

TITLE	Provision for Special Education Needs and Disabilities, including potential options for Addington School Expansion
FOR CONSIDERATION BY	The Executive on Thursday, 31 January 2019
WARD	None Specific
DIRECTOR	Director of Children's Services – Carol Cammiss Deputy Chief Executive – Graham Ebers
LEAD MEMBER	Executive Member for Children's Services - Pauline Helliard-Symons

PURPOSE OF REPORT (INC STRATEGIC OUTCOMES)

To set out current arrangements for the education of children and young people aged 0-25 with Special Educational Needs and Disabilities (SEND), to outline options for addressing current and future pressures and to secure approval for a scheme to create 50 additional Special School places.

RECOMMENDATION

That Executive approves:

- 1) a scheme for the expansion of Addington School, with an estimated Capital cost of £4,400,000, set out as Option 1B below, subject to planning permission and other statutory consents being granted, and
- 2) the development of further proposals, including a new Special Free School for children with Autism and Social Emotional and Mental Health difficulties, improved accommodation for Foundry College and measures to support the retention of children in mainstream schools, including support for schools and sustainable arrangements for special education needs Resource Bases. Executive is asked to note that these schemes will be the subject of a further report or reports in 2019.
- 3) That subject to approval of recommendation 1, that the Director of Customer Services and Localities is requested through the Local Plan Update to consider amending the boundary of the SULV to exclude the land in the curtilage of Addington School.

EXECUTIVE SUMMARY

The Council has a statutory duty to provide appropriate education for children with special education needs. This can be provided in mainstream maintained and academy or free schools and in special schools. Special schools can be state funded (maintained or academy / free schools) or independent special schools.

This report sets out:

- the overall need for special school places,
- how this need is changing, and

- how the identified options can help provide an improved service, with efficiencies that lead to service delivery within available resources.

Under current arrangements, the Council educates 60% of children and young people requiring special school education in the borough. However, 133 children (40% of children and young people requiring special school place) are educated outside of Wokingham Borough, half of these in expensive independent or non-maintained special schools. The associated cost of transporting these children and young people outside of Wokingham Borough places additional financial pressure on the Council.

The proportion of Wokingham Borough's children and young people requiring education in special schools and colleges has increased at a rate of 5% per annum since 2015. At the same time, the 0 to 25 population (and in particular the number of young adolescents of statutory secondary school age) is projected to grow. These two factors combined will lead to a significant increase in the number of children needing special school places in the next five years (an additional 125 place growth requirement by 2023).

There is therefore an identified need within Wokingham Borough for additional support for children with Special Educational Needs and Disabilities (SEND). Insufficient local capacity and the consequent use of high cost out of borough provision, has led to a High Needs Block projected deficit for 18/19 of £2.3 million. This overspend will potentially increase in 19/20 as the numbers of children requiring an SEN placement is set to rise. The report identifies an additional pressure for 190 places for children with special educational need will be required by 2023, to mitigate growth (125 places) and provide a local alternative to high cost, out of borough provision (65 places).

There are various options that the Council could take to address this deficit including:

- to increase inclusion (education in mainstream schools), through improved support provision and
- to provide local high quality but better value facilities to replace high cost placements over time.

One identified option to deal with the lack of capacity is for the expansion of Addington School. This paper explores the options around the expansion of Addington School and highlights key considerations prior to any proposals being finalised.

1 BACKGROUND

- 1.1 Wokingham Borough Council has a duty to make suitable arrangements for the education of children and young people aged 0 to 25 with Special Education Needs and Disabilities (SEND)¹, where needs cannot be met by the schools they attend, using that schools own resources. The needs of individual children and young people may be met within mainstream schools and colleges by providing additional support, or through a place being provided within a special school or college. Children and young people with exceptionally high needs will be issued with an Education Health and Care Plan (EHCP), setting out the services they will receive and the school or college they will attend.
- 1.2 The High Needs funding system supports provision for children with SEND. Through this, central government makes a High Needs Block allocation to each local authority as part of the Dedicated School Grant (DSG). The High Needs Block is not ring-fenced and local authorities can decide to spend more or less of the total funding allocation.
- 1.3 Funding for Special Schools is provided through Core funding (or place funding) at a rate of £10,000 per agreed place (£6,000 plus formulaic pupil funding for resource bases). The Core funding rate is agreed by central government and (for Academy / Free Schools) administered through the Department for Education (DFE) Education and Skills Funding Agency (or ESFA). Core funding is not controllable and is allocated directly to the commissioned school. The local authority will supplement core funding by utilising unallocated High Needs Block funding as 'Top-up' funding to schools to support children. This occurs when the cost of providing education either (for special schools or resource bases) exceeds the normal Core funding each school receives per pupil or (for mainstream schools) additional support costs exceed £6,000 per child or young person. A child's home local authority pays top-up funding.
- 1.4 Existing provision is not sufficient to meet the needs of children with SEND locally. Meeting the needs of children currently requires the use of special schools outside Wokingham Borough, including independent and non-maintained special schools. The High Needs Block budget is projected to be in deficit by £2.3m in 2018/19.

2 EXISTING PROVISION IN WBC

- 2.1 There are currently two state funded special schools within Wokingham Borough: Addington School, Woodley and Northern House School Wokingham in Wokingham Town.
- 2.2 Addington School provides services for up to 206 children with a focus on Autism and Learning Disabilities. The school is rated as outstanding by Ofsted. Currently over 80% of the places are taken by Wokingham Borough children and young people.

1 The Children and Families Act 2014.

- 2.3 Northern House provides services for up to 72 children with a focus on Social, Emotional and Mental Health difficulties. Currently around 50% of the places are taken by Wokingham Borough children and young people. The school has recently been judged “Inadequate” in a recent Ofsted inspection. Discussions are ongoing with the Northern House Trust and the DfE concerning how the issues identified by Ofsted can be addressed.
- 2.4 Seven primary schools and one secondary school have designated Resource Bases for children and young people with special education needs and disabilities. The Resource Bases provide support within mainstream schools, so allowing a child to continue to be educated within this environment rather than within a special school. Resources Bases currently cover the following areas (number of schools in brackets):
- Hearing Impairment (1 infant, 1 junior),
 - Autism Spectrum Disorders (1 infant, 1 junior, 1 secondary),
 - Physical Disabilities (2 primary), and
 - Speech Language and Communication Needs (1 primary).
- 2.5 The secondary Autism Spectrum Disorder (ASD) base is growing year on year towards 25 children. Of the 78 primary Resource Base places, only 49 are taken, reflecting changing needs since the provision was planned. The ASD Resource Bases in particular, are oversubscribed though.

3 BUSINESS CASE (Including Options and Evidence of Need)

Existing needs

- 3.1 There are 867 Wokingham Borough children and young people holding EHCPs. The most significant needs of children resident in Wokingham Borough are:
- Autism Spectrum Disorder (ASD) (342 individuals / 39%),
 - Social Emotional and Mental Health (SEMH) (156 individuals / 18%), and
 - Learning Disabilities (LD) (217 individuals / 24%).
- 3.2 Just under 40% (339) of EHCPs are issued for special schools. Of these, 133 are for special schools outside of the borough; 68 for state funded schools (local authority maintained and Academy / Free Schools) and 65 for independent or non-maintained special schools and colleges. In terms of cost, the latter are markedly more expensive, in part reflecting the additional services and support offered by these schools. They also require high cost home to school transport.

Cost of meeting existing needs

- 3.3 The cost of supporting all current children and young people in Wokingham Borough with SEND is £18,000,000 per year. Over recent years, the pressure on the High Needs Block has increased. This reflects the increased size of the cohort and the number of children placed in special schools (particularly independent and non-maintained special schools). These placements are often outside of the borough, and the Council is required to meet the home to school transport costs. Transport costs of children with SEND are higher than for children in mainstream schools, reflecting the longer journeys and lower vehicle occupancy rates.

- 3.4 The cost of a child's education varies markedly according to the degree of support required and spend is skewed towards children with high costs:
- 3.5 Costs per child can be over £250,000 per year
- 50% (£6.1M) of the top up budget supports just 10% (87) of all children and young people with Education Health and Care Plans, and
 - 20% (£2.5M) of top up funding supports just 2% (17) of these children and young people.
 - £12M top up budget
- 3.6 Independent and non-maintained special schools and specialist post 16 colleges are the most expensive forms of provision. The average cost of an independent special school / non-maintained special school is £67K per place compared to £25K (£10K place and £15K top up funding) for state funded (Maintained and Academy / Free Schools). Although they only educate 7% (65) of all children and young people with EHCPs, they account for 36% (£4.3M) of top up spend.
- 3.7 Budget deficits for 2018/19 are projected to be:
- £2.3M for the High Needs Block (including a £500K deficit for 2017/18),
 - Currently £300K for the Home to School Transport Budget, but this may increase to as much as £600k, largely because of increasing special school transport requirements.

Future needs

- 3.8 The overall number of children living in the Council's area primarily determines the number of children with SEND. However, although the number of special school places is largely determined by the number of children with SEND living in the borough, the type of need held by individual children and the ability of mainstream schools to make suitable provision also significantly affects it.
- 3.9 The overall number of children and young people with an EHCP (and the predecessor "statement of special education needs") has grown since 2015 from 730 to 866 in 2018. This growth largely reflects the extension of the age range of EHCPs to 25.
- 3.10 Although the number of children of statutory school age with EHCPs has remained constant, the number of children in this age range holding EHCPs attending Special Schools has increased from 219 to 273, a 5% per annum increase (based on the estimated 0 to 25 population in 2015 and 2018). Conversely the number of children of this age range holding EHCPs for mainstream schools has fallen. The number of young people aged 16+ holding EHCPs for special schools and colleges has also increased from 55 to 65, again a 5% increase per annum.
- 3.11 Within this general increase in the number of children placed in special schools, some specific needs have shown significant growth since 2015, particularly:
- Autism Spectrum Disorder (up 24, with strong growth in the primary phase),
 - Social Emotional and Mental Health (up 15, with strong growth in the secondary sector) and
 - Learning Disabilities (up 18, with strong growth in the primary sector).

- 3.12 Currently (2018) the 339 children and young people attending special schools and colleges constitute 0.66% of the 0 to 25 population. By 2023, at the current rate of change this would increase to 0.86% of the 0 to 25 population.
- 3.13 Over this period the 0 to 25 population is expected to grow from 51,400 to 52,736 (ONS 2016 base population projection²). Combining the population increase and the rate of growth in the proportion of children in special schools, the number of children in special schools would increase from 339 to 464 by 2023 (125 additional places).
- 3.14 Currently (2018), 68 places are provided in Independent / Non-maintained special schools. Since these are the most expensive (and are almost all provided some distance from the borough) any plan to achieve efficiencies to better match spend and available resources must include proposals to create high quality, better value alternative provision in or close to Wokingham Borough. These places would be available for future children needing special school places; very few children would transfer from a successful independent special school place. This points to a target need for 193 places (68 plus 125), to ensure that all Wokingham Borough's Special School needs could be met in a state funded school or college. This would lead to a significant increase in costs, and therefore points to a multi-faceted approach, to slow or reverse the trend towards an increasing proportion of the child population being placed in special schools and, where Special School Education is required, to ensure it is provided in high quality schools in or near to Wokingham Borough.

4 OPTIONS TO MEET FUTURE NEEDS:

Option1: Do nothing

- 4.1 This would mean accepting the current £2.3m deficit (High Needs Block), much of the £600k home to school transport deficit (General Fund). It is likely this deficit will increase in line with the projected increases in special school places, placing further financial pressure on the Council.
- 4.2 Any deficit in the High Needs Block will create additional pressure to the General Fund, as although High Needs Block deficits can roll forward the spend has a negative impact on cash flow, in effect limiting the potential General Fund spend programme. The Secretary of State for Education has refused a request to fund part of the deficit from the DSG Schools Block, which will in time mean that the spend may have to be funded from the Council's core budgets.
- 4.3 Under revised DSG guidance for 2019/20, the DfE have indicated that Local Authorities will have to provide details of plans in place to address any deficit experienced.

Option 2: Support for mainstream schools

- 4.4 Providing support for children to continue their education in mainstream schools provides the benefit of keeping that child within their community.

² SNPP Z1: 2016-based subnational population projections, local authorities in England, mid-2016 to mid-2041 Source: Office of National Statistics

- 4.5 The increasing proportion of children and young people educated in special schools points to a need to review the support provided to mainstream schools. Support could be through better-targeted and improved education supporting health services (occupational and physio therapies in particular), targeted use of exceptional special education needs funds and EHCPs.
- 4.6 The effective use of Resource Bases would provide a local alternative to higher cost special school places. Although a small proportion of overall need, they can help the borough meet needs within available resources since the costs per place are considerably lower. However, as noted above the number of funded places and the support offered needs to be adjusted to match current needs.
- 4.7 A review of Resource bases has been initiated by Children's Services. Prioritising the realignment of provision would assist in containing future budget pressures.
- 4.8 Creating additional Resource Bases could assist Wokingham borough mainstream schools retain a higher proportion of children and young people with special education needs and disabilities. WBC could explore the potential of increased provision and better targeted resource bases.
- 4.9 A further action to support mainstream schools could be expanding use of both existing special schools and Foundry College as centres of excellence for inclusive practice. They could provide support to teachers within the mainstream school environment or through temporarily teaching the child at an alternative location for a period. Foundry College could also offer an enhanced "turn around" service of short-term places for children to enable them to return to mainstream schools.
- 4.10 However, two forces work against this option. Firstly, mainstream schools are under severe financial pressure, but at the same time need to maintain their headline academic results. Their ability to provide additional services for children with higher and more complex levels of SEND is therefore constrained and special school education becomes relatively more attractive. Secondly, independent special schools are attractive to parents, because they are able to offer impressive facilities and wide ranging support services, even though these may go beyond the support children and young people need to meet their needs.

Option 3: Expansion of local special school provision

- 4.11 High quality local special school places (particularly in the borough) would bring a number of advantages. Firstly, they would minimise the journey time for children and young people between home and school. Since there are fewer special schools, they are often located significantly over an hour's journey away from the child's home and the journey can be a source of stress for children. Secondly, because of the journey time, children and young people are less able to make use of community provision (both universal and specialist) in the borough. Thirdly, using a multiplicity of schools works against partnership working with Wokingham Borough agencies (such as services for children with additional needs). Fourthly, it could help minimise the number of residential places required, which in turn would lead to children receiving more support from their families and consistency of approach and support over 52 weeks, rather than the 38 / 14 weeks split that results from full term provision.

- 4.12 As noted above, out of borough provision (particularly independent and non-maintained special schools) is markedly more expensive per place than in-borough state funded places. This comes from the variance of £42K per year between the costs of state funded and independent provision (£67K independent / £25K state funded) and reduced home to school transport costs (£5K per child for in borough transport and £10K per child for out of borough transport).
- 4.13 Four potential schemes to improve local provision have been identified:
- A new special school for children with Autism and Social Emotional and Mental Health difficulties (90+ places),
 - The expansion of Addington School (50 places),
 - Improvement works to and expansion of existing Resource Bases,
 - Foundry College improvements.
- 4.14 An expression of interest for a **Special Free School** has been submitted as part of the DfE Special Free School programme. While any successful application will attract Capital funding from the DfE, any development will require significant commitment from the Council. It is important therefore, that we are confident that any proposal will achieve positive outcomes for local residents and value for money, before any further announcements are made. The limited government funding pot means that there is a very low likelihood of success (30 schemes only will be successful nationally).
- 4.15 The **expansion of Addington** School is an attractive option for parents, given its outstanding rating. In response to the number of children whose parents have expressed a preference to attend Addington School, the school head has expressed an interest in expanding the schools capacity. The suitability of this is considered later in this report.
- 4.16 **Improvements to resources** bases (Wescott Infant School in particular) can help the units to retain some of the higher need children in the borough.
- 4.17 **Foundry College**, although a Pupil Referral Unit and not a special school, has a markedly high proportion of its roll having special education needs, including children and young people with EHCPs. The school has the potential to offer an enhanced service (it already provides behaviour support services) that would help retain a higher proportion of children and young people with challenging behaviour on mainstream rolls.

Continued use of special schools out of borough (options 2 and 3)

- 4.18 Notwithstanding support for mainstream school and any expansion of special school provision in borough, there will remain cases where a child's needs cannot be met locally, requiring the use of independent and non-maintained special schools.

5 OPTIONS APPRAISAL

- 5.1 Option 1: Do nothing is not recommended. There is no good reason to think the trend towards increased use of special schools will reverse without other intervention. Parents support these schools and resource constraints work against

mainstream schools improving their offer. This will inevitably have a significant detrimental impact on the Council's wider plans.

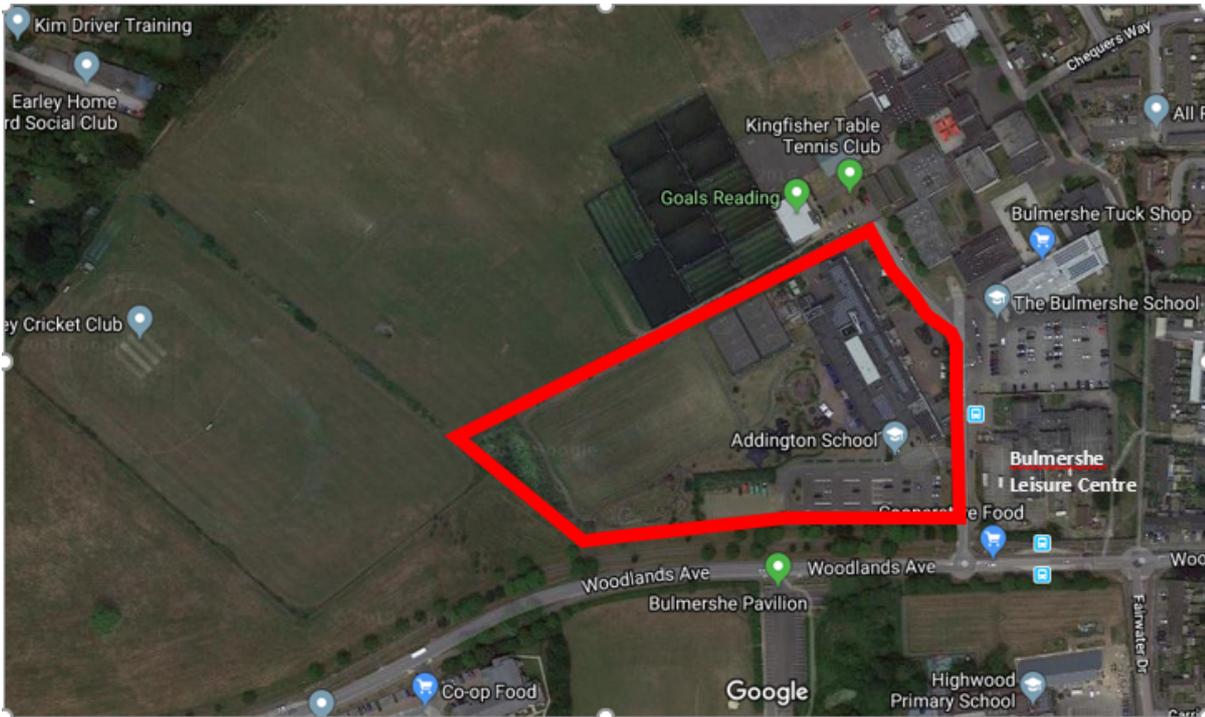
- 5.2 As can be seen the range and scale of current and projected need is such that it is not considered practical to look for one solution to local needs. Even the new special school bid to DfE could not meet all needs and (noting the low probability of success) could not be delivered for a number of years. The only option that can generate additional capacity in the short term (by 2020) is the expansion of Addington School, supplemented by a range of measures to improve support for mainstream schools.
- 5.3 Therefore, Options 2: Support for mainstream schools and Option 3: Expansion of local special school provision should be actively pursued. While Option 2 has the advantage that it requires little direct investment and can be implemented on a quicker timetable, it is unlikely that these measures alone will reverse the special education provision trend back towards inclusion.
- 5.4 Option 3 has been explored further below:

6 ADDINGTON SCHOOL EXPANSION

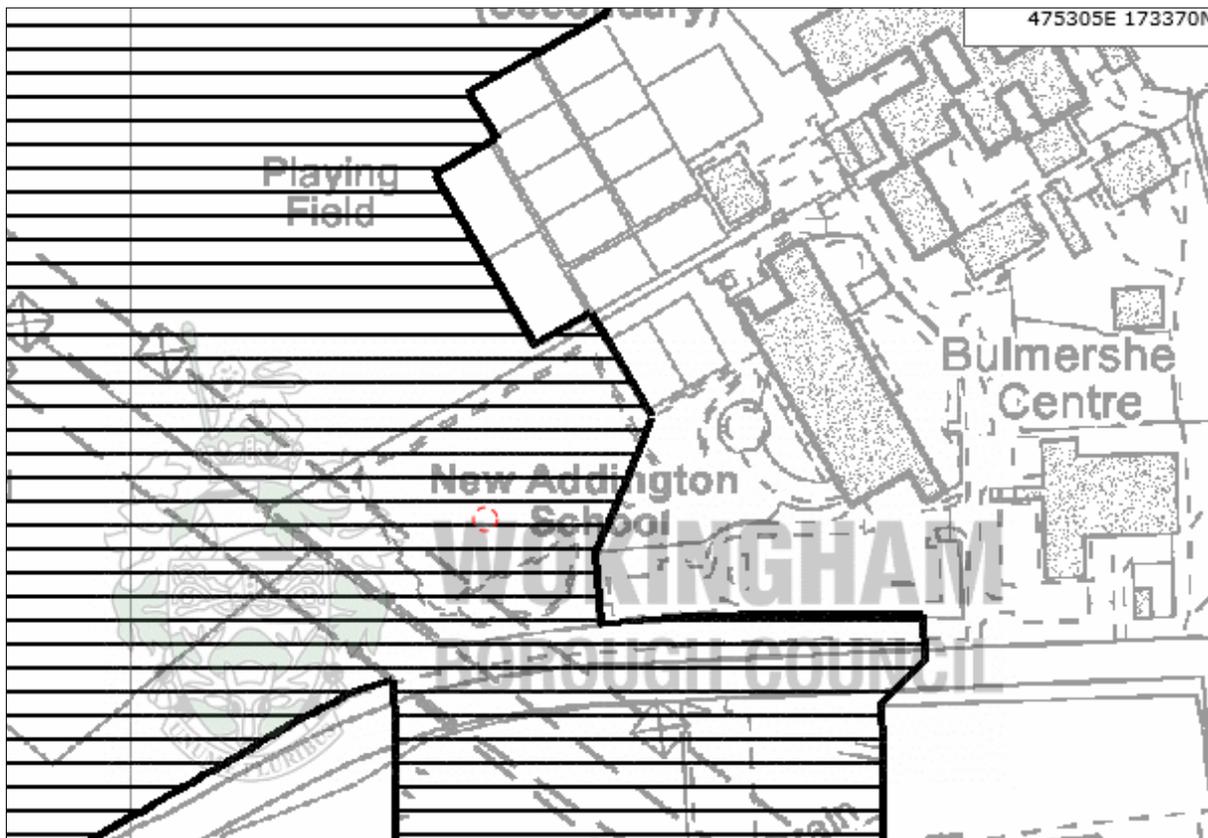
- 6.1 As referenced above, Addington School has expressed an interest in expanding the schools capacity. The school supports children with autism and learning disabilities and therefore serves an area of need where there is insufficient local capacity. The number of children requiring special school places is also projected to increase significantly.
- 6.2 The comparative capital costs of the proposal is set out in Appendix 1. The cost of placing further young people at Addington School is estimated to be between £35k and £42k per person (above the current Addington School average of £25K per child), compared to £67k in the independent sector, a difference in the order of £25k per child.

Planning constraints and opportunities

- 6.3 The expansion of Addington School to provide an additional 50 places requires the following onsite components:
- A single storey teaching block, including a small dining hall, totalling 900m².
 - Adequate physical education and recreational facilities to be maintained.
 - Sufficient car parking to meet the needs of additional staff.
- 6.4 The proposed expansion will result in seven additional full time teachers and 26 support staff (who have a Full Time Equivalent (FTE) value of 18.5) or a collective FTE increase of 25.5 staff.
- 6.5 The aerial photo below shows the school site and the surrounding area (see also "Appendix 2: site issues" below")



- 6.6 Addington School is located predominantly within the Woodley settlement area. The western part of the site currently used for sport and recreation, and the land beyond, lie within an area designated as a Site of Urban Landscape Value (SULV), where development is restricted. This creates a significant issue for the expansion of the school because the proposal could be in conflict with the Council's adopted Planning Policy.
- 6.7 Planning Policy TB22 states that planning permission will only be granted for development proposals within or affecting SULV where they demonstrate that they:
- Retain and enhance the special landscape features and qualities that make the site valuable to the character, townscape and urban form,
 - Minimise the visual impact of the development site on the Sites of Urban Landscape Value and
 - Protect, manage and enhance the sites' capacity for informal recreation
- 6.8 The construction of new school buildings and ancillary works within the SULV would be contrary to Policy TB22. It is also know through past development proposals that building within the SULV is locally sensitive. A map showing the boundary of the SULV is shown below.



6.9 In addition to the SULV, traffic and parking are known local issues. Planning policy would expect arrangements to accommodate the full increase in parking required by the additional staff and children.

Options for expansion

6.10 A number of options to expand Addington School have been explored; all of them contain significant challenges. An explanation on each of the key options is provided on each below.

6.11 Option 1 expand on site:

- 1a Build outside the existing Addington School site on the adjoining Bulmershe School sports pitches which are inside the SULV (Least Cost £3.51m).
- 1b Build inside the existing Addington School site, placing new buildings on the existing car park and ball courts (which are outside the SULV), relocating these to the part of the school site within the SULV (£4.4m).
- 1c Build inside the existing Addington School site, placing new buildings on the existing ball courts (which are outside the SULV). New, additional car parking would be provided in a multi-storey car park on an existing car park area between Bulmershe School and the Bulmershe Leisure Centre (which is also outside the SULV) This is the most expensive option at £6.7m, or £8.5m with car parking and the ball court behind the SULV boundary.

Option 2 Create new provision off site.

- 6.12 Options 1a and 1b would be contrary to planning policy as a result of building works occurring on the protected SULV. Following engagement with the Council's planning specialists, Option 1a would not be supported as it would result in the loss of playing pitches outside the existing Addington School site, in the most open part of the SULV. Significant objection from residents would be anticipated. The proposal would likely receive an objection from Sports England due to the loss of playing field. Option 1b whilst also technically contrary to planning policy, would limit building to the existing school site, with the main building elements being outside the SULV. Planning specialists advise that this option is viewed as less sensitive and capable of support on balance as, whilst building would occur within the SULV, it would be on an area which does not visually form part of the wider open area, and the main building elements would be on the part of the school site outside the SULV. This position would need to be tested through community engagement prior to progressing to a planning application.
- 6.13 The SULV protects land from development in order to provide amenity space for residents. A small part of the SULV area is within the curtilage of Addington School and therefore access is restricted. If Option 1b is progressed it would be appropriate to seek to normalise this situation by moving the SULV boundary to be the curtilage of the existing school to reflect the current situation. It is therefore recommended that this change is considered within the on-going Local Plan Update.
- 6.14 Option 1c avoids the need to building within the SULV and therefore complies with this aspect of planning policy. Meeting the car parking requirements would however require the construction of a new two-storey car park (ground plus one storey) on the site of the current parking. This increases the cost of the project to £6.7m, and would extend the delivery programme. Temporary car parking would be required during the 30-week construction period, possibly within the SULV. Planning specialists advise that, provided suitable arrangements can be made to manage parking arrangements, there are not significant hurdles to granting permission. A three storey car park (ground plus two floors) would allow the ball courts to be located on part of the current car park area, minimising any impact on the SULV, at a cost of £8.5m.
- 6.15 Proposals for an additional floor on the main Addington School building and an underground car park have not been developed as options because of the prohibitive expense and unacceptable disruption involved.
- 6.16 Option 2, the creation of new provision off site (which might be a satellite to Addington School) avoids the challenges associated with the existing school site. The creation of a satellite campus has been discussed with the school head. Concerns were expressed regarding the practical difficulties of providing teaching and management across sites.
- 6.17 It is therefore intended that option 1b will be developed as the favoured scheme.

Delivery programme

- 6.18 Subject to planning permission and budget allocation, extended provision at Addington School could be delivered for the beginning of the 2020/21 school year, helping to contain future budget pressures. The related works under Option 1C may be delivered over a longer period, with temporary arrangements made for the

initial period. Delivery by 2019/20 is not considered to be achievable. Firstly, Planning Permission would need to be obtained before places could be offered to children and young people in the normal special school place allocation round in February 2019. Otherwise there would be a risk that any places made available in 2019/20 would be taken by ad hoc allocations from the wider Thames Valley area after the main allocation round. At this point there is no realistic path to planning permission by February 2019. It is known that any development here could be controversial, generating significant local concerns over traffic volume and the impact on the SULV. The final scheme design would therefore reflect the results of the community involvement exercise that would follow if it were agreed that this scheme should proceed further. Community involvement must occur before the planning application is made, so there is now insufficient time to complete this exercise, make the application and for the Development Management team to comply with their statutory requirements to enable the application to be presented to the February Planning Committee. Secondly, the works order could not be placed until planning permission was awarded, without the Council taking a very high financial risk. On the basis that this risk could not be justified, there would be insufficient time after the March committee for the completion of sufficient works to enable the new accommodation to open in September 2019.

Managing admissions to protect Wokingham interests

- 6.19 There is a clear interest for the Council to protect any investment for additional special school places for Wokingham Borough residents. Whilst desirable, special education admissions law works against this by not allowing places to be reserved in the event that places that are not taken by Wokingham Borough residents. Parents in other local authority areas can ask that Addington School be named in their child's EHCPs and where places are available their local authority can only refuse this if they have good reason. Although the Council could object to this, the objection would only be sustained if there were very good grounds.
- 6.20 Phased commissioning of places over a number of years (e.g. 3 years), within the new building, would be explored with Addington School as a way of ensuring the highest number Wokingham Borough resident children and young people can be offered places at the school.
- 6.21 Currently 171 out of 206 students on roll at Addington School are from Wokingham Borough (over 80%). The calculations that underpin this business case indicate that even with 60% from Wokingham Borough, there is still a good case for the investment (at 70% the savings are modelled to exceed capital costs within 6 years).

7 CONCLUSION

- 7.1 This report highlights the significant financial pressure, created by the increased demand to the High Needs Block. The Council's Executive is asked to note the content of the report and endorse the preferred solutions to address the financial deficit and need for addition SEND education provision in the borough, in particular through the Addington School expansion scheme. There is a £2.3m projected deficit within the HNB and a growing shortfall within the home to school transport budget. Failure to address existing demand will result in additional financial pressure to the General Fund in future years.

7.2 If Executive agrees to proceed with the Addington scheme, public consultation will follow, including meeting key local stakeholders (local members, Woodley and Earley Town Council representatives and the local committee established to oversee the SULV). It is anticipated, subject to any unforeseen circumstances, that the scheme would be delivered by September 2020/21.

FINANCIAL IMPLICATIONS OF THE RECOMMENDATION

The Council faces severe financial challenges over the coming years as a result of the austerity measures implemented by the Government and subsequent reductions to public sector funding. It is estimated that Wokingham Borough Council will be required to make budget reductions in excess of £20m over the next three years and all Executive decisions should be made in this context.

	How much will it Cost/ (Save)	Is there sufficient funding – if not quantify the Shortfall	Revenue or Capital?
Current Financial Year (Year 1) (2018/19)	£0 £100k	Yes Yes	Revenue Capital
Next Financial Year (Year 2) (2019/20)	£0 £2m	Yes No £2m	Revenue Capital
Following Financial Year (Year 3) (2020/21)	(£113K) £2.4m	Yes No £2.4m	Revenue Capital

Other Financial Information

Revenue costs will be met from the High Needs Block Dedicated School Grant. The savings shown are against alternative special school costs for future anticipated placements. This does not generate a saving against current High Needs Block spend, but represents a reduction on the level of spend increase anticipated by more cost effective delivery for demographic growth and an increasing proportion of children and young people placed in Special Schools. The costs involved however remain a further pressure on an already over-subscribed High Needs Block budget, and without wider action will increase the deficit.

If WBC has to borrow the money, rather than use capital grant, (currently at 3% for longer-term loans) the Council needs to find a revenue source to pay back the loan. It is understood that this cannot be funded from DSG. The expected payback period (the point at which revenue savings exceed capital costs) has been modelled for a six year period, using reasonable assumptions. This is set out in Appendix 3: Return on Investment.

Stakeholder Considerations and Consultation

There are particular sensitivities for the Addington School expansion because of the school's location next to the Bulmershe Leisure Centre (currently being rebuilt) and the Bulmershe secondary schools.

Congestion associated with school run traffic also has an impact on the local highways network and this is important to local community stakeholders.

The emerging Borough Plan creates an opportunity to consider the infrastructure necessary to meet the needs of children and young people with special education needs and disabilities.

Resourcing and Timeline for Next Steps

Resourcing

The Capital costs will be met from within the Council's Capital Programme.

Revenue costs will be met from the Dedicated Schools Grant High Needs Block.

Staff resources will come from the Childrens Services, Peoples Commissioning and Shared Buildings Services teams.

Next steps

Submit Planning Pre App	February 2019
Public Consultation Meeting	February 2019
Finalise Planning Application	March 2019
Submit Planning Application	March 2019
Determination Period	August 2019
Planning Determination Date	August 2019
CONSTRUCTION PERIOD August 2019 to August 2020	
Instruction to Proceed	August 2019
Pre Construction Period	November 2019
Construction Period	August 2020
Practical Completion	August 2020

Timeline for Review and Evaluation

Further reports to be brought back to Executive in 2019

List of Background Papers

National Planning Policy Framework 2018 (NPPF);
 Policy Statement: Planning for Schools Development 2011;
 Building bulletin 104 Area guidelines for SEND and alternative provision 2015
 Sport England's Playing Fields Policy and Guidance (March 2018);
 Wokingham Borough Council Parking Standards Study Report Consultation Document 2011;
 WBC's Managing Development Delivery DPD Proposed Submission
 Reassessment of Sites of Urban Landscape Value (SULVs) 2012;

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