

## **Schools Forum**

**November 27<sup>th</sup> 2014**

### **Draft Vulnerable Learners Strategy**

This report relates to both maintained schools and academies

#### **Recommendation**

Schools Forum is recommended to:

- 1.0 Consider the information in the attached report;
- 2.0 Provide comments on the proposed approach to engage with key stakeholders in further developing the strategy
- 3.0 Comment on role of Schools Forum reference group in further developing the strategy

#### **1.0 Introduction**

- 1.1 A comprehensive business case along with a summary presentation was made at Schools Forum on the 18<sup>th</sup> October 2014 by Jonathan Wilding Interim SEND Commissioning Manager.
- 1.2 The case presented was of long-term system-wide issues that have led to an unsustainable over spend on Independent Specialist Providers, which also impacts on SEN Transport costs. Two key contributing factors identified that differed from national factors such as increasing pupil numbers and a changing profile of SEND were:
  - Inconsistent Inclusive practice across the system, and
  - Lack of flexible local provision for SEND pupils

#### **2.0 System Approach**

- 2.1 Work is already underway to build on what is working well and to look again at the pathways, processes and patterns of provision that are not working and to put in place a system that produces good outcomes for Warwickshire's vulnerable learners. This also needs to achieve a good return on the investment of the funds both in schools and the high needs funding block that is there to support them.

2.2 It will be important that all key stakeholders are involved in developing the Vulnerable Learner's Strategy. This will include engaging and consulting with school leaders through the Consortium arrangements, with governors, SENCOs, with partner agencies and with parents and young people.

2.3 The Strategy will support Warwickshire's implementation of the SEND Reform programme which brings together Education, Health and Social Care with a parent's reference group. Schools Forum is asked to comment on their role in this development.

### 3.0 Consultation and Implementation Process

3.1 This Draft Strategy is presented in its current form as a work-in-progress to prompt discussion and engage a range of stakeholders in the development process. It is not intended as a finished product and the Council welcomes and seeks input and support from a wide range of sources both in the development process as well as in the implementation of the agreed end product.

### 3.2 Proposed Timetable:

November 6 <sup>th</sup> to December 12 <sup>th</sup> 2014	Initial dialogue, discussion and development – leading to development of final draft for consultation.
January 5 <sup>th</sup> to February 27 <sup>th</sup> 2015	Formal consultation
March 2 <sup>nd</sup> to 13 <sup>th</sup> 2015	Document updated following consultation
7 <sup>th</sup> April 2015	Children & Young People Overview & Scrutiny Committee
16 <sup>th</sup> April 2015	Cabinet - for ratification
Implementation to follow with immediate effect.	

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## **Education and Learning**

# **Draft Strategy for Vulnerable Learners**

**Championing better life chances  
for our most vulnerable learners**

**2015 - 2018**

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# 1. Introduction

## i. Warwickshire's Vision

Many children flourish in Warwickshire's schools, but a minority face disadvantages that can have a significant limiting effect on their achievement and attainment as well as on their broader life outcomes. There is a clear gap between the attainment of the majority of children and those from particular groups that are vulnerable to underachievement. If the County is serious about breaking cycles of disadvantage and ensuring that all children make good progress, then it is essential to narrow this gap. This is both a national and local priority and is reflected in our commitment as set out in the County's Education Vision, which states:

*Warwickshire will be forward looking in Education and Learning, striving to ensure that every child and young person will:*

- *attend a good or outstanding school or setting;*
- *achieve well — whatever their starting point or circumstance;*  
*and*
- *go on to positive destinations so that, as they become young adults, they have an independent economic and social life.*

Every educational setting will have some disadvantaged learners as part of their community so if the County is to achieve this vision then this priority must be shared and supported by all partners across the early years foundation stage sector, primary and secondary schools as well in further education.

Our schools and settings *can* make a real difference to the future success of these learners; research tells us that there is clear evidence of the link between educational achievement and future life chances. Sir Michael Wilshire, HMCI has stated recently that:

*"A large minority of children still do not succeed at school or college... This unseen body of children and young people that underachieve throughout our education system represents an unacceptable waste of human potential... exceptional schools can make up for grave disadvantages"*

In the publication, *Unseen Children: Access and Achievement 20 Years On* (2013), he goes on to say:

*"Exceptional schools can change lives but we must understand how to use our potential for change effectively. Outstanding teaching is important but there is no evidence that outstanding schools are any better than others in narrowing the achievement gap. A much more holistic approach is needed. This is a call to action to every school regardless of your Ofsted inspection grade. Every school has a duty to break the cycle of poverty and every school has the potential to do so"*

This view that a more holistic approach is required to fully address the needs of many vulnerable learners is shared by Warwickshire Council. No matter how excellent teaching practice may be, some learners require support beyond the classroom in order to address their barriers to learning. This strategy sets the context for the multi-agency approaches required to meet these needs.

## **ii. Why is this strategy needed?**

This strategy aims to ensure that the full range of Warwickshire County Council services and partners work coherently with schools and other educational settings to maximise the impact of available resources in further raising the attainment and increasing the progression of the most vulnerable groups of learners.

The strategy provides a framework for the commissioning and delivery of education services and support for vulnerable children and young people. It outlines the strategic direction, identifying clear objectives and commissioning intentions to improve outcomes for our most vulnerable and disadvantaged groups.

Education is progressing through an unprecedented period of transformation including the implementation of the Children and Families Act (2014), the new SEN Code of Practice and radical changes to the national curriculum all of which were introduced in September 2014; at such times of change and upheaval, those least able to fend for themselves can be at risk. Therefore, it is imperative that Warwickshire County Council, as Champion for the Learner, refreshes its strategy to ensure the provision of a high quality range of support and opportunities to enable these vulnerable learners to become confident individuals, effective communicators, successful and responsible citizens, to remain healthy and to achieve the life outcomes to which they and their families aspire.

Against this challenging back-drop, currently many of Warwickshire's most vulnerable pupils are currently not well-served by the County's education system. Too many with the most severe and complex special educational needs are unable to access local education provision to meet their needs. The lived experience described by many of the families affected is of an education system that is not inclusive and can be inflexible in meeting needs.

The consequent over-reliance on expensive independent providers is driving significant overspends in the Dedicated Schools Grant. Despite the high levels of expenditure on these pupils, outcomes for these most vulnerable individuals remain poor. A lack of appropriate, timely support leads to an escalation of need as these vulnerable pupils fall further behind their peers. If the Council is to fulfil the vision set out above, this needs to change.

In order to address these challenges it is essential that the Council engages fully with its key partners, including parents, carers and young people, on shaping the final strategy for Warwickshire. Full, transparent and responsive consultation is central to our ethos and we will continue our formal process of dialogue and consultation with leaders in education and representative forums to ensure the final policy has widespread ownership.

## **iii. Context**

The context for this vision is a backdrop of reducing resources for public services, which will see increasingly challenging constraints in the coming years. These resource restraints are not the only changes facing Local Authorities, which have been accompanied by a number of statutory reforms, summarised as follows:

- There has been an inexorable process involving the shift of power, resources and accountability from local authorities to schools. Many of the services and

controls that local authorities traditionally exercised over schools individually and collectively have been reduced and transferred.

- This has been accompanied by the introduction of a far wider variety of types of school including academies, free schools, university technical colleges, studio schools, etc, which brings with it a welcome diversity of provision but also an accompanying risk of fragmentation.
- A major change in the funding of schools through which there is a broad shift in the funding of additional support for vulnerable children<sup>3</sup>, specifically those with designated special educational needs and disabilities. Broadly the funding changes make clear the central role that mainstream schools have in making systematic provision for children with additional needs with increased accountability of individual settings for improving outcomes.
- The value of alternative and special provision has been simplified and set out on more equitable terms, and the identification, support and funding of children with complex needs has been refocused on a multi-agency approach which runs from first identification potentially through to the age of 25.

#### **iv. Who will this strategy support?**

In the context of this strategy, 'vulnerable learners' are defined as children and young people at greater risk of poor educational outcomes. These include children and young people:

1. Being looked after or on the edge of care
2. Eligible for the Pupil Premium / Free School Meals
3. Disabled pupils, as defined by the Equality Act 2010, and those who have Special Educational Needs
4. Excluded or at risk of exclusion from school
5. From Gypsy, Roma and Traveller backgrounds
6. Missing education
7. Who have ill health (including mental health), including hospitalisation, affecting attendance and behaviour at school
8. Whose lives have been affected by drug or alcohol abuse
9. Who are school age parents
10. Who are young carers
11. Who are offending or at risk of offending.
12. Lesbian, gay, bisexual and transgender pupils

This identification of groups of learners who require particular attention and in some cases additional support proposes a much larger section of the pupil populations than those with SEND.

Although those pupils whose first language is not English and those from different ethnic groups face their own challenges, in the context of Warwickshire the data does not indicate significant underperformance by these groups, hence their omission from the list.

This report focuses on those groups more closely defined as having SEND including identified needs stemming from mental health issues that lead to challenging behaviour. This is not to suggest that the other groups listed above are not

important. Rather it reflects a judgement that this report needs to focus its analysis in the major service and strategy challenges facing the local authority around the identified target groups and that the steps taken to address these learners will be of benefit to all the groups listed above.

**v. So ... What difference will this Strategy make?**

As a result of the implementation of this Strategy vulnerable learners and their families in Warwickshire will see:

- a. A new, special school for children with Autistic Spectrum Disorder and those displaying challenging behaviour.
- b. Development of a range of designated SEN provision developed and led in partnership between the County's special schools and partners in the mainstream sector.
- c. The further development of Warwickshire's secondary-phase Area Behaviour Partnerships to coordinate the response to and support for vulnerable pupils at risk of exclusion.
- d. Exploration of alternative free school provision at key stage 3 and 4.
- e. The further development of Inclusion Support Groups, led by Primary Schools in partnership with the Local Authority, to establish and embed the response to and support for vulnerable pupils at risk of exclusion in the primary phase.
- f. As a consequence of the above a greater proportion of Warwickshire's vulnerable learners will be educated closer to home with a reduction in placements in Independent Specialist Provision.
- g. Streamlined access to additional support for vulnerable learners with the introduction of a single referral route aligning the CAF, Early Help and SEND assessment, thereby simplifying the process of seeking support for families and professionals alike.
- h. The full implementation of Education, Health and Care Plans that will have replaced Statements of SEN and S139a Learning Difficulty Assessments for those with complex needs and will support better joined-up working between services.
- i. Availability of Personal Budgets for families of pupils with Education Health and Care Plans across social care, education and health for those that want them, providing increased levels of choice and control.
- j. A diverse and comprehensive offering of information, support and provision for those with SEND that is easy-to-find through Warwickshire's 'local offer' directory of services.
- k. Parents and carers of children with SEND accessing increased opportunities to work closely with services to plan how to best meet the needs of their children through person-centred approaches.



## 2. Defining The Gap

### i. The Evidence Base - Facts, Figures and Findings

Warwickshire's performance data<sup>1</sup> shows that the most vulnerable groups are those defined by the DfE as 'disadvantaged' (free school meal eligible and/or looked after) and those with Special Educational Needs. These are the key groups that Warwickshire should support and focus on.

### ii. Disadvantaged Pupils (Free School Meal & Children Looked After)

In terms of performance (attainment and progress), it is clear that pupils eligible (or that have been eligible) for free school meals and/or are looked after are amongst the most vulnerable. When comparing Key Stage 2 and Key Stage 4 data, these 'disadvantaged pupils', as defined by the DfE, underperform compared to their peers. The DfE define 'disadvantaged pupils' as children who have been eligible for free school meals at any time in the last 6 years (FSM) and /or children looked after (CLA).

**Figure 1: Percentage of disadvantaged and other pupils achieving level 4 and above and level 5 and above in Reading, Writing and Maths**

		R/W/M % achieving L4 and above					R/W/M % achieving L5 and above		
		Disadv Pupils	Other Pupils	Gap			Disadv Pupils	Other Pupils	Gap
Warwickshire	2012	60%	81%	21%	Warwickshire	2012	9%	27%	18%
	2013	59%	82%	23%		2013	11%	29%	18%
Similar Councils	2012	58%	80%	22%	Similar Councils	2012	8%	24%	16%
	2013	59%	81%	22%		2013	9%	26%	17%
England	2012	61%	80%	19%	England	2012	9%	24%	15%
	2013	63%	81%	18%		2013	10%	26%	16%

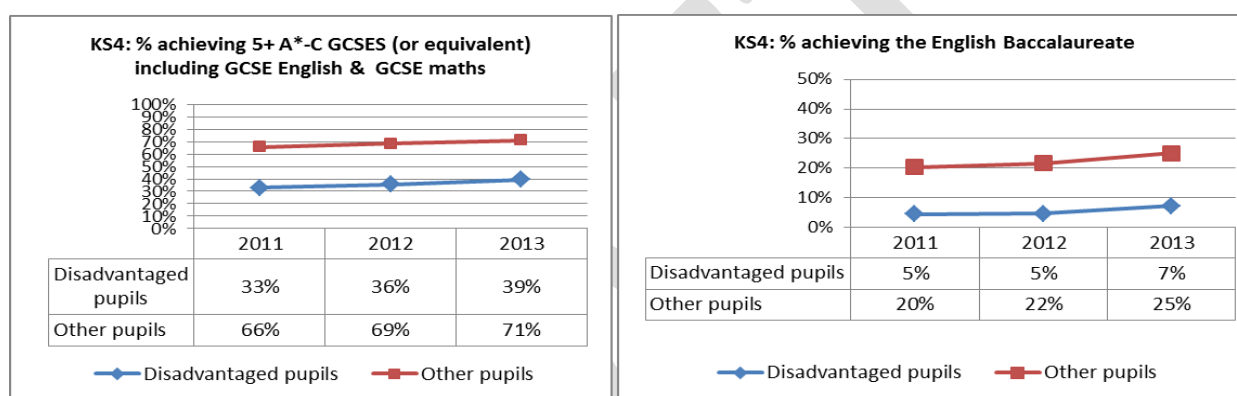
The disadvantaged 'gap' for Key Stage 2 pupils achieving Level 4 or above in Reading, Writing and Maths has grown by 2 percentage points (21% to 23%) in the past two years whilst the national gap has fallen by 1% (from 19% to 18%) over the same period of time. Encouragingly, the attainment of disadvantaged pupils achieving above the nationally expected level (achieving a Level 5) has increased by 2% between 2012 and 2013; however the attainment of other pupils has also increased maintaining rather than 'closing' the gap, which holds at 18%. At this level nationally, the gap has grown by 1%, from 15% to 16%, however it still remains lower than Warwickshire's gap.

<sup>1</sup> The data in this section is drawn from a Briefing Note completed by Warwickshire's Commissioning Intelligence Team – 'Performance analysis to support the Vulnerable Learners Strategy' – see Appendix 1.

The disadvantaged 'gap' for pupils at the end of Key Stage 2 making expected progress from Key Stage 1 increased slightly in Reading and Writing between 2012 and 2013 and remained static at 10 percentage points in Maths. Compared to Warwickshire, at a national level higher proportions of disadvantage pupils are making expected progress in all three of the subjects of Reading, Writing and Maths.

The gaps widen as pupils continue their schooling, with a difference of 32ppts in the attainment of 5+ GCSEs at A\*-C (or equivalent) including GCSE English and Maths between disadvantaged and other pupils in 2013. The attainment of disadvantaged pupils achieving this KS4 measure has grown over the past 3 years up from 33% to 39%. However the attainment of other pupils has matched this, up from 66% to 71%, maintaining the gap between the two groups.

**Figure 2: Percentage of disadvantaged pupils and other pupils at the end of KS4 achieving 5+ A\*-C GCSES (or equivalent) including GCSE English and Maths and the percentage achieving the English Baccalaureate**



**Figure 3: Comparisons with benchmark data on percentage of disadvantaged pupils and other pupils at the end of KS4 achieving 5+ A\*-C GCSES (or equivalent) including GCSE English and Maths and the percentage achieving the English Baccalaureate**

% 5+ GCSEs at A*-C (or equivalent) including E&M		Disadv Pupils	Other Pupils	Gap
Warwickshire	2011	33%	66%	33%
	2012	36%	69%	33%
	2013	39%	71%	32%
Similar Councils	2011	31%	64%	33%
	2012	33%	65%	32%
	2013	35%	67%	32%
England	2011	36%	65%	29%
	2012	39%	66%	27%
	2013	41%	68%	27%

% achieving English Baccalaureate		Disadv Pupils	Other Pupils	Gap
Warwickshire	2011	5%	20%	16%
	2012	5%	22%	17%
	2013	7%	25%	18%
Similar Councils	2011	4%	18%	14%
	2012	4%	18%	14%
	2013	7%	25%	19%
England	2011	5%	19%	14%
	2012	6%	20%	14%
	2013	10%	28%	18%

The proportion of disadvantaged pupils making expected progress between Key Stage 2 and Key Stage 4 is lower in Warwickshire than at a national level for both English and Maths; 54% of disadvantaged pupils in England achieved the expected progress in Maths compared to the lower 47% in Warwickshire. Although the percentage of disadvantaged pupils making expected progress between these two key stages has been on the rise in recent years, so too has the progress being made

by other pupils; thus, whilst the gap in achievement has narrowed slightly in English it has remained the same at 30 percentage points for Maths.

### iii. Pupils with Special Education Needs

*Note – Due to the significant changes made to the Early Years Foundation Stage Profile by the DfE reflected for the first time in the 2013 results, there is only one year's worth of data for this Key Stage.*

The following data compares the performance of children with SEN (combined School Action and School Action Plus), those that have statements of need and those pupils that have no SEN at all. It is somewhat inequitable to directly compare those children with statements to those without or those with no SEN without more finely grained analysis, due to the range of impacts that differing complexities of need may have. However, all groups have been included to demonstrate the gaps that exist and that it may be more beneficial to focus on the gaps between those children with SEN School Action and School Action Plus and non-SEN pupils.

**Figure 4: Percentage of pupils achieving level 2 and above in Reading, Writing and Maths at KS1 by SEN status**



There has been an improvement in the proportion of children with SEN but without a statement achieving level 2 or above across the KS1 subjects, consequently narrowing the gap in the attainment of this expected level over the last 3 years when compared with children with no SEN. For example, the percentage of SA and SA+ children achieving L2+ in Reading increased from 58% in 2011 to 67% in 2013, narrowing the attainment gap with those non SEN children from 39ppts to 31ppts. The greatest gap remains in the subject of Writing at 40ppts. The attainment gap between these two groups of pupils is smaller than our statistical neighbour and national averages.

At the end of KS2 in 2013 just over a third of pupils with an SEN but without a statement achieved level 4 or above in Reading, Writing and Maths compared to 90% of those pupils with no SEN. This 55ppt attainment gap is 2ppts higher than the 2012 figure and slighter larger than the national gap of 50ppt, but not considerably different from Warwickshire’s statistical neighbour average of 54ppts. The difference in progress made by non-SEN pupils and SEN pupils without a statement is not as great as the attainment gaps, with three quarters of pupils with SA or SA+ achieving expected levels of progress in Reading, Writing and Maths. However, this proportion is below that being achieved by SEN pupils in England and therefore the gaps in achievement for each of the subjects of reading, writing and maths are a couple of percentage points higher in Warwickshire than at the National level.

**Figure 5: Percentage of pupils achieving level 4 and above in Reading, Writing and Maths and expected progress at the end of KS2, by SEN status**



At the end of KS4 in 2013, only a third of SEN pupils without a statement achieved 5+ A\*-C GCSEs or equivalent, including GCSE English and Maths, compared to three quarters of those pupils with no SEN, equating to an attainment gap of 42%. The attainment of both groups of children is higher than comparative data nationally and our statistical neighbour average. Although the progress being made in English and the progress in Maths between KS2 and KS4 by SEN children without statements and those children with no SEN is higher than their national counterparts, the gap between the two groups of pupils is wider than at the end of KS2.

**Figure 6: Percentage of pupils at the end of KS4 achieving 5+ A\*-C GCSEs (or equivalent) including GCSE English and Maths, the percentage achieving the English Baccalaureate and the percentage making expected progress, by SEN status**



### 3. Critical Success Factors - What makes a difference for Vulnerable Learners?

#### i. Quality Teaching

Children and young people living in poverty respond to classroom interventions that improve instructional processes and teaching methods. Breaking cycles of low aspiration and disenfranchisement with education is an important step for narrowing attainment gaps. Research evidence shows the central importance of the quality of teaching in enabling all children – especially those from disadvantaged backgrounds – to succeed. As well as excellent individual teaching practice, consistency in approach within each school is also important, so that each child's experience is consistently excellent from lesson to lesson and the key learning experiences are constantly reinforced. Every school should have a clear teaching and learning policy which identifies its key practices and strategies for securing consistently high standards of teaching and ensure that it is providing the right support for teachers to deliver that consistency.

#### ii. Organisational culture

Strong and visionary leadership, provided by head teachers, is often the driving force behind improving outcomes for vulnerable learners.

Consciously or otherwise, leaders and managers develop cultures around them. They may articulate what they believe is important but their behaviours show what really matters to them and are modeled by others across the organisation. What is tacitly accepted or ignored also impacts on the behaviours of others. Effective leaders model a strong and consistent alignment between what is said and what is done. Schools are often clear about their values and beliefs. The most effective ensure that these carry through to the behaviours of every member of staff and every pupil.

Culture is particularly powerful as it is likely to have the greatest impact on the most disadvantaged and vulnerable learners. The explicit development of a culture conducive to success is a key responsibility of all headteachers and senior leaders.

Promoting an inclusive learning school environment is likely to have the greatest impact on the most disadvantaged and vulnerable learners. A learning environment that label such learners as less able, undeserving or lacking commitment, ensures they are likely to be further disadvantaged. By contrast, a learning environment that expects that everybody should value individuals and personal opportunity, builds self-belief and focuses on the core business of learning, is likely to increase success. The development of an inclusive learning environment is a key responsibility of all headteachers and senior leaders and is outlined in the Equality, Diversity and Inclusion Statement<sup>2</sup>.

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<sup>2</sup> <http://www.warwickshire.gov.uk/equalitypolicies>

### iii. **Early intervention**

When a vulnerable child's/ young person's needs are identified early and appropriate support put in place quickly they become less vulnerable and begin to achieve appropriately given their starting point. Therefore, accurate assessment / diagnosis as early as possible allows the most appropriate intervention to be prescribed and tracked for impact to ensure progress is made by the pupil.

Two reports by Graham Allen MP on the subject of early intervention<sup>3</sup> considered how costly and damaging social problems for individuals could be eliminated or reduced. It examines how this could be addressed by giving children and parents the right type of evidence-based programmes, especially in the children's earliest years. Early intervention can prevent problems from developing into significant and costly issues later in the child or young person's life.

### iv. **Effective support for mental health issues**

There is a population of pupils in schools who seem unable to access learning, to engage and achieve, and to move on into adulthood with confidence; children whose diminished self-esteem and resilience are limitations on engagement in relationships and emotional and cognitive development. The reasons for this are varied and complex but there is an increasing body of evidence<sup>4</sup> that identifies a range of mental health issues, including attachment disorders, stemming from the earliest years of a child's life underlying many of the difficulties these children face.

The DfE's own recent publication, "Mental Health and Behaviour in Schools: Departmental Advice for School Staff" (June 2014)<sup>5</sup>, states that "9.8% of children and young people aged 5 to 16 have a clinically diagnosed mental disorder... (and) approximately a further 15% have less severe problems that put them at increased risk of developing mental health problems in the future" (*op.cit.* p.30).

In the face of such significant demand there is increasing recognition nationally of the inadequacy of Child and Adolescent Mental Health Services; in a report published on 5 November 2014, the Health Select Committee concluded that there are serious and deeply ingrained problems with the commissioning and provision of CAMHS services. Where appropriate support *is* provided early, significant escalation of need and serious longer term issues can be prevented.

### v. **Parental engagement**

It is crucial that parents and carers, who may themselves have had a poor experience of education, should be actively engaged by schools to support their child's development and learning. This alone has been proved to have a greater impact on educational outcomes than any other single measure:

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<sup>3</sup> <https://www.gov.uk/government/publications/early-intervention-the-next-steps--2>

<sup>4</sup> [http://www.youngminds.org.uk/training\\_services/young\\_minds\\_in\\_schools/wellbeing/attachment](http://www.youngminds.org.uk/training_services/young_minds_in_schools/wellbeing/attachment)

<sup>5</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/326551/Mental\\_Health\\_and\\_Behaviour\\_-\\_Information\\_and\\_Tools\\_for\\_Schools\\_final\\_website\\_2\\_25-06-14.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/326551/Mental_Health_and_Behaviour_-_Information_and_Tools_for_Schools_final_website_2_25-06-14.pdf)

*“... parental involvement in the form of ‘at-home good parenting’ has a significant positive effect on children’s achievement and adjustment even after all other factors shaping attainment have been taken out of the equation. In the primary age range the impact caused by different levels of parental involvement is much bigger than differences associated with variations in the quality of schools. The scale of the impact is evident across all social classes and all ethnic groups.”<sup>6</sup>*

## **4. Partnership, collaboration and inter-agency working**

### **i. The Role of Individual Schools and Settings**

It is the role of the school to be ambitious for **all** their children and to ensure that all children have the opportunity to enjoy, achieve and live independently. Schools are in receipt of significant levels of resource to address the needs of all learners including the most vulnerable. As the Code of Practice makes clear all teachers are teachers of pupils with special educational needs and more broadly vulnerable learners. Teaching such students is therefore a whole school responsibility, requiring a whole school response.

Schools themselves increasingly take on the role of commissioners in that they may individually or collectively purchase specialist support. In pursuit of the maximum impact for their resources and in line with national guidelines it is expected that schools will increasingly be in the driving seat in determining the range and deployment of the support services they require. Schools therefore have a key and central role working in partnership with the local authority in commissioning services for vulnerable learners.

### **ii. The Role of School Partnerships & Consortia**

Warwickshire has developed collaborative arrangements in the form of the School Improvement Board and Consortia System that is intended to empower institutions to take collective responsibility for education in the County. There are three School Improvement Boards one each for Primary, Secondary and Special Schools. Below these there are 14 primary, 1 nursery, 4 secondary and 1 special school consortia, which have been established specifically to focus on school improvement, with the ultimate aim of increasing the number of pupils in Warwickshire attending Good or Outstanding provision.

A sub group of the Primary School Improvement Board has been in operation for 21 months. The group now titled Primary Steering Group for Social, emotional and mental Health needs has 5 primary head teachers who with senior officers in the LA developed proposals for an approach and provision to meet this need. This includes county wide response for primary pupils at risk of exclusion, the establishment of

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<sup>6</sup> [http://www.bgfl.org/bgfl/custom/files\\_uploaded/uploaded\\_resources/18617/Desforges.pdf](http://www.bgfl.org/bgfl/custom/files_uploaded/uploaded_resources/18617/Desforges.pdf)  
- pages 4-5.



specialist provision (LINKs) in high impact areas and a capacity building fund to support collective development of workforce skills and provision in schools.

In addition, Warwickshire has developed four Area Behaviour Partnerships (ABPs), which are allocated the Dedicated Schools Grant funding formerly allocated to the County's secondary PRU (now closed) for students at risk of exclusion. All secondary schools are members of one of the four ABPs each located in a different geographical area in Warwickshire: North, South, Central and East. Each ABP is held to account for the outcomes of students supported by the devolved funding.

The chair of each ABP and headteacher members of the Primary Steering group for S,E&MH Needs attend the Access to Education Group chaired by the Head of Service for Education and Learning. This group informs overall strategy in this area for Warwickshire.

### **iii. The Role of the Local Authority**

Working within the current legislative context, the Local Authority's role is shifting away from that of being the main provider of school improvement services towards that of commissioner and in encouraging school leaders to realise their autonomy in newly formed strategic partnerships (as set out above) so that improved standards and statutory responsibilities can be met in an agreed, collegiate manner.

School leaders are increasingly empowered and encouraged to set their own individual and collective directions and the LA will assume more of a role as 'champion' of vulnerable learners and families; ensuring high quality provision, establishing pupil and parental entitlements and delegating funding and responsibilities to schools to improve progress and outcomes for all learners, especially the most vulnerable. Where necessary this will require challenging schools and holding them to account for improving outcomes for all learners and closing the gap between the outcomes for vulnerable learners and their peers.

It is the role of the local authority to work across the early years foundation stage sector, primary, secondary and special schools as well as further education providers to ensure that they share best practice and support the development of evidence-based approaches. They should plan targeted approaches to raise the aspirations of vulnerable learners and engage parents in school life.

### **iv. The Role of Other Agencies / Impact of Multi-Agency Working**

Many of the vulnerable learners who are the focus of this strategy have a complex range of needs requiring support from a wide range of agencies. There is an extensive body of evidence<sup>7</sup> that demonstrates the benefit of closer multi-professional involvement particularly in the most complex cases. This strategy aims to better align the work of key services and partners by encouraging and facilitating collaborative work to deliver the strategy for closing educational gaps.

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<sup>7</sup> <http://www.nfer.ac.uk/publications/CSS02/CSS02.pdf>

## 5. Pathways to Support - Multi Agency Working

### i. UNIVERSAL

#### a. Local Offer / Single Agency Support

It is recognised that the vast majority of children and young people's needs including additional needs can be and are currently provided for through universal services and through support that is readily available without the need for bureaucratic assessment and / or referral. The introduction of a comprehensive and clear Local Offer as required under the Children & Families Act 2014 will ensure that families and the professionals that support them are able to identify the range of options and services available and can access these without delay including many where self-referral is sufficient to access support. It is envisaged that in the majority of cases this will be sufficient to address needs.

### ii. TARGETED

#### a. SEN Support

The new SEN Code of Practice has replaced the previous bands of lower level SEN support (Early Years Action and Action Plus, School Action and Action Plus) with a new single band simply called SEN Support. Settings are expected to take a 'graduated approach' to SEND providing resources and support as required to meet individual needs. The vast majority of pupils with SEN are therefore expected to be provided for in mainstream schools using core funding (£4k) and 'notional' SEN funding (£6k) up to £10k per pupil.

#### b. Common Assessment Framework (CAF)

Warwickshire benefits from its development of a comprehensive CAF process, which is embedded and well supported by schools. This framework provides a solid foundation on which to embed multi-agency working across all agencies and professions. It provides a comprehensive 'front door' for access to a range of higher-level support and ensures a consistent and secure approach across the County.

Where provision required to meet a child or young persons' needs cannot reasonably be provided from the resources normally available through the 'local offer' or by an education setting acting alone and there is sufficient evidence that actions / interventions to date have not been successful, professional trained local practitioners will be able to complete a Common Assessment Framework (CAF). This provides an effective, evidence-based mechanism to ensure accountability and coordination of the resources deployed in early intervention.

More details can be accessed on the WCC website here:

[http://www.warwickshire.gov.uk/?page\\_id=814774](http://www.warwickshire.gov.uk/?page_id=814774)

The CAF provides the route to access Warwickshire's Early Help offer. See this link for more details:

<http://www.warwickshire.gov.uk/earlyhelpandsupportpolicy>

### **c. Priority Families Initiative**

The Priority Families Programme aims to change the lives of families who have many problems and indeed cause many problems in their local area ... it brings together a range of other projects including Warwickshire's existing Family Intervention Project, launched in 2009 with LPSA2 Reward funding. The FIP model assigned priority families a family intervention worker who works with partner agencies and intensively supports the whole family to make positive changes. Warwickshire's approach has been to build upon CAF and enhance the capacity of family and parenting support teams at three levels.

### **iii. SPECIALIST**

#### **a. Single SEND Assessment / Education, Health & Care Plans**

The Children & Families Act 2014 / SEN Code of Practice (2014) has transformed the arena of Special Educational Needs, including replacing the system of statements of special educational needs with the introduction of a statutory single SEND assessment and integrated Education Health and Care Plans.

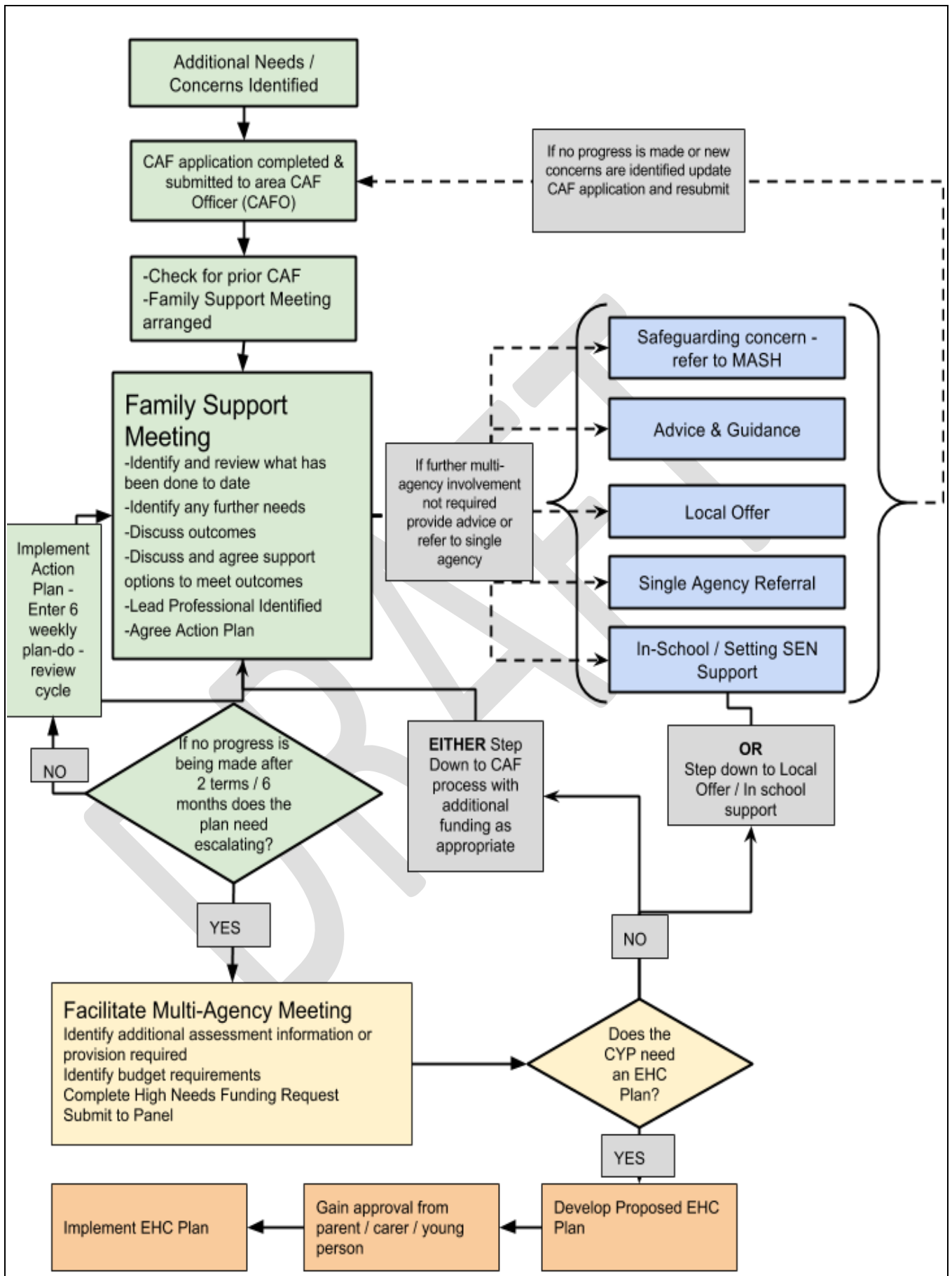
Warwickshire has issued its first iteration of the EHC Plan Paperwork and Guidance for testing and feedback during the Autumn term of 2014. It is anticipated that the feedback from professionals, parents and young people using the processes and systems will lead to further evolution and changes. We recognise that the process of transformation required will take time, effort and the participation of all stakeholders and that this will mean a period of adjustment as the new approaches are developed and bedded in.

Statutory assessment should not be the first step in the process; rather it should follow on seamlessly from planning already undertaken with parents and young people, as part of the graduated support offer building on the targeted support listed above through 'In School SEN Support' and / or the CAF process. Where provision required to meet a child or young persons' needs cannot reasonably be provided from the resources normally available and there is sufficient evidence that actions/interventions to date have not been successful, the school will be able to complete a 'Request for High Needs Funding'.

### **iv. Proposed Process Map of Support for Vulnerable Learners**

*It must be stressed that the Process Map below is a work-in-progress and is included here as a prompt for discussion. It requires significantly more engagement and dialogue before it develops into a working model.*

*It must also be stressed that the sections in amber (the Education, Health & Care Plan) has a Process Map of its own, which has been condensed here in order to simplify the overall picture.*



## 6. Resources and Support

### i. Overview of Resources Supporting Vulnerable Learners

The following tables provide an overview of the funding provided through the Council to support vulnerable learners in Warwickshire's education settings. These are described in more detail below.

<b>ELEMENT 2 DSG – 'NOTIONAL' SEN FUNDING</b>	<b>£</b>
Total delegated to Warwickshire Schools & Academies	<b>£35,881,016</b>

<b>DSG HIGH NEEDS BLOCK</b>	<b>£</b>
SEN - Mainstream Schools & Academies 'Top Up'	4,185,000
SEN - WCC Special Schools & Academies 'Top Up'	8,738,978
SEN - Independent & OLA Special Schools	10,934,383
Post 16 Funding	4,000,000
Commissioning For Vulnerable Children	380,794
Integrated Disability Service (IDS) TL Management	327,000
IDS TL Early Years	828,518
IDS TL SLCN - Outreach & Provisions	1,501,585
IDS TL Sensory Complex Needs	219,640
IDS TL Sensory Physical Disability	126,074
IDS TL Sensory Hearing Impairment	463,162
IDS TL Sensory Visual Impairment	180,602
Ill Health Team	521,141
Area Behaviour Partnership (ABP) Management	98,170
Northern ABP	1,053,000
Southern ABP	338,000
Central ABP	502,000
Eastern ABP	399,000
Complex & Acute Needs	125,000
Early Intervention/ Commissioning Management	150,000
Early Intervention Service (includes Primary SLA of £844k of which £100k is for capacity building funding in primary collectives)	1,037,027
Central Establishment Charges On HNB	1,285,397
<b>TOTAL DSG HIGH NEEDS BLOCK</b>	<b>£37,394,471</b>

<b>PUPIL PREMIUM</b>	<b>£</b>
WCC Maintained Mainstream Schools	9,389,770
WCC Maintained Special Schools	308,630
Warwickshire Looked After Children	247,900
Warwickshire Academies	?
<b>TOTAL PUPIL PREMIUM (excluding Academies)</b>	<b>£9,946,300</b>

## ii. Pupil Premium

The Pupil Premium is additional funding given to schools so that they can support disadvantaged pupils and close the attainment gap between them and their peers.

The government believes that the pupil premium, which is additional to main school funding, is the best way to address the current underlying inequalities between children eligible for free school meals (FSM) and their peers by ensuring that funding to tackle disadvantage reaches the pupils who need it most.

The Pupil Premium was introduced in April 2011 and is allocated to schools to work with pupils who are Looked After by the local authority (children who have been looked after continuously for more than six months), have been registered for free school meals at any point in the last six years (known as 'Ever 6 FSM'), and children of service personnel.

Nationally the Pupil Premium has risen to £1.875 billion in 2013 – 2014, with schools attracting significant additional funding per disadvantaged child. In Warwickshire this budget amounts to an additional £9.7m in school's funding for 2014-15<sup>8</sup>, with an additional centrally retained Pupil Premium for Looked After Children totaling £248K. These figures exclude pupil premium allocations for academies, which are unknown as the Education Funding Agency (EFA) pays them directly.

## iii. Dedicated Schools Grant – 'Notional' SEN Funding

Education funding changes introduced in April 2013 introduced a 'place-plus' approach, in which mainstream schools and Academies receive £4,000 ('core education funding') to provide a standard offer of teaching and learning for all pupils, including those with high needs. Schools also receive a 'notional' SEN budget (the total is calculated from a formula based on 1.5% basic entitlement (Age Weighted Pupil Unit) + 100% deprivation (Free School Meals) + 100% low cost, high incidence SEN (Prior attainment) factors that are in the school budget), from which they will contribute the first £6,000 of the additional support costs of high needs pupils. In Warwickshire's schools and academies this 'notional' funding for 2014-15 amounts to £35.9m<sup>9</sup>.

High needs pupils and students are defined as those requiring provision costing more than this total delegated funding of £10,000 per year (£4k element 1 and £6k element 2). Requirements above this £10k level can be accessed through the statutory assessment process as set out by respective local authorities and paid in the form of a 'top-up' from the High Needs Block. The DfE approach is best encapsulated by the table below:

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<sup>8</sup> See Appendix 2 for details.

<sup>9</sup> See Appendix 2 for details.

*Table 1 - Equivalence of funding for all high needs provision under a place-plus approach*

	Pre-16		Post-16
	Mainstream Settings	Specialist Settings	All Settings
<b>Element 1: Core education funding</b>	Mainstream per-pupil funding (AWPU) £4,000	Base funding of £10,000 for SEN and £8,000 for AP placements, which is equivalent to the level a	Mainstream per-student funding (calculated by the national 16-19 funding system)
<b>Element 2: Additional support funding</b>	Contribution of £6,000 to additional support required by a pupil with high needs, from notional SEN budget	mainstream provider would have contributed to the additional provision of a high-needs pupil. Provided on the basis of planned places.	Contribution of £6,000 to additional support required by a student with high needs.
<b>Element 3: Top Up Funding</b>	Top-Up funding from the commissioner to meet the needs of each pupil or student placed in the institution.		

#### iv. **Dedicated Schools Grant – High Needs Block ‘Top Up’ Funding**

Where the cost of additional support identified in an EHC Plan exceeds the £6,000 notional SEN funding, the local authority will provide ‘top-up’ funding from its High Needs Block; the Education, Health and Care Plan supplements and builds on the provision that has already been made and needs to be based on a comprehensive assessment and understanding of the case up until this point.

Schools that have Academy status will receive direct funding from the Department for Education (DfE) for some Element 1 and 2. The DfE recoups this funding from the Council.

Warwickshire’s total High Needs Block of the Dedicated Schools Grant amounts to a budget of **£37.4m** for 2014-15 (set out in 6.i above). Element 3 ‘Top Up’ funding forms part of this total budget.

## 7. Action Planning

In conjunction with our key partners an implementation plan will be agreed which outlines actions to support all schools and educational settings to use data and target resources more effectively to close educational gaps for vulnerable groups.

### i. Proposals

#### a. More effectively address the demand for services through integrated processes

- This proposal is to bring together the CAF framework with the new SEND assessment process to create a single process to assess individual needs and to coordinate a suitable response to address these.
- The new single assessment and EHC Plan process must clarify expectations on all learning settings prior to any request for statutory assessment. These boundaries must be understood and reinforced throughout the system.
- Review thresholds for access to high needs block funding
- This will involve reviewing and realigning current thresholds for support to ensure these are as streamlined as possible. This needs to ensure thresholds for support better reflect duties on all learning settings and that statutory assessment is only available where schools have met their duties prior to seeking additional support.
- This process would incorporate the core components from previous assessments, including;
  - Individual Education Plans / In-School SEN Support
  - Common Assessment Framework (CAF)
  - Incorporate IDS integrated referral pathway (including pathways for S&LT, CDS and OTs)
  - Statutory assessment of Special Educational Needs (Statement of SEN)
  - 139a Learning Difficulty Assessment
- In the longer term there will be consideration of the potential for integrating more closely with:
  - Social Care Single Assessment
  - Family Health Needs Assessment

This approach would be used for all children and young people from 0-25 years. It would follow the child as they develop, including those with low-level special educational needs right up to the most complex children.

#### b. Implementation of an SEND Commissioning Cycle

- Implement a comprehensive annual SEND Needs Assessment – to better understand the needs of Warwickshire’s vulnerable learners and how these are distributed across the County
- Review and if appropriate restructure of SEND provision across the County - including a review of all High Needs Block funded provision including Area Behaviour Partnerships, Specialist Inclusion Support Groups (SISGs), and the



Integrated Disability Service Teaching and Learning Services. All HNB spending will be subject to the discipline and rigour of WCC's commissioning cycle.

**c. Develop capacity and capability within the County in accordance with the findings of the needs analysis**

- Development of the new ASD / ESMH special school on the Manor Park site.
- Develop models of partnerships between the County's special schools and mainstream schools to support the development of designated resourced SEN provision on school sites or satellite provision elsewhere
- Development of models of outreach support to better develop inclusive practice in the mainstream settings.
- Proactive development of other evidence-based preventative models such as Nurture groups.

**d. Implementation of a CAMHS Redesign**

In partnership with Health partners a redesign of the comprehensive CAMHS system across Coventry and Warwickshire is underway. There are two strands of work as part of the redesign:

- i. Co-production of a redesigned CAMHS model across tiers 1-3
- ii. Developing options for CAMHS joint commissioning arrangements

The co-production process will be complete by December 2014, with a wider consultation to take place by March 2015. Options for joint commissioning will be developed in parallel. This will comprehensively reshape and improve the way in which services for young people with mental health needs are provided.

**ii. In Implementing this Strategy the Local Authority will:**

**a. Continue to Support School Improvement, Training & Development**

- The LA will coordinate a Training Steering Group linking with the Teaching Schools and overseeing network events and workshops for SENCOs.
- Ensure SENCOs and other schools staff have access to a programme of CPD that ensures they are informed and skilled in undertaking their strategic responsibilities.
- Ensure availability of a range of quality assured traded services that enhance the ability of schools to meet their responsibilities for vulnerable pupils, recognising that those learners may have multiple needs.
- We will collect data on school outcomes with vulnerable pupils so that the LA is able to champion all learners by challenging and supporting schools to improve outcomes for these vulnerable learners.
- Monitor through local area Vulnerable Learners Identification and Alerts meetings those whose school placement is at risk.

- Provide guidance where school placement is insecure through poor attendance or exclusion.
- Monitor the progress of all children looked after by the Local Authority through the PEP process.
- Monitor progress of pupils with an EHC Plan.
- Embed reviews of 'gap' data in agendas for Learning Improvement Officer visits to all maintained schools.
- Support schools to identify effective strategies for narrowing the gap, including through the dissemination of good practice examples and research.
- Challenge the way in which schools and other educational settings use pupil premium funding to raise aspirations and to ensure accelerated progress and attainment for the most vulnerable.
- Share 'gap' data with Consortia to support a partnership approach to narrowing gaps.
- Ensure good practice is shared amongst schools and settings and broker or, where appropriate, commission expertise for school to school support.

#### **b. Commission New Provision**

- Seek to develop the provision available within Warwickshire by:
  - The primary specialist inclusion support SLA and Area Behaviour Partnerships at secondary
  - Developing the role of our Special Schools including their involvement in the establishment of designated SEN provision
  - Support for academies and free schools where they demonstrate they can make effective provision that addresses our changing needs in Warwickshire.
- Use performance data to analyse where the educational gaps are across the County in order to inform targeting of resources and build capacity where the gaps are the most significant;
- Provide funding in 2014/15 to support consortia projects, which are designed to narrow the gap.

#### **c. Continue to Develop Effective Partnerships, Systems and Processes**

- Adhere to the protocols between agencies to ensure effective joint working in areas and a coherent service to clients.
- Provide clear, up to date guidance on thresholds for support and expectations of school and LA provision. This guidance will provide the basis for in-school support as well as gathering evidence for formal processes.
- Provide guidance on local pathways and procedures for requests for statutory assessment and high needs funding.
- Establish a transition pathway to support vulnerable learners to move on to positive destinations
- Work with partners to ensure provision of a range of positive destinations for vulnerable learners as they move beyond statutory school age into further education.

- Publish and develop a SEND local offer on the Warwickshire County Council web site for families seeking information on procedures and provision. This will be achieved in co-production with families and young people.

**iii. In support of this Strategy we expect schools and learning providers to:**

- Provide strong and visionary leadership.
- Target resources for vulnerable learners into evidence-based interventions<sup>10</sup> that are proven to raise outcomes.
- Rigorously use data to identify gaps and to make them visible, pinpoint pupils at risk of underperforming and challenge and support those whose progress needs to accelerate.
- Take time to understand the needs of each pupil, know what works best for vulnerable and disadvantaged pupils and apply it consistently and relentlessly.
- Intervene early and effectively, track progress and change approaches where necessary.
- Collaborate with partner agencies to ensure the needs of individual pupils can best be met including through the CAF Process.
- Engage positively with the Local Authority's new SEND processes including collaborating with other learning settings in refining and developing in-school support for pupils with SEN and in further development of the Council's single assessment and Education Health and Care Plan process.
- Develop social, emotional and mental health competencies.
- Evaluate, celebrate and share success.
- Raise pupil aspirations using engagement/aspiration programmes.
- Focus on transition, one-to-one tuition and progressive development of language and literacy skills.
- Research, develop and implement the most effective ways of engaging parents and families, and listen to pupils and engage them in sustained dialogue about learning.

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<sup>10</sup> A recommended source of information on evidence based interventions can be found here: <http://educationendowmentfoundation.org.uk/toolkit/>

## 8. How we will measure success?

### Attainment Data:

- Early Years Foundation Stage profile scores for children who are LAC or in receipt of FSM, compared against other pupils.
- Increase in the proportion of vulnerable young people (SEN, FSM, LAC) achieving level 2 and above in Reading, Writing and Maths at KS1, narrowing the gap in comparison with other pupils.
- Increase in the proportion of vulnerable young people (SEN, FSM, LAC) achieving level 4 and above and level 5 and above in Reading, Writing and Maths at Key Stage 2,
- Increase in the proportion of vulnerable young people (SEN, FSM, LAC) at the end of KS4 achieving 5+ A\*-C GCSES (or equivalent) including GCSE English and Maths and the percentage achieving the English Baccalaureate, narrowing the gap in comparison with other pupils.

### Quality Indicators:

- Ofsted inspection judgments on quality of teaching and learning.
- Ofsted inspection judgments on quality of behavior and safety of pupils

### Placement Indicators

- Reduction in the proportion of children and young people placed with Independent Specialist Provision / Out of County provision
- Increase in the proportion of children and young people placed in designated SEN provision within Warwickshire
- A wider range of options to support the progression of vulnerable learners into employment or further education
- Decrease the proportion of vulnerable young people (SEN, FSM, LAC) who were not in education, employment or training (NEET).
- Increase in the numbers of vulnerable learners progressing to Further and Higher Education

### Participation and Engagement:

- Number of vulnerable learners participating in the Warwickshire Youth Parliament
- Ensure the views of learners and their parents or carers are reflected in the outcomes recorded in EHC Plans

### Customer Satisfaction

- Introduction of measure to monitor satisfaction scores for parents / carers and young people who have been through Education Health and Care Planning Process.
- Outcome and satisfaction scores for parents /carers and young people who have been through CAf process

## 9. Summary

This strategy cannot be fixed in stone. It will grow, change and develop over time as schools and other educational settings embrace their increased responsibility for school improvement including closing educational gaps for vulnerable children and young people.

As champion for children and families, the County Council has a duty to ensure that all services that are provided, brokered or commissioned are informed by latest research and best practice, whilst providing good value for money. This will require effective partnership working based on a shared moral purpose committed to raising aspirations and maximising life chances for all children and young people but particularly for the most vulnerable.

## 10. Appendices

- a. Appendix 1: Business and Commissioning Intelligence Briefing Note - *Performance analysis to support the Vulnerable Learners Strategy* – Embedded here:



0 Performance  
Analysis for Vulnerabl

- b. Appendix 2: Notional SEN Funding from Dedicated Schools Grant & Pupil Premium Funding in Warwickshire's Schools 2014-15 – Embedded here:



FINAL 2014-15  
notional SEN and pup