



Special Provision and
Alternative Provision Place Strategy

2019 – 2024

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1.1

This document sets out Portsmouth City Council's strategy for special educational provision and alternative provision places, covering short-term requirements but also looking forward to the potential longer term requirement for places. This links to the overarching **Portsmouth Special Educational Needs and Disability (SEND) Strategy** (see **Appendix A**).

1.2

For mainstream provision, the DfE requires Councils to submit their pupil projections annually and these inform the Government allocation of Basic Need capital funding to Councils. The pupil projections underpin the Primary Place Strategy and the Secondary Place Strategy. There is no Basic Need funding for SEND places.

1.3

The Special Provision Place Strategy focuses on Portsmouth-resident pupils with Special Educational Needs and Disabilities (SEND) who have an Education, Health and Care Plan (EHCP). **Section 2** explains how SEND is defined in legislation.

1.4

The purpose of the Special Provision and Alternative Provision Place Strategy is to two-fold:

1.4.1

To forecast the number of resident children and young people who may require educational provision in a specialist school, specialist nursery or specialist college setting. For clarity, this does not include inclusion centre provision within a mainstream school.

1.4.2

To clarify the SEND and AP needs of this cohort of children and young people, in order to plan suitable education provision. **Section 3** explains categories of SEND need and support.

1.5

The Strategy supports the council to meet the future need and demand for special school places, alternative provision, specialist nursery provision for children with SEND and specialist post-16 provision for young people with SEND.

1.6

The methodology for SEND forecasting is summarised in **Section 6** and detailed in **Appendix C**.

1.7

The following legislation is relevant to the delivery of the council duty for sufficient early years and school places, including pupils with SEND:

1.7.1

Section 14 of the Education Act 1996 requires Portsmouth City Council to ensure that there are sufficient school places for resident children, including early years' provision. This duty requires the Council to forecast future pupil populations so that it can ensure that sufficient places are provided.

1.7.2

The Children and Families Act 2014 states that where a local authority maintains an Education, Health and Care Plan (EHCP) for a child or young person it must secure the specified special educational provision for the child or young person. This could be within a mainstream school, SEN unit, alternative provision, in an inclusion centre within a mainstream school (additionally resourced provision) or a special school place which meets specific, more complex needs.

1.8

The Special Provision Place Strategy takes account of pupils who are educated in mainstream schools or in Inclusion Centres within mainstream schools, or in special school provision, or in alternative provision.

1.9

The aim of the **Portsmouth SEND Strategy** is to promote inclusion and improve the outcomes for Portsmouth children and young people aged 0 – 25 years with SEND and their families, by ensuring that there are in place a range of high quality support services that contribute to removing the barriers to achievement for all Portsmouth children and young people, in particular those with special educational needs and disabilities. This strategy aims to achieve increased percentages of children and young people with SEND who are able to:

- Be included within their local community
- Lead healthy lives and achieve wellbeing
- Learn and make progress
- Make and maintain positive relationships within their family and community
- Participate in education and training post-16 and prepare for employment

1.10

In order to achieve this, a Joint Commissioning Plan has been developed by all stakeholders and agreed by the Children's Trust. This plan ensures that a comprehensive 'local offer' of services for children and young people with SEND is commissioned:

- **Making effective use of data**, including the SEND Children and Young People's strategic needs assessment (part of the Joint Strategic Needs Assessment) and the SEND Strategic Review to identify gaps in provision and ensure that services are commissioned to meet the identified need.
- **Ensuring a continuum of provision** that promotes inclusion. Eligibility criteria and access to all services for children and young people with SEND across education health and care ensure that:
 - children and young people's needs are met at the least restrictive level,
 - needs are met locally, wherever possible, and
 - there is efficient and effective use of the resources available.

- Through **participation and co-production**, whereby all services are designed in partnership with service users as key stakeholders. Ongoing feedback from service users and stakeholders is sought proactively and this is used to inform ongoing commissioning priorities.
- The Portsmouth SEND Strategy focuses on an inclusive education with local mainstream schools being the first option considered except for those children with the most complex needs. (see **Appendix A**)

1.11

The **Portsmouth SEND Strategic Review** has identified an increase in numbers of children with complex needs and this is likely to continue for the foreseeable future (see **Appendix B**).

1.12

The Special Provision Place Strategy outlines the planning and preparation required to ensure that there is sufficient provision for children and young people who require specialist provision in a specialist setting.

1.13

A Strategic SEND Review of Accommodation has been undertaken during the 2018-19 academic year to assess the physical capacity in current SEND provision (See **Section 7**). The review confirmed increasing numbers of pupils with Special Education Needs and Disabilities, and a lack of potential to expand existing sites to accommodate demand.

1.14

Going forward we recognise that there is still much to do, to keep pace with demand, to improve the quality of provision further and to ensure that more children and young people can have the specialist support they need in local schools and early years settings.

Special Educational Needs and Disability (SEND) Code of Practice 2015

2.1

The Children and Families Act 2014 introduced reforms to the way in which children and young people with special educational needs and disabilities (SEND) are supported to learn. At the core of these changes was a new statutory duty on the local authority to ensure that their views, wishes and feelings are given importance, and that they and their families are provided with information and support to enable them to participate in decisions about them to help them achieve good outcomes.

2.2

The council is committed to working in co-production with children and young people with SEND and their families on all aspects of the SEND Strategy and related work.

2.3

'A pupil has SEN where their learning difficulty or disability calls for special educational provision, that is provision different from or additional to that normally available to pupils of the same age.'
(Code of Practice 2015).

2.4

Where a pupil is identified as having SEND, schools should take action to remove barriers to learning and put effective special educational provision in place. This SEND support should take the form of a four-part cycle through which earlier decisions and actions are revisited, refined and revised with a growing understanding of the pupil's needs and of what supports the pupil in making good progress and securing good outcomes. This is known as the graduated approach (Code of Practice 2015 paragraph 6.44).

2.5

Children whose needs meet these definitions are recorded as being on SEND Support.

2.6

Where, despite the setting having taken relevant and purposeful action to identify, assess and meet the special educational needs of the child, the child has not made expected progress, the setting should consider requesting an Education, Health and Care (EHC) needs assessment (Code of Practice 2015 paragraph 6.63).

2.7

Where a child or young person has SEND but does not have an EHCP, they must be educated in a mainstream setting except in specific circumstances (Code of Practice 2015 paragraph 1.27).

2.8

As part of its commitments under articles 7 and 24 of the United Nations Convention of the Rights of Persons with Disabilities, the UK Government is committed to inclusive education of disabled children and young people and the progressive removal of barriers to learning and participation in mainstream education. The Children and Families Act 2014 secures the general presumption in law of mainstream education in relation to decisions about where children and young people with SEN should be educated and the Equality Act 2010 provides protection from discrimination for disabled people (Code of Practice 2015 paragraph 1.26)

2.9

Children and young people with SEND have different needs and can be educated effectively in a range of mainstream or special settings. Alongside the general presumption of mainstream education, parents of children with an EHCP and young people with an EHCP have the right to seek a place at a special school, special post-16 institution or specialist college (Code of Practice 2015 paragraph 1.38)

2.10

Where a parent of a child or young person (Post 16) with an EHCP requests a particular school, the law gives the parent / young person the right to have their preferred choice of school named in the Plan. The local authority is required under the law to consult with the parent's choice of school and, subject to the exceptions below, to secure a place. (*Children and Families Act 2014, Section 39*). The exceptions are:

2.10.1

the school is unsuitable for the age, ability, aptitude or special educational needs of the child or young person, or

2.10.2

attendance at the school would be incompatible with the provision of efficient education for others or the efficient use of resources

2.11

The Children and Families Act 2014 extended the statutory protection for children and young people with SEND from birth to 25 years of age in education and gave families and young people greater choice in decisions to ensure that needs are properly met. The age range covered by this strategy is, therefore, 0 – 25.

Categories of SEND need and support

3.1

Understanding current need and provision and predicting the need for future provision is reliant on having up to date and reliable information about children and young people with SEND.

3.2

The **SEND Code of Practice 2015** identifies four broad areas of special educational need and support. These areas allow schools to gain an overview of their pupils' range of needs and are used to identify needs in EHCPs:

- Communication and interaction
- Cognition and learning
- Social, emotional and mental health
- Sensory and/or physical needs

3.3

In addition there are 13 specific categories of need which are often referred to as the child's SEN Type (**primary need**) and are reported to the DfE through the national **School Census**:

- Specific learning difficulties (SpLD);
- Moderate learning difficulty (MLD);
- Severe learning difficulty (SLD);
- Profound and multiple learning difficulty (PMLD);
- Speech, language and communication needs (SLCN);
- Social, emotional and mental health (SEMH);
- Autistic spectrum disorder (ASD);
- Visual impairment (VI);
- Hearing impairment (HI);
- Multisensory impairment (MSI);
- Physical disability (PD);
- Other
- 'SEN support' but no specialist assessment of type of need (NSA).

3.4

Determining the primary need may not always be straightforward, especially for children with complex needs who may present with a range of needs.

3.5

Without making assumptions about pupils' needs based on their difficulty or disability, this categorisation can be used to understand the prevalence of different types of need and the type of placement the pupils may require.

3.6

The number of pupils in different types of schools is reported to the Department for Education (DfE) in the **School Census** data, submitted by local authorities and academies in January, May and October. These figures include all pupils attending a Portsmouth school including pupils resident in other local authorities e.g. Hampshire and the Isle of Wight who attend a Portsmouth school. It does not include Portsmouth resident children who attend a school outside of Portsmouth.

3.7

The **SEN2 data return** is also submitted to the DfE, and is taken on the same day in January as the **School Census**. The national picture about the prevalence of SEND, as reported by the Department of Education (DfE) and used in national datasets, is based on this data return. The **SEN2 data return** includes all children with an EHCP maintained by Portsmouth LA, wherever they are educated.

3.8

The SEND Provision Place Strategy covers all children with an EHCP maintained by Portsmouth LA wherever they are educated. On this basis, the **SEN2 data return** provides the preferred data source for forecasting pupil projections.

4

Portsmouth Context

4.1

Summary of the pupils in maintained schools and academies.

See table 1

4.2

As noted in paragraph 3.8, the pupil projections and forecasts are based on the SEN2 return, which provides data on all children with EHCPs maintained by Portsmouth LA, regardless of placement location.

4.3

The SEN2 return reported the number of Portsmouth resident children and young people aged 0 – 25 with an EHCP. As noted in paragraph 1.7.2, these pupils could be educated in a mainstream school, an Inclusion Centre within a mainstream school, or in a special school, and the setting may not be in Portsmouth.

See table 2

4.4

Of the children and young people listed in the SEN2 return, the location of their placement is below. Some Portsmouth resident children are in a SEND placement outside of the city. This occurs when there is not suitable provision available in Portsmouth.

See table 3

4.5

Of the children and young people listed in the SEN2 return, 56 post-16 pupils are not in any form of placement (i.e. not in education, employment or training) and the council is supporting these young people to explore suitable opportunities.

Table 1: Statutory School Age Pupils in Portsmouth maintained schools and academies (as at January 2019 school census)

	No. of pupils	% of pupils
Primary	16,250	63%
Secondary	8,861	34%
Special	574	2%
Total	25,685	100%

This figure does not include pupils in private schools

Table 2: SEN2 data (SEN 2 census - January 2019)

Age range	Number of children / young people with an EHCP
N1 and N2	5
YR to Y2	209
Y3 to Y6	394
Y7 to Y11	512
Y12 and Y13	207
Y14 and above	186
Total	1,513

Table 3: Location of Placement for pupils with EHCP maintained by Portsmouth City Council (SEN 2 census - January 2019)

Placement	Number	Percentage
Portsmouth	1256	86.20%
Hampshire	177	12.15%
Other	24	1.65%
Total	1,457	100.00%

4.6

The table below summarises the type of placement for the remaining pupils with an EHCP maintained by the council.

See table 4

4.7

In summary, the combination of SEND need (See **Section 3**), type of placement and location of placement presents a complex picture for this cohort.

Table 4: Pupils with an EHCP maintained by the council, by placement type (SEN 2 census – January 2019)

Type of Placement	Number	Percentage
Early years settings	2	0.14%
Mainstream settings	500	34.32%
Inclusion Centres	85	5.83%
Special schools	567	38.92%
Post 16 Colleges	280	19.22%
Secure units	2	0.14%
Apprenticeships/ traineeships/ supported internships/ employed	10	0.69%
Educated at home	11	0.75%
Total	1,457	100.00%

**NB there are 56 NEETs*

5 Configuration of SEND provision in Portsmouth

5.1

Children who have been identified with SEND and who are assessed as needing SEN Support will be placed in a mainstream school. There are 64 mainstream schools and academies in Portsmouth.

See table 5

Table 5: Pupils in LA maintained schools and academies (as at January 2019 school census)

	LA Maintained schools	Academies	Total
Infant	1,609	2,135	3,744
Junior	1,161	3,516	4,677
Primary	4,340	3,489	7,829
Secondary	1,948	6,913	8,861
Special	169	405	574
Total	9,227	16,458	25,685

5.2

The cohort of pupils educated in a special school is 2% of the total school population.

5.3

There were a total of five special schools in Portsmouth. From September 2019, this reduced to four, when the Willows Centre for Children became part of an expanded Cliffdale Academy.

Inclusion Centres in mainstream schools

5.4

Some pupils with EHCPs in mainstream schools have the additional support of an Inclusion Centre which allows varying degrees of integration based on each pupil's needs.

NB Placement in Inclusion Centres is determined by the LA, based on assessed need, in the same way as placement in special schools.

5.5

There are 9 Inclusion Centres in Portsmouth. These offer specialist provision for children with an EHCP requiring provision over and above what is ordinarily available within a mainstream school setting. They also offer the opportunity for children to access some aspects of the mainstream curriculum with their mainstream peers, where evidence collected as part of the EHCP process suggests that this is what is needed.

5.6

Inclusion Centres in Portsmouth are either categorised as SRP, DU or AP.

5.6.1

Specially Resourced Provision (SRP)

A specialist facility on a mainstream school site for a small number of pupils (under 30). The pupils spend most of their time (usually well over 50%) in mainstream classes and attend the SRP for additional support. An SRP can be for ambulant or non-ambulant pupils. There are two inclusion centres in Portsmouth which are in this category, both are for pupils with vision or hearing impairments:

- St Edmund's secondary SRP (ambulant)
- Northern Parade Infant and Junior Schools SRP (ambulant)

5.6.2

Designated Unit (DU)

A specialist facility on a mainstream school site for a small number of pupils (under 30). The pupils spend most of their time in the DU, only attending mainstream classes for a few lessons, such as PE, for assembly or for lunch. A DU will have different area requirements for ambulant, non-ambulant or ASD pupils. There are 6 inclusion centres within this category in Portsmouth. From September 2019 they are all designated for pupils with communication and interaction needs:

- Southsea (infant) SLCN, ASD DU (ambulant)
- Devonshire (infant) SLCN, ASD DU (ambulant)
- Milton Park (junior) SLCN, ASD DU (ambulant)
- Portsdown (primary) SLCN, ASD DU (ambulant)
- Victory (primary) SLCN, ASD DU (ambulant)
- Trafalgar (secondary) SLCN, ASD DU (ambulant)

5.6.3

Alternative Provision (AP)

A specialist facility which accommodates pupils who cannot attend mainstream school for a variety of reasons including exclusion, or mental or physical health difficulties. AP provides an alternative education which is often on a temporary basis until a pupil can return to mainstream education or move to a special school, although for some pupils it may be a longer term solution. The AP category is split into facilities for pupils with health difficulties, AP (health) and for those with behavioural, emotional or social difficulties, AP (behaviour). These are further refined by whether the setting has secondary age pupils. There is one inclusion centre within this category in Portsmouth:

- Flying Bull (primary to Yr 4) primary AP (behaviour)

AP is also provided at the Harbour School on its Tipner site and at the vocational provision for year 5 to 11 in Cosham.

Special Schools

5.7

There are four special schools in Portsmouth.

5.7.1

Cliffdale Primary Academy – For Early Years, key stage 1 & 2 pupils with complex learning difficulties who may also have autism.

5.7.2

Redwood Park Academy – For key stage 3 & 4 pupils with complex learning difficulties who may also have autism.

5.7.3

Mary Rose Academy – For pupils from nursery to key stage 5 with profound and multiple learning difficulties, severe and complex needs and autism. Some children may have a complexity of special educational needs including physical disabilities, complex medical conditions and varying degrees of sensory impairment.

5.7.4

The Harbour School – For upper key stage 2 (age 9) to key stage 4 pupils who have a wide range of SEMH needs. The Harbour School also provides Alternative Provision for pupils from Year 5 onwards and Outreach support.

5.8

201 pupils are placed in special schools in other Local Authorities, mainly Hampshire (see paragraph 4.4). This includes a small number of children and young people have been placed in out of city independent special schools due to the complexity of their needs.

SEND post-16 provision

5.9

Highbury and Portsmouth Colleges offer post-16 SEND Provision for young people aged 16 – 25. Provision at both colleges includes specialist SEND provision from entry level to level 1 and support for students on mainstream key stage 5 provision.

5.10

Portsmouth College Specialist Life Skills building was commissioned by Portsmouth City Council and offers provision for Portsmouth young people with complex and severe learning difficulties.

5.11

The SEMH provision at Highbury College's Arundel Centre was also commissioned by the council.

5.12

In addition to the Portsmouth offer, there are colleges in the travel to learn area including Havant and South Downs College and St Vincent College which provide similar opportunities.

5.13

As noted above, Mary Rose Academy also has specialist post-16 places.

6 Forecasting Special School Places

6.1

Forecasting the requirements for special school places involves considering a wide range of factors, such as:

- Current pupil numbers
- Historic trends of pupil movement in and out of special schools
- Population changes
- Impact from housing developments
- Predicted prevalence changes
- Improvements in awareness, identification and classification
- Changes in primary and secondary needs
- The impact of increasing statutory protection to 25 years
- Parental preference
- Changes in societal attitudes
- Changes in curriculum / educational practice / health / social care practice / funding
- Pupils accessing out of city provision
- Economic impact, including the potential impact of Brexit

6.2

The Portsmouth SEND pupil forecasting methodology estimates the future requirement for special school places in Portsmouth. It is produced annually alongside the existing mainstream pupil number projections. The purpose of the forecasts is to provide the LA, as well as partner organisations, with information to plan future service needs, including the planning of suitable education provision.

6.3

The methodology currently focuses on providing projections for school age pupils with an Education and Healthcare Plan (EHCP) broken down by primary area of need.

6.4

For the purposes of modelling the cohort with complex needs, these definitions have been used:

- **Complex** is defined as severe learning difficulties (SLD), and may also have autism (ASD).
- **Complex plus** is defined as:
 - Severe learning difficulties (SLD) and autism (ASD) or
 - Profound and multiple learning difficulties (PMLD) (and may also have autism (ASD))
 - In addition, some children may have a complexity of special educational needs including physical disabilities, complex medical conditions and varying degrees of sensory impairment.

6.5

The forecast methodology used to calculate the number of places is included in **Appendix C**. In addition, the forecast has to include a proportion of places for pupils from Other Local Authorities (OLAs). Portsmouth pupils do not necessarily have priority for places if a particular school is considered to better meet the needs of an OLA pupil and a place is available. Parental preference is a very important consideration in the allocation of places and the success of the Portsmouth SEN schools has increased the numbers of OLA placements.

6.6

Depending on the level of severity and complexity of primary need, pupils designated as complex could be educated in a special school or in a mainstream school with support. Parental preference must also be considered.

6.7

There has been an exponential increase in SEND places required in the city in recent years. In basic terms, in 2016 there were 937 EHCPs maintained by Portsmouth LA for pupils in Years R to 11. This figure includes all EHCP maintained for Portsmouth pupils irrespective of whether they attend a Portsmouth school or not. The corresponding figures for 2017 and 2018 are 975 and 1066 respectively, which is an increase of 129 places, or 14% in just 3 years. By contrast, the mainstream school population has increased by only 4% in the same time frame.

6.8

Of the total number of Portsmouth maintained EHCPs, 201 are located in education settings which are out of the city. Of these, 38 pupils are currently at independent specialist providers as their needs cannot be met at facilities within Portsmouth and the high cost of these places has to be met by the council. The majority of out of city placements are for pupils with SEMH (43%) or ASD (30%) with a small number having sensory or physical difficulties, VI or HI. There are also pupils with Complex needs in settings located out of the city which could be provided locally if residential provision was available.

6.9

Changes in prevalence of SEND categories will also have an effect on forecasting and place planning. In the last 3 years the prevalence of ASD and SEMH has increased whilst SLCN and MLD as the primary need has reduced.

6.10

Based on the pupil projections, provision for increased numbers of children and young people with complex and complex plus needs will be required

6.11

It is clear that action needs to be taken to identify suitable provision for these pupils, either through increasing the breadth and capacity of provision in Portsmouth, or through identifying out of city placements. The **Strategic SEND Review of Accommodation** considers how additional capacity could be created. (See **Section 7**)

6.12

Out of city placements are often not desirable for the child or the family due to the distance from home, travelling times or residential requirements. These placements are also more expensive for the council than providing suitable provision within Portsmouth (after the initial capital investment to create suitable provision).

6.13

The council operates on the premise that it is preferable to provide suitable educational accommodation for complex and complex plus pupils within Portsmouth, wherever possible.

Forecast methodology

6.14

The **Portsmouth SEND Strategic Review 2018** made a number of recommendations to improve SEND place forecasting and pupil projections, including determining a detailed methodology that will allow for year on year direct comparisons of change and continual improvement in accuracy to inform future planning.

6.15

As a result, the council has further improved the methodology and approach to forecasting to make it more robust and transparent notwithstanding the challenges involved in SEND forecasting.

6.16

The revised methodology uses a range of data sources and intelligence. The full forecasting methodology in use from 2019 onwards is at **Appendix C**.

6.17

The revised forecasting methodology ensures that hard data and soft intelligence is used to forecast pupil projections. An annual cycle of engagement has been developed, and includes co-production of forecasts and plans with colleagues from the council's SEND, Information, Finance and School Organisation teams, Portsmouth Clinical Commissioning Group, Health Providers and Social Care. This is in line with the **SEND Code of Practice 2015** which says:

"To inform commissioning decisions, partners should draw on the wide range of local data sets as well as qualitative information about the likely education, health and social care needs of children and young people with SEN or disabilities".

6.18

The forecasting methodology and pupil projections will be reviewed on an annual basis.

Addressing the sufficiency of special provision places

7.1

Based on the pupil projections in **Section 6**, the council needs to plan provision for increased numbers of children and young people with complex or complex plus needs within the next four years.

7.2

The **Portsmouth SEND Strategic Review 2018** identified that there were a number of children being educated in a special school whose needs were similar to children in mainstream schools and Inclusion Centres.

7.3

Continuing to build special schools to meet this demand is not financially sustainable, nor does it deliver the **Portsmouth SEND Strategy** for an inclusive city.

7.4

The place planning strategy for children with complex needs is reliant on mainstream schools being well prepared to meet the needs of an increasing number of children with SEND with inclusive education being the first option considered for all but the most severe, complex and long term special educational needs and the most profoundly disabled children.

7.5

Equally, there is a requirement for the private, voluntary and independent childcare sector to meet the needs of a growing number of children with complex needs.

7.6

In the future, some of the children currently being educated in special schools would be accommodated in Inclusion Centres or mainstream settings with support. This would create the capacity to allow special schools to take children with increasingly complex needs. However, changes to the profile of SEND pupils in a mainstream school and early years provision may require adaptation to buildings, access and environment to allow inclusive education to be provided.

7.7

A **Strategic SEND Review of Accommodation** was undertaken during the 2018-19 academic year to assess the physical capacity in current SEND provision. The scope of this Review was to:

- Review the quantity and distribution of pupil places in special education needs (SEN) facilities in response to the objectives of the Portsmouth SEND Strategy to promote inclusion and improve outcomes for Portsmouth children and their families, and the outcomes of the **Portsmouth SEND Strategic Review**.
- Undertake an accommodation audit to establish the pupil capacity of all the existing SEN facilities and determine the maximum number of SEN places currently available within Portsmouth.
- Review the forecast for SEN pupils over the next 5 years to determine the additional number of places required and how this may be best organized between different types of SEN settings.
- Identify the best options for creating the additional places required and where these might be located.

7.8

There are some pupils with an EHCP (Education and Health Care Plan) who are educated in mainstream schools. This is possible due to the identification and level of SEND (special education needs and disabilities), and usually requires additional support to be in place in a mainstream setting. This type of provision is outside of the scope of the Review.

7.9

However, it should be noted that the more children with EHCPs who can be successfully educated in mainstream schools, the fewer additional special school places will be required.

7.10

Where education in a mainstream setting is not appropriate, the facilities in Portsmouth for pupils with an EHCP are split into three broad categories:

- Inclusion centres which are resourced units based in mainstream schools;
- The Harbour School which functions as a school for pupils with SEMH (social, emotional and mental health) needs as well as providing Alternative Provision (AP);
- Special schools (Mary Rose, Cliffdale and Redwood Park) for pupils with more severe learning difficulties including Complex and Complex Plus needs.

7.11

The key findings of the SEND Strategic Accommodation Review were:

Inclusion Centres in mainstream schools

- There is a limited amount of spare capacity in the inclusion centres in Portsmouth. The forecast shows an increase in the number of places required over the next 5 years, and there is an urgent need to take action.
- The **SEND Strategic Review of Accommodation** recommends that additional places be created by extending the capacity of the existing facilities, with feasibility studies to be undertaken at Milton Park, Trafalgar and Portsdown schools.
- The Review recommends that new inclusion provision is considered if there are future opportunities to expand mainstream schools, or if surplus space within mainstream schools becomes available.

Places for pupils with SEMH needs

- There is very limited spare capacity at the Harbour School and none for younger pupils at Flying Bull Primary Academy.

- The forecast shows a small increase in the number of places for pupils with SEMH needs in the next 5 years.
- The review recommended that consideration is given to Years 5 and 6 children remaining at Flying Bull Inclusion Centre, thus freeing up additional capacity at The Harbour School, Tipner.
- Further analysis is required for The Harbour School to confirm where (within The Harbour School portfolio of sites) expansion may be required.

Future options may include:

- The Harbour school site at Tipner is due to be relocated as part of the Tipner regeneration development (within the next 5-10 years). When this occurs, an increase in the number of places could be considered.
- The facility for complex SEMH at the Harbour school site at Stamshaw may need to be relocated within the next 5 -10 years. If this occurs, a new facility for pupils with complex SEMH could combine the current facilities at Harbour Stamshaw and The Bridge at Harbour Tipner.

Places for pupils with Complex and Complex Plus needs

- The special schools for pupils with Complex and Complex Plus needs have reached full capacity and are over the recommended capacity in some instances. This includes the use of satellite sites at the Albert Annexe and the Lantern in Fratton which have suitability issues and are temporary solutions.
- The forecast shows a significant increase in the number of places that will be required for pupils with Complex and Complex Plus needs within the next 5 years. There is an urgent need for additional capacity.
- There is no opportunity to extend the existing special schools to sufficiently meet the demand for Complex and Complex Plus places. On this basis, an alternative approach is required.
- The recommended solution is to combine the additional places required into a new broad-range special school for ages 4 to 19, rather than to have a piecemeal approach. This is more economical to build, easier to manage and better for pupil placement.

- Looking beyond 2024, it would be imperative that the new school building can be used flexibly and could be readily expanded to better manage future fluctuations in numbers.
- The Review recommends that a new 140 place school of approximately 4225sqm is built. The school would have an enhanced core to allow the potential to increase to 200 pupils with a simple classroom extension, to be responsive to demand for capacity increases in future years.
- The recommendation to establish a new 140 place special school for Complex and Complex Plus needs is unlikely to be taken forward due to capital and revenue implications and a concern that it does not align closely enough with the city's inclusion agenda.
- A more inclusive alternative would be to remodel SEND accommodation across the city. This approach is set out in paragraphs 7.17-7.20.

7.12

Findings in relation to complex and complex plus pupils

- All complex/complex plus special schools are at maximum capacity with no further scope for expansion.
- Some over-crowding where schools are operating above maximum capacity – not sustainable or appropriate.
- Satellite “spots” being used which are unsuitable and difficult to manage.
- Surrounding LAs also have pressures and there are not enough places within travelling distance for these pupils. The option to use educational provision elsewhere is very limited and highly costly.

7.13

Findings in relation to SEMH alternative provision

- Current SEMH alternative provision is close to capacity.
- Some inclusion centres could benefit from internal alternations and reconfiguration to improve the accommodation.
- Provision for pupils with SEMH at Flying Bull school could be expanded to include pupils in Years 5 & 6, and there is an urgent need for more places here.

The forecast of demand and need for complex and complex plus pupils is outlined in **Table 6**. There are also pressures on SEMH and AP provision.

7.14

Table 6 below shows the number of additional places for each type of educational setting which are required within the next 5 years to meet the predicted demand, over and above the current capacity of the existing Special school accommodation.

Table 6: Forecast of SEN Pupils

	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Primary & Secondary Pupils (aged 4 to 16)						
Forecast Number of pupils requiring Special School Places at Mary Rose, Cliffdale or Redwood Park	410	426	454	483	509	544
Capacity at current special schools	410	418	418	418	410	410
Short term places in temporary accommodation at Cliffdale Academy	25	25	25	25	0	0
Portsmouth places created by new Wymering Autism school	0	0	0	0	51	51
Surplus / (Deficit) places	25	17	(11)	(40)	(48)	(83)
Post 16 Pupils (aged 16 to 19)						
Forecast Number of pupils requiring Special School Places	31	31	38	49	53	52
Capacity at current special schools	16	16	16	16	16	16
Short term places in Albert Annex	16	16	16	0	0	0
Portsmouth places created by new Wymering Autism school	0	0	0	0	0	0
% Surplus / (Deficit) places	1	1	(6)	(33)	(37)	(36)

7.15

In light of the findings and recommendations from the **SEND Strategic Accommodation Review** and the refreshed **SEND and AP pupil forecasts**, further discussions have taken place. These discussions have confirmed that:

- Forecasting shows rapidly increasing numbers of SEND pupils in the city across a range of SEND needs (similar to other LAs). See **Table 6**
- Accommodation for SEND pupils is not sufficient for coming pressures

- Demand for alternative provision is also growing and the city is approaching capacity. The demand for alternative provision varies by school, depending on how inclusive the school is.
- Place costs are creating a significant pressure on Dedicated Schools Grant. See **Section 8**
- Capital funding from central government is very limited and is insufficient to address pressures on accommodation for pupils with SEND/SEMH. See **Section 9**

- There is an urgent need to find a financially viable solution which re-focuses provision for pupils with SEND and SEMH in line with the vision for an inclusive city. This will enable the council to meet its statutory duty to place resident children in suitable provision.

7.16

Therefore the following actions have been or are being taken:

Short Term

- Schemes being completed at Cliffdale and Redwood Park to accommodate complex plus pupils (completion by September 2020)
- Urgent interim /temporary arrangements (e.g. The Lantern)
- Pupils placed in out of city provision (not preferred and not always possible)

Longer Term

- Using the SEND Strategic Accommodation Review as a baseline, the strategy is to move towards a more inclusive city and delivering a city-wide solution to address increasing SEND and AP demand. Capital and revenue funding to support the SEND and AP transformation agenda will be required in due course.

7.17

To become a more inclusive city, there will need to be further changes to where and how pupils are educated, and the following will be explored:

- Complex Plus pupils continue to be educated in a special school (as now)
- Some complex pupils are educated in inclusion centres attached to mainstream schools (instead of in special schools)
- Some pupils currently in inclusion centres attached to mainstream schools are educated within the mainstream school itself (with mainstream pupils)

- Ensuring that provision for pupils with SEMH is supported within mainstream schools, wherever possible.

7.18

This is a complicated solution which has risks and implications for school engagement, SEND pupils, school management, staff training and specialist resources, as well as requiring reconfiguration/ re-purposing/expansion of school accommodation on multiple sites.

7.19

The first step is the development of a clear transformation programme by:

- Liaising with schools/academies and MATs to share the inclusive vision and explore how this could be delivered
- Establishing agreement to the new approach across all Portsmouth schools, academies and MATs
- Identifying how the inclusive vision could be delivered, taking account of multiple sites, accommodation requirements, management and staffing implications and the impact on capital and revenue costs.
- Determining a city-wide master-plan for delivering the inclusive vision
- Clarifying the programme of agreed projects to change provision
- Prioritising projects/sites to deliver a phased approach over a number of years

7.20

The planning and preparation for the transformation programme will begin in January 2020.

8 Revenue Funding Implications

Funding for special educational needs

8.1

High needs funding is provided to the Council through the high needs block of the Dedicated Schools Grant (DSG). The Council must spend the funding in line with the associated conditions of grant and the Schools and Early Years Finance (England) regulations, which are updated annually. The DfE also issues operational guidance which details how local authorities should fund, Special Schools, Inclusion Centres, Alternative Provision, Post-16 Colleges and specialist independent settings.

8.2

The Council receives a provisional allocation of high needs block funding in December, and adjustments are made mid financial year in the following June for adjustments (up or down) to pupil numbers, which creates a level uncertainty regarding the funding available.

8.3

The high needs block allocation is calculated using a national funding formula, based on twelve formula factors, nine of which are pupil led and based on lagged data sets. Thus high needs funding received will not always reflect the current/future needs and numbers of pupils within the city. Only one of the twelve formula factors has a direct relationship with the number of pupils in special schools. The value funded per pupil is less than the actual cost of a pupil placement, this increases in cost due to volumes do not equate to an equivalent increase in funding.

Funding for high needs settings

8.4

The Council funds high needs settings on a place plus approach, in that the setting receives a fixed amount for a commissioned place, whether it is occupied by a pupil or not, plus an additional top-up which reflects the needs of the pupil and will follow that pupil between settings, should they move.

8.5

The amount of funding paid per place is set nationally at £6,000 or £10,000 per place dependent on the type of setting and cannot be adjusted.

8.6

The top-up element is agreed locally by the local authority and Schools Forum and reflects the different types of provision and level of need for individual children. The range of Top-up funding for the 2019 – 20 financial year is between £1,934 and £45,000¹ per pupil per year.

8.7

Table 7 opposite sets out the upper and lower costs (place plus element 3 top-up) associated with placing a pupil in a Portsmouth setting, it also identifies the minimum/maximum costs of the growth in complex and complex plus pupils (as per **Table 6**) if they were placed in one of the settings listed.

8.8

The potential revenue cost of growth in this sector will have to be met from within the high needs block. Due to the nature of the lagged funding this could create budgetary pressures that will need to be managed within the funding envelope available.

8.9

Further development of the revenue implications of the options available to the authority following the outcomes of the Preparation, Brief & Concept Design Study (paragraph 7.7) will be required.

¹ As per the 2019 – 20 financial year. Element 3 Top-up rates are under review for 2019 – 20 and may change.

² Assumes Primary/Secondary relates to either Inclusion Centre or Special school places

Funding for capital projects to develop SEND provision

9.1

The council does not routinely receive funding for SEND from the government. There are sporadic grant funding allocations for specific purposes (and subject to criteria in relation to how the funding is used).

9.2

The council explores capital funding opportunities to support future schemes.

9.3

The council considers capital bids from the Education Service, and may allocate capital funding through its own capital programme to support the development of SEND provision.

9.4

To meet the demand for SEND places there have been various capital projects undertaken, as follows:

- Remodelling of Redwood Park Academy to enable the school to educate children with Complex Plus needs
- Increased capacity at Cliffdale Primary Academy following the closure of The Willows Centre for children
- Refurbishment of the former Harbour @ Fratton building to create The Lantern, part of the Mary Rose provision
- A Special Free School provision has been approved by the ESFA for the Wymering site, due to open in 2022
- Vocational provision at Harbour Vanguard
- Remodelling of Cliffdale Primary Academy to enable the school to educate children with Complex Plus needs

Table 7: Potential impact of Growth in Complex and Complex plus places over a 5 year period.

	Per pupil Average Cost		Pupil Growth No.	5 year Growth £
	Lower limit	Upper limit		
	£	£		
Primary/Secondary	17,604	24,311	142	3,201,306
Post 16	17,604	24,311	21	510,539
Post 19	7,618	7,618	23	313,214
Total impact	42,826	56,241	186	4,025,060

Conclusions and Recommendations

10.1

There is a statutory duty to provide suitable education for pupils with an EHCP and for early years children entitled to 'free early education'.

10.2

The **Portsmouth SEND Strategy** focuses on an inclusive education with local mainstream schools and early years settings being the first option considered for all but those with the most severe, complex and long term educational needs and the most profoundly disabled children.

10.3

The **Portsmouth SEND Strategic Review 2018** forecast a significant increase in demand and need in pupils with complex needs which needs to be addressed within the next four years.

10.4

The forecasting methodology and process has been further refined and an updated approach has been used in 2019.

10.5

A **Strategic SEND Review of Accommodation** was completed in spring 2019 which assessed the physical capacity in current SEND provision. The scope of the Review was to:

- Review the quantity and distribution of pupil places in special education needs (SEN) facilities in response to the objectives of the Portsmouth SEND Strategy to promote inclusion and improve outcomes for Portsmouth children and their families, and the outcomes of the Portsmouth SEND Strategic Review.
- Undertake an accommodation audit to establish the pupil capacity of all the existing SEN facilities and determine the maximum number of SEN places currently available within Portsmouth
- Review the forecast for SEN pupils over the next 5 years to determine the additional number of places required and how this may be best organised between different types of SEN settings

- Identify the best options for creating the additional places required and where these might be located.

10.6

The Review confirmed increasing numbers of pupils with Special Education Needs and Disabilities, or those requiring Alternative Provision, and a growing pressure on capacity coupled with limited potential to expand existing sites to accommodate demand. The report also outlined a range of potential solutions to deliver the additional capacity that is required.

10.7

The focus is on ensuring that the SEND and AP accommodation requirements are clearly articulated, which has been achieved through the **SEND Strategic Review of Accommodation**, and the resultant strategic approach is now being fully developed.

10.8

Capital funding will be needed for future projects. Opportunities to bid for capital funding are being fully explored.

10.9

Revenue funding implications of future projects will be carefully considered.

10.10

In the short term, available solutions are:

- Urgent accommodation to deliver SEND accommodation.
- Placing pupils in out of city provision which can meet their needs.

10.11

Medium term, the council is developing a transformation programme to deliver the aim of becoming a more inclusive city. The basis of the transformation programme is for Complex pupils to be educated in inclusion units, and for pupils currently in inclusion units to be educated in mainstream schools with support.

The medium term plan would also result in special schools taking Complex Plus pupils only.

10.12

There are significant capital and revenue implications linked to re-modelling and re-purposing school accommodation in this way.

10.13

The planning and preparation for the transformation programme will begin January 2020.

10.14

In addition;

- A new 66-place school for pupils with autism is opening at Wymering in September 2022.
- There is potential to increase capacity for pupils with SEMH if the facilities at Harbour Tipner and/or Harbour Stamshaw are re-located due to the Tipner Regeneration Scheme.



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