

**NORTH YORKSHIRE COUNTY COUNCIL**

**YOUNG PEOPLE OVERVIEW & SCRUTINY COMMITTEE**

**1<sup>ST</sup> December 2007**

**Review of Special Educational Needs and Behaviour Provision**

**Purpose of Report**

1. The purpose of this report is to ask Members to:
  - (a) consider the information contained in the Report attached at Annex A
  - (b) note the information attached at annex B

**Background**

2. The Report on the future specialist provision for children and young people with special education needs (SEN) and behaviour, emotional and social difficulties (BESD) was considered by the Executive on the 21<sup>st</sup> November.

The Executive resolved to ask the views of the Young People's Overview and Scrutiny Committee on the proposals, including the amended proposals.

**Recommendations**

3. The Committee is asked to:
  - (a) comment on the proposals, including the amended proposals and
  - (b) forward their recommendations to the Executive for their next meeting on the 5<sup>th</sup> December; the Executive making their recommendations to the County Council on the 20<sup>th</sup> December 2006.

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Annexes: A Review of SEN and Behaviour Provision  
B Extract from Minutes of Executive Meeting held on the 21<sup>st</sup> November

# NORTH YORKSHIRE COUNTY COUNCIL

## EXECUTIVE COMMITTEE

21 NOVEMBER 2006

### REVIEW OF SEN AND BEHAVIOUR PROVISION

Report by the Corporate Director – Children and Young People's Service

#### **1.0 PURPOSE OF REPORT**

- 1.1 To consider responses to consultation on the future of specialist provision for children and young people with special educational needs (SEN) and behaviour, emotional and social difficulties (BESD) in North Yorkshire.
- 1.2 To consider the extent to which proposals should be retained or revised prior to seeking views from the Young People's Overview and Scrutiny Committee.

#### **2.0 BACKGROUND**

- 2.1 The Local Authority has a statutory duty to keep the pattern of provision for Special Education Needs under review. In doing so it must reflect relevant national guidance and good practice. Crucially, provision must take account of local need and proposals for any change should improve our ability to meet individual needs effectively from an early stage.
- 2.2 The Ofsted report following inspection of the LEA in January 2004 recommended that the Local Authority:
  - Move swiftly to finalise the review of specialist provision.
  - Establish a timetable for the implementation of the LEA's preferred model of provision for special educational needs.
- 2.3 The inspection judgement reflected the fact that previous phases of review work had been inconclusive, which had left parts of our provision in an uncertain and, sometimes, unsatisfactory position.
- 2.4 For several special schools, problems relating to pupil numbers and premises inhibit aspects of their work and opportunities for them to develop their wider role need a clear framework to be coherent and sustainable. For mainstream schools, the potential to develop specialist provision for aspects of high needs was similarly inhibited by lack of a clear and coherent development plan. As a result we have not been as well-placed as we should be to respond flexibly to individual pupils' needs, especially for those in the middle of the spectrum or where pupils need a mix of provision.

- 2.5 Inspectors recognised that the Local Authority had taken positive steps to strengthen the base in mainstream schools through increased delegation. The most recent Joint Area Review again confirms the importance of the policy and the progress made on that front. The delegation policy is not expected to cover pupils with the highest levels of needs. However, the formal Review of SEN is required for that.
- 2.6 An over-arching strategic view of requirements, with a realistic timetable for delivery, is essential if we are to ensure the most effective arrangements for children. It is also important to future judgements about our effectiveness as a Children's Services Authority.
- 2.7 A project plan for the Review was outlined to the Young People's Overview and Scrutiny Committee in September 2004. Executive Members for the Children and Young People's Service approved a consultation document as the basis for consultation on 11 May 2006.

### **3.0 SUMMARY OF PROPOSALS**

- 3.1 In line with the aims and principles for the Review the overall intention is to:
- ensure that all children with severe and complex needs have consistent access to specialist provision and expertise, of equally high quality, as close to home as possible;
  - tailor provision more carefully to meet the particular needs of some groups of children;
  - make high quality local provision in a number of mainstream schools which would specialise in a particular aspect of need;
  - have specialist provision for a smaller number of children within special schools once the specialist mainstream provision has been established and is working effectively;
  - develop the special schools as hubs for support services;
  - extend the support we provide to children, families and schools by linking the outreach role of Special Schools with Local Authority specialist support services in a co-ordinated way. This would simplify things for service users and extend the reach of services.
- 3.2 Re-designing our provision in this way would extend services significantly, moving from 17 to 42 settings which specialise in work on high level needs.
- 3.3 By bringing changes on stream in stages, rather than through a "big bang" approach, the aim would be to have a positive and coherent programme implemented in a measured way. The changes would:
- enable more parents to choose a mainstream place for their child where they wished, whilst ensuring that children with the most severe and complex needs still had access to more specialist provision than is available in most mainstream schools.

- enable special schools and mainstream provision to work together more directly so that they are better placed as local groups of schools to meet children's needs across the area
- link SEN/BESD services with the inter-agency Children's networks at local level to help with early intervention and family support.

3.4 The pattern of provision as proposed in consultation is attached at Appendix 1. The impact of the proposals on the number of specialist provision places as shown at Appendix 2. The impact on existing specialist provision is outlined at Appendix 3.

3.5 It has been emphasised throughout the process of consultation that children currently attending SEN special schools would remain there unless their parents wished to move them to other provision and it could meet their needs. It is important to emphasise that repeatedly to avoid unnecessary anxiety for parents.

## **4.0 CONSULTATION**

### PROCESS

4.1 The consultation arrangements were as set out in the consultation document, and are attached at Appendix 4.

4.2 In all, 44 local meetings were held with overall attendance in excess of 1200 people. 87 letters and 730 consultation response forms were received. 120 telephone calls were taken and noted.

### ANALYSIS OF RESPONSES

4.3 Feedback from consultation is provided in 4 appendices:

- (i) a compilation of the 35 most frequently asked questions (from letters, phone calls and during consultation meetings) together with comments/answers given at the time (Appendix 5)
- (ii) an analysis of responses to 17 specific questions or statements in the consultation response forms where consultees were asked to indicate their level of support by ticking a box. (Appendix 6)
- (iii) a thematic analysis of comments from consultation response forms and letters (Appendix 7)
- (iv) an analysis of responses to the 8 specific questions or statements from the consultation response forms where a written answer was requested (Appendix 8a and 8b).

4.4 All 88 consultation responses from Baliol School (parents, pupils, governors / teachers and other staff) were identical. Identical responses were made by 43 parents of pupils at Mowbray School and by 37 governors, teachers and other staff at Mowbray School. 19 identical responses were received from governors, teachers and other staff at Netherside Hall School. All responses are valid and have been taken into consideration. As these blocks of

responses represented almost 25% of the whole, however, the analysis shows responses both with and without these groups, simply to enable full and balanced consideration to be given to all responses.

- 4.5 All the letters, notes of telephone calls and consultation meetings, together with consultation response forms are available for inspection. Appendix 5 and notes of consultation meetings have been posted on the NYCC website at [www.northyorks.gov.uk/SENparents](http://www.northyorks.gov.uk/SENparents) and have been sent to all schools, Members and the Professional Associations.

## KEY FINDINGS

### SEN Continuum

- 4.6 As the analysis in Appendix 6 illustrates, there is significant support for the proposals to create more local and dedicated specialist SEN provision in mainstream schools. (Q3.1 – Q3.7). Responses to the proposal to combine 3 pairs of SEN special schools into single schools are more mixed. (Q5.1) Supporting comments confirm a concern expressed in some consultation meetings that the number of places proposed for the new SEN special schools may be too low. (See Appendix 6)

### BESD Continuum

- 4.7 There is a consistent and strong pattern of support for the proposals to improve specialist BESD provision at local level for early intervention (Q4.1 – 4.4). The responses to questions 4.5 and 5.5 at Appendix 6 indicate the importance which is attached to retaining special school BESD provision. Overall, respondents favour the network of local support but are concerned about the extent of the proposed reduction in BESD special school places, particularly residential places and the absence of special school BESD provision in the west of the county. (See Appendix 6)

- 4.8 Accountability of Mainstream Schools

Concern was expressed in several consultation meetings and correspondence that mainstream schools do not all fulfil their responsibilities to pupils with SEN under delegated arrangements. Reference was made to cases where SEN children had had difficult experiences in mainstream schools.

### Catterick Garrison

- 4.9 During consultation in the Hambleton/Richmondshire area attention was drawn to the potential impact of the growth in Catterick Garrison and the need to factor this into the proposed provision.

#### 4.10 The thematic analysis of consultation response forms and letters (Appendix 7)

This sets out the most frequently expressed views and comments.

#### 4.11 The analysis of questions in the consultation document where only comment was required. (Appendices 8a and 8b)

This provides an analysis of responses to those questions that included the future of Welburn Hall School, Brooklands School and Woodlands School Hostel.

### **5.0 PROPOSED AMENDMENTS TO CONSULTATION PROPOSALS**

#### 5.1 Revised Proposals SEN Special School Places

It was acknowledged in consultation meetings and subsequent correspondence that final proposals for the new SEN special schools would include more places than proposed in the consultation document. It is proposed to increase the number of places at the new SEN special schools on the sites at The Woodlands School, The Forest School and Mowbray School by a total of 30, 10 at each school. This would increase places in these three new schools to 415, and the overall number in the five SEN special schools to 515.

#### 5.2 New Proposal for BESD Special School Provision

5.2.1 The original proposal was to concentrate all residential BESD provision at Brompton Hall, which would have been expanded to 56 places and re-developed. Baliol School at Sedbergh would be closed. Netherside Hall School makes provision for boys with specific learning difficulties, some of whom present some emotional or behavioural challenges as a secondary need. Brompton Hall has indicated that it does not wish to develop its role further. Baliol wishes to be retained. Netherside wishes to move into BESD provision and there is general concern about reducing from 91 residential places to only 56.

5.2.2 It is proposed to create a new BESD special school of 30 places in the west of the county. This would comprise a combination of weekly boarding, longer-term boarding and extended day places and would also have the facility to make provision for some pupils during school holidays.

5.2.3 Consideration has been given to the possible retention of Baliol School, but its location places it at a distance from the local networks of services we are now developing and limits its potential to operate flexibly as day and residential provision for North Yorkshire children. Though the school is in the west, it is awkwardly placed even as a school for the western part of the County given the concentration of pupils in the Harrogate and south west.

- 5.2.4 The consultation document indicated that a site for a new BESD special school would be located ideally in the centre of the County, but that cost for site acquisition and complete new build made that unrealistic. That remains the likely case.
- 5.2.5 Subject to more detailed examination, therefore, it is proposed to base a new provision on the site at Netherside Hall. If possible, the proposed PRU for the Craven area would be co-located and a link made to out of school provision for BESD (REOTAS). This might involve teaching and teaching support staff operating flexibly, but distances are not great, and the increased resources which would be available by combining provision would benefit the range of curriculum which both the school and PRU could offer.
- 5.2.6 It is important to be clear that this would not constitute retaining the current Netherside Hall School. Nor does it constitute simply relocating Baliol School to another site. Detailed consideration is needed to “bottom” the feasibility and technical status of this new option. At this stage, however, it is reasonable to envisage that staff from both schools would have prior consideration for assimilation in a new provision. (In this respect, the position may be similar to the position for combining pairs of SEN special schools, though not identical.)
- 5.2.7 As a consequence of the proposal to create a new 30 place BESD special school, and given the responses of the school in consultation, it is proposed to retain Brompton Hall with its current number of places (48) rather than increase it to 56.
- 5.2.8 Given the proposed retention of more special school places for BESD, the size of the proposed three new PRUs would also be 16 rather than 20 places each.

### 5.3 Residential SEN Provision – Welburn Hall and Woodlands Schools

- 5.3.1 Concerning the proposed new residential roles of Welburn Hall School and the Woodlands School Hostel, it is likely that in the longer term this can be achieved. There are, however, a number of inter-related issues which will affect the timescale and scope of development. A full appreciation of the nature of any such developments cannot be arrived at until the wider complex of issues around care, respite and disabilities has been given thorough consideration.
- 5.3.2 This will need to take into account issues raised in the Care Matters Green Paper; the Joint Area Review Recommendations and the current financial position of the Primary Care Trust.
- 5.3.3 Until that work is completed, it is proposed that Welburn Hall School be developed as a 48 place SEN special school, age 2-19 for the Ryedale area. It would continue to operate residential provision for some pupils with SEN and physical difficulties, for some respite care, and for Independence training.

The reduction in size from the proposed 55 places to 48 recognises the fact that it is not feasible at this stage to develop a regional role for children and young people with complex health, education and care needs. Some North Yorkshire pupils of this kind will continue to be placed in specialist SEN schools out-County.

5.3.4 For similar reasons it is not possible to conclude proposals to develop the Woodlands Hostel as a specialist residential placement for children with Autism. The Hostel makes a valuable contribution to extended care and respite currently, and it is proposed that this should continue, but with further consideration, involving the Governing Body, of the funding and placement arrangements.

#### 5.4 Delegated Resources for SEN and BESD – Mainstream Schools' Accountabilities

5.4.1 Concern was expressed in some consultation meetings about the extent to which some schools commit delegated SEN resources to SEN. There were also concerns about the quality of work in some schools.

5.4.2 Examination of files, and consultation responses show that there is a counter-view from parents, and many examples of resources fully utilised with good experiences for children. A sample of case studies is available as a background paper.

5.4.3 That said, it is recognised that there are variations, and more needs to be done to ensure all schools operate to best practice. It is proposed that the arrangements for the monitoring, challenge, intervention and support of mainstream schools for pupils with SEN and BESD to be extended and made more rigorous. This intention was signalled during consultation, and revised arrangements will be rolled out early in 2007.

#### 5.5 Catterick Garrison

5.5.1 It is recognised that there is a higher incidence of learning and social needs associated with the Garrison and Colburn. Increasingly, the Local Authority and partners are reflecting this in higher levels of service or additional services dedicated to the area.

5.5.2 It is proposed that any implications for pupils with SEN and BESD arising from developments on Catterick Garrison be addressed as part of the wider work on developing services for the Garrison as the scale and detail of its expansion become clearer. We are already in planning discussions. In relation to SEN, Behaviour and wider children's services, it is likely that large scale Garrison expansion would best be met by increased services on site rather than elsewhere. This would involve development with the Garrison local schools, and with a few high need placements at the local SEN special schools as now.



## 5.6 Summary of Changes to Proposals

The changes to the proposals would increase the number of special provisions to 43 (42 in the original proposals; 17 at present). The number of places would increase to 848 (815 in the original proposals, 861 at present). The balance of places is also changed, with 52 more places in special schools in the revised proposals compared with the original proposals, including 22 more residential BESD places. (See Appendices 2a and 2b.)

## 6.0 FURTHER CONSULTATION

6.1 The changes outlined in 5.1, 5.3, 5.4 and 5.5 have been signalled in consultation and do not constitute new proposals. Further consultation is not required on them at this stage, but clearly good communications will be essential with all the schools concerned so that there is clarity about the position. In some cases detailed discussions will be essential to move things forward. Section 9.0 advises on any further consultation requirements for proposals on which implementation would be several years away.

6.2 The proposal at 5.2 arises from consultation and is a positive response to issues raised. It does represent a new option, however, and it would be advisable to carry out a further consultation with Baliol and Netherside Hall Schools.

6.3 A further short consultation paper would be needed with distribution to interested parties linked to the two schools, and at least one month (preferably more) allowed for responses. It is not proposed to hold a further public meeting. Further details are also set out in Section 9 below. Such consultation would take place after the County Council's consideration of the package of proposals in December.

## 7.0 NATIONAL CONTEXT

7.1 During and since the consultation in June and July 2006 the national picture on key aspects of SEN has been clarified with the publication of some key reports.

### **OFSTED Survey, Inclusion: Does It Matter Where Children Are Taught? (July 2006)**

7.2 This survey was carried out during 2005/06 across 17 Local Authorities in 74 schools across a range of phases, types, size and location. Ofsted concluded that:

- children with SEN can do well in all types of schools – access to high quality, specialist teachers and a commitment by leaders to create opportunities to include all pupils are key to success;
- pupils with even the most severe and complex needs are able to make outstanding progress in all types of settings;

- mainstream schools with additionally resourced provisions are particularly successful in achieving high outcomes for pupils.

**The proposals in the Review are in line with Ofsted's conclusions.**

### 7.3 **National Autistic Society (NAS) Report: Make Schools Make Sense (May 2006)**

The recommendations in the report are:

- Parents want a range of provision including mainstream schools, special schools, resource bases in mainstream schools and dual placements
- 'Autism Expertise' is of paramount importance regardless of whether the school is mainstream or special
- There is a particular need for specialist support for children with Asperger Syndrome and a shortfall in specialist secondary school provision
- 43% of parents of children in mainstream schools thought an autism base (enhanced provision) would better support their child

**The proposals in the Review are in line with these recommendations.**

### **House of Commons Education and Skills Committee Report on SEN (July)**

7.4 The future strategy proposals in the report are:

- range of provision (specialist & mainstream)
- collaboration between special and mainstream schools
- pupil centred approach to SEN
- early intervention and partnership working - links to Children's agenda
- radical review of statementing

7.5 The report, which was published during the consultation period and which took regard of the NAS report, is supportive of the SEN framework proposed for North Yorkshire in its recommendations. (The DfES has indicated that a review of statementing will not take place until 2009/10 providing time to assess the effect of new Children's Services and the implementation of the Every Child Matters agenda).

### **DfES Policy on Inclusion**

7.6 The Select Committee report called for clarification on the policy of the DfES on inclusion. This is set out, below:

"...we want local authorities and schools to work together to build provision in mainstream schools so that over time a mainstream place is a viable option for all parents who wish their children to be taught in

such a setting. But at the same time, as made clear in Removing Barriers to Achievement, the Government sees a vital and continuing role for special schools as part of an inclusive education system, meeting children's needs directly and working in much closer partnership with mainstream schools to build expertise throughout the system."

**The proposals in the Review reflect this view of inclusion.**

**8.0 FUNDING:**

**Capital**

- 8.1 The report to Members in May recognised that it would be necessary to phase implementation over a long period up to 2018/2019. This was because of the large-scale capital investment needed and the anticipated availability of Building Schools for the Future funding for the latter phases.
- 8.2 The original proposals involved an estimated capital cost of £53.5M and potential capital receipts of approximately £6M. This was detailed in the report to Members on 11 May. The revised proposals would involve an estimated capital cost of £47.5M and potential capital receipts of approximately £4M.
- 8.3 The revised proposals involve higher overall investment in SEN special schools, and investment to provide a second BESD school. Major investment would no longer be needed, however, for the original proposals to redevelop Brompton Hall and Welburn Hall as their residential roles would remain as at present.
- 8.4 Implementation is proposed in three phases, with the first over a three-year period in which the new provision proposed in mainstream schools and the new PRUs would be brought on stream. It has been emphasised that this should precede changes to special schools. As originally proposed this would be resourced through a combination of service capital resources, earmarked revenue and some corporate support. The DfES has recently notified us about the option to draw forward £3M capital to 2007/08 from later stages in the capital allocations. It will be necessary to confirm our acceptance of this by 1 December. This confirms that resources will be available on a scale to enable us to support SEN Review implementation in part from the core programme. Later stages of the programme will contribute capital receipts, be able to draw on DfES grants, and again be supported from the core service programme.

**Revenue**

- 8.5 A detailed assessment of the Revenue Implications of the Review has been undertaken and has been reassessed in the light of the revised proposals. The analysis has also been updated to 2006/07 prices and to use the 2006/07 Budget as the "base" for comparison purposes. The impact on completion of

all aspects of the Review is summarised below including details of the financial impact of the changes now proposed:

	ORIGINAL PROPOSAL		REVISED PROPOSAL		CHANGE
	Increased Costs	Savings	Increased Costs	Savings	(+) or (-)
	£000	£000	£000	£000	£000
Special Schools		240	320		+ 540
Resourced Provision		840		640	+ 200
ASD & SLD Networks		520		540	- 20
Use of Independent Schools & Other LEAs		1,315		1,210	+ 105
Twinned Schools for ASD	430		480		+ 50
Enhanced Secondary Schools	610		675		+ 65
PRUs	840		375		- 465
Primary LSU for Behaviour	1,400		1,615		+ 215
Enhanced Primary for Communication & Interaction	520		580		+ 60
Pupils transferred to Mainstream - AWPUs	75		200		+ 125
Support Services		580		600	
	3,875	3,495	4,245	2,990	+ 875
Net Cost	380		1,255		

- 8.6 The net increase in costs for the revised proposals is £1,255K which represents an increase of £875K as compared with the original proposals. It should be stressed that this is based upon the proposed maximum capacity of the new and revised facilities. In practice the actual costs will be determined by the number of children requiring the appropriate specialist support.
- 8.7 The revenue costs are a direct call upon the Schools Block, which is wholly funded by Dedicated Schools Grant (DSG), and it will be therefore for the Schools Forum to consider and endorse these proposals. Schools will have to be convinced that the proposals will make more effective use of existing resources and that the increased investment would effectively fill gaps and shortcomings in order to justify this net increase in costs. However there are two provisions within the existing MTFs for the Schools Block from which these resources can be found.
- 8.8 It is proposed that the net increase in costs of £1,255K be met, in part, by use of part of the resources allocated within the Schools Block (and funded by DSG) for Children's Services developments of £750K in 2007/08. The proposal is that this fund is used to provide the revenue costs associated with one of the extra Pupil Referral Units – £265K. This leaves £990K (an increase of £610K compared to the original proposal) to be met from the

Schools Block/DSG. The existing MTFs does include provision for the revenue costs associated with the Review of £50K in 2006/07, with a further £250K in 2007/08 and provisionally, an extra £300K in 2008/09 i.e. an extra £600K by 2008/09. If these allocations are confirmed it will be seen that there is a shortfall of £400K to be met from DSG. The shortfall has to be considered in the context of DSG of £300M. It is also important to note that the inclusion of an extra £390K to fund 30 extra day places will be required only if demand, at that level, arises in future years.

- 8.9 It is also necessary to consider the impact of phasing the changes especially the need to put new provision in place in advance of the withdrawal of some existing provision. Pragmatic decisions will need to be made as the speed of developments change during the Review period. However the savings afforded, at an early stage of the Review, arising from the closure of Resourced Provision (£840K) is very helpful in enabling the funding of these new developments. Current indications are that the Review's phasing presents no additional difficulties over and above the challenge of meeting the extra overall cost of detailed above.

## **PHASING**

### **9.0 STATUTORY PROCESS AND TIMESCALES**

- 9.1 The proposed amendments to proposals and the new proposal to create a new BESD special school in the west of the county would affect the proposed phasing in and out of provision. Revised summaries are attached at Appendix 9a and 9b.
- 9.2 Legal processes are required to open a school, close a school or to make a significant change of character to it eg add a Unit. Following a resolution by the Council, the following steps are needed:
- i) Publication of Statutory Notices – allowing interested parties six weeks to object
  - ii) Consideration of the proposal by the School Organisation Committee (SOC) within two months of the expiry of the Notices. The SOC considers information supplied by the Proposer (normally the Local Authority) and the objectors and can either accept or reject the proposal. The SOC requires that a guarantee be made that capital is available to implement proposals before approval can be given.

The School Organisation Committee will be abolished from August 2006. Thereafter the Authority can determine the proposals. The guidance is not yet available on this process but it is certain that there will need to be formal consideration and determination of proposals following Statutory Notice stage.

- 9.3 Other relevant points are that there should normally be a period of no longer than 12 months between consultation and formal publication of Statutory Notices and the maximum length of time between publishing Statutory Notices

and implementation is advised as being five years except for what is described as major authority-wide reorganisation.

9.4 The legal procedures described above and the timely availability of capital as described in Section 8.1 above help determine the timescales for proposals as follows:

- Phase 1 – the creation of specialist Units and PRUs for
  - i) consultation with individual schools needs to take place to determine exact locations
  - ii) a short report then needs to be taken to the Executive or Executive Members (if delegated to do so) authorising the publication of Statutory Notices
  - iii) Statutory Notices could then be published probably in February 2007 at the earliest with consideration by the SOC in May
  - iv) Proposed Units could be briefed and accommodation in place by March 2008 to meet the DfES requirements for the new and latest release of capital
  - v) any proposals for PRUs would also follow the same procedure but timescales may be longer as locations have to be identified and costs worked up.
  
- Phase 2 – the proposals relating to the BESD school at Netherside Hall and associated PRU
  - i) these proposals are new and have emerged from the consultation. Therefore consultation is required
  - ii) before further consultation can take place, a period would be needed to draw up the proposals in more detail
  - iii) further consultation could then take place (see Section 6) with the outcome of consultation probably being considered by the County Council in July 2007
  - iv) if it were to be decided to pursue the proposals then Statutory Notices could be published in September 2007
  - v) the proposal to cease to maintain Baliol School is firmly linked with the Netherside Hall proposal and so the consultation should include interested parties in respect of both Netherside Hall and Baliol School. The decision whether to proceed with the proposal to cease to maintain Baliol School would therefore also be taken at County Council in July 2007.

- Phase 3 – the proposals to amalgamate special schools to create new schools (three sets of proposals in all)
  - i) in December 2006 the County Council could determine to accept this as a way forward in principle
  - ii) given that implementation would be several years away, further consultation would be required on each of the three proposals at the appropriate point in the future when the capital required to go ahead with the proposal is available. The County Council would need to determine at that stage which pair of proposals to take first and consult parents and other interested parties then.

## **10.0 COMMUNICATIONS AND NEXT STEPS**

- 10.1 The consultation has involved a wide range of stakeholders and attracted significant interest. This report has been sent to all stakeholders, including all Members of the County Council and Members of Parliament. Supporting material on the consultation responses has also been placed on the website.
- 10.2 The Leader of the Council wrote to all Members in August 2006 indicating that the Executive would seek the views of the Young People's Overview and Scrutiny Committee before determining its recommendations to the County Council. The present report seeks the Executive's agreement to include the amendments to the proposals set out in Section 5.0 in the matters to be considered by the Overview and Scrutiny Committee on 1 December.
- 10.3 The view of the Overview and Scrutiny Committee would then be reported to the Executive on 5 December, with a view to making recommendations to County Council on 20 December.
- 10.4 As indicated at 6.2, if the new option relating to a BESD Special School in the west of the County is incorporated into the proposals, a limited consultation will be needed with two schools. Further consultation is not required for the rest of the proposals at this stage.

- 10.5 Good communication will need to be maintained throughout the remainder of the decision-making period. In the event of the County Council finally approving the proposals for change, a detailed communications strategy would be needed to keep stakeholders involved and informed at each stage of implementation. That would include publication of statutory notices where they were required.

## **11.00 RECOMMENDATIONS**

- 11.1 That the Executive note the analysis of consultation responses to the Review of Provision for Pupils with Special Education Needs (SEN) or Behavioural, Emotional and Social Difficulties (BESD).
- 11.2 That the Executive note the responses proposed to the key issues raised in consultation, namely:
- (i) an increase of 30 places in the proposal to establish three new SEN special schools
  - (ii) a new option to develop a combined special school for BESD and Pupil Referral Unit in the west of the County
  - (iii) revised Monitoring and Accountability arrangements for schools over delegated resources for SEN and BESD
  - (iv) that further work be undertaken with the agencies planning the development of Catterick Garrison with a view to working up proposals to strengthen SEN/BESD services for the Garrison and Colburn at the appropriate time.
- 11.3 That the views of the Young People's Overview and Scrutiny Committee be sought on the proposals, including the amended proposals.

Cynthia Welbourn  
Corporate Director – Children and Young People's Service

Report prepared by Andrew Terry, Maggie Bennett, Bernadette Jones, George Bateman.

CW/APT/BAW  
13 November 2006



## Background Documents:

- Consultation Paper – Review of Provision of Pupils with Special Educational Needs and Behavioural, Emotional and Social Difficulties (May 2006)
- Consultation Responses (2006)
- Case Studies relating to pupils with SEN and BESD in Mainstream Schools
- National Autistic Society Report (2006)
- OFSTED Report : Inclusion (2006)
- Report of the Parliamentary Select Committee for Education – SEN (July 2006)
- Government Response to the Report of the Parliamentary Select Committee (as above)
- Report to the Executive – 11 May 2006

**Proposed provision**

**Table 1**

**Appendix 1**

Specialist Provision Networks	Craven	Harrogate	Richmond / Hambleton	Scarborough, Whitby, Ryedale	Selby	All Places
Enhanced Secondary School for SpLD (Dyslexia)	Upper Wharfedale School (6)	Rossett School (6)	Richmond School (6) Easingwold School (6)	Graham School (6) Lady Lumleys School (6)	Barlby High School (6)	<b>42</b>
Enhanced Primary School for Communication and Interaction	Embsay C of E School (6)	Hookstone Chase CP School (6)	Alverton Infant School / Bullamoor Junior School (6)	Kirbymoorside CP School (6)	Thorpe Willoughby CP School (6)	<b>30</b>
Special School (SEN)	The Brooklands School Site Max (45)	The Forest School Site Max (140)	Mowbray School Site Max (150)	The Woodlands School Site Max (95) Welburn Hall School Site Max (55)	-	<b>Max 485</b>
Special School Satellite (SEN)	-	-	Stokesley & Rural – Primary Max (8)* Stokesley & Rural – Secondary Max (8)*	Whitby & Rural – Primary Max (6)* Whitby & Rural – Secondary Max (8)*	Sherburn & Tadcaster – Primary Max (8)* Sherburn & Tadcaster – Secondary Max (10)*	-
Twinned Secondary School for Autistic Spectrum Condition	To be identified (6)	King James' School (6)	Bedale High School (6)	Scalby School (6)	Brayton College (6)	<b>30</b>
Primary Learning Support Unit for Behaviour with associated learning difficulties	Greatwood CP School (8)	Grove Road CP School (8) Starbeck CP School (8)	Bedale CP School (8) Thirsk CP School (8)	Barrowcliffe CJ School (8) Norton CP School (8)	Selby Abbey C of E School <b>OR</b> Barwic Parade CP School (8)	<b>64</b>
Special School (BESD)	-	-	-	Brompton School Site (56)	-	<b>56</b>
Pupil Referral Unit (PRU)	To be identified (20)	Existing (24)	Risedale Community College (20)	Existing (24)	To be identified (20)	<b>108</b>
<b>TOTAL PLACES</b>	<b>91</b>	<b>(198**) 180</b>	<b>210</b>	<b>270</b>	<b>64***(48)</b>	<b>815</b>

\* satellite class places included in the special school numbers \*\* includes 18 satellite class places for the Selby area

\*\*\* 18 satellite class places included in Harrogate special school numbers

Table 2

## Impact of the proposals on the number of specialist provision places

	Special School/satellite classes	Enhanced Mainstream School/RP/PRU	Total	Difference
Current number of places available in N.Y. SEN specialist provision	643	63	706	-
Proposed number of specialist places available in the SEN continuum of provision	485	102	587	- 119
Current number of places available in BESD specialist provision	91	64	155	-
Proposed number of specialist places available in the BESD continuum of provision	56	172	228	+ 73
<b>Total no. of specialist places in current provisions</b>	734	127	861	-
<b>Total no. of proposed specialist places</b>	541	274	815	- 46

Key:	
	SEN provision
	BESD provision

## Impact of the revised proposals on the number of specialist provision places

	Special School/satellite classes	Enhanced Mainstream School/RP/PRU	Total	Difference
Current number of places available in N.Y. SEN specialist provision	643	63	706	-
Proposed number of specialist places available in the SEN continuum of provision	508	102	610	- 96
Current number of places available in BESD specialist provision	91	64	155	-
Proposed number of specialist places available in the BESD continuum of provision	78	160	238	+ 83
<b>Total no. of specialist places in current provisions</b>	734	127	861	-
<b>Total no. of proposed specialist places</b>	586	262	848	-13

Key:

	SEN provision
	BESD provision

### Proposals to combine provision

- **The Woodlands School**, Scarborough and **Springhead School**, Scarborough would be combined on the Woodlands site to form a 95 place SEN special school, age 2-19, serving Scarborough, Whitby and Filey with satellite classes based in mainstream schools in the Whitby area. The new school would be encouraged and assisted to seek specialist status in Communication and Interaction (ASC).
- **The Dales School**, Northallerton and **Mowbray School**, Bedale would be combined on the Mowbray site to form a 150 place SEN special school, age 2-19, with satellite classes based in mainstream schools in the Stokesley area. The new school would be encouraged and assisted to seek specialist status in Cognition and Learning.
- **The Forest School**, Knaresborough and **Springwater School**, Harrogate would be combined on the Forest site to form a 140 place SEN special school, age 2-19 with satellite classes in the Tadcaster/Sherburn area. The new school would be encouraged and assisted to seek specialist status in Communication and Interaction (SLCN).
- **Brompton Hall School**, Scarborough and **Baliol School**, Sedbergh. Over time, as the new pattern of provision is implemented, it is anticipated that there will be less need for special school places for children with BESD. We therefore propose one, 56 place BESD special school for boys, Key Stage 2 – Key Stage 4. In the absence of capital from Building Schools for the Future for the next 7 to 10 years, we propose to develop the Brompton Hall School site. If the required capital and site becomes available we would propose a new school in a more central location. The new school will be encouraged and assisted to seek specialist status in BESD.

### Proposals to change or develop provision

- **Welburn Hall School**, Kirkbymoorside. We propose to explore the feasibility of the school becoming a 55 place SEN special school, age 2-19 for the Ryedale area. This would make provision for all children in their area with severe and complex SENs, across the full age range, including those children with PMLD. We would explore, with the PCTs, the potential for enhancing the health support to the school so that more children from across the county may have their needs met in North Yorkshire, rather than having to access out of authority provision. We will also assess the need for residential placements which are more flexible and tailored to support children within their families wherever possible. Part of the feasibility study would involve a more detailed consideration of revenue and capital costs and feedback from consultation. The school would be encouraged and assisted to seek specialist status in Physical/Sensory needs.
- **The Woodlands School Hostel**, Scarborough, would be developed as a whole county 10 place residential unit for children with ASC and significant social care needs, subject to a more detailed feasibility study.
- **Alverton Nursery and Infant School RP**, Northallerton, for early years and nursery age children with SLCN. The proposal is for this provision to be changed to enhanced mainstream provision for primary age children with Communication

- and Interaction difficulties in partnership with Bullamoor Junior School (which is on an adjoining site).
- In agreement with the school, we propose to consult on removing provision at the existing **Selby Abbey C of E VC Primary School RP**. The numbers of pupils attending the provision has fallen over the last 5 years and there is no longer an identified need for the provision as it exists. The school has expressed an interest in further discussions regarding the development of a Primary Learning Support Unit.
- **Hookstone Chase Primary School RP**, Harrogate. The proposal is for this provision to be developed as an enhanced mainstream provision for primary age children with Communication and Interaction difficulties. In the interim, the school will continue to make provision for Key Stage 1 and Key Stage 2 pupils with ASC.
- **Brayton College RP**, Selby. The proposal is for this provision to be phased out over time and a new provision for children with ASC to be developed in the school, in partnership with the Harrogate SEN special school and as part of a local ASC network.
- **Brooklands School**, Skipton. When capital for Building Schools for the Future is delivered in North Yorkshire, consideration will be given to the co-location of this small but highly valued provision on primary and secondary mainstream school sites. Interim arrangements would be made to address pressing issues relating to post 16 provision and financial viability. The school would therefore continue as a 45 place SEN special school, age 2-19, serving the Craven area. The school would be encouraged and assisted to seek specialist status in Cognition and Learning.

### **Proposals to remove provision**

- **New Park Primary School RP**, Harrogate. The numbers of children attending the provision has reduced significantly over the last 3 years. In agreement with the school, we are currently consulting on removing the provision for Key Stage 2 children with language and literacy difficulties.
- **Selby Abbey C of E VC Primary School RP** (as noted above).
- **Aireville School RP**, Skipton for children aged 11-16 with MLD. Admissions to the RP have significantly reduced and most secondary age pupils with MLD now attend their local school. The new proposed mainstream provisions would also cater for pupils with other needs who may previously have been admitted to the RP. The proposal is to phase out the provision over time. The school would have the opportunity, with other secondary schools in the Craven area, to enter into discussions regarding the development of an ASC Twinned or Partnership School with Brooklands School.
- **Mowbray School**, Bedale. We propose to remove the designated primary provision for children with Speech and Language difficulties, including some children with ASC in line with the development of an enhanced primary school for Communication and Interaction and the proposed new SEN Special School in the area.

## Proposals to close provision

- **Netherside Hall School**, Threshfield. There would be less need for special school provision for children with SpLD and associated difficulties as a result of making specialist provision in mainstream schools and improved outreach and support services. We therefore propose to close Netherside Hall School. This will be carefully planned to minimise disruption to pupils, their families and staff. There are currently only 19 North Yorkshire children on roll at the school.
- **Baliol School**, Sedbergh. As a result of the proposal to combine the special school provision for BESD on the Brompton Hall School site we propose to close Baliol School.

As part of the overall pattern, these new and improved specialist provisions would also contribute to networks of specialist support and outreach within their areas.

## Consultation arrangements

### SEN and BESD Review

#### Distribution of document and response form

(4500 printed)

Chair of Governors mainstream and special schools/PRUs	349
Headteachers of mainstream and special schools/PRUs	349
Early Years Settings	317
Portage (parents/carers)	68
Chief Executives District Council	7
Children's Strategic Board Members	9
County Councillors	72
Children and Young People's Leadership Team	7
Diocesan Directors/Chair of EYDCP	8
District Medical Officers	7
Headteachers Independent and Special Schools	34
Neighbouring local authorities	14
North Yorkshire Forum for Voluntary Organisations	1
North Yorkshire MPs	7
PCTs	40
PPSSMT	11
Professional Associations	7
SEN Managers of OLEAs	14
* Voluntary and Parent Support Groups	45
* Parents/carers with children/young people statemented/ undergoing statutory assessment attending :	
- PRUs/REOTAS	27
- North Yorkshire independent schools	22
- Baliol from North Yorkshire	31
- Baliol from out of authority	8
- other local authority or independent/special schools	208
- North Yorkshire Special Schools	719
- North Yorkshire mainstream schools	1399
Parents/carers of children/young people receiving sensory support	108
	3888
Documents and Response forms handed out at Consultation Meetings / or requested by telephone	450
Retained copies	162
	4500

\* In some cases parents/carers are also represented on voluntary organisations and parent support groups and therefore only one copy was sent out. There are a total of 104 representatives of voluntary organisations/ parent support groups.



## Access

Further copies of the document were available at [www.northyorks.gov.uk/SENparents](http://www.northyorks.gov.uk/SENparents). The Headteachers of mainstreams schools were asked to alert all parents to the document through their usual channels of communication.

## Consultation meetings

A meeting schedule was sent to parents, early years settings, schools, PCTs and CYPs staff at least a fortnight in advance. The meeting schedule was as follows:

### Consultation Meetings Held June/July 2006

Consultation with		Numbers of meetings
Parent/Carers	Day Special Schools	7
	Residential Special Schools	4
	Other	7
Other agencies	North Yorkshire Forum for Voluntary Organisations	1
	Health	5
Schools (staff and governors)	Special Schools	11
	Resourced Provisions	2
	Mainstream Schools and Managers of Early Years Settings	7
	<b>Total</b>	<b>44</b>
Children and Young People's Service	Children and Young People's Service	6

**SEN & BEHAVIOUR PROVISION REVIEW  
CONSULTATION MEETINGS**

21 June 2006 – 13 July 2006

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<b>Frequently Asked Question</b>	<b>Comment/Answer</b>
<p>1. Where is the money coming from to fund the Review?</p>	<p>Our plans for Phases 1 and 2 are based on resources that the Local Authority will have through its normal Capital programme, Capital receipts and special grants. Revenue funding will be found from within the Designated Schools Budget which includes the funding currently used to provide central support services.</p> <p>There would be the opportunity to recycle resources from special schools that may close and there would be a reduction in the size of the support services, some of which would work in the new mainstream school provision.</p> <p>Phase 3 is linked to funding that the Local Authority will receive for 'Building Schools for the Future' which is scheduled for 2013 onwards. The Local Authority is working on the basis of known Government policy and DfES information. Should there be changes in the future it would be necessary for the Local Authority to address implementation of its long-term plans through whatever capital funding regime is in place.</p>
<p>2. How many pupils will the new special schools provide for and will there be a reduction in the number of places available?</p>	<p>The numbers of special school places were discussed at the consultation meetings and officers gave assurances about this. At the time of planning in detail any new special school provision we would design the school to accommodate a range of places which would put capacity into the system above the numbers specified in the consultation document. This approach will form part of any report which goes to Elected Members following the consultation.</p> <p>We have been open and honest in our document about the number of specialist places that current data suggests would be needed in the future. This is not an exact science but is based on very detailed analysis of trends in placements and the number of Statements that we maintain. It also has to take account of the likely impact of the new provisions that will support children and families at an earlier stage in their education and the enhanced training and support that will be available to mainstream schools. We also fully appreciate that special school provision in the future will need to accommodate changes in numbers over time – sometimes rising, sometimes falling.</p> <p>The proposed overall reduction of 46 specialist places needs to be considered against a background of SEN funding delegation to schools which is enabling more children to have their needs met earlier without the need for a Statement. We also currently purchase 29 'empty places' to support special schools with falling rolls.</p>

Frequently Asked Question	Comment/Answer
3. Will you be moving children out of special schools and putting them into mainstream schools?	<p>No we are <u>not</u> proposing to move children out of SEN special schools and put them into mainstream schools. Nor are we trying to make changes quickly. Most of the proposals for special schools would take many years to put in place. Children currently placed in SEN special schools will remain in a special school and only be moved into the new provision in mainstream schools if their parents wished it, and only if it could meet their needs.</p> <p>If agreed, the proposals to close Netherside Hall School and Baliol School would be carefully planned to minimise disruption to pupils and their families. Should the proposals be implemented, alternative provision would be made for children attending the schools at that time. This would continue to be in specialist provision, unless the child's parents requested a mainstream school and the school could meet the child's needs.</p>
4. Is governmental interference or party politics going to change this process?	<p>The proposals have been developed to reflect the needs of North Yorkshire. They take account of all relevant guidance, research and best practice nationally, including reports from Ofsted and those commissioned by other independent organisations. They also take account of the wider agenda to improve services for children, known as 'Every Child Matters'. The proposals are for a mixed economy of provision which reflects North Yorkshire's needs.</p> <p>It is never possible to guarantee that national funding arrangements will remain unchanged. However, funding streams for capital investment in school buildings would continue in one form or another and we would need to channel these into the implementation of our proposals, which would be an agreed priority for the County Council and the Children and Young People's Service.</p>
5. Will the proposals mean there will be less choice?	<p>No, on the contrary we are proposing to develop some additional, specialist arrangements in mainstream schools. These provisions would work in collaboration with special schools, which would be right at the heart of our system. There would be enhanced, specialist arrangements in 31 mainstream schools and we would have 5 Pupil Referral Units. These would be in addition to the special schools, not instead of them. In some cases, the special arrangements in mainstream schools would actually be part of a special school but operating in a local secondary or primary school. This mixture of special schools and specialist arrangements in mainstream schools would create a wider range of high quality options so that we can be more responsive to children's individual needs.</p>
6. How will the proposals be phased in?	<p>The substantial cost of building new special schools or making significant adaptations means that it is necessary to phase the implementation of the proposals over a 13 year period. The new mainstream provisions would need to be in place before a reduction in special school places or closure of any specialist provisions took place.</p>

Frequently Asked Question	Comment/Answer
7. How do we know the proposals for the new provisions will work, have we evidence from elsewhere?	<ul style="list-style-type: none"> <li>• We have had regard for what other authorities have done. Some authorities reviewed their provision and chose to close all or most of their special schools; this is not what we are proposing.</li> <li>• We know through networking with other authorities and attending national conferences where there are examples of good practice and we have considered these when drawing up our proposals.</li> <li>• The provisions proposed were developed for the profile of needs for North Yorkshire children and our aims and principles for the Review.</li> <li>• In taking forward our proposals we would continue to visit and learn from other authorities where there is good practice and would involve the head teachers and governors of the identified schools in the planning and development of the new provisions.</li> </ul>
8. Who has been consulted?	<p>The consultation we have undertaken has been very broad. All schools have received the consultation document and been asked to consider it. Around 40 consultation meetings have taken place across the County, including meetings for Head teachers, Chairs of Governors and parents from early year's settings, mainstream schools and special schools. In addition opportunities were provided for health professionals and staff from the Children and Young People's Directorate to attend a briefing in 5 areas of the County. A further briefing was arranged through the North Yorkshire Forum for Voluntary Organisations.</p> <p>Information was provided to the press to increase awareness of the consultation.</p> <p>The parents of all children with a Statement or who were undergoing statutory assessment were sent a consultation document and response form, together with information regarding the dates, time and venues for the consultation meetings.</p> <p>A printed copy of the document and consultation form was sent to the Head teacher and Chair of Governors of each mainstream school and Resourced Provision with a letter setting out the dates for all the mainstream meetings and the web site address to access the document. Head teachers were asked to inform parents of children without Statements about the Review, how to access the consultation document and response form and the dates of the consultation meetings for their area. Proprietors/Managers of all Early Years Settings also received a similar letter asking them to give parents of children attending their provision the same information.</p>

Frequently Asked Question	Comment/Answer
	<p>The document and response form was sent to neighbouring local authorities; SEN Managers of other local authorities placing children in NYCC special schools; head teachers of independent/non-maintained special schools used by the Authority and all partner agencies including the Primary Care Trusts and designated Medical Officers, the Learning Skills Council and the North Yorkshire Forum for Voluntary Organisations.</p> <p>All County Councillors, District Councils and North Yorkshire MPs received copies of the document and response form.</p> <p>A seminar for Members of the County Council, and a briefing session for North Yorkshire MPs were held in July 2006. The Corporate Director for the Children and Young People's Service has provided additional information for Members and MPs on request.</p>
<p>9. What happens next, how and when will decisions be made?</p>	<p>Consultation response forms were due in by the 31 July 2006. All feedback from the consultation is being considered carefully to inform advice to Members about what changes may be needed.</p> <p>Since the consultation meetings the Leader of the Council has proposed that Members consider the way forward through a Seminar and meetings of the Executive and Overview and Scrutiny Committee. Recommendations will go to the Council in December 2006.</p>
<p>10. Will the staff in the proposed enhanced mainstream schools and SEN special schools have the qualifications, expertise and experience needed?</p>	<p>Some of the staff in the proposed enhanced mainstream provisions would come from the Local Authority's specialist support services, some from special schools and some would be recruited. These highly experienced professionals would have the necessary skills, knowledge and experience to meet the needs of the children in the new provisions. There would be whole school training and support for other staff in the proposed enhanced mainstream schools. We would monitor these arrangements and challenge schools if necessary.</p> <p>In addition, schools making similar provision will be networked to ensure that there is ongoing training and development of the same high standard across the County. Our special schools would play a major part in delivering this training. Both the interests of the children with higher level needs in the enhanced provision and those of all children in these schools would be protected.</p> <p>Expertise already exists within the pairs of SEN special schools proposed for merger. Phased, actively managed change should ensure that this expertise is retained and staff have opportunities for shared</p>

Frequently Asked Question	Comment/Answer
	training and development.
11. How will you ensure that the funding for the enhanced mainstream schools is used for the high need children in the provision and will the changes in the school have a detrimental affect on other children?	The proposed 31 enhanced mainstream schools would receive additional funding. This would be ring-fenced so that the staffing and resources could only be used for the specialist provision being made by the schools. The mainstream schools which would have the 'extra' provision are positive about the proposals. There would be appropriate provision for the children with high need SENs which would not affect the funding or resources available for the rest of the school. The school would benefit from having specialist expertise based in the school and would receive whole school training and support from our specialist support networks.
12. Have the mainstream schools named in the document agreed to have the proposed new provisions in their schools?	Discussions have taken place with all the head teachers in the named schools and a draft outline of the provision has been provided. The head teachers were all in favour of discussing these proposals in more detail with a view to developing them in their respective schools, pending the outcome of the consultation. Before publishing the Consultation Document we wrote to all the schools involved and asked for the schools' agreement to name them in the document. Head teachers were asked to share the information with their Chair of Governors before responding. A positive response was received either in writing or by phone from all schools.
13. Long timescales for implementation can have a negative effect on staff and children, how will you manage this?	<p>The proposals are too important to do quickly. We have been honest and transparent about the possible timescales and we understand the uncertainties that this can cause. Some parents and staff have found it reassuring as there will be time to develop very clear plans put together with the schools.</p> <p>The proposed timescales reflect what we know currently about the likely availability of resources. If more resources become available, it would be possible to move more quickly.</p> <p>The changes will need active performance management and consistent management to ensure that high standards are maintained. Active management of staff across the network of provisions will be required to ensure that appropriate staff are available to teach children across the range of proposed new provision. Phased change would help schools and individual staff to plan ahead with reasonable timescales. The Local Authority would work closely with all stakeholders at each stage in developing the new special schools, the enhanced provision in mainstream schools and the support arrangements between them. Given that the proposed network would require the staff we have, and involve more, not less, resources overall, there is every reason to believe that it would provide good career development. The change would need to be planned and communicated well, but the prospects</p>



Frequently Asked Question	Comment/Answer
	<p>should be encouraging rather than discouraging to staff.</p> <p>Parents can be assured that we are not proposing to move children from SEN special schools into mainstream schools during the implementation phase of the Review.</p> <p>Where the proposals would require new buildings, or adaptations to existing buildings, this would be done without the need to move children out of their schools. The Authority has experience of building new schools whilst children continue in their existing provision. We would need to be sensitive to the impact that these changes could have on the needs of children attending the school and plan with the school to minimise these.</p>
<p>14. What about Health? Will they have the staff needed to meet the needs of the children in the proposed new special schools and enhanced mainstream schools? Have you consulted with Health? Are they on board?</p>	<p>Primary Care Trusts (PCTs) have been involved in our work on the Review from the start so that service planning can be done together. There are pressures on some therapy services. To help this we have for the last 3 years run a joint project with speech and language therapists to provide specialist training and support to mainstream schools. When we know the pattern of provision that the Council agrees for children with SEN and behaviour needs we will make a full assessment of the health service provision needed and work jointly with the new PCT to ensure that schools have the level of service needed. This may require taking a new look at how we deliver services from that currently in place.</p>
<p>15. What are the timescales for the implementation of the proposals?</p>	<p>The proposed timescales are set out on page 40 of the consultation document. The timescale is long, 13 years, because part of it is linked to funding from the DfES for 'Building Schools for the Future', which is scheduled for 2013 onwards for North Yorkshire. The first phase, which proposes to put in place the enhanced mainstream school provision, would be funded from the annual capital programme that is available for school buildings, receipts from the proposed closures and special grants from the DfES which would need to be applied for in the normal way.</p> <p>Some schools would like the process to be quicker because they are keen to have better facilities for the children. Other schools and parents take comfort from the length of the project because it enables the new system to be implemented in a planned and phased way that ensures there is high quality specialist mainstream provision in place before changing the provision made by our special schools. The proposed timescales reflect what we know currently about the likely availability of resources. If more resources become available, it would be possible to move more quickly.</p>

Frequently Asked Question	Comment/Answer
<p>16. Why are you not writing Statements for children with the more common and less complex needs such as Moderate Learning Difficulties (MLD) and Dyslexia (SpLD)?</p>	<p>Statements were introduced in the Education Act of 1981 as a result of the Warnock Report, together with the concepts of SEN and learning difficulties. Prior to that, assessments for Special Education were undertaken without parental input and were used to place children in rigid categories.</p> <p>The Warnock Report introduced the concept of a spectrum of learning needs with a very small group at the top end of this spectrum with severe needs. About 20% children have special educational needs of some description. Statementing was introduced to provide more individual and open assessment. It was intended to be used only for children with high levels of need. North Yorkshire was one of the first authorities to use them.</p> <p>Over the next 20 years, Statementing nationally became a paper chase for additional resources (often very small amounts) and drew in large numbers of children with high incidence, low level needs in mainstream schools. This has defeated their purpose. In 2000 the Audit Commission produced a very critical report on this. Three years ago, following extensive consultation, NYCC introduced a policy of increased SEN funding delegation. This put resources for children and young people with high incidence needs (ie commonly occurring) directly into mainstream schools. This was more than £4m (a high level of resourcing) which was further topped up with another £1m. DfES data confirms our above average delegated resources for SEN. The formula allocation for low level SENs is £6.7m for 2006/7. This scheme has worked well in many schools, but we also know that some schools have more to do and this is a priority for us.</p> <p>There has been a reduction in Statements because they now focus on children with high level needs or unusual needs such as sensory or physical needs.</p> <p>It is not the case that North Yorkshire does not write Statements for children with moderate learning difficulties. We continue to assess and produce Statements for children with MLD whose needs are beyond those where it would be expected that schools had sufficient resources to make the additional provision that the child needed.</p>

Frequently Asked Question	Comment/Answer
17. What will the proposals mean for mainstream schools?	<p>We are proposing to develop some additional, specialist arrangements in mainstream schools. We would want them to work in collaboration with special schools, which would be right at the heart of our system. There would be enhanced, specialist arrangements in 31 mainstream schools. These would be in addition to the special schools, not instead of them. In some cases, the special arrangements in mainstream schools would actually be part of a special school but operating in a local secondary or primary school. The mainstream schools would receive additional resources for this, which they would only be able to use for this purpose. The schools we have in mind are positive about the proposal.</p>
18. How do we know that children with SEN in mainstream schools get the help that they need?	<p>We recognise that the needs of some children have not been well met in mainstream schools; however, it is important to recognise that others have had very positive experiences. It is also important to spread good practice, and this is a priority.</p> <p>The North Yorkshire Inclusion Standards for schools will be monitored by the Advisory Service and schools will be challenged when they do not meet these. This includes the use of their delegated funding for SEN.</p> <p>At School Action and Action Plus mainstream schools are required under the SEN Code of Practice to review the progress of children with SEN and, where needed, involve our specialist support services or other relevant professionals in agreeing the teaching approaches, curriculum, specialist equipment or teaching materials that may be used to meet the child's needs.</p> <p>The annual review reports for children with Statements also help us to ensure that the provision is working for these children.</p> <p>Since the consultation meetings were held Ofsted has published its findings on 'Inclusion: does it matter where children are taught? Provision and outcomes in different settings for pupils with LDD' (July 2006)</p> <p>They key findings included:</p> <ul style="list-style-type: none"> <li>• The most important factor in determining the best outcomes for pupils with LDD is not the type</li> </ul>

Frequently Asked Question	Comment/Answer
	<p>but the quality of the provision.</p> <ul style="list-style-type: none"> <li>• Effective provision was distributed equally in the mainstream and special schools visited.</li> <li>• There was more good and outstanding provision in resourced mainstream schools than elsewhere.</li> <li>• Pupils with even the most severe and complex needs were able to make outstanding progress in all types of settings.</li> <li>• High quality, specialist teachers and commitment by leaders to include all pupils were the key to success.</li> </ul>
<p>19. Why do mainstream schools not receive sufficient funding for children with SEN?</p>	<p>This is not the case. The formula allocation for low need/high incidence SENs in mainstream schools has increased from £5.9M in 2003-4 to a proposed budget of £7M in 2007-8. We have recently invested £300K into providing an enhanced Autism Network and a further £270K for a Severe Learning Difficulties Outreach Service. Our spending on SEN per pupil is in line with that of similar authorities.</p>
<p>20. Why do you want more children to be included in mainstream schools, even Baroness Warnock no longer supports 'inclusion'?</p>	<p>The Warnock report of 1978 led to the Education Act of 1981. This introduced the concept of Statements of special educational needs for those with the most complex needs, nationally about 2% of the school population. It was thought that about 20% of children would at some stage in their education present with special educational needs and mainstream schools should be able to make the provision needed for these children. The report did promote the integration of children with SEN. Over time there has been a significant increase in the number of children with Statements, beyond that envisaged in the Warnock Report.</p> <p>The education system has also changed greatly since the 1981, as have our views on social inclusion and social disadvantage. Baroness Warnock recognises that the system is in need of review and as reported in the Select Committee Report (July 2006), her conclusions on SEN were that there needed not only to be a review of the what we mean by inclusion but also of the process of Statementing and the link between social disadvantage and SEN.</p> <p>Our proposals are in line with both the recommendations of the National Autistic Society (NAS) and the Select Committee.</p>

Frequently Asked Question	Comment/Answer
	<p>NAS recommends that ‘local authorities ensure that every child with autism has local access to a diverse range of mainstream and special educational provision, including autism-specific resource bases attached to mainstream schools, special schools and specialist outreach support.’ <i>Make school make sense – Autism and education: the reality for families today: The National Autistic Society 2006; page 12).</i></p> <p>The Select Committee Report (July 2006) whilst calling for a review of the national framework for SEN does emphasise that local authorities must continue to have the capacity to plan and reorganise provision to meet local needs, including low incidence SENs (high need). The report supports the recommendation made by the National Autistic Society and the extension of this to ensure that all children with SEN have access to a diverse range of special school and mainstream school provision.</p> <p>It is also important to understand that we do not believe in “inclusion as a dogma”, our proposals are not about increasing the reliance on individual, ad hoc arrangements in mainstream schools. We are proposing specialist developments in a number of mainstream schools which would receive additional resources ring-fenced for this purpose and staff would have the training and experience needed. It is also important to recognise that good provision can be made in mainstream schools, as reported by Ofsted in July 2006.</p> <p>These arrangements would be underpinned by special schools, which would have an enhanced role as the hub of a wider network.</p>
<p>21. Existing SEN special schools work well, Ofsted says so, parents say so, so why change something that works?</p>	<p>In all the meetings we have said clearly that our special schools do a good job. The Review is not a criticism of individual schools. It is looking at the County as a whole and is trying to tackle three things:</p> <ul style="list-style-type: none"> <li>• One is that some of the special schools do have problems with pupil numbers or poor accommodation, and we are trying to sort out a good long-term future for special schools.</li> <li>• The second is that many parts of the County have little or no special provision, and we want to provide more local, specialist services. We think that this will help children and families.</li> <li>• The third reason is that, even though many special schools are good, they are not always what parents want and we need to give them more choice and flexibility.</li> </ul>

Frequently Asked Question	Comment/Answer
	<p>We did consider retaining the two SEN special schools in each of the three areas where combining the schools is proposed. We also considered age phasing on two separate sites. We do not believe that both schools would remain viable over time given the information we have on current SEN trends.</p>
<p>22. How do you identify pupils with Moderate Learning Difficulties (MLD) and other complex needs?</p>	<p>MLD children with complex needs are those children where it has been demonstrated that a mainstream school would not be able to make provision from the resources normally available to them i.e. the child would need a Statement (high need/low incidence SEN). The complexity of need is individual to each child and would be as described in the child's Statement. It could be one or all of the secondary needs identified in the SEN Code of Practice such as speech and language, social &amp; emotional needs, and sensory impairment.</p>
<p>23. Will the new SEN special schools be able to cope with the range of needs proposed?</p>	<p>Brooklands School, a special school in Skipton, has successfully made provision for the proposed range of children for a number of years. There is no reason to suggest that this can not be the case for the new SEN special schools. Other special schools have also been diversifying what they do and widening their pupil base. The direction of travel in the Review is not new.</p> <p>By investing in good design and by retaining and supporting good staff, future special schools would be well placed to meet the range of needs we envisage.</p>
<p>24. How will you be able to make this work when other partner agencies have had difficulties in providing services for children with SEN?</p>	<p>There has been a Children and Young People's Service from April 2006. There is also a North Yorkshire Children and Young People's Strategic Partnership Board which is committed to working together to deliver better outcomes for children and young people. We have a Children and Young People's Plan which all partners are signed up to and the Review of provision for children with SEN and BESD is part of this plan. i.e. we are all planning greater collaboration.</p> <p>Running alongside the SEN/Behaviour Review are the developments underway through Children's Centres, Extended Services in Schools and improvements in local services under the Every Child Matters Agenda. We are also extending our Early Years work with SEN children.</p> <p>This will mean that children and families will have access to multi-agency assessment and additional support at an earlier stage through local services. That programme of developments has begun, and is due for full implementation by the end of 2008 linked to the timescales for developing 28 Children's Centres across the County.</p>

Frequently Asked Question	Comment/Answer
	<p>We are developing a locality approach to integrated services which will bring together networks of front-line services and the Children's Centres across the County. There will be a multi-agency Common Assessment Framework which intends to identify children in need of specialist services at an early age.</p>
<p>25. The first new SEN special school is proposed for Phase 2, 2009-2013, how will you decide which school? When would the exiting schools know who was to be the new head teacher and what the new staffing structure would be?</p>	<p>The factors that would be taken onto consideration when determining which of the proposed new SEN special schools would be in Phase 2 are set out on page 40 of the consultation document.</p> <p>If mergers of certain special schools proceed, both schools must be treated equally to ensure that we retain the strengths of both. It is likely that posts will be ring-fenced for existing school staff, including senior management. The existing two schools would be closed and an interim Governing Body set up to manage the appointment of key staff, including the head teacher. Should this proposal be taken forward then the next step is to identify which pair of schools would be the priority for Phase 2. It is not possible to give an exact timescale for appointing the head teacher but this would need to be done so that the person appointed was fully involved in setting up of the new school.</p>
<p>26. Will the new SEN special schools have the resources or staff to make the provision that will be needed?</p>	<p>The level of resources needed to make the provision for the range of needs identified in the proposed new SEN special schools has been carefully considered and built into both the revenue and capital costings for the Review. This was not based on existing funding bands that are currently used to set special school budgets. The proposed costings take account of the complexity of the school population proposed and the new roles for some schools in relation to satellite and twinned arrangements.</p> <p>The size of the SEN special schools would not prevent the schools from continuing to provide small teaching groups.</p> <p>It is also not proposed that the current school buildings would be fit for purpose without substantial adaptation and new buildings. The primary, secondary and post -16 provision would need to be planned to maximise access to specialist resources in the new school, whilst enabling some discrete age phasing in terms of accommodation, teaching and learning and curriculum provision.</p> <p>The focus on social and independent living skills would continue and hopefully be enhanced.</p>

<b>Frequently Asked Question</b>	<b>Comment/Answer</b>
27. Will the Review mean that some children with SEN will not be able to have a place in the existing special schools?	<p>Parents of children, for whom we agree to make a Statement, have the right to state a preference for a special school. The Review proposals do not change this in any way. The authority needs to identify whether the school is appropriate for the child. Where this is the case we do not refuse to make a placement in a special school. There is no policy for children to remain in a mainstream school against the parents' wishes. Admissions will continue as usual.</p> <p>Admissions will also continue as usual to Baliol School and Netherside Hall School but we will need to be honest with parents about our proposals.</p>
28. What job protection will here be and will staff be eligible for redundancy?	<p>The Review proposals are not about needing fewer staff. The proposed networks would require the staff expertise that we already have and involve more, not less, resources overall. Some staff may need to have a change in their working arrangements but there is reason to believe that it would provide good career development and opportunities within the new provisions.</p> <p>Where we propose to combine two special schools the posts in the new schools would be ring fenced in the first instance for current post holders in the existing schools with the required skills and expertise. It is also anticipated that jobs in the new mainstream provisions would be ring fenced for existing staff with the appropriate qualifications and experience.</p> <p>Staff would be identified as at risk of redundancy via the process of recruiting to the new staffing structures. Where they were not successfully confirmed in a post the circumstances of each individual would be considered.</p> <p>Displaced staff are entitled to claim a redundancy payment if they have two years or more continuous service with the Authority or a related employer.</p> <p>North Yorkshire do currently have a 'severance' scheme for teaching staff. This scheme provides the possibility of a one-off lump sum severance payment, entirely separate from the pension scheme. This scheme is reviewed and negotiated on an annual basis.</p> <p>In implementing any of the proposals for the new SEN and Behaviour provisions we would continue to consult closely with UNISON and the professional associations.</p>



Frequently Asked Question	Comment/Answer
<p>29. What support has there been for parents and why have some parents not been able to get through to the help line?</p>	<p>The Parent Partnership Service has offered a range of support throughout the consultation period. The team followed up all undelivered letters to parents of children with Statements advising them of the formal consultation process and providing a copy of the Executive Summary. This enabled us to update our postal addresses before sending out the consultation document.</p> <p>The service set up a link for the Review to the Parent Partnership page on the NYCC web site. Parents were provided with a telephone help line by which they could receive further information about meetings, support with understanding the document and support in making a response. Area Parent Partnership Co-ordinators followed up concerns and gave individual support where requested.</p> <p>The service provided feedback to the Local Authority on any difficulties that parents/carers reported to their Co-ordinators.</p> <p>Parent Partnership Co-ordinators were present at all 18 mainstream and special school consultation meetings for parents/carers.</p> <p>The County Parent Consultative Group was kept informed of the consultation process and provided feedback from parents in their locality.</p>
<p>30. How will you address the gaps in post 16 provision?</p>	<p>The Learning and Skills Council (LSC) has the lead responsibility for post-16 education. We will continue to work with the LSC to promote collaborative development of a range of post - 16 provision and some of this could happen more quickly than the time scale for implementing the proposals for the new SEN special schools.</p>
<p>31. Can you explain the parent interviews set out in Appendix 3?</p>	<p>We were interested to learn what parents felt we needed to do to improve the capacity of mainstream schools in working with children with SEN. This had been raised with the Authority as a key issue in a series of meeting held across the County for Voluntary and Parent Support Groups earlier in the year.</p> <p>During July-September 2005 the Parent Partnership Service interviewed 41 parents. The sample included children across the full range of special educational needs and all phases of education. Parents of these children all had experience of their child being educated in mainstream schools and 18 of these children had at some stage attended a special school, 5 had experience of dual placements. The purpose of this research was to look further into</p>

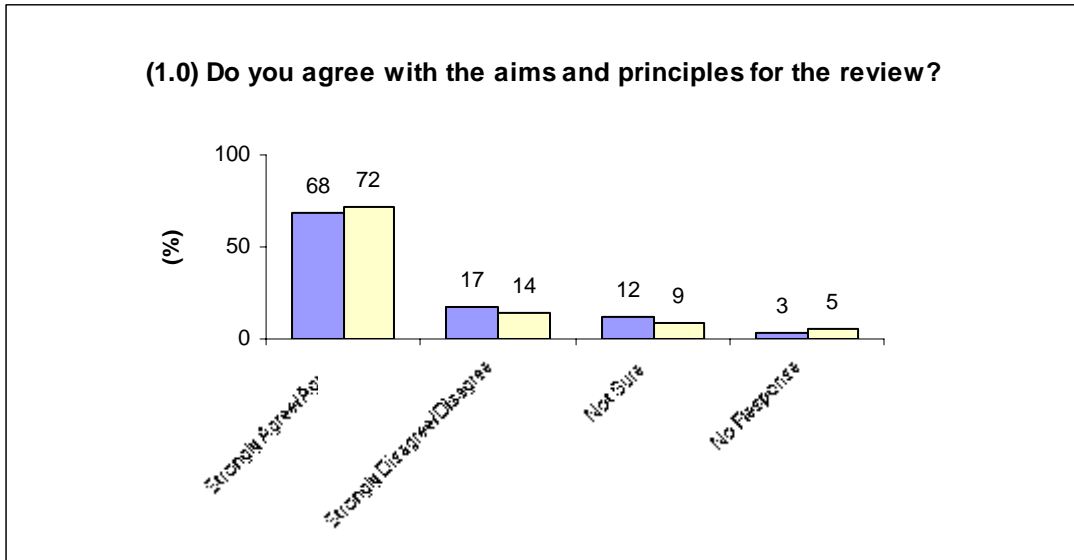
Frequently Asked Question	Comment/Answer
	<p>some of the difficulties parents had experienced and to try to find out what worked well for some children in making for a successful mainstream experience. These interviews were not part of the consultation exercise but clearly identified many factors that we would need to consider in planning our options for the future.</p>
<p>32. How do you know your proposals will achieve better outcomes for children with SEN?</p>	<p>The Ofsted report (July 2006) 'Inclusion: does it matter where pupils are taught? – Provision and outcomes in different settings for pupils with learning difficulties and disabilities' identifies that the most important factor in determining the best outcomes for pupils with learning difficulties and disabilities (LDD/SEN) is not the type of school but the quality of the provision which is made for them. Ofsted found that effective provision was distributed equally among the mainstream and special schools visited, but there was more good and outstanding provision in resourced mainstream schools than elsewhere. Our arrangements for monitoring, challenging, intervening and supporting schools on quality and effectiveness are recognised nationally. These already include monitoring on SEN and Behaviour, and our work on this is being strengthened further. Feedback from the consultation is being used to inform that work.</p>
<p>33. Have the head teachers of the special schools been involved in drawing up the proposals?</p>	<p>The head teachers of our specialist provisions and special schools have made a significant contribution to the Review from the formative stage onwards, including the aims and principles and overall direction of travel. Key parts of the proposals derive from best practice in a number of our schools.</p> <p>Ultimately, the statutory responsibility rests with the Local Authority to plan provision and make proposals for consultation. Responsibility is not vested in head teachers but in Elected Members. As a result it was appropriate that we determined the proposals for consultation with Members, following the earlier, preparatory work.</p>
<p>34. The consultation document/form was too complex/detailed/difficult to understand</p>	<p>We are sorry that some people found the consultation document and response form difficult. It is, however, the format used in DfES consultations and is therefore well tried and tested. The Review proposals cover a wide range of provision and services and needed to reach a wide audience. Some feedback has indicated that there was not enough detail on some issues. We did provide a free text section at the end of the document to enable respondents to make an unstructured response. Our Parent Partnership Service was also available to help parents understand the document and complete the response form where needed. A high level of responses has been received.</p>

Frequently Asked Question	Comment/Answer
<p>35. Why have you not made provision for children with BESD in the West of the County?</p>	<p>The proposals make additional and new provision for children in the west of the County with BESD through the Primary Support Units and Pupil Referral Units. We are also proposing to intervene earlier through local multi-agency teams and Children's Centres. Our current arrangements for children with BESD and other SENs overlap too much and at present we do not have the right range of provision for BESD, and not enough in the right place. The new provisions would increase our capacity for preventative and intensive support to children at an early age. This leads us to believe that we will require one, slightly larger BESD special school with residential provision. Our preference would be for this to be central for the County. However, our current knowledge of potential sites for development suggests this would not be easy to do and we have therefore proposed to develop the Brompton Hall School site.</p>

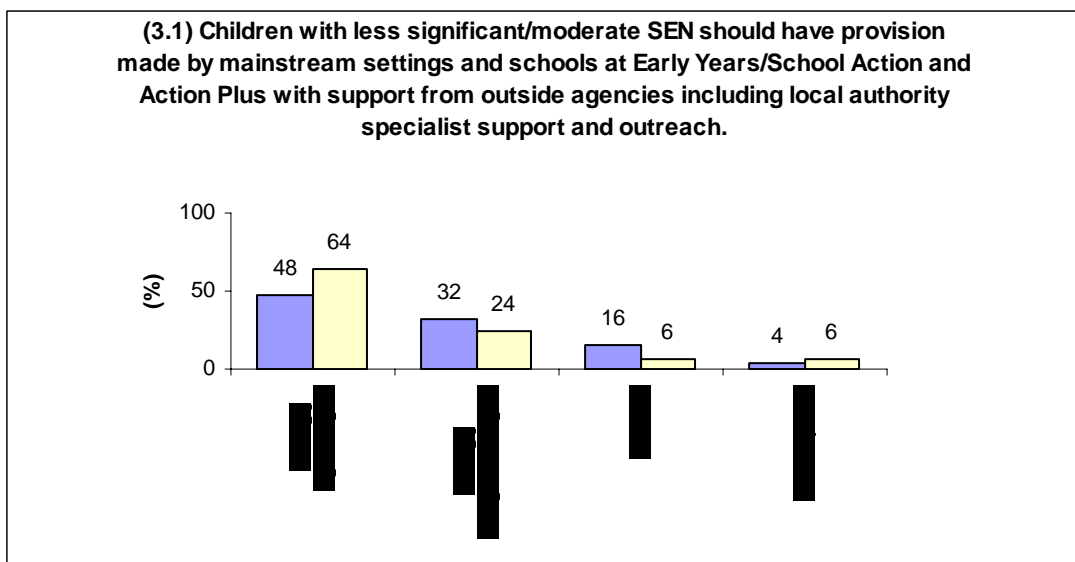
**Analysis of ticked responses to proposals from Consultation Response Forms**

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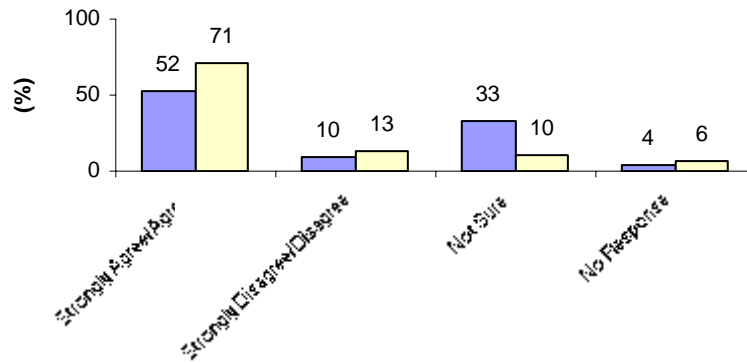
- total responses including all collective responses
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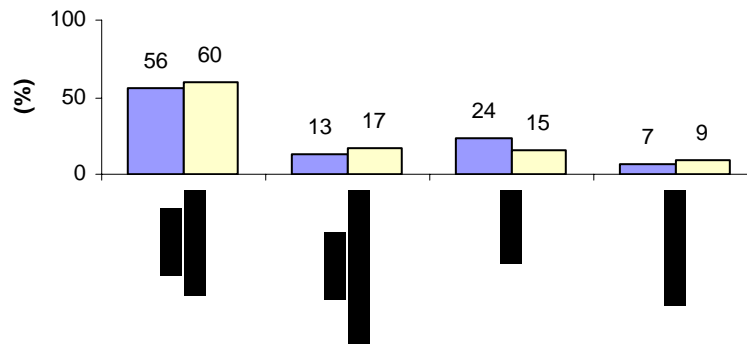
(2.0) The consultation document identifies a number of issues and reasons for change in current provision for children with SEN and BESD. What, if any, additional issues do we need to consider?  
This will be in the document Analysis of Comments from Consultation Response Forms.



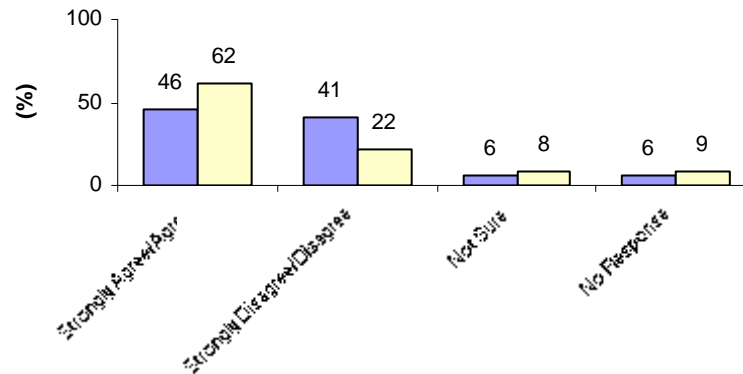
**(3.2) Children with more severe and complex SEN, for whom we continue to make provision through a statement of SEN, should have access to a range of provision including mainstream and special schools.**



**(3.3) Enhanced Mainstream Schools (secondary) should be established for a small number of children with a statement for SpLD where they have long term, significant needs which are deemed to need intensive support and individual teaching.**

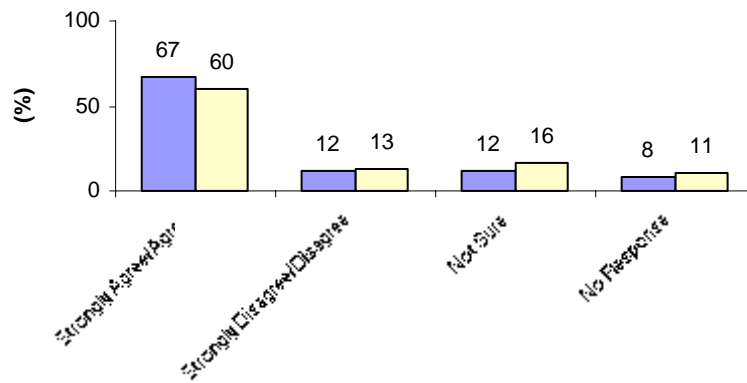


**\* (3.4) Enhanced Mainstream Schools (primary) should be established to make provision for children with significant Autistic and Speech & Language needs.**

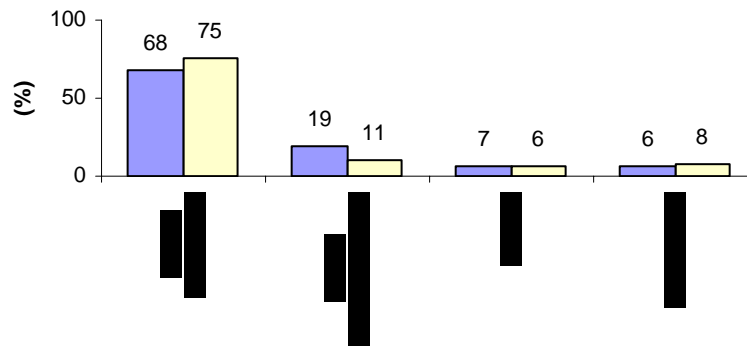


\*Abbreviated question – see final page of this appendix

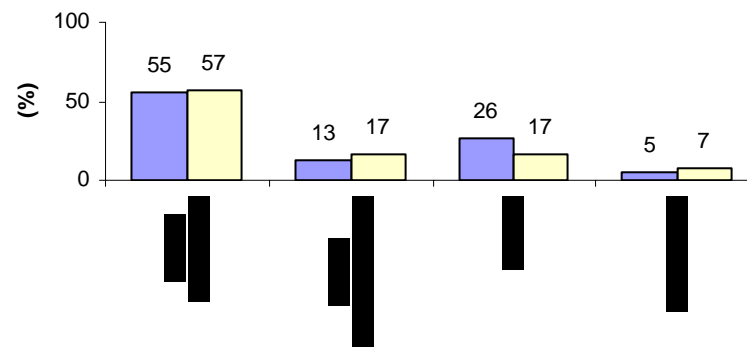
**\* (3.5) Establish Twinned secondary and special schools for autistic spectrum disorders**



**(3.6) SEN special schools should cater for children with complex, severe and profound learning difficulties. Children may also have other needs such as Autistic Spectrum Conditions, Speech & Language, Sensory & Physical difficulties.**

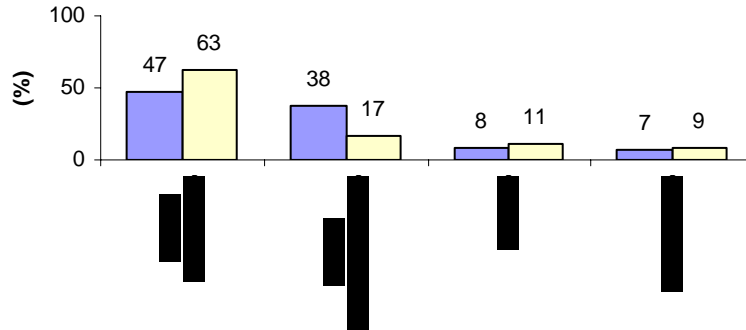


**(3.7) In areas that do not have a SEN special school within reasonable travelling distance, and where there are sufficient numbers of children with severe and complex SEN, we should seek to establish 'satellite provision', in local mainstream schools.**

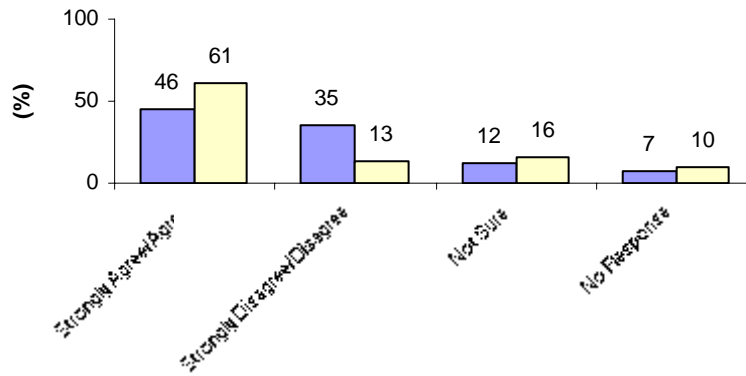


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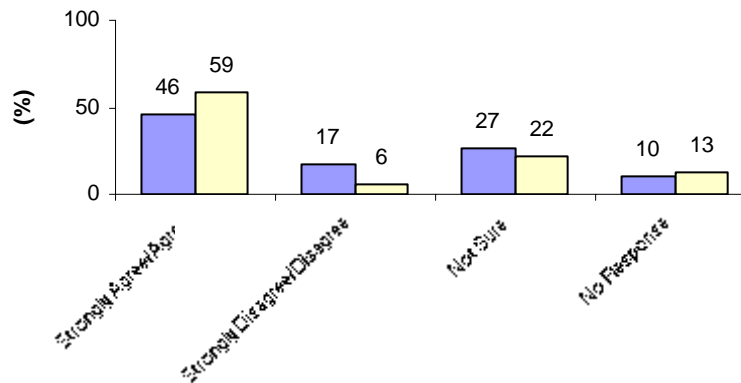
**(4.1) Children with less significant/moderate BESD should have provision made by mainstream settings and schools at Early Years/School Action and Action Plus with support from outside agencies including local authority specialist support and outreach.**



**\* (4.2) Primary Learning Support Units (PLSU) should be established and co-located within a mainstream primary school, making provision for children with BESD from the host school and from schools in the area.**

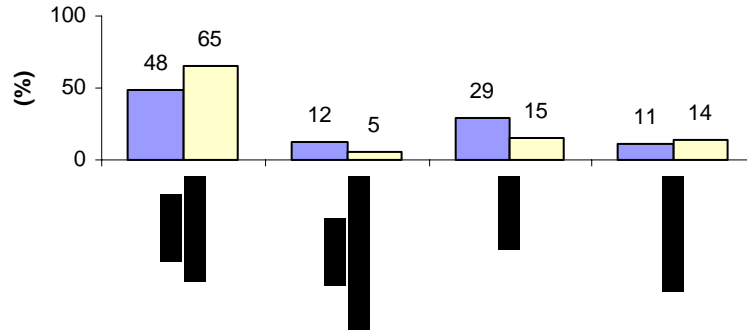


**\* (4.3) We should extend the number of Pupil Referral Units (secondary) to support the development of the Secondary Behaviour Collaboratives by providing part and full-time, time limited placements.**

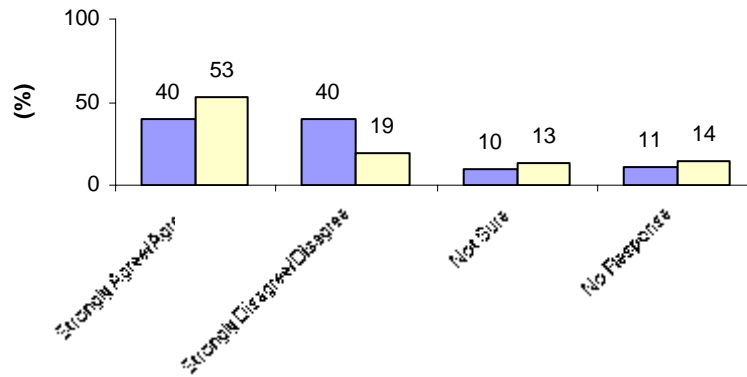


\*Abbreviated question – see final page of this appendix

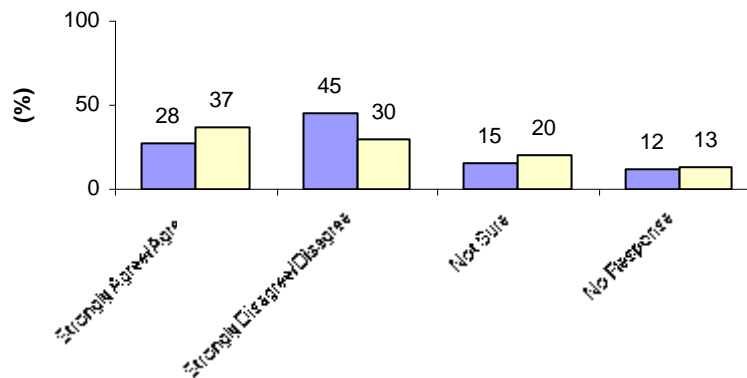
**\* (4.4) We should agree arrangements with all secondary schools for local Secondary Behaviour Collaboratives to improve behaviour, make alternative provision for, tackle truancy and find places for those children who are at risk of exclusion.**



**\* (4.5) One Special School (BESD), making day and residential placements, should be provided as part of the whole county BESD network of provision for children with the most significant BESDs.**



**\* (5.1) We should combine existing pairs of special schools into one new SEN special school with: a) improved facilities; b) greater expertise and specialist knowledge; c) a support and outreach role**



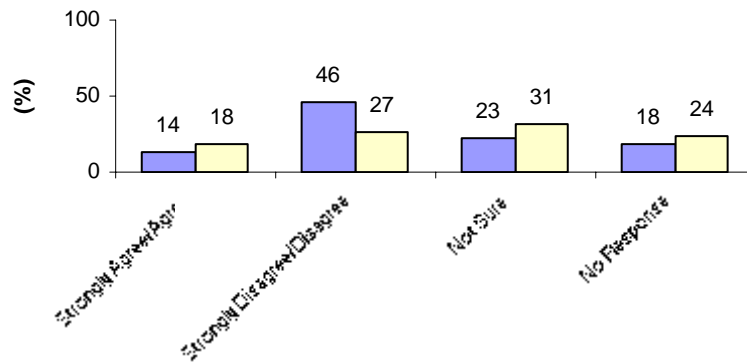
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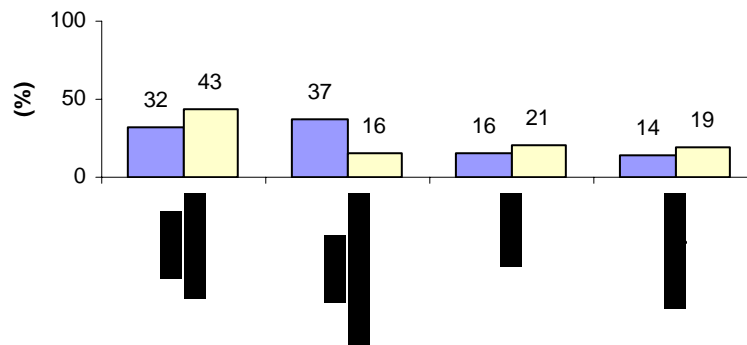
(5.2) What are your views on the proposal to explore the feasibility of developing Welburn Hall School as an SEN Special School for the Ryedale area with whole County residential provision and extended services for children with significant educational, social care and health needs?

(5.3) What are your views on the proposal to develop whole County residential provision for children with Autistic Spectrum Conditions, based on the site of the existing Woodlands School Hostel in Scarborough?  
This will be in the document Analysis of Comments from Consultation Response Forms.

**(5.4) Do you agree with the proposal to make enhanced mainstream secondary school provision for children with SpLD and as a consequence, close the residential provision at Netherside Hall School?**



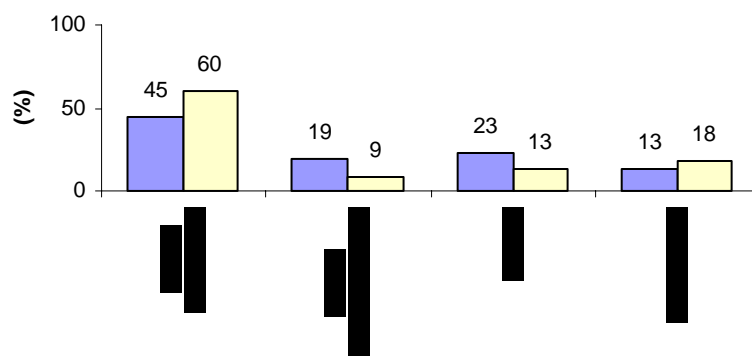
**(5.5) Do you agree with the proposal to make provision earlier for more children with BESD in mainstream PLSU's and to increase the number of Pupil Referral Units, having a need for only one residential school for children with BESD?**



(5.6) What are your views with the proposal to retain and develop Brooklands School as a small SEN Special School for the Craven area?  
This will be in the document Analysis of Comments from Consultation Response Forms.

(5.7) Have you any other comments on the proposals to change, remove or close existing provision?  
This will be in the document Analysis of Comments from Consultation Response Forms.

**(6.1) Do you agree with the proposal to create 4 specialist support networks to groups of mainstream schools and settings for: a) Cognition & Learning; b) Physical, Sensory & Medical; c) Communication & Interaction; d) Behaviour, Emotional & Social needs?**



**(6.2) What are your views on developing integrated support to mainstream schools involving:**

- a) special schools and specialist provision in mainstream schools
- b) specialist support services
- c) inclusion and SEN advisers and consultants?

This will be in the document Analysis of Comments from Consultation Response Forms.

**(7.1) What are your views on the proposed timescale for the phasing in and out of new SEN and BESD provision?**

This will be in the document Analysis of Comments from Consultation Response Forms.

**(7.2) Do you have any comments on the proposal for interim arrangements to develop special school provision during the implementation period?**

This will be in the document Analysis of Comments from Consultation Response Forms.

**(8.0) Please let us know if you have any other views or comments on the proposals as set out in the consultation document.**

This will be in the document Analysis of Comments from Consultation Response Forms.

## **\*Abbreviated Questions**

(3.4) Enhanced Mainstream Schools (primary) should be made established to make provision for children with significant communication and interaction needs (Autism and Speech & Language). The schools should be able to admit children without a statement of SEN where intensive, early intervention is likely to enable the child to return to their local mainstream school. The school should also provide outreach and support to other schools in their area.

(3.5) Twinned/Partnership Schools (secondary) should be established to work with a SEN special school to meet the needs of a small group of children with a statement for Autistic Spectrum Conditions within a well resourced, designed provision. These schools should make provision for children with ASC from both schools, making use of the specialist expertise and curriculum opportunities as best meets the needs of individual children.

(4.2) Primary Learning Support Units (PLSU) should be established and co-located within a mainstream primary school, making provision for children with BESD from the host school and from schools in the area. The provision should be focused on support to primary schools in the area and early intervention for the children and their families. Some provision should be made for pupils with statements and those who are excluded from school.

(4.3) We should extend the number of Pupil Referral Units (secondary) to support the development of the Secondary Behaviour Collaboratives by providing part and full-time, time limited placements. For some pupils at Key Stage 4 where school based provision is not possible, or available, there will be full-time placements made with other partners.

(4.4) We should agree arrangements with all secondary schools for local Secondary Behaviour Collaboratives to improve behaviour, make alternative provision for, tackle truancy and find places for those children who are at risk of exclusion, excluded from school or 'hard to place'.

(4.5) One Special School (BESD), making day and residential placements, should be provided as part of the whole county BESD network of provision for children with the most significant BESDs. This school will have a key role to play in intervention, family support and provision of extended services in collaboration with the Pupil Referral Units and partner agencies.

(5.1) We should combine existing pairs of special schools into one new SEN special school with: a) improved facilities; b) greater expertise and specialist knowledge for the particular mix of needs of the children attending the school; c) a support and outreach role to mainstream schools as part of co-ordinated specialist support networks.

**Thematic analysis of comment from consultation response forms and letters**

<b>Frequently made comments/views expressed</b>	<b>Underlying concerns/issues</b>
<b>1. Statements/delegated funding issues</b>	
<p>The LA must ensure that parental choice is preserved.</p>	<p>Parental choice of placement for a child with a statement of SEN is a statutory right. The proposals to develop some additional specialist arrangements in mainstream schools will provide these parents with more choice.</p> <p>Some parents are concerned that children with the more commonly occurring, lower level SENs are now having their needs met in mainstream schools through delegated funding, without the need for a statement. The concern is that the choice of a special school placement will not be an option in the future for these parents.</p> <p>Mainstream schools have already developed their capacity to meet the needs of children with less significant SENs. We recognise that some schools are not yet fully able to do so and both the Local Authority and DfES see this as a priority area in their SEN Strategy.</p>
<p>Funding for SEN provision in mainstream schools is insufficient or inappropriately used.</p>	<p>Some parents and special school staff have experience of, or worries about, delegated SEN funding not being available or used to help their child.</p> <p>The North Yorkshire Inclusion Standards for schools will be monitored by the Advisory Service and schools will be challenged when they do not meet these. This includes the use of their delegated funding for SEN.</p> <p>It is not the case that mainstream schools receive insufficient funding. The formula allocation for low need/high incidence SENs in mainstream schools has increased from £5.9M in 2003-4 to a proposed budget of £7M in 2007-8. Our spending on SEN per pupil is in line with that of similar authorities.</p>
<p>Need to focus on early identification and speedy</p>	<p>The Local Authority and DfES SEN Strategies focus clearly on early identification, access to appropriate</p>

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<b>Frequently made comments/views expressed</b>	<b>Underlying concerns/issues</b>
access to appropriate support.	<p>support and continuing training and development for teachers and teaching assistants.</p> <p>We are also extending our Early Years work with SEN children. This will mean that children and families will have access to multi-agency assessment and additional support at an earlier stage through local services. That programme of developments has begun, and is due for full implementation by the end of 2008 linked to the timescales for developing 28 Children's Centres across the County.</p>
<b>2. Special Schools SEN</b>	
Special schools should cater for both moderate and complex needs more flexibly.	<p>The new proposed special schools would cater for both moderate and complex learning needs where these were such that provision needed to be made through a statement of SEN. There are however less children with moderate and specific learning difficulties requiring a statement of SEN as mainstream schools have the resources to make the provision needed at School Action Plus. MLD children with other complex needs, where it has been demonstrated that a mainstream school would not be able to make provision from the resources normally available to them, would continue to need a statement.</p>
Are the proposed number of places in special school provision sufficient?	<p>Respondents were concerned that the number of places in the proposed new SEN special schools was less than the current combined numbers on roll at the paired schools.</p> <p>The original proposals took account of the likely impact of the new specialist provisions, the support for children and families at an earlier stage in their education and the enhanced training and support that will be available to mainstream schools. In response to the consultation the proposals have been amended to increase the number of places in the 3 proposed new SEN special schools by 30.</p>
Concern about the range and nature of provision within the proposed SEN special schools, including	<p>This was expressed mainly by staff and parents from our existing MLD schools. These schools have themselves been widening their pupil base for sometime and in the main make provision for the</p>

<b>Frequently made comments/views expressed</b>	<b>Underlying concerns/issues</b>
satellites.	<p>full range of needs, with the exception of those children with profound and multiple learning needs.</p> <p>We already have the proposed provision being successfully made by Brooklands Special School in Skipton and there is no reason to suggest this can not be the case for the new SEN Special Schools.</p> <p>Satellite provision would only be progressed in full consultation with the schools involved and the new SEN special school would play a major role in determining how this would be taken forward.</p>
<p>All staff in the new SEN special schools would need to have appropriate expertise and experience and the schools would need to have sufficient resources for the proposals to work.</p>	<p>By investing in good design and by retaining and supporting good staff, future special schools would be well placed to meet the range of needs we envisage.</p> <p>Expertise already exists within the pairs of SEN special schools proposed for merger. Phased, actively managed change should ensure that this expertise is retained and staff have opportunities for shared training and development.</p> <p>The level of resources needed to make the provision for the range of needs identified in the proposed new SEN special schools has been carefully considered and built into both the revenue and capital costings for the Review. The proposed costings take account of the complexity of the school population proposed and the new roles for some schools in relation to satellite and twinned arrangements.</p>
<p>Closure/merger of specific special schools not supported.</p>	<p>These comments were in the main from parents and staff of our existing MLD special schools and reflect anxieties about whether or not we have sufficient places, the proposed range of needs and the impact of SEN funding delegation on the number of children with statements.</p>
<b>3. Special Schools BESD</b>	
<p>Are the proposed number of places in BESD special school provision sufficient?</p>	<p>Respondents were concerned that the number of places in the proposed whole county BESD special school was less than the current combined numbers on roll at the two existing schools.</p>

<b>Frequently made comments/views expressed</b>	<b>Underlying concerns/issues</b>
	<p>The original proposals took account of the likely impact of the new specialist provisions, the support for children and families at an earlier stage in their education and the enhanced training and support that will be available to mainstream schools. In response to the consultation we have amended the proposals to include a new BESD special school in the west of the County.</p>
<p>Closure of specific schools not supported</p>	<p>The good practice of existing schools was cited and the need to retain special school provision for pupils with BESD in the west of the County.</p>
<p><b>4. Enhanced Mainstream Schools</b></p>	
<p>All staff need to have appropriate expertise and experience and schools need to have sufficient resources.</p>	<p>These comments centred on the concerns that mainstream schools would not have the specialist staff and experience that are currently available in special schools and that resources could be used for other than the specialist provision.</p> <p>Some of the staff in the proposed enhanced mainstream provisions would come from the Local Authority's specialist support services, some from special schools and some would be recruited. These highly experienced professionals would have the necessary skills, knowledge and experience to meet the needs of the children in the new provisions. There would be whole school training and support for other staff in the proposed enhanced mainstream schools. We would monitor these arrangements and challenge schools if necessary.</p> <p>In addition, schools making similar provision will be networked to ensure that there is ongoing training and development of the same high standard across the County. Our special schools would play a major part in delivering this training.</p> <p>The proposed 31 enhanced mainstream schools would receive additional funding. This would be ring-fenced so that the staffing and resources could only be used for the specialist provision being made by the schools.</p>

<b>Frequently made comments/views expressed</b>	<b>Underlying concerns/issues</b>
Greater clarity wanted re enhanced and twinned mainstream provision for ASC.	As with several of these proposals, people are being asked to consider the principle before working out the detail, if the overall idea is acceptable.
Have we got the theoretical and management models for enhanced mainstream schools right in order to make the practice work?	If the principle of enhanced mainstream provision is accepted then considerable work will follow to refine the models and to test out the practicalities of the strategic decisions in order to make them workable.
<b>5. Mainstream Inclusion</b>	
Greater inclusion could have a negative impact on outcomes for SEN pupils and affect the education of other children.	The Ofsted report (July 2006) 'Inclusion: does it matter where pupils are taught – Provision and outcomes in different settings for pupils with learning difficulties and disabilities identifies that the most important factor in determining the best outcomes for pupils with learning difficulties and disabilities (LDD/SEN) is not the type of school but the quality of the provision. Effective provision was distributed equally among the mainstream and special schools visited, but there was more good and outstanding provision in resourced mainstream schools than elsewhere.
The Local Authority needs to ensure that mainstream schools are properly accountable and have the resources and expertise needed.	Quality assurance, monitoring and evaluation based on outcomes and impact within mainstream schools and of the support services will be very important and will be built into the service specifications.  The networking arrangements of special schools, specialist mainstream provision, support services and Quality & Improvement advisers should ensure that expertise and resources are available when and where needed.
<b>6. Support Networks</b>	
Support Services must be well integrated, responsive and challenging.	The support networks will be made up of staff from support services, special school and specialist mainstream provision with quality monitored and assured by advisory colleagues from the Quality & Improvement Service. These highly experienced professionals would have the necessary skills, knowledge and experience to meet the needs of the children in the new provisions.
More clarity needed about	At this stage the proposals are broad brush strokes



<b>Frequently made comments/views expressed</b>	<b>Underlying concerns/issues</b>
<p>how the proposed model would work.</p>	<p>only and if the principles are accepted then we will work with appropriate partners, including those involved in making special provision now, in order to make the finer detail into workable solutions.</p>
<p><b>7. Partner agencies</b></p>	
<p>Are partners, especially health professionals, signed up to the proposals?</p>	<p>There has been a Children and Young People's Service from April 2006. There is also a North Yorkshire Children and Young People's Strategic Partnership Board which is committed to working together to deliver better outcomes for children and young people. We have a Children and Young People's Plan which all partners are signed up to and the Review of provision for children with SEN and BESD is part of this plan.</p> <p>Running alongside the SEN/Behaviour Review are the developments underway through Children's Centres, Extended Services in Schools and improvements in local services under the Every Child Matters Agenda. We are also extending our Early Years work with SEN children.</p> <p>Primary Care Trusts (PCTs) have been involved in our work on the Review from the start so that service planning can be done together. When we know the pattern of provision that the Council agrees for children with SEN and behaviour needs, we will make a full assessment of the health service provision needed and work jointly with the new PCT to ensure that schools have the level of service needed.</p>
<p><b>8. Access and location</b></p>	
<p>Still need provision to be more local.</p>	<p>One of the major principles underlying the proposals in this review is that of making more high quality provision available for children with SEN within their local community of schools. To that end we are proposing to expand the number of specialist provisions in mainstream schools from 7 to 32 with a more even spread across the County. However in an Authority of this size that will still mean some children will have to travel a distance to school and for some pupils with very complex or infrequently occurring needs there may be only one suitable provision in the County and that will inevitably mean longer travelling times for some</p>

Frequently made comments/views expressed	Underlying concerns/issues
	children.
<b>9. Implementation</b>	
<p>The Local Authority needs to give more consideration to the timescales, the phasing, and transition arrangements for pupils and staff.</p>	<p>Concerns were expressed that the suggested timescales were likely to cause distress for staff, anxiety for parents of existing pupils and might affect the viability of special schools in the interim. The timescale is long, 13 years, because part of it is linked to funding from the DfES for 'Building Schools for the Future', which is scheduled for 2013 onwards for North Yorkshire. The first phase, which proposes to put in place the enhanced mainstream school provision, would be funded from the annual capital programme that is available for school buildings, receipts from the proposed closures and special grants from the DfES.</p> <p>Some schools would like the process to be quicker because they are keen to have better facilities for the children. Other schools and parents take comfort from the length of the project because it enables the new system to be implemented in a planned and phased way that ensures there is high quality specialist mainstream provision in place before changing the provision made by our special schools.</p> <p>The proposed timescales reflect what we know currently about the likely availability of resources. If more resources become available, it would be possible to move more quickly.</p>
<b>10 Consultation process</b>	
<p>Concern about the nature of the consultation process.</p>	<p>Some parents felt that they had not been consulted through the earlier parent interviews. During July-September 2005 the Parent Partnership Service interviewed 41 parents. The sample included children across the full range of special educational needs and all phases of education. The purpose of this research was to look further into some of the difficulties they had experienced and to try to find out what worked well for some children in making for a successful mainstream experience. These interviews were not part of the consultation exercise but clearly identified many factors that we would need to consider in planning our options for the</p>

<b>Frequently made comments/views expressed</b>	<b>Underlying concerns/issues</b>
	<p>future.</p> <p>There was a very broad consultation based on the detailed provision set out in the document. Representative Parent views were also gathered from Voluntary and Parent Support Groups and the County Parent Consultative Group.</p> <p>Special School Heads' views were represented through the Specialist Provision Forum and SEN and Behaviour Consultation Group representatives in the formative stages.</p> <p>Concern was raised about the lack of information about the consultation meetings for mainstream schools. The Head teacher of each mainstream school and resourced provision was sent a letter with information about accessing the consultation website and the dates of local meetings. They were asked to pass on this information to parents. We were made aware that many parents did not have this information and a second letter was sent to SENCO's in all Secondary and Primary schools over 150 pupils. They were asked to contact parents of any pupils at Action and Action+. Those parents with children with a statement or undergoing statutory assessment received their own information.</p> <p>The web site experienced some difficulties which were rectified during the first week. Respondents were able to send their responses by letter, email, fax and photocopied forms. All have been analysed.</p>
<p>The consultation document was too difficult to read.</p>	<p>The format is used in DfES consultations and is therefore well tried and tested. The Review proposals cover a wide range of provision and services and needed to reach a wide audience of people with different levels of understanding. We did provide a free text section at the end of the document to enable respondents to make an unstructured response. Our Parent Partnership Service was also available to help parents understand the document and complete the response form where needed.</p>

## Summary of identified major issues from the written responses to the consultation (from consultation document and letters)

**Analysis of Responses to 8 specific questions or statements from the consultation response form where a written answer was invited (not including collective responses from 3 schools, Mowbray, Netherside Hall and Baliol Schools)**

### Question 2.0

**The consultation document identifies a number of issues and reasons for change in current provision for children with SEN and BESD. What, if any, additional issues do we need to consider?**

Pattern of response

43% of respondents commented on Q.2.

There were 235 written responses to this question.\*

The highest proportion of responses identified the following issues –

All staff in special provision need to have appropriate experience and our special schools and enhanced provision need to have sufficient resources (77%)

- There is a need for improved and increased training opportunities in SEN for all members of staff
- Ensure that teachers are not replaced by Teaching Assistants
- There is a need for sufficient and timely outreach support to all schools
- Satellite provision needs to have the same quality of provision as is available in the hub schools
- Children with BESD in mainstream schools need specialist teachers and intensive support

Support Services must be well integrated, responsive and challenging (49%)

- Services need to be able to respond quickly and should actively challenge schools where appropriate
- Support Services need greater quality assurance
- Support Services should monitor achievement of individual pupils
- Integrated support is essential
- Fewer Consultants and greater on the ground delivery

Funding for SEN provision in Mainstream schools is insufficient or inappropriately used (47%)

- SEN funding is not being used on SEN provision
- Concerns over sufficiency of mainstream delegated funding
- Concern that provision at School Action and Action Plus is not meeting individual needs and this may adversely impact on other children
- Local Authority does not have sufficient funds to offer adequate outreach

There needs to be more locally based provision (41%)

- Residential provision needs to be available for children who travel long distances
- Areas where there are concerns are Craven, Selby, Ryedale, Easingwold and Hambleton

\* similar or related issues were recorded in other parts of the response form and letters.  
The % figures take account of all related comment

Greater clarity required with regard to enhanced provision for ASC (31%)

- The needs of children with ASC do not appear to be sufficiently well understood
- All children with Autism should have Statements
- ASC and SLCN are two different problems and require different models of provision

Are the proposed numbers of places in Special provision sufficient? (32%)

- The proposals may result in reduced number of places, statements, parental choice and increased travel time
- Is the proposed hostel provision for ASC at Woodlands sufficiently local though many respondents supported this proposal as meeting needs
- There appear to be insufficient places planned for BESD Special Schools and PLSUs
- There is a need for more Satellite provision
- There is currently insufficient provision in PRUs

## Question 5.2

**What are your views on the proposal to explore the feasibility of developing Welburn Hall School as an SEN Special School for the Ryedale area with whole county residential provision and extended services for children with significant educational, social care and health needs?**

Pattern of response

51% of respondents commented on Q.5.2.

In total there were 257 written responses to this question.\*

Of these written responses 51% were **in favour** of this proposal.

There were 18% **against** this proposal.

There were also 31% who were **unsure** or made no comment.

The reasons the respondents gave for supporting this proposal were:

- Better for North Yorkshire families not having to seek out of Authority provision.
- Ryedale needs greater SEN provision.
- Excellent post 16 facility for independent skills.
- More specialist options available. Better chance of success for children.
- A good idea in principle – should increase local expertise and specialist knowledge.
- Feasibility study needs implementing as soon possible before any decision about the Woodlands site is available.
- An excellent school - well worth pursuing.

Those respondents who disagreed with the proposal gave these reasons:

\* similar or related issues were recorded in other parts of the response form and letters.

The % figures take account of all related comment

- All residential provision is on the East side of the A1 which will involve a lot of travelling.
- Goes against the principle of the site not being sufficiently local.
- Feasibility of a single provision for the whole county questioned.
- Families may prefer local support from external services rather than residential provision.

### Question 5.3

#### **What are your views on the proposal to develop whole County residential provision for children with Autistic Spectrum Conditions based on the site of the existing The Woodlands School Hostel in Scarborough?**

Pattern of response

52% of respondents commented on Q.5.3.

In total there were 278 written responses to this question.\*

Number of Comments made	<b>Parents:</b> 118	<b>Schools:</b> 119	<b>Others:</b> 41	<b>Overall: 278</b>
% generally in favour	28%	34%	32%	31%
% generally against	33%	29%	24%	30%
% neutral or unsure or no opinion expressed	39%	37%	44%	39%

#### **The range of comments received was:**

If you live in Swaledale, Scarborough is a long way away

Why locate this in one area of the County? Why not use other sites as well?

Sounds excellent, again filling a current gap in service.

This proposal would be a welcome addition to services if it prevents children and young people having to travel out of North Yorkshire for suitable residential provision.

10 places does not sound like much for a whole county facility

### Question 5.6

#### **What are your views with the proposal to retain and develop Brooklands School as a small SEN Special School for the Craven Area?**

Pattern of response

46% of respondents commented on Q.5.6.

In total there were 250 written responses to this question.\*

\* similar or related issues were recorded in other parts of the response form and letters.

The % figures take account of all related comment

39% of the responses were school based 39.5% representative of parents and 21% others, including partner agencies.

Analysis of parental responses only indicates 44% were either in favour or strongly in favour of the proposal. 49% were unsure or neutral as they indicated they were unaware of the Local Needs. 6% of parents disagreed with the proposal.

Analysis of school based responses indicates 48.5% were either in favour or strongly in favour. 46% were either unsure or neutral. 5% of school based responses disagreed with the proposals.

Analysis of other responses indicates 51% in favour. 44% unsure or neutral. 4.5% disagreed with the proposals.

Analysis of all three types of responses indicates 48% in favour, 47% unsure or neutral and 5% against the proposal.

Comments ranged from “strongly agree” to “serves one area only – put resources into mainstream key schools”.

It is also significant to note “agree but not at the expense of Netherside” and comparisons with the Mowbray school. “Why is Mowbray proposed to be closed/combined when it is clearly viable.”

### **Question 5.7**

#### **Have you any other comments on the proposals to change, remove or close existing provision?**

Pattern of response

35% of respondents commented on Q.5.7.

In total there were 192 written responses to this question.\*

The highest proportion of responses (top 5) identified the following issues –

Ensure that parental choice is preserved (65%)

- Concern that changes to provision may remove the option of a statement and therefore restrict parental choice of provision and encourage mainstream as the only option
- Need to maintain the benefit of small classes in Special Schools
- Children should be given every opportunity to experience real life in mainstream schools
- Some parent want opportunities for mainstream in Primary Schools but moving to Special for the Secondary phase
- Local Authority appears to discourage the use of residential schools

Don't close my Special School (28%)

- Schools mentioned were Welburn Hall, Brooklands and Mowbray

\* similar or related issues were recorded in other parts of the response form and letters.  
The % figures take account of all related comment

- Concerns over the merger of Mowbray/Dales and Forest/Springwater

Are partners signed up to making provision in these new settings? (13%)

- Is there a commitment for Health to make provide therapy in the proposed provisions?
- Will partnerships between all agencies including neighbouring Local Authorities deliver high quality provision?
- Speech and Language Therapy could become core members of the ASC team

There is a need to consider carefully how the proposals will affect the future for staff and pupils (9%)

- If special schools close, staff and expertise will be lost
- Will special school staff be made redundant?
- Children with SEN may struggle socially and some are stigmatised in mainstream schools
- Children with SEN should have a Key Worker
- Children with SPLD need access to specialist provision

Concerns expressed about specific existing provisions (5%)

For example

- The role of Brooklands School is not clear
- Welburn Hall is the wrong site for whole County provision
- The need for Statements has not changed but the thresholds have changed
- There is a need for consensus in order to make Secondary Behaviour Collaboratives work

## Question 6.2

**What are views on developing integrated support to mainstream involving:**

- a) Special schools and specialist provision in mainstream schools
- b) Specialist support services
- c) Inclusion and SEN advisers and consultants

Pattern of response

56% of respondents commented on Q.5.3.

In total there were 303 written responses to this question.\*

The highest proportion of responses (top 3) identified the following issues –

Support Services must be well integrated, responsive and challenging (49%)

- Services need to be able to respond quickly and should actively challenge schools where appropriate
- Support Services need greater quality assurance
- Support Services should monitor achievement of individual pupils
- Integrated support is essential

\* similar or related issues were recorded in other parts of the response form and letters. The % figures take account of all related comment



- Fewer Consultants and greater on the ground delivery

Greater clarity is required in relation to the model for support networks (5%)

- Support from outside agencies must be available in Localities
- Schools should not have to “buy” Support Services
- Roles need further clarification

Can all children with complex needs fit into a support model of four specialist networks (3%)

- The four special schools (SLD/PMLD) are centres for the four areas of need (Cognition and learning, BESD, Speech Language and Communication, Sensory and Physical) already

## Question 7.1

### **What are your views on the proposed timescale for phasing in and out of new SEN and BESD provision?**

Pattern of response

44% of respondents commented on Q.7.1.

There were 240 written responses to this question.\*

The highest proportion of responses identified the following issues –

Phasing and timescales need reconsideration

- 60% of respondents felt that the timescales were about right
- 30% of respondents felt that as they fundamentally disagreed with the proposals they were not in a position to comment on the timescales
- Of the remaining 10% of responses, respondents were equally divided between those who felt that timescales were either too long or too short

A high percentage of respondents noted the importance of managing disruption to pupils, families and schools during the implementation – see 7.2 “Interim arrangements”

## Question 7.2

### **Do you have any comments on the proposal for interim arrangements to develop special school provision during the implementation period?**

Pattern of response

29% of respondents comments on Q.7.2.

There were 160 written responses to this question.\*

The highest proportion of responses identified the following issues –

Phasing and timescales need more consideration (29%)

- Must ensure new provision is in place before closing existing provision
- How will double funding be managed?
- Concerns over the management of change
- Support for parents during the implementation period

How secure is the funding through the transition? (12%)

- Viability of special schools if these proposals are implemented
- Concerns over the security of local and national sources of funding
- Some schools need increased funding now. Specifically the Dales School has accommodation needs which need to be addressed in the short term
- Security of partnership funding due to lack of links between PCT and LA

\* similar or related issues were recorded in other parts of the response form and letters.  
The % figures take account of all related comment

**Summary of collective responses to Consultation questions (based on 88 identical responses from Baliol School, 43 identical responses from parents of Mowbray School, 37 identical responses from staff from Mowbray School and 19 identical responses from Netherside Hall School)**

**Q.2.0** Current provision and reasons for change.

The consultation document identifies a number of issues and reasons for change in current provision for children with SEN and BESD. What, if any, additional issues do we need to consider?

All of the responses suggested that not enough account had been taken of Every Child Matters and the development of Children's Services, the recent Ofsted and the Select Committee reports. They also raised concerns about ambiguous terminology in the document, quality assurance of existing and new provision, and the affect of the proposals on current staffing in special schools. Other specific issues raised included concern about rising numbers of pupils with BESD and the capacity of mainstream schools and support services to manage this; the lack of specialist provision in Craven and the potential for wasted capacity in the special school; and the fact that the possibility of co-location of special schools was not addressed.

**Q.5.2** What are your views on the proposal to explore the feasibility of developing Welburn Hall as an SEN special school for the Ryedale area with whole County residential provision and extended services for children with significant educational, social care and health needs?

The respondents had different levels of agreement with this proposal. They felt the development as an SEN special school could be feasible but disagreed about making this a county wide provision.

The greatest concern was the failure to make this provision more locally.

**Q.5.3.** What are your views on the proposal to develop whole county residential provision for children with Autistic Spectrum Conditions, based on the site of the existing Woodlands School Hostel?

All the respondents from one school (80) agreed with the proposal but made no further comment.

The remainder of the collective respondents strongly disagreed with this proposal because the provision would be located in one area of the county only. They believe that children with complex needs should have access to specialist provision as close to home as possible, in line with the aims and principles for the Review.

**Q.5.6.** What are your views with the proposal to retain and develop Brooklands School as a small SEN special School for the Craven area?

The respondents were mainly unsure about this proposal because they said it was not clear what role the school would fulfil.

The report describes the school as not being viable because of small numbers. The collective responses question why therefore it was possible for it to be included in the proposed pattern of provision.

**Q.6.2** What are your views on developing integrated support to mainstream schools involving:

- a) special schools and specialist provision in mainstream schools
- b) specialist support services
- c) inclusion and SEN advisers and consultants?

There was general support for the principle as long as special schools were consulted about job specifications; the services were properly funded and re-skilled to be credible with practitioners in school.

**Q.7.1** What are your views on the proposed timescale for the phasing in and out of new SEN and BESD provision?

Concern was expressed that the lack of clarity in or length of the proposed timescales was likely to cause distress, reduce efficiency, affect staff and reduce the viability of current provision. Some specific issues were raised with regard to closure of special schools.

**Q.7.2** Do you have any comments on the proposal for interim arrangements to develop special school provision during the implementation period?

There was a cautious welcome for some existing newly funded initiatives but concern about their quality and capacity to meet future needs.

## Appendix 9a

Revised proposed phasing in of new or improved SEN and BESD provision		
Phase 1 2007/08 – 2008/09	Phase 2 2009/10 – 2012/13	Phase 3 2013/14 – 2018/19
<b>SEN</b> <ul style="list-style-type: none"> <li>• 7 Enhanced Secondary Schools for SpLD</li> <li>• 5 Twinned Secondary Schools for ASC</li> <li>• 5 Enhanced Primary Schools for Communication and Interaction</li> </ul>	<ul style="list-style-type: none"> <li>• Special School 1</li> </ul>	<ul style="list-style-type: none"> <li>• 3 special schools by amalgamation (Mowbray, Woodlands and Forest School sites)</li> <li>• Special School 5</li> </ul>
<b>BESD</b> <ul style="list-style-type: none"> <li>• Primary Support Units LSUs</li> <li>• 3 PRUs</li> <li>• 5 Secondary Behaviour Collaboratives (September 2007)</li> </ul>	<ul style="list-style-type: none"> <li>• New BESD School on Netherside Hall site (September 2010)</li> </ul>	

## Appendix 9b

Revised proposed phasing out of existing SEN and BESD provision		
Phase 1 2007/08 – 2008/09	Phase 2 2009/10 – 2012/13	Phase 3 2013/14 – 2018/19
<b>SEN</b>  Existing RPs at: <ul style="list-style-type: none"> <li>• Brayton College</li> <li>• Hookstone Chase CP School</li> <li>• Alverton Nursery &amp; Infant School RP - redesignate as an Early Years provision aligned to Children's Centre developments in consultation with PCT</li> </ul>	<ul style="list-style-type: none"> <li>• Close Netherside Hall School (September 2010)*</li> <li>• Aireville School RP</li> </ul>	
<b>BESD</b>	<ul style="list-style-type: none"> <li>• Close Baliol School (September 2010)</li> </ul>	

\* revised from September 2009

**Review of SEN and Behaviour Provision – Proposed Provision (revised)**

Specialist Provision Networks (SEN)	Craven	Harrogate	Richmond / Hambleton	Scarborough, Whitby, Ryedale	Selby	All Places
Enhanced Primary School for Communication and Interaction	Embsay C of E School (6)	Hookstone Chase CP School (6)	Alverton Infant School / Bullamoor Junior School (6)	Kirbymoorside CP School (6)	Thorpe Willoughby CP School (6)	<b>30</b>
Enhanced Secondary School for SpLD (Dyslexia)	Upper Wharfedale School (6)	Rossett School School (6)	Richmond School (6) Easingwold School (6)	Graham School School (6) Lady Lumleys School (6)	Barlby High (6)	<b>42</b>
Twinned Secondary School for Autistic Spectrum Condition	To be identified (6)	King James' School (6)	Bedale High School (6)	Scalby School (6)	Brayton College (6)	<b>30</b>
Special School (SEN)	The Brooklands School Site Max (45)	The Forest School Site Max (150)	Mowbray School Site Max (160)	The Woodlands School Site Max (105) Welburn Hall School Site Max (48)	-	<b>Max 508</b>
Special School Satellite (SEN)	-	-	Stokesley & Rural – Primary Max (8)* Stokesley & Rural – Secondary Max (8)*	Whitby & Rural – Primary Max (6)* Whitby & Rural – Secondary Max (8)*	Sherburn & Tadcaster – Primary Max (8)* Sherburn & Tadcaster – Secondary Max (10)*	
Specialist Provision Networks (BESD)	Craven	Harrogate	Richmond / Hambleton	Scarborough, Whitby, Ryedale	Selby	All Places
Primary Learning Support Unit for Behaviour with associated learning difficulties	Greatwood CP School (8)	Grove Road CP School (8) Starbeck CP School (8)	Bedale CP School (8) Thirsk CP School (8)	Barrowcliffe CJ School (8) Norton CP School (8)	Selby Abbey C of E School <b>OR</b> Barwic Parade CP School (8)	<b>64</b>
Behaviour Collaborative	Developing	Developing	Developing	3 implemented January 2006	Developing	
Pupil Referral Unit (PRU)	To be identified (16)	Existing (24)	Risedale Community College (16)	Existing (24)	To be identified (16)	<b>96</b>
Special School (BESD)	(30)	-	-	Brompton Hall School (48)	-	<b>78</b>
<b>TOTAL PLACES</b>	<b>117</b>	<b>(208**)190</b>	<b>216</b>	<b>265</b>	<b>60*** (42)</b>	<b>848</b>

## REVIEW OF SEN AND BEHAVIOUR PROVISION

### MAINSTREAM SCHOOLS INCLUSION

#### Good Practice and positive outcomes for children with statements of SEN Case studies

<b>Consultation key issues</b>	<b>Evidence from Annual Review Meeting Reports</b>
<p><b>SEN children can be bullied in mainstream schools/develop low self-esteem</b></p>	<p><b>Secondary School pupil with physical difficulties (PD). A high need statement is in place for this pupil.</b></p> <p>Parents are very happy with the progress that he is making. He is happy at school and they feel that on the whole, school is looking after him well. There have been a few incidents this year involving other pupils (some of which have been the result of general messing around) and parents are naturally concerned about bullying but are happy with the way school deals with each incident.</p> <p><b>Secondary School pupil with Autism (ASC). The school receives delegated SEN resources to make the provision on her statement (low need).</b></p> <p>I am very pleased with her progress this year. She is beginning to speak with her friends and feels that eventually she will be able to talk to other children and adults, but is clear that she can only do this in her own time.</p> <p><b>Primary School pupil with Autism (ASC). The school receive delegated SEN resources to make the provision on his statement (low need).</b></p> <p>School has helped him to grow in confidence and turn a lot of 'can not's' into 'cans' which is great to see. He seems to have more confidence with his subjects at home and at school and can settle down to do his work on his own most of the time.</p>
<p><b>Not all mainstream schools can or want to make provision for children with SEN.</b></p>	<p><b>Secondary School pupil with Specific Learning Difficulties (SpLD). The school receives delegated SEN resources to make the provision on his statement (low need).</b></p> <p>He appears much happier now and is enjoying coming to school. He is looking forward to the Flexible Learning Programme in Year 10. Parent requested support continues because he will be taking exams in core curriculum subjects at entry level. Quite pleased with attitude to school and much happier at home.</p> <p><b>Primary School pupil with a hearing impairment (HI). A high need statement is in place for this pupil.</b></p> <p>Very pleased with his progress whilst in class 1. He has developed a great deal with his learning and social skills. He has an understanding of routines, days of the week, today, yesterday (possibly) and tomorrow which has helped us at home in discussions, preparing him for events and reasoning with him. His first two years have been crucial and it is thanks to all involved in helping him settle and gain so much from school.</p>

Consultation key issues	Evidence from Annual Review Meeting Reports
<p><b>Not all mainstream schools can or want to make provision for children with SEN.</b></p>	<p><b>Secondary School pupil with Behaviour, Emotional &amp; Social Difficulties (BESD). The school receives delegated SEN resources to make the provision on his statement (low need).</b></p> <p>Parent was happy with school and how he had settled in. She felt the larger school suited him.</p> <p><b>Secondary School pupil with physical difficulties (PD). A high need statement is in place for this pupil.</b></p> <p>We are pleased that the school agreed to adjust his timetable to accommodate extra PE. He continues to feel threatened by crowded school corridors, and leaves lessons 5 minutes early with his teaching assistant, because he is at risk of being knocked over/becoming distressed.</p> <p><b>Secondary School pupil with Specific Learning Difficulties (SpLD). The school receives delegated SEN resources to make the provision on his statement (low need).</b></p> <p>Parent appreciated the support that he receives and was most anxious that it continued. She is pleased with the provision made by Traveller Education. He will attend College to access a City/Guilds foundation course in construction. In addition he will be studying for his bronze ASDAN award.</p> <p><b>Primary School pupil with Autism (ASC). A high need statement is in place for this pupil.</b></p> <p># greatly enjoys school and being with the other children. His understanding of language has increased ... We feel that he has made great progress with his social skills ... Without the consistent help and support of everyone involved with him at school it is probable that he would have completely stalled in his development or even have regressed.</p> <p><b>Secondary School pupil with Behaviour, Emotional &amp; Social Difficulties (BESD). A high need statement is in place for this pupil.</b></p> <p>If a wish was ever granted, this is it! The change in # over the past year is more than I ever dreamed of. He was once an angry, frustrated, lost boy. Over the past year I have seen him change into a happy, contented and focused teenager who appears to have found his direction in life. He has matured so much that I have to remind myself and him that he is still only 15/16 years of age. I have lost count of the amount of times neighbours and members of the community have approached and what a pleasure he is. Where I once worried so much about his future I am now looking forward to it, nearly as much as he is. Thank you all for supporting myself.</p>



Consultation key issues	Evidence from Annual Review Meeting Reports
<p>LA "forcing" mainstream inclusion on parents; parental choice must be respected</p>	<p><b>Secondary School pupil with moderate learning difficulties (MLD). The school receives delegated SEN resources to make the provision on his statement (low need).</b></p> <p>I want the best for #, I would love him to learn to read and I am confident that he is in the right place for him to learn. He is very happy and that is all I am concerned about.</p> <p><b>Primary School pupil with Autism (ASC). A high need statement is in place for this pupil.</b></p> <p>Parent is very pleased with how # has settled into school and believes the school is the right place for him.</p>
<p>Children with SEN struggle socially (interaction/isolation)</p>	<p><b>Secondary School pupil with moderate learning difficulties (MLD). The school receives delegated SEN resources to make the provision on her statement (low need).</b></p> <p>Parents are pleased with her transfer to college and recognise that she has made significant progress socially and with her lessons. She really enjoys the time she works with Mrs #. They feel she has made the correct option about doing some GCSE's and joining the support group.</p> <p><b>Primary School pupil with Behaviour, Emotional &amp; Social Difficulties (BESD). A high need statement is in place for this pupil.</b></p> <p>He is now showing some sympathetic behaviour towards other children. He has expressed concern when others around him are upset or distressed and tried to comfort them. We feel this is a very positive sign of his development.</p> <p><b>Secondary School pupil with Aspergers syndrome (high functioning Autism). A high need statement is in place for this pupil.</b></p> <p>He was diagnosed with having Aspergers syndrome #, which was not a surprise to us. We are delighted that he appears happy socially and emotionally at school, although his actual interaction with his peers is limited. The school have helped in this by supporting him to play chess at lunchtimes, and chess has become a passion for him. He has now taken part in 3 chess competitions, 2 with the school, and 1 externally, and this seems to have given his self esteem a boost.</p> <p><b>Primary School Pupil with moderate learning difficulties (MLD). The school receives delegated SEN resources to make the provision on his statement (low need).</b></p> <p>Emotionally he seems happy and contented and is aware that he finds some learning more difficult than his brother and friends, but it doesn't seem to bother him or impact on his friendships at all. He has lots of lovely friends and enjoys playing any type of sport or playing with his brother on the computer, Playstation, drawing or with the toys. He now regularly plays for the under thirteen's cricket team and loves it. His learning difficulties are reflected in his abilities at the game and he is one of the weaker players, but his coach feels that his improvement and enthusiasm is second to none! Overall we feel that he is progressing well but he continues to need a lot of extra help at school and home.</p>

<b>Consultation key issues</b>	<b>Evidence from Annual Review Meeting Reports</b>
<p><b>Children with SEN struggle socially (interaction/isolation)</b></p>	<p><b>Primary School pupil with Autism (ASC). A high need statement is in place for this pupil.</b></p> <p>Seems to have a good relationship with his peers. He shows a lot of “normal behaviour” which is obviously copying. Doesn’t seem to be as frustrated as he was, he is learning all the time. However at home he does test out all his new found socialising skills on his brother &amp; sister (like a normal little brother!). We are pleased we made the right decision with his progress at school. He loves school.</p>
<p><b>Mainstream schools cannot cope with severe and complex SENs. Children with SEN are expected to fit into ‘the normal’ arrangements</b></p>	<p><b>Primary School pupil with Speech, Language and Communication Difficulties (SLCN). A high need statement is in place for this pupil.</b></p> <p>He has done really well this last year. His speech has improved. You can now have a conversation with him, whereas before he had the extra support his speech was very limited. He is writing his name on everything and he is really trying hard. He has made this progress because he has had the extra support he needed. He still has a long way to go, he is still behind the other children in his class, but hopefully with the help he is receiving he will eventually catch up.</p> <p><b>Primary School pupil with Autism (ASC). A high need statement is in place for this pupil.</b></p> <p>Parents feel she has made excellent progress over the last twelve months and has become more confident and calm within herself. Due to her speech development her communication allows her to express herself more openly and she is less aggressive and frustrated.</p> <p>She is a very happy little girl with a lovely personality and a great sense of humour. She benefits from the structured days at school full of routine and consistency. She needs visual timetables to help her understand what is expected of her and to help make sense of the world.</p> <p>With continued support and encouragement we are all hoping she will be able to achieve her full potential within the curriculum. I continue to use visual timetables at home to help her understand what is happening on a daily basis. I feel we have a close relationship with school allowing us to keep informed of her performance and behaviour both at school and at home, including use of a home/school diary.</p> <p><b>Primary School pupil with Speech, Language and Communication Difficulties (SLCN). A high need statement is in place for this pupil.</b></p> <p>He started reception last September. He has done extremely well. He settled in straight away. There has not been a day that he has not run into school as he thoroughly enjoys it. He is an extremely happy child at school. The staff are caring and considerate. They have been very supportive over the last year.</p> <p>His speech and language has greatly improved because his teaching assistant put in boundaries straight away. He is learning new words everyday. He can communicate very well with the other children using gestures and language. It is amazing to see all the children getting on so well and helping each other. Even the year 5 and 6s talk and help him. The buddy system is very good at school. His buddy</p>

Consultation key issues	Evidence from Annual Review Meeting Reports
<p><b>Mainstream schools cannot cope with severe and complex SENs. Children with SEN are expected to fit into ‘the normal’ arrangements</b></p>	<p>has been especially helpful and caring. This brings out a very responsible and mature side of the children. The school has been very supportive in starting Makaton sign language with him. They are all trying very hard to learn the new signs –especially the children. This has really helped as he does copy them all. Overall we cannot believe the change in him. We are so very proud of him going to school and succeeding when we worried about it so much originally. The school has been excellent – we could not ask for anymore. With the continued help from a teaching assistant we hope he will continue to improve his understanding and language/communication. We look forward to our first conversation with him. Thank you</p> <p><b>Primary School pupil with Autism (ASC). A high need statement is in place for this pupil.</b></p> <p>On the whole, #'s transition from the resourced provision to key stage 2 has been a success. We were obviously concerned as she had spent most of her time in a small class but we are pleased with the outcome and relieved that she is happy at school.</p> <p>Pairing her with her TA has worked well. Although she hasn't had formal training, she hasn't wavered in her attempts to help # with her problems and she has tried different tactics along with her class teacher when one approach hasn't worked. We get regular updates, which are invaluable in our understanding of #'s work and progress at school. We believe that her TA wants to do her best for #, which in our belief, is a quality that should be commended. It is a relief that #'s peers seem to have accepted her. The concern with the autism was that she can be easily led &amp; asked to say or do things to get a reaction "for laughs". This could still be a problem as she moves higher up the school and should be kept in check. She often repeats words at home that she has heard at school!</p> <p>The school and ourselves first thought small group work may seem an appropriate method of learning for her as was demonstrated successfully at her resourced provision. This doesn't seem to have been the case. We were concerned that #'s communication and understanding difficulties could hinder other pupils' progress. We do appreciate the work involved initially in the classroom, which included #'s direct peers, to help them understand her little ways and needs. # has joined some after school clubs and we would like to thank all those involved for the time and effort they have put in to ensure that she is fully included, contributes and yet is still monitored. Overall # is happy at school and has made some friends, which is more than we could have wished for.</p> <p><b>Secondary School pupil with Behaviour, Emotional and Social Difficulties (BESD). A high need statement is in place for this pupil.</b></p> <p>Parents are delighted #'s behaviour and attitude. He is a kind, caring and compassionate child and now his behaviour is being managed by the staff the "nice side" of him is getting its chance to show. Parents are very happy with how things are going (fingers crossed) --- there are still "black days" but # and the staff team seem to be able to manage them before they get really bad. He loves school and is learning to walk away and give the problem to someone else – either parents or school.</p> <p>Parents were a bit worried after Christmas but the Contract has worked well and the TAs have been brilliant with him. Parents supports the gradual removal of TA support but worry about too much being taken away too soon – still</p>

Consultation key issues	Evidence from Annual Review Meeting Reports
<p><b>Mainstream schools cannot cope with severe and complex SENs. Children with SEN are expected to fit into ‘the normal’ arrangements</b></p>	<p>dreads the phone ringing in case it's bad news. Haven't quite got used to things going well or haven't forgotten what it was like before. Very grateful for all the help and support that he has been given and realises that this is why things have gone and are going so well. Parent continues to be very supportive of both # and school.</p> <p><b>Secondary School pupil with Autism (ASC). A high need statement is in place for this pupil.</b></p> <p>Parents feel there has been a definite improvement in the areas of literacy, numeracy, understanding, communication and social skills. They felt he was really struggling at the beginning of year 8 but then he appeared to adapt. Parents were delighted with his Annual Review Report and he showed a great interest in it, reading it at least 3 times. Mum says # has been really proud of his food creations and he has done improvisations at home on the piano.</p> <p>He is showing some initiative in home projects which are improving his communication skills. He enjoys photographing things at home and now has his own video camera. He makes nature films on his own and with friends. Parents feel he is relating better to friends at home and there has been some increase in the initiative taken by others to invite him. He has joined the Film Club at school.</p> <p>Parents agree that he is beginning to show more interest in other people. He has started to ask how to make conversation with visitors at home “how do I talk to people?”; “what do I say?”. He is looking for topics of conversation, wanting to communicate more. His difficulties with concentration/attention span are evident at home – he will switch off in the midst of Mum or Dad talking to him. They feel he still lacks motivation and without regular (every 10 minutes) encouragement he will happily leave the task with no conscience or worry. With homework he will not attempt it until someone is sitting with him. Parents feel his saving grace is his desire to please. He can see some advantages in education but does little to push himself. He was particularly interested in his report and concentrated hard until he finished reading it. We agreed to try to use this self interest as a self evaluation tracking tool in order to try and boost motivation.</p> <p>Parents feel the advantages of current educational arrangements are the wide range of subjects and the fact that inclusion in mainstream classes is excellent in giving # peer pressure and interest. His Teaching Assistant support is crucial, as reflected by staff comments. Where there is not a TA (IT), his performance is almost non existent. Parents feel that this subject could be a strength for him and asked if some rotation could take place to ensure some support. (This has already been put into operation). Parents have requested some additional information on his curriculum as this would be helpful for them to encourage his interest and work. Also some feedback if there are areas of weakness they could support e.g. a course in holiday on ICT skills.</p> <p>Parents feel that the management and arrangements for # are superb. The general approach by the school helps him enormously with a very helpful, positive attitude shown by all teachers and receptiveness to ideas displayed. They feel that school is always watching and available to help in any way. They believe # is being encouraged to act more independently when possible but at the same time he is supported to ensure access and understanding which in turn aids his performance. He also benefits from other strategies which act as a safety net.</p>

<b>Consultation key issues</b>	<b>Evidence from Annual Review Meeting Reports</b>
<p><b>Support Services not involved early enough</b></p>	<p><b>Primary School pupil with a physical difficulty (PD). A high need statement is in place for this pupil.</b></p> <p>Although this has been another academic year interrupted by an emergency operation we feel that # has been settled and that the support and encouragement he has received at # has been enabled him to perform to the best of his ability – an ability that undoubtedly varies between subjects. We think he has been looked after very well indeed throughout his time at primary school and cannot express enough out gratitude to those who have been a part of what caring and positive support network. We are probably more anxious than # is about his transfer to #, however we are also comforted by the early contact we have had with the hearing support department and with the positive attitude we have encountered.</p> <p><b>Primary School pupil with Autism (ASC). A high need statement is in place for this pupil.</b></p> <p>We are very pleased that # has reached all her goals that were set out for her at the last review meeting. This would not have been achieved without the full time help and support of the Headteacher, teacher and teaching assistants and especially the Autistic Outreach Team who are helping the school to understand children with the Autistic Spectrum.</p>

\*Written oral comments from annual review meetings/forms for children with statement of SEN

## North Yorkshire SEN and Behaviour Review Case Studies

### Case Study 1

Four-year old girl with severe learning difficulties and associated medical needs transported each day by taxi from the Selby area to be educated in Harrogate. Parents are very concerned about this and are particularly unhappy about the child being transported up and down the A1 every day. They also have expressed concerns about the length of the day and the lack of social opportunities for their daughter in the local area – which they feel would develop from having local provision. **Currently, we do not have an option as how to educate this pupil, however under the review the special school satellite provision in the Selby Area would meet this child's needs.**

### Case Study 2

Year 5 (10 years) in the Ryedale area permanently excluded despite the school trying very hard to maintain his place. The headteacher passionately expressed his very deep concern about the action he had taken and stated that if there had been the opportunity to share the demands the boy made on his school with a specialist centre then he felt the pupil could have succeeded in his school. As a consequence because the child's mother did not want him to go away from home to be educated – which is currently our only alternative for pupils with challenging behaviours – the boy spent almost all of the remaining year being educated out of school on his own. This was both unsuitable in meeting the educational and social needs of the child and very expensive. **Under the review this pupil would have had his needs met through a joint placement between his home school and the proposed Ryedale Primary Learning Support Unit.**

### Case Study 3

Year 9 (14 years) boy consistently refused to attend one of our residential schools for pupils with Behaviour Emotional and Social Difficulties. The pupil explained his very challenging behaviour by not wishing to be away from home. Eventually the pupil was permanently excluded for aggressive and offensive behaviour (the school also cited his youth offending behaviour at home as a reason they could not work with him). The pupil completed years 10 and 11 successfully in a local PRU, through a personalised timetable delivered by teachers, youth staff and Child and Adolescent Mental Health Services. The programme included successful work-experience, a college placement and counselling and skills work with parents. These opportunities and local staff are not available in a geographically distant school. **There are many cases similar to this and the review offers the opportunity for this kind of work to go on in each distinct area in North Yorkshire through the development of a network of Pupil Referral Units.**

### Case Study 4

Year 7 (11 years) Scarborough-based child with Autistic Spectrum Condition. The Pupil has a Statement of SEN. Parents have fully expressed their desire for their child to attend a mainstream school and receive appropriate support. Academically the pupil can cope and achieve well however, all concerned especially parents and the educational psychologist, feel the pupil needs a specific programme of social and emotional support. This is currently very hard to achieve/offer except through individual goodwill and agreements. **The review proposes the opportunity to meet the needs of academically able pupils with ASC through developing twinned mainstream and special schools.**

**EXTRACT FROM MINUTES OF EXECUTIVE MEETING HELD ON THE 21<sup>ST</sup>  
NOVEMBER 2007**

**312. SEN REVIEW  
CONSIDERED –**

A report of the Corporate Director – Children and Young People’s Service on responses to consultation on the future of specialist provision for children and young people with special educational needs (SEN) and behaviour, emotional and social difficulties (BESD) in North Yorkshire. Seeking the Executive’s views on the extent to which proposals should be retained or revised prior to seeking views from the Young People’s Overview and Scrutiny Committee.

NYCC Executive – Minutes of 21 November 2006/2

County Councillor Caroline Patmore introduced the report by drawing the attention of the Executive to the background to the review clearly set out in paragraph 2 of the report. She said that the Executive would be aware that a very extensive consultation had been undertaken with young people, parents, the voluntary sector, teachers, staff and governors, of both special and mainstream schools, and also with anyone who had expressed an interest, in whatever way. A very high level of response had been received, all of which had been collated and analysed and which formed part of the report under paragraph 4 and appendices 4-8. She said that the response to the review had been positive and was encouraging the Council to move forward on what they were trying to achieve. There had also been some mixed views, however, and some significant concerns had been expressed which had been listened to. She recognised that the concerns expressed were serious and genuinely felt and, therefore, some equally significant changes had been made to the proposals arising from the review. Those changes involved putting into some of the County’s schools more good special educational needs provision, more local provision and more choice. It was also recognised how important it was for there to be proper support for behavioural problems in both mainstream schools and other establishments. This had to be better for children and young people in the County. As well as those changes, she said that it was proposed to train more specialist teachers and staff and to thoroughly monitor the outcomes in all of the schools involved. The details of that work would be elaborated on by the Corporate Director – Children and Young People’s Service. County Councillor Patmore reminded the Executive that the review was not a cost cutting exercise, as had been suggested by some people, but that the Council would be spending significant sums, of both capital and revenue, on delivering the proposed changes over a period of 12 to 15 years. This was the Authority’s response to the difficulties in rolling out proper local provision for SEN and behavioural problems in a large rural county. It was supported by a report from the National Autistic Society, the OFSTED report entitled “Inclusion” and other recent publications, which were itemised in the report. County Councillor Patmore moved that the report be forwarded to the Young People’s Overview and Scrutiny Committee for their consideration and for

recommendations to be made at the Executive's next meeting. She then clarified that the matter would come back to the Executive at its meeting on 5 December so that consideration could be given to making a recommendation to the meeting of the County Council about the SEN Review on 20 December, 2006.

The Corporate Director – Children and Young People's Service drew the attention of the Executive to the summary of proposals set out in paragraph 3 of the report, stressing that those proposals were about provision in both special schools and mainstream schools. She drew particular attention to paragraph 3.5, which made clear that children currently attending SEN special schools would remain there, unless their parents wished to move them to other provision and it could meet their needs. The consultation exercise had been extensive and the report addressed the issues that had arisen from the consultation exercise and set out the proposals for what should be done in response. It was proposed that there should be a continuum of provision to meet special needs, but that special schools should remain as part of that. The consultation resulted in more mixed views about proposals to combine pairs of SEN schools. A particular concern was about the number of places. There had been a lot of support for the proposals to address the needs of those with behavioural difficulties, but concerns had been expressed about reducing the number of special schools for this purpose to one and about making provision for too few places for these purposes. The revised proposals sought to get the balance between mainstream and specialist provision right. There had also been a great deal of discussion about whether mainstream schools were making appropriate provision from within their delegated budgets and whether sufficient provision had been made in the proposals for the needs of those in the Catterick Garrison area. She informed the Executive that the consultation showed that there was an appetite for change in the way in which provision was made for pupils with SEN and this indicated that if the proposed new provision was made available, many parents would select it, leaving too few pupils to fill the number of special school places currently provided. In order to achieve an appropriate balance, however, the original proposals had been modified to make provision for an additional 30 places in SEN special schools compared with the original proposals. Reservations had been expressed, during a consultation exercise, about the proposed merger of some schools, but she explained that the suggestion of continuing to keep all the existing special schools operating, but some as primary schools and some as secondary schools was not a viable option, as there would not be enough pupils with special needs to make provision at so many schools viable. High quality provision to meet the needs of those with SEN was an important part of the future. Concerns had also been expressed that the proposals cut back, too much, on provision made for pupils with behavioural difficulties and the revised proposals therefore reinstated provision of a special school for these purposes to serve the west of the County. She said she believed that this would be best located where the Netherside Hall school currently was, but this could not simply be a continuation of provision at the Netherside Hall school. The staff of the Netherside Hall school and Baliol school would be ring



fenced for consideration for appointment in the new school. Both Welburn Hall and Woodlands School Hostel would be retained to provide residential and respite services as now. She recognised that anxieties had been expressed about the ability of some mainstream schools to make appropriate provision. She explained that there is evidence of good practice and many cases of parents pleased with their child's mainstream provision. There was, however, more to do to ensure that all schools were operating at the level of the best performers. In respect of provision for needs arising in the Catterick Garrison area, she informed the Executive that work was being undertaken, in co-ordination with those planning for Catterick Garrison, on the provision of more services in that area. She said that the revised proposals included 43 places making provision for SEN and BESD rather than 42 in the original proposals, as compared to 17 at present. 848 places would be provided including an increase of 52 in the special schools sector. She recognised that further consultation needed to be undertaken in respect of the proposals relating to Netherside Hall school and Baliol school. The Corporate Director – Children and Young People's Service stressed that the proposals were about major, long term investment, with the capital required at current prices being some £47.5m, set against estimated receipts of £4m. In terms of revenue expenditure, the revised proposals provided more places than the initial proposals and therefore would lead to increased costs, an estimate of £1.25m per annum. These costs would be addressed through the direct schools grant and schools block and the SEN/BESD Review would be made an absolute priority against these funds.

Jim Brosnan, the Chair of Governors, Netherside Hall School made the following statement:-

The Governing Body, staff and parents of Netherside Hall School welcome the suggested amendments to the proposals within the SEN and Behaviour Review Document. The consultative process has been open, transparent, direct and concerns raised have been heard.

Netherside Hall School is a dynamic establishment with an expert and committed staff that welcomes changes and positive improvements. Changes made since 2004 have been significant. The school has moved from LA Special Measures to Very Good and meets all Care Standards. It provides high quality education as evidenced by external examination and vocational course results. The school has a contextual value added score for 2006 of 1070.2, placing it within the top 3% of schools nationally. The school provides exciting and challenging opportunities for young people in Craven and beyond. Netherside has developed significant links with partner schools and now plays a major role in the local community. Staff provide a wrap around flexible and extended care setting. The foundations for the suggested new model are already well established. Members and the Local Authority must work to ensure that highly skilled and expert staff are retained in the new establishment.

The re-designation of the school to BESD will allow equity of provision across the County and retain local specialist support in the West. By siting a school, a PRU and REOTAS, along with all year residential provision a true continuum of services can be delivered. This provision will be flexible and allow specialist support to be extended to all vulnerable young people. This plan will enable us to work alongside all other agencies within Children's Service and beyond, exemplifying best practice in accordance with the Every Child Matters agenda.

To ensure a more effective service we recommend that consideration be given to including structural links with the Behaviour Support, Education Psychology and the Learning Support teams. This will provide a more coherent and responsive service. In addition, we highlight the need for further consideration for provision for girls – this could be via the school or PRU.

Within Craven there is already a pool of expertise and experience in managing behaviour. However, in recognition of the suggested developments, school and REOTAS staff have already embarked upon an ambitious pilot training programme with the DfES. This will lead to accreditation as Specialist Leaders of Behaviour and Attendance. Thus providing an outstanding resource for Craven and the County. Trained staff will enhance opportunities to promote inclusion.

Netherside continues to develop at pace. We look forward to further developing the school, staff and resource base in the interim period. We would welcome the whole hearted support of the Local Authority and Members in ensuring the success of the current bid for specialist status in the humanities. This will lay essential foundation practice for the future.

Staff Governors and parents are committed to improving provision for all young people and ensuring positive outcomes. We welcome the opportunity to work in partnership with the Local Authority and Members to achieve this.

Robert Dunning, Chair of Governors at Mowbray School made the following statement:-

The latest review does address some of the concerns expressed during the consultation process.

However, despite the additional 30 places proposed, the review will still substantially reduce the number of special school places. This reduction will be largely from children with moderate learning difficulties (MLD). The combining of Mowbray and The Dales will result in a reduction of 50 to 60 places for MLD children at the Mowbray School campus alone. In addition to this there will be a greater demand for places on the Mowbray site, as Catterick Garrison extends.

The review still proposes that MLD children will no longer be eligible for a special school place. Yet para 3.3 indicates that this proposal extends parental choice. Clearly, this is incorrect as a parent with a child with MLD will have no choice other than mainstream.

This is contrary to DfES policy in para 7.6 which indicates that, indeed, mainstream should become a viable option but it does not say that this should be the only option, yet that will be the result.

The proposal to combine special schools is flawed – the two types of pupils do not easily mix. Many experts are clear on this. Q5.1 on the Consultation asked if respondents agreed to the combining of the schools only 28% were in favour (72% were not) yet para 4.6 reports this as a “mixed” response. Obviously, in the LA dictionary “mixed” means ‘a vast majority against’.

Phase 3 of the proposals (9.4) asks members to agree in principle to the combining of special schools starting in 2013. This is 7 years away. Surely in light of the existing vast majority against the proposal and the timescale involved as well as there being no guarantee with regard to the level of success of the proposed provision of SEN in mainstream – the prudent recommendation should be not to agree in principle but to remain flexible set up a feasibility study involving not only the LA but interested members of the Council and Head Teachers of the special schools affected to thoroughly research and refine the proposal over which there has been and is so much continuing opposition.

The review creates a need for the special schools to expand and then maintain a successful outreach programme to support SEN provision in mainstream but if the proposals mean that during phase 1 and phase 2 the number of places at special schools reduce then lost funding will result in fewer members of staff and the dissipation of the experience and resource on which that outreach programme relies. If the LA want a sustainable outreach programme then funding will have to be provided or otherwise there will not be the trained teachers to support it.

Finally, the LA need to understand that the decision, when made, must facilitate a meaningful “2 way” dialogue with all stakeholders. To be a success these radical proposals need ‘ownership’ at all levels.

I know members are keenly aware of their responsibility that the best interest of the children must be paramount. Please don’t introduce a system where ‘failure in mainstream’ is to be the only qualification for a special school place. Not only is that unfair to the parents but more so is it unfair on the child and its future who you have the responsibility of supporting.

The Corporate Director – Children and Young People’s Service said that she recognised that the views which had been expressed were strongly held and

sincerely expressed, but that did not make them accurate. What was proposed was a system of special schools and main stream schools working together, it was not about net loss of opportunity, but was about extending opportunity. Other schools, including special schools, had expressed support for the proposals. She agreed that, as Catterick Garrison expanded, there would be need to make further provision for those living in the Garrison area, but that would be made in that area. Throughout the consultation period suggestions had been made that there would be no future provision for children with moderate learning difficulties within special schools. That was not, however, true and the number of places which it was proposed to provide made clear that provision was being made for some pupils with moderate learning difficulties who had high needs. Questions had also been raised about whether it was possible to combine provision for pupils with needs across the whole spectrum of SEN in one setting. The Director said she believed it was clear that that could be done, since there was a school in the County which had been doing that very successfully for many years. She stressed that children did not fall into clearly defined groups and children with differing needs fell across a very wide spectrum. She said that the consultation showed that the schools for severe learning difficulties were supportive of what was being proposed. In terms of managing the change, she stressed that phasing would be the key and the outcomes of the review were clear, that the Council would first provide the additional provision and would make sure that it was in place and working before making other changes. It had never been proposed that special schools, without help, would run a support network and a number of County Council's specialist support staff would also be involved in providing support.

Robert Dunning stressed that his statement relating to children with moderate learning difficulties had been drawn from the original consultation document. He referred to the Director's comments citing Brooklands school as a centre of excellence and remarked that the school only provided 39 places, yet the Director had suggested that other special schools with a relatively small number of places would not be appropriate.

In response, the Corporate Director – Children and Young People's Service said that she believed that very small schools faced additional challenges and that, therefore, it was not, in itself, desirable to have very small schools. On the other hand, the retention of Brooklands school was proposed in order to provide places for children with SEN locally, and a similar case was made for Welburn Hall. It was a matter of balancing the need for relatively local provision against the need for relatively large schools.

County Councillor John Weighell then opened the discussion to Executive Members and other Members of the Council.

County Councillor Robert Heseltine addressed the Executive, saying he had been involved with education and, in particular, provision for special educational

needs for some 20 years. He welcomed the general thrust of the proposals which, he believed, would deliver improvements in provision for pupils with SEN, and said he was pleased that the need for residential provision for pupils with SEN, in the west of the County, had been recognised. He said, however, that he believed that further thought needed to be given to the choice of specific sites for future schools.

A member of the public, having been given an opportunity to speak, questioned how many of the Councillors who would be voting on the proposals had children with special educational needs or had experience of children with such needs not being met in mainstream schools. She said that she believed the existing special schools were operating well and questioned the need to change provision. In response, County Councillor John Weighell stressed that it would be unusual if Councillors had not, at some stage, had concerns about progress of children's education, at some time, and said he believed that all Members would have relevant experience to bring to bear on the issue.

The Corporate Director – Children and Young People's Service said that she believed that there was a good deal of evidence to show that children with special educational needs who were placed in mainstream schools were pleased to be there. She recognised, however, that for some children the experience was not successful and reiterated her intention to re-double efforts to ensure that systems were in place so that all mainstream schools making provision would operate at the standards of the best. She stressed, however, that she was not saying that education in mainstream schools would be the only option and it was important to take a view on whether an individual child could cope. She stressed that the County Council could have no interest in providing an inappropriate solution.

Having been given leave to speak, a further member of the public asked how the County Council could say it was putting the needs of children at the heart of the process when it had targets to reduce the numbers of children said to have special educational needs. Although it had been claimed that parental choice would remain, the statementing processes had been changed to reduce the number of children directed to special schools and to enforce main stream placements.

In response the Corporate Director – Children and Young People's Service stressed that the local authority had not stopped the issue of statements, which continued to be issued, but the County Council had decided, some years ago, to delegate funds to mainstream schools so that many children could receive help sooner without recourse to a statement. The Council's spending on both delegated SEN resources and on statements had continued to rise, showing that investment in SEN and BESD continues to grow. The targets referred to were not drivers for the County Council's policy but they were expressions of good practice. The Authority sought to help children early and appropriately, rather

than waiting for the issue of a statement which would not, of itself, add value. There was no question of the numbers of statements being manipulated and the criteria for statements were clearly set out.

County Councillor Caroline Patmore proposed all the recommendations set out in the report, including that the views of the Young People's Overview and Scrutiny Committee be sought on the proposals, including the amended proposals. County Councillor John Watson seconded that proposal.

The Executive RESOLVED –

That the analysis of consultation responses to the Review of Provision for Pupils with Special Education Needs (SEN) or Behavioural, Emotional and Social Difficulties (BESD) be noted.

That the responses proposed to the key issues raised in consultation, namely:

(i) an increase of 30 places in the proposal to establish three new SEN special schools

(ii) a new option to develop a combined special school for BESD and Pupil Referral Unit in the west of the County

(iii) revised Monitoring and Accountability arrangements for schools over delegated resources for SEN and BESD

(iv) that further work be undertaken with the agencies planning the development of Catterick Garrison with a view to working up proposals to strengthen SEN/BESD services for the Garrison and Colburn at the appropriate time.  
be noted.

That the views of the Young People's Overview and Scrutiny Committee be sought on the proposals, including the amended proposals