

Report sponsor: Andy Smith – Strategic
Director, People Services
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SEND High Needs Transformation Programme

Purpose

- 1.1 To introduce the SEND Placement Sufficiency Strategy. The strategy provides a high-level outline of the placements required to meet special educational needs in Derby and to reduce dependence on out of area placements. It sets out the ambition to create over 64 special school hub and spoke places per year for the next 5 years.
- 1.2 This strategy underpins the SEND Capital Programme going forward.
- 1.3 To reduce the dependency on out of area specialist placements.
- 1.4 To reduce the cost of home to school transport by creating more local school places.
- 1.5 To maximise space in existing schools, giving better value for money and greater inclusion and outcomes.

Recommendation(s)

- 2.1 To approve the SEND placement sufficiency strategy to ensure that activity is well planned and monitored within the existing SEND governance framework. A SEND capital programme is developed to deliver the strategy.
- 2.2 To approve the use the attached model for SEND Placement Sufficiency. The overarching ambition is to put Derby in line with statistical neighbours with no written statement of action and a sustainable budget.
- 2.3 To further expand the previously approved Hub and Spoke- model from 30 places a year to 64 places a year for the following 5 years (2023-2028) to ensure placement sufficiency.

Reason(s)

- 3.1 This is an overarching strategy that will inform and enable the individual SEND Capital projects. This is required to avoid placing children in out of area, high-cost independent school placements.
- 3.2 The plans have been coproduced with partners to ensure local area sign up to the approach of fixing the system-wide issues that have driven increased demand and associated costs.

- 3.3 The modelling has taken a demand-based approach looking at the movement of children and young people already within the system, and those likely to enter it based on the latest data available to us.

Supporting information

- 4.1 The challenge for the council is one that is reflected nationally, as despite increased central government funding, council's nationally struggle with:
1. Increased demand for Education, Health, and Care Plans (EHCP).
 2. Increased complexity of those children within the system resulting in higher cost placements in mainstream settings.
 3. Challenge of parental confidence in the ability of mainstream schools to meet the needs of children and young people with EHCPs, meaning a greater pull-on special school places.

The attached model (appendix 1) refers to the significant increase in the average cost of placements, which is exacerbated by the increasing number of children requiring support. The challenge is of insufficient local placements in special schools, to meet this increasing demand, leading to the current use of high-cost independent placements.

SEND Placement Sufficiency Strategy

- 4.2 The development of a SEND placement sufficiency strategy is essential in driving the SEND Capital programme to enable best value developments to meet new and emerging needs. A forward-looking placement commissioning approach is necessary to facilitate and enable other projects including:
- Right support, right place, right time programme aimed at transitioning children back into more appropriate provision
 - Strategic review of post-16 options
 - Redesigned early years offer
- 4.3 The strategy sets out the number of places for children and young people with SEND that will need to be created over the next 5 years to meet demand and to reduce expenditure on out of area placements.
1. As identified in the analysis of school capacity (appendix 1, in the strategy document), the existing school estate in the city has capacity to do more without significant capital expenditure on new builds or additional special schools being developed. Using existing capacity in underused (or poorly utilised) areas of mainstream schools offers a more cost-effective way to develop additional SEND provision.
 2. Children and young people with moderate learning difficulties (MLD) should be able to have their needs met in mainstream schools. Existing special school provision designated to meet these needs should change over time to meet the prevalence of autism spectrum disorder (ASD) and social emotional and mental Health (SEMH) needs in the city. This change will need to be planned carefully with school leaders to ensure up to date capacity assessments are in place along with sufficient staffing, therapeutic offers, and training. 97 children are currently in special schools with a primary area of need of MLD.
 3. The number of young people remaining in post-16 specialist provision in the city is high, which may not adequately prepare them for independent adult life. There

should be a strengthened mainstream further education offer that draws on the expertise of special schools.

- 4.4 The key deliverable through this strategy, and requiring the greatest investment is the development of a new 'hub and spoke' model for special schools. This flexible model will involve partnering special schools and mainstream schools to use space at the heart of a mainstream school to enable special school places to be delivered. As well as increased capacity it will enable greater knowledge and resource sharing between mainstream and special schools and help to develop an inclusive city where children of all needs can be educated together.

The specific model will differ scheme by scheme, but the principle will allow for the use of excess internal and external space in mainstream schools to create inclusive special school places (spokes) run by special schools (hubs). The pupil will be on roll at the special school but will be taught in the special setting (the hub), within the mainstream school.

A process of reviewing the needs severity of those children and young people already in special schools and simulations of emerging need in the system is underway to support this work.

- 4.5 To enable this model, a further workstream has been proposed to strengthen the offer from our existing special schools. This will see them become centres of excellence within specific areas of need as set out in the SEND Code of Practice. This will involve creating a more clearly defined offer within existing schools allowing for clearer placement decisions and a better understanding of what is on offer for parents and carers. It is hoped that these centres of excellences (hubs) will also be able to provide outreach support to other mainstream schools in the area – see appendix 2 for visualisation.

- 4.6 To develop these principles into a capital programme, the proposal sets out the need to create:

- 64 special school 'hub and spoke' places per year for the next 5 years across primary, secondary, and post-16 provision.
- 10 additional special school places per year for the next 5 years (already agreed through phase 1 and 2 of the capital programme at Ivy House School, St Clare's Special School, The Kingsmead School).

In turn the number of independent out of area places is expected to fall by 15 per year (across independent and non-maintained), reaching 167 by 2026. This represents a potential saving against the forecasted do-nothing scenario.

Supporting activity within the High Needs Transformation Programme

- 4.7 It is important to note that all activity in the programme is designed to strengthen the offer that children, young people, and their families receive by ensuring that we are delivering the right support, in the right place, at the right time.

It adopts a multi-pronged approach designed to:

- Better manage demand through fewer inappropriate requests for EHC plans – bringing the city in line with statistical neighbours – through a stronger, more consistent support offer for schools and settings
- Deliver better value through more special school places in the city, reducing reliance on high cost out of area placements

- 4.8 The programme has been developed ahead of the recently published DfE SEND and Alternative Provision Improvement Plan, but the activity it sets out clearly aligns to the national agenda and priorities.

The activity within the plan includes:

1. The development of an effective SEND placement strategy that builds on the intelligence held within the system to ensure that sufficient special school provision is created in the City, through the effective use of our high needs capital allocation and existing school capacity. The strategy builds on the existing capital activity set out in previous cabinet reports.

The strategy sets out the concept of developing multiple special school ‘hubs and spokes’ – strengthening the offer in existing special schools and creating spokes within mainstream schools to add significant specialist capacity.

2. The development of a capital programme building on the SEND Placement Sufficiency Strategy that sets out a phased approach to delivering the hub and spoke model.

This strand of work also includes the impact of phase 1 and 2 of the SEND Capital programme to date, adding capacity to existing special schools at Ivy House School, Kingsmead School and St Clare’s School.

Ensuring that children already in the system are placed appropriately and have access to the right level of support at the right time. This will be achieved by identifying opportunities, with the consent of the child and their family, to transition children and young people back into mainstream places where they no longer require the level of provision delivered within a special school.

Public/stakeholder engagement

- 5.1 Where additional SEND places are required they remain subject to consultation and sufficient Capital funding where applicable.
- 5.2 The placement strategy has built on the feedback received through the formal consultation into SEND capital proposes in 2020/21. This consultation identified the first phase of capital activity which has included significant investment, previously agreed by cabinet, into St Clare’s Special School, Ivy House Special School and The Kingsmead School. The multi-academy trust special providers are fully supportive of this model.

Other options

- 6.1 ‘Do Nothing’ will not enable us to maximise the funding available.
- 6.2 To continue with individual projects without an overarching programme, which would fail to use the data and intelligence available.
- 6.3 This plan could be further accelerated in co-production with schools, bringing the placements into the city sooner and cost benefits being greater.

Financial and value for money issues

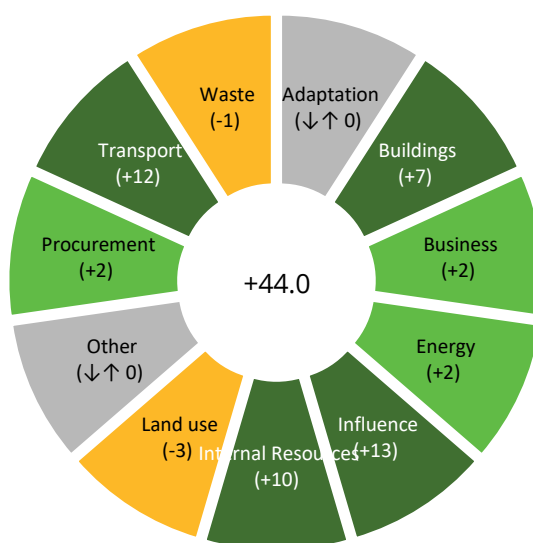
- 7.1 The 2023/24 average annual cost of out of area placement is £93,000 and the average annual cost of a specialist placement in a Derby school is £22,000. The capital cost per pupil for the hub and spoke model is capped at £25,000 per pupil, less than a third of full rebuild costs for special schools. 64 places per year for 5 years adds 320 new special school places in the hubs at a total capital cost of £8.0m. The remainder of the SEND Capital Fund is £9,489,265 before the approval of this proposal.

Legal implications

- 8.1 Part 3 of the Children and Families Act 2014 places legal duties on Local Authorities to identify and assess the special educational needs of children and young people for whom they are responsible. Local Authorities become responsible for a child/young person in their area when they become aware that the child/young person has or may have SEN. They must then ensure that those children and young people receive a level of support which will help them “achieve the best possible educational and other outcomes”.

Climate implications

- 9.1 The development of sufficient provision in the city will significantly reduce the number of children travelling out of area. Development of special school ‘spokes’ across the city will enable those children who need more specialist support to access it closer to their homes and within their communities, reducing travel across the city.
- 9.2 Making better use of the existing school estate will limit construction and associated environmental impacts.
- 9.3 Utilising low occupancy school areas and buildings will reduce the environmental impact of the setting.



Socio-Economic implications

- 10 The Equality Act 2012 requires all Councils to have due regard for the need to remove discrimination and to protect equality of opportunity between different protected groups.

Other significant implications

- 11 N/A

This report has been approved by the following people:

Role	Name	Date of sign-off
Legal	Olu Idowu, Head of Legal	
Finance	Alison Parkin, Director of Finance	24/03/23
Service Director(s)	Pauline Melvin-Anderson, OBE, Director of Learning, Inclusion and Skills	24/03/23
Report sponsor	Andy Smith, Strategic Director, People Services	24/03/23
Other(s)		

Background papers:

[SEND and Alternative Provision Improvement Plan](#)

High needs funding guidance

<https://www.gov.uk/government/publications/high-needs-funding-arrangements-2023-to-2024>

DSG Conditions of grant

<https://www.gov.uk/government/publications/dedicated-schools-grant-dsg-2022-to-2023/dsg-conditions-of-grant-2022-to-2023>

List of appendices:

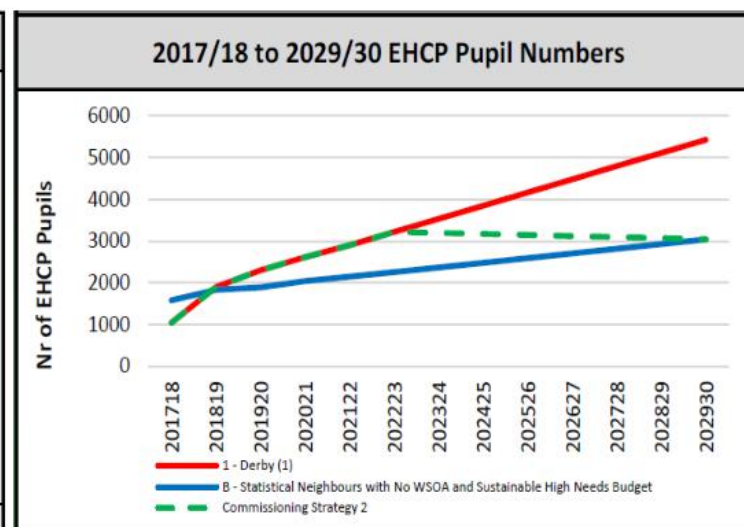
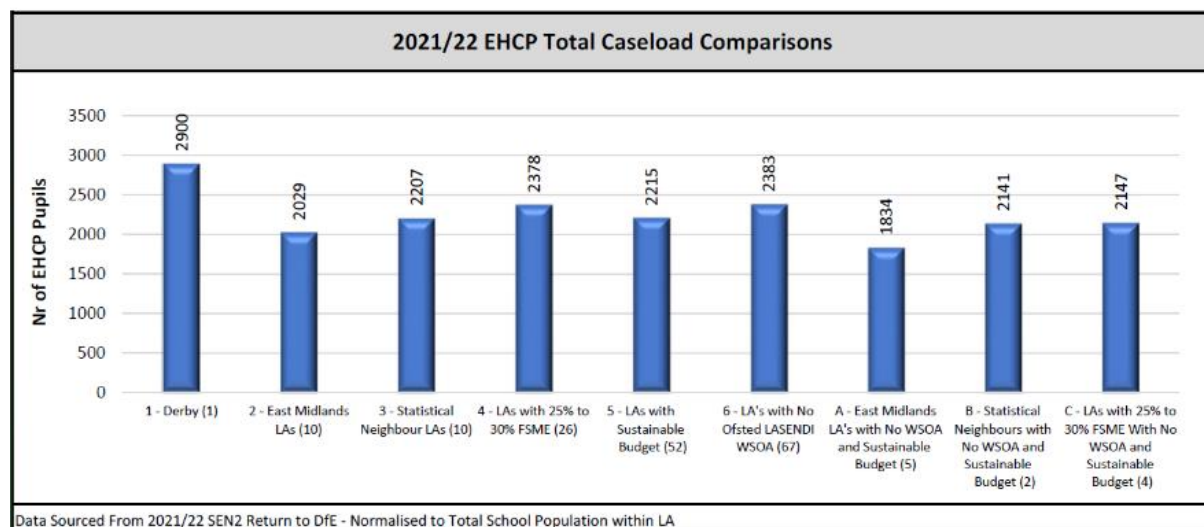
Appendix 1 – SEND Placement Sufficiency Strategy

Appendix 2 – Hub and Spoke visualisation

Appendix 1

Placement Sufficiency Strategy

Derby - 7 Year Caseload Commissioning Strategy Simulation 2 Against - B - Statistical Neighbours with No WSOA and Sustainable High Needs Budget (Coventry, Telford and Wrekin)



2017/18 to 2021/22 Actual EHCP Pupils by Setting Type with "Do Nothing" Projections to 2029/30*													
Setting Type	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
Primary Mainstream	189	379	433	469	600	687	773	859	944	1030	1115	1201	1286
Secondary Mainstream	135	254	284	345	433	502	572	642	713	783	854	924	995
Further Education	218	230	387	431	537	631	725	819	913	1007	1101	1195	1289
Satellite Special/Resource Base/SEN Unit	143	166	165	155	116	93	70	47	24	1			
Maintained Special	283	644	738	806	815	858	901	944	987	1030	1073	1116	1159
AP/PRU	6	17	26	7	7	2							
Non-Maintained Special	11	52	65	66	62	63	64	65	66	67	68	69	70
Independent - Special	45	55	91	102	118	136	154	172	190	208	226	244	262
Independent - Mainstream	1	2	3	5	10	13	16	19	22	25	28	31	34
Home Education			21	22	25	30	35	40	45	50	55	60	65
Educated elsewhere	9	19	6	10	12	12	12	12	12	12	12	12	12
Other			3	23	18	23	28	33	38	43	48	53	58
NEET		52	72	168	145	169	193	217	241	265	289	313	337
Awaiting Provision - In Education													
Awaiting Provision - Not in Education		25	4	4	2								
Total	1040	1895	2298	2613	2900	3219	3543	3869	4195	4521	4869	5218	5567

*Projected changes based on a 3-Year weighted average of historic caseload data

2017/18 to 2021/22 Actual EHCP Pupils by Setting Type with Commission Strategy 2 Projections to 2029/30*													
Setting Type	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30
Primary Mainstream	189	379	433	469	600	687	663	639	615	591	567	543	518
Secondary Mainstream	135	254	284	345	433	502	476	450	424	398	372	346	317
Further Education	218	230	387	431	537	631	621	611	601	591	581	571	564
Satellite Special/Resource Base/SEN Unit	143	166	165	155	116	93	157	221	285	349	413	477	538
Maintained Special	283	644	738	806	815	858	868	878	888	898	908	918	930
AP/PRU	6	17	26	7	7	2	2	2	2	2	2	2	
Non-Maintained Special	11	52	65	66	62	63	58	53	48	43	38	33	30
Independent - Special	45	55	91	102	118	136	126	116	106	96	86	76	65
Independent - Mainstream	1	2	3	5	10	13	13	13	13	13	13	13	10
Home Education			21	22	25	30	35	40	45	50	55	60	66
Educated elsewhere	9	19	6	10	12	12	10	8	6	4	2		
Other			3	23	18	23	20	17	14	11	8	5	
NEET		52	72	168	145	169	145	121	97	73	49	25	
Awaiting Provision - In Education													
Awaiting Provision - Not in Education		25	4	4	2								
Total	1040	1895	2298	2613	2900	3219	3194	3169	3144	3119	3094	3069	3038

*Changes to commence from 2023/24 with projected numbers from 2017/18 to 2021/22 extending into 2022/23 before interventions take place

2022/23 to 2029/30 Commissioning Strategy 2 Changes to EHCP Pupil Nrs by Setting Type*									
Setting Type	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	
Primary Mainstream	87	-24	-24	-24	-24	-24	-24	-25	
Secondary Mainstream	69	-26	-26	-26	-26	-26	-26	-29	
Further Education	94	-10	-10	-10	-10	-10	-10	-7	
Satellite Special/Resource Base/SEN Unit	-23	64	64	64	64	64	64	61	
Maintained Special	43	10	10	10	10	10	10	12	
AP/PRU	-5							-2	
Non-Maintained Special	1	-5	-5	-5	-5	-5	-5	-3	
Independent - Special	18	-10	-10	-10	-10	-10	-10	-11	
Independent - Mainstream	3							-3	
Home Education	5	5	5	5	5	5	5	6	
Educated elsewhere		-2	-2	-2	-2	-2	-2		
Other	5	-3	-3	-3	-3	-3	-3	-5	
NEET	24	-24	-24	-24	-24	-24	-24	-25	
Awaiting Provision - In Education									
Awaiting Provision - Not in Education	-2								
Total	319	-25	-25	-25	-25	-25	-25	-31	

*Changes to commence from 2023/24 with projected numbers from 2017/18 to 2021/22 extending into 2022/23 before interventions take place

Derby SEND & AP “Hub & Spoke” Inclusion Model

- High Level EHCP Support in Maintained Specials/Independent Provision
- ▲ Medium Severity EHCP Support in Mainstream Satellite Provision/SEN Units/Resource Bases
- ➡ Low Severity SEN Support/EHCP in Mainstream
- Centres of Excellence Hubs (Special Schools)
 - Autism/Speech, Language & Communication
 - Physical and/or Medical
 - Cognition & Learning/Sensory
 - Social Emotional & Mental Health
- ▲ Satellite Spokes (Special Schools in Mainstreams)
 - ▲ Autism/Speech, Language & Communication
 - ▲ Physical and/or Medical
 - ▲ Cognition & Learning/Sensory
 - ▲ Social Emotional & Mental Health
- ➡ SEN Support Outreach to Mainstream
 - ➡ Autism/Speech, Language & Communication
 - ➡ Physical and/or Medical
 - ➡ Cognition & Learning/Sensory
 - ➡ Social Emotional & Mental Health

