

Manchester City Council Report for Resolution

Report to: Children and Young People Scrutiny Committee – 19 July 2016

Subject: Development of additional SEN provision: proposal to expand Rodney House Special School

Report of: Director of Education and Skills

Summary

This report outlines a proposed organisational change to increase the number of specialist places in Manchester. These provisions are part of a much wider offer of specialist provision within the city which covers inclusive mainstream schooling, mainstream schooling with support, resourced mainstream schools and a range of special school provision for children and young people with different types of need. This change will enhance existing provision and ensure that there is a sufficient supply of places in specialist provision in central area of the city.

Recommendations

The Children and Young People Scrutiny Committee is asked to note this report and comment on the proposal as appropriate.

Wards Affected: All

Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
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Financial Consequences – Revenue

The Local Authority has a planned £65m budget from the Dedicated Schools Grant (DSG) on education provision for children and young people with high levels of Special Educational Need and Disability (SEND). This now includes young people with SEND up to the age of 25. The vast majority of this budget is allocated to schools, colleges and specialist providers to make provision for children and young people with high levels of SEND. The additional SEN places outlined in this paper would be funded from this budget and this has been included in budget planning.

Financial Consequences – Capital

£2.6 million capital funding from Basic Need grant allocated to the Local Authority has been used to refurbish and convert accommodation on Kirkmanshulme Lane as new premises for Rodney House special school.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

The following reports were provided to the Director of Education and Skills requesting permission under his delegated authority to begin consulting on proposals in relation to provision to children with special educational needs /disability

- Rodney House Special School Proposed prescribed alteration – 7th June 2016
- DFE: Statutory Guidance: Making prescribed alterations to maintained schools April 2016

1.0 Introduction

1.1 Manchester local authority offers a wide range of specialist services and provision for children and young people with special educational needs or disability (SEND) within the city which includes inclusive mainstream schooling, mainstream schooling with support, resourced mainstream schools and a range of special school provision for children and young people with different types of need. The range of specialist services to support children and young people with SEND and the numbers and type of specialist places provided in the city are continually under review to ensure that there is a sufficient supply of places to meet demand.

1.2 This report outlines a proposed prescribed alteration to an existing special school in Manchester so that it can provide additional specialist places. The proposal is as follows:

- to make a prescribed alteration to Rodney House Special School to change its location, designated age range and number of places. This will increase the number of primary special school places by 20.

2.0 Background

2.1 The Special Educational Needs and Disability Code of Practice published in 2015 states that Local Authorities must keep their educational and training provision under review including sufficiency of that provision. When considering any reorganisation of SEN provision, decision makers must make clear how they are satisfied that the proposed alternative arrangements will lead to improvements in the standard, quality or range of educational provisions for children with SEND.

2.2 There has been a significant growth since 2008 in school population. As a result of higher pupil numbers across the city, demand for special school places has also increased although the proportion of children attending a special school in the city has remained consistent at 1.6% since 2011. This growth in children with high levels of SEN is also evidenced by a significant increase in the number of children meeting the threshold for Education, Health and Care plans. In May 2016, there were 442 more children and young people with statements/EHC plans than in May 2015. Since January 2016, the number of children who met the threshold for statutory assessment is 193, compared to 222 for the entire year in 2015.

2.3 To date the growth in specialist places has been achieved through expansions of special schools (created as a result of 2 primary phase new builds) an extension of The Birches Primary, temporary units and creative use of existing space in schools and also the development of additional specialist resourced provisions in both mainstream primary and secondary school. A Special Free School for secondary age pupils will also open in September 2016. Future projections show that the school population will continue to rise and therefore it is to be expected so will the demand for school places including specialist provision. This is reflected in recent announcements of Basic Need Capital funding, where Manchester received the highest allocation in the country.

2.4 Revenue funding for specialist education services, special school places, alternative provision and funding for children with Education Health and Care plans

attending mainstream provision is funded through the High Needs Block of the Dedicated Schools Grant. This block is £61 million and has been more or less fixed at this since 2011, as it is currently not linked to increased numbers of pupils (unlike the block of funding for mainstream schools which is linked to growth). The additional places proposed in the report have been budgeted for within the high needs allocation. Nevertheless, going forward it will become a challenge to fund the future additional specialist places required in the city if this funding does not reflect population growth and some of the services currently funded through this grant may need to be reduced.

3.0 Prescribed Alteration to Rodney House Special School

3.1 Rodney House is currently a specialist provision for children aged between 2 and 7 with SEN. It is funded for 42 places which includes specialist places for children in key stage 1 with an Education, Health and Care plan (EHCP) or statement of SEN as well as assessment places located in 3 different Early Years settings across the city. The schools was rated as Outstanding by OFSTED in 2012 which followed a previously outstanding rating from March 2010. The main base for the school is at Barrass Street on the site of a former primary school.

4.0 Proposed changes to the school are as follows:

4.1 Increase in places and change to age range

4.11 Rodney House currently makes specialist provision for children either in key stage 1 or in assessment places. However, there is a pressure on special school places in key stage 2 which often means that children at Rodney House or in mainstream schools are waiting for specialist places in key stage 2 in the existing special schools.

4.12 The proposal is that Rodney House School increases its numbers to 62 places on a single site and expands its age range to the full primary phase. This would ensure that children at Rodney House do not have to move to a new special school at key stage 2 and would provide additional capacity in the special school system.

4.2 Transfer to a new building

4.21 Within the city there are currently 3 specialist support primary schools and 3 specialist support secondary schools as well as an all age school for pupils with autism, an all age school for children with physical disabilities and complex medical needs and 3 schools for pupils with social emotional, mental health needs.

4.22 The 3 primary specialist support schools are located as follows:

- Ashgate – Wythenshawe
- The Birches – Didsbury
- Camberwell Park – Moston.

4.23 Currently, most of the children in key stage 2 who reside in the central areas or east of the city who need a specialist support school are required to travel to The Birches for provision which is a considerable distance from their home in many

cases. This can make it difficult for parents/carers to access the school, means that the children are spending a lot of time on transport at the beginning and end of the school day and is not a good use of public resources. It is also the central area of the city where there has been most increased demand for school places and for special school places.

4.24 The premises on Barrass Street currently occupied by Rodney House is an old Victorian school building and would require a significant capital investment in order to accommodate increased numbers and also ensure the school is fit for purpose in the longer term. Surveys and valuations for work have been completed for this building and indicate that this would not provide good value for money.

4.25 Consequently, new premises have been identified in Longsight which can be refurbished to provide school provision for much better value and which will provide special school places for the central /east areas of the city. Over time this will also reduce transport costs for children living in this area of the city. £2.6 million basic need funding has been allocated for this new refurbished premises for Rodney House. Once the premises are completed in September 2016, it is proposed that Rodney House will transfer to this building and become an additional primary specialist support school for the city providing 62 special school places for central district.

4.26 In order to make these changes to the school, the Local Authority is following a statutory process to make a prescribed alteration to the school. The process is mandated by that outlined in DFE statutory guidance: Making prescribed alterations to maintained schools April 2016. A summary of this process is outlined in appendix A.

5.0 Consultation

5.1 As part of this process, a consultation is required: the consultation period is from 18th June 2016 to 16th July 2016. The list of consultees who received a letter about the proposed changes is also included in appendix A. Consultation included a series of face to face meetings with parents of children who attend Rodney House School and staff.

6.0 Outcomes of Consultation up to Friday 8th July

- The Rodney House Governors are unanimous in their support for the prescribed alteration.
- Parents feel very well supported by the staff at Rodney House and are really pleased that their children would not have to move schools after Key Stage 1
- One parent talked about how happy his child is at the school – he even wants to go to school on Saturdays and Sundays.
- Some parents were concerned about whether their child would still be eligible for transport to the new school. The Travel Co-ordination Unit are currently reassessing individual families' travel support needs in good time for the change of location.

- Some parents were concerned with how their child would cope with the transition to a new site. The school will be arranging visits to the new site for children and families. Parents were reassured that the same staff will still be working with their children. The move to the new site has been planned for week commencing 17th October, which will give time to prepare children for the transition.
- Parents were given the opportunity to see the plans for the new school at the consultation events. They are really pleased that the school will have a new sensory room and that there will be several outdoor play areas, including a sensory garden.
- Staff are very enthusiastic about moving to a new site with better facilities, improved safety and security and with space for a room for children with the most profound disabilities
- Staff feel the outdoor space at the new site will give excellent opportunities for outdoor learning.
- Health colleagues are very supportive of the proposals, but there is concern that there is no additional health funding to provide paediatricians / nurses / therapists to meet the demographic growth in Manchester.
- There have been no responses received which disagree with the proposal.

6.1 Any additional responses received after this report is submitted for publication will be presented verbally at the Committee meeting and included in the final version of the report to Executive committee which will be published on 19th July 2016.

7.0 Key Policies and Considerations

(a) Equal Opportunities

7.1 An equality impact assessment has been completed for this proposal. It is attached as appendix B.

8.0 Conclusion

8.1 These proposals have followed the statutory process set out by the Department for Education for making a prescribed change to a school. Consultation to date has generated overwhelming support for this proposal and there is sufficient demand in the city for these places. A full report including all outcomes from the consultation after it closes on 16th July will be provided for Executive to enable a decision to be made..

Appendix A – Statutory consultation process and list of consultees

Establishing SEN provision at a maintained school is considered to be a significant change requiring a prescribed alteration as described in Making a prescribed alteration to a maintained school: statutory guidance for proposers and decision makers published by the Department for Education in April 2016. The process is therefore mandated by the statutory process as follows:

Stage 1	Publication	Statutory proposal published – 1 day
Stage 2	Representation	Must be 4 weeks, as prescribed in regulations
Stage 3	Decision	The decision-makers (usually the LA) must decide proposals within 2 months of the end of the representation period or decision defaults to the Schools Adjudicator (OSA) Any appeal to the adjudicator must be made within 4 weeks of the decision
Stage 4	Implementation	No prescribed timescale, but must be as specified in the published statutory notice, subject to any modifications agreed by the decision maker.

Although there is no longer a prescribed “pre-publication” consultation period for prescribed alterations, there is a strong expectation on schools and LAs to consult interested parties in developing their proposal prior to publication as part of their duty under public law to act rationally and take in to account all relevant considerations.

A statutory proposal must contain sufficient information for interested parties to make a decision on whether to support or challenge the proposed change. The proposal should be accessible to all and be in plain English. It is anticipated that this report will be the proposal on which comments can be made

List of people/organisations consulted regarding Rodney House prescribed alteration

Parents of children at Rodney House School
All schools in Manchester
Local Councillors
Local MPs
Trade Unions
The Citywide Clinical Commissioning Group

CMFT

All Greater Manchester local authorities

In addition a notice was published in the Manchester Evening News and notices posted on the school website and at their entrance

Appendix B: Demonstrating Outcomes of Equality Analysis

EQUALITY IMPACT ASSESSMENT

1. Directorate	Children and Families	2. Section	Education Strategy, Access and Inclusion	3. Name of the function being assessed	Rodney House School
4. Is this a new or existing function?	Existing	5. Officer responsible for the assessment	Julie Hicklin	6. Lead manager responsible for the assessment	Amanda Corcoran
7. Date assessment commenced	April 2016	8. Date of completion	June 2016	9. Date passed to BIP Equality Team	

Summary of Relevance Assessment

1. Has a Stage 1 Equality Analysis: Relevance Assessment document been completed?

Yes Date of assessment:

No Please refer to 2.2 in the guidance above.

2. Please indicate which **protected characteristics** the relevance assessment identified as relevant to the function that is being assessed (tick below):

Age Disability Race Gender (inc. Gender Reassignment, Pregnancy and Maternity)

Sexual Orientation Religion or Belief (or lack of religion or belief) Marriage or Civil Partnership

3. Please indicate which **aims of the equality duty** the relevance assessment identified as relevant to the function being assessed (tick below):

Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act

Advance equality of opportunity between those who share a protected characteristic and those who do not

Foster good relations between people who share a protected characteristic and those who do not

Equality Impact Assessment Template

1. About your function

<p>Briefly describe the key delivery objectives of the function being assessed</p>	<p>Rodney House is a maintained specialist assessment school for children 2-7yrs. Rodney House also provides an outreach service for the families/carers of very young children with SEND and the early Years settings they attend before reaching school age.</p> <p>Currently Rodney House School has 2 main functions:</p> <ol style="list-style-type: none"> 1) to carry out assessment of SEND of children of nursery age before they reach school age. This assessment provides evidence for statutory assessment which may lead to a child gaining an EHCP. 2) To provide school places for key stage 1 children who are in possession of an EHCP that states the child needs a place at a specialist support school. <p>Previously, children have moved from Rodney House School to specialist support schools nearer to their home address by the end of key stage 1. The increase in numbers of children within Manchester who have significant SEND and who are likely to need a placement in a specialist, has led to increased waiting times for places to become available in the identified school. Many children have significant difficulties with transitions and moving from one school to another can cause distress. Parents ask whether children can stay at Rodney House for the whole of their primary education but that is not possible at present.</p>
<p>What are the desired outcomes from this function?</p>	<p>Extension of age range will result in more consistency for the pupils as they would be able to stay at Rodney House for the whole of the primary phase if this is appropriate to meet their needs.</p> <p>Changing Rodney House to a through phase primary specialist support school would increase places across the SEND sector, creating more places for the increased number of children in the city in possession of an EHCP that states the need for a place in a specialist support school.</p> <p>The move to the new site will create a bespoke, quality environment for the children attending</p>

	<p>Rodney House School. The site is strategically placed to close the geographical gap between specialist provisions in the north and centre of the city, thereby providing appropriate provision closer to the home addresses of a significant number of children. The school will provide outreach support to mainstream schools within the locality improving outcomes for pupils not in specialist provision. This will lead to more children remaining in mainstream placements for longer with improved support.</p>
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2. About your customer

Do you currently monitor the function by the following protected characteristics?	Protected Characteristics	Y/N	If no, please explain why this is the case and / or note how you will prioritise gathering this equality data
	Race	Y	We currently record the ethnicity of children and young people in their individual records on SIMS. The information is collated and reported in the Summary Self Evaluation Document (SSED).
	Gender (inc. gender reassignment, pregnancy and maternity)	Y	We currently record the gender of children and young people in their individual records on SIMS and in the SSED.
	Disability	Y	All of the children who attend Rodney House have a significant developmental some of which is caused by a medical condition or a diagnosed syndrome.
	Sexuality	N	This information is not routinely recorded. The young age of the children and the level of learning disability means that this information is not collected.
	Age	Y	The age of children at school is between 2 and 7yrs; the age of children supported by the outreach team is

			between approx 6mths and 5yrs.
	Religion or belief (or lack of religion or belief)	Y	This information is recorded on SIMS and the Welcome Pack. This information informs decisions such as type of meals taken at dinner time, requests for leave of absence for religious observance etc and informs the planning of the RE curriculum.
	Marriage or civil partnership	N	We do not routinely hold the marital or civil status of the children at Rodney House as they are too young for this to be a concern.
<p>4. What information has been analysed to inform the content of this EIA?</p> <p>Please include details of any data compiled by the service, any research that has been undertaken, any engagement that was carried out etc.</p>	<ul style="list-style-type: none"> ▪ Numbers of children due to move on from Rodney House to other specialist support schools ▪ Data from Statutory Assessment Team on those allocated an EHCP naming specialist provision ▪ Admissions data: numbers of children in the city of school age awaiting placement in a specialist support school ▪ Local data for early years ▪ Data from EY SEND Pathway linking plotting numbers of children likely to need specialist provision in the next few years ▪ School Census data ▪ Consultation responses 		

3. Delivery of a customer focused function

Does your analysis indicate a disproportionate impact relating to race ?	Y	N	
		X	

<p>Please describe the nature of any disproportionate impact/s</p> <p>Please indicate what actions will be taken to address these</p>	<p>The 2011 Census shows that the race breakdown in Manchester is: White – 66.6% Asian – 17.1% Black – 8.6% Mixed – 4.6% Other – 3.1% These figures are for the whole population – not just for children and young people.</p> <p>The breakdown from the January 2014 PLASC data for children and young people aged 3 - 19 with a Statement of Special Educational Needs: White – 55.3% Asian – 18.4% Black – 14.1% Mixed – 8.2% Other – 3.3% Chinese – 0.64%</p> <p>Data from March 2016 of pupils on roll at Rodney House: White – 47.2% Asian – 19.4% Black – 13.8% Mixed – 8.3% Other – 2.7% Declined – 2.7</p> <p>These figures show that Rodney House school places are being provided to children and young people from different ethnicities roughly in proportion to the numbers that are eligible.</p>
<p>Which action plans have these actions been transferred to?</p>	

Does your analysis indicate a disproportionate impact relating to disability ?	Y	N	
X			
<p>Please describe the nature of any disproportionate impact/s</p> <p>Please indicate what actions will be taken to address these</p>	<p>All of the children/young people on roll at Rodney House have special educational needs and/or a disability. The 2011 Manchester census shows that 17.8% of the population are disabled or have long term health conditions.</p> <p>The 2016 Manchester school census shows that 15.1% of school age children have an identified special educational need, of which 2.8% of children have a Statement or Education, Health and Care (EHC) plan. There are currently at least 48 children undergoing statutory assessment for an EHC plan (data taken from the Special School Placement Planning information grids, March 2016) in Manchester who will be reception to y5 in September 2016.</p> <p>26 of these children live in Central or North Manchester but places within the designated specialist support schools for these areas are full. The site of the new building for Rodney House School will be strategically placed to able to offer school places for some of these children. Numbers are increasing on a monthly basis.</p> <p>There will be a positive impact on primary age children with a high level of SEND living in central Manchester as they will be able to have their needs met in a school that is closer to home and will not have to move schools at age 7.</p>		
Which action plans have these actions been transferred to?			
Does your analysis indicate a disproportionate impact relating	Y	N	
X			

to Gender (including gender reassignment or pregnancy and maternity)?															
<p>Please describe the nature of any disproportionate impact/s</p> <p>Please indicate what actions will be taken to address these</p>	<p>The 2011 Manchester census shows that 50.21% of the population is male and 49.79% is female.</p> <p>The 2014 PLASC shows that of the 2055 Manchester children and young people with a Statement of special educational needs 74.64% are male and 25.35% are female. This reflects the national ratio of males/females with special educational needs/disabilities.</p> <p>The proportions of children accessing a Rodney House School place in March 2016 are 86% male:14% female. This shows a disproportionate number of males compared to females. This may be due to the young age of the children and the difficulty in diagnosing very young children with specific learning disabilities. Many of the children on roll at Rodney House School are undergoing assessment so their primary need may not have been identified.</p>														
Which action plans have these actions been transferred to?	Continue to monitor admissions to Rodney House and other specialist provision to ensure there is no disproportionate impact on young children related to their gender.														
Does your analysis indicate a disproportionate impact relating to age ?	Y	N													
<p>Please describe the nature of any disproportionate impact/s</p> <p>Please indicate what actions will be taken to address these</p>	<p>All children at Rodney House are between 2 and 7yrs old. Numbers for March 2016 are as follows:</p> <table border="1" data-bbox="748 1137 2089 1217"> <thead> <tr> <th data-bbox="748 1137 1016 1174">N1</th> <th data-bbox="1016 1137 1285 1174">N2</th> <th data-bbox="1285 1137 1554 1174">R</th> <th data-bbox="1554 1137 1823 1174">Y1</th> <th data-bbox="1823 1137 2089 1174">Y2</th> </tr> </thead> <tbody> <tr> <td data-bbox="748 1174 1016 1217">2</td> <td data-bbox="1016 1174 1285 1217">10</td> <td data-bbox="1285 1174 1554 1217">18</td> <td data-bbox="1554 1174 1823 1217">4</td> <td data-bbox="1823 1174 2089 1217">2</td> </tr> </tbody> </table> <p>There is an urgency to moving children on from Rodney House before they reach Y2 as places are very limited within specialist support schools. This results in a patchy school profile and causes children and their families' distress at having to move on between key stages. The impact of the change will be positive for both children and their families as children will be able</p>					N1	N2	R	Y1	Y2	2	10	18	4	2
N1	N2	R	Y1	Y2											
2	10	18	4	2											

	<p>to stay at Rodney House for their entire primary phase if that is appropriate to meet their needs.</p> <p>Data show that mid-year estimates are for the number of 3 and 4yr olds in Manchester will reach a combined total of just fewer than 15,000. (Registrar General's Population Estimate Mid-2014 for Manchester, Office for National Statistics, July 15) All these children will need to have a school place in September 2016 and 2017. A percentage of these children will have learning needs that require placement in specialist support schools. Specialist Support Schools in Manchester are filled to capacity and so it makes sense that children stay at Rodney House through both the key stage 1 and key stage 2 phases causing less disruption to them and taking some of the pressure from the specialist support schools.</p>		
Which action plans have these actions been transferred to?	Place planning strategy		
Does your analysis indicate a disproportionate impact relating to sexual orientation ?	Y	N	[Hatched Area]
		X	
<p>Please describe the nature of any disproportionate impact/s</p> <p>Please indicate what actions will be taken to address these</p>	<p>Rodney House School provides places to meet the assessed needs of the disabled child/young person and their parent/carer. As there is no correlation between these characteristics and a child/young person's eligibility for a school place, it is very unlikely there would be any disproportionate impact.</p>		
Which action plans have these actions been transferred to?			
Does your analysis indicate a disproportionate impact relating to religion and belief (including	Y	N	[Hatched Area]
		X	

lack of religion or belief)?			
Please describe the nature of any disproportionate impact/s Please indicate what actions will be taken to address these	Rodney House School provides places to meet the assessed needs of the disabled child/young person and their parent/carer. As there is no correlation between these characteristics and a child/young person’s eligibility for a school place, it is very unlikely there would be any disproportionate impact.		
Which action plans have these actions been transferred to?			
Does your analysis indicate the potential to <i>cause discrimination</i> in relation to marriage and civil partnership ?	Y	N	
		X	
Please describe the nature of any disproportionate impact/s Please indicate what actions will be taken to address these	Rodney House School provides places to meet the assessed needs of the disabled child/young person and their parent/carer. As there is no correlation between these characteristics and a child/young person’s eligibility for a school place, it is very unlikely there would be any disproportionate impact.		
Which action plans have these actions been transferred to?			
Does your analysis indicate a disproportionate impact relating	Y	N	
	X		

to carers ?	
<p>Please describe the nature of any disproportionate impact/s</p> <p>Please indicate what actions will be taken to address these</p>	<p>One of the aims of Rodney House School is to improve educational outcomes for children with SEND and their families. Typically children will have ‘failed’ in a mainstream setting prior to coming to Rodney House School or indeed been turned away from mainstream settings due to the nature of their needs. Working collaboratively with parents and carers ensures consistency of approach across home and school leading to increased progress. Rodney House offers parent workshops and referral pathways so that families get the help they need to better support their child.</p> <p>The aim is for there to be an overwhelmingly positive impact on carers</p>
<p>Which action plans have these actions been transferred to?</p>	

4. EIA Action Plan

Service / Directorate lead:

Strategic Director:

Business Improvement and Partnerships – Equality Team lead:

Actions identified from EIA	Target completion date	Responsible Officer	Is this action identified in your Directorate Business Plan and / or Equality Action Plan? (Yes / No / n/a)	Comments
Continue to monitor admissions to Rodney House and other specialist provision to ensure there is no disproportionate impact on children related to their gender.	April 2017	Kent Wells/Audrey Taplin	Yes as part of work on place planning strategy	
Develop 3 year plan for specialist places	September 2016	Amanda Corcoran/Kent Wells	Yes	

Actions identified from EIA	Target completion date	Responsible Officer	Is this action identified in your Directorate Business Plan and / or Equality Action Plan? (Yes / No / n/a)	Comments

5. Director level sign off

Name:		Date:	
Directorate:		Signature:	

NB: Sign-off must be in the form of an actual signature; not an emailed authorisation