

***The right provision, at the right time and in
the right place***

**Delivering accessible, locality-based,
specialist education.**

**Sufficiency Strategy
for Children and Young People
with Special Educational Needs and
Disabilities (SEND)
in Kingston upon Hull**

2019 to 2025

**Final draft for consultation
September 2019**

Foreword

We are delighted that this strategy has been developed through enthusiastic collaboration and partnership from the city's educational fraternity, parents/carers of children and young people with SEND, and young people themselves. The education community in Hull worked together with huge success from 2008 onward to reshape the city's educational estate; through the development of a Learning Partnership education leaders in the city worked together to deliver our vision *to give all children and young people the offer of a good local school*.

More recently, the Local Authority (LA) has gone through a period where funding for key areas has diminished considerably. The response to this was to restructure vital services to reflect the change in the financial position. This, and the move to over 90% of Hull's schools converting to academy status, culminated in a change in the position of the LA in the leadership of education in Hull.

Following the 2017 Ofsted/CQC inspection of SEND and in response to the changing education landscape, the LA has begun a recalibration of its role with schools as it seeks to fulfil its important education system leadership position across the city. With the support of Head Teachers from Hull's learning community, we are once again focused on a joint endeavour to improve educational outcomes for all children and young people in the city starting with the most vulnerable.

This strategy sets out the current position on SEND sufficiency and our plans to develop provision to meet the needs of children with SEND over the next 5 years. In developing these plans, we aim to enable children to access education as near to their local community as possible and we are fully committed to working with our schools, parents and children and young people to help realise this ambition. All Hull schools strive to offer the right level of support to children and young people, but when mainstream schools can no longer meet the complex needs of some of our children, we want the children to be able to access high quality education which helps them to achieve their potential, as near to their home as possible.

The educational landscape in Hull is complex and presents education leaders with a responsibility to behave differently in this new world. All those involved in education in Hull are indicating they are ready for the challenge, accepting this is a long-term commitment and excited by a future where together to offer our children the education they deserve with the right offer, in the right setting at the right time for them to realise their potential.

Cllr Peter Clark – Portfolio Holder Learning, Skills & Safeguarding Children

Alison Murphy – Director of Children, Young People and Family Services

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Glossary:

ASD	Autistic Spectrum Disorder
HI	Hearing Impairment
MLD	Moderate Learning Difficulty
MSI	Multi-sensory Impairment
NSA	SEN support but no specialist assessment of type of need
OTH	Other difficulty/ disability
PD	Physical Disability
PMLD	Profound and Multiple Learning Difficulty
SEMH	Social Emotional and Mental Health
SLCN	Speech Language and Communication Needs
SLD	Severe Learning Difficulty
SPLD	Specific Learning Difficulty
VI	Visual Impairment

DRAFT

1. Introduction:

Kingston upon Hull City 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 city. It has specific duties to ensure that there is sufficient provision for pupils with SEND who have an Education Health and Care (EHC) plan and have a need for designated specialist provision.

Plans are underway to meet future increased demand for mainstream school places and this report sets out the parallel process which will enable the Local Authority (LA) to plan and ensure the sufficiency of specialist school placements.

2. History of SEND provision in Hull:

The BSF Programme onwards:

In 2006, Hull City Council published its 'Strategy for Change' (SfC), in anticipation of the major investment in the city's education facilities that was to take place under the Building Schools for the Future (BSF) programme.

At that time, the city had a low proportion of children with Statements of Special Educational Need compared to the national average. In line with national guidance the LA sought to ensure children were supported effectively within their school and by external agencies, rather than being made the subject of a formal statement. Pupils who received support at '*school action*' and '*school action plus*' under this system were found to be making at least adequate or good progress at key stage 3, and at least adequate progress at key stage 4.

The revision of the LAs Additional Needs Strategy was an integral part of creating the SfC blueprint and shaping a new approach to managing provision for children with SEND. The SfC, in accordance with prevailing national and local policy, promoted an approach whereby pupils with SEND should be able to access mainstream education wherever possible but should also be able to choose specialist provision where this met their needs more appropriately.

The SfC was informed by a collegiate approach known as a Learning Partnership (LP) which included all Head Teachers and educationalists in the city. The LP recognised the two distinct geographical communities in the city, east and west of the River Hull, and sought to ensure there was equal access to a range of provision in both these areas, so that people had positive choices wherever they lived. Alongside this some specialist city-wide facilities were also maintained or re-provided.

A stated aim of the BSF programme in respect of SEND provision was to deliver flexible learning environments, maintaining and forging closer links with mainstream provision. In support of this, the programme made a conscious decision to co-locate

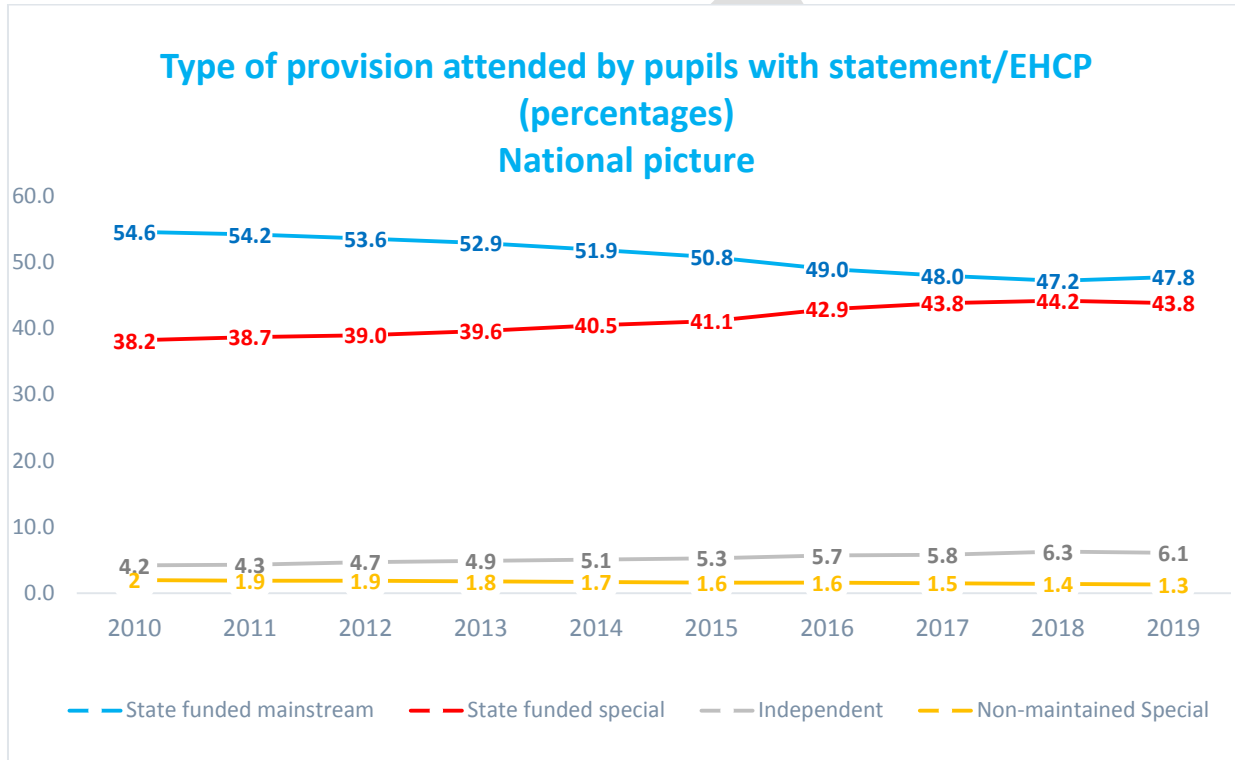
two SLD schools, Ganton and Tweendykes, alongside mainstream learning centres to deliver a campus-based approach to learning.

The specialist facilities delivered as part of the BSF programme were as follows:

School	Designation	Age Range	Capacity	Area served
Ganton	SLD	3 - 11 11 - 19	128	West – co-located with Sirius West Secondary Academy and Christopher Pickering Primary Academy (separate Primary and Secondary)
Bridgeview	BESD	5 - 11	30	City-wide
Oakfield	BESD	10 - 16	80	City-wide. Also has 35 place residential provision
Tweendykes	SLD	2 - 19	90	East – co-located with Winifred Holtby Secondary Academy
Frederick Holmes	Complex PD	2 - 19	85	City-wide
Northcott	ASD	2 - 19	115	City-wide
Education Services for Hearing and Vision Unit	HI & VI	11 – 19	40	City-wide, co-located with Sirius West Secondary Academy
	HI	4 - 11	40	City-wide, co-located with Christopher Pickering Primary Academy

3. The changing national picture:

Nationally since 2010 there has been a gradual increase in the percentage of pupils attending state-funded special schools. In 2010, 38.2% of pupils with statements were educated in special schools: by 2019 this had increased to 43.8% of pupils with statements or EHC plans. The percentage of pupils with statements or EHC plans attending Independent and non-maintained Special Schools also increased between 2010 and 2019, from 6.2% to 7.4%. (Statements of SEN and EHC plans: England 2019 publication, DfE May 2019)



Source: (DfE School Census and School Annual Level Census)

The percentage of pupils who are identified as having SEND is also continuing to increase. Across all schools this rose from 14.4% in January 2017 to 15.0% in January 2019. In the same time period, the percentage of pupils with a statement of SEN or EHC plan rose from 2.8% of the total pupil population to 3.1%, and the percentage of pupils on SEN Support rose from 11.6% to 11.9%. Autistic Spectrum Disorder (ASD) remains the most common primary type of need for pupils with a statement or EHC plan nationally; 29.8% of pupils with a statement or EHC plan had this primary type of need in January 2019, an increase from 28.2% in January 2018.

The needs of the cohort are also becoming more complex with pupils often being identified as having several different physical, health, social, emotional and educational needs, which requires a coordinated approach of support and care involving a range of different expertise and services (DfE, Jan 2018)

The DfE SEN Code of Practice (2015) states that *All children are entitled to an education that is appropriate to their needs, promotes high standards and enables them to fulfil their potential.*

National policy developments have identified the need to review current provision and develop a new strategy. In March 2017, the DfE announced the High Needs Strategic Review which required LAs, alongside schools, to review provision for pupils with SEND in order to ensure that there are sufficient good school places which meet the changing needs of all young people.

- *Supporting local authorities to create sufficient good school places for all pupils, including those with special educational needs and disabilities (SEND), is a high priority for the Government. Local authorities have important specific responsibilities for children and young people with SEND.*

(DfE Section 31 Grant determination for a high needs strategic planning fund in 2016-17: DCLG ref 31/2916)

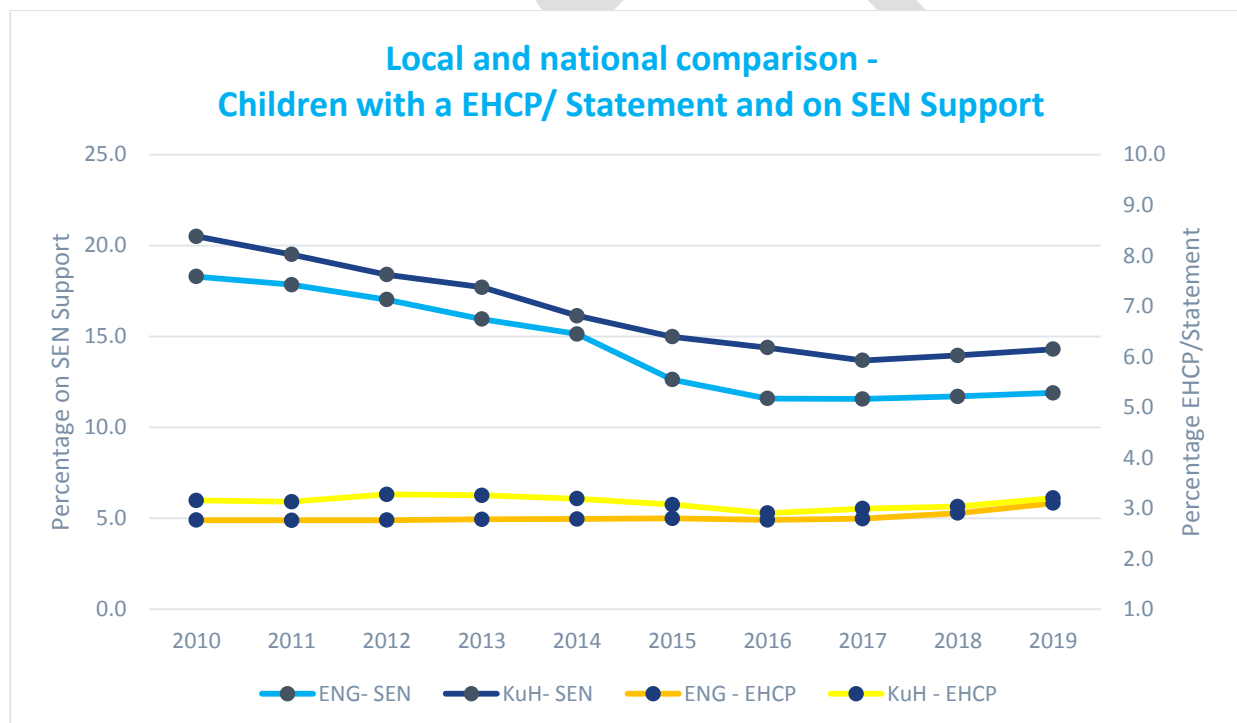
The emphasis of the review is on close collaboration between schools and providers to produce a strategic plan which will assist in facilitating sustainable, good quality provision to meet current and future needs, and which reflects the needs of both parents and pupils. It anticipates that LAs will work with maintained schools, academies, free schools and others to agree how SEND education should be met across their area, including considering the best ways of supporting mainstream schools to meet these needs. In response to the identified local challenges and national policy, education leaders within Hull have recognised that there is a need for collaboration in order to address the main issues impacting on provision for pupils with SEND.

4. The changing picture in Hull: What does our data tell us?

Hull is the most densely populated LA in the Yorkshire and Humber region, with a population of 260,673 (*Mid-2017 estimate, ONS*). Children and young people (aged 0 to 19) make up a quarter of the city's population. Following an increase in the number of live births in the city, which peaked in 2011/12, the number of school age pupils (5 to 16) is continuing to rise.

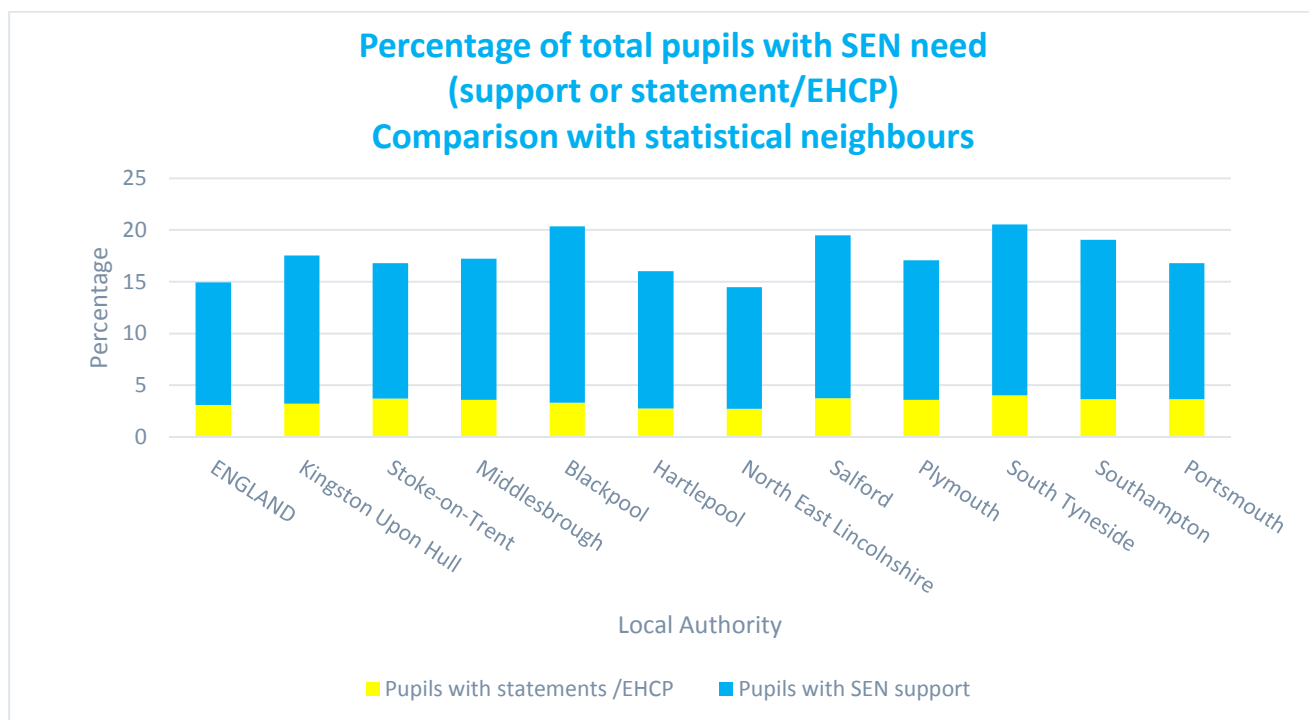
Numbers of pupils with SEND

Between 2016 and 2019 the overall number of pupils being educated in Hull state funded schools increased by 2,863 (7.4%) from 38,667 to 41,530. Over the same time frame there was a disproportionate increase in the number of pupils with an EHC plan or statement, from 1,123 to 1,362 - an increase of 239 (21%).



Source: (DfE School Census, 2019).

In January 2019 14.3% of pupils in Hull schools were on SEN support, and 3.2% had an EHC plan or statement of SEN. This puts the city slightly above the national average for pupils with an EHC plan and >2% above the national average for pupils on SEN support.



Source: (DfE School Census, January 2019)

The above graph shows that, although higher than the national average, the city remains mid-ranked in regard to the percentage of pupils on SEN support when compared with its 10 closest statistical neighbours. It now ranks in the lower third however in regard to the number of pupils with EHC plans compared to the same statistical neighbours. Previously the city has been mid-ranked against the same comparator authorities. It is believed that the change in ranking position relates, in part, to the national trend for additional statements being issued for pupils aged 16-25, a trend which has not had the same impact in Hull as elsewhere.

Gender:

When gender is considered, there is a noticeable disproportionality between males and females both with EHCPs and on SEN-support when compared to the overall school population. Across the city’s schools, there is a 51.5%:48.5% split in favour of males to females. However when the same analysis is undertaken for pupils with SEND the results are as follows:

	Hull 2016		Hull 2017		Hull 2018		Hull 2019		UK 2019	
	% Male	% Female	% Male	% Female	% Male	% Female	% Male	% Female	% Male	% Female
EHCP	72.0%	28.0%	72.4%	27.6%	72.8%	27.2%	74.0%	26.0%	72.9%	27.1%
SEN-S	63.6%	36.4%	64.8%	35.2%	64.6%	35.4%	64.4%	35.6%	64.8%	35.2%
All SEND	65.0%	35.0%	66.2%	33.8%	66.1%	33.9%	66.1%	33.9%	66.5%	33.5%

Source: (Hull City Council Schools Census Data, DfE School Census 2019)

Ethnicity:

Further trends can be observed from reviewing the ethnicity of pupils within the city and with SEND specifically. Across the city's overall school population 18.9% of the pupils are from a minority ethnic background, compared to 31.9% of the national school population.

When the whole SEND population is examined, the prevalence of pupils from a minority ethnic background represents 12.7% of this cohort, and for pupils with an EHC plan, the minority ethnic population of this cohort is 10.9%. Nationally minority ethnic pupils make up 29.8% of the SEND population, and 30.3% of the number of pupils with EHCPs.

Provision:

When the type of provision accessed by pupils with EHC plans is analysed, it is noticeable that Hull has a higher percentage of pupils accessing mainstream provision than either the national average or any of its statistical neighbours. This could be because Hull practices a positive inclusion strategy model, keeping students with their peers as much as possible, but also because the need for SEND specialist places is now outstripping supply, or, most likely, a combination of the two.

Percentage of young people with an EHC plan by provision attended

	ENG	Hull	Stoke	M'boro	B'pool	H'pool	N.E Lincs	S'ford	Ply	S.T'side	So'ton	Pou
Mainstream school: LA maintained (including foundation schools)	18.2	3.0	9.5	12.3	10.8	15.6	3.0	29.8	2.9	13.5	24.0	16.9
Mainstream school: LA maintained (SEN Unit)	1.0	0.0	0.0	1.1	0.0	0.0	0.0	0.0	0.0	3.0	0.0	3.4
Mainstream school: LA maintained (resourced provision)	1.8	0.0	0.6	0.0	0.0	2.9	0.0	9.0	0.0	4.3	0.5	0.0
Mainstream school: academy	14.5	40.4	24.2	18.2	9.1	15.2	26.8	3.5	25.0	6.7	13.5	16.1
Mainstream school: academy (SEN Unit)	0.8	0.0	0.0	0.0	0.0	0.0	0.0	0.0	3.3	0.0	0.0	2.2
Mainstream school: academy (resourced provision)	1.4	0.6	0.0	0.0	0.0	1.7	0.0	0.2	0.0	2.3	0.9	0.0
Mainstream school: free school	0.5	0.9	0.0	0.0	0.0	0.0	0.0	0.0	1.8	0.0	0.1	0.0
Mainstream school: free school (SEN Unit)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Mainstream school: free school (resourced provision)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Mainstream school: independent school	1.0	0.3	0.1	0.0	0.2	0.2	5.0	1.3	0.2	0.1	0.2	0.1
Mainstream Sub Total	39.2	45.2	34.5	31.7	20.2	35.6	34.9	43.8	33.3	29.8	39.2	38.7
of which %age in SEN Units	1.8	0.0	0.0	1.1	0.0	0.0	0.0	0.0	3.3	3.0	0.0	5.6
of which %age in RP	3.1	0.6	0.6	0.0	0.0	4.6	0.0	9.2	0.0	6.6	1.3	0.0
Special school: LA maintained (including foundation schools)	23.7	16.1	33.3	31.5	23.5	15.9	0.4	12.1	25.9	41.1	24.0	10.0
Special school: academy/free	9.9	19.5	4.2	6.8	29.1	23.6	36.4	23.0	3.8	0.2	15.1	25.0
Special school: non-maintained	1.1	0.1	0.2	0.3	0.0	0.0	1.5	2.5	0.0	2.8	0.6	0.7
Special school: independent special schools	3.9	1.2	11.0	2.0	11.1	6.3	3.8	4.2	1.3	0.5	3.7	1.7
Special Sub Total	38.6	36.8	48.7	40.6	63.8	45.8	42.2	41.8	31.0	44.5	43.4	37.5
Alternative Provision (AP)/Pupil Referral	0.5	0.1	0.2	0.1	2.8	0.0	0.0	0.9	0.0	1.1	0.8	0.0

Unit (PRU): LA maintained													
AP/PRU: academy	0.2	1.5	0.0	0.7	0.0	0.3	0.2	0.0	1.2	0.0	0.0	0.0	0.0
AP/PRU: free school	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
AP Sub Total	0.8	1.6	0.2	0.8	2.8	0.3	0.2	0.9	1.2	1.1	0.8	0.0	
Post 16: general FE and tertiary colleges/HE	13.2	9.9	5.2	10.6	7.9	5.8	8.1	7.5	16.1	18.6	6.8	12.3	
Post 16: other FE	0.9	0.2	0.2	3.5	3.5	0.7	1.6	0.7	3.2	2.3	0.9	1.0	
Post 16: sixth form college	0.6	2.6	0.6	0.2	0.0	0.5	1.8	0.6	0.0	0.0	1.2	5.9	
Post 16: Specialist post-16 Institutions	1.4	0.2	5.4	1.4	0.0	3.4	5.5	1.5	1.1	0.5	2.6	0.0	
Post 16 Sub Total	16.2	12.9	11.5	15.5	11.4	10.4	16.9	10.3	20.4	21.5	11.6	19.2	
Children and young people with statements or EHC plans educated elsewhere	2.6	1.4	2.2	4.2	0.7	0.7	3.7	2.4	0.8	0.5	2.2	0.9	
Hospital schools (including foundation schools)	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	
Non-maintained early years settings in the private and voluntary sector	0.5	0.3	0.1	0.1	0.5	0.3	0.0	0.3	0.0	0.5	0.5	0.1	
Other Sub-Total	3.1	1.7	2.3	4.3	1.2	1.0	3.7	2.8	0.8	1.0	2.7	1.0	

Source: (SEN2 2019)

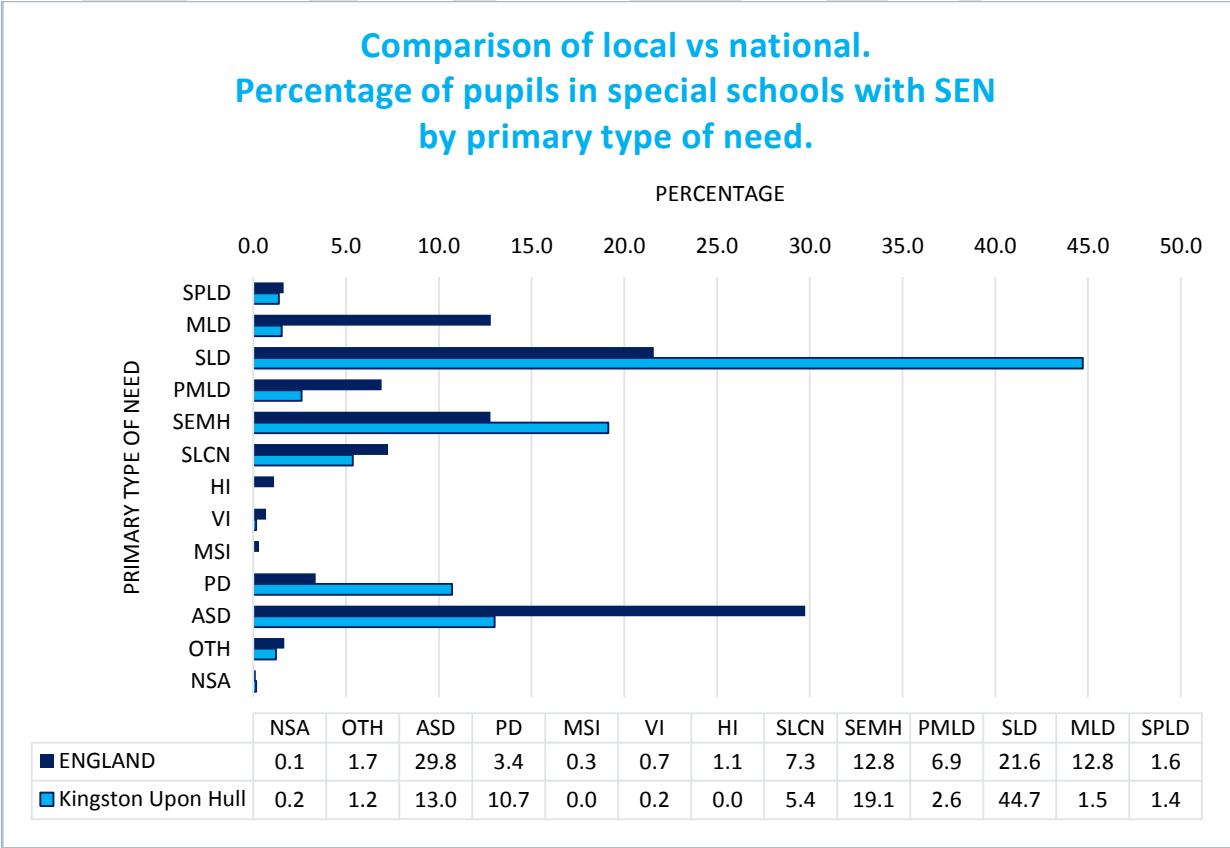
Hull also has a much smaller reported percentage of pupils accessing places in bespoke mainstream provision, with only 0.6% reported as accessing mainstream resource provision, and no pupils in mainstream SEN units. Nationally, 5.1% of pupils utilise these places, but Hull is not alone in this apparent under provision; 5 out of the 10 statistical neighbours have lower percentages accessing this type of provision.

Hull has a lower percentage than the national average (and all but one of its statistical neighbours) of pupils accessing special school provision, but the figure of 1.6% of those with a plan accessing Alternative Provision (AP) or Pupil Referral Units (PRU) is double the national average, and higher than all but one of its statistical neighbours.

Type of need:

A further detailed analysis has been undertaken regarding the range of need of pupils with SEND, broken down to the type of provision they attend. It is when the designation of need is examined that the widest differences between Hull and the national picture occur. The needs of Hull’s children differ significantly to the national picture, for both the overall SEND cohort and the pupils in Hull’s special schools.

Within Hull special schools 292 pupils (44.7%) have Severe Learning Difficulty as their primary need, contrasting with the national figure of 21.6%. Nationally, the most common primary need within special schools is Autism Spectrum Disorder (29.8%) whereas this only represents 13.0% of the Hull population.

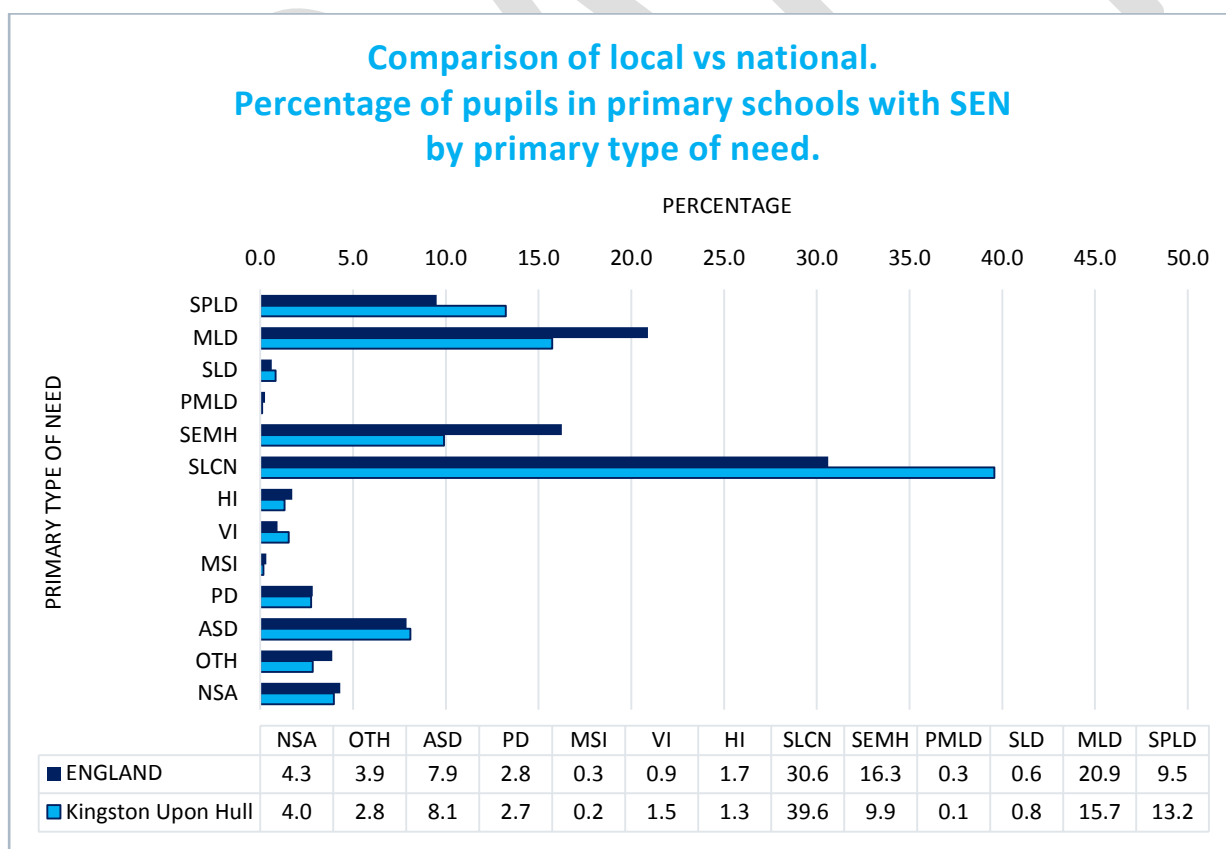


Source: (DfE School Census, January 2019)

The primary needs of the mainstream SEND cohort (pupils with EHC plans and on SEN Support) is very different to the needs of those attending special schools, as can be seen in the graphs below. At primary age, the predominant need of pupils in a mainstream setting is SLCN for both the national average and local cohort. This group makes up over 39.6% of the pupils with SEND in mainstream primary schools across the city, it is however higher than the national average of almost 31%.

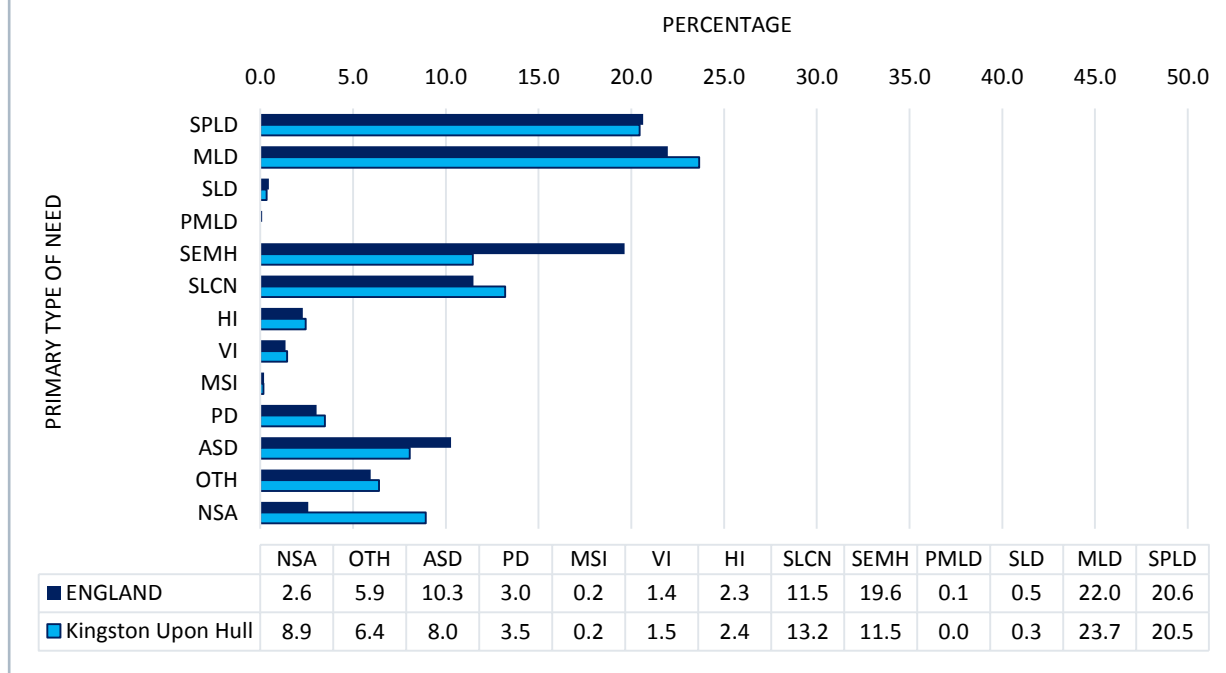
The next highest needs by percentage is MLD which, represents 21% of pupils nationally and 16% locally. The third highest occurring need differs between the national and local picture. In Hull 13.2% have SPLD needs whereas nationally 16.3% of pupils have SEMH needs. The other categories of need occur in less than 10% of the cohort.

When the same analysis is applied to pupils with SEND accessing mainstream secondary education, the local data generally aligns with the national picture. MLD and SPLD are the most prevalent needs representing 43-44% of the cohort. SEMH is the third highest percentage nationally (20% of pupils) and fourth locally (12%). SLCN is the third highest need locally (13% and fourth nationally (12%).



Source: (DfE School Census, January 2019)

Comparison of local vs national. Percentage of pupils in secondary schools with SEN by primary type of need.



Source: (DfE School Census, January 2019)

Number of pupils with special educational needs by primary type of need

	Mainstream	Special Schools
Specific Learning Difficulty	1021	9
Moderate Learning Difficulty	1198	10
Severe Learning Difficulty	41	292
Profound & Multiple Learning Difficulty	4	17
Social, Emotional and Mental Health	671	125
Speech, Language and Communications Needs	1897	35
Hearing Impairment	111	-
Visual Impairment	96	1
Multi-Sensory Impairment	11	-
Physical Disability	193	70
Autistic Spectrum Disorder	517	85
Other Difficulty/Disability	267	8
SEN support but no specialist assessment of type of need	373	1
Total	6400	653

Source: (DfE School Census 2019)

A similar analysis was then undertaken to compare the primary needs of pupils attending our special schools, which revealed the following results.

Primary Type of need	2017		2018		2019	
	Nr	Percentage	Nr	Percentage	Nr	Percentage
SPLD	10	1.6%	11	1.8%	9	1.4%
MLD	16	2.6%	13	2.1%	10	1.5%
SLD	276	45.4%	270	43.5%	292	44.7%
PMLD	21	3.5%	19	3.1%	17	2.6%
SEMH	94	15.5%	108	17.4%	125	19.1%
SLCN	34	5.6%	32	5.2%	35	5.4%
HI	1	0.2%	1	0.2%	0	0.0%
VI	2	0.3%	1	0.2%	1	0.2%
MSI	0	0.0%	0	0.0%	0	0.0%
PD	77	12.7%	78	12.6%	70	10.7%
ASD	74	12.2%	78	12.6%	85	13.0%
OTH	2	0.3%	9	1.4%	8	1.2%
NSA	1	0.2%	1	0.2%	1	0.2%
Total	608		621		653	

Source: (DfE School Census, January 2017, 2018, 2019)

5. The need for 0 – 25 provision:

Early Years:

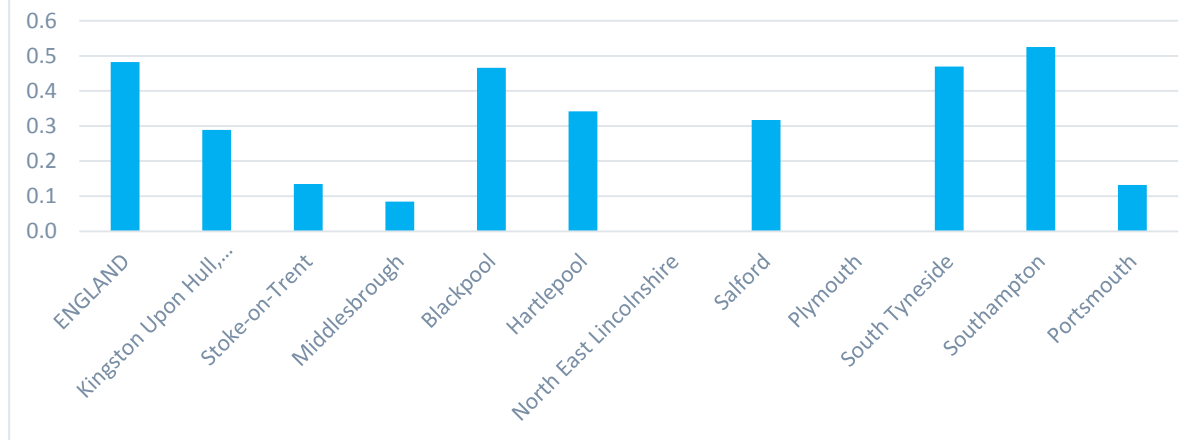
Nationally, the number of children under five with a statement or EHC plan receiving education in a non-maintained (PVI) early years setting has almost doubled in the period 2011 to 2018, and the percentage who attend a maintained nursery has increased from 0.3% to 0.5%. The number of pupils with all SEN educated at a maintained nursery setting has increased steadily from 2007 to 2018, from 11.5% to 13.8%. This suggests an increase in the prevalence or identification of SEND in pre-school aged children.

Hull has three special schools that accommodate pre-school aged children; Ganton, Frederick Holmes and Tweendykes, as historically it is the children with SLD and PMLD as their primary need who are most likely to require a special school place at a young age. The table below shows the historic numbers on roll in the pre reception at each special school:

	2013	2014	2015	2016	2017	2018	2019
Frederick Holmes School	5	5	3	4	7	5	3
Ganton School	0	0	0	0	1	1	0
Tweendykes	N/A	N/A	N/A	N/A	0	0	0

Historically, Hull has a higher percentage of children with statement or plans educated in non-maintained early years settings than its statistical neighbours, and almost three times the national average. This position has changed significantly in the 2019 data with Hull now being below the national average and comparable with its statistical neighbours.

Percentage of pupils with statement or plan receiving education in a non maintained EY setting



Furthermore, there has been a significant increase in the number of children accessing Early Years settings with complex and medical needs. The table below shows the increase over the last three academic years of children requiring additional funding and outreach support whilst in a nursery setting.

Children receiving inclusion support funding			
Level	2018/19	2017/18	2016/17
1 (100%)	68	31	36
2 (80%)	127	84	87
3 (60%)	84	88	54
4 (40%)	11	18	20
5 (20%)	1	3	2
TOTAL	291	224	199

Referrals to Outreach Services from the Early Years Resource Allocations Panel	2018/19	2017/18	2016/17 (Summer 2017 only)
SLD Outreach	54	38	9
ASD Outreach	14	17	4

The Early Years Area SENCO team provide advice and support to settings to help ensure that the children are receiving the interventions and support they need whilst attending the Early Years setting of their parents' choice.

Post-16:

Since 2014, an EHC needs assessment can be requested and a plan maintained up to age 25 and therefore post-16 provision needs to meet this increased need.

Three of the special schools in the city have a sixth form; Ganton, Tweendykes and Frederick Holmes. These schools serve the SLD/ PD/ PMLD cohort and numbers placed there have fluctuated since the new facilities opened.

Post-16 number on roll at Hull special schools

	2013	2014	2015	2016	2017	2018	2019
Frederick Holmes School	14	17	18	17	13	14	15
Ganton School	41	33	37	42	40	38	42
Tweendykes School	19	29	32	34	28	30	24

(HCC Nominal Roll data, January 2019).

There is no specialist designated sixth form provision for children with a differing primary need; however, there are a number of other post-16 options (approximate numbers of students with EHC plans are in brackets):

- Three mainstream schools with 6th forms (St Mary’s, Sirius West and Archbishop Sentumu) (19);
- The two 6th form colleges (Wyke and Wilberforce) take students with EHC plans, mainly those with physical disabilities rather than learning difficulties, due to course requirements (41);
- The local Further Education (FE) College (Hull College) meets a wide range of additional needs, for example, life skills and employability skills at entry level 2/3, vocational tasters at E3/level 1, mainstream courses at levels 1 to 3 and supported internship (81);
- A range of work-based learning providers offering study programmes, traineeships and apprenticeships, the most significant of which is Hull Training (delivered by the Council) (28);
- Many Hull students with SEND choose to travel to the two FE colleges in the East Riding: Bishop Burton College and East Riding College (89) who offer similar options to Hull College;
- A *small* number of young people whose needs cannot be met locally are placed at specialist providers, usually on a residential basis (often with significant contributions from health and/or social care) (4);

In addition, in 2015, the Pathway16/Plus project was established as a partnership between Ganton, Tweendykes, Frederick Holmes and Northcott special schools to offer an alternative pathway to support the more able pupils’ in these schools to access mainstream college and supported internships during their post-16 career.

6. Demographic / population analysis:

The city has experienced a growth in population in recent years, owing to a rise in both birth rates and net migration. Accordingly the school population has increased year on year since 2010.

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Overall school population, excluding independent placements	Total pupils	35,318	35,329	35,381	35,712	36,762	37,500	38,575	39,761	40,601	41,382
	Number growth	-	11	52	331	1,050	738	1,075	1,186	840	781
	% Growth	-	0.03	0.15	0.94	2.94	2.01	2.87	3.07	2.11	1.92

Source: (DfE Census data, 2019)

The table below tracks the corresponding change in numbers of pupils attending special schools over the same time-period.

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Overall Special School Population		560	566	591	577	575	569	565	610	621	652
	Number growth		6	25	-14	-2	-6	-4	45	11	31
	% Growth		1	4	-2	-0.3	-1	-0.7	7.9	1.8	5.0
	% of overall city NOR	1.59	1.60	1.67	1.62	1.56	1.52	1.46	1.53	1.53	1.58

Source: (DfE Census data, 2019)

The school by school historical picture also aligns with the national and local trends demonstrated in the tables above and at section 5 above.

The number of pupils attending a special school for pupils with SLD or ASD/SLCN is increasing year on year. Numbers attending special schools designated for pupils with SEMH and PD/PMLD is not increasing to the same extent. The reduction in numbers at Bridgeview reflects the changes in pupil admission numbers following the BSF programme.

Special Schools	Designation	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Bridgeview School	SEMH	82	79	77	36	23	28	23	37	44	43
Frederick Holmes	PD	83	79	77	78	79	78	76	77	76	80
Ganton School	SLD	139	141	158	159	161	163	165	179	175	178
Northcott Special School	SLCN	116	121	120	112	115	117	119	118	116	128
Oakfield	SEMH	56	54	54	72	68	50	44	58	67	74
Tweendykes School	SLD	88	92	105	120	129	133	138	141	142	149
TOTAL	-	564	566	591	577	575	569	565	610	620	652

In order to begin to address the increasing number of pupils, particularly those with SLD and SLCN and /or ASD, who have been assessed as being appropriate for a special school but cannot access a place due to a lack of capacity, some alterations and small-scale expansions have taken place in recent years.

During summer 2018 an additional 36 specialist pupil places were created; 13 places for pupils with SLD and 23 places for those with SLCN and/or ASD. The SLD places included remodelling of existing provision and the creation of a new Tweendykes satellite base. The SLCN/ASD places included the remodelling of existing provision and the creation of a primary resource base on a mainstream school site, Bricknell Primary Academy. During spring 2019 an additional 28 specialist places were created; 10 for pupils with SLD through the extension of the Tweendykes satellite base and 18 for SLCN/ASD through the creation of second primary resource base on a mainstream school site, Spring Cottage Primary Academy, and a temporary 8 place satellite base of Northcott special school. Whilst some of these expansions are in line with this strategy, particularly the development of resource base provision on mainstream school sites, others have been reactive in the short term and designed to address specific short-term needs for pupil places. The LA recognises therefore that a city-wide strategy is required to ensure an adequate supply of high-quality places in the future.

The specialist provision at September 2019 to support pupils with SEND in Hull is as follows (*note NCA – net capacity assessment - reflects last formal agreed update figure*):

Special Schools	Designation	Age Range	Current NCA	NOR (Jan 19)	Additional provision Sept 19	Serving
Bridgeview School	SEMH	5-12	30	43	-	West
Frederick Holmes	PD	2-19	83	80	-	City-wide
Ganton School	SLD	2-19	160	178	-	West
Northcott Special School	SLCN	5-16	127	128	-	City-wide
Oakfield	SEMH	10-16	80	74	-	East
Tweedykes School	SLD	3-19	130	149	-	East
Tweedykes Annex – Little Stars	SLD	3.-19	10	Included in figure above.	10	East
Special School Total			620	652	10	
Bricknell Resource Unit	ASD	4-11	10	8	-	West
Spring Cottage Resource Base	ASD	4-11	10	-	10	West
Christopher Pickering Academy	HI & VI	4-11	12	12	-	City-wide
Sirius West Academy	HI & VI	11-19	12	12	-	City-wide
Resource Base Total			44	32	20	
OVERALL TOTAL	-	-	664	684	30	

Future projections:

The information above shows that whilst the numbers of pupils attending SEND special schools has significantly increased over the last 10 years, the increase has not tracked the overall population growth percentage trends. The percentage of this cohort as part of the overall number on roll has fluctuated between 1.46% and 1.67% with no clear pattern of growth.

This cohort specific factor, which changes year on year, is one of the reasons why it is difficult to accurately forecast the number of pupils who will require SEN support, an EHC plan and a place at a special school.

To try and overcome these factors, we have used the range of percentages above and applied them to the future overall number on roll forecasts, to model a likely range of scenarios - shown in the table below:

	2020	2021	2022	2023	2024
Overall NOR	42,575	43,182	43,531	43,790	43,905
Low estimate @ 1.46%	622	630	636	639	641
Mean estimate @ 1.57%	668	678	683	688	689
High estimate @ 1.67%	711	721	727	731	733
Low estimate - extra places required	-30	-22	-16	-13	-11
Mid-range estimate - extra places required	16	26	31	36	37
High estimate - extra places required	59	69	75	79	81

- Note these figures purely relate to Special School NOR and do not include places in resource

There is a limitation when using the historic percentages data, as the percentage of children with EHC plans attending a special school has decreased year on year since 2010, which could be a result of the number of places available not keeping up with demand rather than these children not requiring a special school place.

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Pupils with statements or EHCP maintained by the LA	Total pupils	1,087	1,115	1,163	1,198	1,224	1,245	1,278	1,403	1,559	1,729
	Number growth		28	48	35	26	21	33	125	156	170
	%age growth		2.58	4.3	3.01	2.17	1.72	2.65	9.78	11.12	10.9
Special School NOR		564	566	591	577	575	569	565	610	620	656
No. of pupils with EHCPs as a %age of Special School NOR		51.89	50.76	50.82	48.16	46.98	45.70	44.21	43.48	39.77	37.94

It is clear to see that, using even the minimum percentage data, the number of places in special schools across the city is not keeping up with demand and the pressure is set to increase as the population continues to grow. In fact, the minimum percentage data is lower than the current number of places in schools, and therefore this analysis requires refinement (below).

We have therefore undertaken an alternative forecasting methodology, looking at the growth in the number of plans maintained by the Local Authority, and aligning this to the average percentage of children with plans attending special schools nationally.

Requests for EHC need assessment:

In the calendar year 2016, 269 requests for EHC needs assessments were made to the LA, this increased in 2017 to 333 and was 323 in 2018. The city's conversion rate of assessments resulting in plans is lower than the national average (92% vs 95%), but this is a reflection on the lower rate of initial refusals to assess (11% vs 25%). The percentage of requests resulting in a plan is lower than the national average however is mid-range when compared to the 10 statistical neighbours.

Children and young people with a new EHCP- 2018

	Requests	Initially rejected		Number assessed	Assessments resulting in EHCP		%age requests resulting in EHCP	Assessments not resulting in EHCP	
		Number	%age		Number	%age		Number	%age
England	72,423	17,890	24.7	51,594	48,907	94.8	67.5%	2,687	5.2
Kingston upon Hull	323	34	10.5	291	269	92.4	83.3%	22	7.6
Stoke-on-Trent	360	67	18.6	265	264	99.6	73.3%	1	0.4
Middlesbrough	166	62	37.3	104	102	98.1	61.4%	2	1.9
Blackpool	163	0	0.0	143	143	100.0	87.7%	0	0.0
Hartlepool	111	28	25.2	97	97	100.0	87.4%	0	0.0
North East Lincolnshire	197	2	1.0	161	160	99.4	81.2%	1	0.6
Salford	444	83	18.7	346	335	96.8	75.5%	11	3.2
Plymouth	238	122	51.3	132	131	99.2	55.0%	1	0.8
South Tyneside	265	53	20.0	198	184	92.9	69.4%	14	7.1
Southampton	317	132	41.6	186	185	99.5	58.4%	1	0.5
Portsmouth	246	33	13.4	193	189	97.9	76.8%	4	2.1

Source: (SEN2 2019)

The table below shows the number of pupils with EHC plans maintained by the Local Authority over the last 10 years and the associated rates of growth.

		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019
Pupils with statements or EHCP maintained by the LA	Total pupils	1,087	1,115	1,163	1,198	1,224	1,245	1,278	1,403	1,559	1,729
	Number growth		28	48	35	26	21	33	125	156	170
	Percentage growth		2.58	4.3	3.01	2.17	1.72	2.65	9.78	11.12	10.90

If the average growth over the last 9 years (5.36%) is applied going forward, the projected number of plans is as follows:

		2020	2021	2022	2023	2024	2025
Pupils with statements or EHCP maintained by the LA	Total Pupils	1822	1919	2022	2131	2245	2365
	Number growth	93	98	103	108	114	120

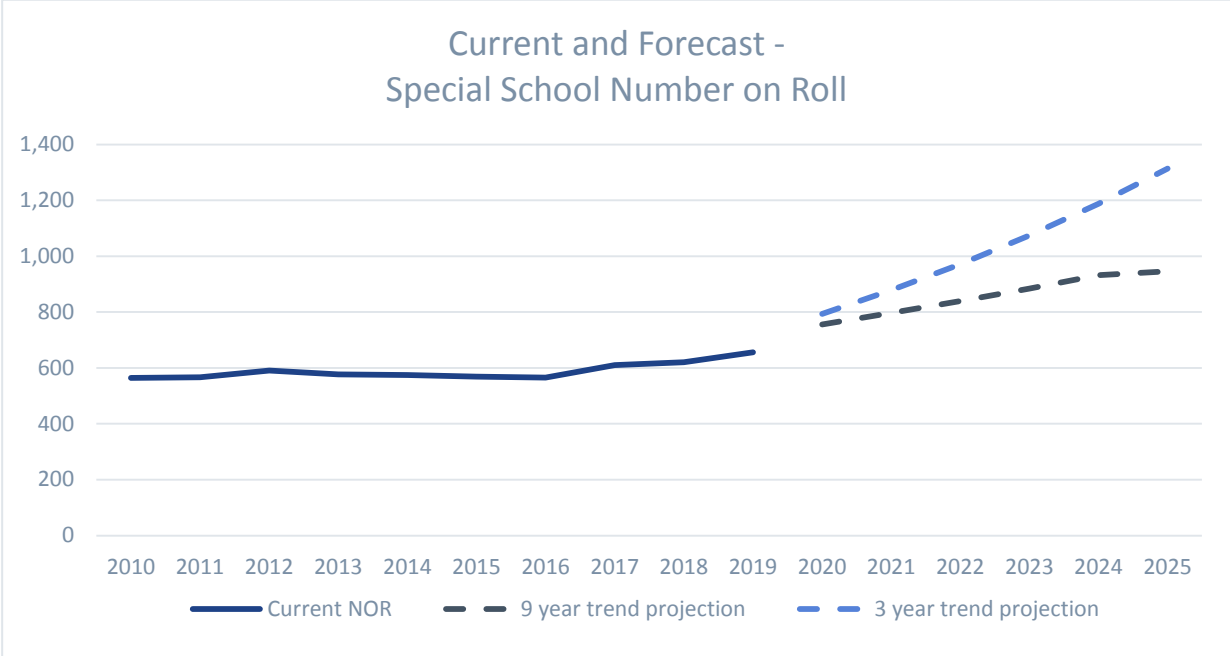
We recognise that the data above shows a much higher growth trend over the last 3 years (10.6% average), and therefore have also produced a worst-case forecast assuming this trend continues:

		2020	2021	2022	2023	2024	2025
Pupils with statements or EHCP maintained by the LA	Total Pupils	1912	2115	2339	2587	2861	3165
	Number growth	183	203	224	248	274	303

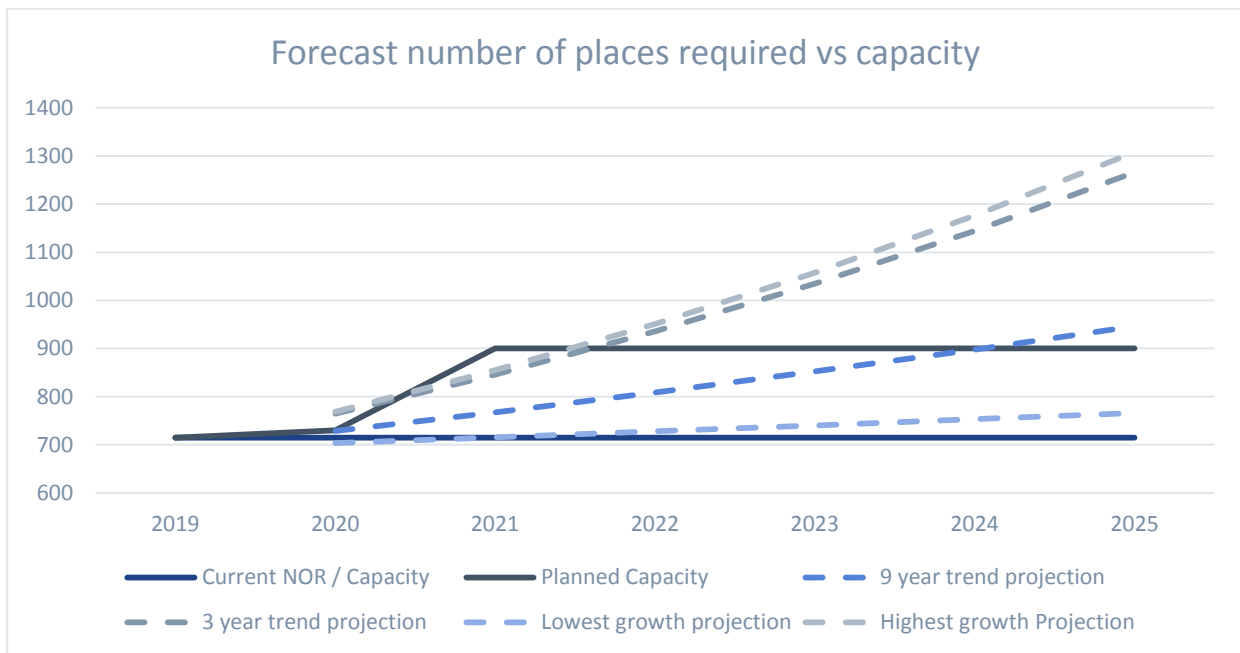
We have translated the above projections of pupils with EHC plans into projections of pupils requiring either a special school or resource base place, aligning our forecast to the adjusted national average that 41.5% of children with EHC plans attend Special Schools or dedicated Resource Provision. Applying these percentages to future EHC plan projections results in the following forecast place requirements:

			2020	2021	2022	2023	2024	2025
Special School Places Required	Using 9 year trends	Overall	756	797	839	884	932	946
		Additional places required	41	82	124	169	217	231
	Using 3 year trends	Overall	794	878	971	1074	1187	1313
		Additional places required	79	163	256	359	472	598

The graphs below show the range of special school places that may be required going forward, using the multiple projection methodologies. Hull has chosen to base the short to medium term sufficiency planning on the 9 year trend data and will provide places using a combination of additional special school and resource base places.



The final graph below compares the number of places that will be required as per the chosen 9-year trend forecast against the current and future planned capacity, as well as against the 3-year trend projections, and high/ low projections using the broadest range of growth of the last 9 years. The Local Authority will keep this strategy and data projections under review to allow sufficient time for further estate planning if the short-term trends continue.



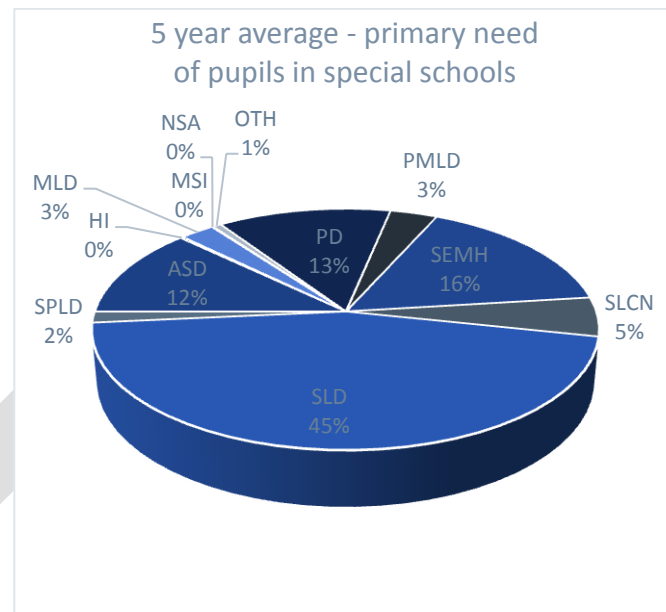
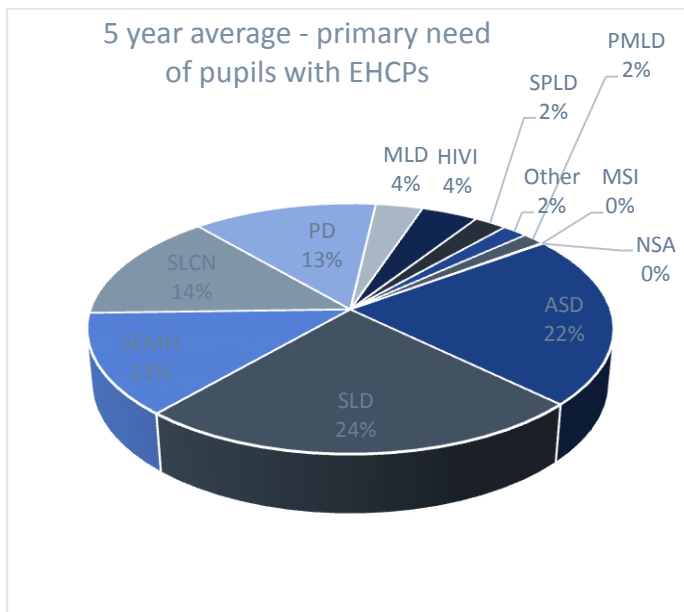
Note: Current capacity includes current NOR if greater than last assessed net capacity figure,

Needs based planning:

As well as the overall forecasting detailed above, we have undertaken a needs-based forecasting assessment to ensure that the right mix of places is provided. The table below shows the 5-year history of percentages of children with each primary need in both special schools and across all children with EHC plans.

	Special School - %						EHCPs - %					
	2015	2016	2017	2018	2019	Ave	2015	2016	2017	2018	2019	Ave
ASD	11	12	12	13	13	12	20	22	22	23	24	22
HIVI	0	0	0	0	0	0	5	5	4	4	3	4
MLD	4	2	3	2	2	3	4	3	3	3	3	3
MSI		0	0	0	0	0	0	0	0	0	0	0
NSA	0	0		0	0	0	1	0	0	0	0	0
Other	0	0	0	1	1	1	1	2	2	2	2	2
PD	14	14	13	13	11	13	14	14	14	12	11	13
PMLD	4	4	3	3	3	3	3	2	2	2	2	2
SEMH	16	14	15	1	19	16	11	11	13	14	15	13
SLCN	5	5	6	5	5	5	14	14	15	15	15	15
SLD	45	47	45	43	45	45	25	26	24	23	23	24
SPLD	1	1	2	2	1	1	2	2	2	2	2	2
Total	100	100	100	100	100	100	100	100	100	100	100	100

And in visual format, the 5 year average of this data is as follows:



Again a variety of methods of assessment have been used to forecast the number of pupils with each need requiring a special school place going forward.

The first analysis looked at the percentage of children with each primary need attending Hull's special schools and mapped the lowest, average and highest percentages against our total numbers forecast data shown above. As these percentages are blended from data over a 5 year period the overall total of places this forecasting generates is not the same as the forecast using the overall numbers. The forecasting that uses the average rates of growth most closely matches the overall number projected and is therefore shown below.

	Primary Type of need	2020	2021	2022	2023	2024	2025
Average percentage	SPLD	10	11	11	12	12	13
	MLD	21	22	23	24	25	27
	SLD	321	338	356	375	395	416
	PMLD	25	27	28	30	31	33
	SEMH	117	123	130	137	144	152
	SLCN	36	38	40	42	45	47
	HI	0	0	0	0	0	1
	VI	1	1	1	1	1	1
	MSI	0	0	0	0	0	0
	PD	91	96	101	106	112	118
	ASD	83	88	92	97	103	108
	OTH	4	4	4	4	5	5
	NSA	1	1	1	1	1	1
	Total		709	747	787	829	874

A secondary, more complex, methodology has been used to try and overcome any inherent bias in the above forecasting, namely that as the pressure for special school places has increased only those with the most severe needs have been allocated places.

This alternative methodology looked at the historic percentages of children with each need that (a) have an EHC plan and then (b) what percentage of children with that need have been allocated a special school place. It takes the average year on year percentage change for each need (to reflect current trends) and models this forwards to give an average percentage of EHC plans with each primary need (using the overall forecast number of plans data above).

Once the forecast number has EHC plans by need was established, then the average percentage of children with that need who have historically required a special school place was used to forecast how many pupils with each need would require a place at special provision by 2025.

Need	Forecast number of plans with this need	Forecast number of special school places required
ASD	677	183
HIVI	14	2
MLD	45	15
MSI	6	0
NSA	0	0
OTH	52	14
PD	180	87
PMLD	8	8
SEMH	473	292
SLCN	397	71
SLD	486	457
SPLD	49	18

The year by year forecast for specialist provision places is shown below: Year by year forecast is shown below.

	Forecast number of special schools places by primary needs					
	2020	2021	2022	2023	2024	2025
ASD	121	131	143	155	168	183
SLCN	9	10	11	12	13	14
HIVI	2	2	2	2	2	2
MLD	19	18	18	17	16	15
MSI	0	0	0	0	0	0
NSA	0	0	0	0	0	0
OTH	9	10	11	12	13	14
PD	90	88	86	92	90	87

PMLD	20	17	14	11	8	7
SEMH	180	189	212	239	269	292
SLD	50	54	58	62	66	71
SPLD	386	415	429	443	443	457

Because of the use of average data regarding the number of pupils with each primary need who require special school places, this analysis gives a total number of places required midway between the 3 and 9 year average numbers shown on page 27. The table below summarise the forecast range of specialist provision places required for each need, using both alternative methodologies detailed above.

Need	Low	High	Planned Capacity by 2025	Potential Gap
ASD & SLCN	155	254	208	-43
HIVI	1	2	24	
MLD	15	27	No designated school	
MSI	0	0	No designated school	
NSA	0	1	No designated school	
OTH	5	14	No designated school	
PD	87	118	83	-35
PMLD	8	33	No designated school	
SEMH	152	292	143* includes AP commissioned places	-149
SLD	416	457	462* not including any reduction in places at Ganton and Tweedykes	
SPLD	13	18	No designated school	

A further level of analysis has also been applied to the ASD and SEMH forecasting, as there are primary and secondary age provisions. The range of places required is as per the table above if the required primary/ secondary split is as follows:

Need	Primary		Secondary	
	Low	High	Low	High
ASD & SLCN	69	115	86	140
SEMH	53	102	99	190

7. The changing picture in Hull: estate / school premises analysis:

During the BSF programme, special schools were designed and built in accordance with the prevailing spatial standards (Building Bulletin 99) with some extra area allocation provided to promote future flexibility and projected growth. When the current estate is compared to the latest version of the spatial guidelines (Building Bulletin 104), it is noted that the growth in pupil numbers has already absorbed much of this additional capacity. Some schools are already accommodating more pupils than the spatial guidelines suggest they should and have converted staff, storage and/or learning resource spaces into teaching spaces to deal with the increased numbers. This is not sustainable in the long term and is affecting the range of learning opportunities that can be offered to the pupils.

This is demonstrated in the below spatial analysis of Ganton Primary School, actual areas vs BB104 recommended areas for current NOR of 65 pupils.

	Actual	BB104 Min (ambulant)	BB104 Min (non-ambulant)
Basic teaching	538	423	488
Large spaces	154	139	152
Learning resource	162	86	198
Staff & admin	73	142	142
Storage	98	114	114
Net Sub Total (inc. float)	1,025	904	1,356

Beyond these overall capacity issues, some special schools are also challenged with premises which are not suitable to meet the needs of the current cohort of pupils. It should be noted that not all schools included in the BSF programme were 100% new build projects, some schools (both special and mainstream) were remodel or refurbishment projects. The scope of these projects was to bring the facilities up to modern standards as far as possible, but some problems associated with ageing buildings remain – such as limited opportunities for remodelling and thermal inefficiencies.

8. Travel and Transport Analysis:

As described above, the BSF strategy for the school estate was to replicate a range of provision in the east and west of the city to try to ensure all pupils had access to good quality local provision. This was predominantly achieved with the mainstream provision, but less so with the special school estate, owing to the bespoke nature of these facilities.

An analysis of pupil's home addresses has been undertaken and demonstrates the SLD schools are not operating as intended geographically. Because these schools are admitting over capacity, and for a broader designation of needs, there is a significant percentage of children not accessing their closest SLD School, as can be seen from the map on page 30 below.

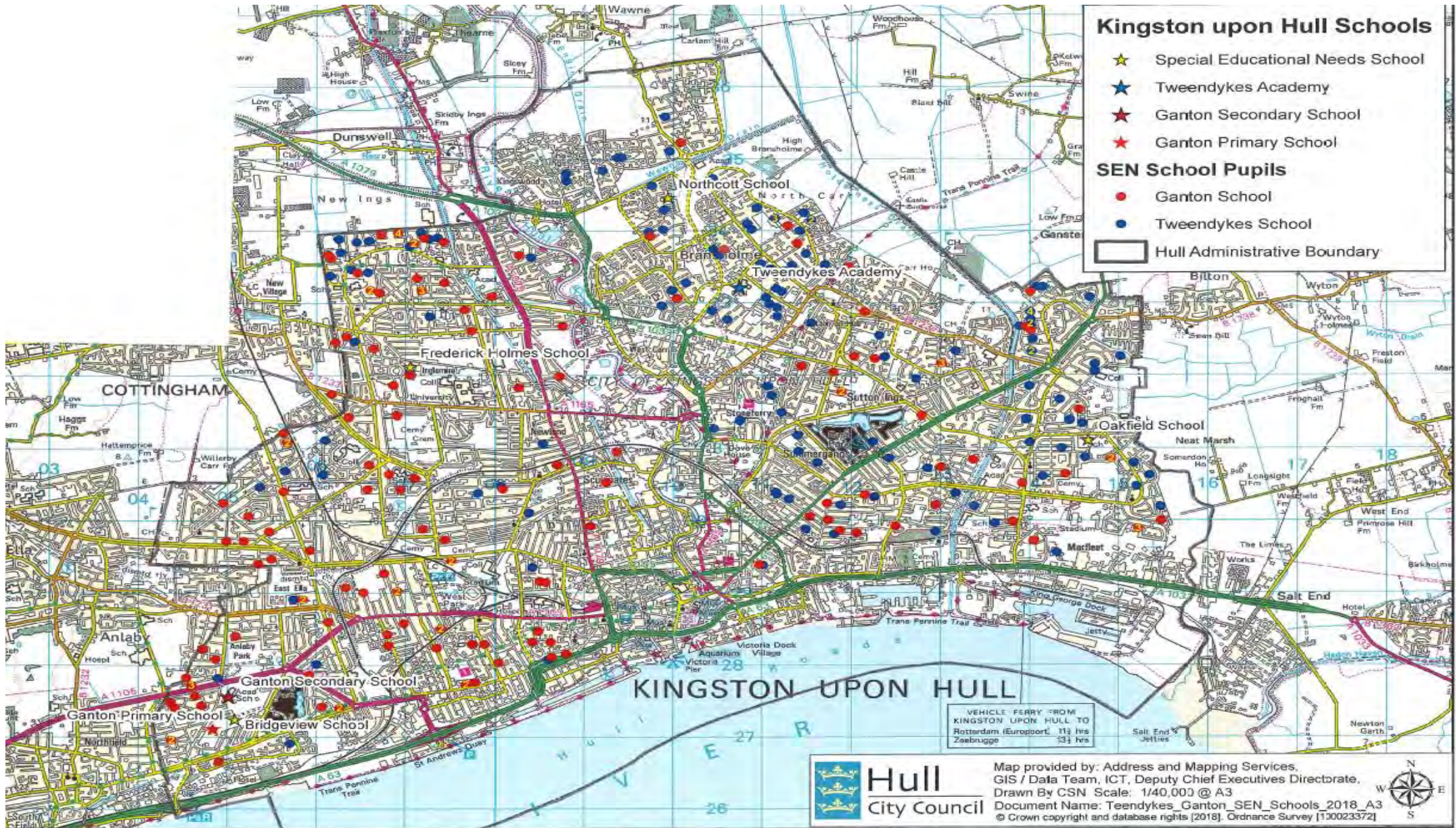
The impact of travel distance on pupils and families cannot be underestimated, with reduced school performance, challenging behaviour, increased levels of fatigue and poor engagement possible where pupils are subject to excessive travel times.

The table below shows the distances travelled by pupils who have an EHC plan:

Distance	Special schools		PRUs		Other	
	%age	number	%age	number	%age	number
Less than 1 mile	12%	66	9%	5	40%	284
Between 1 mile and less than 2	16%	91	20%	11	27%	189
Between 2 miles and less than 3	17%	93	9%	5	10%	73
Between 3 miles and less than 5	31%	173	25%	14	105	74
Over 5 miles	25%	139	38%	21		
Between 5 miles and less than 9					6%	45
Between 9 miles and less than 15					5%	34
Over 15 miles					1%	8

The average home to school journey time is below.

Average journey time home to school	Special Schools	PRUs	Other
	40 mins	30 mins	40 mins



The map below shows the home postcode of pupils with an EHC plan, and will be used in further analysis to help determine appropriate locations for any new provision:



Impact of cross border movement:

Geographically Kingston upon Hull is unique, only sharing a border with one neighbouring Local Authority, the East Riding of Yorkshire Council. Despite this, the city is a net importer of pupils attending its special schools. This net difference equates to 43 pupils (7.3%) accessing special schools within Hull who do not live within the LA. This has risen from a difference of 28 pupils (5.3%) in 2016 and is increasing the pressure on provision. If the number of places within the city is not increased it may be that in the future these pupils will not be able to be accommodated within the Hull estate, or that the Local Authority could become a net exporter of pupils and need to commission more out of area places for its own pupils.

There are also a small number (25 as of July 2018) of pupils with EHC plans placed in independent provision outside of Hull. Ten of these pupils were looked after children and their social care needs have to be met outside of Hull, one placement is jointly commissioned and 14 are educational day placements (13 of these pupils are placed nearby in East Riding or North Lincolnshire). The majority of the pupils had previously attended Hull special schools. In addition, there were five independent specialist college placements.

The lack of capacity at present is impacting on the ability of the special schools to meet the needs of the most complex children who need greater amounts of space, thus leading to the potential for an increase in pupils in independent provision and associated increased costs if this is not addressed.

9. Financial analysis:

Capital funding:

The Government has committed additional capital funding from April 2018 through the special provision fund allocations to help Local Authorities create new school places and improve existing facilities for children and young people with SEND. Hull has received £1,187,382 in total over three years to end March 2021 which has been used, alongside other capital funding, for building work and equipment to accommodate additional pupils at Northcott Special School, Ganton and Tweendykes Academies and establish resource provision at Bricknell and Spring Cottage Primary Academies.

Revenue Funding to Support Pupils with SEND:

The High Needs Block of the Dedicated Schools Grant is provided to primarily fund support to pupils with SEN (both at SEN Support level and for pupils with an EHC plan) in early years settings, schools and academies, (including special schools) and Post-16 provision and for Alternative Provision for vulnerable pupils. Hull received £28.5 million in the 2018/19 financial year; however, expenditure was £29.3 million leading to an in-year shortfall of £0.8 million. There was a cumulative deficit brought forward of £2 million.

The National Funding Formula (NFF) for High Needs was introduced in 2018/19, the formula is made up of proxy factors for population, health, attainment and deprivation, however 50% is still based on historic spend. Hull gains funding under the NFF and under full implementation will gain over £3 million. Gains are capped at 3% per year however and Hull will not receive full NFF funding until 2020/21. It should be recognised as 50% of the NFF is based on historic funding; the previous underfunding for the authority is built in indefinitely.

High Needs Block Illustrative Funding

	2017-18 Baseline	2018-19 NFF Year 1	**2019-20 NFF Year 2	**Full NFF
Total Funding	£27,369k	£28,473k	£29,618k	£30,513k

*** Illustrative figures based on October 2017 data.*

Comparison with Statistical Neighbours and England as a whole confirms the underfunding for the Authority. It can also be demonstrated there is underfunding across the Yorkshire and Humberside Region.

Comparison of National Funding Formula – High Needs Funding

Dedicated schools grant: 2018-19 high needs block allocations	Actual 2018-19 high needs NFF allocations, excluding basic entitlement factor and import/export adjustments (£millions)	Mid-2018 age 2-18 ONS population projection	High Needs Block / 2-18 Population (£)
	A	B	A / B
Kingston upon Hull, City of	25.805	52,039	496
Statistical Neighbours			
<i>Average</i>	<i>20.010</i>	<i>37,842</i>	<i>534</i>
Yorkshire and Humberside Authorities			
<i>Average</i>	<i>32.408</i>	<i>77,398</i>	<i>421</i>
<i>Average All England</i>	<i>36.859</i>	<i>74,619</i>	<i>514</i>

The table below provides a breakdown of expenditure from the High Needs budget and also demonstrates that although funding will increase to 2020/21, due to increased demand for places, the deficit on the High Needs budget will remain.

The 2018/19 High Needs Block includes £862k (0.5%) transferred from the DSG Schools Block funding, this is allowed if agreed by schools under current regulations. There is no long-term guarantee however that this will continue to be allowed or that schools will continue to support the transfer leading to a further significant pressure on the budget. It can be seen that the current level of spend is not sustainable and expenditure is being reviewed; however, the main pressure on the High Needs Block is attributable to increased demand on services due to increased population.

Hull High Needs Block

	Outturn 2017-2018 £'000's	Budget 2018-2019 £'000's	Estimated Budget 2019-2020 £'000's
Income			
DSG Funding	27,010	28,473	29,618
DfE deductions (Post 16 & Hospital Education)	-596	-612	-612
Transfer from Schools Block	344	862	874
DSG High Needs Funding	£26,758	£28,723	£29,880

Expenditure			
Top Up and Place Funding			
Special Schools	13,528	14,346	15,695
Alternative Provision	4,410	4,218	4,034
Mainstream	3,696	3,725	3,834
Top Up non-maintained and Independent Schools and Colleges	2,788	2,650	2,650
SEN support and inclusion services	4,410	4,501	4,501
Other			
Total Expenditure	£28,832	£29,440	£30,714
In Year Deficit	£2,074	£717	£834
Carry forward from previous year:	-31	2,043	2,760
Cumulative Shortfall	£2,043	£2,760	£3,594

Nationally, most LA's are reporting a deficit balance on their High Needs Block. Below expenditure is benchmarked with regional neighbours, statistical neighbours and all England. This demonstrates that when compared to statistical neighbours Hull spends less on Independent Provision as there are more pupils in specialist provision in the city.

High Needs Benchmarking

Comparison of Section 251 budget data 2018-2019	<i>Calculated Per Head of 2-18 population</i>				
	Top and Place Funding for Schools and academies			Top Up non-maintained & independent schools & colleges (£)	SEN support and inclusion services (£)
	<i>Mainstream (£)</i>	<i>Special schools (£)</i>	<i>PRUs and AP academies (£)</i>		
Kingston Upon Hull	62	259	90	53	72
Statistical Neighbours					
<i>Average</i>	<i>70</i>	<i>256</i>	<i>61</i>	<i>109</i>	<i>52</i>
Yorkshire and Humberside Authorities					
<i>Average</i>	<i>76</i>	<i>172</i>	<i>62</i>	<i>70</i>	<i>64</i>
Average All England	<i>107</i>	<i>221</i>	<i>54</i>	<i>99</i>	<i>54</i>

10. Stakeholder perspectives:

In autumn 2015, consultation took place with parents and carers of children and young people with SEND in Hull to inform the SEND Strategy 2016 to 2020. Parents who had a child at a special school at this time expressed how much they valued the provision; they liked the fact that the classes were small, there were specialist teachers, a good ratio of teaching assistants and that information was provided to them. Positive experiences were also reported in respect of SENCO support for pupils in mainstream schools. In addition, consultation took place with front-line practitioners who reported particularly that there was not enough provision and support for high functioning ASD pupils.

Further consultation was undertaken in spring 2018 and 2019 to aid planning for the use of the special provision fund allocation and to address the immediate capacity issues for September 2018. This included consultation about the proposal to create additional new places in the Tweendykes Academy SLD satellite provision, this was supported but issues were raised about whether a new special school was required in the city. Similarly, feedback was sought on the proposals to establish an ASD integrated resourced base at Bricknell Primary Academy in September 2018 and Spring Cottage Primary Academy in September 2019. This feedback gave an overwhelmingly positive response.

- *“Fantastic opportunity for children with ASD”*
- *“Great idea to help those that need extra care but to keep them within a school community”*
- *“Really good thing for all the kids to understand that all are different and everybody needs support”*

Spring Cottage Resource Base Consultation, March 2019

The parents of the children placed at the new Tweendykes Academy SLD satellite provision and ASD integrated resourced base at Bricknell Primary Academy were asked in November 2018 about how their children had settled into the new provision

- *“C has really surprised us, he has settled in very well”*
- *“I feel T has settled in great into the new provision. He has improved massively in his work since coming here.”*
- *“K seems calmer, no more outbursts. His speech is coming along nicely. His overall attitude to learning is great.”*

Feedback from parents about the Tweendykes Academy SLD satellite provision and Bricknell Primary Academy ASD integrated resourced base, November 2018

In October 2018, Hull City Council submitted a successful application to establish a new SLD free school in the city. In order to inform this application, meetings were held with the Parents' Forum, parents of pupils at Tweendykes and Ganton Academies and an online survey was undertaken by the Parents Forum.

- *"This would be fantastic...spaces are so limited now and another school would make a huge difference"*
- *"Another school like Ganton or Tweendykes will be amazing"*
- *"This would be amazing, my son is managing in mainstream now but I am worried about how he will manage at secondary"*

Parents from the Parents Forum, October 2018

In total, 128 parents responded (38 in person and 90 online), all of whom agreed with the proposal to apply to set up a new free school. Issues were raised however about the need to also address provision for pupils with ASD and SEMH.

Following the approval of the Free School application in March 2019, consultation was undertaken with parents and young people to inform the potential provider submissions. The parents and young people were asked what they would like to see in the new special Free School in relation to teaching and learning, the environment and culture and ethos. Below are some examples of what they said:

Teaching and Learning:

- *"Personalised learning - An adapted way of learning to meet individual needs"*
- *"Teach life skills"*
- *"Equipment and technology – pupils to have access to the latest equipment, technology and different communication aids"*

Environment:

- *"All on one level or lifts/escalator, Ramps, wide corridors and automatic doors"*
- *"Environmentally Friendly, Colourful and sensory"*
- *"Breakout spaces for soft play and clinic space but not like doctors rooms"*
- *"Independent living space"*

Culture and Ethos:

- *"Community open days, activities joined with communities"*
- *"Family orientated, inclusive for all families and an open door for parents"*
- *"Mental Health/Pastoral support for children and staff and therapies"*
- *"Non-judgmental, accepting, welcoming, friendly but professional"*

11. Strategic Overview:

Hull City Council and its partners are committed to ensuring the best possible outcomes for children and young people who have SEND. Our vision is for the right provision, at the right time and in the right place, so that the children and young people can achieve well in their early years, in school and at college, and participate in and contribute to the local community in which they live.

The Hull SEND Strategy 2016 to 2020 contains a priority to improve the quality and sufficiency of SEND education provision and services by:

- a) Supporting mainstream schools and settings to develop their SEND provision, and
- b) Ensuring sufficiency of places in high quality specialist provision across a continuum of needs.

The strategy is underpinned by a more detailed SEND Improvement Plan and the SEND Accountability Forum (SAF) oversees delivery of this plan.

In the strategy it is recognised that although mainstream schools and settings have gained experience and expertise in meeting a wider range of needs and many offer a high standard of support to children with SEND, there is variation in what is offered across the city. The CQC/Ofsted SEND Inspection of October 2017 confirmed this and added there was a lack of specialist knowledge and understanding of needs in some schools and settings (for example in identifying social, emotional and mental health needs in primary schools) and that staff do not always have the knowledge and skills to provide an effective and graduated response.

In respect of specialist provision, the SEND Strategy identifies there is a wide range of state funded special school provision in Hull and that only a very small number of pupils are placed in independent provision, but that resource provision is only available to those with a hearing impairment. It states that Hull is committed to providing a range of specialist education provision across a continuum of needs within the local community.

Since the introduction of the Children and Families Act (2014) and the SEND Code of Practice (2015) and following national trends, Hull has seen a recent increase in the number of pupils identified with SEND and increasing numbers seeking a place at a special school. Many of the special schools now have significant capacity pressures and are teaching more pupils than their buildings were designed to accommodate.

12. The case for change:

The SEND Strategy 2016 to 2020 has in it an action to review the numbers, age profile and needs of children and young people with SEND to meet future demand. This review has identified that the demand for special school places is predicted to rise in line with the increase in pupils in the school age population in general as well as changes in need. The city is experiencing a disproportionate rise in the number of pupils with an EHC plan compared with the overall rate of population increase.

Although Hull has a wide range of special school provision, the data outlined in section 4 above demonstrates the current special school provision in Hull is over capacity, and that supply is acting as a self-limiting factor of the demand for places. This is resulting in pupils being placed in special schools that do not best suit their needs, a loss of key facilities and other children remaining in mainstream schools when their needs will be best met in specialist provision.

This is particularly the case for Northcott School which supports pupils aged 5 to 17 with SLCN and/or ASD and Ganton and Tweendykes Academies which are parallel schools for children with SLD and PMLD. The two schools that cater for pupils primarily with SEMH needs (Bridgeview and Oakfield) are also experiencing a rise in demand, as yet without the same effect on accommodation, however this rise also needs to be addressed. There are also a significant percentage of children with SLD not accessing their closest school.

In respect of sensory impairment, the need for specialist provision is not increasing. The resource bases for pupils who have severe or profound hearing impairments/deafness at Christopher Pickering Primary Academy and Sirius West Secondary Academy were reviewed in 2015/16 as demand for places in the bases from Hull and neighbouring LAs had declined significantly as advances in hearing aid technology enabled more pupils to be successfully supported in their local schools. Numbers for the bases were reduced from 40 to 12. For visual impairment, Kelvin Hall Secondary Academy in the west and Malet Lambert Secondary Academy in the east have developed additional expertise in this area.

A specialist school system is needed therefore which is sustainable and can meet the current and future needs of pupils and their families, recognising that needs are becoming more complex and special school places are at a premium. In addition, young people with SEND need to be appropriately supported into adulthood, to be able to live healthy and fulfilled lives and reach their potential whatever their level of need.

Five key areas of development have been identified: Severe Learning Difficulties (SLD), Autism (ASD), Social, Emotional and Mental Health (SEMH), Early Years and Post 16.

Our future direction:

This SEND Sufficiency Strategy will enable young people with SEND in Hull to access a range of settings which provide excellent education, health care and support interventions and will provide the foundations for education for all - where children and young people are included in the most appropriate setting to meet their needs.

To achieve this ambition, we will:

- Provide a local education system in which parents can have confidence that their child's education, health and care needs can be met;
- Ensure we have a sufficient supply of places for pupils with SEND;
- Support pupils to access the school or setting nearest their home thereby reducing travel time, cost, impact on the environment, improving behaviour, promoting independence and ensuring pupils are placed nearer to the communities in which they live;
- Create formal resource bases which will enable pupils with SEND to access a range of mainstream curriculum and experiences whilst also receiving the specialist teaching they need;
- Increase opportunities for pupils with SEND to transition to a mainstream setting, if this is identified as most appropriate and beneficial;
- Create and enhance relationships between special and mainstream schools so pupils with SEND can remain in mainstream schooling if appropriate;
- Continue to work with healthcare partners to enhance health interventions across specialist provision so all schools can meet the health and therapeutic needs of the pupils in their communities;
- Improve opportunities for special and mainstream teaching staff to share best practice, skills and knowledge;
- Support the transition to adulthood by developing the partnership with local further education providers including sharing of expertise and services between school and college sectors and working to promote the employment of young people with SEND, including access to supported employment and job coaching.

Whilst local and national data indicates that the number of school places to support pupils with SEND needs to be increased, we must also consider how mainstream schools can be as accessible as possible so that the right support and access to additional services can be achieved. This will meet the DfE High Needs Strategic Review requirements of collective responsibility and joint accountability, whilst helping to achieve greater access to a wider curriculum for pupils with SEND. It will also contribute to the priority of improving the transition to adulthood.

By working in collaboration with Hull's special schools, Hull's Parents' Forum, children and young people and all other interested parties, this strategy will ensure that all pupils and their families can access an education system which will support them to achieve their full potential.

Our special school Head Teachers and Hull's Parents' Forum have formally committed to this strategic vision as it can only be achieved if there is real cohesion and collaboration across all organisations involved in the strategy.

"In 2011 we opened the first of our new special schools in our city, and over the next three years opened another two schools - these are absolutely fantastic buildings which have enabled us to deliver outstanding education. As heads we tried to future-proof our schools and planned in expansion opportunities, and additional learning spaces. In 2018 our schools are now massively oversubscribed and what were fantastic resources are now creaking with the pressures of additional numbers. We are so proud of our schools but are fearful that our high educational standards and provision will not continue without significantly more capacity. The opportunity to implement this strategy will ensure that the city provision continues to be at the highest standard. It will enable children to be placed in specialist provision at the time they need to, and in the part of the city that they live"

Berni Moorcroft, Headteacher - Tweendykes Special School.

13. Proposed delivery model for young people with SEND in Hull:

At the heart of this strategy is the aspiration to enhance the lives of pupils with SEND and their families by improving their educational and wider outcomes.

We are committed to enabling children and young people with SEND to be included in mainstream schools and settings where this is the parent or young persons' preference. Mainstream schools and settings have gained in experience and expertise in meeting a wider range of needs in recent years and many offer a very high standard of support to children with SEND. In order to continue to support mainstream schools and settings to develop their SEND provision and provide the best possible experience to children with SEND we are:

- Developing a comprehensive SEND training pathway in partnership with the Multi Academy Trusts (MATs) and Teaching Schools;
- Ensuring there is a full range of outreach support services available to schools and settings which are effectively commissioned and reviewed to enable an effective graduated response;
- Developing a transparent additional funding formula for schools with high levels of pupils with SEND;
- Conducting an audit to identify the reasons for exclusion of children and young people with SEND;
- Revising the request for assessment documentation and process to support a more effective graduated response;
- Arranging city-wide Special Educational Needs Co-ordinators (SENCo) forum meetings to share information and good practice alongside new to SENCo induction events and an annual SENCo conference;

We are also committed to providing a range of specialist education provision across a continuum of needs within the local community which can meet the current and future needs of pupils and their families. The strategy therefore will seek to create additional school places through extending present provision where possible and developing new provision to ensure the needs of children and young people with SEND can be met in specialist provision close to their home.

There is collaboration in place at present between special and mainstream schools and this strategy proposes to promote this further through developing more resourced provision on mainstream school sites which has the advantages for children with EHC plans of being integrated into a mainstream school and accessing elements of the mainstream curriculum whilst continuing to receive the specialist teaching they require.

Children attending this provision should be children for whom the alternative would be special school rather than mainstream school.

Additionally, outreach support will be provided from resource bases and special schools on a locality basis to support partnership working, the identification of pupils needing specialist provision and reintegration where possible. This approach will also support workforce development, with specialist staff sharing skills and knowledge with their mainstream colleagues, enhancing the mainstream skill set.

The city will operate a multi-disciplinary, collaborative Allocation Panels responsible for helping to ensure every pupil assessed as needing one will have access to specialist provision as close as possible to their home and which can meet their needs.

The LA recognises that implementing this strategy will impact on Health commissioning arrangements; Health partners are fully committed to its delivery.

Severe Learning Difficulties:

The number on roll at Tweendykes and Ganton SLD Special Academies has increased from 227 in 2010 to 330 in 2018. These schools have been adapted and extended to create extra space but are still teaching more pupils than the buildings were designed to accommodate, resulting in a loss of key facilities and other pupils remaining in mainstream schools when their needs will be best met in specialist provision.

In January 2018, there were 37 pupils with Severe Learning Difficulties whose parents had requested a place at the two Academies for September 2018, who were assessed as being appropriate but could not be allocated a place due to capacity. In order to meet these needs, a small number of additional places were identified at Ganton Academy and Frederick Holmes School (who extended their remit to take pupils with SLD but who do not have a Profound Learning and Multiple Need). In addition, Tweendykes Academy established a satellite resource provision on the same site as the nearby Dorchester Primary School which opened with 8 pupils at the beginning of the autumn term 2018 and will take 18 pupils from September 2019. Projections indicate that at least an additional 89 pupils will require a place at a special school with an SLD designation by 2025.

Due to the 'Free School presumption' any new schools have to be sponsored Free Schools; this involves an application to the DfE, and, if the application is successful, the school will be provided by a Multi Academy Trust.

An application was submitted in October 2018 for a 125 place SLD free school for pupils aged 4 to 19 to address the present and future need for SLD places and also

manage the additional numbers that have been placed at Ganton and Tweendykes Academies. In order to support CYP with SEND to participate in and contribute to their local community, it is planned that the Free School will be situated in the central part of the city as Ganton Academy is in the West and Tweendykes Academy is in the east. Having an all age SLD school in three areas will enable children to be able to access the school nearest to their home. Outreach support will be provided from a partnership between the three SLD schools to mainstream schools in each locality to support locality-based partnership working and the appropriate identification of pupils needing specialist provision.

In March 2019, it was announced that Hull has been successful in its application to open a new SEND free school. The successful proposer group will be announced in early 2020, with the school then entering the pre-opening phase and a date for it to become operational announced, ideally September 2021. Plans will be progressed during 2019 and 2020 to address the demand in the shorter term.

Autism and Speech, Language and Communication Needs:

In January 2018, there were 53 pupils with Speech Language and Communication Needs (SLCN) and/or ASD whose parents had requested a place at Northcott Special School for September 2018, who were assessed as being appropriate for a special school but could not be allocated a place due to capacity. Northcott School were able to accommodate a further 13 pupils with adaptations. In January 2019, 150 requests were received for special school places for September 2019 for pupils with SLCN/ASD and SLD. Of these requests 99 were for pupils with SLCN/ASD, with 31 being identified as having a high level of need. Projections are that between 18 and 117 additional pupils will require a place at a specialist provision with an ASD/SLCN designation by 2025.

A number of mainstream primary schools have previously expressed an interest in developing city-wide integrated resourced provision and, as the data in section 4 indicates, Hull has a smaller reported percentage of pupils accessing places in mainstream resource provision than other LA's. The plan to meet the increasing need for specialist provision for pupils with SLCN and /or ASD is to develop integrated resourced provision in both primary and secondary schools across the city. Bricknell Primary Academy (in the west of the city) established a 10 place provision for more able primary aged pupils with ASD/SLCN from September 2018, Spring Cottage Primary Academy (in the east of the city) are establishing a 10 place provision from September 2019, and Kelvin Hall Secondary Academy, (in the west and located close to Bricknell Primary School), is developing a 10 to 15 place provision to open in September 2020 as part of a new-build project. On a temporary basis for one year, pending the opening of the resource base at Kelvin Hall, Northcott School have established an eight-place satellite base at the nearby Compass Academy

Support is in place for the resource bases from Northcott School and the City Educational Psychology service. In respect of speech and language support, an integrated model from Northcott School and Health partners is in development. It is planned that further resource bases will be established, three Primary and a further Secondary, in the 2019/20 and 2020/21 academic years.

Social, Emotional and Mental Health:

Bridgeview Primary SEMH Special Academy is collocated on the same site as the Whitehouse Primary PRU in the West of the city. Euler Free School, a new 5-11 Alternative Provision Academy catering for 56 children with Social and Mental Health issues, is due to open in the east of the city in 2020 or 2021. Further discussions will take place therefore with the Academy chain running these schools about how the increase in demand for primary SEMH special school places can be accommodated within this provision.

Oakfield, the secondary SEMH School with residential provision attached, is predicted to reach the NOR of 80 in the 2019/20 academic year and there is capacity to increase numbers further within the present site. Other options to consider include a second secondary SEMH school in the west of the city, use of Alternative Provision (as increasingly places for this cohort are being purchased from Alternative Providers), and SEMH resource provision.

Our forecasts are that between 29 and 169 additional pupils with SEMH will require a place at specialist provision by 2025. This projected range is wide because of the short term spike in pupils with this need requiring specialist places, and the larger figure above reflects this trend continuing over the next 6 year period. Planning for sufficiency of places for the SEMH cohort will be closely monitored and considered further alongside the development of an Inclusion Strategy and the Review of Alternative Provision which is to take place during late 2019.

The majority of looked after pupils with EHC plans who, in order to meet their social care needs, are placed outside of Hull have SEMH, planning for this group will need to be considered alongside planning for sufficiency of places for looked after children.

Early Years:

In response to the increased levels of need in PVI settings, it is proposed that an enhanced setting is established in each of the three main localities of Hull, east, north and west. Through analysis of data, the first setting has been identified in the north and will be established as a pilot scheme from summer 2019. The Area SENCO will work with the setting to create the provision and the space which, as well as

supporting higher numbers of children with additional needs, will also offer training and peer to peer support.

Post-16:

It is anticipated that the three SLD schools, in partnership with local colleges and other providers, will each develop a creative post-16 offer. In addition, the post-16 area of development will consider how the needs of the 'vulnerable but more able' group of young people can be better met through further development of the Pathway Plus Project, including the transfer of management to Northcott School, partnerships with local further education providers and working to promote the employment of young people with SEND especially via a wider range of supported internships and other employer based schemes. There is a need to ensure person centred transition planning takes place, especially from Year 9, and appropriate support is given to young people in order to access the most appropriate pathway and provision post 16.

The proposed deliver model is summarised in the table below (for designation definition please see the glossary).

Special Schools			
School	Designation	Age Range	Proposed Changes
Bridgeview	SEMH	5-12	No initial change to age range or designation change. Potential increase in NOR
Frederick Holmes	PMLD/PD	2-19	No change proposed
Ganton	SLD	2-19	No change to age range or designation. Reduction in NOR to respond to capacity issues
Northcott	SLCN	5-16	No change to designation. Transfer of management of Pathway Plus from September 2019
Oakfield	SEMH	10-16	No initial change to age range or designation. Potential increase in NOR
Tweedykes	SLD	3-19	No change to age range or designation. Reduction in NOR to respond to capacity issues
New free School	SLD	4-19	Built to address overcrowding at Tweedykes and Ganton

Resource Bases

School	Current Designation	Current Age Range	Proposed Changes
Bricknell Primary School (West)	ASD/SLCN	5-11	No Change
Spring Cottage Primary School (east)	ASD/SLCN	5-11	10 place resource base from September 2019
Three Primary Schools (central or east)	ASD/SLCN	5-11	3 x 10 place resource base during the 2019/20 and 2020/21 academic years
Kelvin Hall Secondary School	ASD/SLCN	11-16	10 to 15 place resource base from September 2020
Secondary School (east)	ASD/SLCN	11-16	10 to 15 place resource base during the 2019/20 or 2020/21 academic years
Christopher Pickering Primary School	HI	5-11	No change
Sirius West Secondary School	HI	11-19	No change

PRU Provision

School	Current Designation	Current Age Range	Proposed Changes
Compass Academy		11-14	No initial change
Rise		11-16	No initial change
Whitehouse		5-11	No initial change
Aspire		11-16	No initial change
Euler		5-11	New provision from 2020

14. Anticipated impacts of proposed strategy:

This SEND Sufficiency Strategy seeks to make significant changes to existing special school provision. It envisages the creation of an integrated system where pupils can attend their nearest school wherever possible, have access to a curriculum which is appropriate for their learning needs and is delivered and supported by specialist staff and enables their transition at key stages of their education and into adulthood.

Hull will have successfully implemented this aspirational vision for SEND when:

(a) Pupils with SEND:

- can attend a specialist provision close to home which has the buildings, resources, capacity and staff skilled to meet their needs;
- have access to the same academic and social opportunities as their mainstream peers, in a setting which best suits their needs and preference;
- feel they belong in their local communities and their contribution is recognised and valued;
- achieve their aspirations and lead fulling lives as adults.

(b) Families of children and young people with SEND will:

- Feel assured that their local specialist provision has the space, facilities and skilled staff to enable their child to fulfil their potential;
- Benefit from the development of specialist communities in their localities, where services and interventions are focused around the specialist provision and access is easier and equitable;
- Experience enhanced family time as children travel shorter distances to school, leaving them less tired and stressed from the daily journey.

(c) Special schools will:

- Have significantly improved premises and facilities to meet the individual needs of all pupils in their locality;
- Work in collaboration with all schools in their localities and across the city to ensure all pupils with SEND receive an integrated, high quality education which is aspirational and meets their needs;
- Provide support to their locality mainstream colleagues so all staff are confident they can meet the needs of pupils with SEND.

(d) The Local Authority will:

- Have completed all building works so there are the premises, resources and capacity to meet the needs of SEND pupils in the city;
- Have implemented an education system which is easier for parent/carers to access and has placed the needs of pupils with SEND and their families at the heart of all provision.

15. Implementation, Monitoring and Review:

This strategy is underpinned by a detailed work plan that will outline the actions to be taken to deliver the anticipated impact of the strategy. It will be updated at least six monthly and monitored by the SEND Accountability Forum, SEND Strategic Board and the School Place Planning Board.

This Strategy will be reviewed and refreshed on an annual basis. The first review will be due in Autumn 2020.

Progress in implementing the SEND Sufficiency Strategy will be communicated to key partners via their representatives on the SEND Accountability Forum, SEND Strategic Board and the School Place Planning Board, through newsletters/bulletins and at an annual SEND Strategic multi agency event.

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