



# **NAHT Analysis of High Needs Funding**

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## EXECUTIVE SUMMARY

### The Context: School funding in crisis

Since January 2017, the reality of the school funding crisis has really started to impact on schools. NAHT was the first to raise the issue with our [Breaking Point](#) report where school leaders reported the seriousness of the situation, and their concern that by 2020, nearly 80% had no idea how they would balance their budgets.

Soon, others joined our voice: the Institute for Fiscal Studies and the National Audit Office both provided independent reports of the crisis in school funding. Increases in costs that have failed to be matched by increased budgets creating a shortfall that these independent experts reported would reach £3 billion by 2020.

This was a serious issue that united all those working in schools so NAHT joined forces with NEU, ASCL, Unison, Unite and GMB on the School Cuts campaign launched in January 2017. We embarked on a significant joint campaign, running events throughout the country, mobilising school leaders to engage their MPs and parents, and ensuring that the issue was widely publicised.

The strength of feeling, the independent evidence and our campaign encouraged the DfE to accept that the current funding settlement is insufficient and to reprioritise funding to make an additional £1.3 billion available to schools for the two years from April 2018, including £140 million for high needs. This supported the transition to the new national funding formulae for schools and high needs.

Whilst the funding was welcomed as a step in the right direction, our assessment is that it continues to present a real terms cut of 8% to school budgets by 2020.

### High Needs Funding

The revenue funding that provides the core funding for schools and academies in England is the Dedicated Schools Grant that is £43.7 billion<sup>1</sup> in 2018/19. This is divided into four blocks:

1. **The Schools Block** that pays for mainstream pupils' education represents £33.7 billion<sup>2</sup>.
2. £3.6 billion<sup>3</sup> is allocated to fund the free childcare and **early years** education for two, three and four year olds.
3. £468.6 million<sup>4</sup> is allocated as a **Central Services Block** to pay for certain local authority services and

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<sup>1</sup> DfE Dedicated schools grant (DSG): 2018 to 2019

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

4. £5.9 billion<sup>5</sup> to the **High Needs Block** paid to local authorities and , allocated to both mainstream and special schools to support:
  - Specialist places for pupils with complex needs in special schools, alternative provision and PRUs, and specialist units attached to mainstream schools.
  - The ‘top up funding’ to meet the individual needs of each pupils with more complex special educational needs or disabilities (SEND) as set out in a Statement or an Education, Health and Care Plan that has been drawn up by a local authority who have assessed that child or young person.

NAHT members and local authorities are reporting increasing pressure on the high needs budget, including:

- NAHT members reporting that the top up funding levels have been cut in both mainstream and special schools, both at an individual pupil level and by raising the local authority top up funding ‘band’ thresholds and funding amounts.
- A number of LAs reported deficit high needs budgets in 2017/18 and sought to top slice school budgets to offset the funding shortfall.
- For 2018/19, local authorities are permitted to shift up to 0.5% from the Schools Block budget with the agreement of the schools forum to offset the pressures. On average this will enable LAs to increase their high needs block by a further 3%. Where the schools forum has not agreed to the top slice or the proposed level exceeds 0.5%, the matter has been referred to the DfE to adjudicate and this has happened in a significant number of local authorities (LAs), confirming that the high needs budget is deemed insufficient in many LAs.

NAHT therefore decided to undertake data analysis to understand the drivers of the crisis in high needs funding. This report details those findings and our conclusions on the drivers.

### **Key findings – drivers of the crisis in high needs funding**

1. Our report did not review the **impacts on school budgets of the real terms cuts to education budget since April 2015** as these are well understood. However, it is clear that the increases in costs that have driven those real terms cuts also impact on the education of pupils with high needs, and mean that the funding has to be stretched much further to cover:
  - Unfunded pay increases for teachers and support staff.

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<sup>4</sup> Ibid.

<sup>5</sup> DfE Dedicated schools grant (DSG): 2018 to 2019

- Increases in employer costs for national insurance and Teachers' Pensions representing over 5.5%
  - Cuts to the local authority Education Services Grant of £600 million that have shifted the burden onto schools.
  - The new apprenticeship levy of 0.5% of payroll costs levied on the majority of schools.
2. **Increases in the number of pupils with statements or Education, Health and Care Plans (EHCP)** with an increase of over 50,000 (21%) between 2014 and 2017 – 31,000 between 2016 and 2017 alone.
- Particularly increases in the number of primary school pupils with EHCPs, over 20% increase from 80,600 in 2010 to 97,300 in 2017.
  - Increases in post 16 pupils of 280% from 20,200 in 2010 to 58,000 by 2017.
  - The 2014 Children and Families Act entitlement to plans for 19-25 year olds has led to an increase from 1000 young people in 2016 to 7,700 – an almost eight fold increase without funding to support it.
  - But significant variation between local authorities so that Rotherham and Newcastle saw increases of 54% between 2014 and 2017 whilst other authorities were much more modest in increases, and some, like Dudley, saw a decrease of 10% over the same period. This creates far greater tensions for children and families in some areas of the country than others.
3. **A shift from mainstream (56% of pupils to 51%) to specialist provision of 5%** of pupils with SEND between 2010 and 2017 with additional costs implications, especially as in mainstream provision, the first £6000 of support are covered as part of the 'notional SEND budget' from the Schools Block rather than high needs. This shift seems to be focused on the secondary sector where number of pupils in mainstream with a statement/EHCP has fallen from 28.8% pupils with plans to 22.2% whilst primary has remained steady.
- Again, this is seen to vary widely between areas of the country so that some local authorities are educating far greater numbers of pupils in specialist provision.
4. A wealth of evidence that suggests that the raft of reforms to curriculum and assessment, across both primary and secondary settings over the last few years are posing particular challenges to pupils with SEND in mainstream schools.
- At primary level, there has been the introduction of the new National Curriculum and the introduction of statutory assessments for grammar, punctuation and spelling, along with reading and maths.

- At secondary level, there has been (and continues to be) reforms to GCSEs, including revised subject content, a reduction in non-exam assessment and new grading scales,
- While at A Level there has been a move back to linear exams, and the de-coupling of AS and A-Level.

There is concern that these changes have resulted in a less accessible curriculum for those with SEND in mainstream schools with 79% of school leaders in the latest State of Education report (2017) believing that the current national curriculum requirements are not providing the best outcomes for all pupils in mainstream education.

5. **A significant 19% increase in the number of pupils with SEND attending independent schools** between 2010 and 2017, but the increase in the number of pupils in independent schools with a statement or EHC plan is more than 4,500, an increase of almost 50% since 2010. This means that the percentage of all pupils with statements or plans educated in independent schools has risen from 4.2 to 5.8%. Independent special schools generally support pupils with the most complex needs so the cost of pupils in those settings is often much higher.
6. **A slight increase in the number of pupils educated in alternative provision or PRUs**, that are also funded from the high needs block, from 1,500 in 2013/14 to 2,200 in 2017.
7. **An increase in the number of children and young people being home educated or educated outside a school setting**, from 3,305 in 2010 to 8,304 in 2017, with half of those, 4,050, now pupils awaiting provision. This reflects the crisis in specialist provision but will also have an impact on costs as the cost of educating these pupils is borne by the LA with more expensive ad hoc arrangements.

The overall number of children with SEND without a statement or EHCP (known as SEND support pupils) has decreased by over 20% in the same period – but this decrease is generally of little relevance to the high needs block as it is rare for a child identified for SEND support to have access to top up funding.

An illustration of the pressures facing local authorities is the rise in the number of appeals to the SEND Tribunals, with a 27% increase in appeals registered with the SEND Tribunal in the year between 2015/16 and 2017/18 and an 81% increase in the number of appeals decided by the Tribunal. Almost four fifths, of the outcomes decided by the Tribunals were in favour of the appellant in 2016/17, continuing the upward trend since 2011/12.

## **Recommendation**

NAHT's analysis provides clear evidence that there is both increased pressure on the costs per pupil and increased demand for support for children and young people with the most complex special educational needs. The Chancellor must recognise the growing shortfall if we are to avoid our most vulnerable pupils missing out on the education that can allow them to realise their potential.

## NAHT Analysis of High Needs Funding

### Setting the Scene

After several years of pressure to move towards a fairer approach to allocate high needs funding, a new national funding formula for high needs was confirmed on the 14<sup>th</sup> of September 2017 that set out:

- How funding will be allocated to local authorities based on proxies that aim to reflect the likelihood of a local authority having greater or lesser levels of children and young people with SEND.
- Place funding arrangements.

In order to minimise excessive turbulence to SEND funding, the implementation of the new formula for allocating the high needs block to local authorities includes:

- A per head funding floor that ensures that the relevant elements of the funding increase on a per head basis from the 2017/18 baseline year by at least 0.5% in 2018/19 and 1% in 2019/20. This is based on the estimated population of 2-18 year olds.
- A cap to the maximum gain that each local authority will see over the previous high needs block allocations. This will be set at 3% in both 2018/19 and 2019/20.

The DfE allocated additional funding to the high needs funding budget to cover these additional protections, with £140 million from the £1.3 billion announced in July 2017 dedicated to high needs.

NAHT welcomes the new formula but has a number of reservations:

1. The formula does not go far enough in that it leaves the discretion on the allocation of top up funding entirely to local authorities, so that there is no national approach to meeting the needs of children with the most complex needs.
2. All schools and academies, including specialist provision, have faced enormous increases in costs since April 2015 that we believe represent a real terms cut to the education budget of 8.8% by 2020, even after the additional funding announced last July.

Whilst the formula was a step in the right direction, it did not address the issue of whether the level of high needs funding was sufficient. NAHT members and local authorities are reporting increasing pressure on the high needs budget, with reports of:

- A number of LAs are reported deficit high needs budgets in 2017/18 and sought to top slice school budgets to offset the funding shortfall.
- For 2018/19, local authorities are permitted to shift up to 0.5% from the Schools Block budget with the agreement of the schools forum to offset the pressures. On average this will enable LAs to increase their high needs block by a further 3%. Where the schools forum has not agreed to the top slice or

the proposed level exceeds 0.5%, the matter has been referred to the DfE to adjudicate and this has happened in a number of local authorities.

- However, unlike previous years it is the government's current intention that this top slice will not form part of the high needs block baseline for calculating budgets for 2019/20. In effect this means that LAs can borrow money for one year only to fund the pressures but will have to return the money to the schools block in 2019/20. It is difficult to see how LAs will be able to do this as it is unlikely that the pressures that have necessitated the top slice will disappear by 1<sup>st</sup> April 2019.
- NAHT members reporting that the top up funding levels have been cut in both mainstream and special schools, both at an individual pupil level and by raising the local authority top up funding 'band' thresholds and funding amounts.

NAHT undertook this data analysis to understand where the increased pressures on the high needs budget were coming from, and to focus our campaigning activity. Our report did not review **the impacts on school budgets of the real terms cuts to education budget since April 2015** as these are already well understood. However, it is clear that the increases in costs that have driven those real terms cuts also impact on the education of pupils with high needs, and mean that the funding has to be stretched much further to cover:

- Unfunded pay increases for teachers and support staff.
- Increases in employer costs for national insurance and Teachers' Pensions representing over 5.5%
- Cuts to the local authority Education Services Grant of £600 million that have shifted the burden onto schools.
- The new apprenticeship levy of 0.5% of payroll costs levied on the majority of schools.

### **Abbreviations used in the report**

- LA – Local Authority
- PRU – Pupil Referral Unit
- AP – Alternative Provision
- EHC plan – Education, Health and Care plan
- DfE – Department for Education
- SEN/ SEND – Special Educational Needs and Disability
- NEET - Not in Education, Employment or Training
- ASD – Autistic Spectrum Disorder
- TA – Teaching Assistant



## Part 1: Has there been any change in the number of children with SEND over the past 10 years?

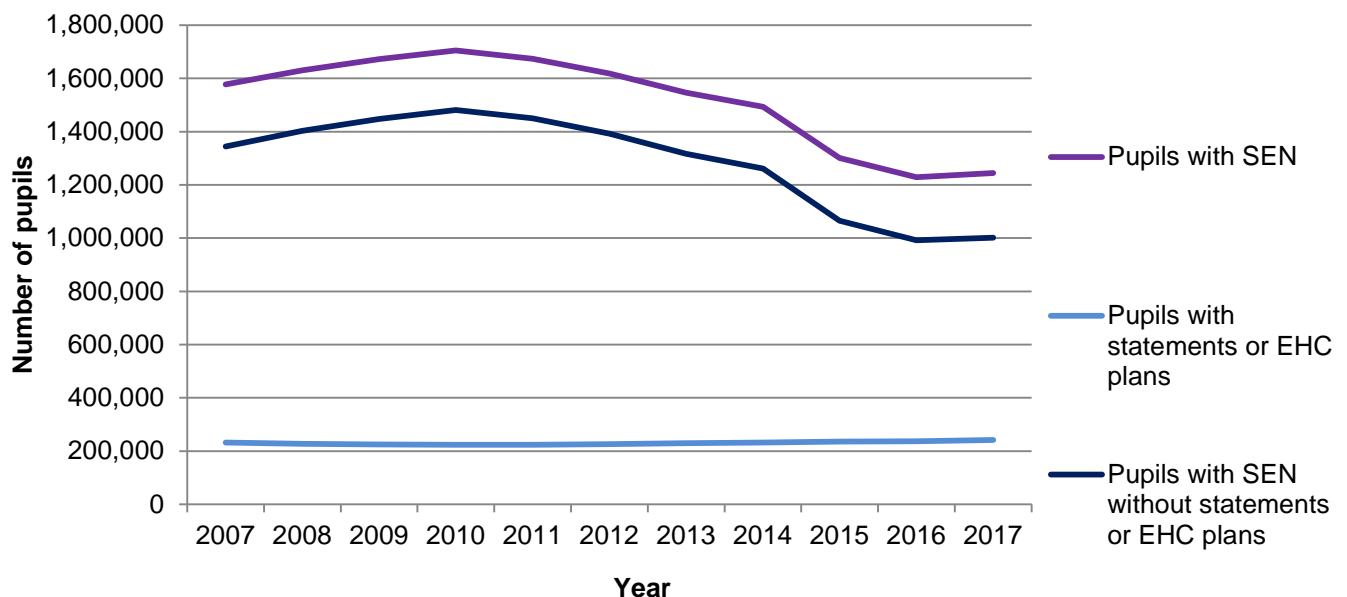
Department for Education (DfE) statistics report that since 2007, the overall number of pupils in the education system has increased by around half a million, from just under 8.17 million pupils to 8.67 million in 2017<sup>6</sup>.

In comparison, according to DfE statistical data<sup>7</sup>, **the number of children and young people with SEND has decreased over the same period of time**, from just under 1.58 million in 2007 to just over 1.24 million in 2017, with a peak of 1.7 million in 2010. Those children with EHC plans or statements<sup>8</sup> has increased since 2007, when just under 233,000 pupils had a statement to just over 242,000 in 2017 but the **percentage of pupils in education with a statement or EHC plan has remained consistent at around 2.8% of the total pupil population**<sup>9</sup>.

However, between January 2016 and January 2017, there was an increase of more than 15,000 in the number of pupils with SEN, the first in year increase since 2010. Overall, the percentage of children with SEN is 14% of the total pupil population.

Chart 1.1, below, demonstrates the number of pupils with SEN between 2007 and 2017 and those pupils with and without a statement or EHC plan; Chart 1.2 shows this as percentages.

**Chart 1.1: Number of pupils with SEN, those with an EHC/ Statement and those without in schools in England.**



<sup>6</sup> SFR37/2017

<sup>7</sup> SFR37/2017

<sup>8</sup> An EHC plan details the education, health and social care support that is to be provided to a child or young person who has Special Educational Needs or a disability. It is drawn up by the local authority after an EHC needs assessment of the child or young person has determined that an EHC plan is necessary, and after consultation with relevant partner agencies. The legal test of when a child or young person requires an EHC plan remains the same as that for a statement under the Education Act 1996.

<sup>9</sup> SFR37/2017

**Chart 1.2: Percentage of pupil population with SEND, those with an EHC/ Statement and those without in schools in England**

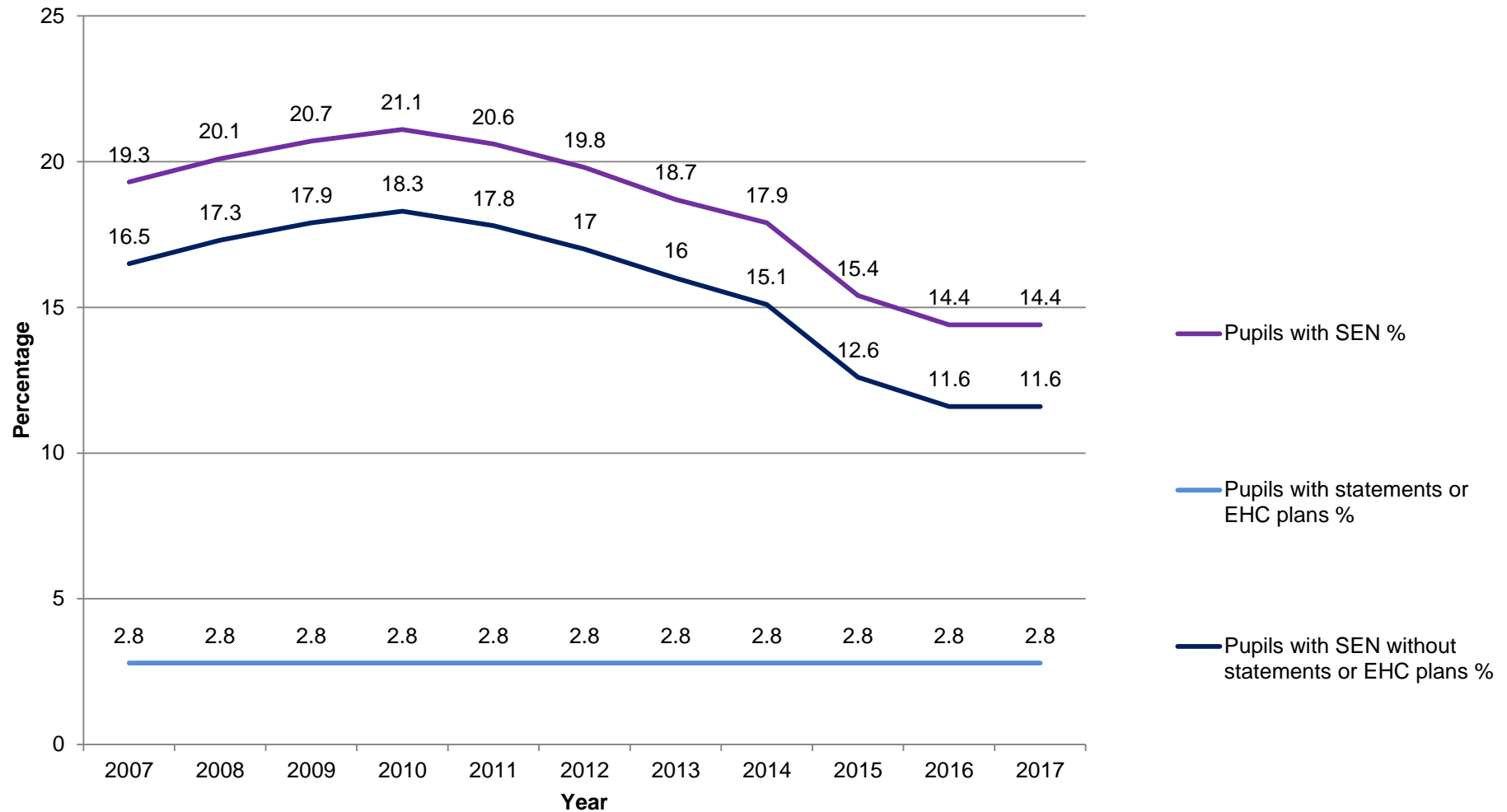
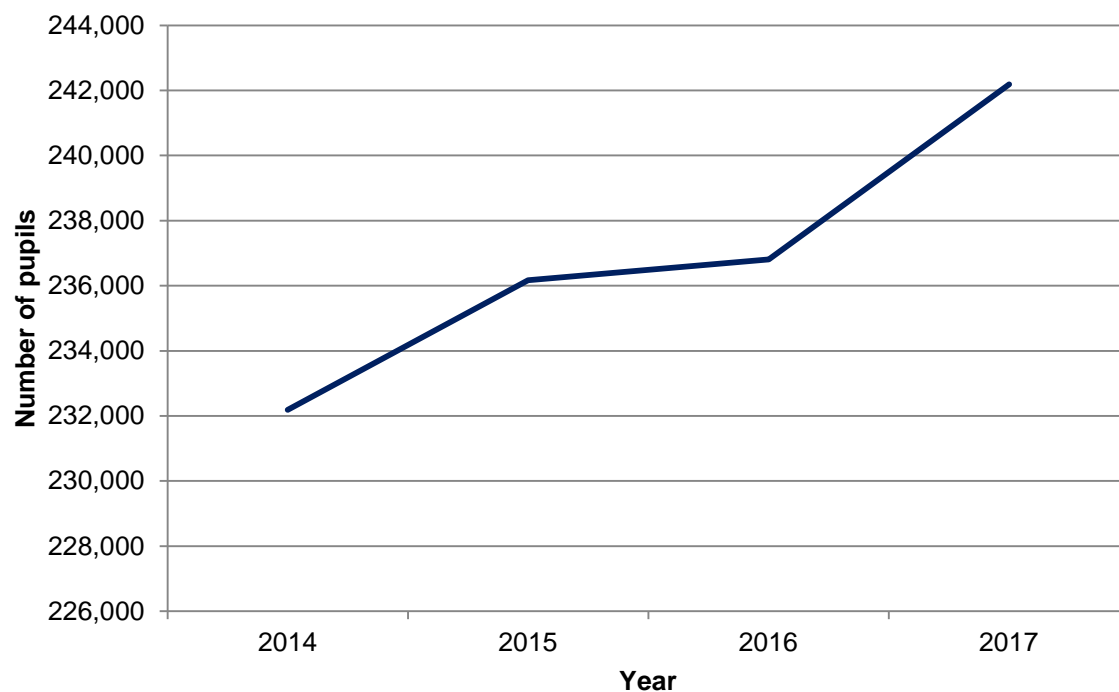


Table 1, below, helps provide an understanding of the figures behind Chart 1.1. The table shows in more detail the change in numbers of children with a statement/ EHC plan in schools.

Whilst there was a drop of almost 9,000 in pupils between 2007 and 2010, that number has since increased, particularly between 2014 and 2017 where there has been an increase of almost 10,000, as show in Chart 2. When looking at the number of children overall with a statement/ EHC plan (including those not of school age) the table shows how there has been an increase between 2010 and 2014 of around 5,000 (2.2%) but **between 2014 and 2017 there was an increase of over 50,000 (21%)**.

**Chart 2: Total number of pupils with statements or EHC plans between 2014 and 2017**



**Table 1: Number of pupils with SEND, those with an EHC/ Statement and those without in schools in England<sup>12</sup> and total number of children and young people with a statement/ EHC plan<sup>13</sup>**

	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
<b>Pupils with SEND</b>	1,577,265	1,630,210	1,672,610	1,704,980	1,673,895	1,618,340	1,545,610	1,492,950	1,301,445	1,228,785	1,244,255
<b>Pupils (school age) with statements or EHC plans<sup>10</sup></b>	232,760	227,315	225,400	223,945	224,210	226,125	229,390	232,190	236,165	236,805	242,185
<b>Pupils with SEND without statements or EHC plans</b>	1,344,505	1,402,895	1,447,205	1,481,035	1,449,685	1,392,215	1,316,220	1,260,760	1,065,280	991,980	1,002,070
<b>Total number of children and young people with a statement/ EHC plan<sup>11</sup></b>				228,221	229,017	230,156	233,431	237,111	240,183	256,315	287,290

<sup>10</sup> This figure includes all schools, as outlined in table 1 of SFR37/2017, which includes all state funded schools (including maintained nurseries) and independent and non-maintained special schools.

<sup>11</sup> This figure includes all children and young people with a statement or EHC plan between the ages of 0 and 25, as outlined in table 1 of SFR22/2017.

<sup>12</sup> SFR37/2017

<sup>13</sup> SFR22/2017

### **The age distribution of pupils with a statement or EHC plan**

As shown in Chart 3, below (page 14), there have been some changes in the number of pupils of different age groups with a statement or EHC plan between 2010 and 2017. While there has been a slight decrease (5%) in the number of children and young people in KS3 and KS4 from nearly 118,000 in 2010, to 112,000 in 2017, there have been significant increases in primary aged and post 16 young people with statements or EHC plans.

**There has been a steady increase in the number of primary aged children with a statement or EHC plan** from 80,600 in 2010 to 97,300 in 2017, an increase of 21%. However, there has been a sharper increase in young people in the post 16 category from 20,200 in 2010 to nearly triple that figure in 2017 where there were over 58,000, an increase of 187%.

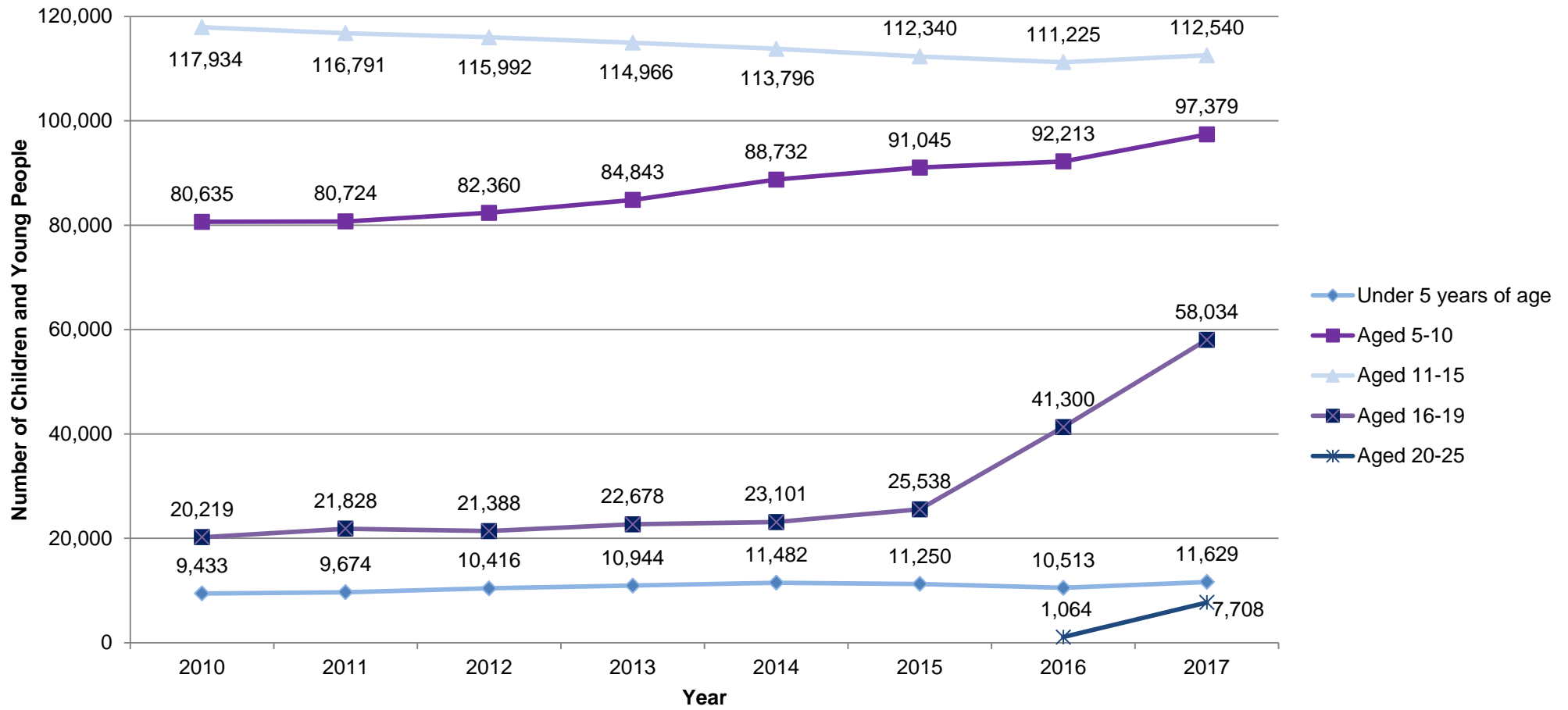
The changes brought in by the Children and Families Act 2014 to allow young people to access SEND funding and EHCPs from the ages of 19-25 has led to an increase of 7,700 young people seeking support from the high needs budget, an almost eight-fold increase from 2016 when just over 1,000 young people in this category had an EHC plan. No additional funding was provided to support this change<sup>14</sup>.

Table 1 shown above demonstrates that there has been an increase of almost 31,000 children and young people with EHC plans (or statements) between 2016 and 2017 alone, largely down to the post 19 cohort.

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<sup>14</sup> <https://www.theguardian.com/education/2017/sep/05/crisis-in-support-for-sen-children-ehc-plans>

**Chart 3: Children and young people with statements or EHC plans at census date each year<sup>15</sup>**



<sup>15</sup> SFR22/2017

## Where Pupils with high needs are being educated

We can see in Chart 4 **the significant shift in where pupils with high needs are educated, with a 5% increase in the number attending specialist provision since 2010, and a corresponding 5% decrease in the number attending a mainstream school.** This will have a significant impact on the high needs block, as in mainstream schools, the first £6,000 of support is funded through the mainstream schools budget, from the school block, as the 'notional SEND Budget'. In many local authorities, mainstream schools with significant levels of pupils with SEND were provided with additional funding from the high needs block to recognise that the 'notional SEND budget' does not really exist and therefore means that schools are penalised for admitting significant numbers of pupils with high needs. NAHT members are reporting that this additional LA support is being cut and under threat even where it did exist due to the pressures on the high needs block, and in addition to the sharp cuts to mainstream school budget, and particularly cuts to support staff, mainstream schools are increasingly struggling to meet the needs of pupils with high needs.

**Chart 4: Placement of children and young people with a statement or EHC plan in maintained and special schools and PRUs and AP provision<sup>16</sup>**

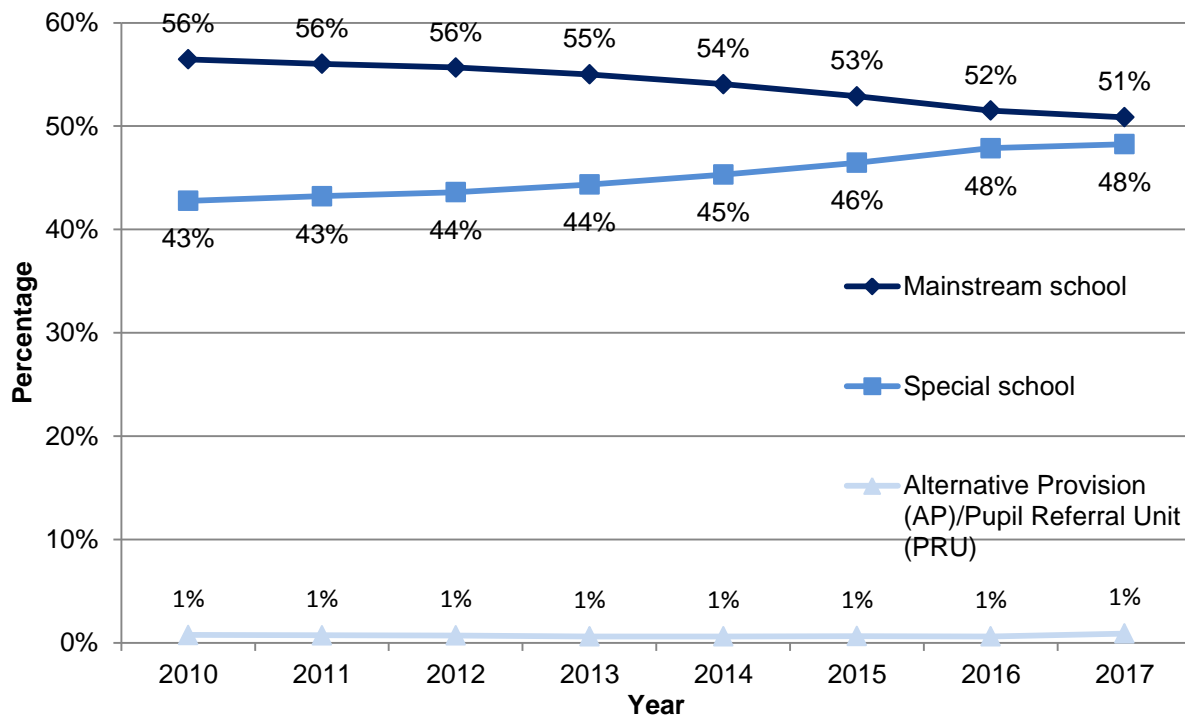


Table 2 below shows us that this shift is attributable to a shift in pupils in secondary education, as state funded secondary schools have gone from educating 28.8% of high needs pupils to 22.2%, with a corresponding increase in the numbers in state funded special schools from 38.2 to 42.8 of pupils with high needs, and also an increase in those pupils in independent special schools.

<sup>16</sup> SFR22/2017

Table 2 shows the percentage of pupils with a statement or EHC plan by provision and shows an increase in the percentage of pupils placed in independent schools, from 4.2% in 2010 to 5.8% in 2017.

**Table 2: Percentage of pupils with a statement or EHC plan by type of provision<sup>17</sup>**

	2010	2011	2012	2013	2014	2015	2016	2017
<b>Maintained nursery</b>	0.1	0.1	0.1	0.1	0.1	0.1	0.1	0.2
<b>State-funded primary</b>	25.8	25.8	25.9	26.0	26.2	26.2	25.5	25.8
<b>State-funded secondary</b>	28.8	28.4	27.7	26.9	25.7	24.6	23.5	22.2
<b>Maintained special</b>	38.2	38.7	39.0	39.6	40.5	41.4	42.9	43.8
<b>Pupil Referral Units</b>	0.9	0.8	0.7	0.7	0.7	0.7	0.6	0.7
<b>Independent</b>	4.2	4.3	4.7	4.9	5.1	5.3	5.7	5.8
<b>Non-maintained special</b>	2.0	1.9	1.9	1.8	1.7	1.6	1.6	1.5

There is a notable **increase in the number of pupils with SEND attending independent schools**, although the overall number of pupils on roll at independent schools has remained fairly consistent. As shown in Table 3 below, there has been an increase in the total number of pupils in independent schools of just over 6,000 since 2010. In that same period, there has been an increase of more than 13,000 in the number of pupils with SEND, an increase of almost a fifth (19%). Similarly, there has been an increase in the number of children with an EHC plan/ statement of more than 4,500, an increase of almost 50% since 2010. The cost of educating pupils in independent special schools, whilst often the best place to meet their more complex needs, will have a significant impact on the high needs budget.

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<sup>17</sup> SFR37/2017



**Table 3: Number of children on roll and with SEND in independent schools in England<sup>18</sup>**

	2010	2011	2012	2013	2014	2015	2016	2017
<b>Pupils on roll</b>	576,940	576,325	577,515	579,740	579,035	582,865	583,030	583,270
<b>Pupils with SEND</b>	68,040	69,285	73,205	74,360	76,870	76,975	77,995	81,275
<b>% Pupils with SEND</b>	12%	12%	13%	13%	13%	13%	13%	14%
<b>Pupils with statements or EHC plans</b>	9,470	9,750	10,630	11,265	11,790	12,565	13,530	14,065
<b>% Pupils with statements or EHC plans</b>	2%	2%	2%	2%	2%	2%	2%	2%
<b>% Pupils with SEND without statements or EHC plans</b>	58,570	59,535	62,575	63,095	65,080	64,415	64,465	67,210
<b>% Pupils with SEND without statements or EHC plans</b>	10%	10%	11%	11%	11%	11%	11%	12%

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<sup>18</sup> SFR37/2017

Chart 4 above also shows that **the percentage of those young people educated in alternative provision has remained steady, at around 1% of the overall school population.** Although the proportion remains stable, the number of children in AP has fluctuated from around 1,700 in 2010 to around 1,500 in 2013/ 2014 and 2,200 in 2017<sup>19</sup>. However, **there was an increase of more than 700 children with an EHC plan/ statement in AP between 2016 and 2017 alone, representing a 48% increase.**

The table below (Table 4) shows the numbers of children with EHC plans/ statements that are not being educated in mainstream, special or PRU/ APs. Table 4 shows that there has been a 151% increase in the number of children in this category from 3,305 in 2010 to 8,304 in 2017. The increase in the figure is likely due, in part, to the changes brought in under the Children and Families Act 2014, to allow those over the age of 19 to have an EHC plan. The technical document to the statistical release highlights that some local authorities may include in some of the categories above young people who are NEET (Not in Education, Employment or Training), children and young people who attend secure units, young offenders institutions or those accessing education in prison. However, this data does raise some concerns around the number of children not being placed in an educational setting and either waiting for a place to become available, being home educated or where other arrangements have been made by the parents.

Some of those numbers also reflect the crisis in specialist provision but will also have an impact on costs as the cost of educating these pupils is borne by the LA with more expensive ad hoc arrangements

**Table 4: Number of children and young people with statements or EHC plans educated elsewhere:<sup>20</sup>**

	2010	2011	2012	2013	2014	2015	2016	2017
<b>Pupils permanently excluded and not yet placed elsewhere</b>	75	68	37	22	24	17	39	102
<b>Other arrangements made by the Local Authority</b>	1,174	1,052	984	887	849	909	1,931	2,041
<b>Other arrangements made by the parents</b>	1,355	1,354	1,435	1,401	1,446	1,439	1,734	2,111
<b>Awaiting provision</b>	701	690	749	858	1,079	1,073	1,710	4,050
<b>Total</b>	<b>3,305</b>	<b>3,164</b>	<b>3,205</b>	<b>3,168</b>	<b>3,398</b>	<b>3,438</b>	<b>5,414</b>	<b>8,304</b>

<sup>19</sup> SFR22/2017

<sup>20</sup> SFR22/2017

## Alternative Provision

The different types of alternative provision (AP):

- Pupil referral units (PRU) and local authority AP between them make up state-funded alternative provision. PRUs include AP academies and AP free schools.<sup>21</sup>
- Local authority alternative provision covers pupils for whom a local authority is paying full tuition fees and is made up of four categories: hospitals (as distinct from hospital schools); independent schools (including independent special schools and independent AP); non-maintained special schools; and 'not a school'.<sup>22</sup>
- Local authority AP provision, in broad terms, can be thought of more of as an alternative type of education to state-funded mainstream and special schools, whereas PRUs can be more typically thought of as somewhere a child might be forced to go to due to, for example, behavioural issues or having no school place.<sup>23</sup>

Table 5 shows the number of permanent exclusions and the change over time. The number of children excluded from primary, secondary and special schools has increased since the 2011/12 academic year, however, much of this reflects the increase in pupil numbers overall. Percentage rates are therefore more indicative and they show that **the rate of exclusions in secondary schools has increased slightly**, whilst the rate of exclusion in primary schools has remained the same<sup>24</sup>.

We can see that the overall numbers have increased, when comparing actual numbers, the 2012/13 academic year to the 2015/16 year we can see an increase of more than 72% in the number of primary school exclusions and an increase of almost a quarter (24%) in exclusions from secondary schools. Over the same period there has also been an increase in the number of exclusions from special schools of 39%. In 2015/16 academic year, children with SEND accounted for 84% of permanent exclusions from primary schools and 41% in secondary schools<sup>25</sup>.

**Table 5: Number and rate of permanent exclusions in state funded schools in England<sup>26</sup>**

		2011/12	2012/13	2013/14	2014/15	2015/16
<b>Primary Schools</b>	Number of permanent exclusions	690	665	870	915	1,145
	Permanent exclusion rate	0.02	0.02	0.02	0.02	0.02
<b>Secondary Schools</b>	Number of permanent exclusions	4,390	3,905	4,005	4,785	5,445
	Permanent exclusion rate	0.14	0.12	0.13	0.15	0.17
<b>Special Schools</b>	Number of permanent exclusions	85	65	75	90	90
	Permanent exclusion rate	0.09	0.07	0.07	0.09	0.08

<sup>21</sup> Education Data Lab, Who are the pupils in alternative provision?

<sup>22</sup> Education Data Lab, Who are the pupils in alternative provision?

<sup>23</sup> Education Data Lab, Who are the pupils in alternative provision?

<sup>24</sup> Since 2011/12 there has been an increase in primary school pupil numbers of almost 400,000, whereas there has been a decrease in the number of secondary school pupils by around 40,000 over the same period.

<sup>25</sup> SFR35/2017 – Table 5

<sup>26</sup> SFR35/2017

Research by the Institute for Public Policy Research (IPPR) has looked into the increase in exclusions, the reasons for this and the long term costs. The research found growing evidence that the number of children experiencing 'intersecting vulnerabilities' is increasing, therefore the rise in the number of children being excluded could be partly due to the increase in the number of children with complex needs<sup>27</sup>.

The IPPR research also highlights that the number of children identified as requiring a social services assessment more than doubled from 2010 to 2016, to over 170,000 children. The proportion of those cases that have been escalated from a 'child in need' to being subject to a child protection plan has also increased, rising from around 44,000 in 2009/10 to just over 50,000 in 2015/16<sup>28</sup>.

The increase in the number of children that are showing complex needs and requiring social services interventions is likely to have an impact on their behaviour at school. This is likely to have an effect on the number of children that are being excluded and therefore are 'floating around the system' without an educational setting (as described earlier) or are placed in AP, PRUs and other more expensive provision that adds extra pressure on to the high needs funding block.

## Summary

When simply looking at the DfE statistics of children and young people with SEND it would appear that despite a population increase, the number of children with SEND has decreased, and the number with a statement/ EHC plan, as a percentage, has remained consistent (at around 2.8%).

However, looking further into the data finds a number of factors that will put pressure on the high needs budget:

- **Between 2016 and 2017 there was an increase of almost 31,000 young people with EHC plans/ statements.**
- The data is showing that a greater proportion of those with EHC plans are being educated in special schools rather than maintained. In maintained schools, the first £6,000 of the school place is covered by the 'notional SEND' budget so the cost of a special school place is much higher.
- **Despite the percentage of pupils being educated in AP being consistently around 1%, between 2016 and 2017 there was an increase of over 700 young people entering this type of provision.**
- There has also been an increase in the number of children with SEND attending independent schools, and as discussed above there has been **an increase of almost 50% in the number of children with an EHC plan/statement since 2010 being placed in independent schools.** Independent schools approved for SEND provision cater for many children with the most complex needs, including those in 52-week residential placement<sup>29</sup>. These additional children at independent schools are placing

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<sup>27</sup> IPPR, Making the Difference, page 19

<sup>28</sup> IPPR, Making the Difference, page 21

<sup>29</sup> Council for Disabled Children, SEN Bulletin

additional pressure on the high needs block funding as they tend to be more expensive as meeting the most complex needs.

- **The addition of young people over the age of 19 having EHC plans, will inevitably put extra pressure on the high needs block** funding without sufficient additional funding. **The number of young people in this category was nil in 2014 but by 2017 this figure was over 7,700.** This extra pressure may well stretch resources and funding for younger people and children.
- The increase in the number of children excluded from school could be a sign of more pressure being placed on the high needs block, as more children are excluded from mainstream school and are placed in more expensive alternative provision
- Finally the number of children ‘floating’ around the system, either waiting for a placement or with alternative arrangements made for them by the LA or parents. The cost of educating these children is likely to fall almost entirely on the LA, as they are either allocated expensive placements or are supported by the virtual school.

## Part 2: Have the needs of children with SEND changed over time?

NAHT members report that there are more children with SEND and that their conditions are more complex and therefore require more support. It is difficult to make any year on year comparisons on the primary needs of children using DfE statistics because before the Children's and Families Act 2014 came into effect, those children receiving SEND support (but not on a formal statement) did not have to have to register types of need<sup>30</sup>.

When looking at Chart 5 and the number of children with a statement/ EHC plan and the change in their needs, the data shows some change in the type of need for these children. Children on the Autism spectrum have increased by around 50% from just under 40,000 in 2010 to over 60,000 in 2017. There has been also been an increase in the number of those children with speech, language and communications needs and severe learning difficulties of around 5,000, whilst the biggest decline is in pupils with moderate learning difficulties. This would suggest that whilst the levels of pupils overall have stayed consistent, there are more pupils securing EHCPs with more complex needs, and that pupils with lower levels of SEND are less likely to be identified. The more complex the need, the more expensive the support required for a pupil so that this would also have an impact on the High Needs budget.

As described in the previous section, the number of children with SEND overall has decreased by around 20% since 2010. There has been a drop in the number of children registered for SEND support who do not have an EHC plan/ Statement. Some of this could be due to the change brought in by the SEND Code of Practice 2015, which changed School Action Plans to a single category of SEN support.<sup>31</sup>

Ofsted also criticised schools in The Special Educational Needs and Disability Review, 2010, suggesting that too many children were identified as having SEND. Ofsted stated that *"we also recognise that as many as half of all pupils identified for School Action would not be identified as having special educational needs if schools focused on improving teaching and learning for all, with individual goals for improvement"*<sup>32</sup>. Taking this into consideration, it could mean that there are a number of children with, what might be considered, to have lower levels of SEND where a school may be reluctant to put in place more formalised support because of the past criticism of Ofsted and the changes to support plans.

Research by the Institute for Public Policy Research, explains that that not all pupils with complex needs are easily identified by teachers or captured in official statistics. The research highlights that school leaders identified pupils facing safeguarding concerns but who did not meet social care thresholds to be designated 'in need'. Many PRU leaders identified speech, language and communication needs in excluded pupils, which had gone unrecognised by mainstream schools, so that pupils with these needs did not have a formal designation of special needs.<sup>33</sup>

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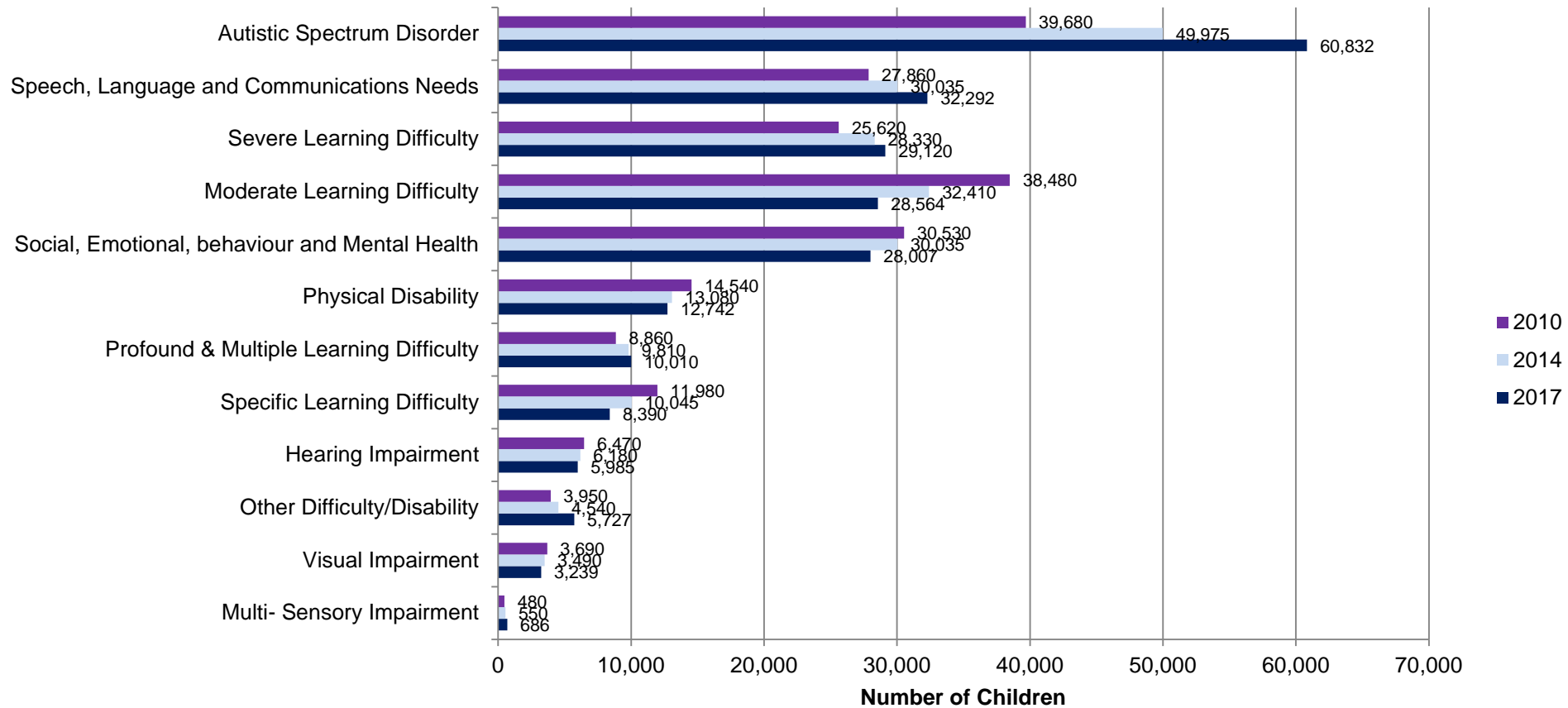
<sup>30</sup> SFR37/ 2017 page 5

<sup>31</sup> Council for disabled children, SEN data bulletin

<sup>32</sup> The special educational needs and disability review, 2010, Ofsted, page 5

<sup>33</sup> IPPR, making the difference, page 18

**Chart 5: Numbers of children with a statement or EHC plan in state-funded primary, secondary and special schools by primary type of need**<sup>34 35 36</sup>



<sup>34</sup> SFR26/2014 – Table D, SFR19/2010- table D, SFR37/2017 – additional tables- table D

<sup>35</sup> Does not include nursery schools, independent schools, general hospital schools and pupil referral units

<sup>36</sup> Does not include SEN support with no specialist assessment of type of need, not all LAs may have provided data

The number of children with moderate needs with an EHC plan/ statement has decreased over time. This particular statistic could show us that children with more moderate needs are now less likely to receive an EHC plan. We have also seen a large increase in the number of children on the autism spectrum.

### **Summary**

A review of the data about types of SEND would suggest that there are more pupils with more complex needs, and that this could also be having an impact on the high needs budget.



## Part 3: SEND Tribunals

An illustration of the pressures facing local authorities is the rise in the number of appeals to the SEND Tribunals. Table 6, below, shows the changes in appeals registered with SEND Tribunals. There was a 27% increase in appeals registered with the SEND Tribunal in the year between 2015/16 and 2017/18 and an 81% increase in the number of appeals decided by the Tribunal.

Almost four fifths, of the outcomes decided by the Tribunals were in favour of the appellant in 2016/17 continuing the upward trend since 2011/12.

Although not related directly related to spend from the high needs block, the estimated cost of a medium complex appeal with no mediation or hearing is £4,331. The estimated cost of a medium complex appeal with no mediation but a hearing was £6,056<sup>37</sup>. Applying this latter figure to the number of hearings it is estimated that the cost to LAs of Tribunal hearings rose from about £5m in 2011/12 to £9.7m in 2015/16.

The biggest increase in the number of appeals registered has involved children with autistic spectrum disorder (ASD) rising from 1,024 in 2011/12 to 2,025 in 2016/17 (+98%). Children with ASD accounted for 35% of appeals in 2011/12. By 2016/17 this had risen to 43%

**Table 6: changes in appeals with SEND tribunals** <sup>38</sup>

	Registered appeals	Annual change	Outcomes decided	Annual change	Decision in favour of appellant <sup>1</sup>	% decisions in favour of appellant
1 September 2011 to 31 August 2012	3,557		823		564	68.5%
1 September 2012 to 31 August 2013	3,602	1.3%	808	-1.8%	682	84.4%
1 September 2013 to 31 August 2014	4,063	12.8%	797	-1.4%	660	82.8%
1 September 2014 to 31 August 2015	3,147	-22.5%	788	-1.1%	680	86.3%
1 September 2015 to 31 August 2016	3,712	18.0%	883	12.1%	780	88.3%
1 September 2016 to 31 August 2017	4,725	27.3%	1,599	81.1%	1,418	88.7%
Change 2011/12-2016/7	32.8%		94.3%		151.4%	
Change 2014/15 to 2016/17	50.1%		102.9%		108.5%	

<sup>37</sup> Reply from Minister of State for Education to question from Shadow Secretary of State for Communities and Local Government – Hansard HC Debate 8//18 cw

<sup>38</sup> SEND Tribunal Table 2016-17

## Part 4: Is there evidence of recent changes in the curriculum being more challenging for pupils with SEND in mainstream schools?

In understanding the increased numbers of pupils with complex needs managing to be supported in mainstream schools, we have also reviewed whether there is any evidence that changes to the curriculum have made this more difficult.

Over the last few years there has been a raft of reforms to curriculum and assessment, across both primary and secondary settings.

At primary level, there has been the introduction of the new National Curriculum and the introduction of statutory assessments for grammar, punctuation and spelling, along with reading and maths. At secondary level, there has been (and continues to be) reforms to GCSEs, including revised subject content, a reduction in non-exam assessment and new grading scales, while at A Level there has been a move back to linear exams, and the de-coupling of AS and A-Level.

There is concern that these changes have resulted in a less accessible curriculum for those with SEND in mainstream schools. In the latest State of Education report (2017),<sup>39</sup> 79% of school leaders stated that they feel that the current national curriculum requirements are not providing the best outcomes for all pupils in mainstream education; with nearly nine in 10 (88%) school leaders (across both phases) thinking that too much focus is placed on academic testing as a measure of pupils' success.

### Primary

In the State of Education report by The Key, 58% of school leaders reported that changes to the curriculum and school performance measures in primary schools over the past two years have had a negative impact on the progress of SEND pupils<sup>40</sup>.

Underlying many of the criticisms of the new assessment system is its inaccessibility for pupils with SEND. The focus on spelling and handwriting can disproportionately affect pupils with dyslexia or dyspraxia, and there has been criticism of the level of difficulty of the tests. A survey conducted by NAHT found that “an overwhelming majority of respondents (98%) reported that tests at KS2 were not appropriate for children with SEND, with 82% reporting the same issue at KS1” (PAC, 2017)

The DfE's own data appears to support these concerns - in 2017, 18% of pupils with SEN reached the expected standard in all of reading, writing and mathematics, compared with 70% of pupils with no identified SEN. This highlights **an attainment gap of 52 percentage points**.<sup>41</sup> In fact, pupils with SEN make less progress in all subjects compared with pupils with no identified SEN. The biggest gap in progress is seen in writing.<sup>42</sup>

Worryingly, it seems that this gap is actually worsening; as we've seen in 2017, 18% of pupils with SEN reached the expected standard in all of reading, writing and

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<sup>39</sup> State of Education report (2017)

<sup>40</sup> State of Education report (2017)

<sup>41</sup> National curriculum assessments: key stage 2, 2017 (revised)

<sup>42</sup> *ibid*

mathematics, compared with 70% of pupils with no identified SEN; an attainment gap of 52 percentage points. **However, in 2016 the attainment gap was 48 percentage points –four percentage points better**<sup>43</sup>

### Secondary

In the State of Education report by The Key, 48% of school leaders reported that changes to the curriculum and school performance measures in secondary schools over the past two years have had a negative impact on the progress of SEND pupils.<sup>44</sup>

Another survey<sup>45</sup>, found that **77% of respondents strongly agreed that the new GCSE curriculum will be less suitable for low-attaining students**. In both the written responses and interviews, lower-attaining, SEND, EAL and low-income students were all identified as less well placed to access the new curriculum.

The new GCSEs have been characterised by teachers as encompassing a “one size fits all” approach which makes it harder for teachers to respond to the diversity of students’ needs and disadvantages students who are less able to perform well in written examinations.

The move away from coursework towards assessment by terminal examinations was seen as demoralising for students who struggle with exams, particularly lower-attaining, SEND and EAL students. Phrases such as “**setting students up to fail**” were frequently used by teachers in this context.<sup>46</sup>

Some evidence of this occurring has been found in research commissioned by the DfE; **secondary school pupils with SEND have much higher levels of unhappiness regarding their school work and school**.<sup>47</sup>

While accountability measures have a negative impact on all pupils, many of them disproportionately affect disadvantaged and SEND pupils. One reason for this is that many of them struggle to reach age-related expectations, and therefore often spend more time being taught maths and English (and consequently miss out on some other subjects). In particular, teachers have reported concern about the impact on some pupils with special needs, who were “forced” into taking subjects that teachers considered to be at too high a level. This was done entirely as a response to accountability measures.<sup>48</sup>

In fact, the DfE’s own research appears to suggest that this is the case - in connection to the issue of outliers, it was commonly perceived by interview participants that the Progress 8 calculations did not allow for any contextual consideration/cohort variation (e.g. special needs, EAL, boys’ schools, sudden hospitalisation/serious illness, small schools). Concern was therefore raised about

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<sup>43</sup> National curriculum assessments: key stage 2, 2017 (revised)

<sup>44</sup> State of Education report (2017)

<sup>45</sup> A Curriculum for All? The effects of recent Key Stage 4 curriculum, assessment and accountability reforms on English secondary education

<sup>46</sup> A Curriculum for All? The effects of recent Key Stage 4 curriculum, assessment and accountability reforms on English secondary education

<sup>47</sup> The wellbeing of secondary school pupils with special educational needs

<sup>48</sup> Exam factories? The impact of accountability measures on children and young people

students taking more subjects than they previously would have done to ensure that 'buckets are full' (DfE, 2017).

Looking at the latest attainment data we can see a similar pattern to that seen in primary:

The attainment gap between pupils with SEND compared to pupils with no identified SEND remains the largest gap of all characteristics groups: pupils with SEND perform significantly worse than pupils with no identified SEN across all headline measures of attainment.<sup>49</sup>

- The average Attainment 8 score per pupil with SEND was 27.1, compared to 49.5 for pupils with no identified SEND.
- Pupils with a statement of SEND or EHC plan had lower attainment and progress scores than those with SEND support, with average Attainment 8 scores of 13.9 and 31.9 respectively, and average Progress 8 scores of -1.04 (+/-0.02) and -0.43 (+/-0.01) respectively.

Despite the data indicating a decrease in pupils with SEND attending maintained secondary schools, there were 392,955 approved access arrangements in the summer of 2017, **up 5% on 2015/16**.<sup>50</sup> There were 48,080 modified question papers produced in the summer 2017 exam series, **an increase of 26%** compared with 2016 (from 38,115)<sup>51</sup>. As well as reflecting the greater struggles facing students, this will also add to school workload in applying for and managing these adjustments.

#### The Special Educational Needs in Secondary Education (SENSE) study

- **TAs are a consistent and central feature of the educational experiences of pupils with EHCPs/statements in mainstream schools.** While the proportion of time they spend interacting with TAs is less in Year 9 compared with Year 5 (18% vs. 27%), it nonetheless accounts for around one-fifth of all their interactions (vs. 1% for average attainers), and outweighs peer interaction. Their interactions with teachers are largely as part of the class audience, but with TAs, interactions are more active, as they are more often the focus of attention.
- **TA support was identified as an important factor in pupil progress, with school staff and parents indicating that pupils would be unable to 'cope' in a mainstream setting without it.**
- The SENSE study findings add to a body of empirical research stretching back over 12 years (Blatchford et al., 2012; Webster and Blatchford, 2013b; 2015), which suggests **the system of support for pupils with high-level SEND in mainstream schools in England is too reliant on TAs. As schools reluctantly cut TA roles to balance budgets, there is a question around the sustainability of this widespread approach to inclusion.**
- The report found gaps in teachers' and TAs' knowledge concerning meeting the needs of pupils with EHCPs, and the acquisition of skills relating to SEND,

<sup>49</sup> Revised GCSE and equivalent results in England, 2016 to 2017

<sup>50</sup> Access Arrangements for GCSE and A Level - 2016 to 2017 academic year

<sup>51</sup> ibid

raising concerns over whether initial teacher education coverage and CPD is sufficient.

- The researchers warn that the **DfE's own pupil projections predict a 15% increase in the number of children requiring some form of specialist education by 2025**, and conclude that **mainstream schools will be required to play a significant role in local approaches to SEND provision.**
- With cuts to mainstream education funding, the impact on pupils without a statement or EHC plan as additional support is removed will mean that schools increasingly struggle to support them.

## **Part 5: The amount of regional variation in provision for pupils with SEND**

Appendix 1 below, demonstrates the change in the number of children and young people with statements or EHC plans between 2011 - 2014 and between 2014 - 2017 by region and local authority (LA). The last column in the table also shows the difference in growth compared with the national average.

The difference in growth by LA compared with the national average shows significant variation between different LAs and regions. The biggest difference in LA is between Dudley and Blackburn; Dudley has seen the biggest percentage decrease, -148%, compared with the national average of children and young people with statements or EHC plans. Blackburn, however, has seen the biggest comparable increase of 268%. When comparing regions, the South East has seen an increase of 23% and the West Midlands has seen a decrease of 34% when compared with the national average.

Appendix 2 shows the percentage of children and young people with statements or EHC plans receiving provision in special schools, including independent special schools. Independent special provision tends to be more expensive, often because they educate pupils with the most complex needs, and we can see from the table that there is variation between LAs, with some sending 0% of their SEND children to independent special schools and some sending up to 12%.

There is also clear variation between LAs in terms of the differences in both percentages of children with EHC Plans/ statements and those children educated in special schools or independent special schools. This raises a number of questions around policy in individual LAs and if it is more difficult to obtain an EHC plan in some authorities compared with others. It will also put more pressure on the top up funding to support pupils with plans or statements in mainstream and special schools, and will create significant differences in how pupils with the same needs are supported depending on which local authority they live in, and how much pressure that authority's high needs budget is under.

This is reflected in Appendix 3 that highlights the level of funding shortfall demonstrated by deficits in certain local authorities.

The appendices clearly highlight the variation of pressure on the high needs budget across the country.

## Appendices

### Appendix 1<sup>52</sup>

#### Changes in Children and Young People with Statements or EHC Plans 2011-2014 and 2014-2017 by Region and Local Authority

LA name	2011	2014	2017	Change 2011 to 2014	Change 2014 to 2017	Growth 2014-17: difference from national average growth of 21%
ENGLAND	229,017	237,111	287,290	3.50%	21%	0%
NORTH EAST	11,385	11,646	14,518	2.30%	25%	17%
Darlington	375	410	555	9.30%	35%	67%
Durham	2,441	2,519	2,932	3.20%	16%	-23%
Gateshead	827	871	1,108	5.30%	27%	29%
Hartlepool	298	360	503	20.80%	40%	88%
Middlesbrough	701	746	1,020	6.40%	37%	74%
Newcastle upon Tyne	839	839	1,292	0.00%	54%	155%
North Tyneside	924	1,014	1,075	9.70%	6%	-72%
Northumberland	1,716	1,508	1,679	-12.10%	11%	-46%
Redcar and Cleveland	675	721	999	6.80%	39%	82%
South Tyneside	679	624	879	-8.10%	41%	93%
Stockton-on-Tees	837	918	1,193	9.70%	30%	42%
Sunderland	1,073	1,116	1,283	4.00%	15%	-29%
NORTH WEST	30,449	30,973	38,465	1.70%	24%	14%
Blackburn with Darwen	465	371	660	-20.20%	78%	268%
Blackpool	486	488	648	0.40%	33%	55%
Bolton	1,121	1,300	1,800	16.00%	38%	82%
Bury	1,017	1,213	1,378	19.30%	14%	-36%
Cheshire East	1,522	1,612	1,868	5.90%	16%	-25%
Cheshire West and Chester	1,368	1,425	1,671	4.20%	17%	-18%
Cumbria	1,989	2,056	2,734	3.40%	33%	56%
Halton	497	418	599	-15.90%	43%	105%
Knowsley	816	898	1,072	10.00%	19%	-8%
Lancashire	5,811	5,267	5,861	-9.40%	11%	-47%
Liverpool	1,343	1,464	2,006	9.00%	37%	75%
Manchester	2,146	2,222	3,214	3.50%	45%	111%

<sup>52</sup> Brian Gale – High Needs Discussion Paper

LA name	2011	2014	2017	Change 2011 to 2014	Change 2014 to 2017	Growth 2014-17: difference from national average growth of 21%
Oldham	1,014	1,097	1,498	8.20%	37%	73%
Rochdale	1,139	1,224	1,450	7.50%	18%	-13%
Salford	1,151	1,153	1,443	0.20%	25%	19%
Sefton	912	967	1,123	6.00%	16%	-24%
St. Helens	458	463	670	1.10%	45%	111%
Stockport	1,400	1,453	2,005	3.80%	38%	80%
Tameside	691	694	828	0.40%	19%	-9%
Trafford	1,155	1,358	1,378	17.60%	1%	-93%
Warrington	979	969	1,280	-1.00%	32%	52%
Wigan	1,282	1,277	1,534	-0.40%	20%	-5%
Wirral	1,687	1,584	1,745	-6.10%	10%	-52%
<b>YORKSHIRE AND THE HUMBER</b>	<b>19,897</b>	<b>20,097</b>	<b>25,266</b>	<b>1.00%</b>	<b>26%</b>	<b>22%</b>
Barnsley	1,123	1,269	1,605	13.00%	26%	25%
Bradford	2,100	2,145	2,805	2.10%	31%	45%
Calderdale	1,041	983	1,069	-5.60%	9%	-59%
Doncaster	1,252	1,282	1,502	2.40%	17%	-19%
East Riding of Yorkshire	1,131	1,132	1,580	0.10%	40%	87%
Kingston Upon Hull, City of	1,115	1,224	1,403	9.80%	15%	-31%
Kirklees	1,825	1,903	2,372	4.30%	25%	16%
Leeds	2,004	2,127	2,873	6.10%	35%	66%
North East Lincolnshire	740	546	639	-26.20%	17%	-20%
North Lincolnshire	873	807	887	-7.60%	10%	-53%
North Yorkshire	1,631	1,682	2,200	3.10%	31%	46%
Rotherham	1,026	999	1,538	-2.60%	54%	155%
Sheffield	2,128	2,081	2,475	-2.20%	19%	-11%
Wakefield	1,441	1,423	1,636	-1.20%	15%	-29%
York	467	494	682	5.80%	38%	80%
<b>EAST MIDLANDS</b>	<b>18,008</b>	<b>17,763</b>	<b>20,766</b>	<b>-1.40%</b>	<b>17%</b>	<b>-20%</b>
Derby	992	1,137	1,485	14.60%	31%	45%
Derbyshire	3,043	3,214	3,465	5.60%	8%	-63%
Leicester	1,516	1,445	1,824	-4.70%	26%	24%
Leicestershire	2,688	2,772	3,350	3.10%	21%	-1%
Lincolnshire	3,906	3,086	3,916	-21.00%	27%	27%
Northamptonshire	3,749	3,792	3,615	1.10%	-5%	-122%



LA name	2011	2014	2017	Change 2011 to 2014	Change 2014 to 2017	Growth 2014-17: difference from national average growth of 21%
Nottingham	542	589	819	8.70%	39%	85%
Nottinghamshire	1,404	1,556	2,104	10.80%	35%	66%
Rutland	168	172	188	2.40%	9%	-56%
<b>WEST MIDLANDS</b>	<b>26,780</b>	<b>28,308</b>	<b>32,257</b>	<b>5.70%</b>	<b>14%</b>	<b>-34%</b>
Birmingham	6,388	6,992	7,612	9.50%	9%	-58%
Coventry	1,321	1,280	1,724	-3.10%	35%	64%
Dudley	1,690	1,570	1,412	-7.10%	-10%	-148%
Herefordshire	546	588	776	7.70%	32%	51%
Sandwell	1,024	1,302	1,628	27.10%	25%	18%
Shropshire	1,517	1,724	1,730	13.60%	0%	-98%
Solihull	1,177	1,300	1,415	10.50%	9%	-58%
Staffordshire	3,355	3,341	3,933	-0.40%	18%	-16%
Stoke-on-Trent	1,354	1,340	1,816	-1.00%	36%	68%
Telford and Wrekin	1,041	1,042	1,368	0.10%	31%	48%
Walsall	1,068	1,261	1,518	18.10%	20%	-4%
Warwickshire	2,458	2,723	3,260	10.80%	20%	-7%
Wolverhampton	1,358	1,417	1,373	4.30%	-3%	-115%
Worcestershire	2,483	2,428	2,692	-2.20%	11%	-49%
<b>EAST OF ENGLAND</b>	<b>26,928</b>	<b>27,527</b>	<b>32,110</b>	<b>2.20%</b>	<b>17%</b>	<b>-21%</b>
Bedford	685	695	964	1.50%	39%	83%
Central Bedfordshire	1,115	1,080	1,424	-3.10%	32%	51%
Cambridgeshire	2,828	3,114	3,429	10.10%	10%	-52%
Essex	6,304	7,172	7,723	13.80%	8%	-64%
Hertfordshire	4,037	3,724	5,012	-7.80%	35%	63%
Luton	853	949	1,281	11.30%	35%	65%
Norfolk	4,931	4,455	4,806	-9.70%	8%	-63%
Peterborough	1,276	1,350	1,586	5.80%	17%	-17%
Southend-on-Sea	859	933	1,103	8.60%	18%	-14%
Suffolk	3,098	3,063	3,533	-1.10%	15%	-27%
Thurrock	942	992	1,249	5.30%	26%	22%
<b>LONDON</b>	<b>37,629</b>	<b>40,340</b>	<b>48,554</b>	<b>7.20%</b>	<b>20%</b>	<b>-4%</b>
<b>INNER LONDON</b>	<b>13,980</b>	<b>14,961</b>	<b>17,645</b>	<b>7.00%</b>	<b>18%</b>	<b>-15%</b>
Camden	991	969	1,202	-2.20%	24%	14%
City of London	13	9	15	-30.80%	67%	215%
Hackney	1,236	1,399	1,775	13.20%	27%	27%

LA name	2011	2014	2017	Change 2011 to 2014	Change 2014 to 2017	Growth 2014-17: difference from national average growth of 21%
Hammersmith and Fulham	609	647	776	6.20%	20%	-6%
Haringey	1,298	1,351	1,537	4.10%	14%	-35%
Islington	802	911	1,016	13.60%	12%	-46%
Kensington and Chelsea	405	440	504	8.60%	15%	-31%
Lambeth	1,545	1,582	1,808	2.40%	14%	-32%
Lewisham	1,341	1,448	1,732	8.00%	20%	-7%
Newham	598	611	620	2.20%	1%	-93%
Southwark	1,485	1,515	1,879	2.00%	24%	14%
Tower Hamlets	1,558	1,805	2,212	15.90%	23%	7%
Wandsworth	1,226	1,265	1,556	3.20%	23%	9%
Westminster	873	1,009	1,013	15.60%	0%	-98%
<b>OUTER LONDON</b>	<b>23,649</b>	<b>25,379</b>	<b>30,909</b>	<b>7.30%</b>	<b>22%</b>	<b>3%</b>
Barking and Dagenham	937	1,011	1,232	7.90%	22%	3%
Barnet	1,640	1,727	2,088	5.30%	21%	-1%
Bexley	1,342	1,284	1,460	-4.30%	14%	-35%
Brent	1,608	1,620	1,960	0.70%	21%	-1%
Bromley	1,942	1,917	1,964	-1.30%	2%	-88%
Croydon	1,773	2,044	2,491	15.30%	22%	3%
Ealing	1,482	1,631	2,055	10.10%	26%	23%
Enfield	1,248	1,385	1,928	11.00%	39%	85%
Greenwich	1,264	1,209	1,424	-4.40%	18%	-16%
Harrow	1,120	1,168	1,477	4.30%	26%	25%
Havering	635	866	1,136	36.40%	31%	47%
Hillingdon	1,288	1,480	1,902	14.90%	29%	35%
Hounslow	1,140	1,397	1,826	22.50%	31%	45%
Kingston upon Thames	653	770	958	17.90%	24%	15%
Merton	894	1,029	1,242	15.10%	21%	-2%
Redbridge	1,391	1,436	1,709	3.20%	19%	-10%
Richmond upon Thames	819	941	1,200	14.90%	28%	30%
Sutton	1,100	1,071	1,450	-2.60%	35%	67%
Waltham Forest	1,373	1,393	1,407	1.50%	1%	-95%
<b>SOUTH EAST</b>	<b>37,324</b>	<b>38,817</b>	<b>48,883</b>	<b>4.00%</b>	<b>26%</b>	<b>23%</b>
Bracknell Forest	638	675	685	5.80%	1%	-93%
Brighton and Hove	1,009	984	1,135	-2.50%	15%	-27%

LA name	2011	2014	2017	Change 2011 to 2014	Change 2014 to 2017	Growth 2014-17: difference from national average growth of 21%
Buckinghamshire	2,996	3,160	3,540	5.50%	12%	-43%
East Sussex	2,386	2,690	2,997	12.70%	11%	-46%
Hampshire	4,859	4,902	6,553	0.90%	34%	59%
Isle of Wight	587	646	833	10.10%	29%	37%
Kent	6,033	6,452	8,199	6.90%	27%	28%
Medway	1,580	1,409	1,779	-10.80%	26%	24%
Milton Keynes	1,347	1,371	1,725	1.80%	26%	22%
Oxfordshire	1,981	2,137	2,755	7.90%	29%	37%
Portsmouth	870	929	1,269	6.80%	37%	73%
Reading	833	919	1,071	10.30%	17%	-22%
Slough	774	829	1,388	7.10%	67%	219%
Southampton	593	701	1,181	18.20%	68%	224%
Surrey	5,345	5,443	6,843	1.80%	26%	22%
West Berkshire	787	770	897	-2.20%	16%	-22%
West Sussex	3,274	3,323	4,380	1.50%	32%	50%
Windsor and Maidenhead	688	710	851	3.20%	20%	-6%
Wokingham	744	767	802	3.10%	5%	-78%
<b>SOUTH WEST</b>	<b>20,617</b>	<b>21,640</b>	<b>26,471</b>	<b>5.00%</b>	<b>22%</b>	<b>5%</b>
Bath and North East Somerset	681	718	1,062	5.40%	48%	126%
Bournemouth	619	679	858	9.70%	26%	25%
Bristol, City of	1,870	1,748	2,119	-6.50%	21%	0%
Cornwall	2,107	2,113	2,384	0.30%	13%	-39%
Devon	3,454	3,764	3,718	9.00%	-1%	-106%
Dorset	1,480	1,426	1,772	-3.60%	24%	15%
Gloucestershire	2,248	2,496	3,044	11.00%	22%	4%
Isles of Scilly	4	10	10	150.00%	0%	-100%
North Somerset	558	545	637	-2.30%	17%	-20%
Plymouth	1,317	1,483	1,776	12.60%	20%	-7%
Poole	459	486	659	5.90%	36%	68%
Somerset	1,020	1,072	1,450	5.10%	35%	67%
South Gloucestershire	1,109	1,158	1,614	4.40%	39%	86%
Swindon	1,102	1,219	1,501	10.60%	23%	9%
Torbay	815	857	1,134	5.20%	32%	53%
Wiltshire	1,774	1,866	2,733	5.20%	46%	120%

**Appendix 2: Percentage of children and young people with statements, or EHC plans receiving provision in special schools<sup>53</sup>**

LA name	Number of children and young people for whom the authority maintains a statement of SEN, or EHC plan	Special school: LA maintained (including foundation schools)	Special school: academy/free	Special school: non-maintained	Special school: independent special schools
ENGLAND	287,290	28.3	7.7	1.3	3.9
NORTH EAST	14,518	32.3	14.5	2.2	1.9
Darlington	555	0.9	46.1	0.7	1.8
Durham	2,932	38.7	7.6	1.5	1.2
Gateshead	1,108	37.4	12.3	3.1	2.3
Hartlepool	503	14.1	33.4	0.0	4.4
Middlesbrough	1,020	42.7	2.0	1.7	2.7
Newcastle upon Tyne	1,292	40.3	10.8	6.6	0.9
North Tyneside	1,075	45.1	0.0	0.8	0.7
Northumberland	1,679	43.1	0.2	4.1	1.7
Redcar and Cleveland	999	20.5	16.4	1.2	3.3
South Tyneside	879	48.8	0.0	2.3	1.1
Stockton-on-Tees	1,193	4.7	45.5	1.5	4.0
Sunderland	1,283	16.8	35.5	1.0	1.2
NORTH WEST	38,465	33.1	6.3	1.5	3.5
Blackburn with Darwen	660	34.4	2.9	2.0	8.0
Blackpool	648	22.4	32.3	0.0	10.2
Bolton	1,800	30.9	3.7	1.6	3.1
Bury	1,378	21.7	0.0	1.7	7.3
Cheshire East	1,868	19.7	10.7	5.3	4.4
Cheshire West and Chester	1,671	37.9	9.2	1.2	1.1
Cumbria	2,734	15.4	2.4	0.8	4.0
Halton	599	38.9	14.4	4.8	4.5
Knowsley	1,072	43.2	3.3	2.9	1.7
Lancashire	5,861	44.5	0.0	0.0	4.5
Liverpool	2,006	59.8	0.0	0.8	1.9

<sup>53</sup> This is a percentage of the total number of children and young people with EHC plans/Statements, including those between the ages of 16 and 25.

Manchester	3,214	25.2	9.6	0.8	2.6
Oldham	1,498	1.1	42.3	0.0	3.4
Rochdale	1,450	35.0	0.8	1.1	2.1
Salford	1,443	19.0	18.9	4.0	3.5
Sefton	1,123	48.2	0.0	2.6	3.1
St. Helens	670	55.4	0.0	1.3	3.1
Stockport	2,005	26.8	0.2	1.6	2.5
Tameside	828	37.2	11.0	2.7	3.4
Trafford	1,378	21.5	20.0	1.5	4.4
Warrington	1,280	22.0	0.2	2.0	3.6
Wigan	1,534	41.5	0.0	0.5	3.2
Wirral	1,745	56.4	0.0	3.7	0.9
<b>YORKSHIRE AND THE HUMBER</b>	<b>25,266</b>	<b>26.1</b>	<b>5.8</b>	<b>1.4</b>	<b>3.0</b>
Barnsley	1,605	2.1	24.0	1.4	4.5
Bradford	2,805	13.5	0.0	0.8	0.0
Calderdale	1,069	28.8	0.6	1.0	3.1
Doncaster	1,502	35.4	0.3	1.3	3.2
East Riding of Yorkshire	1,580	22.0	0.0	8.2	9.5
Kingston Upon Hull, City of	1,403	23.7	15.8	0.1	1.3
Kirklees	2,372	24.8	2.6	1.6	1.9
Leeds	2,873	34.1	6.7	1.0	3.0
North East Lincolnshire	639	0.9	47.4	1.4	6.1
North Lincolnshire	887	32.4	1.4	0.8	7.1
North Yorkshire	2,200	36.4	0.8	1.2	2.5
Rotherham	1,538	22.8	16.6	0.5	4.9
Sheffield	2,475	40.9	0.1	1.1	1.5
Wakefield	1,636	27.3	0.1	0.2	1.1
York	682	26.4	0.0	0.6	1.3
<b>EAST MIDLANDS</b>	<b>20,766</b>	<b>24.5</b>	<b>15.5</b>	<b>1.0</b>	<b>4.0</b>
Derby	1,485	42.6	0.1	1.4	6.6
Derbyshire	3,465	26.9	0.1	1.1	1.8
Leicester	1,824	42.5	7.8	0.4	4.1
Leicestershire	3,350	16.2	17.6	0.2	8.9
Lincolnshire	3,916	15.5	27.7	0.7	1.6
Northamptonshire	3,615	12.3	30.4	0.5	3.3
Nottingham	819	42.9	13.9	1.2	2.9
Nottinghamshire	2,104	37.2	8.3	4.1	3.8
Rutland	188	9.0	8.0	0.0	12.2
<b>WEST MIDLANDS</b>	<b>32,257</b>	<b>34.7</b>	<b>8.6</b>	<b>0.3</b>	<b>3.8</b>

Birmingham	7,612	35.0	6.8	0.1	2.3
Coventry	1,724	37.1	12.9	0.3	1.2
Dudley	1,412	55.6	0.0	0.0	2.8
Herefordshire	776	16.5	23.2	0.1	5.0
Sandwell	1,628	35.2	0.2	0.1	2.0
Shropshire	1,730	7.9	23.5	0.3	4.6
Solihull	1,415	33.9	5.1	0.1	6.4
Staffordshire	3,933	36.8	16.3	0.3	4.0
Stoke-on-Trent	1,816	37.9	4.8	0.3	10.6
Telford and Wrekin	1,368	35.1	0.7	0.1	2.7
Walsall	1,518	42.2	0.0	0.1	1.5
Warwickshire	3,260	31.6	5.7	1.0	7.6
Wolverhampton	1,373	52.1	1.4	0.0	2.0
Worcestershire	2,692	29.5	16.2	0.4	2.9
<b>EAST OF ENGLAND</b>	<b>32,110</b>	<b>23.4</b>	<b>10.2</b>	<b>0.4</b>	<b>3.0</b>
Bedford	964	9.0	24.7	0.2	2.3
Central Bedfordshire	1,424	25.6	14.8	0.6	0.5
Cambridgeshire	3,429	16.6	12.1	0.2	4.2
Essex	7,723	18.9	15.3	0.6	2.9
Hertfordshire	5,012	34.3	8.1	0.5	1.3
Luton	1,281	35.9	1.3	0.4	2.2
Norfolk	4,806	26.6	1.1	0.1	4.5
Peterborough	1,586	34.2	5.4	0.1	3.7
Southend-on-Sea	1,103	27.5	17.5	0.3	1.0
Suffolk	3,533	12.5	12.6	0.4	4.6
Thurrock	1,249	23.4	4.1	0.4	2.1
<b>LONDON</b>	<b>48,554</b>	<b>25.2</b>	<b>4.6</b>	<b>1.5</b>	<b>5.3</b>
<b>INNER LONDON</b>	<b>17,645</b>	<b>25.0</b>	<b>1.8</b>	<b>1.1</b>	<b>4.6</b>
Camden	1,202	24.0	0.9	1.5	3.5
City of London	15	20.0	0.0	6.7	0.0
Hackney	1,775	19.2	0.6	0.8	6.5
Hammersmith and Fulham	776	36.0	1.0	0.5	1.3
Haringey	1,537	20.5	0.7	0.4	5.7
Islington	1,016	36.6	0.0	0.8	3.1
Kensington and Chelsea	504	21.8	1.6	2.2	3.4
Lambeth	1,808	25.3	1.2	1.4	6.5
Lewisham	1,732	30.9	0.0	0.8	3.9
Newham	620	5.0	19.4	1.3	1.8
Southwark	1,879	26.9	1.1	0.6	7.3
Tower Hamlets	2,212	22.1	0.6	1.7	2.2
Wandsworth	1,556	26.0	4.0	1.0	6.0
Westminster	1,013	27.6	3.7	1.9	2.4

OUTER LONDON	30,909	25.3	6.2	1.8	5.8
Barking and Dagenham	1,232	30.4	1.9	1.0	2.8
Barnet	2,088	22.1	0.0	0.6	4.6
Bexley	1,460	32.8	3.1	0.9	7.5
Brent	1,960	27.8	8.4	1.9	5.4
Bromley	1,964	26.1	4.8	2.6	7.3
Croydon	2,491	35.8	0.1	0.2	7.7
Ealing	2,055	35.4	0.0	0.7	5.5
Enfield	1,928	34.7	0.1	0.5	5.4
Greenwich	1,424	20.3	13.6	0.6	4.1
Harrow	1,477	25.0	7.2	2.0	5.7
Havering	1,136	12.7	12.9	0.9	3.2
Hillingdon	1,902	20.5	15.8	3.0	3.0
Hounslow	1,826	30.0	1.4	2.7	7.1
Kingston upon Thames	958	24.4	0.7	3.3	12.2
Merton	1,242	29.6	1.7	2.9	8.5
Redbridge	1,709	29.2	1.9	3.3	1.7
Richmond upon Thames	1,200	12.8	0.6	4.3	10.1
Sutton	1,450	8.8	12.8	3.7	8.6
Waltham Forest	1,407	3.1	38.8	1.1	1.6
<b>SOUTH EAST</b>	<b>48,883</b>	<b>29.4</b>	<b>6.5</b>	<b>2.2</b>	<b>4.3</b>
Bracknell Forest	685	24.4	3.8	5.3	5.1
Brighton and Hove	1,135	34.7	0.3	1.5	3.7
Buckinghamshire	3,540	31.8	7.7	1.6	2.7
East Sussex	2,997	8.0	24.1	3.2	4.3
Hampshire	6,553	35.8	5.5	1.6	3.4
Isle of Wight	833	25.1	0.0	2.4	1.9
Kent	8,199	37.9	0.2	1.0	5.4
Medway	1,779	9.1	32.2	1.0	4.9
Milton Keynes	1,725	41.1	4.1	0.5	2.1
Oxfordshire	2,755	21.9	15.0	1.0	3.6
Portsmouth	1,269	20.1	19.4	0.5	1.8
Reading	1,071	31.9	3.3	2.2	3.5
Slough	1,388	18.2	3.7	0.3	0.2
Southampton	1,181	42.3	2.9	0.6	3.6
Surrey	6,843	24.3	3.7	4.7	7.2
West Berkshire	897	30.4	2.1	2.5	3.8
West Sussex	4,380	37.2	0.0	3.4	4.0
Windsor and Maidenhead	851	25.9	4.9	4.6	4.1
Wokingham	802	23.3	6.5	4.6	6.5

SOUTH WEST	26,471	26.4	5.4	1.3	3.7
Bath and North East Somerset	1,062	1.2	35.4	1.4	5.3
Bournemouth	858	27.2	8.0	7.5	3.5
Bristol, City of	2,119	35.3	0.0	0.4	1.7
Cornwall	2,384	11.5	4.9	0.6	3.3
Devon	3,718	28.8	0.9	1.0	3.5
Dorset	1,772	29.5	6.2	2.8	4.5
Gloucestershire	3,044	30.6	3.3	0.7	3.4
Isles of Scilly	10	0.0	10.0	0.0	0.0
North Somerset	637	44.6	0.2	0.8	9.9
Plymouth	1,776	33.5	0.0	0.0	1.5
Poole	659	21.1	14.1	7.4	4.7
Somerset	1,450	39.4	2.3	0.9	9.9
South Gloucestershire	1,614	25.8	0.1	1.9	3.6
Swindon	1,501	34.6	2.7	0.6	0.9
Torbay	1,134	22.2	18.3	0.4	2.4
Wiltshire	2,733	15.6	9.3	0.7	3.8



**Appendix 3: Deficit carry-forwards that LA's recorded on their Section 251 Statements for 2016/17 and 2017/18<sup>54</sup>.**

<b>2016/17</b>	<b>£</b>	<b>2017/18</b>	<b>£</b>
Camden	-6,437,000	Camden	-5,531,037
Bury	-4,459,124	Lambeth	-6,350,606
Leeds	-1,615,881	Richmond upon Thames	-6,831,800
Wakefield	-3,505,000	Dudley	-1,455,437
North Tyneside	-711,000	Bury	-3,932,206
Hartlepool	-7,043	Oldham	-2,802,273
North Yorkshire	-9,136,200	Rotherham	-1,800,000
Poole	-507,000	Leeds	-2,863,510
Leicestershire	-4,442,538	Wakefield	-1,345,000
Stoke-on-Trent	-5,219,000	North Somerset	-1,150,000
Swindon	-208,766	South Gloucestershire	-7,894,620
Peterborough	-3,060,260	Kingston upon Hull City	-1,083,485
Blackburn with Darwen	-8,065,000	North Yorkshire	-5,734,000
Nottingham	-11,526,617	Poole	-369,000
Hertfordshire	-9,086,000	Stoke-on-Trent	-400,000
Somerset	-186,290	Reading	-4,500,000
Bedford Borough	-507,000	Peterborough	-4,672,984
<b>Total</b>	<b>-68,679,719</b>	Southend-on-Sea	-325,202
		Lancashire	-9,962,000
		Nottingham	-8,897,061
		Hertfordshire	-7,439,868
		Isle of Wight	-540,456
		<b>Total</b>	<b>-85,880,545</b>

<sup>54</sup> Brain Gale, Discussion Paper - Section 251 statements. Analysis provided by Peter Lowe, Bury Council and representative for the Association of Directors of Children's Services on the DfE's Schools and Academy Funding Group

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This report was produced by Daniel Chapman, Policy Research Analyst at NAHT, with contributions from Natalie Arnett, Policy Research Analyst, Valentine Mulholland, Head of Policy and Lydia Vye, Policy Research Manager.

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**NAHT Headquarters**

1 Heath Square  
Boltro Road  
Haywards Heath  
West Sussex  
RH16 1BL

Web: [www.naht.org.uk](http://www.naht.org.uk)  
Twitter: @NAHTnews  
E-mail: [policy@naht.org.uk](mailto:policy@naht.org.uk)

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