


Report to:	SCHOOLS' FORUM
Date:	28 September 2021
Reporting Officer:	Tim Bowman- Director, Education (Tameside and Stockport)
Subject:	HIGH NEEDS DEFICIT RECOVERY PLAN
Report Summary:	A report on the high needs deficit recovery position for the financial year 2021-22, a revised view on expected growth across SEND in Tameside, plans in place to address this, along with additional development proposals.
Recommendations:	Members of Schools' Forum are requested to note and support the contents of the report.
Corporate Plan:	Education finances significantly support the Starting Well agenda to provide the very best start in life where children are ready to learn and encouraged to thrive and develop, and supports Aspiration and Hope through learning and moving with confidence from childhood to adulthood.
Policy Implications:	In line with financial and policy framework.
Financial Implications: (Authorised by the statutory Section 151 Officer & Chief Finance Officer)	<p>The Dedicated Schools Grant is a ring fenced grant provided by the Department for Education (DfE) solely for the purposes of schools and pupil related expenditure.</p> <p>The out-turn position for 2021/22 is forecast to be an overspend of £2.393m against the High Needs funding allocation, The current projection for 2022/223 in-year deficit is expected to be £4.645m.</p> <p>The DSG recovery plan needs to outline Tameside's approach to resolving the deficit.</p>
Legal Implications: (Authorised by the Borough Solicitor)	This report provides helpful information in relation to the future demand for high need support which will have to be taken into account when planning future service provision and also managing the spend of the Dedicated Schools Grant especially in light of the deficit position.
Risk Management:	The correct accounting treatment of the Dedicated Schools Grant is a condition of the grant and procedures exist in budget monitoring and the closure of accounts to ensure that this is achieved. The Council is responsible for the effective administration and management of the DSG. The current deficit and expected increase in the size of the deficit by the end of 2021-22 will be managed as part of the DSG Deficit Recovery plan and may affect the effective support and education of our most vulnerable children.
Access to Information:	<p>NON-CONFIDENTIAL</p> <p>This report does not contain information which warrants its consideration in the absence of the Press or members of the public</p>

Background information: The background papers relating to this report can be inspected by contacting Charlotte Finch – Head of SEND,
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1. INTRODUCTION

- 1.1 This report is presented to provide Schools' Forum with an update on the High Needs Deficit Recovery position for 2021-22. It will also present a revised outline of expected growth in EHCPs in Tameside and details of the sufficiency plans already in place along with some additional sufficiency proposals.
- 1.2 The report sets out:
 - A detailed update for High Needs for 2021-22
 - Revised outline of expected growth in EHCPs for the next 10 years, based on previous and recently acquired data projections
 - A brief overview of consequent Provision/ Sufficiency Planning
- 1.3 A separate agenda item providing an update to DSG spending in 2021/22 outlines the pressures on the High Needs Budget, and the growth projections at the start of 2021/22. This report shows Tameside Council is expected to be £2.393m overspent at the end of this financial year due to increased growth rather than the £1.137m anticipated in April 2022.
- 1.4 Also outlined in DSG update report was that anticipated growth for 2021/22 was expected to be an increase in EHCP's of 207 additional plans. The forecast from the SEND team now considers the growth will be nearer an increase of 407 plans, with the continued increase in demand future years.

2. OUTLINE OF EXPECTED FUTURE GROWTH IN EHCPs

- 2.1 Tameside currently maintains 1960 Education Health and Care Plans (EHCPs). The number of plans maintained has been rising steadily since 2017. The number of EHCPs in Tameside has more than doubled since 2017, when the Local Authority maintained 828 plans. Tameside is now more in line with our statistical neighbours, with EHCPs representing approximately 3.64% of the population.
- 2.2 The recent growth in EHCP's was appropriate and necessary. It has however, placed significant additional strain on specialist providers and resource bases across Tameside. The rapid rate of the growth in EHCPs in Tameside has been such that it was never going to be possible to plan and deliver provision sufficiency at the same rate. This has inevitably created pressure on placements for children with EHCPs, and particularly across the specialist sector, where all schools are currently oversubscribed. This is also true of our specialist resource bases.
- 2.3 Work to establish additional SEND capacity is well underway, but recently acquired data demonstrates the ongoing imperative to create additional SEND provision in Tameside, in order to appropriately accommodate our most vulnerable learners in line with future growth. The next section explains how our recent SEND data projections have been acquired, what that data is telling us, gives greater detail on particular areas of focus for growth and the steps we are now taking to manage this demand.

3. SEND PROVISION/ SUFFICIENCY PLANNING

- 3.1 An over reliance on out of area provision, is undoubtedly a contributing to current budget pressure. It is therefore vital that we take a strategic approach to planning provision driven by need, and invest available capital funding towards the creation of more local places, where necessary and appropriate. This strategy can only be successful, however, if all education providers are able to work within a supportive and inclusive framework, defined locally.

- 3.2 Changing an established pattern of provision is a long-term process rather than a rapid change, given the importance of continuity for children and young people. We are therefore taking a strategic approach, by focusing on key areas of anticipated growth across SEND, and ensuring that appropriate local provision is available for these learners. Parents are a key partner in this work, as well as the Schools' Forum, who will continue to be consulted and engaged throughout.
- 3.3 In response to the challenge this growth poses, and in order to ensure that we have appropriate quality provision for Tameside children and young people with SEND, we are now developing a comprehensive SEND Sufficiency Strategy 2021-2031. This strategy builds on key pieces of work (such as the SEND Forward Plan 2019-22) undertaken over the past 3 years and is written with the benefit of newly acquired data and intelligence commissioned from data-science company, Edge Analytics. This has provided us with reliable SEND data, regarding population growth, trends and patterns for the next 10 years. These combined sources put us in a strong position to understand and predict the sufficiency requirements of our SEND population moving forward, and to plan provision accordingly.
- 3.4 Written in 2019, the SEND Forward Plan 2019-22 was developed with parents and carers, schools and other education providers and professionals working in the area of SEND, and children and young people to set out what the Council would do to develop and improve education provision for children and young people with SEND in Tameside. It was always anticipated that the plan would be developed and be refined as time went on, so to ensure our actions are the right ones.
- 3.5 So as not to lose the momentum provided by the Forward Plan, and in order to ensure that future SEND place planning is accurate and effective, in 2021 the SEND service commissioned a further report from Edge-Analytics. Edge Analytics is a data science company, specialising in demographic data analysis; who combine demographic intelligence, technology, local relevant data and analytical models to provide forecasting data.
- 3.6 In order to aid Tameside forecasting, the Edge Analytic SEND model used SEN pupil data for NC years R-Y14 from 2018/19, 2019/20 and 2020/21. It used this data, along with housing information (from pupil projections information) and population estimates to project EHCP numbers for R-Y14 until 2030-31. Edge Analytics has calibrated its Edge-ucate SEN model for Tameside using the latest available evidence on pupils with special education needs (SEN) and the schools they attend, together with key evidence on demographic change and planned housing developments. Historical evidence on SEN pupils has been used to generate forecasts of future SEN need for Tameside (in total),
- 3.7 Breaking down this data by sector, age-range and areas of need and drilling down into these statistics, allows us to confidently plan SEND sufficiency across Tameside, and highlights priority areas for expanded capacity.

4. KEY AREAS OF GROWTH

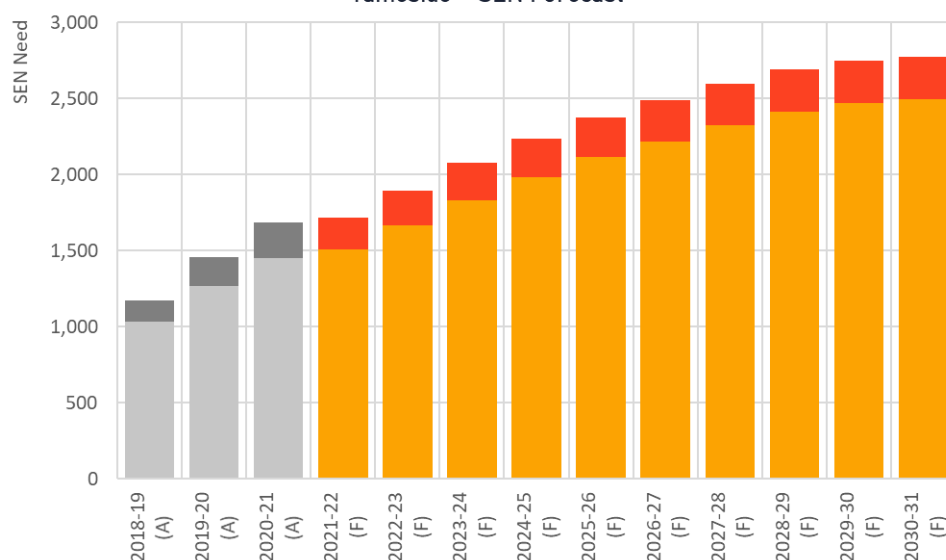
- 4.1. Recently acquired intelligence and data around SEND in Tameside provides us with the following growth projections: The data set below shows the anticipated growth across all areas of need and sector between 2018 and 2031, in year groups R -14:

Residential Area:	Tameside	SEN Type/Sub-Type:	- All SEN Types -
Year Group(s):	Years R-14	School Type:	- All School Types -

-2	-1	0	+1	+2	+3	+4	+5	+6	+7	+8	+9	+10
18- 19	19- 20	20- 21	21- 22	22- 23	23- 24	24- 25	25- 26	26- 27	27- 28	28- 29	29- 30	30- 31

SEN Need		Actuals			Forecast									
School	Tameside	1,032	1,265	1,449	1,507	1,668	1,833	1,981	2,112	2,218	2,325	2,414	2,468	2,494
Location	Out of Tameside	139	195	233	209	226	243	255	263	268	269	276	278	277
Total SEN Need		1,171	1,460	1,682	1,716	1,894	2,076	2,235	2,375	2,487	2,594	2,690	2,746	2,771

Tameside - SEN Forecast



- 4.2 Based on draft projections for EHCP places from Reception to Y14, we are anticipating unmitigated growth over the next 10 years:
- 1089 new EHCP places are projected over a 10-year period
 - 2021-22 and 2022-23 are projected to be the largest 2 years of growth with 179 (21-22) and 181 (22-23) places projected. Growth figures then decrease year on year.
 - EHCP places for pupils in years 12-14 are projected to more than double in 10 years
 - Years 7-11 are projected to nearly double in 10 years across both specialist and mainstream sectors
 - Years R-6 are projected to increase by 29% in 10 years
- 4.3 The figures given above are drawn from the Edge-analytics analysis. They are lower than what we are seeing in real time. At this stage, it is unclear why the projections do not match the higher numbers we are seeing in real time, but it is possible that the currently elevated growth may be attributable to Covid factors.
- 4.4 The numbers contained in the data sets below, demonstrate that the main area of growth is in secondary school pupils, where the numbers are projected to increase by 82% over a 10-

year period, and numbers in mainstream schools will more than double. This growth whilst significant, is not wholly unwelcome and will represent some necessary recalibration of EHCPs across the sectors.

- 4.5 Currently in Tameside, EHCPs within specialist settings represent 44% of the population, as opposed to 36% nationally. This statistic sets us apart from national, GM and statistical neighbours, where the majority of EHCP students are educated within mainstream settings. The historic under-assessment in Tameside has contributed to this uneven distribution across sectors, but the data going forward indicates that as EHCP % representation come into line with our statistical neighbours, so too will our distribution of EHCPs across sectors. This rapid growth will, undoubtedly, create inclusion challenges within the mainstream sector, and will need to be considered in any future SEND strategic planning.
- 4.6 Across the specialist sector, whilst not in line with mainstream, we also projecting 60% growth in years R-14, seeing actual numbers rise from 878 in 2021 to 1404 in 2031.
- 4.7 Growth amongst primary age children is predicted to be 29%, and growth between Y12-14 will increase by 127% (from 255 to 580).

5 FASTEST GROWING AREAS OF NEED

- 5.1 Between now and 2031, by far the fastest growing area of need will be across Social, Emotional and Mental Health (SEMH), where we anticipate growth of 138.9% (additional actual growth of 611) across all age ranges. In mainstream settings, EHCP numbers in SEMH will grow by 130% (additional actual growth 250) across all age ranges. In mainstream, between years R-6 we anticipate growth of 45% (actual 45) and between year 7-14 we are expecting 220% growth (actual additional growth of 205). In specialist settings, numbers in SEMH will grow by 130% (additional actual growth 306) across all age ranges. In years R-6 we anticipate growth of 75% (actual 54) and between year 7-14 we are expecting 156% growth (actual additional growth of 252).
- 5.2 This next fastest growing area of need is communication interaction (CI) difficulties (comprised of both autism and speech, language and communication difficulties), where we anticipate growth of 70.7 % (additional actual growth of 359) across all age ranges. In mainstream settings, EHCP numbers in CI will grow by 87.8% (additional actual growth 203) across all age ranges. In mainstream, between years R-6 we anticipate growth of 64.5% (actual 92) and between year 7-14 we are expecting 125% growth (actual additional growth of 111). In specialist settings, numbers in CI will grow by 54.6% (additional actual growth 146) across all age ranges. In years R-6 we anticipate growth of 37% (actual 44) and between years 7-14 we are expecting 68.9% growth (actual additional growth of 101).
- 5.3 The growth in EHCP numbers represents a significant financial risk to the Local Authority. Over reliance on out of area provision, is undoubtedly a contributing to current budget pressure. It is therefore vital that we take a strategic approach to planning provision driven by need, and invest available capital funding towards the creation of more local places, where necessary and appropriate. Having access to this new data puts us in a stronger position to plan. It is clear that current specialist provision in Tameside will be insufficient to meet this anticipated growth. We must, therefore, take initiative and act quickly to develop additional provision. The SEND Sufficiency contains a range of proposals, which suggests ways that we can meet these needs and mitigate the risk of expensive out of borough placement. Some of these suggestions can be found at the end of this report.

Tameside - Edge-ucate SEN Forecasts 2020-21 broken down by mainstream and specialist settings.

Anticipated growth across mainstream and specialist is detailed below:

Residential Area:		Tameside				SEN Type/Sub-Type:		- All SEN Types -						
Year Group(s):		Years R-14				School Type:		Mainstream						
		-2	-1	0	+1	+2	+3	+4	+5	+6	+7	+8	+9	+10
		18	19	20	21	22	23	24	25	26	27	28	29	30
		-	-	-	-	-	-	-	-	-	-	-	-	-
		19	20	21	22	23	24	25	26	27	28	29	30	31

SEN Need		Actuals					Forecast							
School Location	Tameside	453	592	668	703	779	881	938	994	1,043	1,077	1,105	1,128	1,145
	Out of Tameside	52	70	76	72	78	84	87	89	89	93	98	97	97
Total SEN Need		505	662	744	775	858	965	1,025	1,083	1,132	1,170	1,203	1,225	1,242

Residential Area:		Tameside					SEN Type/Sub-Type:		- All SEN Types -					
Year Group(s):		Years R–14					School Type:		Specialist Total					
		-2	-1	0	+1	+2	+3	+4	+5	+6	+7	+8	+9	+10
		18	19	20	21	22	23	24	25	26	27	28	29	30
		-	-	-	-	-	-	-	-	-	-	-	-	-
		19	20	21	22	23	24	25	26	27	28	29	30	31
SEN Need		Actuals					Forecast							
School Location	Tameside	572	638	729	758	822	878	960	1,035	1,084	1,148	1,193	1,222	1,231
	Out of Tameside	80	123	149	132	143	154	161	167	173	170	171	175	173
Total SEN Need		652	761	878	889	965	1,032	1,121	1,203	1,257	1,318	1,364	1,397	1,404

5.4 These are only a small sample of data sets currently informing the SEND Sufficiency Strategy 2021-2031, presented here to demonstrate the growing challenges around SEND Provision and Sufficiency. Additional data sets can be made available, and will be published in greater detail in the SEND Sufficiency Strategy document.

6 ONGOING, COMPLETED AND FUTURE RECOMMENDED ACTIONS

6.1 This final part of this paper makes suggestions and recommendations around work to be completed or undertaken to ensure there is sufficient provision across Tameside to meet all areas of Special Educational Need. It will also highlight some of the recommended strategies

to negate the heightened risk of pupils being placed in out of borough settings, away from their local community and at great expense to the Local Authority. A more comprehensive overview of all sufficiency proposals can be found in the SEND Sufficiency Strategy 2021-2031.

- 6.2 Now armed with the data from Edge-Analytics, it is apparent that these actions, whilst undoubtedly easing the capacity challenges, will not in themselves provide sufficient resource for all SEND children requiring specialist provision to be accommodated over the next 10 years. Nor do they, in themselves, resolve the inclusion challenges posed by the significant growth of EHCP numbers across the mainstream sector, where it is anticipated there will be a greater need for specialist support and intervention.
- 6.3 It is recommended that the Local Authority consider the following strategies and actions:
- An escalation of the resource base development programme. Currently we are aiming to add an additional 8 resource bases across both primary and secondary over the next two years, adding approximately 80 additional specialist places. In order to meet the anticipated demand, it may be deemed necessary to aim instead for an additional 12 resource bases over the next 3 years, with a plan to develop additional post 16 resource base provision, to accommodate up to 30 specialist learners (adding 150 specialist places).
 - Continue with the move to a new Hawthorns building creating a 220 place school (effectively an additional 50 specialist primary places for children with CI needs).
 - Consider options, which would retain the original Hawthorns building as an additional specialist setting for primary-aged learners.
 - Work with Thomas Ashton School to consider its role in supporting the increasing numbers of learners with SEMH difficulties.
 - Explore options for the development of a Specialist Free School.
 - Working in partnership with schools, invest and develop support to mainstream settings to promote ongoing inclusion of their SEND students.
- 6.4 The proposals above are currently recommendations only, based on recently acquired data. Any actions based on these will require further consideration, scrutiny and adherence to appropriate governance structure.

7 CONCLUSION

- 7.1 The in year deficit has increased from £1.137m to £2.393m, an increase of £1.256m and this is as a result of an increase in the numbers of EHCP's, significantly beyond anticipated Growth levels.
- 7.2 All currently available data indicates that EHCP levels across all age ranges and sectors in Tameside will continue to grow for the next 10 years. This growth, not only places considerable strain on existing specialist and mainstream SEND provision across Tameside, but also significantly escalates the risk of out of borough placement, for some of our most vulnerable learners- at considerable expense to the Local Authority.
- 7.3 In order to appropriately plan provision for this growth, Tameside has developed a SEND Sufficiency Strategy 2021-31, which poses a number of proposals and recommendations. Combined, these have the potential to ensure appropriate provision is available and to mitigate the risk of out of borough placement.

8 RECOMMENDATIONS

- 8.1 As set out at the front of the report.