1. Dedicated School Grant Management Plan

The Dedicated School Grant (DSG) management plan (attached as **Appendix 1**) reflects the financial implications and expected impact of delivering the transformation set out in the Southwark Special Educational Needs and Disabilities (SEND) Strategy (attached at **Appendix 2**), ultimately reaching an in-year balance on our DSG by 2024-25, and over time eliminating the deficit with the support of Safety Valve funding.

Over the past two years, the deficit recovery plan has largely been built around ensuring costs do not escalate, reducing cost through delivering some services differently and focussing on reducing controllable expenditure in terms of central retentions and top up rates. Containing costs and balancing the budget in year was the first stage and in spite of best endeavours, the financial challenges remain. We now need to accelerate our efforts and build on the successful reduction in cost over the last two years, by fundamentally reframing our service provision to align to the SEND Strategy to ensure the very best outcomes for children and young people as well as ensuring the best possible use of resources whilst the incidence of special needs continues to rise.

We will fundamentally reframe our service provision because:

- We can do more to make our services more inclusive.
- We need to think how we can practically and creatively meet the needs of the increasing number of children and young people with more complex needs requiring Education, Health and Care (EHC) plans.
- We must work together with our key partnership agencies to make sure that we have the best possible arrangements in place to make the right plans for (with) our children and young people.
- We want to work more collaboratively with children, young people and their families and improve their experience of the SEND system so it is clearer, more equitable and more responsive.
- We also recognise that we are living in financially challenging times so we must make the best use of our resources to make a difference. Costs are increasing and we want more local quality provision.

A high-level summary of our DSG management plan is illustrated in **Table 1.1** below. The expenditure reflects the proposed stabilisation of Education, Health and Care (EHC) Plans and containment of costs expected to be realised each year upon completion of the activities outlined in the Governance tab of the DSG management plan.

Cost inflation is based on the Treasury (expenditure) inflation rates (as at July 2022) of 6% / 4% / 2% / 2% from 2023-24 to 2026-27 and our plan assumes an annual increase in funding of 7% in 2023-24 and 3% thereafter, in line with departmental advice.

In addition, the plan presupposes an almost 0.5% transfer from the DSG Schools Block (before recoupment) which is subject to annual School Forum approval. The annual school block transfer modelled in Table 1 is currently slightly less than 0.5% of our provisional 2023-24 allocation as we have anticipated a reduction due to lower pupil numbers, particularly in our primary schools.

Further, we have not factored in an annual school block transfer of more than 0.5% into our plan. Our modelling indicates that alongside the impact of amending our schools' funding formula factors to align more closely with National Funding Formula (NFF) rates and meeting our commitments for premises factor allocations, our ability to meet a minimum funding guarantee (MFG) of more than 0% for our maintained primary and secondary with a 0.5% schools block transfer is unlikely. Proposing a schools block transfer between 0.5% and 1% would almost certainly mean a negative MFG for our maintained schools and we would be unable to run our schools funding formula.

The proposed investment included in the plan only covers expenditure that would qualify as central education services and costs in accordance with Part 5, Schedule 2 of <u>the School and Early Years Finance (England) Regulations 2022.</u> Additional contributions from the Council are shown below the line.

In summary, the DSG deficit remaining at the end of this plan is **£23m** and it is the amount that Southwark will be seeking as financial support from the Department for Education to eliminate the historic deficit over the period of the Safety Valve agreement.

This is on top of an (already advised) intended application for additional High Needs capital funding, match funded by the Council, required to create more local SEND provision, which is integral to implementing the cost reduction proposals.

Table 1.1 – DSG - High Needs Block position

	2021-22	2022-23	2023-24	2024-25	2025-26	2026-27	Comments
DSG - High Needs Block position	£'m	£'m	£'m	£'m	£'m	£'m	
Expenditure		59.7	67.7	70.2	71.6	73.7	
Growth in EHCP's		8.0	4.1	5.4	7.3	8.4	Estimated growth before savings
Inflation		0.2	4.3	7.5	9.4	11.4	Calculated at 6% , 4%, 2% , 2%
Savings		-0.8	-6.6	-12.2	-15.3	-17.9	As detailed in the plans
Investment		0.6	0.7	0.7	0.7	0.7	General fund contribution below
Total Expenditure	59.7	67.7	70.2	71.6	73.7	76.3	
DSG Funding	-55.6	-64.3	-68.8	-70.9	-73	-75.2	Assumed 7% for 2023-24 then 3%
Schools Block transfer	-3.1	-1.2	-1.2	-1.2	-1.2	-1.2	At 0.5% cash equivalent
In year net position deficit / (surplus)	1	2.2	0.2	-0.5	-0.5	-0.1	
Cumulative DSG deficit	21.7	23.9	24.1	23.6	23.1	23.0	
Number of EHCPs		2,783	3,010	3,221	3,410	3,595	Before savings
Number of EHCPs		2,783	2,976	3,087	3,241	3,468	After savings
	£'m	£'m	£'m	£'m	£'m	£'m	
Council investment		0.4	1.2	1.2	1.0	0.7	
Council contribution		0.1	1.3	1.3	1.3	1.3	

Actions previously taken

The number of EHCPs has increased by 96% from January 2015 and January 2022 with annual increases from as little as 2.5% between 2020 and 2019 and an average annual increase of 10%, as can be seen in **Table 1.2**.

The financial pressures started to appear in 2017-18 when the DSG went into deficit of £4.1m, growing to £11.5m in 2018-19 and £18.5m in 2019-20. The rate of the deficit increasing has slowed, despite extra pressures from Covid, and the cumulative deficit at the end of 2020-21 was £20.6m and by the end of the 2021-22 financial year, £21.7m.

Table 1.2 - Number of statements and EHC plans combined

	2015	2016	2017	2018	2019	2020	2021	2022
Under 5	55	6	11	13	80	84	112	113
Age 5 to 10	598	578	618	631	745	757	807	877
Age 11 to 15	621	598	643	666	712	792	868	918
Age 16 to 19	147	344	455	532	522	490	518	588
Age 20 to 25	0	74	152	188	179	171	198	287
Total	1,421	1,600	1,879	2,030	2,238	2,294	2,503	2,783

By April 2019, the Budget Recovery Board (BRB) was operational for Education to ensure the recovery plan was on course, to understand the cost drivers, and oversee actions to mitigate the DSG deficit. This was through a series of rapid action plans referred to as EDU's. The board reconvened post covid and is a multi-disciplinary team led by the Section 151 Officer and the Strategic Director for Children's and Adults, with Chief Executive oversight.

In October 2019, external consultants (RSM) were engaged to provide independent assurance and challenge on the recovery plans, and assurance to the Chief Executive and Cabinet on the progress of these plans, and to review the SEND data.

During and following the global pandemic, Southwark experienced a sharp increase in demand for EHC needs assessments and this growth has not yet slowed. Managing this demand is key to our success in meeting the outcomes of our DSG management plan as much as providing the best value for money.

In September 2022, the Council will launch its strategy for children, young people and their families with SEND aged 0-25. We have developed the strategy with all stakeholders in the SEND Local Area and it has undergone extensive consultation and reconfiguration in light of that.

Whilst the implementation plan that supports the strategy is still in development, the actions required to successfully deliver a more efficient high needs system that have a resource management element and necessary to bring the High Needs Block into balance have formed the foundation for revised rapid action plans (EDUs) which will continue to be monitored by BRB.

2. The Programme for Change

Across the country there are significant financial pressures facing the provision of children with special educational needs with a significant number of Local Authorities (LAs) reporting DSG deficits. Southwark is no different and has experienced increases in the level of high needs education support which far exceed the equivalent increases in high needs funding.

In Southwark, as with many London boroughs, the surplus capacity in school places is adding pressure to the SEND system as schools are under immense financial pressure themselves. Southwark is also a national and international centre for medical research and practice, which has uniquely added volume and complexity to the SEND population.

Our programme for change is operating in challenging times from an economic, health and policy perspective with the need to focus resources on strengthening a universal offer and providing access to the most educationally effective provision for the most vulnerable children whilst providing best value for money

In order to do this we must prioritise how we manage the demand, need and duties to our children and young people with SEND within the annual allocated budget. We need to continue to work with partners across the council, health and with families to:

- Reduce demand for EHCPs through a strengthened universal offer and early intervention,
- Accelerate movement out of the SEND system through more robust annual review process, working with partners to develop alternative offers, a wholesale review of legislative requirements and practice, promoting independence
- Reduce unit costs within the SEND system through benchmarking top ups and commissioning
- Provide a cross-agency effective service for children and young people in the system through clear lines of governance and accountability

The SEND strategy, priorities and action plans (EDU's) that flow from the overarching aims provide the detailed narrative to illustrate and evidence the transformational change that needs to happen over the next three to five years to halt and stabilise growth and cost.

The Southwark SEND Strategy

The strategy has four main areas of focus:

- **Priority 1**: Improving provision for complex/multiple needs, including Autistic Spectrum Disorder (ASD)
- **Priority 2**: Provision of more timely, high-quality identification and provision
- **Priority 3**: Development of greater confidence skills and competencies in all settings
- **Priority 4**: Development of pathways into adulthood for young people with SEND

In addition, there are essential actions required to ensure an efficient and effective system is in place to secure the successful delivery of the SEND strategy – all of which are incorporated as a fifth priority.

Priority 5: Resource allocation reviews and enablers

The key actions and deliverables over the life of the DSG management plan are described in detail in the EDU Action Plans that link back to the four priority areas in the strategy. The description and tables below indicate the link between the strategy and the EDUs that have a resource management element and necessary to bring the High Needs Block into balance.

Strategy Priority 1: Improving provision for complex needs including ASD

Increasing services/provision for our most complex needs Young People in borough. This will enable needs to be met in borough and enable young people currently placed out of borough to return. Development of provision to support mainstream inclusion is key [LA action ref: (EDU5) (EDU9) (EDU11) (EDU12) (EDU13)]

What we have done

We have joined and trained our autism support team in the Autism Education Trust methods of effecting whole school change. The team are working with schools to improve mainstream practice in our primary sector.

With the opening of Spa Camberwell in September 2018, we were able to bring back a number of pupils (22) from out borough independent and non-maintained special schools (INMSS) which produced savings on over £0.5M over 2 years.

Established parent/community networks i.e. ASD conference for parents.

Why we need to do more

Our population of children and young people with complex needs and ASD continues to grow. As our special provision is full, places need to be found in neighbouring boroughs or in the INMSS sector, which is more costly and places pressure on transport budgets. Spa Camberwell is now full with children moving year 6 to 7 and other in borough admissions. More provision would allow Southwark to meet almost all needs in borough at lower cost from good and outstanding providers.

Next actions

Some sites have been identified for development and feasibility studies have been undertaken. Our capital plans to provide over the next 5 years include:

- A sixth form for Spa, releasing places in Spa Bermondsey for KS3/4 pupils
- Two inclusion/assessment spaces for primary and secondary pupils, of 12 places each, who are finding mainstream school difficult. We will take the opportunity to convert the spare physical capacity in our maintained schools into specialist alternative provision (AP) for children and young people (currently on roll in in borough mainstream schools) who require further

intervention to mainstream maintained placements or assessed for specialist provision. Spa School will support the AP style provision via a range of activities from advice and guidance to sessional support.

- A new building for Haymerle to re-provide and increase primary spaces to two form entry throughout
- A sixth form for Tuke and Highshore (which will include young people with ASD)

Success measure

Our mainstream schools will feel more able to support children and young people with ASD by the whole school work and the support the two AP style spaces will provide (advice and support, outreach, inreach and assessment).

There will be sufficient high quality places for ASD young people in Southwark reducing the reliance on out borough placements.

From 2023-24, phased movement of the existing cohort of CYP from out borough provision to in borough mainstream provision (maintained schools or resource base) over the duration of the plan with an additional 48 places in year 5 of the plan for ASD 6th form provision.

Creation of post 19 local special school placements for complex needs from 2026-27, anticipated first entrants in September 2026 (50 special places)

Actions	Lead	Timescale	Expected Service Outcomes
To work with Mainstream (MS) schools to develop their skills and competence with meeting ASD needs at SEND support and MS EHCP. This includes the introduction of the Autism Education Trust (AET) model of best practice in schools.	Assistant Director (AD) SEND, supported by Head of Autism Support Team (AST); and Senior SEND Adviser	Programme of work has started and will continue throughout the life of the DSG management plan. (22/23-26/27)	Reduce the pressure on special school and resource base places. All mainstream schools will have an agreed understanding of what ordinarily available support for ASD at SEND support level should consist of. AET model will be embedded in schools by a systematic programme delivered by the AST. This will enhance schools confidence to meet the needs of all children with ASD.

Actions	Lead	Timescale	Expected Service Outcomes
To consider alternative provision options (specialist satellite provision) for pupils that cannot be allocated places in local special schools with a view to further assessment ultimately placement in a Southwark School.	AD SEND with the Spa Education Trust	Programme of work to adapt part of a primary school is underway (to be ready Sept 2023) Secondary site undergoing feasibility study.	To have a primary 12 place, and secondary 12 place further assessment provision for pupils with ASD finding MS School difficult. (these are additional places) The provision will either enable children to be supported to return to MS (using outreach/sessional support or off site placement) or move more smoothly into specialist provision.
Secondary ASD resource base at local secondary school due to open Sept 2023 (24 places in total) Further primary resource bases to be explored with 2 primary schools (28	AD SEND with SEND Adviser	To open Sept 2023	Resource bases open and receiving children by Sept 2023
new places) Develop Haymerle primary ASD special school: requires a new site and if possible move to 2 form entry (currently 77 places)	SEND Adviser with programme manager and regeneration team	Site to be secured (in year 23/24)	Providing 7 additional places. New site able to be used. Better environment for ASD children and able to offer 2 classes per year group consistently across all key stages. Keeping children in borough reducing out of borough and reducing transport cost.
Development of ASD sixth form provision to provide a pathway for	As a result of Capital bid, programme	Timeline to be agreed	Provides 90 new places for post 16 ASD

Actions	Lead	Timescale	Expected Service Outcomes
Spa and other high need ASD students into internships or further vocational study Will enable additional space for secondary ASD pupils within Spa Bermondsey to be accommodated)	manager with Spa Trust		Spa sixth form will complete the pathway of local provision for complex needs ASD students in Southwark. All young people will have an ASD provision to meet their need in borough.

Saving

The provision of a local placement for all children and young people with ASD and complex needs

Savings and management actions that relate to:	Target population
The provision of a local placement for all children	CYP aged 5-19 with Primary Need of ASD, placed out borough excluding Looked After Children and those placed in neighbouring boroughs (Lambeth & Lewisham).
and young people with ASD (EDU13)	Current cohort of 93 CYP in a range of out borough provision with over 63% in independent special or mainstream schools.

From 2023-24, phased movement of the existing cohort of CYP from out borough provision to in borough mainstream provision (maintained schools or resource base) over the duration of the plan with an additional 48 places in year 5 of the plan for ASD 6th form provision.

	2023-24	2024-25	2025-26	2026-27
LOCAL PLACES	23	47	70	141
SAVING	-£0.295m	-£0.598m	-£0.892m	-£2.001m

Savings and	Target population
management actions	
that relate to:	
Creation of local post 19 provision for complex SEND (EDU11)	YP aged 19 with an EHCP for Profound & Multiple Learning Difficulty and Severe Learning Difficulty

Creation of post 19 local specialist placements for complex needs from 2026-27, anticipated first entrants in September 2026 (50 places)

	2023-24	2024-25	2025-26	2026-27
SAVING				-£0.811m

Calculation

Priority 1	2023-24	2024-25	2025-26	2026-27
Number of EHCP's Age 5-10	3	5	7	9
Average Reduction in Unit Cost	£8,286.88	£8,286.88	£8,286.88	£8,286.88
Sub-total	-£24,860.64	-£41,434.40	-£58,008.15	-£74,581.91
Number of EHCP's Age 11-15	8	18	27	36
Average Reduction in Unit Cost	£8,286.88	£8,286.88	£8,286.88	£8,286.88
Sub-total	-£66,295.03	-£149,163.83	-£223,745.74	-£298,327.65
Number of EHCP's Age 16 -19	12	24	36	96
Average Reduction in Unit Cost	£16,956.34	£16,956.34	£16,956.34	£16,956.34
Sub-total	-£203,476.11	-£406,952.23	-£610,428.34	-£1,627,808.91
Additional places 19+				50
Reduction in cost				-£810,900
LOCAL PLACES	23	47	70	191
TOTAL SAVING	-£294,631.78	-£597,550.45	-£892,182.23	-£2,811,611.47

Strategy Priority 2: Provision of more timely, high-quality identification and provision

This priority is not only about children with SEND in the early years but all children and young people who become known to us following a move into borough, a late diagnosis or rapid/significant change in their needs (0-25). For this priority to be realised we need to transform the way we work with children in the early years and children and young people who become known to us at any age. This is a longer-term aspiration over the life of the SEND Strategy and is linked to the development of Family Hubs in Southwark. [LA action ref: (EDU14)]

What we have done

Early health diagnosis has now resumed and waiting lists are reducing to pre pandemic levels.

We have revised the SEND support fund process for early years and supported Private and Voluntary Institutions (PVI) settings to be able to access the fund better.

We are in the process of formalising specialist provision in one nursery in Southwark for ASD children.

Why we need to do more

We are aware that our SEND services for young children in the system and for children who need early support across the age range are fragmented. We see the Family Hubs and Start for Life programme development as a real opportunity to review what we provide and consider this alongside health and social care provision in an integrated way.

Next actions

Review our early years and early intervention services and consider how these could be part of the wider Family Hubs and Start for Life programme development. We know how successful family hubs could be from the impact of maintaining our children's centre network and the mental health hub, which opened two years ago. We have seen an increase in Education, Health and Care (EHC) plans for pre-school children. We want to develop a service where the demand for EHC plans in this age range reduces as settings and parents can access support more easily without the need for a plan. For those needing early support across the age range we need to offer more timely support whilst specialist assessment is carried out, if required.

Success measure

Families will feel supported from the earliest signs of need from an integrated service offer. Those who really require early assessment will be identified and supported through the process. Our ASD parent conferences have demonstrated how effectively families can support each other with some support from an integrated service approach.

Services for early support will be integrated and offered locally.

Actions	Lead	Timescale	Expected Outcomes
Map and review the provision of services for Early Years SEND and cost. Consider what and how services can best be delivered as part of a Family Hubs and Start for Life programme model for Early Years SEND support. Develop a multiagency 'offer' for families of young children with SEND where the need for an Education, Health and Care plan is reduced.	Programme/Project Manager	In line with the Family Hub delivery. (23/24)	A universal, multi-agency offer for families of young children with SEND without the need for an EHCP. Only the most complex cases being referred for EHC needs assessment pre school.
Map and review services available for Children and Young people moving into borough with high level needs, refugee and asylum seekers and children who experience	Programme/Project Manager	In line with the Family Hub delivery. (23/24?)	A multi-agency offer (universal offer) for families of children with SEND who need urgent support at any age (0-25). Timely referral for EHC needs assessment if required for the most complex cases in collaboration with the school.

Actions	Lead	Timescale	Expected Outcomes
life changing/rapid change to their needs. Across the age range (0- 25)			

Saving

Savings and management actions that relate to:	Target population
Development of Family Hubs incorporating SEND delivery (EDU14)	Children aged 0-4 with an EHCP Current cohort of 129 children aged 0-4 with an EHCP, with approximately 70% with an ASD diagnosis

From 2024-25, with the introduction of Family Hubs, a target to eliminate the need for an EHCP for almost all children aged 0-4 in mainstream settings

	2024-25	2025-26	2026-27
PLANS	59	62	67
SAVING	-£1.201m	-£1.262m	-£1.364m

Calculation

Priority 2	2024-25	2025-26	2026-27
Number of EHCP's	59	62	67
Average Unit Cost	£20,362.30	£20,362.30	£20,362.30
Total Savings	-£1,201,375.48	-£1,262,462.37	-£1,364,273.85

Strategy Priority 3: Development of greater confidence skills and competencies in all settings

This priority is about ensuring staff in settings have the skills, confidence and competence to meet the needs of our children with SEND. Schools know where to go for support and how to access it so that we can consistently meet the needs of our children. [LA action ref: (EDU12)]

What we have done

The Southwark SEND Hub has had its first year of operation and has acted as a pilot model for roll out to other schools. For the schools it has worked with intensively over the last year we have seen:

- Restructuring of SEND provision, development of new SENCO skills and deployment of Teaching Assistants to enable child independence
- Reduction in those schools of EHC needs assessment requests
- Ownership of the area of SEND those schools have wanted to work on e.g. supporting staff to effectively meet children's needs at SEND support
- A community of SENCOs and Inclusion Leaders who will support and drive developments for SEND in the borough and are committed to meeting children's needs without resorting to request for needs assessment at the earliest opportunity.

Why we need to do more

EHC needs assessment requests are not reducing back to pre-pandemic levels. Further, there is a strong correlation between those with highest levels of SEND and deprivation and a local response may be required in different areas of the borough. The demand for plans is an issue we must address and is central to our DSG management plan.

Next actions

We need to look at what will work across the borough. We have drawn up our own Southwark SEND Standards as part of the refreshed 'graduated response'. We will:

- Launch Southwark SEN Standards emphasis is on making sure processes are clear, effective teaching and learning that meets needs and developing interventions that have impact with EHC needs assessment requests reduced
- Monitor the implementation of the standards across schools and use investment to do this.
- Consider if the hub model should be extended to all four areas of the borough or what would work best in each through cluster/area facilitated through co-production from specific locality partners and school leaders.
- Behaviour Task Force Our agreed aims include: increasing knowledge of SEMH across the borough, early identification, effective systems with timely interventions, pathways to support, a behaviour policy for all to reduce applications for plans

Success measure

Schools will be more able and confident to meet greater need at SEND support level

The school EHC needs requests will drop by 109

Parents will tell us in surveys and feedback about the confidence they have in their child's setting

Young people will tell us how they feel about the support they receive and how they feel included.

Actions	Lead	Timescale	Expected Outcomes
Review and revise the guidance for all settings (graduated response) so	SEND Adviser	Autumn Term 2022	All settings will be aware of the expectations of what should be available in all mainstream schools without the need for an EHCP.
that it is clear what all should offer as ordinarily available support and where expert guidance can be found when required. Involve the Local Area including school leaders, SENCOs			All partners and parents will be clear on what settings should be able to provide
and parents			

Actions	Lead	Timescale	Expected Outcomes
Review support available for mainstream settings. Consider what additional support is required and how this might be funded from investment sources. Agree a monitoring framework with schools of support and challenge.	SEND Adviser with Learning and Achievement Team	Spring term 2023 for review. If investment agreed, develop monitoring process/framework to commence 23/24 financial year.	Schools will be supported to meet the needs of SEND children more proactively reducing the need for EHC needs assessment referral and will be monitored on their success.
Further develop the Southwark SEND hub	SEND Adviser with SEND Hub School	From September 2022	All primary schools know where to go for training needs, general advice and support.
school to deliver training and support to other schools and signpost to available training.			A section of the LA website will be dedicated to SEND training.
Work in clusters of schools to consider SEND	SEND Adviser with hub schools and	From Spring term 2023	Better shared understanding of SEND issues across the LA.
issues such as attendance, exclusions	advisers		Local forums to raise issues and find solutions.
and distribution of children with the most complex needs to develop shared understanding and processes to better meet needs across the Local Area and feedback into the SEND operational Group.			LA officers and schools working more proactively together.

Saving

Savings and	Target population
management	
actions that relate	
to:	
Send Support Pathway to Universal Provision (EDU12)	Percentage of Pupils with Special Educational Needs (SEN) Support (All Schools) has Southwark above average, at 15.2% (2022 census).

From 2023-24, to maintain 15.2% of primary and secondary pupils with Special Educational Needs (SEN) Support in Southwark

	2023-24	2024-25	2025-26	2026-27
PLANS	38	78	109	109
SAVING	-£0.707m	-£1.418m	-£2.010m	-£2.010m

Calculation

Priority 3	2023-24	2024-25	2025-26	2026-27
Number of EHCP's reduced Age 5 to 10	20	50	62	62
Average Unit Cost	£16,861.84	£16,861.84	£16,861.84	£16,861.84
Sub-total	-£337,236.84	-£843,092.11	-£1,045,434.21	-£1,045,434.21
Number of EHCP's reduced Age 11 to 15	18	28	47	47
Average Unit Cost	£20,521.50	£20,521.50	£20,521.50	£20,521.50
Sub-total	-£369,387.07	-£574,602.11	-£964,510.69	-£964,510.69
LOCAL PLACES	38	78	109	109
TOTAL SAVING	-£706,623.92	-£1,417,694.22	-£2,009,944.90	-£2,009,944.90

Strategy Priority 4: Development of pathways for young people with SEND 16-25 years

We want our young people with SEND to be able to live as independent and fulfilling lives as possible with access to vocational experiences and work. [LA action ref: (EDU11) (EDU17)]

What we have done

Identified cases where plans can be ceased and alternatives programmes offered

Started to develop alternative offers for older students with complex needs

Further developed the supported internship offer

Actively encouraged direct payments

Why we need to do more

More young people want to remain in education beyond 19. This is costly. Alternative offers need to be available for young people that meet need and move them on into adult life.

Mainstream college costs are high. We need to consider how we can work with our local FE colleges to reduce top up costs.

Next actions

We will be working with young people and their families to expand the offer 19-25. We are already piloting personal budgets and developing a User Lead Organisation for young adults. We are working with our commissioning team to see if mainstream college costs 16-19 can be reduced and we are developing our internship forum and looking at gaps in provision.

Working with cross council colleagues to improve and increase opportunities for apprenticeships and employment and meet council targets for reaching most vulnerable.

Success measure

Alternative offers will be local and be high quality at lower cost

More plans cease in the 19-25 age range, as alternative offers are available - from September 2023, 25% of the total cohort each year accessing adults offer and no longer requiring an EHCP

Mainstream college funding will be better value for money and more consistent across our most used mainstream college providers Our internship offer will be stronger and more comprehensive.

Actions	Lead	Timescale	Expected Outcomes
Case reviews of all YP post 19 to consider if alternative options can	SEND Support Officer (14-25 Team)	Every year commenced Summer Term 2022	Reduce numbers of YP moving into high cost placements post 19 that may not provide progression or add value.
be sourced for them. This will include the AAD team for the most complex cases.			More young people in lower costs alternatives. Alternative options to college explored with families each transfer year and arranged where possible.
To develop new approaches to meeting	SEND Support officer (14-25 Team)	Personalisation project has started for 22/23	Young People and family have more alternatives to education available.
need such as: The personalisation project and the User Led Organisation (ULO).		ULO will be considered for all possible cases for September 2023 or in year if any ARs indicate a change required	Accessible day care provision available.
To review mainstream college funding systems to provide a fairer system for all FE	Lead Commissioner	From September 2022	Mainstream college funding to be more consistent across all main colleges used. Transparency around how FE placements funded and FE pricing/costing or banding system agreed

Actions	Lead	Timescale	Expected Outcomes
colleges and control cost			
Further, develop the Southwark Internships offer with local providers, develop the provider forum and extend the offer.	SEND Support Officer	From September 2022	A full programme of SEND Internships, traineeships and work experience for the SEND post 16 cohort.

Saving

Savings and management	Target population
actions that relate to:	
Personalisation project (EDU11)	Young people aged 19 or older with an EHCP and finishing 3 year program or 4th year at ISP colleges

	2022-23	2023-24	2024-25	2025-26	2026-27
SAVING	-£0.274m	-£0.470m	-£0.470m	-£0.470m	-£0.470m

Savings and	Target population
management actions that relate	
to:	
Alternative adults offer from age 22 (EDU11)	Young people aged 22 with an Education, Health and Care Plan and finishing 3 year programme in borough with 'AAD' indicator Total = 47 YP

From September 2023, 25% of the total cohort each year accessing adults offer and no longer requiring an EHCP

	2023-24	2024-25	2025-26	2026-27
PLANS	8	21	34	47
SAVING	-£0.163m	-£0.428m	-£ 0.692m	-£0.957m

Savings and management actions that relate to:	Target population
The provision of a local placement for young people 19+ currently placed out borough (EDU11)	Current cohort of 105 YP aged 19 to 22 in out borough placements, excluding ASD.

From 2024-25, phased movement of the existing cohort of YP from out borough provision to in borough further education provision over the duration of the plan.

	2023-24	2024-25	2025-26	2026-27
PLACES		33	66	100
SAVING		-£0.249m	-£0.497m	-£0.753m

Savings and management actions that relate to:	Target population
Creating a fairer college funding system from 16-25 (EDU17)	The current population of $16 - 19$ age group are in college placements. Each is calculated on an individual basis. The aim is to move to a banded system which is easier to administer and commission.

	2023-24	2024-25	2025-26	2026-27
SAVING	-£0.149m	-£0.507m	-£0.768m	-£0.768m

Total Savings (Priority 4)

	2022-23	2023-24	2024-25	2025-26	2026-27
PLANS		8	54	100	147
SAVING	-£0.274m	-£0.781m	-£1.653m	-£2.427m	-£2.947m

Calculation

Priority 4	2022-23	2023-24	2024-25	2025-26	2026-27
EHCP's reduced		8	21	34	47
Average Unit Cost		£20,352.25	£20,352.25	£20,352.25	£20,352.25
Sub-total	£-	-£162,818.04	-£427,397.35	-£691,976.66	-£956,555.98
EHCP's brought in borough			33	66	100
Average Unit Cost			£7,531.24	£7,531.24	£7,531.24
Sub-total	£-	£-	-£248,530.99	<i>-£497,061.97</i>	-£753,124.20
Personalised Budgets	-£273,977	-£469,675	-£469,675	<i>-£469,675</i>	-£469,675
Fairer college funding	£-	-£149,000.00	-£507,000.00	<i>-£768,000.00</i>	-£768,000.00
LOCAL PLANS		8	54	100	147
TOTAL SAVING	-£273,977	-£781,493	-£1,652,604	-£2,426,714	-£2,947,356

Strategy Priority 5: Resource allocation reviews and enablers

Review the allocation of the high needs block to centrally provided education services that supports SEND provision and the funding system for all government funded in borough SEND provision. [LA action ref: (EDU01) (EDU03) (EDU15) (EDU18)]

1. Centrally retained expenditure

What we have done

From 2018-19 to 2021-22, Southwark Council reduced centrally retained HNB expenditure from £5.9m to £3.2m – primarily through reductions in corporate recharges (£1m), transport (£0.9m) and other non-education provision (£0.8m).

Why we need to do more

Southwark acknowledges the challenges raised by the Education and Skills Funding Agency (ESFA) regarding the extent of corporate recharges, transport and SEN Inclusion being supported by DSG funding and has taken this into account during the review.

Next actions

This review will not result in a decrease of the overall costs of expenditure currently funded from centrally retained HNB. The impact on the Council's general fund will be addressed during the 2023-24 budget setting process and any distributional impact on alternative DSG funding blocks will be taken into account and reported to the School Forum, for approval, prior to distributing the 2023-24 DSG.

Success measure

Centrally retained expenditure is compliant with the regulations and School Forum approves the reallocation from 2023-24.

Actions	Lead	Timescale	Expected Outcomes
Review all central education services and costs funded by the HNB is in accordance with Schedule 2 of the School and Early Years Finance (England) Regulations 2022.	Schools Finance Manager	December 2022	Centrally retained expenditure is compliant with the regulations and School Forum approves the reallocation from 2023-24.

Savings and management actions that relate to:	Target population
2022-23 DSG HNB centrally retained expenditure (EDU01)	N/A

Saving

	2022-23	2023-24	2024-25	2025-26	2026-27
SAVING	-£0.500m	-£1.294m	-£1.294m	-£1.294m	-£1.294m

Calculation

Priority 5	2022-23	2023-24	2024-25	2025-26	2026-27
Home to School Transport	-£400,000	-£400,000	-£400,000	-£400,000	-£400,000
Central Recharges	-£100,000	-£677,805	-£677,805	-£677,805	-£677,805
Education Access Mngt		-£172,860	-£172,860	-£172,860	-£172,860
SEN Central Costs		-£43,317	-£43,317	-£43,317	-£43,317
TOTAL SAVING	-£500,000	-£1,293,982	-£1,293,982	-£1,293,982	-£1,293,982

2. Limit inflation uplift to top up rates for local SEND provision

What we have done

Since 2018-19, we have transitioned 326 EHCPs from our 2017 banding system for mainstream schools (2 bands) to the post 2017 banding system (4 bands), resulting in cost savings of £1.3m.

Why we need to do more

Our maintained special schools have significant surplus balances and we met the minimum funding guarantee uplift of 3% from the 2021-22 funding baseline in 2022-23. Preliminary benchmarking of Southwark's top up rates against other local authorities indicates that the Council's top up rates are higher than other boroughs by approx. 20%.

Next actions

On the basis that top up rates could be as much as 20% higher, no inflationary uplift is proposed for top up rates for **three** years from 2023-24 to 2025-26.

In addition, we will undertake a comprehensive benchmarking project specifically incorporating our statistical neighbours covering local government funded provision including mainstream maintained and academy provision, reconsideration of any further work on LA MS SEND resource base (RB) top ups, special school top ups and Further Education Post 16 top up rates.

Continue our positive engagement with the High Needs School Forum sub group to ensure endorsement of the LA approach and consequent approval by the School Forum, each year, prior to distributing the HNB.

Success measure

School Forum approves the LA approach and top up rates are frozen from 2023-24 to 2025-26.

Actions	Lead	Timescale	Expected Outcomes
Review, assess and reconfigure the HNB funding system for all government funded in borough SEND provision.	AD Send supported by Schools Finance Manager	July 2023	Agreed and consulted on new funding system for government funded in borough SEND provision. Parents and carers are satisfied with outcomes and young people's needs are met in a fair funding system.

Savings and management actions that relate to:	Target population
Reconfigure the HNB funding system	N/A
(EDU03)	

Saving

No inflationary increases to top up rates until 2026-27

	2023-24	2024-25	2025-26	2026-27	
SAVING	-£3.493m	-£6.071m	-£7.432m	-£7.539m	

Calculation

Priority 5	2023-24	2024-25	2025-26	2026-27	
Expenditure before Inflation	£ 72,585,987.22	£ 76,372,669.05	£ 79,660,094.75	£ 82,834,629.87	
Inflation assumed to be:	6%	4%	2%	2%	
Gross Inflation	£ 4,355,159.23	£ 7,510,066.00	£ 9,403,267.89	£ 11,359,960.49	
Inflation allowed	£ 862,301.20	£ 1,438,919.10	£ 1,971,173.97	£ 3,820,544.67	
TOTAL SAVING	-£3,492,858.04	-£6,071,146.90	-£7,432,093.92	-£7,539,415.82	

Actions	Lead	Timescale	Expected Outcomes
Focused reviews for transition reviews, enabling more robust plans and funding agreements	Director of Education, supported by AD SEND	July 2024	Successful transiitons for CYP and families with the right support in place.
Dedicated SEND contact management and commissioning capacity	Director of Commissioning	Ongoing	Extract maximum benefit as a member of the Commissioning alliance, including harmonisation of 16+ provision costs
Successfully implement and operate the Capita One case management system as the one version of the truth in relation to activity and spend.	AD Send supported by Business Transformation Manager (ICT)	December 2022	Assurance that reporting from the system is correct and supports strategic or tactical decision-making.

3. Investment to meet the priorities of the Southwark SEND strategy and key actions and deliverables

Investment supported by the DSG High Needs Block

• External reviews of the bandings for all in borough provision following the benchmarking exercise. Mainstream, special, resource base and hospital schools. (EDU03)

Investment: £57k in year one

Impact: Harmonising resourcing rates for local provision to statistical neighbours by Year 5 of the

plan, as set out in Priority 5.

Year 2: £3.493m; Year 3: £6.071m; Year 4: £7.432m; Year 5: 7.539m

• Additional capacity required to establish clear guidance on ordinarily available provision, create outreach programmes, expand the inclusion hub into a centre of excellence, and incentivise innovative solutions to support pathway to SEND universal provision (EDU 12)

Investment: Schools Block transfer of £1.2m per annum for the duration of this plan

Impact: Increase the percentage of primary and secondary pupils requiring SEND support to the

highest level in London (15%), as set out in Priority 3.

Year 2: £0.707m; Year 3: £1.418m; Year 4: 2.010m; Year 5: £2.010m

The School Block transfer of £1.2m per annum (secured for 2022-23 and proposed each year for the remainder of the DSG management plan) will fund the investment required specifically to support Priority 3 of the SEND Strategy to develop greater confidence skills and competencies in all settings.

Approximately £500k of the transfer is committed, each year, to an already existing Inclusion Fund of which access is available for all mainstream maintained schools and academies to support the inclusion agenda.

The remaining investment profile (as set out below) will be utilised to support our work across the borough to develop skills and competencies in all settings using our own Southwark SEND Standards as part of the refreshed 'graduated response' where the focus is on high quality teaching. This will take the form of supporting additional capacity drawn from our schools required to establish clear guidance on ordinarily available provision, create outreach programmes, expand the inclusion hub into a centre of excellence, and incentivise innovative solutions to support pathway to SEND universal provision.

	2022-23	2023-24	2024-25	2025-26	2026-27
Investment	-637,000	-700,000	-700,000	-700,000	-700,000

In order to:

- Launch Southwark SEN Standards emphasis is on making sure processes are clear, effective teaching and learning that meets needs and developing interventions that have impact with EHC needs assessment requests reduced
- Monitor the implementation of the standards across schools and use investment to do this.
- Consider if the hub model should be extended to all four areas of the borough or what would work best in each through cluster/area facilitated through co-production from specific locality partners and school leaders.

Overview of Southwark SEND Standards for provision in all mainstream schools

Standard 1 Ensuring all schools know and follow the statutory requirements

Schools should:

Know and follow all relevant legislation

Review and update all statutory documentation

Have up to date knowledge of all access arrangements

Follow statutory requirements in respect of admissions, toileting, medical needs and safeguarding

Ensure their setting enables the majority of needs to be met without an EHC Plan, including those with complex needs

Follow all processes, as set out by Southwark LA, in applying for an EHC needs assessment

Ensure effective EHCP provision

Follow all statutory requirements for reviewing an EHC plan

Standard 2 An Inclusive setting: providing a positive and supportive environment for all

Schools should:

Ensure all pupils have access to high quality teaching

Provide an education that is ambitious and promote fulfilment of potential

Provide an education that is appropriate to the needs of the pupils

Remove barriers to learning and participation

Promote positive relationships and well-being for all pupils

Adopt a pro-active and positive approach to behaviour

Standard 3 Ensuring high quality teaching is accessible to all

Schools should:

Understand great teaching for pupils with SEND is great teaching for all

Use the following evidence-based teaching strategies for pupils with SEND:

- ✓ Scaffolding
- ✓ Flexible grouping
- Cognitive and meta cognitive strategies
- ✓ Explicit Instruction
- Technology to support pupils with SEND

Ensure all teachers can use these strategies confidently and flexibly in response to the needs of the pupils

Ensure support staff do not replace the teaching from the classroom teacher

Standard 4 Building an ongoing and holistic understanding of need

Schools should:

Use the graduated approach of 'assess, plan, do, review' to understand pupil's learning needs

Assess regularly and purposefully, involving parents/carers, pupils and other professionals

Empower and trust teachers to make decisions on next steps for teaching a child

Understand the majority of children and YP with SEND will have their needs met in local mainstream schools

Understand the purpose of an EHC Plan is to secure the best outcomes across education, health and social care in preparation for adulthood

Standard 5 Use targeted support and interventions to supplement HQT

Schools should:

Understand HQT reduces the need for extra support

Understand some pupils will require high quality, targeted and structured interventions to make progress

Ensure support staff can regularly access high quality training appropriate to the pupil's needs

Increase the intensity of the intervention with need (universal – targeted – specialist)

Understand the effective deployment of support staff is critical to meeting needs and securing outcomes

Ensure school leaders regularly monitor the impact of support staff on pupils with SEND

Investment supported by the SEND Capital Grant

• The Capital and Sufficiency Strategy needs to be written, the SEND Capital Grant needs to be an integral part of that and a project manager will need to oversee these developments with the Regeneration Team. (EDU09)

Investment: £41k in year one and BAU resource for delivery of the capital programme

Impact: Measured in terms of marginal unit cost reduction for all placements moving to local

provision, as set out in Priority 1.

Year 2: £0.295m; Year 3: £0.598m; Year 4: £0.892m; Year 5: 2.812m

Investment supported by Council contribution

In addition, Southwark Council recognises and supports the need to provide short to medium term revenue resources to underwrite this ambitious programme of transformational change to our high needs system and meeting the requirements of a successful Safety Valve agreement.

• The overall programme of work requires a project manager. This is a high level role to coordinate all the actions, hold leads to account, collate data monthly, write monitoring reports and keep the project on track.

Investment: £63k/£88k/£90k/£93k/£96k each year for the duration of the plan

Impact: Successful delivery of the overall programme within time and budget

• Capacity building focussing on targeted Annual Reviews. Team of four teachers over four years to review preschool to school, primary to secondary, secondary to FE and FE to post 19 plans. (EDU15)

Investment: £275k/£850k/£876k/£725k/£464k each year over the life of the plan with final year as a

permanent expansion to the current capacity of the SEND team.

Impact: Capacity building to ensure successful and continued demand management, as set out in

Priority 4.

Year 1: £0.274m; Year 2: £0.632m; Year 3: £1.146m; Year 4: 1.659m;

Year 5: 2.179m

• Commissioning officers to enable the work with colleges and the User Led Organisation (ULO). (EDU17)

Investment: £39k/£122k/£125k/£64k/£66k each year over the life of the plan with final year as a

permanent expansion to the current capacity of the Commissioning team.

Impact: Capacity building to ensure successful and continued cost management, as set out in Priority

4

Year 2: £0.149m; Year 3: £0.507m; Year 4: 0.768m; Year 5: 0.768m

• A systems programme manager is required to oversee the installation of the data management system, ensure data quality and SEND processes are automated and run smoothly. Whilst data is held in manual systems, a data analyst will also be required to assist. (EDU18)

Investment: £57k/£118k/£73k/£76k/£78k each year over the life of the plan with final year as a

permanent expansion to the current capacity of the SEND Finance and Business Team.

Impact: Systems capability essential to maintaining data quality and deriving business intelligence to

inform future case number projections, sufficiency and commissioning strategies.

Re-prioritisation of existing Council resources

• Integration of early years and early intervention support for SEND into the family hub model will require a project lead. This lead could also support the SEND Adviser with the developments in EDU12. (EDU14)

Investment: £100k in year two and three with resulting BAU resource provided by transfer of current

early intervention funds to hub development

Impact: Providing support earlier will reduce, delay, or prevent needs escalating focussing on pre-

primary school children from year 3, as set out in Priority 2.

Year 3: £1.201m; Year 4: £1.262m; Year 5: 1.364m

4. Partnerships

School leaders are invested in the changes we have made and need to continue to make to the SEND system. A schools forum high needs sub group was established in 2018 to more sharply focus developing strategies and taking action to reduce the pressure on the high needs block spend. Much has been achieved in partnership with headteachers, SENCOs and governors. However there remains an acute awareness by schools and LA that more must be done.

Schools have invested heavily in local transformation through schools block transfers, using capital investment to increase universal and satellite provision, and developing outreach.

Health

The SEND area review recognised our strong partnerships with health colleagues for SEN children and young people. Working with health and the SEND cohort is assisted by the Designated Clinical Officer (ICS) and the Designated Medical Officer (senior paediatrician). The DCO attends SEND panel and takes part in any commissioning required for EHCPs.

Health funding is provided in a number of areas such as 1:1 nursing or health care assistant input for acute health needs during the day in school; primary SLD/PMLD schools have nurses on site for all the children funded through health; therapies input is provided to our special schools for children with dysphasia or other clinical needs. Other health needs are met by already commissioned health services and do not relate to individuals such as blocks of therapy time in clinic or school, CAMHs interventions, diabetic nursing and staff training, epilepsy nurse input and staff training.

However, we need to ensure that health input is sufficiently impacting on those with EHCPs. This will be pursued through the SEND governance board and our health partners reporting to the Partnership Southwark (ICS).

5. Monitoring/Governance

The Education BRB will programme manage changes in service delivery, the stabilisation of growth and cost, providing strategic governance, oversight and monitoring of progress towards all EDU action plans that feed into the DSG Management Plan plans. BRB will meet monthly throughout the period of Safety Valve discussions leading up to agreement.

Additional and separate programme management will be established to support and monitor the delivery of the agreed DSG Management Plan and compliance with the conditions of the (expected) Safety Valve agreement. The programme board, chaired by the Director of Education, will ultimately be responsible for the delivery of the cost reductions proposed in the DSG management plan and report monthly to the BRB.

The BRB is chaired by the Strategic Leads for Finance and Children and Adults Services with school leaders and officers involved in the process via the High Needs Task Group and the Schools Forum. External scrutiny and validation will continue to be provided by a third party (currently RSM). The Lead member will be updated via the already established Lead Member Briefing process.

The Budget Recovery Board remit is:

- to provide accountability and challenge to meet the milestones
- to evidence the deliverability and delivery of service improvements
- to establish and approve the validity of the necessary cost efficiencies (including the reprioritisation of existing resources)
- to measure progress and monitor impact
- to identify barriers and determine solutions

Key Performance Indicators will be monitored on a quarterly basis along with a Strategic Risk Register that will be overseen by this group (attached as Appendix 3).

The financial aspects of the high needs spend is overseen by the High Needs Task Group (a sub group of the School Forum) having representatives from all phases of education working alongside officers to agree the way forward and make recommendations to the full School Forum.

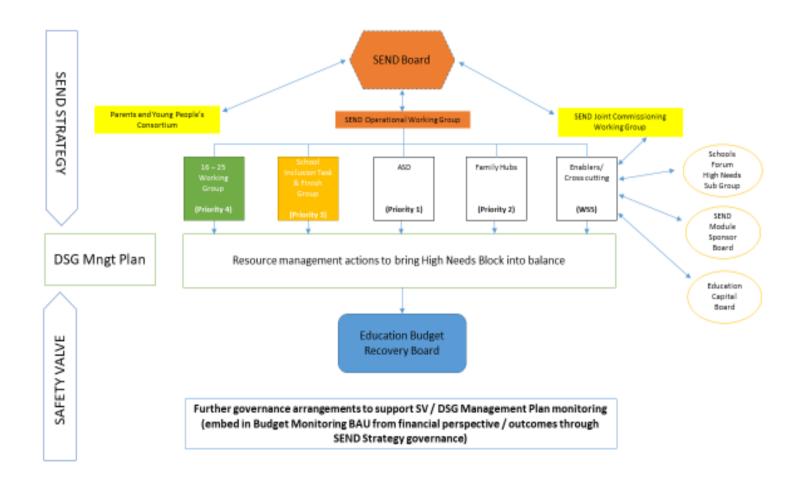
The implementation plan for the strategy will be overseen by the SEND Operational Group who hold responsibility for monitoring the impact and outcomes. This group will report quarterly the Council's Children and Adults Board.

The SEND Board provides oversight of SEND in Southwark and is co-chaired by the Director of Education of Southwark Council and the Director of Quality & Chief Nurse of Southwark CCG

The SEND Operational Group has a remit to oversee the delivery of the 0-25 pathway. Representatives from operational services sit on this group, including those who deliver the services.

The Parent & Young People's Consortium is a strategic group, which represents the views and experiences of parents, young people and community groups.

The SEND Joint Commissioning Working Group focuses on progressing partnership commissioning for those 0-25 with SEND, such as joint commissioning for children's home care.



6. Capital

The progression of the capital schemes (EDU09) is a critical factor in meeting the recovery plan outcomes in the later years and there are concerns around the risk of delays to the mobilisation of new special school places.

The focus of Capital Investment is to provide specialist SEND places at the optimum level to meet demand and avoid out borough placements but also not to over provide. The capital development includes increased resource base provisions, hosted in mainstream schools. Our strategy is:

- That enough space is available to commission places in high quality, fit for purpose settings that meet needs in local communities
- A strategic and well-planned approach to capital improvement projects in specialist SEND settings is followed, to ensure clear priorities and best value investment

Historically we have utilised SEND capital grants to:

- Add additional specialist SEND places at nursery and reception age
- Open a new college for 19-25 ASD (Park College)
- Expand Beormund
- Developed resource bases in mainstream schools

Further plans to use the £9M Capital Grant over the next 2 years to (EDU9):

- Continue to work with mainstream providers to enhance their environments to include a wider range of SEND children
- To develop a new site and slightly increase the capacity of Haymerle Special School to 2 form entry (77-84 pupils)
- To develop two satellites of the Spa Trust provision for primary and secondary ASD mainstream pupils to enhance support and inclusion in mainstream schools (12 primary and 12 secondary)
- To develop a Spa sixth form for pupils from both Spa schools (90-96 students) and release up to 40 places in Spa Camberwell for secondary ASD pupils (this will require additional capital funding to be bid for via the safety valve programme)
- To provide a sixth form for both Highshore School (60 students) and Tuke School (30 students) which will release additional capacity for secondary complex needs, complex ASD, SLD and PMLD pupils

SEND Capital Grant 2021/22 contributes towards these plans but further capital investment of around £7m is required to realise strategic ambitions.

The council would look to match fund and therefore would be seeking £3.5 million investment.