

# Public Document Pack

## *Bristol Schools Forum*

**Agenda Tuesday, 27th September, 2022 at 5.00 pm**  
**A Committee Room - City Hall, College Green, Bristol, BS1 5TR**

	<b>Start</b>	<b>Item</b>	<b>Action</b>	<b>Owner</b>	<b>Paper</b>
1.	17:00	Welcome	A	Chair	
2.	17:05	Forum Standing Business  (a) Apologies for Absence  (b) Confirmation meeting is quorate  (c) Appointment of new members/Resignations:  (d) Notification of Vacancies:  (e) Declarations of Interest	A	Clerk	
3.	17:10	Minutes of the Previous Meeting  (a) To confirm as a correct record  (b) Matters arising not covered on agenda	A	Chair	2 - 5
4.	17:20	Update from Director of Education and Skills	I	RH	Verbal
5.	17:30	Update on the Dedicated School Grant 2023-24	De	TY	6 - 14
6.	18:00	The Dedicated Schools Grant (DSG) Management Plan Update including mitigations	De	CM/ RH	15 - 29
7.	18:30	Update on High Needs (Delivering Best Value)	I	RH/ AH	30 - 34
8.	18:40	DSG Budget Monitor 2022/23 Period 5 Quarter 2 (P5 Q2)	I	AL	35 - 40
9.	18:50	Any Other Business			

(\*) A = Admin, I = Information, De = Decision required, C = Consultation, Di = Discussion

**Clerk:** Sam Wilcock email: Sam.Wilcock@bristol.gov.uk

**Chair:** (contact via clerk)

<b>FUTURE MEETINGS – Tuesdays unless indicated</b>
29 November 2022
12 January 2023 (Tuesday)
28 March 2023
23 May 2023
12 July 2023 (Wednesday)

## *Bristol Schools Forum*

**Minutes of the meeting held on Monday, 11th July, 2022**  
**at 5.00 pm at Virtual Meeting via Zoom**

**Present:**

Karen Brown	Private Voluntary Independent (PVI) Early Years
Melanie Bunce	Maintained Primary Headteacher Rep, St Barnabas
Councillor Asher Craig	Cabinet Member for Children Services, Education and Equalities
Trish Dodds	Primary Governor Rep, Fishponds Academy
Simon Eakins (Vice Chair)	Academy Primary Head Rep, Cathedral Primary
Simon Holmes	Nursery Head Rep, St Phillips Marsh Nursery
Sarah Lovell (Chair)	Academy Secondary Headteacher Rep, Bristol Brunel Academy
Kate Matheson	Maintained Primary Governor Rep, St Barnabas
Aileen Morrison	PRU Head, St Matthias Park
Samantha Packer	Secondary Governor Rep, St Mary Redcliffe & Temple
Richard Penska	PRU Governor Rep, Northstar
Chris Pring	Maintained Primary Headteacher Rep, Cabot Primary
Cedric Sanguignol	Maintained Primary Governor Rep, Bishop Road Primary
Cameron Shaw	Secondary Head, Bristol Metropolitan Academy
Stephanie Williams	Academy Primary Head Rep, Bannerman Road Community Academy
Aderyn Zajicova	Nursery Governor, The Limes Nursery School

**In attendance from Bristol City Council:**

Denise Murray	Director: Finance
Alison Hurley (AH)	Director of Education and Skills
Angel Lai (AL)	Finance Manager (Children’s and Education)
Richard Hanks	Head of Service - Learning City for All
Samantha Wilcock (SW)	Clerk to Schools Forum

	Action
<b>1. Welcome</b>	
SL welcomed everyone to the meeting.	
<b>2. Forum Standing Business</b>	
<p><b>a. Apologies for absence</b>                      Apologies for absence were received from:                      Mick O’Neill-Duff – Primary Governor, Wansdyke Primary                      Emma Richards – Head Special Maintained, Claremont School                      Rebecca Watkin – Head Special Academy, LearnMAT                      Denise Murray - Head of Finance (S151 Officer)</p> <p><b>b. Quorate</b>                      The Clerk confirmed the meeting was quorate.</p> <p><b>c. Resignations</b>                      There were no new resignations since the previous meeting.</p> <p><b>d. Appointment of New Members</b>                      One new member had been appointed since the previous meeting. Aderyn Zajicova</p>	

<p>joined the Bristol Schools Forum as a Nursery Governor and was welcomed to the meeting.</p> <p><b>e. Notification of Vacancies</b> The following vacancies were noted: 2 Secondary Academy Governor Representatives 1 Clifton Diocese Representative</p> <p><b>f. Declarations of Interest</b> There were no declarations of interest.</p>	
<b>3. Minutes of the Previous Meeting</b>	
<p><b>RESOLVED</b> – that the minutes be confirmed as a correct record.</p> <p><b>Matters Arising (within the minutes)</b></p> <p><b>Insurance</b> A breakdown of costs within the Risk Protections Arrangement (RPA) had been provided and circulated as requested. AL outlined the information provided and confirmed that the package chosen had saved schools £176,000 in total for the year. Officers would confirm the mechanism for any refunds due, prior to the next meeting. Action carried forward.</p> <p><b>Task and Finish Groups</b> The Early Years Task and Finish Group had met on 6 July and the High Needs Task and Finish Group would meet on 15 July. Anyone interested in becoming involved with those groups should contact the Clerk. ALL</p> <p><b>School Places Update</b> AH reported that IB had sought meetings with Heads to discuss future projections of pupil numbers and temporary expansions of secondary schools. AH was asked for an update on when those meetings were planned for. IB was invited to present the latest position to the Forum in September. Action carried forward.</p> <p><b>Family Hubs</b> A draft programme had been released by the DfE last week which would assist in the preparation for the grant application. The programme was listed on the Cabinet Forward Plan for September 2022 where officers would seek permission to apply for the grant and outline the delivery expectations. The item would be on the agenda of the September meeting of the BSF. Action carried forward.</p> <p><b>Nursery Deficit</b> Information detailing how the level of deficit compared to the total income of nurseries had been circulated. It was reported as 62% of total income.</p>	<p>PD, AL</p> <p>AH, IB, SW</p> <p>SW</p>
<b>4. Update from Director of Education and Skills</b>	
<p>AH gave a verbal presentation which outlined the following:</p> <ol style="list-style-type: none"> <li>1. The High Needs Block Recovery Plan would be reviewed by the High Needs Task and Finish Group and would then be presented to the Forum in September. The elements</li> </ol>	

<p>and detail would sit below the DSG Management Plan.</p> <ol style="list-style-type: none"> <li>2. The Department for Education (DfE) 'Delivering Better Value in SEND' scheme operated below 'Safety Valve' arrangements. All eligible Councils had met with delivery partners to hear the approach and further detail. The next step was for the DfE to meet with senior officers to consider the readiness to commence the programme; informationally, financially and operationally. The key output would be to develop the Action Plan.</li> <li>3. Interim arrangements for the Director of Education and Skills post would be released soon.</li> </ol>	
<p><b>5. Proposal for Schools Forum to fund additional capacity to support the sustainability review of maintained nursery schools from the Early Years Block Underspend</b></p>	
<p>The Forum received a report which progressed discussions from the last meeting to propose a stream of work with the maintained Nursery schools to establish a sustainable model for the future to tackle the large and growing funding deficit. Officers had worked alongside Headteachers, Governors and key stakeholders to understand the pressures involved, initiate financial modelling and contextual planning and establish a Terms of Reference for a transformation model.</p> <p>The report proposed to use £90k of the Early Years underspend to work directly with nursery schools to find and identify savings as well as sustainable models for the future. The funding would be allocated to:</p> <ul style="list-style-type: none"> <li>- support leaders to develop models working with professionals to consider staffing and structures</li> <li>- provide dedicated finance support for modelling and forecasting to develop sustainable models</li> <li>- provide support to set and monitor budgets</li> <li>- commission research to study operational models across the country</li> <li>- provide release time for headteachers to allow them to support the programme.</li> </ul> <p>With reference to SEND pressures and work to help manage and build capacity around SEND as part of transformation plans, the report also proposed to invest up to £250k in the Early Years sector focussing on early intervention and support, workforce development and capability, funding models, building sustainability and capacity for the future. A panel would look at the programmes and projects and feedback on the impact of the work.</p> <p>SH reported the position of the Early Years Task and Finish Group in support of the report and proposals. He highlighted the early family help and support role (such as early SEND intervention) that nurseries carried out which benefitted the rest of the sector. SH also highlighted the potential positive impact of proposed additional DfE funding for the maintained nurseries grant.</p> <p><b>Following a vote it was AGREED (with one voting against) that the Schools Forum:</b></p> <ul style="list-style-type: none"> <li>. <b>Noted the key pressures facing Bristol's maintained nursery schools.</b></li> <li>. <b>Noted the work delivered to date</b></li> <li>. <b>Approved the request for £90k funding to be allocated from 2022/23 Early Years underspend to provide key financial, leadership and operational support through the next academic year to support the review of maintained nursery schools.</b></li> <li>. <b>Approved the request for £250k funding to develop a settings-based sustainable approaches to supporting pupils with SEND in the Early Years.</b></li> </ul>	

<p><b>6. DSG Budget Monitor Update</b></p>	
<p>AL introduced the report, the first financial monitoring report of the financial year, and outlined the information contained therein.</p> <p>Table One summarised the position at the end of the previous financial year including the transfer of the balance from the Schools Block to the High Needs Block.</p> <p>AL reported the overall position and the current 2022-23 allocation from the DfE of £421m. The first forecast was based on end May 2022 to March 2023 with a £15.6m overspend in DSG mainly attributable to the High Needs and Early Years Blocks. The forecast showed a carry forward cumulative overspend at the end of the financial year of £40.2m. The service was engaging with the DfE with mitigation plans detailed earlier in the meeting.</p> <p>Officers reminded that statutory instrument arrangements would end on 31 March 2023.</p> <p>In response to the report the following points were raised:</p> <ol style="list-style-type: none"> <li>1. The report and projections were in line with predicted levels. Favourable movement may therefore be seen following the interventions and agreed mitigations and plans from the DSG management plan through Delivering Best Value for SEND. Detail of mitigations would be brought back to the Forum in September.</li> <li>2. Improvements were required throughout the sector to decrease the deficit and the BSF would be key in identifying and driving changes.</li> <li>3. The trend of growing numbers of requests for Education Health Care Plans (EHCPs) included increased new requests on top of the backlog. Some demand could be due to the impact of COVID and officers assessed applications to consider whether alternative funding and grants were more appropriate than the draw on Special Educational Needs funds.</li> <li>4. It was important to understand why there was such a high drive for EHCPs as well as reassessing allocation based on the current needs of a child rather than the historical allocation.</li> </ol> <p><b>The Schools Forum noted the in-year 2022/23 position for the overall DSG</b></p>	
<p><b>7. Any Other Business</b></p>	
<p><b><u>Future Meeting Dates</u></b></p> <p>The proposed future meeting dates were 27 September 2022, 29 November 2022 then 12 January, 28 March, 23 May and 12 July 2023 as detailed on the agenda. The Chair proposed that meetings be a mixture of in person and remote. The clerk would communicate plans for each meeting. (SW)</p> <p><b><u>Thanks to Alison Hurley</u></b></p> <p>The Chair led a round of applause and appreciation for Alison Hurley who was leaving Bristol City Council at the end of July. Councillor Craig also thanked Alison for her hard work as a highly respected leader and a pleasure to work with.</p>	

The meeting closed at 6pm

## **Bristol Schools Forum** **Update on the Dedicated School Grant 2023-24**

<b>Date of meeting:</b>	27 September 2022
<b>Time of meeting:</b>	5.00 pm
<b>Venue:</b>	City Hall

### **1 Purpose of report**

- 1.1 This report provides an outline of emerging DSG funding levels for 2023/24, and updates on changes to the School Block with the implementation of the hard National Funding Formula. As details on allocations are yet to be confirmed any figures are indicative and should be treated only as such.

### **2 Recommendation**

#### **2.1 Schools Forum is invited to:**

- a) **note the indicative 2023/24 funding levels.**
- b) **note the transition to a hard NFF will begin in 2023-24 and the proposed restrictions relating to the DSG School Block.**
- c) **Note that the LA will consult with schools on items in the local formula, particularly MFG, transfers between blocks, and formula factors.**
- d) **Agree to the introduction of a new de-delegated service area, for school improvement activities, following the cessation of the school improvement monitoring and brokering grant**
- e) **note that the LA will consult with schools on their views on de-delegation, and then report the results of the consultation to Forum for their decision at the meeting in November.**
- f) **Agree to the re-establishment of a Finance Sub-group to consider funding formula proposals for 2023-24**

### **3 Background**

- 3.1 On 19 July, the Minister of State for School Standards made a written statement setting out information on the schools, high needs and central school services national funding formulae (NFF) for 2023 to 2024.
- 3.2 The published information included provisional National Funding Formula (NFF) allocations for Schools Block (excluding Growth), High Needs Block and Central School Services Block for 2023-24, based on current pupil data. Actual allocations and the Growth allocations will be determined later

in the Autumn, based on Autumn 2022 school census data. There was no information on Early Years funding in this release.

- 3.3 For mainstream school funding (the School Block), the ESFA has indicated the intention to continue to move towards a 'hard' national funding formula, with the implementation beginning from 2023-2024.
- 3.4 Changes that are expected to be in place for 2023-2024 include:
- Decrease of the MFG value to between 0.0% and 0.5%
  - No local discretion over which funding factors to use
  - Local factor values must move closer to NFF factor values, with maximum and minimum values in place for factors, further limiting local priorities
  - Inclusion of previously separate school supplementary grant into the block funding
- 3.5 Whilst funding allocated to the schools and high needs blocks is distributed to individual LAs using National Funding Formula (NFF), the LA will retain some limited discretion over the local formula in to distributing the schools block to individual schools.

## 4 Funding levels for 2023/24

- 4.1 The announcement has stated that funding for mainstream schools through the National Funding Formula will increase by 1.9% overall, as compared to 2022/23, and that all LAs will receive at least a 5% increase on funding, with some LAs receiving up to 7% increase.
- 4.2 The NFF factor unit values for Basic Entitlement (AWPU) FSM6, IDACI, Low Attainment, EAL and the lump sum are being increased, however forum will be aware Bristol currently funds many of these factors at a higher rate than NFF. A comparison between the current local formula factor values, the 2022-23 NFF factor values and the 2023-24 NFF factor values is provided in Appendix 1.
- 4.3 The provisional Schools Block allocation for Bristol has been published at £319.86m, before growth funding, with actual allocations expected to be published in December 2022.
- 4.4 The provisional High Needs Block allocation for Bristol has been published at £82.979m (a £4.4m increase from 2022/23), with actual allocations expected to be published in December 2022.
- 4.5 The central schools services block provides funding for the ongoing responsibilities that local authorities continue to have for all schools. As has been practice in recent years, funding for historic commitments within this block will be reduced by a further 20% for 2023-2024. The provisional Central School Services Block allocation for Bristol has been published at £2.700m, with actual allocations expected to be published in December 2022. This is an overall reduction of £42k reflecting a £119k reduction in the historical commitments allocation, partially offset by an increase (+£77k) in funding for ongoing responsibilities allocation.
- 4.6 These provisional allocations are based on current pupil data. Final allocations of the 2022/23 funding will use information from the Autumn 2022 census are expected to be issued in December 2022.
- 4.7 Table 1 shows the potential funding and comparative increases in the DSG blocks for Bristol for 2023/24.

Table 1: Indicative 2023/24 DSG funding

Comparative allocations	2023/24 Indicative DSG allocation	Comparative 2022/23 DSG allocation	£ change	% change
	£m	£m	£m	
Schools Block excl. growth	319.860	304.311	+15.549	+5.1%
Central School Services Block	2.700	2.742	-0.042	-1.5%
High Needs Block	82.979	78.607	+4.372	+5.6%
<b>Total</b>	<b>405.539</b>	<b>385.660</b>	<b>+19.879</b>	<b>+5.2%</b>
Growth funding in school block	No data	1.881		
Early Years	No data	35.988		-

## 5 Restrictions on use

- 5.1 For 2023-24 we will continue to set a local school funding formula. The government has stated that 2023-24 will be the first year of transition to hard national funding formula, and that LAs will be restricted in their options in setting the local formula for 2023-2024.
- 5.2 Minimum funding levels per pupil are increasing again, setting a floor as to the minimum each pupil can attract into a school based upon Key Stage. These minimum funding levels remain a mandatory factor in the local formula and are set out in the table below.

Key Stage	2023-24 minimum per pupil funding levels
Primary (KS1 & KS2)	£4,405
KS3	£5,503
KS4	£6,033

- 5.3 The Minimum Funding Guarantee (MFG) for 2023/24 is reducing. For the last couple of years the MFG had to be set between +0.5% and +2%, with an MFG of +0.5% being applied for 2021/22 and 2022/23. For 2023/24 the MFG has to be set in the range 0.0% to 0.5%. Forum will need to discuss and agree what MFG rate is set for 2023/24 within this range.
- 5.4 The ESFA has indicated that LAs will not have any choice over which funding factors to use when composing the formula allocation; every NFF factor has to be used, with the exception of the locally determined premises factors which remain optional.
- 5.5 This means that all local authorities will have to use all three deprivation factors (FSM, FSM6 and IDACI), as well as low prior attainment (LPA), English as an additional language (EAL), mobility, sparsity and the lump sum.
- 5.6 Bristol already uses most of these, and is already using EAL3, which is the definition required by the NFF, but Bristol currently does not use the mobility and sparsity factors and will now be compelled to do so from 2023-2024.
- 5.7 As Local authorities will only be allowed to use NFF factors in their local formulae, the looked after children (LAC) factor will no longer be an

allowable factor. The rationale is that the government provides funding directly to support looked after children and previously looked after children through the pupil premium. This change is not of direct consequence to Bristol as we do not use the LAC factor in the funding formula.

- 5.8 There is an instruction that Local authorities must move their local formula factor values at least 10% closer to the NFF, except where local formulae are already “mirroring” the NFF. For this purpose, local factor values within 2.5% of the respective NFF values are deemed to be “mirroring” the NFF.
- 5.9 This instruction, combined with that there are also minimum and maximum values for being applied for individual factors, will limit Bristol’s ability to choose which factor values to enhance, in order to support local priorities. In previous years Bristol has opted to increase the Additional Education Need (AEN) factors, but depending on the final NFF unit values and boundaries this may no longer be possible.
- 5.10 What is remaining the same is that the ESFA is indicating that again local authorities will be able to transfer up to 0.5% of their schools block to other blocks of the Dedicated Schools Grant (DSG), with schools forum approval.. A disapplication will be required for transfers above 0.5%, or for any amount where schools forum does not approve.
- 5.11 In 2022/23 we transferred £1.530m (0.5%) from the schools block to high needs block, this was earmarked specifically to support the Education Transformation Programme.
- 5.12 Consultation will be carried out with schools, prior to the November forum meeting to seek their views of the following items;
- Level of MFG to be applied.
  - Changes to formula factor funding values
  - Transfers between blocks
- 5.13 With 2023-2024 intended to be the first year of transition to a full and hard national funding formula, School Forum is invited to reconvene the Finance Sub-Group to consider the restrictions on School Block use and the implications for mainstream schools in Bristol in greater detail, and to inform School forum ahead of submitting the final local formula for 2023-34 to the ESFA, in January 2023.

## **6 De-delegation of services to Maintained Mainstream Schools**

- 6.1 In order that schools and academies can be funded on the same basis, the funding for a number of services have been identified by the DfE as services that must be delegated as part of the initial formula.
- 6.2 Maintained mainstream schools, by a majority vote of the Schools Forum in each sector, can opt to 'de-delegate' the funding for their sector i.e. the LA will hold the funding centrally for the agreed services with the funding spent on that sector only. The agreed retention will not then be paid to maintained schools in the formula.
- 6.3 The LA will consult with maintained mainstream schools to canvass opinion on the de-delegated services. The result of this consultation will be reported to the November meeting of Schools Forum where the maintained school representatives will vote on which services to de-delegate for 2023/24.
- 6.4 The current de-delegated services in scope of the consultation are:

### Primary schools

- Premises & employee insurance
- FSM assessment
- Maternity Supply Cover
- Trade Union Facility time
- Health & Safety Reps
- Education Psychology
- Support for schools in financial difficulty

### Secondary schools

- Premises & employee insurance
- FSM assessment
- Maternity Supply Cover
- Trade Union Facility time
- Health & Safety Reps
- Education Psychology

- 6.5 Forum members will recall the previous vote for the 2022/23 formula was to continue to support de-delegation of funding for most, but not all, of these areas. Primary representatives voted not to de-delegate new funding for Schools in Financial Difficulty, instead this area is to use surpluses accumulated over previous years in 2022-23.

### New De-Delegation consideration

- 6.6 From 2023 to 2024, the school improvement monitoring and brokering grant will cease and no longer be paid to local authorities. The loss of this funding jeopardizes the viability of the service. The value of this grant for the seven month period September 2021 – March 2022 was £115,607. For the five month period April 2022 – August 2022 the amount of grant was £36,434, making a total of £152,041 for the academic year 2021-2022.
- 6.7 The service is seeking a contribution of approximately £60,000 via de-delegation to support the service to maintained mainstream schools in 2023-2024. At present, in September 2022, there are approximately 16,500 pupils in maintained mainstream schools. At these present pupil numbers, to obtain a contribution of £60,000, Forum would be asked to agree a de-delegation per-pupil rate of £3.64.
- 6.8 School Forum is asked to agree to the inclusion of this new item of de-delegation into the de-delegation consultation with schools.
- 6.9 Following the closure of the consultation, School Forum will be asked to vote on whether to support each area of de-delegation for 2023-24 at the meeting in November 2022.
- 6.10 The report officers will bring to School Forum in November will include information on the accumulated surpluses of de-delegated areas in order to inform the vote for 2023/24.

Appendix 1								
Comparisons between the 2022/23 Local Formula factor values, the 2022/23 NFF factor values and the 2023/24 NFF factor values.								
	2022/23 APT		2022/23 NFF values		2023/24 NFF values		Change in NFF values	
	Primary	Secondary	Primary	Secondary	Primary	Secondary	Primary	Secondary
Min per pupil funding	4,265.00	5,525.00	4,265.00	5,525.00	4,405.00	5,715.00	103%	103%
FSM	553.77	553.77	470.00	470.00	480.00	480.00	102%	102%
FSM6	692.22	1,011.23	590.00	865.00	705.00	1,030.00	119%	119%
IDACI Band F	258.83	373.20	220.00	320.00	230.00	335.00	105%	105%
IDACI Band E	313.00	499.60	270.00	425.00	280.00	445.00	104%	105%
IDACI Band D	493.58	698.23	420.00	595.00	440.00	620.00	105%	104%
IDACI Band C	535.71	758.43	460.00	650.00	480.00	680.00	104%	105%
IDACI Band B	571.82	818.61	490.00	700.00	510.00	730.00	104%	104%
IDACI Band A	746.39	1,041.33	640.00	890.00	670.00	930.00	105%	104%
EAL 3 Primary	662.12		565.00		580.00		103%	
EAL 3 Secondary		1,787.72		1,530.00		1,565.00		102%
Primary low prior attainment	1,318.22		1,130.00		1,155.00		102%	
Secondary low prior attainment (year 7)								
Secondary low prior attainment (year 8)								
Secondary low prior attainment (year 9)		1,998.39		1,710.00		1,750.00		102%
Secondary low prior attainment (year 10)								
Secondary low prior attainment (year 11)								
Lump sum	125,000.00	125,000.00	121,300.00	121,300.00	128,000.00	128,000.00	106%	106%

Bristol Schools Forum

## The Dedicated Schools Grant (DSG) Management Plan Update

<b>Date of meeting:</b>	Tuesday 27 <sup>th</sup> September 2022
<b>Time of meeting:</b>	5pm
<b>Venue:</b>	City Hall
<b>Officer Presenting the report:</b>	Coral Miller

### 1. Purpose of report

1.1. The purpose of the report is to update Bristol Schools Forum on the refreshed DSG Deficit Management Plan (“the Plan”).

### 2. Recommendation(s)

2.1. Schools Forum is invited to:

- note the update to the Plan;
- feedback and comments as appropriate; and
- note the Plan will be presented to Schools Forum, High Needs and Early Years subgroups regularly and at least on a termly basis.

### 3. Background and context

#### DSG Current Position

3.1. The High Needs Block (HNB) element of the DSG carried forward a cumulative deficit of £24.6 million from 2021/22. The 2022/23 Period 5(Quarter 2) forecast position against the DSG is an in-year deficit of £ 19.9 million which is mainly due to a deficit in the HNB. This brings the cumulative forecast deficit position to £44.5 million.

3.2. The cumulative deficit of £44.5 million is mainly due to increased demand for Special Educational Needs provision within the HNB. The main cost driver is the rise in demand for Education, Health and Care plans (EHCPs) following national reforms from 2014, increasing complexity of children’s needs and the rising costs of out of authority placements. Demand continues to increase and despite additional funding from the Department for Education (DfE), it has not been possible to recover the deficit which began to accelerate in 2019/20. A longer-term plan is required, and the evolving Education Transformation Programme aims to improve the experiences and outcomes of children and young

people, enable need to be met in a sustainable manner and address the increasing financial challenges for the local authority.

### National Context

- 3.3. Any local authority that has an overall deficit on its DSG account at the end of the 2021 to 2022 financial year, or whose DSG surplus has substantially reduced during the year, must co-operate with the DFE in handling that situation. The ESFA have designed a template to help local authorities manage their DSG and Bristol is using this template.
- 3.4. The Plan is intended to help LAs to develop evidence-based and strategic plans covering the provision available for children and young people with special educational needs and disabilities. Completion of the Plan will enable us to comply with the DFE requirement in Paragraph 5.2 of the Condition of the DSG Grant, see below an extract from the Grant conditions:

#### **Further conditions relating to DSG overspends and deficits**

In particular, the authority must:

- provide information as and when requested by the department about its plans for managing its DSG account in the 2022 to 2023 financial year and subsequently
- provide information as and when requested by the department about pressures and potential savings on its high needs budget
- meet with officials of the department as and when they request to discuss the authority's plans and financial situation
- keep the Schools forum regularly updated about the authority's DSG account and plans for handling it, including high needs pressures and potential savings

- 3.5. The ESFA expect the plan to be updated and presented at Schools Forum meetings and any subgroups regularly and at least on a termly basis. The ESFA recognize that the management of DSG balances, both bringing spend in line with income and repaying deficits, will take time for some LAs. The template has therefore been developed in such a way that it is intended to be a live document and able to readily track progress. In summary, the Plan is:

- a needs-led tool to aid LAs' management of the DSG
- a DfE requirement for LAs with DSG deficits
- a means of sharing complex information with a range of stakeholders
- a live document that will constantly develop and change

- 3.6. The SEND Review was published as a Green Paper March 22 paving the way for legislative change. The review recognised that alternative provision is increasingly being used to supplement the SEND system and the SEND and alternative provision Green Paper will look at several key areas in the system that need

change and make proposals for that change. These include national standards; role of schools (mainstream and AP) and early years; education, health and care plans; accountability and metrics and delivery support.

- 3.7. The consultation called “SEND Review: Right support, right place, right time”. sets out proposed reforms to the SEND and alternative provision (AP) system that seek to address three key challenges:
1. Navigating the SEND system and alternative provision is not a positive experience for too many children, young people and their families.
  2. Outcomes for children and young people with SEND or in alternative provision are consistently worse than their peers across every measure.
  3. Despite the continuing and unprecedented investment, the system is not financially sustainable.
- 3.8. The outcome of the Green Paper and consultation is likely to have an impact on the current Management Plan and any changes will be refreshed accordingly and presented to the Schools Forum.
- 3.9. The Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2020, allows authorities to hold DSG deficits in a separate reserve in the authorities accounts but this accounting treatment is only allowed up to and including the accounts for 2022/23. Due to a number of authorities still holding large DSG deficits, further guidance is expected from the DfE regarding how DSG deficits should be treated after 2022/23.

#### **4. Development since March 2022**

- 4.1. The DSG Management Plan presented to the Schools Forum in March 2022 showed a forecast deficit of £85.5million, as at the end of 2027/28 the forecasted unmitigated deficit is now projected to be approx. £128.3million which is an increase in expenditure of approx. £42.8million.
- 4.2. The £42.8million increase due to growth. There was an assumption in the March 2022 forecast, that the effect of Covid and the additional funding from the Department of Education (DFE) would start to show a reduction in expenditure however the growth in Special educational needs in Bristol has offset these benefits significantly and reductions due to Covid are yet to materialise and intervention activity may be required to turn the curve.
- 4.3. The Plan has been updated to reflect further guidance from the DfE concerning the rate of growth to build into the financial model for future years. The assumption is that the HNB income will increase by 14.4% in 2022/23, 5% in 2023/24 and 3% for subsequent years thereafter.
- 4.4. The latest assessment assumes an average growth in expenditure of 33.3% since the March 22 report; as part of the Education Transformation programme a range

of cost avoidance measures and mitigations are being explored to meet the current and future need and recovery of the High needs block which currently has the biggest effect on the DSG overspend. These remain in their infancy and are covered in more detail within DSG Mitigations report on this agenda.

4.5. The working assumption is that the indicative cost avoidance measures and mitigations ranges from £3.0million in 2023/24 to £12.6million by 2027/28. We recognize that these measures are options and if supported would not be sufficient to deliver a balanced plan but are the first financial recovery step in this long-term journey.

4.6. The summary table below from the DSG Management Plan shows the mitigated and unmitigated position as at Period 5 (Quarter 2). Full schedule is in Appendix A. Please note that DSG mitigation figures shown are indicative only and subject to extensive consultation and iterative equality impact assessment.

### DSG Management Plan estimates and indicative Mitigations Summary

For illustration purposes only

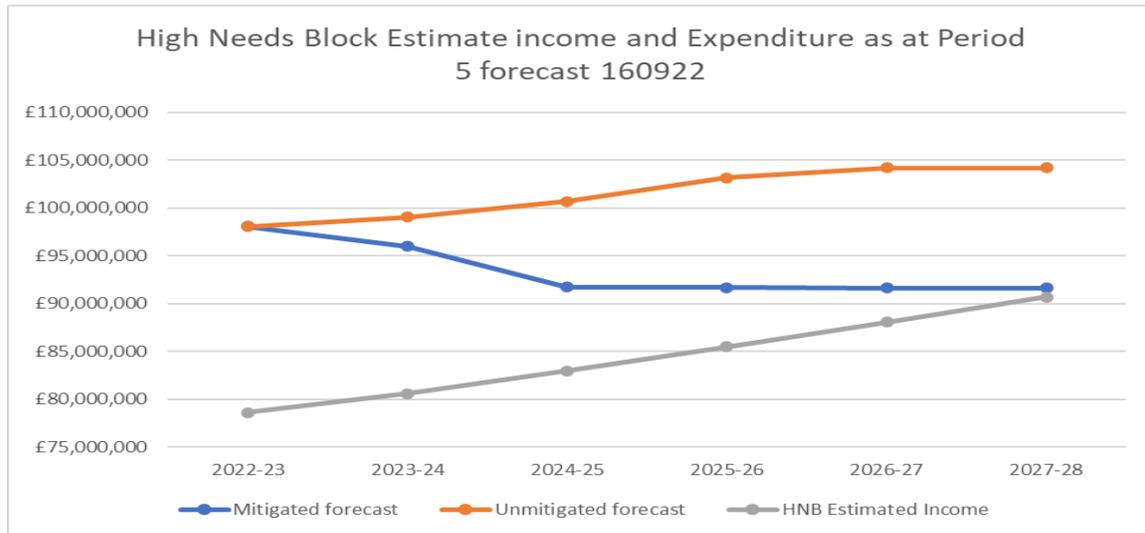
As at 140922 - Period 5/Quarter 2

Overall DSG position (pre recoupment total) Income/surplus should be shown as negative	2022-23	2023-24	2024-25	2025-26	2026-27	2027-28
	Forecast	Forecast	Forecast	Forecast	Forecast	Forecast
	£000	£000	£000	£000	£000	£000
<b>Carried Forward Unmitigated deficit</b>	<b>£24,650</b>	<b>£44,556</b>	<b>£63,177</b>	<b>£80,871</b>	<b>£98,579</b>	<b>£114,732</b>
<b>Total expenditure</b>	£443,435	£460,570	£464,887	£467,391	£468,399	£468,399
<b>Total income</b>	£423,529	£441,948	£447,193	£449,683	-£452,247	-£454,888
<b>Funding Gap</b>	<b>£44,556</b>	<b>£63,177</b>	<b>£80,871</b>	<b>£98,579</b>	<b>£114,732</b>	<b>£128,242</b>
<b>Carried Forward Indicative proposals</b>			-£3,075	£12,040	-£23,512	-£36,086
<b>Annual Indicative Proposed Mitigations</b>	£0	-£3,075	-£8,965	£11,473	-£12,574	-£12,574
<b>Funding Gap after mitigations applied</b>	<b>£44,556</b>	<b>£66,251</b>	<b>£68,832</b>	<b>£75,067</b>	<b>£78,645</b>	<b>£79,582</b>

Footnote: The funding assumptions may vary as a result of the Changes in Government, Cabinet and the SEND Green Paper and the indicative cost avoidance measures and mitigations are estimates only and may be subject to change following consultation and further due diligence.

The Chart below illustrates, the do-nothing unmitigated position, indicative mitigations forecast and the forecasted DSG income and shows the potential for narrowing the gap.

## The Chart



## 5. Risks and Challenges

5.1. The forecast presented above contain some risks and challenges, examples of which are outlined below:

- Ofsted re-inspection may highlight new areas to address (as inspection framework is tightened and strengthened)
- The risk is that some of the proposed mitigations may not deliver a financial benefit and extensive growth within this area may outweigh the financial benefit of the mitigations that are implemented.
- Higher than expected increase in Education Health and Care plans.
- Cost of living crisis.

## 6. Opportunities

6.1. The opportunities within the current system are summarized below:

- Delivering Best Value (DBV) - the council has been accelerated to Tranche 1 of the programme and the engagement has commenced. This means that the DFE will provide support and challenge to the local authority on the Plan and more specifically the indicative mitigations.

- Change in Prime Minister and Cabinet and potential for additional income in the autumn budget.
- Proactive Schools Forum engagement via Early Years and High Needs Working Groups and key stakeholders.
- SEND Reviews delivers policy reform with positive impact and needs based funding methodologies.

## **7. High Needs & Early Years Funding Task & Finish Groups**

7.1. Two Task & Finish Groups continued to meet throughout the summer has provided invaluable support, challenge and input into shaping the latest forecast.

## **8. Equalities Impact Assessment**

8.1. The Plan has been developed in order to improve outcomes for children and young people and achieve financial sustainability. The proposals support the needs of children and young people with SEND to be met earlier through evidence based interventions and aim to reduce our reliance on high cost placements in the non-maintained and independent sector, by ensuring that children with SEND can get a good education at a school close to their home.

8.2. The proposals in this report are at varying degrees of development with some measures in their infancy. All measures have been subject to screening and officers have undertaken initial equality impact assessments (EQIA) and believe that there are no equality implications. The assessments will evolve as consultation and engagement continues and propositions are further developed. Links to the relevant EQIA will be in the Mitigation paper.

## **9. Financial Implications**

9.1. No financial implications arise from completing the Plan template. It is, however, expected to be a valuable tool in developing an effective response to the DSG deficit recovery requirements. The road to financial recovery will become clearer and more specific as the Plan evolves.

9.2. The Council will continue to lobby central government for funding increases which properly match the levels of need in Local Authorities such as Bristol with the Deputy Mayor and Cabinet member with responsibility for Children's Services, Education and Equalities actively part of the lobbying process.

APPENDIX A

DSG Management Plan

Extract from DSG MANAGEMENT PLAN												
As at 140922 including Period 5 Q2												
Overall DSG position (pre recoupment total)	2022-23	2022-23	2023-24	2023-24	2024-25	2024-25	2025-26	2025-26	2026-27	2026-27	2027-28	2027-28
Income/surplus should be shown as negative	Mitigated forecast	Unmitigated forecast										
<b>1. Expenditure (Positive figures)</b>												
Schools block	£304,660,933	£304,660,933	£324,257,214	£324,257,214	£324,257,214	£324,257,214	£324,257,214	£324,257,214	£324,257,214	£324,257,214	£324,257,214	£324,257,214
Central school services block	£2,742,301	£2,742,301	£2,742,301	£2,742,301	£2,773,572	£2,773,572	£2,773,572	£2,773,572	£2,773,572	£2,773,572	£2,773,572	£2,773,572
Early years block	£36,456,659	£36,456,659	£34,534,317	£34,534,317	£37,200,000	£37,200,000	£37,200,000	£37,200,000	£37,200,000	£37,200,000	£37,200,000	£37,200,000
High needs block	£99,574,964	£99,574,964	£95,961,308	£99,035,852	£91,691,681	£100,656,682	£91,687,676	£103,160,556	£91,593,747	£104,167,717	£91,593,747	£104,167,717
Planned spend from DSG reserves												
<b>Total expenditure</b>	<b>£443,434,857</b>	<b>£443,434,857</b>	<b>£457,495,139</b>	<b>£460,569,683</b>	<b>£455,922,467</b>	<b>£464,887,467</b>	<b>£455,918,462</b>	<b>£467,391,342</b>	<b>£455,824,532</b>	<b>£468,398,503</b>	<b>£455,824,532</b>	<b>£468,398,503</b>
<b>2. DSG income (Negative figures)</b>												
Schools block	-£306,191,892	-£306,191,892	-£324,257,214	-£324,257,214	-£324,257,214	-£324,257,214	-£324,257,214	-£324,257,214	-£324,257,214	-£324,257,214	-£324,257,214	-£324,257,214
Central schools services block	-£2,742,301	-£2,742,301	-£2,742,301	-£2,742,301	-£2,773,572	-£2,773,572	-£2,773,572	-£2,773,572	-£2,773,572	-£2,773,572	-£2,773,572	-£2,773,572
Early years block	-£35,987,772	-£35,987,772	-£34,388,430	-£34,388,430	-£37,185,464	-£37,185,464	-£37,185,464	-£37,185,464	-£37,185,464	-£37,185,464	-£37,185,464	-£37,185,464
High needs block	-£78,607,365	-£78,607,365	-£80,560,344	-£80,560,344	-£82,977,154	-£82,977,154	-£85,466,469	-£85,466,469	-£88,030,463	-£88,030,463	-£90,671,377	-£90,671,377
<b>Total income</b>	<b>-£423,529,330</b>	<b>-£423,529,330</b>	<b>-£441,948,288</b>	<b>-£441,948,288</b>	<b>-£447,193,404</b>	<b>-£447,193,404</b>	<b>-£449,682,718</b>	<b>-£449,682,718</b>	<b>-£452,246,712</b>	<b>-£452,246,712</b>	<b>-£454,887,626</b>	<b>-£454,887,626</b>
<b>4. Block transfers (Income/Block moved to as negative, outgoing/block moved from as positive. Should net to 0)</b>												
Schools block	£1,530,959	£1,530,959	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0
High needs block	-£1,530,959	-£1,530,959	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0
<b>Total Block Transfers (should net to 0)</b>	<b>£0</b>											
<b>5. In year net position deficit / (surplus)</b>												
Early years block	£468,887	£468,887	£145,887	£145,887	£14,536	£14,536	£14,536	£14,536	£14,536	£14,536	£14,536	£14,536
High needs block	£19,436,640	£19,436,640	£15,400,964	£18,475,508	£8,714,527	£17,679,528	£6,221,207	£17,694,087	£3,563,284	£16,137,254	£3,563,284	£16,137,254
<b>Total net</b>	<b>£19,905,527</b>	<b>£19,905,527</b>	<b>£15,546,851</b>	<b>£18,621,395</b>	<b>£8,729,063</b>	<b>£17,694,064</b>	<b>£6,235,743</b>	<b>£17,708,623</b>	<b>£3,577,820</b>	<b>£16,151,790</b>	<b>£3,577,820</b>	<b>£16,151,790</b>
<b>6. Other</b>												
Council contribution (negative)												
Add brought forward deficit / (surplus) (net)	£24,650,247	£24,650,247	£44,555,774	£44,555,774	£60,102,625	£63,177,169	£68,831,688	£80,871,233	£75,067,431	£98,579,856	£78,645,251	£114,731,646
<b>Planned year end position</b>	<b>£44,555,774</b>	<b>£44,555,774</b>	<b>£60,102,625</b>	<b>£63,177,169</b>	<b>£68,831,688</b>	<b>£80,871,233</b>	<b>£75,067,431</b>	<b>£98,579,856</b>	<b>£78,645,251</b>	<b>£114,731,646</b>	<b>£79,582,157</b>	<b>£128,242,523</b>

Report of: **Bristol Schools Forum**

Title: **Indicative DSG Mitigations Plan**

<b>Date of meeting:</b>	Tuesday 27 <sup>th</sup> September 2022
<b>Time of meeting:</b>	5pm
<b>Venue:</b>	City Hall
<b>Officer Presenting Report:</b>	Richard Hanks

### 1. Purpose of report

The purpose of the report is to present an indicative DSG Mitigation Plan to Bristol Schools Forum for information, discussion and approval for these proposals to go out for engagement and consultation.

### 2. Recommendation

The recommendation is that Schools Forum

- note the content of this paper and support the council's proposal to go out for a six week engagement process to help understand and shape the final agreed mitigations.

### 3. Background and Context

Any local authority that has an overall deficit on its DSG account at the end of the 2021 to 2022 financial year, or whose DSG surplus has substantially reduced during the year, must co-operate with the Department for Education in handling that situation through the DSG management plan.

The plan is intended to help LAs to develop evidence-based and strategic plans covering the provision available for children and young people with special educational needs and disabilities. Completion of the Plan will enable us to comply with the DfE requirement in Paragraph 5.2 of the Condition of the DSG Grant.

The indicative mitigations outlined are the next phase in the development of the DSG management plan. Before progressing with many of the mitigations, further engagement and consultation is required to inform the next iteration of the plan.

The development of this work has been informed by the DfE's research report: [High needs budgets: effective management in local authorities](#). This research focuses on 10 local authorities that are seen to be managing their high needs budgets more effectively, with the intention of identifying positive practice that can be transferred to other areas. The recommendations detailed in the report are grouped under these key headings:

- Capacity
- Partnership Culture
- Developing Local Provision
- Funding Approaches

The mitigations set out below align with the report recommendations and the engagement

process will seek to work through the areas with key partners.

### **Theme A: Expanding Specialist Provision**

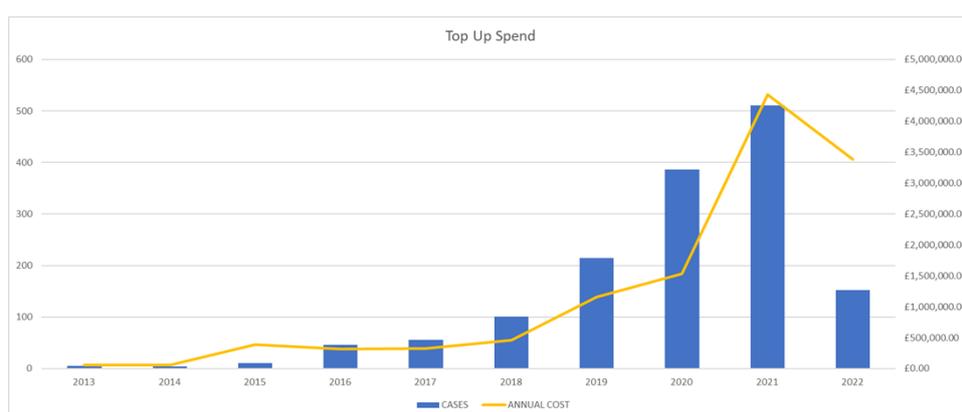
This is an existing programme of work. Increasing the number of specialist places in the city was a priority within the Written Statement of Action (WSOA) resulting from the previous Local Area Inspection. The places are being created to ensure there are sufficient places locally to meet the needs of children and young people with SEND and ensure they are educated as close to their home and community as possible. Work has progressed and is on track to deliver 450 additional places by 2024.

The specialist places programme was set up primarily to ensure sufficiency locally and create greater local options for families. In addition, increased local specialist places will also help make more effective and efficient use of funding by reducing reliance on the independent non-maintained sector and out of authority placements.

### **Theme B: Non-Statutory Top and Early Intervention**

This is a new proposed programme of work. Bristol is one of small handful of local authorities continuing to offer non-statutory top up funding. The funding supports the school-based stages of the SEND Code of Practice and is to fund short term early intervention for one to three years. The funding is for those CYP who are accessing ordinarily available provision (OAP) but may need short term additional intervention as specific gaps in their progress have been identified through the assess, plan, do review process.

Over the last few years, top-up funding has moved away from this targeted, clear approach and the number of applications has significantly increased (see graph below). A review of the top-up process will help us to understand how funding is utilised and the impact on outcomes for CYP. With the introduction of OAP guidance and training, inclusive practice should be more effective at utilising Element 1 and 2 funding to support need.



### **Theme C: Inclusion Practice in Schools and Settings**

This is an existing programme of work. The development of a training and development offer to all education settings was also a focus within the WSOA, including the development of what is ordinarily available within schools. There is now a training and development programme in place for the sector to improve the quality of inclusive practice in schools and settings. Funding for the Belonging in SEND programme has just

begun, following approval of funding from Schools Forum, to develop evidenced-based interventions in schools and settings to reduce suspensions and exclusions of pupils with SEND.

There is an assumption that improvements in inclusive practice and more effective use of Element 1 and Element 2 funding will ensure appropriate early intervention, reduce escalation of need and have a positive impact on outcomes for children and young people.

#### **Theme D: Commissioning Frameworks**

This is an existing programme of work. The Therapies Framework was published in July 2022. The aim of the new framework is to ensure therapies, mainly associated with Education, Health & Care Plans, are appropriate and reach quality assurance standards. Implementation of a Preferred Provider List model is estimated to deliver efficiencies compared to the previous procurement approach. A similar approach is also in progress for the commissioning of Alternative Learning Provision.

#### **Theme E: Specialist Place Funding**

This is a new proposed programme of work. The aim is to review the statutory funding system to ensure it is in line with other local authorities and implement a standardised banding and process which ensures statutory funding aligns with need. A clear and consistent approach will ensure the most efficient and effective use of funding.

#### **Theme F: Post-16 Funding**

This is a new proposed programme of work. Post-16 funding for SEND requires greater clarity and review, to ensure it is fully in line with the ESFA guidelines. There is a need to ensure the process is clear, transparent and equitable. As well as benchmarking against other local authorities, the Local Authority and post 16 settings need to understand and operate in line with statutory requirements.

#### **Theme G: Alternative Learning Provision (ALP)**

This is a new programme of work. The previous ALP review identified key recommendations, which continue to be addressed. The next stage of the process is to review ALP based on the proposals in the recent government Green Paper, reviewing the impact of the current model and the benefits of moving to a new model with a greater focus on outreach and early intervention that builds inclusive capacity in schools.

A model that ensures more CYP remain engaged in education within their own school or setting, limits the number of move between settings and builds capacity in schools to meet need has very clear benefits for CYP and families. The associated use of funding will also be more cost effective as it will both support CYP within their own settings but also build long term capacity in the system.

#### **4. Other Options Considered**

Further options may be identified through the engagement process and as an outcome of the Delivering Better Value in SEND Programme.

#### **5. Legal and Resource Implications**

## Legal

The engagement and consultation processes will be supported and guided by advice from Bristol City Council Legal and Consultation Teams.

## Financial

Please see the below table which is the total value of indicative mitigations proposals which are aligned with themes that are subject to consultation and changes, many of these themes are still at the infancy stage.

The current DSG deficit is forecasted at £44.5 million by the end of 22/23. The funding gap unmitigated is forecasted at £128.3 million by 27/28. The estimated value of cost avoidance / mitigation measures and further work to sustainability is £48.4 million by 27/28.

High Level Summary					
Mitigation Briefing	Note : Figures are indicatives annual expenditure reduction could be subject to change following consultation and further due diligence				
	A	B	C	D	E
	23/24	24/25	25/26	26/27	27/28
<b>THEMES</b>					
A. Reduce the reliance and placements in independent non maintained schools.	£1,403,000	£4,437,342	£6,193,300	£6,193,300	£6,193,300
B. Review the effectiveness of notional SEND Budget.	£1,693,002	£2,031,603	£2,370,203	£2,708,804	£2,708,804
C. Support and drive mainstream schools to meet a higher level of need.	£232,178	£612,802	£615,330	£615,330	£615,330
D. Therapies Framework.	£300,000	£300,000	£300,000	£300,000	£300,000
E. Review the methodology of top up and funding uplifts.	£0	£2,113,947	£2,852,598	£3,591,249	£3,591,249
F. Review post - 16 offer to ensure full alignment to DFE/ESFA guidance	£0	£1,495,558	£1,794,669	£2,093,781	£2,093,781
G. Review and reform of the Alternative Learning Provision.	£215,000	£215,000	£215,000	£215,000	£215,000
TOTAL MITIGATIONS	£3,843,181	£11,206,252	£14,341,100	£15,717,463	£15,717,463
Less Programme Optimim Bias (20%)	-768,636	-2,241,250	-2,868,220	-3,143,493	-3,143,493
RISK ADJUSTED DRAFT MITIGATIONS	3,074,545	8,965,001	11,472,880	12,573,970	12,573,970
PLEASE SEE APPENDIX A FOR MORE DETAILS					

## 6. Consultation

### Consultation principles for new proposals

The proposed indicative mitigations engagement process will take place for six weeks between October 2022 and November 2022 and will seek views from:

#### Internal:

- Elected members
- Education and Skills, Children's Services, Adult Services
- Finance

- Legal

**External:**

- Parents and carers via The Community of Groups
- Leaders/ staff in schools and settings
- Leaders/ staff in specialist settings

The responses to the engagement will help to inform Council's decision on which mitigations to take forward.

**7. Risk Assessment**

The financial risk is that without any mitigations plan, the DSG deficit may continue to grow to a level that risks the council's financial stability.

**8. Public Sector Equality Duties**

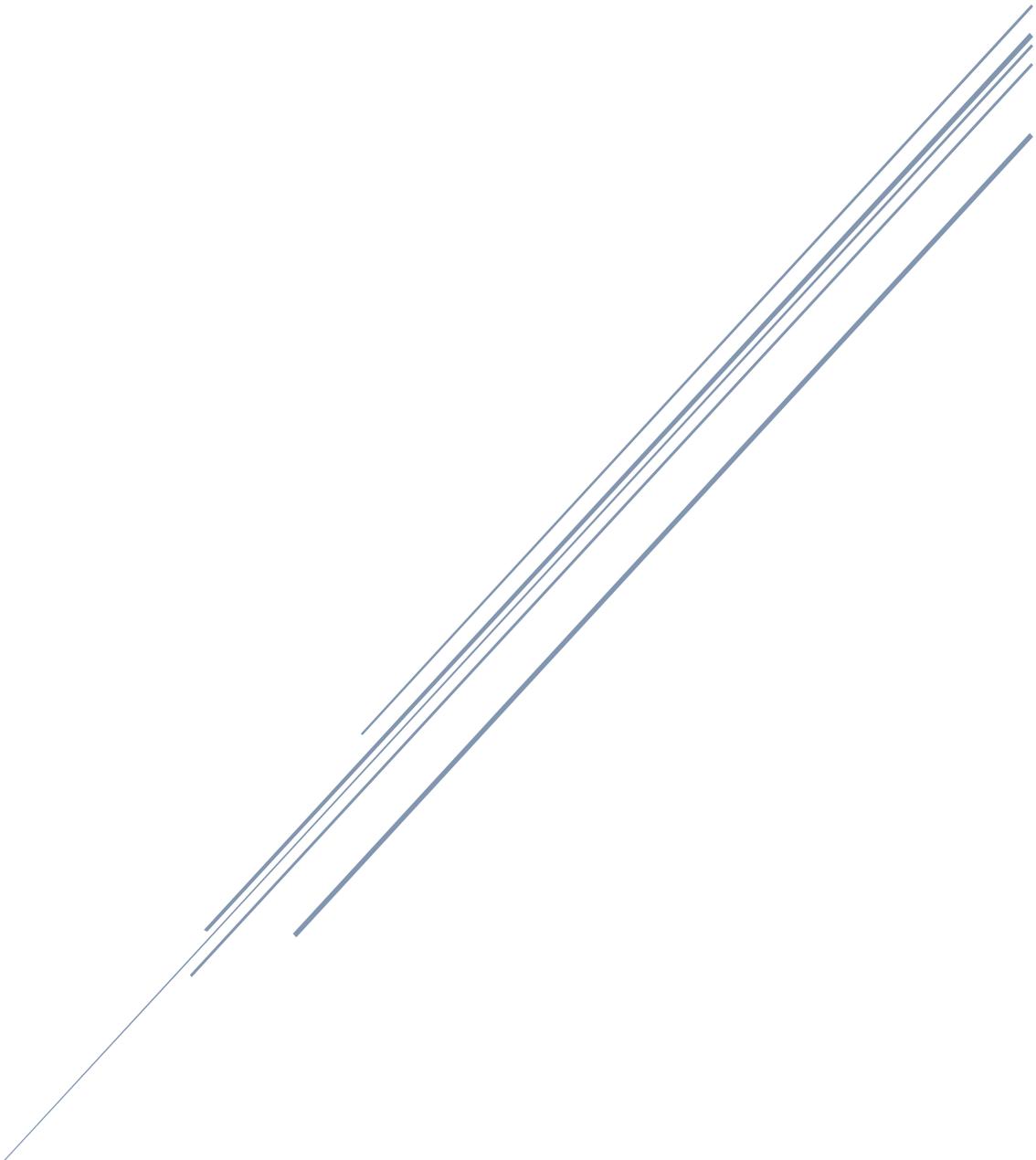
The key groups affected by the proposals are children and young people with special educational needs and disability (SEND) aged 0-25 in Bristol. The Council is committed to inclusive education for all children and young people with SEND in our mainstream schools, enhanced resource schools and special schools.

The DSG Deficit Management Plan has been developed in order to improve outcomes for children and young people and achieve financial sustainability. The proposals support the needs of children and young people with SEND to be met earlier through evidence-based interventions and aim to reduce our reliance on high-cost placements in the non-maintained and independent sector, by ensuring that children with SEND receive a good education at a school close to their home.

These proposals are subject to EQIAs. Those that are already in progress have full EQIAs that are updated regularly. Those that are proposed have draft EQIAs in progress that will be shaped as the work progresses. All EQIAs will be available as part of the engagement and consultation process and will evolve based on feedback from stakeholders.

**9. Appendices:**

See Appendix A for more details on the indicative mitigation proposals.



# INDICATIVE DSG MITIGATIONS COVER PAGE (FOR ILLUSTRATION ONLY)

## PLEASE NOTE THE BELOW STATEMENT

These proposals are ideas based upon several themes **that are due for consultation, due diligences and are subject to change.**

Many of these themes will need **more work to shape the proposals** and confirm if they can go ahead. At this early stage we think it is likely that they will **require further public consultation, engagement with the relevant stakeholders groups** and assessment before final decisions can be made.

This may change however as proposals are developed in more detail and we will keep this under review.

Please see below Appendix A for more detail on the indicative Mitigation plan for illustration purposes.

**APPENDIX A**

**Draft indicative Mitigations Proposals (subject to change)**

			Note : Figures are indicatives annual expenditure reduction could be subject to change following consultation and further due diligence				
			A	B	C	D	E
CM ref	Schemes	Indicative Completion Dates	23/24	24/25	25/26	26/27	27/28
			£0	£0	£0	£0	£0
A1	<b>Specialist Provision</b> Create 330 specialist places in special and mainstream schools to meet current and future projected demand	Sep-24	0	2,458,342	4,214,300	4,214,300	4,214,300
A2	<b>Capital Investment in existing specialist settings</b> To expand and modernise existing special school provision to create an additional 108 specialist places (contributes 450 places committed through Mayoral Pledge).	Sep-24	1,403,000	1,403,000	1,403,000	1,403,000	1,403,000
A3	<b>Expansion of Supported Living (Project Rainbow)</b> To build a 12-bed education residential centre to support preparation for adulthood	Sep-24	0	576,000	576,000	576,000	576,000
<b>TOTAL</b>			<b>£1,403,000</b>	<b>£4,437,342</b>	<b>£6,193,300</b>	<b>£6,193,300</b>	<b>£6,193,300</b>
B1	<b>Review of HNB Element 3 Non-Statutory 'top-up' Funding</b> To conduct a review of existing Non-Statutory Top-Up process where schools can apply for funding to support additional needs without having to request an Education, Health & Care Needs Assessment.	Dec-22	1,693,002	2,031,603	2,370,203	2,708,804	2,708,804
B2	<b>Needs Matrix for Non-Statutory Top Up Funding Application Needs Matrix for Non-Statutory Top Up Funding Application</b> The new process will use a web-portal and be more transparent and equitable about how non-statutory top-up funding is calculated and allocated. There is potential to extend the Matrix to statutory funding.		0	0	0	0	0
<b>TOTAL</b>			<b>£1,693,002</b>	<b>£2,031,603</b>	<b>£2,370,203</b>	<b>£2,708,804</b>	<b>£2,708,804</b>
C4	<b>Belonging with SEND Programme.</b> Using the funding allocated by Bristol Schools Forum, the programme aims to reduce the number of exclusions in Bristol and improve attendance and attainment of children with SEN. The programme will do this by supporting schools/settings to deliver sustainable evidence-based interventions, improve skills and knowledge, and pilot the use of specialist equipment.	Sep-23	0	0	0	0	0
C5	<b>Workforce Development Plan and Delivery.</b> The Bristol Local Area to have a well-trained workforce, able to identify and respond to need at the earliest point.		232,178	234,802	237,330	237,330	237,330
C6	<b>School Improvement offer for SEND.</b> To develop the School Improvement offer for schools (utilising recent redeployed staff) to focus on improving provision at the school-based stages of the Code of Practice.		0	378,000	378,000	378,000	378,000
<b>TOTAL</b>			<b>£232,178</b>	<b>£612,802</b>	<b>£615,330</b>	<b>£615,330</b>	<b>£615,330</b>
D2	<b>Therapies Framework.</b> The aim is to ensure therapies mainly associated with Education, Health & Care Plans are appropriate and reach quality assurance standards. Implementation of a Preferred Provider List model is estimated to deliver a 10% reduction in spend per year over 5 years when compared to the previous procurement approach	Sep-22	300,000	300,000	300,000	300,000	300,000
D3	<b>ALP Commissioning Framework. ALP Commissioning Framework</b> To ensure that children and young people's needs are met by receiving Alternative Learning Provision which has been quality assured and is commissioned through a framework. The new contract is able to limit price increases from providers		0	0	0	0	0
<b>TOTAL</b>			<b>£300,000</b>	<b>£300,000</b>	<b>£300,000</b>	<b>£300,000</b>	<b>£300,000</b>
E1	<b>Statutory Top-Up Standardisation.</b> To review the statutory funding system in line with other local authorities and implement a standardised banding and process which ensures statutory funding aligns with need.		0	2,113,947	2,852,598	3,591,249	3,591,249
<b>TOTAL</b>			<b>£0</b>	<b>£2,113,947</b>	<b>£2,852,598</b>	<b>£3,591,249</b>	<b>£3,591,249</b>
F1	<b>Review of 18 to 25 Education, Health &amp; Care Plan Top Up Funding.</b> To review funding to ensure it is in line with statutory requirements.	Sep-24	0	1,495,558	1,794,669	2,093,781	2,093,781
F2	<b>Review Post-16 Out of Authority.</b> To review out of authority post-16 provision to inform and develop more cost-effective local options.		0	0	0	0	0
<b>TOTAL</b>			<b>£0</b>	<b>£1,495,558</b>	<b>£1,794,669</b>	<b>£2,093,781</b>	<b>£2,093,781</b>
G2	<b>Reduction in use of ALP.</b> As a result of the ALP Improvement Plan and service improvement activity, the aim is to see a reduction in the use of ALP over time.		215,000	215,000	215,000	215,000	215,000
<b>TOTAL</b>			<b>£215,000</b>	<b>£215,000</b>	<b>£215,000</b>	<b>£215,000</b>	<b>£215,000</b>
<b>TOTAL MITIGATIONS</b>			<b>£11,842,380</b>	<b>£11,206,252</b>	<b>£14,341,100</b>	<b>£15,717,463</b>	<b>£15,717,463</b>
<b>Less Programme Optimuim Bias (20%)</b>			<b>-£768,636</b>	<b>-£2,241,250</b>	<b>-£2,868,220</b>	<b>-£3,143,493</b>	<b>-£3,143,493</b>
<b>RISK ADJUSTED DRAFT MITIGATIONS</b>			<b>£11,073,744</b>	<b>£8,965,001</b>	<b>£11,472,880</b>	<b>£12,573,970</b>	<b>£12,573,970</b>



# Delivering Better Value in SEND

Schools Forum Briefing

27<sup>th</sup> September 2022



People Directorate



# The Programme

The programme is commissioned by the DfE and will support 55 LAs to identify the highest impact changes that each LA involved can make to better support their local children with SEND and make plans to implement those changes.

The programme will place children and young people with SEND at the centre of the approach and decision making.

The implementation plans will build on existing initiatives and address the underlying challenges in each LA's high needs systems.

It will involve local partners and staff when designing the plan, ensuring the programme is underpinned by a comprehensive data-driven and evidence-led diagnostic.

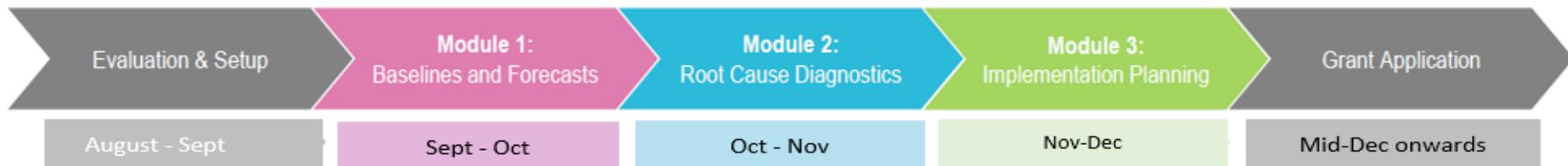
There is also the opportunity to apply for an implementation grant offered by DfE.



**People Directorate**



# Timeline



## Module 1:

- Developing a single model that links historic and future operational and financial performance, with the ability to quantify the impact of different initiatives on key measures and initiatives and build the foundation to identify causes in Module 2

## Module 2:

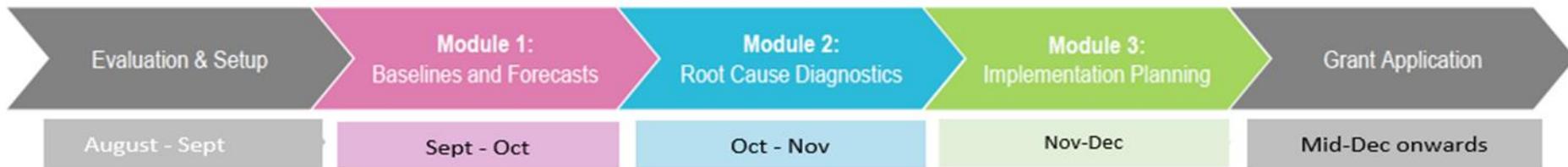
- Identifying and quantifying the highest impact changes that could be made to deliver better outcomes for children and improved financial sustainability – Closely linked to HNB Recovery Plan/DSG Management Plan and Education Transformation
- Engage workforce, local stakeholders partners



People Directorate



# Timeline



## Module 3:

- Understanding the system's readiness for change and its ability to use data and information to drive operational improvement. Build findings into an effective implementation plan that delivers the opportunities identified – aligned to HNB Recovery Plan developments/merge into a single improvement plan

## Grant Application:

- Produce an evidence-based grant application using the output of the modules, alongside wider HNB plans



People Directorate



# Engagement and Involvement



## Surveys

Share your experiences through surveys to gather a wide range of views.



## Virtual Drop-Ins

Opportunities for you to hear about what's going on, share views and ask questions.



## Studies

Studies to inform the day-to-day reality of our processes and practice.



## Workshops

Frontline-led discussions about real children – what happened and what we could do differently.

Understanding different perspectives will be important and will collectively inform decision making.

Workshops, studies and surveys are just a few of the ways we will be looking to gain this insight over the coming weeks.

Aligning this work, to the engagement related to the HNB Recovery Plan will be essential.



**Bristol Schools Forum**  
**DSG Budget Monitor 2022/23 Period 5 Quarter 2 (P5 Q2)**

<b>Date of meeting:</b>	27 September 2022
<b>Time of meeting:</b>	5.00 pm
<b>Venue:</b>	City Hall

## **1 Purpose of report**

- 1.1 This report provides information of the forecast financial position for the DSG overall as at Period 5 Quarter two (P5 Q2 to end of August 2022 extrapolated).

## **2 Recommendation**

### **2.1 Schools Forum is invited to:**

- a) note the in-year 2022/23 position for the overall DSG.**

## **3 Background**

- 3.1 The report updates Schools Forum on the position at P5 Q2 (to end of August extrapolated) 2022/23.

## **4 Budget monitoring 2022/23**

- 4.1 The DSG ended the 2021/22 financial year with a cumulative deficit of £24.650m including deficit brought forward from the previous years of £10.004m.

This second quarter forecast is showing the in-year forecast deficit of £19.906m (v.s. £15.618m in Q1), which when added to the brought forward balance will give a total deficit of £44.556m to carry forward at the end of the year. This represents an adverse movement of £4.288m from Quarter 1 (Q1) forecast. High Needs top up demand continue to surge as number of EHCP applications (new) reached 204 cases (Primary: 167; Secondary: 37) plus re-banding request of 106 cases (Primary: 87; Secondary: 19). This is equivalent to a total additional request of £ 1.343m in June 2022 panel only. The main area of concern is still within High Needs block which is forecasting an in-year overspend of £18.696m (excluding £0.740m planned overspend in transformation programme funded from previous years' underspend).

June 2022 top up panel results is summarised as below:

June 2022 top up panel results:			
Primary	No. Applications	Total Awarded	Total Increase
New	167	£744,568.48	£744,568.48
Increase	87	£686,198.51	£324,201.43
<b>Total</b>	<b>254</b>	<b>£1,430,766.99</b>	<b>£1,068,769.91</b>
Secondary	No. Applications	Total Awarded	Total Increase
New	37	£212,871.00	£212,871.00
Increase	19	£137,380.17	£61,179.25
<b>Total</b>	<b>56</b>	<b>£350,251.17</b>	<b>£274,050.25</b>

The P5 Q2 position is set out in **Table 1** with more detail set out in **Appendix 2**.

**Table 1: Forecast position on overall DSG for 2022/23 at P5 Q2 (to end of August 2022 extrapolated)**

<i>All figures £'000</i>	<i>End of year b/f Deficit</i>	<i>Transfers</i>	<i>b/f Deficit</i>	<i>DSG Funding 2022/23</i>	<i>Forecast Outturn Quarter 2 2022/23</i>	<i>In-year variance</i>	<i>Forecast Carry- forward Quarter 2 2022/23</i>
Schools Block	(1,517)	1,517	0	304,661	304,661	0	0
De-delegation Schools	(504)		(504)	0	(0)	(2)	(506)
Central Block	8		8	2,742	2,742	0	8
Early Years	(472)		(472)	35,988	36,457	469	(3)
High Needs Block	27,876	(1,517)	26,358	78,607	97,303	18,696	45,055
Education Transformation	(740)		(740)	1,531	2,271	740	0
Funding	-		-	(423,529)	(423,529)	0	0
<b>Total</b>	<b>24,650</b>	<b>0</b>	<b>24,650</b>	<b>0</b>	<b>19,906</b>	<b>19,906</b>	<b>44,556</b>

**4.2 Schools Block (nil balance).** All of the formula funding for maintained mainstream schools and academies has been allocated. Scope for variation is in the growth fund, or if schools close during the year. P05 forecast is anticipating budget will be fully spent.

- 4.3 **De-delegated resources (Nil variance).** At this stage of the year it is anticipated that this will be in a balanced position. Any variance will be carried forwards to future years.
- 4.4 **School Central Services Block (Nil Variance).** It is expected that all of the services in this block will spend to budget.
- 4.5 **Early Years Block (£0.469m forecast overspend).** Early Years income and expenditure is based on participation throughout the academic year, so the reported position will change in subsequent reports.

Early Years is experiencing significant pressure in emerging SEN; the current overspend in this area is £0.369m; partially offset by savings in Central Team staffing (£0.15m) and adjustments in other factors (£0.09m) to align with latest allocation (July 2022). The Forum has approved to utilise £0.340m from carry forward fund for Early Years (£0.25m) and Nursery (£0.09m) improvement programmes which is included within total overspend in Early Years.

- 4.6 **High Needs Block (£18.696m forecast overspend).** The High Needs block is forecasting an in-year overspend of £18.696m, extrapolated based on June 2022 panel outcome. This means at the end of this financial year the cumulative overspend in High Needs Block will reach £45.055m when adding cumulative brought forward deficit balance of £26.358m after partially offset by £1.517m underspend transferred from the Schools' Block which was agreed with the Schools' Forum in May 2022 meeting.
- 4.7 Top-up funding remains the single greatest pressure, with a significant forecast in year overspend of £14.139m in 2022/23. Current forecast is based on June 2022 panel outcome which may result further deviation from this present outturn.
- 4.8 High Needs recovery plan proposals has been developed alongside the DSG Management Plan as part of the LA's priority to bring DSG spend to sustainable footing, these will continue to be shared with the Forum at future meetings.

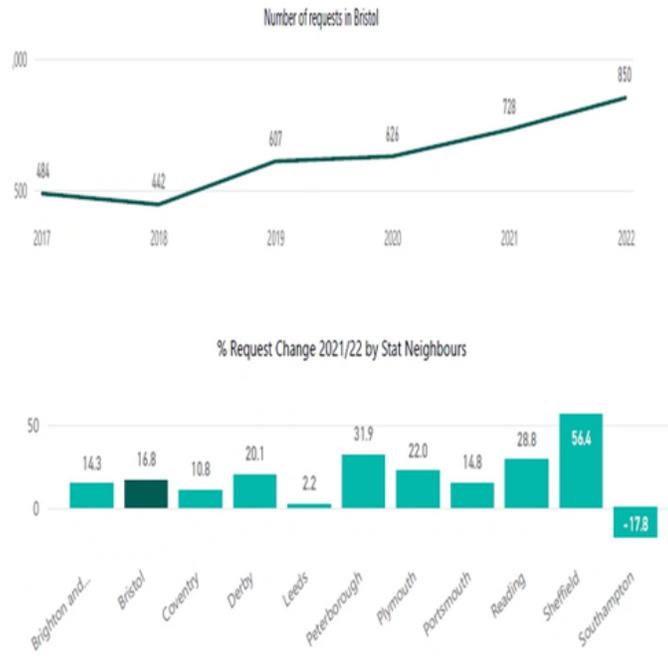
Graphs outline current trend of Children and Young People requiring EHC plans is available in **Appendix 1**.

- 4.9 **The Education Transformation Programme** commenced in 2020-21 and is primarily concerned with SEN and consequently the High Needs Block, this will need to reduce future cost pressures in the block and make it more sustainable. Nationally High Needs continues to be challenging and in Bristol this has been exacerbated by work to clear the backlog of EHCP.

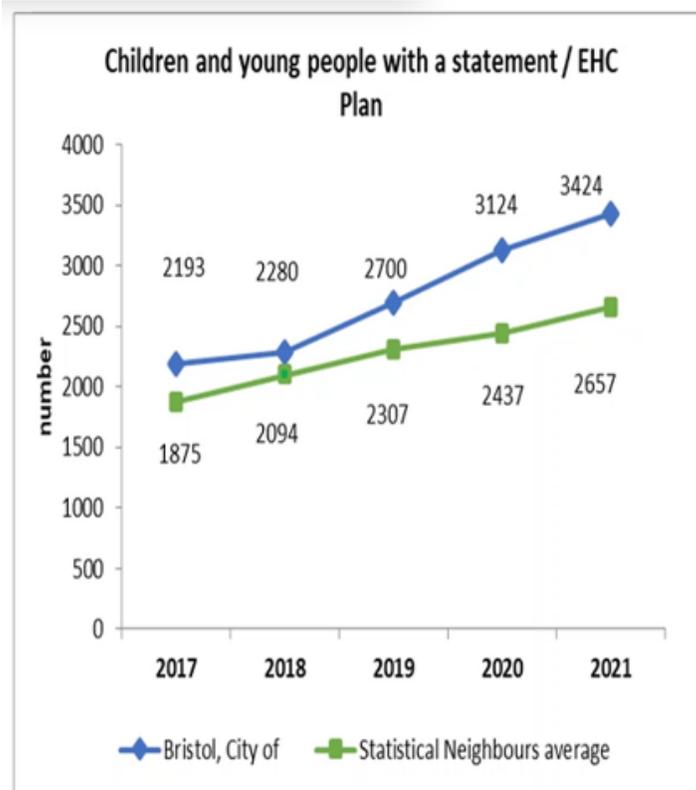
4.10 **Funding (Nil Variance).** £423.529m is the latest DSG amount notified by the ESFA as of 19<sup>th</sup> July 2022.

In summary the DSG is forecasting an in year overspend of £19.906m in Quarter 2 2022/23 against annual funding of £423.509m (per ESFA announcement on 19<sup>th</sup> July 2022), or a cumulative forecast overspend of £44.556m when including £24.650m deficit balance brought forward from previous years. As there is no indication of extending statutory overwrite by DfE or ESFA, therefore we will work on the assumption that this will end by 31/3/2023. This means delivering DGS management plan and mitigations will remain to be one of the key priorities for 2022-23. In order to bring DSG annual spend back to a sustainable footing, Bristol has been actively engaging with DfE (Department for Education) DBV programme (Delivering Better Value in SEND). Further details on DBV programme updates and DSG Management Plan with potential mitigation options is included within other papers for designated agenda items in September 2022 meeting.

**Appendix 1a: Number of initial EHCNA requests in Bristol and request increase benchmarking with neighbouring cities:**



**Appendix 1b:**



**Appendix 2 - Forecast position for Overall DSG 2022/23 as at P5 Q2 (to end of August 2022 extrapolated)**

Bristol DSG Forecast Outturn position as at Period 5 Quarter 2 (P5 Q2) 2022/23	Brought forward 1.4.22	Funding 2022/23	P5 Q2 Forecast Outturn	In-year movement	Carry forward 31.3.23
	£'000	£'000	£'000	£'000	£'000
Maintained Schools		82,610	82,610	0	
Academy Recoupment		219,162	219,162	0	
Growth Fund		2,889	2,889	0	
<b>Schools Block</b>	<b>0</b>	<b>304,661</b>	<b>304,661</b>	<b>0</b>	<b>0</b>
<b>De-delegation Services</b>	<b>(504)</b>	<b>0</b>	<b>(2)</b>	<b>(2)</b>	<b>(506)</b>
Admissions	6	557,581	558	0	6
Centrally Retained	1	2,185	2,185	0	1
<b>Schools Central Services</b>	<b>8</b>	<b>2,742</b>	<b>2,742</b>	<b>0</b>	<b>8</b>
National Formula		27,808	27,728	(79)	
2 Year Old Funding		3,541	3,541	0	
Pupil Premium (EYPP)		370	288	(82)	
Additional Support Services		500	500	0	
SEN Top up		1,600	1,969	369	
Staffing		2,029	2,353	324	
Disability Access Fund		140	78	(62)	
<b>Early Years Block</b>	<b>(472)</b>	<b>35,988</b>	<b>36,457</b>	<b>469</b>	<b>(3)</b>
Commissioned Services		2,612	3,548	936	
Core Place Funding		9,448	9,448	0	
Staffing		1,202	1,274	72	
Top Up		38,679	53,275	14,596	
Placements		10,396	13,113	2,717	
Pupil Support		936	1,294	359	
HOPE Virtual School		236	252	17	
Academy Recoupment		15,099	15,100	1	
Education Transformation		1,531	2,271	740	
<b>High Needs Block</b>	<b>25,619</b>	<b>80,138</b>	<b>99,576</b>	<b>19,437</b>	<b>45,055</b>
<b>Funding</b>		<b>423,529</b>	<b>443,436</b>		
<b>Total</b>	<b>24,650</b>	<b>0</b>	<b>19,906</b>	<b>19,906</b>	<b>44,556</b>