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| <b>Subject:</b>          | <b>Re-organisation of Special Educational provision in the City - Progress Report</b> |   |  |
| <b>Date of Meeting:</b>  | <b>12 November 2018</b>   |   |  |
| <b>Report of:</b>        | <b>Executive Director for Families, Children &amp; Learning</b>                       |   |  |
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| <b>Ward(s) affected:</b> | <b>(All Wards);</b>   |   |  |

**FOR GENERAL RELEASE****1. PURPOSE OF REPORT AND POLICY CONTEXT**

- 1.1 The purpose of the report is to set out progress in the first stage of implementation of the new special schools hubs in the city and to identify next steps.
- 1.2 All three new hubs opened in line with the agreed schedule on 1 September 2018. The scheduled date for completion of the all phases of implementation of the vision for the specialist hubs is the end of July 2020 and currently plans are on track to meet that deadline.

**2. RECOMMENDATIONS:**

- 2.1 That the Committee notes the report.

**3. CONTEXT/ BACKGROUND INFORMATION**

- 3.1 In 2014, the Local Authority carried out a wide-ranging review of special educational provision.
- 3.2 A vision for a consolidated future model of provision was co-produced with families and a wide range of partners.
- 3.3 Extensive formal and informal consultation took place between 2014 and 2017 on a range of proposed changes, intended to:
  - Preserve the number of specialist places overall
  - Build on existing outstanding provision to ensure all children in specialist provision receive an outstanding education
  - Provide improved support to families so that they can withstand the pressures of having one or more disabled children in order to keep families together, prevent children coming into care and prevent the need for expensive out of city residential schooling

- Consolidate the existing six special schools and two PRUs into three specialist hubs that would offer a wide range of integrated education, health and care/ extended day and holiday services to families
  - Provide an extended offer of support and guidance to families, including in the home, where children have especially complex needs and challenging behaviour
  - Provide an extended health offer to meet both physical and mental health needs of children and young people
  - Extend and improve the post 16 and post 19 educational offer for children with complex SEND
  - Improve and update the environment, accommodation and curriculum for children with SEND at the hubs
- 3.4 On 18 September 2017, the Children, Young People and Skills Committee approved final recommendations to create three special school hubs from the previous six special schools and two Pupil Referral Units in the city.
- 3.5 Specifically recommendations were to:
- expand, re-designate and extend the age range up to the age of 19 years of Hillside Community Special School, and close Downs Park Community Special School so as to form the integrated hub for severe and complex learning difficulties in the west of the city - now re-named Hill Park
  - expand and re-designate Downs View Community Special School, and close the Cedar Centre Community Special School so as to form the integrated hub for severe and complex learning difficulties in the east of the city – now named Downs View
  - expand and extend the age range of Homewood College from 11-16 to 5-19
  - approve the merger of the existing Pupil Referral Unit (PRU) and the Connected Hub, and the arrangements to bring the merged PRU together with Homewood College to form the integrated hub for social, emotional and mental health – known as the SEMH central hub pending decision on re-naming
- 3.6 Following the decision of the CYPS Urgency Sub-Committee on 13 June 2017, Patcham House School closed at the end of July 2018 at which point there were no pupils on roll.
- 3.7 To ensure no special school places were lost for children with autism in the city, contemporaneous plans were put forward to open a new Special Facility for more vulnerable children with autism in a secondary school in the city. Since then, plans have advanced considerably including a potential partnership with the National Autistic Society and the Cullum Family Trust to explore a new Special Facility at Dorothy Stringer School and a substantial upgrade and new build for the existing Special Facility at Hove Park School.
- 3.8 **Outcome Measures:** the success of the re-organisation will be judged on the basis of the agreed outcomes being sought, notably:
- 3.8.1 Excellent quality local provision for all children and young people with special educational needs and disabilities
- 3.8.2 Improved academic outcomes for all

- 3.8.3 Improved attendance rates and a reduction in exclusions
  - 3.8.4 Increased percentage of young people in further education, employment or training post statutory school age
  - 3.8.5 Reduction in family breakdown and the number of special school pupils needing to be in the care of the Local Authority
  - 3.8.6 Reduction in number of children placed in expensive out of city independent provision
  - 3.8.7 All three Hubs judged outstanding by Ofsted
  - 3.8.8 All three Hubs financially stable and no budget deficits in our special provision
  - 3.8.9 Agreed efficiency savings made through consolidation of sites, leadership and back office functions
- 3.9 Service level agreements between the individual Hubs and the Local Authority will ensure that key deliverables continue to be met.

#### **4. PROGRESS REPORT**

- 4.1 On 1.9.18, all three special school hubs opened as:
- Hill Park School (formerly Hillside and Downs Park Schools) – Executive Headteacher Rachel Burstow
  - Downs View School (formerly Downs View School and Cedar Centre) – Executive Headteacher Adrian Carver
  - SEMH Central Hub (Homewood College, Brighton and Hove Pupil Referral Unit and the Connected Hub Pupil Referral Unit – Executive Headteacher Louise Cook
- 4.2 Hill Park and Downs View Learning Difficulty Hubs both cater for children and young people with a wide range of complex learning needs from severe to moderate. They both are able to take children and young people from the age of 2 years to 19 years, although currently few children start below the age of 4 years and Hill Park does not yet have post 16 provision.
- 4.3 The SEMH Central Hub caters for children with social, emotional and mental health needs. It now has an age range of 5-16 years although almost all pupils are in Key Stages 2, 3 and 4. Homewood College has only secondary pupils while the PRU has all age groups. Most primary pupils at the PRU are on short term part time placements, remaining of the roll of their primary school but there are some permanent full time placements also. The Connected Hub is for Year 11 only.

#### **4.4 Site consolidation and development**

- 4.4.1 As part of the re-organisation project, there has always been a commitment to consolidate sites and then substantially upgrade, extend and develop the sites that remain.
- 4.4.2 £7.5M has been reserved for capital development although it is proving difficult to meet planning requirements within that budget.

- 4.4.3 The design and construction of the projects arising from the review will be undertaken by the councils Strategic Construction Partnership. This will ensure that we have early involvement of all parties involved in delivering the projects. This includes representatives from each school.
- 4.4.4 Preliminary design work has been undertaken on the projects to extend the east and west hub projects (Hill Park and Downs View) and initial estimates of the cost of the two projects have been received. Unfortunately these are higher than anticipated.
- 4.4.5 The original total budget figure for the projects at Hill Park and Downs View was £6.5million. The initial estimates received from the partnership indicate that the total budget costs will be in the order of £8million. Work will be undertaken to interrogate these costs to see if savings can be made to bring the costs down to closer to the original estimates. If this is not possible consideration will need to be given to how to fund the projects arising from the review.
- 4.4.6 The proposal is that work on site will commence in the summer of 2019 although there may be some enabling works prior to this at the eastern hub (Downs View) in Woodingdean.
- 4.4.7 Work on the SEMH hub (Homewood College, Brighton and Hove PRU and the Connected Hub) is not as advanced as the west and east hubs owing to uncertainty around the preferred site. Once this is confirmed design will commence.
- 4.4.8 The individual projects will need to be added to the capital programme. At the present time there is an allowance within the FCL capital programme of £7.5million to implement the outcomes of the SEND review. As the projects are defined and costs are finalised it will be necessary to add the individual projects to the capital programme, either by specific reports to PR&G committee or by making amendments as part of the Targeted Budget Management (TBM) process.

## **4.5 Integrated health offer**

- 4.5.1 The CCG's Commissioner for Children's Health services has worked with the Health Trusts and School Hubs to consider the best use of available resources to enhance the Health Offer into those Schools.
- 4.5.2 This involved outlining what the current offer is from the Health Services and agreeing a number of broad principles.
- 4.5.3 Each Hub was then tasked with working through with key stakeholders the details of services / posts and costs to best meet the needs of pupils in their schools.
- 4.5.4 In Hill Park and Downs View, we are now awaiting the outcomes of this before more formalised contractual arrangements can be taken forward.
- 4.5.5 In this area, the SEMH Hub has moved further ahead and recruited an extended range of therapeutic input to support the emotional and mental health of pupils.

## **4.6 Extended day offer**

- 4.6.1 Part of the vision for all three hubs has been the provision of extra-curricular, extended day and short break services as part of the integrated provision on offer.
- 4.6.2 The two Learning Difficulty Hubs, Hill Park and Downs View, will provide leadership and coordination for existing statutory short break services for disabled children with these services operating from Hub facilities. Plans are in place to appoint a joint co-ordinator of extended day services as the two Hubs have decided to run a joint service.
- 4.6.3 In the last budget round, the council provided an extra £90K per annum for short break/extended day activities from the 18/19 financial year onwards with the intention that this be delivered through the hubs in consultation with PACC and relevant parent representatives.
- 4.6.4 This funding will be divided between the hubs once their planning is in place. Until that point it will fund existing short break services and direct payments to families.
- 4.6.5 Given there are few if any short break services in the SEMH sector and that plans are for the LD hubs to manage and coordinate a significant range of existing short break services, it has been agreed that 50% of the funding (£45K pro rata per annum) goes to the SEMH hub and 25% each to the two LD hubs (£22.5K per hub or £50K across the hubs) for a pooled budget to create an overall co-ordinator post.
- 4.6.6 **Post 16 Provision**
- 4.6.7 As part of proposals to create three integrated hubs across the city, the age range of Hill Park and the SEMH Hub have been extended to 19 years to match the upper age range at Downs View Link College.
- 4.6.8 Previously all post 16 education in maintained special schools in the city had been located at Downs View Link College. The Link College has provided outstanding provision for the city's young people with more severe, profound and multiple learning needs for a number of years and will continue to do so.
- 4.6.9 However parents would like an extended post 16 offer for children with milder learning difficulties and other complex needs, including where appropriate SEMH, in the maintained sector.
- 4.6.10 The LA has also been concerned to reduce further the percentage of young people not in education, employment and training as young adults and to improve ability to commission high quality further education placements at best value.
- 4.6.11 As a consequence, post 16 provision at Hill Park and the SEMH hub is being planned subject to sufficient on-going need and an affordable business case.

- 4.6.12 The intention is for this to be in place from September 2020 in the last phase of the hub development.
- 4.6.13 This provision is intended to support a transition to Further Education College, employment or other training opportunity.
- 4.6.14 In the early summer of 2018, Downs View School's bid to run an independent post 19 college for students with severe learning difficulties (Downs View Life Skills College – DVLSC) was apparently one of only three bids from maintained special schools approved by the Department for Education. This is a very significant achievement and a testament to the quality of the application.
- 4.6.15 Currently the LA is commissioning 22 placements at DVLSC for post 19 young adults as part of new duties to ensure education is provided up to 25 years if required for eligible young people with Education, Health and Care plans.
- 4.6.16 DVLSC costs are considerably lower than the equivalent independent placements and thus the LA has achieved a considerable saving through placements there.
- 4.6.17 DVLSC is operating currently from the Patcham House site on a long term temporary basis.
- 4.6.18 The LA is required to go to tender on the contract for post 19 provision going forward and the relevant processes are in train.
- 4.6.19 The LA is minded to offer Patcham House as a site for the new post 19 contractor at a suitable commercial rent for the foreseeable future as other sites of sufficient size and quality would be difficult to secure locally.

## **4.7 Support for 'Hidden' and Disadvantaged Children**

- 4.7.1 The Hubs are all designed to offer integrated education, health and extended day activities with extra support for families where children have complex needs and behavioural challenges.
- 4.7.2 Particularly in the SEMH Hub, the extended provision will enable a more comprehensive offer to families of children who may have been unable to cope with a mainstream school environment.
- 4.7.3 Extended provision will include additional support for emotional and mental health.
- 4.7.4 The significant capital investment in upgrading and developing the Hub sites will offer pupils who may be reluctant to attend school new and exciting curriculum and extra curriculum opportunities.
- 4.7.5 Key performance indicators for the Hub development include outcome measures around reduction in exclusion and improvement in attendance, as well as a reduction in the number of young people needing to come into care.

## **5 COMMUNITY ENGAGEMENT & CONSULTATION**

- 5.1 The re-organisation of special provision has been based throughout on a co-production model with parents, carers and young people.
- 5.2 The original review of SEND provision in 2014 informed proposals and at every stage, from developing the vision to recruiting executive heads to determining how the extended offer will look, families have been involved.
- 5.3 The support of aMAZE and the Parents' and Carers' Council (PACC) in facilitating consultation and co-production has been invaluable.

## **6. CONCLUSION**

- 6.1 A 'one year on' report was requested by Committee back in September 2017 when final proposals were agreed.
- 6.2 The three new special school hubs opened on schedule in September 2018.
- 6.3 The full project is intended to be complete by September 2020 and barring any setbacks in terms of planning consents or approvals for building works, it is envisaged that the project will complete on schedule.
- 6.4 The full benefits of the re-organised provision will be evident once the project is completed with upgraded sites and extended integrated health, care and education provision.
- 6.5 Outcome measures against which the success of the Hubs can be judged are listed in 3.6.3. As the Hubs only opened in September 2018, it is too early to evaluate success against key performance indicators but progress towards these will be measured as part of the council's performance management systems.

## **7. FINANCIAL & OTHER IMPLICATIONS:**

### Financial Implications:

- 7.1 The implementation of the SEND review proposals mean that at least the same number of specialist placements for children with SEN and disabilities will be delivered but through a reorganisation of provision. This approach will safeguard Dedicated Schools Grant (DSG) high needs block funding levels whilst, at the same time, delivering greater economies of scale resulting in reduced unit costs.
- 7.2 The proposed changes and resulting savings will enable the available funding to be used more efficiently and effectively, so that the city's special provision is sustainable into the future. These revenue savings are most likely to be realised when co-location of the schools is achieved and the economies of scale should, in particular, facilitate savings in management, administration and premises budgets. Analysis of special school budget plans for 2018/19 has identified approximately £2.7m is currently spent in these areas and the proposals in previous committee reports set out the plan to save £700k over a multi-year period starting in 2018/19. A saving of c. £100k has already been achieved

through the closure of Patcham House School and this resource has been reinvested in provision across the integrated hubs.

- 7.3 For 2018/19, an additional £175k has been allocated across the hubs to support the integrated health offer and this will increase to a full year figure of £300k in 2019/20. In the last budget round, the council also provided an extra £90k per annum for short break/extended day activities from the 2018/19 financial year onwards.
- 7.4 The reduction in costs and integration of provision, and the additional investment for the integrated health offer, will mean that the unit values for top-up funding in special schools will need to be reviewed over time and applied in accordance with the Government's operational guidance and the Schools and Early Years Finance Regulations.
- 7.5 In order to facilitate the necessary property changes a sum of £7.5m has been set aside in the capital programme to support the SEND review. The disposal of any surplus assets identified under this review may potentially generate capital receipts. Those receipts, less any disposal costs, will be ring-fenced to support capital investment through the Council's Capital Investment programme to enable the adaptations and improvements to the new provisions. The balance of receipts after the initial ring-fencing will be used to support the Council's future corporate capital strategy.

*Finance Officer Consulted: Steve Williams*

*Date: 05/10/18*

Legal Implications:

- 7.6 There are no legal implications arising from this report. Particular projects may give rise to specific issues which will be covered by individual reports at future meetings.

*Lawyer Consulted: Serena Kynaston*

*Date: 01/10/18*

Equalities Implications:

Equalities Impact Assessments were carried out as needed throughout the period of the review. Now the hubs are operational, equalities implications are the primary responsibility of the executive headteachers.

The LA continues to have a statutory responsibility to ensure that the needs of all children with Education, Health and Care plans are met, which it executes via an annual audit and commissioning process.

Sustainability Implications:

Financial stability has been a major driver in creating the new consolidated hubs. Additionally the larger specialist hubs will be able to run an enhanced curriculum offer due to a larger staff group and economies of scale. The considerable investment in specialist site provision should ensure long term sustainability of accommodation.

Any Other Significant Implications:



None

## **SUPPORTING DOCUMENTATION**

### **Appendices:**

None

### **Documents in Members' Rooms**

None

#### Crime & Disorder Implications:

- 1.1 Where young people have significant social, emotional and mental health needs (SEMH), there is a risk of behavioural challenges within and beyond the school day, including on the routes to and from school. In relation to the SEMH hub, all plans are being made with the express intention to ensure safety and effective discipline. Attention is being paid in site development to ensuring safety and security for students, staff and the wider community.

#### Risk and Opportunity Management Implications:

Each hub has the appropriate risk management procedures in place. Where there are new planned developments, risk management processes will be updated as required.

#### Public Health Implications:

Improving mental and physical health and wellbeing is central to the vision for each hub. In particular the council has invested in an extended health offer within each hub with an additional £100K of funding to supplement provision via the CCG.

#### Corporate / Citywide Implications:

The re-organisation of special provision in the city is consistent with the key deliverable in the Corporate Plan, notably to provide '**A good life:** Ensuring a city for all ages, inclusive of everyone and protecting the most vulnerable.'

