



HILLINGDON
LONDON

Consultation Paper – 2 October 2014

Schools, Early Years & High Needs Special Educational Needs (SEN) Funding Arrangements 2015/16

Target audience:	Headteachers	Governing Bodies
	Senior Managers	Finance Officers
	Teachers Professional Associations	Early years providers
	14-19 Representatives	Schools Forum
Deadlines for responses:	13 October 2014	

Queries on this consultation paper should be directed to:

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Formal responses on the attached feedback form should be sent to:

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By: midnight on 13 October 2014



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Introduction and Background

- 1.1 This consultation paper sets out the proposed funding arrangements for 2015/16 relating to Hillingdon's schools, early years and High Needs SEN settings. For 2015/16 there are a number of significant changes that will have an impact on all schools funding. This is due to a number of new legislative changes that have taken place or are currently being consulted on to be effective for 2015/16. This includes the Special Educational Needs and Disabilities reform, as set out in the Children's and Families Act 2014, the continuation of the Schools Funding Reform review, as set out in the Fairer Schools Funding in 2015/16 paper and the extension and changes to the Pupil Premium.
- 1.2 This consultation paper provides an update on the following:
- The outcome of the Government's consultation of Fairer Schools Funding - Arrangements for 2015 to 2016;
 - The level of the Minimum Funding Guarantee for 2015/16;
 - The proposed Early Years Single Funding Formula, to be effective for 2015/16;
 - The outcomes of the review by the Schools Forum of the Schools Funding Formula for Primary and Secondary schools, to be effective for 2015/16;
 - The proposed arrangements for High Needs SEN Funding, including Alternative Education Provision, to be effective for 2015/16;
 - The implications of the Special Educational Needs and Disabilities Reform as set out in the Children's and Families Act 2014;
 - The proposed arrangements for the allocation of the Pupil Premium for Looked After Children and Early Years Providers.
- 1.3 The Council is required to consult with the Schools Forum annually on a set of matters prescribed in the Schools Forums (England) Regulations 2012, which are covered in this consultation paper. These are:
- amendments to the school funding formula ;
 - arrangements for the education of pupils with special educational needs;
 - arrangements for early years provision;
 - arrangements for the use of pupil referral units and the education of children otherwise than at school;
 - administrative arrangements for the allocation of central government grants paid to schools via the Authority.
- 1.4 This paper is being circulated widely to encourage engagement with schools and independent nursery providers, in order to assist Schools Forum in making a final decision on the use of the Dedicated Schools Grant (DSG) funding prior to submitting the required details to the DfE (which has been set as 31 October 2014), who will advise on the suitability of the proposed funding formulas.

- 1.5 The aims of the paper are to set out the main proposals for distributing and administering the available resources in the DSG, including Early Years Funding, Primary and Secondary Schools Funding and High Needs SEN Funding, to provide an overall perspective of Hillingdon's financial position, and to provide initial indicative budgets for all nursery settings (Private, Voluntary and Independent (PVI) Nursery providers and Childminders), schools and Alternative Education Provision Establishments for 2015/16.
- 1.6 The overall level of funding will be dependent upon the results of the October 2014 census, which will determine the overall DSG funding received by the Council. At school level, the majority of funding will be determined by the pupil census data, with nursery funding being determined by participation (actual hours taken up on the free entitlement).
- 1.7 This paper sets out the distributional approach to funding nursery settings (Private, Voluntary and Independent (PVI) Nursery providers and Childminders), schools (including special schools) and Alternative Education Provision Establishments and will guide the funding principles to be adopted. Final allocations will not be finalised until February 2015, and should be viewed as a consequence of the proposals agreed in this consultation.
- 1.8 2015/16 should be seen as a one-year funding period only, as there will be a general election in 2015. It is therefore likely that any new Government will consult further on a number of items for 2016/17 which will be shared with the Schools Forum once known. Therefore, any decisions made around the 2015/16 settlement must be appropriately considered and balanced against issues of affordability and sustainability in the medium to longer term.
- 1.9 Stakeholders are welcome to comment on any aspect of the proposals, or may wish to contribute to a sector specific response co-ordinated by Primary Forum, Hillingdon Association of Secondary Heads and the Special Headteachers group or other representation group.
- 1.10 The release of this paper at the end of September 2014, will allow a short period of time for consultation with stakeholders. Schools Forum will review the responses on the 22 October 2014, as Schools Forum have to send the signed off and completed funding pro-forma to the DfE by 31 October 2014. This means that responses will be required to be returned by midnight on 13 October 2014.
- 1.11 A number of consultation information sessions have been arranged for all stakeholders to attend, which are scheduled for:
- **2 October 2014**, 10:00 am – 12.00 noon (all providers)
(arrival from 9:45 am) Middlesex Suite, Civic Centre, Uxbridge, UB8 1UW
 - **2 October 2014**, 2.00 pm – 4:00 pm (all providers)
(arrival from 1:45pm) Middlesex Suite, Civic Centre, Uxbridge, UB8 1UW
 - **2 October 2014**, 6.00 pm – 8:00 pm (all providers)
(arrival from 1:45pm) Committee Room 5, Civic Centre, Uxbridge, UB8 1UW

To book onto any one of these sessions, please contact Elaine Hill on 01895 250985 or email schoolfinancereturns@hillingdon.gov.uk

2. Executive Summary (Summary of Consultation Issues)

- 2.1 Schools Forum is consulting individual schools, on the next steps in the review of the Schools' Funding Formula arrangements for 2015/16. It is also in the process of reviewing High Needs Funding for 2015/16, the outcomes of which will be consulted on later in this financial year.
- 2.2 **There are no proposed changes to the Early Years Single Funding Formula, although the DfE have consulted on the introduction of an Early Years Pupil Premium, the outcome of which is expected shortly.**
- 2.3 Schools Forum is also required to consider proposals for distributing and administering the available resources which will come from the DSG, including the use of any anticipated surplus year end balances.
- 2.4 The decisions taken will shape the allocation of funding for Primary and Secondary Schools, the funding for High Needs and the funding for Early Years.

Process leading to the proposals in the consultation

- 2.5 The Council, through the Schools Forum, is required to undertake a review of the allocation of the DSG relating to the Primary and Secondary Schools Funding Formula, following the release of the DfE paper; Fairer Schools Funding Arrangements for 2015 to 2016 in March 2014. This paper sets out the next steps in the development of a fairer national schools funding formula and made it clear that the Government would no longer be implementing a National Funding formula for schools in 2015/16, but would review the levels of funding that each local authority received and ensure that all local authorities receive at least the average level for the whole country.
- 2.6 In June 2014, Schools Forum debated whether there was sufficient evidence to support a further revision of the Schools Funding Formula, taking into account the proposals as set out in the DfE paper, which included the Government announcement that a National Funding Formula would not be implemented for 2015/16 and a review of the DfE funding formula benchmarking data.
- 2.7 Schools Forum also met on 26 September 2014, to review the impact of the new schools finance modelling tool.
- 2.8 The proposed approach that Schools Forum wishes to adopt is set out in more detail in this consultation paper.

Primary and Secondary Schools Funding (Section 5)

- 2.9 The DfE have provided a very clear steer on the next steps in the journey towards a fairer schools funding mechanism for the country. The consultation they undertook in March 2014, proposed to ensure that all Councils in the country received a minimum level of funding based on a number of characteristics linked to pupil numbers and individual schools.

- 2.10 This paper sets out the approach that Schools Forum wishes to take with regards to the 2015/16 funding formula for schools. Based on the review that was undertaken, Schools Forum are proposing to make no further amendments to the schools funding formula as they wish to allow the current formula to bed in. Schools could reject this proposal but would need to identify what areas they would like to be addressed within the constraints of the current funding model and the timeframes that have been set by the DfE for the submission of the first draft (31 October 2014) and the final proposal (22 January 2015).
- 2.11 All primary and secondary schools will be funded based on the approved and agreed funding model, this includes maintained, converter academies, non-recoupment academies, free schools, studio colleges, university technical colleges and sponsored academies. For 2015/16 this position has been strengthened, which will see the conversion of non-recoupment academies to recoupment academies and amending the funding of local authorities for pupils in free schools (effectively transferring the relevant DSG funds into the local authority calculated DSG allocation). However, the funding will still be provided as is currently the case (i.e. maintained schools will receive funding from the local authority through the DSG and all other schools will receive funding directly from the Education Funding Agency (EFA)).
- 2.12 The DSG funding will be determined based on the October 2014 pupil census. For 2015/16, the relevant census date will be the 2 October 2014.
- 2.13 The determination of school budgets will be based on the data provided by the DfE to the local authority and is provided based on a percentage of pupil numbers on roll. Once the census data has been signed off by the DfE, there will be a short window of opportunity to analyse the data the check whether there are any anomalies that need to be addressed. Once the final formula is submitted on 22 January 2015, no amendments can be made. Any errors identified will be considered as part of the budget build for the following year.
- 2.14 The Council continues to see a significant increase in the number of primary school age children requiring a school place. The funding arrangements still allows the Council to hold a growth fund contingency to support expanding schools, provide resources for new schools and to provide resources for those schools proposing to amalgamate. However, for new schools, a different arrangement has been introduced which calculates school budgets based on estimated pupil numbers, which can be adjusted in the following year based on actual pupil numbers.

The arrangements for Special Educational Needs

- 2.15 The DfE are not proposing to make any further changes to the funding of SEN pupils and will retain the current arrangements, which is based on a “place-plus” funding model, where all special schools and special resource provision settings will receive £10,000 per planned place and additional top up funding for each actual pupil.
- 2.16 Mainstream schools will continue to be expected to fund the first £6,000 of any SEN pupil placed in a mainstream school, and will receive only the top up funding from the commissioner.
- 2.17 The Children and Families Act 2014 has a significant impact on Special Educational Needs by replacing a statement with an Education, Health and Care Plan (EHCP). The Act also

requires local authorities to provide parents with a personal budget to use on a limited range of services. In consultation with parents, it has been agreed that this will initially cover the following services:

- Home to School Transport
- Social Care
- Continuing Health Care

2.18 As a consequence of this, Schools Forum is undertaking a review of the top-up funding rates for all children with a statement of Special Educational Need or a new (EHCP). Any agreed changes will be consulted on prior to implementation, which will be 1 April 2015.

The arrangements for Early Years

2.19 The DfE are not proposing to make any further changes to the Early Years Single Funding Formula (EYSFF) and will retain the current streamlined formula, targeting resources at the child rather than the setting. Hillingdon's EYSFF will be maintained at the 2014/15 level. The following table sets out the proposed model that will be used in determining individual provider allocations:

Factor	Rate per pupil Per Hour
Base Rate	£4.02
Deprivation (based on IDCAI)	£0.07 to £0.89
Quality (funding provided where criteria met)	£0.24

2.20 Funding for the Free Entitlement offer for Two Year Olds has been extended to provide a free place for those children that are in the 40% most deprived families across the country with effect from 1 September 2014. The funding model for these children will remain the same as allocated in 2014/15, based on a base rate of funding of £6 per pupil per hour.

The arrangements for the use of Pupil Referral Units and the Education of Children Otherwise than at School

2.21 The DfE are proposing to amend the planned place funding for Alternative Education Provision up to £10,000 from the current rate of £8,000, where it is expected that the top-up funding will be adjusted accordingly so as to be cost neutral. Pupil Referral Units will continue to operate with a delegated budget, which will be funded through the "place-plus" funding model.

Specific Grants (Section 6)

2.22 The Government made a commitment that the Pupil Premium will increase in real terms in 2015/16. Changes have also been made to the distribution of the Looked After Children Pupil Premium, where the responsibility now resides with the local authority. It also consulted on the introduction of an Early Years Pupil premium, which will provide £300 per year (£0.53 per child per hour) for each eligible child that takes up the full 570 hours of early years provision.

Consultation Questions

Question 1 – Stakeholders are asked to give views on the proposal to make no changes to the school funding formula for the reasons as set out in Section 5. If stakeholders do not support this approach, they are asked to submit an alternative proposal, bearing in mind the tight deadlines set by the DfE for the submission of the required returns on 31 October 2014 and 22 January 2015.

3. Overall Financial Position

Overview

- 3.1 The schools funding settlement for 2015/16 will be announced by the Secretary of State for Education in December 2014 and will be updated by using the October 2014 census pupil data.
- 3.2 The main headlines in relation to revenue funding are:
- The funding that makes up the Dedicated Schools Grant (DSG) will continue to be provided in three distinct blocks; Early Years, Schools and High Needs.
 - The DSG will continue to be ring-fenced, however, the funding received for each of the blocks will not be ring-fenced.
 - The determination of the Schools Block will be based on the October 2014 census data.
 - Retained items within the Schools Block will be cash limited to 2014/15 values.
 - The baseline budget for the Early Years and High Needs Blocks, will be cash limited to 2014/15 values.
 - Funding for Early Years will be amended throughout the year based on the following census dates; January 2014 (the baseline), January 2015 and January 2016.
 - The DSG will include funding for the Free Entitlement offer for Two Year Olds, which has been extended to cover the 40% most deprived families with effect from 1 September 2014.
 - The DSG will include funding for non-recoupment academies.
 - The Minimum Funding Guarantee has been set at -1.5% for 2015/16.

Schools Block DSG Funding

- 3.3 The Schools Block DSG Funding provides funding for Primary and Secondary schools and a limited range of retained budgets.
- 3.4 The final DSG will be determined based on the October 2014 census data. The DfE intends to provide a finalised DSG by December 2014.
- 3.5 The final DSG will also include resources for non-recoupment academies and free schools.

Early Years Block DSG Funding

- 3.6 The Early Years Block DSG Funding covers funding for children aged 3 and 4 in Primary schools, PVI Nursery settings and Childminders and a limited range of retained budgets.
- 3.7 The Early Years Block DSG Funding will be revised throughout the year based on the January 2014 pupil census data, the January 2015 pupil census data and again at the end of the year based on the January 2016 pupil census data.
- 3.8 The Early Years block will include funding for the Free Entitlement offer for Two Year Olds, which has been extended to cover the 40% most deprived families with effect from 1 September 2014.

3.9 The Early Years Block includes funding for the following retained budgets, these budgets will be funded based on the 2014/15 values:

- § Funding for three Council operated Early Years Centres
- § Funding for Early Years Support Team

High Needs Block DSG Funding

3.10 The High Needs Block DSG Funding covers funding for Special Schools, Special Resource Provisions, SEN pupils in Mainstream schools, Placements in Independent Schools and Other Local Authority schools, Pupil Referral Units, Support Services, Education Other than at School (Alternative Education Provision), Post 16 SEN expenditure and the cost of high needs students aged 16-25 in further education and independent specialist providers.

4. The Funding Framework

Overview

- 4.1 The framework for funding education services for 2015/16 continues to be reviewed by the DfE as it moves towards a National Funding Formula, the outcomes and requirements of which are set out in the DfE's paper; Fairer Schools Funding in 2015/16. These arrangements affect all schools (including Academies, non-recoupment academies, Free Schools and sponsored academies) who receive funding from the Local Authority or the EFA.
- 4.2 Schools Forum started its own review of the impact of the changes to school budgets in June 2014 by reviewing the benchmarking data for all Councils, which the DfE pulled together. This informed Schools Forum on its approach for 2015/16. Subsequent to this, the DfE released further guidance on the funding arrangements for schools for 2015/16. In this document, the DfE have identified those local authorities that will be provided with additional funding where their calculated DSG did not meet the minimum funding level. Based on the latest release, Hillingdon's DSG will benefit by an increase of £400k in 2015/16.
- 4.3 The DfE have made a few minor adjustments to the 2015/16 funding formula, which relate predominantly to the sparsity factor, which does not apply to Hillingdon. However, the DSG and funding model now includes all schools including non-recoupment academies and introduces a new approach to the determination of funding for new schools.
- 4.4 At the end of June 2014, the Schools Forum agreed to make no further changes to the Primary and Secondary schools funding formula, with a view to allowing the current funding formula to bed in. Schools Forum's view was that they could not justify any further disruption to schools funding especially as the benchmarking data evidenced that Hillingdon's formula, in most cases, was at or near to the average. This was backed up further by the release of the DfE's paper; Fairer Schools Funding in 2015/16, where Hillingdon will receive a very modest increase in its DSG base funding.
- 4.5 In practice, the arrangements set out in the DfE's paper, are very prescriptive and allow very minimal flexibility at a local level. The funding formula factors for Early Years and Primary and Secondary schools are defined by the DfE as is the funding of High Needs placements. Schools Forum are therefore only acting on those factors that it has some discretion over.
- 4.6 In reviewing the Primary and Secondary schools funding formula, Schools Forum considered each formula factor in turn compared to where it sat within the overall council benchmarking data. The results of which are as follows:
 - **Age Weighted Pupil Unit** - Hillingdon sits slightly above average for all AWPU unit values, although the KS3 AWPU rate is below average when looking at outer London boroughs.
 - **Deprivation** – Hillingdon sits very close to the average for the proportion of funding allocated to deprivation.
 - **Looked after Children (LAC)** - Hillingdon sits at the very top of the benchmarking, being either the highest or 2nd highest for unit values and proportion.

- **English as an additional Language (EAL)** - Hillingdon sits above average for both Primary and Secondary unit values, Secondary values seem to be closer to the average than Primary values.
- **Mobility** – Hillingdon sits below average for unit values when looking at all LA's and outer London boroughs, but above average when looking at statistical neighbours.
- **Low attainment** – Hillingdon sits above average for both primary and secondary unit values, but slightly below average when looking at statistical neighbours.
- **Lump sum** – Hillingdon sits slightly below average for the lump sum unit values, however when looking at the outer London borough averages, Hillingdon sits much closer to the average.
- **Ratio** – In all instances, Hillingdon sits close to the average, being at 1 or 2 points below the average.

4.7 Additionally, Schools Forum undertook a further review of the proposed model on 26 September 2014. This was then compared to the principles that were agreed as part of the funding formula review process that was undertaken to set the 2014/15 model and compare favourably with them. The relevant ones are set out below:

- § To ensure that the funding split per pupil between the Primary and Secondary sector is generally in line with the national average of 1 to 1.29
- § To increase the rate of funding per pupil allocated through the deprivation factor to approximately the national average
- § To set the rate of funding for EAL at the national average

5. Primary and Secondary Schools Formula

Overview

5.1 The DfE's paper; Fairer Schools Funding Arrangements for 2015 to 2016, sets out the next steps in the journey towards a National Funding Formula and the required changes to the schools funding formula for 2015/16. In the main, the DfE are not proposing a significant change to the funding formula, but also they have confirmed that they will not be implementing a National Funding Formula in 2015/16 as originally intended.

5.2 The main changes are as follows:

- i) Increase funding for those local authorities that fall below the minimum funding level, where the agreed levels have been set :
 - A per pupil amount of £2,880 for primary, £3,950 for KS3 and £4,502 for KS4
 - Deprivation between £882 and £1,870 per eligible pupil
 - Looked After Children £1,004 per eligible pupil
 - Low Prior Attainment per eligible pupil funding of £669 for primary and £940 for secondary
 - English as an Additional Language per eligible pupil funding of £466 for primary and £1,130 for secondary
 - A lump sum for every school of £115,797 for primary and £125,155 for secondary
 - Additional sparsity sum for small schools vital to serving rural communities of up to £44,635 for primary and £66,656 for secondary
- ii) Revise the sparsity factor to an average year group size threshold, different for each phase.
- iii) Simplifying the administration of academies funding by including non-recoupment academies and free schools within the determination of the local authority DSG for 2015/16.
- iv) Fund free schools and new basic need academies based on estimated pupil numbers with the ability to make retrospective adjustments in the following year for actual pupil numbers.
- v) Amend the amount deducted for the Carbon Reduction Commitment scheme based on a per pupil level of funding, which has been set at £7.51 per pupil.
- vi) Retain the current funding mechanism for high needs places, but commit to undertaking a review of the levels of funding provided, with a view to implementing a fairer funding distribution model in future years.
- vii) Planned place funding for 2015/16 will be based on the 2014/15 published numbers, which can only be amended in exceptional circumstances, such as planned new provision.

viii) Increase the level of planned place funding for Alternative Education Provision to £10,000 from £8,000, and in doing so realign the top up funding so as to make the proposed changes cost neutral.

ix) The Membership of Schools Forum will be amended to include one representative each from special and alternative provision academies, where such exists.

5.3 The impact of these changes on the Primary and Secondary schools funding formula for Hillingdon schools is minimal, as the current funding model does not include a sparsity factor and the rates set for each factor are at or near to the average rate for the country. However, Hillingdon will benefit from an increase in its DSG by £400k as the determination of the minimum level of funding identified that Hillingdon was being funded just below the calculated amount.

5.4 The inclusion of non-recoupment academies and free schools, has a minimal effect on the funding formula and provides more transparency on the funding of these schools, as the DSG will be increased by the relevant sums for each school that currently sits outside of the Council's calculated DSG.

5.5 Schools Forum considered whether it should undertake a further review of the schools funding formula for 2015/16. Having reviewed the benchmarking data and taken into account the limited changes that will be put in place by the DfE for 2015/16, Schools Forum decided that they could not justify a further review of the funding formula and potentially create more disruption to the level of funding that schools receive and are therefore proposing no changes to the model for 2015/16.

5.6 **Question 1 – Stakeholders are asked to give views on the proposal to make no changes to the school funding formula for the reasons as set out in Section 5. If stakeholders do not support this approach, they are asked to submit an alternative proposal, bearing in mind the tight deadlines set by the DfE for the submission of the required returns on 31 October 2014 and 22 January 2015.**

6. Specific Grants

Pupil Premium

6.1 The following table sets out the current funding rates provided relating to the Pupil Premium

	Pupil Premium per pupil
Pupils in Year Groups R to 6 recorded as Ever 6 FSM	£1,300
Pupils in Year Groups 7 to 11 recorded as Ever 6 FSM	£935
Looked After Children (LAC)	£1,900
Children adopted from care under the Adoption and Children Act 2002 and children who have left care under a Special Guardianship or Residence Order	£1,900
Service children	
Pupils in Year Groups R to 11 recorded as Ever 4 Service Child or in receipt of a child pension from the Ministry of Defence.	£300

6.2 The latest information suggests that these rates will be increased in line with the RPI for 2015/16.

6.3 The Pupil Premium grant to each school will be calculated based on the number of qualifying pupils counted in the January School Census, multiplied by the funding rate described above.

6.4 The administration arrangements for the distribution of the Pupil Premium Grant for Looked After Children has slightly been amended so that it is now for the local authority to determine how the resources are best utilised dependent on the needs of the individual Looked After child. A proposal has been agreed by Schools Forum.

6.5 At the end of June 2014, the DfE consulted on a proposal to introduce an Early Years Pupil Premium that would provide £300 per pupil (£0.53 per child per hour) for each eligible child that takes up the full 570 hours of early years provision. The outcome of this consultation is expected shortly.

Universal Infant Free School Meals

6.6 The Children and Families Act 2014 places a legal duty on all schools to offer a free school lunch to all pupils in reception, year 1 and year 2 with effect from 1 September 2014. Funding of £2.30 will be provided for each meal taken by newly eligible pupils.

6.7 Initial allocations have been provided based on an estimate of national take-up based on the January 2014 School Census, assuming that 87% of newly eligible pupils will take a meal over the entire 190 days of an academic year. These will be adjusted based on actual take up for each school, calculated using the average actual take up in October 2014 and January 2015.

6.8 Schools are legally required to provide a meal that complies with the School Food Standards and that this will include a hot meal option. Where schools cannot yet offer a hot meal they must demonstrate that they are working towards being in a position to do so in the near future.

Education Services Grant

6.9 The Department for Education undertook a review of the Education Services Grant, with a view to reducing the funding by £200 million in 2015/16, equivalent to a 20% reduction in the grant funding. This will affect the funding that local authorities and academies receive for the provision of the following services:

- Education Welfare Services
- School Improvement
- Asset Management
- Statutory and Regulatory Duties
- Premature Retirement Costs and Redundancy Costs
- Monitoring National Curriculum Assessment
- Therapies and Other Health Related Services
- Central Support Services

6.10 The following table sets out the comparison between the proposed rates and the current rates of funding per pupil:

	Proposed 2015/16	Current 2014/15	Proposed Change
Total ESG	£802 million	£1.02 billion	-£200 million
Retained Duties (based on total pupil population)	£15 per pupil	£15 per pupil	No change
General Funding Rate (paid to LAs for pupils in maintained schools and academies for their pupils)	£87 per pupil	£113 per pupil	-£26 per pupil
Academies Top-up	£0	£27 per pupil	-£27 per pupil

6.11 To ensure that the disruption to academy school funding is minimised following the removal of the top-up funding, a level of protection will be provided to ensure that no school will lose more than between 1% to 3% of their total funding.