

TITLE 2018/19 High Needs Block Update

FOR CONSIDERATION BY Schools Forum on 12 December 2018

WARD None Specific

DIRECTOR Carol Cammiss, Director of Childrens Services

RECOMMENDATION

Schools Forum are asked to note the updates to the High Needs Block forecast for 2018/19 and the strategic approach being taken forward by the Council.

SUMMARY OF REPORT

This report provides Schools Forum with an update on the 2018/19 High Needs Block forecast, the main movements from that previously reported, and the strategic approach being taken forward by the Council.

2018/19 High Needs Block Update December 2018

.01 Purpose of the Report

This report provides Schools Forum with an update on the 2018/19 High Needs Block (HNB) forecast, the main movements from that previously reported, and the strategic approach being taken forward by the Council.

.02 Recommendations

Schools Forum are asked to note the updates to the HNB forecast for 2018/19 and the strategic approach being taken forward by the Council.

.03 Background

Increasing pressure on the High Needs Block was identified during 2017/18 as the number of children and young people with SEND and the cost of provision continued to rise. A deficit of £527k was experienced at the end of the financial year.

As part of 2018/19 budget setting, and in recognition of the challenges in delivering a balanced HNB position, the Council proposed a move of 0.5% from the Schools Block to the HNB. However, Schools Forum did not support this proposal, and a subsequent disapplication to the Secretary of State was rejected.

As the number of children and young people with SEND continues to rise, and without a corresponding increase in funding, the pressure on HNB budget represents a significant financial challenge to be addressed.

.04 Movement in the 2018/19 HNB Forecast

Since the October meeting of Schools Forum, a number of changes have been made to the High Needs Block forecast for 2018/19, increasing the anticipated deficit at year end from £1.7m to £2.3m.

The movement of £579k is due to the following:

Description	£,000
Resource Bases – empty places funding	116
Top-ups – updated position on support for individuals	108
Independent Special Schools – additional placements	135
Northern House – extension of SLA to 31 st March	240
Other various small movements	(20)
Total movement	579

The forecast will remain under review to ensure that all opportunities to manage the deficit are controlled.

.05 **High Needs Strategy & Planning**

While the pressure on the HNB is a national issue, with many local authorities experiencing rising deficits, it is essential that the Council is able to work with schools and other partners to ensure scarce resources are targeted appropriately.

Alongside the appointment of permanent senior leadership within the Education Service, and a refreshed SEND strategy, the Council is taking forward the following:

- expansion of capacity within Addington and the Foundry
- free school bid submitted for new special school
- review of funding for resource bases
- review of SLA for Northern House

The Department for Education (DfE) is currently consulting on the implementation of new arrangements for reporting deficits of the dedicated schools grant, including the requirement for local authorities to provide an evidence based 3 year recovery plan where year end deficits are in excess of 1%. See Appendix A.

As part of the work being taken forward within the Council, a 5 year financial plan will be developed which seeks to identify all opportunities to align strategic priorities to the available resources.

Schools Forum will be provided with regular updates as work progresses.

.06 Summary

Following updates to the forecast, the anticipated HNB deficit at year end is now expected to be £2.3m, £527k of which relates to the 2017/18 deficit brought forward.

The movement in forecast from that previously reported largely reflects the funding of resource base places empty at point of budget setting, updated figures for current top-ups, additional placements in independent special schools, and an extension of the SLA in place for Northern House.

Jim Leivers
Interim Assistant Director for Education
December 2018

Lynne Samuel
Senior Finance Specialist – People Services
December 2018

Consultation on the implementation of new arrangements for reporting deficits of the dedicated schools grant

Since the Department for Education introduced the dedicated schools grant (DSG) in 2006, a small number of local authorities have overspent their DSG allocations and found themselves in a cumulative DSG deficit. In these situations, regulations have required that local authorities seek the approval of their schools forum in allowing them to carry over the overspend and offset it against the following year's DSG. Previously, when a local authority found itself to have a DSG deficit of over 2%, we've asked for an explanation, and an account of what its plan is for bringing its budget back into balance.

In the last two years the number of authorities reporting a cumulative DSG deficit has substantially increased. Because of this, we've decided that there is a need to tighten up the reporting arrangements. As announced in July 2018, we will through conditions of grant require a report from all local authorities that have an overall cumulative DSG deficit of 1% or more at the end of the 2018 to 2019 financial year, outlining their recovery plans. The 1% calculation will be based on the latest published DSG allocations for 2018 to 2019, gross of recouplement, as at the end of the 2018 to 2019 financial year.

DSG Deficit Recovery Plans

DSG is a ring-fenced specific grant, provided outside the local government finance settlement. It must be used in support of the schools budget for the purposes defined in the School and Early Years Finance (England) Regulations. As funding is ring-fenced, there is no requirement for local authorities to top-up the grant from general funding or from non-ring-fenced revenue reserves.

For this reason, DfE intends to require all local authorities with a cumulative overspend on DSG provision to produce recovery plans detailing the steps they plan to take to provide statutory services within the annual funding envelope. These recovery plans should be discussed with, and if possible, agreed with, the local schools forum.

Even though there is no requirement to subsidise DSG from general funding, local authorities cannot continue to build up cumulative deficits on DSG provision. In this scenario, local authorities may come under pressure to address the cumulative deficit on DSG provision through drawing on other resources.

Where a local authority has a cumulative overspend, producing a deficit on its DSG reserve, its recovery plan should look to bring the overall DSG account into balance within a maximum of three years. We recognise that this may prove difficult for some local authorities. Where this is the case, we would be open to receipt of evidence explaining the problem, and may accept a recovery plan that leaves some or all of the deficit accumulated to date outstanding. This means that the local authority would carry forward the amount agreed as a deficit, but we would not require this to be recovered within the three-year period. In all cases, we will expect local authorities' recovery plans to demonstrate how they will bring in-year spending in line with in-year resources within three years at most.

Any authorities that propose to leave part or all of their accumulated DSG deficit outstanding will need to provide a clear explanation as to why their deficits could not be recovered in the short term and provide thorough evidence to support their proposals. They will also need agreement from their Chief Finance Officer (CFO).

We expect a range of evidence to support local authority recovery plans. We would expect this to have already been presented to schools forums. We are aware that DSG deficits are usually caused by high needs pressures, and in these cases the evidence required in the recovery plans will typically include what we already look for in block movement disapplication requests. Authorities will, however, need to address whatever the main causes of overspending on the DSG have been.

The evidence should include:

- A full breakdown of specific budget pressures locally that have led to the local authority incurring a cumulative DSG deficit of over 1%. Where this has resulted from high needs pressures, information should include the changes in demand for special provision over the last three years, how the local authority has met that demand by commissioning places in different sectors (mainstream and special schools, further education and sixth form colleges, independent specialist provision and alternative provision), and if there have been any reductions in the provision for mainstream school pupils with high needs
- Where the deficit has resulted from high needs pressures, an assessment and understanding of the specific local factors that have caused an increase in high needs costs to a level that has exceeded the local authority's high needs funding allocations; and a plan to change the pattern of provision where this is necessary, as well as to achieve greater efficiency and better value for money in other ways; together with evidence of the extent to which the plan is supported by schools and other stakeholders
- A detailed recovery plan showing how the authority intends to bring its DSG reserve back into balance within three years, showing clearly how expenditure will be contained within future funding levels
- If the authority judges that it cannot recover the whole of its cumulative DSG deficit within three years, it must explain the reasons for this. If the authority wishes to defer recovery of some of the cumulative deficit, it must show in its recovery plan that it is able to at least contain its expected in year expenditure within its expected in year DSG income by the end of the three-year period
- Details of any previous movements between blocks, what pressures those movements covered, and why those transfers have not been adequate to counter the new cost pressures
- Assumptions on assumed future transfers between blocks of the DSG, if permitted in future years, and evidence of support from the schools forum and wider school community for these

Reporting DSG Deficits

Following discussion with MHCLG, we believe that there are currently inconsistencies in the way local authorities report their DSG reserves or deficits in the statistical returns that are submitted to MHCLG. We have agreed that DSG reserves or deficits should in future be reported as a separate ring-fenced reserve in RO returns, and MHCLG will be changing guidance to reflect this. What this means for local authorities is that DSG deficits will not need to be covered by an equivalent amount in local authorities' general

reserves. Consequently, new lines will be added to the 2018/19 RO returns and local authorities will be expected to state what their cumulative DSG deficit is every year. This should reconcile to the s.251 returns that local authorities submit to DfE every year. These changes will ensure that the full extent of DSG deficits is reported consistently across the sector on an annual basis.

Next Steps

The consultation period regarding the DSG deficits will end on 7 December, after which we will finalise what needs to be included in recovery plans, setting a submission deadline for June 2019 in respect of deficits at the end of 2018 to 2019. We will be meeting local authority representatives this autumn to discuss the implementation plans and ensure that these changes are introduced as smoothly as possible. Please see the table below to understand how the addition of the DSG deficit recovery plans will fit into the current funding year's assurance schedule:

Action	Deadline
Launch of DSG deficit consultation	Early November
School block movement disapplication deadline	30 November
End of DSG deficit consultation	7 December
Section 251 2019 to 2020 Budget statements submitted	4 March - 30 April
Section 251 budget statement 2019 to 2020 checks to be completed	1 May - 26 June
Deadline for submission of DSG recovery plans	30 June
Review of recovery plans	July-September
Deadline for submission of CFO assurance statement on use of DSG in 2018 to 2019	Mid September

If you have any comments on the proposals please respond to amsgfunding.comms@education.gov.uk by 7 December 2018.

This page is intentionally left blank