

Division(s):

CABINET – 16 DECEMBER 2014

Strategy for Special Educational Needs Infrastructure to 2030

Report by Director for Children's Services

Introduction

1. Members are asked to note and endorse the Council's proposed strategy to meet the rising demand for specialist provision for children and young people with SEN and Disabilities, aged 2 to 25 years, in the short term and until 2030. In parallel to the development of new primary schools and secondary schools, the Council has a duty to ensure sufficient provision for children with special educational needs. This strategy promotes a locality approach, ensuring that each local area has a range of specialist provision.

Population growth

2. School age population (4 to 16 years): The number of 4-16 year olds is forecast to increase from 97,000 in 2011 to 127,000 in 2026 (16% growth). The continued growth in the 4-10 year old age group reflects the increase in fertility rates in the 2000s and early 2010s (expected to reach a forty-year high in 2013). The number of births is expected to remain above 8,000 a year as Oxfordshire's population base continues to grow. In addition, the 2011 Census showed that international migration into Oxfordshire was higher than previously expected, and led to an increase in the number of women of childbearing age. These two factors have caused a recent "baby-boom".
3. Young Adults (17 to 24 years): This group is forecast to increase in size more modestly than the 4-16 age group: from 74,000 in 2011 to 80,000 in 2026, a growth of 6%. The increase happens almost entirely from 2020 onwards, as people born in the late '90s and '00s baby-boom age-into this group.
4. Special Educational Needs: In January 2013, just over 19,000 (18%) of Oxfordshire pupils had Special Educational Needs, with almost 2,300 pupils having a statement of SEN (2.1%). Approximately 1% of the total school population attended special schools and approximately 0.1% attended specialist resource bases.

Information informing this strategy

5. A range of data has informed this strategy including:
 - Strategic housing and Local Plans for each local area to 2030.
 - Numbers of children with special educational needs

- Numbers of placements in specialist provisions, including special schools, resource bases, Meadowbrook College, independent and non-maintained special schools and colleges
6. There are interdependencies with other Oxfordshire County Council strategies, namely the Pupil Place Plan 2014 -2018 and the Placement Strategy (2014). The Pupil Place Plan (PPP) brings together information from a range of sources (such as present and predicted future pupil numbers on roll, birth rates, school capacity, and new housing) and sets out the issues the county council will face in meeting its statutory duties for providing school places up to 2018 and beyond. The Placement Strategy focuses on the need to develop in county capacity in terms of residential provision so that we are better able to keep our "riskiest and most vulnerable closest".

Developer contributions

7. As special schools are not catchment based, developer contributions are sought from housing developments for overall provision of suitable accommodation in the county, on the basis that on average 1.11% of all pupils in Oxfordshire attend special schools. It is anticipated that future investment will be concentrated on areas of forecast major housing growth where recent special school facilities have not already been improved, in particular Banbury, Bicester and Didcot.

Specialist Provisions

8. The number of children in special schools has risen over recent years from 795 in 2007 to 927 in 2014. The special school population is expected to continue to grow as new housing is built and the already rising birth rate feeds through. Forecasting special school numbers is more difficult than mainstream schools, due to the smaller numbers involved, and the greater impact of "external" factors such as government policy. However, at a time of rapid growth in overall pupil numbers, it is important to assess the likely impact of this on the need for special educational provision. Appendix 1 shows estimated forecasts. The details behind these forecasts are likely to change over time and as Local Plans are confirmed, however the scale of increase is brought to Members attention. For example, the forecast of 70 more places in Banbury within the next 10 years.
9. Specialist resource bases are hosted by mainstream schools to support children with high needs, such as hearing impairment, autism, and physical disabilities. Through new funding arrangements introduced in 2013/14, it has been possible to commission places for specialist resourced provision in mainstream schools/academies using the allocation of £10,000 per place. The host school/academy is expected to:
- Provide specialist support, including suitably qualified and trained staff, to address each learner's specific needs and to improve their progress.

- Provide a learning environment for learners to benefit from specialist small group teaching and interventions as part of a personalised learning programme.
- Take a supportive and proactive role within the school partnership to develop best inclusive practice in collaboration with other local schools.

Principles and aspirations for each locality

10. Colleagues in Children, Education and Families directorate have developed some guiding principles for this strategy to ensure ‘the right provision, at the right time, in the right place for every child.’
- The needs of vulnerable children and young people should be met locally wherever possible, therefore a wide range of local provision is required to meet the diversity of needs.
 - A strong equalities and early intervention focus should be promoted across all education providers.
 - New provisions should promote inclusive opportunities for the most vulnerable children.
 - New schools should be outward looking to support the local needs of the community, e.g. a multi-use approach throughout the year.
 - Specialist provisions should be co-located or linked with mainstream provision.
 - Specialist provisions should support learners in the local area, providing a range of outreach and in-reach functions.
 - Children and young people access appropriate, quality assured interventions, in a timely way to improve engagement in learning and reduce the risk of exclusion from school.
11. The aspirations for each locality are:
- A community special school, (ages 2 – 19) for each locality.
 - Primary BESD* resourced provision, serving children and young people with high needs, hosted by a primary school and serving the local area. To provide short-term and /or part-time provision, as well as full-time and /or longer term provision, and training opportunities for the area.
 - Provision for vulnerable young people in key stage 3 and 4, including those with BESD, who require an individualised/small group approach or alternative provision. Secondary schools/academies to grow the market for this, ensuring quality assurance and positive outcomes for young people in the local area.
 - Primary resourced provision, serving children and young people with high needs, hosted by a primary school and serving the local area, primarily for children with ASC, but also serving those with complex/severe SLCN, PD HI and VI. (approximately 6 students) Specialist expertise would be available from SENSS.
 - Secondary resourced provision serving young people with high needs, hosted by one of the secondary schools/academies and serving the local

area, primarily for children with ASC, but also serving those with complex/severe SLCN, PD HI and VI (approximately 12 students) . Specialist expertise would be available from SENSS.

- Multi agency centre on a school site or Children's Centre for use by different groups, eg Early years PD group, parenting groups, (one per area north/central/south).
- Post 16 specialist college provision within travel to learn distance.

* BESD Behaviour, Emotional and Social Difficulties, SLCN Speech, Language and Communication Needs, ASC Autistic Spectrum Continuum, PD Physical Difficulties, HI Hearing Impairment, VI Visual Impairment, SENSS SEN Support Services

Current position and next steps

12. Annex 2 shows the current spread of specialist provision across Oxfordshire, short term planning and gaps in local specialist provision. This map of provision, alongside the population data, principles and aspirations in this paper will help to inform future decision making.

Financial Implications

13. The financial implications of this strategy will be taken into consideration in the school's capital programme, alongside the statutory duty to ensure that sufficient school places are available for every child of school age.

Key risks and challenges

14. There is a risk that there will be insufficient funding available in the capital programme to provide sufficient specialist provision.
15. There is a risk that new special schools and specialist resources bases will not be built in time to meet the growing demand. This could result in increasing reliance on out county provision where placement costs, and additional transport or residential provision may be needed.

Equalities Implications

16. Schools and local authorities have a duty to provide reasonable adjustments for disabled pupils, originally under the Disability Discrimination Act 1995 and more recently under the Equality Act 2010. Oxfordshire County Council's Accessibility Strategy (2013) sets out how it proposes to increase access to education for disabled pupils in the existing schools for which it is responsible, the reasonable adjustments duties and examples of good practice.
17. The Social and Community Impact Assessment (SCIA) for the Pupil Place Plan 2014 – 18 has been updated to take account of this strategy.

RECOMMENDATION

18. Cabinet is recommended to note and endorse the Council's proposed strategy for meeting the demand for specialist provision for children and young people with SEN and Disabilities, aged 2 to 25 years, in the short term and until 2030.

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Annex 1: Special school forecasts based on population increases by area

Banbury (2013 population data)

0 - 19 year olds	2017	2022	2027	2030
	Banbury	1456	2652	3427
Banbury rural	92	90	84	82
Total 0 – 19 year olds	1548	2742	3511*	3452
Total population	5427	9606	12539	12574

*Potentially 35 more places in special school

Revised Cherwell Local Plan (Summer 2014): Banbury is planned to receive nearly twice as many houses as in the forecasts above, including a new proposed development “Salt Way” south of Banbury of 1495 homes, a number of smaller new allocations and an allowance being made for as-yet-unidentified smaller and “windfall” sites. These housing figures will not be confirmed until the Local Plan is approved (due for examination in December). **Estimated revised forecast: 70 more places in specialist provision.** Consider opportunities for linking developments (co-location) with 3 new primary schools and new secondary school.

Bicester (2013 population data)

0 - 19 year olds	2017	2022	2027	2030
	Bicester	1503	3754	4639
Bicester rural	320	632	601	561
Total 0 – 19 year olds	1823	4386	5240*	5267
Total population	6342	15162	18292	18965

*Potentially 52 more places in special school

Revised Cherwell Local Plan (Summer 2014) Bicester is planned to receive about a quarter more houses than forecasted above, including a much larger proposal at Upper Heyford, a few smaller new allocations, and an allowance being made for as-yet-unidentified smaller and “windfall” sites. These housing figures will not be confirmed until the Local Plan is approved (due for examination in December). **Estimated revised forecast: 65 more places in specialist provision.** Consider opportunities for linking developments (co-location) with the multiple new primary schools and two new secondary schools.

South and Harwell Strategic Area (2013 population data)

0 - 19 year olds	2017	2022	2027	2030
	South and Harwell	3359	5845	6787
South and Harwell other	395	1610	2298	2229
Total 0 – 19 year olds	3754	7455	9084	9145*
Total population	11791	24211	30536	31363

*Potentially 91 more places in special schools. Some can be absorbed into John Watson, Fitzwaryn, Kingfisher but likely to need a new school in Didcot

Forecasts likely to increase, consulted on general principles of how much more housing they should be planning for and how it should be distributed. Also more growth on the edge of Didcot and at Harwell which will affect the proposed Didcot special school.

West (2013 population data)

0 - 19 year olds	2017	2022	2027	2030
	Witney Strategic area	838	1338	1252
Witney smaller other sites	476	536	502	497
Carterton	396	1025	1147	1097
Carterton other	65	199	192	181
Total 0 – 19 year olds	1774	3099*	3094	2986
Total population	5722	9743	10049	9935

*Potentially 30 more places in special school.

Consulted on higher housing numbers and likely to be significant increase, possibly 50%. **Estimated revised forecast: 50 more places in specialist provision.**

Oxford (2103 population data)

0 - 19 year olds	2017	2022	2027	2030
	Oxford City	3809	3866	3391
Other small sites	329	292	268	268
Total 0 – 19 year olds	4137	*4159	3659	3562
Total population	12359	13603	13277	13201

*Potentially 41 more places in special school.

Housing numbers will be reviewed following the Strategic Housing Market Assessment (SHMA), expecting numbers to increase.

Vale (2013 population data)

0 - 19 year olds	2017	2022	2027	2030
	Vale strategic area	1047	2595	3271
Vale other	539	545	513	509
Total 0 – 19 year olds	1586	3140	3784*	3518
Total population	5382	10653	13228	12886

*Potentially 37 more places in special school.

Widely dispersed additional housing. About 2000 in and around the Abingdon area; about twice as much as previously identified in the Faringdon area. **Estimated revised forecast:** 55 more places in specialist provision.

Locality	Community special school	Countywide special school provision	Primary BESD	Secondary BESD	Primary resourced provision for C&I, PD and sensory needs	Secondary resourced provision for C&I, PD and sensory	Early Years PD	FE College	Alternative provision
Banbury	Frank Wise (EFA funded Post 16 block in progress)	Northern House Behaviour, emotional and behavioural difficulties aged 5 to 11	Equip* (15 primary schools)	Banbury Academy Inclusion Unit	Queensway C&I** Proposal included in new school's specification	The Warriner (C & I)	Temporary accommodation at Guideposts Centre, Barton.	Activate Learning, Banbury	Meadowbrook College. Independent providers: Include etc
Bicester	Bardwell (EFA funded Post 16 block in progress)		Bicester Bridges pilot		Proposal included in new school's specification			Awaiting identification of accommodation in north/centre south.	
Woodstock, Charlbury, Chipping Norton	Springfield	Northfield , Behaviour, emotional and behavioural difficulties, boys, aged 11-18				The Marlborough , (C&I, PD)	Abingdon & Witney College		
Witney, Burford, Carterton				Woodeaton, emotional and social difficulties aged 7 - 18	Carterton Partnership behaviour pilot*	Proposal to be included in new school's specification	Wood Green (MLD)	AWC	
Oxford City	Mabel Prichard (Options appraisal to increase capacity)	Isis Academy, complex moderate learning difficulties and behaviour, emotional and social difficulties (BESD) aged 5-18	Proposal included in new sch spec (Barton) Harbour at Rose Hill currently closed	Harbour pilot at Oxford Spire Academy for primary children	New Marston HI St Nicholas C& I	The Cherwell (C & I, HI)	Active Learning, OCVC		
Abingdon	Kingfisher			Orchard , run by Meadow Brook College	Caldecott C&I ** Rush Common HI**	Fitzharrys, C&I Larkmead (HI)	AWC		
Thame, Wheatley, Watlington, Berinsfield	John Watson (Options appraisal to increase capacity)	Endeavour Academy, severe learning difficulties, autism and challenging behaviour aged 10 to 19 (including residential provision)	Icknield pilot for Watlington partnership*		St Andrews C& I	Lord Williams (C & I)	AWC/ Henley College		
Faringdon, Grove, Wantage	Fitzwaryn								
Didcot, Wallingford, Henley & Goring	Bishopswood New special school included in plans for Didcot				Gillotts unit (edge of care & developing cottage for primary)*				

*Funding agreed by Schools Forum

** Under consultation to close, no current pupils, space needed for school expansion