

# **SEND Sufficiency Strategy Refresh**

**February 2019**

**Draft V3**

**Section**

**Page**

**1 Introduction**

**3**

2	National and Local Context.....	5
3	A Demographic Profile of Rotherham 2018/19.....	7
4	The Needs of Young People in Rotherham.....	9
5	Implementation Plan Education Offer in Rotherham and Use of Out of Area Placements.....	13
6	Strategic Intentions.....	17
7	Measures of Success.....	17
8	Milestones.....	17
9	Consultation and Advice.....	19

## 1. Introduction and Vision

- 1.1 This SEND Sufficiency refresh is designed to up date and inform the 2017-2021 Strategy at its midway point as Rotherham Metropolitan Borough reviews data and forecasting in relation to need and to inform planning for the allocation of increased government funding.
- 1.2 Phase One of Rotherham’s SEND sufficiency strategy focussed on creating additional places within Rotherham Special Schools including 20 additional places at Abbey School, the creation of Rotherham Opportunities College and additional places at the Rowan and Aspire Centres. Phase 2 will focus on developing support for mainstream schools by reviewing Inclusion Services; developing Specialist Resource Units for children and young people with SEND based within mainstream provision and improving preparation for adulthood via a strategic review and development of Rotherham’s post-16 offer for children with SEND.
- 1.3 The Vision:  
Rotherham Metropolitan Borough Council’s vision is to give every child the best start in life. The vision and priorities for Children in Rotherham with SEND is described within our Voices work:
  - Believe me and believe in me
  - Get me help quicker
  - Plan for my adulthood with me
- 1.4 We want to improve the life chances of children and young people with SEND by offering them wherever possible an opportunity to study in Rotherham within good or outstanding schools with education and support delivered either by specialist resource units based within their local schools or by special education provision delivered by a special school.
- 1.5 Mainstream schools will benefit from a holistic review of Inclusion Services and from receiving specialist targeted support delivered by Primary and Secondary Outreach teams specialising in Social Emotional and Mental Health and supporting children and young people with Autistic Spectrum Conditions.
- 1.6 Finally Rotherham will review its post-16 provision to ensure that it is ambitious for all young people and offers a range of pathways for children and young people with SEND to optimise a range of nationally recognised preparing for adulthood outcomes including increasing independence, employment opportunities and Further and Higher Education provision.
- 1.7 Special Education Needs are defined within the Code of Practice 2015 as:

“A child or young person has SEN if they have a learning difficulty or disability which calls for special educational provision to be made for him or her”.

“A child of compulsory school age or a young person has a learning difficulty or disability if he or she has a significantly greater difficulty in learning than the majority of others of the same age, or has a disability which prevents or hinders him or her from making use of facilities of a kind generally provided for others of the same age in mainstream schools or mainstream post-16 institutions”.

## 1.8 Developing the Analysis for this Strategy

The methods used to develop the needs assessment were through the development of data by Children and Young Peoples (CYPS) Performance team based on the following key lines of enquiry of:

- Rotherham children and young people with an Education Health and Care Plan.
- Key transition points at Early Years Foundation Stages to KS1, KS2, KS3 KS4 to Post 16 identifying projected cohort size by age and primary need.
- Post 16 Population
- SEND Primary need and future requirements by projections against Rotherham 0-25 years Population data. The focus for Primary Needs were;
  - Social Emotional and Mental Health
  - Autism
  - Severe Learning Difficulties
  - Moderate Learning Difficulties
- Current provision and future requirements by projections against Rotherham 0-25 years population data.

1.9 School Census Information from the Spring Returns for Children and Young People who are identified as SEN Support for the following years: 2015,2016,2017,2018.

1.10 Rotherham’s 0-25yr population projection figures available from the Office for National Statistics (ONS) 2016 based population projections.

1.11 The forecasts and projections of need/demand are based on an ‘as is’ approach without any additional support or intervention being introduced.

1.13 Therefore the purpose of this document is to determine the needs identified from a range of local data regarding current SEN education provision and provide an evidence base to develop the authority’s response to meet the SEN needs of children and young people of Rotherham.

1.14 The Department for Education Code of Practice Statutory Guidance (2015) states:

*'A child or young person may have special educational needs when a learning difficulty or disability means that they require support that is different or additional to that which is normally available to pupils of the same age.'*

SEN can be characterised by a range of needs and difficulties. There are four broad areas of need identified:

- Communication and interaction - speech, language, and communication needs and difficulties with interaction with others. This includes Autism Spectrum Disorder.
- Cognition and learning - learning difficulties vary in severity and may make it difficult to learn everything or just certain things.
- Social, emotional and mental health difficulties - this covers a wide range of needs and these may be seen in a child or young person as withdrawn and isolated behaviours, or as challenging and unsafe behaviours.
- Sensory and/physical needs - these include visual and hearing impairment and physical and mobility needs.

## **2. National and Local Context**

2.1 This Needs Analysis is informed by a wide range of current national legislation, the most relevant of which are:

- Education Act 1996 and 2011
- SEND Code Of Practice 2015
- Working Together to Safeguard Children 2015
- Carers and Disabled Children Act 2000;
- Children and Young Persons Act 2008;
- Children and Families Act 2014;
- Care Act 2004;
- Human Rights Act 1998;
- Care Standards Act 2000;
- Children Leaving Care Act 2000;
- Freedom of Information Act 2000;
- Sexual Offences Act 2003;
- Children & Adoption Act 2002 and 2006;
- Equality Act 2010;

2.2 Rotherham Borough Council has a statutory duty under The Education Act 1996 Section 14(1) to ensure that it provides sufficient school places for all pupils who are resident within the Borough. It has specific duties to ensure that there is sufficient provision for pupils with SEND, an Education Health and Care (EHC) plan; and where an EHCP has determined that the provision should be met in designated specialist provision.

- 2.3 As well as mainstream schools and colleges, currently, specialist placements in Rotherham consist of four main types of provision:
1. Enhanced resource provision located on mainstream school sites.  
(These include Speech and Language Units, Primary and Secondary Hearing Impairment Units; Specialist Autism Resource.)
  2. Academies and maintained special school provision located in Rotherham (for children and young people best placed in mainstream schools) (Rotherham has 2 Schools for children and young people with SLD;
  3. Schools for children with Moderate Learning Difficulties and 1 school for children with physical disabilities with a specialist Autism unit and 2 Pupil Referral Units which are developing their provision for children and young people with complex social, emotional and mental health difficulties.
  4. Academies and maintained special school provision located in other local authorities.
  5. Special Schools in the independent non-maintained sector.
- 2.4 The special provision fund allocations first announced by the government on 4th March 2017, supported local authorities (LAs) to make capital investments in provision for pupils with special educational needs and disabilities. Local authorities can invest in new places and improvements to facilities for pupils with education, health and care (EHC) plans in mainstream and special schools, nurseries, colleges and other provision.
- 2.5 Further to that on 29<sup>th</sup> May 2018, the government announced a further £50 million additional grant funding and on 16<sup>th</sup> December 2018, a further £100 million. It is envisaged that these allocations will support local authorities to create new places and improve facilities at existing schools. This funding is primarily intended to develop provision for pupils with more complex special educational needs (i.e. an EHC plan or a statement of special educational needs) in mainstream and/or special schools
- 2.6 The most relevant local guidance documents/strategies are:
- The Rotherham Joint Strategic Needs Assessment (JSNA)
  - The Rotherham Children & Young Peoples Plan
  - The Looked After Children's Strategy 2016-2019
  - CYPS Sustainability Plan 2016-2021
  - The Early Help Strategy 2016-2019
  - The Rotherham Voices Strategy.
  - SEND Sufficiency Strategy 2017-2021

### 3. A Demographic Profile of Rotherham 2018/19

#### 3.1 Geography

Rotherham is one of four metropolitan boroughs in South Yorkshire and lies at the centre of the Sheffield City Region. The Borough is divided into 21 wards covering a wide diversity of urban, suburban and rural areas. Rotherham developed as a major industrial centre of coal mining and steel making which have shaped the Borough's character. Following the decline of traditional industries, regeneration has brought new opportunities to the area including service industries and advanced manufacturing. Rotherham is also proud of its environment where 70% is open countryside; there are 3 country parks and numerous urban parks.

3.2 The Borough covers 110 square miles and can be divided into three main areas. In the north are the Dearne Valley, Wentworth and Rawmarsh, featuring a number of small industrial communities, rural areas around Wentworth Woodhouse and regenerated industrial area at Manvers. Central Rotherham is a densely populated urban area with a range of commercial, industrial and residential uses, and an ethnically diverse population. The southern half of the Borough has a scattering of former mining communities and suburban villages set in an extensive rural area, which has strong commuting links to the nearby city of Sheffield. Sheffield and Rotherham form a single travel-to-work area with a large joint economy and overlapping housing markets.

#### 3.3 Population and Age Structure

Rotherham has a steadily growing population which reached a record level of 263,400 in 2017. The population is growing as a result of natural increase (more births than deaths), net inward migration and increased life expectancy. Rotherham has 161,400 people of working age (61%) which is slightly lower than the English average.

3.4 Rotherham has an ageing population whereby the number of older people is increasing fastest, and their health and social care needs place increasing pressure on care and support services at a time of prolonged financial constraint. There are 51,000 people aged 65+ including 6,000 people aged 85+ whose numbers are projected to increase by a third over the next 10 years.

3.5 There are 50,900 children aged 0-15 in Rotherham and 26,100 young people aged 16-24. Whilst the majority get a good start in life, child poverty is highly polarised across the Borough and life chances can vary greatly. In the most deprived areas, 25% of the population are aged 0-15 but in the least deprived, the proportion is only 16%. Rotherham has a lower proportion of young people aged 18-24 than the national average due to people moving elsewhere to study or work. The number of Looked after Children in the Borough has increased from 380 in 2012 to 610 in 2018.

#### 3.6 Gender

Of Rotherham's population of 134,000 (50.9%) are female and 129,400 (49.1%) are male. There are more males than females up to the age of 24 as more boys are born

than girls. Amongst those aged 69 years and over, women outnumber men as a result of longer life expectancy, so that two thirds of people aged 85+ are women.

### 3.7 Race/Ethnicity

According to the 2011 Census, 20,842 people in Rotherham identified themselves as belonging to Black and Minority Ethnic (BME) groups, or 8.1% of the population. This proportion is well below the national average although the number of BME residents doubled between 2001 and 2011. The number in 2016 probably exceeds 26,000 or 10% of the population. The largest BME group is Pakistani and Kashmiri who numbered 7,900 in 2011.

3.8 At the time of the 2011 Census, there were 13,147 people born outside the UK and living in Rotherham or 5.1% of the population, compared with 6,473 in 2001. The number has since increased further through migration, especially from Slovakia, Poland and latterly Romania. New migrant communities and growing ethnic diversity have brought challenges to public services in ensuring equality of access to people from different cultural backgrounds. Pupils from Black and Minority Ethnic (BME) groups made up 16.6% of the school population.

### 3.9 Health and Longevity

Life expectancy for males in Rotherham is 1.4 years below the national average and for females the gap is greater at 1.9 years. However, the gap in healthy life expectancy is over 5 years for both males and females. Health inequalities within the Borough are illustrated by the 9.5 year gap in life expectancy for men living in the most deprived areas and the least deprived, and a 7 year gap for women. Particular health and lifestyle concerns in Rotherham are obesity, alcohol and smoking related illness, cancer smoking in pregnancy and low breastfeeding initiation. Older people in Rotherham are far more likely to be disabled and be in poor health than average.

### 3.10 Disability

The 2011 Census showed that 56,588 (21.9%) of Rotherham's population had a long term health problem or disability and 11.3% said their day-to-day activities were limited a lot by long term conditions (8.3% nationally). In November 2016, 30,306 Rotherham residents (11.6%) claimed Disability Living Allowance (16,680), Personal Independence Payment (6,100) or Attendance Allowance (7,516).

### 3.11 Social Deprivation and Economic Inequality

According to the Indices of Deprivation 2015, Rotherham is the 52<sup>nd</sup> most deprived district in England, amongst the 16% most deprived. A key feature of deprivation since 2007 is polarisation with deprivation increasing in the most deprived areas and reducing in the least deprived. The 2015 index showed 20% of people in Rotherham living in areas amongst the 10% most deprived in England compared with only 12% in the 2007 index. The central areas of Rotherham and pockets in other parts of the town are very deprived whilst many suburban and rural areas are quite affluent.



3.12 Of the working age population, 121,100 (76.1%) are economically active and 114,400 people (71.9%) are in employment, both below the national average. 6,750 people, or 4.2% of working age residents regard themselves as unemployed of which 2,700 were claiming JSA in November 2017. 8.7% of the working age population have no qualifications, above the national average. In 2017, gross weekly pay for Rotherham residents was £494 (full-time) compared with £502 in Yorkshire and Humber and £556 in England (median earnings). Levels of pay are lower than in the region and nationally, especially for women who earn an average of £283 (full and part time) per week compared with £494 for men. Rotherham women earn only 57% of men’s pay compared with 66% nationally.

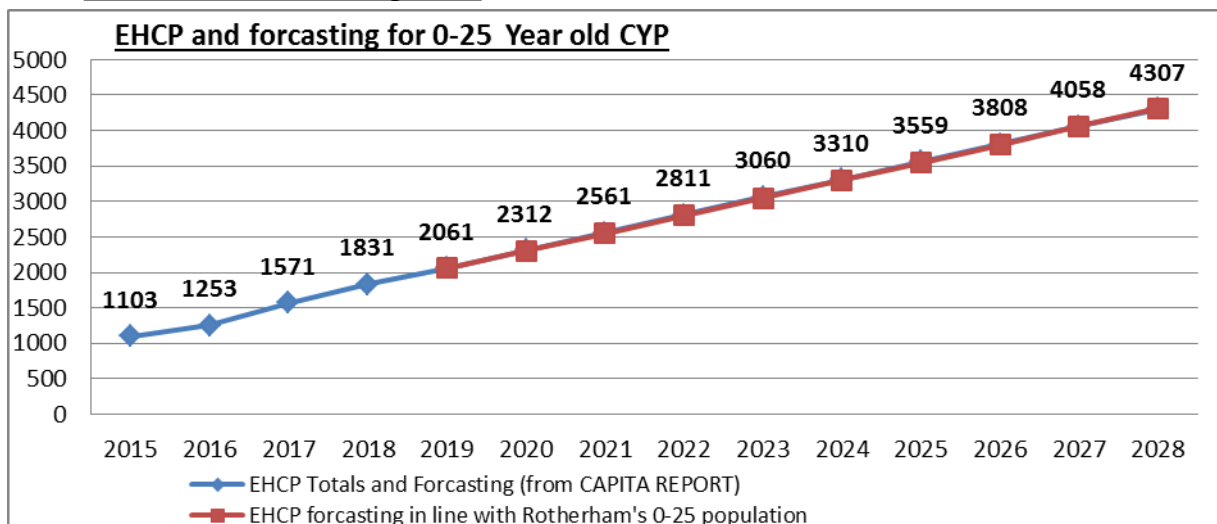
3.13 Rotherham is a borough of contrasts and different parts of the community have been affected by economic change over the long and short term. One in nine people aged 16-64 are workless as a result of either unemployment or long term sickness. The latter affects 10,900 people or 6.9% of the working age population, well above the national average of 4.6%.

**4. The Needs of Young People in Rotherham**

**4.1 Education, Health & Care Plan Data**

The methodology for the following forecasts is outlined at para 1.2. The data sets used for the analysis were derived from a Capita report covering Children & Young People who have an Education and Care Health Plan (EHCP) in place at the end of January for the following years: 2015, 2016, 2017, and 2018.

**4.2 Chart 1. Forecast EHCP growth**

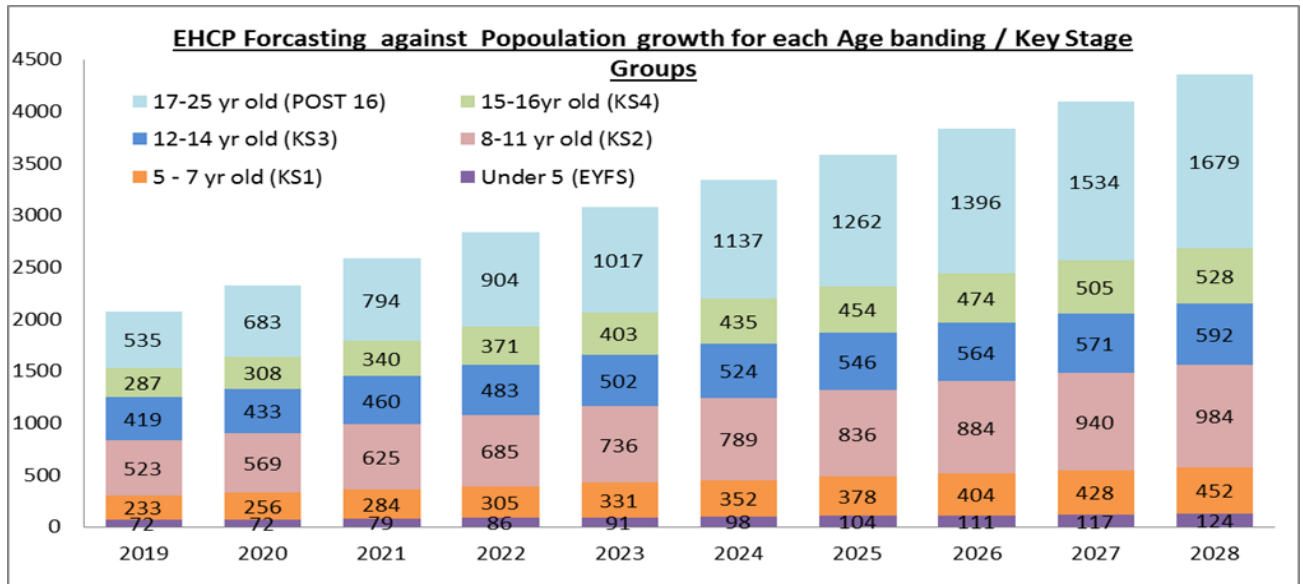


The Number of CYP on EHCP’s is currently at 2095 (as at 11/02/19) – forecasting over the next ten year period would see a potential increase of over 700 EHCP’s in the next 2 years. Forecast projection for the next 4 to 5 years would see a potential rise of over

1000 additional CYP on EHCP's , while looking long-term to 8-9 years ahead the number of CYP on EHCP's could potentially double in numbers to be over 4000.

Over the 10 year forecast this is an increase of 105%.

### 4.3 Chart 2. Forecast Population Growth Age/Key Stage Groups



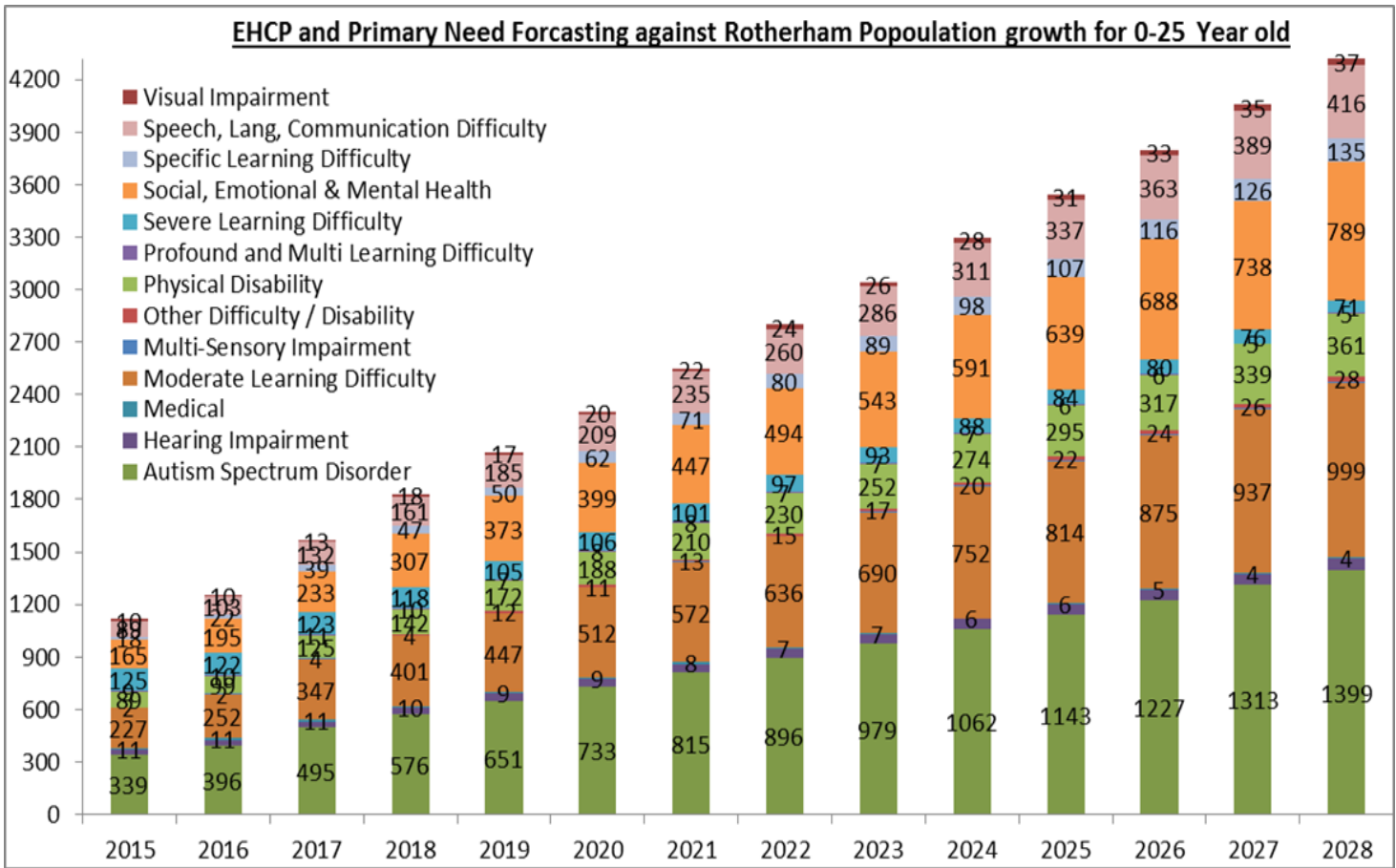
In accordance with Rotherham population projections, future forecasting analysis was completed by 'Age banding splits and transition groups (Key stage groups)'. This indicated that children and young people :-aged 8-11 years old (covering Key Stage 2 phase) and children and young people who are of Post 16+ age are the most affected cohort now and will continue to be the most affected CYP that require support.

Aged 5-7 years (KS1) cohort indicates an increase from 233 to 452 CYP with an EHCP over a 10 year period, seeing an increase in need of 93%

Aged 8-11 years (KS2) cohort indicates an increase from 523 to 984 CYP with an EHCP over a 10 year period, seeing an increase in need of 88%.

Aged 17-25 years (Post 16) cohort indicate an increase from 535 to 1679 CYP with an EHCP over a 10 year period, seeing an increase in need of 213%

### 4.4 Chart 3. Forecast Primary Need growth



Primary Needs for CYP with EHCP’s shows the 2019 cohort three highest primary needs in Rotherham being: -

- Autism Spectrum Disorder – 651 CYP-32% of 2019 cohort
- Moderate Learning Difficulty -447 CYP -22% of 2019 cohort
- Social, Emotional & Mental Health – 373 CYP-18% of 2019 cohort

Analysis on forecasting projections of primary needs shows that within the next 10 years, the number of CYP with a primary need of ASD, MLD, SEMH increase as follow;

- MLD cohort indicates an increase from 447 to 999 CYP with an EHCP over a 10 year period, seeing an increase in primary need of 123%
- ASD cohort indicates an increase from 651 to 1399 CYP with an EHCP over a 10 year period, seeing an increase in primary need of 114%
- SEMH cohort indicates an increase from 373 to 789 CYP with an EHCP over a 10 year period, seeing an increase in primary need of 111%

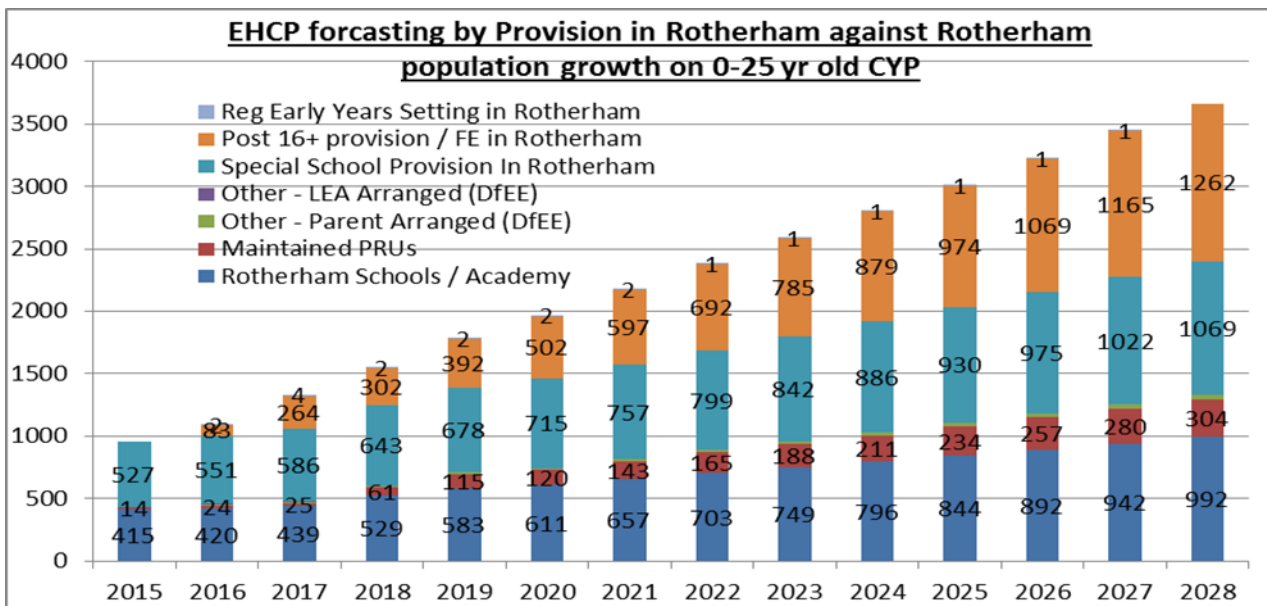
These needs are our largest primary needs now and projected for the future.

Further analysis indicates that for children with MLD the potential increase in need will be most significant at age 8-11years KS2 and Post 16.

For children with ASD the potential increase in need will be most significant at KS1, KS2 and Post 16.

For children with SEMH the potential increase in need will be most significant at KS2 and Post 16.

#### 4.5 Chart 4. Forecast for School/College Provision



The forecast indicates that ‘Rotherham Special Schools’ and ‘Post 16+ places in Higher / Further Education’ are the most affected provisions with a sharper increase in need identified with the highest number of children attending these school types.

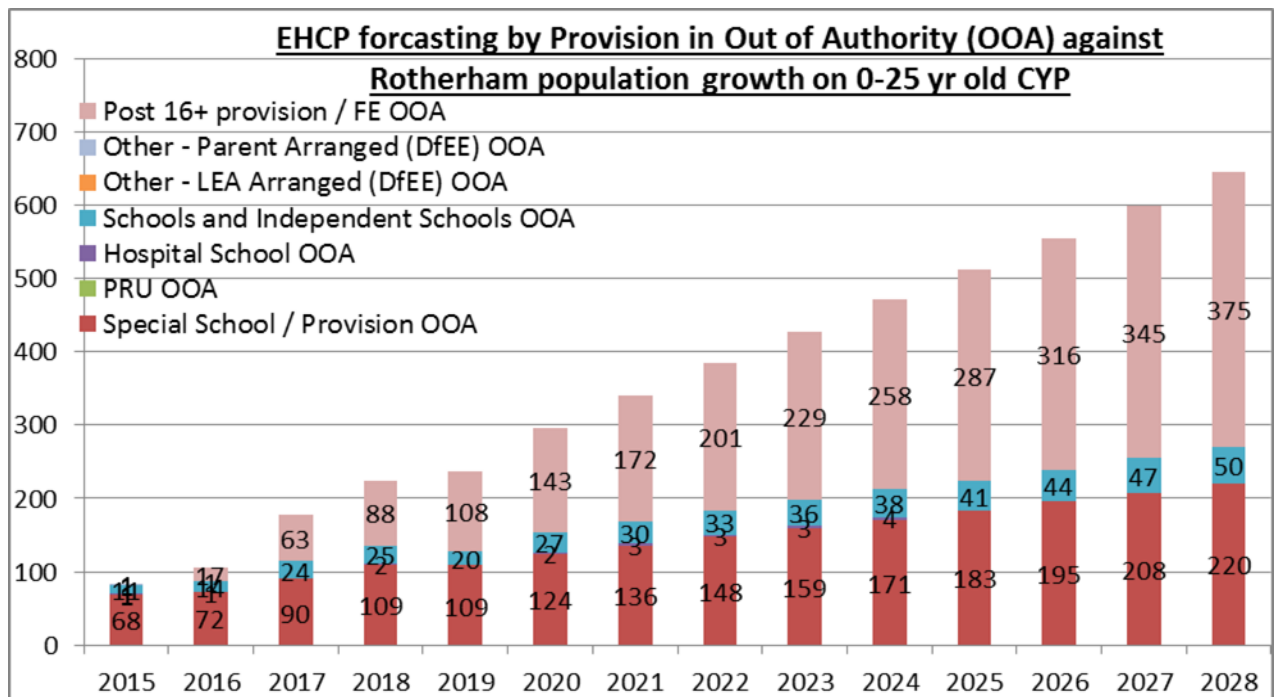
Growth in demand for school/FE places for children with EHCPs is projected as follows:

Post 16 Provision - currently 392 to 1262 CYP with an EHCP over a 10 year period, seeing an increase in demand by 870 (221%)

Special School Provision - currently 678 to 1069 CYP with an EHCP over a 10 year period, seeing an increase in demand by 391 (57%)

Rotherham Schools/Academy - currently 583 to 992 CYP with an EHCP over a 10 year period, seeing an increase in demand by 409 (70%)

4.6 Chart 5. Forecast for School/College provision Out Of Authority area



As part of the ‘Provision’ data analysis, the ‘Out Of Authority’ (OOA) education of children and young people with an EHCP, where children attend schools not within the Rotherham borough, was also taken in to account.

**5. Education Offer in Rotherham and Use of Out of Area Placements:**

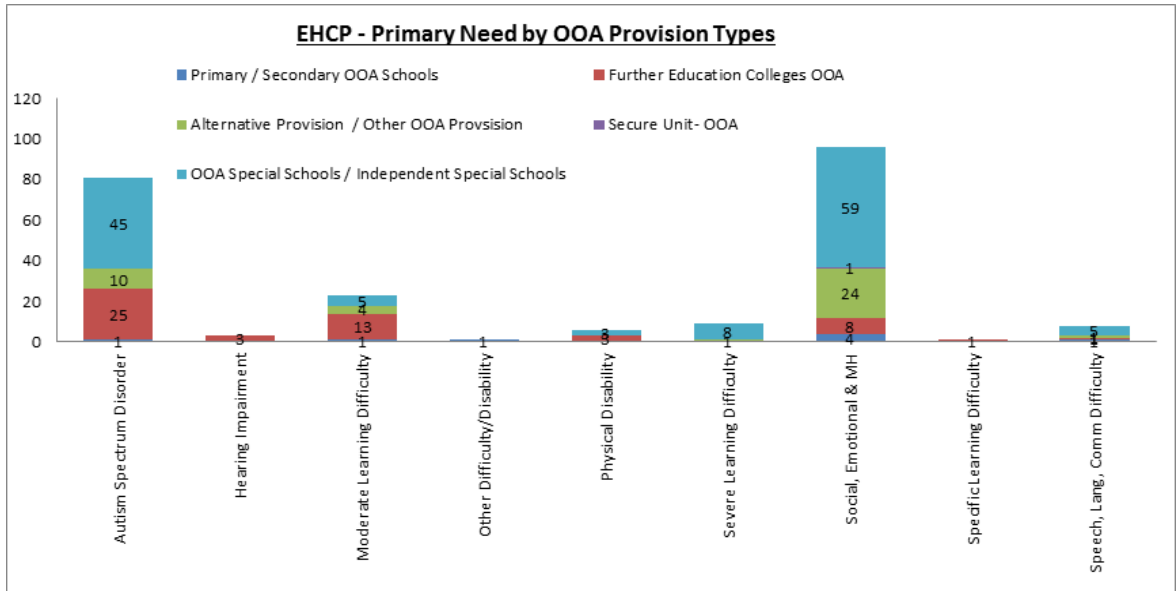
5.1 Rotherham has embarked on a continuing education sufficiency program and increased education provision for both new Secondary and Primary school places as well as SEND places since April 2012, resulting in the addition of 2,222 school places being made available up to 2021.

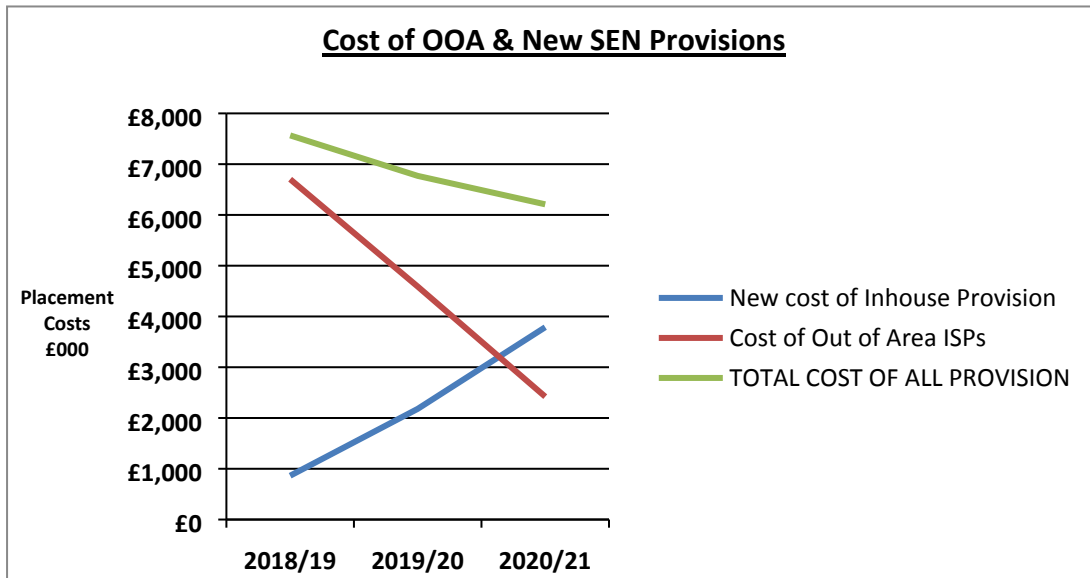
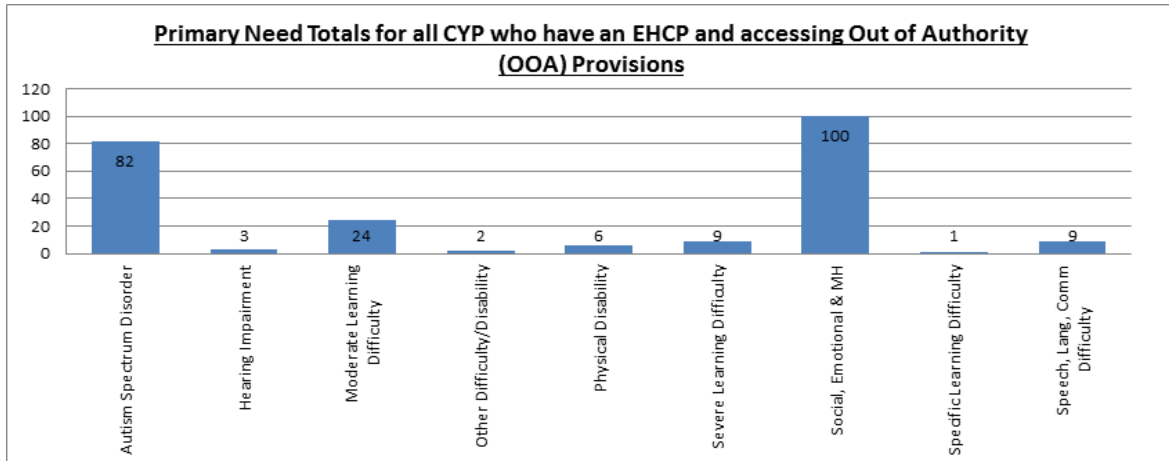
- 155 SEND places (including current projects completed 2018-2021)
- 575 Secondary School places
- 1,492 Primary School places

5.2 The Spring School Census data January 2018, showed that of the 45,028 pupils on role at all schools in Rotherham, 7,513 (16.7%) pupils were identified as having SEND, either an EHCP, Statement or SEN Support.

- 4117 pupils with SEND in a Nursery or Primary setting
- 2,550 pupils with SEND in a Secondary setting

- 5.3 Of the 44,176 pupils in a mainstream school setting, 6,667 (15%) pupils were identified as having SEND.
- 5.4 Of the 852 pupils on role at special schools or Pupil Referral Units in Rotherham, 846 (99.3%) were identified as having SEN.





5.5 The current forecast cost of SEN Placements for the financial year 2018/19 is £7.6m with £6.7m of these costs incurred through commissioned out of area placements with specialist Education providers. Following the increase in capacity of in borough local provision through the SEND Sufficiency strategy, 229 places over the 2 year period from September 2018 to 2020 the forecast cost of out of area provision falls to £2.4m. This is based on the assumption that OOA places reduce from 185 to 100 and that growth of 169 places are accommodated in the new resources. The cost of In house provision increases from £863k to £3.8m over the same period due to the increase in capacity in local provision. The shift in provision from expensive out of area placements to lower cost in house provision would generate cost reductions of £1.4m over the 2 year period which is reflected in a reduced overall placement cost of £6.2m in 2020/21.

5.6 This clearly demonstrates that a reduction in dependence on out of area placements for children with SEMH and Autism will not only create a cost saving for the Local Authority but also enable children to be educated within their communities, with friends and peers.

5.7 Use of Special Provision Capital fund

As part of the vision for children and young people with special educational needs (SEN), local authorities are required to ensure that there are sufficient good school places for all pupils including those with SEN. From 2018-2021 the government has now invested a total of £365 million.

5.8 Authorities are able to utilise the funding in a way that ensures improved special provision for children with Education, Health and Care Plans.. The funding can be invested across mainstream schools, academies, special schools, special units, early years and FE Colleges. It can also be used for other provision for children and young people aged 0-25.

5.9 Local authorities are encouraged to spend the additional funding in ways that enhance facilities and the number of places available to young people with complex needs. The government has given guidance that this can be achieved through:

- *Creating new (additional) places at good or outstanding provision*
- *Improving facilities or developing new facilities*

*This can be through:*

- *Expansion(s) to existing provision, including at the same site or at a different site.*
- *Reconfiguring provision to make available space for additional places or facilities.*



- *Re-purposing areas so that they meet the needs of pupils with special educational needs and disabilities.*
- *Other capital transactions that result in new (additional) places or improvements to facilities.*
- *Investing in provision that is located in another local authority where this supports providing good outcomes for children in their area.*

## **6. Strategic Intentions:**

- For Academies and Local maintained schools to receive high quality support to enable them to become as inclusive and resilient as possible; so that children receive a high quality education which differentiates learning and teaching to support the diverse needs of individual children and young people.
- To ensure that there is a high quality programme of workforce development to train education, health and care staff to meet the needs of Rotherham's children, young people and their families.
- To ensure that Rotherham schools can deliver a high quality graduated response from health, social care and teaching staff to ensure that inclusion support from specialist inclusion services are available at the point of identified need.
- To ensure sufficiency of school places within Rotherham for children aged 0-19 who have identified special education needs and whose education, health and care plans identify that only special school provision can meet their identified education, health and care needs and reduce dependence on high cost out of area placements which remove children and young people from their local communities.
- To ensure a sufficient range of provision for young people aged 16-25 to ensure that there are a variety of pathways to support young people to become confident, independent adults.

## **7. Measures of Success:**

- Reviews of Education, Health and Care plans indicate that needs are being met, children and young people with SEND in Rotherham demonstrate academic attainment in accordance with or exceeding that of nearest neighbours.
- Fewer children are sent out of area to be educated.
- Reduction in budget spend on out of area placement

## **8. Milestones (Academic Year 2020-2021):**

1. To develop 2 additional Specialist Resource Units of up to 15 places each within mainstream Schools to deliver support, education and outcomes for children with Autism and/ or SEMH, some of whom may demonstrate challenging behaviours. Units to be operational for start of September 2019. Both units to be developed within mainstream secondary schools which are either Ofsted

'Good' or 'Outstanding', who can offer post-16 provision and who can evidence a long term commitment to inclusion which can be demonstrated by their existing outcomes for children and young people with EHCPs, their rates of exclusions and their evidence of investment in an infrastructure to support children and young people with SEND. The Local Authority will pay Element One, Two and Three funding during Year 1 with a view to schools then registering this provision during academic year 2019-20. It is expected that each place will receive funding of £15,000. There will be funding of up to £250,000 per school for capital costs.

2. To develop two specialist primary resource of an additional 20 places (10 per school) to offer specialist teaching and support to vulnerable children with ASD or MLD who via behaviours or learning are unable to be taught within a fully mainstream curriculum, it is planned that this primary provision will feed into either of the secondary provisions described above. Both units to be operational by September 2019. These places will be funded at £10,000 per place with the expectation that the schools who develop the units can demonstrate their commitment to inclusive practice via outcomes for children and evidence of preventing exclusions. There will be funding available of up to £250,000 for capital costs.
3. To develop a Primary Outreach SEMH Team which will work with primary schools to develop behaviour management within schools to support specific children and young people as identified via the primary partnerships with a view to reducing exclusions of primary aged children and developing best practice models across Rotherham. The Primary Outreach Team will also deliver specialist learning and training packages to disseminate good practice and consistency of approach across the borough.
4. To undertake a full commissioning review of post-16 provision in Rotherham to identify a range of support for post-16 learners including provision for vulnerable young people who wish to continue in formal education, to develop supported apprenticeships and workplace learning for older young people and ensure that these are correctly resourced and pathways are understood across the borough. To report back to SEND Strategic Board by December 2019 so that recommendations can be implemented by September 2020 in accordance with Year 2 Implementation.
5. To undertake a full service review of RMBC Inclusion Services and their traded models to ensure that the requisite support is made available to meet the identified needs of children and young people as appropriate and to ensure that an holistic package of support is made available to children, young people and their families and that services begin to deliver Services in accordance with the Rotherham Voices Strategy. The Review to report back to the SEND Strategic Board by July 2019 to ensure that any necessary adjustments required supporting the delivery of services described above can be made.

## **Year 2 (Academic Year 2021-2022)**

1. To develop a Secondary SEMH Outreach team: To develop a 'crisis' response to support secondary schools where older children and young people are escalating into crisis or who need off-site support and a bespoke curriculum. This Resource to be supported by development of alternative provision in Rotherham.
2. To implement the outcomes of the post-16 review and create a post-16 sufficiency strategy which develops and promotes preparation for adulthood and ensure that young people across Rotherham have a range of options post-16 and post-19 that support them into further learning, careers and independent adult life.
3. To review and rerun the data analysis as above in January 2020 to identify whether the strategic plan is delivering the anticipated outcomes, to identify or develop new trends and to review progress of sufficiency strategy.

## **9. Consultation and Advice**

The contents of this strategic plan have been shared with

- The Rotherham SEND Strategic Board
- Rotherham CCG
- RESP
- Rotherham Children's Service Directorate
- Rotherham Parents Carers Forum

The Plan is available for download on the Rotherham Local Offer.