Special Schools Cabinet Paper

Appendices 1 – 10

27th November 2018



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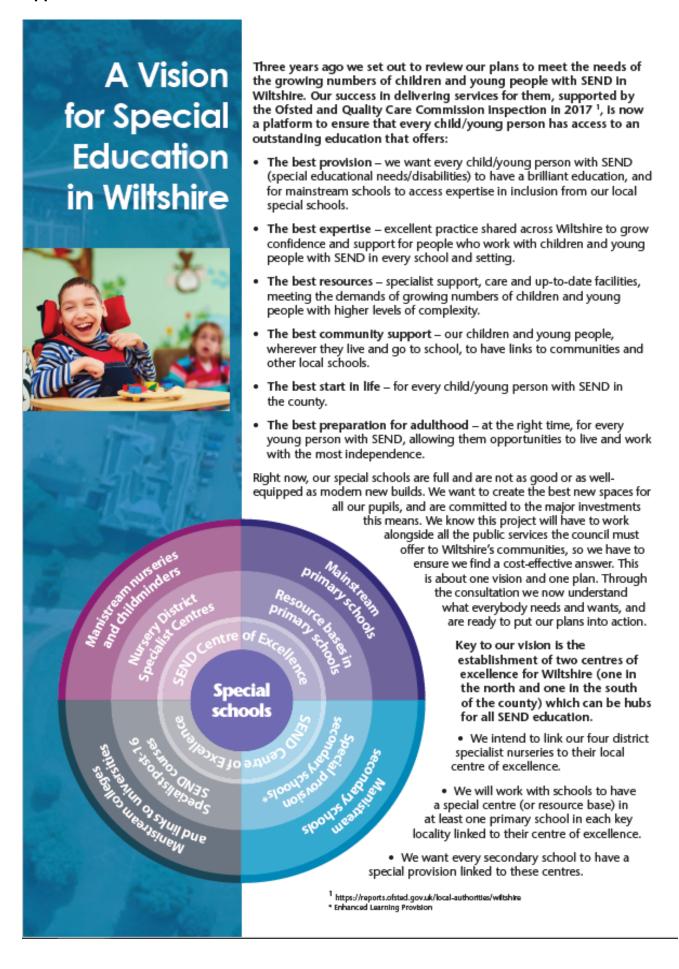
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This model will ensure that all children and young people with SEND will benefit from:

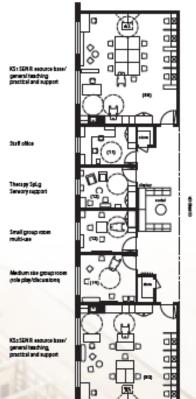
- Great teaching from a consistent, well trained, appropriately paid, caring, specialist and committed group of staff. They will be national leaders and experts in SEND because they can all be supported and trained together.
- Well-resourced environments with the right facilities: hydro-pools, sensory rooms, physiotherapy facilities, open outdoor space and close to communities.
- Access to enough high-quality support teams offering sensory therapy, physiotherapy, speech and language therapy, family and play therapy, care and support.
- Aspirational and transformative leadership that can lead the specialist provision, but also challenge and support practice across all our schools, nursery settings and colleges.
- Accessible and meaningful engagement with local communities. For example, our vision is to have cafés, community gardens and playing fields open to local residents.
- Travel time from home that feels appropriate and comparable for all children and young people with SEND across the county.
- Human scale², quality buildings³ meeting the need for safe, friendly, calm and engaging places.
- Inclusive engagement with all children and young people e.g. close
 to or linked to mainstream primary, secondary and post-16 provision,
 offering similar opportunities for life transitions, challenge and support
 e.g. changing schools, learning to use local facilities such as buses,
 leisure centres, shops, libraries and social facilities.

We believe we can achieve all this by extending some of the existing campuses as centres of excellence. We need to use sites that are on good road routes, geographically central to the home locations of children/young people with SEND and have space to expand.

How to make this happen

- One vision and one plan the best one for everyone.
- We will consult with stakeholders throughout the process.
- Over the next three years we will expand the appropriate campuses, and work with them to ensure the best expertise in staff is transferred from the other schools.
- We will appoint specialist leaders to work with all schools and special bases in mainstream to create a training and development plan.
- Work closely with district specialist nurseries to ensure every child gets a good start.
- We will build on the nationally recognised excellence in Wiltshire's post-16 approaches so that every young person with SEND can transition into adulthood in their community.⁴







⁴ https://www.gov.uk/government/speeches/education-secretary-makes-inaugural-speech-to-childrens-services-sector



² http://www.hse.org.uk/downloads/training/HumanScalebyDesignbyMikeDavies.pdf

³ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/276698/Building_ Builetin_102_dasigning_for_disabled_children_and_children_with_SEN.pdf

Appendix 2: Analysis of consultation feedback

1. Introduction

Wiltshire council has undertaken extensive research and has identified three potential options for the future provision of special schools. Over the last few months Wiltshire Council has conducted a special school consultation where they enquired of the public regarding the future of special school provision in Wiltshire. This consultation received over 915 responses from members of the public and allowed the participants to leave further comments at the end of the survey if they wished. Over 200 respondents opted to leave a further comment, where they discussed other factors they believe should be taken in to account for the future provision of special schools in Wiltshire. This report will be highlighting some common themes that have been raised during the consultation; it will also be looking at comments provided by the public submitted through a petition made on change.org.

2. The three options

The first potential option was to create one new school for pupils with special learning difficulties/ complex needs based in the Chippenham, Trowbridge or Devizes areas. Having just one special school for children and young people with SLD would benefit the children and their development, as there would be additional specialist staff in one place who are able to provide support to a wider range of needs. The second option is to develop two sites for special schools based in the same areas; by having two sites instead of one, children and young people might be more likely to feel they are part of the local community leaving them feeling more content in education which will positively impact their development. The third option is to develop three special school locations for pupils with SLD/complex needs in either the Chippenham, Trowbridge or Devizes areas. Having three locations for special schools will ensure that current relationships already built between children and young people in the area will remain, this gives the children a greater chance of continuing friendships outside and inside school.

3. **Findings**

The consultation showed 71% preferred a three school option. This option was to develop three special schools in the Chippenham, Trowbridge or Devizes areas. The consultation shows that 90% of respondents either lived in Chippenham, Trowbridge or Devizes. The respondents provided their own reasons as to why this option is the most suitable one: the comments made such as "the three schools already have links with their local communities: in this day and age this should be embraced and built upon" shows that it is felt of great importance to build and develop strong local community bonds, and fear that this may be negatively affected if children and young people had to travel long distances from their community to another area.

Only 12% of respondents thought that the first option to create one new school for all pupils with SLD/complex needs was the most suitable. Some of the recurring concerns that the public made in the consultation were around travel; having one school in Wiltshire would mean that children and young people attending this school would have to travel for longer periods of time, which would result in

their already long school day becoming even longer. Children and young people with SLD/ complex needs are likely to have increased levels of stress and anxiety and this could be amplified with longer travel times. Similarly, over 40 of the comments expressed apprehensions regarding the one school approach, citing stress and anxiety as an issue. An example of this is one comment made "Children with complex needs often suffer from anxiety, fear of large places, hate noisy environments and need the support of staff in a close and supporting environment. The suggestion of one school may sound financially acceptable but it will NOT meet the demands of these children and is more likely to increase their anxieties and lack of confidence." Which expresses how significant and disruptive a change like this could be to the children and young people's mental health. Based on the respondents' views it would be important to ensure that:

There are smaller spaces even if within a larger build

 There are specific arrangements made to ensure there are familiar faces with strong bonds between the staff and pupils, could help extend the students' education and social skills.

 That travel times are no greater and preferably shorter than currently experienced by students.

4. Location

Respondents were given the option of which one of the three locations they would prefer if the one school option was to be chosen. **The Devizes area had most votes**, this may be because of the three locations, Devizes is most central in Wiltshire meaning easier travel for the majority of people, and Devizes already currently already has the biggest special school (Rowdeford) meaning it would be less of a drastic change for these students. The map shows how centrally located Rowdeford is.

5. Important factors to consider

The last question before the comments section in the consultation was "How important to you are the following factors when considering the future provision of special schools in Wiltshire?" The factor that was deemed most important was for special schools to have highly experienced staff in a warm and caring atmosphere and this factor was chosen by 72% of participants. It is important for a school to have experienced and skilled staff who

Dursley

Malmesbury

Swindon

Malmesbury

Swindon

Malmesbury

Chippenham

Marlborough

Marlborough

Marlborough

Morth Wess

Downs AON

Bath

Melksham

Rowdeford

Devizes

Frome

Warminster

Andover

Amesbury

Cranborne

Chase AONB

Salisbury

Cranborne

Chase AONB

are able to provide support to a range children and young people with SLD/complete needs, a comment was made about the staff "Staff helped with my confidence, I gained confidence and prepared for work". This comment highlights the importance of having specialist staff because they are not only able to help the pupils develop educationally but also personally. The importance of personal development was clear because the second most voted for factor was that schools have access to facilities that teach young people to develop skills for adult life beyond schools and this received 70% of the votes. Some of the comments provided were

from both past and present pupils of some of the special schools and they shared their thoughts "I learnt to cook my own food and become more independent".

The comments and experiences of the pupils and former pupils of special schools show how appreciated current provision is.

6. Further comments

At the end of the questionnaire the respondents were given the option to leave any other comments about factors that should be taken into account. The most popular theme in these comments were around the location and facilities of schools and these comments ranged from both negative and positive comments around the location/facilities of schools. The feedback from the comments showed that Rowdeford school has a range of facilities including; grass and tarmac playgrounds; athletics track; woodland; outdoor learning and many other facilities that are highly valued and contribute to the development of these pupils. "Outdoor facilities for sport and gardening are of huge therapeutic importance. Rowdeford School has these, as well as care and teaching.". Other special schools such as St Nicholas and Larkrise have limited facilities compared to Rowdeford; comments do show that the most desired facility for schools is good outdoor facilities so that pupils can learn outside.

There is an expectation for the special schools to work with their pupils to expose them to wider experiences and further development. Comments have indicated that when students learn outside the classroom it can significantly impact on their attainment.

A summary of the most common themes can be found below:

Location and Facilities	Travel	Money	Mixed Designation	Importance of Therapies & wider experiences	Comments about needs of children other than SLD in the north	It is a bad idea	Support for one of our existing schools	Concerns about disruption to pupils	Direct support for one school
45	37	15	9	38	5	32	42	25	10

The consultation has proven to be a very effective platform to allow the public to share their thoughts, a lot of the public took the chance to comment further and this provided more detail around the factors they would like to see in relation to the future provision of special schools. Rowdeford school was mentioned 50 times in the comment section: both staff and pupils have gone to great lengths detailing the positive impacts the school has had on them.

Members of the public have also used the internet as a platform to share their thoughts and 'save Rowdeford Special School' via a petition created on change.org https://www.change.org/p/save-rowdeford-special-school this petition now has over 8300 signatures. This petition further reinforces the strength of the outdoor provision the school provides "Outdoor Learning is so



important to Rowdeford School because it opens doors to rewarding and sustainable futures in the community and workplaces for young people with special needs. Working outdoors helps students to learn more about themselves and grow in confidence".

In addition, Larkrise school also took forward a petition receiving 3,311 signatures with a focus on utilising a former adult centre to expand Larkrise school, with significant number of comments

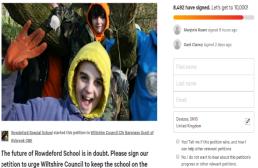
Linda Bell started this petition to <u>Counciller Graham Psyme</u>
ARNIE'S ARMY are asking for your help in signing this petition to help them obtain Ashton Street Adult Centre for LARKRISE SCHOOL, Trowbridge, Wiltshire.

The school is at threat of closure or merger with other schools which would cause significant upset and major disruption for the children who attend this Special Needs School. These children are already facing daily struggles, it is not fair for them to be forced to move schools and travel further afield. Ashton Street Adult Centre is a PURPOSE BUILT PROPERTY which is based just a few yards from their doorstep and is perfect to help expand (and save) this amazing school!



focusing on the good work of Larkrise school. "It's an amazing school that is needed for all the beautiful children with additional needs" and "I am supporting this cause to keep Larkrise School in Trowbridge open because my son attended the school from 2007 until 2015. It really is a special place and should be kept open for the sake of the children whose needs MUST be put first."

Save Rowdeford Special School



The public response has however, been somewhat hampered by some of the content of the petitions and media reporting which has led members of the public to believe that this is about removing and closing schools. Thus, many of the comments on both sites specifically pertain to not closing schools, for example "These children have many issues to deal with. The closure of this school would just add to their plight" and "Schools like this are so incredibly important it is a disgrace to consider closing it". This has not helped parent/carers and has led to unnecessary levels of worry and concern.

Further to this Wiltshire Council has also received 15 individual responses which expanded on the thoughts above. We are particularly grateful to these respondents who in a number of cases took considerable time and effort to give very detailed and well researched replies to the consultation. Each of these have been specifically shared with councillors and senior leaders to inform forward proposals.

7. Summary

To summarise, there has been an overwhelming response from the public both through the formal consultation led by Wiltshire Council and the more informal petitions led by two of the schools Rowdeford and Larkrise.

Some clear reflections arise from the consultation:

- This is matter which is of concern to many people in Wiltshire who want to ensure that children and young people with SEND in Wiltshire receive the best possible education
- There is strong support for keeping Rowdeford and Larkrise school, with the strongest being for Rowdeford
- There is acknowledgement that the priority is giving good support and preparation for adulthood over buildings and finances.
- That schools should be part of communities and have good facilities and resources
- That from public opinion and travel concerns the Rowde/Rowdeford location seems particularly important.

Finally, we would like to thank everyone who has taken to time to engage in the consultation through the surveys and petitions. It has been extremely helpful and given a clear appreciation of the priorities and issues that will continue to be at the forefront of future decision and proposals.

Appendix 3: Summary student voice

St Nicholas, Rowdeford and Larkrise School - 26 July 2018

1. Purpose of consultation: To seek student views of their school in the context of the review of special school provision in North Wiltshire.

2. Methodology and management information

Consultations took place with school councils from Larkrise, St. Nicholas and Rowdeford schools. 26 students attended three sessions and 22 actively took part. In addition, Rowdeford students submitted drawings, poems, and statements about their school. Staff from all three schools enabled children to access the discussions. For some, the concepts were difficult to grasp.

A brief introduction explained that more school places will be needed in Wiltshire in the future. The consultation was intended to understand what children like about school (what's important to retain), the communities they go to school in (how important are established community links), and the journeys they take to get there (is travelling problematic?).

3. Findings

3.1 School life

All students reported that they like their schools and could explain why. This included a wide range of responses including:

- Friends
- Small class sizes
- A family atmosphere
- Being outside and outside space
- Gardens, trees
- The animals (Rowdeford)
- Learning
- Trips to town (leisure centre, cafes, cinema, park) helps us to learn
- Outings (Longleat)
- Good, nice, caring teachers whom we know
- Buddy systems (that mean we feel cared for)
- A happy atmosphere
- Classrooms that are designed to help us learn
- Calm zones where we can go if we feel stressed out





- Coffee shop and the cake we can have there
- · Bubbles from the bubble machine
- Travelling by minibus
- Swimming

3.2 The community

Students could explain what they liked about the local town and their links with the community, which included:

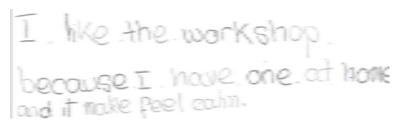
- Going to the leisure centre
- Going to the museum
- Training, such as travel training, safe places and stranger danger in the park and town, the cinema, cafes
- Trips e.g. to Longleat
- Walks
- · Being together

3.3 Travelling to school

Many of the children travelled to school by minibus or taxi. Almost all stated this as something they enjoyed – it was a sociable or relaxing time. One young person explained that his journey was almost two hours long each way but that he liked it as he got to spend time with friends. Another young person, with a similar journey length, expressed a wish for school to be closer to home as the journey was too long.

3.4 Space

For all children, space was important. Rowdeford students appreciated the space that they had and felt that this an important feature of their learning – to be able to use outdoor classrooms, engage with the animals, garden etc. Students at Larkrise expressed the need for more space to be able to do more learning, and some St Nicholas students expressed a preference for 'big schools' – perhaps because of their familiarity with Hardenhuish where they have sports day and do a variety of activities.

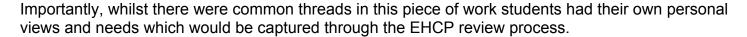




4. Conclusions

Overwhelmingly, students were happy at school. Relationships with friends and teachers seemed to be the most important feature, and what was described as a 'family atmosphere'. Whilst there did not seem to be any apprehension about growing schools to become larger, the focus on small class sizes was important, as was the need to know everybody.

Links with the community were a strength throughout as these offered informal, life-skill opportunities, as well as a sense of 'belonging'. Students at Rowdeford had a strong connection to the outdoors, with many references to the animals (and the relationships they had with them), space to take themselves off to if they felt stressed or under pressure, and alternative ways of learning. Larkrise and St. Nicholas touched upon a preference for larger schools but further, more specialist, consultation would be needed to understand what the benefits of larger schools are understood to be by the students, e.g. more space, more friends, more facilities.





Appendix 4: Consultation feedback from provider/other stakeholders

Headteacher

The council has received comments from the headteacher of a large special school (300+ pupils / 3 successive outstanding judgements) about running a successful large special school:

- I was not here when the school was 'born' so do not know how the LA reassured parents about the size. Certainly it does not seem to be an issue to parents who come to look round but I guess it has a proven track record now. I joined the school 4 years after it opened and it certainly was not an issue to parents even then. We have created a couple of quieter zones for pupils who find the hub bub of the main school too busy. We have The Haven which is a suite of rooms with its own door and is for 8 pupils who need calm and quiet. Most other parents like the fact that the atmosphere is happy and relaxed and the school does not seem big and daunting. They like that we have segregated play areas based on size of pupils and they also like that there is scope for lots of social interactions due to the size.
- With hindsight it would have been good to have established 3 such units across the school when it opened. It gives the chance to mix or the chance to stay in the quiet haven.
- I think there is a lot to be said for one big school it feels like a community and staff tend to stay as there are always opportunities to work in a different area of the school and lots of promotion opportunities without needing to move school.
- Parents also like that we have such a large group of staff with a huge spread of experience and expertise under the 1 roof...whatever problem they are having with their child there will be staff who have experience or expertise in that area.
- The general rule from the LA re transport seems to be no pupil should be on a transport for more than 50 mins either end of the day. I guess this is easy to achieve as we do have other specials schools spread across the county...
- We have many links with real life through our active learning approach and our social and life skills programme. Pupils are out and about all the time. We also have good links with mainstream schools and also have many visitors from the community. We run a community café for the local area too.

Consultant

Further comments are from a specialist SEND consultant who recently conducted a special school review in a SW unitary LA, and is ex-Headteacher of another large special school (400+ pupils / whole county on one site + post-16 site and link to a mainstream school / outstanding & good judgements). His experience means he is supportive of a single school covering a wide area, asserting that split site works too, and he would design pods of age-appropriate facilities on a single site for a large operation. He liked the idea of co-location with a primary school as with the Rowde village site. For community links, his view is you build your own wherever your special school is.

For his school, there had been issues around perceptions of size being in conflict with meeting needs, but he sees bigger schools as ways of putting money into classrooms as opposed to management. Journey times for pupils were 1hr15 maximum. He has led training

in Rowdeford and sees it as not dealing with straightforward Moderate Learning Difficulties (MLD) or pupils who should be in mainstream, but rather those with a degree of cognitive need to which is added the growth we know has impacted and will continue with ASD (Autistic Spectrum Disorder), ADHD (Attention Deficit Hyperactivity Disorder) and genetic disorders. Comments below from his review report reflect that, and are relevant to how the needs of Rowdeford pupils should be understood:

- ASC (Autism Spectrum Conditions) and SEMH were seen as the main areas of concern. There is also concern over the very
 complex medically vulnerable pupils that are arriving in schools. Premature birth is seen by Heads as a continuing cause for
 concern, as the needs of this ever-growing population in their schools cause significant challenges.
- Most children with EHCPs attend special schools "Special Schools are working with a cohort of children whose needs are more complex than a decade ago"
- All Head Teachers agreed that the term Moderate Learning Difficulties is a redundant terminology, when reflecting upon the complex needs of their population. ASC has grown significantly across all establishments.
- Capacity, Suitability and Complexity are the issues that keep occurring in almost all conversations.
- It is evidently clear that a single designation of MLD does not now exist.

Rowde Parish Council

Rowde Parish Council strongly supports the continuation of Rowdeford School and its educational provision for children with specialist communication needs. The village values the School, its students and staff. Students from Rowdeford School are often involved in local activities at the primary school, Rowde C of E Primary Academy; at St. Matthew's Church for church services and supporting local events such as the Annual Flower, Vegetable and Handicraft Show. This local integration would be lost if one large Special school is created for the whole of the north of the County. With footpaths surrounding Rowdeford School, students are able to access the countryside and walk to the local café, the Rowdey Cow, for example. There is a huge benefit for the students from the school being sited where it is.

Rowde prides itself on being an inclusive community which supports and provides for children and adults with learning difficulties. In addition to Rowdeford School, Rowde is home to a residential complex for adults with learning difficulties and physical needs. HfT (Home Farm Trust) is located in Furlong Close, off Marsh Lane in Rowde. Members of the whole community are integrated and living together in a unique environment. Many local people are employed at Rowdeford School: teaching staff; teaching assistants; office staff; cleaning staff and groundsmen. Local businesses rent the space outside of school hours. Judo lessons take place there, dog training lessons, and many fund-raising events. It would be a huge loss to the community if Rowdeford School was to close.

The Parish Council understands that there is plenty of space on the site of Rowdeford School to create greater capacity for more pupils. It would be supportive of any applications to increase classroom space on the site.

Appendix 5: Land Survey Summary

Site	Site size	Site Capacity ¹	Planning summary from Pre-applications	Capital cost	Comments
Land at and adjacent to Rowdeford School	Up to 6.35 hectares	350 + pupils	Expansion of the existing school by constructing new additional facilities on the agricultural field to the north, integrated with the facilities at the existing school site will be likely to require highway improvements in the vicinity of the access, subject to a Transport Assessment but a sensitively designed scheme would enable a continuation of a viable use for the existing listed building and would be in line with the recently published NPPF guidance	Circa £27m (for 350)	Would need to use adjacent land, otherwise limited to a very small expansion. Max 20 pupils. The field is large enough to accommodate a site out of the flood zone, and the existing tree belt and new buildings between it and the listed building protect the setting of the latter.
Adjacent Rowde Primary School ²	Up to 5.38 hectares	350 + pupils	Site has some constraints (open countryside) but good for transport links. Better opportunity to provide school.	Circa £27m (for 350)	Existing school adjoining. Centrally located in County and close to existing SEN provision. Location of school <i>might</i> unlock further Council owned land for development or for future expansion.
Larkrise / Ashton St, Trowbridge	1.24+0.87= 2.11 hectares	229 max pupils, realistically 200	Not tested with planners – Ashton St likely to require change of use. Both sites would be needed to meet minimum DfE standards. Brown field site costs would also need to be added to estimated cost.	Circa £20m	Split site for SEN provision. No opportunity for creative solutions with developers. Over use of narrow access.
Wyke Road, Hilperton (Trowbridge)	2.27 hectares	250 pupils	Access to the site is limited, due to tight access. There is a plan to develop land immediately behind the site and adjoining the Hilperton bypass, but this is a few years away and on land not owned by Wiltshire Council. There is a well-used pedestrian path across the land, the status of which is unclear. Concerns over	Circa £21m	Opportunity for future capital sale for housing purposes, in conjunction with neighbouring land owner. Not currently on capital programme. No opportunity for creative solutions with developers.

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¹ NB: DfE requirement is minimum 1.15 hectare plus 0.0042 hectares per pupil Build cost £3,500 psm, with base area of 1,250 sqm plus 18 spm per pupil. £63,000 per place

² Please note rows marked in green are sites that planners recommended are likely through the pre-app process to get planning permission

			access would limit options, alternate use for		
			residential being proposed as part of larger scheme.		
Manor Farm,	Up to 6.3	350 +	Currently subject to tenancy and vacant possession	Circa	Not declared surplus.
West Ashton	hectares	pupils	not immediately available. Planning consideration -	£27m	Not currently on capital programme.
(Trowbridge)			remote countryside, and other issues, meaning there		Alternate long term (5+ years) use for
			would be likely to be an objection in principle.		residential.
Land south of	3.72	350 +	Land adjacent the south-eastern boundary likely to be	Circa	Land identified for future disposal
Abbeyfield	hectares	pupils	required for future highways improvements.	£27m	(residential purposes) with the capital
School,			Previously identified as potentially suitable for		receipt earmarked to pay North Wilts
Chippenham			residential / employment development.		schools PFI liability. Alternative funding
			No other constraints as far as we are aware.		source for PFI would need to be found.
			Planners comment is favourable; some design		Frontage needed for road
			considerations, but there is a wider consideration		improvements.
			about secondary education provision for the area.		
Land north of	2.67	350 +	Currently subject to tenancy and vacant possession	Circa	May have residential development
Abbeyfield	hectares	pupils	not immediately available.	£27m	potential after highway infrastructure
School,			No other constraints as far as we are aware.		improvements (Chippenham Futures).
Chippenham			Planners comment is favourable; some design		Access road for future development
			considerations, but there is a wider consideration		may be required.
			about secondary education provision for the area		
			Highway works required to facilitate new access.		
Land at Forest	8.70	350+	Several constraints (open countryside, larger part	Circa	The site is not considered deliverable
Farm No.2,	hectares	pupils	within flood zone, inadequate highway and transport,	£27m	due to infrastructure and planning
Woodrow Road,			proximity to listed buildings).		issues.
Melksham					
Land R/O	49.7	N/A	A significant part of this site is subject to long leases	N/A	Site unavailable and not therefore
Melksham Oak	hectares.		to Melksham Oak School, Melksham Town FC and		considered to be deliverable.
Community			Melksham RFC. A sale has been agreed for the		
School,			former Woolmore Farm buildings (fronting Bath		
Melksham			Road). The remainder predominantly comprises		
			recently designated Public Open Space.		

Appendix 6: Details of Unsuitable Sites

Possible sites	Why not this site
Larkrise / Ashton St, Trowbridge	DfE recommendations bring Larkrise's capacity down significantly (26 pupils with current guidance for the building, and guidance on ground area would rule out the site) and the adjacent Ashton St site on its own is also too small. The only central Trowbridge solution would be to use both Larkrise and Ashton St sites but these have disadvantages: Split site with one site lacking significant capacity; No greenfield space Issues with the logistics of a construction project concurrent with the operation of the school; Congested access through residential streets for a school growing larger; Additional cost associated with demolition and brownfield site; Opportunity costs with income from the sale of Ashton St already built into council budgets; Close to Somerset (as with Chippenham and the M4); Lack of future-proofing opportunity. Not the most central location
Wyke Road, Hilperton (Trowbridge)	 Significant planning concerns (see table above) Not the most central
Manor Farm, West Ashton (Trowbridge)	Unlikely to achieve planning
Land south of Abbeyfield School, Chippenham	 A good option if used as part of multi-school option, but too far north as a one school option Potentially difficult to access due to congested traffic Over 2 miles from town centre
Land north of Abbeyfield School, Chippenham	 A good option if used as part of multi-school option, but too far north as a one school option Potentially difficult to access due to congested traffic Distance from town centre
Land at Forest Farm No.2, Woodrow Road, Melksham	 While a more central location, planning is unlikely to be agreed particularly in relation to highways – see table above Melksham could offer a two-site solution with clear proximity to Trowbridge and Chippenham

	 The distance between Melksham and Rowdeford (approx. 5.5 miles) would make sharing staff between the 2 sites very difficult and would, therefore, cost more in revenue. Essentially they would operate as two separate schools rather than one across split sites As the sites would be apart there would not be the scale of efficiencies for travel costs as a Rowdeford/Rowde split option
	 There will be issues around increasing transport in a congested traffic area
Land R/O Melksham	 While a more central location, and benefitting from close proximity to a secondary school recent developments would
Oak Community	no longer make this land available. There would also potentially be concerns regarding congested traffic.
School, Melksham	The issues above would also apply.

Site considerations

- Currently³ 67% of pupils who attend St Nicholas do not live in Chippenham
- 58% of pupils who attend Larkrise do not live in Trowbridge
- Of all pupils who attend special schools 25% live in Chippenham, Devizes/Rowde and Trowbridge 75% live in other villages and towns
- 30% of pupils in Specials schools come from village as oppose to town locations.

Anticipated growth

By SEN Designation	in Wiltshi	Current Placements in Wiltshire Special schools (5 – 16yrs)		2yrs (2019) 5yrs (2022)		9yrs (2026)					
	Current places North	Current places South	North	South	All new	North	South	All new	North	South	All new
ASD	111		4	9	13	24	22	46	50	40	90
SEMH	68		2	3	5	10	9	19	21	17	38
Complex	279	82	4	8	12	23	20	43	48	37	86
Sensory			0	1	1	2	1	3	3	3	6
All	458	82	11	20	31	58	52	111	123	97	220

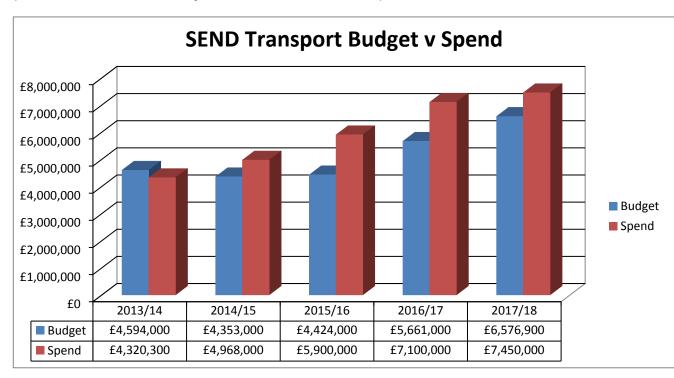
³ September 2018

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Appendix 7: Transport analysis

Background

Transport for SEND is managed as part of the integrated Passenger Transport Unit (PTU) in Highways & Transport. Spend in this area is well documented and has been increasing year on year, due to the demand being placed upon the service and a lack of appropriate provision within the county boundaries which this report addresses.



As part of the review of SEND School provision, staff within the PTU were asked to consider the implications for transport based upon some new sites, and changes to provision at existing sites.

Out of County Provision

There are currently 142⁴ pupils receiving transport to schools outside of Wiltshire. The annual cost of this provision is around £1.145m and serves 40 different school sites. 22 of these transport arrangements are carried out by the parent/s of the child, where a personal transport budget is paid. These costs will grow unless action is taken to build capacity in Wiltshire's special schools system.

Rowde Area

In order to redesign the transport network to a new school in Rowde a number of assumptions / observations have been made:

⁴ Exclusive of Hearing Impaired, mainstream schools and Post 16 Provision, but inclusive of all out of county special schools

- There could be an overall increase in the number of wheelchair accessible vehicles required, if the merger of pupils from two different school types had to be catered for.
- There would be a possible increase in travel time for some pupils and a balancing reduction in travel time for others, e.g. if you lived in Malmesbury and were previously attending St Nicholas School, your travel time could increase. However, if you lived in Devizes and were attending Larkrise School, your travel time would be reduced.
- This can be managed by re-examining routes especially for the few pupils travelling from outlying areas.
- There is still work to be completed around which pupils can travel with each other, which may increase the overall number of vehicles required
- There are 37 vehicles required at an average cost of around £140 per vehicle per day
- The average vehicle occupancy is 6 passengers

Growth

There would be expected to be a growth of 48 additional pupils requiring transport to a new Rowde area-based School. For this exercise, it is assumed that all 48 pupils would start at the same time, but in reality, there is more likely to be a phased introduction, which would increase costs sooner.

We have assumed that the 47 vehicles allotted to the new School in Rowde at an average cost of £26.6k per annum will still be in use. The average vehicle occupancy is 6 passengers, so if there were an additional 48 pupils requiring transport, then a further 8 vehicles would be required at a total annual cost of around £213k, which is around £4.5k per passenger per annum.

The average cost for a pupil with complex needs/SLD to go to and Independent school (most of which are out of county) is £12k per passenger.

General Points

When predicting the cost for growth it is difficult, with any real degree of certainty, to be wholly accurate. Transport is most cost effective when utilising multiple passengers in as large a vehicle as is reasonable. Growth will not come from one particular geographical area all at the same time and cost will be driven very much on where pupils live, along with their specific needs. On that basis the figures for growth could be significantly different. Cost regarding passenger transport assistants and where pupils' families are given direct payments to transport their children to school are not included here. Final savings or additional costs will also need to factor this in. Currently significant numbers of passenger assistants are used to support children because of the diversity of routes as well as due to behavioural/medical issues. Whilst from a transport perspective we cannot speculate on the need for passenger assistants for behavioural/medical needs, reducing the diversity of routes from multiple sites to a single location would create savings in the number of passenger assistants required. Currently every passenger assistant costs on average £6k.

Consideration must be given to the access and egress of any new sites proposed, or additional capacity at any of the current schools. The current sites are simply not able to cope with any real increase in demand upon vehicles accessing them. For existing sites to remain and accept the growth, with perhaps the exception of Rowdeford, it is almost impossible to see how the sites would cope. For any new builds, or new sites, consideration must be made at the planning stage to cater for transport.

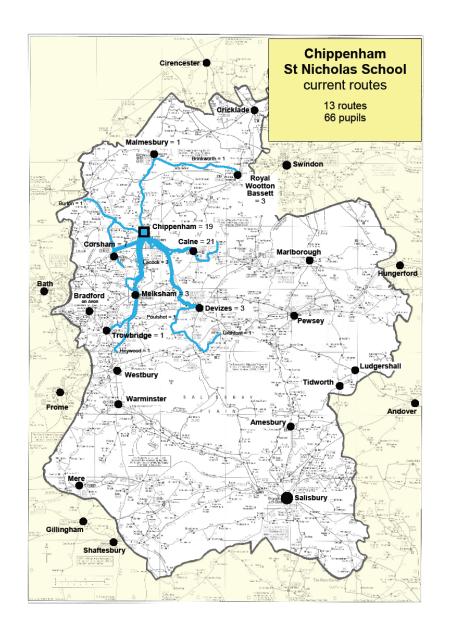
Summary Table for the three northern SLD/Complex needs arrangements

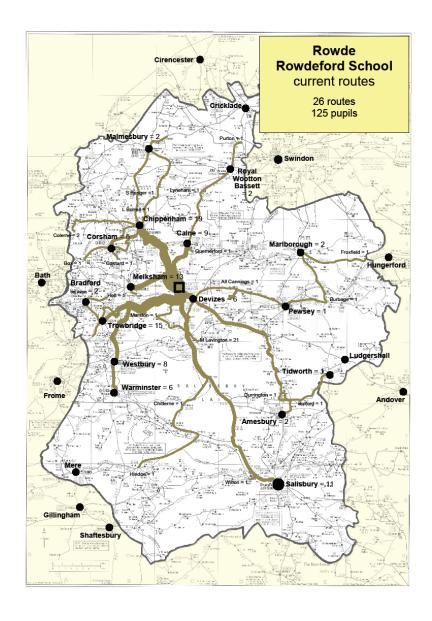
Establishment	Current transport cost⁵	Cost of transport with additional 70 pupils
3 Existing schools with current pupils – Rowdeford, St Nicholas and Larkrise	£1,238,000	£1,546,000
NEW central location Rowde/Rowdeford with current pupils	£990,200	£1,237,000
Existing schools with ISS		£1,863,000

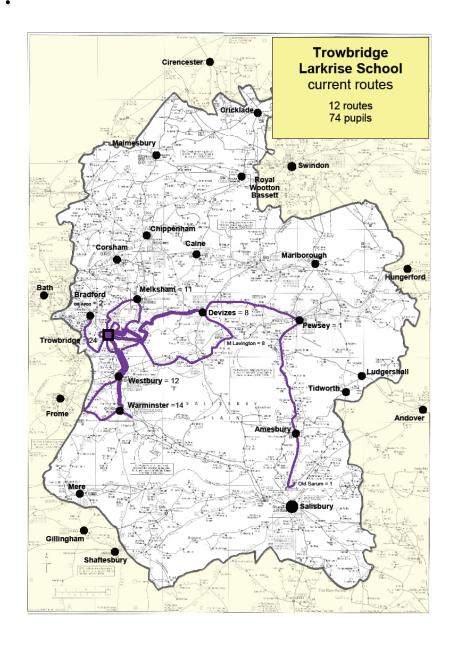
An indicative picture of where children live, see the maps below for the wider picture	Trowbridge	Chippenham	Melksham	Devizes
Out of county	47	17	6	11
Wiltshire Council special school	90	60	31	39
Home educated	12	1	6	5
Further education	36	46	28	29
Mainstream school	154	103	80	80
Resource base in mainstream primary	37	23	20	25
Enhanced Learning mainstream secondary	45	32	21	20

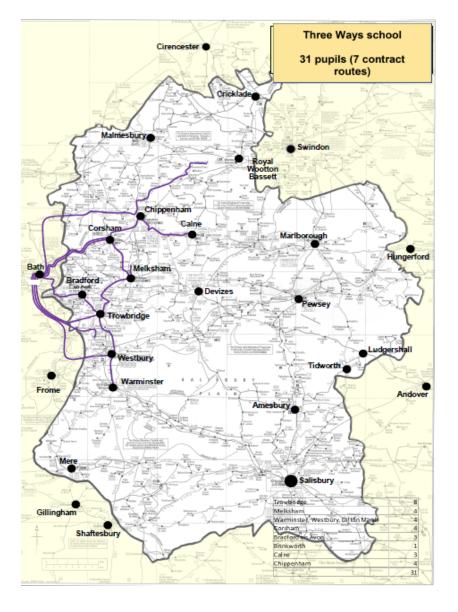
⁵ As of May 2018

Appendix 8: Where Children Live









Travel times

Below are some indicative travel times for key towns in question. Further assessment will be don as part of the following consultation for other locations.

Melksham

• For children in and around Melksham our special schools the distance to a campus at Rowdeford is not dissimilar to travelling to Chippenham or Larkrise. The time for travel from Melksham to Rowde is 12mins (AA route planner). The journey time Chippenham to Melksham is roughly 18mins and Trowbridge to Melksham 14mins (AA route planner). However, a significant advantage of Rowde is not having to arrive via busy rush hour town traffic.

Chippenham

• For children already going to Rowdeford there will be minimal change, there may be improvements based on the transport system being streamlined as all the pupils are coming to one site. For those pupils currently attending St Nicholas it is expected that journey times may be greater, however as several of our parent/carers noted, (one who is also a passenger assistant), the travel time is in fact quite high for pupils even when they live locally as the bus makes it way round the town picking up pupils. The shortest time on the journey is the distance between the last pick up and arriving at school. The journey time Chippenham to Rowde is roughly 18mins (AA route planner), which is well within the 45 minutes guidance time.

Trowbridge

• For children already going to Rowdeford there will be minimal change, there may be improvements based on the transport system being streamlined as all the pupils are coming to one site. For those pupils currently attending Larkrise it is expected that journey times may be greater, however as several of our parent/carers noted, (one who is also a passenger assistant), the travel time is in fact quite high for pupils even when they live locally as the bus makes it way around the town and villages picking up pupils. The shortest time on the journey is the distance between the last pick up and arriving at school. The journey time Trowbridge to Rowde is roughly 22mins (AA route planner), which is well within the 45 minutes guidance time.

Devizes and Rowde

For children already going to Rowdeford there will be minimal change, there may be improvements based on the transport system being streamlined as all the pupils are coming to one site. For those pupils currently attending Larkrise or St Nicholas it is expected that journey times should be significantly shorter. The journey time Chippenham to Rowde is roughly 18mins and Trowbridge to Rowde 22mins (AA route planner), while Devizes to Rowde is 8mins.

Appendix 9: Statutory Guidance for Closures (The Five-Stage Process) and Openings (specification and procurement)

Closures

Guidance sets out a 5-stage process involving: consultation; publication; representation; decision; implementation. The first of those is what has been completed at this stage and is seen as informal or pre-statutory. The second and next stage now, would be the publication of a statutory notice proposing closures and explaining proposals for future provision, initiating the third, with representations made by statutory consultees to the LA about the proposals in the notice. At the fourth stage, probably at the March cabinet meeting, there could be a local decision to determine the matter, and finally implementation would be a matter for the LA working with the provider for the new school to which staff and pupils would transfer.

Stage 1: Consultation

Guidance confirms that where a LA carries out a preliminary (informal/ stage one) consultation to consider a range of options for a possible reorganisation (as described in this report), it would not be regarded as a statutory consultation as set out in legislation. The statutory consultation (referred to as representation in the guidance) would subsequently need to cover the specific opening or closure proposal of the school in question.

How the stage one consultation is carried out is not prescribed in regulations and it is for the proposer (in this case Wiltshire Council) to determine the nature of the consultation and its length (a minimum of six weeks as delivered in this case is recommended). It is best practice for consultations to be carried out in term time to allow the maximum number of people to respond. That is what was done in this case, the details of the process and its outcomes being set out in appendix 1 & 2.

Stage 2: Publication

This is specifically the next stage, forming the recommendation for cabinet to approve publication of statutory notices for closure and opening of schools. Detailed requirements apply to the publication of the notice, with specifications for the range of consultees (stage 3) and the information which must be contained. This is the information whose publication the cabinet is asked to authorise, to set out its policy for these schools. In this case and subject to approval, there would be two related proposals in the notice – substantially for the school closures and a cross reference to the parallel proposal for a new school.

Requirements relevant to this case for what is to be published in the notice include matters such as those detailed above and comprising:

• Contact details - The name and contact address of the local authority publishing the proposals and the name, address and category of the schools it is proposed that should be discontinued (and opened).

- *Implementation* The date on which it is proposed to close the school or, where it is proposed that the closure be implemented in stages, the dates of and information about each stage.
- Reason for closure A statement explaining the reason why closure of the school is considered necessary.
- *Pupil numbers and admissions* The numbers (distinguishing between compulsory and non-compulsory school age pupils), age range, sex, and special educational needs of pupils for whom provision is currently made at the schools.
- Displaced pupils A statement and supporting evidence about the need for school places in the area including whether there is sufficient capacity to accommodate displaced pupils. Details of the schools or further education colleges at which pupils at the school to be discontinued will be offered places, including;
 - o any interim arrangements;
 - the provision that is to be made for those pupils who receive educational provision recognised by the local authority as reserved for children with special educational needs; and
 - o in the case of special schools, the alternative provision made by local authorities other than the local authority which maintains the school.

Details of any other measures proposed to be taken to increase the number of school or further education college places available in consequence of the proposed discontinuance.

- Impact on the community A statement and supporting evidence about the impact on the community of the closure of the school
 and any measures proposed to mitigate any adverse impact.
- Sixth form provision Where the school proposed to be discontinued provides sixth form education, the effect for 16 to 19 year olds in the area that the closure will have in respect of;
 - their educational or training achievements;
 - o their participation in education or training; and
 - o the range of educational or training opportunities available to them.
- Special educational needs provision Where existing provision that is recognised by the local authority as reserved for pupils with special educational needs is being discontinued, a statement as to how the local authority believes the proposals are likely to lead to improvements in the standard, quality and/or range of the educational provision for these children.
- *Travel* Details of length and journeys to alternative provision. The proposed arrangements for travel of displaced pupils to other schools including how the proposed arrangements will mitigate against increased car use.

Stage 3: Representation

This stage provides the opportunity for statutory consultees and others to make representations to be taken into consideration on the decision-making process. Consultees in this case are as follows:

- The registered parents of registered pupils at the schools;
- the parish councils where the schools that are the subjects to the proposal are situated;

- any LA which maintains an EHC plan or statement of special educational needs in respect of a registered pupil at the schools.
- the governing bodies;
- pupils at the schools;
- the trustees of the schools (if any);
- · teachers and other staff at the schools;
- any LA likely to be affected by the proposal, in particular neighbouring authorities where there may be significant cross-border movement of pupils;
- the governing bodies, teachers and other staff of any other school that may be affected;
- parents of any pupils at other schools who may be affected by the proposal including where appropriate families of pupils at primary schools;
- any trade unions who represent staff at the school; and representatives of any trade union of staff at other schools who may be affected by the proposal;
- MPs whose constituencies include the schools which the subjects of the proposal or whose constituents are likely to be affected by the proposal; and
- any other interested organisation / person that the proposer thinks appropriate.

Stage 4: Decision

In this case proposed school closures would be related to a proposal for opening a new school. The final determination would be made by the Schools Adjudicator, following a decision taken by the local authority in the light of statutory consultation. The LA at that stage may decide to adopt, adapt or reject the proposal which was subject to stage 4 representations

Stage 5: Implementation

The LA is required to implement the decision of the adjudicator, who may in turn adopt, adapt or reject the LA's submission.

Opening a New School

New schools must by law be academies. The process involves LA consultation (non-statutory) to develop a specification for the school, which is then put out to competition in a process by which the LA identifies a preferred provider or sponsor to be recommended to the secretary of state for decision. The current report proposes undertaking that process. DfE guidance states:

Before launching the competition, local authorities should decide how they will consult on the proposed new school and with whom (e.g. potential providers, other local schools, academies, the wider community, religious organisations/ institutions including diocese and any others affected by the proposals). In conducting their consultation, local authorities should be clear about the type (e.g. mainstream,

faith, special educational needs, pupil referral unit, alternative provision), age range, gender and capacity of the free school they wish to see established, the expected cost and the date by which it is expected to open. Feedback gathered through consultation can be used to help formulate and finalise the local authority's specification for a new school...The above consultation should take place before publication of the specification of the new free school. This is not the formal statutory consultation which sponsors are required to undertake...

In the light of this the following recommendations for non-statutory consultation in the Autumn term are made:

Consultees:

- Parents and pupils at Wiltshire special schools and resource bases
- o Wiltshire parents with SEND children placed elsewhere
- o Parents of children who are electively home educated
- Wiltshire Parent and Carer Council
- o All Wiltshire schools, Wiltshire College and other post-16 providers
- o Multi-Academy Trusts operating in Wiltshire
- o Clinical Commissioning Group
- Recognised trade unions
- o MPs, appropriate Area Boards and Parish Councils
- Neighbouring Local Authorities
- Diocesan authorities
- o Regional Schools Commissioner
- o Charities representing SEND interests such as SCOPE, National Autistic Society.

• Specification subject to consultation:

- A special school for pupils with learning disabilities, whose primary needs are PMLD, SLD, MLD, Complex Learning Needs, with elements of ASD, SEMH, ADHD and other secondary factors
- o Located in the premises of Rowdeford School with additional capacity in a new-built adjacent site
- Age-range 3-16, Co-educational
- o Capacity 350
- o Cost £16m net
- o Opening Date 1 September 2023

Appendix 10: Financial assessment

Central Government do not provide specific funding for Special School Provision. The options available to the local authority are therefore limited and there will be a revenue budget cost implication on any decision to invest.

Progressing with the financial implications of the new school/s will involve:

- Creation of a Council capital budget from borrowing over 40 years
- Exploring funding opportunities outside the council's revenue budget
- An annual cost of repayment of the principal and interest to the revenue budget
- · A capital receipt from the sale of the existing buildings
- The cost avoidance of independent special school places in the High Needs Block of the DSG
- The cost avoidance of transport costs in the council's revenue budget
- An application made in parallel to the DFE Wave 13 Free schools Capital Funding Programme for an ASD special school in Salisbury.

Budget Templates Submitted by the three Special Schools

All maintained schools are required to submit their forecast budgets for the ensuing 3 years to the Local Authority. The budgeting software enables schools to project their financial position for the next 5 years to provide longer-term financial planning. The data provided from the three special schools are detailed below.

		In Yea	r Surplus/	Deficit			Cumula	tive Surplu	us/Deficit	
School Name	2018-19	2019-20	2020-21	2021-22	2022-23	2018-19	2019-20	2020-21	2021-22	2022-23
Rowdeford	0.042	-0.073	-0.124	-0.185	-0.235	0.117	0.044	-0.080	-0.265	-0.500
St. Nicholas	-0.054	-0.190	-0.249	-0.297	-0.342	0.007	-0.182	-0.431	-0.729	-1.071
Larkrise	-0.047	-0.010	-0.031	-0.081	-0.126	0.061	0.051	0.019	-0.062	-0.188
TOTAL	-0.060	-0.273	-0.404	-0.564	-0.703	0.185	-0.088	-0.492	-1.056	-1.759

The financial situation of the three schools indicates that they are struggling to be financially viable and sustainability is challenging under the current arrangements.

Capital cost associated with the new build school

The new school would need to be built to accommodate the existing places currently at both St Nicholas and Larkrise Schools, including the element of overcrowding at both schools, plus an additional 48 growth places, as set out in para 3.i.

School	Funded Places	Actual Pupils
St Nicholas	75	78
Larkrise	86	95
Rowdeford	138	131
Additional Places to 2026	48	48
Total Places required	347	352

Of the 220 extra places required by 2026 (see table above – anticipated growth appendix 6), it is anticipated that 20 of these pupils would be accommodated at the existing Rowdeford campus. The requirement therefore would be for an additional 200 places in a new build school in order to accommodate future growth (c.50 more pupils) together with the existing shortfall of places.

Wiltshire Council's property team has confirmed the figures as being representative, and due to the time factors have proposed that the new school build cost should be estimated at £19 – 20m.

Dedicated Schools Grant (DSG) Implications

Without the increase in places, there is a high probability that all the new pupils will be placed in Independent Special School (ISS). Due to the sparsity of Wiltshire, coupled with the overall shortage of ISS places locally, it is most likely that most of these placements would be residential at an average cost of £0.065 million.

ISS (educational placements) are funded from High Needs Block and savings will accrue to the DSG budget. The DSG budget is a ringfenced grant specifically for schools and other education related costs. There is current and forecast significant financial pressure on the High Needs block both nationally and locally and the cost avoidance will benefit both the schools and local authority DSG position. This is because of the likelihood of an overall DSG deficit representing a pressure on the authority's general fund. There is a significant cost differential between pupils being placed in our Wiltshire Special Schools and ISS. The cost differential has been calculated as follows:

ISS Place per annum		£65,000
Wiltshire place per annum	£10,000	

Wiltshire Top-Up per annum (average)	£11,300	
Total Wiltshire Place per annum		£21,300
Differential		£43,700

The cost avoidance per additional placement would equate to an average of £43,700 (p/a recurrent) per pupil placed into an ISS.

Profiling of the additional growth in the North of the County for SLD / Complex Needs, based upon changes in demography and in incidence, would suggest an increase in pupil numbers incrementally between 4 and 7 per annum between 2018 and 2026, with an additional demand for 48 Extra Places by 2026. If pupils were placed in ISS rather than our maintained schools, the cost would increase incrementally to an annual cost of £2.1M in 2026 and a cumulative cost of £9.4M between 2018 and 2026.

Revenue Implications

Any loan secured by the Local Authority would be raised through the Public Works Loan Board (PWLB). Indicative interest rates for a build of this size and type is calculated over 40 years at a rate of 2.6%. The cost of both the principal and interest together with transport costs avoided detailed below would accrue to the council's revenue budget.

The table below summarises the options, costs and costs avoided: In total 19 main permutations were considered looking at 1, 2 and 3 site arrangements. Each one of these also had a variety of specific interpretations. Below are the three main approaches which meet the key requirements.

Option	Capital cost	to	Annual Cost of Revenue Repayment	Places	Annual Cost of 50 ISS Places Avoided	Transport
One School (all on one site) Close all three schools and open one school on one site. Close three and open one on existing site (150 + 200 Rowdeford campus)	Income Sale of 3 sites: £5m Cost £19 - 20m Income Sale of 2 sites:	N/A	£1.377m £0970m	50	£2.1m £2.1m	Cost Potential reduction of up to £247k annually Time Both increases & decreases, but highly dependent on where the school is placed. To be appropriate it should be a central location
One school (split site)	£3m Cost £19 - 20m	Yes	£0970m	50	£2.1m	Cost Potential reduction of up to £247k annually

Keeping Rowdeford (150 pupils) and extending on to land by Rowde Primary school (200 pupils)	Income Sale of 2 sites -£3m					Time Both increases & decreases, but limited need to drive through congested towns.
Three schools with executive management Chippenham (new build - 110 pupils) Trowbridge (new build - 110 pupils) Rowdeford (as is)	Cost £24m Income Sale of 1 site - £1-2m	Yes	£1.224m	50	£2.1m	Cost No change in cost except for growth which applies to all options Time Similar to current dependent on sites
Two schools with executive management Chippenham (new Build – 175 pupils) Trowbridge (new build – 175 pupils)	Cost £34.6m Income Sale of 3 sites - £5m	Yes	£1.765m	50	£2.1m	Cost Potential reduction of ~£100k annually Time Moderate increase for centrally-based pupils & some concern about driving through Chippenham

How costs and size of build are arrived at?

The DfE gives guidance for the amount of space that should be made available for schools building^[1]. These allocations are greater for Special schools than mainstream schools, and are largest for non-ambulant children and young people.

This includes guidance regarding how much outside space should be available. We have used this to identify potential sites.

Each school, and in some cases annex, is expected to have a certain amount of communal or shared space for offices, staff rooms, toilets etc. This costs around £5m for each new school. In addition, there is a per pupil amount of around 18sqm. A figure of circa £65,000 per place has been given as a guide through recent benchmarking led by the Local Government Association. Thus, an as an example:

Forecast project cost to build a new 200 place special school inclusive of fees and a 12% contingency sum allowance, would arrive at a cost of £19,012,000.00 + VAT. (VAT is recoverable)

This cost is based on a school with a gross internal floor area of 4,850 sqm at a project cost of £3,500/sqm which is slightly higher than the rate expected for a non-specialist school (typically circa £3,150/sqm) to reflect the more specialist building specification that is likely to be required.

^[1] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/485223/BB104.pdf

200 place complex special school is $(1250 + 18 \times 200) = 4850$ sq. m x £3,500 = £16,975,000 + 12% contingency = £19.0m.

Further to this additional costs should be anticipated if:

- Brown field sites are used e.g. Ashton St.
- Where access is difficult or not currently in place or there is poor provision for vehicular access
- Where additional resources are required. The DfE identifies a moderate amount for such things as hydro-pools, sensory rooms etc. but acknowledges that most schools would also need to draw on additional resources to have everything. Thus, where we are considering more than one site the costs would also rise to support duplicated facilities.
- Difficult ground where contaminants become apparent following site investigation works.
- · Archaeology of significance is identified
- The availability of infrastructure services (power, water, drainage, gas, telecoms) and the proximity of them to the site is further or more complex than is normally expected.

The sale costs of existing school sites are provisional. These figures have only been estimated at this time. Therefore, the figures noted here are rough starting estimates for the sake of comparing alternatives. Once proposals are finalised, further work would be needed to identify actual working projections.

Please refer also to the financial comment in the body of the Cabinet Report.