





2023 Fair Funding Consultation Survey

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Children's Services Senior Leadership Team











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We want to ensure that school leaders are briefed on the changes taking place nationally within the Dedicated School Grant (Schools Block & High Needs Block) and the proposals in Norfolk for changes for the financial year 2024/25. And to do this in a way that provides the best opportunity to,

- Align to our collective ambition to ensure that all children and young people in Norfolk can FLOURISH
- Align national policy drivers to local delivery plans
- Ensure alignment between School & MAT strategic priorities and those of the Local Authority

YOUR RESPONSE IS HUGELY IMPORTANT

■ Reply at: https://www.schools.norfolk.gov.uk/school-finance/fair-funding-consultation from 3rd October 2023







DfE Announcement

- Late on Friday, the DfE published revised provisional funding allocations for 2024-25 for the schools national funding formulae (NFF).
- The DfE published the schools NFF for 2024-25 in July, but an error was made by DfE officials during the initial calculations of the NFF in relation to forecast pupil numbers, resulting in, effectively, over-allocating the core schools budget by 0.62% compared to the funding available.
- Therefore, the DfE has issued new NFF allocations to correct that error. For Norfolk, this is c. £5.6m less than previously indicated for the Schools Block for 2024-25.
- The DfE have sought to assure that the recalculation of funding will still mean that the teacher pay increase agreed in 2023 will be properly funded, as the percentage increase at a national level is 3.2%. High Needs NFF allocations are unaffected, as are funding streams outside of NFF, including the teachers' pay additional grant (TPAG) the DfE announced in the summer.
- The DfE have also emphasised that schools have not yet received their 2024 to 2025 funding, and so the correction of this error does not mean adjusting any funding that schools have already received.
- However, the LA is very aware that schools are already planning for the medium term and will have been estimating future funding and these estimates are likely to have been over-estimated based upon the July announcement.
- We are aiming to get revised technical papers and written documents, in relation to the Fair Funding consultation, out as soon as possible we will email all schools when these are online.







A challenging time for school and local authority finances

The squeeze on public sector finance is continuing. The challenge for individual schools, settings, multi-academy trusts and the local authority is to balance our collective moral imperative to improve the life chances of all Norfolk children and young people whilst meeting the, often competing, range of statutory duties placed upon us.

The best way to meet this challenge is to work together in a clear, honest and open way. This year the Fair Funding proposals are a combination of technical changes, required to ensure that the Norfolk scheme aligns to the national funding formula, alongside proposals that use our financial drivers to maximise the benefits of the Norfolk DSG pound.

Our collective ambition to ensure that all children and young people in Norfolk can FLOURISH

There is no difference between schools, settings and the local authority in terms of our ambitions for all children and young people. There is, of course, a need to acknowledge that we have different roles to play and that a key difference is the direct work of schools day in day out with individual children and young people compared to children's services with its combination of direct service delivery, commissioning of provision and work through partnerships. Children, young people and their families need us all to find the very best way to ensure that our different roles align, and that the outcome of our collective endeavours is the creation of the best conditions for individual children and young people to flourish throughout their education.







National policy drivers to local delivery plans

The DfE continue to deliver their priorities for education through a combination of national standards, regional oversight and local delivery regardless of whether schools are academies or maintained. This is true for educational attainment priorities and priorities for inclusion. This year, more than most, the need to respond to the combination of national, regional and local priorities within the finances available is challenging. We recognise the impact of inflation across all parts of school budgeting and the shared issue for schools and the LA of the rise in challenging behaviour, exclusions, requests for additional funding and referrals for education health and care plans.

Alignment between School & MAT strategic priorities and those of the Local Authority

Success for individual schools and MATs is measured in terms of the success of your pupils in achieving their potential, measured first and foremost by you and then through Ofsted. This is the same for Children's Services, for children and young people that we support directly their individual progress is our aim and through inspection by Ofsted and the Care Quality Commission a view is formed about our collective endeavours. Our priorities are, at the core, the same. However, the mechanisms to achieve these are often different and day to day, year to year activities do change and can create tensions. The proposal to continue with a 1.5% transfer between the Schools Block and the High Needs block illustrates this perfectly. The in year financial pressure that this can create for individual schools is not underestimated but the medium- and long-term goal is to achieve a sustainable financial model for SEND & AP in Norfolk.







An investment in earlier help and support for children with SEN

Within the proposals in this consultation are options for a transfer of funding between the Schools Block and the High Needs Block. This follows the continued pattern of rising special educational need being seen in Norfolk and nationally and the substantial deficit therefore arising in the HNB which will be familiar to all.

However, what we think is different now is that Norfolk has put in place a truly ambitious programme of work to transform the way support for children with SEN operates and one which crucially gives us the opportunity to invest in earlier help for children and families and to give schools, settings and colleges easier and earlier access to support in working with children with specific needs. This briefing provides some detail about the <u>Local First Inclusion Programme</u> which will see the creation of new teams in all local areas, a transformed landscape of alternative provision as well as the creation of new high-quality SRB and special school provision in Norfolk for those children needing specialist settings. It is a plan which has brought in substantial DFE investment, it is a plan into which the Local Authority is putting substantial investment, and it is a plan which gives us a clear and evidenced based programme to improve outcomes for children whilst also putting the High Needs Block on a sustainable footing.

The plan does also incorporate the proposed transfer of 1.5% from the Schools Block and we are seeking your engagement and support on that topic. We are of course aware of how challenging that is in the current context, but we do think it is essential to make this investment in children with SEN together as a system. We look forward to your feedback on that proposal and on the Local First Inclusion programme as a whole.







Children's Services will be holding online engagement sessions for school leaders and stakeholders to summarise the key elements of this year's proposed funding changes and to provide clarifications on the supporting technical papers. We want to help school leaders to understand the strategic intent of these proposals in addition to the impact at individual school level.

The dates and times of online sessions are as follows:

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Norfolk's mainstream schools funding formula:

- Norfolk has been aligned with the National Funding Formula (NFF) factors and values for since the 2019/20 financial year in preparation for the DfE's long, promised move to a hard funding formula for mainstream schools
- Norfolk's formula includes the use of the Minimum Funding Guarantee (MFG), and for previous years this has been set at the highest permissible level. It is proposed that this continues to protect schools on a like-for-like basis who are seeing a reduction in funding.
- Norfolk's formula has included the use of a hard gains cap, when it is needed, for c. 10 years. This is used where schools are due to see an increase in like-for-like funding but there is insufficient funding in the overall Schools Block to enable to school to see the full gain.
 - This was particularly important as we moved from the historic local factors and values to the NFF factors and values in previously years.
 - More recently, this has been necessary recently due to the Schools Block to High Needs Block transfer
 - Information received indicates that 1 in 6 schools have been affected by the hard gains cap for the 2022-23 where they have gained in the formula due to changes to sparsity funding.







This year the LA is consulting on 3 elements that will directly affect the Fair Funding formula to distribute the Schools Block for mainstream school in Norfolk; these are:

- Funding Cap for schools 'gaining' year-on-year on a like-for-like basis and whether an alternative approach to the 'hard cap' should be implemented.
- Schools Block to High Needs Block 1.5% transfer and the associated disapplication request that will be required (directly linked to Norfolk's Local First Inclusion programme)
- Maintained Schools' Audits (consultation only relevant to LA maintained schools)

The LA is also consulting on the size of the Notional SEN budget, i.e., the proportion of mainstream schools' budgets that is expected to inform school spending decisions regarding SEND.







In addition, we are proposing a change to the High Needs Block funding formula for special schools in relation to GCSE provision

- Whilst not directly affecting mainstream schools, the proposal will increase costs to the high needs block and, therefore, extend the time until the deficit is eliminated and the cumulative deficit is repaid, which is linked to the Schools Block to High Needs Block transfer
- The question also relates to the principle of access to GCSE provision for pupils within special schools

Within the consultation document, information is provided in relation to potential Falling Rolls funding for mainstream schools that Norfolk could implement alongside the Growth Fund. Following changes to the criteria from the DfE, Schools Forum will consider whether to implement a Falling Rolls fund in Norfolk. If you have views that you would like to be considered, then please speak to a Member of Schools Forum

Some schools are also early years providers for which there is an additional, concurrent consultation in relation to early education entitlements, particularly key given the expansion announced by central Government to entitlements from 9 months old



2023 Fair Funding Consultation Survey

- Funding Cap
- Maintained Schools' Audits
- Schools Block to High Needs Block 1.5%
 Transfer
- Notional SEN
- Special School Funding GCSE Provision











Funding Cap

The LA is reviewing the use of a funding cap on gains again for 2024-25 following requests from multiple schools.

In recent years, a funding cap has been used to enable the LA to mirror the NFF unit values and methodologies whilst making a Schools Block to High Needs Block transfer.

During 2022-23 and 2023-24, the 'hard cap' approach has particularly impacted on small rural schools who have gained eligibility for significant sparsity allocations following the change from 'crow flies' to road distances, along with a distance taper calculation, as a criteria for that funding factor.

Based upon the NFF factors and values, they expected to see large gains that have, effectively, become delayed and, potentially, will be spread over many years.

A similar issue could apply to other factors if/when there are changes in the methodology within the NFF that target additional amounts to specific school types, although sparsity is thought to be the most notable example of this because of the impact of its deduction from the prior year's protected funding baseline.







To resolve this issue for 2024-25 and future years, the LA is consulting schools on alternatives to the use of a hard funding cap in Norfolk.

During the 2023-24 Fair Funding process, the LA did consult on alternative options, but the response rate was extremely low, which meant that Schools Forum did not have clear input from both a significant number and wide range of schools / Trusts in order to enable them to make a recommendation on behalf of all mainstream schools and to be able to understand the consequences to schools of their decision.

In turn, this meant that the LA concluded that they had no mandate to make a change from the status quo of a 'hard cap' for 2023-24.

The LA wishes to revisit this question afresh for 2024-25 having continued to receive significant feedback from affected schools and it becoming apparent that there are a growing number of schools affected, particularly small rural schools who are reporting that they are unable to remain viable without this funding source.

The LA will be seeking a recommendation from Schools Forum in November before making a final decision on arrangements for 2024-25, and to support this it is key that there is a good response rate from a wide range and number of schools / Trusts







Maintained Schools' Audit

Members of Schools Forum has requested that the LA consider a top-slice of funding for internal audits for maintained schools, to ensure all schools undertake audits as part of good financial management.

Maintained schools are required to have a traded audit at least once every 5 years as well as a financial health check. If not, they will be automatically red RAG rated. However, they can buy this audit from a provider of their choosing. As a comparison, academies are audited every year and pay directly for these.

Internal audits come under 'responsibilities held by local authorities for maintained schools' and can be funded from maintained schools' budgets with agreement of the maintained schools' members of Schools Forums.

This part of the consultation relates to LA maintained schools only, covering primary, secondary and nurseries with each sector being able to make their own decision.







Local First Inclusion

Norfolk's 'safety valve' response with the DfE - 2023 to 2029

Fair Funding proposals for FY2024/25









Schools Block to High Needs Block 1.5% transfer / disapplication request (within Local First Inclusion programme)

Norfolk is part of the Department for Education (DfE) 'Safety Valve' programme as part of the ongoing plan to return the High Needs Block of the Dedicated Schools Grant (DSG) to a balanced budget, due to the ongoing and significant pressure for specialist placements and SEND provision overall.

In Norfolk the Local First Inclusion programme of work is our 'safety valve' plan.

Local First Inclusion has secured joint DfE and NCC revenue and capital funding with a parallel focus on meeting needs earlier and more effectively within local inclusive mainstream education whilst continuing to build and develop more state-funded special schools and specialist resource bases.

We are also investing in more 'free at the point of delivery' teams to provide advice, guidance and direct support within a new 'zone' approach to locality working. This is a six-year programme and requires significant partnership working between children's services and school leaders to ensure that we deliver the ambitions of the programme but, critically, embed these for the long term.







The Local First Inclusion Programme is all about improving outcomes for children and young people with SEND ensuring, wherever possible and appropriate, they can attend school close to their home/in their community with the support they need to make progress in their learning alongside other children of the same age.

Local First Inclusion is a six-year programme that has been agreed by the Secretary of State, as part of the DfE 'safety valve' programme, securing DfE investment of £70m alongside NCC investment of c. £35m. This investment is aimed at ensuring we can collectively improve assessment, support, services and provision for children and young people with SEND whilst also achieving a balanced High Needs Block budget over the medium / long term.

This six-year programme is ambitious and complex. To ensure that we can deliver on our aims and objectives and the outputs and outcomes signed off by the Secretary of State, we have designed a programme of 80 projects within 5 overarching workstreams:

- Workstream 1 Mainstream School Inclusion, Culture and Practice
- Workstream 2 Early Help & Inclusion / School & Community Teams
- Workstream 3 School Led Alternative Provision Models
- Workstream 4 Commissioning/Using Independent Sector Differently
- Workstream 5 SEND Sufficiency & Capital Delivery







Norfolk was invited into the 'safety valve' programme in May 2022 and the culmination of the negotiation resulted in a published agreement by the **DfE**, following Secretary of State approval, in March 2023. The combined investment within this programme is over £100m revenue (DfE & NCC) in addition to new capital funding agreed by the DfE in excess of £25m.

Norfolk's Plan...Aims and Objectives

Aim:

- Local First Inclusion system approach
- Improving and expanding the landscape of SEND provision across Norfolk
- Achieving a balanced in-year budget for the High Needs Block by 2027/2028

Objectives:

- Tackling current, and reducing future, demand
- Re-shaping the landscape of provision shifting left away from high cost/Independent non-maintained
- Redirecting pupil flow from high-cost/low quality independent specialist to state-funded special, resourcebase and mainstream
- Intervening earlier, more holistically to prevent escalation of need
- Improving confidence in mainstream provision to meet need
- Increasing accountability and incentivising mainstream inclusion
- Increasing local, maintained specialist provision/ alternative provision within the mainstream
- Driving down costs through improved focus on commissioning and contract management















The single biggest factor in our current and historic budget pressure in the High Needs Block is our overreliance on high-cost independent sector specialist provision.

By building more statefunded special schools and specialist resource bases we will 'shift-left' to value for money Good & Outstanding provision.

But, to ensure that we can sustain improvements for both children & young people and the budget we must also focus on local mainstream inclusion.

Shifting our demand pattern – "shift left"

Through our strategic workstreams we will create a 'shift left' to ensure that all children's needs are met early and at the most effective tariff of cost possible. To reduce the reliance on the independent sector (which drives the deficit) we need to strengthen and invest in the capacity of mainstream schools, early help and our own specialist provision simultaneously

Mainstream provision: EY, schools, academies, post 16 colleges

School led additional support (SEN Support) Additional inschool support





We will pump-prime SEN Support from the HNB during Years 1,2,3 of Norfolk SV via an increased transfer of Schools Block + increasing HNB Element 3 funding. Investing more here in terms of element 3 funding to challenge and empower schools to provide the right help themselves.

Tapering this down during years 4,5,6.

Package of wider inclusion challenge and support services



We will invest more here from HNB and pooling of NCC early help frevenue to expand the capacity to wrap help around schools to support children with additional needs.

Reducing EHCP referrals.

Specialist provision

Specialist Resource Base State-funded Special School



We will extend our current capital programme + DfE capital waves to create sufficient capacity in state-funded specialist provision to permanently disrupt the independent market.

This will step-back children in addition to stopping new admissions to independent sector

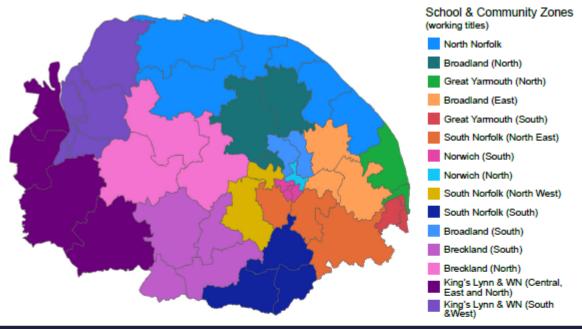
Independent Sector Specialist Education



We will stop placements in high cost / low quality INMSS schools.

We will engage 'local' independent schools who provide value for money.

Norfolk School & Community Zones



There arearound 40
...with an average of 26
School & ...and around 11500
children & young people per zone.

Each zone will have a new team with an initial focus on children with SEND and other emerging needs – to support inclusion in mainstream and prevent escalation. These teams will be a significant new element of the SEND / early help landscape.

Over time the offer for each zone will **expand to incorporate more services**. These zones will also be a key geography to engage schools and early years settings and support collaboration.

What to expect next from school and community teams.....

• **Introductions:** Team Managers will be contacting all schools, sharing information about the team and the offer throughout the autumn term.

• **Core Consultations:** Joining every EPSS core consultation for termly meetings.

 Service delivery: School & Community teams will take requests for support from Consultations, Inclusion Team, & Family Hub.

 Transition: Early Years transition support for cohort of children not in receipt of an EHCP, receive SEND support.









Norfolk's Local First Inclusion plan includes significant financial levers reflecting the planned transformation of the system that will enable the High Needs Block in Norfolk to be brought back to an in-year balanced position and, ultimately, for the cumulative deficit to be repaid. These key financial levers identified for the DfE in the plan can be summarised as:

- Increased investment in mainstream support (Element 3): c. £27m pa 28/29 vs £20m pa 22/23
- Increased specialist resource base provision: c. £20m pa 28/29 vs £6m pa 22/23
- Increased maintained special school provision: c. £60m pa 28/29 vs £46m pa 22/23
- Investment in high needs framework/infrastructure, Community and School Cluster Teams including parent link workers: c. £5m pa 28/29 vs c. £2m pa 22/23
- Reduced use of independent special school provision: c. £4m pa 28/29 vs £43m pa 22/23
- Reduced use of 'other provisions': c. £2m pa 28/29 vs £5m pa 22/23

The inclusion of an ongoing Schools Block to High Needs Block transfer within the LA's DSG Management Plan neither preempts any decision by Schools Forum or by the Secretary of State (in the case of a disapplication request), nor does it suggest that the local authority is of the view that a block transfer is in the best interests of mainstream schools. Under the current grant conditions of the DSG, the LA is expected to manage the DSG through recouping any overspend from future DSG income, including via Schools Block to High Needs Block transfer. The proposed transfer within the DSG Management Plan is proposed at a level that would mean that all individual schools would expect a cash increase (on a like-for-like basis currently using October 2022 Census data).







The DfE have indicated that Norfolk's share of increased High Needs Block funding should be in the region of £4.859m for 2024-25, with a provisional total of £139.713m. As ongoing transfers between the Schools Block and High Needs Block are suggested to expedite recovery of the DSG deficit, we are required to consult with schools and with the Schools Forum and to submit a disapplication, if required, for the movement of funding between DSG blocks to the Department of Education (to be discussed at Schools Forum on 22nd November). This requires the consultation to proceed on the following basis:

- Schools are provided with our best possible financial modelling based on current information and assumptions
- An assumption that Norfolk's High Needs Block income will be in the region of £139.713m for 2024-25 as provided by provisional information published by the DfE, although following work carried out to check Import/Export data utilised by the DfE over the summer, the LA expects that the import/export funding within the final High Needs Block to be increased by £0.792m for both 2023-24 and the 2024-25 allocations.

In addition, based on an increasing number of special school places in the October'23 census it is estimated that a further £1m may be received within the 2024-25 allocation (indicative allocation has been based on October'22 census data).

Any updates to the High Needs Block allocation for 2024-25 will not be confirmed until December. In the LA's LFI plan, High Needs Block funding of £141.474m had been estimated for 2024-25. It is expected that the final HN Block allocation in December should end up being closer to this original estimate, once the adjustments mentioned above have been taken into account.







Norfolk's Local First Inclusion programme is our response to the DfE 'safety valve' funding agreement and marks the next phase in our overall SEND strategic improvement

- Building on our previous £120million NCC capital SEND & AP Transformation Programme
- Builds on the successful outcome of our Ofsted/CQC Written Statement of Action Revisit
- It complements fully our Area SEND Strategy

Norfolk's Local First Inclusion programme is an opportunity for investment in mainstream inclusion and expansion of specialist provision equally, therefore, it requires significant joint working between the LA and school leaders to deliver the 6 year programme, as agreed with the DfE.

- £70.0 million investment from DfE (+ capital for 2 x special schools)
- £32.5 million investment from NCC (+ ongoing £120 million capital)

There is recognition from the DfE and Norfolk Children's Services that an ongoing 1.5% SB to HNB Transfer is required to support the overall financial plan. Equally, there is recognition that this can appear to be at odds with our request that mainstream schools are even more inclusive, acknowledging that moving funding in the short-term is challenging.

However, if a transfer does occur for all six years of the Local First Inclusion Programme the total transfer (£64m over 6 years) does result in a far greater re-investment for mainstream schools (£309m over 6 years):

- £173m 'top-up' Element 3
- £41m specialist staff within School & Community teams
- £95m SRBs







Notional SEN

The DfE have issued updated operational guidance for Notional SEN to LAs and this requires a proactive consideration of the proportion of funding within the Schools Block and individual school budgets.

As a reminder, the Notional SEN budget is not a budget that is separate from a school's overall budget share. It is an identified amount within a maintained school's delegated budget share or an academy's general annual grant. It is intended to inform school's spending decisions and is neither a target nor a constraint on a school's duty to use its 'best endeavours' to secure special provision for its pupils with SEND.

The duty on Local Authorities is to decide, following discussions and consultation with schools and Schools Forum, what size the Notional SEN budget should be and to ensure that this is kept under review. The DfE recommend that all LAs undertake a review of their calculation for 2024-25. NCC have set out previously to the Schools Forum that Norfolk's percentage allocation is relatively low compared to the national picture and, for 2023-24, the LA recommended that any proposed change to Notional SEN would be deferred until the initial impact of Local First Inclusion was experienced by schools. However, the LA is now of the view that a move to increase the Notional SEN funding in line with the national average over a three-year period should now be considered and assessed.







Notional SEN

The DfE have provided national data on Notional SEN for 2023-24, with 75% of authorities allocating between 5% and 15% of their Schools Block funding as Notional SEN. Across all authorities the average is 11.5%. In Norfolk, the percentage allocation of Notional SEN is currently 6.6%.

The consultation survey sets out two options:

- maintaining the status quo for a further year, to allow time for the impact of Local First Inclusion programme to bed in further
- move towards the national average incrementally over a 3-year period, with an increase of approximately 1% in FY2024/25

A technical paper issued as part of the consultation provides an estimate of the impact of the different options at individual school level. Based on the indicative level of formula funding for 2024-25, the existing Notional SEN amounts per factor would need to be uplifted to give the same starting percentage of 6.61% as in 2023-24 in order to maintain the same proportion, which would give a Notional SEN total of £41.6m for 2024/25







Special School Funding – GCSE Provision

The top-up model for special schools was reviewed two years ago but, at the time, no resources were specifically identified to recognise the costs incurred by special schools to support pupils to study and sit a high number of GCSEs (greater than 5), where this was appropriate for them to do so.

Therefore, the LA has been asked to undertake a review of this specific element.

The proposed solution will incur additional costs for the High Needs Block due to it requiring distribution of additional resources rather than redistribution of existing special school resources.

Due to the impact that any additional costs will have upon the DSG Management Plan (and the level of DSG block transfers to be requested from the Schools Block in future years), mainstream schools as well as special schools are invited to respond to the proposals affecting special schools' funding.

In addition, a review of special schools' residential funding was requested due to the significant period of time since it was last reviewed. Work is ongoing with the review group and there may be a possible, separate consultation later in the Autumn term if a proposed solution is identified. This may also increase the resources required by special schools from the HNB rather than being a distribution of additional resources.







Children's Services will be holding online engagement sessions for school leaders and stakeholders to summarise the key elements of this year's proposed funding changes and to provide clarifications on the supporting technical papers. We want to help school leaders to understand the strategic intent of these proposals in addition to the impact at individual school level.

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THE 2024 FAIR FUNDING SURVEY AND CONSULTATION TAKES PLACE BETWEEN:

3rd October to 31st October 2023

YOUR RESPONSE IS IMPORTANT

Reply at: https://www.schools.norfolk.gov.uk/school-finance/fair-funding-consultation

from 3rd October 2023