



THE LONDON BOROUGH
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DATE: 4 December 2018

To: Members of the
EDUCATION, CHILDREN AND FAMILIES SELECT COMMITTEE

Councillor Nicholas Bennett J.P. (Chairman)
Councillor Neil Reddin FCCA (Vice-Chairman)
Councillors Marina Ahmad, Kathy Bance MBE, Yvonne Bear, Judi Ellis, Chris Pierce,
Will Rowlands and Stephen Wells

Church Representatives with Voting Rights
Reverend Roger Bristow and Joan McConnell

Parent Governor Members with Voting Rights
Emmanuel Arbenser, Michelle Fribbens and David Hullah,

Non-Voting Co-opted Members
Angela Leeves, Early Years Representative
Tajana Reeves, Young People's Representative

A meeting of the Education, Children and Families Select Committee will be held at
Committee Rooms, Bromley Civic Centre on **WEDNESDAY 12 DECEMBER 2018**
AT 6.30 PM

MARK BOWEN
Director of Corporate Services

Paper copies of this agenda will not be provided at the meeting. Copies can be printed off at <http://cds.bromley.gov.uk/>. Any member of the public requiring a paper copy of the agenda may request one in advance of the meeting by contacting the Clerk to the Committee, giving 24 hours notice before the meeting.

Items marked for information only will not be debated unless a member of the Committee requests a discussion be held, in which case please inform the Clerk 24 hours in advance indicating the aspects of the information item you wish to discuss

All Committee Members are invited to the Preparation Meeting which will take place from 6.30pm in the Committee Rooms at the Civic Centre.

A G E N D A

PART 1 (PUBLIC) AGENDA

Note for Members: Members are reminded that Officer contact details are shown on each report and Members are welcome to raise questions in advance of the meeting.

STANDARD ITEMS

1 APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS

2 APPOINTMENT OF CO-OPTED MEMBERS (Pages 5 - 8)

3 DECLARATIONS OF INTEREST

4 MINUTES OF THE EDUCATION, CHILDREN & FAMILIES SELECT COMMITTEE MEETING HELD ON 16 OCTOBER 2018 (Pages 9 - 22)

5 QUESTIONS TO THE SELECT COMMITTEE CHAIRMAN FROM COUNCILLORS AND MEMBERS OF THE PUBLIC ATTENDING THE MEETING

In accordance with the Council's Constitution, questions to the Chairman of this Committee must be received in writing 4 working days before the date of the meeting and must relate to items on the agenda. Please ensure questions are received by the Democratic Services Team by 5pm on Thursday 6th December 2018.

6 MATTERS ARISING, UPDATE ON PREVIOUS RECOMMENDATIONS, AND WORK PROGRAMME (Pages 23 - 28)

HOLDING THE PORTFOLIO HOLDER TO ACCOUNT

7 QUESTIONS TO THE PORTFOLIO HOLDER FROM COUNCILLORS AND MEMBERS OF THE PUBLIC ATTENDING THE MEETING

In accordance with the Council's Constitution, questions to the Children, Education & Families Portfolio Holder must be received in writing 4 working days before the date of the meeting and must relate to matters for discussion on the agenda for which the Portfolio Holder has responsibility. Please ensure questions are received by the Democratic Services Team by 5pm on Thursday 6th December 2018.

8 PORTFOLIO HOLDER UPDATE

SELECT COMMITTEE CONSIDERATION

9 SHORT ITEM: PRESENTATION BY THE DIRECTOR OF EDUCATION CONCERNING 2018 EDUCATION OUTCOMES

10 SUBSTANTIVE ITEM: SCRUTINY OF THE EDUCATION BUDGET (Pages 29 - 54)

WITNESSES:

(A) ADE ADETOSOYE, DEPUTY CHIEF EXECUTIVE AND EXECUTIVE DIRECTOR OF ECHS, LBB

(B) DAVID BRADSHAW, HEAD OF ECHS FINANCE, LBB

(C) GILLIAN PALMER, INTERIM DIRECTOR OF EDUCATION, LBB

(D) ROB BOLLEN, HEAD OF STRATEGIC PLACE PLANNING, LBB

PART 2 (CLOSED) AGENDA

11 LOCAL GOVERNMENT ACT 1972 AS AMENDED BY THE LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) ORDER 2006, AND THE FREEDOM OF INFORMATION ACT 2000

The Chairman to move that the Press and public be excluded during consideration of the items of business listed below as it is likely in view of the nature of the business to be transacted or the nature of the proceedings that if members of the Press and public were present there would be disclosure to them of exempt information.

12 PRE DECISION SCRUTINY OF EXEMPT EXECUTIVE DECISIONS

- | | |
|--|--|
| <p>a AUTHORISATION FOR EXEMPTION TO CONTINUE THE CONTRACT FOR COMMUNITY WELLBEING SERVICE FOR CHILDREN AND YOUNG PEOPLE (Pages 55 - 72)</p> | <p>Information relating to the financial or business affairs of any particular person (including the authority holding that information)</p> |
| <p>b PROPOSED CONTRACT EXTENSION - SEN TRANSPORT AND NON-SEN TRANSPORT (Pages 73 - 80)</p> | <p>Information relating to the financial or business affairs of any particular person (including the authority holding that information)</p> |

DATES OF FUTURE EDUCATION SELECT COMMITTEE MEETINGS

29th January 2019

13th March 2019

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Report No.
CSD18164

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: EDUCATION, CHILDREN AND FAMILIES SELECT COMMITTEE

Date: Wednesday 12 December 2018

Decision Type: Non-Urgent Non-Executive Non-Key

Title: APPOINTMENT OF CO-OPTED MEMBER 2018/19

Contact Officer: Philippa Gibbs, Democratic Services Officer
Tel: 020 8461 7638 E-mail: Philippa.Gibbs@bromley.gov.uk

Chief Officer: Director of Corporate Services

Ward:

1. Reason for report

Members are asked to confirm the appointment of Mrs Michelle Fribbens as a Co-opted Member to the Children, Education & Families Select Committee for 2018/19.

2. RECOMMENDATION(S)

2.1 That the following Parent Governor Representative appointment be made to the Children, Education & Families Select Committee for 2018/19 with voting rights:

- Michelle Fribbens, Primary School Parent Governor

Impact on Vulnerable Adults and Children

1. Summary of Impact: Any Co-opted Members appointed to the Select Committee will give due consideration to the impact of the work of the Committee on vulnerable children and young people.
-

Corporate Policy

1. Policy Status: Not Applicable:
 2. BBB Priority: Not Applicable:
-

Financial

1. Cost of proposal: Not Applicable:
 2. Ongoing costs: Not Applicable:
 3. Budget head/performance centre: Democratic Services
 4. Total current budget for this head: £350,650
 5. Source of funding:
-

Personnel

1. Number of staff (current and additional): 8 posts (6.87 fte)
 2. If from existing staff resources, number of staff hours:
-

Legal

1. Legal Requirement: Statutory Requirement: The Parent Governor Representatives (England) Regulations 2001 require the election of a minimum of two and a maximum of five Parent Governors to any Education Overview and Scrutiny Committee.
 2. Call-in: Not Applicable:
-

Procurement

1. Summary of Procurement Implications:
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected):
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments:

3. COMMENTARY

Co-opted Membership for 2018/19

- 3.1 Under the terms of the Parent Governor Representatives (England) Regulations 2001, the Council must provide for the election of a minimum of two and a maximum of five Parent Governors to any Education Overview and Scrutiny Committee. Mr Emmanuel Arbenser is currently the Parent Governor Representative for Special Schools. On 16th October 2018, Mr David Hullah was appointed Parent Governor Representative for Secondary Schools. Mrs Michelle Fribbens was nominated as Parent Governor Representative for Primary Schools following an election process conducted in October. This report seeks the Select Committee's confirmation of Mrs Fribbens appointment to the position of Parent Governor Representative for Primary Schools.

Role of Co-opted Members

- 3.5 Co-opted Members bring their own area of interest and expertise to the work of a PDS Committee. Co-opted Members often represent the interests of key groups within a Portfolio and co-option to a Committee can ensure that their views are taken into account on issues. They broaden the spectrum of involvement in the PDS process and make the intrusion of party politics into scrutiny proceedings more difficult.

Non-Applicable Sections:	Policy Implications, Financial Implications, Legal Implications, Personnel Implications
Background Documents: (Access via Contact Officer)	Not Applicable

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EDUCATION, CHILDREN AND FAMILIES SELECT COMMITTEE

Minutes of the meeting held at 7.00 pm on 16 October 2018

Present:

Councillor Nicholas Bennett J.P. (Chairman)
Councillor Neil Reddin FCCA (Vice-Chairman)
Councillors Marina Ahmad, Kathy Bance MBE,
Yvonne Bear, Judi Ellis, Chris Pierce, Will Rowlands and
Stephen Wells
Emmanuel Arbenser and David Hullah
Tajana Reeves

11 APOLOGIES FOR ABSENCE AND NOTIFICATION OF SUBSTITUTE MEMBERS

Apologies for absence were received from Angela Leeves (Early Years Representative) and Reverend Roger Bristow (Church of England Representative).

Apologies were also received from Councillor Fortune (Portfolio Holder) and Councillor Dykes (Executive Assistant).

12 DECLARATIONS OF INTEREST

There were no additional declarations of interest.

13 MINUTES OF THE EDUCATION, CHILDREN & FAMILIES SELECT COMMITTEE MEETING HELD ON 4TH JULY 2018

With reference to page 10 of the minutes, a Member noted that 'positive discrimination' was in fact illegal. Whilst it was noted that at the meeting this term had been used by the Officer concerned, it was agreed that the reference in the minutes would be amended to "positive action".

Referring to page 12 of the minutes, a Member highlighted that whilst at the meeting the Chairman had referred to 'apprenticeship opportunities for people identified by the Council', following the meeting it had been agreed that the recommendation from the Committee be that contractors should be required to 'offer apprenticeship opportunities to young people'. In light of this the Committee agreed that that this reference should be amended.

The minutes of the meeting held on 4th July 2018 were agreed, and signed as a correct record, subject to the amendments outlined above.

14 QUESTIONS TO THE SELECT COMMITTEE CHAIRMAN FROM COUNCILLORS AND MEMBERS OF THE PUBLIC ATTENDING THE MEETING

No questions were received.

**15 MATTERS ARISING AND WORK PROGRAMME
CSD18150**

The Committee considered a report dealing with the Committee's business management.

Matters Arising

In response to a question concerning whether a further meeting had been arranged with the Diocese to discuss a Catholic Secondary School in the Borough, the Deputy Chief Executive agreed to investigate further and report back to Members following the meeting.

In response to a question concerning any impact of the Restructure of the Youth Courts the Deputy Chief Executive reported that conversations with the Police had indicated that there appeared to be no immediate impact however, the situation would be kept under review.

The Deputy Chief Executive also confirmed that in respect to Streetwise, a couple of conversations had taken place with Lewisham. It had to be noted that the contractual agreement was between Streetwise and Lewisham and as a result of this LB Bromley had limited ability to intervene. However, a further follow up meeting had been arranged between LB Bromley and LB Lewisham and the plans regarding Streetwise had been put on hold until this meeting had taken place.

The Chairman noted that no Bromley children had been forced to attend Croydon schools. The Committee noted that Bromley parents had the choice to send their children to Croydon schools and the Chairman requested that following the meeting information on the number of children who chose to attend Croydon schools be provided to the Committee.

The Chief Executive attended the meeting to provide Members with an update concerning the Aeronautical college at Biggin Hill. In the interests of transparency the Chairman confirmed that he was no longer a Governor at London South East Colleges. In order to support the update the Chief Executive circulated the letter that had been sent to the Principal of London South East College along with two maps of Biggin Hill airport; one of which highlighted 3 specific sites and a 'Strategic Plan' detailing proposals at the Airport.

The Chief Executive provided some context around the history of the issues with the Aeronautical College, explaining that in July 2014 the London Mayor has issued Supplementary Planning Guidance. This had encouraged some

land at Biggin Hill to be used as an education facility which specific reference to aeronautical and high tech. Subsequent to this, there had been a report to the Council's Executive identifying up to £3.5m funding for the Biggin Hill area from Outer London Business Funding that the Local Authority had received.

Referring to the 'Strategic Plan map', the Chief Executive reported that at the time this had been developed discussions about the Master Plan were ongoing and initial discussions took place about an aviation academy at the 'West Camp Site' owned by Bernie Ecclestone. In the early days it was envisioned that the funding identified would be used to bring that site into use. The intention was for the Council to achieve an asset in return for the investment. However, the plans started to fall through and the Chief Executive explained that the letter he subsequently sent to the Principal of London South East Colleges on 6th June 2017 was about the funding set aside for skills.

At the same time, in June/July 2017, the Airport indicated that it was seeking to locate the Aeronautical College at site (2) (in proximity to Milking Lane Farm). The Local Authority Planning Department had a number of concerns over this site and as a result of this the Airport offered site (3) to the College. As part of this offer the Airport expected the College to secure a contribution of £1.2m from the Council for road infrastructure and access to the west of the Airport where the site was located. London South East Colleges made a submission to the GLA based on this offer. When Council Officers further investigated the contribution that had been requested it was unclear how the figure of £1.2m had been reached as the Council's estimate of the cost was significantly lower. The Chief Executive highlighted that it was worth noting that at this time proposals had not been presented to any Council Committees and no formal decisions had been taken by the Council.

The Chief Executive reported that the College was now looking to identify a new site. In November 2017, the (new) Leader of the Council had attended a meeting with the Principal of London South East College (which was also attended by the Children, Education and Families Portfolio Holder and the Chief Executive). At this meeting the possibility of exploring a loan from the Council to the College was discussed.

In response to questions from Members the Chief Executive confirmed that as far as he was aware no further meetings had taken place with the Principal of London South East Colleges. No update had been provided by the College concerning the progress of the submission to the GLA.

In respect of the loan, at a rate of 6%, which the Council had offered to the College, Members queried the intention with regard to the Outer London Business Funding given the remit of training and questioned whether the offer of a loan was in place of the funding. The Chief Executive confirmed that the loan was in place of the funding and clarified that the £3.5m identified by the Executive was for skills, training and development in the Biggin Hill area as a development centre.

The Committee explored the issues of the loan at an interest rate of 6%. The Chief Executive reported that the Leader had tasked the director of Finance with making the terms of the loan as attractive as possible. Given the impact of the expansion of the College the Director of Finance had felt that a rate of 6% was appropriate in the circumstances. The expansion of the College had affected its finances and this raised questions about the use of taxpayer, Council funding under these circumstances.

Turning to the letter to the Principal of the College dated 6th June 2017, the Chairman suggested that anyone reading the letter would naturally assume that funding of up to £3m was being offered. The Chairman suggested that the letter, the offer of a loan at 6%, and the Leader's response to a question posed at the Executive, Resources and Contracts PDS Committee on 5th September 2018, did not reflect on the Council in a positive manner. In response the Chief Executive stressed that throughout the process the Council had been supportive of the proposal for an Aeronautical College at Biggin Hill, however this support was subject to the formal decision making process of the Council. Following the delivery of the 6th June 2017 letter, the College had submitted a bid to the GLA reflecting funding of £1.2m (not the £3m referenced in the letter), this indicated that the College had not expected funding of £3m from the Council. The Executive's consideration of £3m funding had been on the basis of the Council's gaining a significant asset. However, events moved quickly. When the site moved to (3) Officers had concerns about the value of the £1.2m funding as the council estimates indicated that the proposed infrastructure would cost significantly less. Since November 2017, there had been no further discussions with the College, although there had been some unconfirmed hearsay about consideration of a 4th and 5th site (the 5th site being within the Business Park).

The Chairman also expressed concern that neither the Portfolio Holder for Children, Education and Families, nor the Portfolio Holder for Renewal, Recreation and Housing were aware of the existence of the letter. The Chairman expressed serious concern that it appeared that Officers had not adequately prepared the Portfolio Holder for Renewal, Recreation and Housing for a question that had been asked at the recent meeting of Full Council. The Chairman highlighted that Members should be able to expect clear answers to questions posed at Council. In response the Chief Executive agreed to investigate how well prepared the Portfolio Holder had been for answering the question, highlighting that Officers were not responsible for the final answer given at a meeting of Full Council.

Concluding the discussion, the Chairman reiterated that the events did not reflect well on the Council. The proposal for an Aeronautical College presented a major opportunity for training in the Borough and to this end £3m funding had been set aside, yet to date nothing had been spent. The Chairman queried whether the change in Council leadership had coloured the approach to an Aeronautical College at Biggin Hill.

Work Programme

The Committee agreed to hold a Special Meeting at the beginning of December 2018. The purpose of the meeting to consider the following issues:

1. Analysis of Education undertaken by the Director of Education
2. Scrutiny of the Education Budget

It was also suggested that as the Portfolio Holder had been unable to attend this meeting he should be asked to provide an update to the Special meeting.

RESOLVED: That:

- 1. David Hullah (Secondary Parent Governor Representative) be appointed as a Co-opted Member to the Children, Education & Families Select Committee for 2018/19 with voting rights;**
- 2. Progress on matters arising from previous meetings be noted; and**
- 3. The 2018/19 work programme be agreed subject to the amendments outlined above.**

16 QUESTIONS TO THE PORTFOLIO HOLDER FROM COUNCILLORS AND MEMBERS OF THE PUBLIC ATTENDING THE MEETING

No questions were received.

17 PORTFOLIO HOLDER UPDATE

As the Portfolio holder was unable to attend the meeting it was agreed that he would be asked to provide an update at the Special meeting due to be held at the beginning of December.

18 SCRUTINY OF THE DEPUTY CHIEF EXECUTIVE AND EXECUTIVE DIRECTOR OF EDUCATION, CARE AND HEALTH SERVICES

The Deputy Chief Executive and Executive Director for Education, Care and Health Services, Mr Ade Adetosoye, attended the meeting to respond to questions from the Committee. Mr Adetosoye gave a brief introduction with an overview of his first 21 months in post, highlighting the following key achievement and challenges –

- The launch of the ‘Roadmap to Excellent’ and the Transformation Programme; this introduced the Caseload Promise. Generally the caseload of social workers had been kept below 20 however, the past three weeks had been particularly busy and caseloads had slightly increased.
- 80% of social workers were now permanent staff and the progress that had been made in this area was something to celebrate.

- As a result of additional funding that had been received it had been possible to establish a specialist Team for CSE, Missing and Gangs. In the 2016 Ofsted Inspection the Local Authority's inability to track its young people at risk in terms of CSE and gangs had been particularly criticised and this new team directly addressed this criticism.
- The outcomes of each of the 7 Monitoring Visits undertaken by Ofsted demonstrated measureable progress within the Service. The previous week the annual conversation with Ofsted had taken place.
- It was expected that Children's Services would receive its inspection from Ofsted within the next two months and preparation for the Inspection was ongoing.
- A great deal of progress had been made with the recruitment of social workers and this was something else to celebrate.
- In conclusion, the Deputy Chief Executive stated that he was proud of the way in which the Council had embraced children in care and had taken steps to celebrate the work of children in care.

Challenges included:

- The budget. LB Bromley was still below the national average and its statistical neighbours in terms of the number of children in care. This directly impacted on the budget as it was likely that the Local Authority would see further increases in the number of children taken into care.
- Early intervention. A key area was to work with school in relation to early intervention. There were a number of options to be explored in relation to encouraging schools to do more in respect of early intervention. The possibility of locating certain early intervention services in schools should also be explored.
- More needed to be done to increase the outcomes for children in care at key stage 4 (in respect of achieving 5+ GCSEs). Currently 25% of pupils achieved 5+ GCSE and steps needed to be taken to increase this.
- More work needed to be done around providing apprenticeship opportunities for Bromley's children in care.

In conclusion, the Deputy Chief Executive reported that in the past year there had been 3000 referrals into Children's Social Care, 6000 visits to early intervention centres. There were currently 2000 children in need, 280 children subject to a Child Protection Plan, 310 children in care, and 63 children monitored through the Local Authority's MEGA Panel (relating to CSE, Missing and Gangs). The Deputy Chief Executive stated that he was confident that good foundations for further service improvements were in place. The progress made by the Service had been measured and validated through the seven Ofsted monitoring visits however, capacity to manage future demand would remain a key issue.

Mr Adetosoye responded to questions, making the following comments –

- The last regulatory visit by the Youth Justice Board had been positive. The Youth Offending Service was currently in the process of updating the Youth Justice Plan. A Borough-wide Knife Strategy was being developed in conjunction with the Police. Recruitment issues within the Youth Offending Service were being addressed. A further inspection of the Service was expected in two years and the service was making good progress in maintaining its current position in terms of the inspection judgement. The Deputy Chief Executive confirmed that if required he would provide a further update to a future meeting of the Select Committee.
- Following a successful recruitment and interview process for the Director of Education a job offer had been made and accepted. It was hoped that the new Director of Education would be in post in January 2019. The Committee extended its thanks to the current Interim Director of Education for her work and the support she had provided to the Committee.
- In relation to Bullers' Wood; a Public Enquiry of the Appeal would be conducted by the Planning Inspector in the first week of November. The Enquiry would relate to the second of the three applications and it was expected that it would take place over 4 days. The Local Authority was also currently working with the School in relation to admissions within the Pan London Agreement.
- Turning to the issue of SEND Reforms; Bromley had been one of the few local authorities to transfer to Education Care and Health Plans (ECHPs) on time. There was now a need to focus on the quality of the plans. Officers were also reviewing the capacity of the local estate to support children with more complex needs that required more expensive independent provision. There was a need to promote amongst parents the excellent schools in Bromley. There was a clear need to look at different ways of managing the budget. To this end a bid for a specialist school at Hawes Down had been submitted to the DfE in recognition of the need to increase the capacity to place children locally. The Deputy Chief Executive stressed that there were no proposals to move children from their current schools and that this was about increasing future capacity. The Deputy Chief Executive agreed to circulate the description of the new SEND bid and the proposed plan to Members following the meeting.
- In relation to CAMHS; the Deputy Chief Executive stressed the need to review early intervention to reduce the flow into Tier 3 and Tier 4 of the framework. A number of options were being considered and a bid had been submitted concerning locating CAMHS clinicians in schools. The outcome of the bid would not be known until mid-November 2018. Opinions amongst Members on this proposal were divided with some Members seeing value in the proposals whilst others expressed concern about young people being deterred from accessing services provided in Schools due to the possibility of being identified. The current arrangements provided a more anonymous service that enabled parents to accompany very young children as well as providing services outside of school hours. The Deputy Chief

Executive confirmed that both Bromley Y and Oxleas had been involved in the design of the change to service provision and the Chief Executive of Oxleas was one of the signatories to the bid that was submitted.

- Turning to the issue of the recruitment of foster carers; the Deputy Chief Executive highlighted that foster-to-adopt secured permanency for a child much earlier. Whilst it may mean that the Local Authority lost a foster carer it was a price worth paying in order to achieve permanency for a young child as the right outcome for the child was secured. Members stressed the need to retain some home grown foster carer as different skill sets were required for fostering and adoption. In response to a question, the Deputy Chief Executive confirmed that he considered that the regionalisation of Adoption Services was a positive move as it pooled resources and increased choice. It would be possible to take decisions around permanency at a much earlier stage as well as increasing the capacity for recruitment and delivering economies of scale in the future.
- In relation to improving the education outcomes for children in care, the Deputy Chief Executive confirmed that this was a key priority for the Corporate Parenting Board and the Education Business Partnership. Work was ongoing to identify opportunities for children in care and Officers were working with Bromley College to identify any support that could be provided.
- Attention had now turned to Social Worker retention following the initial focus on recruitment. A Retention Strategy was being developed and a good retention package had been put in place.. It was clear that manageable caseloads, in line with the Caseload Promise, would be key to staff retention. The work of the Council's Social Workers was also celebrated. The Deputy Chief Executive confirmed that he was confident that caseloads were reducing, despite the recent increase in referrals into the Service. In response to a question the Deputy Chief Executive confirmed that the target was to have a 95-99% permanent work force.

19 MINUTES OF THE EDUCATION, CHILDREN AND FAMILIES BUDGET AND PERFORMANCE MONITORING SUB COMMITTEE MEETING HELD ON 18TH JULY 2018

The minutes of the Education, Children and Families Budget and Performance Monitoring Sub Committee meeting held on 18th July 2018 were noted.

20 LIVING IN CARE COUNCIL VIDEO

The Committee watched a video that had been made by the Living in Care Council entitled "Listen when I Speak". The Committee thanked the Living in Care Council for the informative video, noting that it had raised a number of questions which would feed into the Committee's Scrutiny Review in January 2019 focused on Corporate Parenting.

21 WITNESS SESSION: SUSTAINABILITY OF THE CHILDREN'S SOCIAL CARE BUDGET

The Committee had been provided with a comprehensive report in advance of the meeting. Included within the report was an overview of the Children's Social Care Budget and data surrounding the families accessing children's social care and the reasons for referrals into the service. In addition to this, Members had before them the Bromley Safeguarding Children's Board Neglect Strategy. Following the publication of the agenda supplementary financial information had been circulated to Members.

The Chairman welcomed Mr Ade Adetosoye, Mr Bradshaw and Mr Dare to the meeting. Members of the Committee explored a number of themes and issues with the witnesses.

The Head of ECHS Finance introduced the report and highlighted that the current forecast was a £1.5m overspend in the Children's Social Care budget (after management action). The supplementary information provided to the Committee provided a further breakdown of the budget and current outturn. The Chairman highlighted that in 2016/17 there had been an injection of funding from the Executive following the Ofsted Inspection.

The Head of Safeguarding and Care Planning emphasised that Children's Social Care was a demand-led Service. The report presented to the Committee had detailed some of the reasons that Bromley children had entered care. There was a range of children accessing statutory services, often with a variety of needs. The Committee noted the national challenge around the availability and access to secure beds. The result of the inadequacy of the market to meet the high demand meant that young people often had to be placed in other, non-secure, provision with a high, and therefore costly, ratio of staff to child. The report before the Committee detailed three case studies of Bromley children looked after. Two of the three young people had been unknown to the Local Authority prior to coming into care.

The Head of Safeguarding and Care Planning also emphasised the range of packages that were offered to children with disabilities in order to support them to remain at home. Many of the young people had complex disabilities and this placed an extreme strain on parents. As a result of this parents often required additional support such as, but not limited to, respite care. The costs associated with children with disabilities entering care were high as a result of the complexity of their care needs.

The Head of Safeguarding and Care Planning reported that it was difficult to identify why there had been an increase in the numbers of children being referred recently into Bromley. The Head of Safeguarding and Care Planning informed members that within Children's Social Care the combination of mental health issues, and drug and alcohol dependency amongst parents was known as the "toxic trio". There were a number of factors that led to children being taken into care. The Local Authority worked with parents in an attempt

to keep children within the home environment for as long as possible however, sometimes the Local Authority has to enter care proceedings to request endorsement from the judiciary to take children into care . There were times also when a child would enter care in a crisis rather than a planned way through the court. Every decision for a child that was taken into care was reviewed at the weekly Placement Panel. All external placements were also reviewed at this panel which was attended by colleagues from the CCG and Education as sometimes the cost was shared. The panel ensured the placement provider was providing value for money.

The Deputy Chief Executive explained that the work of social workers in any local authority was to manage risks. If mistakes were made and children placed at risk of harm a social worker could lose their license to practice. The Deputy Chief Executive reminded the Committee that the post holder of statutory Director of Children's Services was the only post in local government could receive the sanction of removal by the Minister for State.

Accuracy of Forecasting

The Head of ECHS Finance confirmed that forecasting was robust however, the budget for Children's Social Care remained volatile as a result of the needs-led nature of the Service which was often outside the control of the Local Authority. The Head of ECHS Finance referred to the recent court judgement concerning a Bromley child who required a secure bed. As no suitable secure placement was available it had been necessary to place the young person in a residential placement outside London with 3:1 care. As a result of this the Local Authority had incurred unplanned costs in the region of £5,000 to £6,000 per week. Costs such as these were often hard to predict and therefore hard to reflect in the budget.

The report provided to Members set out the number of children predicted to access children's social care until 2022/32 and the expected numbers in each category of placement. It was noted that realistic baseline budgets would result from robust forecasting however, it was necessary to bear in mind at all times that the budget was subject to the unknown and unplanned influences on the Service.

The Chairman noted that for the current 2018/19 financial year there was already a variance in the budget of £2.4m in Fostering and Adoption Resources resulting from a significant increase in expenditure in just one area. On the basis of this significant variance in budget the Chairman questioned the accuracy of forecasting. In response the Head of ECHS Finance reported that forecasts were based on Officers knowledge of past activity and well as their best prediction of future trends. Targets for mitigating management actions were set but if some were not delivered the budget deficit would continue. The 2019/20 budget process that had just started would be reviewing the current position. There had been a spike in children entering care that had not been predicted at the time the budget was set. There was a clearly a need to set challenging targets however, there was also a need to be realistic about the demands being made on the Service.

The Committee noted that Officers budgeted to actuals although this could be problematic when forecasting future demands. Current forecasting enabled growth to be built into the budget using information from the service, although this was set at a point in time each year. Challenges remained and the expectation was that the service mitigated this as far as possible.

Benchmarking with other Local Authorities

The report to the Committee set out details of benchmarking against other Local Authorities. The Head of ECHS Finance urged the Committee to approach the statistics with some caution as differing measurements could lead to different interpretations. The conclusions drawn from the statistics could differ depending on the measurement being considered. With reference to the unit cost for Children's Social Care at Redbridge, the Head of ECHS Finance provided some context and explained that whilst Redbridge did spend less than Bromley overall they had approximately 50% more children in need and as such the averages were skewed. There was undoubtedly more work to do in terms of unit costs and further investigation was required.

Learning from Best Practice in other Local Authorities in reducing the Unit Cost

The Deputy Chief Executive explained that further work around reducing the unit cost of placements was a key priority. There was a need to reduce reliance of placements outside of London as the cost of this type of placement was unregulated. There was a clear requirement to manage the market differently and place more children within London as the Pan London Agreement set a cap on the cost of placements.

The Deputy Chief Executive explained that there would undoubtedly be growth in the Service but that it was important to manage the growth.

Members of the Committee expressed scepticism around the fact that there appeared to be one Local Authority whose unit cost was £832. It was suggested that this cost was unlikely given the average unit cost was much greater at £11,304. It was agreed that the data would need to be further investigated. Clearly if a local authority had been able to deliver a service that was compliant with regulatory standards for such a low unit cost there were lessons that could be learnt

Developing new ways of working and the future use of Artificial Intelligence

In response to a question from the Vice-Chairman concerning whether there was any change of practice that would result in teenagers who enter the care system late being identified at an earlier stage, the Head of Safeguarding and Care Planning emphasised that one of the key principals was to leave children in their home for as long as possible. Social Workers tried to support parents as much as possible through early intervention services and support

packages that were put in place. However, ultimately when parents were unable to cope their children enter the care system.

The Deputy Chief Executive reported that funding had been secured to establish and deliver a Diversion Programme. Through this programme a team of two social workers would provide support.

In response to a question from a Member the Head of ECHS Finance reported that the Local Authority had received the funding from the CCG detailed in the report. The Deputy Chief Executive confirmed that discussions with the CCG around additional funding were ongoing. The relationship with the CCG had improved compared to the position 3 or 4 years ago and £1m in funding for placements had been received from the CCG. The position was under review and further discussions would take place with the CCG.

A Member noted that there was an increasing number of children entering care with a similar increase in the complexity of the children entering care because of increasing medical need. The Deputy Chief Executive confirmed that he was confident if there was a requirement to approach the CCG for additional funding based on the need profile constructive discussions would take place.

In response to a question concerning the 'Staying Put' initiative, the Deputy Chief Executive acknowledged that this was a cost effective way of keeping young people between the ages of 16 and 25 in a stable placement with foster carers they knew. Bromley was exceeding its target for Staying Put and was fulling utilising the available funding.

In relation to alternative options for the placement of children, the Deputy Chief Executive confirmed that that there was a Commissioning Plan in place and this set out the delivery of mitigation and savings. One of the features of the Commissioning Plan was a review of High Needs Placements. In addition to this consideration was being given to new initiatives that would manage the risks in a slightly different way, especially the risks around leaving children at home when parents exhibited drug and alcohol dependency. Managing such risks in a different way would impact on the budget position.

A Member expressed concerns around proposals that were under consideration to further involve schools in early intervention work. It was suggested that the principal remit of schools was to education young people. The Member noted that currently a great deal of social care based support was provided to families with primary aged children. Once the children transition to secondary school the interventions significantly reduced or stopped and families were left unsupported. It was suggested that Children and Family Centres should focus more support on children who were approaching or going through puberty. It was noted that Children and Family Centres did not currently open during the weekend and this was a time when teenagers could access support if necessary. The Member suggested that this gap needed to be addressed. In response, the Deputy Chief Executive highlighted that Children and Family Centres did run sessions on issues such

as gangs and managing challenging behaviour, and these sessions were targeted at families with teenaged children. It was acknowledged that whilst effective programmes were in place there was always more that could be done and Officers would take on board the concerns that had been raised.

Secure Beds

The Head of Safeguarding and Care Planning explained that there were two types of secure placement: a secure placement through the criminal justice route which was court placed; and welfare secure. In the case of welfare secure the Local Authority could place a child in a secure bed for their own safety, although this decision had to be endorsed by the court within 72 hours. Welfare secure placements were in a secure house that was well staffed and often in a remote location. The Head of Safeguarding and Care Planning explained that the placement could often be therapeutic however, the court would only endorse a placement of 12 weeks. This was in reality very little time to influence and turn around a challenging pattern of behaviour. The Committee noted that the mix of children within a secure placement had to be carefully managed. As a result of this all applications went to a central database where they were carefully reviewed. There were often around 30 applications for a single secure bed.

Recruitment of Social Workers

Members noted that the ambition of the Deputy Chief Executive was to reach the target of 90% permanent staff. The intention was to maintain the current 80% permanent staff and increase from this level. A stable, permanent work force would reduce financial pressure and would also provide much needed stability to the children in the care of the Local Authority.

In response to a question, the Deputy Chief Executive confirmed that the Local Authority recruited Social Work Assistants to the Service. However, legally Social Work Assistants were prevented from undertaking Child Protection cases and signing off on assessments.

Recruitment of Foster Carers

The Committee noted that the recruitment of foster carers was a key priority for the Service. Foster Carer recruitment had significantly increased from a very low base of 7 and Bromley now had 29 foster carers. Progress was on the right trajectory although there was always more that could be done.

Members noted that the use of Independent Fostering Agency was far more costly than in-house foster carers. By recruiting more in-house foster carers costs could be significantly reduced.

Net Migration and Unaccompanied Asylum Seeking Children

In response to a question from the Vice-Chairman, the Head of Safeguarding and Care Planning reported that more families had entered the Borough than

had left the Borough. The Committee noted that where children were subject to a Child Protection Plan or were considered to be 'Children in Need' there was a statutory obligation to notify the new host Local Authority. If a Care Order was in place the responsibility for the child would remain with the families previous host Local Authority.

The Committee noted that one of the key issues facing the Local Authority was the inadequacy of the funding for unaccompanied asylum seeking children received from Central Government. Currently the funding that was provided did not even cover the placement costs let alone the costs of the social worker and other costs associated with a child in care. Members also noted that no grant funding was provided for the first 25 unaccompanied asylum seeking children placed in the Borough. These costs had to be met from the already stretched local authority budget. In response to a question from the Vice-Chairman the Deputy Chief Executive confirmed that if the child's application for asylum was successful and once the necessary paperwork was in place the grant would be received until the young person reached the age of 25. If the application was unsuccessful and the child was to be repatriated the grant would cease.

A Member recalled that there had once been a proposal to encourage families who had migrated to the United Kingdom and subsequently settled in Bromley to foster unaccompanied asylum seeking children. No further updates on this proposal had been received and it was suggested that this should once again be investigated.

Commissioning Process

In response to a question the Deputy Chief Executive confirmed that the Commissioning Plan was a three to four year plan which was monitored by the departmental delivery board. Key actions and the processes in place were reviewed on a line by line basis. The Deputy Chief Executive confirmed that he was confident that the plan would support the delivery of key savings across the Service. Some progress had already been made in delivering savings against the injection of funds into the Service.

The Chairman thanked the Deputy Chief Executive, the Head of ECHS Finance and the Head of Safeguarding and Care Planning for their input into the review. It was noted that once the report had been drafted and recommendations agreed the report would be presented to Full Council for consideration.

The Meeting ended at 10.00 pm

Chairman

Report No.
CSD18180

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: Education, Children and Families Select Committee

Date: 12th December 2018

Decision Type: Non-Urgent Non-Executive Non-Key

Title: MATTERS ARISING & WORK PROGRAMME

Contact Officer: Philippa Gibbs, Democratic Services Officer
Tel: 0208 313 4508 E-mail: Philippa.Gibbs@bromley.gov.uk

Chief Officer: Mark Bowen, Director of Corporate Services

Ward: (All Wards);

1. Reason for report

This report deals with the Committee's business management including:

- Monitoring progress against actions arising from previous meetings;
- Developing the 2018/19 Forward Work Programme; and

2. **RECOMMENDATION(S)**

That the Select Committee reviews and comments on:

1. Progress on matters arising from previous meetings; and
2. The 2018/19 work programme, indicating any changes or particular issues that it wishes to scrutinise for the year ahead.

Impact on Vulnerable Adults and Children

1. Summary of Impact: None
-

Corporate Policy

1. Policy Status: Existing Policy
 2. BBB Priority: Excellent Council
-

Financial

1. Cost of proposal: No Cost
 2. Ongoing costs: Not Applicable
 3. Budget head/performance centre: Democratic Services
 4. Total current budget for this head: £350,650
 5. Source of funding: 2018/19 Revenue Budget
-

Personnel

1. Number of staff (current and additional): 8 posts (6.87fte)
 2. If from existing staff resources, number of staff hours: N/A
-

Legal

1. Legal Requirement: None
 2. Call-in: Not Applicable: This report does not involve an Executive decision.
-

Procurement

1. Summary of Procurement Implications: N/A
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): This report is intended primarily for the benefit of Committee Members.
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments: Not Applicable

Non-Applicable Sections:	Impact on Vulnerable People and Children/Policy/Financial/Legal/Personnel/Procurement
Background Documents: (Access via Contact Officer)	Minutes of previous meetings

3. COMMENTARY

Matters Arising from Previous Meetings

- 3.1. **Appendix 1** provides a progress update on requests made by the Committee at previous meetings. This list is checked after each meeting so that any outstanding issues can be addressed at an early stage and timely progress made.

Work Programme

- 3.2 Each PDS Committee determines its own work programme, balancing the roles of (i) pre-decision scrutiny and holding the Executive to account, (ii) policy development and review and (iii) external scrutiny. E&R PDS Committee has the additional role of providing a lead on scrutiny issues and co-ordinating PDS work.
- 3.3 PDS Committees need to prioritise their key issues. The work programme also needs to allow room for items that arise through the year, including Member requests, call-ins and referrals from other Committees. Committees need to ensure that their workloads are realistic and balanced, allowing sufficient time for important issues to be properly scrutinised. Members also need to consider the most appropriate means to pursue each issue – the current overview and scrutiny arrangements offer a variety of approaches, whether through a report to a meeting, a time-limited working group review, a presentation, a select committee style meeting focused on a single key issue, or another method.
- 3.4 **Appendix 2** sets out the Education, Children and Families Select Committee Work Programme for 2018/19. Committee is invited to comment on the proposed schedule and suggest any changes it considers appropriate.
- 3.5 Other reports will be added to the 2018/19 Work Programme as items arise.

Minute Number/Title/Date	Action/PDS Request	Update	Action by	Expected Completion Date
15 Matters Arising and Work Programme (16 October 2018)	Information concerning whether a further meeting had been arranged with the Diocese to discuss a Catholic Secondary School in the Borough,	<p>The Archdiocese cancelled a meeting that had been arranged in July. No further response has been received to request for a further meeting.</p> <p>On a point of detail; if a new school were to be progressed it will be via the Government's announcement earlier in the year that it was introducing a funding stream to create new voluntary aided schools as the cap on faith schools admissions arrangements, whereby 50% of their places must be open has not changed, and remains a bar to the RC archdiocese opening a free school.</p>	Deputy Chief Executive	22/10/18
15 Matters Arising and Work Programme (16 October 2018)	That information on the number of children who chose to attend Croydon schools be provided to the Committee	<p>Number of children from Bromley that chose to attend Bromley schools (<u>parental choice</u>) based on Pan London National Offer Day (01 March):</p> <p>2018 -98 2017 -126 2016 -158 2015 – 121 2014 – 102</p>	Deputy Chief Executive	18/10/18

18 Scrutiny of the Deputy Chief Executive and Executive Director ECHS (16 October 2018)	That the description of the new SEND bid and the proposed plan be circulated to Members following the meeting.	Sent on 18 th October 2018	Deputy Chief Executive	18/10/18
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Education, Children & Families Work Programme 2018/19

Education, Children & Families Select Committee	Extraordinary Meeting	12 December 2018
Commissioning Strategy For Community Wellbeing Service For Children And Young People		PH Decision – Part 2
Proposed Contract Extension - SEN Transport and Non-SEN Transport		Executive Item – Part 2
Analysis of Education Outcomes by the Director of Education		Short Item
Scrutiny of the Education Budget		Substantive Item
Schools' Forum		10 January 2019
Education, Children & Families Budget & Performance Monitoring Sub-Committee		23 January 2019
Item		Status
Capital Programme – 2 nd Quarter		PH Decision
Budget Monitoring 2018/19		PH Decision
2019/20 Dedicated Schools Grant	Annual Report	PH Decision
ECF Draft Portfolio Budget 2019/20	Annual Report	PDS Item
Contracts Activity Report (Part 1 and Part 2)		PDS Item
Performance Management 2018/19 Q.3		PDS Item
Risk Register		Information Item
Recommendations made by the ECF Select Committee	See minutes of ECFSC 04.07.18	Standing Item
Education, Children & Families Select Committee		29 January 2019
Item		Status
Scrutiny of the Director of Children's Social Care		
References from the Education, Children & Families Budget & Performance Monitoring Sub-Committee		Standing Item
Corporate Parents – the role of the Elected Member		Short Item
The impact of Benefit changes on children and Families		Substantive Item
Education, Children & Families Select Committee		13 March 2019
Item		Status
Annual Scrutiny Report 2018/19	Annual Report	
Scrutiny of the Deputy Chief Executive & Executive Director (ECHS)		
TBC		Short Item
Life Long Learning in a rapidly changing world of work		Substantive Item
SACRE		27 March 2018
Education, Children & Families Budget & Performance Monitoring Sub-Committee		10 April 2019
Item		Status
Capital Programme - 3 rd Quarter		PH Decision
Budget Monitoring 2018/19		PH Decision
Education Outcomes		PDS Item
Recommendations made by the ECF Select Committee	See minutes of ECFSC 04.07.18	Standing Item

Report No.
ED18087

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: EDUCATION, CHILDREN AND FAMILIES SELECT COMMITTEE

Date: 12th December 2018

Decision Type: Non-Urgent Executive Non-Key

Title: EDUCATION EFFICIENCY EFFECTIVENESS AND ECONOMY

Contact Officer: Gillian Palmer, Director of Education
Tel: 020 8313 4500 E-mail: Gillian.Palmer@bromley.gov.uk

David Bradshaw, Head of Education, Care & Health Services Finance
Tel: 020 8313 4807 E-mail: David.Bradshaw@bromley.gov.uk

Chief Officer: Deputy Chief Executive & Executive Director of Education, Care and Health Services

Ward: (All Wards);

1. Reason for report

1.1 This report provides information requested by the Committee at a previous meeting.

2. RECOMMENDATION(S)

2.1 The Education, Children and Families Select Committee is asked to consider the information in this report.

Corporate Policy

1. Policy Status: Not Applicable
 2. BBB Priority: Health and Integration
-

Financial

1. Cost of proposal: Not Applicable:
 2. Ongoing costs: Not Applicable:
 3. Budget head/performance centre: CSC Budget
 4. Total current budget for this head: £5,775k
 5. Source of funding: ECF approved budget
-

Staff

1. Number of staff (current and additional): n/a
 2. If from existing staff resources, number of staff hours: N/A
-

Legal

1. Legal Requirement: Statutory Requirement
 2. Call-in: Applicable
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected): N/A
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable
2. Summary of Ward Councillors comments:

3. Background to the Budget

3.1 The vast majority of the Education budget is covered by Dedicated Schools Grant (DSG) which amounts to £277m (estimated in 2019/20) before any recoupment. The controllable budget funded by the Council amounts to £5,775k mainly SEN Transport, a contribution from the Council of £1m to costs in the High Needs DSG block and some statutory functions/staffing. The table below shows the last few years of budgets/outturn.

<u>Education</u>			
	<u>Budget</u>	<u>Outturn</u>	<u>Difference</u>
	<u>£'000</u>	<u>£'000</u>	<u>£'000</u>
<u>2015/16</u>			
Adult Education	-219	-233	-14
Alternative Education and Welfare Service	266	231	-35
Schools and Early Years Commissioning & QA	402	249	-153
SEN & Inclusion	4,835	4,978	143
Strategic Place Planning	229	207	-22
Education Services Grant	-1,650	-1,650	0
Schools Budgets	-1,509	-1,395	114
Other Strategic Functions	133	94	-39
	2,487	2,481	-6
<u>2016/17</u>			
Adult Education	-288	-141	147
Alternative Education and Welfare Service	254	258	4
Schools and Early Years Commissioning & QA	420	458	38
SEN & Inclusion	5,090	5,481	391
Strategic Place Planning	253	211	-42
Education Services Grant	-1,274	-1,274	0
Schools Budgets	-1,222	-1,135	87
Bromley Youth Support Programme	1,536	1,516	-20
Other Strategic Functions	261	246	-15
	5,030	5,620	590

2017/18			
Adult Education	-501	-360	141
Schools and Early Years Commissioning & QA	386	418	32
SEN & Inclusion	5,878	5,583	-295
Strategic Place Planning	98	101	3
Education Services Grant	-166	-166	0
Access and Inclusion	177	185	8
Schools Budgets	-1,282	-1,312	-30
Other Strategic Functions	-94	102	196
	4,496	4,551	55

- 3.2 Over the last few years there has been increased pressure on the DSG, especially the High Needs Block. The introduction of the National Funding Formula (NFF) has further restricted the Council's flexibility in what it can do with DSG funding.
- 3.3 In 2017/18 the Local Authority recognised the increasing demand for provision for children with special educational needs and the consequent cost pressures on the High Needs Block, and put £1m of growth into that budget from Council resources. The paper will discuss in more detail the direction of travel of this funding and if further injections of funding will be required.
- 3.4 This should be seen in the context of the overall financial strategy. Ongoing austerity and reductions in government funding mean that the Council needs to fund efficiencies and savings across the organisation. Education is a small part of the overall budget. It has in the past contributed to the overall position either by making savings or by limiting growth as far as possible thereby offsetting the need for reductions elsewhere in the Department/Council. The Council is projecting a £40m+ deficit in the next five years.

4.0 Current 2018/19 forecast

- 4.1 The total Council budget for Education is £5,775k; with a projected overspend for 2018/19 of £34k. This is partially offset by underspends in other areas of the division mainly to do with staffing, vacancy levels and additional collection of transport income from other authorities. Details are contained in the table below.
- 4.2 The overspend in Adult Education results from a failure to achieve income targets since the service was reorganised. Most of the provision is funded by government grant and is focused on work related training. A small number of personal development courses are funded entirely through fees.
- 4.3 The provision has been judged to require improvement at both of the last two inspections, the most recent in February 2017. Investment of £80k in 2017/18 has marked a step change in the drive to tackle the improvements, enabling the purchase of basic learning resources and, critically, curriculum leader capacity to improve the quality of teaching and learning. The impact is evident in the marked improvement in educational outcomes in 2018 and an up-turn in learner numbers and retention rates.

2018/19			
	Budget	Outturn	Difference
	£'000	£'000	£'000
Adult Education	-525	-373	152
Schools and Early Years Commissioning & QA	529	496	-33
SEN & Inclusion	6,555	6,439	-116
Strategic Place Planning	96	96	0
Access and Inclusion	130	161	31
Schools Budgets	-1,348	-1,348	0
Other Strategic Functions	338	338	0
	5,775	5,809	34

- 4.4 The DSG is currently predicted to overspend by £354k. Details of the overspend are highlighted in the table below.

Bulge Classes	-128
Classroom Hire	224
Early Year Support	-8
Primary Support Team	-43
Home & Hospital	112
Alternative Provision	-205
Education Welfare Officers	18
Late Adjustment to DSG Recoupment	83
Other Small Balances	-10
SEN Provision	311
Total	354

- 4.5 The Council currently has £1,180k of unspent DSG carried forward into 2018/19. The Grant conditions allow that the grant can be carried forward to support future years expenditure. Of the £1,180k available, £188k has been allocated to support the central DSG services in year. Additionally £166k of the carry forward amount has been set aside for a claw back of the early years funding. This, together with the £354k in year overspend gives an estimated DSG balance at the end of the financial year of £472k.

5. How good is forecasting

- 5.1 Forecasting is robust. Using data sources and knowledge from the service at the time of budget preparation an accurate figure can be ascertained. Finance meet with the service on a regular basis and this feeds into the monitoring process each quarter which is then reported to Members. However for the most part, the service is responding to the special educational and other additional needs of the cohort of children and is demand led, making precise projections challenging although it is possible to analyse trends and to predict on that basis.

6. Population Growth

- 6.1 In Bromley, the population is set to grow by around 10% in the next ten years from 333,017 in 2017 to 364,600 in 2027. Children and young people (0-25 years) make up more than one in

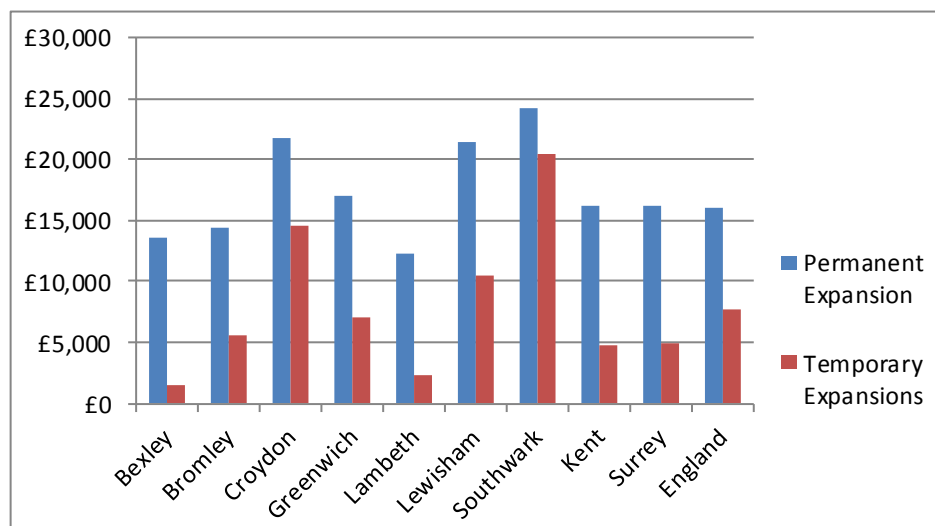
four of the population (96,400, 28.9%) and this is projected to continue through to 2027 (106,200, 29.1%).

- 6.2 The population of school aged children grew by 8.45% between 2010 and 2018 (56,189-60,939). It is predicted to grow by a further 8.45% by 2025 (66,089).
- 6.3 The Council has received £77.8m in Basic Need funding since 2011 to enable it to meet its statutory duty for providing sufficient school places.
- 6.4 As of July 2018 projects with a value of £60.8m had been completed through the Council's Basic Need programme. £47.9m of this funding came from Basic Need Capital Grant and £12.9m from other sources. Between 2009/10 and 2018/19 this has delivered 3,015 new permanent and 1,635 temporary places. The table below summarises the key scheme completed.

Bromley Beacon Academy	New vocational school for KS4 & KS5	80
Castlecombe Primary School	Expansion from 1 to 2FE in KS2 to create admissions link with Dorset Road Infant School	120
Churchfields Primary School	Expansion of School from 1 to 2 FE	210
Clare House Primary School	Expansion of School from 1 to 2 FE	210
Edgebury Primary School	Expansion of School from 1 to 2 FE	210
Glebe	Expansion by 2 FE specialist ASD provision	104
Harris Primary Academy Beckenham	Re-organisation of school from 3FE infant to 1FE primary School	-
Harris Primary Academy Crystal Palace	Expansion of School from 1 to 2 FE	210
Leesons Primary School	Expansion of School from 1 to 2 FE	210
Midfield Primary School	Expansion of School from 1 to 2 FE	210
Parish CE Primary School	Expansion of School from 2 to 3 FE	210
Poverest Primary School	Expansion of School from 1 to 2 FE	210
Riverside School	Expansion of 1 FE specialist ASD provision	52
St George's Bickley CE Primary School	Expansion of school from 1.5FE to 2FE	105
St Paul's Cray CE Primary	Expansion of School from 1 to 2 FE	210
Worsley Bridge Primary School	Expansion of School from 2 to 3 FE	210

Comparative cost per place of permanent and temporary school expansions during 2015/16

6.5 The table below provides comparison of the cost per place between Bromley, its neighbouring authorities and all England. Based on most recent data the cost of creating a permanent school place in Bromley is £14,376 compared to a national average of £16,088 and a temporary place £5,334 compared with £7,751.



Source: DFE 2017 Basic Need Scorecard

6.6 However, it should be noted that as Bromley has moved through the delivery of its Basic Need programme, the projects have become more complex with the need to increasingly infill and build above existing premises as opposed to making use of surplus capacity and providing new discreet blocks.

Accuracy of Bromley School Place Planning Forecasting

6.7 A key feature of the effectiveness of Bromley’s programme is the ability to forecast demand effectively. As part of their monitoring of school capacity data (SCAP) the DfE provides a measure of the accuracy of Council’s forecasting the need for new school places through its basic need scorecard.

Primary

6.8 Bromley short and medium term forecasts for school places are both accurate within 1.5%, with both showing a small over forecast. As can be seen this margin of error compares favourably with other authorities.

	2013/14 to 2014/15	2014/15 to 2015/16	2015/16 to 2016/17		
			Bromley	England	
				Largest underforecast	Largest over forecast
1 Year Ahead	+0.4%	+0.3%	+1.4%	-6.2%	+8.5%
3 Years Ahead	-0.9%	+2.5%	+0.7%	-4.9%	+12.5%

6.9 Comparative data on the growth and demand for primary school places and the accuracy of forecasting.

	Growth in Primary Pupil Numbers 2009/10 to 2019/20	Estimated Spare Places in 2019/20	Forecast Accuracy 1 year Ahead	Forecast Accuracy 3 years Ahead
Bexley	25%	4.4%	+1.4%	+0.8%
Bromley	19%	8.1%	+1.4%	+0.7%
Croydon	25%	16.2%	+1.6%	n/a
Greenwich	36%	8.7%	+0.8%	+6.7%
Lambeth	23%	14.1%	+8.5%	+4.1%
Lewisham	30%	11.8%	+1.8%	+5%
Southwark	23%	13.7%	+1.7%	+7.7%
Kent	21%	8.4%	-0.1%	+1.7%
Surrey	23%	6.8%	+2.1%	+2%

Secondary

6.10 The table below sets provides data on the growth and demand for primary school places and the accuracy of forecasting.

6.11 Whilst the short term forecast is in-line with other authorities the DfE have identified and over forecast in future growth. This has been reflected in recent data from the GLA that whilst still projecting significant increase in need is below the projections provided in 2015 and 2019.

	Growth in Secondary Pupil Numbers 2009/10 to 2019/20	Estimated Spare Places in 2019/20	Forecast Accuracy 1 year Ahead	Forecast Accuracy 3 years Ahead
Bexley	15.0%	10.3%	+2.4%	+2.9%
Bromley	7.0%	4.2%	+2.4%	+6.9%
Croydon	44.0%	14.5%	-0.2%	+2.8%
Greenwich	39%	8.1%	+0.4%	+1.8%
Lambeth	69.0%	6.6%	+0.1%	+16.6%
Lewisham	40.0%	9.9%	+3.6%	+8.8%
Southwark	176.0%	11.6%	+0.5%	-0.2%
Kent	18.0%	7.4%	+0.7%	+0.5%
Surrey	7.5%	10.0%	+1.4%	+3.9%

Places created in good and outstanding schools

6.12 Government policy is that wherever possible new places should be created in good or outstanding schools. It is not always possible to achieve this aim and in the past Bromley has expanded schools that have subsequently been categorised as RI. In the most recent period all new places created were in good or outstanding schools.

	2011/12 to 2012/13	2012/13 to 2013/14	2013/14 to 2014/15	2014/15 to 2015/16	2015/16 to 2016/17
New Places Created	1,201	1871	485	780	300
Bromley	87%	65%	88%	77%	100%
England	79%	80%	85%	92%	91%

7. Children with special educational needs and/or disabilities

7.1 In the same period (2010-2018), the number of children with special educational needs requiring an Education, Health and Care Plan (EHCP) has increased by 12%, above the rate of population growth, with a steeper increase (15%) since 2014. At the same time, the age range for EHCPs has been extended from 0-19 to 0-25 years (hence 111 young adults with EHCPs in table below). Although, the increase in Bromley has been lower than national (40%) the rate nationally is slowing while in Bromley it continues to rise.

July 2018	EHCP or statement
Under 5	47
5 – 10	675
11 - 15	786
16 - 19	535
20 - 25	111
Total	2,154

- 7.2 There were 422 requests for statutory assessment during 2017, a 56% increase on the previous year. Of these 105 (25%) were refused (23% nationally) but 31 of these decisions were subsequently challenged successfully at the SEN/D Tribunal. The number of assessments undertaken increased from 202 in 2016 to 271 during 2017 and 99% resulted in an EHCP (national and London averages are 93%).
- 7.3 Speech, language and communication are identified as the primary need for 41% of children in Bromley who have an ECHP and two thirds of the children with an EHCP require speech and language therapy. This is a much higher proportion than nationally and is in marked contrast with the outcomes of developmental checks at age 2 and educational assessments of children at age 5. A further 26% of children with EHCPs have an Autistic Spectrum Disorder (ASD) identified as their primary need.
- 7.4 This group of children is more likely to be placed in non-maintained and independent special schools.
- 7.5 Responding to the needs of children, Bromley has increased places in its good and outstanding special schools (236 more places since 2010) but this provision is full, resulting in more children being placed outside the borough and, frequently in non-maintained and independent schools because provision in other LA schools is also full. Bromley places more children with EHCPs in the non-maintained and independent sector than nationally (6% of Bromley children in 2017 compared with 3.8% nationally). The cost of these placements has increased by 20% since 2014 and accounts for 26% of Bromley's spend on SEN placements for 11% of the children with EHCPs.

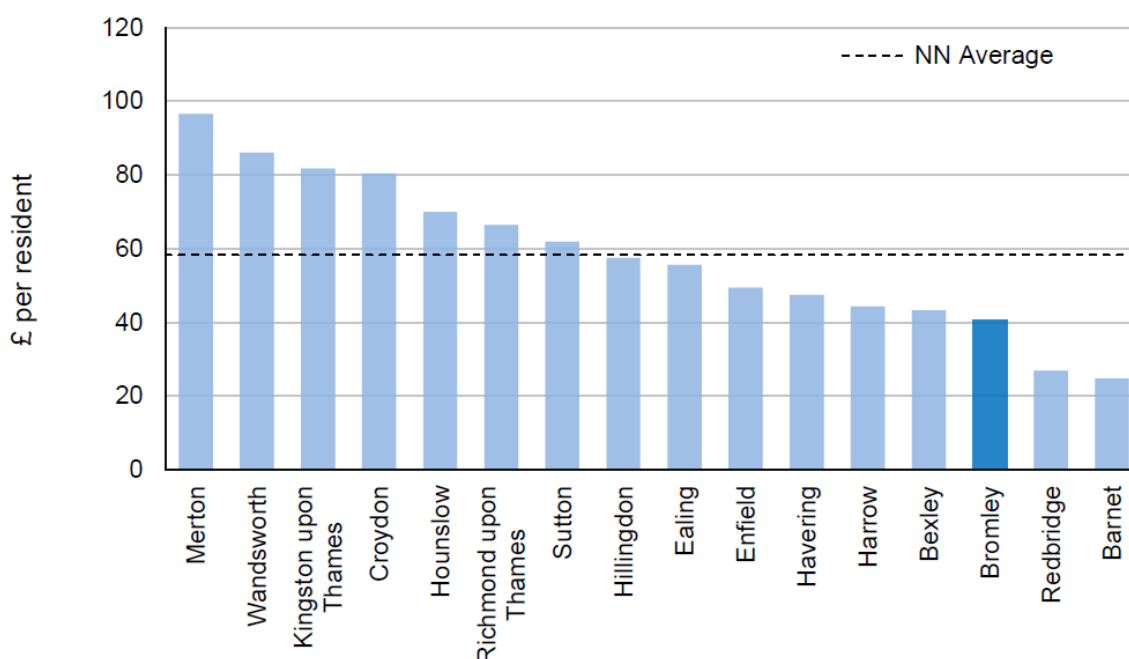
7.6 During the 2016/17 school year, 17 children under the age of 11 were excluded permanently from school. This is a much higher rate than nationally and led to challenge by the DfE. In 2017/18, 2 children were excluded permanently (plus one carried over from 2016/17). The challenge now is for schools and the Local Authority to sustain the progress in primary schools with support from Primary Outreach Service (funded by the Local Authority for two years). Permanent exclusions from secondary schools, having reduced to below London and national rates, are increasing and similar intervention through alternative provision is being considered.

8. Benchmarking

8.1 Another tool that is used is benchmarking against other authorities

8.2 The findings of the LGFutures Financial Intelligence Toolkit¹ using Revenue Account (RA) data for 2018/19 show that LBB spends on Education (excluding schools) £41 per 0-19 resident 30% lower when compared to our nearest neighbours.

Chart 4 - Unit Costs for Education, Excluding Schools (NN Group)



8.3 Levels of expenditure can also be derived from S251 data, which looks at all expenditure including all schools (Academies as well). The detail is in Appendix 1. This shows that whilst Bromley has low spend (one of the lowest in London) there are pockets of expenditure where we spend above the average for London. For example, expenditure on non-maintained and Independent provision is £174 per head (based on the 0-19 aged population) compared with the lowest at £32 (Newham) and the highest at £213 (Merton). Bromley's spend is 4th highest in London. This is contained within the High Needs Block of the DSG.

8.4 Average costs of independent placements are:-

<u>Independent Provision</u>			
		<u>Number</u>	
Independent Day	185	6	
Independent boarding	26	2	

8.5 This compares to an average cost of a place in a special school of £27k. It is worth noting that the quality of Bromley special schools (all judged good and outstanding by Ofsted) is frequently better than the quality of provision in non-maintained and independent schools.

9. Dedicated Schools Block - Risks

9.1 It can be seen from the above that there are growth issues. These are in the main contained within the DSG, and in particular the High Needs Block.

9.2 The Dedicated Schools Grant (DSG) is estimated to be £278m in 2019/20.

9.3 It is split into four distinct blocks:-

i) Schools Block £207m - (goes to all mainstream schools including academies)

ii) High Needs Block £48m - (goes to SEN schools/settings but also pays for independent provision and other SEN services)

iii) Early Years Block £21m - (pays for early years provision across the borough)

iv) Central Block £2m - (pays for residual central LA services, statutory/regulatory duties)

9.4 The funding blocks are now very rigid in terms of the flexibility available to move funding between blocks to assist with funding issues. Prior to 2018/19 there was the ability to do this. However with the introduction of the National Funding Formula (NFF), this is now more difficult to achieve.

9.5 In 2018/19 the Department for Education (DfE) agreed that Bromley could transfer (a disapplication request) £1m from the Schools Block to the High Needs Block in order to balance the budget and meet ongoing pressures. This was a one year agreement only. In 2019/20 the pressures remain and although we are expecting £1m of additional DSG funding, Bromley are expecting further demand challenges to be filtering through. Therefore a request to continue the transfer will be made in 2019/20.

9.6 Legislation allows that 0.5% of the schools block funding can be transferred to the high needs block with the Schools Forum approval ($£207m \times 0.5\% = £1.035m$). If the Schools Forum does not approve the transfer then the Council can apply for a disapplication request from DfE. Councils can apply for more than 0.5% but the Schools Forum cannot make the decision on this and these applications can only be agreed by the DfE.

9.7 In the 2018/19 financial year the Schools Forum turned down the Councils application, but the Council successfully applied to DfE for a disapplication. This in effect moved the funding from one block to another (it does not have any effect on the Council bottom line and is not Council tax funded). However, because of mounting pressures in the High Needs Block the Council contributed £1m of Council funds to the budget in addition to the £1m transferred from the Schools Block.

9.8 There continues to be additional pressures across DSG due to increasing demand, pupil growth and additional in borough placements, etc. The service has identified some mitigation (see paragraph 11) to this growth but this does not cover all of the growth issues.

- 9.9 Early indications suggest that LBB will get an additional £1m of DSG High Needs Block grant in 2019/20. This is assumed in the budget. It is assumed in the budget that the £1m funding from 2018/19 from the Council continues for the High Needs Block. It is also assumed that the £1m from the Schools (via the schools Block) that was utilised in 2018/19 also continues in the High Needs Block. Even with these assumptions, there is still a shortfall of around £856k (after mitigation identified so far) in the High Needs Block which the Council will have to fund as growth in 2019/20.
- 9.10 There is a shortfall of £250k in the Central DSG block. There is also growth of £335k in Core funded activities in 2019/20. The expenditure across the DSG Blocks is detailed in Appendix 2. If DfE refuse our disapplication request then the Councils contribution will rise to £3.441m in 2019/20. It is therefore not unreasonable for the Council to ask for a continuation of the funding considering the amount that the Council is adding as growth.
- 9.11 It should be noted that the ability to transfer £1m from the Schools Block to the High Needs Block may cease after 2019/20. This depends on whether the government move towards a 'hard NFF' which means that the movement of funding is not permitted. However this may need primary legislation to enact.
- 9.12 Prior to 2018/19 all DSG related activities were funded from the DSG grant.

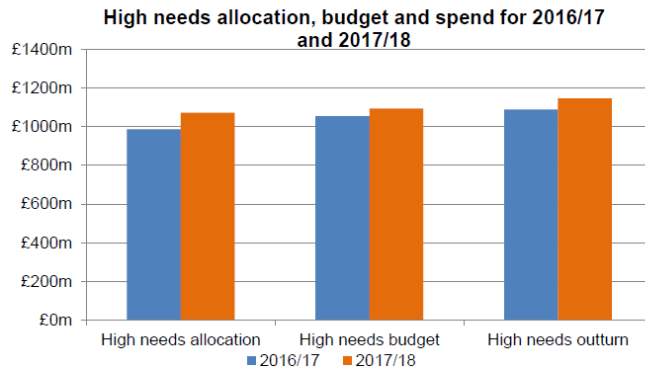
10. High Needs Block – A national issue

- 10.1 The issue of a funding shortfall in the High Needs Block is not just a Bromley issue. Nationally there are problems with High Needs expenditure due to increasing demands, greater need and grant funding not aligning with expenditure.
- 10.2 London Councils have recently carried out some work in this area which shows that, in London at least, this is a major cause for concern amongst the Boroughs. In the tables below it shows that across London there was a £74.4m shortfall. The Bromley figure was a deficit of £1.3m (or 3.5% of the allocation)

High needs block – 2017/18 shortfall

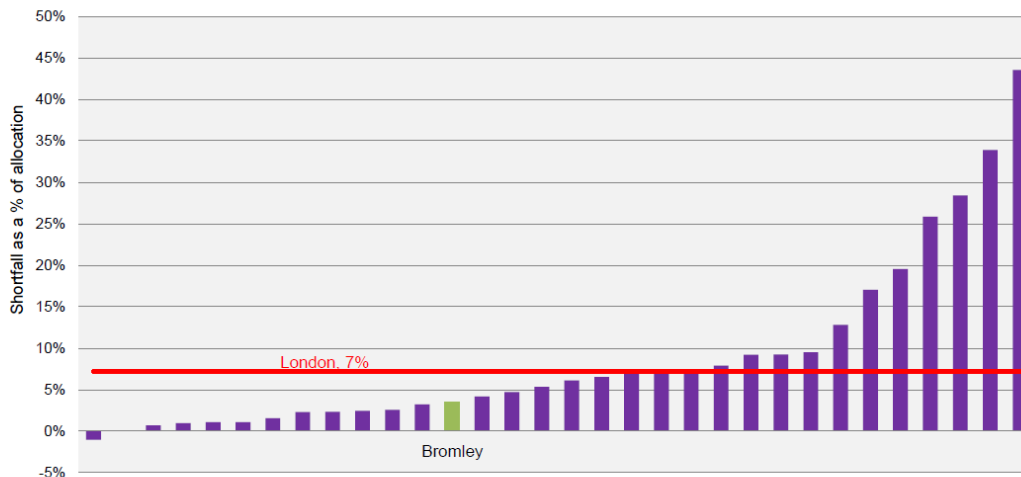
	Allocation shortfall	Budget overspend
Total shortfall/overspend (of boroughs overspending)	£74.4m	£55.7m
Overspend as a % of allocation/budget	7%	6%
Number of boroughs overspending	31	27

Sample: 32 boroughs



- All but one LBs reported an overspend vs allocations in 2017/18 (an increase of five since 2016/17)
- The aggregate funding shortfall is **£74.4m** (down by 36% since 2016/17 across those 30 LBs)
- Allocations increased by 8.6% and outturn spend by 5.2% from 2016/17 to 2017/18
- This year (2018-19) allocations have only increased by 3.7%

High needs block – 2017/18 outturn v allocation by borough



- Borough ranged from a surplus of 1% of allocation to a shortfall of 44% of allocation.
- Seven boroughs have a shortfall of over 10%

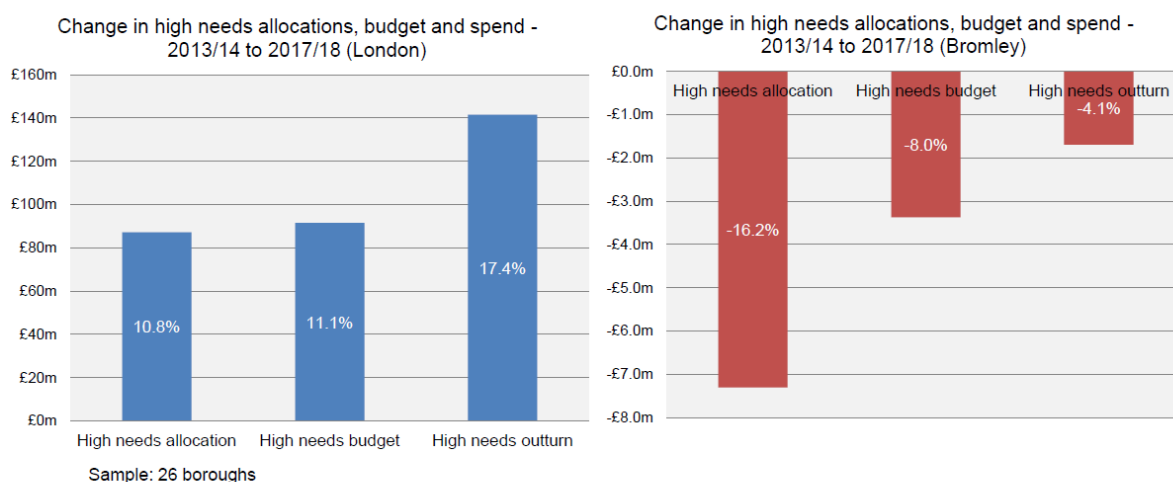
10.3 The London Council's work shows how funding for the High Needs Block has moved over the last five years and the adverse impact for Bromley compared to other London Boroughs. In

2016/17 effectively the High Needs Block was supporting an overspend in the Schools Block – the DSG was set with an overall overspend in that year as it was agreed with the Schools Forum and Members in order to redistribute some of the DSG underspend from previous years to schools. However in March 2017 the DFE undertook a re-baselining exercise which resulted in too much funding moving from the High Needs Block to the Schools Block as it did not take account of the reserves that were being used to support the overspend in the Schools Block. This in effect froze allocations across the different DSG blocks. As a result of this there were insufficient funds in the High Needs Block to cover the expenditure for 2017/18 which required a movement of approximately £1m from the Schools Block to cover this.

10.4 The table below outlines this and shows the reduction in grant, budget and outturn that Bromley have had to manage compared to other London Boroughs.

10.5 Further analysis from London Councils is detailed in Appendix 3

High needs block – trend since 2013/14



- Across 26 boroughs providing high needs data for 2013/14 and 2017/18, high needs allocations have increased by £87.2m (11%), budgets by £91.5m (11%) and outturn by £141.6m (17%)

11. Growth and Mitigation

11.1 Current growth and mitigation assumptions are listed below for Education. These are draft at this stage and will need further development:-

EDUCATION				
GROWTH	2019/20	2020/21	2021/22	2022/23
	£'000	£'000	£'000	£'000
FULL YEAR EFFECT	130	130	130	130
PLACEMENTS, ETC	2,217	3,594	4,971	6,348
DSG CONTRIBUTION LOSS	0	1,000	1,000	1,000
ALTERNATIVE PROVISION	250	250	0	0
ACCESS INCLUSION	120	120	120	120
SEN TRANSPORT RETENDER COST PRESSURES	205	320	378	405
CENTRAL SERVICES BLOCK SHORTFALL (DSG)	250	250	250	250
	3,172	5,664	6,849	8,253
MITIGATION				
REDUCTION IN PLACEMENTS	0	-51	-476	-1,075
REDUCTION IN EHCP GROWTH	-731	-1,462	-2,193	-2,924
ADDITIONAL IN BOROUGH SEN PROVISION	0	0	0	-500
ADDITIONAL HNB FUNDING FROM DFE (2019/20 CONFIRMED)	-1,000	-1,000	-1,000	-1,000
	-1,731	-2,513	-3,669	-5,499
NET GROWTH	1,441	3,151	3,180	2,754

11.2 Discussions are held with the service and debated. The service is challenged on growth and mitigation through Officer challenge sessions. This is then debated by Members before being finally agreed through the Committee process. It can be seen that there is significant growth being predicted even after mitigating actions. It is assumed at this stage there will be no further increases in DSG grant and therefore any financial burden will rest with the Council who will have to fund this from Council funds.

- 11.3 An external review of arrangements for special educational needs which resulted in the Bromley SEN/D Vision and Priorities highlighted the need to:
- match the pattern local provision to the pattern of need so that children can grow up and go to school within their community.
 - use existing resources more effectively to support placements in mainstream schools, as far possible.

Actions already underway to achieve this change include:

11.3.1 Service Level Agreements have been put in place for all Additionally Resource Provision in the mainstream schools to ensure places are utilised efficiently and that the provision better matches the needs of Bromley children.

11.3.2 Recognising the gap in local provision for children with ASD and associated needs (including high levels of anxiety and behaviours that challenge), the LA has bid for DfE funding to establish a new junior special school providing 54 places. If the bid is successful, the new school is planned to open for the 2020/21 academic year. Financial modelling indicates that the new school could contribute to the planned overall reduction in expenditure by more

children being placed within the borough's provision rather than non-maintained independent schools). These estimates (£500k saving by 2022/23) are included in the table at paragraph 11.2.

- 11.3.3 Speech and language therapy is being re-commissioned, with an interim arrangement in place now, to support children better in mainstream and special schools in borough. In re-organising the SEN Advisory Service (see below) we will create a post of SEN advisory teacher specialising in speech, language and communication.
- 11.3.4 SEN support teams are being unified in a single SEN Advisory Service to provide strategic and practical support to mainstream early years settings, schools and colleges. The service will provide advice and support for children from birth to 25 years, their parents and their children.
- 11.3.5 Following successful investment in a Primary (school) Outreach Service planning is underway for a similar short term investment to develop, in collaboration with secondary schools an alternative provision offer for 14-16 year olds to reduce the use of permanent exclusion and the need for subsequent specialist provision.
- 11.3.6 In partnership with Bromley CCG, LBB made a CAMHS Trailblazer application for DoH grant to develop school based CAMHS support. One of the expected outcomes is to help sustain the placements of children with social, emotional and mental health needs in their local mainstream school.
- 11.3.7 Despite increase demand for statutory assessment of special educational needs since 2014, the structure of the SEN Service has not been reviewed with the result that the service is overstretched, with high caseloads and inefficient processes reliant on paper records. We have re-aligned existing resources to create a new post of Casework Manager post to oversee and improve quality of assessments, decision making and plans. This will provide a more robust basis from which to challenge the rate of conversion of assessments to plans
- 11.4 There are two further areas where mitigation action is required to improve the efficiency and effectiveness of arrangements for special educational needs and to ensure that children are placed in the provision they need to support their progress and development.
- 11.4.1 Appeals to the SEN/D Tribunal are increasing in Bromley and nationally and the financial risk from each challenge can be significant. The average additional cost incurred from failing to defend a Tribunal case in 2017/18 was £24k per year. When considering that many of the cases lead to a change in placement for 10 or more years, the cost can be very substantial. Bromley Legal Services are seeking to recruit a suitably experienced lawyer (filling a vacant post). A dedicated lawyer for education would allow work to begin as soon as appeals are lodged and should reduce the cost of counsel.
- 11.4.2 Parents say that one of the attractions of independent settings is well-integrated and consistent therapy provision. The LA is working with the CCG to re-commission speech and language therapy (see above) but a comprehensive review of the therapy offer for children with special educational needs and / or disability is required.
- 11.5 Bromley's SEN/D Vision and Priorities states:

"Our vision in Bromley is to have a well-planned continuum of provision that meets the needs of children who have SEN/D, from birth to age 25, and their families. We believe that Bromley children should have their needs met as far as possible within their local community."

Many parents tell us that they would prefer their children to attend a local school, in their local community. Our intention is to develop local provision to meet the changing needs of our population. This means not just educational provision but health services, particularly integrated therapies and wrap around activities out of school hours and respite care (i.e., short breaks) which improves the quality of life for some of our most vulnerable children and their families.

12. Are Baseline Budgets realistic?

- 12.1 Baseline budgets are realistic, but are taken at a point in time and it is assumed that the appropriate agreed management actions take place. This needs to be monitored closely.
- 12.2 If management action is not achieved or there is a slight deviation from plans then there is likely to be budgetary issues. Challenging management action/savings/efficiencies are set by the Council across all divisions in order to balance the budget
- 12.3 The Education budget is a small proportion of the overall budget of the Council in net terms. However with continued demand, especially in the High Needs area of the budget and the fact that DSG grant appears to be insufficient to meet expenditure requirements, Education is a risk area with growth emerging in the following few years. This needs to be looked at this as part of the MTFS.
- 12.4 The Council needs to find £40m+ in the next five years and in order to balance budget savings and efficiencies will need to be found. Difficult choices are ahead. These are being worked through at Officer level at the moment.

Non-Applicable Sections:	Impact on Vulnerable Adults and Children, and Policy, Financial, Personnel, Legal and Procurement Implications
Background Documents: (Access via Contact Officer)	Not Applicable

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	Individual Schools Budget (before Academy recoupment), including high needs place funding (B)	DEDELEGATED ITEMS (A)	1.2.1 Top-up funding – maintained schools (E)	1.2.2 Top-up funding – academies, free schools and colleges (E)	1.2.3 Top-up and other funding – non-maintained and independent providers (E)	1.2.4 Additional high needs targeted funding for mainstream schools and academies (E)	1.2.5 SEN support service (E)	1.2.6 Hospital education services (E)	1.2.7 Other alternative provision services (E)	1.2.8 Support for inclusion (E)	1.2.9 Special schools and PRUs in financial difficulty (E)	1.2.10 PFI/BSF costs at special schools, AP/ PRUs and Post 16 institutions only (E)	1.2.11 Direct payments (SEN and disability) (E)	1.2.12 Carbon reduction allowances (PRUs) (E)	1.2.13 Therapies and other health related services (E)	HN TOTAL (E)	1.3.1 Central expenditure on early years entitlement (D)
Barking and Dagenham	£5,461	£12	£82	£70	£86	£28	£15	£0	£16	£9	£0	£0	£0	£0	£0	£305	£19
Barnet	£4,773	£11	£147	£109	£84	£0	£37	£0	£0	£0	£0	£0	£4	£0	£0	£380	£20
Bexley	£4,397	£23	£67	£170	£110	£0	£31	£0	£0	£3	£0	£0	£0	£0	£0	£382	£13
Brent	£5,221	£20	£320	£55	£94	£0	£36	£0	£9	£22	£0	£11	£0	£0	£6	£554	£12
Bromley	£4,349	£0	£181	£4	£174	£0	£40	£7	£13	£8	£0	£0	£0	£0	£0	£427	£4
Camden	£6,191	£45	£289	£47	£69	£0	£25	£43	£5	£10	£0	£0	£0	£0	£5	£493	£29
Croydon	£4,571	£27	£152	£17	£191	£1	£43	£4	£12	£5	£0	£0	£0	£0	£8	£432	£20
Ealing	£5,039	£20	£307	£17	£57	£6	£14	£2	£28	£16	£0	£0	£38	£0	£16	£501	£24
Enfield	£5,004	£21	£171	£37	£100	£0	£23	£3	£26	£27	£0	£0	£0	£0	£0	£387	£13
Greenwich	£5,682	£40	£102	£194	£51	£13	£75	£33	£20	£51	£0	£0	£0	£0	£0	£538	£25
Hackney	£6,438	£68	£252	£50	£154	£0	£37	£0	£3	£1	£0	£0	£0	£0	£6	£503	£25
Hammersmith and Fulham	£6,367	£86	£144	£88	£42	£26	£23	£18	£12	£2	£0	£0	£0	£0	£1	£356	£24
Haringey	£5,733	£23	£190	£28	£88	£21	£56	£5	£22	£0	£0	£0	£0	£0	£0	£411	£22
Harrow	£4,744	£2	£135	£51	£118	£79	£2	£4	£2	£0	£0	£6	£0	£0	£13	£412	£13
Havering	£4,495	£77	£94	£108	£42	£5	£26	£1	£20	£3	£0	£0	£0	£0	£0	£298	£36
Hillingdon	£4,668	£0	£111	£148	£63	£5	£20	£1	£2	£2	£0	£0	£0	£0	£5	£357	£21
Hounslow	£4,841	£6	£220	£96	£112	£0	£42	£2	£16	£4	£0	£0	£0	£0	£0	£492	£16
Islington	£6,073	£68	£224	£89	£84	£18	£25	£0	£3	£43	£0	£4	£0	£0	£0	£488	£77
Kensington and Chelsea	£5,903	£2	£93	£61	£72	£17	£41	£8	£50	£1	£0	£0	£0	£0	£5	£349	£72
Kingston upon Thames	£4,337	£37	£104	£123	£173	£7	£7	£0	£6	£0	£0	£0	£0	£0	£6	£427	£16
Lambeth	£6,245	£13	£254	£21	£94	£23	£32	£1	£8	£51	£0	£0	£1	£0	£7	£493	£38
Lewisham	£5,739	£61	£374	£62	£85	£0	£27	£3	£7	£26	£0	£0	£0	£0	£1	£586	£14
Merton	£4,814	£85	£229	£11	£213	£5	£19	£1	£8	£27	£0	£0	£0	£0	£11	£524	£34
Newham	£5,928	£16	£179	£131	£32	£0	£39	£0	£23	£0	£0	£0	£7	£0	£0	£411	£13
Redbridge	£4,563	£12	£142	£75	£60	£4	£36	£4	£6	£69	£0	£0	£4	£0	£0	£399	£13
Richmond upon Thames	£4,430	£15	£142	£81	£174	£5	£12	£0	£19	£3	£0	£0	£0	£0	£6	£442	£17
Southwark	£6,259	£149	£285	£95	£77	£10	£22	£0	£31	£0	£0	£0	£0	£0	£3	£523	£14
Sutton	£4,333	£12	£192	£65	£183	£2	£10	£5	£0	£36	£0	£0	£0	£0	£33	£527	£12
Tower Hamlets	£6,711	£25	£297	£19	£75	£0	£61	£6	£31	£0	£0	£1	£0	£0	£0	£489	£18
Waltham Forest	£5,231	£4	£74	£158	£46	£0	£21	£5	£22	£8	£0	£0	£0	£0	£0	£333	£21
Wandsworth	£5,443	£41	£178	£80	£110	£0	£33	£3	£24	£5	£0	£0	£0	£0	£12	£444	£23
Westminster	£5,373	£40	£119	£65	£138	£23	£31	£10	£33	£11	£10	£0	£0	£0	£13	£452	£64

	1.4.1 Contribution to combined budgets (B)	1.4.2 School admission (B)	1.4.3 Servicing of schools forums (B)	1.4.4 Termination of employment costs (B)	1.4.5 Falling Rolls Fund (B)	1.4.6 Capital expenditure from revenue (CERA) (B)	1.4.7 Prudential borrowing costs (B)	1.4.8 Fees to independent schools without SEN (B)	1.4.9 Equal pay - back pay (B)	1.4.10 Pupil growth (B)	1.4.11 SEN transport (B)	1.4.12 Exceptions agreed by Secretary of State (B)	1.4.13 Infant class sizes (B)	1.4.14 Other Items (B)	1.5.1 Education welfare service (B)	1.5.2 Asset management (B)	1.5.3 Statutory/Regulatory duties (B)	1.6.1 Central support services (B)	1.6.2 Education welfare service (B)	1.6.3 Asset management (B)	1.6.4 Statutory/Regulatory duties (B)	1.6.5 Premature retirement cost/Redundancy costs (new provisions) (B)	1.6.6 Monitoring national curriculum assessments (B)	1.7.1 Other Specific Grants (B)	1.8.1 TOTAL SCHOOLS BUDGET (before Academy recoupment) (B)
Barking and Redbridge	£23	£12	£1	£0	£0	£0	£0	£0	£0	£65	£3	£0	£0	£4	£2	£2	£10	£0	£0	£0	£0	£0	£0	£0	£6,094
Barnet	£8	£7	£1	£0	£0	£0	£0	£0	£0	£15	£7	£0	£0	£6	£5	£0	£9	£0	£0	£0	£0	£0	£0	£0	£5,497
Bexley	£19	£6	£0	£0	£0	£0	£0	£0	£0	£19	£0	£0	£0	£4	£2	£2	£9	£0	£0	£0	£5	£0	£0	£0	£5,015
Brent	£16	£14	£1	£12	£0	£0	£0	£0	£0	£60	£0	£0	£0	£4	£0	£0	£0	£2	£2	£0	£2	£0	£0	£0	£6,298
Bromley	£0	£11	£0	£0	£0	£0	£0	£0	£0	£45	£4	£0	£0	£4	£8	£3	£13	£0	£0	£0	£0	£0	£0	£0	£5,074
Camden	£0	£14	£2	£0	£22	£0	£0	£0	£0	£13	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£7,529
Croydon	£0	£21	£1	£4	£0	£0	£49	£10	£0	£55	£4	£0	£0	£4	£1	£10	£1	£0	£0	£0	£0	£0	£0	£61	£5,577
Ealing	£21	£12	£1	£0	£0	£0	£0	£8	£0	£41	£6	£0	£0	£4	£6	£1	£6	£0	£1	£3	£12	£0	£0	£0	£6,022
Enfield	£10	£14	£0	£0	£0	£0	£4	£0	£0	£13	£0	£0	£0	£4	£6	£1	£8	£0	£0	£0	£0	£0	£0	£0	£5,700
Greenwich	£72	£15	£0	£12	£0	£0	£27	£0	£0	£94	£8	£0	£8	£0	£16	£0	£0	£0	£0	£0	£0	£0	£0	£0	£6,935
Hackney	£26	£13	£1	£0	£0	£0	£0	£0	£0	£15	£0	£0	£0	£5	£2	£2	£10	£0	£0	£0	£0	£0	£0	£0	£7,532
Hammersmith and Fulham	£0	£18	£1	£0	£29	£0	£0	£0	£0	£0	£0	£0	£0	£5	£0	£0	£0	£34	£109	£49	£0	£0	£0	£0	£7,350
Haringey	£0	£8	£0	£0	£0	£0	£0	£20	£0	£25	£6	£0	£0	£29	£4	£0	£10	£0	£0	£0	£0	£0	£0	£0	£6,585
Harrow	£0	£19	£0	£0	£0	£0	£0	£0	£0	£7	£5	£0	£54	£0	£5	£4	£5	£0	£0	£0	£0	£0	£0	£0	£5,542
Havering	£5	£12	£1	£0	£10	£2	£0	£0	£0	£64	£0	£0	£1	£4	£2	£1	£10	£0	£0	£1	£7	£0	£0	£0	£5,156
Hillingdon	£13	£6	£0	£0	£0	£0	£0	£6	£0	£31	£0	£0	£0	£1	£9	£2	£3	£0	£0	£0	£0	£0	£0	£0	£5,321
Hounslow	£0	£13	£0	£0	£0	£0	£0	£0	£0	£18	£0	£0	£0	£15	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0	£5,680
Islington	£16	£26	£2	£0	£12	£0	£0	£0	£0	£16	£16	£89	£0	£4	£10	£4	£17	£0	£0	£0	£0	£0	£0	£0	£7,381
Kensington and Chelsea	£0	£21	£3	£8	£7	£0	£0	£3	£0	£14	£0	£0	£0	£0	£0	£0	£14	£0	£0	£0	£0	£0	£0	£0	£6,899
Kingston upon Thames	£6	£9	£0	£0	£0	£5	£0	£0	£0	£30	£0	£0	£0	£4	£0	£0	£13	£0	£2	£0	£0	£0	£0	£0	£5,153
Lambeth	£15	£12	£0	£0	£15	£0	£0	£0	£0	£23	£0	£0	£0	£4	£0	£0	£30	£6	£1	£1	£4	£0	£0	£0	£7,273
Lewisham	£7	£12	£2	£0	£0	£0	£0	£0	£0	£26	£0	£0	£0	£4	£9	£5	£6	£0	£0	£0	£0	£0	£0	£0	£6,907
Merton	£0	£9	£0	£0	£0	£0	£7	£0	£0	£40	£0	£0	£0	£4	£2	£2	£9	£0	£3	£3	£12	£4	£0	£0	£5,950
Newham	£0	£11	£1	£0	£0	£0	£0	£0	£0	£48	£26	£0	£0	£4	£4	£6	£4	£0	£0	£0	£0	£0	£0	£0	£6,694
Redbridge	£45	£17	£0	£14	£0	£28	£9	£0	£0	£40	£0	£0	£0	£4	£0	£0	£13	£0	£0	£0	£0	£0	£0	£0	£5,333
Richmond upon Thames	£2	£7	£0	£0	£0	£3	£0	£0	£0	£35	£0	£0	£0	£4	£0	£0	£14	£0	£0	£0	£0	£0	£0	£0	£5,280
Southwark	£0	£16	£0	£0	£2	£0	£0	£7	£0	£14	£0	£0	£0	£4	£5	£1	£23	£0	£1	£0	£7	£0	£0	£0	£7,316
Sutton	£0	£8	£0	£10	£0	£0	£6	£3	£0	£14	£17	£0	£0	£4	£3	£1	£9	£0	£0	£0	£0	£0	£0	£0	£5,123
Tower Hamlets	£36	£15	£1	£25	£0	£0	£0	£11	£0	£54	£0	£0	£0	£5	£5	£1	£8	£4	£4	£1	£6	£3	£0	£0	£7,773
Waltham Forest	£0	£17	£1	£0	£0	£0	£0	£0	£0	£72	£0	£0	£0	£4	£2	£3	£10	£10	£0	£0	£0	£0	£0	£0	£5,932
Wandsworth	£45	£13	£0	£0	£0	£0	£17	£0	£0	£23	£0	£0	£0	£1	£3	£0	£5	£0	£0	£0	£0	£5	£0	£0	£6,471
Westminster	£0	£19	£0	£43	£19	£0	£0	£2	£0	£20	£81	£0	£0	£0	£0	£0	£9	£0	£0	£0	£0	£0	£0	£0	£6,720

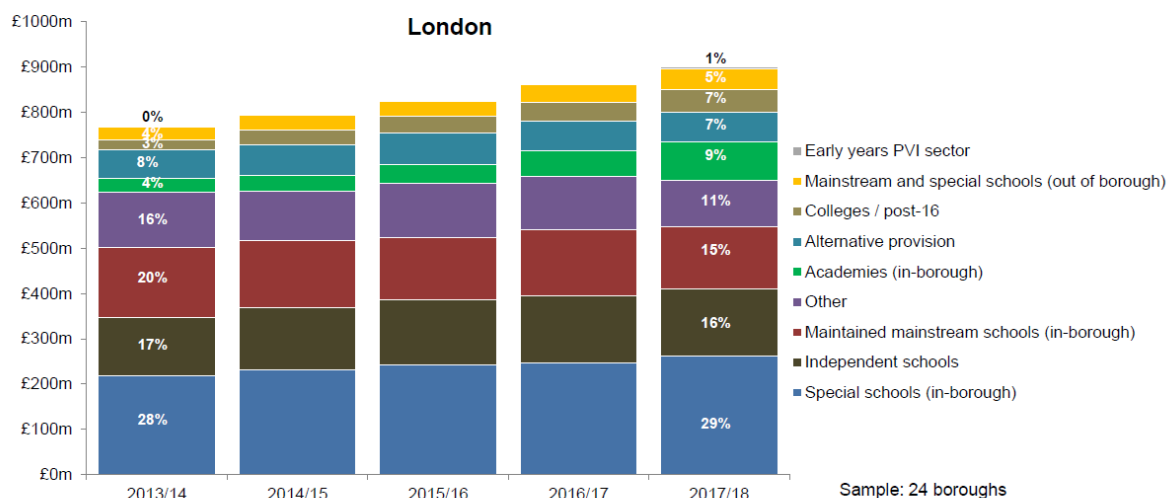
- Pupil Divisors Used
- A - Total pupils aged 3-19 from maintained schools only.
 - B - Total pupils aged 3-19 from maintained schools and all academies.
 - C - Total pupils aged 3-15 from maintained schools and all academies.
 - D - Total population aged between 0-17.
 - E - Total population aged between 0-19.
 - F - Total population aged between 16-18.
 - G - Total population aged between 19-25.

Figures are rounded so may not sum

		2019/20 DSG					
High Needs Block		Early Year Block		Schools Block		Central Schools Services Block	
Income							
Baseline	43,823,068	EY Pupil numbers	5,231	Primary Pupil Numbers	27,403	Pupil Numbers	44,195
HN Pupil numbers	827.5	Baseline £ Per Pupil	4.91	Baseline £ Per Pupil	4,200	Baseline £ Per Pupil	44
Baseline £ Per Pupil import/export	4348.33		570	Total Primary Funding	115,102,193	Central Schools Services Funding	1,915,246
	585,000	3 & 4 Years Old Funding	14,638,880				
High Needs Block Restated	48,006,311	3 & 4 Years Old Additional 15 Hrs	4,699,577	Secondary pupil numbers	17,024	44,426	
Academy Units	-2,164,000	2 Year Old Funding	1,649,448	Baseline £ Per Pupil	5,183		
PRU Places Recoupment	-1,430,000				88,235,213	203,337,406	
High Needs Recoupment	-2,708,333	EY Pupil Premium	91,798	Growth, Premises and mobility	3,486,508		
Academy Post-16 Units	-1,216,667				206,823,914		
	-218,000						
Post 16 Transfer	-1,518,000						
	-9,255,000	EY Disability Access Fund	70,110				
DSG Grant Amount	38,751,311		21,149,813		206,823,914		1,915,246
							268,640,284
Expenditure							
Delegated budgets							
Special Schools - Pre 16 places top up	3,250,000	Maintained	105,000	Academy Recoupment	194,750,176		
Glebe top up	5,193,465			Primary SBS	6,330,480		
BTA Top Up	1,468,577			Secondary SBS	3,044,540		
BBA top up	1,462,725						
Units - Maintained Places	1,962,471						
- LA Funded Academy Places (Vacant)	120,000						
- LA Funded Academy Places - Maintained Top Up	11,667						
- Academy Top Up	179,167						
vacant places saving	85,800						
	1,560,218						
	-163,333						
LA Centrally Managed							
Darrick Wood HIU	351,530	PVI - estimated	13,585,800	Growth	1,598,718	Access and Admissions	594,760
Darrick wood Deaf centre	498,450	PVI - "headroom"	56,930	Falling rolls	100,000	Licences	232,560
Pupil Referral Costs	-95,000	Additional 3 & 4 Year Old Hours	3,449,500			Capital	74,692
Progression Courses	341,170	Add "headroom"	1,080,625				5,020
Home and Alternative Provision	671,350	2 Year Old Cost	2,085,100			Schools Forum	1,020
SEN Support in Mainstream	240,150	EY Pupil Premium	91,798			Pupil Support Advisory Team	237,753
Matrix Funding	2,969,433					Support to Schools	47,100
Social Communication Difficulties Team	247,580	Central Costs				Business Support	118,890
Sensory Support	1,000,140	EY Admin Team	174,950			Workforce Development	25,350
Outreach and Inclusion	227,880					Schools standard	136,800
Specialist Support and Disability Complex Needs Team	243,730						
Phoenix Pre School Service	301,130						
Early Support Programme	1,759,490	SEN Support in Pre Schools	450,000			Formerly ESG Funding	
SEN Transport	91,750					Education Welfare Service	426,480
Special Central	234,600	EY Disability Access Fund	70,110			Asset Management - Education	67,634
Other Statemented	42,322					Statutory / Regulatory Duties - Educa	197,187
SEN Out of Borough Fees	55,020					Overheads (Finance / HR / etc.)	
SEN in Further Education Colleges	13,438,914						
Special Capital	3,800,346						
Inc Support	11,949						
transfer from schools block	44,620			transfer to HN block	1,000,000	Contribution from Council	-250,000
Contribution from council funds	-1,000,000						
	-1,856,000						
Total	38,751,311		21,149,813		206,823,914		1,915,246
							268,640,284
Variance	0		0		0		0

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High needs outturn – breakdown of spend

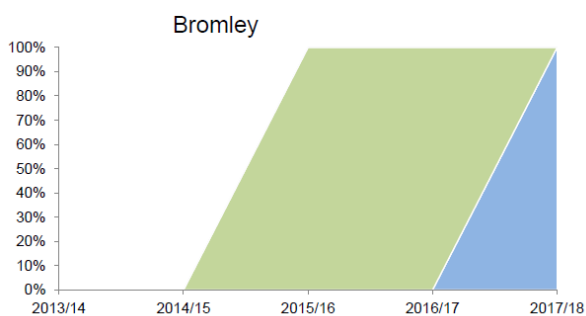
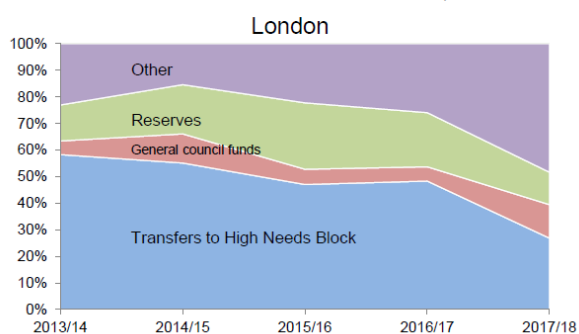


- In-borough special schools (blue) consistently make up a third of high needs spend.
- **In-borough maintained mainstream schools** (purple) make up **6% less** of high needs spend in 2017/18 compared with 2013/14.
- **In-borough academies** (green) make up **5% more** of high needs spend in 2017/18 compared with 2013/14.
- All other categories of spend have remained constant.

Meeting the high needs shortfall



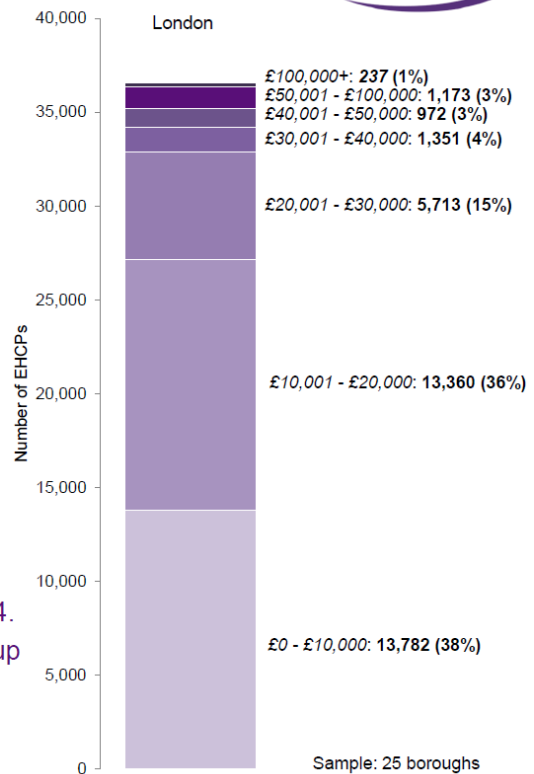
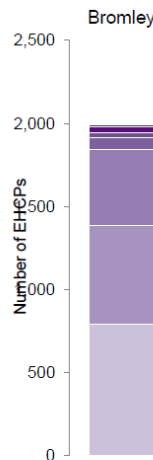
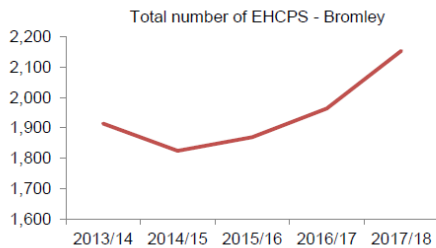
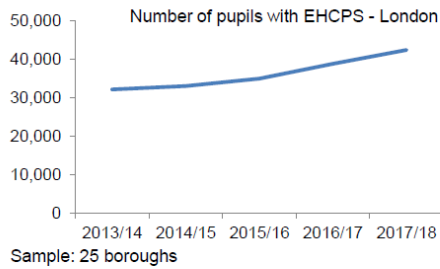
	2013/14	2014/15	2015/16	2016/17	2017/18
Transfers to high needs block within DSG	£14.3m	£25.0m	£35.9m	£50.6m	£19.9m
General council funds	£1.3m	£5.0m	£4.4m	£6.2m	£9.4m
Use of reserves	£3.3m	£8.4m	£19.1m	£22.4m	£9.1m
Other	£5.7m	£7.0m	£17.0m	£27.6m	£36.0m
Sample	26	28	30	32	32



- Following the restriction on transfers to the high needs block, transfers within DSG have made up a decreasing proportion of the shortfall, from funding 58% of the shortfall in 2013/14, to 48% in 2016/17, to 27% in 2017/18.
- Boroughs have relied on other sources of funding.
- Reserves were used to meet 20% of the shortfall in 2016/17, but have decreased to funding 12% of the shortfall in 2017/18.
- Drawing on insight from boroughs, the “other” category is mainly DSG deficits carried forward and use of DSG reserves

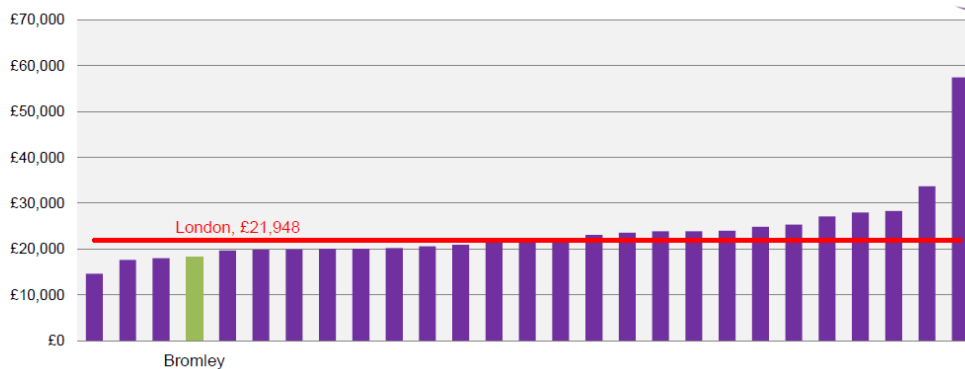


High needs demand

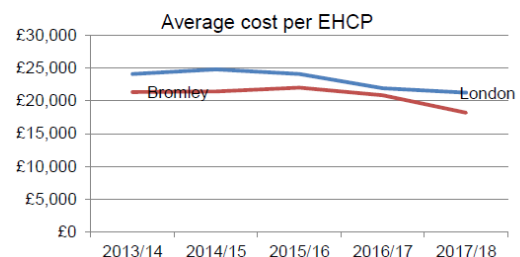


- Across 25 boroughs providing data for all years, pupils with EHCPs has risen by 32% since 2013/14.
- Pupils with an EHCP costing up to £20,000 make up three quarters of all EHCPs.
- 23 boroughs have a total of 237 pupils with an EHCP costing over £100,000 in 2017/18

Average cost per EHCP per borough



- The median cost per EHCP across London is £21,948, with a range of £14,619 to £57,454.
- Across 26 boroughs providing data for 2013/14 and 2017/18, the average cost per EHCP decreased by 12% from 2013/14 to 2017/18
- The average cost per place in independent special schools is over double the average cost per place in maintained/academy special schools



	Maintained Special School	Academy Special School	Independent Special School
Average cost per type of school	£22,025	£22,484	£47,292

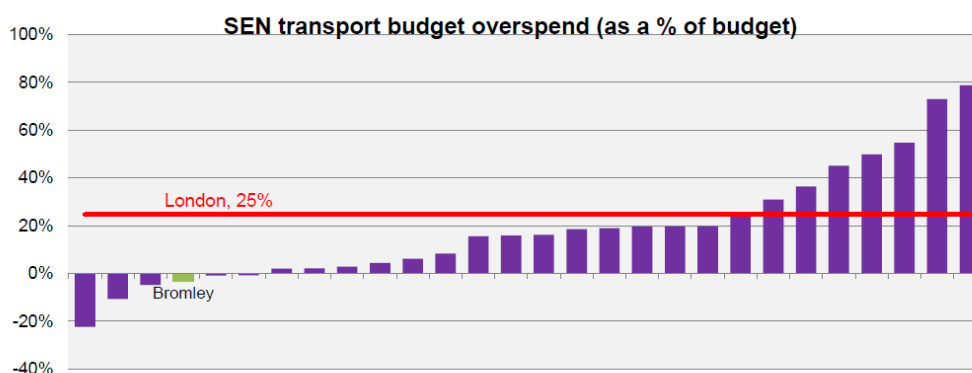
Sample: 21

SEND transport



	Budget	Outturn	Overspend		Number of boroughs overspending
			£	%	
SEN transport (of boroughs overspending)	£79.7m	£99.3m	£19.7m	25%	22

Sample: 28



- SEN transport overspend is £19.7m, or 25% of budget, with 22 out of 28 boroughs recording an overspend
- This is equivalent to £0.9 million per borough
- In 2017/18, borough spend on SEN transport ranged from a 22% budget underspend to a 79% budget overspend.
- Across 23 boroughs providing data in 2013/14 and 2017/18, overspends of those boroughs which are overspending have increased by 104% from £8.6 million in 2013/14 to £17.6 million in 2017/18.

High needs summary



- £74.4 million shortfall in high needs – every borough except one recording a shortfall
- £55.7 million budget overspend across 27 boroughs
- 7 boroughs have a shortfall of over 10% (including one with a 44% shortfall)
- Since 2013/14, spending has increased by 17%, allocations have increased by 11% (across 25 boroughs)
- Fewer resources transferred to the high needs block to fund the shortfall, other methods of making up the shortfall are used
- EHCPs rise by a third
- 75% of EHCPs cost up to £20,000, 25% cost over £20,000
- The average cost per EHCP in independent special schools is more than double the average cost in maintained/academy special schools
- Three quarters of boroughs are overspending in SEN transport averaging £0.9 million per borough

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