

Sufficiency assessment

Specialist Provision in Rotherham to 2021

A projection of future requirements for Rotherham Borough
Council
March 2017



It is envisaged that this report will be used by strategic leadership and providers to inform future planning of commissioned places for Rotherham's Children and Young People with additional needs who require special provision beyond that available within usual mainstream settings.

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Specialist Provision to 2021

A projection of future requirements for Rotherham Borough Council

1. Introduction

Rotherham Metropolitan Borough Council commissioned an independent organisation, SEND4CHANGE, to undertake a sufficiency exercise concerned with specialist provision for pupils with special educational needs and/or disability (SEND). Data was gathered by SEND4CHANGE in close collaboration with key officers of the Council from the Inclusion, Pupil Place Planning and School High Needs Finance teams. The main focus of the project has been to assist with projecting future demand for SEND educational provision in the Borough of Rotherham from 2017 to 2021.

The Sufficiency Exercise sits within the overall context of the overarching Sufficiency Strategy, 2017-2021, for all children and young people in Rotherham who require care and support which was approved by the Council in February 2017.

2. Context

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 where an Education Health and Care (EHC) plan has determined that the provision should be met in designated specialist provision.

Plans are already underway in Rotherham to meet future increased demand for mainstream school places. This report sets out the parallel process which will enable the Local Authority to plan and ensure the sufficiency of specialist school placements.

There are a number of indicators published by the Office for National Statistics which suggest that the population in Rotherham is experiencing growth. As the general population of the Borough increases, there will be a demand for an increase in mainstream school places and there will also be a corresponding increase in demand for specialist placements. This sufficiency exercise explores the scale of growth in demand for specialist provision. In addition, it will be necessary to take into account the perceived shortfall in current provision which may relate to the increased dependency on external independent non-maintained placements. There is evidence of a significant increase in the number and cost of this type of placement made by Rotherham.

Currently, specialist placements in Rotherham consist of four main types of provision:

1. Enhanced resource provision located on mainstream school sites
2. Academies and maintained special school provision located in Rotherham

3. Academies and maintained special school provision located in other local authorities.
4. Special schools in the independent non-maintained sector.

This report forecasts the scale of growth required to meet increased demand. It considers the number and type of setting required if the current ratio between enhanced, local special school and independent non-maintained provision were projected into the future in line with the anticipated growth in placements. The current provision will need to be varied in order to match future demand. Commissioners will also need to lead the strategic approach to the management of the external and independent non-maintained placements market.

3. The Sufficiency Process

A sufficiency exercise was undertaken from October to December 2016. The process followed a number of stages which collated and examined key strategies, documents, data sets and opinions.

The 6 stages of the process are described below and have involved an examination of:

- a) Current Strategies, policies and plans that may impact on demand (such as the Borough's Housing strategy, Joint SEND Commissioning Strategy and Inclusion/SEND action plans)
- b) Demographics, which help to predict changes and trends in population growth
- c) The categories of special educational needs and size of SEND population
- d) The current numbers of specialist placements and the designation of provision
- e) The current cost of specialist provision
- f) The potential gap in future provision in terms of numbers, type of need and the revenue cost of growth in provision

4. Current Strategies and Policies

There are a number of key Strategies and plans in Rotherham which interface with the impact and outcome of this sufficiency assessment. These Strategies include:

- The Joint Commissioning Strategy for Children and Young People
- The Joint SEND Commissioning Strategy
- The SEND Joint Action Plan & Peer Review
- The Joint Strategic Needs Assessment
- The Sufficiency Strategy 2017-2021
- The Housing Strategy

Additionally, this report takes into account school place planning information for mainstream school places.

The following is a summary of the headlines from relevant sections of these strategic documents and is representative of the position at a particular point in time.

4.1 Headlines from Other Strategic Work that has taken place

- Rotherham's ambition for inclusion is that children and young people with SEND and their families have the opportunity to be included in everything in their local community.
- The Joint SEND Commissioning Strategy has been refreshed and approved by the Health and Wellbeing Board. The Strategy will address a number of key areas including;
 - Co-located development of a SEND Hub of services to support children and families in one place
 - A streamlined Education, Health and Care planning and commissioning process.
 - Greater involvement of young people in the consideration of provision
 - An improved health offer to support children and young people with Social Emotional and Mental Health needs (SEMH)
 - Development of transition to adulthood
 - The development of a new transport offer for young people with SEND
 - Increased Personalisation including use of personal budgets
 - Development of the wider workforce to address and support SEND needs
- A recent Peer Review of SEND developments has resulted in an overarching Joint SEND Action Plan which collates all target areas from the Joint SEND Commissioning Strategy above and other Inclusion strategic work including;
 - Improved clarity and development of the graduated response to need in mainstream schools
 - An improved graduated response offer within the school system to support children and young people with Social Emotional and Mental Health needs (SEMH)
 - Reduction in the need for exclusion
 - Development of the SEND Local Offer
 - An All Age Autism Strategy in Partnership with Adult services
 - Consistent and transparent funding models for provision which are effectively moderated at a local level
 - Development and transparency of local SEND policy.
- A recent review of arrangements for young people with SEMH resulted in the production of a new strategic approach called '5 Steps to Collective Responsibility'. It is anticipated that the impact of this new approach, which has been developed in partnership with schools, will increasingly result in children with SEMH needs being able to access appropriate alternative provision in the local community.

Since the implementation of this Strategy in September 2016 the number of permanent and fixed term exclusions have reduced significantly. The number of locally established alternative provision managed by schools has increased.

4.2 Headlines from Rotherham's Housing Strategy

- Rotherham has approximately 108,300 households of which 20,763 are council homes
- 65.5% of properties are owner occupied, 21.5% are social housing and 12% are private rented
- There are around 4,700 eligible applicants on the Housing Register
- By 2019 Rotherham intends to increase the number of homes being built each year towards a target of 900
- The number of Council homes sold via the Right to Buy scheme has increased dramatically from only 17 in 2011/12 to 140 projected for 2015/6
- There is low housing demand in some areas and an increasing housing affordability gap between the most and least deprived areas
- In Rotherham the average house price is £138,255 (July 2015), significantly below the national average of £282,000
- The average weekly rent in the private sector is £103 per week. The average weekly rent for social housing is £65 per week
- In 2013, 9% of Rotherham's households were living in fuel poverty, and figures are highest within the private rented sector.

NB A further review report of SEND provision within Early Years has also been completed alongside this report and will be used to inform next steps.

4.3 Headlines from Joint Strategic Needs Assessment (JSNA) Refresh 2014/15

- Rotherham was ranked 53rd most deprived district in England in the 2010 index. The key drivers of deprivation in Rotherham remain Education and Skills, Health and Disability and Employment.
- The health of people in Rotherham is generally poorer than the English average which is influenced by people's lifestyles and a number of other wider factors such as deprivation and industrial legacy.

Implications for Rotherham of current strategic findings

1. *It is expected that 900 new homes will be built each year in Rotherham.*
2. *Rotherham is ranked 53rd most deprived district in England.*
3. *Rotherham has a graduated range of provision for pupils with SEND, from mainstream, enhanced resources to special school provision. Future provision needs to be in line with the Borough's strategic approach.*
4. *Rotherham's Inclusion/SEND Strategy, currently under development is based on the notion of improving the offer for children and young people with a more strategic approach which includes both increased specialist provision within the borough and a better graduated response made by schools, partners and specialist providers. The current educational strategy for pupils with SEMH needs is beginning to reduce the number of pupils who are permanently excluded from school.*

5. Demographics

In order to predict future school place requirements, an analysis of population growth has been carried out which considers the:

- overall population and the trend in the birth rate
- school age population and predicted growth
- growth in numbers of pupils with SEND
- trends to predict future growth requirements.

5.1 Rotherham's demographics

- Rotherham is a metropolitan borough within South Yorkshire, covering 110 square miles and has a mix of urban areas and villages – about 70% of the borough is rural.
- The town has a proud, rich industrial heritage and over recent years has attracted investment in new areas such as information technology, light engineering and advanced manufacturing.
- The Borough is divided into 21 wards which are grouped into seven Area Assemblies
- Rotherham is ranked 53rd most deprived district in England according to the Index of Multiple Deprivation 2015, within the 16% most deprived. 20% of people live in the top 10% deprived areas in England
- 8.1% of Rotherham's population belong to ethnic groups other than White British (6.4% are from non-white groups), well below the English average of 20.2%. It follows that 91.9% of Rotherham residents are White British.
- 38% of Rotherham's working population travel outside the borough for work, with 20% of Rotherham's working population traveling to Sheffield
- 55% of people working in Rotherham live outside of the borough
- 68% of Rotherham's working age population are in work, and 12.4% are claiming out-of-work benefits, well above the national rate of 9.1%
- Rotherham's unemployment rate fell from 11.3% in 2011/12 to 8.5% in 2014/15 but remains above the national average
- Income levels are below national averages. The average weekly earnings in Rotherham in 2014 were £456.30 per week; below both the regional average of £479 and the national average of £520.80
- Educational attainment in Rotherham at both secondary and primary level has improved greatly over recent years but participation in further and higher education continues to remain below the national average.

The School Population

Table 1 below shows the projected growth in population in Rotherham based on data provided by the Office for National Statistics as at May 2016.

Table 1: Rotherham's population and school population projections

	2016	2021	Growth
Overall population of Rotherham	261,400	265,800	4,400 1.7%
Total school aged pupils (aged 3 to 19) Pupils as a % of overall population	44,627 17.1%	46,858 17.6%	2,231 5.0%
Total schools aged pupils with SEN % of pupils with SEN	7,253 16.3%	7,616 16.3%	363 5.0%

Source:

1. Office for National Statistics Population Estimates, May 2016
2. Pupil data for 2016 is taken from the May Summer School Census provided by RMBC.

Note: Pupil population projection for 2021 is based on a 1% growth yield per annum in the overall school population. This methodology is consistent with that used by RMBC's School Planning, Admissions and Appeals Team.

The projected growth in school population and pupils with SEND is based on the overall percentage increase in the total population for Rotherham (1.7%). However, in line with the methodology applied by Rotherham's School Planning, Admissions and Appeals Team, for the purpose of this sufficiency exercise, the school pupil population projection for 2021 is based on a 1% growth yield per annum in the overall school population. This relates to the hypothesis that although the overall population increase is predicted to be 1.7%, there is evidence that there is likely to be a greater increase in the proportion of young people. This is due to families with a higher ratio of children. Hence an overall increase of 5% from the period 2016 to 2021 has been applied to the forecasts for this exercise which is in line with the predicted growth for all pupils used by the Borough Council's planning teams.

The implications of demographic predictions in Rotherham

1. Evidence suggests that the population of Rotherham will increase by 1.7 % from 2016 to 2021 from 261,400 to 265,800. A growth of 4,400 people.
2. We can assume that although the overall population is growing at 1.7% the adult population is producing a higher ratio of children.
3. There is a greater predicted increase in pupils aged 3-19. If realised, there will be a corresponding increase in the number of school age pupils from 44,626 to 46,858, a growth of 2,231(an increase of 5%).
4. It is predicted that the number of pupils with SEND will increase from 7,253 (2016) to 7616 by 2021 which is an increase of 363 pupils (5%). This represents the total increase in SEND and includes pupils with EHC plans and those pupils receiving SEN Support in mainstream schools. In order to plan for the rising number of children and young people that will need support for Special Educational Needs in Rotherham by 2021, current need, provision and cost must be reviewed.

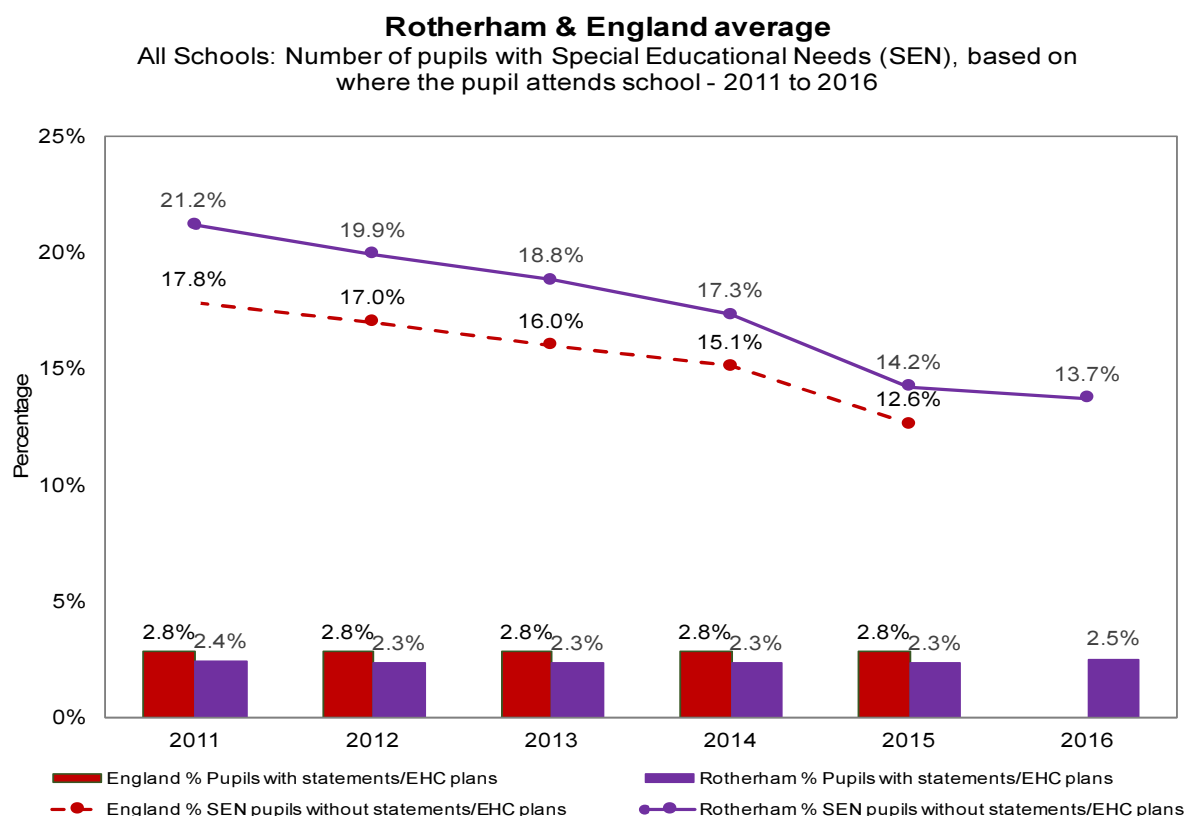
6. Needs Analysis

The review considered a range of pupil led SEND information including:

- pupils accessing Special Educational Needs (SEN) support in mainstream settings
- the number of pupils with an Education Health and Care Plan
- an analysis of the needs of SEN pupils accessing mainstream and specialist provision

Table 2 shows the number of pupils in Rotherham with an EHC plan and those with SEN support in mainstream school compared to the national average.

Table 2:



This data shows that:

- the number of pupils in Rotherham with a Statement/EHC plan (2.5%) is below the national average (2.8%)
- this has increased slightly since 2015 (from 2.3% to 2.5%)
- The number of pupils at SEN Support is higher than the national average.

Table 3 shows the number of pupils in Rotherham with an EHC plan and those with SEN support compared to the statistical neighbours

Table 3:

Rotherham and Statistical Neighbours: Number of pupils with Special Educational Needs based on where the pupil attends school (January 2015)

Local Authority	Total Pupils	Pupils with statements or EHC plans		Pupils with SEN support		Total pupils with SEN	
		Number	%	Number	%	Number	%
England	8,438,145	236,165	2.8%	1,065,280	12.6%	1,301,445	15.4%
Barnsley	32,907	1,259	3.8%	4,028	12.2%	5,287	16.1%
Doncaster	48,364	1,259	2.6%	5,127	10.6%	6,386	13.2%
Dudley	47,217	1,378	2.9%	6,694	14.2%	8,072	17.1%
Hartlepool	15,095	339	2.2%	1,760	11.7%	2,099	13.9%
North East Lincolnshire	23,923	493	2.1%	2,488	10.4%	2,981	12.5%
North Lincolnshire	23,842	793	3.3%	3,290	13.8%	4,083	17.1%
Redcar and Cleveland	21,568	699	3.2%	3,627	16.8%	4,326	20.1%
Rotherham	44,030	1,031	2.3%	6,234	14.2%	7,265	16.5%
St Helen's	26,365	577	2.2%	4,519	17.1%	5,096	19.3%
Tameside	35,420	610	1.7%	4,425	12.5%	5,035	14.2%
Telford and Wrekin	28,310	1,001	3.5%	4,307	15.2%	5,308	18.7%
Wakefield	54,669	1,469	2.7%	6,671	12.2%	8,140	14.9%
Wigan	45,926	1,205	2.6%	6,007	13.1%	7,212	15.7%
Rotherham (Aug Census 2016)	44,627	1,126	2.5%	6,127	13.7%	7,253	16.3%

- (1) Source: DfE Statistical First Release January 2015 - <https://www.gov.uk/government/statistics/statements-of-sen-and-ehc-plans-england-2015>
- (2) Includes all primary academies, including free schools.
- (3) Includes pupils who are sole or dual main registrations.
- (4) Education, Health and Care (EHC) plans were introduced from September 2014 as part of a range of SEND reforms. From 2015 SEN Support replaces School Action and School Action Plus but some pupils remain with these provision types in first year of transition.
- (5) Expressed as a percentage of the total number of pupils in all schools.

- (6) National and regional totals and total SEN across Local Authorities have been rounded to the nearest 5. There may be discrepancies between totals and the sum of constituent parts.
- (7) Comparator group taken from Local Authority Interactive Tool (LAIT) for Children's Services and School Capacity and Planning (SCAP).

Table 4 shows the number of children and young people with Statements and EHC plans in Rotherham compared to statistical neighbours (as at January 2016).

Table 4:

Number of children and young people with a statement or EHC plan maintained by each local authority (1)

January: 2010 - 2016

	2010	2011	2012	2013	2014	2015	2016		2015	2016
	Statements	Statements	Statements	Statements	Statements	Statements or EHC plan	Statements or EHC plan		Statements	EHC Plans
									Statements	EHC plans (2)
Barnsley	1,070	1,125	1,165	1,210	1,270	1,315	1,375		1,310	5
Doncaster	1,225	1,250	1,235	1,275	1,280	1,255	1,305		1,250	5
Dudley	1,350	1,320	1,315	1,290	1,280	1,430	1,560		1,430	0
Hartlepool	330	300	325	350	360	385	440		285	100
North East Lincolnshire	785	740	680	610	545	535	565		530	5
North Lincolnshire	905	875	835	815	805	760	815		740	20
Redcar and Cleveland	680	675	665	685	720	730	850		730	0
Rotherham	1,080	1,025	995	985	1,000	1,060	1,235		1,060	0
St. Helens	485	460	445	440	465	490	555		485	5
Tameside	705	690	680	700	695	665	700		655	5
Telford and Wrekin	1,415	1,355	1,340	1,355	1,340	1,350	1,500		1,350	0
Wakefield	2,145	2,130	2,085	2,055	2,080	2,070	2,205		2,070	0
Wigan	1,365	1,280	1,280	1,275	1,275	1,260	1,370		1,225	35

Source: SEN2 2010 - 20

- (1) Only statutory EHC plans are recorded in collections from 2015 onwards. Non-statutory EHC plans issued by pathfinder local authorities are not included in the 2015 and 2016 SEN2 collection.
- (2) Total number of EHC plans in place at 2016 is known to include a small number of young people attending general further education college, sixth form college or specialist post-16 institutions with statements not yet transferred to an EHC plan.

Table 5a shows a breakdown of the **primary need** of pupils who attend Rotherham mainstream primary and secondary schools.

Table 5a

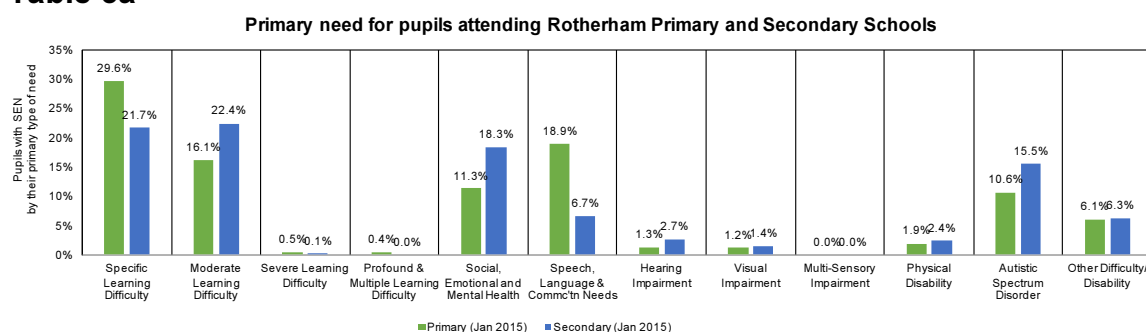


Table 5a shows us that in Rotherham *mainstream primary and secondary schools* the **predominant primary needs** relate to pupils with:

- Specific Learning Difficulty such as Dyslexia (SpLD)
- Moderate learning Difficulties (MLD)
- Social Emotional and Mental Health Needs (SEMH)
- Speech Language and Communication Needs (SLC)
- Autism (ASC/ASD)

There is some variance in the identification of need between primary and secondary schools. Particularly around their children with Specific and Moderate Learning Difficulty.

Table 5b shows the primary need of pupils attending Rotherham special schools

Table 5b:

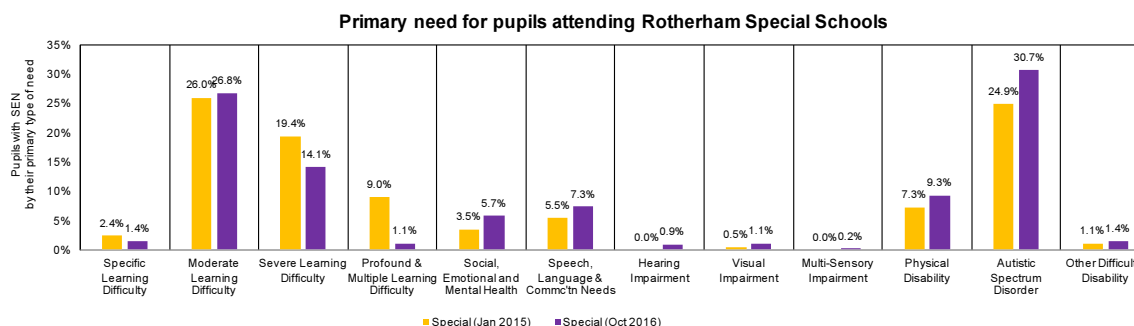


Table 5b shows us that in Rotherham *special schools*, the **predominant primary needs** are:

- Autism (ASC/ASD)
- Moderate Learning Difficulty (MLD)
- Severe Learning Difficulty (SLD)
- Physical Difficulty (PD)
- Profound and Multiple Learning Difficulty (PMLD)
- Speech Language and Communication (SLC)
- Social Emotional and Mental Health Needs (SEMH)

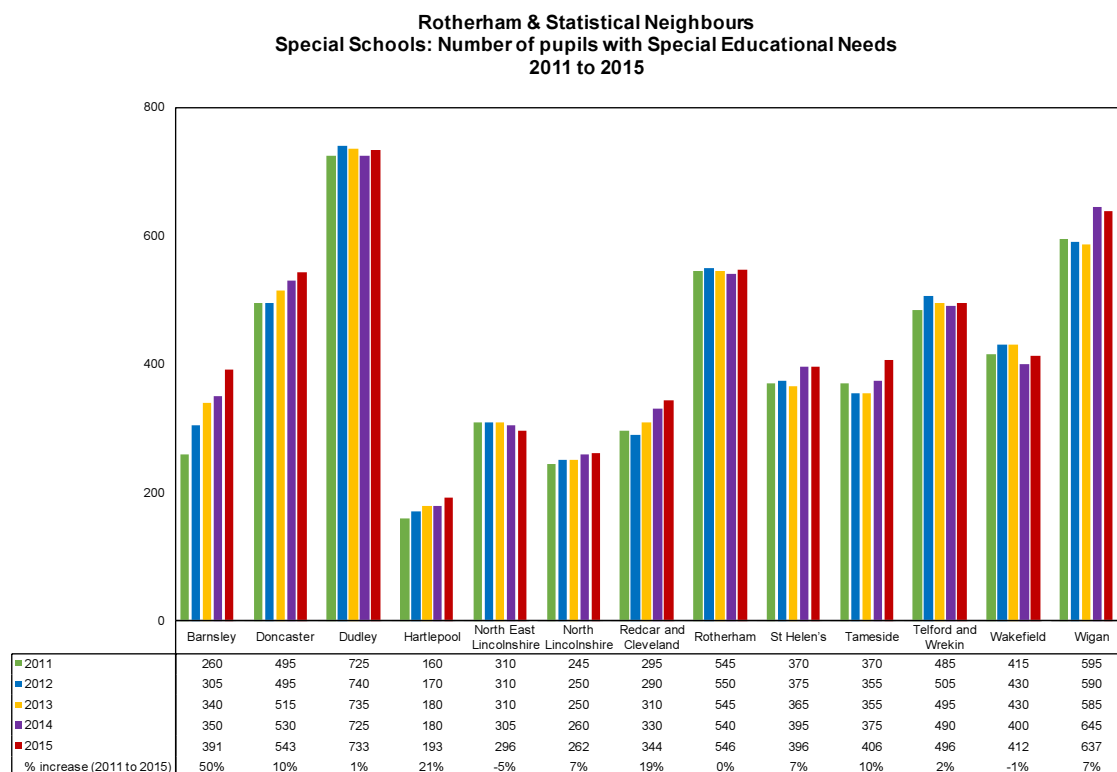
Summary of Implications of the Summary of Needs Analysis data for Rotherham:

Tables 3, 4, 5 and 6 show a changing picture for Rotherham in terms of requests for formal assessment of Special Educational Need via an Education Health and Care Plan.

1. Rotherham has a slightly higher percentage of children and young people with Special Educational Needs than the national average (16.5% compared to the national figure of 15.4%).
2. Rotherham schools leaders are experienced and skilled at meeting the majority of need within the school system at the graduated response level called SEN Support.
3. The percentage of children and young people requiring assessment of need and additional support has risen since the reforms began in 2014 and Education Health and Care Plans were introduced (2.3% to 2.5%)
4. After 5 years of relative stability the number of Statements of Special educational Need/Education Health and Care Plans required has risen dramatically between 2015 (1,060) and 2016 (1,235) indicating rising needs and requirement for additional resources.
5. Rotherham Mainstream schools are supporting high numbers of children and young people at graduated response with specific and moderate learning difficulty. The next predominant needs in mainstream schools are in the areas of Social Emotional and Mental Health and Speech, Language and Communication (often Autism).
6. Rotherham Special schools are supporting a higher proportion of children and young people with Autism, Moderate or Severe Learning Difficulty as a presenting need.

7. Current Special School and Mainstream Resource Provision in Rotherham for Special Educational Needs

Table 6: shows the numbers of pupils attending special schools across Rotherham and comparator authorities



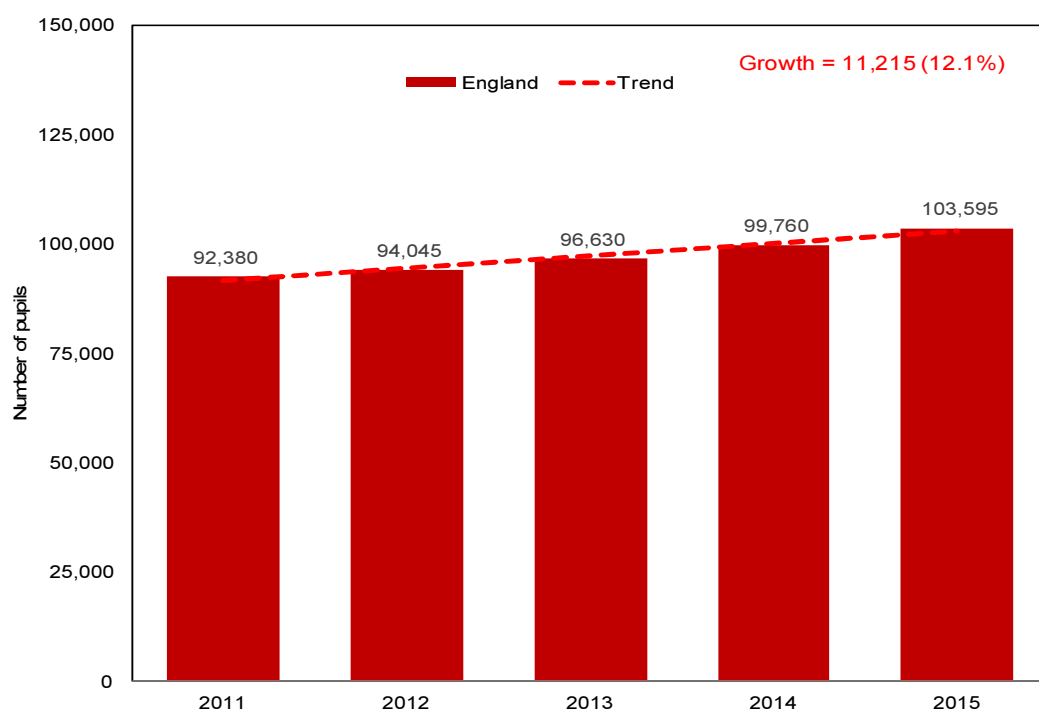
Source: DfE Statistical First Release 2011-2015
<https://www.gov.uk/government/collections/statistics-special-educational-needs-sen>

The table shows that the number of places at special schools in Rotherham has remained static compared to statistical neighbours who have increased the number of special school places over a five year period. In Rotherham, in 2011 there were 545 special school places available, and in 2015 there were 546 special school places which in effect is a 0% increase.

Table 7: shows the growth of specialist provision nationally over the last 5 years of which equates to an increase of 12.1%. During this time there has no growth in the special school places within Rotherham.

Table 7:

All England
Special Schools: Number of pupils with Special Educational Needs
2011 to 2015



Source: DfE Statistical First Release 2011-2015
<https://www.gov.uk/government/collections/statistics-special-educational-needs-sen>

Rotherham's special schools have been supporting the growth of need wherever possible and are now regularly full or taking additional children to provide an appropriate education for children and young people. Despite this pressure, they remain centres of success and have all been judged good or outstanding by OFSTED inspection. (see table 8 below)

Table 8:

Analysis of Ofsted inspection reports													
School	Date inspected	Overall effectiveness		Achievements of pupils	Quality of teaching	Behaviour & safety of pupils	Leadership & management	Early Years provision	Sixth form provision	Effectiveness of leadership & management	Quality of teaching learning & assessments	Personal development behaviour & welfare	Outcomes for Pupils
		Current	Previous										
Special School													
Abbey	24.06.16	Good	Inadequate	-	-	-	-	-	-	Good	Good	Good	Good
Hilltop	09.01.13	Good 2	Outstanding 1	Good 2	Good 2	Good 2	Good 2	-	-	-	-	-	-
Kelford	03.12.14	Good 2	Good 2	Good 2	Good 2	Good 2	Good 2	Good 2	Good 2	-	-	-	-
Milton	15.02.11	Outstanding 1	-	-	-	-	-	-	-	-	-	-	-
Newman	14.01.14	Good 2	Outstanding 1	Good 2	Good 2	Outstanding 1	Good 2	-	-	-	-	-	-
The Willows	12.02.13	Good 2	Outstanding 1	Good 2	Good 2	Outstanding 1	Good 2	-	-	-	-	-	-
Enhanced Resource Provision													
Bramley Grange	-	-	-	-	-	-	-	-	-	-	-	-	-
Wickersley School and Sports College	18.09.13	Outstanding 1	Outstanding 1	Outstanding 1	Outstanding 1	Outstanding 1	Outstanding 1	-	-	-	-	-	-
Anston Hillcrest	04.12.13	Outstanding 1	Outstanding 1	Outstanding 1	Outstanding 1	Outstanding 1	Outstanding 1	-	-	-	-	-	-
Swinton Academy	-	-	-	-	-	-	-	-	-	-	-	-	-

Special Resource Provision in Rotherham's mainstream schools

Enhanced Resource Provision

Enhanced Resource Placements							
Special School	Age range	Type of provision	Capacity (Places available)	Commissioned places	On roll as at 08/11/2016	Spare capacity	
						Places	%
Bramley Grange Primary	Age 3 to 11	Hearing Impaired Resources	11	11	9	2	18%
Wickersley School and Sports College	Age 5 to 16	Hearing Impaired Resources	11	11	10	1	9%
Anston Hillcrest Primary	Age 5 to 11	Primary Speech and Language Resource	15	15	13	2	13%
Swinton Academy	Age 11 to 16	Secondary Autism Resource	20	20	18	2	10%
Overall			57	57	50	7	12%

Source: RMBC's Inclusion Team

The table above shows the physical capacity of the enhanced resource provision, the number of places commissioned, and the actual use of commissioned places.

There is some potential additional capacity in these resource bases but other than a small number of spaces to support Autism, this is not in the areas of predicted future demand.

There is no current provision available to support mainstream ability pupils of primary age who have additional needs associated with autism. There is also no current provision for any age pupil at the highest level of need with regard to Social Emotional and Mental Health Needs.

Summary of implications for Rotherham from the Needs and current Rotherham Special school Places Analysis

1. Rotherham has a slightly higher percentage of children and young people with Special Educational Needs than the national average (16.5% compared to the national figure of 15.4%).
2. Rotherham schools leaders are experienced and skilled at meeting the majority of need within the school system at the graduated response level called SEN Support.
3. The percentage of children and young people requiring assessment of need and additional support has risen since the reforms began in 2014 and Education Health and Care Plans were introduced (2.3% to 2.5%)
4. After 5 years of relative stability the number of Statements of Special Educational Need/Education Health and Care Plans required has risen dramatically between 2015 (1,060) and 2016 (1,235) indicating rising needs and requirement for additional resources.
5. Rotherham mainstream schools are supporting high numbers of children and young people at graduated response with specific and moderate learning difficulty. The next predominant needs in mainstream schools are in the areas of Social Emotional and Mental Health and Speech, Language and Communication (often Autism).
6. Rotherham Special schools are supporting a higher proportion of children and young people with Autism, Moderate or Severe Learning Difficulty as a presenting need.
7. There has been a growth in special school placements nationally from 2011 to 2015 of 12.1%.
8. Rotherham's own special school or additional resource capacity has not increased in line with national figures and statistical neighbours. The number of Rotherham's own special school places has remained static although the provision is judged as good or outstanding.

8. Provision Demands

This review has explored the type and range of specialist provision currently being utilised for Rotherham's children and Young People, including:

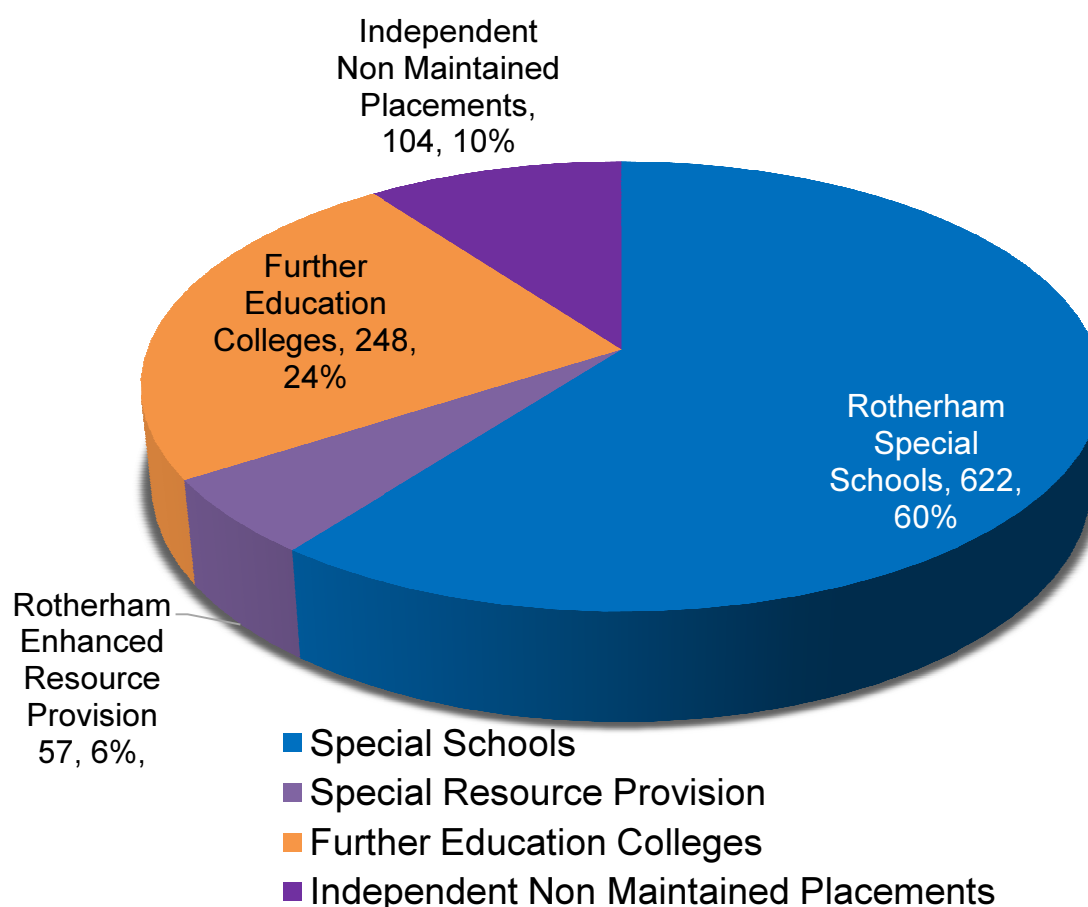
- Special schools within Rotherham
- Enhanced mainstream provision within Rotherham
- Independent non-LA maintained special schools
- Schools or Academies located in other Boroughs
- Further Education Colleges.

The Specialist Provision commissioned within Rotherham is provided by a number of different types of providers i.e. special schools and enhanced resourced provision located on primary and secondary mainstream school sites. However, there are no designated specialist Private, Voluntary and Independent nursery and childcare settings within Rotherham, therefore, Early Years provision has not been included in this sufficiency assessment.

Figure 9 shows the breakdown of the type of places commissioned by the LA for the academic year 2016/17

Figure 9:

Commissioned Places for 2016/17



This chart illustrates that the majority of Rotherham's school aged children and young people with additional needs are receiving education within Rotherham but there is a worrying percentage travelling outside the borough (10%) for their education due to a lack of provision.

Where are these children and what are their needs?

Table 10 below shows the number of commissioned places and numbers on roll at each Rotherham Special School in December 2016, only one term into the year. Education Health and Care Plans are finalised throughout the year meaning that children are newly included on the roll of a Special School throughout the year. The table below demonstrates that across all schools there is very little spare capacity to help to meet both current and future demand.

The numbers at Independent Non LA Maintained Special Schools outside Rotherham in December 2016 can be seen in Table 11 following:

Table 10: Rotherham Special School Placements

Special School	Age range	Type of provision	Capacity (Places available)	Commissioned places	On roll as at 08/11/2016	Spare capacity	
						Places	%
Abbey	Age 7 to 16	MLD/ASC	80	80	80	0	0.0%
Hilltop Redwood Early Years Resource	Age 2 to 19	SLD/PMLD	102	102	97	5	4.9%
Kelford	Age 2 to 19	SLD/PMLD	100	100	103	-3	-3.0%
Milton Canal side	Age 5 to 16	Autism and Complex Needs	120	120	117	3	2.5%
Newman	Age 2 to 19	Medical/ Physical/ Complex Needs	100	100	94	6	6.0%
Newman NAR	Age 2 to 19	Complex Needs and Autism	20	20	20	0	0.0%
The Willows	Age 7 to 16	MLD/ASC	100	100	107	-7	-7.0%
Overall			622	622	618	4	0.64%

Table 11: Independent non-maintained Placements as at December 2016 by Primary Need (residential and day placements).

PRIMARY NEED	Total Number Of Pupils	PRIMARY	SECONDARY
Social Emotional and Mental Health Needs (SEMH)	69	15	54
Autism (ASC/ASD)	46	10	36
Severe Learning Difficulty (SLD)	11	2	9
Moderate Learning Difficulty (MLD)	6	1	5
Physical Disability (PD)	4	2	2
Speech Language or Communication Difficulty (S&L)	3	1	2
Hearing Impairment (HI)	1	1	0
Profound and Multiple Learning Difficulty (PMLD)	1	0	1
Specific Learning Difficulty (SpLD)	1	1	0
Visual Impairment (VI)	1	0	1
TOTAL	143	33	110

The above table shows that:

143 of Rotherham pupils are placed in Independent Non LA Maintained settings

110 are of secondary age

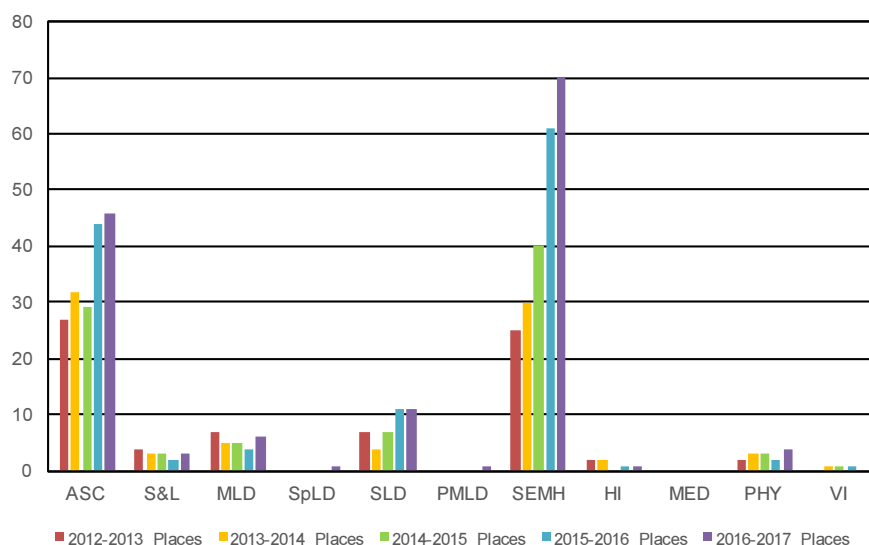
33 are of primary age.

69 of these pupils have a primary need of **Social Emotional and/or Mental Health** (54 secondary, 15 primary)

46 of these pupils have a primary needs of **Autism** (36 secondary, 10 primary)..

Table 12:

Out of authority placements by need: Five year view



Source: RMBC's Inclusion Team

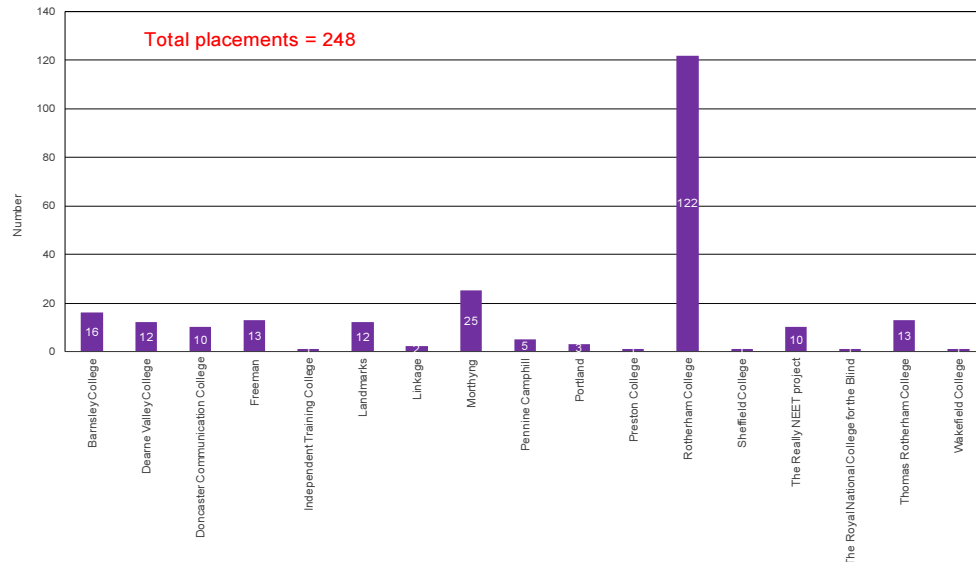
Table 12 shows that in 2016/17 there were a total of 143 Rotherham placements made in the independent non-maintained sector. This is an increasing trend year on year due to no growth in provision within the borough. The predominant needs of this group of young people relate to pupils with Social Emotional and/or Mental Health Needs or Autism needs.

Post 16 Specialist Support

Table 13:

Local Further Education College Provision

2016/17 Post 16 placements



Source: RMBC's Inclusion Team

Since 2014 an Education Health and Care Plan can be sought or GIVEN for young people from 19-25. Table 13 shows that in addition to the Post 16 provision offered by Rotherham's Special Schools, provision is made by a number of FE providers both in and out of the Borough. The majority of FE provision is currently commissioned at Rotherham College.

There must be an assumption that with the extension of age group to Education Health and Care Plans, the educational provision Post 16 within Rotherham will need to develop to become more flexible in meeting more complexity of need for young people aged 19-25.

Summary of implications from the Analysis of Provision

1. There are a broad range of providers of special education commissioned by the Rotherham Borough Council. The Borough's special schools make 60% of the provision.
2. Rotherham commissions an increased number of places in the independent non LA maintained sector. The predominant needs of pupils placed in this sector relate to Social Emotional and Mental Health needs or Autism.
3. Rotherham Special Schools do not appear to have sufficient additional capacity to meet the current and future increase in demand for places.
4. Current enhanced resource provisions in mainstream have **very little** potential capacity to be able to respond to future demand for additional need for specialist but this is not in the areas of need required.

9. Analysis of the High Needs Funding Block and costs of provision

The sufficiency exercise has analysed the cost of commissioned specialist placements in Rotherham. This analysis includes:

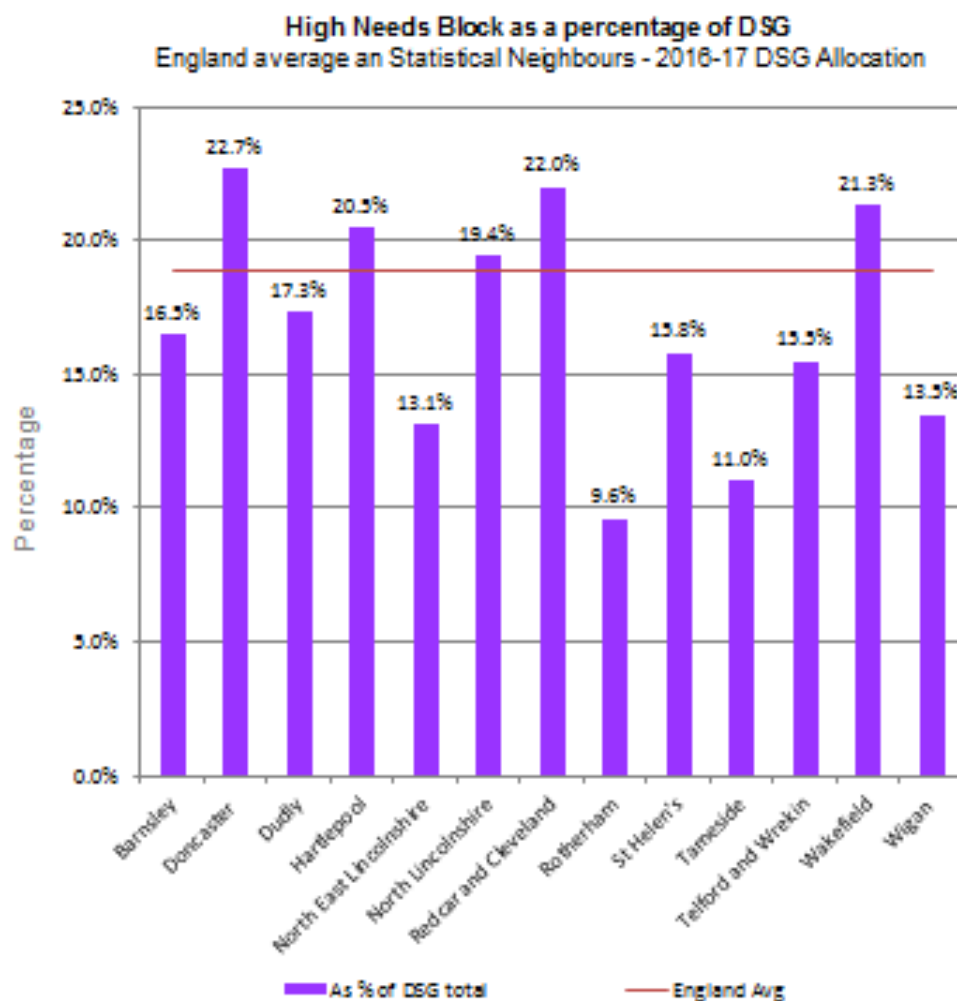
- the proportion of the Dedicated Schools Grant (DSG) spent on the High Needs Block
- the proportion of the High needs Block spent on specialist provision
- comparisons on spend associated with specialist provision with statistical neighbours
- the unit costs of Rotherham's specialist provision.

In 2016/17 Rotherham's High Needs Block totalled £21.22 million (9.6% of the Dedicated Schools Grant). Tables 14 and 15 below show an analysis for the comparator group, and highlights that Rotherham's allocated percentage was lower than for all other statistical neighbours and significantly lower than the national average allocation for England of 18.9% (approximately half).

Table 14: Comparison of High Needs allocation with Statistical Neighbours

Comparative data for 2016-17 Financial Year Allocations			
Local Authority	As % pf total	High Needs Block (millions)	DSG allocation (millions)
England	18.9%	£5,229.87	£28,032.38
Barnsley	16.5%	£18.87	£114.05
Doncaster	22.7%	£28.05	£123.58
Dudly	17.3%	£31.47	£182.43
Hartlepool	20.5%	£10.62	£51.76
North East Lincolnshire	13.1%	£16.27	£123.86
North Lincolnshire	19.4%	£14.89	£76.74
Redcar and Cleveland	22.0%	£15.02	£68.34
Rotherham	9.6%	£21.22	£221.55
St Helen's	15.8%	£18.35	£115.99
Tameside	11.0%	£14.98	£136.73
Telford and Wrekin	15.5%	£16.45	£106.21
Wakefield	21.3%	£24.38	£114.33
Wigan	13.5%	£26.47	£196.17

Table 15:



The High Needs budget is currently under considerable pressure.

The 2016 /17 budget received an additional allocation of £3 million from the schools block moved by the local authority which adjusted the budget total to £24.2 million. This is currently anticipated to overspend by a further £5 million bringing the total high needs spend to circa £30 million.

There appears to be a direct relationship between the budget pressures and the increasing cost of special provision placements, particularly those to address Social Emotional and Mental Health Needs and those in other local authority special schools or placed in the independent sector.

Table 16

The current components of the High Needs budget are:

Resource / Provision	Expenditure £000
Statutory and Mainstream Support Services	5.04
Specialist Provision beyond mainstream	23.66
Mainstream and Special in year top up funding	1.45

In 2016, the budget for specialist provision is set at £23.66 million as follows:

- £12.178 million on Special Schools
- £1.011 million on Primary Enhanced Resource Provision
- £385,000 on Secondary Enhanced Resource Provision
- £3.011 million on Alternative Provision
- £1.912 million on Post 16 SEND Provision
- £1.541 million on Complex Needs Out of Authority (OOA)
- £505,000 on Social Care LAC placements (education element)
- £2.622 million on Education Only Placements at Independent Schools
- £494,000 Education Only OOA LA placements

This budget has experienced significant pressure and is currently estimated to overspend by approximately £5 million in 2016/17.

Table 17 shows the average cost of a place in Rotherham's specialist provision ranging from approximately £11,500 to £47,000. This will be useful when calculating the cost of any additional places to be commissioned in the future.

Table 17: Average cost of a Rotherham place: Special School/Resource

School	Core £	Base	Base post16	Enhanced	Enhanced post 16	Intensive	Post 16 intensive	Bespoke average	Range
Abbey	£10,000	£5,576	/	£12,503	/	£20,584	/	/	£15,576-£30,584
Hilltop	£10,000	£11,973	£13,950	£18,900	£20,876	£26,981	£28,858	£32,447	£21,973-£38,858
Kelford	£10,000	£11,524	£13,501	£18,421	£20,427	£26,532	£28,509	£46,871	£21,524-£46,871
Milton	£10,000	£4,669	/	£11,596	/	£19,677	/	£8,478	£14,669-£29,677
Newman	£10,000	£7,152	£9,129	£14,079	£16,055	£22,160	£24,137	£22,160	£17,152-£34,137
Newman NAR	£10,000	£15,000	£16,977	£21,927	£23,903	£30,008	£31,985	£24,000	£25,000-£41,985
The Willows	£10,000	£4,698	/	£11,625	/	£19,706	/	/	£14,698-£29,706
Enhanced Resource									
Swinton	£10,000	£3,902	/	£10,829	£6,926	£18,910	£1,977	/	£13,902-£28,910
Hillcrest	£10,000	£1,332	/	£8,259	/	£16,340	/	/	£11,332-£26,340

The costs of placements in the independent non LA maintained sector outside Rotherham vary enormously (see Table 18). Some placements are day others are residential. Some are weekly residential placements others are for 52 weeks per year. The cost of a place in a non LA maintained school ranges from £11,000 to £355,000 per year. However, the average cost is significantly higher than the average cost within a Rotherham School. A small number of the placement costs

currently are shared between health, education and social care depending on placement decisions.

Table 18:

Average cost of a place: Independent/Non Maintained Special Schools

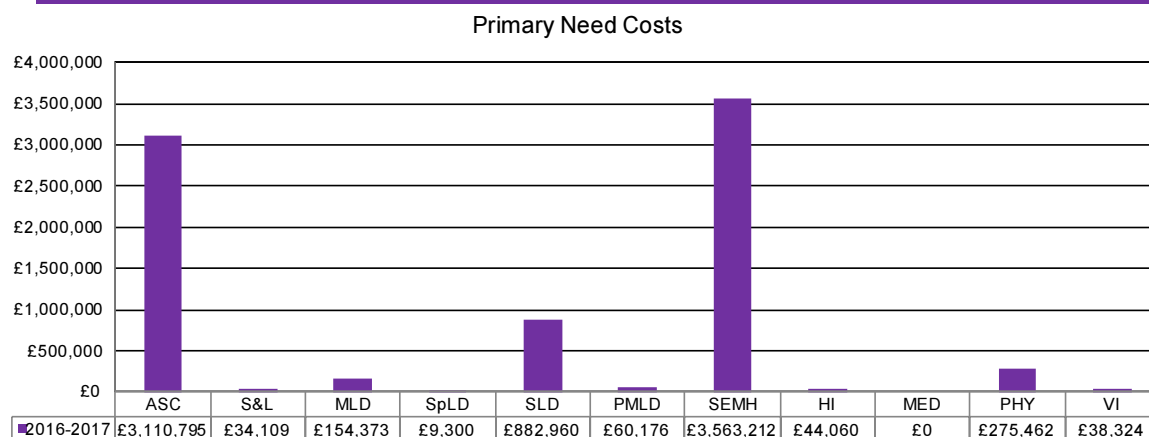
Placement	Day	Residential
Alderwasley Hall	£58,619	
Appletree		£157,581 plus £18,900 for first 2
Brantwood	£60,040 (terms)	
Chiltern Tutorial School	£9,300	
Dawn House	£18,894 (Pre 16) £23,576 (Post 16)	
Denby Grange	£32,697	
Doncaster School for the Deaf	£44,060	
Eastwood Grange	£62,597	£197,870
Fullerton House		£239,200
Hall Cliffe	£60,391	
Haybrook		£265,200
High Grange		£355,350
Kismul		£235,236
Meadowcroft	£54,416	
Meadowview	£63,435	£181,225
New College Worcester		£40,055
Paces	£10,981	
The Grange	£32,697	
The Robert Ogden School	£52,843	
The Royal National College for the Blind - Hereford		£38,324
The William Henry Smith	£70,505	
Wilsic Hall	£59,399	£239,200

As can be seen below (Table 19) the provision made in Independent Non LA Maintained settings outside Rotherham is predominately for pupils with Social Emotional and Mental Health(SEMH) or Autism(ASC) needs.

£3.56 million is spent on **SEMH** provision.

£3.1 million is spent on **ASC** provision.

Table 19: Cost of out of authority placements for 2016/17



Summary of implications for Rotherham from the Analysis of the High Needs Block and costs of provision

1. *Special School placements in Rotherham cost between £14,600 to £40,000.*
2. *Specialist Enhanced Resource Provision placements in Rotherham cost between circa £11,300 and £28,000.*
3. *The cost of a place in an Independent Non Maintained School outside Rotherham ranges from £11,000 to £355,000*
4. £6.66 million is spent on Independent provision outside Rotherham
£3.56 million is spent on Social Emotional and Mental Health needs
£3.1 million is spent on Autism needs
5. It is anticipated that the high needs block will overspend by approximately £5 million in 2016/17.

10. Projected Shortfall in Rotherham's provision for Children and Young People with Special Educational Needs

There are two factors to consider when calculating the potential shortfall in specialist provision in Rotherham, which will arise by 2021.

Factor 1: the current levels of **under provision** as evidenced by an over reliance on external independent non-maintained provision.

In calculating the projected shortfall for **Factor 1**, **the lack of provision within Rotherham**, it needs to be acknowledged that there will always be a need for a small number of placements with external providers which are made for a number of different reasons. These might relate to:

- A young person's safety and the need to be cared for away from Rotherham
- A young person's needs are so complex that it is not reasonable or cost effective to expect the needs to be met by local special schools

By reducing out of borough placements by 50% approximately 75 places will need to be created locally for Social Emotional and Mental Health or Autism needs

Factor 2: the projected growth in Rotherham's overall population which will result in a corresponding proportionate increase in demand for specialist placements.

In calculating the projected shortfall for **Factor 2**, it is possible to predict a potential increase in demand for special school places.

There is a predicted increase in growth in the overall population in Rotherham from 261,400 (2016) to 265,800 (2021). This equates to an additional 4,400 residents (1.7% increase).

A projected growth of pupil population of 2,231 by 2021 has been estimated, from 44,627 (2016) to 46,858 (2021)

Of these 2,231 pupils, a proportion will have **Special Educational Needs**. This has been calculated as 363 pupils. There is an expectation that the majority of these pupils will be educated well in Rotherham's mainstream schools.

A corresponding proportionate increase in the demand for specialist provision has been calculated. The outcomes in the data collection and analysis during this review have helped to identify the number of required places and these are described below.

Taking account of the two factors, it is possible to estimate a current and future shortfall of **specialist provision** that needs to be addressed

Excluding Early Years provision, **there will be a gap of 51 places in specialist provision.**

Of the additional number of specialist placements required, it is anticipated a growth in demand for specialist provision relating to specific areas of need. Using the 2016 census returns, it has been possible to estimate the number of places required to meet priority areas of need as follows:

- Autism provision of 16 places (based on Jan 2016 needs analysis showing autism as 30.7% of Rotherham's special school population)
- Severe Learning Difficulties 7 places (14%)
- Physical Difficulties provision of 5 places (10%)
- Social Emotional and Mental Health needs provision 3 places (6%)
- Moderate Learning Difficulties provision 14 places (27%)
- Other (12.3%)

Combining factors 1 and 2 equates to a shortfall by 2021 of approximately 126 new places for special educational needs

In the light of this, there will need to be consideration of the required changes to the special school and enhanced resource estate to meet the projected shortfall. Rotherham could continue to use its existing stock of good quality special school and enhanced provision. Evidence suggests that there is currently insufficient capacity within these provisions to meet future demand.

The local authority will be able to incrementally commission the new number of places required from existing providers on an annual basis until 2021.

Options for consideration:

- Incrementally expand current special school provision
- Incrementally expand enhanced resource provision

- Incrementally enhance a combination of enhanced and special school provision
- Incrementally develop ASC and SEMH specialist provision to meet the increasing demand for ASC provision and reintegrate pupils currently placed in expensive out of borough independent non maintained schools.

Those young people who cannot be placed locally due to capacity issues should be the focus of this Rotherham's sufficiency work and future planning. There are a number of considerations why Rotherham needs to plan strategically for this group;

- ***Too many of Rotherham's learners are travelling daily, outside the borough, to school***
- ***Too many of Rotherham's vulnerable learners are losing vital attachments and links with their own localities because they have to travel outside Rotherham to receive their education.***
- ***Rotherham's specialist providers are judged to be good and better in providing education***
- ***Rotherham's mainstream schools are well supported by specialist services and maintain an appropriate proportion of children and young people with additional needs within their settings***
- ***Rotherham Schools and the Local Authority have a proved track record of working together to support children with additional needs.***
- ***Of the growth required, there is little spare capacity to meet this locally. Any spare capacity in existing enhanced resources does not appear to meet the needs of the predicted priority areas.***
- ***It is likely to be more cost effective to improve local capacity to meet needs.***
- ***It is possible to identify the predominant type of needs of this group of learners as Social Emotional and Mental Health needs or Autism.***
- ***Rotherham's population is continuing to grow, supported by an ambitious housing strategy which will result in higher numbers of children with additional needs.***

11. Main Summary and Conclusions

- Rotherham's children and Young People with Special Educational Needs are currently being poorly served by a lack of local provision which results in a disproportionate number having to travel outside the borough to receive appropriate education.
- There has been a rise in the numbers of children and young people who require additional support through an Education Health and care Plan, bringing Rotherham in line with national averages.
- There is a predicted growth in Rotherham's population, leading to a 5% rise in the numbers of school age children and a corresponding rise in the numbers of children and young people with special educational needs that cannot be met within the mainstream sector.
- There have traditionally been low levels of funding to this area from the Dedicated Schools Grant resulting in a lack of planning and preparation for the increase in numbers requiring provision.

- National growth in SEN provision has been approximately 12% since 2011, with Rotherham's growth in SEN provision standing at 0%
- Rotherham is placing over 140 children outside the borough at a substantial cost to the High Needs Budget which is significantly overspent.
- The presenting need for the majority of placements outside Rotherham are within the area of Social Emotional and Mental Health or Autism.
- Rotherham's special provisions are full with very little physical capacity to increase numbers currently.
- The need for a total of at least 126 new SEN places is predicted by 2021.

It is envisaged the findings of this report will contribute to a 3 year SEND sufficiency plan, alongside a 3 year High Needs Recovery Plan. The purpose of which will be to improve the offer available to the children and young people of Rotherham with additional educational needs which can be delivered in a personalised and efficient way to give them greater choices on their journey to reaching their full potential.