

Special Schools Funding Formula Review

Document for consultation

(Dates 22nd November to 13th December 2022)

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1. Background

The current funding formula came into effect in the 2019-20 financial year following a fundamental review carried out to create a clear and transparent funding model to deliver a core educational offer to schools in Powys.

The funding formula should be subject to ongoing review and should underpin the local authority's vision for the education of its school pupils, as set out in the Strategy for Transforming Education in Powys 2020-2032, with learner entitlement at its core.

2. Aims and scope

The proposals on which we are consulting are intended to support a move to a pupil-led formula whilst also securing stability for Special Schools across Powys. This should provide a stable, transparent and equitable funding arrangement for Special schools, which will:

- Create a **more equitable provision for all learners** across Powys
- **Support the aspirations of the transformation programme**
- **Support all learners** including helping **offset the effects of disadvantage**
- **Support a collaborative schools' community** which offers effective professional learning to facilitate the self improving system.
- **Support inclusion and bilingualism, and promote access to excellence for all learners.**

These proposals will apply to Special schools only. Work on reviewing the formula for Primary schools took place in 2021. Proposals for the funding formula for Secondary phase schools are set out in a separate consultation document.

3. Process

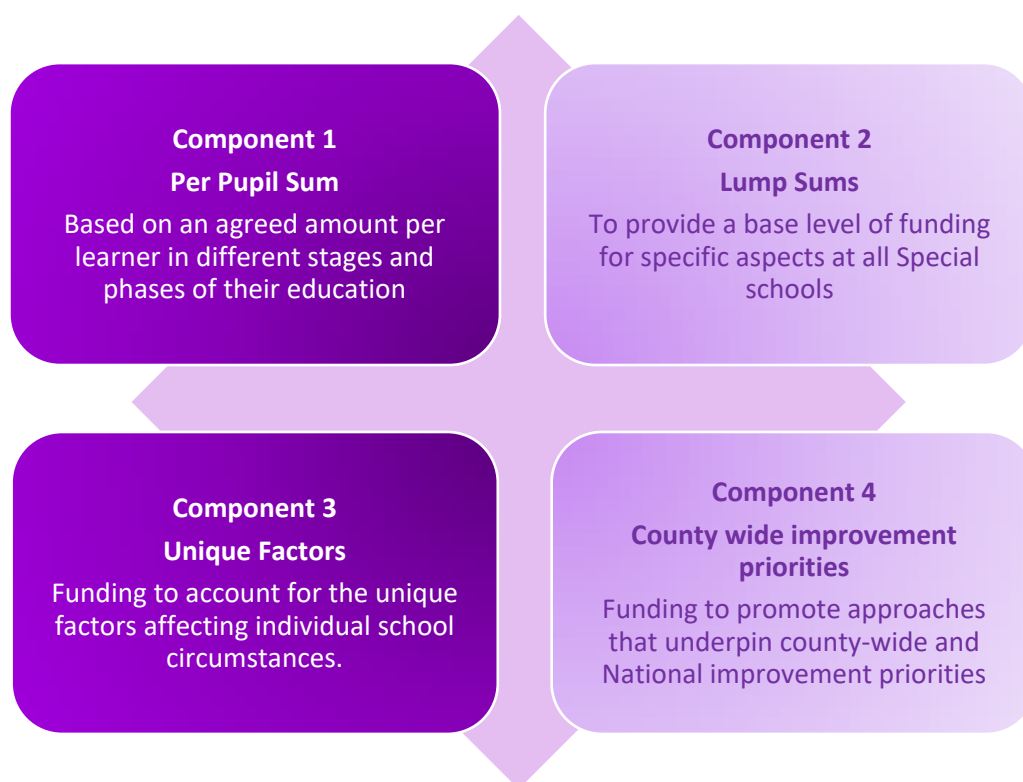
The Formula Review Group was established with a range of stakeholders. The group has been meeting with Council officers since June 2021 to review the formula and develop proposals for consultation, although work on the secondary phase formula paused during the Autumn term 2021 and Spring term 2022 while work focussed on the primary phase formula.

During the 2021 the group looked at developing models and some "reasonableness" testing, refining options and proposals which underpinned the development of the primary formula. This work continued for the secondary phase formula from July 2022 over the summer leading to the development of a set of proposals for this consultation.

Council officers and the group also looked in depth at other Local Authority funding formulae across Wales to aid with the proposals.

4. Designing the new funding formula for Special Schools

The proposed revised formula has been broken down into four component led funding streams, as per the diagram below. Each component of the formula is described in detail within this consultation paper.



5. Pupil Numbers

Pupil count date is the Friday in the first week following the October Half Term. These numbers will be used to fund the Summer term and the predicted leavers/starters in the September will be adjusted for in the initial funding pack.

All Special schools will be funded for the estimated intake in the September using a predicted Band 3 (if band is unknown), an adjustment will then be made in September to reflect the actual intake and bands of the pupils.

Question C1: Do you agree with the pupil number proposal as a basis for funding Special schools?

Question C2: Please provide any comments you wish to make in relation to the pupil number proposals.

6. Component 1 – Per pupil sum

Distributes a per pupil sum to each school – based on an agreed amount per learner in different Bands of Learning Difficulty. This sum should cover the costs of running an inclusive school that can provide for the needs of all learners.

Appendix A sets out the methodology for calculating the per pupil sum for each Band of Learning Difficulty and includes the following areas:

- Teachers incl. PPA

- Teaching Assistants
- Mid-day Supervisors
- Supply
- SLAs
- Premises: 6.3 sqm per pupil at £52 per square metre

All parameters must meet regulatory requirements, respecting health and safety guidelines and workload management needs.

Question C3: Do you agree with the Banding Criteria used to allocate Bands to pupils?

Question C4: Do you agree with the ratios used and funding method for the teacher funding calculation included in the Per Pupil Allocation?

Question C5: Do you agree with the supply calculation included in the Per Pupil Allocation?

Question C6: Do you agree with the ratios and funding method for the teaching assistants calculation included in the Per Pupil Allocation?

Question C7: Do you agree with the ratios and funding method for the Midday Supervision calculation included in the Per Pupil Allocation?

Question C8: Do you agree with the funding method for the capitation calculation included in the Per Pupil Allocation?

Question C9: Do you agree with the changes to the SLA funding calculation included in the Per Pupil Allocation?

Question C10: Do you agree with the changes to the premises funding calculation included in the Per Pupil Allocation?

Question C11: Do you agree with the methodology for funding additional pupils mainstream level?

Question C12: Please list any other elements that you think should be included in component 1.

Question C13: Please provide any comments you wish to make in relation to the pupil number proposals.

7. Component 2: Lump Sums

These are lump sums awarded to the schools in relation to Component 1 but funded on a lump sum basis rather than per pupil. Details of the basis for each lump sum and its

calculation can be found at Appendix B – Description of the Special School Funding Formula.

Question C14: Do you agree with the basis/calculation of the leadership and management lump sum as set out in the consultation document?

Question C15: Do you agree that the ISR for Special schools is based on the number of pupils within the 5 new bands proposed rather than basing the range on the number of pupils at each Key stage?

Question C16: Do you agree with the basis /calculation of the administration lump sum as set out in the consultation document?

Question C17: Do you agree with the basis of the grounds lump sum as set out in the consultation document?

Question C18: Please list any other elements that you think should be included.

Question C19: Please provide any comments you wish to make in relation to Component 2 – Lump Sums.

8. Component 3: Unique Factors

These are funding adjustments made to the Component 1 pupil led funding to account for the unique factors affecting individual school circumstances.

Powys County Council has a significant range of differences between its schools e.g. size, condition of buildings.

This component is designed to ensure that learners in all schools have an equity of provision. Items listed here provide additional sums to reflect matters that are unique to individual schools.

The description of these funding adjustments is in Appendix B (Component 3 section – Unique factors).

There is no proposed change to the Statutory testing funding.

Question C20: Do you agree that there should be a class size top up for the Special Sector?

Question C21: Do you agree with how the proposed surplus sqm top up is funded for the Special Sector?

Question C22: Do you agree that there should be a building condition top up?

Question C23: Do you agree with the proposed Site Layout / Safeguarding funding for the Special Sector?

Question C24: Do you agree with how the Grounds area adjustment is funded?

Question C25: Do you agree with continuing the current funding arrangements for non-domestic rates and statutory testing?

Question C26: Do you agree with a hydro pool allowance for Special Schools?

Question C27: Please provide any comments on the proposals for Component 3 – Unique Factors, or any other elements that should be included.

9. Component 4: County wide and national improvement priorities

This Component provides additional sums to promote approaches that underpin county-wide and broader improvement priorities, linked to the National Mission, Regional School Improvement Grant and so on.

This entire section of the proposed formula will develop over time to ensure the formula moves forward with the priorities and vision of the council and of the Welsh education system.

For the Special Schools Funding Formula, the funding of satellite provision will be made through Component 4 as the provision is expanded across the county.

Question C28: Do you agree with the provision of funding for a teacher and a Higher Level Teaching Assistant (HLTA) for satellite provision?

10. Implementation

Changes to a distribution method will cause changes to individual schools' total funding. How this is managed is key to a school being able to ensure continuity and smooth transitioning for the staff and pupils and should take account of the scale of redistribution.

It is proposed that the implementation of the proposed formula is carried out within the 2023-24 financial year, phased in as follows:

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- Year 1 2023-24 = April to August old formula (5/12ths), September to March new formula (7/12ths)
- Year 2 2024-25 = Full implementation of new formula

Question C29: Do you agree that the implementation of the new formula should be phased in this way?

Question C30: Do you agree with the proposed phasing over 2 years?

Question C31: What other comments about the Special School Funding Formula would you wish to make??

Appendix A: Methodology for initial Per Pupil Allocation – Special Sector

To arrive at the initial Per Pupil Allocation the funding was built up of the elements listed below for a school with 92 pupils. The Per Pupil Allocations will be applied across all special schools based on their pupil numbers.

For future years, the per pupil allocations will be inflated by a single inflation factor (to be determined each year).

Component 1 – Per Pupil Allocation	Proposed Basis for a per pupil sum to each school – based on an agreed amount per learner in the different bands of learning difficulties. This sum is to cover the costs of running an inclusive school that can provide for the needs of all learners																	
Teachers	<p>A school has funding based on the following ratios:</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: left;">BAND OF LEARNING DIFFICULTY</th> <th style="text-align: center;">No. of Pupils to teacher Ratio</th> <th style="text-align: center;">Teacher Cost per pupil</th> </tr> </thead> <tbody> <tr> <td>1 Profound and multiple learning difficulties</td> <td style="text-align: center;">5</td> <td style="text-align: center;">14,212</td> </tr> <tr> <td>2 Severe communication difficulties</td> <td style="text-align: center;">7</td> <td style="text-align: center;">10,152</td> </tr> <tr> <td>3 Severe emotional and Behavioural difficulties</td> <td style="text-align: center;">8</td> <td style="text-align: center;">8,883</td> </tr> <tr> <td>4 Severe developmental Difficulties</td> <td style="text-align: center;">10</td> <td style="text-align: center;">7,106</td> </tr> </tbody> </table> <p>The above ratios dictate the notional number of Teachers to be funded in the model school. The cost per pupil is then funded at approx. UPS3 plus SEN 2 allowance. This is then uplifted by 10% to allow for PPA.</p>			BAND OF LEARNING DIFFICULTY	No. of Pupils to teacher Ratio	Teacher Cost per pupil	1 Profound and multiple learning difficulties	5	14,212	2 Severe communication difficulties	7	10,152	3 Severe emotional and Behavioural difficulties	8	8,883	4 Severe developmental Difficulties	10	7,106
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Supply	£710 per FTE funded Teacher.																	
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Mid-day supervisors			NO. of Pupils to MDS Ratio	MDS Cost per pupil
	BAND OF LEARNING DIFFICULTY			
	1 Profound and multiple learning difficulties		1	2,336
	2 Severe communication difficulties		3	779
	3 Severe emotional and Behavioural difficulties		6	389
	4 Severe developmental Difficulties		9	260
	The above ratios dictate the notional number of MDS's to be funded in the model school. The cost per pupil is then funded at 1hr per day, term time only, Grade 3.			
Capitation	£644 for each funded pupil.			
Service Level Agreement (SLAs) / core package	Funded at £119 per pupil			
All premises costs including grounds but excluding Rates and Statutory testing	6.3 sqm internal area allowed per pupil (in line with Building Bulletin recommendations) funded at £52 per square metre for Premises costs. Funded at 90% of the standard internal floor area required for the pupil numbers at the school.			

Appendix B: Description of Powys School Fair Funding Formula Special schools

Pupil Numbers

Pupil counting date is the Friday in the first week following the October Half Term. These numbers will be used to fund the summer term and the predicted leavers/starters in the September will be adjusted for in the initial funding pack.

All Special schools will be funded for the estimated intake in the September using a predicted Band 3 (if band is unknown), an adjustment will then be made in September to reflect the actual intake and bands of the pupils.

Component 1 - Curriculum Led Funding Streams	Basis for a per pupil sum to each school – based on an agreed amount per learner in different Bands of Learning Difficulty. This sum to cover the costs of running an inclusive school that can provide for the needs of all learners. (Criteria for Band allocation is detailed below description)
Per pupil funding for Component 1 is applied to all Special school pupils based on actual pupil numbers as per note above.	
The amounts per pupil for 22-23 are as follows (subject to final inflationary uplifts)	
BAND OF LEARNING DIFFICULTY	PER PUPIL FUNDING
1 Profound and multiple learning difficulties (PMLD)	£6,318
2 Severe communication and Interaction Difficulties (SCID)	£8,090
3 Severe Social, Emotional and Behavioural Difficulties (SEBD)	£3,281
4 Severe Learning Difficulties (SLD)	£0,317
5 Additional pupils mainstream level *	Per Pupil Allocation + mainstream band led funding
*These pupils are funded at the current per pupil amount from the Primary / Secondary formula plus mainstream band led funding	

Component 2 - Lump Sums	These are lump sums awarded to the schools in relation to Component 1 but funded on a lump sum rather than per pupil.
Leadership and Management Lump sum	<p>Each school is given a lump sum for leadership and management costs based on the following principles</p> <ul style="list-style-type: none"> • 100% Non-teaching Head funded at top of ISR range for school • 100% Non-teaching Deputy funded at top of ISR range for school • 1 x Assistant head non-teaching plus 1 x 50% non-teaching Assistant head (outreach) at top of ISR range for school • 3 x 1A TLR lump sum (responsibility for standards and progress) • 1 x HLTA Family liaison officer <p>NB The calculation for the ISR range would be amended and based on the number of pupils in each of the 5 bands proposed rather than pupils at each key stage.</p>
Admin Lump sum	<p>Each school is given a lump sum for Administration staff made up of the following</p> <ul style="list-style-type: none"> • 1 x Business manager (Grade 12) • 1 x Admin support (Grade 4)
Grounds Lump sum	<p>Each school is given a Grounds lump sum of £855 calculated on an average SQM of 15000 per site funded at 10% of site area funded at £0.57 per SQM (£0.57 per SQM is the average cost of the current schools maintaining the grounds).</p> <p>Example</p> <p>Grounds area = 15000 10% = 1500SQM x £0.57=£855</p>
Component 3 – Unique factors	These are funding adjustments made to the Component 1 pupil led funding to account for the unique factors affecting individual school circumstances.

<p>1. Class Size top up</p>	<p>This is a top up to ensure that the following elements within the pupil led funding are sufficient to run the classes needed.</p> <ul style="list-style-type: none"> • Teacher top up • LSA top up • MDS top up <p>Working example</p> <table border="1" data-bbox="592 577 1401 819"> <thead> <tr> <th></th> <th>FTE funded through Component 1</th> <th>FTE needed for classes</th> <th>FTE top up required</th> </tr> </thead> <tbody> <tr> <td>Teachers</td> <td>6.42</td> <td>7.00</td> <td>0.58</td> </tr> <tr> <td>LSA</td> <td>9.50</td> <td>10.00</td> <td>0.50</td> </tr> <tr> <td>MDS</td> <td>9.50</td> <td>10.00</td> <td>0.50</td> </tr> </tbody> </table> <p>These top ups are then funded at the rates used in Component 1</p>		FTE funded through Component 1	FTE needed for classes	FTE top up required	Teachers	6.42	7.00	0.58	LSA	9.50	10.00	0.50	MDS	9.50	10.00	0.50
	FTE funded through Component 1	FTE needed for classes	FTE top up required														
Teachers	6.42	7.00	0.58														
LSA	9.50	10.00	0.50														
MDS	9.50	10.00	0.50														
<p>2. Surplus SQM</p>	<p>Top up provided for any schools where the actual floor area SQM is higher than the standard per pupil SQM funded in Component 1. Funded at £52 per “surplus” SQM (up to 90% of the internal floor area).</p>																
<p>3. Building Condition</p>	<p>This % uplift is applied to the total premises funding after the surplus SQM top up to account for the condition of the building.</p> <p style="text-align: center;">Condition A 0%</p> <p style="text-align: center;">Condition B 1%</p> <p style="text-align: center;">Condition C 2%</p> <p style="text-align: center;">Condition D 3%</p>																
<p>4. Site Layout/Safeguarding risk mitigation funding</p>	<p>This top up provides additional support to deal with site specific risk factors to mitigate any safeguarding issues. A top up will be provided calculated on a methodology suitable for individual circumstances taking into account what the extra costs of mitigating the risks are.</p>																
<p>5. Grounds SQM</p>	<p>Top up provided for any schools where the actual Grounds area SQM is higher than the standard 15000 SQM funded in Component 1.</p> <p>This top up is funded at £0.57 per “surplus” SQM (up to 10% of the grounds area).</p>																

6. Statutory Testing	Funded at actual cost per school
7. Hydro pool allowance	Lump sum of £5000 for each school with a pool
8. September Pupil Changes	All Special schools will be funded for the estimated intake in the September using a predicted Band 3 at the start of the financial year (if Band unknown), an adjustment will then be made in September to reflect the actual intake and bands of the pupils.
Component 4 - County wide improvement Priorities	To promote approaches that underpin county-wide improvement priorities
Satellite	Each Special school providing a satellite provision is awarded an additional Teacher and HLTA.

Criteria for Allocating a Banding Level for Pupils in Special School

The following descriptors should be used when assessing which band (1-4) a pupil meets the threshold for. The descriptors are not exhaustive, and there may be exceptions where pupils display traits that fall into more than one category. Where a pupil has traits of more than one band, the primary area of need should be utilised for banding purposes.

1. Profound and Multiple Learning Difficulties (PMLD)

Pupils with profound and multiple learning difficulties have a profound cognitive impairment/learning difficulty, leading to significant delay in reaching developmental milestones. In addition, they display one or more of the following:

- significant motor impairments
- significant sensory impairments
- complex health care needs/dependence on technology

The inter-relationship of these disabilities increases the complexity of need, in turn affecting all areas of learning. Pupils with PMLD need a distinctive curriculum to help them to develop sensory, motor, social and communication skills all through their school careers, and into adult life. Some pupils communicate by gesture, eye pointing or symbols, others by very simple language. Pupils require a very high level of adult support, both for their learning needs and for personal care.

2. Severe Communication and Interaction Difficulties (SCID)

Pupils with communication and interaction difficulties cover the whole ability range and continuum of severity, however, to meet the criteria for a special school place their needs will have a significant

impact on all aspects of their learning. Pupils will have significant difficulty in understanding and/or making others understand information conveyed through spoken language. Speech and language difficulties may show themselves in the following ways:

- Significant problems with the production of speech
- Significant difficulty in finding words and joining them together in meaningful and expressive language
- Significant problems in communicating through speech and other forms of language
- Significant difficulties or delays in understanding or responding to the verbal cues of others
- Significant difficulties with the acquisition and expression of thoughts and ideas
- Significant difficulty in understanding and using appropriate social language
- Extreme frustrations and anxieties arising from a failure to communicate, possibly leading to apparent behavioural difficulties, and deteriorating social and peer relationships

It is likely that pupils will also have a diagnosis of Autistic Spectrum Condition (ASC), that has a significant impact on their learning.

ASCs are characterised by a triad of impairments in social relationships, social communication, and imaginative thought, and may show themselves in the following ways:

- Significant difficulties in attuning to social situations and responding to normal environmental cues
- Evidence of emerging personal agendas which are increasingly not amenable to adult direction
- A tendency to withdraw from social situations and an increasing passivity and absence of initiative
- Repressed, reduced or inappropriate social interactions extending to highly ego-centric behaviour with a lack of awareness of the needs or emotions of others
- Impaired use of language, either expressive or receptive; this may include odd intonation, literal interpretations and idiosyncratic phrases and may extend to more bizarre expressive forms and limited expression, reducing the potential for two-way communication
- Limitations in expressive or creative peer activities extending to obsessive interests or repetitive activities.

3. Severe Social, Emotional and Behavioural Difficulties (SEBD)

Pupils with behavioural, emotional, and social difficulties cover the full range of ability, and a continuum of severity, however, to meet the criteria for a special school place their needs will have a significant impact on all aspects of their learning. Pupils may be:

- Significantly withdrawn or isolated
- Significantly disruptive and disturbing
- Significantly hyperactive and lacking in concentration
- Extremely immature in social skills
- Unable to form and maintain positive relationships with peers and/or adults
- Presenting extreme challenging behaviours

Pupils may also have significant mental health difficulties, including depression, eating disorders, attention deficit disorder (ADD) and attention deficit hyperactivity disorder (ADHD)

4. Severe Learning Difficulties (SLD)

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Pupils with severe learning difficulties have significant intellectual or cognitive impairments. This has a major effect on their ability to participate in the school curriculum without support. They may also have associated difficulties in mobility and co-ordination, communication and perception and the acquisition of self-help skills. Pupils with SLD will need support in all areas of the curriculum. They are likely to require teaching of self-help, independence, and social skills. Some pupils may use sign and symbols, but most will be able to hold simple conversations and gain some literacy skills. Their attainments may be significantly below their chronological age for much of their school careers.