



NOTICE OF MEETING

CABINET MEMBER FOR EDUCATION

WEDNESDAY, 16 JANUARY 2019 AT 10.00 AM

THE EXECUTIVE MEETING ROOM - THIRD FLOOR, THE GUILDHALL

Telephone enquiries to David Penrose 02392 834870

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If any member of the public wishing to attend the meeting has access requirements, please notify the contact named above.

Membership

Councillor Suzy Horton (Cabinet Member)

Councillor Tom Coles

Councillor Hannah Hockaday

(NB This agenda should be retained for future reference with the minutes of this meeting).

AGENDA

- 1 Apologies for Absence**
- 2 Declarations of Interest**
- 3 2019-20 School Funding Arrangements and Dedicated Schools Grant Budget (Pages 5 - 30)**

Purpose

1. To seek endorsement for the final stage submission to the Education and Funding Skills Agency (ESFA) by the 21 January, of the 2019-20 mainstream school revenue funding pro-forma for the Primary and Secondary phases.
2. Inform the Cabinet Member of the initial determination of the schools budget (including individual schools budgets) for 2019-20 and to seek the necessary approvals and endorsements required.

RECOMMENDATIONS

That the Cabinet Member:

- a. Approve the determination of the 2019-20 schools budget (including**

the individual schools budgets) shown at Appendix 1, together with the supporting explanations contained within this report.

- b. Endorse the amount of the growth fund for 2019-20 at £754,400
- c. Approve the proposed changes to the mainstream schools revenue funding formula as set out in section 6.
- d. Approve the school revenue funding pro-forma at Appendix 6 for submission to the ESFA on the 21 January 2019.
- e. Approve the 2019-20 Special school, Inclusion Centre and Alternative Provision places as set out in Appendix 4
- f. Approve the 2019-20 Element 3 Top-up rates for Special Schools, Inclusion Centres, Alternative Provision settings and for Children with Education, Health and Care Plans (EHCPs) in mainstream schools as set out in Appendix 5.
- g. Approve the proposal that any carry-forward balances from 2018-19 be used to assist with the continued introduction of the funding reform changes and fund any potential financial pressures arising during 2019-20.
- h. Approve the local funding arrangements in respect of the 2, 3 and 4 year old early years provision for 2019-20 as set out in section 8 and Appendix 3.

4 Proposal to close Willows Centre for Children - outcome of pre-statutory consultation (Pages 31 - 46)

Purpose

- 1.1 This report set out the findings from the pre-statutory consultation in relation to a proposal to close Willows Centre for Children but to continue to deliver the specialist provision provided by Willows as part of an expanded Clifffdale Primary Academy. The consultation was undertaken between 15th October 2018 and 10th December 2018.
- 1.2 This report carefully considers the responses, and determines whether the proposal should be amended.
- 1.3 In conclusion, the proposal remains unchanged. Approval is sought to proceed to the publication and representation stages of the statutory process.

Recommended

That the Cabinet Member:

- considers the responses to the pre-statutory consultation carried out on the proposal to close Willows Centre for Children but to continue to deliver the specialist provision provided by Willows as part of an expanded Clifffdale Primary Academy.
- authorises the Director for Children, Families and Education to proceed to the publication and representation stages of the statutory process to close Willows Centre for Children.

5 Early Years SEND Funding Review (Pages 47 - 56)

Purpose

The proposed closure of the Willows Nursery School provides an opportunity to remodel the way in which the Council supports early year's children to access their funded entitlement. This report outlines the proposed changes to the funding and support for young children with SEND.

Recommendations

That the Cabinet Member approve the following changes to funding and support for early years children with SEND (fully outlined in section 5):

- 1 Commission places for early years children with complex SEND through a specialist provision at Cliffdale Primary Academy (subject to the conclusion of the current consultation on the closure of Willows Nursery School).**
- 2 Establish a single funding stream for mainstream early years providers which has 2 elements:**
 - **a flexible 'complex needs' funding stream (*EY Inclusion Fund - Enhanced*) where funding will follow the child to the setting of their parent's choice. This element will be funded through the DSG High-Needs Block, using the funding released from the proposed closure of Willows Nursery School**
 - **a refocussed Early Years Inclusion Fund (*EY Inclusion Fund - Core*) which supports children with 'low and emerging' needs, in-line with Statutory Guidance. This is already funded from the Early Years Block.**
- 3 Subject to consultation with the current service providers, refocus the allocation of funding to early years outreach on a resource which can consistently deliver practical support and role modelling to settings across the spectrum of needs. A SEND outreach officer role will be managed either through the Early Years Area SENCO team or Portage Plus.**
- 4 Review existing training and development opportunities for mainstream early years providers to ensure they meet the needs of children and the settings they access.**

6 School Organisation Suite of Documents (Pages 57 - 142)

Purpose

To present the School Organisation suite of documents for approval.

Recommendation

That the Cabinet Member approves the suite of School Organisation documents, which underpin the Council's approach to ensuring sufficient school places in the city.

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Whilst every effort will be made to webcast this meeting, should technical or other difficulties occur, the meeting will continue without being webcast via the Council's website.

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Agenda Item 3

Appendix 6

Local Authority Funding Reform Proforma

LA Name:

Portsmouth
851

LA Number:

Total DSG schools block allocation	£116,084,645.00
Total Funding For Schools Block Formula as a percentage of DSG schools block allocation	100.00%
Total funding allocated to schools as a	99.44%
Total funding allocated to growth and	0.56%

Premises costs to exclude from allocation when calculating the minimum funding level	Mobility	Rates	PFI	Split Sites
	No	Yes	No	No
Primary minimum per pupil funding level	Secondary (KS3 only) minimum per pupil funding level		Secondary (KS4 only) minimum per pupil funding level	Secondary (KS3 and KS4) minimum per pupil funding level
£3,500.00			£5,100.00	£4,800.00

Pupil Led Factors

1) Basic Entitlement Age Weighted Pupil Unit (AWPU)	Reception uplift		No	Pupil Units		0.00					
	Description	Amount per pupil		Pupil Units		Sub Total	Total	Proportion of total pre MFG funding (%)	Notional SEN (%)		
	Primary (Years R-6)	£2,782.00		16,316.00		£45,391,112	£81,383,784	39.84%	6.00%		
	Key Stage 3 (Years 7-9)	£3,863.00		5,474.00		£21,146,062		18.56%	6.00%		
	Key Stage 4 (Years 10-11)	£4,386.00		3,385.00		£14,846,610		13.03%	6.00%		
	Description	Primary amount per pupil	Secondary amount per pupil	Eligible proportion of primary NOR	Eligible proportion of secondary NOR	Sub Total	Total	Proportion of total pre MFG funding (%)	Primary Notional SEN (%)	Secondary Notional SEN (%)	
2) Deprivation	FSM	£440.00	£440.00	3,303.24	1,757.00	£2,226,507	£14,314,627	12.56%	25.00%	25.00%	
	FSM6	£540.00	£785.00	5,098.75	3,185.34	£5,253,816			25.00%	25.00%	
	IDACI Band F	£200.00	£290.00	2,669.05	1,369.68	£931,016			25.00%	25.00%	
	IDACI Band E	£240.00	£390.00	1,277.78	674.28	£569,636			25.00%	25.00%	
	IDACI Band D	£390.00	£515.00	2,053.91	966.51	£1,298,774			25.00%	25.00%	
	IDACI Band C	£560.00	£560.00	1,153.10	602.25	£983,001			25.00%	25.00%	
	IDACI Band B	£715.00	£600.00	1,807.44	903.54	£1,834,445			25.00%	25.00%	
	IDACI Band A	£950.00	£810.00	885.54	464.40	£1,217,431			25.00%	25.00%	
	Description	Primary amount per pupil	Secondary amount per pupil	Eligible proportion of primary NOR	Eligible proportion of secondary NOR	Sub Total	Total	Proportion of total pre MFG funding (%)	Primary Notional SEN (%)	Secondary Notional SEN (%)	
3) Looked After Children (LAC)	LAC X March 17			165.18		£0	£1,301,853	0.00%			
4) English as an Additional Language (EAL)	EAL 3 Primary	£515.00		1,895.13		£975,990		1.14%			
	EAL 3 Secondary		£1,385.00		235.28	£325,863					
5) Mobility	Pupils starting school outside of normal entry dates			175.00	17.20	£0		0.00%			
	Description	Weighting	Amount per pupil (primary or secondary respectively)	Percentage of eligible pupils	Eligible proportion of primary and secondary NOR respectively	Sub Total	Total	Proportion of total pre MFG funding (%)	Primary Notional SEN (%)	Secondary Notional SEN (%)	
6) Prior attainment	Primary Low Attainment		£1,050.00	32.45%	5,294.57	£5,559,303	£8,923,623	7.83%	100.00%		
	Secondary low attainment (year 7)	63.59%	£1,550.00	27.69%	2,170.53	£3,364,321					100.00%
	Secondary low attainment (year 8)	58.05%		25.17%							
	Secondary low attainment (year 9)	48.02%		24.85%							
	Secondary low attainment (years 10 to 11)			22.15%							

Appendix 6

Other Factors

Factor	Lump Sum per Primary School (£)	Lump Sum per Secondary School (£)	Lump Sum per Middle School (£)	Lump Sum per All-through School (£)	Total (£)	Proportion of total pre MFG funding (%)	Notional SEN (%)
7) Lump Sum	£110,000.00	£110,000.00			£6,490,000	5.70%	
8) Sparsity factor					£0	0.00%	
Please provide alternative distance and pupil number thresholds for the sparsity factor below. Please leave blank if you want to use the default thresholds. Also specify whether you want to use a tapered lump sum or the NFF weighting for any of the phases.							
Primary distance threshold (miles)		Primary pupil number average year group threshold		Fixed, tapered or NFF sparsity primary lump sum		Fixed	
Secondary distance threshold (miles)		Secondary pupil number average year group threshold		Fixed, tapered or NFF sparsity secondary lump sum		Fixed	
Middle schools distance threshold (miles)		Middle school pupil number average year group threshold		Fixed, tapered or NFF sparsity middle school lump sum		Fixed	
All-through schools distance threshold (miles)		All-through pupil number average year group threshold		Fixed, tapered or NFF sparsity all-through lump sum		Fixed	
9) Fringe Payments					£0	0.00%	
10) Split Sites					£0	0.00%	
11) Rates					£1,186,631	1.04%	
12) PFI funding					£161,347	0.14%	
13) Exceptional circumstances (can only be used with prior agreement of ESFA)							
Circumstance					Total (£)	Proportion of total pre MFG funding (%)	Notional SEN (%)
Additional lump sum for schools amalgamated during FY18-19					£0	0.00%	0.00% 0.00%
Additional sparsity lump sum for small schools					£0	0.00%	
Exceptional Circumstance3					£0	0.00%	
Exceptional Circumstance4					£0	0.00%	
Exceptional Circumstance5					£0	0.00%	
Exceptional Circumstance6					£0	0.00%	
Exceptional Circumstance7					£0	0.00%	
Total Funding for Schools Block Formula (excluding minimum per pupil funding level, funding floor protection and MFG Funding Total)					£113,761,865	99.85%	
14) Additional funding to meet minimum per pupil funding level					£166,235	0.15%	
Total Funding for Schools Block Formula (excluding funding floor protection and MFG Funding Total)					£113,928,100	100.00%	
15) Funding floor protection (select Yes if applying this protection)			No	£0	0.00%		
Total Funding for Schools Block Formula (excluding MFG Funding Total)					£113,928,100		
16) Minimum Funding Guarantee			0.50%	£1,503,397			
Apply capping and scaling factors? (gains may be capped above a specific ceiling and/or scaled)			No				
Apply alternative gains cap for schools gaining more than 15%?			No				
Capping Factor (%)		Scaling Factor (%)					
As you have set your MFG at 0.5% the capping factor entered will cap gains above 0.5%							
Total deduction if capping and scaling factors are applied					£0		
					Total (£)	Proportion of Total funding(%)	Notional SEN (%)
MFG Net Total Funding (MFG + deduction from capping and scaling)					£1,503,397	1.30%	0.00%
Total Funding for Schools Block Formula					£115,431,497		£17,385,307
High Needs threshold (only fill in if, exceptionally, a high needs threshold different from £6,000 has been approved)					£0.00		
Additional funding from the high needs budget					£0.00		
Growth fund (if applicable)					£653,148.00		
Falling rolls fund (if applicable)					£0.00		
Other Adjustment to 18-19 Budget Shares					£0		
Total Funding For Schools Block Formula (including growth and falling rolls funding)					£116,084,645		
% Distributed through Basic Entitlement					71.43%		
% Pupil Led Funding					92.97%		
Primary: Secondary Ratio					1 :		1.31
Total funding for schools block formula contains funding from outside of the 2019-20 Schools Block allocation?					No		



Title of meeting:	Cabinet Member for Education
Date of meeting:	16 th January 2019
Subject:	Proposal to close Willows Centre for Children - outcome of pre-statutory consultation
Report from:	Alison Jeffery, Director of Children, Families and Education
Report by:	Caroline Corcoran, Head of Sufficiency, Participation and Resources - Education Service
Wards affected:	All
Key decision:	No
Full Council decision:	No

1. Purpose of report

- 1.1 This report set out the findings from the pre-statutory consultation in relation to a proposal to close Willows Centre for Children but to continue to deliver the specialist provision provided by Willows as part of an expanded Cliffdale Primary Academy. The consultation was undertaken between 15th October 2018 and 10th December 2018.
- 1.2 This report carefully considers the responses, and determines whether the proposal should be amended.
- 1.3 In conclusion, the proposal remains unchanged. Approval is sought to proceed to the publication and representation stages of the statutory process.

2. Recommendations

2.1 It is recommended that the Cabinet Member:

- **considers the responses to the pre-statutory consultation carried out on the proposal to close Willows Centre for Children but to continue to deliver the specialist provision provided by Willows as part of an expanded Cliffdale Primary Academy.**
- **authorises the Director for Children, Families and Education to proceed to the publication and representation stages of the statutory process to close Willows Centre for Children.**

3. Background

- 3.1 Willows Centre for Children is a maintained special school offering specialist early years and primary phase education to children aged 3 to 7 with Special Educational Needs (SEN) from a site on Battenburg Road next to Cliffdale Primary Academy (a special academy school (for pupils aged 5 to 11). Willows has 42 full time equivalent specialist places for nursery, reception and year 1 pupils. Pupils are placed at the Willows by the Local Authority.
- 3.2 The Council and the Governors of Willows Centre for Children consulted on a proposal to close Willows Centre for Children and to continue to deliver the specialist provision provided by Willows as part of an expanded Cliffdale Primary Academy which is operated by Solent Academies Trust. This proposal requires the Council to formally propose the closure of Willows Centre for Children and for Solent Academies Trust to propose (the linked) expansion and age range changes to Cliffdale Primary Academy.
- 3.3 As Willows Centre for Children is a community maintained special school, closure of the school is governed by The School Organisation (Establishment and Discontinuance of Schools) Regulations 2013. The Local Authority would be the decision maker for a school closure. The prescribed alteration is required to follow the five stage statutory process set out in Table 1 below.

Table 1. Statutory process for the closure of a maintained school

Stage	Description	Timescale	Comments
Stage 1	Pre-statutory consultation	No required timescale but at least 6 weeks recommended	
Stage 2	Publication (statutory proposal / notice)		
Stage 3	Representation (formal consultation)	Must be at least 4 weeks	As prescribed in the 'Prescribed Alteration' regulations.
Stage 4	Decision	LA should decide a proposal within 2 months otherwise it will fall to the Schools Adjudicator.	Any appeal to the adjudicator must be made within 4 weeks of the decision.
Stage 5	Implementation	No prescribed timescale	However it must be as specified in the published statutory notice, subject to any modifications agreed by the decision-maker.

- 3.4 Solent Academies Trust is required to obtain Secretary of State approval for the organisational changes to Cliffdale Primary Academy. The process for this requires the academy trust to submit a business case to the Regional School Commissioner who can approve the change on behalf of the Secretary of State.
- 3.5 The proposal to close Willows Centre for Children can only be implemented if the changes to Cliffdale Primary Academy are approved.
- 3.6 On 15th October 2018, the Council commenced a pre-statutory consultation on the (linked) proposal to close Willows Centre for Children. The consultation document was sent to the parents and carers of all children attending the Willows (attached as Appendix 1). The consultation document was also circulated widely to Ward Councillors, Portsmouth MPs, colleagues in neighbouring Local Authorities, the Portsmouth Anglican and Roman Catholic dioceses, Portsmouth Parent Voice, all Portsmouth Headteachers and Senior Council Officers in Children's Social Care and Health services.
- 3.7 The consultation was open for 8 weeks and closed on 10th December 2018. Two public drop-in consultation sessions were arranged for 9.30am on Thursday 22nd November and 3pm on Friday 23rd November to allow any interested party the opportunity to ask questions or comment on the proposal. To maximise stakeholder engagement these sessions were timed to coincide with the start and end of the school day when parents and carers would be dropping off or collecting their children.

4. Outcome of consultation

- 4.1 Details of the responses received by 10th December 2018 are set out in Appendix 2. A total of 21 responses were received.
- 4.2 Three of these respondents commented on the unrelated closure of the day care childcare facility at the Willows. These comments specifically related to this have been passed to the appropriate party for consideration and are not included in Appendix 2.
- 4.3 In response to the question "Do you support the proposal?"
- 10 respondents supported the proposal
 - 10 respondents did not support the proposal.
 - One respondent commented by email without answering this question
- 4.4 The comments from respondents have been carefully considered.
- 4.5 Some respondents felt that the Willows Centre for Children should continue as it is now, as a separate provision. However, the Council and the Governing Board do not view this as a financially viable option, and want to secure the high quality local provision through an alternative approach.
- 4.6 Some respondents commented on the Willows identity, and felt that the Willows name should be retained. Other comments focussed on the security net offered

by the smaller, more user friendly school which may be lost when the provision is incorporated into the Cliffdale offer. Retaining the distinctiveness of early year's principles within the new Cliffdale provision was seen as very important, as was ensuring that there were staff with early year's expertise in the future arrangements.

- 4.7 A further concern was that provision for the youngest children with high levels of additional needs would be further reduced and it was asked that the individual needs of the most vulnerable young children would stay at the heart of decisions about the future.
- 4.8 It is clear that there are reservations about the proposed changes, despite the excellent quality of provision at Cliffdale and the outstanding reputation and standards across the Solent Academies Trust.
- 4.9 Formal advice from the government has confirmed that the Willows Centre for Children cannot become a stand-alone academy, or an academy within a Multi-Academy Trust as it does not meet the required criteria. Therefore, retaining the Willows as a separate entity is not possible, due to the academy regulations and the financial viability explained in paragraph 4.5.
- 4.10 Therefore, it is concluded that the proposal should move to the next stage in the process, at which time the concerns outlined in the pre-consultation phase can be addressed in more detail.

5. Reasons for recommendations

- 5.1 Willows Centre for Children is a good school providing good quality education, but as a very small school Willows Centre for Children faces increasing financial uncertainty. Ensuring sustainability and financial viability is increasingly challenging for small schools.
- 5.2 There is a continuing need for specialist nursery places in Portsmouth and the proposal would safeguard the future of the provision which would be provided going forward by Solent Academies Trust. Staff from Willows Centre for Children would transfer to Solent Academies Trust under TUPE legislation and pupils would continue to attend the provision.

6 Equality impact assessment

- 6.1 An equality impact assessment is not required as the recommendation does not have a negative impact on any of the protected characteristics as described in the Equality Act 2010.

7. Legal implications

- 7.1 The statutory process for the closing of a maintained special school and nursery is set out in the Education and Inspections Act 2006 ("EIA 2006") and the School Organisation (Establishment and Discontinuance of Schools) Regulations 2013. Under s.15 of the Education and Inspections Act 2006, an LA can propose the closure of all categories of maintained schools including a

community, community special or maintained nursery school. The LA will be the decision-maker of the proposal and must follow the statutory process.

- 7.2 The statutory process for closing a community special school requires consultation to be carried out prior to publishing the statutory notice and proposal with a number of bodies, as set out under section 16(1) of the EIA 2006. The statutory guidance for proposers and decision-makers "Opening and Closing Maintained Schools" November 2018 states that it is for the proposer to determine the nature and length of the pre-publication consultation. The purpose of this report is to provide the outcome of this consultation to the Cabinet Member.
- 7.3 If the recommendations of this report are approved, the statutory process requires the publication of the statutory proposal and a representation period of 4 weeks from the date of publication of the proposal. The proposal must include the information contained in Schedule 2 to the Establishment and Discontinuance Regulations 2013.
- 7.3 Following the end of the representation period, the LA must make a decision within a period of two months, otherwise the proposal must be referred to the Schools Adjudicator
- 7.4 It is within the Cabinet Member's powers to approve these recommendations, as set out in the City Council's constitution.

8. Director of Finance's comments

- 8.1 The School and Early Years Finance (England) regulations set out the Dedicated Schools Grant (DSG) framework for the provision of funding for 2,3 and 4 year olds in nursery settings, as well as the framework for pupils in special schools.
- 8.2 The local funding formula for 2,3 and 4 year olds in nursery settings and for element 3 top-up rates for special schools were agreed by the Cabinet Member and endorsed by Schools Forum in January 2018.
- 8.3 Willows Centre for Children is a small provision and as such, faces challenges in maintaining financial viability. The proposed expansion of Cliffdale Primary Academy will ensure the continuation of this important provision, whilst benefiting from the economies of scale enjoyed by the larger organisation.
- 8.3 For the avoidance of doubt, no provision has been made in the authority's capital programme for any capital works that may be associated with the closure of Willows Centre for Children or for the subsequent expansion of Cliffdale Primary Academy.

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Signed by:

Appendices:

APPENDIX 1: Consultation Document
APPENDIX 2: Consultation Responses

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Statutory Guidance - "Making 'prescribed alterations' to maintained schools"	https://www.gov.uk/government/publications/school-organisation-maintained-schools

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

Proposal to close Willows Centre for Children (linked to the proposal of the Solent Academies Trust to expand the provision at Cliffdale Primary Academy)

Portsmouth City Council and the Governors of Willows Centre for Children are undertaking a consultation to seek the views of parents and carers of pupils at the school, staff and other stakeholders on the future of Willows Centre for Children.

We want to ensure that the children currently attending Willows Centre for Children can continue to benefit from high quality educational provision that enables them to achieve good outcomes. In order to make sure that this continues to be the case, we are proposing some changes to the way that the education on the Willows site is delivered, as outlined below.

Background

Willows Centre for Children is a community maintained special school, which provides specialist education for children aged 2 to 7 years of age. The school has a total of 42 full time spaces for Early Years and Key Stage 1 children who are allocated a place by the Local Authority because of their Special Educational Needs (SEN). The school is located in North End on a site which is next door to Cliffdale Primary Academy (which is operated by Solent Academies Trust).

Willows Centre for Children has strong links with Cliffdale Primary Academy. Pupils at the Willows currently make use of some the outside space at the neighbouring Cliffdale Primary Academy site. A significant proportion of the pupils attending Willows will move on to Cliffdale Primary Academy when they leave the school.

The proposal

The Council is seeking your views on a plan to close Willows Centre for Children but to continue to deliver the specialist provision provided by Willows as part of an expanded Cliffdale Primary Academy.

Even though a replacement provision would be provided on the same site, the Council has to consult on a formal a proposal to close the current Willows Centre for Children. Solent Academies Trust will consult separately on the linked proposal to make the necessary changes to Cliffdale Primary Academy. The age range of Cliffdale Primary Academy would be changed from 4 to 11 years to 2 to 11 years so that the needs of nursery age pupils with Special Educational Needs can continue to be met within Portsmouth.

There would also need to be an increase in the number of places at Cliffdale Primary Academy to accommodate the additional pupils and the school would expand onto the Willows site using the existing buildings and facilities to provide the additional SEN places.

If both proposals were to be implemented Willows Centre for Children would close on **31st August 2019**, and Cliffdale Primary Academy would expand from **1st September 2019** in order to accommodate the Willows provision.

The Willows Centre for Children would not close unless the expansion of Cliffdale Primary Academy goes ahead.

Why make these changes?

Willows Centre for Children is a Good school providing good quality education, but as a very small school Willows Centre for Children faces increasing financial uncertainty. Ensuring sustainability and financial viability is increasingly challenging for small schools. In order to ensure sustainability many Portsmouth schools have already chosen to become academies and join strong local Multi Academy Trusts (MATs) benefiting from shared resources, economies of scale, improved transition arrangements for pupils and better opportunities for the professional development and progression of staff.

Solent Academies Trust is a strong Multi Academy Trust responsible for three special schools in the city including Cliffdale Primary Academy. Cliffdale Primary Academy is judged by Ofsted to be an outstanding school.

Willows Centre for Children has strong links with Cliffdale Primary Academy. The Cliffdale school site neighbours the Willows site and Willows currently make use of some the outside space at Cliffdale Primary Academy.

A significant proportion of the pupils attending Willows will move on to Cliffdale Primary Academy. These pupils would benefit from not having to transition between schools. Many other pupils move on to Mary Rose Academy which is also operated by Solent Academies Trust.

The changes to both schools will only be implemented if both proposals are agreed.

What would the new provision look like to parents and children?

Should these proposals be implemented Cliffdale Primary Academy would expand to provide a specialist education for pupils with SEN aged 2 to 5 from the current Willows site. The nursery age pupils placed in the special school by the Local Authority would still be housed in the same buildings, but the buildings would be managed as part of Cliffdale Primary Academy (by Solent Academies Trust). Any pupils currently at the school will be unaffected.

What would happen to the staff of Willows Centre for Children?

The staff of Willows Centre for Children would move to the new replacement provision. Staff are currently employed by Portsmouth City Council and they would transfer to Solent Academies Trust under TUPE legislation. Consultation with staff will take place.

What would happen to the pupils of Willows Centre for Children?

Pupils with Special Educational Needs that attend Willows Centre for Children would automatically transfer to the new provision created by the expansion of Cliffdale Primary Academy and would continue to be educated in the existing accommodation.

What happens next?

The Council is consulting on the proposal from **15th October 2018 until 10th December 2018** and would like to hear your views. Feedback from the consultation will be reported to Portsmouth City Council's Cabinet Member for Education in January 2019. The Cabinet Member will then decide whether to proceed to the formal statutory process to close

APPENDIX 1

Willows Centre for Children. The statutory process commences with the publication of a statutory notice followed by a 4 week statutory consultation period to allow comments or objections to be sent to Portsmouth City Council. At the end of this period, Portsmouth City Council will make a final decision.

How can you have your say?

The consultation opens on **15th October 2018** and the Council would like to hear your views.

We will be holding public drop in meetings at The Willows at **9.30 a.m. on Thursday 22nd November** and **3.00 p.m. on Friday 23rd November**.

Everyone is welcome to attend either of these sessions. Please come along and ask us any questions you may have about what this means for the school and the community.

Anyone can comment on the proposal until midday on **10th December 2018**. Comments can be submitted to the school using the attached response form or comments can be submitted directly to Portsmouth City Council:

by email to eandsc@portsmouthcc.gov.uk (please title your email Willows Proposal)

or by post to Janet Andrews
Education Service
Portsmouth City Council
Civic Offices
Guildhall Square
Portsmouth
PO1 2EA

You can get this Portsmouth City Council information in large print, Braille, audio or in another language by calling 9284 1717



**Response Form****Pre-statutory consultation on the proposal to close Willows Centre for Children**

Name: _____

Address: _____

Postcode: _____

Please tick:Parent ☐ Governor ☐ Staff ☐ Other (please state) ☐ _____**Do you support the proposal?**YES ☐ NO ☐**Comments (please attach separate sheets of paper if necessary):**

Signature: _____ Date _____

It is important that you sign and date this form.

Responses must be received by Monday 10th December 2018.**Please return response forms either to the School Office, or by post to:**Janet Andrews, Education, Portsmouth City Council, Floor 2 Core 6, Civic Offices,
Guildhall Square, Portsmouth. PO1 2EA.**or by email to eandsc@portsmouthcc.gov.uk** (please title your email **Willows Proposal**)

The information provided will be used for the analysis of responses received as part of the Pre-Statutory Consultation on the proposal and for the purpose of compiling recommendations for Portsmouth City Council. Personal information will not be shared with any other sections of the Council.

APPENDIX 2. SUMMARY OF RESPONSES TO PRE STATUTORY CONSULTATION IN RESPECT OF THE CLOSURE OF WILLOWS CENTRE FOR CHILDREN

Consultation Responses

There were 24 responses to the consultation question 'Do you support the proposal?'
These are summarised in the table below

	Yes	No	Undecided
Parent	5	6	
Staff	1	7	1
Governor	3		
Other	1		
Total	10	10	1

There were also three respondents who submitted comments about the unrelated closure of the Catkins at the Willows day care provision

Consultation Drop In Sessions

There were two consultation drop-in sessions, timed for the beginning and end of the school day.

No-one attended the first drop-in session (at the start of the day).

One family and the attached LA Educational Psychologist attended the second session to find out more about the proposal.

Consultation Comments

The following written comments were received.

Think this is a good idea

I have seen evidence to prove Willows has done wonders with children's learning.

Both my sons are developing their learning skills better since attending Willows.

Anything that keeps the centre open is a good thing as they can help more children.

I support it in as much as there is a lack of provision for SEN children. However I think it is very unfair that SEN children have no choice on different schools as their mainstream peers do.

I'm a long term member of staff having seen many changes over the years. I don't think joining Cliffdale is a particularly bad thing but would hope that we don't lose nursery aged children as there is obviously a need. We are already seeing children not attending due to transport not being available. I'm worried that vulnerable children will get lost.

I would like Willows to stay as a separate provision under Solent academy. I feel very sad to think Willows will close, it has been a fantastic provision for children with SEN and children attending day care with SEN have been well supported. Early intervention is very important and we work closely with the parents and children to ensure the children get the support they need. I'm surprised to hear the school is not financially viable, I understand the daycare was not viable but the school has never been in deficit. I would like to see Willows keep its name. I thought Solent academies were taking over the running of the school but didn't think we had to merge with Cliffdale.

I have worked at the Willows for a number of years. It's a disappointment that day care is going. It's a very important part of Willows.

It is a shame to close Willows as it has a very strong reputation and is close to many parents hearts. Can we keep its identity?

Why was SEN money used to keep day care open and not spent on the children?

Nobody has answered this question!

We can and would survive on our own as a school if we didn't have to use some of our budget on day care

Give Willows a chance to stand alone once more and not to merge with anyone.

- Worried Willows will lose its identity
- Would be happy with joining academy if we kept our DfE number
- Successful school/nursery in our own right is academisation necessary?
- Day care deficit has reflected badly on school budget, on its own it would not create any deficit

I feel that Willows will be losing its own identity if merged with Cliffdale. The school has ensured sustainability and was financially viable standing alone before day care, this would remain the same if given a chance.

The proposal fills me with sadness and trepidation. The adage "bigger isn't better" immediately comes to mind. I have worked at Willows for 14 years and I have been proud to be part of a well respected establishment in the City of Portsmouth. The contribution "Willows" has made to the lives of many vulnerable children and families is immeasurable. By closing Willows, the security net offered by a smaller, more user friendly school will be lost forever. I appreciate the high level of expertise and support offered by Cliffdale and I acknowledge the professionalism of the staff employed there but, I feel, the "vibe" of the school is more of a corporate experience where figures and results are paramount. I fully accept that the change is inevitable and is most certainly politically driven, which seems to be the way of the world that we live in now. I reiterate that the whole business saddens me when I think too deeply about it. Please can you confirm that you have read my email and that this whole consultation process isn't just a paper exercise that you have to fulfil.

Thank you.

I accept the proposal because I understand that it will not be financially viable for Willows to be independent, however I do have concerns that we need to make sure that the specific needs of Early Years children are not lost within a Primary school.

Willows joining the Solent Academy will be an opportunity to learn from each other and building upon the other's experiences and expertise. It is important that Willows is seen as a joint partner rather than just an extension of current provision.

I have 2 main concerns about the proposal to "expand Cliffdale provision"

1. If the proposal is not managed carefully then the best practice and experience of a Nursery provision could be lost. The new "Cliffdale provision" needs to consider carefully how to ensure that the Reception and Nursery provision is managed so it is distinct from the primary phase and retains the distinctiveness of early years principles. Willows Special educational needs provision is built upon good Early Years principles from birth to 5 years. The Reception year group is often the bridge between Early Years and Primary age children but does not always encompass the breadth of the provision required for younger Early Years children. Cliffdale does not have the full range of Early Years expertise.

Willows Centre for Children has built up its approaches on the following Early Years principles:

- **Relationships** as the foundation for learning: the role of the named **key worker** for each child / parent to develop trust and a foundation for learning. Nurturing **parent relationships** through home visiting so that the home and school share information to enable best learning outcomes for the child. When the children first come to Willows the parents often are only just starting to come to terms with their child's difficulties and value the opportunity to talk to staff. Each room has a Team of staff where Specialist Teaching Assistant and Teaching Assistants share in planning and reviewing the learning with the teacher.
 - **Play is a tool for learning** based on using their interests and skills to help them to generalise and make the next steps in their learning. It is often through getting alongside the child's play that the best learning and interactions take place. Play provides an opportunity for the child to develop independence, be relaxed and enjoy learning. The adult has the opportunity to observe how the child uses their learning to plan carefully the next opportunities for learning. It can be surprising at times what skills the children are able to demonstrate in play.
 - **The specific need of 2 year olds.** The nursery recognises the specific needs of the youngest children and has as a whole team looked at the specific needs of the age group and how best to meet them.
 - **The foundation of the Prime areas for learning.** The early years focuses upon the development of the **prime areas** (Personal, social and emotional development, communication and language and physical development) which are the building blocks for other specific areas of learning such as literacy and numeracy to be built upon. Without a curriculum grounded in developing these Prime skills the children will not have the skills to develop their learning in the National curriculum in the Primary phase.
2. "Willows Centre for Children" has an established history of SEN Early Years support in the city. Even before I ever worked at Willows, it has been a beacon of SEN Early Years provision. Willows has a long standing reputation for its SEN early Years provision and the

particular needs of Early Years phase. A few parents are alarmed about the changes ahead as the proposal talks about the "expansion of the provision at Cliffdale Primary academy". If the name of "Willows" is retained in some form e.g. naming the building or Early Years provision then the positive history of Willows will be retained and parents will be more reassured about the proposed changes seeing it as an opportunity to provide more streamlined provision and share resources and expertise rather than just a "takeover" or merger.

Whilst in support of a more formal arrangement between Cliffdale and Willows with all of the benefits this will bring it is regrettable that the closure of Willows is necessary for this to happen. Willows Centre for Children is a well-established Portsmouth school with a history of innovation and excellence within early years. It has made a positive difference to families and children since 1974 as a Nursery School, Early Excellence Centre, Phase One Children's Centre and Outreach provider. Always judged 'good' or 'outstanding' by Ofsted it has been able to support settings within the community with high quality training and support.

It was disappointing that our Children's Centre had to close and we have strived to continue work with vulnerable families without funding.

The closure of Catkins Day Care in March 2019 takes away the exceptional opportunities for inclusion that have typified the school since 2005 and is a great loss not only to the school but the City.

The decision that Willows has to close in order to become part of Solent Academy trust is a further huge blow.

I am concerned that the provision for the youngest children with high levels of additional need will be further reduced; already 20 of our nursery places are being used for school age children. The number of places for nursery aged children is to be further reduced in 2019. These decisions are difficult ones linked to funding and Special School capacity but are at great cost to early inclusion. I hope that the identity of Willows will remain, the sharp focus upon Early Years excellence be maintained and that the most vulnerable young children and their families will continue to be supported with their individual needs at the heart of what happens.

Having been lucky enough to have a son that benefitted hugely from attending Willows, I think it is a huge loss to the city that such a great nursery is closing. However the changes are necessary to continue the great support given to SEN children and their education.

As the Chair of Governors and member of the working party, I reluctantly support the proposal to close the Willows. My decision to support is made on the information provided to us by the City Council and the fact that the RSC has confirmed that the Willows does not currently meet the criteria to become an academy in its own right. The natural progression would be to join an existing academy and that would be the S A T.

My ambivalence in supporting the proposal is due to the fact that The Willows has been an integral part of the provision for special needs and has always had positive inspections. In addition, the

necessity to close the day care service means the loss of a much needed provision in the city and may mean losing sight of social inclusion.

The Willows has a very committed, experienced and caring staff team who I know will make the transition in a professional manner.

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Title of meeting:	Education Cabinet Member Decision Meeting
Date of meeting:	16 January 2019
Subject:	Early Years SEND Funding Review
Report by:	Anthony Harper - Early Years and Childcare Manager
Wards affected:	All
Key decision:	No
Full Council decision:	No

1. Purpose of report

- 1.1. The proposed closure of the Willows Nursery School provides an opportunity to remodel the way in which Portsmouth City Councils supports early years children to access their funded entitlement. This report outlines the proposed changes to the funding and support for young children with SEND.

2. Recommendations

- 2.1. That Cabinet Member approve the following changes to funding and support for early years children with SEND (which are fully outlined in section 5):

- 2.1.1. Commission places for early years children with complex SEND through a specialist provision at Cliffdale Primary Academy (subject to the conclusion of the current consultation on the closure of Willows Nursery School).
- 2.1.2. Establish a single funding stream for mainstream early years providers which has 2 elements:
- a flexible 'complex needs' funding stream (*EY Inclusion Fund - Enhanced*) where funding will follow the child to the setting of their parent's choice. This element will be funded through the DSG High-Needs Block, using the funding released from the proposed closure of Willows Nursery School
 - a refocussed Early Years Inclusion Fund (*EY Inclusion Fund - Core*) which supports children with 'low and emerging' needs, in-line with Statutory Guidance. This is already funded from the Early Years Block.
- 2.1.3. Subject to consultation with the current service providers, refocus the allocation of funding to early years outreach on a resource which can consistently deliver practical support and role modelling to settings across the spectrum of needs. A SEND outreach officer role will be managed either through the Early Years Area SENCO team or Portage Plus.
- 2.1.4. Review existing training and development opportunities for mainstream early years providers to ensure they meet the needs of children and the settings they access.

3. Background

- 3.1. The Willows Special Nursery School was established in 1973. It was a provision in Portsmouth with 25 places for young children with moderate learning difficulties. During this time, The Willows has expanded and continually developed services to meet the needs of young children in Portsmouth especially those who require careful assessment and support to fulfil their potential. The school has been at the centre of best practice development in Portsmouth as; an Early Excellence Centre from 1999, a Beacon School from 2000 and a Children's Centre from 2005.
- 3.2. The Willows Centre for Children now offers integrated education and care for children from 3 months to 5 years. As a fully inclusive setting, it offers 42 full time spaces for children allocated a Local Authority 'resourced' place because of their Special Educational Needs. Alongside the maintained nursery, there are places for up to 50 children accessing free early education places and full day care.
- 3.3. The Willows Centre for Children's stated vision is firmly based on preparing every child for their future and puts them as individuals at the heart of what they do. They are all committed to ensuring that children achieve their very best, feel proud of their achievements, are confident and happy.
- 3.4. At present, there are 5 key drivers for a review:
- the Council's statutory duties to provide eligible children with access to free early education
 - the Council's statutory duties to provide working families with access to sufficient local childcare
 - the Council's statutory duties to provide funding for young children with low and emerging SEND and for children with the most complex needs
 - the pressures on spending to support children with complex needs
 - the proposals to consider the transfer of the Willows governance into an academy organisation

The current funding formula for a commissioned place at the Willows is set at the national level of £10,000 per place plus locally-agreed Element 3 Top-up paid per pupil according to the level of need, ranging from £9,600 to £20,182 per annum for a full time (1,140 hours) pupil - £21.83 per hour on average .

- 3.5. Currently, universal funding for 15hrs per week of free early education for a 3 or 4 year old passed to settings is on average £4.37 (based on the statutory funding formula). This equates to £4,982 per year for a 1140 hour place.
- 3.6. The review sought to provide a full and robust understanding of the current operational model of places delivery, the costs and comparison with alternative delivery models. The review is undertaken with the principle aim of securing, into the long-term, the skills, expertise and history of the Willows Centre for Children. Recommendations will review the current model, balancing this with good practice from around the country.

3.7. In order to ensure a full and robust review, there were several key aspects of work which were undertaken:

- Consultation with the Head Teacher and Governors
- Desktop exercise to bench mark expenditure against all school places in the City (maintained and commissioned)
- Desktop exercise to map SEND support and finances across early years
- Desktop exercise to bench mark the delivery of high needs early years places across the country
- Review the demands placed on the delivery of high needs places by legislation (e.g. ratios, accommodation)
- Consultation with Pupil Places Planning and Capital Strategy to fully understand the demand on the site
- Consultation with The Inclusion Service to fully understand the impact of the recent SEND Strategic Review
- Consultation with the Early Years Service to fully understand the implications of the childcare sufficiency assessment of day care demands

3.8. The review seeks to ensure that the following considerations remain at the forefront of work:

- The impact of recommendations of the sustainability of service delivery
- The impact of recommendations on the statutory duties of the Local Authority
- The impact of recommendations on the pressures faced by both the 'High Needs' and 'Early Years' blocks with the DSG
- The integration and impact of specialist services across the City

4. Reasons for recommendations

4.1. For the financial year 2017-18, Portsmouth had 3 primary funding streams which support children with SEND across all sites in the City; the early years inclusion fund, the Disability Access Fund, the Willows Special Nursery and Special Educational Needs Support Partnership (PSENSP):

Funding stream	Detail	Total allocation 2017-18	Focus	Access
Early years inclusion fund (SENDIF)	Required as part of the local funding formula for funded early education places. Funding is allocated to the child and supports a setting in meeting the child's needs. Families are able to access childcare in the pattern of their choice (depending on the settings offer)	£90,000	Children with 'low and emerging needs'	Setting application through Early Years Panel with supporting evidence. Criteria set against the matrix of need and a settings ability to support the child
Complex needs (through Willows)	Funded through the DSG High Needs Block against the national funding formula guidance. Families are able to access 15hr per week, term time only.	£918,900 (includes place and Element 3 Top-up funding)	Children with complex, long-term needs	Allocation via Early Years Panel/ISP against strict agreed criteria. 44 (15hr, term time only) places for children aged 2-5yrs

Harbour Outreach	Outreach support offered by the Harbour School - providers are able to apply for outreach support to help model practice and enable the delivery of SEND support in mainstream settings.	£32,000		Via application to the joint schools panel
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- 2017-18 full year cost

Positive impact

- 4.2. At the end of the Early Years Foundation Stage in 2017, 34% of children categorised as SEND support in Portsmouth achieved a 'Good level of Development' (GLD) compared to 27% nationally. (2018 national data not released until end of Nov, so have used last year's SEND data)
- 4.3. Currently the funding allocated for 'SENDIF' supports 25 children across the City. Termly reviews demonstrate that children are well supported and make good progress.
- 4.4. Outcomes for children accessing these places are good, with evidence of positive impact across all areas.

Challenges

- 4.5. Funding allocated via Early Years SENDIF is largely focussed on higher needs and is not currently fully meeting the requirements of children with 'low and emerging' needs. With this focus, the whole funding allocation for 2018-19 has already been allocated with very little room for new applications during either the autumn or spring terms.
- 4.6. Funding for complex needs only through The Willows Special Nursery means that parents are not able to access their full entitlement (due to restrictions on the places and timings offered to families). Additionally, as places are delivered term-time only, parents have to use a second childcare provider if needing childcare throughout the school holiday periods.
- 4.7. There are significant funding pressures in the DSG high needs block.
- 4.8. There has been an increasing number of Education, Health and Care Plans (EHCPs) that are being written and agreed for children in their pre-school year which is putting pressure on the High Needs Block. These often require high levels of support to be implemented by mainstream settings and additional funding required to deliver it. Where children have high levels of need but are not issued with an EHCP, funding is not currently identified and is drawn from the EYSENDIF.
- 4.9. Application processes (for funding and EHCP's) can take time meaning that families can wait for long periods of time before being able to access provision.
- 4.10. Outreach support is not consistently accessed as it is difficult to navigate. The resource and offer is unclear and driven largely by the demands of school aged pupils. Coordination of outreach to settings alongside other support mechanisms is not apparent.

Feedback from families

Information gathered by Portsmouth Parent Voice

- A child with hearing impairment; family looking for a 2 year old funded place. The provider was delivering a sessional model (mornings or afternoon, term-time) which did not meet the family's needs.
- Some parents report that the current 'offer' for funding and access to places is confusing.
- There is some feedback that not all settings identify needs well.
- Some parents report that some settings make it difficult for children with additional needs to access their offer (not feeling welcome when making enquiries).
- Some parents report that the offer is not consistent across the city, some settings providing excellent care and support whilst other ignore identified needs with no advice or signposting given.
- It was noted that parental expectations also have a part to play when negative comments are made about the mainstream market.

Case studies

Family 1 - the child originally accessing 2 year old funding with a childminder. At the same time as the family become eligible for 30 hours of funded childcare they were offered a referred place at The Willows. The family required childcare which supported mum in continuing to work, something that the Willows term-time only sessional offer didn't provide. The family accessed a great deal of support from the Early Years funding outreach officer team to identify appropriate shared care with a childminder.

Family 2 - the child was offered a referred place at The Willows, however mum was unable to take up this offer as she has no transport and could not afford the travelling costs.

Family 3 - the child has an ASD diagnosis and became eligible for 30 hours of funded childcare. The family was offered a referred place at The Willows which the parent was initially keen to accept. However, one parent worked full time as a solicitor and other parent was on a fixed shift so couldn't be flexible. In addition to requiring extended days, the family needed all-year round provision. Working with the funding outreach team, the family tried unsuccessfully to find shared care with a childminder

Evaluation of Early Implementation of 30 Hours Free Childcare in Portsmouth Final report - Independent Research, Early Implementers Team. July 2017

The independent researcher spoke with families, providers and LA officers. The feedback reported from providers states that across SEND- "A lack of additional funding for providers to support children with additional needs resulted in parents either being unable to take up all their funded hours or having to split their provision between two providers".

Models from other local authority areas

East Sussex

Access to the EYISF is via the ISEND Front Door referral process for children who are not known to ISEND Early Years' Service. Following assessment an ISEND Early Years' Adviser will determine if the child is eligible for funding support from the EYISF and at what level (Level 1 £3.50 per hour, Level 2 £5.00 per hour, maximum of 570 hours per year) and make a recommendation to the setting to apply. The level of funding is continuously under review due to a fixed budget.

Funding comes at 2 different levels and on occasions they have double funded, though this is reviewed regularly to ensure appropriate distribution of funds. All funding usually ceases for children in the summer term, who will not require the level of support of an EHCP when entering school. This is to aid a child's independence skills and or to gain additional evidence on level of need and also does not then raise expectation from the receiving school. The other clear message in funding is that it is not to fully fund a 1:1, though for those children this may be appropriate for this can be used as a contribution.

Funding can be used for any additional resource required to meet the outcomes on the settings based support plan, such as;

- Additional adult support to enable the child to fully access the learning environment, carry out any programmes or advice identified by specialists (e.g. SALT, ISEND Early Years' Service), carry out any procedures required due to a medical condition (e.g. gastric tube, tracheostomy)
- Training for staff
- Resources for a child

There is no restriction on the amount of applications per Early Years' setting and reapplications can be made for the same child providing this support is still meeting needs and achieving agreed outcomes as evidenced on the support plan.

Essex - 1 funding stream with several elements

<http://dnn.essex.gov.uk/Portals/49/Documents/FUNDING/Grants/Jul-Dec 2018 EYCC Inclusion Funding Guidance Notes.pdf>

The funding should be used to enable children to be fully supported, included and able to participate in activities. The hourly rate is in line with the rates set by SEN/AEN Provider Services based on the child's level of need:

- Low: £3.68, for children with SEN/AEN who need enhanced support for some periods of their time in the setting
- Mid: £5.06, for children with a significant/complex SEND who need a high level of enhanced support to meet their needs
- High: £6.90, for children with a high level of medical need or a life threatening medical condition which requires continuous enhanced support

Group Funding of £10.00, applications for 1 additional member of staff to support:

- groups of 3 or more children with identified AEN/SEND who have similar outcomes and require strategies that can be implemented in a targeted group OR
- groups of 3 or more children with identified AEN/SEND who attend at the same time and require enhanced support that can either be provided through a 1:3+ ratio or individual support at separate times during their attendance

Derby - 2 funding streams

Funding may be requested to support the inclusion of children with additional needs from birth to the end of foundation stage. Settings can make a request for funding to contribute to the additional costs associated with providing for children with SEND and may include:

- Mandatory training for staff in relation to the specific SEN/ disability
- To enable setting staff to deliver interventions/ programmes one to one
- To provide one to one support to enable a child to access the learning environment safely
- To pay for enhanced, intensive or additional support or training from specialists/ outside agencies
- To purchase specific assessment tools or specialist toys
- When a childminder takes on fewer children so as to be able to provide additional support to a child

Additional funding for children with exceptional, highly specialist and highly complex needs is provided to schools and settings through the Education, Health and Care Assessment process.

5. Proposed changes

5.1. The following recommendations represent a reduction of more than £70,000 when compared to the funding allocated to early years support during 2017-18. They represent an improved offer for both children and parents, whilst benefitting from efficiency savings. The figures are based on the 2017-18 settlement from central government and are subject to sufficient budget being identified and ratification by Schools Forum. Furthermore, the recommendations assume a change to the existing commissioning of places for complex needs pupils which has not yet been approved.

5.1.1. Continue to commission places for early years children with complex SEND through a specialist provision at Cliffdale Primary Academy.

5.1.2. Establish a single funding stream for mainstream early years providers which has 2 elements:

- Firstly, a flexible 'complex needs' funding stream (EY Inclusion Fund - Enhanced). Funding will follow the child, allowing parents to choose alternative childcare options which could better meet their needs; longer hours, school holiday periods, flexibility across a week. Funded through the DSG High-Needs Block, using the funding released from the closure of Willows Nursery School allocate £100,000 (prorate) for 'complex needs' places. This will; reduce the pressure on the current nursery accommodation, better support some families through offering alternative choices and enable the wider early years sector to support children with complex SEND. Implementation of this funding stream will be from September 2019 following the closure of Willows.
- Secondly, funded from the early years block, refocus the EY Inclusion Fund on 'low and emerging' needs only, in-line with Statutory Guidance. This funding stream (EY Inclusion Fund - Core) will further underpin early intervention activity within early education and childcare settings.

Outline of recommended funding streams for early years SEND

Funding stream	Detail	Total allocation	Focus
Early Years inclusion Fund (Core)	Funding through early years funding formula	£90,000*	Children with 'low and emerging' needs
Early Years inclusion Fund (Enhanced)	Funding through DSG 'high needs' block. Allocated to a child who can take the funding to any registered setting within Portsmouth	£100,000 ¹	Children with complex, long-term needs
Commissioned nursery places	Funding through DSG 'high needs' block. 15 places commissioned through Solent Academy Trust.	£150,000 places plus element 3 top-up according to the needs of the child - £137,100 ²	Children with complex, long-term needs
DSG	Early Years SEND Outreach Officer - band 5***	£25,500	Practical support for PVI providers to ensure they understand agreed interventions, have appropriate practice modelling and responsive access to advice and guidance

**this is based on a funding formula from central government which is the same as this year*

***For a full financial year (£58,700 during 2018-19 if funding is released from the closure of Willows)*

****Subject to renegotiation of an existing funding commitment*

- 5.1.3. Review application and decision making processes for both the complex and low and emerging needs funding streams to ensure they are fit for purpose, retain control over the allocated budget and make the process swift and accurate for families. The new structure will be managed as a single programme with a 'core' payment and an 'enhanced' payment. The amount of these payments will be determined prior to implementation in April 2019.
- 5.1.4. Recognising the importance of underpinning and securing the skills and knowledge of the wider early years sectors:
 - a) Subject to consultation with the current service providers, refocus the allocation of funding to early years outreach on a resource which can consistently deliver practical support and role modelling to settings across the spectrum of needs. A SEND outreach officer role will be managed either through the Area SENCO team or Portage Plus. This role will ensure a coordinated approach to support, advice and guidance for settings and families. This will link to the use of core and enhanced level SENDIF and support early years providers who do not require additional funding, but do require support to identify and implement appropriate strategies.
 - b) Review existing training and development opportunities for mainstream providers to ensure they meet the needs of children and the settings they access

¹ The funding for 2019-20 would be £58,300 from September 2019, the full year budget will be £100,000.

² Element 3 top up is estimated based on the estimated percentage split of pupils at Cliffdale on the new bands from September 2019 as per the original DSG 2019-20 budget

6. Equality impact assessment

- 6.1. The proposals to not negatively impact on children with SEND. The recommendation refocus existing funding in a way which responds to identified needs.

7. Legal implications

- 7.1. There are no additional legal implications outside of those noted with regards to the financial regulations detailed below.

8. Director of Finance's comments

- 8.1. The Dedicated Schools Grant is a ring fenced grant whose use is governed by the School and Early Years Finance (England) Regulations. The grant is split into four funding blocks and the regulations are specific about how each of the funding blocks may be used.
- 8.2. The High Needs Block provides funding for pupils aged 0 to 25 who are subject to an Education Health and Care plan or require additional support to access education. Currently the high needs support to very young pupils is provided by Willows Centre for Children, which is due to close at the end of August 2019 (subject to a public consultation). It is expected that some of the functions will transfer to an expanded provision at Cliffdale Primary Academy, however, the closure will release some funding to allow the redevelopment of the "complex needs" early years provision. Whilst the final amount has yet to be determined it is expected to be in the region of £58,000 for 2019-20 (full year effect will be £100,000).
- 8.3. Should the refocussed service for complex needs be approved then it would be available from 1 September only if the funding is released from the closure of Willows centre for children.
- 8.4. The Early Years Block funds the low and emerging needs of early years pupils. The value is calculated as a percentage of the hourly rate received by the local authority. The total funding received by the authority varies each year depending on the number of eligible pupils recorded in the January census. Therefore the funding available for the low incidence inclusion fund will fluctuate in line with the overall funding and will need to continue to be reviewed regularly.

.....
Signed by:

Appendices:

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

Agenda Item 6



Portsmouth
CITY COUNCIL

Title of meeting:	Education Decision Meeting
Decision maker	Cabinet Member for Education
Subject:	School Organisation suite of documents
Date of meeting:	16 January 2019
Report from:	Alison Jeffery Director of Children, Families and Education
Report by:	Caroline Corcoran Head of Sufficiency, Participation and Resources - Education Service
Wards affected:	All Wards
Key decision (over £250k):	No
Full Council decision:	No

1. Purpose of report

- 1.1 The purpose of this report is to present the School Organisation suite of documents for approval.

2. Recommendations

- 2.1 It is recommended that the Cabinet Member approves the suite of School Organisation documents, which underpin the council's approach to ensuring sufficient school places in the city.**

3. Sufficiency of School Places

- 3.1 Under Section 14 of the Education Act 1996, the council has a statutory duty to provide sufficient school places for resident children and is committed to working with schools, academies and Multi-Academy Trusts for the benefit of children and young people in Portsmouth. This duty requires the council to forecast future pupil populations so that it can ensure that sufficient places are provided. Through this forecasting work, the council considers the capacity in Portsmouth schools, and determines whether action needs to be taken to meet anticipated future demand for school places by Portsmouth resident children.

- 3.2 Portsmouth City Council's approach is documented in a suite of four key documents:
- School Organisation Policy
 - Primary School Place Strategy
 - Secondary School Place Strategy
 - SEND Provision Place Strategy
- 3.3 Each of the three strategy documents covers a 6-year period, but also looks forward to the longer term demand for places. This ensures that prompt action can be taken in a timely way if a future shortfall is identified.
- 3.4 These documents bring together information from a range of sources and set out the issues and solutions to ensure that the council can meet its statutory duties for providing school places for the period 2018 - 2024 and beyond.
- 3.5 The over-arching purpose of the four documents is to:
- Commission additional school places to meet increasing demand
 - Prioritise the capital investment that is required to address sufficiency (basic need)
 - Ensure the council meets its statutory duty of providing sufficient local school places for every child of school age whose parents / carers wish them to have one
 - Set out the council's policy on managing school organisation
- 3.6 The strategy documents include present and predicted future pupil numbers on roll, together with information about birth rates, school capacity, pupil mobility, pupil ethnicity and new housing developments that will impact on school places. There is an analysis of the changes in the number of school places available over recent years and forecasts about future places and the changes that are likely to occur.
- 3.7 The strategy documents also set out priorities for capital investment to address sufficiency of school places.
- 3.8 The policy document sets out how the council will work in partnership with maintained schools and academies on school organisation matters.
- 3.9 The four documents will be reviewed on an annual basis to take account of refreshed forecast data and new or emerging intelligence.
- 3.10 The council works in partnership with schools, academies and Multi-Academy Trusts when making decisions about priorities for capital investment on school premises. School organisation and pupil forecasting information is shared and regular dialogue ensures that informed decisions are made about future investment on school sites. This fair and transparent process supports decision making on how the demand for school places is achieved and the council's education capital funding priorities. It also provides assurance that capital projects are soundly based and represent good value for money.

- 3.11 26 schools are maintained by the council (known as the Local Authority), and 38 schools are academies within a Multi Academy Trust (as at September 2018). There are currently 12 Multi Academy Trusts operating within the city and one standalone Academy Trust (UTC Portsmouth).
- 3.12 In July 2018, the Education and Skills Funding Agency highlighted Portsmouth in the top 20 Local Authorities for the efficient delivery of value for money education capital projects. This supports the assertion that school expansions in Portsmouth offer value for money.

4. Equality Impact Assessment (EIA)

- 4.1 An equality impact assessment is not required for the overarching documents as it is not possible to assess the protected characteristics reasonably, as described in the Equality Act 2010, across such a diverse range of capital works.
- 4.2 The approach will improve access to schools for all equality groups, particularly with regard to those pupils who have learning difficulties and / or a disability.
- 4.3 Each individual capital project/scheme includes an equalities impact assessment.

5. Legal implications

- 5.1 The suite of documents outlines the council's response to its statutory powers and duties. The council has a statutory duty to provide sufficient schools for primary and secondary education in its area in accordance with section 14 of the Education Act 1996. The schools must be sufficient in number, character and equipment to provide for all pupils the opportunity of appropriate education. Local Authorities must exercise their functions under section 14 with a view to securing diversity in the provision of schools and increasing opportunities for parental choice.

6. Finance comments

- 6.1 The policy and strategic documents, which are reviewed annually, inform the planning of school places and underpin any bid for capital resources required to deliver sufficient school places in future years. Capital bids are invited on an annual basis and are reviewed as part of the Council's overall budget setting process, along with the available resources.

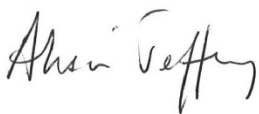
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Signed by:
Alison Jeffery
Director of Children, Families and Education

Appendix A: School Organisation Policy
Appendix B: Primary School Place Strategy
Appendix C: Secondary School Place Strategy
Appendix D: SEND Provision Place Strategy

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

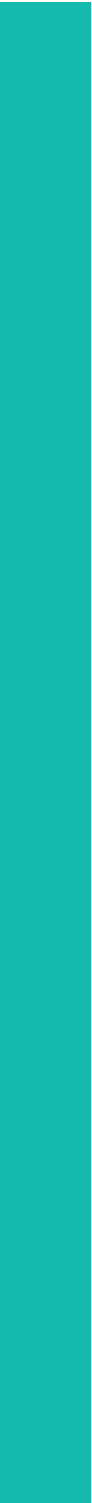
The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on



Signed by: Alison Jeffery, Director of Children, Families and Education

School Organisation Policy 2018 – 2024





September 2018

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1.1

Under **Section 14** of the Education Act 1996, the council has a statutory duty to provide sufficient school places for resident children and is committed to working with schools, academies and Multi-Academy Trusts for the benefit of children and young people in Portsmouth. This duty requires the council to forecast future pupil populations so that it can ensure that sufficient places are provided. Through this forecasting work, the council considers the capacity in Portsmouth schools, and determines whether action needs to be taken to meet anticipated future demand for school places by Portsmouth resident children.

1.2

Portsmouth City Council's approach is documented in the following suite of four key documents:

- School Organisation Policy
- Primary School Place Strategy
- Secondary School Place Strategy
- SEND Provision Place Strategy

1.3

Each Strategy covers a 6-year period, but also looks forward to the longer term demand for places. This ensures that prompt action can be taken in a timely way if a future shortfall is identified.

1.4

These documents bring together information from a range of sources and set out the issues and solutions to ensure that the council can meet its statutory duties for providing school places for the period 2018–2024 and beyond.

1.5

The over-arching purpose of the four documents is to:

- Commission additional school places to meet increasing demand
- Prioritise the capital investment that is required to address sufficiency (basic need)
- Ensure the council meets its statutory duty of providing sufficient local school places for every child of school age whose parents / carers wish them to have one
- Set out the council's policy on managing school organisation

1.6

Each of the three strategy documents includes present and predicted future pupil numbers on roll, together with information about birth rates, school capacity, pupil mobility, pupil ethnicity and new housing developments that will impact on school places. There is an analysis of the changes in the number of school places available over recent years and forecasts about future places and the changes that are likely to occur.

1.7

The Strategy documents set out priorities for capital investment to address sufficiency of school places.

1.8

The Policy document sets out how the council will work in partnership with maintained schools and academies on school organisation matters.

1.9

The four documents will be reviewed on an annual basis to take account of refreshed forecast data and new or emerging intelligence.

1.10

The council works in partnership with schools, academies and Multi-Academy Trusts when making decisions about priorities for capital investment on school premises. School organisation and pupil forecasting information is shared and regular dialogue ensures that informed decisions are made about future investment on school sites. This fair and transparent process supports decision making on how the demand for school places is achieved and the council's education capital funding priorities. It also provides assurance that capital projects are soundly based and represent good value for money.

1.11

26 schools are maintained by the council (known as the Local Authority), and 38 schools are academies within a Multi Academy Trust (as at September 2018). There are currently 12 Multi Academy Trusts operating within the city and one standalone Academy Trust (UTC Portsmouth).

1.12

In July 2018, the Education and Skills Funding Agency highlighted Portsmouth in the top 20 Local Authorities for the efficient delivery of value for money education capital projects. This supports the assertion that school expansions in Portsmouth offer value for money.

1.13

Section 2 summarises the national context and procedures introduced by government for making changes such as opening, closing or expanding schools.

1.14

Section 3 outlines the local policy which applies to school organisation planning and decision-making.

Setting up a new school – the academy free school presumption

2.1

The Education Act 2011 changed the arrangements for establishing new schools and introduced section 6A (the “free school presumption”) of the Education and Inspections Act 2006 which requires that, where a LA identifies the need for a new school in its area, it must seek proposals to establish an academy (free school).

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/706171/Academy_and_free_school_presumption_departmental_advice.pdf

Prescribed changes to a maintained school

2.2

The council must also have due regard to the prescribed changes statutory guidance when considering changes to a LA maintained school, including:

- Enlargement of the school premises
- Expansion on to an additional site (“satellite” site)
- Quality of new places created by expansions
- Change in number of pupils in a special school
- Reducing pupil numbers in LA maintained schools
- Change of age range
- Adding or removing a Sixth Form
- Closing an additional site
- Transfer to a new site

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/514548/16-04-06_FINAL_SO_Guidance__PA_Regs.pdf

Prescribed changes to an academy

2.3

Academies / Multi-Academy Trusts are responsible for following any related guidelines that relate to academies and the prescribed amendments listed in section 2.2.

3.1

The Portsmouth City Council Plan, *Working together: putting people at the heart*, includes a corporate priority to “*Make Portsmouth a great place to live, learn and play, so our children and young people are safe, healthy and positive about their futures*”.

3.2

The Portsmouth Education Partnership (PEP) brings together Multi Academy Trusts, individual schools and academies, colleges, early years settings, the Regional Schools Commissioner, the University, the Dioceses, the Education Business Partnership and Portsmouth City Council to drive improved attainment and opportunity for all children and young people across the city. The PEP was launched in November 2016.

3.3

The *Education Strategy for Portsmouth 2017–2020: pulling together, achieving more* has been drawn up through the PEP. It explains the actions that are being taken to address together key priorities for the city, including:

Invest in school buildings to create additional school places and provide high quality learning environments that meet the needs of all children.

3.4

The most common types of schools are:

- Maintained schools which are funded and controlled by the Local Authority. These include community schools, foundation or voluntary schools, and community or foundation special schools.
- Academies, which are publically funded, but independent from the Local Authority and are overseen by the Department for Education.

3.5

The local policies in Portsmouth cover the following matters:

- School amalgamation (maintained schools)
- Hard Federation (maintained schools)
- Multi-Academy Trusts and Academies
- New schools
- Free schools
- Surplus places

School Amalgamation (maintained schools)

3.6

The Local Authority supports the amalgamation of Infant and Junior schools on the basis that it can strengthen the capacity of schools to sustain school improvement, provide financial sustainability and reduce the number of transition points that pupils have to go through in their education. The policy reflects changes across the country that has resulted in fewer Infant and Junior schools in favour of all through Primary schools.

3.7

A summary of the key benefits arising from an amalgamation is set out in **Table 1** overleaf.

Table1: Rationale for amalgamation of Infant and Junior schools to form an all through Primary School

1	Leadership and vision <ul style="list-style-type: none"> Single governing body and one agreed vision and set of values to continue to drive up standards and promote continuity and progression Parents and carers of children who attend the primary school will benefit from knowing one school and one staff. They will know and understand how the school works and will not have to adjust to the demands of a different school as their child gets older
2	Transition and supporting pupils' progress <ul style="list-style-type: none"> An amalgamation will allow for high levels of consistency to be achieved throughout a pupil's time at the school and will provide better capacity for sustained improvement Removal of the need to change a school at the transition point between Key Stages 1 and 2 will eliminate the achievement 'dip' that can often be experienced at this time and any anxiety felt by pupils. Tracking of pupil progress and early intervention will significantly be enhanced for those pupils moving between Key Stages 1 and 2 Expectations for behaviour and learning would be more consistent than if the schools were operating in two separate ways Pupils will have greater opportunities to access aspects of the curriculum which might otherwise be denied to them because of the phase in which they are working. Some pupils in Key Stage 1 might be ready to access aspects of the curriculum and staff in Key Stage 2 but this is difficult to achieve outside of an all through primary school
3	Sharing of resources / expertise and efficiency gains <ul style="list-style-type: none"> A better opportunity to build on the sharing of resources and expertise across Key Stages 1 and 2 which in turn will support an enriched curriculum. Enable the single Governing Body to make efficiencies in the running of the primary school (particularly in respect of leadership, finance, administration and caretaking but also in other areas such as pastoral care, IT, etc.).
4	Admissions <ul style="list-style-type: none"> All through primary schools support parents and carers by automatically allowing their children to continue through their primary education to the end of Key Stage 2 without the need for making an application during Year 2 for a place in a Junior School. The security of a guaranteed place in Year 3 would be attractive for parents and carers if the two schools were to amalgamate. Portsmouth has a growing school population and there are fewer school places in the City and less choice for parents and carers, particularly in the primary phase. An amalgamated school would therefore be of significant benefit to parents and carers of pupils attending the schools providing them with the certainty of a school place for their child throughout the primary phase.

Table continues on next page

5	Recruitment and retention of staff
	<ul style="list-style-type: none"> Amalgamation is likely to lead to a more effective policy of recruitment and retention of staff. Nationally, there are significantly more primary schools than infant and junior schools, and teaching staff and non-teaching staff find that posts in Primary Schools are more attractive than posts in infant and junior schools as they offer better career development opportunities. A larger school, covering the full primary age range, offers improved opportunities to develop staff which in turn aids the retention of staff. Expertise can be targeted across the primary age range enabling senior leaders to more effectively deploy staff
6	Role models / social development of pupils
	<ul style="list-style-type: none"> Opportunities for children to work across Key Stages 1 and 2 and support each other. 4 year olds will not be educated alongside 11 year olds, but pupils will have the opportunity to interact with different aged children. This can include older pupils having some appropriate pastoral responsibilities for younger children
7	Ofsted / financial audit
	<ul style="list-style-type: none"> An amalgamation will mean just one financial audit each year and one Ofsted inspection.

3.8

The local policy for the amalgamation of Infant and Junior schools is as follows:

The Local Authority will actively explore proposals when two or more of the following criteria or 'triggers' apply:

- The standards of pupil achievement would be improved by the proposal and would strengthen outcomes through learning and teaching*
- The schools are on the same site or in close proximity to each other*
- One or both of the Head Teacher posts at the schools has become, or will shortly become, vacant*
- One or both of the schools currently has surplus capacity of 15% or more, or is projected to reach that point in the foreseeable future*

3.9

The amalgamation of schools is a prescribed alteration under the *School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013*.

The council would need to follow the statutory process to close a maintained school and establish a new school under section 11 of the Education and Inspections Act 2006 (outside of the free school assumption). The Schools Adjudicator is the decision maker for a Local Authority proposal. The statutory process has 5 steps.

See table 2 overleaf

Table 2

Stage	Description	Timescale	Comments
Stage 1	Consultation	No prescribed timescale.	Informal / pre consultation. Recommended to last a minimum of 6 weeks. School holidays should be taken into consideration and avoided where possible. Likely to be no longer than 12 months.
Stage 2	Publication	Publication of the statutory notice and proposal 164	
Stage 3	Representation	Must be 4 weeks from date of publication.	Formal consultation. As prescribed in the Establishment and Discontinuance of Schools Regulations and cannot be shortened or lengthened.
Stage 4	Decision	LA should decide a proposal within 2 months otherwise it will fall to the Schools Adjudicator.	Where permitted appeals must be made within 4 weeks of notification of the decision.
Stage 5	Implementation	No prescribed timescale.	However the date must be as specified in the published notice, subject to any modifications agreed by the decision-maker.

Hard Federation (Maintained schools)

3.10

A number of schools in Portsmouth have chosen to federate before considering amalgamation whereby the existing schools remain as separate schools, but there is shared governance and leadership across the schools – otherwise known as a ‘hard’ federation.

3.11

The potential benefits of a ‘hard’ federation are very similar to an amalgamation with the exception of the admission arrangements and having a single Ofsted inspection and financial audit (see **Table 1** on pages 8–9).

3.12

In terms of policy, the council’s preference is for amalgamation as opposed to a federated approach. However, there are occasions where a ‘hard’ federation, as an initial step towards future amalgamation, would be preferable.

3.13

The council will seek to work with federated schools and, wherever possible, to formally amalgamate the schools into a Primary School and realise the benefits set out in section 3.7.

3.14

Federation is not a prescribed alteration under the *School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013*. It is governed by *The School Governance (Federations) (England) Regulations 2012*. The Governing Boards of two or more schools must agree a proposal to Federate. It is not something that the council can propose.

3.15

The process is summarised in the Regulations as follows:

- A governing body / bodies proposing to federate must first consider a report on the proposal. The consideration of the report must be specified as an item on the agenda for the meeting of which notice has been given in accordance with regulation 11(4) of the Procedures Regulations.
- The governing bodies proposing to federate jointly publish proposals for federation¹.
- The proposal must contain:
 - a. the name or names of the governing body or bodies with which the governing body propose to federate and confirmation that that governing body, or those governing bodies agree with the proposal to federate
 - b. the proposed size of the governing body of the federation
 - c. the proposed number of governors for each category of governor
 - d. the proposed arrangements for staffing the schools within the federation
 - e. the proposed federation date
 - f. the identity of the admission authority or authorities for the schools within the federation
 - g. the date, not less than six weeks after the publication of the proposals, by which written representations may be made to any governing body regarding the proposals and the address to which they should be sent
 - h. such other matters as the governing bodies consider appropriate
- The governing bodies proposing to federate must publish the proposals by sending them to:
 - the Secretary of State
 - the relevant local authorities
 - the Headteacher of each school
 - in the case of any school with a foundation –
 - the foundation governors
 - the trustees of any trust relating to the school
 - where any of the schools are designated under section 69(3) of SSFA 1998 as having a religious character, the appropriate diocesan authority in the case of a Church of England or Roman Catholic Church school, or the appropriate religious body in the case of any all staff paid to work at any of the schools
 - every person known to them to be a parent of a registered pupil at any of the schools
 - such other persons as the governing bodies consider appropriate

A copy of the proposals must be made available for inspection at all reasonable times at each school.

- The governing bodies proposing to federate must jointly consider any responses to the proposals and each governing body must determine whether:
 - to proceed with the proposals for federation as published
 - to proceed with the proposals for federation with such modifications as the governing body consider appropriate
 - not to proceed with the proposals for federation

Any modifications referred to in paragraph may not include a change in the identity of the governing bodies proposing to federate.

¹ A 'hard' federation requires shared governance and leadership changes, whereas a 'soft' federation is simply collaborative working across two or more schools.

- *All the governing bodies which determine to proceed must jointly give notice of that fact to the relevant local authority or authorities and the Secretary of State within one week of the determination. Any governing board which determines not to proceed must give notice of that fact to the Secretary of State within one week of that determination. The governing boards produce a draft Instrument of Governance for approval by the Local Authority.*

Multi-Academy Trusts and Academies

3.16

Academies are publicly funded independent schools.

3.17

In Portsmouth, all schools are encouraged over time to become part of a strong Multi-Academy Trust (MATs). Through MATs, schools are able to receive stronger support and challenge, and closer collective development with other schools, than has been possible through the local authority alone, particularly as funding for the school improvement role of local authorities has reduced. The best MATs, working within a strong wider partnership and accountability framework, provide a robust and resilient operating framework for individual schools.

3.18

60% of schools in the city are now part of a Multi-Academy Trust and 65% of pupils in the city attend an academy.

3.19

The council and the Regional Schools Commissioner are working together on the development of MATs in Portsmouth, with the aim that all MATs operating in the city:

- Act as strong engines for school improvement, bringing in support and challenge from outside of the city as well as from within.
- Promote the smoothest possible transition for children and young people between different stages of education
- Provide a resilient and sustainable structure for schools due to the economies of scale MATs can bring—supporting rigorous financial management
- Commit to inclusive practice and working together with all schools and other MATs across the city.

3.20

The council will continue to liaise closely with the Regional Schools Commissioner to ensure that school looking at options in relation to academy status have up to date information about Multi-Academy Trusts which have capacity to grow and a good track record in terms of supporting schools to improve.

New schools

3.21

If a new school was required in Portsmouth, this would have to be an academy under the statutory regulations. A new school does not have to be limited to a specific phase of education such as primary or secondary, although this may be selected for good reasons.

3.22

Whenever a new school is being proposed the council will consider the potential for an all-through school if two or more of the following criteria or 'triggers' apply:

- Current pupil numbers and trends within the planning area where the school is located demonstrate a need for places in both phases
- The provision of all-through provision on the site would not destabilise other schools (linked to pupil forecasts, pressure on places, demand)
- There is sufficient land within/ on the planned site (taking account of BB103 national guidelines for the composition of the school)
- The provision of an all-through school is financially viable and sustainable in revenue terms
- The provision of an all-through school offers value for money for a capital build, compared to national bench-marking.

3.23

For clarity, it should be noted that existing primary and secondary maintained schools in the city do not have the physical capacity (as per BB103 national guidelines) to expand to include an additional phase of education. An example of this expansion would be where a primary school maintained its current primary numbers but added secondary school provision, or vice versa.

3.24

Due to the pressure on school places, the council could not support reducing the current capacity, and therefore the all through option is not considered feasible at present in our existing schools. This position will be reviewed as part of the annual review of this School Organisation Policy statement.

3.25

It is anticipated that discussions about new all through schools will be most productive when considering new schools as a response to housing developments, or when formally bidding to the Department for Education for additional capacity in the city.

Free Schools

3.26

A free school is a type of academy which is publically funded, but independent from the Local Authority. Oversight is from the Department for Education.

3.27

Free schools are often set up by teachers, parents, existing schools, charities or community groups. The council supports exploratory discussions with free school proposer groups in order to inform their planning and preparation for a potential bid. The proposer group would submit a bid to the Department for Education for consideration.

3.28

Occasionally, there are government funding rounds which allow the council to bid for a new free school. Options within Portsmouth are very limited due to its densely populated nature, and bids would usually require the identification of a site for the free school.

3.29

The council actively explores the potential for free school bids, which are usually subject to specific criteria.

3.30

For example, following a bid in 2016, a special free school for children with autism is being built on the site of the old Wymering Community Centre. In October 2018, a bid was submitted for a special free school for post-16 students to be co-located on the Redwood Park school site.

Surplus places

3.31

The Government uses an assumption of 2% surplus for both primary and secondary as the basis for basic need funding allocations to Local Authorities. In light of this, the council uses the aim of a 2% surplus for school place planning purposes and measures this as a citywide figure within both primary and secondary phases.

3.32

There is currently very limited surplus capacity in the city, and future pressure on places has been identified. Therefore, there are no plans to address surplus places at this time.

3.33

If the situation changed in the future, the council would take steps to manage the overall level of surplus places across Portsmouth, including reducing increasing admission numbers and removing or re-designating accommodation.

3.34

In these circumstances the following criteria will be used to identify schools where future action should be explored:

- Schools with significant surplus capacity as at the annual census
- Schools where the forecast Number on Roll (NOR) identifies a 15% surplus capacity through a decline in the expected number of pupils
- Schools within a catchment area that identifies a 15% level of surplus capacity which is expected to continue for 5 years or more.

3.35

When schools are identified through the above criteria, discussions would take place on the appropriate course of action. This would depend on the local context and the circumstances at the individual school.



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Primary School Place Strategy 2018 – 2024





September 2018

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1.1

The Primary School Place Strategy sets out Portsmouth City Council's approach to the analysis of demand for primary school places and outlines how the demand will be met.

1.2

Section 14 of the Education Act 1996 requires Portsmouth City Council to ensure that there are sufficient school places for resident children. This duty requires the council to forecast future pupil populations so that it can ensure that sufficient places are provided.

1.3

The strategy considers forecasting data compared to capacity in Portsmouth schools, and determines whether action needs to be taken to meet anticipated future demand for school places by Portsmouth resident children.

1.4

The Strategy covers a 6-year period, but also looks forward to the longer term demand for places. This ensures that prompt action can be taken in a timely way if a future shortfall is identified.

1.5

All Councils are required to submit their pupil projections to the Department for Education (DfE) on an annual basis. The pupil projections inform the Government allocation of Basic Need capital funding to Councils. **Appendix A** explains the pupil forecasting methodology which supports the pupil projections.

1.6

The geography of Portsmouth is important for pupil place forecasting because the lack of permeable boundaries on the east, south and west greatly restricts the potential for migration in and out of the council area by pupils. Portsmouth is the most densely populated city in the UK, outside of London, with 5,000 people per km². Portsmouth parents generally have a broad choice of schools within a small distance. However, there is a significant barrier to pupil movement (as could be expressed through parental preference) due to the water course between the island and mainland parts of the City area. **Appendix B** is a map of Portsmouth showing school locations.

1.7

Since 2011, pupil numbers in Portsmouth have risen dramatically. This has put considerable pressure on the availability of primary school places and over 1,700 additional places have been added through school expansions. These additional pupils are now starting to impact on the availability of secondary school places as the numbers move through the year groups and into secondary provision.

1.8

The increase in demand is largely due to a rise in the number of children being born in the City, but it is also as a result of a range of other social and economic factors including:

- Inward migration
- Impact of housing developments and regeneration schemes
- Reduction in the number of children accessing independent education

1.9

Section 4 explains the forecasting methodology and the current pupil numbers and capacity within Portsmouth schools.

1.10

Section 5 covers the review of demand versus capacity and outlines pro-active steps which could be taken to address future pressure for primary school places. This includes considering the expansion of existing schools (which is covered more fully in **Section 6**).

1.11

The recommendations in **Section 8** focus on actions which need to be taken in the next 1-3 years to ensure that future demand (within the next 6 years) can be adequately addressed.

1.12

For longer-term projected demand (7-17 years) potential actions are provisionally identified and documented, and kept under close scrutiny as the data and intelligence is refreshed each year, until there is sufficient reliable evidence to confirm whether action should or should not be taken. By their nature, longer term forecasts are less accurate than short term projections. This is because assumptions are made but actual occurrences may change over time for example, using estimated birth rates for children who are not yet born, or where expected housing developments are delayed or do not occur. See **Appendix E**.

1.13

In addition to the Primary School Place Strategy, there is also a Secondary School Place Strategy, a SEND Provision Place Strategy, and a School Organisation policy document. The four documents are reviewed on an annual basis and updated to take account of refreshed forecast data and new or emerging intelligence.

2.1

In January 2018, there were 26,108 pupils in Portsmouth maintained schools and academies.

See table 1

2.2

Some schools are maintained by the Local Authority, and other schools are academies within a Multi Academy Trust. In Portsmouth, all schools are encouraged over time to become part of a strong Multi Academy Trust. There are 12 Multi Academy Trusts operating within the city.

See table 2

2.3

For the spread of pupils across primary, secondary and special school provision.

See table 3

2.4

The number of primary pupils has been rising significantly for over a decade. The demand for school places in Portsmouth has been fuelled by rising birth rates; inward migration and the impact of regeneration schemes and housing developments.

2.5

The birth rate has risen by 29% since the lowest point in 2001 of 2153 live births and peaking in 2012 at 2781 live births. Since then there has been a small decline in numbers and the position has stabilised. The most recent data (2016) has shown a further decline.

See table 4 overleaf

2.6

The economic climate can impact on pupil numbers, leading to a reduction in the proportion of pupils leaving the LA maintained sector for independent schools and/or a reduction in outward migration from the Local Authority area. Economic impact has affected pupil numbers across the majority of the country and this impact is evident in predicted pupil numbers across Portsmouth.

Table 1: LA maintained schools and academies (as at January 2018 school census).

	No. of pupils	% of pupils
Primary	16,878	65%
Secondary	8,661	33%
Special	569	2%
Total	26,108	100%

This figure does not include pupils in private schools

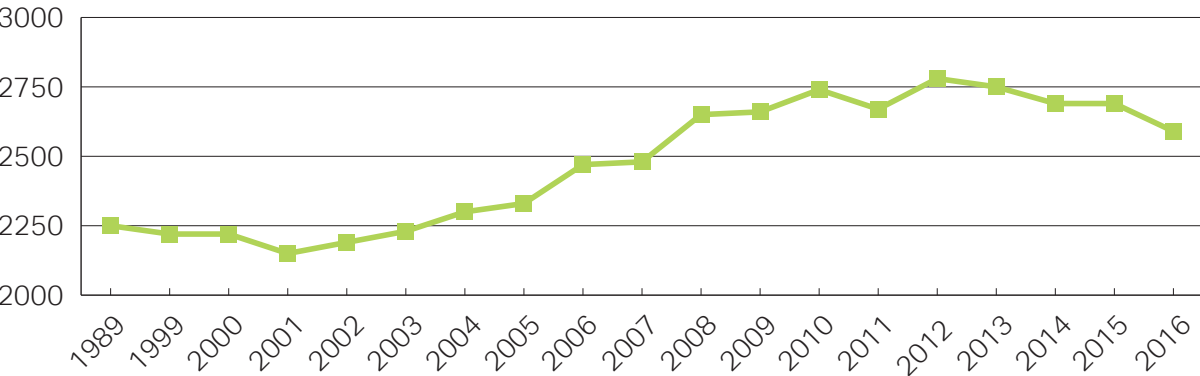
Table 2: Maintained and Academy Schools (as at September 2018)

	LA Maintained schools	Academies	Total
Infant	8	8	16
Junior	3	9	12
Primary	11	9	20
Secondary (including the University Technology College)	1	9	10
All-Through School	1	0	1
Special	2	3	5
Total	27	37	64

Table 3: Pupils across primary and secondary provision (as at January 2018 school census).

	LA Maintained schools	Academies	Total
Infant	2843	999	3842
Junior	1625	3077	4702
Primary	4536	3798	8334
Secondary	2575	6086	8661
Special	173	396	569
Total	11,752	14,356	26,108

Table 4: Number of live births in Portsmouth per year



2.7

For planning and funding purposes, local authorities are required to plan pupil provision based on planning areas which reflect patterns of provision in a similar geographic area. Planning areas in Portsmouth are based on secondary school catchment areas.

2.8

Forecast data is showing a decrease in primary pupil number forecasts, which suggests that the number of Year R pupils will fall in the period 2018-2020. Although the number of surplus places at primary level has started to rise, there is continued pressure in four (out of 7) Planning Areas. As numbers are forecast to rise again from 2021, due to the impact of housing development, the number of surplus places will reduce again.

2.9

The annual review of the Primary School Place Strategy ensures that there is a watching brief on school numbers and that prompt action can be taken in a timely way, if a future shortfall is identified within the next 6 years.

2.10

A **key priority** is to secure capital funding to address sufficiency of school places and also address the urgent condition issues in the city's schools.

2.11

The condition of many of our schools also remains a concern. The council will continue to use capital maintenance funding to address the most urgent condition works in LA maintained schools and academies will do the same either through their allocation from the Education and Skills Funding Agency (ESFA) or through bids to the Condition Improvement Fund (CIF).

Portsmouth Education Partnership

3.1

The Portsmouth Education Partnership (PEP) brings together Multi Academy Trusts, individual schools and academies, colleges, early years settings, the Regional Schools Commissioner, the University, the Dioceses, the Education Business Partnership and Portsmouth City Council to drive improved attainment and opportunity for all children and young people across the city. The PEP was launched in November 2016.

3.2

86.7% of schools are Good or better (as at March 2018) compared to 85% (as at July 2017). All schools are above the floor standards at Key Stage 2 (KS2) and Key Stage 4 (KS4). Despite a trend of improvement, Portsmouth remains well below national averages for attainment and progress at KS2 and KS4.

3.3

The Education Strategy for Portsmouth 2017-2020: pulling together, achieving more has been drawn up through the PEP. It explains the actions that are being taken to address together key priorities for the city. Detailed plans are continually being updated, and the strategy sets out a high level summary of strategic objectives and key priorities with cross references and links to other documents and action plans. The full strategy document is available on the Portsmouth Education Partnership website and the summary of the Portsmouth Education Strategy 2017-2020 is at **Appendix C**.

3.4

The Education Strategy comprises ten strategic objectives. This strategic objective links directly to the Primary School Place Strategy:

Invest in school buildings to create additional school places and provide high quality learning environments that meet the needs of all children.

3.5

Key priorities under this Education Strategy objective and relevant to the School Place Strategy are:

- a) Work with LA maintained schools and Multi Academy Trusts to ensure that there are sufficient primary and secondary school places in Portsmouth in order to achieve a minimum surplus of 2%, through a strategy of expansion of existing schools.
- b) Secure capital funding to address sufficiency, condition and suitability issues through the allocation of basic need funding for the DfE, ESFA Priority School Building Programmes and Free School applications where appropriate.

Forecasting Primary School Places

Forecasting methodology

4.1

Pupil forecasts are reviewed on an annual basis by the council and the DfE. The data presented in this document is drawn from the annual review submitted to the DfE in July 2018. The forecasts for the 2018 return cover the period up to 2024/25. Forecasting pupil numbers is affected by a wide range of factors such as:

- Birth rate
- Inward and outward migration
- Net movement
- Cross border changes
- Housing development timeframes and impact, such as Tipner/Milton
- Future Free Schools
- Impact of University Technology College (UTC)

4.2

The methodology and projections use an impressive range of data sources to model conversion ratios to establish the actual Reception Year cohort. The full forecasting methodology is at **Appendix A**.

4.3

Pupil forecasts are based upon Small Area Population Forecasts provided by Hampshire County Council Research and Intelligence group in the early spring to determine the population of 4 year old children. These are modified within the council's Geographical Information System to reflect primary school catchment areas.

4.4

The methodology for forecasting at the primary and secondary aggregate level for Portsmouth is based on a cohort survival method that assumes pupil numbers will roll forward from one year group to the next at the end of each academic year. Year on year changes, which may be influenced by such factors as migration, turbulence, demographic and building changes, are projected forward by using the highest value of the last 5 years. The Council has pupil census data going back to 1996. This model produces forecasts of the usually resident population by age and sex in each Census Output Area in the city and is based on census, birth and child health data and dwelling supply information. This tried and trusted methodology produces accurate forecasts.

National pupil projections

4.5

In July 2018, the DfE published national pupil projections for the number of pupils in schools in England by type of school and age group. The projections are based on the mid 2016 Office of National Statistics (ONS) national population projections (published in October 2017), ONS monthly births data up to and including 2016, and School Census data up to and including January 2018.

4.6

The 2018 national pupil projections, compared to those produced in 2017, are forecasting a lower level of increase in the pupil population over the next nine years of the projection. This is most notable at primary and nursery level.

4.7

The national nursery and primary population has been rising since 2009 and reached 4.64 million in 2018. However, the rate of increase is slowing, as the lower numbers of births from 2013 onwards start to reach school age. The population is projected to stabilise in 2019 at 4.66 million before starting to fall.

4.8

The national secondary school population rose to 2.85 million in 2018 and is projected to continue increasing until around 2025, reaching an estimated 3.28 million.

See table 5

4.9

Changes in the school age population are largely driven by the birth rate. However, the proportion of the overall population which actually attends school also has an effect, particularly in the early years, since parents can choose whether to send children aged under 5 to school.

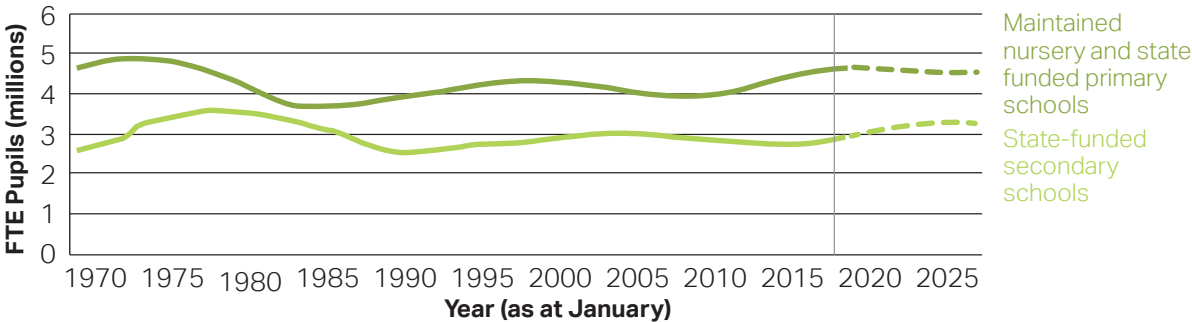
4.10

Direct immigration of pupils born outside the UK has a very small effect on the school age population. However, the birth rate, which has a much larger effect, is affected by any increase in the number of children born to non-UK born women (who overall tend to have higher fertility rates).

4.11

The overall effect of these changes on the projected national population is that the number of children attending all state funded schools has been rising since 2010 and is projected to continue on an upward trend until 2024, albeit at a gradually slowing rate after 2019. After 2024, the figure is expected to fall slightly until the end of the projection period (2027).

Table 5: Mainstream state-funded schools: full time equivalent pupil numbers, actual and projected



Portsmouth pupil projections

4.12

In line with the rest of the country, Portsmouth has seen a rising birth rate which peaked in 2012. Since then, the overall number has started to decrease. This is shown in **Table 4** (section 2.6).

4.13

Inward migration has been an important consideration for Portsmouth in terms of pupil places in recent years, particularly as it is difficult to quantify and has occurred over a relatively short timescale. However, since a peak in new arrivals into the city in 2014/15, numbers stabilised and have shown a further decrease this year. With uncertainty regarding Brexit, it is likely that this number will continue to fall.

See table 6

4.14

Appendix D outlines the current pupil forecasts up to 2024/25 as outlined in the 2018 return to the Education and Skills Funding Agency (ESFA).

Table 6: Portsmouth: New arrivals with English as an Additional Language

Year	Total number of new arrivals
2012–13	128
2013–14	194
2014–15	252
2015–16	197
2016–17	195
2017–18	164

Current numbers and capacity

4.15

In order to meet the demand for school places and ensure the Local Authority meets its statutory duty to provide every resident child with a school place, an additional 1,700 primary school places have been created in Portsmouth through two phases of primary expansion. This has been achieved by working with both LA maintained schools and academies, expanding existing primary schools and establishing an all through 4-16 school at Mayfield School. Despite this investment, a surplus of less than 2% at Year R (Reception intake) has been achieved.

4.16

The Government uses an assumption of 2% surplus for both primary and secondary as the basis for basic need funding allocations to Local Authorities. In light of this, the Council uses the aim of a 2% surplus for primary school place planning purposes.

4.17

The surplus places are scattered across the city. The pressure on primary places continues to be a challenge in some planning areas due to the limited surplus that is available in that location.

4.18

In September 2017, the Council provided a bulge year group of an additional 30 Year R places at Beacon View Primary Academy to meet demand in the King Richard planning area and to maintain a surplus of 1%–2% across the city.

4.19

Year R numbers had previously been forecast to remain relatively stable at c.2480, an increase of over 35% from a low point in 2005/06 of 1834. With the decrease in birth rate and the decrease in inward migration, combined with the number of pupils attending out of city schools and independent schools, forecast data suggests that the number of Year R pupils will fall in 2018, 2019 and 2020. This is in line with ONS population projection figures. However, due to housing development impact it is forecast that numbers will increase again from 2021.

4.20

Year 3 numbers are forecast to continue to increase to 2486 for 2020/21, an increase of 39% since reaching a low point in 2008/09 of 1789.

4.21

The Council's Planning Department provided data for 50+ potential housing developments across the Local Authority area. From the Planning data, established models are used to estimate pupil yield for each site and therefore the potential impact on the local demand for school places. Pupil yield is based on the type and volume of housing (for example, the number of children who may live in a one-bedroom flat compared to a 5-bedroomed house may be different).

4.22

Where development impact is included in the Small Area Population Forecasts provided by Hampshire County Council Research and Intelligence group, it is reflected in Year R forecasts and then projected forward as these pupils move through year groups.

4.23

Where developments are tentative and formal planning permissions are not in place, potential pupil numbers are not reflected in the pupil place forecasts.

4.24

The council has agreed to fund an increase in the capacity of Arundel Court Primary School providing an additional 15 places per year group from September 2020. The additional classrooms will be provided as part of the government-funded Priority Schools Building Programme re-build project.

4.25

The council has also retained capacity at Langstone Infant and Junior Schools for a bulge year group, in case this capacity is required to meet demand.

4.26

Portsmouth is yet to have any mainstream free schools. Opportunities are restricted by the lack of land availability, although there has been recent interest shown in Portsmouth as a potential location for a future free school. The impact on pupil numbers will need to be considered if a free school opens in Portsmouth.

Review of Future Demand and Capacity

Place Planning Areas

5.1

The primary school pupil number forecasts in **Appendix D** show that there are enough primary school places at city-wide level to provide an adequate number of surplus places up to 2023/24. However, in some planning areas, the forecast number of pupils has or is expected to exceed the capacity available.

See table 7

5.2

Portsmouth is densely populated. The national expectation at primary school age is that children should be able to access a school place within a reasonable distance. The reasonable distance is nationally interpreted as two miles. For any point within the City, a distance of two miles would result in a relatively large number of potential schools. **Appendix F** shows how a two mile radius circle drawn from College Park Infant School, which is central within the City, includes 27 out of 37 primary phase schools. Parents have a broad choice of schools within a small distance and few geographic barriers to navigate.

5.3

The geography of Portsmouth is important for pupil place planning because the lack of permeable boundaries on the east, south and west greatly restricts the potential for migration in and out of the city by pupils. This tight geography and the restrictions to internal movement reduce the relevance of pupil place planning areas and increase the focus on city-wide pupil place planning.

Table 7: Planning areas expected to exceed capacity available

	2018/19		2019/20		2020/21		2021/22		2022/23	
	YR	Y3	YR	Y3	YR	Y3	YR	Y3	YR	Y3
Charter	469	455	468	443	470	457	477	473	482	471
capacity	455	455	455	455	470	470	470	470	470	470
surplus/deficit	-14	0	-13	12	0	13	-7	-3	-12	-1
Priory	364	336	365	349	365	352	369	352	372	354
capacity	355	345	355	345	355	345	355	345	355	345
surplus/deficit	-9	9	-10	-4	-10	-7	-14	-7	-17	-9
Springfield	271	272	265	275	267	277	270	277	272	272
capacity	270	270	270	270	270	270	270	270	270	270
surplus/deficit	-1	-2	5	-5	3	-7	0	-7	-2	-2
Miltoncross	261	221	262	241	262	247	264	258	266	259
capacity	270	240	255	240	255	240	255	240	255	240
Surplus/deficit	9	19	-7	-1	-7	-7	-9	-18	-11	-19

Data for 2023/2024 is not yet available.

City-wide Place Planning

5.4

Appendix D outlines the comparison of capacity versus demands for school places. The figures are summarised below.

See table 8

5.5

Based on the pupil forecasts, urgent action is not required to address the sufficiency of school places and there is 2% surplus at Year R until 2023/24. At Year 3, 2019/20 and 2020/21 remain tight with little surplus, but a bulge year group could be located on the Langstone site to address this pressure.

5.6

However, the forecasts indicate that at least one additional form of entry (30 primary school places) will be needed by 2023/24. The pressure on capacity is driven by housing developments, and, if housing development impact starts to be seen as forecast across a number of development schemes, additional places will be required. The impact of developments on primary pupil numbers is shown in **Appendix E**.

5.7

It should be noted that, without the housing development impact, there would not be a pressure on primary school places in this timeframe, and therefore the assessment of housing impact is a vital factor in pupil forecasting.

Table 8: Pupil forecasts including housing development child yield

	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Year R						
Number on Roll	2396	2337	2358	2387	2412	2490
Capacity (Admission Limit including proposed changes)	2505	2490	2505	2505	2505	2505
Housing development impact (Strategic sites & large permitted sites)	1	3	21	34	41	56
Surplus /(Deficit)	108	150	126	84	52	(41)
% Surplus /(Deficit)	4.31%	6.02%	5.03%	3.35%	2.08%	-1.64%
Year 3						
Number on Roll	2378	2439	2486	2413	2353	2387
Capacity (Admission Limit including proposed changes)	2475	2475	2525	2495	2495	2495
Housing development impact (Strategic sites & large permitted sites)	1	3	21	34	41	56
Surplus /(Deficit)	96	33	18	48	101	52
% Surplus /(Deficit)	3.88%	1.33%	0.71%	1.92%	4.05%	2.08%

5.8

The northern part of the city is on the mainland and has a boundary with Hampshire County Council. Pupil numbers in this area of the city are heavily impacted by cross border pupil movement. At meetings with Hampshire County Council, cross border impact is reviewed to ensure that any changes in pupil numbers are captured and to allow for adequate planning of school places. The discussion considers cross border pupil number flows, cross border development impact, change to school capacity and other known local issues that may impact on cross border pupil numbers. It was recently concluded that Hampshire primary numbers have started to decline.

See table 9

5.9

There is potential for an 800 home development in Portchester which is likely to be approved in late 2018 and may be built within a 5 year period. The pupil yield for this development is unknown at this point. However, Hampshire County Council has confirmed that it will not be increasing the capacity of their schools to cater for the pupil yield from this development; this could result in a reduction in the number of Portsmouth pupils who would be able to attend Hampshire schools. The impact of the development will be considered in future pupil forecasting, once more information is available.

5.10

There are four planning areas that currently demonstrate demand for Year R places as the numbers of pupils exceed the number of places available. Therefore, the geographical location of future expansions must be carefully considered.

5.11

It is recommended that an additional form of entry is provided in the North of the city. This would address two issues: the shortfall in capacity within the Springfield planning area and the expected increase in demand in the King Richard planning area due to housing development impact in Portchester on the Hampshire border.

5.12

The strategy for creating additional educational capacity has, to date, been to expand existing primary schools and academies to create additional capacity and a better spread of provision across a number of schools. This has been possible due to the compact size of Portsmouth and there are still schools which have capacity to expand.

Table 9: Percentage of pupils allocated an out of city school

	2014	2015	2016	2017	2018
Reception	2.6%	2.1%	2.8%	2.4%	2.7%
Junior	2.1%	2.6%	2.6%	2.9%	1.9%
Secondary	9.2%	7.6%	6.7%	9.6%	9.7%

5.13

In July 2018, the Education and Skills Funding Agency has highlighted Portsmouth as being in the top 20 Local Authorities for the efficient delivery of value for money education capital projects. This supports the assertion that school expansions in Portsmouth offer value for money.

5.14

Consideration is given to determining whether to expand existing schools or seek a new school. Planning must allow sufficient time for feasibility to be established, funding sources to be identified, and capital projects to be undertaken to provide additional accommodation.

5.15

A number of key actions are recommended to prepare for forecasted demand:

- a) Review the progress of forecast housing developments over time, to ensure that forecasting accurately captures likely build out rate and pupil yield from developments. Development impact should be carefully monitored to ensure that both the size/type and completion dates are reflected appropriately in future plans.
- b) The Stamshaw Junior School site has been identified as a site large enough to provide a future school expansion, as and when the Tipner development requires additional school places. The development area is within the Mayfield planning area that currently has sufficient school places and current indications are that this is unlikely to be required until at least 2023/24. It is recommended that the impact of the Tipner development continues to be monitored.

- c) Review the potential for expanding existing primary schools and undertake feasibility studies at appropriate primary school sites in case a future capital project is required. It should be noted that there is not always the physical space and capacity to expand the most popular schools in the exact area required, and paragraph 5.2 explains the national expectations regarding distance to school.

- d) There is a lead-in time for school expansion projects due to the time required to both develop architectural plans and to undertake the required capital building works. Ideally, a 3-year lead-in time would be used. It is therefore recommended that any feasibility studies should commence at the earliest opportunity to enable funding decisions to be made in 2019.

- e) Consider whether a new school would be financially viable with the current forecasted numbers (both in terms of capital funding for the build costs and in terms of revenue funding, which is calculated based on a national formula and is heavily weighted by pupil numbers). If this appears to be a viable option in terms of pupil numbers, and a site is available to the council, undertake a feasibility study in case a future capital project is required.

5.16

Initial discussions have taken place to identify primary school expansion projects which could address the deficit of places which has been identified. The potential for expansion of existing school sites is outlined in **Section 6**.

6 Primary School Expansion Projects (Long List)

6.1

There are a number of schools in the city that have sufficient land and/or core capacity to be able to expand.

6.2

Portsmouth primary schools and academies were asked to indicate if they were interested in future expansion. 17 schools expressed an interest in being considered and the potential scale of any expansion. Four proposals involved more than one school, and therefore there were 12 potential solutions to consider.

6.3

To ensure that the council is best placed to respond when there is a predicted increase in pupil numbers, discussions and site visits have taken place with the primary schools and academies that expressed an interest in expansion.

6.4

The following factors were used to determine the initial high level assessment of viability and to prioritise potential sites:

- Sufficient land within the school boundary on which to expand the school
- Current pupil numbers within the planning area where the school is located
- Trends in pupil numbers within the planning area where the school is located
- Potential benefits associated with building in this location
- Potential risks / complexities associated with building in this location, including land ownership
- Potential benefits or risks associated with access to the site to build

6.5

Having considered the factors for each site, the following conclusions were drawn in relation to the 12 possible solutions:

Potential projects (low risk/difficulty)	5
Potential projects (medium risk/difficulty)	2
Potential projects (high risk/difficulty)	5

Potential projects (Low Risk/Difficulty)

6.6

Each of the projects in this section offers the potential for expansion in a Good (Ofsted category) school, and on a site with sufficient space to accommodate a capital building project. Increase in capacity is described by form of entry (FE). For example, a 1FE primary school has a Reception intake of 30 pupils, and a 2FE primary school has a Reception intake of 60 pupils.

6.7

Flying Bull Academy

The school is located in the Charter planning area which is an area with demand for places, and is ideally located for expansion. It is also well placed to support the Tipner expansion, as and when that occurs. The outdoor space and kitchen facilities are sufficient and could accommodate an expansion in numbers, increasing from 2FE to 3FE. The school would require additional classrooms and a new hall. The capital build project could be undertaken in 3 phases to minimise disruption (Phase 1 – Years R and 1 and new hall; Phase 2 – Years 2 and 3; Phase 3 – Years 4, 5 and 6).

Recommended:

- Would provide an additional 210 primary school places (+1FE)
- Located in an area of high demand for primary places
- Could meet future demand from the Tipner development.

6.8

Langstone Infant and Langstone Junior Schools

These schools are in the Miltoncross planning area which is an area of demand. The schools share a large site and there is capacity to expand increasing from 3FE to 4FE. Initial design work was undertaken 4 years ago and the assumptions would need to be reviewed. However, there is space between the two existing schools for a capital building project, which would include classrooms and a new Hall. There is a risk here that the new provision would not fill up due to its location within the planning area and its proximity to the Admiral Lord Nelson planning area which has an adequate number of places available. Therefore, the timing of any expansion here is critical.

Recommended:

- Would provide an additional 210 school places across the two schools (+1FE)
- Located in an area of high demand for primary places, but the schools are located close to Admiral Lord Nelson planning areas which has capacity.
- Large site with capacity to expand.

6.9

Lyndhurst Junior School

The school is situated in the Mayfield planning area, are considering an increase from 120 pupils (4FE) to 128 pupils per year group without any capital investment or capital build. This school had, in the past, decreased their published admission number to 120. Although not an immediate area of need, the additional places would be welcome to increase capacity at primary level in a relatively central planning area.

Recommended:

- The council encourages the school to make this minor increase in pupil capacity, which would provide an additional 32 school places.

6.10

Medina Primary School

Medina Primary school is a 1FE primary school situated on a large site in the King Richard planning area, with capacity to expand to 2FE.

The planning area is not an area of immediate demand due to the large number of pupils who choose to go to Hampshire schools. As Hampshire County Council have indicated that they will not be increasing the capacity of their schools to cater for future development impact within the Hampshire border, it is likely that less Portsmouth pupils will be able to attend Hampshire schools as a result.

In addition, the location of this site is close to the Springfield planning area so could potentially offer a more cost effective and achievable solution to the identified demand in the Springfield planning area.

Recommended:

- Situated between King Richard and Springfield secondary schools.
- Ideally located to provide an additional 210 primary school places (+1FE) in the North of the city where there is significant demand.
- Could meet future demand from Hampshire development impact.

6.11

Moorings Way Infant, Meon Infant and Meon Junior Schools

Moorings Way Infant and Meon Infant Schools feed into Meon Junior School and are situated in the Miltoncross planning area, which is an area of demand. The capacity at infant and junior in this area are not synchronised which can lead to parental dissatisfaction when selecting a junior school place if there is not sufficient capacity to move from the infants to the juniors. The proposal is to rationalise the numbers:

- Moorings Way Infant School increases from 1.5FE to 2FE
- Meon Infant School remains at 2FE
- Meon Junior School increases from 3FE to 4FE.

The Multi-Academy Trust will review the way in which the numbers are located across the three sites.

A feasibility study would identify how the reconfiguration of existing space could be achieved and it is anticipated that there would be modest capital required to achieve this outcome.

The council would be required to confirm that the existing modular building on the Moorings Way site would remain indefinitely.

This proposal would offer additional and sufficient primary places to meet the demand from the future Milton housing development (depending on the size of the development proposals).

Recommended:

- Would provide an additional 45 Infant school places and 120 Junior school places in an area where there is demand for places.
- Would re-align pupil numbers at Infant and Junior schools in this area.
- Could meet future demand from the Milton development.
- Potential for a modest capital outlay to achieve the additional places, thus offering good value for money.

Potential Projects (Medium Risk/Difficulty)

The following sites could have the potential for expansion, but there are risks or difficulties in undertaking a capital build on the school site. Therefore, these sites offer potential but are not assessed as priority sites:

6.12

St Swithun's Catholic Primary School

The school is situated in the Priory planning area which is an area of demand. There is an existing modular building which is used for breakfast and after-school clubs and as intervention spaces. The modular is time-limited and could be replaced by a two-storey building to accommodate Year 4 and Year 5. Other spaces (such as hall, dining, and outdoor space) are sufficient to accommodate the increase in pupil numbers from 1.5FE to 2FE.

However, the school is located on the Great Morass, which is a large marsh in Southsea and the ground suffers from movement over time. This is evidenced by the change in levels seen on the playground. The current building is stable on a raft foundation structure and specialist foundations would be required for a new build. This could significantly increase the costs of a project on this site.

6.13

Gatcombe Park Primary School

The school is located in Admiral Lord Nelson Planning area, which currently has an adequate number of places available. The school would be well placed to support the Tipner expansion, when that occurs. The site could accommodate an expansion in numbers but it is noted that outside space is already limited and the minimum amount of land required must be taken for an expansion project. The school would require additional classrooms and a new hall to increase from 1FE to 2FE. The capital build project could be undertaken in phases to minimise disruption.

Potential Projects (High Risk/Difficulty)

The following sites represent a high level of financial and/or construction risk and are not recommended at this time, as lower risk solutions are available.

6.14

Copnor Primary School

This site was discounted due to the lack of available space to expand to 4FE. The school could accommodate a small nursery provision in one corner, but, in discussion with the school, it was not possible to identify a viable option or location for a building project, without compromising the outside space needed for existing pupils. The school is also situated in the Admiral Lord Nelson planning area where there is currently adequate capacity available. The potential for a nursery is being considered by the Early Years team.

6.15

Corpus Christi Catholic Primary School

The school is split into 3 buildings. One building is an old flat-roofed building. The proposal is to expand the school from 1.5FE to 2FE by removing this building and building a two-storey block of classrooms in its place. The project would require modular classrooms on the playground for the period of the build. The site is very limited and it is difficult to envisage how this project could be successfully delivered without an unacceptable level of disruption to the education of existing pupils. The school is situated in the Mayfield planning area which currently has an adequate number of places available.

6.16

Manor Infant School

The school is situated in the Mayfield planning area which currently has an adequate number of places available. This site was discounted due to the lack of available space to expand from a 3FE Infant school to a 2FE Primary school. In discussion with the school, it was not possible to identify a viable option or location for a building project, without compromising the outside space needed for existing pupils. A neighbouring play park was discussed which could site a building project and the potential for this option was explored but did not result in a viable solution. This solution would also result in a loss of 30 Infant school places.

6.17

Penhale Infant School

The Multi-Academy Trust is keen to expand Penhale Infant School from a 3FE Infant school to a 3FE Primary school using the adjacent land which is currently used for the Harbour@Fratton school. The Harbour@Fratton school is re-locating to the Vanguard Centre in October 2018, and the building will be vacated.

For a viable scheme to come forward to develop Penhale Infant School into a primary school, a solution would need to be found in relation to the purchase of the land and this would significantly increase the cost of the project. The Academy Trust is currently pursuing this option in discussion with the ESFA and the council as part of a potential free school application.

6.18

Solent Infant and Solent Junior Schools

The proposal is to expand both the Infant school and the Junior school from 3FE to 4FE. These sites are in the Springfield planning area where there is a demand for places. However, there is limited land available for expansion.

At the Junior school, there is one small building which could be replaced and there are pockets of small spaces around the building. Land levels are inconsistent. There is a high risk with a piecemeal project of this type, including potential issues when linking new build with the existing infrastructure which can expose unforeseen building risks. It is also unclear how this type of approach could be achieved without an unacceptable level of disruption to the education of existing pupils. Therefore, a piecemeal approach is not deemed as a viable proposal.

The alternative on the Junior school site is to develop a new block on the current environmental area, which would be a reasonable proposal.

Due to the location of these schools on the mainland, it is imperative that both the Infant and Junior school are expanded at the same time to ensure capacity across all primary age groups.

The Infant school is a purpose-built 3FE school. It has land around it which is owned by the Water Board, and is not available for development. Play space is limited. There could be a feasibility study to explore further whether the Infant school could expand, but this is likely to include the cost of purchasing land for a capital build project which would disproportionately increase the cost of the scheme.

In summary, there is not an easy solution to expansion in this area, and an option would be needed which can deliver for both schools.

7 Capital Funding for Primary School Expansion Projects

7.1

Basic Need funding is allocated by the Government on the basis of a comparison of school capacity against forecast mainstream pupil numbers from Year R to Year 11, uplifted to provide a 2% surplus operating margin. Funding is allocated based on the annual returns of pupil numbers which the council makes to the DfE in July each year. It is hoped that basic need funding will be forthcoming to support the delivery of the primary school expansion projects.

Conclusions and Recommendations

8.1

The Council continues to have a statutory duty to provide sufficient school places for resident children and is committed to working with schools, academies and Multi-Academy Trusts for the benefit of children and young people in Portsmouth.

8.2

Detailed analysis and forecasting has confirmed that the number of pupils requiring primary school places will exceed capacity by the academic year 2023/24. Longer term forecasts (national and local) indicate that adding 1FE-2FE capacity in the city would ensure sufficient capacity in Year R for the foreseeable future. Pressure in Year 3 is forecast from 2025.

8.3

Pressure on capacity is driven by potential housing developments and the schemes should be closely monitored to assess whether progress is delayed or the scheme has failed to proceed.

8.4

Five potential primary school expansion solutions have been identified in discussions with the relevant schools. Each solution could provide additional primary school places to meet basic need school place pressures. Four of the solutions will require a capital build project.

8.5

Lyndhurst Junior School is able to increase by 8 pupils per year group within the existing school infrastructure. The council is encouraging the school to make this change.

8.6

The Stamshaw Junior School site has been identified as a site which is large enough to provide a future school expansion, as and when the Tipner development requires additional school places. It is recommended that a feasibility study and strategic plan is developed for this site, including the modular building housing the on-site nursery.

8.7

It is recommended that feasibility studies are carried out to clarify what an expansion project would entail and to allow accurate assessment of potential costs. The outcome of the 5 feasibility studies would inform decisions about future capital bids and projects:

- Flying Bull Academy (**para 6.7**)
- Langstone Infant and Junior Schools (**para 6.8**)
- Medina Primary School (**para 6.10**)
- Moorings Way Infant, Meon Infant and Meon Junior Schools (**para 6.11**)
- Stamshaw Junior School (**para 5.15 b**)

8.8

Expansion does not have to be limited to a specific phase of education. Proposals for all through schools offering primary and secondary places will be considered where this is viable in terms of physical space and financial planning.

8.9

The Primary School Place Strategy is reviewed on an annual basis, alongside the annual pupil forecasting return to the DfE and refreshed pupil forecasts.



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Secondary School Place Strategy 2018 – 2024

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September 2018

1.1

The Secondary School Place Strategy sets out Portsmouth City Council's approach to the analysis of demand for secondary school places and outlines how the demand will be met.

1.2

Section 14 of the Education Act 1996 requires Portsmouth City Council to ensure that there are sufficient school places for resident children. This duty requires the Council to forecast future pupil populations so that it can ensure that sufficient places are provided.

1.3

The strategy considers forecasting data compared to capacity in Portsmouth schools, and determines whether action needs to be taken to meet anticipated future demand for school places by Portsmouth resident children.

1.4

The Strategy covers a 6-year period, but also looks forward to the longer term demand for places. This ensures that prompt action can be taken in a timely way if a future shortfall is identified.

1.5

All Councils are required to submit their pupil projections to the Department for Education (DfE) on an annual basis. The pupil projections inform the Government allocation of Basic Need capital funding to Councils. **Appendix A** explains the pupil forecasting methodology which supports the pupil projections.

1.6

The geography of Portsmouth is important for pupil place forecasting because the lack of permeable boundaries on the east, south and west greatly restricts the potential for migration in and out of the council area by pupils. Portsmouth is the most densely populated city in the UK, outside of London, with 5,000 people per km². Portsmouth parents generally have a broad choice of schools within a small distance. However, there is a significant barrier to pupil movement (as could be expressed through parental preference) due to the water course between the island and mainland parts of the City area. **Appendix B** is a map of Portsmouth showing school locations.

1.7

Since 2011, pupil numbers in Portsmouth have risen dramatically. This has put considerable pressure on the availability of primary school places and over 1,700 additional places have been added through school expansions. These additional pupils are now starting to impact on the availability of secondary school places as the numbers move through the year groups and into secondary provision.

1.8

Further action was required to address the future pressures for secondary school places, and to ensure that there is sufficient capacity within secondary provision for pupils moving from primary to secondary schools from September 2019 onwards. This was highlighted in the Secondary School Place Strategy 2017–2023 (**Appendix C**).

1.9

Some works in secondary schools had already been undertaken to enable a modest increase in capacity for 2017/18 and 2018/19.

1.10

The forecasts in the Secondary School Place Strategy 2017–2023 showed a shortfall of secondary places from September 2019, with the upward trend of secondary numbers continuing and increasing over time.

1.11

The Secondary School Place Strategy 2017–2023 was presented to secondary schools and Councillors and outlined the place pressures that must be addressed, providing an evidence-based analysis of potential options and including recommendations for the way forward.

1.12

Capital funding for four projects was identified and the projects are now progressing with a view to completion by September 2020. The projects are presented in alphabetical order.

- Admiral Lord Nelson School–increase capacity by 250 places
- Charter Academy–increase capacity by 300 places
- The Portsmouth Academy–increase capacity by 300 places
- Trafalgar School–increase capacity by 60 places (Y7, Y8, Y9 only)

1.13

Section 4 explains the forecasting methodology and the current pupil numbers and capacity within Portsmouth schools.

1.14

Section 5 covers the review of demand versus capacity and outlines pro-active steps which could be taken to address future pressure for secondary school places.

1.15

The recommendations in **Section 8** focus on actions which need to be taken in the next 1–3 years to ensure that future demand (within the next 6 years) can be adequately addressed.

1.16

In addition to the Secondary School Place Strategy, there is also a Primary School Place Strategy, a SEND Provision Place Strategy, and a School Organisation policy document. The four documents are reviewed on an annual basis and updated to take account of refreshed forecast data and new or emerging intelligence.

2.1

In January 2018, there were 26,108 pupils in Portsmouth maintained schools and academies.

See table 1

2.2

Some schools are maintained by the Local Authority, and other schools are academies within a Multi Academy Trust. In Portsmouth, all schools are encouraged over time to become part of a strong Multi Academy Trust. There are currently 12 Multi Academy Trusts operating within the city.

See table 2

2.3

For the spread of pupils across primary, secondary and special school provision.

See table 3

2.4

Whilst there has been a reasonable surplus level of capacity available across the city in secondary schools for a number of years, the number of primary pupils has been rising significantly for over a decade. The demand for school places in Portsmouth has been mainly fuelled by rising birth rates, inward migration and the impact of regeneration schemes and housing developments.

2.5

The birth rate has risen by 29% since the lowest point in 2001 of 2153 live births and peaking in 2012 at 2781 live births. Since then there has been a small decline in numbers and the position had stabilised. The most recent data (2016) has shown a further decline.

See table 4 overleaf

2.6

The economic climate can impact on pupil numbers, leading to a reduction in the proportion of pupils leaving the LA maintained sector for independent schools and/or a reduction in outward migration from the Local Authority area. Economic impact has affected pupil numbers across the majority of the country and this impact is evident in predicted pupil numbers across Portsmouth.

Table 1: Portsmouth maintained schools and academies (as at January 2018 school census).

Primary	16,878	65%
Secondary	8,661	33%
Special	569	2%
Total	26,108	100%

This figure does not include pupils in private schools.

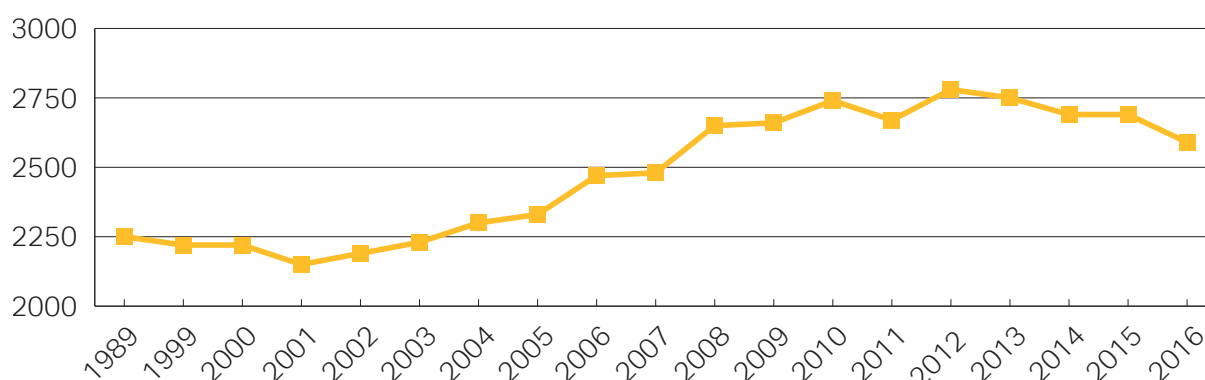
Table 2: Maintained and Academy Schools (as at September 2018)

	LA Maintained schools	Academies	Total
Infant	8	8	16
Junior	3	9	12
Primary	11	9	20
Secondary (including the University Technology College)	1	9	10
All-Through School	1	0	1
Special	2	3	5
Total	27	37	64

Table 3: Pupils across primary and secondary provision (as at January 2018 school census).

	LA Maintained schools	Academies	Total
Infant	2,843	999	3,842
Junior	1,625	3,077	4,702
Primary	4,536	3,798	8,334
Secondary	2,575	6,086	8,661
Special	173	396	569
Total	11,752	14,356	26,108

Table 4: Number of live births in Portsmouth per year



2.7

For planning and funding purposes, local authorities are required to plan pupil provision based on planning areas which reflect patterns of provision in a similar geographic area. Planning areas in Portsmouth are based on secondary school catchment areas.

2.8

The additional primary pupils flowing through the primary sector are now entering the secondary sector.

2.9

Between 2008 and 2012, secondary school numbers were falling. However, the secondary numbers are now rising. Forecasts on future secondary numbers show that an upward trend will continue for the foreseeable future. **Section 4** provides a detailed explanation about the forecasted position for future years.

2.10

The Secondary Place Strategy 2017–2023 outlined a concern that the city would run out of secondary school places by September 2020, unless significant investment is made. By working with LA maintained schools, academies and Multi Academy Trusts and using a strategy of expanding existing schools, the Council allocated capital funding for school expansion projects in March 2018 to address the issue and ensure there are enough secondary school places in Portsmouth, based on the forecasts available at the time.

2.11

The Secondary School Place Strategy scans a 6-year horizon. This ensures that there is a watching brief on school numbers and that prompt action can be taken in a timely way, if a future shortfall is identified.

2.12

The condition of many of our schools also remains a concern. The Council will continue to use capital maintenance funding to address the most urgent condition works in LA maintained schools and academies will do the same either through their allocation from the Education and Skills Funding Agency (ESFA) or through bids to the Condition Improvement Fund (CIF).

2.13

A **key priority** is to secure capital funding to address sufficiency of school places and address the urgent condition issues in the city's schools.

2.14

In addition to the Secondary School Place Strategy, there is also a Primary School Place Strategy and a SEND Provision Place Strategy. These strategic documents will be refreshed on an annual basis.

Portsmouth Education Partnership

3.1

The Portsmouth Education Partnership (PEP) brings together Multi Academy Trusts, individual schools and academies, colleges, early years settings, the Regional Schools Commissioner, the University, the Dioceses, the Education Business Partnership and Portsmouth City Council to drive improved attainment and opportunity for all children and young people across the city. The PEP was launched in November 2016.

3.2

86.7% of schools are *Good or better* (as at March 2018) compared to 85% (as at July 2017). Despite a trend of improvement, Portsmouth remains well below national averages for attainment and progress at KS2 and KS4.

3.3

The *Education Strategy for Portsmouth 2017–2020: pulling together, achieving more* has been drawn up through the PEP. It explains the actions that are being taken to address together key priorities for the city. Detailed plans are continually being updated, and the strategy sets out a high level summary of strategic objectives and key priorities with cross references and links to other documents and action plans. The full strategy document is available on the Portsmouth Education Partnership website and the summary of the Portsmouth Education Strategy 2017–2020 is at **Appendix D**.

3.4

The Education Strategy comprises ten strategic objectives. This strategic objective links directly to the School Place Strategy:

Invest in school buildings to create additional school places and provide high quality learning environments that meet the needs of all children

3.5

Key priorities under this Education Strategy objective and relevant to the School Place Strategy are:

- a) Work with LA maintained schools and Multi Academy Trusts to ensure that there are sufficient primary and secondary school places in Portsmouth in order to achieve a minimum surplus of 2%, through a strategy of expansion of existing schools.
- b) Secure capital funding to address sufficiency, condition and suitability issues through the allocation of basic need funding for the DfE, ESFA Priority School Building Programmes and Free School applications where appropriate.

Forecasting Secondary School Places

Forecasting methodology

4.1

Pupil forecasts are reviewed on an annual basis by the council and the DfE. The data presented in this document is drawn from the annual review submitted to the DfE in July 2018. The forecasts for the 2018 return cover the period up to 2024/25. Forecasting pupil numbers is affected by a wide range of factors such as:

- Birth rate
- Inward and outward migration
- Navy movement
- Cross border changes
- Housing development timeframes and impact, such as Tipner/Milton
- Future Free Schools
- Impact of University Technology College (UTC)

4.2

The methodology and projections use an impressive range of data sources to model conversion ratios to establish the actual Reception Year cohort. The full forecasting methodology is at **Appendix A**.

4.3

Pupil Forecasts are based upon Small Area Population Forecasts provided by Hampshire County Council Research and Intelligence group in the early spring to determine the population of 4 year old children. These are modified within the council's Geographical Information System to reflect primary school catchment areas.

4.4

The methodology for forecasting at the primary and secondary aggregate level for Portsmouth is based on a cohort survival method that assumes pupil numbers will roll forward from one year group to the next at the end of each academic year. Year on year changes, which may be influenced by such factors as migration, turbulence, demographic and building changes, are projected forward by using the highest value of the last 5 years. The Council has pupil census data going back to 1996. This model produces forecasts of the usually resident population by age and sex in each Census Output Area in the city and is based on census, birth and child health data and dwelling supply information.

4.5

At the aggregate level, secondary pupil forecasts are based on the highest value of the last 5 years of participation rates based on actual numbers (School Census) and forecast numbers from the primary sector.

4.6

There is a low level of variability in the Year 6 to Year 7 conversion rate and the conversion rate is stable. The fluctuation in conversion rate year on year has never been more than 1.9%. In the last 8 years it has been within 1% of the previous year (each percentage point equates to approximately 18 pupils at the current cohort size). The low variability in the Year 6 to Year 7 conversion rate in recent years gives confidence that it is an appropriate basis for projecting the future year 7 cohort and therefore 91% has been used as the basis of the projection going forward. This methodology is an appropriate basis for projecting the future year 7 cohort. The full forecasting methodology is at **Appendix A**. This tried and trusted methodology produces accurate forecasts.

National pupil projections

4.7

In July 2018, the DfE published national pupil projections for the number of pupils in schools in England by type of school and age group. The projections are based on the mid 2016 Office of National Statistics (ONS) national population projections (published in October 2017), ONS monthly births data up to and including 2016, and School Census data up to and including January 2018.

4.8

The 2018 national pupil projections, compared to those produced in 2017, are forecasting a lower level of increase in the pupil population over the next nine years of the projection. This is most notable at primary and nursery level.

4.9

The national nursery and primary population has been rising since 2009 and reached 4.64 million in 2018. However, the rate of increase is slowing, as the lower numbers of births from 2013 onwards start to reach school age. The population is projected to stabilise in 2019 at 4.66 million before starting to fall.

4.10

The national secondary school population rose to 2.85 million in 2018 and is projected to continue increasing until around 2025, reaching an estimated 3.28 million.

See table 5

4.11

Changes in the school age population are largely driven by the birth rate. However, the proportion of the overall population which actually attends school also has an effect, particularly in the early years, since parents can choose whether to send children aged under 5 to school.

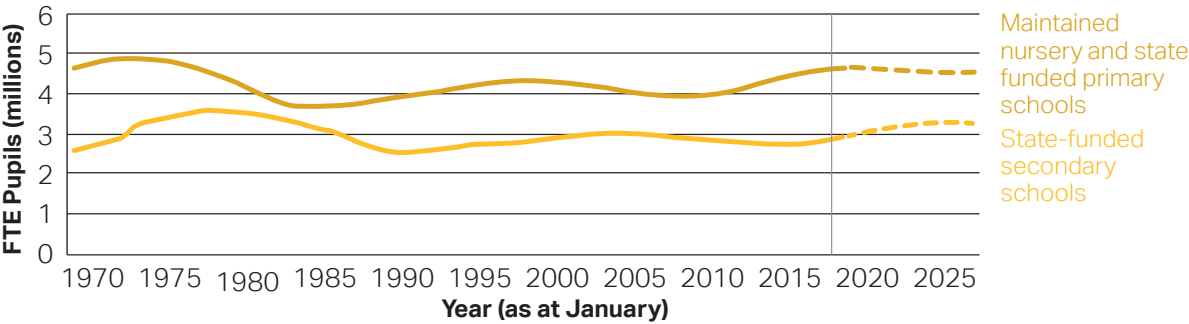
4.12

Direct immigration of pupils born outside the UK has a very small effect on the school age population. However, the birth rate, which has a much larger effect, is affected by any increase in the number of children born to non-UK born women (who overall tend to have higher fertility rates).

4.13

The overall effect of these changes on the projected national population is that the number of children attending all state funded schools has been rising since 2010 and is projected to continue on an upward trend until 2024, albeit at a gradually slowing rate after 2019. After 2024, the figure is expected to fall slightly until the end of the projection period (2027).

Table 5: Mainstream state-funded schools: full time equivalent pupil numbers, actual and projected



Portsmouth pupil projections

4.14

In line with the rest of the country, Portsmouth has seen a rising birth rate which peaked in 2012. Since then, the number has started to decrease. This is shown in **Table 4** (section 2.5).

4.15

Inward migration has been an important consideration for Portsmouth in terms of pupil places in recent years, particularly as it is difficult to quantify and has occurred over a relatively short timescale. However, since a peak in new arrivals into the city in 2014/15, numbers stabilised and have shown a further decrease this year. With uncertainty regarding Brexit, it is likely that this number will continue to fall.

See table 6

4.16

Appendix E outlines the current pupil forecasts up to 2024/25 as outlined in the 2018 return to the Education and Skills Funding Agency (ESFA).

Table 6: Portsmouth: New arrivals with English as an Additional Language

Year	Total number of new arrivals
2012–13	128
2013–14	194
2014–15	252
2015–16	197
2016–17	195
2017–18	164

Current numbers and capacity

4.17

In order to meet the demand for school places and ensure the Local Authority meets its statutory duty to provide every resident child with a school place, additional secondary school places are being created. Four projects are progressing, with implementation scheduled for September 2020. The projects are presented in alphabetical order.

- Admiral Lord Nelson School – increase capacity by 250 places
- Charter Academy – increase capacity by 300 places
- The Portsmouth Academy – increase capacity by 300 places
- Trafalgar School – increase capacity by 60 places (Y7, Y8, Y9 only)

4.18

Despite this investment, a surplus of less than 2% at Year 7 (Secondary intake) will be achieved.

4.19

The Government uses an assumption of 2% surplus for both primary and secondary as the basis for basic need funding allocations to Local Authorities. In light of this, the Council uses the aim of a 2% surplus for school place planning purposes.

4.20

Year 7 numbers due to basic need pressures are increasing up to 2024/25, when it is forecast that 2250 pupils will be seeking a Year 7 place for September 2024, compared to the forecast of 1947 for September 2018.

4.21

The Council's Planning Department provided data for 50+ potential housing developments across the Local Authority area. From the Planning data, established models are used to estimate pupil yield for each site and therefore the potential impact on the local demand for school places. Pupil yield is based on the type and volume of housing (for example, the number of children who may live in a one-bedroom flat compared to a 5-bedroomed house may be different).

4.22

Where development impact is included in the Small Area Population Forecasts provided by Hampshire County Council Research and Intelligence group, it is reflected in Year R forecasts and then projected forward as these pupils move through year groups into the secondary sector.

4.23

The potential impact from strategic and large housing developments would significantly increase the pressure on secondary school places from 2022/23 onwards. Therefore, the assessment and monitoring of housing timing and impact is a vital factor in pupil place forecasting.

4.24

Where developments are tentative and formal planning permissions are not in place, potential pupil numbers are not reflected in the pupil forecasts. However, these developments are reviewed and monitored on a regular basis so that any changes are reflected in pupil number assumptions going forward.

4.25

Portsmouth is yet to have any mainstream free schools. Opportunities are restricted by the lack of land availability, although there has been recent interest shown in Portsmouth as a potential location for a future free school. The impact on pupil numbers would need to be considered if a free school opens in Portsmouth.

Portsmouth Secondary Schools Capacity review

5.1

In 2016, the council commissioned an independent study into secondary school capacity and to review the options to expand the number of secondary school places. The Re:Format report concluded that:

- Schools in the city generally have sufficient core space to be able to add additional classrooms.
- The potential solutions to create the additional school places offer good value for money and a better spread of provision across the city compared to a new school that would cost in the region of £23.4m plus the cost of the site.

5.2

Therefore, the focus has been to identify projects to expand existing secondary schools and academies to create the additional places that will be needed.

5.3

Portsmouth is densely populated. The national expectation at secondary school age is that children should be able to access a school place within a reasonable distance. The reasonable distance is nationally interpreted as three miles. For any point within the City, a distance of three miles would encompass most if not all of the ten secondary schools. Therefore, due to the compact size of Portsmouth, parents have a broad choice of schools within a small distance and few geographic barriers to navigate.

5.4

The geography of Portsmouth is important for pupil place planning because the lack of permeable boundaries on the east, south and west greatly restricts the potential for migration in and out of the city by pupils. This tight geography and the restrictions to internal movement reduce the relevance of pupil place planning areas and increase the focus on city-wide pupil place planning.

City-wide Place Planning

5.5

Detailed discussions have taken place with all of the secondary schools to identify both short and long term expansion opportunities to meet the demand for places. A summary of the recommended short-term term projects and progress to date is shown in the table below.

See table 7

5.6

Since the 2016 independent review, discussions have continued with secondary schools and Multi-Academy Trusts to identify further expansion opportunities.

5.7

There has also been consideration of the impact of the University Technology College (UTC) which opened in September 2017, as this may draw some Year 10 pupils out of secondary schools as it grows to full capacity. Therefore, some schools are considering having a lower PAN for Years 10 and 11, whilst recognising that, if pupils did not transfer to the UTC, they would remain at the school.

Table 7: Summary of short term projects and impact on Pupil Admission Number (PAN)

Secondary School	Short term projects 1 – 3 years 2016/17 – 2018/19
Admiral Lord Nelson School	No short term option was identified.
Trafalgar School	Increase of PAN from 197 to 200. No works required. <i>Completed.</i>
Mayfield School	No short term option was identified.
Miltoncross Academy	Increase PAN from 200 to 210. Internal modifications to convert learning rooms to classrooms; acoustic improvements to dining area and covered external area / satellite servery. <i>To be implemented when anticipated secondary numbers in the Milton community increase.</i>
Priory School	No short term option was identified.
Springfield School	Increase PAN from 227 to 240 - conversion of swimming pool to gym and update changing rooms; internal alterations to improve circulation. <i>Completed.</i>
St Edmund's Catholic School	Increase in PAN from 189 to 208 - classroom extension to replace temporary units and address sufficiency, condition and suitability issues. <i>Completed.</i>
The Portsmouth Academy	Increase in PAN to 225 (3 years) or 250 (2 years) - improve circulation and create additional two classrooms through internal alterations; convert offices to changing rooms and WCs. <i>Completed.</i>
Charter Academy	Although no short term options were originally identified, the closure of the 6th form this has enabled the school to increase the PAN by 60 for a period of 3 years. <i>Completed.</i>
Castle View Academy*	No short term option was identified.

*Previously called King Richard School

5.8

A summary of the longer term position with expanding secondary schools is shown in the table below.

See table 8

5.9

Appendix D outlines the comparison of capacity versus demands for school places. The figures are summarised overleaf.

See table 9

5.10

Pupil forecasts (including the long term forecasts at **Appendix F**) indicate a continuing pressure on the sufficiency of school places. Despite the secondary school expansion projects already underway, the forecasts indicate that additional places will be needed by September 2022, with ongoing growth due to housing developments maintaining pressure for the foreseeable future. Therefore, further remedial action is required to increase capacity in the city.

Table 8: Long term projects 2019/20–2021/22

Secondary School	Long term projects 3–6 years 2019/20–2021/22
Admiral Lord Nelson School	Project underway to increase the size of the school to a PAN of 250.
Trafalgar School	Project underway to increase the size of the school to a PAN of 220. Minor works project underway to increase PAN from 200 to 220 at Years 7, 8 and 9 to 220, whilst maintaining the PAN in upper year groups at 200.
Mayfield School	No long term option was identified, due to the EFSA building scheme. However, there is potential to discuss a project at this school at an appropriate point in the future.
Miltoncross Academy	No long term option was identified. There is potential to discuss a project at this school at an appropriate point in the future.
Priory School	No long term option was identified.
Springfield School	No long term option was identified. There is potential to discuss a project at this school at an appropriate point in the future.
St Edmund's Catholic School	No long term option was identified. There is potential to discuss a project at this school to increase the PAN to 224.
The Portsmouth Academy	Project underway to increase the size of the school to increase the PAN to 250.
Charter Academy	The school increased their PAN from Sept 2017 from 120 to 180, however, without further building work this would only be sustainable for a period of 2–3 years. Project underway to sustain an increased PAN of 180.
Castle View Academy*	No long term option was identified.

**Previously called King Richard School*

Table 9: Pupil forecasts including housing development child yield

Estimate >	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
Year 7						
Number on Roll	1,947	2,059	2,062	2,134	2,166	2,207
Capacity (Admission Limit including proposed changes)	2,090	2,103	2,178	2,198	2,198	2,198
Housing development impact (Strategic sites and large permitted sites)	1	3	21	34	41	56
Surplus/(Deficit)	142	41	95	30	(9)	(65)
%Surplus/(Deficit)	6.79%	1.95%	4.36%	1.36%	(0.41%)	(2.96%)

5.11

The pressure on capacity is partly driven by housing developments, and, if housing development impact starts to be seen as forecast across a number of development schemes, additional places will be required. The impact of developments on secondary pupil numbers is shown in **Appendix F**.

5.12

It should be noted that, without the housing development impact, there would be a much reduced pressure on secondary school places in this timeframe, and therefore the assessment of housing impact is a vital factor in pupil place forecasting.

5.13

The northern part of the city is on the mainland and has a boundary with Hampshire County Council. Pupil numbers in this area of the city are heavily impacted by cross border pupil movement. At meetings with Hampshire County Council, cross border impact is reviewed to ensure that any changes in pupil numbers are captured and to allow for adequate planning of school places. The discussion considers cross border pupil number flows, cross border development impact, change to school capacity and other known local issues that may impact on cross border pupil numbers. It was recently concluded that Hampshire primary numbers have started to decline.

See table 10

Table 10: Percentage of pupils allocated an out of city school

	2014	2015	2016	2017	2018
Reception	2.6%	2.1%	2.8%	2.4%	2.7%
Junior	2.1%	2.6%	2.6%	2.9%	1.9%
Secondary	9.2%	7.6%	6.7%	9.6%	9.7%

5.14

There is potential for an 800 home development in Portchester which is likely to be approved in late 2018 and may be built within a 5 year period. The pupil yield for this development is unknown at this point. However, Hampshire County Council has confirmed that it will not be increasing the capacity of their schools to cater for the pupil yield from this development; this could result in a reduction in the number of Portsmouth pupils who would be able to attend Hampshire schools. The impact of the development will be considered in future pupil forecasting, once more information is available.

5.15

The strategy for creating additional educational capacity has, to date, been to expand existing secondary schools and academies to create additional capacity and a better spread of provision across a number of schools. This has been possible due to the compact size of Portsmouth and there are still schools which have capacity to expand.

5.16

In July 2018, the Education and Skills Funding Agency highlighted Portsmouth in the top 20 Local Authorities for the efficient delivery of value for money education capital projects. This supports the assertion that school expansions in Portsmouth offer value for money.

5.17

Consideration is given to determining whether to expand existing schools or seek a new school. Planning must allow sufficient time for feasibility to be established, funding sources to be identified, and capital projects to be undertaken to provide additional accommodation.

5.18

A number of key actions are recommended to prepare for forecasted demand:

- a) Review the progress of forecast housing developments over time, to ensure that forecasting accurately captures likely build out rate and pupil yield from developments. Development impact should be carefully monitored to ensure that both the size/type and completion dates are reflected appropriately in future plans.
- b) Review the potential for expanding existing secondary schools and undertake feasibility studies at appropriate secondary school sites as in case a future capital project is required. It should be noted that there is not always the physical space and capacity to expand the most popular schools in the exact area required, and paragraph 5.3 explains the national expectations regarding distance to school.

c) There is a lead-in time for school expansion projects due to the time required to both develop architectural plans and to undertake the required capital building works. Ideally, a 3-year lead-in time would be used. It is therefore recommended that any feasibility studies should commence at the earliest opportunity to enable funding decisions to be made in 2019/20.

d) Consider whether a new school would be financially viable with the current forecasted numbers (both in terms of capital funding for the build costs and in terms of revenue funding, which is calculated based on a national formula and is heavily weighted by pupil numbers). If this appears to be a viable option in terms of pupil numbers, and a site is available to the council, undertake a feasibility study in case a future capital project is required.

5.19

Discussions with secondary schools about further expansion could be undertaken during the autumn term 2018.

Addressing the sufficiency of secondary places

6.1

The Secondary School Place Strategy 2017–2023 concluded that without remedial action there would be a shortfall of secondary school places by September 2020, and that the shortfall would increase in future years.

6.2

Whilst the shortfall for September 2020 has been addressed through the current school expansion projects, the pupil forecasts confirm a continued pressure on secondary school places. See **Appendix E** and **Appendix F**.

6.3

There are a number of schools in the city that have sufficient land and/or core capacity to be able to expand.

6.4

The summary table in **Section 5** (paragraph 5.8) highlights the potential for long-term expansion projects in secondary schools. It is also worth considering whether any of the existing expansion projects could be amended to deliver more places to meet demand.

6.5

It was noted in the Secondary School Place Strategy 2017–2023 that further feasibility studies would be planned in due course if the demand for secondary school places continued.

6.6

It is now recommended that the feasibility studies are carried out to identify where future secondary school places could be located, as the forecasts indicate further projects will be needed to deliver additional places by September 2022 onwards.

6.7

Preliminary discussions and site visits could be scheduled for autumn 2018 with the secondary schools and academies that express an interest in expansion.

6.8

The following factors were used to determine the initial high level assessment of viability and to prioritise potential sites:

- Sufficient land within the school boundary on which to expand the school
- Current pupil numbers within the planning area where the school is located
- Trends in pupil numbers within the planning area where the school is located
- Potential benefits associated with building in this location
- Potential risks / complexities associated with building in this location, including land ownership
- Potential benefits or risks associated with access to the site to build

6.9

It is anticipated that up to 3 feasibility studies would be undertaken, based on the initial assessment against the criteria.

6.10

Expansion does not have to be limited to a specific phase of education. Proposals for all through schools offering primary and secondary places will be considered where this is viable in terms of physical space and financial planning.

7 Capital Funding for Secondary School Expansion Projects

7.1

Basic Need funding is allocated by the Government on the basis of a comparison of school capacity against forecast mainstream pupil numbers from Year R to Year 11, uplifted to provide a 2% surplus operating margin. Funding is allocated based on the annual returns of pupil numbers which the council makes to the DfE in July each year. It is hoped that basic need funding will be forthcoming to support the delivery of the secondary school expansion projects.

Conclusions and Recommendations

8.1

The Council continues to have the statutory duty to provide sufficient school places for resident children and is committed to working with schools, academies and Multi-Academy Trust for the benefit of children and young people in Portsmouth.

8.2

In 2017, detailed analysis and forecasting confirmed that the Council would not be able to meet its statutory duty by September 2020, as the number of students requiring secondary school places will exceed available capacity.

8.3

Four capital building projects were identified which could address the projected deficit in secondary school places.

8.4

Remedial action was required to ensure that additional secondary school places are available by September 2020. It should be noted that there is a long lead-in time for school expansion projects due to the time required for capital building works.

8.5

Four projects are progressing, with implementation scheduled for September 2020. The projects have been presented in alphabetical order.

- Admiral Lord Nelson School – increase capacity by 250 places
- Charter Academy – increase capacity by 300 places
- The Portsmouth Academy – increase capacity by 300 places
- Trafalgar School - increase capacity by 60 places (Y7, Y8, Y9 only)

8.6

Detailed analysis and forecasting has confirmed that the number of pupils requiring secondary school places will exceed capacity by the academic year 2022/23. Longer term forecasts (national and local) indicate that there is continued pressure on secondary school places for the foreseeable future.

8.7

Pressure on capacity is partly driven by potential housing developments and the schemes should be closely monitored to assess whether progress is delayed or the scheme has failed to proceed.

8.8

Taking account of the long term forecasts up to 2034, a new secondary school is not recommended at this point. The additional numbers of pupils are not sufficient to enable a new secondary school to be financially viable.

8.9

It is recommended that secondary school expansion solutions are identified in discussions with the relevant schools. Each solution could provide additional secondary school places to meet basic need school place pressures and would require a capital build project.

8.10

At St Edmund's School, the council has the opportunity to fund additional places as a contribution to the school's own expansion project. This opportunity offers 80 additional places in an outstanding school.

8.11

At other schools, a feasibility study would clarify what an expansion project would entail and allow an accurate assessment of potential costs. The outcome of the feasibility studies would inform decisions about future capital bids and projects.

8.12

The Secondary School Place Strategy is reviewed on an annual basis, alongside the annual pupil forecasting return to the DfE and the refreshed pupil forecasts.



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Special Provision Place Strategy 2018 – 2024

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September 2018

1.1

This document sets out Portsmouth City Council's strategy for special educational provision places, initially for the period 2018 – 2024 but also looking forward to the potential longer term requirement for places. This links to the overarching **Portsmouth Special Educational Needs and Disability (SEND) Strategy** (see **Appendix A**).

1.2

For mainstream provision, the DfE requires Councils to submit their pupil projections annually and these inform the Government allocation of Basic Need capital funding to Councils. The pupil projections underpin the Primary Place Strategy and the Secondary Place Strategy.

1.3

The Special Provision Place Strategy focuses on Portsmouth-resident pupils with Special Educational Needs and Disabilities (SEND) who have an Education, Health and Care Plan (EHCP). **Section 2** explains how SEND is defined in legislation.

1.4

The purpose of the Special Provision Place Strategy is to two-fold:

1.4.1

To forecast the number of resident children and young people who may require educational provision in a specialist school, specialist nursery or specialist college setting. For clarity, this does not include inclusion centre provision within a mainstream school.

1.4.2

To clarify the SEND needs of this cohort of children and young people, in order to plan suitable education provision. **Section 3** explains categories of SEND need and support.

1.5

The Strategy supports the council to meet the future need and demand for special school places, specialist nursery provision for children with SEND and specialist post-16 provision for young people with SEND.

1.6

The methodology for 2018 SEND forecasting is in **Section 6**. The methodology has been further developed for 2019 onwards (see **Appendix C**).

1.7

The following legislation is relevant to the delivery of the council duty for sufficient early years and school places, including pupils with SEND:

1.7.1

Section 14 of the Education Act 1996 requires Portsmouth City Council to ensure that there are sufficient school places for resident children, including early years' provision. This duty requires the Council to forecast future pupil populations so that it can ensure that sufficient places are provided.

1.7.2

The Children and Families Act 2014 states that where a local authority maintains an Education, Health and Care Plan (EHCP) for a child or young person it must secure the specified special educational provision for the child or young person. This could be within a mainstream school (additionally resourced provision), an Inclusion Centre within a mainstream school, or a special school place which meets specific, more complex needs.

1.8

The Special Provision Place Strategy takes account of pupils who are educated in mainstream schools or in Inclusion Centres within mainstream schools, or in special school provision.

1.9

The aim of the **Portsmouth SEND Strategy** is to promote inclusion and improve the outcomes for Portsmouth children and young people aged 0 – 25 years with SEND and their families by ensuring that there are in place a range of high quality support services that contribute to removing the barriers to achievement for all Portsmouth children and young people, in particular those with special educational needs and disabilities. This strategy aims to achieve increased percentages of children and young people with SEND who are able to:

- Be included within their local community
- Lead healthy lives and achieve wellbeing
- Learn and make progress
- Make and maintain positive relationships within their family and community
- Participate in education and training post-16 and prepare for employment

1.10

In order to achieve this, a Joint Commissioning Plan has been developed by all stakeholders and agreed by the Children's Trust Board. This plan ensures that a comprehensive 'local offer' of services for children and young people with SEND is commissioned:

- **Making effective use of data**, including the SEND Children and Young People's strategic needs assessment (part of the Joint Strategic Needs Assessment) and the SEND Strategic Review to identify gaps in provision and ensure that services are commissioned to meet the identified need.
- **Ensuring a continuum of provision** that promotes inclusion. Eligibility criteria and access to all services for children and young people with SEND across education health and care ensure that:
 - children and young people's needs are met at the least restrictive level,
 - needs are met locally, wherever possible, and
 - there is efficient and effective use of the resources available.

- Through **co-production**, whereby all services are designed in partnership with service users as key stakeholders. Ongoing feedback from service users and stakeholders is sought proactively and this is used to inform ongoing commissioning priorities.
- The Portsmouth SEND Strategy focuses on an inclusive education with mainstream schools being the first option considered except for those children with the most complex needs. (see **Appendix A**)

1.11

The **Portsmouth SEND Strategic Review** has identified an increase in numbers of children with complex needs and this is likely to continue for the foreseeable future (see **Appendix B**).

1.12

The Special Provision Place Strategy outlines the planning and preparation required to ensure that there is sufficient provision for children and young people who require specialist provision in a specialist setting.

1.13

Going forward we recognise that there is still much to do, to keep pace with demand, to improve the quality of provision further and to ensure that more children and young people can have the specialist support they need in local schools and early years settings.

Special Educational Needs and Disability (SEND) Code of Practice 2015

2.1

The Children and Families Act 2014 introduced reforms to the way in which children and young people with special educational needs and disabilities (SEND) are supported to learn. At the core of these changes was a new statutory duty on the local authority to ensure that their views, wishes and feelings are given importance, and that they and their families are provided with information and support to enable them to participate in decisions about them to help them achieve good outcomes.

2.2

The council is committed to working in co-production with children and young people with SEND and their families on all aspects of the SEND Strategy and related work streams.

2.3

'A pupil has SEN where their learning difficulty or disability calls for special educational provision, that is provision different from or additional to that normally available to pupils of the same age.'
(*Code of Practice 2015*).

2.4

Where a pupil is identified as having SEND, schools should take action to remove barriers to learning and put effective special educational provision in place. This SEND support should take the form of a four-part cycle through which earlier decisions and actions are revisited, refined and revised with a growing understanding of the pupil's needs and of what supports the pupil in making good progress and securing good outcomes. This is known as the graduated approach (*Code of Practice 2015 paragraph 6.44*).

2.5

These children are recorded as being on SEND Support.

2.6

Where, despite the setting having taken relevant and purposeful action to identify, assess and meet the special educational needs of the child, the child has not made expected progress, the setting should consider requesting an Education, Health and Care (EHC) needs assessment (*Code of Practice 2015 paragraph 6.63*).

2.7

Where a child or young person has SEND but does not have an EHCP, they must be educated in a mainstream setting except in specific circumstances (*Code of Practice 2015 paragraph 1.27*).

2.8

As part of its commitments under articles 7 and 24 of the United Nations Convention of the Rights of Persons with Disabilities, the UK Government is committed to inclusive education of disabled children and young people and the progressive removal of barriers to learning and participation in mainstream education. The Children and Families Act 2014 secures the general presumption in law of mainstream education in relation to decisions about where children and young people with SEN should be educated and the Equality Act 2010 provides protection from discrimination for disabled people (*Code of Practice 2015 paragraph 1.26*).

2.9

Children and young people with SEND have different needs and can be educated effectively in a range of mainstream or special settings. Alongside the general presumption of mainstream education, parents of children with an EHCP and young people with an EHCP have the right to seek a place at a special school, special post-16 institution or specialist college (*Code of Practice 2015 paragraph 1.38*).

2.10

Where a parent of a child or young person (Post 16) with an EHCP requests a particular school, the law gives the parent / young person the right to have their preferred choice of school named in the Plan. The local authority is required under the law to consult with the parent's choice of school and, subject to the exceptions below, to secure a place. (*Children and Families Act 2014, Section 39*). The exceptions are:

2.8.1

the school is unsuitable for the age, ability, aptitude or special educational needs of the child or young person, or

2.8.2

attendance at the school would be incompatible with the provision of efficient education for others or the efficient use of resources

2.11

The Children and Families Act 2014 extended the statutory protection for children and young people with SEND from birth to 25 years of age in education and gave families and young people greater choice in decisions to ensure that needs are properly met. The age range covered by this strategy is, therefore, 0 – 25.

Categories of SEND need and support

3.1

Understanding current need and provision and predicting the need for future provision is reliant on having up to date and reliable information about children and young people with SEND.

3.2

The **SEND Code of Practice 2015** identifies four broad areas of special educational need and support. These areas allow schools to gain an overview of their pupils' range of needs and are used to identify needs in EHCPs:

- Communication and interaction
- Cognition and learning
- Social, emotional and mental health
- Sensory and/or physical needs

3.3

In addition there are 13 specific categories of need which are often referred to as the child's SEN Type (**primary need**) and are reported to the DfE through the national **School Census**:

- Specific learning difficulties (SpLD);
- Moderate learning difficulty (MLD);
- Severe learning difficulty (SLD);
- Profound and multiple learning difficulty (PMLD);
- Speech, language and communication needs (SLCN);
- Social, emotional and mental health (SEMH);
- Autistic spectrum disorder (ASD);
- Visual impairment (VI);
- Hearing impairment (HI);
- Multisensory impairment (MSI);
- Physical disability (PD);
- Other
- 'SEN support' but no specialist assessment of type of need (NSA).

3.4

Determining the primary need may not always be straightforward, especially for children with complex needs who may present with a range of needs.

3.5

Without making assumptions about pupils' needs based on their difficulty or disability, this categorisation can be used to understand the prevalence of different types of need and the type of placement the pupils may require.

3.6

The number of pupils in different types of schools is reported to the Department for Education (DfE) in the **School Census** data, submitted by local authorities and academies in January, May and October. These figures include all pupils attending a Portsmouth school including pupils resident in other local authorities e.g. Hampshire and the Isle of Wight who attend a Portsmouth school. It does not include Portsmouth resident children who attend a school outside of Portsmouth.

3.7

The **SEN2 data return** is also submitted to the DfE, and is taken on the same day in January as the **School Census**. The national picture about the prevalence of SEND, as reported by the Department of Education (DfE) and used in national datasets, is based on this data return. The **SEN2 data return** includes all children with an EHCP maintained by Portsmouth LA, wherever they are educated.

3.8

The SEND Provision Place Strategy covers all children with an EHCP maintained by Portsmouth LA wherever they are educated. On this basis, the **SEN2 data return** provides the preferred data source for forecasting pupil projections.

4.1

In January 2018, there were 26,108 pupils in Portsmouth maintained schools and academies. These figures include pupils who are resident outside of Portsmouth but have chosen a Portsmouth school. 569 pupils were educated in special schools, although the number of pupils with SEND would be higher, with some educated in mainstream schools.

See table 1

4.2

As noted in paragraph 3.8, the pupil projections and forecasts are based on the SEN2 return, which provides data on all children with EHCPs maintained by Portsmouth LA, regardless of placement location.

4.3

The SEN2 return (January 2018) reported 1378 Portsmouth resident children and young people aged 0 – 25 with an EHCP. As noted in paragraph 1.7.2, these pupils could be educated in a mainstream school, an Inclusion Centre within a mainstream school, or in a special school, and the setting may not be in Portsmouth.

See table 2

4.4

Of the 1378 children and young people listed in the SEN2 return of January 2018, the location of their placement is below. Some Portsmouth resident children are in a SEND placement outside of the city. This occurs when there is not suitable provision available in Portsmouth.

See table 3

4.5

Of the 1378 children and young people, 76 post-16 pupils are not in any form of placement (i.e. not in education, employment or training) and the council is supporting these young people to explore suitable opportunities.

Table 1: LA maintained schools and academies (January 2018 school census).

	No. of pupils	% of pupils
Primary	16,878	64.65%
Secondary	8,661	33.17%
Special	569	2.18%
Total	26,108	100%

This figure does not include pupils in private schools

Table 2: SEN2 data (SEN 2 census – January 2018)

Age range	Number of children / young people with an EHCP maintained by the council
Under 5	46
5 – 10	462
11 – 15	526
16 – 19	311
20 – 25	33
Total	1,378

Table 3: Location of Placement for pupils with an EHCP maintained by the council (SEN 2 census – January 2018)

Placement	Number	Percentage
Portsmouth	1140	87.56%
Hampshire	115	8.83%
Other	47	3.61%
Total	1,302	100.00%

4.6

The table below summarises the type of placement for the remaining 1302 pupils with an EHCP maintained by the council.

See table 4

4.7

In summary, the combination of SEND need (See **Section 3**), type of placement and location of placement presents a complex picture for this cohort.

Table 4: Pupils with an EHCP maintained by the council, by placement type (SEN 2 census – January 2018)

Type of Placement	Number	Percentage
Early years settings	4	0.31%
Mainstream settings	463	35.56%
Inclusion Centres	90	6.91%
Special schools	537	41.24%
Post 16 Colleges	185	14.21%
Secure units	3	0.23%
Apprenticeships/ traineeships/ supported internships/ employed	14	1.08%
Educated at home	5	0.38%
Awaiting placement	1	0.08%
Total	1,302	100.00%

Configuration of SEND provision in Portsmouth

5.1

Children who have been identified with SEND and who are assessed as needing SEN Support will be placed in a mainstream school. There are 64 mainstream schools and academies in Portsmouth.

See table 5

Table 5: Pupils in LA maintained schools and academies (as at January 2018 school census)

	LA Maintained schools	Academies	Total
Infant	2,843	999	3,842
Junior	1,625	3,077	4,702
Primary	4,536	3,798	8,334
Secondary	2,575	6,086	8,661
Special	173	396	569
Total	11,752	14,356	26,108

5.2

The cohort of pupils educated in a special school is 2.18% (569 pupils) of the total school population.

Mainstream schools

5.3

35.56% of children with an EHCP are currently being educated in a mainstream school setting. (SEN2 return, January 2018)

Inclusion Centres in mainstream schools

5.4

Some pupils in mainstream schools have the additional support of an Inclusion Centre which allows varying degrees of integration based on each pupil's needs.

5.5

There are 9 Inclusion Centres in Portsmouth. These offer specialist provision for children with an EHCP requiring provision over and above what is ordinarily available within a mainstream school setting. They also offer the opportunity for children to access some aspects of the mainstream curriculum with their mainstream peers, where evidence collected as part of the EHCP process suggests that this is what is needed.

5.6

Inclusion Centres within the following schools cater for children with an EHCP identifying their primary area of need as communication and interaction difficulties (including speech, language and social communication difficulties):

- Devonshire Infant School – Key stage 1
- Southsea Infant School – Key stage 1
- Portsdown Primary School – Key stage 1 and 2
- Victory Primary School – Key stage 1 and 2

5.7

Inclusion Centres within the following schools cater for children with communication and interaction difficulties, in particular those with autism spectrum conditions:

- Milton Park Primary School
- Trafalgar School (Secondary)

5.8

Inclusion Centres within the following schools cater for children with a sensory impairment:

- Northern Parade Infant and Junior Schools
- St Edmunds Catholic School (Secondary)

5.9

Inclusion Centres at the following mainstream school cater for children with Social Emotional and Mental Health (SEMH) difficulties and also those in key stages 1 and 2 requiring a period of Alternative Provision (AP):

- The Flying Bull Primary Academy

Special Schools

5.10

41.24% of children with an EHCP are being educated in a special school (SEN2 return, January 2018).

5.11

There are 5 designated special schools in Portsmouth

5.11.1

The Willows Centre for Children – Provides SEN places for nursery and Year R children, extending to Year 1 from September 2018, with a range of special educational needs and disabilities, alongside mainstream day care provision. Referrals for SEN places are agreed at the Inclusion Support Panel.

The Willows Centre for Children has previously been commissioned to provide 80 part-time places for pre-school children aged 2 years upwards with SEND. No EHCP is required for this provision.

In recent years, pressure on special school provision has led to the provision of Year R places at Willows, extending to Year 1 in September 2018. This has reduced the number of nursery places available. In consequence, more pre-school children with complex SEND are now attending mainstream nursery settings.

5.11.2

Cliffdale Primary Academy – For key stage 1 & 2 pupils with complex learning difficulties who may also have autism.

5.11.3

Redwood Park Academy – For key stage 3 & 4 pupils with complex learning difficulties who may also have autism.

5.11.4

Mary Rose Academy – For pupils from nursery to key stage 5 with profound and multiple learning difficulties, severe and complex needs and autism. Some children may have a complexity of special educational needs including physical disabilities, complex medical conditions and varying degrees of sensory impairment.

5.11.5

The Harbour School – For upper key stage 2 (age 9) to key stage 4 pupils who have a wide range of SEMH needs. The Harbour School also provides Alternative Provision for pupils from Year 5 onwards and Outreach support.

5.12

162 pupils are placed in special schools in other Local Authorities, mainly Hampshire (see paragraph 4.4). This includes a small number of children and young people have been placed in out of city independent special schools due to the complexity of their needs.

SEND post-16 provision

5.13

Highbury and Portsmouth Colleges offer post-16 SEND Provision for young people aged 16 – 25. Provision at both colleges includes specialist SEND provision from entry level to level 1 and support for students on mainstream key stage 5 provision.

5.14

Portsmouth College Specialist Life Skills building was commissioned by Portsmouth City Council and offers provision for Portsmouth young people with complex and severe learning difficulties.

5.15

The SEMH provision at Highbury College's Arundel Centre was also commissioned by the council.

5.16

In addition to the Portsmouth offer, there are colleges in the travel to learn area including Havant and South Downs College and St Vincent College which provide similar opportunities.

5.17

As noted above, Mary Rose Academy also has specialist post-16 places.

Forecasting Special School Places

6.1

Forecasting the requirements for special school places involves considering a wide range of factors, such as:

- Current pupil numbers
- Historic trends of pupil movement in and out of special schools
- Population changes
- Impact from housing developments
- Predicted prevalence changes
- Improvements in awareness, identification and classification
- Changes in primary and secondary needs
- The impact of increasing statutory protection to 25 years
- Parental preference
- Changes in societal attitudes
- Changes in curriculum / educational practice / health / social care practice / funding
- Pupils accessing out of city provision
- Economic impact, including the potential impact of Brexit

6.2

The **Portsmouth SEND Strategic Review 2018** provided baseline pupil projections for:

- Portsmouth children with EHCPs (compared to 2017 actuals)
- School-age pupils and post-16 young people with EHCPs who have complex needs.

6.3

The one year projections compiled for the **Portsmouth SEND Strategic Review 2018** indicating Portsmouth children with EHCPs were accurate.

See table 6

6.4

Of particular relevance to this strategy would be any increase in the number of children with complex needs who would require specialist provision.

6.5

For the purposes of modelling the cohort with complex needs, these definitions have been used:

- **Complex** is defined as severe learning difficulties (SLD), and may also have autism (ASD).
- **Complex plus** is defined as:
 - Severe learning difficulties (SLD) and autism (ASD) or
 - Profound and multiple learning difficulties (PMLD) (and may also have autism (ASD))
 - In addition, some children may have a complexity of special educational needs including physical disabilities, complex medical conditions and varying degrees of sensory impairment.

6.6

The capacity in Portsmouth special schools for complex or complex plus pupils is full. Some schools have admitted additional children, over and above the Agreed Place Number, and there is no surplus in the system.

Table 6: Portsmouth children with EHCPs

	Actual 2017 (SEN2 census)	Forecast 2018	Actual 2018 (SEN2 census)	Variance
Early Years (<5)	37	44	46	+ 2 (+4.5%)
School age (5 – 15)	978	991	988	– 3 (-0.3%)
Post-16 (16 – 25)	254	354	344	-10 (-2.8%)
Total	1,269	1,389	1,378	– 11 (-0.8%)

(Portsmouth SEND Strategic Review 2018)

6.7

Depending on the level of severity and complexity of primary need, pupils designated as complex could be educated in a special school or in a mainstream school with support. Parental preference must also be considered.

6.8

The **Portsmouth SEND Strategic Review 2018** provided baseline pupil projections for complex and complex plus, by age grouping. See **Table 7** below.

6.9

Table 7 outlines a projected increase in numbers of pupils presenting with complex or complex plus needs. The increase affects primary and secondary age pupils.

6.10

Based on the pupil projections in **Table 7** below, provision for increased numbers of children and young people with complex or complex plus needs will be required.

6.11

Post-16 or Post-19 young people access educational provision at special school or College provision and it is predicted that these numbers will also increase.

6.12

It is clear that action needs to be taken to identify suitable provision for these pupils, either through increasing the breadth and capacity of provision in Portsmouth, or through identifying out of city placements.

6.13

Out of city placements are often not desirable for the child or the family due to the distance from home, travelling times or residential requirements. These placements are also more expensive for the council than providing suitable provision within Portsmouth (after the initial capital investment to create suitable provision).

6.14

The council operates on the premise that it is preferable to provide suitable educational accommodation for complex and complex plus pupils within Portsmouth, if at all possible.

6.15

The **Portsmouth SEND Strategic Review 2018** trialled two methodologies for pupil projection forecasting. The two methods produced similar figures and when considered together, provide a range for each year.

See table 7

Table 7: Pupil Projections for school-age pupils and post-16 young people with EHCPs who also have Complex / Complex Plus needs

Age of Need	Projected range for the number of pupils					Minimum Increase over 5 yrs.	Maximum increase over 5 yrs.
	2018	2019	2020	2021	2022		
Complex							
Primary	138 – 142	149 – 151	156 – 164	163 – 174	171 – 186	+33	+48
Secondary	139 – 145	145 – 149	146 – 154	152 – 158	152 – 163	+13	+24
Post-16	0	7	7 – 17	7 – 27	7 – 32	+7	+32
Post-19	0	0	0	0	3	+3	+3
Complex Plus							
Primary & Secondary	126 – 134	135 – 145	145 – 153	156 – 157	167 – 168	+41	+42
Post-16	26 – 28	22 – 30	23 – 32	32 – 34	36 – 37	+10	+11
Post-19	3	8	13	16	23	+20	+20

Improvements to forecast methodology

6.16

The **Portsmouth SEND Strategic Review 2018** also made a number of recommendations to improve SEND place forecasting and pupil projections, including determining a detailed methodology that will allow for year on year direct comparisons of change and continual improvement in accuracy to inform future planning.

6.17

As a result, the council has further improved the methodology and approach to forecasting to make it more robust and transparent notwithstanding the challenges involved in SEND forecasting.

6.18

The revised methodology uses a range of data sources and intelligence. The full forecasting methodology for use from 2019 onwards is at **Appendix C**.

6.19

The revised forecasting methodology ensures that hard data and soft intelligence is used to forecast pupil projections. An annual cycle of engagement has been developed, and includes co-production of forecasts and plans with colleagues from the council's SEND, Information, Finance and School Organisation teams, Portsmouth Clinical Commissioning Group, Health Providers and Social Care. This is in line with the **SEND Code of Practice 2015** which says:

"To inform commissioning decisions, partners should draw on the wide range of local data sets as well as qualitative information about the likely education, health and social care needs of children and young people with SEN or disabilities".

6.20

The forecasting methodology and pupil projections will be reviewed on an annual basis.

Addressing the sufficiency of special provision places

7.1

Based on the pupil projections in **Section 6**, the council needs to plan provision for increased numbers of children and young people with complex or complex plus needs within the next four years.

7.2

The **Portsmouth SEND Strategic Review 2018** identified that there were a number of children being educated in a special school whose needs were similar to children in mainstream schools and Inclusion Centres.

7.3

Continuing to build special schools to meet this demand is not financially sustainable, nor does it deliver the **Portsmouth SEND Strategy** for an inclusive city.

7.4

The place planning strategy for children with complex needs is reliant on mainstream schools being well prepared to meet the needs of an increasing number of children with SEND with inclusive education being the first option considered for all but the most severe, complex and long term special educational needs and the most profoundly disabled children.

7.5

Equally, there is a requirement for the private, voluntary and independent childcare sector to meet the needs of a growing number of children with complex needs.

7.6

In the future, some of the children currently being educated in special schools would be accommodated in Inclusion Centres or mainstream settings with support. This would create the capacity to allow special schools to take children with increasingly complex needs. However, changes to the profile of SEND pupils in a mainstream school and early years provision may require adaptation to buildings, access and environment to allow inclusive education to be provided.

7.7

The complexities of provision for pupils with SEND requires considering a range of options and interactions. A Preparation, Brief & Concept Design Study¹ is required, providing a strategic approach to SEND accommodation in the city and informing any capital building or refurbishment schemes. The Study would be predicated on an increasing number of pupils with complex needs being educated in mainstream settings and the demand for special school places and early years entitlement being managed within the overall city wide offer.

7.8

Consideration could be given to the development of a primary and secondary Inclusion Centre for pupils with learning difficulties to reduce pressure on special school places.

7.9

For early years children, consideration could be given to the support available in the private, voluntary and independent childcare sector to reduce pressure on special school places.

7.10

For post-16 young people, there is a growing demand and a need for provision within Portsmouth to offer a variety of post-16 education, employment and training opportunities and to support young people to prepare for adulthood.

¹ Royal Institute of British Architects Stages 1&2

8 Revenue Funding Implications

Funding for special educational needs

8.1

High needs funding is provided to the Council through the high needs block of the Dedicated Schools Grant (DSG). The Council must spend the funding in line with the associated conditions of grant and the Schools and Early Years Finance (England) regulations, which are updated annually. The DfE also issues operational guidance which details how local authorities should fund, Special Schools, Inclusion Centres, Alternative Provision, Post-16 Colleges and specialist independent settings.

8.2

The Council receives a provisional allocation of high needs block funding in December, and adjustments are made mid financial year in the following June for adjustments (up or down) to pupil numbers, which creates a level uncertainty regarding the funding available.

8.3

The high needs block allocation is calculated using a national funding formula, based on twelve formula factors, nine of which are pupil led and based on lagged data sets. Thus high needs funding received will not always reflect the current/future needs and numbers of pupils within the city.

Funding for high needs settings

8.4

The Council funds high needs settings on a place plus approach, in that the setting receives a fixed amount for a commissioned place, whether it is occupied by a pupil or not, plus an additional top-up which reflects the needs of the pupil and will follow that pupil between settings, should they move.

8.5

The amount of funding paid per place is set nationally at £6,000 or £10,000 per place dependent on the type of setting and cannot be adjusted.

8.6

The top-up element is agreed locally by the local authority and Schools Forum and reflects the different types of provision and level of need for individual children. The range of Top-up funding for the 2018 – 19 financial year is between £1,934 and £45,000² per pupil per year.

8.7

Table 8 below sets out the upper and lower costs (place plus element 3 top-up) associated with placing a pupil in a Portsmouth setting, it also identifies the minimum/maximum costs of the growth in complex and complex plus pupils (as per **Table 7**) if they were placed in one of the settings listed.

See table 8

8.8

The potential revenue cost of growth in this sector will have to be met from within the high needs block. Due to the nature of the lagged funding this could create budgetary pressures that will need to be managed within the funding envelope available.

8.9

Further development of the revenue implications of the options available to the authority following the outcomes of the Preparation, Brief & Concept Design Study (paragraph 7.7) will be required.

Table 8: Potential impact of Growth in Complex and Complex plus places over a 5 year period.

	Per pupil		Pupil Growth		5 year Growth	
	Lower limit	Upper limit	Lower limit	Upper limit	Lower limit	Upper limit
	£	£	No.	No.	£,000	£,000
Primary/Secondary ³	7,934	55,000	87	96	690.3	5,280.0
Post 16	6,142	19,900	17	41	104.4	815.9
Post 19	6,426	25,452	23	23	147.8	585.4
Total impact			127	160	942.5	6,681.3

² As per the 2018 – 19 financial year. Element 3 Top-up rates are under review for 2019 – 20 and may change.

³ Assumes Primary/Secondary relates to either Inclusion Centre or Special school places

9 Funding for capital projects to develop SEND provision

9.1

The council does not routinely receive funding for SEND from the government. There are sporadic grant funding allocations for specific purposes (and subject to criteria in relation to how the funding is used).

9.2

The council explores capital funding opportunities to support future schemes. For example, in October 2018, the council submitted a bid to the DfE for a 16 – 19 special free school to meet forecast demand (under the Wave 13 bidding round).

9.3

The council considers capital bids from the Education Service, and may allocate capital funding through its own capital programme to support the development of SEND provision.

9.4

Capital projects currently in progress are:

- Vocational provision at Harbour Vanguard (due for completion October 2018)
- Remodelling of Cliffdale Academy (due for completion January 2019)
- Remodelling of Redwood Park Academy (due for completion August 2019)
- Increased capacity for Year 1 SEND pupils at Cliffdale Academy (for September 2019).
- Increased capacity for Year R SEND pupils at the Willows Centre for Children (for September 2019)
- A special free school for pupils with autism (due for completion September 2021)

Conclusions and Recommendations

10.1

There is a statutory duty to provide suitable education for pupils with an EHCP and for early years children entitled to 'free early education'.

10.2

The **Portsmouth SEND Strategy** focuses on an inclusive education with mainstream schools and early years settings being the first option considered for all but those with the most severe, complex and long term educational needs and the most profoundly disabled children.

10.3

The **Portsmouth SEND Strategic Review 2018** forecast a significant increase in demand and need in pupils with complex needs which need to be addressed within the next four years.

10.4

The forecasting methodology and process has been further refined and the updated approach will be used from 2019 onwards.

10.5

In order to create a strategic approach to addressing future increases in demand and needs, it is recommended that a Preparation, Brief & Concept Study is commissioned to provide a strategic approach to future plans for accommodating pupils with complex or complex plus needs. This would cover:

- Reviewing existing accommodation in terms of the capacity and suitability to meet the current and future need, under current design guidelines.
- Considering how to physically organise the SEND provision on a city-wide basis, taking into account best practice and stakeholder opinion and including provision in mainstream settings and inclusion centres.
- Identifying the need for additional accommodation or reconfiguration of existing accommodation. This would include considering:
 - accommodation for complex/complex plus pupils,
 - inclusion centres in mainstream schools,

- addressing pressure on early years settings, and
- transition to post-16 provision.
- Providing a strategic masterplan for SEND provision in Portsmouth.
- Undertaking an Options Appraisal for a range of specific options which could be undertaken to fulfil the strategic masterplan. This would consider a range of sites and proposals across the city, and test these in terms of design feasibility.
- Developing a matrix with opportunities and constraints of the different options and a series of outline floor and site plans for each site.

10.6

The Report from the Preparation, Brief & Concept Study could be completed by July 2019 and would provide a clear and evidence-based masterplan for SEND accommodation and inform bids for capital funding.

10.7

Capital funding will be needed for future projects.

10.8

Revenue funding implications of future projects will be carefully considered.

10.9

In the short term, other available solutions are:

- Urgent interim arrangements to deliver SEND accommodation prior to the Study being completed. Discussions are taking place with schools to identify what is required to meet pupil needs for September 2019 and provision would be subject to capital funding.
- Placing pupils in out of city provision which can meet their needs.

10.10

The focus is on ensuring that the SEND accommodation requirements are clearly articulated, and that a robust plan is in place to address these requirements, subject to the availability of capital funding.



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