on data was considered; however, this was not felt to be a useful exercise as individual schools can be determined from area, type and number on roll and all were public bodies and transparency is part of the sector. It was agreed that the names of schools would remain in data produced for the Group.

It was discussed whether the existing LA boundaries should still be used, however, it was felt that this was necessary to understand impact and implications to areas at least for 2019/20 and Members will want to consider this aspect in agreeing formulae.

Deficits were raised; Poole has a surplus whereas Bournemouth and Christchurch both have deficits. The Shadow Schools' Forum would have to

Minutes: Budget Reference Group

	<p>agree how any deficit / surplus is managed.</p> <p>The representation for the Shadow Schools' Forum needs to be considered. All schools need to be given opportunity; however, the historic areas of Bournemouth, Christchurch and Poole do not need to be specifically represented. Early Years will also need to be included in representation.</p> <p>Actions:</p> <ul style="list-style-type: none"> • The next meeting of the Group is to be organised for mid September with a further meeting 3 weeks later in October 2018, for a 9.30am slot at Bournemouth Learning Centre. • Modelling the NFF and alternative option will be considered at the next meeting alongside a draft overall DSG budget. . • Papers for the September meeting to be distributed as early as possible, in order for the Group to come back with additional information requests if required. • A copy of Guidance needs to be provided prior to the September meeting. The implications of following this to be looked at and any disapplication requests that may be required, to be brought to the next meeting. • Bournemouth, Christchurch and Poole are always put in the same order when compiling data to be presented to the Group. • In addition to the existing Agenda items from the Forward Plan, the following items are to be added: <ol style="list-style-type: none"> 1) Development of new provision for SEND (under HNB budget). 2) Establishment of the shadow Schools' Forum. 	<p>MSM</p> <p>MSM</p>
	<p>Close.</p> <p>Date of next meetings:</p> <p>Thursday 20 September 2018; 09:00 – 11:30, Bournemouth Learning Centre Thursday 18 October 2018; 09:00 – 11:30, CYP&L, Dolphin Centre, Poole</p>	

Minutes by: Marilyn Scofield-Marlowe

Checked by: Vicky Wales / Neil Goddard / Nicola Webb

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

Agenda Item 7
Appendix B

MEETING DATE:	Thursday 20 September 2018
LOCATION:	Bournemouth Learning Centre
TIME:	09:00 – 11.30
MEETING CHAIR:	Vicky Wales
MEMBERS:	Neil Goddard; Felicity Draper; David Simpson; Graham Exon; Jack Cutler; David Todd; Dorian Lewis; Michael Reid; Sean Preston; Phil Keen; Helen Roderick; Steve Ellis; Patrick Earnshaw; Nicola Webb; Margaret Judd; Marie Lane (on behalf of David Newman)
PRESENT:	Marilyn Scofield-Marlowe (minutes)
APOLOGIES:	Karen Boynton; David Newman; Claire Webb; Geoff Cherrill; Chris Jackson; Stuart Riddle

ITEM	SUMMARY OF DISCUSSION FOR EACH ITEM AND THE OUTCOME	NAME
1.	<p>Welcome, apologies & previous minutes</p> <p>All present made introductions.</p> <p>All present agreed the accuracy of the previous minutes, with no corrections noted.</p> <p>The actions from the previous meeting were reviewed:</p> <ul style="list-style-type: none"> – Future meetings are to be scheduled for a 09.00 start. – Papers for the meeting were provided as soon as possible, but there was a lot of work involved in the preparation of these to draw information together across the Local Authorities, which delayed the circulation. – The papers requested at the previous meeting were provided; however the draft Budget for 2019-20 is still being worked on and will be provided at the next meeting. – It is not yet possible to provide details on the plans or clearing the deficit; this will be provided at a future meeting. 	<p>NW</p> <p>NW</p>
2.	<p>LGR Update</p> <p>VW gave a verbal update to those present about the progress of LGR. This is currently in Phase 2; ensuring that there will be a safe landing of all services on 01 April 2019.</p> <p>There are 3 elected members for Children's Services in Bournemouth, Christchurch and Poole (BCP), who are overseeing the work being done.</p> <p>A Children's Services Board is in place; the Chair is Sue Ross, Bournemouth Borough Council and Vice Chair is Jan Thurgood, Borough of Poole. They reverse roles for the Adult Services Board; from these Boards flow workstreams, including the DSG workstream.</p> <p>The new Chief Executive appointment process will be happening in the next few weeks.</p>	

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

Agenda Item 7
Appendix B

	<p>The DfE are in liaison via meetings and telephone calls, looking at the progress of the work around the DSG, to help and support the process, and to ensure that funding is allocated at the right time.</p> <p>There are a variety of issues being worked through; updates will be provided at the meeting in October.</p>	
3.	<p>Shadow Schools Forum</p> <p>FD gave a verbal overview. The 3 Local Authorities need a budget setting process, which includes the DSG. Schools Forum would normally complete this work. It was agreed that, in addition to the Shadow Authority, a Shadow Schools Forum needs to be set up. This is stated in the decision record, which was provided in advance of the meeting.</p> <p>There is a lot of work to be done prior to March 2019, when everything should be in place, ready for the new Authority. Meeting dates for the Shadow Forum are to be scheduled for last week October, mid November, mid December, early January, and early February 2019.</p> <p>A draft Terms of Reference was provided to all present before the meeting. This is based on a standard Terms of Reference for Schools Forum.</p> <p>It was raised that Section 5.1: states “Headteacher and Chair of Governors”. It was felt that this needed expanding.</p> <p>Action: MSM to amend Section 5.1 to include the words “Senior School Officer”.</p> <p>Section 3.2.1: Proposed Membership: It was raised that governor representative was included for maintained schools, but there is no equivalent specified for academies.</p> <p>Action: Insert “Academies have the option to choose a local Governor or Trustee”</p> <p>It was queried that special schools have a large proportion of representation; it was confirmed that this is due to regulations.</p> <p>The requirement for balance across the 3 local areas was discussed. Although the aim would be to represent schools evenly across the conurbation, concerns were raised that the group would become too large, and it could bring another 9 members to the Shadow Forum.</p> <p>It was felt that it was important to seek a balanced membership without increasing numbers.</p> <p>Relationships between Christchurch schools are strong; therefore a single</p>	<p>MSM</p> <p>MSM</p> <p>MSM</p>

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

Agenda Item 7
Appendix B

<p>secondary representative from Christchurch would be able to feed into the strong network already in place.</p> <p>Action: No single area should be named on the Terms of Reference; but they should be amended to give a guideline of a minimum of 2 reps from each LA area.</p> <p>Early Years representation would need to be addressed by colleague in that sector due to only having 2 reps across 3 areas with a large number of providers overall.</p> <p>It was queried how substitutions would be handled in the Shadow Forum. It was confirmed that the former practice from Schools Forum would be continued; a substitute did not need to be in a particular role within a school.</p> <p>The role of seeking membership would be a function for the Budget Reference Group members.</p> <p>Action: It was determined that the following members would seek membership for each category of representative:</p> <ul style="list-style-type: none">• Primary Maintained: HR• Secondary Maintained: ML (representative can be either from St Edwards or Poole High)• Special School maintained: GC (representative can be either Linwood or Winchelsea)• Christchurch Learning Centre would automatically be a member whilst maintained.• Primary Academy - DS<ul style="list-style-type: none">○ DS to contact Sue Mogg who has links to Poole PSA, Bournemouth and Dorset.○ Provide a list of Primary Academies across all 3 areas to SP• Secondary Academies: PK<ul style="list-style-type: none">○ Contact details to be sent to PK for all secondary academies• All through academy – DT• Alternative Provision – MR (Can be either Delta or Ambitions)• Special Academy – MR – liaise with Nikki and John from the BCP Learning Partnership <p>A generic email is to be drafted for colleagues to use for the purpose of seeking membership, including a copy of the draft Terms of Reference.</p> <p>Volunteers seeking membership to return to MSM by Friday 12 October to be brought to the next meeting.</p> <p>Action: List of nominees to include name and in what capacity (school representative / governor)</p>	<p>MSM</p> <p>HR ML GC</p> <p>DS MSM PK MSM DT MR MR</p> <p>VW / MSM</p> <p>HR/ ML/ GC/ SP/ PK/ DT/</p>
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Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

Agenda Item 7
Appendix B

	<p>Set a date for Shadow Schools Forum for the last week of October, but not in Half Term</p> <p>Set further dates for the Shadow Schools Forum and bring to the next meeting.</p>	<p>MR MSM</p> <p>MSM</p>
4.	<p>DSG Budget Guidance 2019/20</p> <p>A summary and full guidance paper was provided before the meeting.</p> <p>The summary puts BCP into context with the national picture.</p> <p>Areas highlighted were:</p> <ul style="list-style-type: none"> - Low prior attainment factor Primary has reduced unit value (despite DfE assurances last year that it would not reduce with known growing eligibility). - The Floor is increased to 1% as expected. - There is uncertainty over the Growth Fund. It is likely that this will be awarded at the minimum level, under the protection arrangement. - High Needs Funding will be the same parameters as previously. - DfE has confirmed (meeting of 27 July) that BCP will be treated as a first time request, so a transfer above 0.5% will need Schools Forum and DfE approval for 2019/20. - Teacher pay award of 3.5%; this is a challenge for schools but 2.5% is being funded by DfE grant based on pupil numbers. 	
5.	<p>Summary of BCP Schools NFF</p> <p>JC provided an updated paper and appendix with small changes compared with figures circulated in advance. The October 2017 census is the basis for all figures.</p> <p>Ocean Academy has now been corrected as a junior school and Business rates also adjusted.</p> <p>The financial impact of the 2019/20 NFF compared with 2018/19 school budgets has been clarified; those that are initially capped but then brought back up to the minimum per pupil levels are specified separately from those remaining capped to make better sense of the % changes at school level in the appendix.</p> <p>It was explained that some terminology has changed; the Funding Floor is now the minimum increase of 1% compared with 2017/18 budgets. Floor schools are schools that have not received any extra funding (or very little extra) under</p>	

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

Agenda Item 7
Appendix B

	<p>the National Funding Formula (NFF) (1% increase taking them above the allocations derived through the NFF formula factors). Previously referred to as floor schools are those where funding is uplifted to a minimum per pupils level (similar to newly defined floor schools in that both see funding levels above that provided through the NFF formula factors)</p> <p>The Minimum Funding Guarantee model is still being formulated but so far in the figures minus 1.5% has been used so that schools are not protected from the reduced funding for low prior attainment within the 2019/20 NFF.</p> <p>There are some schools which match the NFF exactly (section 2.1 and 2.2 give more detail).</p> <p>Exceptional funding is covered in section 2.3, and is based on 2018-19 funding spend.</p> <p>Table A shows summary allocations when mirroring NFF (as far as possible and using a -1.5% MFG) by phase and also by LA area.</p> <p>Table B shows the number of schools within impact categories – on the floor (1% increase from 2017/18), on formula, gains capped, uplifted to minimum per pupil, initially capped and then uplifted to minimum per pupil and those with MFG allocations (minus 1.5% compared with 2018/19). School level detail in the Appendix</p> <p>Section 3.4 gives an explanation of how intrinsic growth has been included in the figures (at 2018/19 individual school budget levels).</p> <p>The figures provided do not look at the affordability model or transfer to the High Needs Block.</p>	
6.	<p>Growth Fund Proposals</p> <p>JC provided an overview of the paper provided prior to the meeting, which outlines current growth funding policies for 2018-19, and decisions that the Shadow Schools Forum will be required to take for the Growth Fund to be established for 2019-20 across BCP.</p> <p>Bournemouth and Poole Growth Fund Policies are quite similar, whilst the Dorset policy has differences.</p> <p>Total funding in the previous year (2018-19) was allocated based on the 2017-18 budgets of LAs. In 2019-20 it will be allocated by the DfE based on a</p>	

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

Agenda Item 7
Appendix B

<p>formulaic method with reference to local demographic growth. This method has not yet been provided.</p> <p>£1.38 million is a minimum guarantee estimated and the likely level of what will be received for the growth budget.</p> <p>This funding covers:</p> <ul style="list-style-type: none"> • PAN increases • Expanding year groups • New schools • Bulge classes (temporary PAN increases) <p>Dorset guaranteed funding for 25 pupils; this was done to guarantee schools would accept extra pupils but it has not worked well. It was clarified that Dorset fund by class size, rather than per pupil but also deduct any MFG allocations included with the individual school budget. The use of a class size guarantee is due to the rural area and the small size of some schools. Bournemouth fund a class of 30 and Poole fund actual numbers at census.</p> <p>Dorset have never reclaimed in the year after bulge growth has ended as shown in Table A so this line can be deleted.</p> <p>The growth must have been at the request of the Local Authority.</p> <p>Dorset also funds other factors, such as management and class setup.</p> <p>The Growth Fund is also to cover exceptional costs of new schools and those expanding year groups - It was explained that schools have overheads regardless of the number of year groups and Bournemouth provide additional funding to new or expanding schools until all year groups are present. This additional funding method was taken from the DfE funding for Free schools in 2014 which is now considered to be very generous.</p> <p>Poole has only had 1 new school and developed specific start up allocations as one off with no need for a policy. Dorset also has a start up policy providing additional funding in the first year only.</p> <p>Action: MJ to provide further details of the additional funding that Dorset provides for the cost of setup of a new school.</p> <p>Dorset fund for minor variations (eg class size legislation) but Christchurch schools did not generally attract this funding. Details in Appendix 1.</p>	<p>MJ</p>
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Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

Agenda Item 7
Appendix B

	<p>The Intrinsic growth (for schools increasing year groups) needs to be funded 2019-20 with £422,000 allocated through the formula. This is not optional and pupils attracting funding from all factors .</p> <p>Table D shows the Intrinsic Growth formula.</p> <p>Appendix 2 gives the estimated budget needed for 2 options.</p> <p>Action: A breakdown of the number of years of growth fund left was requested; to be shown as year groups.</p> <p>The difference between intrinsic and extrinsic growth was requested; intrinsic funds additional factors, not just the per pupil cost (basic entitlement). Extrinsic growth funding provides the basic entitlement only. New and growing schools require Intrinsic funding, generally due to greater scale and filling up more then just the entry year group over time.</p> <p>A flow chart on page 75 of the Schools Revenue Funding 2019-2020 Operational Guide explains how the funding routes are determined.</p> <p>It was confirmed that intrinsic and extrinsic funding can be received at the same time, but not for the same thing.</p> <p>It was explained that growth funding only applies if the Local Authority requires additional places to meet the demand of an increased population.</p> <p>It was discussed when it would become mandatory to align the BCP formula across all 3 areas. This would be checked out with the DfE. Current options are - 1. To continue existing funding methods or 2. Develop a new BCP policy. Concern was expessed for the timescale needed for option 2 with option 1 recommended by the Group.</p> <p>Action: A paper to be created to take to Shadow Forum, to propose recommendation to continue to fund under existing policies with the new policy for the growth fund to be worked on for implementation in 2020-21. This needs to communicate that schools cannot expect funding levels to remain the same after 2019-20.</p>	<p>JC</p> <p>JC</p>
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Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

Agenda Item 7
Appendix B

7.	<p>2018/19 DSG Budget Position – verbal update</p> <p><u>Bournemouth:</u> JCH explained that Bournemouth is hopeful for a balanced DSG; current overspend is £0.5 million on high needs. Attempts to reduce budget pressures includes implementing a banding system for EHCP in mainstream schools.</p> <p><u>Christchurch:</u> There is a £3 million overspend predicted for Dorset. This is likely to increase. The next Schools Forum for Dorset is on 19 October 2018.</p> <p><u>Poole:</u> There is £0.7 million overspend in Poole high needs, but the carry forward for 2017-18 and savings on other budgets will offset some of this.</p> <p>The deficit being carried forward from Dorset into 2018-19 is £8.7m. The Christchurch element of the Dorset deficit has not been determined yet. £3.2m is brought forward from Bournemouth but it is hoped this can be reduced by March 19. Poole brought forward a surplus.</p> <p>New for 2019-20 - an LA deficit of more than 1% of the DSG will require a plan to clear it to be discussed with the Schools Forum and sent to the DfE. On current projections BCP will trigger.</p> <p>Significant High Needs Block pressures are continuing across all areas. The overspend in the budget is entirely due to High Needs Block spend.</p> <p>This is due to:</p> <ul style="list-style-type: none"> - Increased demand for EHCPs - High levels of exclusions and alternative provision - Cost pressures of Post 16-25. 	
8.	<p>High Needs Budget and Development of New Provision</p> <p>VW introduced the paper which was provided prior to the meeting.</p> <p>All 3 areas have had extensive reviews of this area to look at the management of the demands.</p> <p>Detail of the current cost was provided in Section 4.</p> <p>Section 5 shows what is being put in place; this shows broadly similar developments across the 3 Local Authorities:</p> <ul style="list-style-type: none"> - Initiatives such as Mainstream Plus are being introduced, including looking to support pupils on roll at special schools within a mainstream setting. - Areas of increase in need are being looked at. - Contracts with Alternative Providers are being reviewed. - A new free school is being opened via the Delta Trust in Bovington for which all 3 Local Authorities have contributed to the planning of numbers in order to meet local demand. 	

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

Agenda Item 7
Appendix B

<p>It was explained that the strategy is to reduce the provision outside of mainstream. The challenge is to achieve this against the increasing pressure from growing numbers of EHCPs.</p> <p>A request was made for a forecast budget for the High Needs Block. It was explained that, although this is looked at, the budget is very dynamic and difficult to predict accurately but a detailed plan is being built; currently in the process of agreeing what sort of growth is needed for inclusion in 2019-20. Before growth is taken into account, the funding does not match cost, with at least a £2m shortfall after some further measures have been taken.</p> <p>It was queried that in page 43 to 44 of the Guidance, it is stated that the DfE expects evidence for Forum to include evidence from the Local Authority of the increased need above the level of the funding in the High Needs Block. It was confirmed that Poole provided this last year, and to the DfE, but despite efforts to reduce demand, it is still rising from growing numbers of EHCPs and permanent exclusions.</p> <p>It was explained that the Local Authority is not making all the decisions that affect the budget; exclusion and alternative provision costs, tribunal cases directing high cost placements with diagnosis from Health and the SEN Code of Practice reducing ability to successfully defend cases.</p> <p>Bournemouth took a similar path and agreed with schools a plan to reduce costs. Exclusions continued to rise and mainstream schools found some agreed planned measures unacceptable.</p> <p>The capacity in Special Schools was discussed, along with funding to support to remain in mainstream; Poole and Bournemouth are completing work on this.</p> <p>It was queried if the impact of this work to reduce exclusions has been assessed; it was confirmed that the impact was not seen last year, but with the introduction of the Positive Reintegration Protocol in Poole and similar strategies in Bournemouth, it is hoped that there will be impact this year.</p> <p>The local government reorganisation is an opportunity to look at provision across the conurbation.</p> <p>Action: A paper to be produced showing figures and projections for spending from the HNB. To be brought to the meeting on 18 October 2018.</p>	<p>JCH / SE / NW / VW</p>
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Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

Agenda Item 7
Appendix B

9.	<p>Development of BCP formula</p> <p>NW advised that the proposal is for a transfer to the High Needs Block. Last year this was a transfer of approximately 1% of the BCP budget overall. The financial strategy for next year is the same and it needs to be established where this funding comes from, estimated at £2 million.</p> <p>The formula needs to be modelled, looking at principles.</p> <p>It was discussed that when considering this, nothing should be overlooked and should consider all elements such as floor funding, minimum per pupil levels, caps and the minimum funding guarantee.</p> <p>Action: A number of options need to be provided to the Shadow Forum. This needs to be a live model at the next BRG meeting which shows transfers of 0.5 – 1.5% to the HNB.</p>	NW / SE / JC /
10.	<p>Next meeting and Forward Plan</p> <p>Date of next meeting: Thursday 18 October 2018; 09:00 – 11:30, Bournemouth Learning Centre.</p>	
	<p>Close.</p>	

Minutes by: Marilyn Scofield-Marlowe
Checked by: Vicky Wales / Nicola Webb



BOURNEMOUTH, CHRISTCHURCH and POOLE SHADOW SCHOOLS FORUM

Subject	Draft Dedicated Schools Grant (DSG) Budget 2019-20
Meeting Date	31 October 2018
Report Author	Nicola Webb, Assistant Chief Finance Officer Bournemouth and Poole Councils e-mail: nicola.webb@poole.gov.uk Tel: 01202 63 3296
Contributors	Neil Goddard, Service Director, Community Learning & Commissioning, Bournemouth Vicky Wales, Head of Children, Young People & Learning, Poole
Status	Public
Classification	For information
Executive Summary	The report considers the progress made in setting the BCP DSG budget for 2019-20. There is currently a predicted funding shortfall of £5.7 million to allow for the rising number of pupils with SEND and permanently excluded from mainstream schools. Work is progressing to refine the budget estimates but it is clear that further actions will be needed to balance the DSG budget in 2019-20.
Recommendation	The report is to be noted
Reason for the recommendation	Balancing the DSG is a shared responsibility between the LA and schools as funding is to provide for both mainstream and specialist provision to meet the needs of all pupils. Work is not yet complete with funding based on indicative allocations and expenditure estimated according to the latest data available. Proposals to close the funding gap are in development and need to take into account the initial feedback from Schools Forum.

Estimated DSG 2019-20

1. The DSG funding for BCP has been estimated based on the DfE announcements in July 2018 for Bournemouth and Poole with the share attributed to Christchurch estimated from Dorset's allocations. Work is progressing to finalise the relevant split with Dorset and the DfE before the final settlement in December.
2. The Table below summarises the current estimated DSG for 2019-20 in comparison with 2018-19.

Table 1 – Estimated DSG 2019-20

Funding Block	18/19 Forecast £000's	19/20 Forecast £000's	Change		Assumptions
			£000's	%	
Early Years	19,190	20,480	1,290	6.7%	Static funding, child numbers growth included
Schools Formula (NFF)	188,657	193,293	4,636	2.5%	19/20 updated NFF but static NOR
Schools Growth Fund	2,331	1,374	(957)	(41.1%)	Estimated impact of new DfE formula
Central School Services	2,082	2,037	(45)	(2.2%)	Reducing formula due to historic protection
High Needs	37,543	38,087	544	1.4%	Demographic growth, small % uplift
Total	249,802	255,270	5,468	2.2%	

3. Early years funding is shown including demographic growth between years. This is to reflect actual academic year 2017-18 data used in modelling formula options for formal consultation with BCP providers. DSG funding rates for both age ranges are the same in each LA area, with the early years national formula setting the same unit values for the 3 years 2017-18 to 2019-20.
4. The schools NFF formula estimate is based on 2018-19 pupil numbers on roll (NOR) and published NFF funding values for 2019-20. This will form the basis of the formal consultation in November. This estimate isolates the impact of the updated NFF. Final DSG allocations in December will include the NOR changes from the October 2018 school census. The estimated 2.5% NFF growth shown in Table 1 is the net impact of:
 - change in funding for primary low prior attainment (reduced unit of funding but nationally aimed to be cost neutral as more pupils became eligible for funding in 2019-20 compared with 2018-19)
 - increased funding for schools on the new formula but capped in 2018-19 by the maximum 3% increase per annum in per pupil funding with up to a further 3% now released
 - increase in minimum per pupil funding where the outcome of all other elements of the NFF are uplifted to nationally set phase levels (DfE now refer to as floor schools)
 - increase of a further 0.5% (now 1% in total from 2017-18) for schools with historic funding levels higher than the 2019-20 NFF provides
5. The growth fund and high needs estimates are based on DfE announcements in July and estimated Dorset disaggregated amounts for Christchurch. The high needs uplift includes a small amount for demographic growth.
6. A new national formula is being implemented by the DfE in 2019-20 to fund LAs for the in-year basic need growth in mainstream pupils. BCP is expecting to receive a level of protection for historic funding but it is likely that funding will significantly reduce. The local formula to provide for growth at school level is not expected to mirror the national formula.

7. Funding for central school services is estimated based on DfE July announcements and agreed 2018-19 Dorset budget detail to reflect Christchurch pupils. Funding is reducing as protection for historic spend above the formula is reducing at 2.5% per annum for on-going duties. It has been announced that funding for historic commitments will start to reduce in 2020-21.
8. Estimated expenditure for each block is summarised in Appendix A with each block set to balance with the exception of high needs. In this block the current growth in pupils requiring provision exceeds the funding available by an estimated £5.7 million. This estimate is based on the pattern of provision reflected in current strategies, an assumed level of funding rates for providers and the current mix of central services supporting pupils and schools (for example, outreach services).

Early Years Block

9. The early years sub group will report budget proposals to the Shadow Schools Forum at the November meeting. This will include a proposed funding transfer of 1% to support high needs of £203k. A funding transfer from this block is a Shadow LA decision to be made after consultation with the sector and the Shadow Schools Forum.
10. Included in expenditure are central budgets to deliver LA statutory services for this age group and are proposed at the same level as 2018-19. Further details will be provided in the November report with the Shadow Schools Forum to make the decision later in the budget cycle.
11. The detail of the proposed funding formula for providers is to be considered by the Shadow Schools Forum in November prior to consultation with the sector. The outcome of the consultation and any final proposals made by the LA should then be taken into account in making a recommendation to the Shadow LA by January 2019.

Schools Block

12. The mainstream schools funding formula is considered in item 10 on the agenda. The current budget estimate shown is based on 2018-19 NOR, estimated funding levels from the 2019-20 NFF and without any funding transfer to high needs.
13. The current growth fund estimate has been included following initial discussions with the Budget Reference Group with proposals coming forward at the November meeting for decision-making.

Central School Services Block

14. The funding is provided for LA duties supporting the DSG system as a whole and services supporting pupils in all schools – mainstream and special in both maintained and academy sectors.

15. The draft budget expenditure has been set to allocate the funding to the LA to provide the related services. This is a Shadow Schools Forum decision with the detail to be considered at the November meeting.
16. Savings needed in on-going functions to take into account the 2.5% funding reduction are planned to be delivered from efficiencies created through BCP.

High Needs Block

17. The budget for 2019-20 is currently presented without any funding transfer from mainstream schools but the trend for increasing numbers of Education Health and Care Plans (EHCPs) and permanent exclusion is continuing in 2018-19.
18. Budget pressures in 2018-19 across the BCP area are being reported in the region of £1.7m - £2m. Action plans are in place to dampen funding demands but further budget growth will be needed with current trends continuing in 2019-20. There is little additional funding from the DfE to support budget pressures (as shown in Table 1).
19. The majority of the budget is spent on identified pupils. The starting point for estimating the BCP budget is the cost of current placements with assumptions made for new EHCPs and permanent exclusions over the remainder of 2018-19 and throughout 2019-20.
20. The draft budget in Appendix A includes an increase in places and top up funding for pupils with an EHCP in mainstream school bases and the FE College, as well as within maintained and academy special schools. Also reflected is reduced reliance on more costly independent school placements.
21. Included within post school budgets, there is significant further growth for the cost of post 19 EHCPs, as the changes in the 2014 SEND Code of practice are still impacting. Parental expectations have continued to grow over time and particularly for education up to age 25. Work to establish more cost effective placements can be undermined by SEN Tribunals.
22. Additional places and top up funding have also been allowed for pupils permanently excluded from a mainstream school. As state-provided places are becoming full earlier in the academic year, the budget has also allowed for increased use of costly independent and bespoke alternative provision.
23. A funding transfer from both early years and schools of 1% would generate £2.2m with this being only £0.3m more than transferred in 2018-19, and with the current year budget already estimated to be in deficit as noted above.
24. Current high needs budget approaches are considered in Item 9 on the meeting agenda but further savings will be needed to balance the budget in 2019-20.



Recommendation

25. This paper is for information to set the context for matters to be decided or recommended by the Shadow Schools Forum in preparation for setting the DSG budget for 2019-20.

Legal Implications

26. The Shadow Schools Forum is a statutory body of the Shadow Local Authority and must be consulted on all DSG budget proposals.

27. It is to make recommendations to the Shadow Local Authority on the early years and mainstream schools formula in time for the LA to meet statutory deadlines in the budget cycle.

28. The mainstream schools individual budget shares must be sent to the DfE by 21 January 2019 for final approval. Maintained schools budget shares are to be confirmed by the LA by 28 February 2019.

29. The Shadow Schools Forum has a range of decision making powers, including transferring up to 0.5% of the mainstream schools funding block to other budgets (a higher level requiring DfE approval) and the level of LA central expenditure to be funded from the early years and central school services blocks.

30. It is also required to be consulted on a range of other matters, including the budgets needed to make adequate provision for pupils with high needs and the LA arrangements for pupils educated otherwise than at school.

Appendix A

Draft BCP DSG Budget	2018/19	2019/20	2019/20	2018/19	2019/20	2019/20
£000's	Budget	Change	Forecast	Funding	Change	Forecast
Early Years						
Providers - 2's funding	2,500	24	2,524	2,542	125	2,667
Providers - 3&4 formula	16,074	815	16,889	16,465	1,165	17,630
Transfer 1% to high needs					(203)	(203)
Inclusion fund for SEN	184	316	500			0
Early years pupil premium	113		113	113		113
Disability Access Fund	70		70	70		70
Contingency	65	(65)	0			
Central spend on high needs	67	(67)	0			
Central spend on LA duties	117	64	181			
Total	19,190	1,087	20,277	19,190	1,087	20,277
Mainstream Schools						
Formula (18/19 data and NOR)	186,063	5,651	191,714	186,856	4,652	191,508
Transfer to High Needs Block 18/19				(1,855)	1,855	0
Rates / premises / mobility	1,749		1,749	1,801	(16)	1,785
Contingency	319	(319)	0			
Growth Fund (intrinsic + extrinsic)	1,001	202	1,203	2,331	(957)	1,374
Total	189,132	5,534	194,666	189,132	5,534	194,666
Central School Services						
School admissions	765	(15)	750			
Licences purchased by DfE	226		226			
Servicing Schools Forum	42	(11)	31			
Ex ESG services all schools	746	(6)	740			
Premature retirements	16		16			
Commitments - ASD Base / other	288	(13)	275			
Total	2,082	(45)	2,037	2,082	(45)	2,037
High Needs						
Transfer from Early Years/Schools				37,543	544	38,087
Maintained special school places	3,630	210	3,840	1,855	(1,652)	203
Academy special school places	2,150	76	2,226			
Post school / Linwood CHI / FE	606	644	1,250			
Mainstream post 16 statements	224	(38)	186			
Medical Places (as cross border)	461	0	461			
Excluded places	1,240	330	1,570			
Own Medical places	860	0	860			
Resource base places	204	205	409			
EIP Projects brought forward	169	-169	0			
Placements not yet confirmed	0	88	88			
Top up Maintained/academy	11,784	539	12,323			
Top up Independent special	11,691	(1,295)	10,396			
Top up Post Schools	2,167	1,585	3,752			
Top up Pre schools EHCP	176	36	212			
Top up excluded pupils/AP	1,229	1,052	2,281			
Outreach	377	196	573			
Hospital - private providers	128	0	128			
Other AP/Therapies	656	994	1,650			
Support for inclusion	111	130	241			
Specialist support - 2, 3 and 4's	891	(129)	762	326	(326)	0
SEN and AP Transport	225	(225)	0			
Planned savings not identified	(11)	11	0			
Specialist Support	758	0	758			
Total	39,724	4,240	43,964	39,724	(1,434)	38,290
Total Expenditure	250,128	10,816	260,944	250,128	5,142	255,270
		Shortfall	(5,674)			



BOURNEMOUTH, CHRISTCHURCH and POOLE (BCP) SHADOW SCHOOLS FORUM

Subject	High Needs Block (HNB)
Meeting Date	31 October 2018
Report Author	Vicky Wales, Head of Children, Young People & Learning, Poole
Contributors	Neil Goddard, Service Director, Community Learning & Commissioning, Bournemouth Nicola Webb, Assistant Chief Finance Officer, Bournemouth & Poole
Status	Public
Classification	For decision by all members
Executive Summary	This report provides details of the current position relating to the HNB as provided to the Budget Reference Group (BRG) and of the detail of the ISOS reviews conducted in Bournemouth and Poole in 2017. This is to enable consideration of a recommendation to be made to the Shadow Schools' Forum in November regarding a potential transfer to the HNB from the Schools' Block.
Recommendations	That a BCP High Needs Financial Strategy Group be established to oversee the impact of agreed work to reduce the demand of the HNB.
Reasons for Recommendations	Bournemouth and Poole currently have partnership groups with schools that look in detail at the financial demands on the HNB and how to work to reduce these demands. It would now be appropriate to join this work so a BCP perspective can be taken.

1. Background

- 1.1 Bournemouth and Poole commissioned reviews of Special Education Needs and Disabilities and other high needs provision in 2017. This was undertaken by ISOS, consultant professionals also used by central Government to consider strategies regarding SEND. They work with a number of Local Authorities (LAs) and were able to provide benchmarking data and bring knowledge of work being undertaken by LAs and schools across the county.
- 1.2 The executive summaries of these 2 reviews are attached to this report (Appendix A and B).
- 1.3 Similar issues were identified in the 2 local areas.



- Placements in independent and non-maintained provision were high and Bournemouth and Poole had fewer pupils needs being met within their mainstream schools.
- There had been a large demand for Education, Health and Care Plans (EHCPs) from schools and this was driving a significant increase in costs.
- Bournemouth and Poole schools had increased permanent exclusions from mainstream schools, resulting in an increased number of Alternative Provision (AP) places being required and/or high cost “bespoke” packages where no places were available.
- Local special schools were full due to the high increase in EHCPs.
- Whilst Poole special schools offered outreach to mainstream, this required reviewing so it could become more targeted. Bournemouth special schools had no outreach offer and this needed development.
- There was a gap in provision between the mainstream offer and special schools with mainstream Headteachers reporting that they could meet a wider range of needs if further resources were made available.

1.4 The Budget Reference Group (BRG) has received 2 reports on High Needs, both of which are included in this report as Appendix C – High Needs Block Pressures (28 June 2018) and Appendix D – High Needs Budget and Development of New Provision (20 September 2018).

1.5 The BRG meeting on the 18 October were provided with the current HNB demands or 2019-20 based on the latest available data. This showed a shortfall within the funding available of nearly £6 million.

2. Recommendation

2.1 Clearly it is important that the LAs and schools work together to set the DSG (including the HNB) for 2019-20.

2.2 The NHB for 2019-20 currently does not balance and predictions show that the following have led to this situation:

- Continued increase in EHCPs
- Continued trends of permanent exclusion
- Post 16 and post 19 demands introduced in the 2014 SEND Code of Practice

2.3 It is recommended that a BCP High Needs Financial Strategy Group be established to oversee the impact of agreed work to reduce the demand of the HNB.



3. Legal Implications

- 3.1 There is a considerable legal framework which surrounds provision and decision making regarding SEND. Ultimately a SEND Tribunal can direct the placement and therefore spend for an individual pupil for SEND provision from the HNB. It is important in looking at how changes are made that schools provide parents/carers with confidence that pupil needs can be met in local provision.
- 3.2 There is also a legal framework and supporting DfE guidance for schools to take into account when considering a permanent exclusion from school.

5. Background Papers

- 5.1 None

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Strategic review of support, services and provision for children & young people with high needs in Bournemouth

Page 41

Final report

Isos Partnership

January 2018



Executive summary

Theme	What is working well?	What are the challenges?	Recommendations
Overarching theme: Relationships, funding & strategy	Strong strategic relationships within the local system; promising new partnership-based governance arrangements; a highly-valued SEN team and EP service.	Growing pressures on EHCPs, specialist places, AP, leading to pressure on the high-needs block. Need for clarity about how local continuum can meet needs effectively.	Develop core strategic principles and ensure broad communication and borough-wide sign-up. Ensure strong strategic co-production role for parents and young people. Strengthen join-up with health and care.
Theme1: Identification, assessment & access	Positive feedback on SEN team; indicators of strong system performance (EHCPs conversations, EHCPs within timescales); some helpful information about local SEND system.	Profile of primary need suggests inconsistent identification practice; concerns re: panel decision-making; information needs to provide more in terms of practical signposting.	Strengthen identification practice and recording process. Adapt panel and assessment process to improve transparency and consistency. Develop the local offer as a practical, signposting tool. Consider route for time-limited top-ups.
Theme 2: Mainstream support & targeted services	Examples of effective inclusive practice; recent graduated response review should provide clarity of expectations; generally positive feedback on support (when it can be accessed).	Need for consistent expectations of effective mainstream inclusion, backed by clear training offer. Strong message about need for formal outreach support for mainstream.	Develop consistent expectations of mainstream inclusion and SEN support (backed up by clear training offer). Refresh SENCO networks. Develop formal core offer of outreach support. Identify joint commissioning opportunities (e.g. SaLT).
Theme 3: Specialist SEND and alternative provision	Positive feedback on some of the quality and pro-active development of SEND provision. View that current model of SEND provision should enable most needs to be met locally.	Current capacity of SEND provision and AP is stretched, increasing pressures and costs. Evidence of needs not being met by local provision (autism, SEMH, PD). Need for new approach to SEMH and tackling exclusions.	Investigate and trial new unit provision, and further reintegration projects / protocols. Establish collective forum for specialist providers. Strengthen oversight of INMSS placements. Develop a “collective responsibility” model for AP.
Theme 4: Preparation for adulthood	Positive feedback on the local post-16 education offer – range and quality of education pathways. Pro-active development of new pathways (e.g. Summerwood, CHI).	Need to develop a wider range of pathways into employment for young people (building on CHI), supported internships. Need to strengthen transition planning and joint offer across children’s and adult services.	Strengthen the process for planning transition and preparation for adulthood for all young people with SEND. Continue to develop the local preparation for adulthood offer (supported internships, education, care, accommodation).

Introduction – Background and aims of the review

Part 1 – Key findings

Page 43

Part 2 – Options and recommendations

Conclusion – taking forward the findings of this review



Background

Bournemouth and Poole Councils commissioned Isos to undertake parallel independent, strategic reviews of “high-needs” support, services and provision in each local area. This included support and services for children and young people aged from birth to 25 with special educational needs and disability (SEND) or who require alternative provision (AP). The reviews were carried out at a time when the two local areas were considering greater join-up in the context of local government reorganisation, but around SEND specifically, to form a combined East Dorset local authority (LA).

The reviews in Bournemouth and Poole were undertaken separately but in parallel, in order (a) to provide a set of conclusions specific to each local area’s needs and context, but also (b) to be able to bring together the key themes and recommendations to consider opportunities for greater join-up across the two local areas. Each review had three aims.

1. To gather evidence about trends in current needs and future demand for high-needs services and provision.
2. To gather feedback on current services and provision – what was working well and priorities for development.
3. To work collaboratively to shape options for arranging services and provision to meet current and future needs.

During the review, we set out to engage a broad range of partners and stakeholders in the local SEND system, including:

- **children & young people** (referred to as ‘young people’ for brevity in this report) – we engaged 22 young people through workshops and 1-to-1 interviews with Chatterbox, and at two special and two mainstream schools;
- **parents & carers** (referred to as ‘parents’ for brevity in this report) – 32 completed an online survey and 13 attended one of two workshops we facilitated (some parents completed the survey and attended a workshop);
- **professionals** – visits / interviews with 17 institutions and groups (including two early years settings, five primary schools, four secondary schools, three special schools, and three other services and associations), an online survey (45 responses), and workshops (attended by 15 professionals); and
- **LA leaders, officers & partners** – through a series of 1-to-1, small group and workshop discussions.

We have triangulated these findings with in-depth analysis of published and internal data to inform the findings and recommendations set out in this report. We are grateful to all colleagues who have contributed to this review.

Key contextual information on Bournemouth

- **Population** – the 2011 census estimated that Bournemouth had a population of 183,491, of which 37,925 were aged 0-19, and 20,009 were aged 20-25. This means that, compared to the national average, Bournemouth has a slightly lower proportion of citizens aged 0-19 (21% compared to 24% nationally), but a slightly higher proportion of young adults aged 20-25 (11% compared to 8% nationally).
- **Demographic characteristics** – according to the 2015 Index of Multiple Deprivation, Bournemouth is the 82nd most deprived local area in England. In terms of its school-age pupils, Bournemouth is the 49th highest for primary-age pupils eligible for free school meals (FSM) and 94th for those with English as an additional language (EAL), and 94th for secondary FSM and 86th for secondary EAL.

Education in Bournemouth – Bournemouth has a range of early years settings and a total of 41 schools, made up of 27 primary schools, 12 secondary schools and two special schools. Ninety per cent of schools in Bournemouth are academies. In March 2017, 90% of providers in Bournemouth were judged to be good or outstanding (above the figure for England, which is 89%) – this had risen from 59% in August 2011 (when the national figure was 69%).

- **Levels of SEND** – the most recent published data (from January 2017, published in *SEN in England* in July 2017) show that 2.5% of children of statutory school age attending schools in Bournemouth have a statement of SEN or an Education, Health & Care Plan (EHCP). This has historically been below the national figure (consistently 2.8%), but internal data suggest the Bournemouth figure has now risen above the national average. The data also show that 10.5% of pupils in Bournemouth schools are supported at “SEN support” (what was previously school action / plus). This is below the national figure (11.6%), and historically been so, although there were some year-on-year fluctuations in 2014 and 2015.



The continuum of local high-needs support, services and provision in Bournemouth

We have set out below some information about the different forms of support, services and provision available in Bournemouth. Please note that young people living in Bournemouth also access provision in Poole and beyond.

- **Information & advice** – provided through the local offer (online). Impartial information and advice is provided through SENDIASS (SEND information, advice & support service). The Bournemouth Parent Carer Forum also provides advice and support to families. Chatterbox is a local youth group for disabled young people aged 11-25.
- **Mainstream education** – this is provided through a range of early years settings and 39 mainstream schools.
- **Targeted services** – information and support is offered through the local Educational Psychology (EP) service (telephone consultations, “SENCOs circles” where EPs work with groups of SENCOs on practice matters, as well as additional traded work including training). Dorset Clinical Commissioning Group (CCG) commission targeted health services including a sensory impairment service, speech & language therapy (SaLT) and child & adolescent mental health services (CAMHS). There is not a formal targeted education support / outreach offer – support is offered by local schools such as Portfield (autism outreach), and some support via the teaching schools (Linwood, Tregonwell).
- **Specialist SEND provision** – there are currently two specialist units – the Small Talk and Riggs units at Malmsbury Park (primary) and the Emmaus Centre at the Bishop of Winchester (secondary). There are two special schools in Bournemouth – Linwood (3-19, for pupils with a wide range of needs, which operates across five sites), and Tregonwell (5-16, for pupils with social, emotional & mental health, or SEMH needs, which operates across three separate sites). Bournemouth pupils also attend special schools in Poole, the independent and non-maintained special schools (INMSSs) located nearby such as Portfield, Victoria and Langside, and further afield.
- **Specialist AP** – Tregonwell provides AP for pupils who are at risk of exclusion or who have been permanently-excluded and those who cannot attend school for medical reasons.
- **Preparation for adulthood** – young people from Bournemouth attend Bournemouth & Poole College, Brockenhurst College, Kingston Maurward College. Post-16 pathways are also provided through Linwood’s post-16 provision (including the new provision at Summerwood) and the “classroom at the heart of industry” (or CHI).

Introduction – Background and aims of the review

Part 1 – Key findings

Page 47


Part 2 – Options and recommendations

Conclusion – taking forward the findings of this review



How we have set out our findings

We have set out our key findings under four broad themes, listed below. These cover the continuum of support, services and provision for children and young people with high needs in Bournemouth – from universal and mainstream support, through targeted services and more specialist provision. We start, however, with some overarching messages about strategy, relationships and funding within the local system.

- 
- 1 Identification of need, assessment and access to support
 - 2 Support in mainstream settings and access to targeted services
 - 3 Specialist SEND provision and alternative provision
 - 4 Preparation for adulthood

Throughout this document, for the purposes of brevity, we use a range of acronyms related to SEND and AP. A full list of the acronyms used in this report are set out in the glossary, which can be found on p.44.

Part 1, overarching messages: Strategy, relationships and funding

Strong strategic and day-to-day relationships are a key feature of the local system. During the review, colleagues commented positively on the strong relationships that had been developed between LA leaders, officers, strategic partners and providers such as schools and other services. Colleagues noted that these were based on high levels of mutual understanding and trust, and we heard several examples where LA officers and providers had worked together to share intelligence and shape support and services to meet local need. A new governance structure has been put in place that brings together key partners across the system. This is a positive development, and colleagues recognise this means the right people are sitting around the table and grappling with the right issues – the next step, off the back of this review, is delivering demonstrable action to tackle those issues.

The recent self-assessment exercise has involved forensic analysis of local data, gathering feedback from a broad range of partners, and a new strategy with some sensible, core principles for supporting inclusion at its heart. This should provide a good organising framework and platform for taking forward the recommendations of this review and other work that is already planned and/or being implemented. As we discuss later in this report, communicating this broadly and pro-actively, translating these strategic principles into what they mean in concrete terms for providers and partners, and securing collective sign-up to them, will be vital first steps in this process.

There is, however, also the need to rearticulate and set out clearly an overview of the local continuum, and the role of each provider and partner in supporting the inclusion and meeting the needs of all young people in Bournemouth. A strong overall message that we heard during the review was that it was not clear to all providers and partners how the continuum of support, services and provision fitted together, what role was to be played and what type of needs were expected to be met by which providers, and how specific types of needs were intended to be met locally. This matters at a strategic level, in terms of ensuring the local continuum is keeping pace with trends and meeting needs effectively, but also on a day-to-day level, in terms of providers and professionals knowing their role and what support they can access. As one school leader put it, '[we need a] greater strategic partnership with all schools within the continuum of provision, to ensure that they are all well gate-kept, robust and efficient tools to maximise capacity to meet needs.'



Part 1, overarching messages: Strategy, relationships and funding

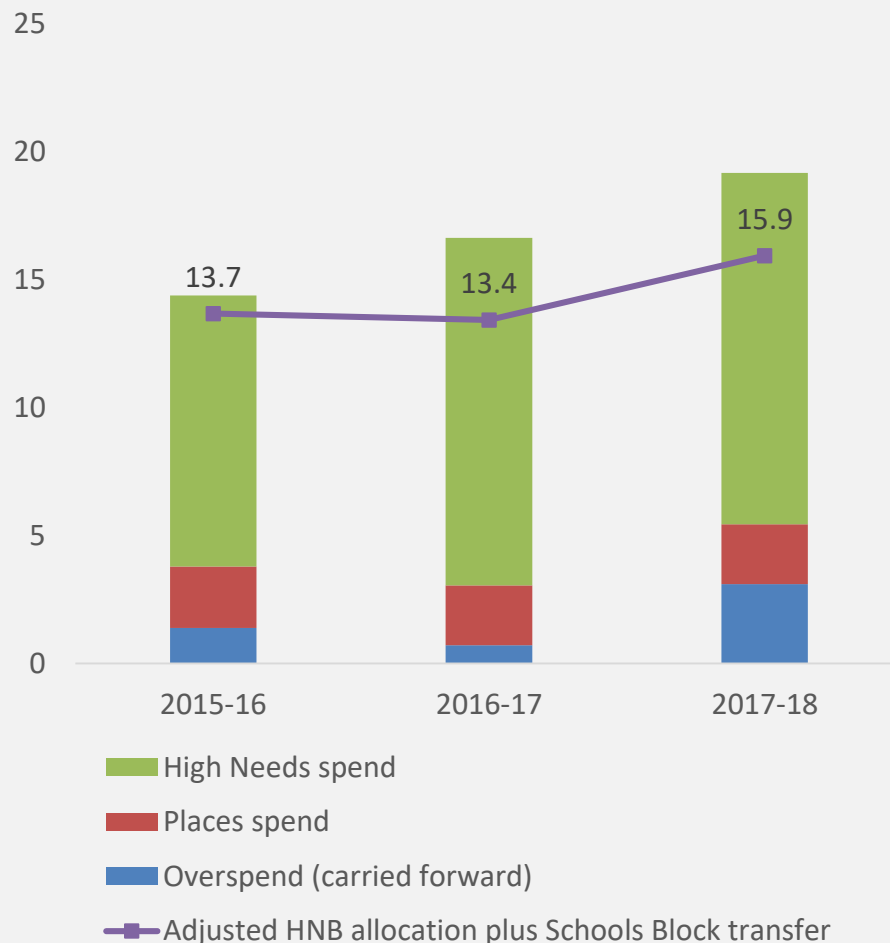
The pressures on the high needs block (HNB) are well known.

The chart on the right shows the overall HNB allocations over the last three years (the total height of the column), and then adjusts this for (a) the cost of specialist place funding (which is passported to providers) and (b) an overspend that has been carried forward each year. The purple line then shows what is essentially the local area's "high-needs spending power" after these have been considered. This increased in the last year due to a transfer from the schools block – national policy means the scope to do this will be much more limited in future.

During the review, discussions with schools forum were taking place about how to deal with the previous overspend and the pressures on the HNB. Plans have been put forward that will see action taken in order to address the deficit and in-year pressures by the start of financial year 2019-20.

Our review has not focused on how to deal with the overspend. Instead, our work has focused on understanding the pressures on local resources and how demand and pressure can be managed pro-actively in future. We have identified three main pressures on the HNB, which are set out on the next three pages.

HNB allocations versus expenditure and overspend, £MM (2015-2018)



Source: DSG allocations, 2015-2017 (DfE)

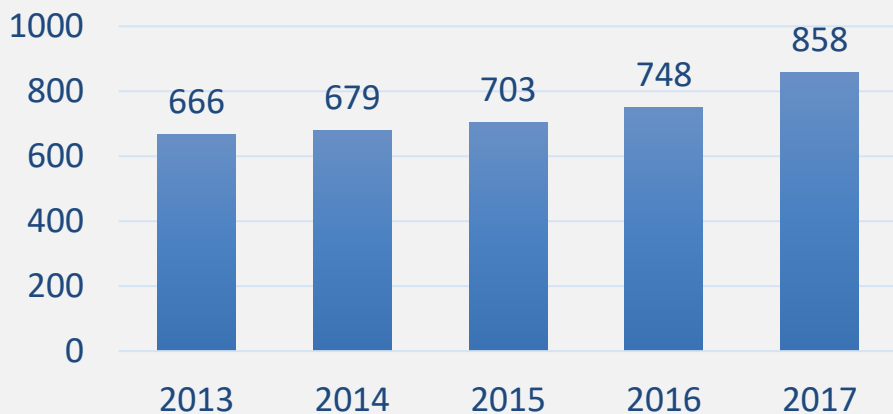
Part 1, overarching messages: Strategy, relationships and funding

Pressures on the HNB: (1) Increasing demand for EHCPs

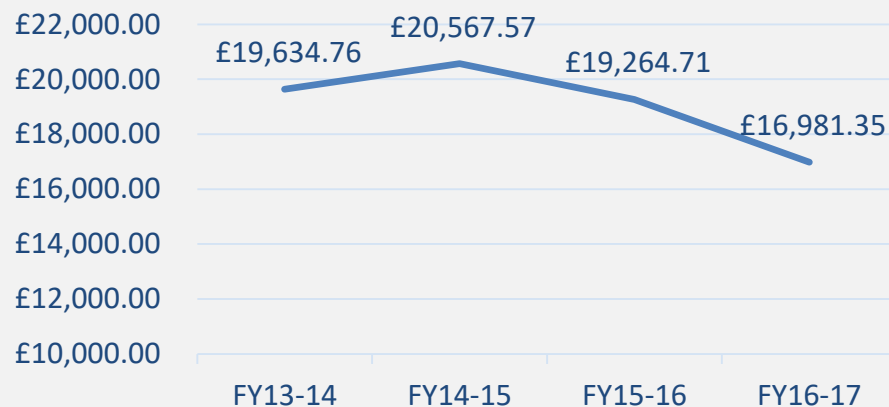
Bournemouth has seen a significant rise in the total number of statements and EHCPs in the last five years. As the left-hand chart shows, the number has risen from 666 in 2013 to 858 in 2017. (Internal data suggest this has continued to rise since.) This equates to a rise of 29% during this time. The trend has accelerated recently, with a 15% rise in EHCPs between 2016 and 2017. This reflects a trend that has been seen nationally. As is the case nationally, a large proportion of the new EHCPs have been for young people aged 16-19. To put this in context, the number of statements or EHCPs for young people aged 16-19 in 2013 was 55, whereas by 2017 this had risen to 166 – an increase of 202%. The increase in numbers of EHCPs for 16-19s accounts for 58% of the growth seen between 2013 and 2017. (An increase from one EHCP for young people aged 20-25 in 2016 to 26 in 2017 accounts for a further 14% of the growth.)

Nevertheless, there is also growing demand for EHCPs across all age-ranges. Over the same five-year period, Bournemouth has seen an increase of 34% among children aged 5-10. Furthermore, all age-groups saw a rise in the last year. The largest were seen among 16-19s and 20-25s, but there were increases of 15% among 0-4s, 11% in 5-10s, and 5% in 11-15s. Since resources are not increasing in proportion to demand, this means that resources are spread more thinly – as illustrated in the right-hand chart, which shows resources per EHCP reducing from £20,500 to under £17,000.

Number of statements & EHCPs



Budget per EHCP



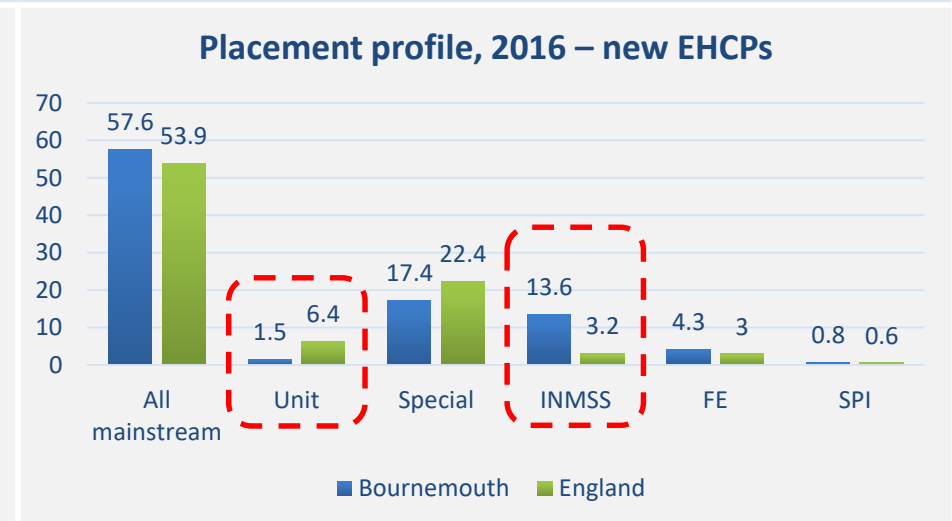
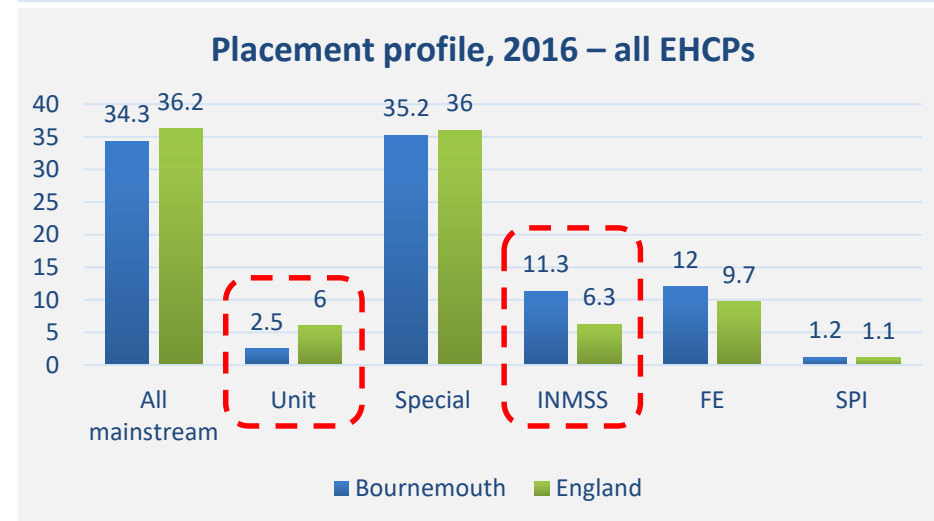
Source: SEN2 data, DSG allocations, 2013-2017 (DfE)

Part 1, overarching messages: Strategy, relationships and funding

Pressures on the HNB: (2) Increasing demand for specialist provision

The increasing levels of EHCPs are even more significant since the profile of placements of young people with EHCPs in Bournemouth is skewed towards higher-cost provision. Looking at the left-hand chart, this shows that Bournemouth places a smaller proportion of young people with EHCPs in mainstream schools (34.3%), local special schools (35.2%) and particularly units / resourced provisions (2.5%) than is the case across England. The chart also shows that Bournemouth place a higher proportion of young people with EHCPs in INMSSs (11.3% compared to the national average of 6.3%) – Bournemouth has the 11th highest proportion of pupils placed in INMSSs nationally (the rate for Poole is 12.1%).

This trend is even more pronounced when it comes to newly-issued EHCPs. The data for newly-issued EHCPs is shown in the right-hand chart below. This chart shows that Bournemouth places a higher proportion of young people with new EHCPs in mainstream schools (57.6% compared to 53.9% nationally) and fewer in local special schools (17.4% compared to 22.4% nationally), which may reflect the fact that local special schools are full. The chart also reflects the same trends with regard to units / resourced provision (1.5% placed compared to 6.4% nationally) and INMSSs (13.6% placed compared to 3.2% nationally). The proportion of young people with new EHCPs placed in INMSSs is the fifth highest nationally (the rate for Poole is 9.1%).

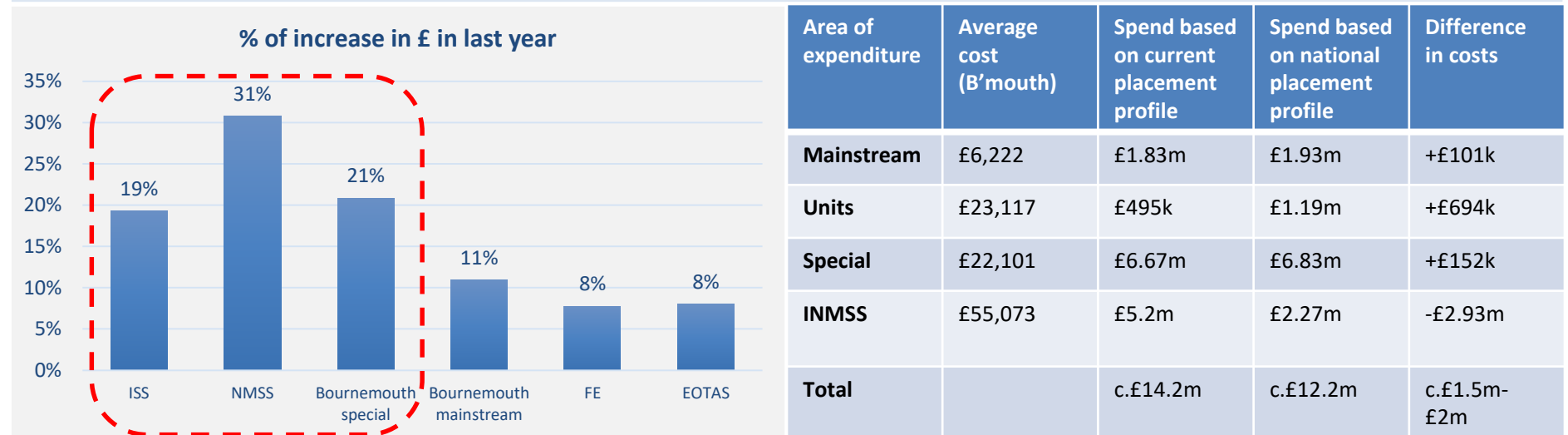


Part 1, overarching messages: Strategy, relationships and funding

Pressures on the HNB: (2) Increasing demand for specialist provision

The combination of these two factors – increasing rates of EHCPs and the types of placements for young people with EHCPs – is placing considerable pressure on the HNB. The left-hand chart below is based on a comparison of the HNB expenditure in the last two full financial years (2015-16 and 2016-17). It shows that a total of 71% of the increase in expenditure year is accounted for by placements in independent special schools (19%), non-maintained special schools (31%) and Bournemouth special schools (21%). It also shows growing demand for resources for mainstream schools and further education (FE), which is likely to reflect the increased demand for top-up funding, which is a consequence of increased demand for EHCPs, and spend on education other than at school (EOTAS), which is likely to reflect an increase in pupils who are not attending school.

As an illustration, the right-hand chart shows the average spend by Bournemouth on placements for young people with EHCPs in different types of settings. It then compares expenditure based on the current profile of placements with a hypothetical scenario in which the profile of placements is closer to what is seen nationally. It shows that, by supporting c.50 young people in less specialist, more local provision, the difference in expenditure would be between £1.5m and £2m annually. This is included for illustrative purposes only.



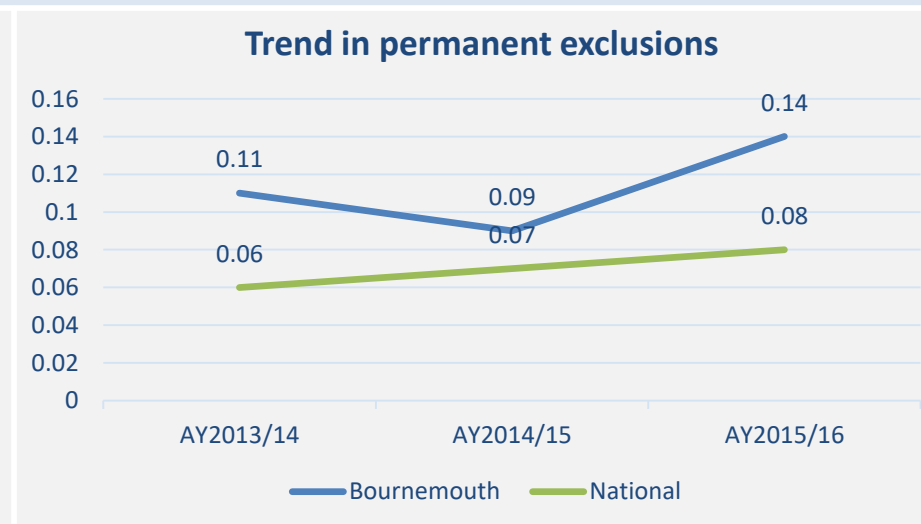
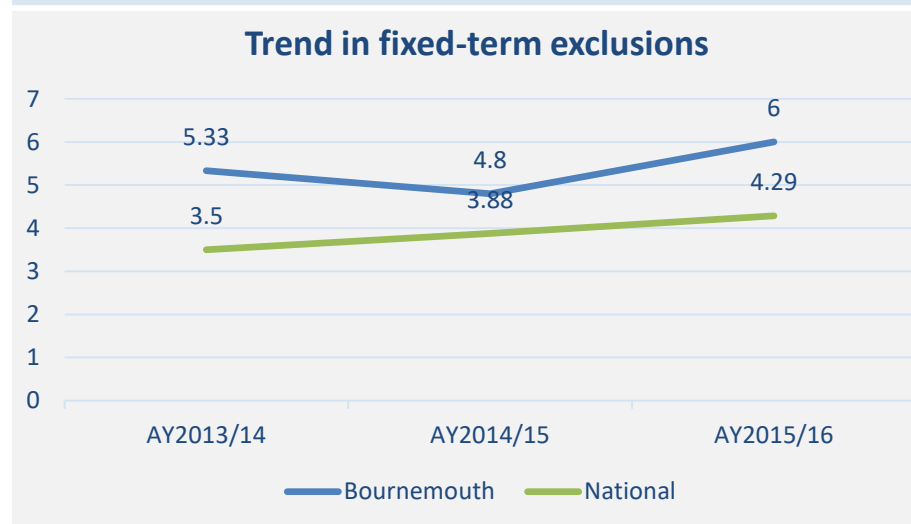
Source: Internal LA data

Part 1, overarching messages: Strategy, relationships and funding

Pressures on the HNB: (3) Rising exclusions

The third area of pressure is the increasing rate of exclusions. The issue here is that the most recent published data relate to the academic year 2015/16, so are somewhat out-of-date. The financial information also shows that less resource was spent on alternative provision in 2016-17 than in 2015-16. Nevertheless, leaving aside some of the issues with the sequencing and timeliness of the published data, the two charts below show a trend in the rates of exclusion in Bournemouth. They show that exclusions, both fixed-term and permanent have traditionally been above the national average and, despite a drop in the academic year 2014/15, they increased more rapidly than is the case nationally in 2015/16. The published data show that, while rates of exclusion from special schools are lower than is the case nationally, the rates for both primary and secondary schools in Bournemouth are higher than the national average.

A recent TES article suggested that this trend had continued in 2016/17. Analysis compiled and published by TES suggested that the trend of rising exclusions has continued nationally, but also in Bournemouth specifically. This suggested that Bournemouth has seen an increase of 81% in permanent exclusions (from 21 to 38) between 2015/16 and 2016/17. While the numbers are small, if this trend continues, it will continue to place the HNB under pressure.



Source: Permanent & fixed-period exclusions in England, 2015-16 (DfE)

PART 1: KEY FINDINGS

Identification,
assessment & access

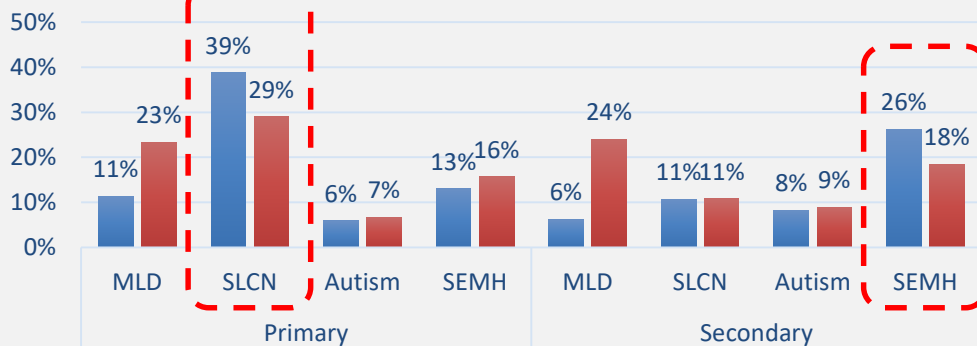
Mainstream support &
targeted services

Specialist provision

Preparation for
adulthood

The published data show the profile of primary need in Bournemouth is different to that seen nationally. Most notably, a higher proportion of school-age children (the dataset from which this is taken relates to school-age children) in primary schools have speech, language & communication needs (SLCN) as their primary need than is the case nationally (39% vs. 29%). For secondary-age pupils, SLCN is at levels comparable to the national average, but there are higher rates of SEMH (26% vs. 18%). Learning difficulties (LD) are low across all schools, particularly special schools, while autism and SEMH are higher than nationally. Given that autism in Bournemouth primary and secondary schools is lower than is the case nationally, but is higher in Bournemouth special schools, this may suggest that some of these needs are being “displaced” into specialist provision, and that a future priority should be building mainstream schools’ workforce capacity around autism. We do not see such a pattern in terms of SEMH (it is high in both secondary and special schools) or LD (where rates are low across all Bournemouth schools). It is important to say that this is not an observation on the overall numbers of children with SEN supported in mainstream – although, as we show on p.12, the proportion of children with EHCPs in mainstream schools in Bournemouth is lower than the national average. Instead, our focus here is on the way in which children with SEN support and EHCPs have their needs identified and understood. Our evidence suggests that these differences reflect issues in the *process* of recording identified need and the *practice* of identification itself, rather than reflecting genuine underlying differences in local need.

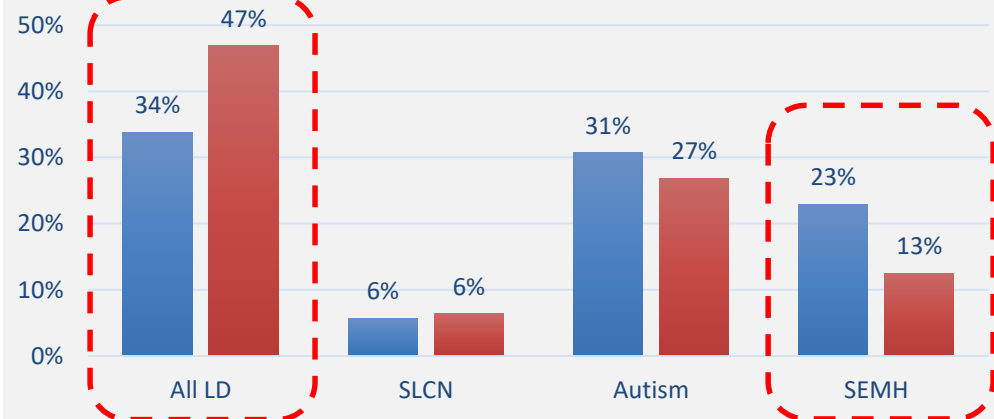
Profile of primary need in mainstream primary & secondary schools



■ Bournemouth ■ England

Source: SEN in
England 2017 (DfE)

Profile of primary need in special schools



■ Bournemouth ■ England

PART 1: KEY FINDINGS

Identification,
assessment & access

Mainstream support &
targeted services

Specialist provision

Preparation for
adulthood

In terms of process, colleagues reflected to us that schools and settings make representations about a child's primary need, but there is not a formal process whereby this is moderated (and reviewed as a child gets older) by professionals such as EPs. They considered that formalising the process by which primary need information is recorded, moderated and kept up-to-date would be valuable not only in terms of ensuring holistic assessments of a child's needs, but also in terms of ensuring the local area has the right information on which to base its strategic planning.

Our evidence also suggests that this profile of need reflects inconsistent identification practice. There are two points to raise here.

- 1. The different profile of need at primary and secondary schools** – the argument put forward here was that support in early years settings and primary schools can be effective at addressing gaps in language development, but may not necessarily have addressed a child's underlying needs. As the child gets older, the nature of those underlying needs may change. In the case of underlying language needs, these may be manifested in different ways, particularly when a child moves to secondary school and is in a very different learning environment. Colleagues argued that, in such instances, a child's underlying needs may not be entirely clear, but what is clear is that they are demonstrating behaviour that is a barrier to their learning. This may account for why those needs are then recorded as SEMH. For balance, it is also important to note the feedback from professionals and parents that schools' ability to identify the underlying needs, rather than respond to the apparent behaviour, was not consistent and could also be behind the apparently high levels of SEMH in secondary and, as a knock-on, in special schools. As we discuss later (p.25), published data show that Bournemouth has higher rates of exclusions of pupils at SEN support, which may indicate exclusions are taking place before underlying needs are being identified. Early years colleagues argued there was little cross-phase work on identification, meaning work to identify needs had to start from scratch when a child moved on.
- 2. The impact of the availability of support on identification practice** – there was a strong view expressed that the identification of need could be driven by the perceived availability of support. Some (secondary) school colleagues made the point that they would be less likely to identify a child with LD as their primary need as this was unlikely to lead to further support, nor did they feel it was their role to "diagnose" a child as having autism or SLCN.

This suggests that there would be value both in looking at the availability of support, so that there is a clear route to support for all of the four categories of need in the SEN code of practice, but also working strategically with SENCOs to strengthen and agree some core principles, definitions and practices that would support consistent identification of need.

PART 1: KEY FINDINGS

Identification,
assessment & access

Mainstream support &
targeted services

Specialist provision

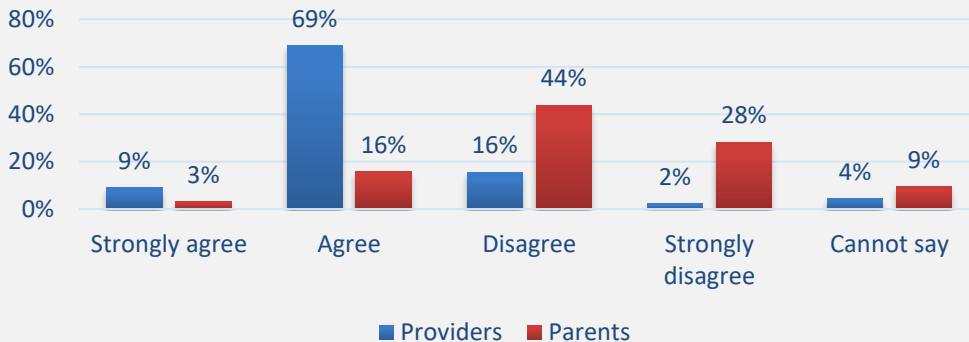
Preparation for
adulthood

There was some positive feedback about the way in which information about the SEN system and local support was made available. Professionals clearly value the local offer being available, and parents (those that were familiar with the local offer) commented positively on the way in which it provided an accessible introduction to the SEN system. There was very positive feedback on SENDIASS from some parents, although some also highlighted the need to strengthen relationships between SENDIASS and the local Parent Carer Forum. Nevertheless, colleagues highlighted the need to strengthen the local offer, raising two points.

- 1. Variable awareness of the local offer** – some of the parents we engaged, particularly those not involved with the Parent Carer Forum, were not aware of the local offer. Our survey findings (below) show a marked difference between professionals (78% strongly/ agreed that there was clear information about support) and parents (72% strongly / disagreed).
- 2. Making the local offer less of a static directory and more of a practical, signposting tool** – young people, parents and professionals agreed that the local offer worked well if you knew what you were looking for, but could become a more valuable tool if it provided an overview of the local continuum, and the support, services and provision available for different needs.

We are aware that work is underway currently to strengthen the local offer to make it a more practical, signposting tool.

'Clear and accessible information about support, services and provision available.'



'You don't have time to trawl through loads of activities to find something that might be relevant to your child. I haven't looked on the local offer website for the last two years.' (Parent)

'There is a clear and defined local offer.' (Special School HT)

'The local offer has improved ... but it is still a bit complicated, it needs to be more self-explanatory. This should be the no.1 priority.' (Young person)

'SENDIASS have been superb.' (Parent)

'[What works well?] Bournemouth local offer web pages ... the local offer and services available to support parents of children with SEND need to be highlighted on the Council's homepage so information is clearly identifiable.' (Primary SENCO)

PART 1: KEY FINDINGS

Identification,
assessment & access

Mainstream support &
targeted services

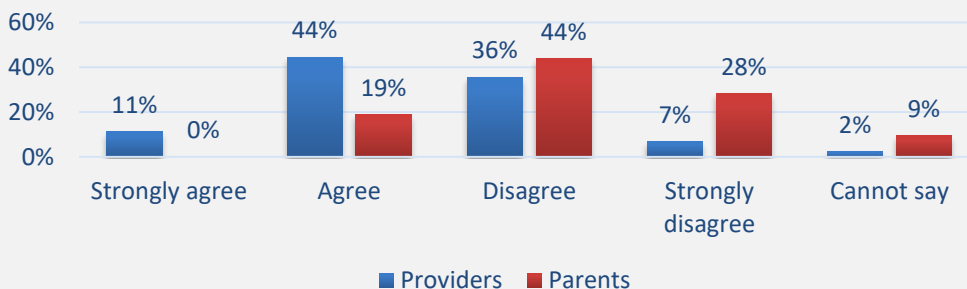
Specialist provision

Preparation for
adulthood

We heard a lot of positive feedback about the SEN team. This came from both professionals, who valued having a consistent point-of-contact who knew their school or setting, parents and young people themselves, who valued being listened to during the EHC process. Published data show the Bournemouth SEN team perform strongly – 100% of EHCPs are completed within the 20-week timescale, and Bournemouth are ahead of the national average and similar local areas in terms of converting statements to EHCPs.

Where there were concerns raised, these were about the availability of and access to support. First, there was a general message about the time it takes to get support and the capacity of support services being stretched. Parents described a lack of specificity in the way some EHCPs were written, which they attributed to the lack of available support. Many described having to battle to get the support they felt was needed. Second, there were some concerns raised about the join-up with health services – some inconsistent messages from primary care professionals (e.g. “if a child has an autism diagnosis, they should have an EHCP”), and the need to strengthen the assessment and support pathways for mental health and autism (which is underway). Third, while some were positive, early years settings and schools also described concerns about the process for accessing support. They felt the process was overly reliant on the EHC process – rendering the statutory assessment process a ‘money-driven exercise’ according to some SENCOs – and that the decision-making process was not sufficiently transparent or consistent. The argued for transparent terms of reference, consistent membership, and stronger core processes around paperwork and triaging requests. It is worth noting that, in 2016, Bournemouth did not make EHCPs for 2.2% of those whom it had assessed, compared to 4.4% nationally. The survey findings reflected this mix of messages: 56% of professionals agreed access to support worked well, but 72% of parents disagreed.

'Current process for accessing additional support works well.'



'The valuable bit of learning is that if you do not become a pain to the system you will not get anywhere.' (Parent)

'The support system is too stretched and it is becoming less and less because of everyone's workload.' (EY professional)

'It appears that, as soon as parents challenge decisions or situations, they are resolved ... The decision about whether to initiate an EHCP seems a bit random still. Out-of-panel decisions seem very odd sometimes.' (Primary SENCO)

'Good communication and contact from the LA SEN team and positive working relationships with the SEN caseworkers.' (Secondary SENCO)

'Have to fight for everything ...' (Parent)

PART 1: KEY FINDINGS

Identification,
assessment & access

Mainstream support &
targeted services

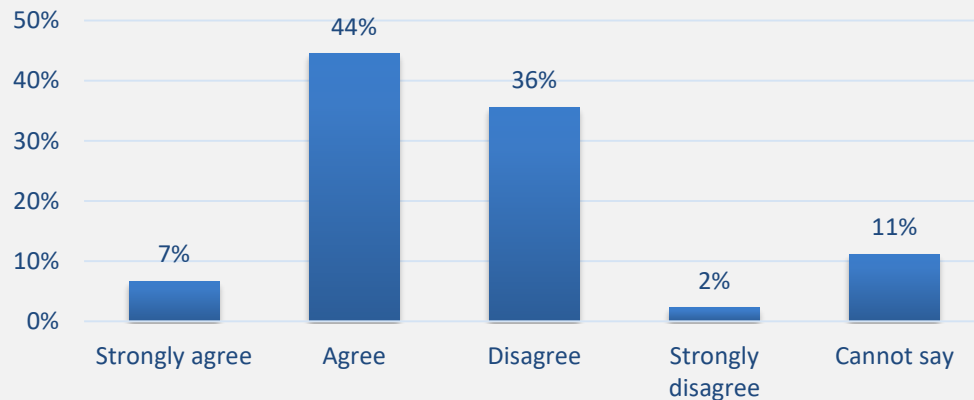
Specialist provision

Preparation for
adulthood

We heard positive messages about mainstream SEN support in Bournemouth. Parents and young people described experiences in mainstream settings and schools where they had felt listened to, where there had been effective communication between setting and home, practical adjustments, and the deployment of expert staff. We heard positive feedback about primary-secondary transitions. We visited schools that had built up their capacity and specialism to support pupils with SEND. Some described wanting to provide more support, but being overwhelmed by increasing needs and the diminution of other services – they argued more flexible support and training would help them to meet a wider range of needs.

At the same time, we heard examples that suggested this is not consistent. From parents, we heard examples of placement breakdowns, informal / illegal exclusions and reduced timetables, often caused by a lack of understanding and adjustments. Parents were concerned about a lack of support for academically-able children. For young people, bullying was a significant concern – not just experiencing it, which some had, but whether the school had applied their anti-bullying policy to deal with it effectively. Some young people felt teaching staff had treated them differently or been bullying towards them. Ensuring there are clear expectations, backed up by appropriate training and access to support, is vital to meeting the needs of young people early and preventing pressure on specialist and statutory services. The survey responses from providers, below, bears out this somewhat mixed picture.

'Currently have the right offer – mainstream.'



'My son has an EHCP and support was very good when he was at secondary school ... communication with the school was excellent.' (Parent)

'He had great support at nursery and primary school... his senior school have been brilliant and support him in so many ways.' (Parent)

'I feel support is only as good as the SENCO at the time. We had some terrible teachers throughout the years who lack even a basic understanding of autism in girls. I feel all teachers should be educated in this.' (Parent)

PART 1: KEY FINDINGS

Identification,
assessment & access

Mainstream support &
targeted services

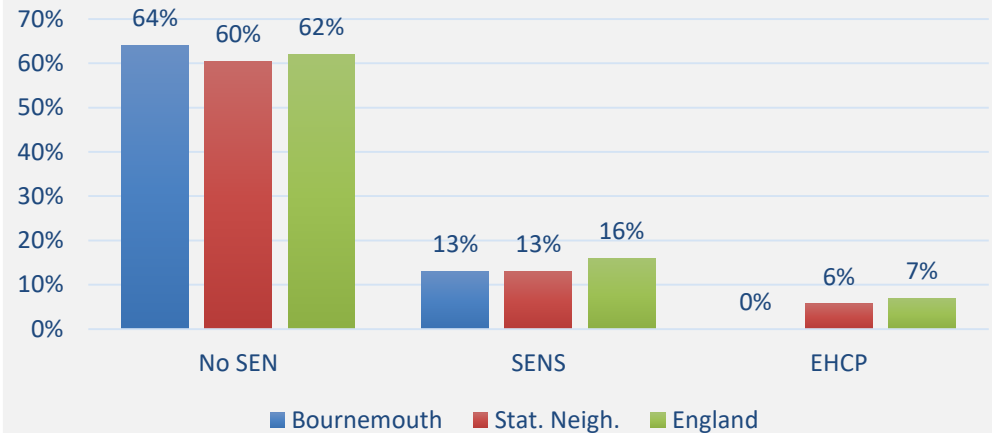
Specialist provision

Preparation for
adulthood

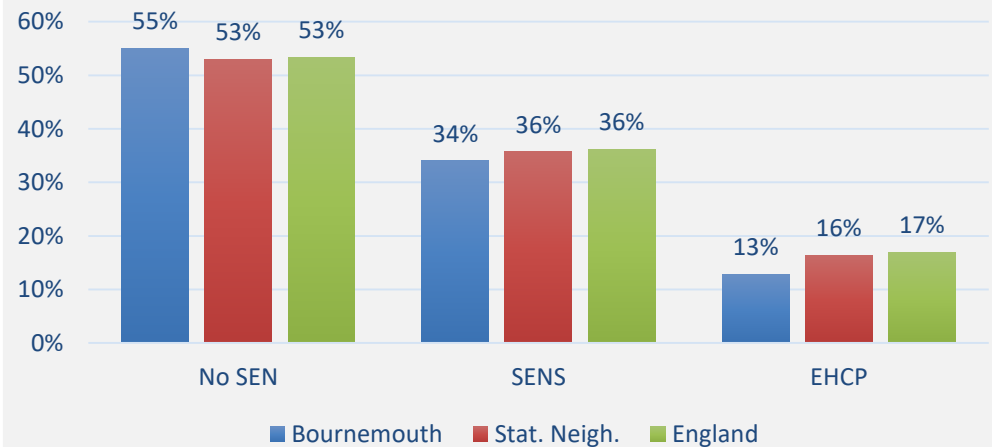
There is work in train to strengthen mainstream SEN support. A significant recent piece of work has been the “graduated response review”, which aims to ensure that there is a consistent approach to graduated, early SEN support. Likewise, work has been undertaken to map the workforce development around SEND offer across Bournemouth. In addition, an approach has been rolled out whereby EPs and other professionals work with local networks of SENCOs within existing multi-academy trusts, local clusters and other existing partnerships. These initiatives are welcome, and, if implemented consistently, should strengthen expectations and build mainstream capacity to identify and meet needs. Such approaches should include early years and school SENCOs.

There is also, however, the need to engage leaders as well as SENCOs. This was a strong message from SENCOs, who argued that understanding of SEND among school leaders was variable. As the charts we have included on the right show, support for children with SEN is a whole-school improvement issue, rather than something that can be tackled in isolation. We have presented the charts on reading, writing & maths (RWM) at KS2 and Attainment 8, but the same trend is seen for Progress 8 and other measures: namely that Bournemouth pupils with no SEN outperform their peers in similar LAs and nationally, but Bournemouth pupils with SEN (support / EHCP) do less well.

KS2 RWM (2016)



Attainment 8 (2016)



Source: National curriculum assessments at KS2 2016, Revised GCSE and equivalent results in England 2015 to 2016 (DfE)

PART 1: KEY FINDINGS

Identification,
assessment & access

Mainstream support &
targeted services

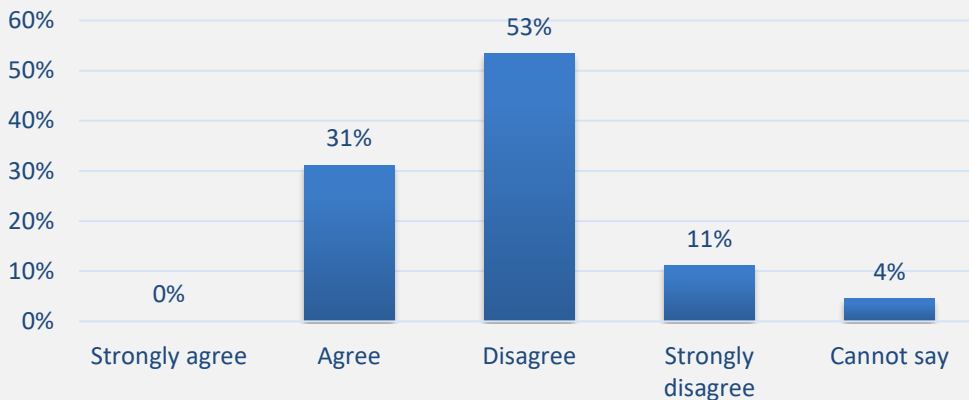
Specialist provision

Preparation for
adulthood

A very strong message throughout this review has been the lack of a “core offer” of formal, borough-wide targeted SEND services. Colleagues argued that one of the reasons for the increased demand in EHCPs and special school places is because the gap between mainstream and more specialist support is too big. There is some support available, and some of this is valued very highly – the EP advice surgeries, and the autism outreach offer from Portfield School. The concern is that there is very little formally commissioned and planned outreach or targeted services, and thus access to additional, targeted support is ad hoc. Furthermore, colleagues have argued that some of the support available focuses on children at crisis-point – it does not build capacity to support a wider group of children in the setting or school. There was a strong desire, particularly among primary and special schools, to develop a consistent, borough-wide core outreach offer with a focus on building capacity, particularly around SEMH and autism.

There were mixed messages about access to other targeted services. Feedback on the quality of these services – SaLT, CAMHS, sensory impairment support – was generally positive, from parents and professionals. Parents and professionals recognised, however, that the capacity of these services were severely strained. Professionals in these services noted that there was a lack of clarity about the continuum of support, services and provision – they felt that often schools and settings felt their responsibility stopped at the point they made a referral. There were strong messages about more joint commissioning of SaLT and SEMH support.

‘Currently have the right offer – targeted services.’



‘[Need] support for specific needs advisors available to support you with SEN – e.g. autism support, behaviour support.’ (Primary SENCO)

‘The loss of the Learning Support Service means that there was a loss of centralised expertise for support.’ (Secondary SENCO)

‘A more considered and strategic “early intervention” offer – a collaborative approach that involves schools, children’s social care and health’ (Special school leader)

‘EP service – including telephone consultation line [works well].’ (Primary SENCO)

‘My son, at secondary school, has emotional difficulties, but getting support with this before the worries escalate is nigh on impossible, via school and GPs alike.’ (Parent)

‘CAMHS intervention is very difficult to access as the thresholds are very high and early intervention is needed.’ (Primary SENCO)

PART 1: KEY FINDINGS

Identification,
assessment & access

Mainstream support &
targeted services

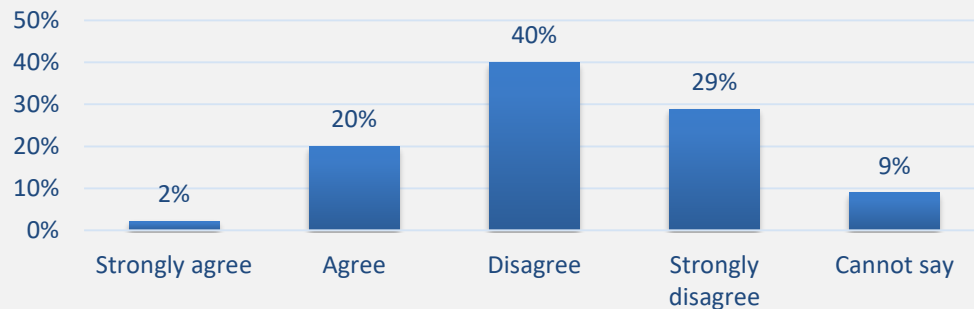
Specialist provision

Preparation for
adulthood

Current specialist SEND provision is viewed positively by professionals and parents. There was positive feedback from parents and young people about placements in current specialist provision (units and special schools). This was echoed by professionals, who commented on the quality of support available and highlighted examples of how this had been developed pro-actively. The work with some of the “partnership” local non-maintained schools, such as Portfield, to develop a cost-effective offer to meet a gap in local provision (in this case support for young people with high-functioning autism) and the development of a reintegration offer between Portfield, Kingsleigh Primary and Bourne Academy are good examples of this.

Colleagues noted that the current model of specialist provision was a sensible one for the local area – the model of having an all-needs special school (Linwood) with separate specialist SEMH provision. The proviso, however, is that there must be sufficient capacity and capacity to meet the most complex needs – otherwise, this will increase strain on local provision, unnecessary placements in the independent sector and pressure on resources. Discussions are taking place about what the offer of specialist provision, particularly SEMH, needs to look like in the future, which is positive. Many mainstream colleagues, however, feel that there are insufficient specialist places (hence, as shown below, 69% of professionals disagreed that there is the right offer currently) – and may not be aware of the limitations on LAs’ ability to expand provision. Encouragingly, there is growing understanding that addressing the pressure on specialist provision will require greater capacity and support for pupils with SEND in mainstream.

‘Currently have the right offer – specialist SEND provision.’



‘This is the best school I have been to – I’ve had the fewest problems, I have more confidence, and I am now moving back into a mainstream setting with more strategies for learning and coping.’ (Young person)

‘My child got into the Riggs unit at Malmsbury Park – it is brilliant, really good.’ (Parent)

‘Not enough specialist provision. Children having to “make do” in inappropriate mainstream settings.’ (Primary SENCO)

‘Provision that sits between mainstream provision and high needs provision to provide an appropriate environment for children who require more support than mainstream provision but who are not best served in high-needs provision.’ (EY leader)

PART 1: KEY FINDINGS

Identification,
assessment & access

Mainstream support &
targeted services

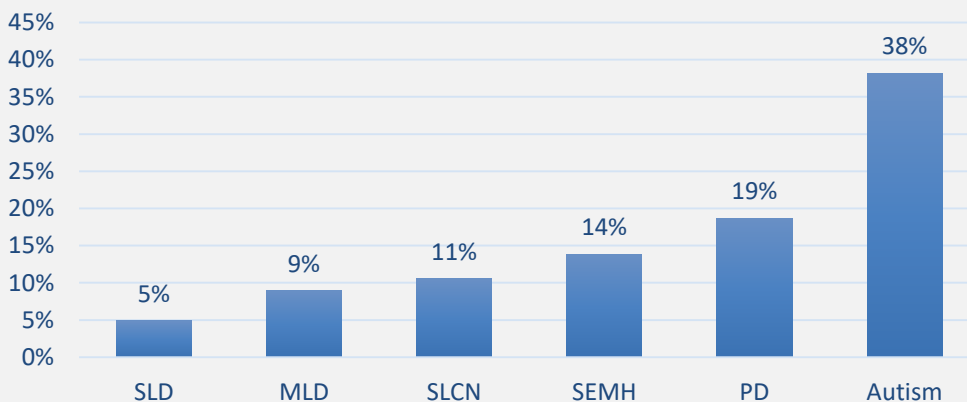
Specialist provision

Preparation for
adulthood

Alleviating the pressure on specialist SEND provision will require three things.

1. First, there needs to be greater support for the reintegration of young people back into mainstream settings. Published data show that 20 children with EHCPs moved from mainstream to special settings during 2016, but only two moved from special to mainstream during the same period. The work between Portfield, Bourne and Kingsleigh schools is a positive development, but needs to be built upon with clear protocols and an offer of support for pupils moving back into mainstream settings.
2. Second, as noted earlier, Bournemouth has comparatively few units (and pupils placed in units) relative to other LAs – professionals and parents expressed an appetite for developing more of this provision to meet a wider range of needs locally. Again, there are discussions taking place with schools about developing this type of provision.
3. Third, there was a strong view about the need to reverse the trend of increasing placements in the independent sector – where this is due to a breakdown or lack of local alternatives. Again, there are developments in train to strengthen the processes for deciding upon and monitoring INMSS placements. LA officers and professionals were of the view that, with the right capacity and provision locally, these needs could be met through local provision. There was a strong view that it was vital to develop more therapeutic support to meet complex SEMH needs through local provision.

Placements in INMSSs and SPIs by primary need



What do we know about out-of-borough placements?

Internal data suggest that 12% of young people with an EHCP are placed in the independent sector – 109 in INMSSs, and 9 in specialist post-16 institutions (SPIs). The chart on the left shows that a high proportion (49%) of these young people have C&I needs (autism or SLCN), 19% have physical difficulties (PD), 13% have learning difficulties (LD, moderate or severe), and 14% have SEMH. The majority are of secondary-age or post-19. We also know, however, that some will have been placed in cost-effective out-of-borough provision that has been developed proactively to meet gaps in local provision (e.g. Portfield's offer).

PART 1: KEY FINDINGS

Identification,
assessment & access

Mainstream support &
targeted services

Specialist provision

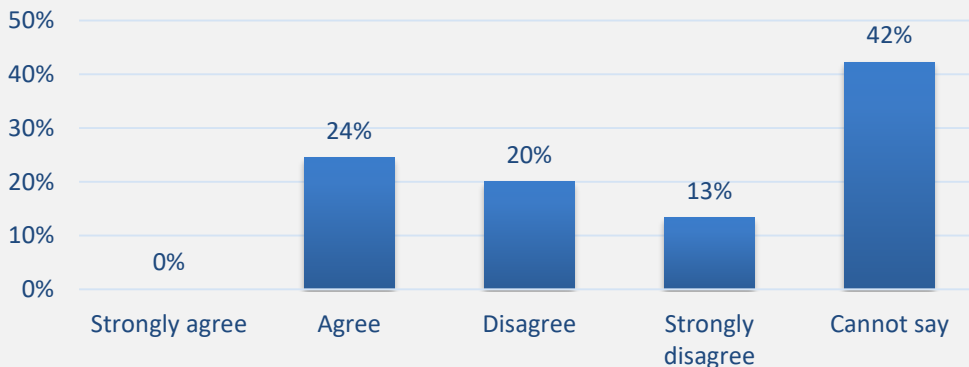
Preparation for
adulthood

There was a strong view from professionals that the current offer of AP was not working effectively. There were four parts to this.

1. Colleagues, particularly secondary schools, emphasised a lack of preventative and turnaround provision for children with SEMH and those at risk of exclusion – they recognised Tregonwell’s secondary capacity was limited in this area.
2. Colleagues noted that the changing levels and nature of demand raised questions about the nature and shape of the offer for specialist SEMH provision and AP – they emphasised the need to develop a more flexible range of AP locally, specifically with more specialist therapeutic support available for young people. Colleagues also considered it would be useful to rethink the mix of pupils with EHCPs and in AP, currently supported in the same setting. Encouragingly, discussions to reshape provision to meet local needs are underway, and we heard a strong message from leaders about using local sites to respond to local need.
3. Colleagues also highlighted a perceived lack of rigour among some independent AP providers, hampering reintegration.
4. There was a strong message about the need for collective responsibility and stronger processes (managed moves, use of AP).

As such, there is both the need and opportunity to rethink the current processes and continuum around AP / SEMH. Encouragingly, there appears to be a willingness to do this: a new “Reducing Exclusions Working Group” was recently established.

‘Currently have the right offer – AP.’



‘Greater outreach support, more preventative support for students who are at risk of permanent exclusion, more alternative provision for permanently-excluded students.’
(Secondary leader)

‘Lack of alternative provision is at crisis point in this area.’
(Secondary leader)

‘[Need] A more robust CAMHS.’
(Primary SENCO)

‘[What are the top 3 priorities?] Alternative provision x3.’ (Secondary leader)

‘CAMHS intervention is very difficult to access as the thresholds are very high and early intervention is needed.’ (Primary SENCO)

PART 1: KEY FINDINGS

Identification,
assessment & access

Mainstream support &
targeted services

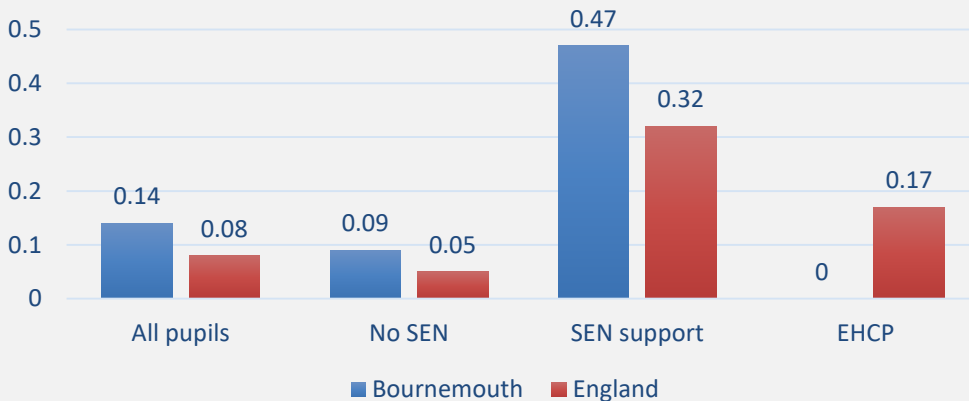
Specialist provision

Preparation for
adulthood

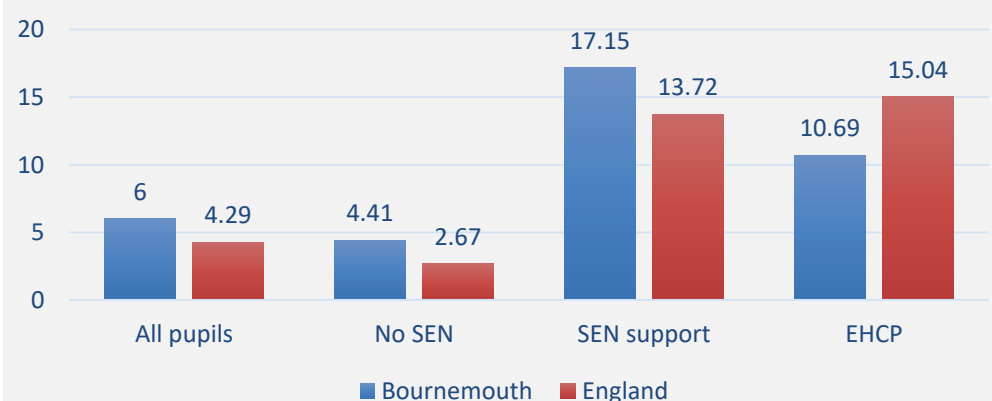
One argument that was put to us during the review was that, in parts of the local system, there was a culture of dealing with the presenting behaviour of a child, rather than identifying the underlying need. This has been a central thrust of the SEN reforms, particularly the re-naming of what was previously “behavioural, social and emotional difficulties” (or BESD) as SEMH, and links back to our discussion of the consistency of identification practice earlier in this report (p.16).

The published data provide some corroboration (although, as noted earlier, the most recent data are from the academic year 2015/16). Colleagues argued that Bournemouth has a good record of not excluding pupils with EHCPs (and previously statements). The data below show that this is the case for both permanent and fixed-period exclusions, where the rate in Bournemouth is lower than is the case nationally. The data also show, however, that for pupils at SEN support, the rate of both permanent exclusions (0.47 compared to 0.32) and fixed-period exclusions (17.15 compared to 13.72) is higher in Bournemouth than is the case nationally. This does add weight to the argument that, in some instances, pupils’ behaviour is being seen as the problem, rather their underlying needs identified and effective, early support being put in place. We also know that this is placing an additional strain on local specialist SEMH provision / AP (in Tregonwell), with pupils entering via the AP route and then being found to require EHCPs and specialist SEND provision, which has a knock-on effect on the availability of AP and preventative support.

Rate of permanent exclusions, 2015/16



Rate of fixed-period exclusions, 2015/16



Source: Permanent & fixed-period
exclusions in England, 2015-16 (DfE)

PART 1: KEY FINDINGS

Identification,
assessment & access

Mainstream support &
targeted services

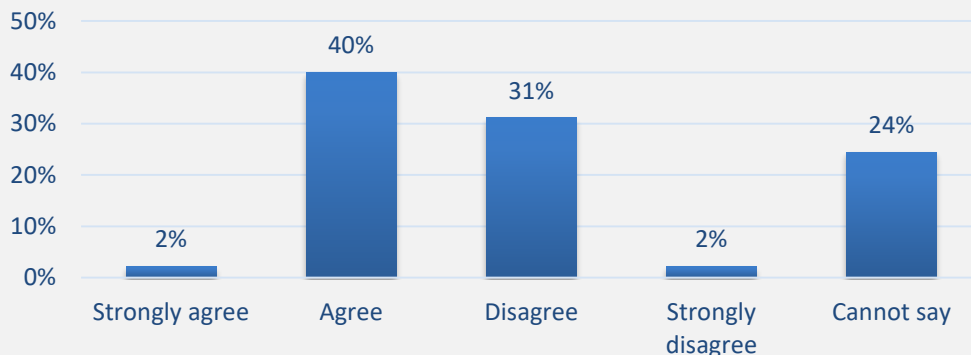
Specialist provision

Preparation for
adulthood

There was positive feedback on the quality and range of post-16 education options. Colleagues argued that Bournemouth was relatively well provided for in terms of post-16 study options for young people with SEND – both in terms of the offer at local colleges, but also the development of new pathways through Summerwood and CHI. As noted earlier, the number of post-16 EHCPs is rising, and this will put a premium on continuing to have a flexible and broad range of post-16 and post-19 pathways for young people to enable their needs to be met through effective, local packages of support wherever possible. For many parents whom we engaged, what happens after education or when a young person turns 18/19 was ‘the big question mark’.

Professionals also reflected on the need to strengthen the transition from children’s to adult services, and the broader join-up around preparing all young people with SEND (including those who will not meet the criteria for adult services, those on SEN support) for adult life. Work has been undertaken to strengthen transition between children’s and adult services, but turnover in key roles has meant impact has been limited. First, it will be vital to strengthen and embed multi-agency process for identifying and planning how to meet young people’s needs early, particularly those with complex needs that are known to professionals. Second, it will be necessary to develop a more coherent “joined-up” offer across education, care, health and other services – both in terms of addressing gaps (employment pathways, supported living, day care), but also ensuring all services understand this offer.

‘Currently have the right offer – preparation for adulthood.’



‘[Need] more opportunities for further education and training post-18 ... and to socialise post-16.’ (Parent)

‘I don’t want to close doors on how far I will go – I’ve had a chequered education career, but I am now on the right track.’ (Young person)

‘Individual projects, for example Summerwood and the CHI, are having a real push with promoting employability and study.’ (Special school leader)

‘[Need] Transition from school and at 18, particularly around social care and mental health needs ... lack of opportunities for supported living for adults with SEND.’ (Post-16 SENCO)

‘Gaps in provision for 20-25 age group ... improving range of outcomes are emerging around employment and independence, but older young people still struggle with transition from post-16 provision.’ (SPI leader)

PART 1: KEY FINDINGS

Identification,
assessment & access

Mainstream support &
targeted services

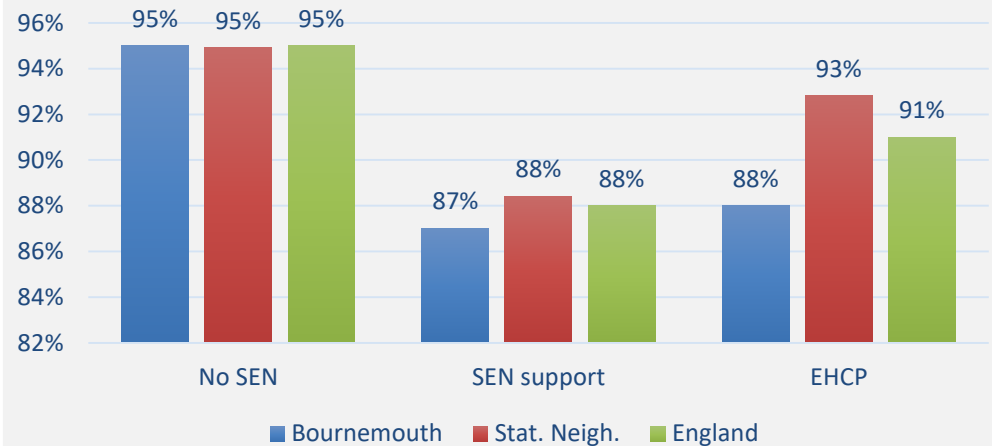
Specialist provision

Preparation for
adulthood

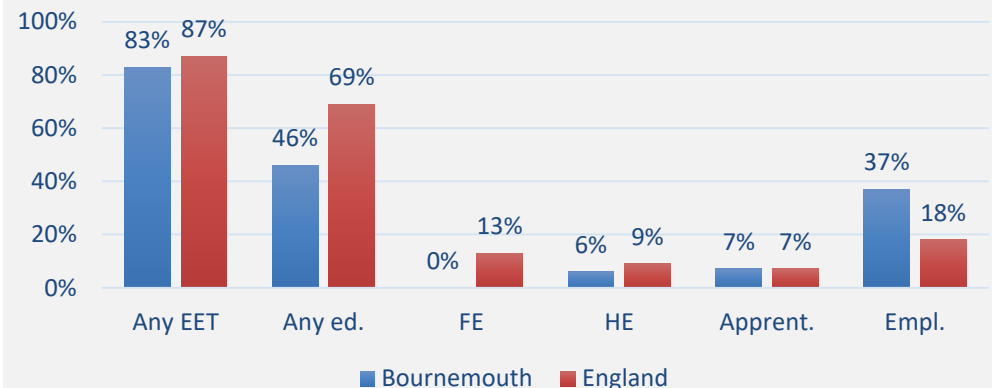
In terms of outcomes, we see a similar pattern with regard to destinations after KS4 and KS5 as that which we highlighted regarding attainment at KS2 and KS4. The upper chart on the right shows that, while the overall rate of KS4 pupils in education, employment or training (EET) two terms of after completing KS4 is in line with similar LAs and the national average for pupils with no SEN (95%), the proportion of Bournemouth pupils at SEN support (87%) and with EHCPs (88%) in EET is lower than for their peers in similar LAs and nationally. The lower charts then shows the types of destinations for KS5 pupils with SEN (support / EHCPs) from mainstream schools. This shows that, while a higher proportion Bournemouth pupils go into employment destinations, a lower proportion overall go into education or any EET destination.

It is vital that there are strong processes for gathering information about young people's aspirations and using these to plan pro-actively. The young people to whom we spoke described aspirations including script-writing, film directing, drama, broadcasting, creative writing, illustration, web design, video game design, building computers, mechanics, engineering, teaching, owning a business, cafés, forestry, and being a pilot. These young people, and others with similar ambitions, are in the system now. The challenge is ensuring there are pathways that enable them to pursue these aspirations.

KS4 cohort in EET



KS5 destinations for pupils in mainstream schools with SEN



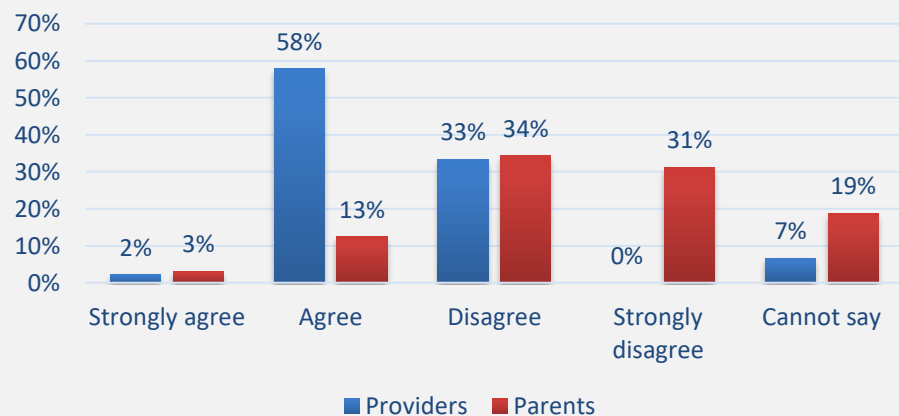
Part 1, overarching messages: The current offer overall

In our survey, we asked professionals and parents whether they felt the overall offer worked well. As with the other two questions (about information and access) that we asked of both, we see a similar pattern: namely, the majority (in this case 60%) of professionals agreeing that the current offer works well, while a similar proportion of parents (66%) disagreed. We would highlight two points here.

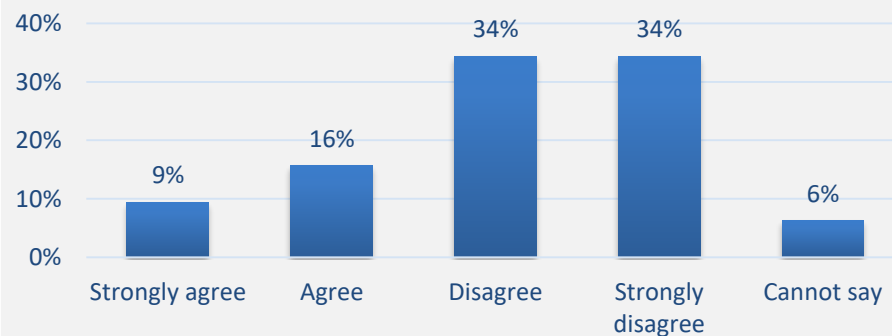
First, while it is encouraging that the majority of professionals who responded to our survey were positive about the overall offer of local support, services and provision, this also suggests that there may be a lack of join-up between the everyday experience of a well-run local system and some of the significant strategic pressures, challenges and priorities facing the local area. The recent self-evaluation exercise and the discussions with strategic groups like schools forum appear to have helped to raise awareness of these issues. In taking forward the findings of this review, it will be important to ensure that there is clarity about how changes to different services and provisions fit together and form a coherent strategic approach and continuum of high-needs support, services and provision.

Second, it is important to recognise the frustration felt by some parents: the right-hand chart shows 68% strongly/ disagreed that they had been able to access the right support to meet their child's needs.

'Overall, current offer works well.'



'Overall, I have been able to access the right support that has met my child's needs.'
(Parents / carers)



Introduction – Background and aims of the review

Part 1 – Key findings

Page 69

Part 2 – Options and recommendations

Conclusion – taking forward the findings of this review



PART 2: OVERARCHING RECOMMENDATIONS

← Identification,
assessment & access

Mainstream support &
targeted services

Specialist provision

Preparation for
adulthood →

In this section of the report, we have made 18 recommendations, that we have developed through discussions with LA officers and colleagues who took part in the review. These recommendations are specific to Bournemouth, but we have framed them so that they could form the basis of further discussions on how to join-up with Poole (as well as Christchurch). It is important to recognise that what is needed overall is a whole-continuum approach: it is not the case that individual recommendations can be taken forward in isolation, but rather all parts of the continuum must be aligned to a strategic plan for meeting current and future needs.

1. Develop core strategic principles for supporting inclusion across Bournemouth and foster collective sign-up to these. The recent self-assessment exercise has led to a new strategic document with four key outcomes / principles. The next step is to build on these, communicate them broadly to partners across the system, and translate them into what they mean in concrete terms for providers, professionals and partners. In other words, it must be clear to all – partner agencies, professionals in schools and settings, specialist services, parents and carers – the collective principles of supporting inclusion in Bournemouth and what this means for their role and institution. Broad and explicit sign-up to these principles should be sought, and revisited regularly. Other local areas with whom we have worked have argued strongly that this is the foundation for developing a new high-needs approach.

2. Build on the new governance arrangements to drive collective and collaborative action. As noted, the new arrangements should provide partnership-based strategic governance of the local high-needs strategy and continuum. The groups involved have a key role to play in taking forward the findings and recommendations of this review. In addition to this, first, it will be necessary to ensure that schools and settings, leaders as well as SENCOs, are represented on these groups and that there are strong communication links to wider groups of school leaders and staff (phase associations, SENCO networks) so that practice and support in mainstream settings is at the heart of the new approach. Second, there needs to be a strong, strategic role for the Parent Carer Forum and young people, with opportunities for strategic co-production on key issues (hallmarks of mainstream inclusion, developing post-19 pathways) identified and used to foster a central role in strategic developments. One suggestion put forward was having a parent and young person champion embedded with the SEN team, for example one day per week.

3. Strengthen joint working between education, health and social care. Identify priority areas where greater join-up would have greatest impact (e.g. key messages from frontline staff, contribution to EHCPs and complex needs cases, joint commissioning for SaLT and SEMH support). Ensure SEND has a clear champion, linked to the governance structure, within key partner organisations.

PART 2: RECOMMENDATIONS

← Identification,
assessment & access

Mainstream support &
targeted services

Specialist provision

Preparation for
adulthood →

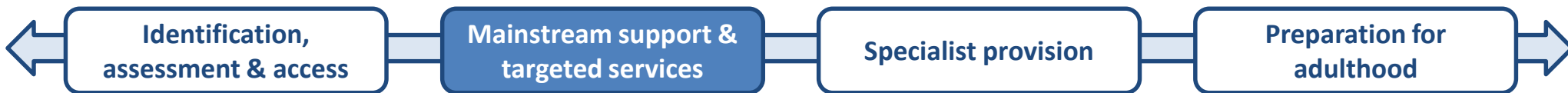
1. Strengthen identification practice and recording processes. As noted earlier, the profile of primary need in Bournemouth may reflect issues of both process and practice. To address the former, we suggest making a small adaptation to existing panel / decision-making processes so that professionals (EPs, SEN team etc.) consider and agree how a young person's primary need is to be recorded before it is entered onto the SEN database. We also suggest that this is reviewed as necessary through annual reviews. To address the latter, we suggest that work is undertaken through the refreshed SENCO networks to strengthen the consistency of identification practice – potentially through some broader cross-phase work, that could be part of a Strategic School Improvement Fund (SSIF) bid – we know other local areas have submitted successful bids for strengthening SEND and whole-school improvement.

2. Adapt the statutory assessment process in light of feedback to improve transparency and consistency. First, respond to feedback from some (by no means all) that the panel process lacks transparency and consistency. Ensure there are consistent and transparent thresholds, consistent membership and agreed terms of reference, and clear processes for sharing information and triaging decisions ahead of panel meetings. Second, once the immediate focus on EHCP conversions is over, build into the assessment process more strategic dialogue between the SEN team and providers so that, where providers say they are not able to meet needs, there can be a “what would it take?” discussion that could, with sufficiently flexible support, enable more needs to be met in local, non-specialist, non-statutory provision.

3. Develop the local offer into a strategic overview and practical, signposting tool for professionals, parents and young people. First, as noted earlier, some of the information (specifically about the SEN system) set out in the local offer is valued by parents – the challenge is ensuring that it is publicised widely, particularly within universal services, to families coming into contact with the SEN system for the first time. Second, building on this, it will be necessary to develop the aspects of the local offer that set out available services and provision so that this provides a clear overview of the local continuum, showing different levels of support available for specific categories of needs, when and how to access them so that the local offer becomes less of a directory and more of a practical, signposting tool. Linked to this, it will be vital that the local offer provides information about future choices and support in a form that is accessible to young people.

4. Consider developing a route to access small, time-limited, non-statutory top-ups. Colleagues argued that the current approach, whereby top-up funding is dependent on the EHCP process, can mean support is delayed and is likely to be increasing demand for EHCPs. We suggest that there may be merit in exploring alternative, time-limited forms of top-up funding (from the same overall resources) as other local areas have developed as an alternative form of early support in clear-cut cases.

PART 2: RECOMMENDATIONS



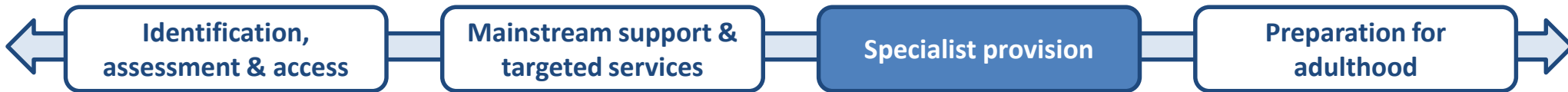
1. Develop a consistent set of expectations of mainstream inclusion and SEN support. The graduated response review should provide a platform for setting out some explicit principles and expectations of effective inclusion and SEN support in mainstream settings. (This may also offer opportunities for strategic co-production with young people and parents.) Ensure that this is backed up by a clear and accessible offer of training and professional development (again, the planned workforce mapping exercise should provide a useful platform). Ensure that the effectiveness of this universal offer is overseen at a strategic level, and is linked to targeted support and challenge, including around whole-school improvement. (This is another SSIF bid opportunity.)

2. Continue to strengthen support for SENCOs, linking this to strategic local priorities. The approach of EPs working with groups of schools through “SENCO circles” is a sensible one, and should offer a platform for supporting high-quality inclusion practice. At the same time, there is an opportunity to refresh the borough-wide SENCO networks, ensuring that these discussions are linked to strategic priorities as well as practice enhancement, so that they are helping to build mainstream capacity and reduce pressure on statutory and specialist services. Work with SENCOs to shape the agenda and respond to areas where they would welcome support.

3. Develop a formal “core offer” of outreach / targeted support. This was one of the strongest messages we heard during the review, and the lack of support between mainstream and specialist provision was seen as a key factor in the growing pressure on the HNB, both in terms of demand for EHCPs, special school provision and exclusions. Support around SEMH and autism were highlighted as two pressing areas, but colleagues also noted the value of having support from professionals with expertise in cognition & learning. An equally strong message was that a future outreach offer must be formally planned and commissioned (so that there is a clear offer of support to settings and schools), must focus on building capacity through observation and working alongside staff (rather than only working with young people at crisis-point), and must support around SEN and to prevent exclusions. There are different ways this could be developed – provided centrally, commissioned from local providers, or funded jointly by the LA and schools collectively. There should also be consideration of how this fits with existing support (e.g. Portfield’s outreach offer) and when it comes to joining up with Poole (where there is already a commissioned outreach offer).

4. Consider opportunities for joint commissioning of targeted support. There was a strong message about the need to rethink how SLCN and SEMH support was arranged, and how specialist support (including from targeted health services) was commissioned. We suggest that the next step is redefining how the continuum in these areas should operate, what support should be available at what level, and the expectations of all providers, and then using this to identify opportunities for joint commissioning to fill gaps.

PART 2: RECOMMENDATIONS



The first two recommendations here focus on creating capacity within local specialist provision by meeting needs earlier.

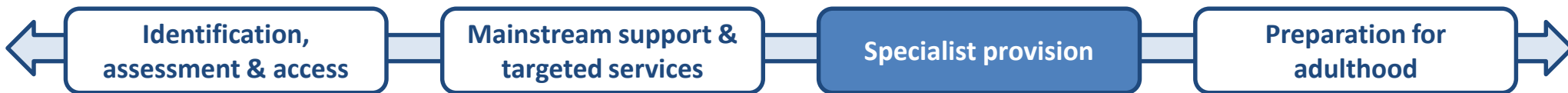
1. Consider developing additional SEN units. There was strong support among LA officers, professionals and parents for developing more local unit provision. We suggest that work is done to consider the cohort of pupils in INMSS provision (or in special schools, where this would create additional capacity to reintegrate those placed out-of-borough), and, on a trial basis, commission some unit-style provision to support these young people. Our analysis suggests autism and SEMH are the areas where this is needed. We know work is underway to develop this analysis further, using LA intelligence, and to explore options with prospective providers. During the review, we shared the example of one local area that had successfully established two resource bases for pupils with high-functioning autism, who were previously having to go into out-of-area provision, and recouped the costs within three years.

2. Develop reintegration projects and protocols. Key to easing pressure on the HNB will be creating capacity to meet needs in less specialist provision, which will involve creating capacity in local special schools to meet the needs of pupils who are / would be placed out-of-borough. Part of this is developing units, but part of this is also developing a more effective approach to reintegration. Work involving Portfield, Bourne and Kingsleigh is already underway. We suggest that this is built upon, with a clear offer of reintegration support and clear protocols agreed to increase the proportion of young people moving back into mainstream.

Recommendations (3) and (4) then focus on how local specialist provision can meet the most complex local needs.

3. Establish a collective dialogue among specialist providers. During the review, we shared the example of a local area that had previously been contending with rising rates of out-of-area placements. They found that the local special schools had said individually that they could meet the needs of the young people in question. The local area responded by facilitating a collective dialogue between specialist providers, with funding devolved to them, to encourage them to consider whether and how such needs could be met through local provision. They found this had enabled them to meet the needs of young people who had previously been placed out-of-area more swiftly, efficiently and cost-effectively, and had also facilitated collective problem-solving and sharing of practice between schools. We suggest that a similar approach could be adopted in Bournemouth (and potentially, in time, the wider East Dorset area), with providers working collaboratively to consider complex cases, but also medium-term trends and priorities so that the local offer can remain responsive and attuned to local needs.

PART 2: RECOMMENDATIONS

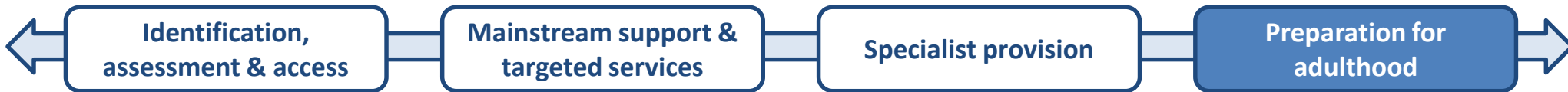


4. Continue to develop the new approach to overseeing INMSS placements. Work has begun to look at a new approach for deciding upon and monitoring placements in the independent sector. (This is not because there is anything wrong with these placements, but rather than they can be, on average, more expensive than local provision, and it is important that decisions about placements in this sector are planned and appropriate. As noted earlier, high and increasing rates of placements in this sector has been a significant source of budgetary pressure.) This is a sensible approach, and should be built upon. During the review, we shared the example of a local area that had responded to a similar financial challenge to the one facing Bournemouth, and which had responded by agreeing (a) some core, local strategic principles, (b) developing a wide range of unit provision, and (c) strengthening their oversight of INMSS placements. In terms of the latter, they had cut down on INMSS placements straight from mainstream settings, put in place outcomes-focused contracts (with clear exit and reintegration criteria built in), and had focused on young people approaching key transition-points and developing local alternative support plans. In Bournemouth, we note that 41% of those placed in the independent sector are aged 11-15 and 20% are aged 16-19. We would advocate building on the existing approach to INMSS decision-making and monitoring to build outcomes-based commissioning and pro-active transition-planning.

The final recommendation we make here relates to AP, but also concerns the interface between the SEND and AP systems.

5. Foster a new model of “collective responsibility” for pupils at risk of exclusion and in need of AP. A strong message throughout the review concerned both the need, but also the opportunity, to revisit the current continuum of support for pupils at risk of exclusion or who required AP. First, we suggest that the willingness of colleagues, particularly secondary schools, to do this together offers and opportunity to develop a local model of “collective responsibility”, with devolved funding and overall responsibility for commissioning and funding placements in AP. Second, this may then offer opportunities to shape further the local offer of support, defining effective, early support and mainstream practice around SEMH and building on ongoing discussions about the future shape of local AP. Third, there was a strong message put forward that local provision needed to be developed with greater access to therapeutic support, potentially something that could be planned and commissioned jointly between local health and education services. This is a broad and challenging agenda, but we know from national research and local practice that such collective responsibility models have been effective in reducing exclusions and improving outcomes. We also know of some local areas that have, through collaboration between the LA and school leaders, developed successful SSIF bids to improve local SEMH support.

PART 2: RECOMMENDATIONS



1. Strengthen the processes for transition between children's and adult services and for broader preparation for adulthood. Work is underway to strengthen the process of transition in adult services for young people known to children's social care. Ensuring that there are effective (and ideally joint) processes for identifying needs early, making decisions about future pathways and putting in place effective support for the specific group of young people who will transition into adult services is important. Likewise, it is vital that there is greater understanding of what different services are able to offer, so professionals can plan and describe the overall, Bournemouth-wide offer – currently, professionals working in one area (e.g. education) will know what support is available there, but will not be as familiar with the offer of support in adult social care or other service areas. Having a clear and joined-up offer is crucial to planning local, cost-effective multi-agency packages of support for young people with complex needs. At the same time, however, it is important that the transition process for this specific group of young people is located within a broader framework for supporting all young people with SEND, both those with EHCPs and those on SEN support, to prepare for adulthood. From a process perspective, this will involve ensuring that there is an effective approach to annual reviews, which is applied consistently by SENDCs, which captures the aspirations of young people with SEND and uses this to inform planning of their pathways and broader strategic commissioning.

2. Continue to develop the local preparation for adulthood offer. As noted in Part 1, while there are positive aspects of the local post-16 and post-19 offer, there are also some areas for development. As demand (in the form of numbers of post-16 young people with EHCPs) is expected to continue to increase, it will be important that there are the right range of flexible, effective, cost-effective and local pathways for them to pursue. This will include pathways into paid employment and supported internships, a wide range of education study programmes (backed up by providers who understand and can support the needs of young people with autism, SEMH and complex needs), and a responsive package of social and care support – young people were particularly keen on ensuring there were sufficient opportunities to socialise with friends and peers, and support around their own finances to enable them to live independently. This will, in turn, require pro-active leadership and co-ordination of this agenda, to convene partners (education, social care, health, housing), approach employers and create new supported internships programmes and employment opportunities (Bournemouth is well-served with regard to local employers, and the Chatterbox group's work with a large, national employer is an example of such collaboration that can be built upon).

Introduction – Background and aims of the review

Part 1 – Key findings

Page 76

Part 2 – Options and recommendations

Conclusion – taking forward the findings of this review



Conclusion: Our recommendations

In the preceding section, we have set out a total of 18 recommendations that respond to the opportunities and challenges raised by colleagues during the review. Some are overarching recommendations, concerned with the strategic clarity, governance and relationships within the local system, and some relate to specific aspects of the local continuum of high-needs support, services and provision, and are set out under our four themes.

These recommendations fall into two broad categories – (a) improvements in the day-to-day systems, processes and operations of the local SEND system, and (b) re-shaping specific services or provisions to meet need and manage demand more effectively in the longer term.

The first set of recommendations – incremental improvements in the day-to-day running of the local system – are actions that can be taken forward immediately, and indeed in many instances work is already underway.

Page 77 •

At a strategic level – communicate, agree and secure broad sign-up to some core strategic principles for supporting inclusion; identify specific projects that would benefit from greater strategic co-production with parents and young people; and strengthen processes that support partnership working across education, health and care.

Identification, assessment & access – strengthen processes for recording data on needs; work with SENCOs to agree and build capacity for a more consistent approach to identifying needs; adapt assessment and decision-making processes to improve transparency, consistency and foster strategic dialogue with providers; continue to develop the local offer as a practical signposting tool, working with professionals, parents and young people.

- **Mainstream support & targeted services** – building on the graduated response review and workforce development mapping, articulate core expectations of what good mainstream inclusion and SEN support looks like and ensure this is backed up by an accessible training offer; refresh the SENCO networks through work in clusters; build on existing reintegration projects, and develop clear protocols and support for young people moving back into mainstream.
- **Specialist provision** – establish a collective dialogue with specialist providers (special schools, units); continue to develop new arrangements for deciding on, monitoring and planning transition from out-of-borough placements.
- **Preparation for adulthood** – strengthen the transition-planning process; continue to develop a clear, joint offer.

Conclusion: Our recommendations

Many of the recommendations in this first group can be taken forward now and are largely cost-neutral – in the sense that the resources required to implement them are largely the time of officers with strategic responsibilities for SEND and high-needs, and partners across the system.

While these actions are important, however, it is the second set of recommendations that are likely to be most transformative in terms of the local area's ability to fill gaps in support and manage demand effectively (and cost-effectively). This second set of recommendations, which relate to actions to re-shape aspects of the local continuum, are likely to require some up-front investment. We suggest, however, that this investment will enable the local area to meet needs more effectively and cost-effectively in the future, and will therefore cover its own costs over time. Below, we have set out our estimates of the costs of some of the key recommendations. On the following page, we have set out an illustration of the costs and returns on this investment over a five-year period from when they are implemented.

Page 78

£250k

Developing a core offer of outreach / targeted support

Based on 3-4 full-time equivalent posts: specialist staff in key areas of need including SEMH, communication & interaction, cognition & learning. (Comparable to other LAs.)

£320k

Developing additional unit capacity

Based on commissioning 2x 8-place units (e.g. one for autism, one for SEMH), at the cost of £20k each (revenue costs; capital costs would be separate).

£50k

Additional therapeutic input

Based on commissioning 1x full-time equivalent specialist therapeutic professional.

c.£620k

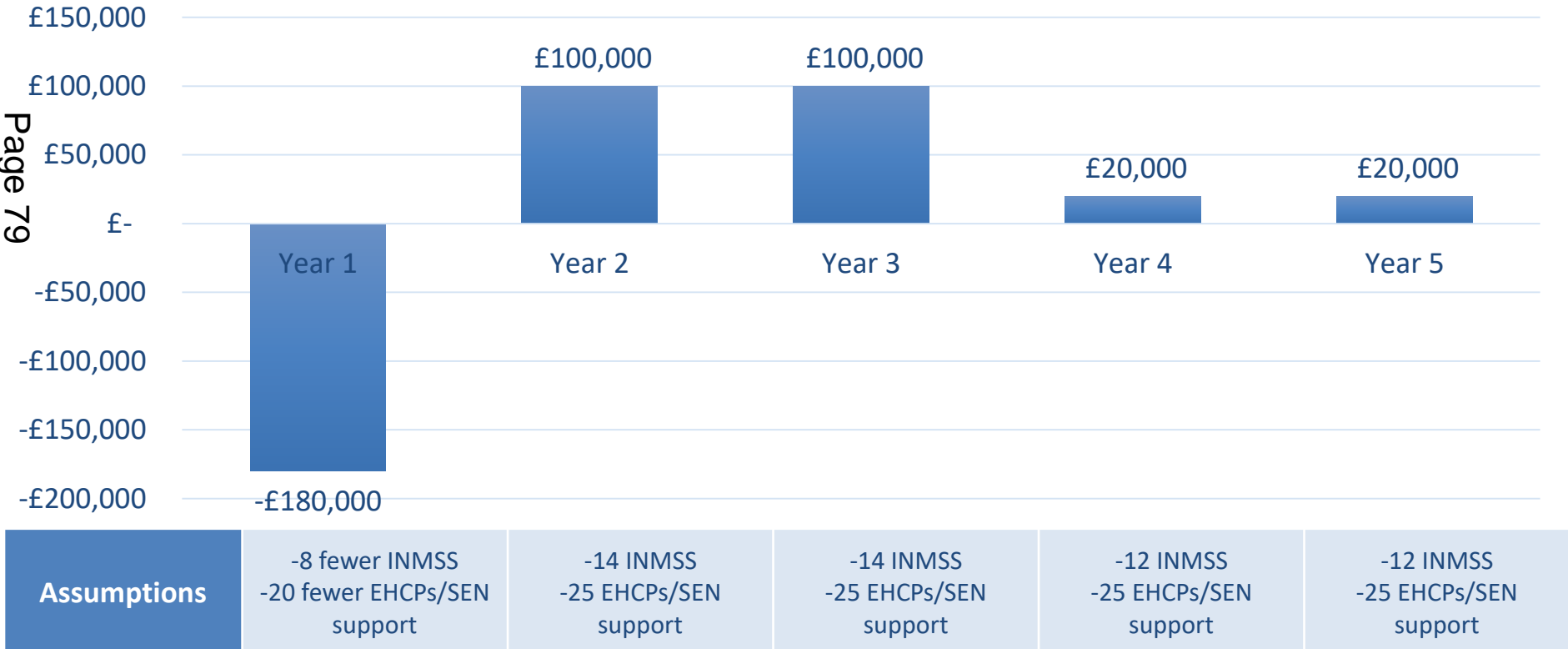
Indicative total cost

Conclusion: Our recommendations

Illustration of the financial implications of these recommendations – investing to meet demand effectively

Amounts are net of costs of implementing recommendations.

Our assumptions are based on the recommended actions enabling needs to be met at an earlier, less specialist stage. Thus we have assumed (a) a reduction in placements in INMSS, with more children supported in local specialist provision, and (b) that outreach helps to prevent the escalation of needs of children at SEN support and those with EHCPs in mainstream requiring more specialist provision. (Note that this is not a projection, but rather an illustration of potential costs savings.)



Note: The cost of a special school place is assumed to be £22k on average (£10k per place, £12k top-up), and the cost of top-up funding in mainstream schools is assumed to be £6,222 on average. This is based on LA data.

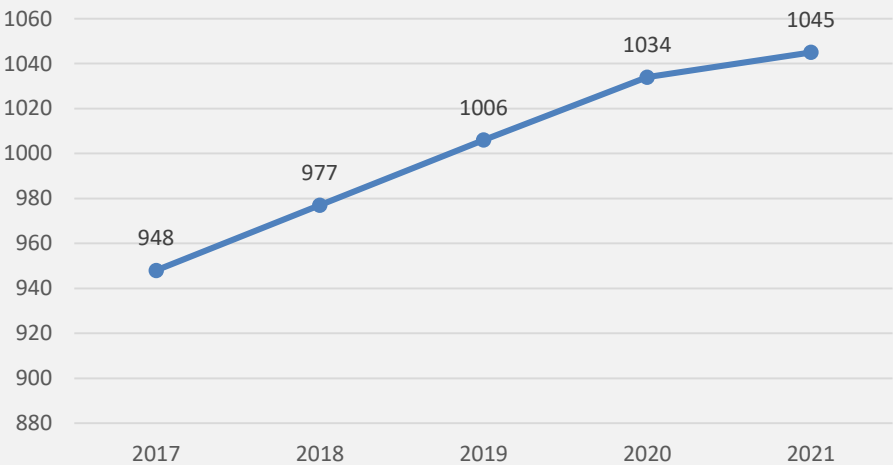
Conclusion: Future needs

During the final stage of the review, we drew together some projections of future need. There are a number of ways of doing this, and a number of scenarios we could have modelled. We decided not to base these projections on the assumption that the rate of growth in EHCPs continues in the way it has in Bournemouth over the last year, given that this type of demand pressure is what we are seeking to avoid.

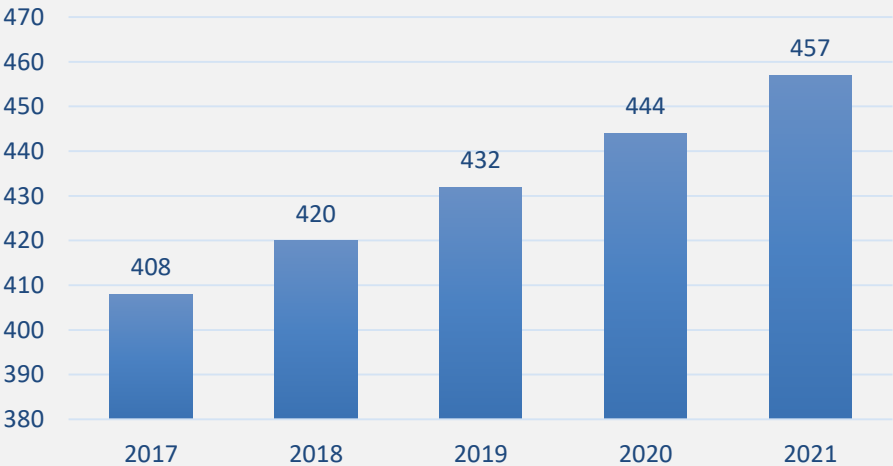
Instead, the upper chart shows projections of EHCP numbers over the next four years that are modelled on the assumption that the rate of growth seen by each age-group matches the national rate of growth between 2010 and 2016. In other words, this reflects the growth that has been seen in Bournemouth and nationally during this period, but balances the sharper recent growth with the steadier growth seen earlier in this period. Our aim in presenting this is not to *predict* future growth, but rather to give an indication of the numbers of EHCPs in Bournemouth if the trend in Bournemouth followed that which we have seen nationally over the last six years.

The lower chart then takes these numbers and presents the number of places in special schools to which this could equate – calculated by taking the average % of young people with EHCPs placed in any kind of special school between 2014 and 2016.

Projected EHCP numbers, 2017-2021



Projected places in special schools, 2017-2021

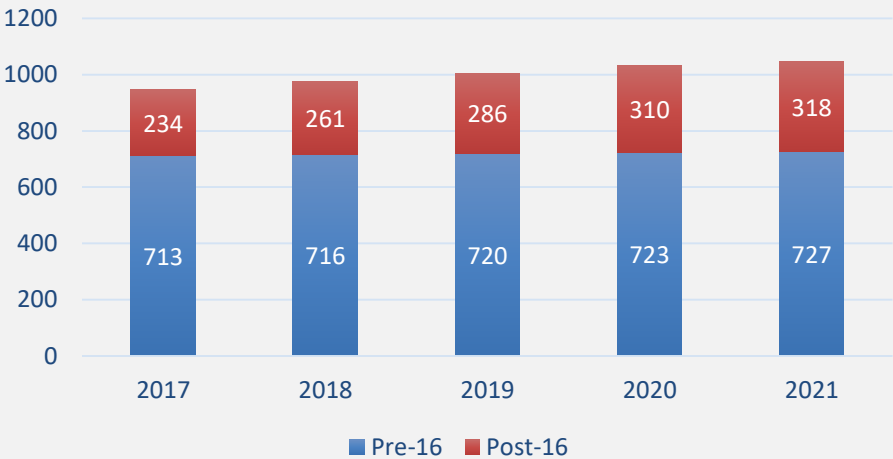


Conclusion: Future needs

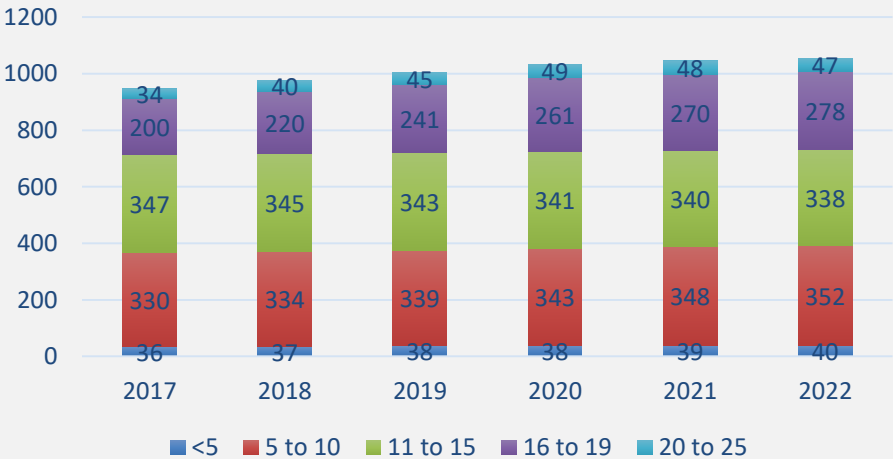
Given that the rise in EHCPs among young people aged 16-25 has been a significant driver of the increased number of EHCPs overall, the two charts break down our projections based on age. The top chart shows the increased rates of EHCPs among young people pre-16 and post-16. For pre-16, this has been done based on the national trends for each age-group. For post-16s, since these young people have come into the reformed SEND statutory framework following the 2014 reforms, the calculations here have been done using a two-year average. The charts show that we would expect the numbers of post-16 EHCPs to continue to grow over the next four years, before they reach a “steady-state” where the proportion of young people aged 16-25 with EHCPs matches that for other age-groups. As noted earlier, this will place a premium on being able to offer effective, cost-effective and local post-16 pathways.

We have not, however, made projections based on needs. In part, this is because of the some of the inconsistencies in the primary need data. In part, this is also because we suggest that work is done to pool intelligence about small cohorts of children in INMSSs or in special schools, and considering what would be needed to meet their needs in more local / less specialist provision. We understand that such work is already underway.

Projected pre-/post-16 breakdown of EHCPs



Projected age-group breakdown of EHCPs



Conclusion: Next steps – joining up with Poole and East Dorset more broadly

As we explained at the outset of this report, we have carried out strategic high-needs reviews in both Bournemouth and Poole in parallel in order to provide recommendations specific to each local area, but also to identify potential areas where further join-up might be explored across the two areas, and more broadly in the context of an East Dorset combined authority.

Below, we have highlighted nine areas where we consider that there would be value in further discussions between Bournemouth and Poole to build on complementary strengths, tackle common challenges, and explore joint approaches to core processes and work with shared partners. This formed the basis of a discussion with colleagues from both local areas in January 2018, with the aim of informing how the recommendations for each local area taken forward in tandem.

Page 82

1. Developing pre-statutory SEN support – outreach and targeted services

2. Developing the local offer of alternative provision and tackling rising exclusions

3. Specialist SEND provision offer – planning, commissioning, admissions processes

4. Strategic commissioning and working with the INMSS sector

5. Continuing to develop preparation for adulthood pathways across the local area

6. Developing a strategic role for parents and carers – refreshed role for a joint PCF

7. Strategic relationships and commissioning with local health and care services

8. Recruitment and deployment of specialist staff – especially EPs

9. Core processes, frameworks – identification, assessment, banding

Conclusion: Our recommendations

We have set out recommendations that, based on discussions with colleagues during the review, we consider will help the local area to meet current and anticipated future needs effectively, manage demand, and address pressures on local resources. The context, both in terms of the changing nature of demand but also the immediate financial context, remains challenging. Nevertheless, there was a significant desire on the part of those whom we engaged in this process to meet these challenges through collective action and collaboration, and this provides an important platform from which to build a new strategic approach, to strengthen core systems and processes, to develop new partnerships, and to reshape the local high-needs continuum.

The key message that we would emphasise at the conclusion of this project is of the need for the actions to address these challenges and to take forward the findings and recommendations of this review to be undertaken as part of a “whole-continuum” response. This will mean having a clear strategic view of how the needs of Bournemouth’s young people are to be met, what role is to be played by which part of the continuum, and how all of this fits together. It will also mean communicating this often, revisiting this in light of up-to-date data and intelligence on latest trends, and responding swiftly to address emerging needs and gaps in support.

We recognise that discussions are ongoing currently with regard to how to deal with the overspend and pressure on the HNB. Our role is not to pre-judge the outcome of these discussions. What we would emphasise, from our work in the local area, is the need for decisions about both short- and long-term financial matters to be aligned to the overall strategic priorities for meeting the needs of Bournemouth’s young people. The thrust of the recommendations we have made is to seek to reverse the trend Bournemouth has seen in recent years of increased demand for statutory services and specialist provision, and, over time, to shift support and resources to mainstream and targeted services in order to support young people earlier and in ways that keep them, where it is right for them, in their local communities.

Achieving this aim will enhance and speed up support for mainstream and universal services, increase parental confidence in the local SEND system, and improve long-term outcomes for Bournemouth’s young people.



Annex A: Glossary

AP – alternative provision

CAMHS – child & adolescent mental health services

CCG – clinical commissioning group

CHI – classroom at the heart of industry (local post-16 programme)

C&I – communication & interaction (needs)

DfE – Department for Education

DSG – dedicated schools grant

EAL – English as an additional language

EET – education, employment & training

EHCP – education, health & care plan

EP – educational psychologist

EOTAS – educated other than at school

FE – further education

FSM – free schools meals

HNB – high needs block

INMSS – independent or non-maintained special school

KS – key stage (e.g. KS2 – key stage 2)

LA – local authority

LD – learning difficulty (moderate – MLD; severe – SLD)

PD – physical difficulties

RWM – reading, writing & mathematics

SaLT – speech & language therapy services

SEMH – social, emotional & mental health

SEN – special educational needs

SENCO – special educational needs co-ordinator

SEND – special educational needs and disability

SENDIASS – SEND information, advice & support service

SLCN – speech, language & communication needs

SPI – specialist post-16 institution

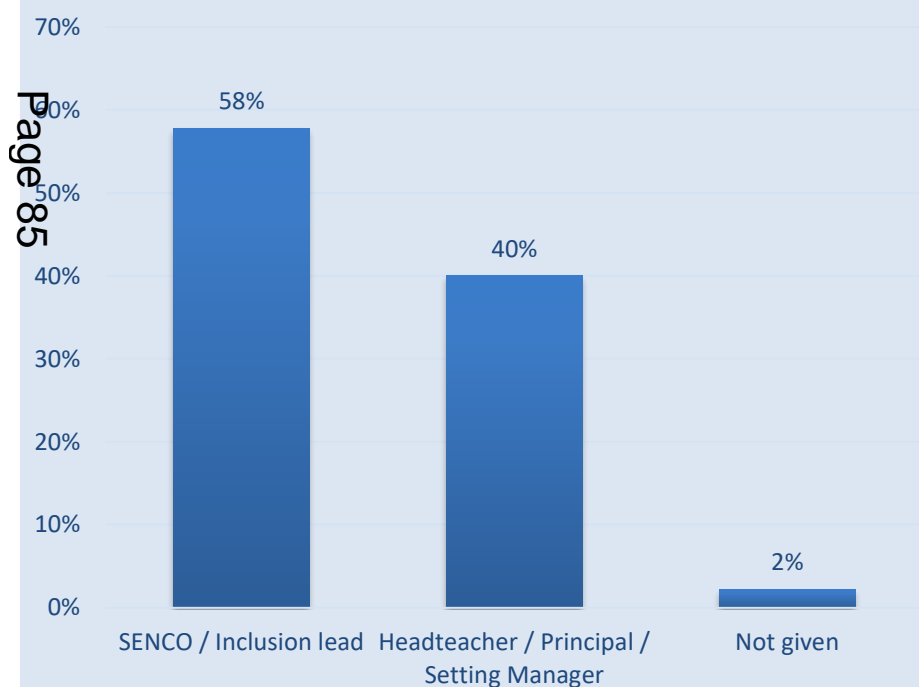
SSIF – strategic school improvement fund



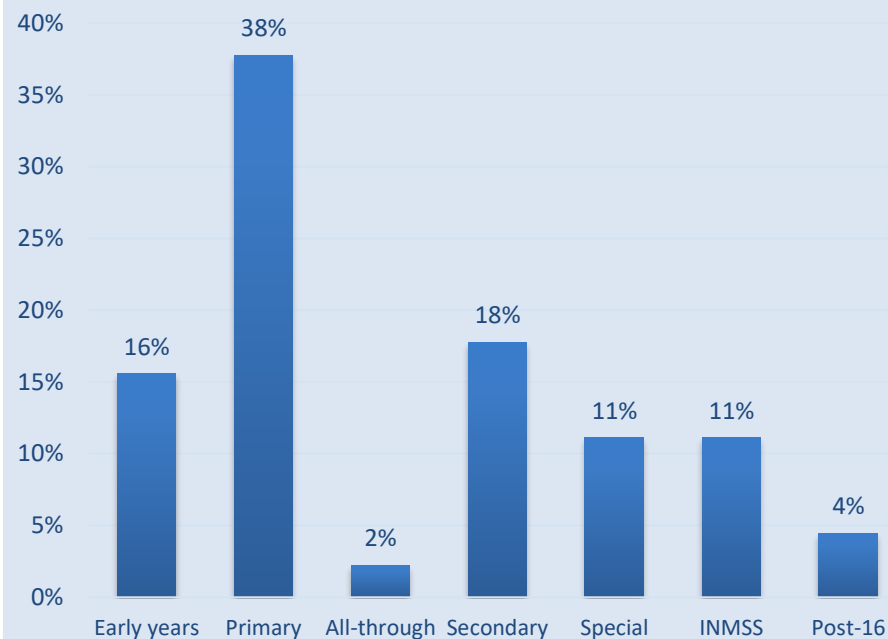
Annex B: Survey responses

During the Bournemouth review, we ran two parallel surveys – one for parents (32 responses) and one for professionals, including early years settings, mainstream schools, special schools, colleges and other services (45 responses). The two charts below show the make-up of responses from professionals – by role (left) and type of institution (right). Over half (58%) of responses came from SENCOs, while 40% came from those in leadership roles (some of whom also held the SENCO role). In terms of institutions, the largest proportion of responses came from primary schools (38%, or 17 responses), with a reasonably good spread of responses across other types of institutions.

Professionals' survey responses – by role



Professionals' survey responses – by type of institution



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Strategic review of support, services and provision for children & young people with high needs in Poole

Page 87

Final report

Isos Partnership

January 2018



Executive summary

Theme	Key Findings	Actions underway	Recommendations
Reducing the rise in EHCPs	<ul style="list-style-type: none"> There has been a sharp rise in the number and percentage of EHCPs in Poole in the last 18 months The skills and experience of the EP team are highly valued, but team lacks capacity to support early intervention or annual reviews There is a perception that schools differ in their approach to the support they provide before applying for an EHCP and that decisions from the panel are too malleable Some teachers need greater skills to differentiate quality first teaching Some parents are being given unrealistic expectations re EHCPs 	<ul style="list-style-type: none"> Implementing the new Graduated Response Developing new local SENCO and EP networks Planning to review the panel process 	<ul style="list-style-type: none"> Identify and develop the additional support needed to implement the graduated response Consider how to use the best SENCOs on a system wide basis Consider developing a pre-panel triage process
Supporting SEND in mainstream schools	<ul style="list-style-type: none"> The profile of provision in Poole is skewed towards specialist placements, both pre and post-16. SEMH at primary level and MLD at secondary level are the two areas of need where, nationally, a higher proportion of children and young people are educated in mainstream schools than in Poole. There is some very good practice in mainstream sector, but often this is not known about or shared widely SENCOs have drawn attention to the skills gaps for some mainstream teachers, and the variable levels of engagement and understanding of inclusion issues 	<ul style="list-style-type: none"> Developing a local charter for inclusion to sit alongside the graduated response, Continuing to invest in outreach and monitor its impact Promoting the local teaching schools offer around SEND 	<ul style="list-style-type: none"> Use local SENCO / EP networks to identify & address development needs Strengthen the commissioning of outreach support, including a more intensive targeted offer Analyse potential for new forms of provision close to mainstream schools
Reducing exclusions	<ul style="list-style-type: none"> The rate of permanent exclusions in Poole is well above national average, and has risen significantly since 2015/16. The Quay school is now full, and reintegrating pupils into mainstream after a period of exclusion has proved very challenging There is a significant overlap between the cohort of young people being excluded and those on SEN support. Around 55% of PEX and FEX were for young people on SEN support. Schools feel that earlier identification of needs and the appropriate support would help prevent challenging behaviours from becoming entrenched. 	<ul style="list-style-type: none"> Considering how to remove financial disincentives for schools that take pupils after a period of AP, Researching vocational models / 14-16 offer in colleges nationally Launched primary early intervention pilot 	<ul style="list-style-type: none"> Establish a new strategic place planning and commissioning group for AP Explore potential to develop a more formal 14-16 programme with college Set up early intervention group at primary, drawing on local networks

Executive summary

Theme	Key Findings	Actions underway	Recommendations
Maximising capacity of special schools	<ul style="list-style-type: none"> Special school provision in Poole is full and demands are currently set to increase. Our forecasting suggests that over the next 5 years Poole is likely to need around 35-40 more special school places. MLD, ASD and PD are the areas of need growing fastest. Feedback from parents on placements in current specialist provision was generally very positive. There is some overlap between pupils whose needs are catered for at different specialist settings. This creates challenges in terms of ensuring children can be taught alongside peers of similar ability. 	<ul style="list-style-type: none"> Discussions with special schools on an individual pupil basis to secure places to meet needs Using the annual review process to consider pupils whose needs could be met in mainstream 	<ul style="list-style-type: none"> Strengthen processes for reviewing placements and re-integration into mainstream Establish regular placement planning meeting with specialist providers Consider long term options to realign SEMH provision
Reducing reliance on INMSS	<ul style="list-style-type: none"> Around 15% of pre-16 pupils with EHCPs are in INMSS placements. This is well above average and not sustainable. Young people with ASD and SEMH account for nearly 60% of the annual spend on INMSS The lack of capacity in the maintained special sector to meet current needs is likely to lead to greater number of placements in INMSS There are a relatively high number of well-regarded INMSS schools established locally and a culture within parent representative groups within Poole to advocate strongly for INMSS placements. There has been relatively little strategic planning with INMSS settings to either negotiate reduced costs or temporary placements 	<ul style="list-style-type: none"> Completed a review of the 10 highest cost placements and renegotiated New panel for allocating costs to Health/SC Tribunal officer appointed to work to avoid placement breakdown/contest decisions at panel 	<ul style="list-style-type: none"> Carry out a child by child review of those currently placed in INMSS Review current contracts with existing INMSS providers and implement new commissioning process in future Identify specialist and mainstream provision needed to end placements
Managing demand post-16	<ul style="list-style-type: none"> Poole achieves good outcomes for the percentage of young people with SEND remaining EET post-16, but the challenge is to maintain this within budget. Successful pathways have been developed from Winchelsea special school into college. However, there are not currently equivalent routes for other young people in special schools. Consequently Poole is a relatively high user of special provision for post-16s. Parents and professionals reflected on the need to strengthen the transition process for preparing young people for adult life. This is a particular concern for young people with the most complex needs. 	<ul style="list-style-type: none"> Developed a collaborative offer between Winchelsea and B&P College which has been well received Developed supported internships offer Post-16 and post-19 transitions group established & event planned 	<ul style="list-style-type: none"> Continue to develop new models of collaborative post-16 provision Strengthen the transitions planning process, and start preparing for adulthood at an earlier age Work with parents to identify and promote new advice and guidance

Introduction – Background and aims of the review

Part 1 – Strategic and financial context for high needs in Poole

Page 90

Part 2 – Key findings and recommendations

Conclusion – taking forward the findings of this review



Introduction

Background

The Councils of Poole and Bournemouth commissioned Isos Partnership to undertake parallel independent, strategic reviews of “high-needs” support, services and provision in each local area. By “high needs”, we mean children and young people aged from birth to 25 with special educational needs and disability (SEND) or who require alternative provision (AP). The reviews were carried out at a time when a proposal for Local Government Reorganisation was being considered by the Government which if agreed would create a new authority covering the current areas of Bournemouth, Christchurch and Poole.

The reviews in Poole and Bournemouth were undertaken separately but in parallel, in order (a) to provide a set of conclusions specific to each local area’s needs and context, but also (b) to be able to bring together the key themes and recommendations to consider opportunities for greater join-up across the two local areas. Each review had three aims.

1. To gather evidence about trends in current needs and future demand for high-needs services and provision.
2. To gather feedback on current services and provision – what was working well and priorities for development.
3. To work collaboratively to shape options for arranging services and provision to meet current and future needs.

During the review, we set out to engage a broad range of partners and stakeholders in the local SEND system, including:

- **Professionals** – visits / interviews with 3 primary schools, 5 secondary schools, 4 special schools, the AP school and the FE college), an online survey (32 responses), and workshops (attended by 6 mainstream schools, 5 special schools, and the college)
- **LA leaders, officers & partners** – through a series of 1-to-1, small group and workshop discussions.
- **Children and young people** – two focus groups with children and young people with SEND in mainstream schools
- **Parents and carers** – two focus groups of parents and carers whose children are based in special schools

We were also able to draw on the findings of Poole’s recent extensive engagement with children, young people and their families about improving outcomes for children and young people with SEND and their priorities for improvement. We have triangulated these findings with in-depth analysis of published and internal data to inform the findings and recommendations set out in this report. We are grateful to all colleagues who have contributed to this review.

Key contextual information on Poole

- **Population** – the 2011 census estimated that Poole had a population of 147,600, of which 32,500 were aged 0-19. This means that, compared to the national average, Poole has a slightly lower proportion of citizens aged 0-19 (22% compared to 24% nationally).
- **Demographic characteristics** – according to the 2015 Index of Multiple Deprivation, Poole is the 117th most deprived local area in England. In terms of its school-age pupils, Poole is the 107th highest for primary-age pupils eligible for free school meals (FSM) and 97th for those with English as an additional language (EAL), and 129th for secondary FSM and 101st for secondary EAL.
- **Education in Poole** – Poole has a range of early years settings, 28 primary schools, 9 secondary schools and 3 special schools. 90% of schools in Poole are academies. In August 2017, 90% of providers in Poole were judged to be good or outstanding (above the figure for England, which is 89%) – this had risen from 71% in August 2011 (when the national figure was 69%). Currently 100% of schools are judged good or outstanding.
- **Levels of SEND** – the most recent published data show that 3.2% of children of statutory school age attending schools in Poole have a statement of SEN or an Education, Health & Care Plan (EHCP) based on the SEN 2 data collection. This has historically been below the national figure (3.3%) but internal data shows that the percentage in Poole has risen to over 3.5%. The data also show that 14.3% of pupils in Poole schools are supported at “SEN support” (or what was previously school action / plus). This is above the national figure (11.6%), and has historically been so, although both local and national percentages have been falling in recent years..



The continuum of local high-needs support, services and provision in Poole

We have set out below some information about the different forms of support, services and provision available in Poole. Please note that young people living in Poole also access provision in Bournemouth and beyond.

- **Information & advice** – provided through the Local Offer (online) and UP (online and through youth centres/ town centre advice centre). Impartial information and advice is provided through SENDIASS (SEND information, advice & support service).
- **Parental involvement** - The Poole Parent Carer Forum support and train parent carers to enable them to have input and be involved with shaping services alongside the professionals who provide health, education, adult and social services and can signpost to services.
- **Mainstream education** – this is provided through a range of early years settings and 37 mainstream schools.
- **Targeted services** – The local authority have a team of SEN assessment coordinators and an educational psychology service. Dorset Clinical Commissioning Group (CCG) commission targeted health services including speech & language therapy (SaLT) and child & adolescent mental health services (CAMHS). An outreach offer is provided by the 3 special schools and there has been an early intervention project at secondary level run by the AP Academy.
- **Specialist SEND provision** – There are 3 special schools in Poole – Winchelsea, which caters for children aged 4-16 with a wide range of learning difficulties, Montacute for children and young people with complex learning difficulties and disabilities, and Longspee for primary aged children with SEMH needs. Poole pupils also attend special schools in Bournemouth and Dorset. Poole has 2 non-maintained special schools and makes use of local independent specialist provision.
- **Specialist AP** – The Quay School, which operates on three sites, provides AP for pupils who are at risk of exclusion or who have been permanently-excluded, those who cannot attend school for medical reasons and those in Poole hospital.
- **Preparation for adulthood** – young people from Poole attend Bournemouth & Poole College, Kingston Maurward Agricultural College, Brockenhurst College, and Weymouth College. Post-16 pathways are also provided through supported internships.

The SEND strategy

- Partners across Poole have agreed a strategy for children and young people with special educational needs and disabilities and co-produced an Improvement Plan
- The vision is to ensure all children and young people have the chance to achieve their full potential, with a particular focus on improving outcomes for pupils with SEND; children and young people being prepared for adulthood and feeling part of their local community.
 - The priorities for Improvement are:
 1. Improve educational and lifelong outcomes for children and young people with SEND
 2. Preparation for adulthood from the earliest years
 3. Involving, working and communicating in partnership with children, young people, parents and carers
 4. Appropriate, effective and timely identification and assessment of need in education, health and social care, that is personalized to the child or young person
 5. Working together across education, health and social care, to jointly commission outcome for children and young people
 6. Multi agency workforce development of meet out new approach



Introduction – Background and aims of the review

Part 1 – Strategic and financial context for high needs in Poole

Page 95

Part 2 – Options and recommendations

Conclusion – taking forward the findings of this review



Part 1: Strategic and financial context: Overview

There are many areas of current provision for SEND in Poole which are working well –

- the role of LA SEN assessment coordinators are valued by many schools and the skills of EPs are highly regarded.
- The SENCO network provides an increasingly valuable and vibrant forum for sharing information and priorities.
- Provision in special schools and the AP provider is of high quality and the outreach offer is welcomed by schools. Monitoring data suggests it is having a good impact on maintaining children that it supports in mainstream schools.
- There are individual examples of excellent and innovative provision for SEND in mainstream schools – including collaboration with special schools, and sharing expertise and resources within MATs.

Schools forum has identified the funding challenge and is beginning to take ownership of finding solutions; the recent work of the high needs block task and finish group has helped identify potential solutions and further engaged schools in this work.

Strategically, the recent self-assessment exercise involved gathering feedback from a broad range of partners, and led to the development of a new strategy with clear principles for supporting inclusion at its heart. This should provide a good organising framework and platform for taking forward the recommendations of this review and other work that is already in train. As discussed later in this report, developing key aspects of this strategy, such as the graduated response, and communicating these broadly and pro-actively, translating the strategic principles into what they mean in concrete terms for providers and partners, and securing collective sign-up to them will be a vital first step in this process.

However, there remain very pressing and complex challenges that need to be addressed. To do this successfully will require schools and the LA together to develop greater shared ownership and collective responsibility for turning around escalating need and costs. That means strengthening relationships and taking collective action with schools to tackle the rising number of EHCPs, the top-heavy pattern of provision, and the pressures created by the expansion of responsibilities post-16.

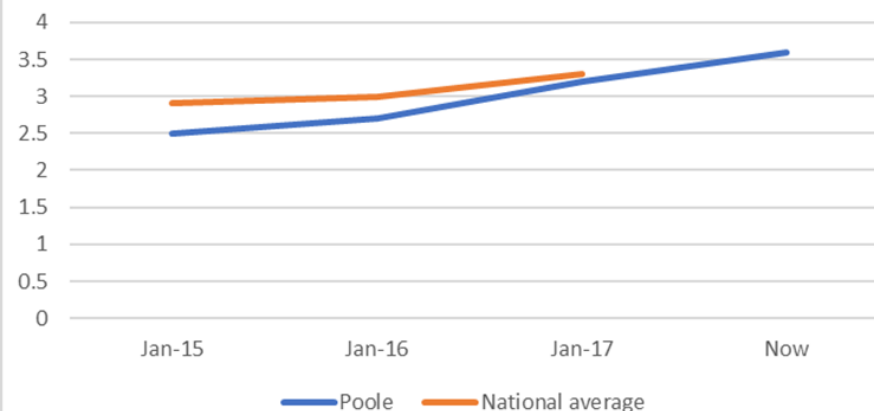


Part 1: Strategic and financial context – rates of SEND

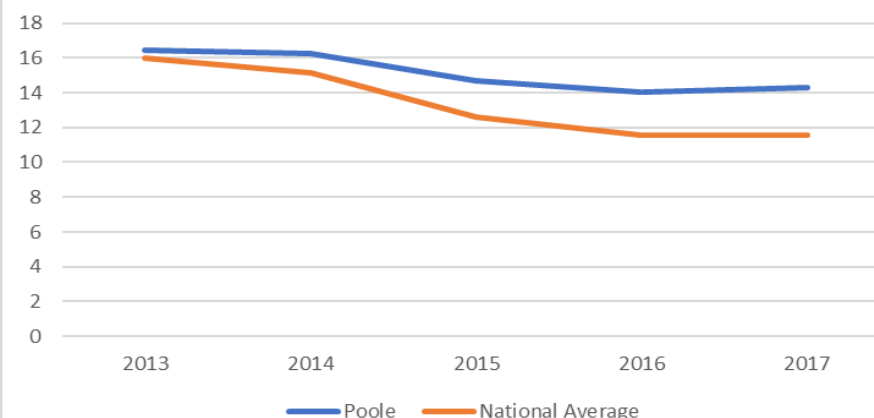
The levels of statutory SEND in Poole are increasing rapidly. Historically, a lower proportion of pupils in Poole have received statements or EHCPs compared with the national average. However, recently that trend has begun to change. The chart on the right shows the increase in the number of EHCPs in Poole and nationally over the last 4 years, based on the SEN2 data collection. It is clear that the very sharp rise in the number and percentage of EHCPs in Poole in the last 18 months (an increase of around 32%) has outstripped the corresponding rise in the number of EHCPs nationally. In January 2017 the rate of EHCPs in Poole was only slightly lower than national (3.2% compared with 3.3%). It is possible that if the current rate of growth in the number of EHCPs continues then Poole may overtake the national average for the first time in January 2018.

Levels of non-statutory SEND (pupils on SEN support) have historically been higher in Poole than the national average. Overall, in the last five years the percentage of pupils on SEN support has reduced both locally and nationally. However, in Poole the decrease has been less pronounced than that seen nationally and the rate of children on SEN support now stands some 2 percentage points higher than the national average.

Percentage of pupils with an EHCP (SEN2 collection)



Percentage of pupils on SEN support



Source: DfE SFR22/2017 & SFR37/2017

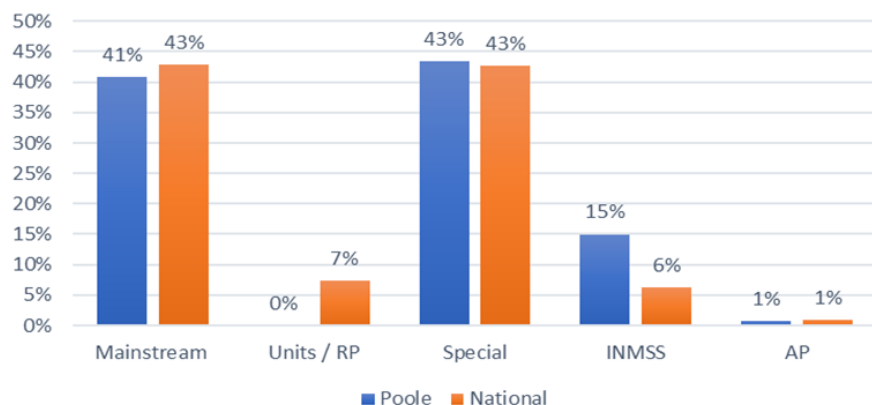
Part 1: Strategic and financial context – the pattern of provision

The profile of provision in Poole is skewed towards specialist placements. Looking at both the pre and post 16 cohorts of children and young people with SEND it is clear that, compared with national averages, Poole has a lower proportion in mainstream schools or close to mainstream schools (for example in resource bases) and a higher proportion in specialist provision, in particular non-maintained or independent special schools. In fact, Poole's use of independent and non-maintained provision is the 6th highest nationally. As the overall numbers and percentage of children with EHCPs has grown, the profile of provision has not shifted accordingly to ensure a balanced distribution of resources and support across children and young people in Poole and to support children and young people in their local communities.

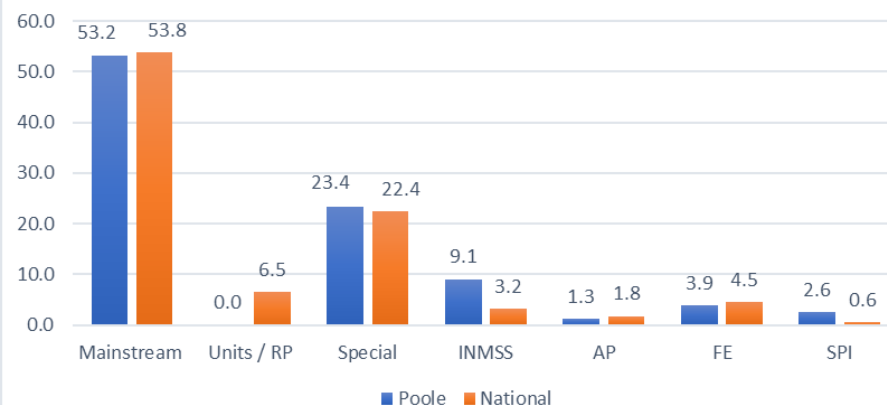
The overall tendency towards higher-cost specialist provision is also seen in the placements for the most recent EHCPs.

Compared with national averages, a lower proportion of children and young people whose EHCPs were issued in the 2016 calendar year are in mainstream or resource bases (53.2% vs 53.8%), a slightly higher proportion are in maintained special schools (23.4% vs 22.4%) and a much higher proportion are in INMSS (9.1% vs 3.2%). Post-16, 2.6% are in specialist institutions compared with 0.6% nationally.

Placement of pupils with EHCPs pre-16



Placements for EHCPs issued in 2016



Part 1: Strategic and financial context – the implications for the high needs budget

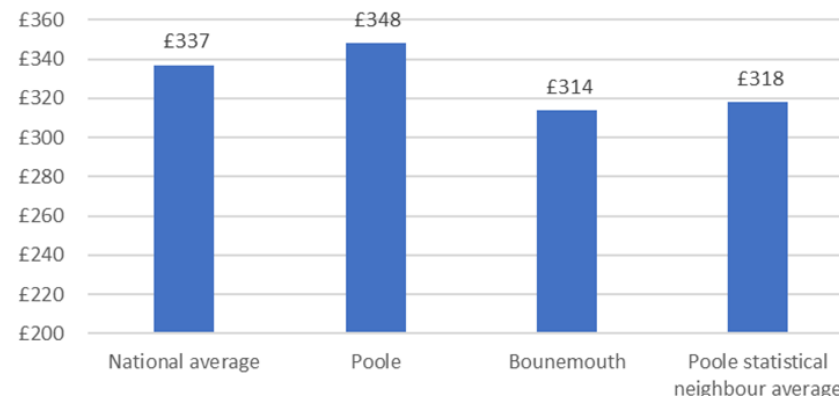
The high needs budget is under considerable pressure. The dramatic increase seen in the rate of EHCPs coupled with the top heavy pattern of provision for children and young people with SEND is making the current system in Poole unaffordable. Poole has historically been a relatively high-spending authority on high needs. According to the most recent S251 returns, Poole spends on average £348 per capita (0-19) on high needs, compared with £337 nationally and £318 among Poole's statistical neighbours.

To a large extent it is the **above average use of independent and non-maintained provision** which is driving these high costs. In Poole the average cost to the high needs budget of a young person with SEND placed in a mainstream school is around £60,000, the average cost of a special school placement is around £22,000 pounds and the average cost of an INMSS placement is over £50,000. According to the 2017-18 S251 budget forecast, over 30% of Poole's high needs block was allocated to placements in INMSS schools (£4.8 million) compared with 18% nationally.

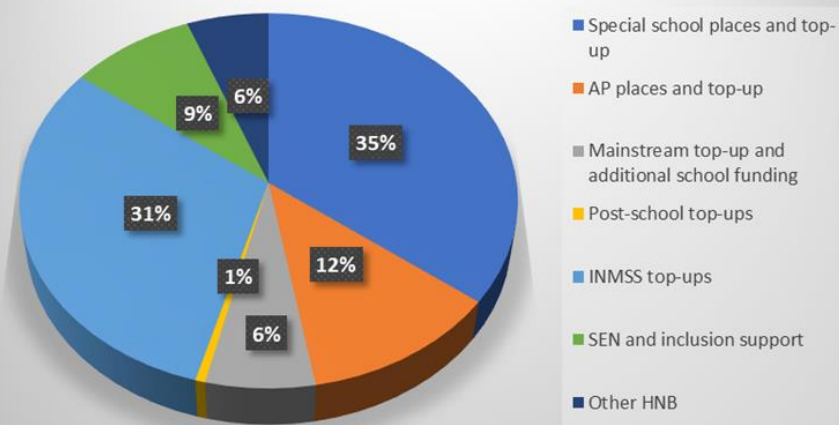
The steep rise in EHCPs has also contributed to the budget pressure. The cost to the high needs block of EHCPs issued since January 2017 is £2.4 million.

While our review has been underway, the LA and Schools Forum have been working on options to reduce a projected overspend on the 2018-19 budget of around £560K, including transferring money from the Schools Block (just under 1%)

High needs budget per head of 0-19 population based on S251 returns



Breakdown of high needs spend (S251)



Source: ESFA S251: 2017 to 2018

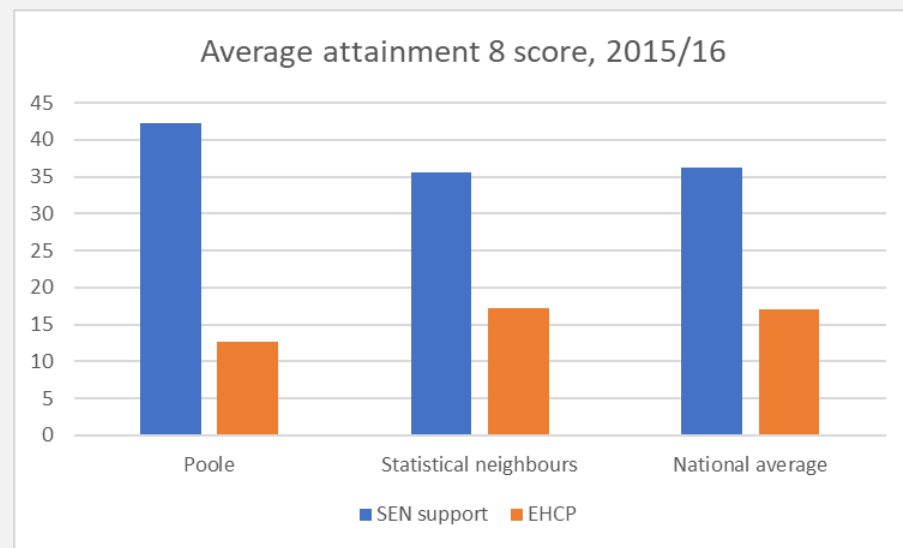
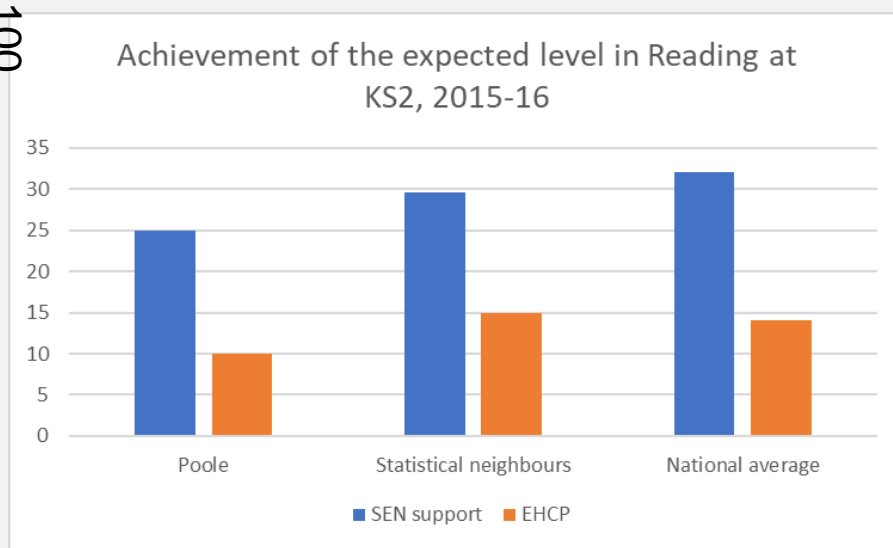
Part 1: Strategic and financial context – outcomes for pupils with SEND

Poole's outcomes for children and young people with SEND are quite mixed. It is not the case that relatively more expensive provision, per capita is leading to significantly better outcomes in Poole than nationally or in similar areas. The charts below show that at KS2 a lower percentage of pupils with SEND (both those with EHCPs and on SEN support) are achieving the expected level in reading in Poole compared with the national average or statistical neighbours.

At KS4 the average attainment 8 score was higher for children on SEN support in Poole than for their peers nationally or in statistically similar areas, but was lower for children with EHCPs.

Post-16 Poole performs well compared with statistical neighbours but slightly below national averages – 29.6% of young people on SEN support achieved level 3 at age 19 compared with 31.2% nationally. 11.1% of those with EHCPs achieved level 3 at age 19, compared with 13.7% nationally. These results cover all state-funded schools.

Page 100



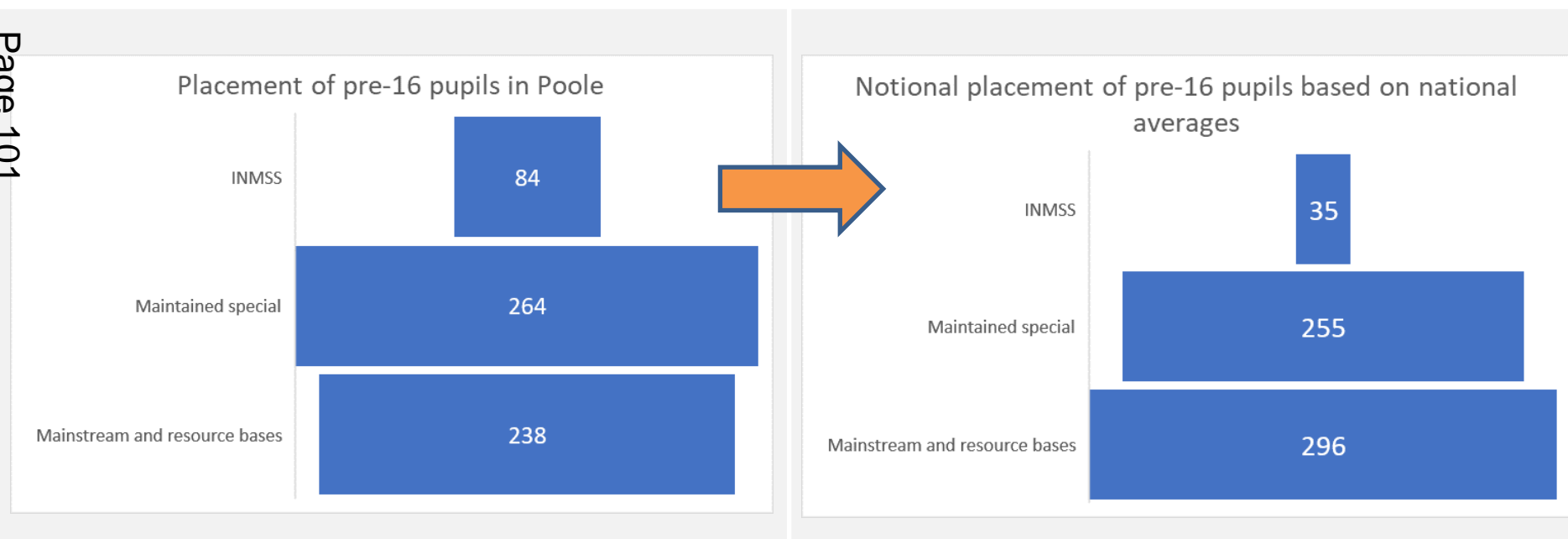
High needs spend per capita (0-19) - Poole: £348; National: £337; Statistical Neighbours: £318

Part 1: Strategic and financial context – defining the challenge

Shifting the overall pattern of provision over time will require creating a more sustainable continuum of provision and support, which will enable children and young people with SEND to reach their potential and can be delivered within the overall high needs budget. The diagram below shows how current placements of children and young people in Poole compare with national averages. If Poole were to move closer to the national average it could potentially release savings of almost £2m per annum for the high needs block.

Achieving this rebalancing of the 'pyramid' would essentially mean enabling around 50 children and young people to be supported effectively and locally within their communities in maintained special schools instead of INMSS, and in mainstream schools or resource bases, instead of special schools.

Page 101



Introduction – Background and aims of the review

Part 1 – Strategic and financial context for high needs in Poole

Page 102

Part 2 – Options and recommendations

Conclusion – taking forward the findings of this review



Part 2: Key findings and recommendations

Achieving the strategic shift described in Part 1 can only be done by systematically addressing six key challenges. We have structured our findings and recommendations around these:

- 1 Rising number of EHCPs
- 2 Commitment & capacity of mainstream schools to support pupils with SEND
- 3 Number of exclusions and capacity of Alternative Provision
- 4 Capacity of Special Schools
- 5 Number of high cost placements in INMSS
- 6 Rising demand post-16 and pathways to adulthood



Part 2: Key findings and recommendations

Reducing the rise in EHCPs

Supporting SEND in mainstream

Reducing exclusions

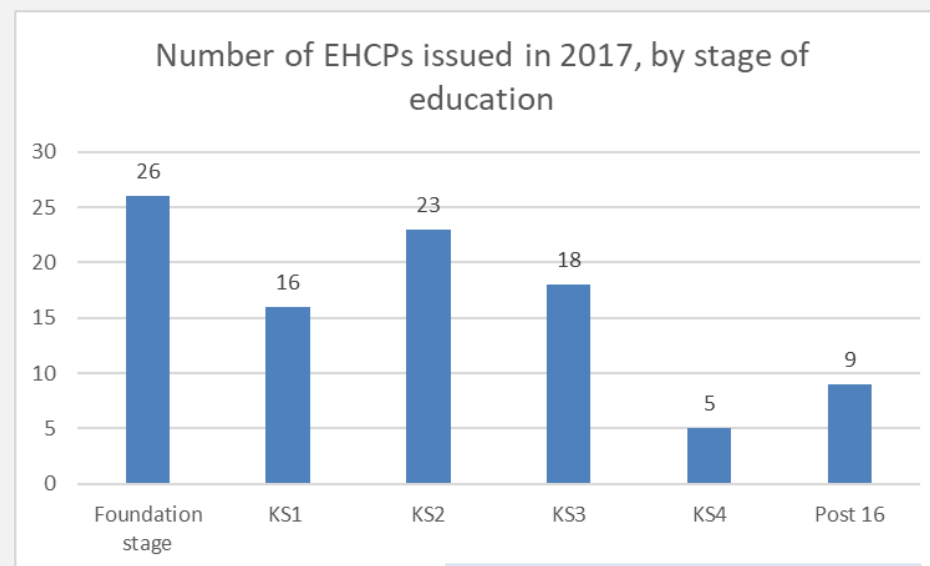
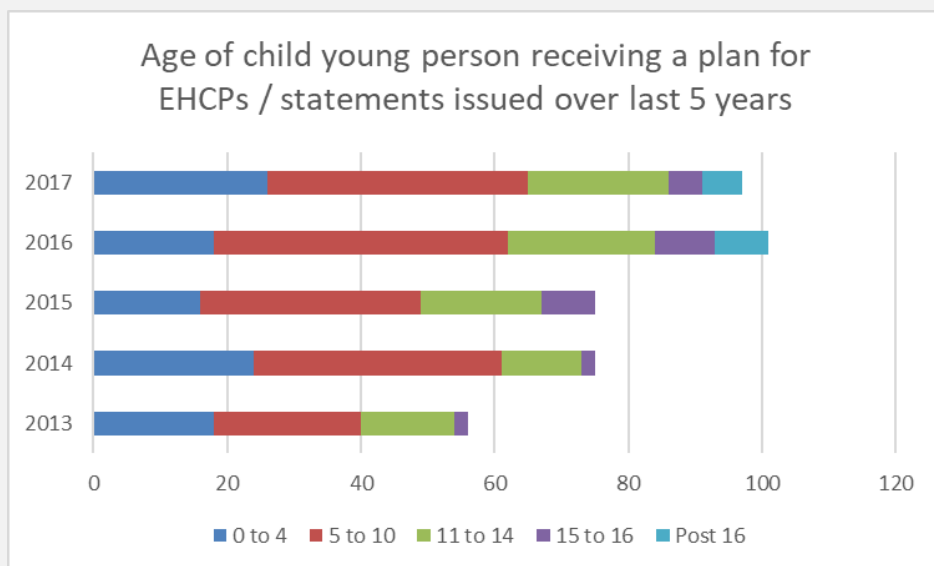
Increasing capacity of special schools

Reducing reliance on INMSS

Managing demand post-16

The recent rise in the numbers and rate of EHCPs is more complex than just a growing post-16 cohort. It is undoubtedly the case that the extension of LA responsibilities for young people with SEND up to age 25 has contributed significantly to the rise in EHCPs. There are two factors to bear in mind. First, the extension to 25 means that every year, for the next 3 years, a cohort of around 50 young people whose EHCPs / statements would previously have come to an end, will continue to be supported through the high needs budget. The second factor is that for the first time new applications for EHCPs for young people post-16 are being made as this allows FE colleges to access place funding. In 2016 and 2017, 23 new EHCPs were created for young people aged 16 or over, although in 13 of these cases there was no additional cost to the high needs budget.

However the chart below shows that it is not simply a post-16 issue - there has been incremental growth in EHCPs at all age ranges. For example, in 2015 there were 16 EHCPs issued for children aged 0-4. By 2017 this had grown to 26. Similarly in 2015, 33 EHCPs were issued for 5-10 year olds compared with 39 in 2017 (up to November 2017). Of the 97 EHCPs issued between January and November 2017, 67% were for children in primary school and a further 11% were for children in Y7.



Part 2: Key findings and recommendations

Reducing the rise
in EHCPs

Supporting SEND
in mainstream

Reducing
exclusions

Increasing capacity
of special schools

Reducing reliance
on INMSS

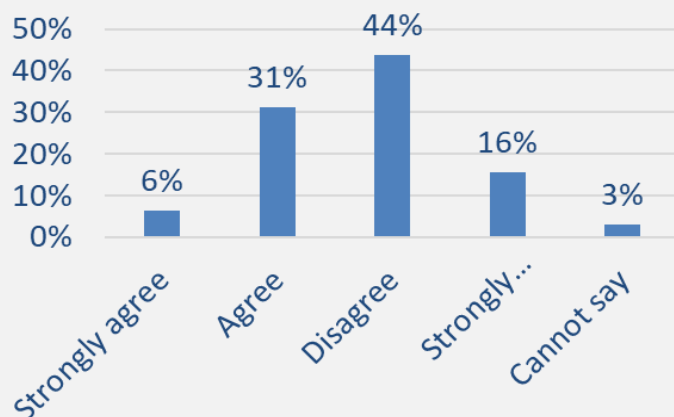
Managing demand
post-16

The factors contributing to the rise in EHCPs pre-16 include factors such as curriculum changes and financial pressures; the availability of support and advice; the efficient operation of the MAG panel process; and the skills and capacity of mainstream teachers

Many school leaders whom we met during the fieldwork were clear that the changes to the curriculum, particularly the loss of some vocational routes at secondary, were making it more challenging to successfully maintain young people with SEND in a mainstream environment without the additional support available through obtaining an EHCP. Schools also described how current financial pressures are making it more difficult to educate children and young people with SEND without additional funding, for example where TA posts have been reduced. There was also a sense that needs are becoming more complex and practice needs to continually evolve to meet these needs. These are factors which will be felt by schools across the country and may be contributing to the rise in EHCPs nationally.

However, it was also evident from the fieldwork that a number of Poole-specific factors were contributing to the rise in EHCPs. Although 65% of respondents to the survey (n=32) agreed that there was clear and accessible information about support, advice and provision only 37% agreed that current processes for accessing support were working well.

'Current process for accessing additional support works well'



"Having access to an allocated assessment coordinator and the opportunity to develop good channels of communication has been very helpful to us." Primary SENCO

"Information about how to refer to an Educational Psychologist and accessing their support is difficult." Deputy Head, Infant School

Source: Isos survey of providers

Part 2: Key findings and recommendations



School leaders and LA professionals identified the following factors which may be contributing to the rapid rise in EHCPs:

1. **Access to EPs to support schools to deliver early intervention.** The skills and experience of the Council EP team were valued highly by schools. However, a consistent message was that the difficulties in recruiting to the EP team and the amount of statutory work that had to be done in order to manage the increasing number of requests for EHCPs, meant that the capacity for EPs to support schools in the early identification of needs and developing strategies to support children and young people with SEN before challenging behaviours became entrenched, was not sufficient. Schools felt that with earlier support and advice they may be able to reduce the need later on for EHCPs. A key theme emerging from Poole's survey of parents were the delays experienced around identifying needs and receiving the support needed, and lack of communication at key points in the process. These frustrations applied to schools, the LA and other health and social care services.
2. **Annual review processes not rigorous enough.** Some headteachers and SENCOs also felt that the lack of capacity in the EP team meant that EPs were seldom able to attend the annual reviews for children and young people with EHCPs. This can be a key opportunity to step-down levels of support for a child or young person who no longer needs it, and potentially also a chance to discontinue an EHCP if it is no longer required. Of those children who had an EHCP in 2015/16, only 3 were discontinued in 2016/17. In addition around a third of parents surveyed said that they felt unable to contribute to their child's planning and reviews. In a number of cases, particularly in mainstream settings, parents felt that schools should be doing more to engage them in planning the support their child would require.
3. **Inconsistent application of the threshold:** There was a strong view that schools differed quite significantly in the level and amount of support they would provide before applying for an EHCP. There was also a perception among heads and SENCOs that the panel process for agreeing EHCPs was not sufficiently transparent and that decisions taken were too malleable in the face of parental or professional pressure. There were also frustrations around communication from the group.
4. **Points of transition acting as flashpoints:** Very frequently heads and SENCOs felt that the previous school in which the child had been placed had not done enough to identify and address underlying causes of SEND and had instead done just enough to maintain the child in a mainstream environment. At transition points, when the educational and social demands typically become greater, these children and young people struggled. The same perception was found at all levels in the system and suggests that more may need to be done to adequately prepare children with SEND for transitions. This is true of the EY to primary transition, as well as the primary to secondary transition.
5. **Pressure from partner agencies:** A number of schools reported that partner agencies, particularly health professionals, would recommend that a child be given an EHCP, even when a child's needs did not warrant this, unhelpfully raising parental expectations and fuelling ever greater demand for EHCPs.
6. **Skills and capacity of mainstream teachers:** SENCOs and outreach workers also felt that in some cases mainstream teachers did not have the skills needed to sufficiently differentiate quality first teaching in order to support children with SEND successfully. Parents were generally very positive about the quality of support in the early years, but professionals highlighted to difficulty in providing 1:1 support in an EY setting.

Part 2: Key findings and recommendations

Reducing the rise
in EHCPs

Supporting SEND
in mainstream

Reducing
exclusions

Increasing capacity
of special schools

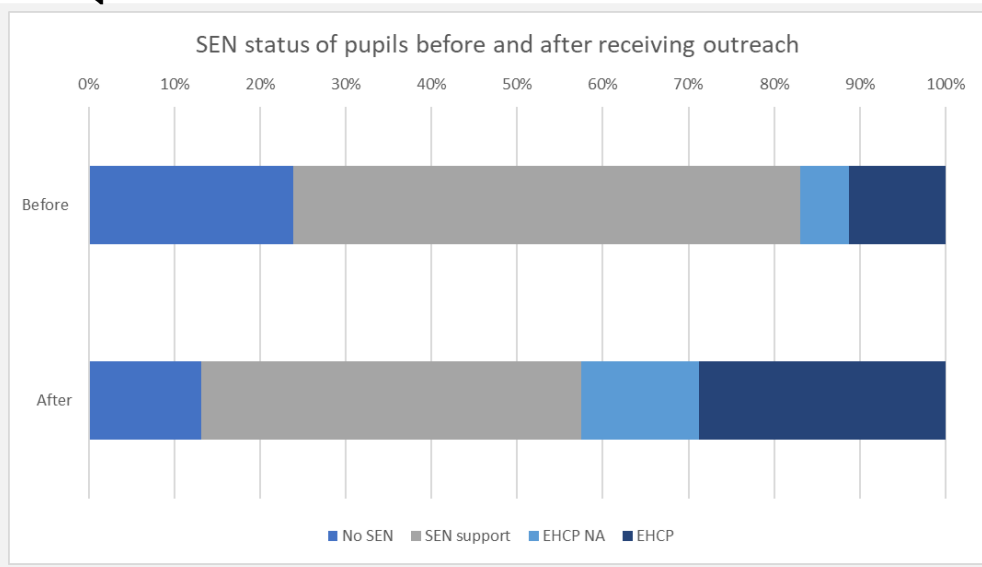
Reducing reliance
on INMSS

Managing demand
post-16

Maximising existing capacity and building on developments underway should contribute to stemming the rise in EHCPs

1. **Graduated response:** Poole has engaged in a significant piece of work to set out the 'graduated response' which aims to ensure that there is a consistent approach to graduated, early SEN support. This has been developed in partnership with SENCOs and the schools now trialling the model have reported very favourably on its impact.
2. **SENCO networks:** Work in Poole is ongoing to develop new local networks of SENCOs which will be supported by EPs and facilitate the transfer of skills, access to expert advice and joint working between schools.
3. **Outreach:** The outreach offer provided by the 3 special schools is generally valued highly by schools. Data suggests that support from the outreach team can have an impact on reducing the need for EHCPs. Of the 160 children who received outreach in 2016/17 whose SEN status could be matched, just under 60% remained on SEN support or with no SEN designation after receiving outreach. Just 46 children who received outreach in 2016/17 had an EHCP at the end of the period – this suggests that there are many children receiving EHCPs who did not benefit from prior support from the outreach team.

Page 107



"There is no 'tiered' system - would be good to have something in between School support and requesting an EHCP planthe school assessment officers or another role to link more with schools and discuss the SEND caseload and offer suggestions or support on where to go next or what is available - like an SEND supervision session for SENCOs"

We need to increase EP support, maintain outreach support from special schools, and continue SENCO briefings to share good practice.

Source: Isos survey of providers & Poole outreach data

Part 2: Key findings and recommendations

Reducing the rise
in EHCPs

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in mainstream

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exclusions

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on INMSS

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post-16

The following recommendations build on the developments already being planned, and aim to maximise the existing capacity in the system in order to stem the rapid year-on-year rise in EHCPs:

Implement new graduated response

The new approach should help schools to identify needs earlier and more accurately and set clear expectations on schools about their responsibilities for providing support to meet those needs

Build EP and SENCO capacity to support pre-statutory advice and support

Develop new local networks which bring EPs and SENCOs together to discuss casework and share effective professional practice. Continue using EP locums to free up other EPs to support this new approach and to build up local capacity

Strengthen panel process for statutory assessments

Review the panel process to increase transparency and ensure consistency – set clear criteria linked to graduated response offer and consider developing a pre-panel triage process. Commit to clear timescales for decisions and communications to schools

What are you doing already?

- Launching graduated response process to support schools in identifying needs
- New local EP and SENCO networks provide an opportunity to identify needs
- Using outreach offer to discuss needs and put in place support
- Developing new local networks of EPs/SENCOs to focus on
- Continue using EP locums to free up EP resource to support earlier work on identification with schools – new EP offer will be launched in January 2018
- Planning to review panel process, linked much more explicitly to the graduated response criteria
- This should provide clearer criteria for turning down applications that haven't met graduated response process

What else should you consider?

- Identify additional support needed to implement graduated response
- Work with schools to develop additional support for SENCOs through MATs, TSAs & SENCO network
- Ensure outreach support on identification is being accessed/targeted at right schools
- Monitor the impact & effectiveness of the new local networks
- Track number of EHCP applications and target local networks showing increases
- Review with EPs capacity of local networks and strengthen them
- Consider how to use the best SENCOs on a system wide basis
- Ensure schools are engaged in re-design of panel process & identify HT champions
- Consider developing a pre-panel triage process that asks the new local networks to provide peer moderation before EHCP submitted

Part 2: Key findings and recommendations

Reducing the rise in EHCPs

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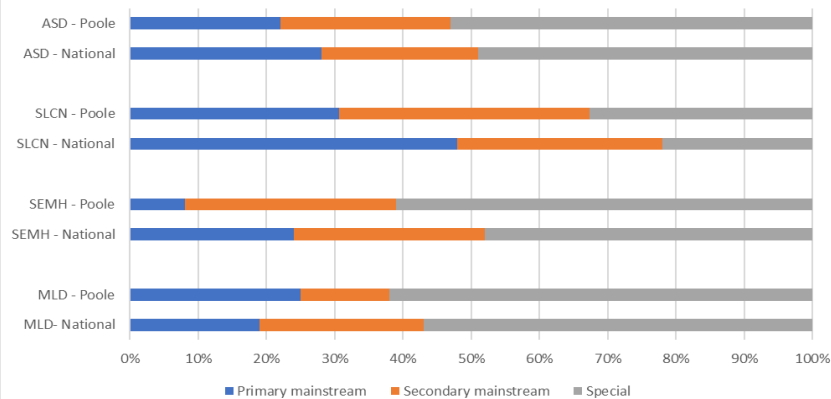
In order to address the top-heavy pattern of provision, Poole mainstream schools will need to maintain a higher proportion of children with EHCPs either in mainstream or close to mainstream

Our data analysis suggests that if around 50 children and young people, currently educated in either maintained special schools or INMSS, could be successfully placed in a mainstream, or close to mainstream, environment this would have a significant impact on making the current high-needs system in Poole more sustainable.

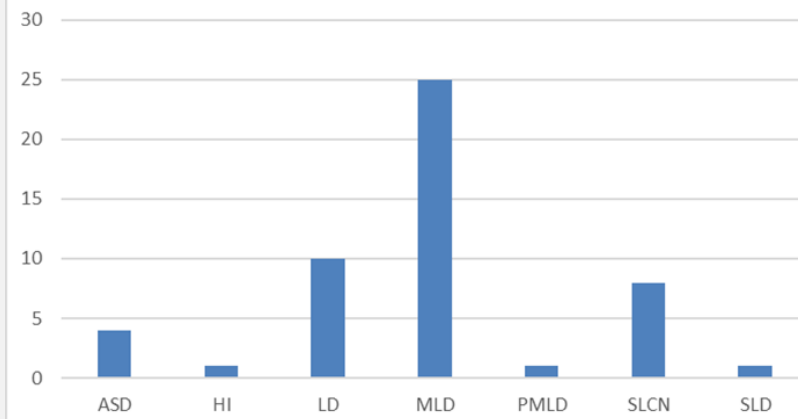
Looking at the profile of needs of children with EHCPs it appears that SEMH at primary level and MLD at secondary level are the two areas of need where, nationally, a higher proportion of children and young people are educated in mainstream schools than in Poole. The chart below shows that nationally, 24% of children and young people with SEMH educated in the maintained sector are in mainstream primary schools. In Poole it is just 8%. Similarly, nationally, 24% of children and young people with MLD are educated in mainstream secondary schools compared to 13% in Poole. The data also shows that there are around 50 children at bands 2 or 3 in special schools whose needs are predominantly MLD, LD and SLCN.

Page 109

Percentage of children with EHCPs educated in different types of maintained setting



Needs of children in special school at band 2 or 3



Source: DfE SFR37/2017 & Poole data on EHCPs

Part 2: Key findings and recommendations



Achieving the ambition to support a higher proportion of children with EHCPs successfully in mainstream will require a focused and collaborative effort from all partners in the system in order to overcome some key challenges:

- Being a selective authority, at secondary, and having smaller secondary phase schools, means that children and young people with EHCPs are disproportionately concentrated in a small number of schools. For example, of the 81 children with EHCPs educated in mainstream Poole secondary schools over 60% are in three secondary schools.
- Not having resource bases, or SEND units, limits the options for keeping children with higher needs close to mainstream and may also reduce the opportunities for skills transfer.
- There are national drivers, not least the way the accountability regime works, which create pressure on schools to not be as inclusive as they may otherwise wish to be. 38% of secondary schools and 12% of primary schools in Poole have recently been in an Ofsted category and for these schools a need to improve results, or sustain recent improvements, is particularly intense.
- Schools report that access to specialist services, such as SaLT or CAMHS is very limited and that thresholds for accessing the support are very high. This was echoed by a number of responses to Poole's parents' consultation. Some parents reported paying for private assessments. Parents were additionally concerned about the poor join-up between health services for children with multiple needs and for children in the early years.
- Maintaining high percentages of children on SEND support uses up the capacity of SENCOs in the system.
- SENCOs have drawn attention to the skills gaps for some mainstream teachers, and the variable levels of engagement and understanding of inclusion issues among some school leaders.

Trying to access support and specialist advice is very difficult, especially for students with mental health needs or who are not attending school for these reasons. .

When you do meet with professionals from the LA they are informative and child centred and help school to make good provision.

[There is] not enough capacity to support children in mainstream schools ...no assessment services for lower level needs such as dyslexia; long wait lists for SALT and most of the time outcome is a plan sent to school for untrained adults to carry out.

Part 2: Key findings and recommendations

Reducing the rise
in EHCPs

Supporting SEND
in mainstream

Reducing
exclusions

Increasing capacity
of special schools

Reducing reliance
on INMSS

Managing demand
post-16

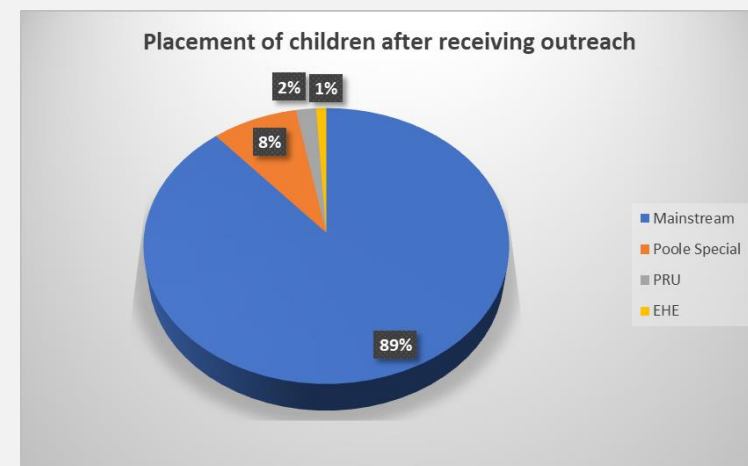
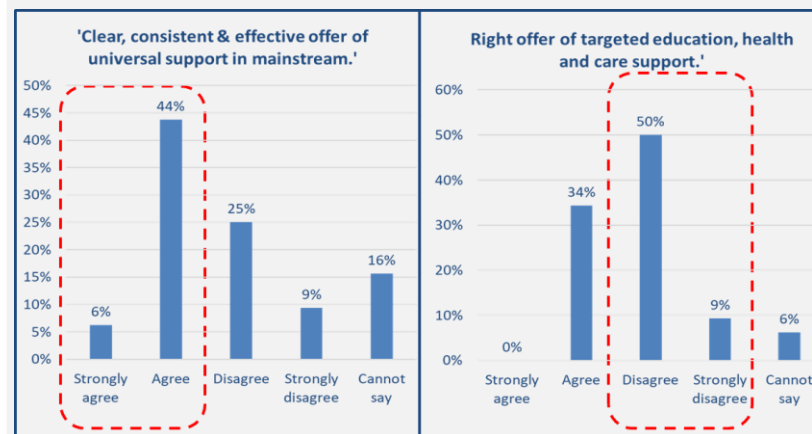
If Poole is to succeed in overcoming these challenges, it will need to systematise and spread good practice and capacity currently in the system

Through our visits and fieldwork we heard of a range of ways in which children with complex needs were being supported successfully in a mainstream environment, with some very impressive individual case studies including joint working between special and mainstream schools. The challenge is that these are not always known and systems for sharing expertise are just developing.

We also heard about the investment that had been made in additional support and advice for children with SEND in some of the MATs – with specialist staff working across multiple schools in a Trust. The SENCO networks are taking shape, and there is a very clear appetite among SENCOs to engage in a deeper learning and joint practice development going forward.

However of the 44 parents with children in mainstream schools that responded to Poole's survey, only 21 were satisfied that they were receiving the right support and only 20 were satisfied that the support received was enabling their child to progress in learning. They were concerned about the lack of flexibility and personalisation in some schools and the challenges in accessing specialist support. While the providers who responded to our survey were generally confident about the effectiveness of the universal offer, they were less confident that the right targeted support was available.

The LA and schools in Poole are to be commended for maintaining investment in the outreach service despite a challenging financial environment. Evidence on the impact of outreach shows that nearly 90% of those supported in 2016/17 remained in mainstream provision. However, tracking data shows that the distribution of schools requesting outreach is quite variable, and that there are differences in effectiveness depending on the needs of the child and the type of support on offer. This suggests that in order to gain maximum value from this critical resource a more strategic commissioning role may be needed.



Source: Isos survey of providers & Poole data on outreach

Part 2: Key findings and recommendations

Reducing the rise in EHCPs

Supporting SEND in mainstream

Reducing exclusions

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Reducing reliance on INMSS

Managing demand post-16

The following recommendations build on the developments already being planned, and aim to support the ambition to maintain a higher proportion of children and young people with EHCPs in mainstream settings:

Win hearts and minds and set clearer expectations

Ensure mainstream schools are clear about expectations on them of providing SEND support including quality-first teaching and reinforce through the new local networks of EPs and SENDCOs. Challenge and support schools not meeting these expectations

Work with schools to develop additional support and training for mainstream teaching staff on SEND

Review the current offer from TSAs and uptake and use the outreach service and SENDCO network to identify other development needs. Work with TSAs and MATs to develop new programme of CPD (potential SSIF bid to fund this additional support)

Strengthen accountability for outreach support and ensure it is effectively targeted

Review the way outreach support is commissioned and monitored; follow up apparent differences in effectiveness. Consider targeting more resources at schools with high exclusions, rising EHCPs; ensure the support is embedded to build capacity

Consider trialling new models of enhanced support for mainstream schools

To support more students to stay in or return to mainstream may need new types of enhanced support/provision. Further analysis is needed to establish the potential for this. Data suggests focus could be on SEMH/SLCN at primary & SEMH/MLD at secondary.

What are you doing already?

- Developing a local charter for inclusion
- Launching graduated response process to set clearer expectations on expected support at each level
- Developing local networks of SENDCOs, EPs & other services to discuss needs and share examples of effective support
- Current CPD support from TSAs on SEND
- Outreach support provides some CPD to teachers but brokered directly by schools
- Graduated response document will set out tools and resources teachers can use
- Tracking outcomes from outreach support & monitoring progress
- Collecting data on potential indicators of need e.g. rising EHCPs applications (successful and unsuccessful), exclusions
- Early intervention funding supported development of new models e.g. nurture bases
- Some innovative examples from individual schools of enhanced support offer or different types of provision

What else should you consider?

- Identify headteacher champions to support the launch of graduated response and promote the new inclusion charter
- Make clearer how the expectations on mainstream schools set out in the graduated response document will be supported by CPD and access to EPs
- Use local networks of SENDCOs to identify other key development needs
- Develop new and additional CPD offer with TSAs and MATS possibly through a SSIF bid
- Follow up on apparent differences in effectiveness of outreach support
- Strengthen commissioning of outreach – who do they report to?
- Target more intensive outreach support at specific schools with identified needs and track impact
- Identify and promote effective inclusive practice and models across schools
- Analyse the potential for alternative models that would enable more young people with SEND to be retained/re-integrated within mainstream

Part 2: Key findings and recommendations

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Managing demand post-16

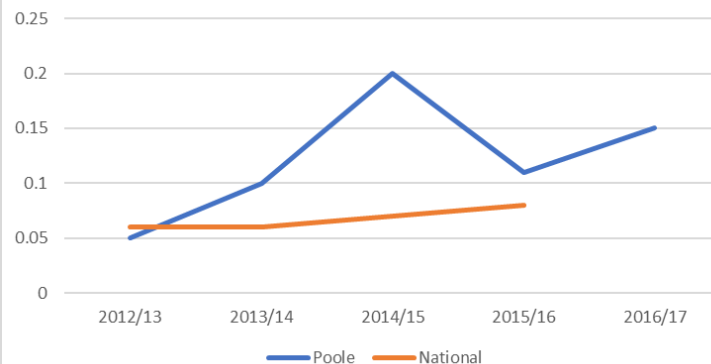
Poole has a relatively high rate of exclusions compared with national averages, and this has proved challenging to address

The rate of permanent exclusions in Poole peaked in 2014/15 at which point it was more than double the national average. Following the introduction of the Early Intervention Project delivered by the Quay school the rate of permanent exclusions dropped in 2015/16, but has risen again this year. Although the Early Intervention Project at secondary had a measurable impact in reducing exclusions it has not been sustained and the funding for this has come to an end. At primary there were very few permanent exclusions (as is the case nationally) but fixed term exclusions are comparatively high. The primary early intervention project, delivered by Longspee, has just come on stream and a clear outcome from this should be not just reducing primary fixed term exclusions, but also having an impact on secondary exclusions further down the line.

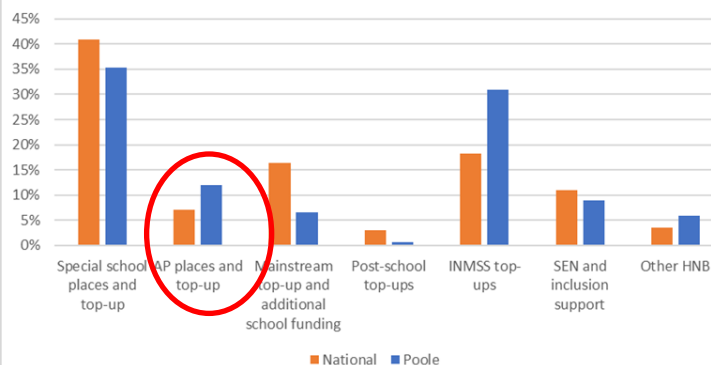
The Quay school is now full. The age profile of young people placed at Quay school has got younger which means fewer places are becoming available at the end of each academic year to free up for the next cohort. It has proved challenging to reintegrate children into mainstream provision after a period at the Quay school. Partly this is because schools have feared the impact of having to re-exclude. Partly it is due to the high quality of their experience at Quay.

The net result of high exclusions and low reintegration in mainstream is that Poole spends a high proportion of its high needs budget on AP – 12% compared with 7% nationally. Per capita 0-19 spend on AP is £24 per head compared with £10 nationally. In Poole 42% of those excluded in 2013/14 were in sustained education, employment or training in 2014/15 compared with 57% nationally.

Rate of total permanent exclusions



Percentage of high needs spend based on 2017-18 S251 budget returns



Source: DfE SFR35/2017 & ESFA S251 2017-2018

Part 2: Key findings and recommendations

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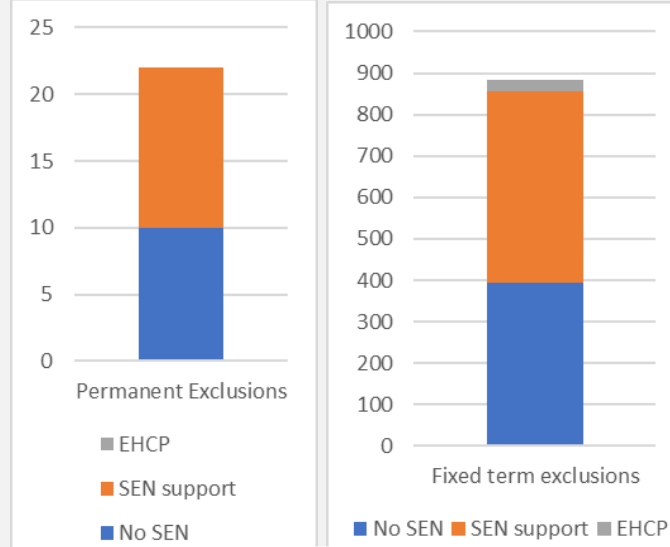
Managing demand post-16

To reverse the trend in rising exclusions will require earlier support and intervention, better strategic planning, and greater collaboration.

Responses to our survey showed that 47% disagreed or strongly disagreed with the proposition that the right offer of alternative provision is in place, compared with only 16% who agreed (the rest could not say). This is not a reflection of the quality of provision in the Quay School, which is very highly regarded by both schools and pupils, but stems from a sense of frustration in schools that they feel they have young people in their classes whose behavioural needs they cannot address and for whom the right support and provision is not available.

It is not completely clear why exclusions are higher than average in Poole. In terms of the demographic context there are some very challenging areas but Poole is not unique in this respect. Some of the contributing factors may be:

- The need for greater strategic planning between the Quay School, secondary schools and the LA to plan out how the capacity available can best be deployed over the course of a year, to plan reintegration of students well in advance, and to maximise the impact of managed moves and other forms of intervention prior to exclusion.
- Schools report that many exclusions are a result of families in crisis and feel that there is insufficient wrap-around multi agency support for such families
- There is a significant overlap between the cohort of young people being excluded and those on SEN support. Around 55% of permanent and fixed term exclusions were for young people on SEN support. The rate of permanent exclusions (0.45 compared to 0.32) and fixed-period exclusions (17.25 compared to 13.72) for pupils on SEN support is higher in Poole than is the case nationally. This suggests that many of the same challenges identified in successfully meeting the needs of young people with SEND in mainstream schools might also apply to preventing exclusions.
- Schools strongly feel that earlier identification of needs and the appropriate support would help prevent challenging behaviours from becoming entrenched. This requires clear identification of underlying need not manifesting behaviour.



Source: DfE SFR 35/2017

Part 2: Key findings and recommendations

Reducing the rise
in EHCPs

Supporting SEND
in mainstream

Reducing
exclusions

Increasing capacity
of special schools

Reducing reliance
on INMSS

Managing demand
post-16

The following recommendations build on the developments already underway, and aim to make best use of the AP capacity available whilst focusing on the earlier identification of underlying needs which lead to challenging behaviours:

Establish a new strategic place planning and commissioning group for managing AP

Review the current placements in AP and identify those that with the right support could go into mainstream; establish a forward forecast for need in AP and ensure that placements are being actively managed so as not to exceed capacity

Explore alternative vocational pathways and provision that might help meet needs

Many schools have already started to develop own versions of alternative and vocational provision; explore with college potential for developing 14-16 offer and with local studio school whether additional places might be made available there

At primary establish an early intervention group to manage and oversee support to pupils at risk of exclusion

Create a new group to review exclusions data at primary and identify support needs and ensure early intervention support is being used effectively; primary schools asked to discuss potential exclusions through local networks first and bring at-risk cases to this group

What are you doing already?

- Managed moves protocol
- LA exploring how to avoid financial penalties for schools if re-integration is unsuccessful and exclusion occurs again
- Secondary schools have been developing their own bespoke programmes.
- Post-16 team is researching vocational models being delivered nationally with a view to replicating some of these in Poole.
- Launched early intervention support programme at primary this year
- Will need to evaluate and look at effectiveness of support this year

What else should you consider?

- Group should be asked to identify those AP students who could be placed back in mainstream and develop package of support to make that transition effective
- Longer term, group should be forecasting demand for AP and managing placements to ensure this is not exceeded.
- Explore potential to develop a more formal 14-16 programme with college
- Explore offer from local Studio School
- New early intervention group manages and oversees EI support and reviews impact on regular basis
- Primary schools asked to bring at-risk of exclusions cases early to EI group following discussion within their local networks of EP/SENDCOs
- EI group to review any exclusions where this process was not followed and consider transition support for primary pupils with a history of exclusion moving into secondary

Part 2: Key findings and recommendations

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Maximising capacity of special schools

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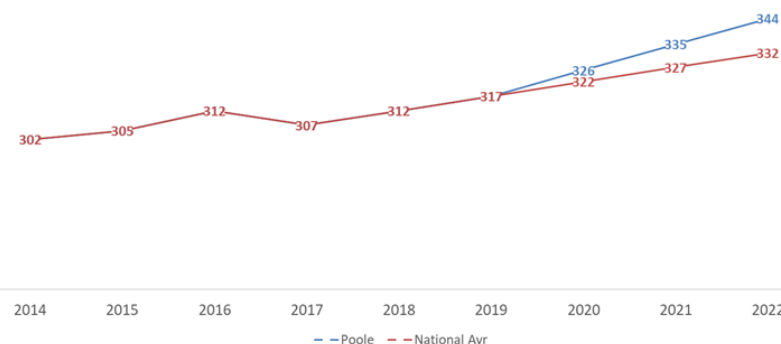
Special school provision in Poole is full and demands are currently set to increase. Feedback from parents on placements in current specialist provision was generally very positive. This was echoed by professionals, who commented on the quality of support available. The high level of disagreement with the proposition “the right offer of specialist provision is in place” reflects the fact that maintained special school capacity in Poole, and in neighbouring authorities, is now full.

Our forecasting suggests that over the next 5 years Poole is likely to need **around 35-40 more special school places over the next 5 years** if current growth trends and existing patterns of placement continue. This would add around £900K to the high needs budget which is not affordable. MLD, ASD and PD are the areas of need growing fastest.

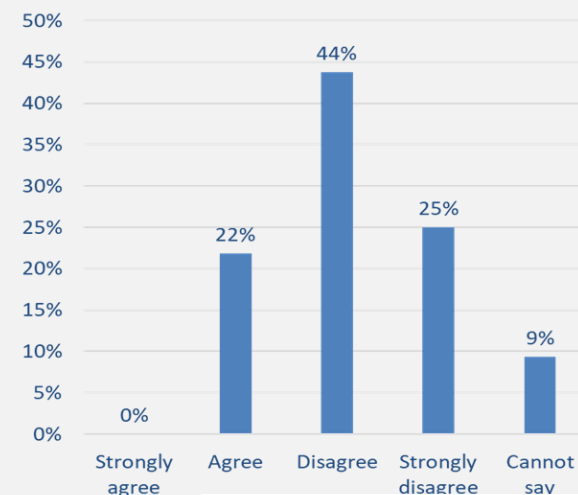
Poole performs well compared with neighbouring authorities on transferring pupils from specialist settings to mainstream – 24 children with EHCPs moved from special to mainstream provision in 2016. However, this has not been sufficient to compensate for the rise in new requests for special placements. The implications are that unless more capacity can be freed up greater use will be made of costly INMSS placements as an alternative.

There is currently a degree of overlap between pupils whose needs are catered for at different specialist settings. This creates challenges in terms of ensuring children can be taught alongside peers of similar ability.

PROJECTED GROWTH IN SPECIAL SCHOOL PLACEMENTS IN POOLE, BASED ON LOCAL AND NATIONAL EHCP TRENDS



Right offer of specialist provision.'



Source: Isos survey of providers & Isos projections

Part 2: Key findings and recommendations



The following recommendations look to utilise existing capacity in the special sector to best effect, and realign this where necessary to better meet needs:

Review current Special Schools placements and re-allocate places if needed

Consider whether current allocation of students across Special Schools is best meeting needs; consider re-allocating students between schools or placing back in mainstream

Strengthen processes for reviewing placements and re-integration into mainstream

Identify students in Special Schools with potential to be reintegrated into mainstream and identify what support would be needed to make transition successful

Establish regular placement planning meeting with specialist providers and LA

Suggestion was a half-termly meeting to look ahead at potential current and medium-term placements based on intelligence from LA and local networks of SENDCOs/EPs

Consider long term options to realign SEMH provision across Poole & Bournemouth

Provision should be supporting more primary aged children with SEMH to be educated in mainstream settings, with more specialist SEMH provision available at secondary

What are you doing already?

- Some Special School Heads recognised that they had some students who may be better placed in another Special School or back in mainstream but there is currently no process for this currently
- This happens through annual reviews but it is unclear how proactively schools and LA are identifying potential candidates and really pushing on what it would take
- Discussions about placements are generally happening on an individual basis with Special Schools
- Currently placing students at Tregonwell in Bournemouth as have no secondary SEMH provision in Poole
- Question about whether need specialist SEMH school at primary level

What else should you consider?

- Proactively identify students who might not be placed appropriately. Use Annual Review process to review placement.
- Review and re-state the distinct offers of each Special School as part of this process
- Identify small number of potential candidates for re-integration to mainstream
- Discuss with Special Schools and mainstream schools what it would take including new forms of provision or support
- Use meeting to consider immediate pressures and likely future demands regularly (half termly) and decide how to meet upcoming needs
- Consider how they can take students currently placed in INMSS
- Undertake a joint review of current SEMH provision across both boroughs to determine future needs
- Use information from outreach and EI project to gain a better understanding of SEMH needs in the borough

Part 2: Key findings and recommendations

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in EHCPs

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in mainstream

Reducing
exclusions

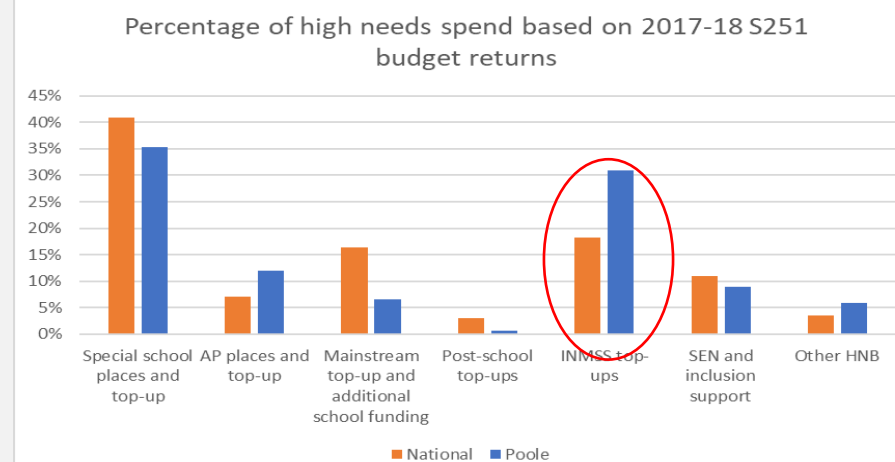
Increasing capacity
of special schools

Reducing reliance
on INMSS

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post-16

The most significant financial challenge for Poole is the high reliance on placements in INMSS. There will always be the need to commission some places in INMSS provision for children and young people with more complex requirements or where good value provision complements the maintained offer, but current levels of dependence on INMSS is not sustainable. Placing children and young people in out of area INMSS placements can isolate them from their peer groups and make preparing for independence more challenging. Some of the factors which may be influencing high levels of INMSS placements are:

- The **lack of capacity in the maintained special sector** to meet current needs is likely to lead to greater number of placements in the independent / non-maintained sector.
- There are a **relatively high number of well-regarded INMSS schools established locally**, which makes them an attractive option for parents.
- Some providers report that there is a **culture within parent representative groups** within Poole to advocate strongly for children and young people to be placed in INMSS settings. This may suggest a lack of confidence in the local continuum.
- There has been relatively **little strategic planning with INMSS** settings to either negotiate reduced costs or temporary placements with a fixed end-point.
- The **lack of resourced provision** may make it harder to meet some categories of need closer to mainstream.
- **Placement breakdowns** may not be spotted early enough and prevented, possibly as a consequence of reduced support through the EP team and at annual reviews.
- Partner agencies, and occasionally also schools, **recommending INMSS placements inappropriately** and raising expectations.



Source: ESFA S251 2017-2018

Part 2: Key findings and recommendations

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in mainstream

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exclusions

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of special schools

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post-16

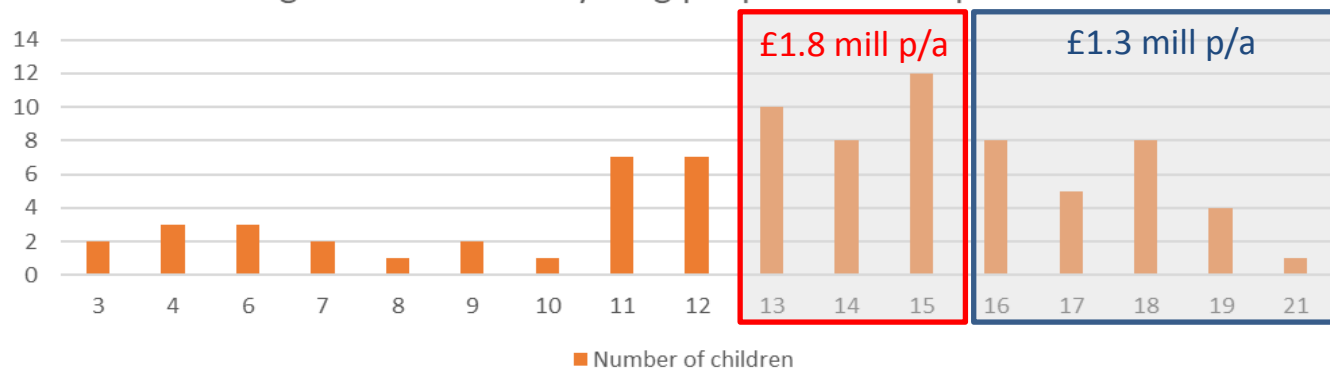
Achieving a meaningful reduction in the use of INMSS placements is likely to require minimising the number of new placements and reintegrating some young people currently based in INMSS back into maintained provision.

Achieving this may require the development of new forms of support and provision, and very close and collaborative working with families. Local areas which have done this successfully have carried out a forensic analysis of their children placed in INMSS and have worked particularly with those approaching points of transition.

The age profile of children and young people in INMSS in Poole presents an opportunity and a challenge. As can be seen from the chart below, 65% are young people aged 13 – 21. Many of these young people are approaching key transition points of 16 and 19, which may provide opportunities to work with families and local providers to offer pathways to adulthood and independence which are not reliant on high-cost independent residential provision. The challenge is that at this stage in their education families may be unwilling to try a different type of placement if they are hoping to secure residential provision on a long-term basis for their child.

Page 119

Age of children and young people in INMSS provision



Analysis of the age profile of INMSS also shows a marked increase for children aged 11, compared with primary aged children. This suggests that primary to secondary transition may be a key point at which families lose confidence in the local continuum of provision or where the needs of these young people becoming harder to meet in a mainstream environment

Part 2: Key findings and recommendations

Reducing the rise in EHCPs

Supporting SEND in mainstream

Reducing exclusions

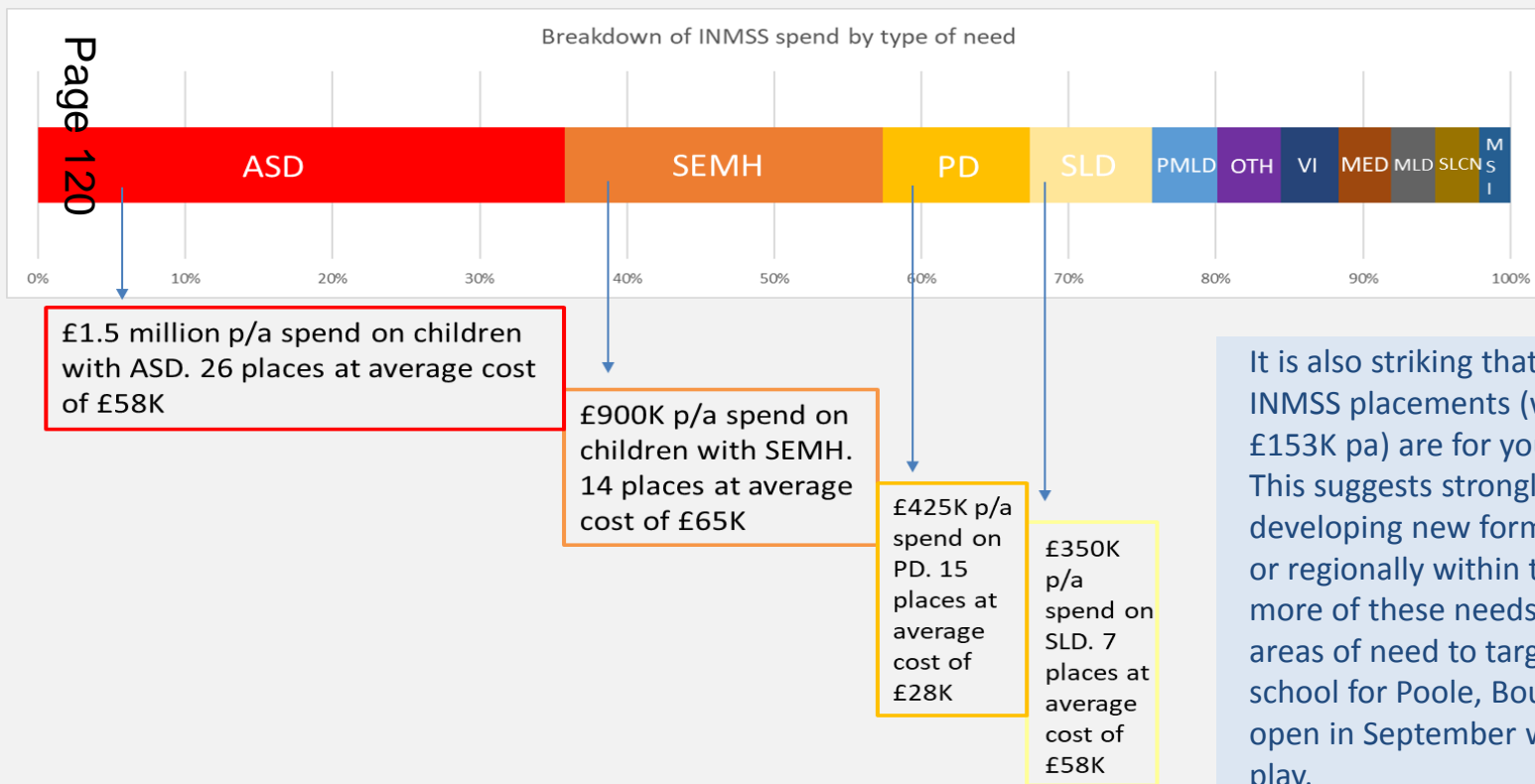
Increasing capacity of special schools

Reducing reliance on INMSS

Managing demand post-16

Reducing reliance on INMSS placements also requires a clear understanding of the needs that are currently not being met locally.

The chart below shows how the annual spend on INMSS placements is broken down by need. It is very apparent that together young people with ASD and SEMH accounts for nearly 60% of the annual spend on INMSS placements. Not only are there high numbers of young people with ASD and SEMH in this type of provision (40 in total) these are also relatively high cost placements within the INMSS sector – at an average of £58K and £65K per place respectively. One of the themes emerging from Poole's parent survey was difficulty around the diagnosis and support available for children with ASD, ADHD, mental health issues and anxiety.



It is also striking that eight of the ten highest cost INMSS placements (which range from £82K pa to £153K pa) are for young people with SEMH and ASD. This suggests strongly that if Poole were to consider developing new forms of provision within borough or regionally within the maintained sector to meet more of these needs, ASD and SEMH may be the areas of need to target. The new ASD special free school for Poole, Bournemouth and Dorset that is to open in September will have an important role to play.

Part 2: Key findings and recommendations

Reducing the rise
in EHCPs

Supporting SEND
in mainstream

Reducing
exclusions

Increasing capacity
of special schools

Reducing reliance
on INMSS

Managing demand
post-16

The following recommendations aim to radically reduce reliance on INMSS placements over time through careful child-level planning:

Carry out a child by child review of those currently placed in INMSS with the aim of identifying those students who with the right support could be placed in Special Schools or Mainstream Schools in Poole. Focus in particular on 13-15 yr olds

Review current contracts with existing INMSS providers to renew provision and cost Identify which provision you want to maintain as part of the local offer e.g. lower-cost and complements existing offer and which provision you want to stop/reduce the cost

Implement new commissioning process for any future placements in INMSS
Consider setting a 2-3 year time limit on any new placement. Set clear objective that reintegration into mainstream or maintained special school is the desired outcome

Identify specialist and mainstream provision needed to bring to an end placements
Given numbers currently placed in INMSS with ASD and SEMH identify where this need could be met within Poole or in provision like the new Free School planned in Dorset

What are you doing already?

- Completed a review of the 10 highest cost placements and followed up with individual providers to renegotiate contracts and set clearer expectations and outcomes within IPAs
- As part of the review of current placements, renegotiated contracts with current providers to push costs down and set clear outcomes
- Establishing a preferred provider list
- New panel starting in January for INMSS allocating costs to Health/Social Care
- Tribunal officer aiming to identify potential INMSS placements earlier and work to avoid/contest decisions at panel
- Know already that highest volume and cost placements are ASD and SEMH
- Identified how much of this provision could be met by new free school, and supported the case for it

What else should you consider?

- Focus next on all 13-15 year old placements urgently with the aim of bringing some back into Poole at 16
- Might also focus on smaller numbers approaching primary-secondary transition and those approaching 19
- Likely to require additional resource
- Join up this conversation with Bournemouth and other councils urgently as in many cases you are negotiating with the same providers and likely to get a better deal
- As part of establishing a preferred provider list identify which providers you want to maintain as part of the core local offer and which you will only use in emergency cases
- Consider setting time limits on all INMSS placements of 2-3 years
- What other provision might be needed to bring back some of these placements?
- Pilot new models/types of provision

Part 2: Key findings and recommendations

Reducing the rise in EHCPs

Supporting SEND in mainstream

Reducing exclusions

Increasing capacity of special schools

Reducing reliance on INMSS

Managing demand post-16

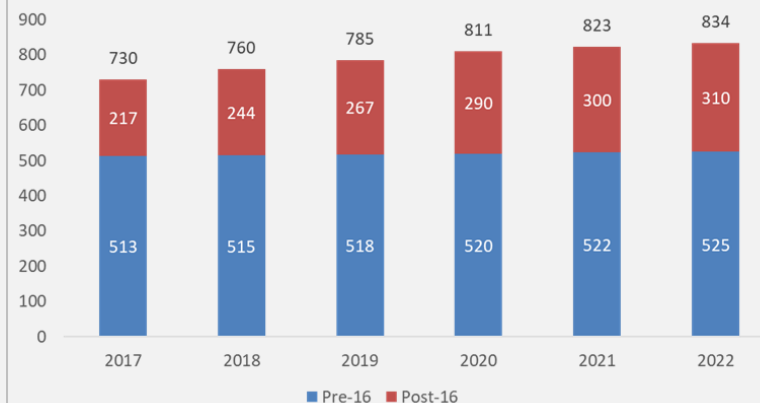
Responsibilities for young people aged 19-25 are the big area of unfunded growth in the system. Unless this pressure can be managed sustainably and proportionately it will present enormous challenges for funding pre-16 provision. Our projections suggest the cohort of young people with EHCPs post-16 is likely to grow by around 100 young people over the next 5 years.

Poole currently achieves very good outcomes compared with national averages **for the percentage of young people with SEN staying in education, employment or training post-16.** The issue will be maintaining this within budget.

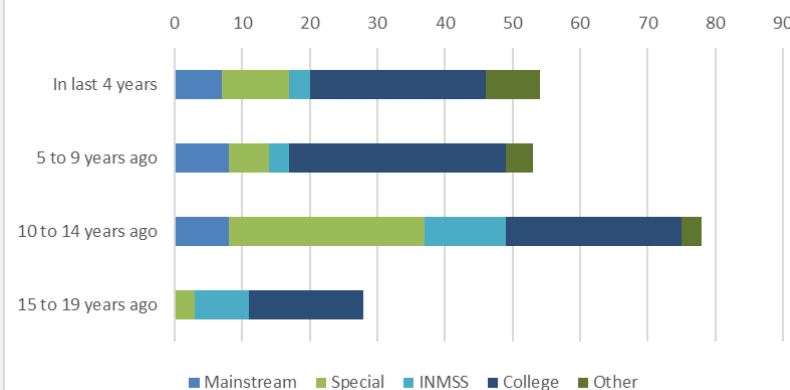
During the fieldwork we heard about some very successful pathways that have been developed from Winchelsea special school into college. However, there are not currently equivalent routes for other young people in special schools. **Consequently Poole is a relatively high user of special provision for post-16s.** As the chart shows, some of this is caused by a legacy of specialist placements made some years ago.

A number of parents and professionals reflected on **the need to strengthen the transition process into adult social care and preparing young people for adult life.** This is a particular concern for young people with the most complex needs. There is currently a perception that there are few options in between a mainstream college placement with minimal at-home support or a full-time residential placement. The LA and special schools both have a role in elucidating a broader range of opportunities, and more bespoke models of provision, for parents and young people. Only 18% of parents surveyed by Poole felt their child was being well prepared for adulthood.

Forecast growth in post-16 EHCPs based on local and national trends



Placement of young people post-16, by age of statement / EHCP



Source: Poole EHCP data & Isos projections

Part 2: Key findings and recommendations

Reducing the rise
in EHCPs

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in mainstream

Reducing
exclusions

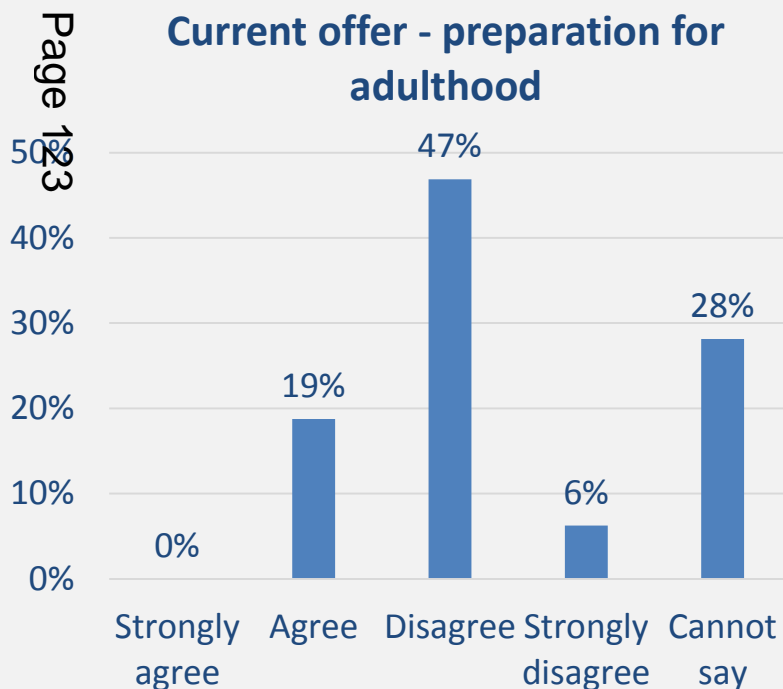
Increasing capacity
of special schools

Reducing reliance
on INMSS

Managing demand
post-16

Concerns about the range of provision available post-16 and the strength of current processes for preparing young people with SEN for adulthood came through clearly in the survey. 53% of respondents disagreed or strongly disagreed with the proposition that there is the right current offer in terms of preparation for adulthood, and only 19% agreed.

Professionals also questioned, through the workshops, how well the voices of young people were being heard in planning for their futures. Some (but not all) of the young people to whom we spoke in the focus groups echoed the view that more could be done to support them to realise their long-term aspirations.



Source: Isos provider survey

"Need to improve transition from school, transition at 18 particularly around social care and mental health needs, also lack of opportunities for supported living for adults with SEND"

"Gaps in provision for 20-25 age group, particularly once educational needs are less clear; improving range of outcomes are emerging around employment and independence but older young people still struggle with transition from post-16 provision"

"Need more options after school for young people who have severe and profound and multiple learning difficulties. More help for parents who are having to negotiate the transition from children to adult services. Joined up person centred planning meetings across all agencies rather than lots of separate meetings."

Part 2: Key findings and recommendations

Reducing the rise
in EHCPs

Supporting SEND
in mainstream

Reducing
exclusions

Increasing capacity
of special schools

Reducing reliance
on INMSS

Managing demand
post-16

The following recommendations build on the innovative pathways created post-16 to extend high-quality locally provision to more young people with SEND, particularly those with more complex needs:

Continue to develop and expand new models of collaborative post-16 provision

Post-16 transition group should continue to identify future cohorts provision needs and plan a flexible post-16 offer that can meet their needs. Should also be asked to look at current post-16 INMSS placements and see what could be offered to them.

Strengthen the transition-planning process

Focusing not only on the children's-adult services transition, but the wider preparation for adulthood for children with EHCPs and on SEND support – clear processes, responsibilities, collection of information to inform planning.

Promote personal pathways and preparation for adulthood offer from an earlier age

Start the conversation with students and parents at an earlier age about transition and future options (potentially in partnership with parents group). Promote alternatives to residential care post-16 to parents to show what is available

What are you doing already?

- Developed a collaborative offer between Winchelsea and Bournemouth and Poole College which has been well received
- Developed supported internships offer
- Transition group established to look at post-16 and post-19 transitions
- College and Special Schools working together to promote post-16 pathways

What else should you consider?

- Explore what additional provision might be needed with Special Schools and College to meet the needs of those approaching transition to post-16 and those currently placed in INMSS post-16
- Ensure transition group has a clear process for identifying individuals at an early enough stage to start planning for their future provision and engage young people and parents in this planning
- Explore with parents groups what additional advice and guidance they might want about transitions
- Consider whether parent groups could help to develop and deliver these messages
- Work with adult services to develop a specific 'offer' that sets out what could be available as an alternative to residential care if placed locally

Introduction – Background and aims of the review

Part 1 – Key findings

Page 125

Part 2 – Options and recommendations

Conclusion – taking forward the findings of this review



Conclusion

Achieving the ambitious agenda set out in the preceding slides will require a strong coordinated and collaborative approach between all partners, united under clear strategic leadership and tight governance:

Ensure strong strategic leadership of SEND strategy and engagement from all schools

Use the launch of the new graduated response strategy to be clear about expectations with schools. Find strong headteacher voices to advocate for the SEND strategy and take forward recommendations. High Needs block task and finish group to oversee implementation

Clarify governance arrangements for taking forward SEND strategy

Ensure respective roles of SEND Strategic Partnership Group, SEND Schools Partnership Group, Schools Forum and Standards Board are clear and generating strong engagement & ownership from mainstream heads.

Explore how to strengthen relationships with parents groups further

Consider how parents groups could be engaged further in key elements of taking forward the SEND strategy. Find opportunities to work with parents on shared agendas to co-design new aspects of the system, for example post-16 pathways and transition processes.

Strengthen join-up with health

Identify core priorities where greater join-up would have greatest impact (strategic messages, joint commissioning, complex needs funding, contribution to EHCPs). Use the opportunity for working across Poole, Bournemouth and East Dorset to engage collectively and differently with the CCG.

Taking forward the recommendations – prioritising quick wins and longer term actions

Given the number of recommendations we have prioritised what we see as the most important short term quick wins to be undertaken in the next 3 months and the most important medium term actions to be completed by September 2018 and beyond.

In the next 3 months the most important quick wins/immediate actions to take are:

- Launch new graduated response offer and get local networks up and running to try and reduce ECHP applications immediately – track ECHP applications by local networks on a weekly basis and target further support/intervention from EPs/outreach as needed to reduce further
- Identify immediate support needs of mainstream and work with TSAs, MATs and outreach to ensure offer is being targeted effectively and develop SSIF bid to enhance support available to mainstream teaching staff on SEND
- Develop & pilot the new 'targeted' outreach offer to 2/3 schools with high numbers of EHCP applications and review impact of targeted support
- Free up at least 5-10 AP places by identifying candidates to place back in mainstream and additional support needed
- Identify potential to free up places within Special Schools by supporting move back into mainstream
- Implement INMSS placement review for top 20 high costs placements/placements identified as having most potential to bring back into Poole

In the medium term by September 2018 you should also have done the following:

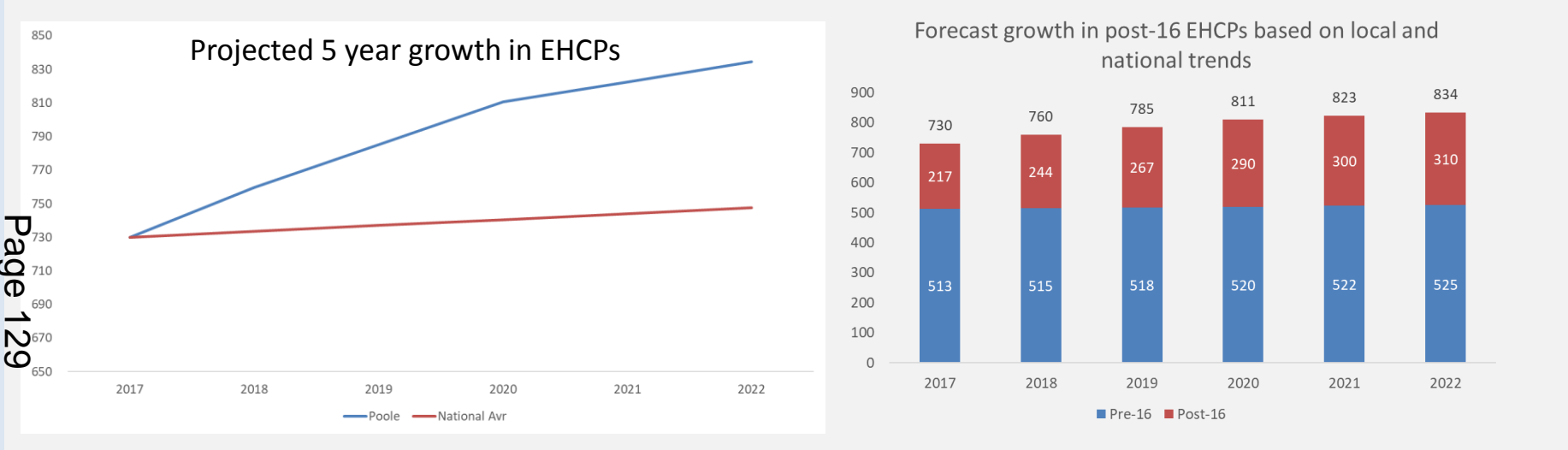
- Launch the new panel and assessment process including development of triage approach through local networks
- Develop the new enhanced outreach offer and resource base offer and trial or pilot with a number of mainstream and special schools
- Implement new FE offer for 14-16 year olds with Bournemouth and Poole College
- Complete review of SEMH provision across Bournemouth and Poole and implement recommendations
- Use the Annual Review process to bring back at least 5 placements in INMSS back into maintained Special or Mainstream schools
- Work with parents group to launch new guidance and information about post-16 options and adult destinations

Taking forward the recommendations – areas of potential joint work with Bournemouth to be explored further

1. Core processes, frameworks – identification, assessment, banding
2. Recruitment and deployment of specialist staff – especially EPs
3. Specialist SEND provision offer – planning, commissioning, admissions processes
4. Strategic commissioning and working with the INMSS sector
5. Developing pre-statutory SEN support – outreach and targeted services
6. Strategic relationships and commissioning with local health services – Dorset CCG
7. Developing a strategic role for parents and carers – refreshed role for a joint PCF
8. Continuing to develop preparation for adulthood pathways across the local area

Conclusion – looking ahead

This review has focused to a large extent on the strategy and actions required to meet the *current* special education needs of children and young people in Poole within the *existing* high needs budget. However, an important aspect of this strategy is also to prepare adequately for future needs:

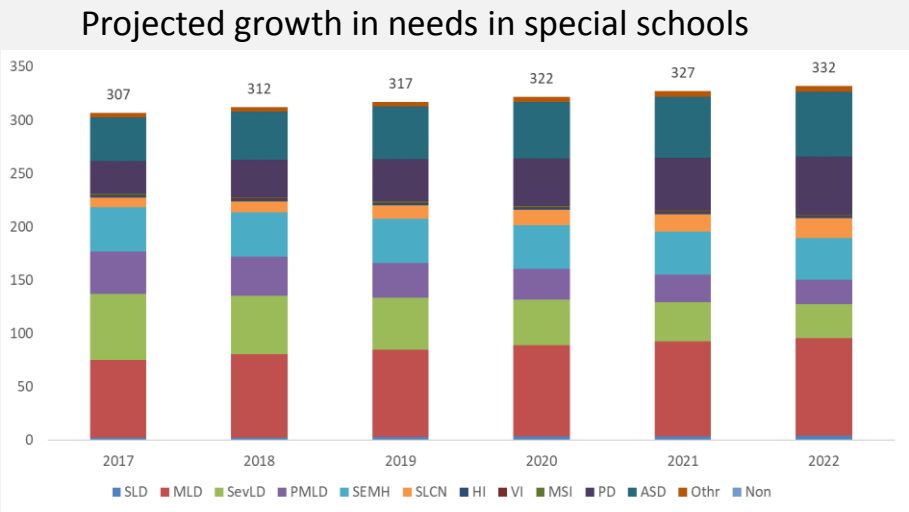
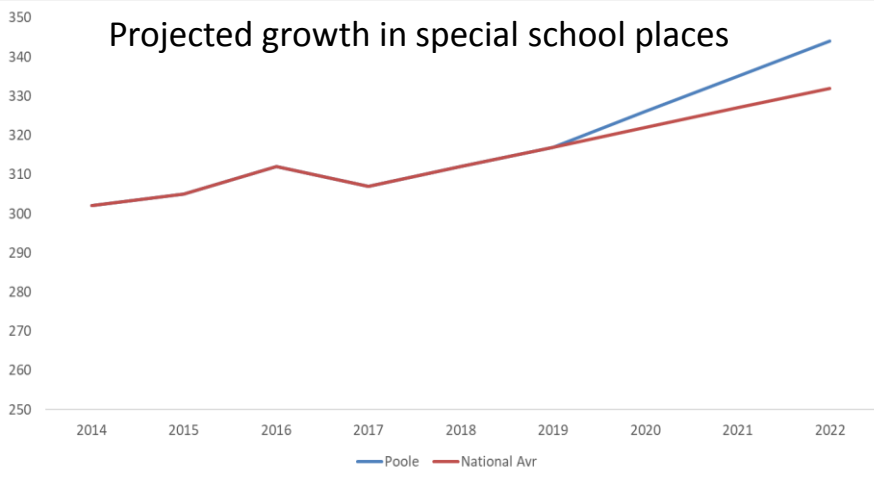


Our initial forecasting, based on local and national trends suggests that if current patterns of growth continue, taking into account underlying population growth there are likely to be another 100+ EHCPs in the system in the next 5 years. A lot of this is based on year on year growth in the post-16 cohort. This level of growth, given what we know if happening to the rate of increase in EHCPs in Poole in recent months, is relatively conservative. It serves to further illustrate the need to rebalance the pattern of provision to accommodate future needs.

The current average cost of a child or young person to the High Needs budget in Poole is £13,700. Obviously 100 more EHCPs at similar average cost would lead to a further £1.4 million demands on the high needs budget over a 5 year period.

Conclusion – looking ahead

Page 130



Based on the underlying growth in EHCPs, along with trends in the usage of different types of placement, initial projections suggest that Poole may need in the region of 35 to 40 more special school placements over the next 5 years. This is an increase of around 10% on current levels of special school placements.

Again, based on historic trends, we can project that the primary needs in the special sector that are likely to be subject to the most rapid levels of growth are ASD, PD and MLD. The projected growth in PD and ASD are significant as these are currently two relatively large areas of spend in the INMSS sector.

As schools and the LA work together to reshape provision to better meet current needs and reduce overall levels of spend, it will be necessary to take into account future growth trends in order to meet needs strategically and in a planned way rather than reactively.

BCP BUDGET STEERING GROUP

28 June 2018

HIGH NEEDS BLOCK PRESSURES

1.1 BACKGROUND

- 1.1 Bournemouth, Dorset and Poole continue to have pressures on the High Needs Block (HNB) of the Dedicated Schools Block (DSG).
- 1.2 Bournemouth and Poole commissioned a review of Special Educational Needs and Disabilities and other high needs provision in 2017. This was undertaken by ISOS, consultant professionals also used by central government. The outcomes of these reviews have been shared with schools and plans are in place working with schools to try to address these pressures.
- 1.3 Dorset has undertaken a comprehensive local review of sufficiency, and all areas of the HNB to consider how change can be made to meet the budget challenges
- 1.4 Pressures on the HNB locally and nationally have arisen due to rising demand for Education Health and Care Plans (EHCP) requested by mainstream schools and parents as well as from the rise in permanent exclusions. The rise in EHCPs is in part due to demographic growth and increasing complexity of need but can also be linked to the new SEN Code of Practice introduced from 2014. Rising exclusions can also be linked to government policy, including the demands of the secondary school curriculum and how the performance of secondary schools is measured nationally.
- 1.5 Permanent exclusions have continued to rise over the academic year 2017-2018, with no indications yet of a changing trend with budgets set aside for 2018-19 now unlikely to be sufficient. Local providers are becoming full early in the academic year and alternative packages / places will continue to be required to meet the demand. This problem has the prospect of becoming even more acute for the new Local Authority from 2019-20 as the demographic growth moves through the secondary school phase.
- 1.6 Only low funding growth is expected for high needs in 2019-20.

2 HIGH NEEDS BUDGETS 2018-19

- 2.1 The High Needs budgets in 2018-19 across Bournemouth Christchurch and Poole (BCP) totals £39.4m, representing 16% of the total DSG. Most of the budget is allocated to support provision for individual children. As the number of children allocated individual places and support packages grows so too

does the budget requirement. Commissioning decisions can have some impact but these need to be part of longer term solutions.

2.2 The 2018/19 DSG budgets have been balanced with the agreement of each Schools Forum to transfer funding from the school block DSG allocations to instead support the cost of pupils with high needs. Approval was also required from the DfE to support the Bournemouth and Poole transfers (being greater than the 0.5% of funding within the Schools Forum remit). The Dorset transfer was made following initial rejection of the move by the Schools Forum which was upheld by the Secretary of State, but subsequently the Schools Forum agreed to a lesser amount than originally proposed for specific purposes. All decisions are applicable for 2018/19 only. The level of each transfer and details of the high needs budgets are shown on the separate schedule included for the meeting.

2.2 Although each Council has set a balanced budget for 2018/19 supported by the transfer, all contain challenging savings targets.

3. **WORK TO ADDRESS THESE PRESSURES**

3.1 **Bournemouth:**

3.1.1 Bournemouth has been working to create a strong partnership commitment to inclusion and managing spend within the High Needs budget available. Under the oversight of the SEND Strategic Partnership Board and Schools Forum Task & Finish Group a number of strategic actions are being taken to create a sustainable approach. These have already begun to impact on reducing HN expenditure with the in-year balance improving by c£500k at the end of last financial year compared to the previous year. However, to reduce the pressure on High Needs expenditure further some immediate actions were taken at the start of this financial year:

3.1.2 Immediate Actions:

- The funding provided for support for each EHCP in mainstream primary and secondary settings is being reduced by 20% from 1st April 2018. In addition, it is proposed that the current approach to funding EHCPs will change to a banding system from 1st September to reduce bureaucracy, increase clarity and enable better financial control.
- The full £6k contribution from mainstream settings towards Top Up costs will be deducted for all new Top Up allocations regardless of when the new EHCP plan commences. This will impact on new allocations in their first financial year only.
- The funding received by our Bournemouth Special Schools from the High Needs block is being reduced by 1.5% from 1st April 2018.

3.1.3 Sustainable Model:

- Identification, Assessment & Access: Revised SEND Guidance has been introduced to promote an effective graduated response and improve consistency of practice. Alongside this, there is also increased rigour to SEN Panel processes with greater involvement of school leaders to strengthen accountability and peer challenge.
- Support for Mainstream Schools: SENCOs are being supported through networks, training and leadership development and our local Teaching School Alliances are aligning their offer to Bournemouth priorities in, for example, ASD and SEMH. In addition, a targeted Outreach offer will be piloted from September for Communication & Interaction and SEMH with a focus on building capacity and reflective practice in mainstream schools. There will also be a pilot of using specialist therapeutic interventions with young people with mental health needs.
- Specialist Provision: We are working with our mainstream schools to increase our Resource base capacity for ASD and SEMH support. We are continuing to work with our two Special Schools to increase their offer and reduce the demand on independent non-maintained provision.

3.2 Dorset:

3.2.1 The County is in the process of adding a number of specialist places to meet demand locally and avoid sending pupils to more expensive independent provision. Thus far:

- New Complex Communication Need (CCN) resource provision bases have been opened in 4 schools (in some cases replacing speech and language bases) with a further 6 bases planned to open by September 2019.
- Additional places have been made available already in special schools, and there are further places planned for 2019, to enable local provision for more complex pupils.
- Three new SEMH bases are planned to be placed in 3 of Dorset's Learning Centres with starting dates for September 2018.
- A review of pupils in independent provision is taking place to see whether any pupils can be returned to local provision.
- A new CCN and SEMH school is planned to be built at the ex Bovington Middle School site with an opening date of September 2020.

3.2.2 Dorset has historically avoided permanent exclusions (Pex) by paying for pupils at risk of exclusion to be dual registered in Learning Centres (PRUs) at a significant cost. However, this has led to a lot of pupils not moving on from the centres. Therefore, the new policy is now to only commission places for

Pex pupils and those with medical needs. This has proven to be a major issue for both the centres and the schools resulting in a spike in exclusions. The process is not yet fully completed and there is turbulence still to be managed over the coming year.

3.2.3 The method for paying support for pupils with SEN in mainstream schools has recently been reviewed and changed from a system of paying for teaching assistant hours to a banded funding mechanism. This is to remove the link between TAs 'attached' to pupils and to allow more flexibility for schools to use funds to support meeting the pupil's identified desired outcomes. It also reduces the cost to the HNB.

3.2.4 A task and finish group has been convened from summer 2018 to consider how to repay the HNB deficit and the priorities of the schools.

3.3 **Poole:**

3.3.1 In October 2017, a HNB Task and Finish Group was set up in order to drive forward partnership working between the Local Authority (LA) and schools to manage together the pressures identified in the HNB.

3.3.2 The HNB Task and Finish Group has is continuing over 2018-19 and has met monthly since February 2018, with a focus on the following areas:

- Reducing the rise in permanent exclusions.
- Development of a robust offer for SEND within mainstream schools.
- Feedback from schools on changes proposed and monitoring progress of the action plan,

3.3.3 Outcomes of the work of the group to date:

1. A Positive Reintegration Protocol has been introduced between the Quay School (Alternative Provision Provider) and mainstream secondary schools in Poole (April 2018). This has resulted in 4 pupils being identified to return to mainstream provision from the Quay School in the Summer term.
2. Ambitions Academy Trust, with Bournemouth and Poole, has submitted a bid to the Alternative Provision Innovation Fund. The outcome of successful bids is expected in June 2018.
3. The Group recommended that the post at the Quay School be retained and now be clearly defined as the Positive Reintegration Programme Coordinator, to support pupils making a fresh start in a mainstream setting.
4. Poole has worked with Dorset, to create an online central directory of alternative provision services that school could commission to support their pupils. This should be available from September 2018.

5. Feedback provided on the implementation of the graduated response toolkit and new panel system to ensure that these new systems are working effectively.

3.3.4 Further work planned:

1. Working with SENDCOs to develop the role of SENDCO champions, a pre-EHCP Forum for SENDCOs and the continued development of the local cluster arrangements with the educational psychology service.
2. Discussion with Bournemouth and Poole College and secondary Headteachers regarding the development of a Key Stage 4 vocational offer.
3. The development of the Poole Mainstream Plus offer to incorporate the allocation of the SEND capital funding available (£160,000 per annum over a 3 year period).
4. Developing an Inclusion Charter which provided a clear statement of how schools and the LA work in partnership.
5. Continued monitoring of the action plan.

3.3.5 The group has also been made aware of ongoing financial pressures such as SEND tribunal cases and pupils moving into Poole with high cost placements agreed by other LAs.

3.3.6 In setting the Poole HNB budget for 2018/19 it has been assumed that the activities underway will have some success in managing cost pressures over the year. This expectation and the level of transfer from mainstream school funding has enabled mainstream school top up funding for pupils with SEN to be maintained at previous levels for Poole schools.

4. CONCLUSION

Setting a balanced HNB budget for 2019/20 within the funding available to BCP will be challenging without either continuing the transfer of funding from the mainstream schools block or reducing funding to support pupils in mainstream schools.

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BCP BUDGET STEERING GROUP

20 SEPTEMBER 2018

DEVELOPMENT OF NEW PROVISION FOR SPECIAL NEEDS AND DISABILITIES

1. BACKGROUND

- 1.1 At the meeting of the Bournemouth, Christchurch and Poole (BCP) Budget Steering Group on 28 June 2018, a paper was presented on the pressures on the High Needs Block (HNB) of the Dedicated School's Grant (DSG).
- 1.2 The Group requested a further report on development of new provision for special educational needs and disabilities.
- 1.3 This paper is set in the context of the reviews commissioned of Special Educational Needs (SEND) by Bournemouth and Poole in 2017, undertaken by ISOS.

2. CONTEXT

2.1 Bournemouth.

2.1.1 The ISOS Review highlighted:

- There has been a significant rise in the total number of statements and EHCPs in the last 5 (now 6) years.
- There is a growing demand for EHCPs across all age ranges.
- The profile of placements of young people with EHCPs is skewed toward higher cost provision.
- There is an increasing rise in exclusions;
- Significant overspend on the high needs budget resulting from above.

2.1.2 Challenges included:

- Availability and access to support with specific need to identify support pathways for mental health and autism;
- Inconsistent SEN Support in mainstream settings;
- Variable understanding and prioritisation of SEND among school leaders;
- Need for core offer of formal borough-wide targeted SEND and clarity on the continuum of support, services and provision;
- Insufficient capacity within local specialist provision;
- Need to strengthen transition between children and adult services.

2.1.3 A comprehensive High Needs Action plan has been devised which incorporates recommendations made within the ISOS review. The Action plan is regularly reviewed by the High Needs Budget Control Board, the membership of which includes head teachers, local authority managers and school governors. The board feeds in to the School's forum task and finish group which reports to the school's forum.

2.1.4 In order to achieve a balanced budget in 2018/19, the distribution of funding to support pupils has been reviewed and revised arrangements put in place. Opportunities are being sought to better align funding and provision via EHCPs to pupils' presenting needs which may result in ceasing/reducing plans, re-integrating pupils in Special Schools or Resource Bases back into mainstream and transitioning pupils back from Independent Non-Maintained provision to local Special School provision where appropriate.

2.2 Poole

The ISOS Review highlighted:

- The number and rate of Education Health and Care Plans (EHCPs) has increased dramatically over recent years.
- Compared with national averages, Poole has a relatively high percentage of children with EHCPs placed in independent and non-maintained special schools, and a relatively low percentage based in mainstream schools.

The key challenges focused on the following:

- Rising numbers of EHCPs.
- Commitment and capacity of mainstream school to support pupils with SEND.
- Number of exclusions and capacity of Alternative Provision.
- Capacity of Special Schools.
- Number of high cost placements in INMSS
- Rising demand post-16 and pathways to adulthood.

ISOS produced a series of recommendations which have been incorporated into the HNB Action Plan and progress is regularly reported to Poole Schools' Forum.

2.3 Dorset

Dorset has undertaken a comprehensive local review of sufficiency and all areas of the HNB, to consider how change can be made to meet the budget challenges.

3. CURRENT DATA

3.1 EHCPs by placement type (Latest available).

Placement Type	B	C	P	Total	%
Independent and NMSS	130	40	91	261	12%
Other Post 16 *	17		25	42	2%
Special Schools	320	71	267	658	31%
PRU	0		8	8	-
Post 16 FE College	111	35	97	243	12%
Mainstream Schools	340	119	273	732	35%
Pre School	4	6	12	22	1%
Apprenticeship / Internship / Training	11	4	7	22	1%
Out of Education	72	1	21	94	4%
Elective Home Education	10	3	9	22	1%
Total	1,015	279	810	2,104	100%

* Includes Independent Specialist Providers (ISP)

3.2 Permanent Exclusions from BCP schools (academic year 2017/18)

Phase	B	C	P	Total
Primary	1	2	5	8
Secondary	58	14	34	106
Special	0	0	0	0
Total	59	16	39	114

4. COST OF PROVISION BUDGET 2018/19

EHCP Provision - £000's	B	C	P	Total
Independent and NMSS *	4,743	1,324	4,624	10,691
ISP Post 16 (full cost)	460	510	825	1,795
Special School Places (as host)	3,490	0	2,290	5,780
Special & Mainstream top up	8,476	565	4,850	13,891
FE Places (as host)	390	191	216	797
Mainstream post 16 (host)	90	38	96	224
Resource Base	148	56	0	204
Total EHCP costs	17,797	2,684	12,901	33,382

NMSS – Non-maintained (non academy) special schools. Growth in places at NMSS is deducted from the DSG directly by the ESFA. Costs for Independent Special schools include both place and top up funding.

PRU/AP Provision - £000's	B	C	P	Total
PRU Places*	460	595	600	1,655
PRU/AP top up	275	154	400	829
Total	735	749	1,000	2,484

* Christchurch PRU includes top up plus medicals

5. PROVISION CURRENTLY BEING DEVELOPED

5.1 Bournemouth

Bournemouth, following the ISOS review has implemented the following main areas of development:

5.1.1 *Increasing Resource Base capacity:* Discussions have been held with a small number of Bournemouth mainstream settings to either expand existing Resource Base provision or create new Bases - aiming to increase Resource Base capacity for both ASD and SEMH needs. Kingsleigh Primary is in scope for a new resource base consisting of 12 pupils with ASD presentation while Malmesbury Park's current Resource Based provision will be expanded to accommodate a further 8 pupils.

5.1.2 *Develop further the local Special School provision/offer:* Discussions are ongoing with both Linwood and Tregonwell Special Settings about opportunities to expand their offer. This has already resulted in a modular building being erected on the Nigel Bowes site of Tregonwell which will educate 5 pupils from September 2018. The creation of more 'short stay' capacity using existing facilities on an Ambitions Academies Trust site is also being considered.

Planning for additional capacity to be created at a site in the west of Bournemouth to accommodate further ASD provision is ongoing which is anticipated will also positively impact on other areas of SEN by releasing space in current provision. This new provision will be considered in relation to its impact on Bournemouth, Poole and Christchurch in light of LGR.

It is intended to pilot some specialist therapeutic capacity to work with young people with SEMH in Tregonwell or Alternative Provision to seek to address underlying mental health needs. This should also enable Tregonwell to meet the needs of some pupils who currently are placed in out of authority specialist provision.

5.1.3 *Co-production of a new model for pupils at risk of exclusion with Bournemouth school leaders:* The LA is part of a working group of school leaders looking to develop a new approach to managing exclusions. This aligns with the discussions outlined above with Tregonwell Academy. The aim is to focus support earlier and avoid more permanent exclusions.

5.1.4 *Continue to develop the new approach to overseeing INMSS placements:* In addition to the actions outlined above to reduce the demand for places in Independent Non-Maintained Special Schools or out of authority Special Schools, commissioning and contract management processes are being strengthened and opportunities to transition pupils back to local provision, especially at transition points explored.

- 5.1.5 *Continue to develop the local preparation for adulthood offer:* pathways to employment including formal education, training and internships continue to be developed.

Strengthen the processes for transition between children's and adult services and for broader preparation for adulthood: A Transitions Group has been set up to ensure coherent approaches to supporting young adults with social care needs as they transition from children to adult services.

5.2 Poole

Poole, following the ISOS review, these as main areas of development:

Post 16 provision:

- This is building on the provision developed between Winchelsea School and Bournemouth and Poole College, to develop a further post 16 offer.
- Working with adult social care to develop a local offer.

Mainstream Plus:

- Working with mainstream schools to develop their offer to include more pupils who currently are being moved onto specialist placements. A model is being developed at Carter Community School.

Special Class in mainstream:

- Making use of mainstream facilities by enabling classes of pupils from special schools to be based in the mainstream but the curriculum delivered via the special school. This will therefore free up space within our special schools.

Independent and Non Maintained Special Schools (INMSS):

- Working with partners to ensure commissioning of places in INMSS is robust and provides appropriate support and outcomes for all pupils placed, including consideration of return to more local provision if appropriate.
- Working with secondary schools to reduce exclusion which has included the development of a Positive Reintegration Protocol.

5.3 Dorset

Whilst Dorset as a whole is adding specialist places to meet demand locally, this is not the case in the Christchurch area. The current Speech and Communication Base in the Christchurch area will close in 2019.

5.4 Regional Provision

A new free school is being opened by Delta Trust at the ex Bovington Middle School site, with an opening date for September 2020. All 3 Local Authorities

have been involved in providing data around local needs and place numbers that may be required from the 3 areas.

6 FURTHER DEVELOPMENTS

- 6.1 In July 2018, the DfE issued guidance and criteria for Local Authorities seeking to establish new special or alternative provision free schools.
- 6.2 The guidance is clear that any new bids will need to demonstrate how they will bring down the costs of the HNB. Bids need to be submitted by 15 October 2018. Only 1 bid is allowed per area and, given that Poole and Bournemouth areas are forming BCP from April 2019, any bids would need to be joint.
- 6.3 Bids have to demonstrate that the DSG can provide funding for the places at any new provision.
- 6.4 Bids will not be approved if they reduce inclusion, or create capacity in existing special or alternative provision schools.
- 6.5 Any bid submitted for BCP would be seen in the context that there is already substantial specialist local provision.

7 CONCLUSION

- 7.1 All 3 Local Authorities are working in partnership with their schools to address the challenges of managing the HNMB and this includes development of new provision for SEND. This work takes time to develop and this includes working with parent and carers to ensure they are confident in the provision meeting their child / young person's needs.
- 7.2 Further ongoing work will be required by BCP to develop their SEND Strategy with schools.

Appendix A

CURRENT LOCAL SPECIAL PROVISION

		Commissioned Places (18/19 Academic Year)		
BOURNEMOUTH	Age Range	SEN	AP	Medical
Linwood School	3 - 19	273		
Tregonwell	5 - 16	90	44	12
POOLE	Age Range	SEN	AP	Medical
Longspee Special School	5 - 14	45		
Montacute Special School	2 - 18	80		
Winchelsea Special School	4 - 16	104		
Quay School	5 - 16		60	57
INDEPENDENT AND NON- MAINTAINED	Age Range	SEN	AP	Medical
Langside	2 - 19	23		
Victoria Education Centre	3 - 19	78		
Arbour House	6- 16	12		
Portfield School	3 - 19	62		
The Sheiling School	5 - 19	40		
Purbeck View School	7 - 19	57		
The Forum School	7 - 19	66		
Cambian Wing College	16 - 25	50		
DORSET	Age Range	SEN	AP	Medical
Beaucroft Foundation School	4 -19	165		
Christchurch Learning Centre	11-16		25 (tbc)	15 (tbc)
Mountjoy School	3 - 19	48		
Westfield Arts College	4 - 19	205		
Wyvern Academy	2 - 19	85		
Yewstock School	2 - 19	129		

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BOURNEMOUTH, CHRISTCHURCH and POOLE SHADOW SCHOOLS FORUM

Subject	MAINSTREAM SCHOOL FORMULA 2019-20
Meeting Date	31 October 2018
Report Author (s)	Jack Cutler, Planning and Statistics Officer, Community Learning and Commissioning, Bournemouth Email: Jack.cutler@bournemouth.gov.uk Phone: 01202 456141
Contributors	Neil Goddard, Service Director, Community Learning and Commissioning, Bournemouth Vicky Wales, Head of Children, Young People and Learning, Poole Nicola Webb, Assistant Chief Finance Officer, Bournemouth & Poole
Status	Public
Classification	For consultation
Executive Summary	Setting a local formula as per the National Funding Formula (NFF) 2019-20 will allocate £193.3 million through BCP school budgets, an increase of £5.3m (2.8%) on 2018-19 funding. The paper considers options for distributing schools block funding gains under the NFF alongside the requirement to establish a balanced overall Dedicated Schools Grant Budget (DSG) for 2019-20, made challenging due to continued significant pressures within the High Needs Budget.
Recommendations	The Shadow Schools Forum (SSF) should consider which options should be taken forward for further modelling in establishing a proposal for the BCP mainstream schools funding formula 2019-20
Reasons for Recommendations	Schools Forum views are important in the development of budgets proposals prior to consultation with all schools. The Local Authority will place significant weight on the recommendations from Schools Forum in final decision-making.



1. BACKGROUND - NATIONAL FUNDING FORMULA

- 1.1. The national fair funding (NFF) formula to provide funding to the LA for mainstream schools for 2019-20 has been updated. This formula is to be the starting point in considering funding for individual schools. A summary for BCP is provided in Appendix A.
- 1.2. In 2018-19 each of the existing 3 LAs transferred funding from the Schools Block to support pupils with High needs. This totalled £1.9m. It is clear that reducing demand is a longer-term process. There is a requirement for funding to be moved again into High Needs Block to support a still growing number of pupils.
- 1.3. A movement up to 0.5% of the final School block allocation is allowed to be transferred with Schools Forum approval. A transfer over this percentage, or without approval from the Schools Forum, requires approval from the Secretary of State.
- 1.4. The balance remaining once the Schools Block funding has been distributed to schools through the local formula and growth fund is potentially available as a transfer to support individual pupils with high needs.
- 1.5. The Budget Reference Group indicated that should a transfer to high needs be the agreed approach, to release sufficient funding from the mainstream schools NFF allocation nothing should be excluded from consideration. Therefore, this paper offers some modelling options for illustrative purposes such that the Shadow Schools Forum (SFF) can see the impact various NFF formula changes could have on school budget–allocations. There are 4 appendices:

Appendix A shows school level allocations when the local formula is set as per the 2019-20 NFF, using Oct-17 and 2018-19 intrinsic growth as a base.

Appendix B shows impact summarised by formula factor funding changes.

Appendix C shows the impact summarised by phase of school, and how the formula classification of school's changes.

Appendix D shows the correlation between change in funding (no floor) and deprivation funding under NFF.

Table 1 shows the formula classification of schools used in considering options within this report and appendices.

Table 1: Formula Classification of Schools

Formula classification	Description
Schools on Floor	School that see their funding uplifted because of the 1% gain against 2017-18 per pupil funding floor
Schools on Formula	Schools that are receiving funding as per the local formula without any funding protections or capping.
Schools on Gains Cap	Schools that through the formula would otherwise see per pupil funding increase compared with 2018-19 funding above the capped level
Schools protected at Min per pupil funding level (MPPFL)	Schools that see their per -pupil funding uplifted to the phase relevant MPPFL
Schools Capped below Min per pupil funding level	Schools whose per pupil funding is originally above MPPFLs, but once capped fall below MPPFLs and so are subsequently uplifted to these levels.
Schools on MFG level	Schools that see per pupil funding protected at the minimum funding guarantee level (compared with 2018-19 funding).

- 1.6. The amount currently estimated to be available from the growth fund may be needed instead to fund data changes (e.g. the growing Early Years Foundation Stage Profile data) but has been included in modelling for now.

2. CONSIDERATIONS FOR RELEASING FUNDING FROM THE SCHOOLS' NFF FOR TRANSFER TO HIGH NEEDS

- 2.1. If the NFF were applied locally in full for 2019-20, based on the 2018-19 pupil count, schools across BCP would see an additional £5.3million allocated to them, which reflects an increase in funding of 2.8% against 2018-19 actual allocations. This includes restoration of the funding transferred to support high needs in 2018-19 as well as the additional funding provided through the NFF changes in 2019-20. This equates to an average increase of £116 per pupil.
- 2.2. For modelling considerations, the amount of funding available for transfer into the High Needs Block has been based on forecast 2019-20 pupil growth, applied to 2018-19 base pupil count and pupil characteristics, as per the Oct-17 census.
- 2.3. There are almost infinite funding formula options available. A strategy should be applied to any options considered. For modelling purposes, Table 2 sets out transfer options by 0.5% of Schools Block increments, the saving it would produce, and the required funding to be released from the NFF.

Table 2: Variable HN Funding Transfer Amounts

% of Schools Block	0.5%	1%	1.5%	2%
Total Funding for transfer £'000s	970	1,939	2,909	3,878
Funding to be released from NFF formula £'000s	794	1,764	2,734	3,703

The balance of funding is potentially provided by the growth fund allocations.

- 2.4. Transitional protections and funding formula factors/ rates can all be changed, along with any successful disapplication of regulation requests, to release funding from the NFF local formula starting point. The following paragraphs consider some of the possible options for releasing funds. These options are linear only in that they do not consider the compound effects of applying various changes to the formula simultaneously. i.e. the starting point is the NFF, and the change shown is the deviation from NFF due to the specific formula change only.

2.5. Included funding within the Minimum per Pupil Funding Levels (MPPFL's)

NFF excludes all: Mobility, Non-Domestic Rates and Split-Sites from the MPPFLs. These allocations are added to the schools' quantum allocation after the MPPFLs have been applied. This is optional – any of the 3 factors listed above can be included within the MPPFL calculations. Including these factors within the MPPFL consideration releases funding from the formula. However, including rates penalises maintained schools considerably more than academies, that are subject to an 80% charitable rates relief. Hence it would not prove fair to consider rates funding within the MPPFL calculation.

Including Mobility and Split-sites releases £69,000 of funding from the formula.

2.6. Reducing MPPFLs

Variable MPPFLs need to be considered as this is where the NFF has delivered the greatest increase in funding. A range of options is shown in table 3.

Table 3 – impact of variable MPPFL rates

MPPFLs	Funding released from 2019-20 NFF
NFF 2019-20 - £50	£877,000
NFF 2019-20 - £100	£1,615,000
2018-19 – Poole levels + £200	£1,615,000
NFF 2018-19	£2,616,000
2018-19 – Poole levels	3,141,000



2.7. Reduce the Funding Gains Cap

The NFF caps gains against the 2017-18 budgets at 3% per year for national affordability, resulting in compound gain in 2019-20 of 6.09% against the 2017-18 baseline. In modelling (because data is not changing from that used in 2018-19 budgets) schools that are shown as capped in 2019-20 will have already seen an increase of at least 3% in 2018-19. (subject to a very minor variation to the small number of schools that received intrinsic growth in 2018-19, or are forecast to receive intrinsic growth in 2019-20. This is because forecast 2019-20 intrinsic growth has been modelled rather than actual 2018-19 growth). To mirror locally the gains cap applied in the NFF a gains cap set at +3% is applied (the local formula applies the cap against 2018-19 per pupil, pupil-led funding – a similar methodology to the MFG calculation approach). Reducing this to 2.5% (to recognise that the Bournemouth gains cap was effectively set +0.5% above NFF in 2018-19, releases £162,000. Various Gains Caps release the funding set out in table 4.

Table 4 - Impact of variable Gains Caps

Effective Gains Cap	Funding released from 2019-20 NFF
2.75%	£83,000
2.5%	£162,000
2.0%	£321,000
1.5%	£498,000
1.0%	£687,000

2.8. Remove Funding Floor with variable Minimum Funding Guarantee (MFG) levels

NFF has 1% funding floor protection against 2017-18 per pupil funding (protection calculation methodology similar to MFG). This is similar to a year on year MFG at 0.5% across two years. The NFF does not use an MFG to protect funding reductions between years. The local formula is however required to use an MFG to protect schools from large year on year reductions. In 2019-20 it must be set within the range +0.5% and -1.5%. The MFG has been set at -1.5% for modelling–the reduction in NFF Prior Attainment rates from 2018-19 to be effective within the formula. Table 5 shows the impact of no funding floor (some schools would see up to 1.5% less in per pupil compared with 2017-18) along with various MFG protection levels.

Table 5: Impact no of Funding Floor and variable MFG levels

No funding floor. MFG at:	Funding released from 2019-20 NFF
+0.5%	-£8,000 (costs more than NFF)
0.0%	£157,000
-0.5%	£264,000
-1.0%	£358,000
-1.5%	£451,000



2.9. **Disapplication request for variable Funding Floor**

This option recognises that some schools if allowed to move fully to NFF (without transitional protection) would see significant funding reduction. There is one school that is currently protected at greater than 20% of the funding that would be received through the formula if no protection was applied. Applying to the DfE to remove the funding floor for schools protected through MFG greater than 20% above their formula allocation would impact one school (Elm Academy), and release £41,000.

2.10. **Variable Low Prior Attainment (LPA) Funding Rates**

All BCP LAs saw an increase in LPA funding rates compared to their pre-NFF funding formula. Since this is the factor that schools in all LAs would see a significant increase in funding compared with their 2017-18 (pre-NFF) formulae, this could be the most appropriate formula factor to adjust. Options are either:

- to use this factor to make up the balance of funds that still need to be released to fund the transfer.
- Apply average LPA rates for Primary & Sec as used across Bournemouth, Dorset and Dorset in 2018-19. This equates to a Primary LPA reduction from 2019-20 NFF of £50 and a Secondary reduction of £136.
- Some other approach.

Using average 2018-19 rates as set across BCP releases £352,000.

3. **ILLUSTRATIVE FORMULA OPTIONS TO ACHIEVE TRANSFERS INTO HIGH NEEDS**

3.1. Table 2 earlier in the paper illustrated the amount of funding to be released from the formula that would be required to undertake various size transfers into the High Needs Block. Section 2 above illustrates some of the many options for how this funding could be released. To illustrate how varying the above factors to release funds to achieve the required transfer, two scenario options with variable transfer have been considered. Please note this is not an exhaustive list and input from the SSF is sought as to the fairness and implication for schools, as well as the impact for individual pupils, of the approaches considered.

3.2. **Funding Transfer Extremes**

Table 6 considers the various amounts available for funding given extremes in the local formula. The transfers are illustrated on a sliding scale to show funding released from the formula under various options, as requested at the October BRG meeting. This table shows that roughly equal funding can be released from the formula through either:

1. Keeping in full the NFF 2019-20 minimum per pupil funding levels (MPPFLs) and setting all other schools not protected through these on - 1.5% MFG with no funding floor protection, or
2. No MPPFLs and all schools are kept on the NFF 2019-20 formula.

Due to compound effects, a further £2m can be released from the formula through having no MPPLs and setting all schools on -1.5% MFG.

For illustrative purposes only, in Table 6 school budgets have been reduced to the level of the MFG by reducing the Basic Per Pupil Entitlements accordingly.

Table 6: Illustrative extremes for transfer to High Needs considerations

Description	2019-20 NFF	2019-20 MPPFLs, all others at minus 1.5% MFG	2019-20 NFF with no MPPFLs	No MPPFLs, all schools at minus 1.5% MFG
% Transfer	0.09%	1.65%	1.77%	4.31%
Total Funding for transfer £'000s	175	3,195	3,443	8,356
Funding to be released from NFF formula £'000s	0	3,020	3,258	8,181

3.3. Two variable options are currently considered:

i. All 'formula types' of school contribute towards the transfer. This means that all schools, whether on MFG/ floor, on the formula, or capped, or protected through the minimum per pupil funding levels, will see some reduction to NFF funding levels.

ii. Schools that would otherwise see the largest gains, which in most cases are those schools being protected through the MPPFLs, will contribute towards the transfer. The gains cap is also lowered for some of the transfer options.

3.4. Approach (ii) ensures that all schools see at least a 1% gain in per pupil funding as compared with 2017-18. However, it limits the per-pupil gains compared with last year for some schools, to move some funds into the High Needs Block.

3.5. Those schools that have highest deprivation are those that see the lowest per pupil funding increase through the NFF (see Appendix D for analysis supporting this).



- 3.6. Appendices B and C show the formula options considered. These are illustrative only to allow this SSF to see the impact various formula changes would have on schools funding, and some of the possible options for releasing varying amounts of funding for transfer to support pupils with high needs.

4. RECOMMENDATIONS

The Shadow Schools Forum should consider which options should be taken forward for further modelling to establish a proposal to be presented at the next SSF meeting in the event a level of funding transfer is considered appropriate.

5. LEGAL IMPLICATIONS

- 5.1. The LA must ensure compliance with The School and Early Years Finance (England) Regulations 2018 and The Schools Forums (England) Regulations 2012.
- 5.2. To be compliant the LA must ensure that:
1. The schools' forum and individual schools are consulted on any formula changes
 2. The schools' forum will decide on any movement of up to 0.5% from the Schools' Block to other blocks.

APPENDICES

APPENDIX A - 2019-20 NFF formula allocations (underlying data - set 2018-19 base pupil count and Oct-17 census pupil characteristics).

APPENDIX B - Summary of formula options impact on formula factor funding

APPENDIX C – Summary of formula options impact by school phase/ formula-type

Note:. All figures are illustrative to show impact only and are not based on actual pupil count or characteristics used for final budgets. These will use Oct- 18 school census information as a base, available in December. Modelled allocations are based on Oct-17 census pupil count & characteristics plus forecast pupil growth to be funded through the formula (intrinsic growth funding).

APPENDIX D – Analysis on correlation between deprivation and funding changes under NFF

2019 - 20 NFF. (2018-19 schools block base)	2018-19 Post MFG per pupil Budget	2018-19 Post MFG Budget	19-20 Post MFG per pupil Budget	Year on year % Change	Post De-delegation budget	Formula Type Sch. Classification
BCP TOTAL	4,142	188,035,331	4,258	2.8%	193,307,027	
Bournemouth Schools Total	4,138	88,083,234	4,266	3.1%	90,821,076	
Christchurch Schools Total	4,139	27,024,838	4,294	3.7%	28,031,535	
Poole Schools Total	4,148	72,927,258	4,235	2.1%	74,454,417	
Queen's Park Infant Academy	3,613	1,296,945	3,629	0.5%	1,302,823	Floor/ MFG
St Clement's and St John's Church of England Infant School	4,581	1,209,450	4,607	0.6%	1,216,195	Floor/ MFG
Stourfield Infant School	3,300	1,181,400	3,516	6.6%	1,258,814	Cap < MPPFL
Christchurch Infant School	3,474	1,250,574	3,627	4.4%	1,305,852	MPPFL
Mudeford Community Infants' School	3,803	684,524	3,896	2.4%	701,266	Cap
Ad Astra Infant School	3,680	986,326	3,713	0.9%	995,030	Floor/ MFG
Broadstone First School	3,457	1,023,198	3,516	1.7%	1,040,746	MPPFL
Canford Heath Infant School	3,501	1,253,345	3,513	0.4%	1,257,772	MPPFL
Courthill Infant School	3,441	1,221,499	3,511	2.0%	1,246,366	MPPFL
Lilliput Church of England Infant School	3,340	1,202,416	3,519	5.4%	1,266,985	MPPFL
Merley First School	3,485	1,049,042	3,522	1.1%	1,060,209	Formula
Old Town Infant School and Nursery	4,260	813,734	4,297	0.9%	820,726	Floor/ MFG
Springdale First School	3,391	1,017,251	3,515	3.7%	1,054,431	MPPFL
Stanley Green Infant Academy	3,633	882,846	3,665	0.9%	890,536	Floor/ MFG
Sylvan Infant School	4,057	1,107,647	4,113	1.4%	1,122,716	Formula
Twin Sails Infant and Nursery School	3,680	1,280,769	3,687	0.2%	1,283,222	Floor/ MFG
Infant/ First Total	3,627	17,460,967	3,702	2.1%	17,823,687	
Christ The King Catholic Primary School	4,437	1,402,085	4,406	-0.7%	1,392,383	Floor/ MFG
Corpus Christi Catholic Primary School	3,698	1,597,695	3,738	1.1%	1,614,724	Formula
Elm Academy	4,790	2,098,137	4,817	0.6%	2,109,909	Floor/ MFG
Heathlands Primary Academy	5,483	1,080,243	5,532	0.9%	1,089,707	Floor/ MFG
Hill View Primary School	3,300	2,161,500	3,514	6.5%	2,301,356	MPPFL
Jewell Academy Bournemouth	4,524	1,750,644	4,548	0.5%	1,760,183	Floor/ MFG
Kings Park Academy	4,154	2,612,825	4,176	0.5%	2,626,689	Floor/ MFG
Kingsleigh Primary School	3,926	2,610,984	3,950	0.6%	2,626,734	Floor/ MFG
Kinson Primary School	4,214	1,382,116	4,235	0.5%	1,389,006	Floor/ MFG
Malmesbury Park Primary School	3,636	2,269,036	3,710	2.0%	2,315,247	Formula
Moordown St John's Church of England Primary School	3,300	1,366,200	3,517	6.6%	1,455,888	MPPFL
Muscliff Primary School	3,300	2,062,500	3,536	7.1%	2,209,869	MPPFL
Pokesdown Community Primary School	3,550	1,562,092	3,649	2.8%	1,605,397	Cap
St James' Church of England Primary Academy	3,300	1,376,100	3,514	6.5%	1,465,207	MPPFL
St Katharine's Church of England Primary School	3,300	1,646,700	3,510	6.4%	1,751,307	MPPFL
St Luke's Church of England Primary School	3,412	1,470,589	3,670	7.6%	1,581,911	Cap < MPPFL
St Mark's Church of England Primary School	3,355	1,395,785	3,518	4.9%	1,463,626	MPPFL
St Michael's Church of England Primary School	3,389	2,226,324	3,516	3.8%	2,310,335	Cap < MPPFL
St Walburga's Catholic Primary School	3,338	1,595,799	3,512	5.2%	1,678,707	MPPFL
The Epiphany Church of England Primary School	3,300	1,386,000	3,517	6.6%	1,477,232	MPPFL
Winton Primary School	3,368	2,711,435	3,526	4.7%	2,838,591	Cap < MPPFL
Burton Church of England Primary School	3,576	1,219,504	3,672	2.7%	1,251,991	Cap
Highcliffe St Mark Primary School	3,314	1,997,227	3,514	6.0%	2,117,744	MPPFL
Somerford Primary School	4,172	1,522,913	4,202	0.7%	1,533,723	Floor/ MFG
St Joseph's Catholic Primary School, Christchurch	3,688	796,699	3,783	2.6%	817,189	Cap
The Priory Church of England Primary School	3,596	783,897	3,688	2.6%	804,019	Cap
Twynham Primary School	3,673	642,812	3,757	2.3%	657,559	Formula
Bayside Academy	4,422	1,357,433	4,435	0.0%	1,361,514	Formula
Bearwood Primary and Nursery School	3,890	793,539	3,915	0.6%	798,591	Floor/ MFG

Bishop Aldhelm's Church of England Voluntary Aided Primary School	3,407	2,064,891	3,529	3.6%	2,138,690	MPPFL
Heatherlands Primary School	3,537	2,217,849	3,575	1.1%	2,241,219	Formula
Hillbourne Primary School	3,873	1,196,865	3,886	0.3%	1,200,917	Formula
Longfleet Church of England Primary School	3,449	2,159,219	3,519	2.0%	2,202,703	MPPFL
Manorside Academy	4,329	1,142,925	4,368	0.9%	1,153,197	Floor/ MFG
St Joseph's Catholic Primary School, Poole	3,806	1,537,738	3,817	0.3%	1,541,989	Formula
St Mary's Catholic Primary School, Poole	3,568	1,434,339	3,576	0.2%	1,437,657	Formula
Talbot Primary School	3,857	2,113,549	3,879	0.6%	2,125,693	Formula
Primary Total	3,684	60,746,187	3,788	2.8%	62,448,404	
Bethany Church of England Junior School	4,331	1,502,812	4,352	0.5%	1,510,077	Floor/ MFG
Queen's Park Academy	3,645	1,829,961	3,678	0.9%	1,846,576	Floor/ MFG
Stourfield Junior School	3,300	1,593,900	3,451	4.6%	1,666,642	MPPFL
Christchurch Junior School	3,406	1,713,319	3,581	5.1%	1,801,161	MPPFL
Mudford Junior School	3,558	939,182	3,649	2.6%	963,467	Cap
Baden-Powell and St Peter's Church of England Junior School	3,267	2,358,733	3,524	7.9%	2,543,984	MPPFL
Branksome Heath Junior School	4,113	1,065,205	4,126	0.3%	1,068,567	Formula
Canford Heath Junior School	3,464	1,641,838	3,513	1.4%	1,665,227	MPPFL
Hamworthy Park Junior School	3,838	1,681,101	3,887	1.3%	1,702,558	Formula
Haymoor Junior School	3,831	1,333,218	3,847	0.4%	1,338,897	Formula
Oakdale Junior School	3,610	1,740,248	3,616	0.2%	1,743,105	Formula
Ocean Academy Poole	3,732	1,196,236	3,742	0.3%	1,199,471	Formula
Junior Total	3,616	18,595,753	3,704	2.4%	19,049,732	
Bournemouth School	4,600	3,422,400	4,850	5.4%	3,608,408	MPPFL
Bournemouth School for Girls	4,600	3,900,800	4,836	5.1%	4,100,658	MPPFL
Glenmoor Academy	4,728	3,328,839	4,865	2.9%	3,424,780	Cap
Harewood College	5,258	2,839,333	5,408	2.8%	2,920,242	Cap
LeAF Studio	5,442	1,001,371	5,585	2.6%	1,027,616	Cap
Oak Academy	5,721	2,751,597	5,721	0.0%	2,751,597	Formula
The Bishop of Winchester Academy	4,769	4,559,371	4,908	2.9%	4,691,677	Cap
The Bourne Academy	5,244	4,389,277	5,396	2.9%	4,516,715	Cap
Winton Academy	4,717	3,716,754	4,853	2.9%	3,823,893	Cap
Highcliffe School	4,631	5,371,578	4,831	4.3%	5,603,578	MPPFL
The Grange School	5,357	2,458,745	5,509	2.8%	2,528,630	Cap
Twynham School	4,627	5,936,354	4,827	4.3%	6,192,954	MPPFL
Broadstone Middle School	3,859	1,802,054	4,078	5.7%	1,904,652	MPPFL
Carter Community School	6,095	1,980,748	6,155	1.0%	2,000,483	Floor/ MFG
Corfe Hills School	4,945	3,753,020	5,013	1.4%	3,804,978	Formula
Magna Academy	5,187	3,983,927	5,208	0.4%	4,000,095	Formula
Parkstone Grammar School	4,471	4,046,571	4,829	8.0%	4,370,353	MPPFL
Poole Grammar School	4,479	4,039,942	4,837	8.0%	4,362,651	MPPFL
Poole High School	5,019	7,643,226	5,042	0.5%	7,678,561	Formula
St Aldhelm's Academy	6,117	2,385,460	6,154	0.6%	2,399,970	Formula
St Edward's Roman Catholic/Church of England School, Poole	4,867	4,419,313	4,879	0.2%	4,429,959	Formula
Middle/ Secondary Total	4,879	77,730,678	5,031	3.1%	80,142,448	
Avonbourne School	4,541	5,248,817	4,631	2.0%	5,353,468	Formula
St Peter's Catholic Comprehensive School	4,471	6,545,421	4,602	2.9%	6,736,885	Cap
Parkfield School	4,248	1,707,510	4,359	2.6%	1,752,402	Cap
All- through Total	4,468	13,501,747	4,581	2.5%	13,842,755	

LA Totals

Bournemouth Primary	3,685	46,379,255	3,803	3.2%	47,865,136	
Christchurch Primary	3,582	11,550,651	3,707	3.5%	11,953,970	
Poole Primary	3,656	38,872,999	3,715	1.6%	39,502,717	
Bournemouth Secondary	4,793	41,703,979	4,936	3.0%	42,955,939	
Christchurch Secondary	4,683	15,474,187	4,866	3.9%	16,077,564	
Poole Secondary	4,902	34,054,260	5,031	2.6%	34,951,700	

Version Control - v1 - NFF MPPFLs exclude all premises factors from the baseline per pupil level.

	NFF £000's	Highest Gainers Contribute											
		i 0.5% transfer			ii 1% transfer			iii 1.5% transfer			iv 2% transfer		
		£000's	£k dif to NFF	% diff to NFF	£000's	£k dif to NFF	% diff to NFF	£000's	£k dif to NFF	% diff to NFF	£000's	£k dif to NFF	% diff to NFF
Basic (P)	75,615	75,615	-	0%	75,615	-	0%	75,615	-	0%	75,615	-	0%
Basic (S)	72,372	72,372	-	0%	72,372	-	0%	72,372	-	0%	72,372	-	0%
FSM (P)	1,428	1,428	-	0%	1,428	-	0%	1,428	-	0%	1,428	-	0%
FSM (S)	850	850	-	0%	850	-	0%	850	-	0%	850	-	0%
FSM e6 (P)	2,853	2,853	-	0%	2,853	-	0%	2,853	-	0%	2,853	-	0%
FSM e6 (S)	3,003	3,003	-	0%	3,003	-	0%	3,003	-	0%	3,003	-	0%
IDACI (P)	2,831	2,831	-	0%	2,831	-	0%	2,831	-	0%	2,831	-	0%
IDACI (S)	2,337	2,337	-	0%	2,337	-	0%	2,337	-	0%	2,337	-	0%
Low Attainment (P)	8,251	8,251	-	0%	8,251	-	0%	8,251	-	0%	8,251	-	0%
Low Attainment (S)	5,732	5,732	-	0%	5,732	-	0%	5,732	-	0%	5,732	-	0%
EAL (P)	1,324	1,324	-	0%	1,324	-	0%	1,324	-	0%	1,324	-	0%
EAL (S)	565	565	-	0%	565	-	0%	565	-	0%	565	-	0%
Lump Sum (P)	7,150	7,150	-	0%	7,150	-	0%	7,150	-	0%	7,150	-	0%
Lump Sum (S)	2,640	2,640	-	0%	2,640	-	0%	2,640	-	0%	2,640	-	0%
Cap	- 792	- 1,099	- 307	39%	- 1,160	- 368	46%	- 1,514	- 722	91%	- 1,635	- 843	106%
MFG/ Floor	1,615	1,619	5	0%	1,634	19	1%	1,636	21	1%	1,715	100	6%
MPPFL (P)	1,280	1,013	- 267	-21%	728	- 552	-43%	303	- 977	-76%	41	- 1,239	-97%
MPPFL (S)	2,090	1,865	- 225	-11%	1,137	- 953	-46%	1,035	- 1,056	-51%	362	- 1,728	-83%
	191,144	190,350	-794.369	0%	189,290	- 1,854	-1%	188,411	- 2,734	-1%	187,435	- 3,709	-2%
Exceptional	101	101			101			101			101		
Rates	1,434	1,434			1,434			1,434			1,434		
Split Site	230	230			230			230			230		
Sparsity	60	60			60			60			60		
Mobility	28	28			28			28			28		
TOTAL FUNDING	192,998	192,204			191,144			190,265			189,289		
Total through Formula	188,806	188,806			188,806			188,806			188,806		

		0.5%	1.0%	1.5%	2.0%
-1.5%	MFG	-1.5%	-1.5%	-1.5%	-1.5%
3.0%	Cap	2.5%	2.5%	2.0%	1.9%
19/20 NFF	MPPFL	Balance (scale back by 1.1%)	19/20 - Poole change 18/19	Balance	Poole 18/19
1.0%	Floor	1%	1%	1%	1%
NFF	LPA	19/20 NFF	19/20 NFF	19/20 NFF	NFF_2019-20
Exc. All	MPPFL E	Inc. all but rates	Inc. all but rates	Inc. all but rates	Include all but rates

Transfer to HN	174,993	969,309	2,029,160	2,908,562	3,883,954
% SB	0.09%	0.50%	1.05%	1.50%	2.00%

	NFF £000's	All Schools Contribute															
		v 0.5% transfer			vi 1% transfer			vii 1.5% transfer			viii 2% transfer						
		£000's	£k dif to NFF	% diff to NFF	£000's	£k dif to NFF	% diff to NFF	£000's	£k dif to NFF	% diff to NFF	£000's	£k dif to NFF	% diff to NFF				
Basic (P)	75,615	75,615	-	0%	75,615	-	0%	75,615	-	0%	75,615	-	0%				
Basic (S)	72,372	72,372	-	0%	72,372	-	0%	72,372	-	0%	72,372	-	0%				
FSM (P)	1,428	1,428	-	0%	1,428	-	0%	1,428	-	0%	1,428	-	0%				
FSM (S)	850	850	-	0%	850	-	0%	850	-	0%	850	-	0%				
FSM e6 (P)	2,853	2,853	-	0%	2,853	-	0%	2,853	-	0%	2,853	-	0%				
FSM e6 (S)	3,003	3,003	-	0%	3,003	-	0%	3,003	-	0%	3,003	-	0%				
IDACI (P)	2,831	2,831	-	0%	2,831	-	0%	2,831	-	0%	2,831	-	0%				
IDACI (S)	2,337	2,337	-	0%	2,337	-	0%	2,337	-	0%	2,337	-	0%				
Low Attainment (P)	8,251	7,849	-	403	-5%	7,579	-	673	-8%	7,579	-	673	-8%				
Low Attainment (S)	5,732	5,231	-	502	-9%	5,265	-	467	-8%	5,265	-	467	-8%				
EAL (P)	1,324	1,324	-	0%	1,324	-	0%	1,324	-	0%	1,324	-	0%				
EAL (S)	565	565	-	0%	565	-	0%	565	-	0%	565	-	0%				
Lump Sum (P)	7,150	7,150	-	0%	7,150	-	0%	7,150	-	0%	7,150	-	0%				
Lump Sum (S)	2,640	2,640	-	0%	2,640	-	0%	2,640	-	0%	2,640	-	0%				
Cap	-	792	-	789	3	0%	-	979	-	187	24%	-	1,386	-	594	75%	
MFG/ Floor	1,615	1,671	57	4%	1,400	-	214	-13%	1,302	-	313	-19%	1,255	-	360	-22%	
MPPFL (P)	1,280	1,329	49	4%	1,181	-	99	-8%	894	-	387	-30%	574	-	706	-55%	
MPPFL (S)	2,090	2,091	1	0%	1,967	-	123	-6%	1,785	-	305	-15%	1,389	-	702	-34%	
	191,144	190,349	-	795	0%	189,380	-	1,764	-1%	188,405	-	2,739	-1%	187,441	-	3,703	-2%
Exceptional	101	101			101			101			101						
Rates	1,434	1,434			1,434			1,434			1,434						
Split Site	230	230			230			230			230						
Sparsity	60	60			60			60			60						
Mobility	28	28			28			28			28						
TOTAL FUNDING	192,998	192,203			191,235			190,260			189,296						
Total through Formula	188,806	187,901			187,665			187,665			187,901						

		0.5%	1.0%	1.5%	2.0%
-1.5%	MFG	0.0%	-1.0%	-1.5%	-1.5%
3.0%	Cap	2.5%	2.0%	1.1%	0.5%
19/20 NFF	MPPFL	Balance	NFF-30	NFF-60	Balance
1.0%	Floor	0% (no floor)	0% (no floor)	0% (no floor)	0% (no floor)
NFF	LPA	2018-19 Av	Balance	92% NFF	2018-19 Av
Exc. All	MPPFL_E	Include all but rates	Include all but rates	Include all but rates	Include all but rates

Transfer to HN
% SB

174,993	970,125	1,938,682	2,908,562	3,877,842
0.09%	0.50%	1.00%	1.50%	2.00%

	NFF £000's	Extremes for illustration										
		ix: NFF MPPFL; others @ -1.5% MFG			x: All schools @ -1.5% MFG			xi: NFF MPPFL; others @ -1.5% MFG				
		£000's	£k dif to NFF	% diff to NFF	£000's	£k dif to NFF	% diff to NFF	£000's	£k dif to NFF	% diff to NFF		
Basic (P)	75,615	51,600	-	24,015	-32%	51,600	-	24,015	-32%	75,615	-	0%
Basic (S)	72,372	49,387	-	22,985	-32%	49,387	-	22,985	-32%	72,372	-	0%
FSM (P)	1,428	1,428	-		0%	1,428	-		0%	1,428	-	0%
FSM (S)	850	850	-		0%	850	-		0%	850	-	0%
FSM e6 (P)	2,853	2,853	-		0%	2,853	-		0%	2,853	-	0%
FSM e6 (S)	3,003	3,003	-		0%	3,003	-		0%	3,003	-	0%
IDACI (P)	2,831	2,831	-		0%	2,831	-		0%	2,831	-	0%
IDACI (S)	2,337	2,337	-		0%	2,337	-		0%	2,337	-	0%
Low Attainment (P)	8,251	8,251	-		0%	8,251	-		0%	8,251	-	0%
Low Attainment (S)	5,732	5,732	-		0%	5,732	-		0%	5,732	-	0%
EAL (P)	1,324	1,324	-		0%	1,324	-		0%	1,324	-	0%
EAL (S)	565	565	-		0%	565	-		0%	565	-	0%
Lump Sum (P)	7,150	7,150	-		0%	7,150	-		0%	7,150	-	0%
Lump Sum (S)	2,640	2,640	-		0%	2,640	-		0%	2,640	-	0%
Cap	- 792	- 0	792	-100%	-	792	-100%	-	1,067	- 275	35%	
MFG/ Floor	1,615	7,659	6,045	374%	43,013	41,398	2564%	353	- 1,262	-78%		
MPPFL (P)	1,280	21,045	19,764	1544%	- -	1,280	-100%	- -	1,280	-100%		
MPPFL (S)	2,090	19,470	17,380	831%	- -	2,090	-100%	- -	2,090	-100%		
	191,144	188,124	- 3,020	-2%	182,963	- 8,181	-4%	186,237	- 4,907	-3%		
Exceptional	101	101			101			101				
Rates	1,434	1,434			1,434			1,434				
Split Site	230	230			230			230				
Sparsity	60	60			60			60				
Mobility	28	28			28			28				
TOTAL FUNDING	192,998	189,978			184,818			188,091				
Total through Formula	188,806	141,805			141,805			188,806				
		1.6%			4.3%			1.8%				
	-1.5%	-1.5%			-1.5%			-1.5%		MFG		
	3.0%	3.0%			3.0%			3.0%		Cap		
	19/20 NFF	NFF			None			None		MPPFL		
	1.0%	0% (no floor)			0% (no floor)			1%		Floor		
	NFF	NFF_2019-20			NFF_2019-20			NFF_2019-20		LPA		
	Exc. All	Exclude all			N/A			N/A		MPPFL_E		
Transfer to HN	174,993	3,194,917			8,355,780			3,432,997				
% SB	0.09%	1.65%			4.31%			1.77%				

MFG
CapMPPFL
Floor
LPA
MPPFL_E

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		Highest Gainers Contribute												
		0.5% Transfer		1% transfer			1.5% transfer		2% transfer		0.5% Transfer			
		A	B	C	D	E	F	G	H	I	J	K	L	
NFF		Step A - NFF with rates funding only excluded from MPPFLs	Step B - A with MPPFLs reduced by 1.1% to balance	Step C - A (NFF) with Poole 18-19 MPPFL reductions	Step D - C with Cap at 2.5% (reduced by 0.5%)	Step E - D with Cap at 2.0% (further reduced by 0.5%)	Step F - E with MPPFLs reduced by 3.6% to balance	OPTION G - F with MPPFL set at 2018/19 NFF	OPTION H - G with all cap reduced to 1.5%	OPTION I - H with MPPFL set at 2018/19 Poole levels 1.9% cap	Step J - A with 2.5% cap	Step K - J with no floor and 0% MFG	Step L - K with LPA rates at 2018/19 average BCP levels	
		Per pupil funding % Change against 2018-19 funding												
By Phase of School														
Infant/First	2.08%	2.08%	1.64%	1.47%	1.45%	1.43%	0.97%	0.86%	0.78%	0.84%	2.06%	1.88%	1.80%	
Primary	2.66%	2.66%	2.22%	2.00%	1.94%	1.88%	1.25%	0.96%	0.81%	0.88%	2.63%	2.49%	2.40%	
Junior	2.63%	2.63%	2.24%	2.06%	2.03%	1.99%	1.38%	1.09%	1.00%	0.90%	2.61%	2.48%	2.32%	
Total Primary	2.55%	2.55%	2.12%	1.92%	1.87%	1.82%	1.22%	0.97%	0.84%	0.88%	2.52%	2.38%	2.28%	
Middle & Secondary	3.10%	3.10%	2.70%	1.84%	1.70%	1.56%	1.43%	1.24%	1.11%	0.62%	2.98%	2.96%	2.82%	
All-through	2.53%	2.53%	2.53%	2.53%	2.23%	1.92%	1.92%	1.92%	1.44%	1.83%	2.23%	2.23%	2.00%	
Total all Schools	2.80%	2.80%	2.41%	1.95%	1.85%	1.74%	1.38%	1.17%	1.02%	0.86%	2.71%	2.63%	2.50%	
By LA: Primary														
Bournemouth Primary	3.02%	3.02%	2.53%	2.28%	2.23%	2.17%	1.40%	1.04%	0.86%	0.93%	3.01%	2.81%	2.77%	
Christchurch Primary	3.49%	3.49%	3.03%	2.77%	2.59%	2.40%	1.68%	1.51%	1.21%	1.45%	3.31%	3.22%	3.21%	
Poole Primary	1.71%	1.71%	1.38%	1.23%	1.23%	1.22%	0.88%	0.72%	0.71%	0.64%	1.71%	1.62%	1.41%	
By LA: Secondary														
Bournemouth Secondary	3.00%	3.00%	2.81%	2.40%	2.09%	1.78%	1.72%	1.62%	1.26%	1.14%	2.73%	2.73%	2.65%	
Christchurch Secondary	3.90%	3.90%	3.11%	1.40%	1.28%	1.16%	0.89%	0.68%	0.55%	0.63%	3.78%	3.78%	3.78%	
Poole Secondary	2.64%	2.64%	2.31%	1.62%	1.62%	1.62%	1.51%	1.30%	1.30%	0.45%	2.64%	2.58%	2.26%	
By LA: Totals														
Bournemouth Total	3.03%	3.03%	2.68%	2.36%	2.18%	2.01%	1.57%	1.33%	1.07%	1.05%	2.89%	2.79%	2.73%	
Christchurch Total	3.73%	3.73%	3.07%	1.99%	1.84%	1.69%	1.23%	1.03%	0.83%	0.98%	3.58%	3.54%	3.54%	
Poole Total	2.18%	2.18%	1.85%	1.45%	1.45%	1.45%	1.21%	1.03%	1.02%	0.59%	2.18%	2.10%	1.84%	
Schools on floor	19	19	20	21	21	21	21	21	21	21	19	0	0	
Schools on Formula	23	23	24	25	24	21	24	30	29	34	22	41	41	
Schools on Gains Cap	15	15	17	17	18	20	25	29	30	29	15	15	14	
Schools protected at Min per pupil funding level	28	28	26	23	23	23	15	9	9	5	28	28	30	
Schools Capped below Min per pupil funding level	4	4	3	4	4	5	4	0	0	0	5	5	4	
Schools on MFG level	4	4	4	4	4	4	4	4	4	4	4	15	30	
Total SB funding £		193,904,161 i.e. budget available in SB												
Extrinsic Growth £		730,798												
Distributed through formula (inc. 2019-20 intrinsic £'000s		192,998	192,929	192,204	191,335	191,144	190,946	190,265	189,873	189,581	189,289	192,767	192,611	192,369
Available for Transfer £'000s		175	244	969	1,838	2,029	2,227	2,909	3,300	3,592	3,884	406	563	805
% SB		0.09%	0.13%	0.50%	0.95%	1.05%	1.15%	1.50%	1.70%	1.85%	2.00%	0.21%	0.29%	0.41%
Funding released through this option £'000s			69.2	794.3	1,663.2	1,854.0	2,052	2,734	3,125	3,417	3,709	231.0	388	630
P MPPFL			3500	3463	3443	3443	3443	3,373	3300	3300	3243	3500	3500	3500
M MPPFL			4600	4552	4400	4400	4400	4,432	4400	4400	3650	4600	4600	4600
S MPPFL			4800	4750	4642	4642	4642	4,625	4600	4600	4442	4800	4800	4800
MFG			-1.50%	-1.50%	-1.50%	-1.50%	-1.50%	-1.50%	-1.50%	-1.50%	-1.50%	-1.50%	0.00%	0.00%
Floor?		Yes	1%	1%	1%	1%	1%	1%	1%	1%	1%	0% (no floor)	0% (no floor)	
Cap			3.00%	3.00%	3.00%	2.50%	2.00%	2.00%	2.00%	1.50%	1.90%	2.50%	2.50%	2.50%

All Schools Contribute										Illustrated Extremes				
	1.0% transfer					1.5% transfer			2.0% transfer					
M	N	P	Q	R	S	T	U	V	W	X	Y	Z	AA	
Step M - L with MPPFLs to balance	Step N - M with 2% cap	Step P - N with MPPFLs reduced by £30	Step Q - P with MFG - 1%	Step R - Q with LPA rates to balance by reducing NFF by 8%	Step S - R with MPPFLs reduced further by £30	Step T - S with MFG at -1.5%	Step U - T with cap at 1.1%	Step V - U with cap reduced to 0.5% & LPA at 2018/19 BCP Av.	Step W - V with MPPFLs to balance (NFF reduced by 2.6%)	Step X - 2019-20 MPPFLs all other's at MFG	Step Y - X with all premises factors but rates included in MPPFLs	Step Z - Y with no MPPFLs : MAX TRANSFER	Step AA - Z 19/20 NFF with no MPPFLs	

Per pupil funding % Change against 2018-19 funding

By Phase of School														
Infant/First	1.68%	1.67%	1.39%	1.22%	1.10%	0.75%	0.71%	0.68%	0.76%	0.48%	1.03%	1.03%	-1.34%	1.01%
Primary	2.30%	2.27%	1.98%	1.73%	1.66%	1.30%	1.18%	1.09%	1.08%	0.69%	1.10%	0.98%	-1.82%	1.17%
Junior	2.23%	2.21%	1.95%	1.74%	1.60%	1.25%	1.19%	1.14%	1.22%	0.92%	1.33%	1.33%	-1.32%	1.07%
Total Primary	2.18%	2.15%	1.87%	1.64%	1.55%	1.19%	1.10%	1.03%	1.05%	0.70%	1.13%	1.06%	-1.64%	1.13%
Middle & Secondary	2.72%	2.61%	2.43%	2.29%	2.31%	2.06%	2.04%	1.82%	1.68%	1.09%	1.76%	1.76%	-1.44%	0.77%
All-through	2.00%	1.71%	1.71%	1.71%	1.70%	1.70%	1.70%	1.06%	0.48%	0.48%	-1.44%	-1.44%	-1.44%	2.53%
Total all Schools	2.41%	2.33%	2.11%	1.94%	1.90%	1.61%	1.56%	1.38%	1.29%	0.86%	1.23%	1.19%	-1.52%	1.10%
By LA: Primary														
Bournemouth Primary	2.66%	2.65%	2.32%	1.97%	1.94%	1.52%	1.36%	1.30%	1.27%	0.81%	2.03%	1.88%	-1.44%	1.28%
Christchurch Primary	3.12%	2.94%	2.65%	2.53%	2.53%	2.15%	2.09%	1.76%	1.53%	1.12%	1.83%	1.83%	-1.33%	2.10%
Poole Primary	1.32%	1.32%	1.10%	0.99%	0.80%	0.51%	0.49%	0.48%	0.64%	0.44%	-0.15%	-0.15%	-1.97%	0.65%
By LA: Secondary														
Bournemouth Secondary	2.59%	2.33%	2.22%	2.17%	2.17%	2.04%	2.04%	1.49%	1.13%	0.76%	0.71%	0.71%	-1.44%	1.82%
Christchurch Secondary	3.61%	3.49%	3.18%	3.18%	3.18%	2.70%	2.70%	2.48%	2.33%	1.28%	2.79%	2.79%	-1.44%	0.91%
Poole Secondary	2.19%	2.19%	2.06%	1.80%	1.84%	1.64%	1.61%	1.61%	1.57%	1.15%	1.30%	1.30%	-1.44%	0.11%
By LA: Totals														
Bournemouth Total	2.65%	2.52%	2.29%	2.08%	2.07%	1.79%	1.70%	1.41%	1.22%	0.80%	1.42%	1.35%	-1.42%	1.56%
Christchurch Total	3.40%	3.25%	2.95%	2.90%	2.90%	2.47%	2.44%	2.17%	1.99%	1.21%	2.38%	2.38%	-1.39%	1.42%
Poole Total	1.76%	1.76%	1.58%	1.41%	1.32%	1.07%	1.05%	1.05%	1.11%	0.81%	0.56%	0.56%	-1.69%	0.44%
Schools on floor	0	0	0	0	0	0	0	0	0	0	0	0	0	23
Schools on Formula	41	40	42	42	42	42	42	39	35	37	1	2	89	42
Schools on Gains Cap	14	15	15	15	15	17	17	18	23	26	0	0	0	24
Schools protected at Min per pupil funding level	30	30	27	27	27	26	26	26	24	20	88	87	0	0
Schools Capped below Min per pupil funding level	4	4	5	5	5	4	4	6	7	6	0	0	0	0
Schools on MFG level	30	30	31	13	14	14	12	12	12	12	1	1	88	9

Total SB funding £

Extrinsic Growth £

Distributed through formula (inc.

2019-20 intrinsic £'000s

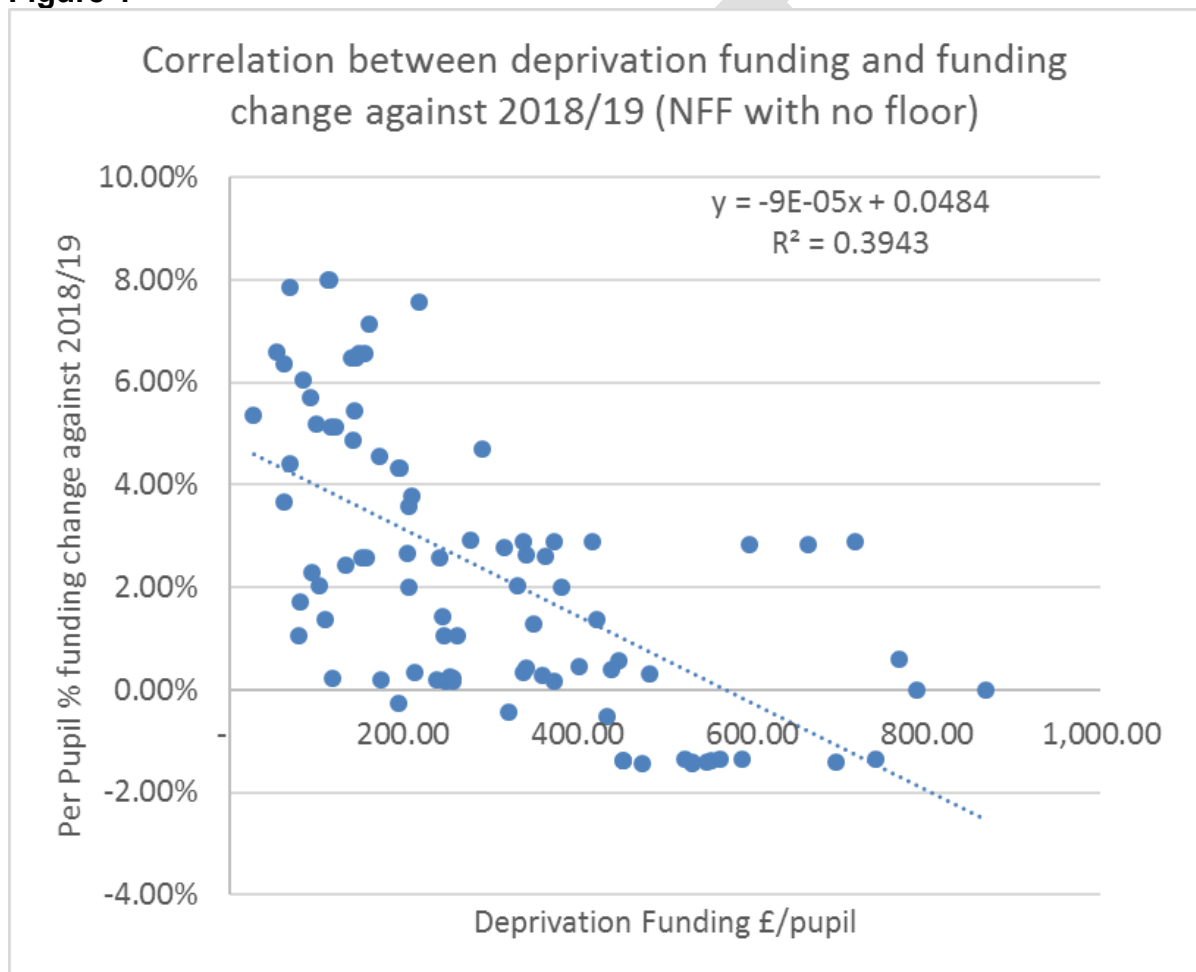
	192,203	192,047	191,637	191,313	191,235	190,691	190,592	190,260	190,095	189,296	189,978	189,909	184,818	189,740
Available for Transfer £'000s	970	1,126	1,537	1,861	1,939	2,483	2,581	2,914	3,078	3,878	3,195	3,264	8,356	3,433
% SB	0.50%	0.58%	0.79%	0.96%	1.00%	1.28%	1.33%	1.50%	1.59%	2.00%	1.65%	1.68%	4.31%	1.77%
Funding released through this option	795	951	1,362	1,686	1,764	2,308	2,406	2,739	2,903	3,703	3,020	3,089	8,181	3,258
P MPPFL	3493	3493	3470	3470	3470	3440	3440	3440	3440	3408	3500	3500	0	0
M MPPFL	4590	4590	4570	4570	4570	4540	4540	4540	4540	4479	4600	4600	0	0
S MPPFL	4790	4790	4770	4770	4770	4740	4740	4740	4740	4673	4800	4800	0	0
MFG	0.00%	0.00%	0.00%	-1.00%	-1.00%	-1.00%	-1.50%	-1.50%	-1.50%	-1.50%	-1.50%	-1.50%	-1.50%	-1.50%
Floor?	0% (no floor)	0% (no floor)	0% (no floor)	0% (no floor)	0% (no floor)	0% (no floor)	0% (no floor)	0% (no floor)	0% (no floor)	0% (no floor)	1%	1%	1%	1%
Cap	2.50%	2.00%	2.00%	2.00%	2.00%	2.00%	2.00%	1.10%	0.50%	0.50%	3.00%	3.00%	3.00%	3.00%

APPENDIX D – Analysis on correlation between deprivation and funding changes under NFF

Removing the funding floor and setting MFG at -1.5% but leaving all other formula factors the same, deprivation is compared against per pupil funding changes from 2018/19 in Figure 1.

A correlation coefficient of 0.39 suggests reasonably strong correlation across the 89 BCP schools. (< 1% likelihood correlation due to chance only).

Figure 1





BOURNEMOUTH, CHRISTCHURCH and POOLE SHADOW SCHOOLS FORUM

31 OCTOBER 2018

FORWARD PLAN 2018-19

November 2018

1. Early Years Funding Formula Consultation
2. Mainstream Schools Funding Formula Consultation
3. Central Services for all Schools
4. Maintained School De-delegations and Central retentions
5. Growth Fund
6. High Needs Budget

December 2018

1. Early Years Funding Consultation Outcome & Recommendations
2. High Needs Report & Transfer to High Needs
3. Mainstream Schools Formula Consultation Outcome & Recommendations

January 2019

1. Final Mainstream School Formula update
2. LAC Pupil Premium Arrangements

February 2019

1. Maintained Schools Scheme of Delegation

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

MEETING DATE:	Thursday 18 October 2018
LOCATION:	Bournemouth Learning Centre
TIME:	09:00 – 11.30
MEETING CHAIR:	Vicky Wales
MEMBERS:	Neil Goddard; Felicity Draper; David Simpson; Graham Exon; Jack Cutler; David Todd; Dorian Lewis; Michael Reid; Sean Preston; Phil Keen; Helen Roderick; Steve Ellis; Patrick Earnshaw; Nicola Webb; Margaret Judd; David Newman; Karen Boynton; Geoff Cherrill; Bob Kennedy
PRESENT:	Marilyn Scofield-Marlowe (minutes)
APOLOGIES:	Chris Jackson; Stuart Riddle; Vicky Wales (left early).

ITEM	SUMMARY OF DISCUSSION FOR EACH ITEM AND THE OUTCOME	NAME
1.	<p>Welcome, apologies & previous minutes</p> <p>All present made introductions. VW offered apologies that she would need to leave early to attend a staff member's funeral.</p> <p>All present agreed the accuracy of the previous minutes.</p> <p>Matters arising:</p> <ul style="list-style-type: none"> • The budget is covered as an agenda item • Dates for the Shadow Forum meeting have been set. • The Terms of Reference have been updated. • Shadow Schools Forum representatives have been confirmed. • MJ to email MSM further details of the additional funding that Dorset provides for the cost of setup of a new school to be added to the minutes. • JC will provide information on the Growth Fund for the November Shadow Schools Forum meeting. • Projections for spending from the HNB and the live model to be covered under agenda item 6. 	<p>MJ</p> <p>JC</p>
2.	<p>LGR Update - verbal</p> <p>The new Chief Executive, Graham Farrant, has been appointed as of 17 October 2018. The next tier of Leadership is being considered. Adult Services and Children's Services will have separate Directors.</p> <p>Children's Services has been split into a series of workstreams, with particular focus on providing services to Christchurch from 1 April 2018.</p>	
3.	<p>Shadow Schools' Forum</p> <p><u>Membership</u></p> <p>It was agreed at the previous meeting that the overall membership of the Shadow Schools' Forum would be looked at.</p>	

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

<p>All volunteers were thanked for their contribution; school representative places have all been filled, except that MR is still awaiting confirmation for a representative for Special Academies. Diocesan representation is also outstanding.</p>	MSM
<p>It was noted that there is no governor representation. Bournemouth Primary Schools representative's backup is a governor. As this is representation by volunteer for a Shadow Forum, it was considered that the lack of governor representation is not a concern.</p>	
<p>Action: MSM to issue invites to members to the Shadow Schools' Forum meeting on 31 October 2018.</p>	
<p><u>Meeting dates</u></p>	VW / NW
<p>The preferred time for the meetings was discussed. PK felt that meetings during the middle of the school day were not convenient.</p>	
<p>It was decided that the Shadow Schools' Forum should decide the time of day which is most convenient to members.</p>	
<p>Action: Meeting timings to be discussed and decided at Shadow Schools' Forum.</p>	
<p><u>Agenda for October</u></p>	NW / VW NG
<p>It was raised that the Early Years agenda item is unlikely to be ready in time for the meeting on 31 October, but that this is not critical given the short timescale until the meeting in November.</p>	
<p>The question of the future of the Budget Reference Group was discussed. BRG members considered that it would be a large duplication of effort. It was decided that this should be considered by the Shadow Schools' Forum and is included on the draft Agenda.</p>	
<p>Action: VW and NW to complete a short paper to take to Shadow Schools Forum, to give options regarding working groups and the future of the Budget Reference Group.</p>	
<p>It was considered that there is previous history of working groups feeding into Schools' Forum. It was considered that a working group would need to be small to be effective.</p>	NW / VW NG
<p>It was considered that an induction prior to the Shadow Schools' Forum meeting would be helpful to new members.</p>	
<p>Action: An induction session to be offered prior to the Shadow Schools' Forum meeting, and papers from the Budget Reference Group meeting to be provided</p>	

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

	<p>for background.</p> <p>The early availability of papers was discussed. It was requested that all papers are provided a week before the meeting. It was confirmed that the aim will be to do this, but that the tight timescales mean that this will not always be possible.</p> <p><u>Forward Plan</u></p> <p>The proposed Forward Plan has been designed to reflect timescales and acknowledges that there are unlikely to be decisions at the first meeting; this needs to start in November.</p> <p>Although some decisions can be deferred to December, it is desirable to keep pace.</p> <p>It was raised that the deficit (£4.5 million) and responsibility for this are not included on the Agenda. NW confirmed that this is still in discussion with Members and not in a position to be brought forward until December. Central Government are considering the arrangements for dealing with deficits on a national basis and there is no simple solution. Concerns were raised that decisions regarding the transfer to the High Needs Block (HNB) could not be made until further detail about this is known.</p> <p>It was confirmed that the exact amount of the deficit which relates to Christchurch will not be known until after the year end; the proportion however is known. Principles are being agreed in considering all the assets and liabilities of Dorset County that relate to Christchurch.</p>	
4.	<p>Latest BCP Published School Revenue Balances</p> <p>A summary by phase and maintained / academy was shared to give context and a picture across BCP.</p> <p>There are generally only small deficits across the Primary phase and overall financial resilience is greater.</p> <p>The secondary phase is a more mixed picture with some Secondary schools in surplus (some large), while a number of academies have significant deficits. The large deficits were in schools in the more deprived areas and likely to be small without a 6th form. The 2013/14 school funding reforms and the NFF have both disadvantaged schools with the more deprived pupils.</p> <p>All through schools are growing and this may account for their lower balances.</p> <p>Special schools are mixed between significant deficits and surpluses.</p>	

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

	<p>The relevance of deficits / surpluses was discussed; it was suggested that the presence of a deficit or surplus did not indicate impact, i.e., if a school was underfunded, how well budgets were managed could lead to reserves, or a school could be saving for a capital project – there is a lot of context that needs to be taken into account to see the true picture.</p> <p>It was suggested that the data was now out of date 1 year old (academies) and 6 months old (maintained); it was confirmed that this is the most recent published, and therefore verified and audited data. In Poole at least over recent years, the general picture at this summary level has been similar.</p> <p>It was raised that Academies are required to keep a reserve by the DfE; however, the largest deficits are in Academy Secondaries.</p> <p>It was noted that Poole and Dorset do present this information to their Schools Forum annually and that Bournemouth had reviewed similar information when considering some aspects of funding last year.</p> <p>Action: The group was asked if they would like this data to be presented to the Shadow Schools' Forum; it was agreed that it should not be presented to Forum.</p>	
5.	<p>Draft Summary DSG Budget 2019/20</p> <p>NW circulated a paper to the group. Apologies were offered that these could not be provided prior to the meeting. The papers provided will not require updating prior to the Shadow Schools' Forum as this is the latest information available following a lot of detailed work on the high needs budgets.</p> <p>It was noted that the Local Authority areas are no longer being shown separately as in the previous 2018/19 budget summary. BCP is now being looked at as a single entity. NW explained some key highlights of the figures:</p> <p><u>Early Years:</u> We are working on the basis that a 1% transfer is made to support the HNB. This is not a large amount due to the overall size of the Early Years budget.</p> <p>Central Spend: this will have greater detail for Forum at a later meeting, but spend has been set within the level of funding.</p> <p><u>The Mainstream Schools Formula:</u> this is based on the pupil numbers for 2018-19 and estimated funding levels per pupil. These numbers will change when the October 2018 census is taken into account in December.</p>	

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

	<p><u>Premises / Mobility / Business Rates:</u> This funding is now fixed; although Christchurch's disaggregation from Dorset is still to be confirmed in final announcements from the DfE</p> <p><u>Growth Fund:</u> This funding is estimated with the forecast spend reflecting the discussions at the September meeting.</p> <p>None of the projections provided include a transfer to the HNB from mainstream schools.</p> <p><u>Central Schools Services:</u> Lower funding as protection is winding out at 2.5% per year; savings of £45,000 to be made as shown on the schedule.</p> <p>Schools Forum: These costs will reduce as there will only be 1 Forum across BCP.</p> <p>The high needs summary assumes that the Bournemouth (similar in Dorset) SEND banding policy will be applied across BCP for mainstream schools in Poole. The DSG shortfall on current projections is £5.7 million.</p>	
6.	<p>High Needs Budget 2019/20</p> <p>It was considered that the papers show a sobering picture; HNB pressures, the changes to the Code of Practice, leading to a rise in requests for EHCPs, education being provided for some post 19 and the cost of exclusions are a significant issue. The in-year picture does not balance (£5.7M deficit) before taking into account the deficit being brought forward still being estimated at £4.5 million.</p> <p>Strategies to bring down costs have been explored, such as reducing the use of high cost alternative provision. It was noted that Post 16 is more difficult to manage and tribunals for funding are going in favour of the parents. There are too many exclusions to be affordable across BCP.</p> <p>It was advised that there will be a deficit regardless of a transfer to the HNB. All were reminded that there are other budget decisions that need to be made, not only the transfer to the HNB.</p> <p>If a transfer of more than 0.5% is agreed, this needs to go to the DfE for agreement. The decision about the percentage to be transferred to the HNB needs to be made by December 2018 at the latest.</p> <p>There was debate about the merits of the relative size of the transfer to the</p>	

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

<p>HNB. Although the overall pot of money stays the same, the aim of the transfer to the HNB is to ensure that, overall, schools receive a level of funding which is lower but manageable, which allows for the funding required for the provision for children with a higher level of need. This is a difficult balance as the spend for high needs is difficult to predict.</p>	
<p>It was suggested that the work being carried out in each Authority to endeavour to reduce HNB spending should be done as joint work across BCP. A Poole representative from the Poole HNB Task and Finish Group is going the Bournemouth equivalent. Christchurch does not have an equivalent group. A proposal was made to join the existing Bournemouth and Poole groups.</p>	
<p>Action: DT will send PE an invite to the Bournemouth HNB meeting.</p> <p>It was queried whether the action plan for reducing the HNB spend has been implemented and the impact of this.</p>	<p>DT</p>
<p>Action: A recovery plan was requested, showing a comparison between previous figures and current spend, showing the impact of previous strategies to reduce HNB spend, recently implemented strategies and proposals for further strategies. This will have already been part of reports to Bournemouth and Poole's Schools Forum.</p>	<p>NG / VW</p>
<p>The Dorset area has a larger in-year deficit than Bournemouth or Poole, and this may be still growing. Dorset transferred money to the HNB and has spent more than this. It was noted that there has been some improvement in Dorset due to initiatives that have been implemented, but it takes time to assess the impact.</p>	
<p>It was noted that the vast majority of the funding within the HNB goes to schools to support pupils with high needs and that the number of these continued to grow which was financially unsustainable.</p>	
<p>The national picture was queried; it was considered that the joint consultation completed by ISOS gave a good overview of the situation in the local area comparative to nationally.</p>	
<p>Action: MSM to circulate the ISOS reviews for Bournemouth and Poole to the group.</p>	<p>MSM</p>

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

7.	<p>Development of Mainstream BCP formula</p> <p>A paper was provided prior to the meeting which gives the options for funding to be submitted to the Shadow Schools Forum.</p> <p>JC overviewed the paper; this is based on 2018-2019 pupil characteristics, from the October 2017 census. The paper looks at ways to release funding from the NFF should a transfer to high needs be agreed.</p> <p>If all schools receive the full NFF, there will be little funding available to transfer left for the HNB.</p> <p>Table 1 was explained; this provides a way to categorise the impact of options for the various formula positions of schools (eg on formula, capped, minimum per pupil funding level etc).</p> <p>Table 2 looks at how much funding would be transferred out of the schools block into the HNB, at varying proportions from 0.5% to 2%.</p> <ul style="list-style-type: none"> • A 0.5% transfer to the HNB would derive a £970,000 transfer, which would require £794,000 to be released from the formula (balance potentially from unused growth fund). • A 2% transfer to the HNB would derive a £3.7 million transfer from the formula. <p>The paper models a variety of options.</p> <ul style="list-style-type: none"> – Appendix A and B show different options for funding models. – Appendix C details, at a school level, at proportional funding change under NFF against 2018-19 funding, compared to deprivation funding. This was raised as something to consider. <p>Each option is considered in isolation but the final proposal would more likely be options in combination. This paper is illustrative only to aid discussion.</p> <p><u>Minimum per pupil funding level:</u></p> <p>The pupil led factors and school led factors, along with sparsity funding, are added together and divided by the number of pupils. Split site funding, mobility and rates funding are added to this.</p> <p>It is suggested Business Rates should not be included in the per pupil funding calculation, because maintained schools and academies are treated differently due to the 80% charitable relief for academies.</p>
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Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

It is possible to include mobility and split site funding into the calculation; this would release £69,000 for the HNB.

Since 2018-2019 the NFF has seen an uplift in minimum per pupil funding levels of £200 per phase. (£3,300 increased to £3,500 at primary and £4,600 increased to £4,800 at secondary).

- If this increase in NFF was reduced by £50 per pupil, this would release £877,000.
- If the increase in NFF was reduced by £100 per pupil, it would release £1.5 million.
- If the £200 increase was not applied (2018-2019 NFF levels), this would release £2.5 million.
- Using the Poole's 2018-2019 levels (below 2018-2019 NFF) would release £3.1 million.

It was explained that Poole schools already receive lower funding to the extent that, if all schools in BCP received Poole's minimum per pupil funding levels from 2018-19 and a £200 uplift was applied, the amount released would be equivalent to the £100 reduction model.

Different sectors would see different amounts of movement of funding across these options.

Further options for releasing funding were explored. An overview of Table 4 was given, explaining that funding gains cap could be reduce to 1% it would free up almost £700,000.

It was also discussed how the funding floor or low prior attainment funding could be changed and how this affects schools funding in relation to the NFF.

The maximum allowed minimum funding guarantee would see a 1.5% reduction in per pupil funding from last year, which would free up almost £500,000.

A disapplication request for a variable funding floor could be made, to recognise that some schools which have been protected at higher levels of funding by the minimum funding guarantee (MFG) or the funding floor. It may be better to gradually reduce these levels of funding to the NFF. If the threshold for no funding floor was set at >20% protection through MFG, this would release £41,000 and would affect 1 school, so it is debatable if this would be a worthwhile exercise.

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

The lower prior attainment factor is providing more additional funding to more schools compared with previous LA formulae than any other factor, so may be a good option to consider for savings.

If an average rate across BCP from 2018-2019 was applied across all schools, this would release £352,000.

The caps for each area currently varied in 2018-19:

- 3.5% for Bournemouth
- 3% for Christchurch
- 3% for Poole

The figures provided do not show the impact on individual schools.

Two illustrative options were considered to test principles to adopt:

1. all formula types of school to contribute
2. highest gainers only contribute.

It was queried if other models had been considered. It was confirmed that the models included on the papers are those with the most impact.

The group was asked to consider which options would be recommended to the Shadow Forum.

PE raised that some schools have historically been underfunded and that this needs to be considered when considering options, as the changes in the NFF are intended to increase the funding for those historically underfunded schools to achieve a minimum level of funding. Targeting only the schools with the biggest increases would not be fair.

It was explained that the options being considered were not to remove existing funding, but to reduce the increase to allow for the HNB transfer, which schools that need it would be drawing from. It was suggested that it is harder to manage with reduced funding rather than a lower level of increase. Particularly as 2018/19 had already delivered a significant increase in some cases

It was confirmed that the Local Authorities do not have a preferred view of whether all schools contribute or whether this is targeted to the highest funding increase schools. The aim is to produce a robust discussion of the options.

The methods of each Local Authority area last year were compared.

- Dorset applied the NFF minimum per pupil funding and used prior attainment to balance. Reductions were made in high needs support to

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

mainstream schools.

- Bournemouth went to the NFF for 2018-2019; there was additional growth funding and a 1% transfer was made from this. Reductions were made in high needs support to mainstream schools.
- Poole used a variety of methods (similar to option 1) provided a lower minimum per pupil than NFF, and reduced the level of prior attainment funding. All schools received a bit less than the NFF. This enabled SEN support to mainstream schools to continue at previous levels. Poole was the only Authority to have no deficit to try to recover.

Whatever is decided as the funding model, it will be set across BCP.

It was expressed that it needed to be recognised that previous attempts had resulted in a deficit; therefore the number of pupils requiring support from the high needs budget needs to be reduced.

The possibility of not transferring to the HNB and asking schools to fund high needs themselves was explored. The Poole HNB Task and Finish group has previously considered this; it was explained that pupils with high needs are not spread evenly across all schools. For this reason, Poole Schools Forum agreed to the transfer to the HNB in recognition that it was all schools' responsibility to ensure that there was no damage to the provision of children across Poole. The alternative would be unfair to schools with more pupils with high needs and may negatively affect inclusivity.

There is an option which requires a disapplication to include the minimum per pupil funding levels within the funding gains cap. This cannot currently be done under finance regulations. This would mean that, if a school sees greater than 3% gains through the minimum per pupil funding levels, this would be capped. This would share the contribution across all schools but there is no guarantee that this application would be accepted.

The options provided were looked at with a view to the recommendation for the Shadow Forum.

Key points considered:

- Any greater transfer than 2% means that every school would lose funding, except those on the minimum funding guarantee.
- A 3% transfer would be needed to cover the in-year deficit.

PE expressed that he felt that there should be a principle that all schools should lose funding but no school should receive less than the minimum funding per pupil. It was raised by SP that this would mean that schools at the minimum funding level would be at NFF whereas other schools would not be.

Minutes: Bournemouth, Christchurch & Poole, Budget Reference Group

	<p>This would not provide the equity required. Agreed to model this option for schools forum.</p> <p>Action: JC and PE to discuss the options further after the meeting.</p> <p>Post meeting comments and suggestions were welcomed by NG.</p>	JC
8.	<p>Funding for Maintained Schools Education Services</p> <p>NW will look at the funding paper with colleagues in maintained schools and bring back to the group.</p>	NW
10.	<p>Next meeting and Forward Plan</p> <p>Date of next meeting: The Shadow Schools' Forum will decide if further Budget Reference Group meetings are required at the meeting to be held on 31 October 2018.</p>	
	Close.	

Minutes by: Marilyn Scofield-Marlowe

Checked by: Nicola Webb / Jack Cutler / Vicky Wales

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