

**To: SCHOOLS FORUM**  
**DATE: 19 September 2019**

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## **SEND NEEDS AND SUFFICIENCY ANALYSIS (Assistant Director Education & Learning)**

### **1 Purpose of Report**

- 1.1 The purpose of this report is to inform the Schools Forum of the current needs and provisions for children and young people living in Bracknell Forest with special education needs and disability (SEND). It also includes a financial analysis and future estimates of growth for SEND.
- 1.2 The SEND Code of Practice (2014) states that local authorities must review the sufficiency of educational, training and social care provisions.<sup>1</sup> The council has a duty to ensure that CYP have a choice of high-quality provisions that meet their SEND. Therefore, this report evaluates the current provisions and needs of the borough and is intended to be used by the strategic commissioning team, the children's services teams and the Schools Forum to guide decision making.
- 1.3 This analysis will summarise information relevant to CYP with SEND through evaluating the following areas:
  - a) Current policy, strategy and plans that relate to SEND provisions;
  - b) Current needs within the borough including demographics, complexity of need and out of borough pressures;
  - c) Current provisions and placement options available, differentiating mainstream, special schools, resource units, alternative provision and post-16 education;
  - d) The cost of placements and primary needs; and,
  - e) The anticipated future growth of SEND and the CYP in the borough.

### **2 Recommendation**

- 2.1 That Schools Forum note the finding of the report.

### **3 Reasons for Recommendation**

- 3.1 To provide a greater understanding of SEND needs and provisions for children and young people in Bracknell Forest.
- 3.2 To provide evidence to support future SEND decision making and the development of a SEND commissioning strategy.

### **4 Alternative Options Considered**

- 4.1 No alternative options to be considered.

### **5 Supporting Information**

- 5.1 The full SEND needs and sufficiency analysis is provided in appendix A.
- 5.2 The key findings based on the evidence in this report are as follows:

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<sup>1</sup> Department for Education. SEND Code of Practice: 0-25 years. (4.19)

- At January 2019 775 CYP living in Bracknell Forest had an EHCP and there were 2,050 CYP in Bracknell Forest schools with SEN support.
- Bracknell Forest has a similar proportion of CYP with an EHCP and SEN support as the national average, with ASD the most common reason for an EHCP.
- ASD, MLD and SEMH are more prevalent SEND in Bracknell Forest than nationally.
- Most CYP with SEND who were excluded had a primary need of SEMH. There is a particularly high proportion of CYP with SEN support who receive fixed term exclusions, higher than the national average.
- Two thirds of CYP with an EHCP were placed at schools within Bracknell Forest and approximately half of these were at mainstream schools.
- Within the borough there were specialist provisions with a total capacity of 344 CYP.
- The most common primary need for CYP placed outside the borough in special schools was for ASD and SEMH.
- There was not an overspend of the 2018-19 budget for SEND provisions.
- The primary need requiring the greatest total funding was ASD, which was double the cost of the next highest need (SEMH). The spend on ASD and SEMH had also increased most quickly of all the SEND over the last three years.
- The spend on out of borough special schools increased by 71% over the last three years.
- The number of CYP with EHCPs is likely to continue to increase and at a faster rate than CYP with SEN support needs. Over the next five years there could be up to 200 net increase in CYP with an EHCP.

## **6 Consultation and Other Considerations**

### Legal Advice

6.1 Relevant legal issues are addressed within the report.

### Director of Finance

6.2 The Director of Finance is satisfied that no significant financial implications arise from the publication of this plan which provides a clear analysis of needs and provisions. Any proposed changes to service delivery that arise will need to be considered as part of the annual budget setting process.

### Equalities Impact Assessment

6.3 This development will support the local authority and schools to commission SEND provisions more strategically for all children and young people as appropriate.

### Strategic Risk Management Issues

6.4 The main risks are:

- Not providing a suitable range of high quality SEND provisions appropriate to the needs of children and young people within borough.
- Continued increase in cost of commissioning SEND provisions.

These risks will be mitigated by the development of a commissioning strategy and linked to the broader developments on the direction of the High Needs Block.

Consultation

- 6.5 The data gathered has been in collaboration with the children's services teams, the SEN data officer and the finance team.

Background Papers

None

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# **SEND Sufficiency Analysis**

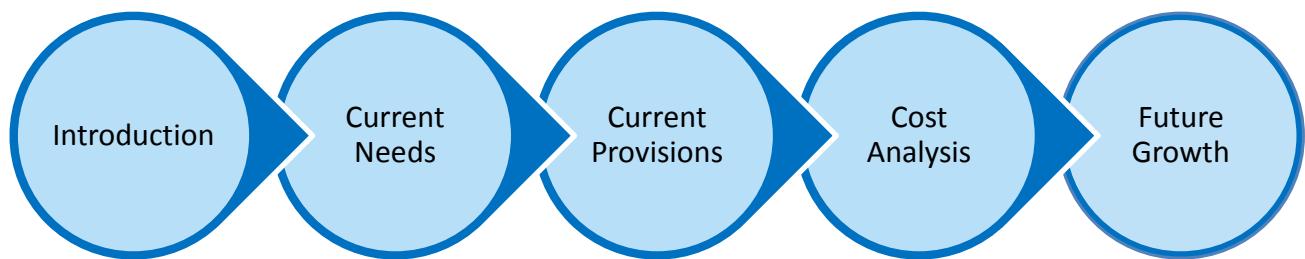
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September 2019

## Contents

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This analysis has been divided into five sections starting with an introduction to outline the purpose of the report. The data has then been grouped into specific sections related to the support provided for children and young people with special educational needs and disability. A brief summary for each section has been included with a breakdown of the topics covered.



### Introduction

This provides an overview of the purpose of the analysis and details for how the evidence was sourced.

### Current Needs

The data in this section provides a profile for the needs of CYP in the borough with EHCPs and SEN support. It aims to provide a comprehensive profile for the SEND that provisions should support.

It includes a breakdown of the primary needs for CYP with SEND and compares the prevalence with national figures and statistical neighbours. Additional information is provided for more complex groups of CYP including those who are looked after and have been excluded. Details are also provided for the needs of CYP who are placed in Bracknell Forest schools but live elsewhere.

### Current Provisions

The current provisions are reviewed for the range of needs of CYP with SEND. This will enable comparisons to be drawn from the previously identified needs and the available provisions.

The provisions within the borough are identified for the range of mainstream and specialist provisions. Out of borough placements are also considered along with post 16 pathways.

### Cost Analysis

The spend from the high needs block is reported with the needs and provisions that require the highest proportion of spend. Changes to spend over the previous three years are included. Additional costs associated with SEND are included such as transport costs. This will support the prioritisation of future commissioning and guide funding decision making.

### Future Growth

The pattern of growth in SEND is considered with estimates provided for the future level of need within the borough. Although growth can be difficult to estimate, it provides a direction to consider for future decision making.

## **Introduction**

Why has this report been written? .....	8
What is the evidence? .....	9
National Context .....	9
Local Context.....	9

## **Current Needs**

Bracknell Forest Population .....	11
Primary Needs .....	13
SEN Support.....	15
Complex Needs .....	16
Out of Borough Pressure .....	17
Exclusions.....	18
Summary .....	22

## **Current Provisions**

Mainstream schools .....	24
Special School, Resource Provision, Pupil Referral Unit and Alternative Provision .....	24
Post 16 Pathways .....	29
Summary .....	30

## **Cost Analysis**

High Needs Block .....	31
Joint Funding Arrangements .....	33
Trends in Spend.....	34
Primary Needs .....	34
Provision Type and Location.....	35
Transport Costs .....	37
Summary .....	38

## **Future Growth**

SEND Historic Growth.....	39
Estimating Growth.....	42
Summary .....	44

## **Appendix**

APPENDIX A – EXCLUSION REASON CODES.....	45
APPENDIX B – METHODOLOGY FOR GROWTH PROJECTIONS .....	46

## Glossary of Terms

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Throughout this analysis commonly used terminology has been shortened for simplicity. The definitions are included here for reference during the analysis.

Term	Definition
<b>ASD</b>	Autism Spectrum Disorder
<b>BFC</b>	Bracknell Forest Council
<b>CIN</b>	Child in Need
<b>CLA</b>	Child Looked After
<b>CYP</b>	Children and Young People
<b>EHCP</b>	Education, Health and Care Plan
<b>EOOS</b>	Education out of School
<b>HI</b>	Hearing Impairment
<b>MEDICAL</b>	Medical Needs (i.e. diabetes)
<b>MLD</b>	Moderate Learning Disability
<b>MSI</b>	Multi-Sensory Impairment
<b>NCY</b>	National Curriculum Year
<b>NEET</b>	Not in Education, Employment or Training
<b>OLA</b>	Other Local Authority
<b>PD</b>	Physical Disability
<b>PMLD</b>	Profound and Multiple Learning Difficulty
<b>PVI</b>	Private, Voluntary and Independent [schools]
<b>SEMH</b>	Social, Emotional and Mental Health
<b>SEND</b>	Special Educational Needs and Disability
<b>SLCN</b>	Speech, Language and Communication Need
<b>SLD</b>	Severe Learning Difficulty
<b>SPLD</b>	Specific learning Difficulty
<b>VI</b>	Visual Impairment



## Why has this report been written?

We are committed to improving the outcomes for children and young people (CYP) with Special Educational Needs and Disability (SEND) and their families, therefore it is our vision that people have the life skills and education opportunities they need to thrive.

The SEND Code of Practice (2014) states that local authorities must review the sufficiency of educational, training and social care provisions.<sup>2</sup> The council has a duty to ensure that CYP have a choice of high-quality provisions that meet their SEND. Therefore, this report evaluates the current provisions and needs of the borough and is intended to be used by the strategic commissioning team, the Children's Services team and the Schools Forum to guide decision making.

This analysis also has the purpose of drawing together a range of information into a single comprehensive picture of the borough. It improves understanding across the council's services to allow decisions to be more informed and relevant to the community. It is an evidence-based foundation that, for CYP and their families, will lead to provisions tailored to local needs.

The data reported was gathered collaboratively from national sources (school census) and between the Children's services team, the SEN data officer and the finance team. It aims to provide clear evidence for the needs of the borough, to better inform budget allocations and future commissioning priorities.

This analysis will summarise information relevant to CYP with SEND through evaluating the following areas:

- f) Current policy, strategy and plans that relate to SEND provisions;
- g) Current needs within the borough including demographics, complexity of need and out of borough pressures;
- h) Current provisions and placement options available, differentiating mainstream, special schools, resource units, alternative provision and post-16 education;
- i) The cost of placements and primary needs; and,
- j) The anticipated future growth of SEND and the CYP in the borough.

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<sup>2</sup> Department for Education. SEND Code of Practice: 0-25 years. (4.19)



## What is the evidence?

### National Context

In order to provide a comprehensive picture of SEND provisions in the borough, several different data sources have been drawn upon. The SEN2 return data has been used at the January time point. This includes data on all CYP living in the borough with an Education, Health and Care Plan (EHCP; previously named a statement of special educational need). For children with SEN support but not with a designated EHCP, the school census data has been used. The school census records all children placed in a Bracknell Forest school, irrespective of where they live. The school census has been used by the Department for Education for several pupil population reports that have been used and referenced during this report. Additional data collected by the finance team and SEN team has provided further detail and insights into the local provisions for SEND.

For the purposes of this report, EHCP refers to both EHCPs and Statements.

### Local Context



There are several key strategies and plans in Bracknell Forest which relate to SEND and impact the provisions described in this report. These strategies include:

- The Joint Strategic Needs Assessment
- The Health and Wellbeing Strategy (2016-2020)
- The Children and Young People Service Plan (2016-2019)
- Children and Young People's Partnership plan (2018-2021)
- The SEND Improvement Strategy (2017-2020; to be replaced by new SEND Strategy, Autumn 2020)
- The SEND Joint Commissioning Strategy (due later this year)
- School Places Plan (2018-2023)

The relevant headlines from each of these strategies are summarised to represent the position of SEND provisions at this time.

#### Joint Strategic Needs Assessment

The Joint Strategic Needs Assessment explores a range of areas and recommendations for the health and wellbeing of Bracknell Forest's Population. The education of children is reviewed as part of CYP wellbeing and the developing well overview. Relevant themes explored include:

- The new Kings Academy (learning village) to support additional demand for school places.
- More CYP placed in good or outstanding schools.
- School absence figures are reducing and are at a lower rate than England and the South East.
- The increased number of fixed term exclusions.
- Higher than average class sizes.

#### Health and Wellbeing Strategy

The Health and Wellbeing strategy outlines four priorities based on information about the health of the local population and what residents indicated was important to them. Most

relevant to this strategy is the priority for improving mental health support and services to CYP. Locally, challenges have been identified which may impact SEND support including long waiting lists for Child and Adolescent Mental Health Services (CAMHS), a lack of coordinated working between services and a lack of adult transition pathways.

### **Children and Young People Service Plan**

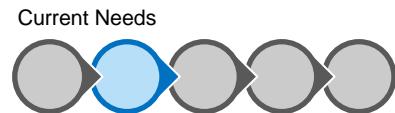
A new CYP service plan is due to be written outlining the services that are provided, the budget and the actions required to meet the strategic priorities. The current service plan outlines actions to ensure suitable school provisions are provided that are high quality and accessible to everyone. These are further explored in the Partnership Plan to describe how these outcomes will be measured and achieved.

### **SEND Strategy**

The SEND Improvement Strategy outlines the plan for Bracknell Forest Council and the East Berkshire Clinical Commissioning Group to improve performance, services and expectations for CYP with SEND. The following priorities were identified:

- Further establish effective leadership, governance and accountability of SEND (including the allocation and use of High Needs Funding).
- Continue to develop a Local Area outcomes-based culture, underpinning the approach to commissioning and shaping service delivery.
- Ensure SEND and other vulnerable CYP access a flexible range of 'fit for purpose' outcomes-focused provision and support.
- CYP to have successful transitions, and access robust Preparation for Adulthood pathways, independent living and employment.
- Further develop the offer for CYP to receive appropriate and timely support for social, emotional and mental health needs.
- Build upon existing engagement to further strengthen and improve co-production with CYP, parents and carers.
- Continue to develop and build upon joint commissioning

The new SEND strategy is due to be published later in the year, superseding the SEND Improvement Strategy. It will include targets for provisions. It will be informed by local parents and teacher to reflect their priorities.



## Current Needs

[Skip to Section Summary](#)

### Bracknell Forest Population

Every CYP within Bracknell Forest will require different levels of support during their education. These stages within the education system can be divided into three tiers as illustrated in figure 1. Although the majority of SEND support from local authorities is at tier one, including funding from the high needs block, the demographics of all tiers will be considered in this report to provide a comprehensive picture of SEND sufficiency.

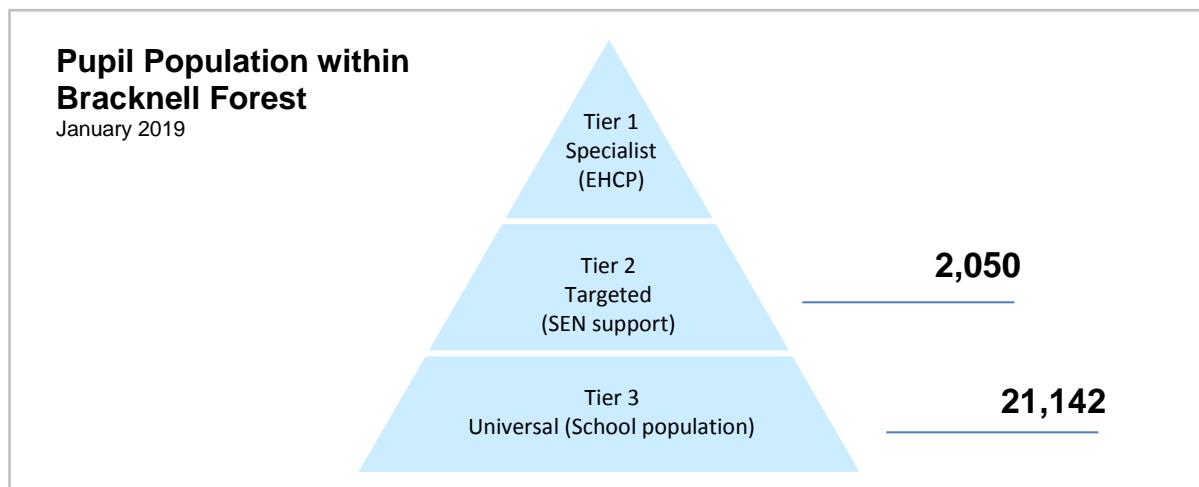


Figure 1. The school population of children and young people in Bracknell Forest.

The number of children within each tier is shown in figure 1. Tier one describes the CYP who have a statutory EHCP, their support requires additional funding from the high needs block<sup>3</sup>. Tier two describes children who have been recognised by their school as requiring additional SEN support and this can often be provided within a mainstream setting and the budget of the school<sup>4</sup>. Tier three describes all CYP in an education setting<sup>5</sup>.

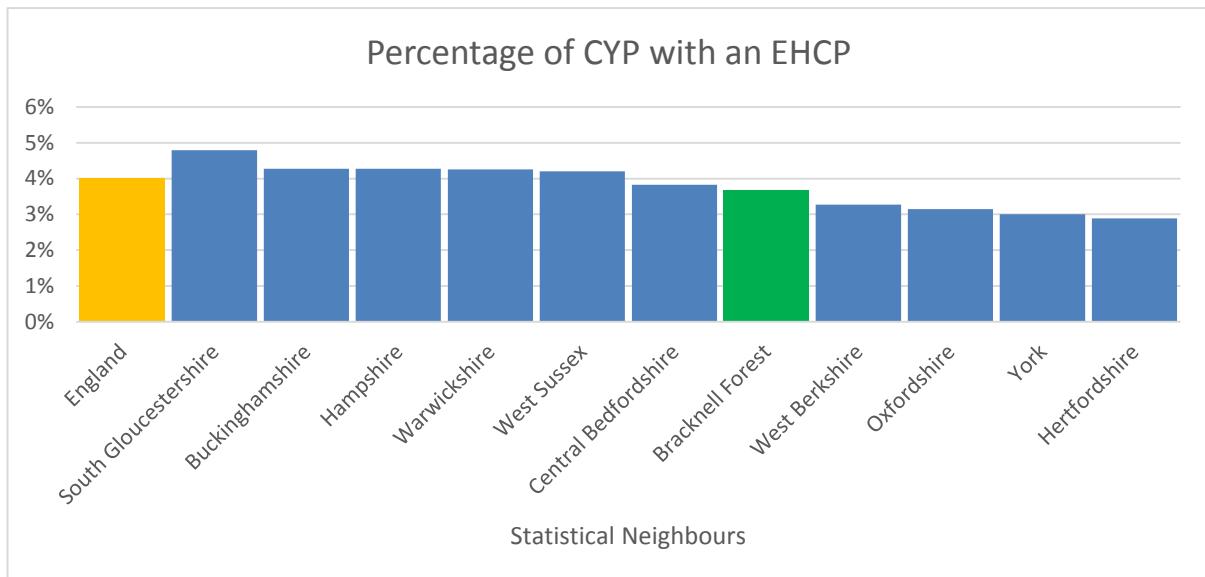
### EHCP Population

At tier one, 775 CYP make up 3.67% of the total school population, this is a lower proportion than the average for England (4%). As a proportion of the school population, Bracknell Forest has less EHCPs than six of its statistical neighbours and sits around the median of these authorities (figure 2). Trends over time are discussed later in this report as part of the future growth analysis.

<sup>3</sup> The number of CYP with an EHCP, reported in the SEN2 return, reflects those with residence in Bracknell Forest, they may be placed outside the borough. Equally, children with an EHCP from other boroughs may be placed in Bracknell Forest schools but this would not be recorded in the SEN2.

<sup>4</sup> Reported from Department for Education SEN in England (January) 2019 information based on school census data and includes 46 CYP with SEN support placed at the PRU with SEN support needs.

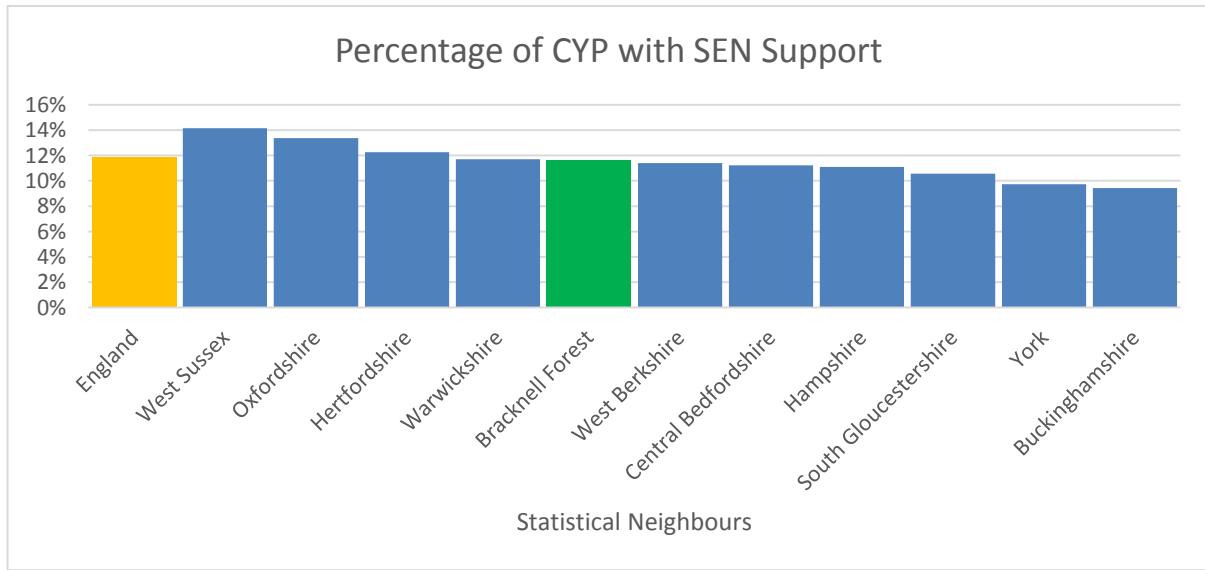
<sup>5</sup> As reported in the School Pupils and Characteristics report, including pupils in independent schools and alternative provisions.



*Figure 2. Percentage of all school children and young people with an EHCP as recorded in the SEN2 return.*

#### SEN Support Population

In January 2019, 2,050 CYP at Bracknell Forest schools were recorded as needing SEN support but without having an EHCP. This is 11.6% of the Bracknell Forest pupil population<sup>6</sup> and is very similar to the average percentage of CYP in England with SEN support (Figure 3). Like the proportion of CYP with an EHCP, Bracknell Forest is around the median for statistical neighbours.



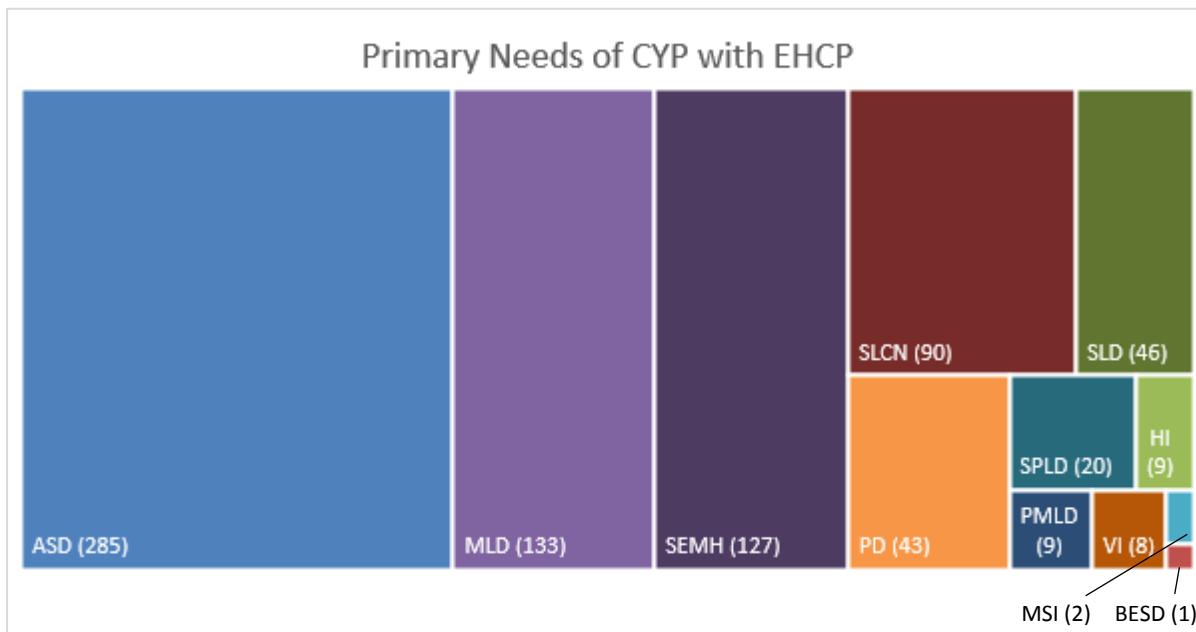
*Figure 3. Percentage of all school children and young people with SEN support (without an EHCP) as recorded in the school census data. This excludes CYP in PRUs*

<sup>6</sup> This data reflects mainstream schools and excludes special schools.



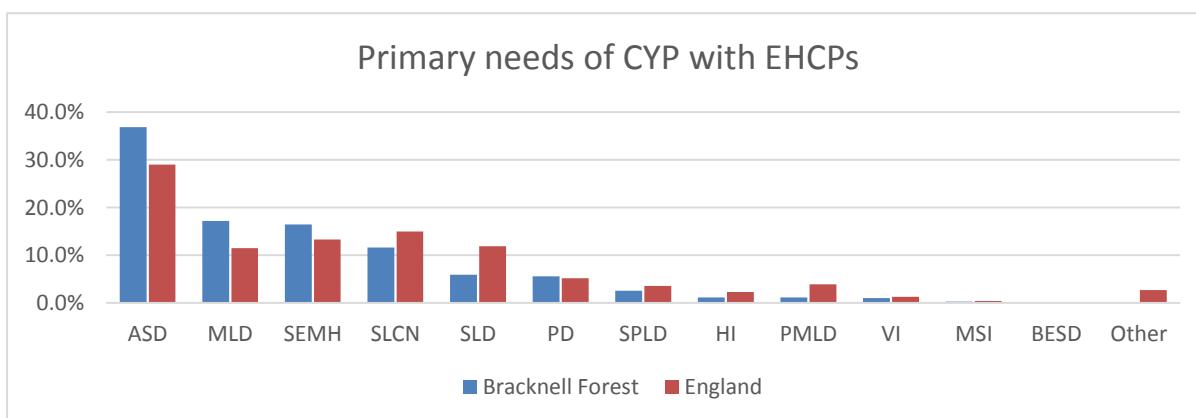
## Primary Needs

There are a wide range of needs of CYP living in Bracknell Forest, a glossary of terms can be found in appendix A. The most common SEND in the borough is ASD, with 36.9% of CYP with an EHCP needing support for this. There are also a high number of children requiring support for MLD (17.2%) and SEMH (16.4%). The full range of needs and the proportion of CYP identified with that primary need are illustrated in figure 4.



*Figure 4. The primary need of children and young people with an EHCP and the number with that need as recorded on the SEN2 return.*

Nationally there are some differences in the profile of CYP with an EHCP. Although ASD is the most common primary need of CYP with an EHCP, it is not as prevalent across England as it is in Bracknell Forest (Figure 5). Proportionally, more CYP in Bracknell Forest also have MLD than the national average. The picture is also different for SLCN where there are less CYP than the average with this need. Complex learning needs such as SLD and PMLD are also lower in Bracknell Forest. This highlights the need for Bracknell Forest to develop its own specific strategies that are relevant to local CYP.



*Figure 5. The primary need of a child or young person as a percentage of all EHCPs, comparing the Bracknell Forest profile to the England average. School census data.*

## Age Groups with EHCPs

CYP in Bracknell Forest with the three most prevalent areas of need (ASD, MLD & SEMH) are present across the full spectrum of school years as illustrated in figure 6. Both MLD and SEMH follow the expected trend curve with most CYP needing support in secondary school between NCY 7-10. ASD is more common than MLD and SEMH amongst younger children however it peaks in cohorts throughout the year groups.

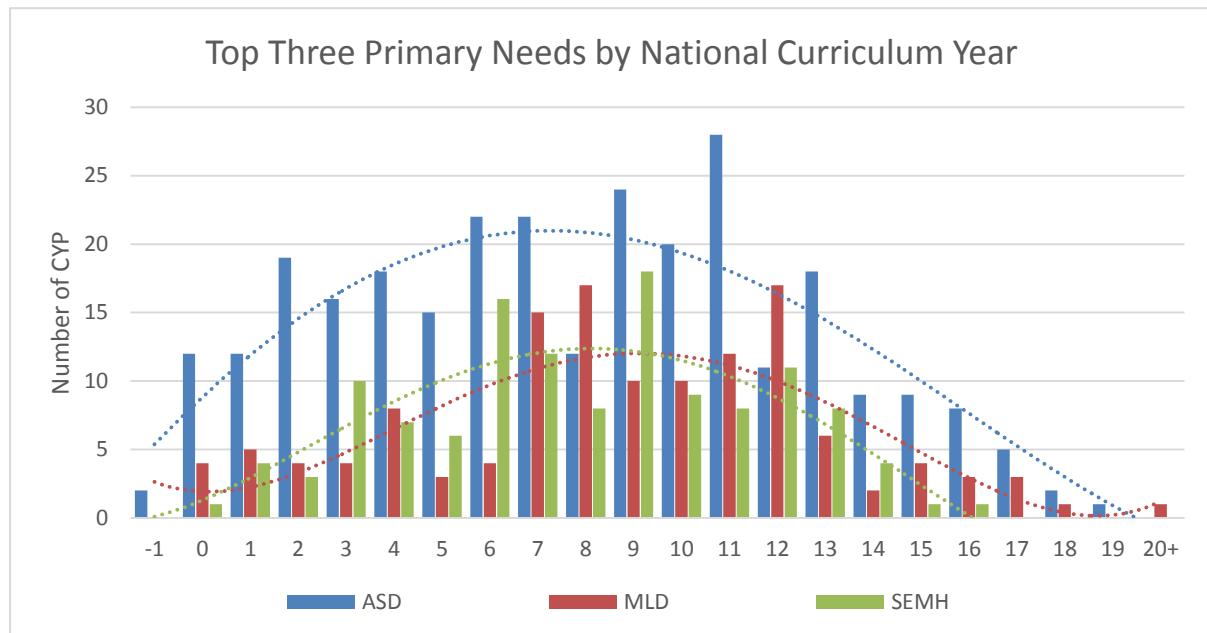


Figure 6. The distribution of the most common SEND across the curriculum years. The trend for each primary need is described by the correspond coloured dotted line.

The distribution of all CYP with an EHCP is illustrated in figure 7, with a similar pattern to figure 6. It shows that secondary school aged children are the most likely to have an EHCP which also reflects the national trend.

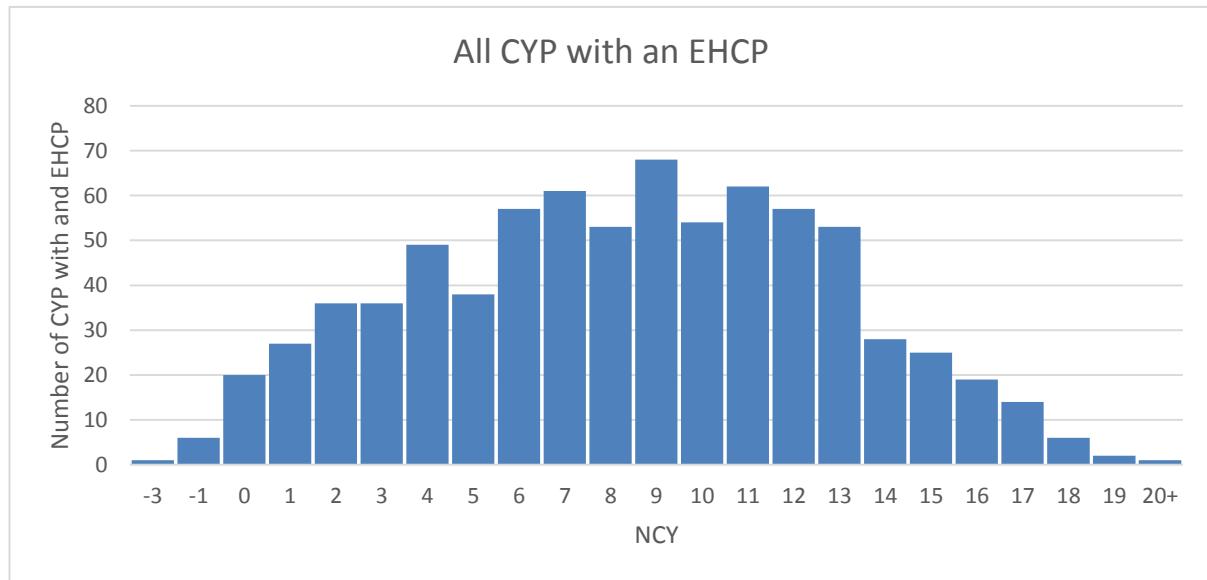


Figure 7. The distribution of the number of children and young people with an EHCP based on the National Curriculum Year.

## SEN Support

There is information available through the school census for the primary needs of CYP with SEN support as well as internal records. For consistency, the school census data will be used, this proportionally matches the trends of the internal data.

The majority of CYP at a Bracknell Forest state funded primary or secondary school and with SEN support have a primary need of SPLD, SEMH or MLD (figure 8).

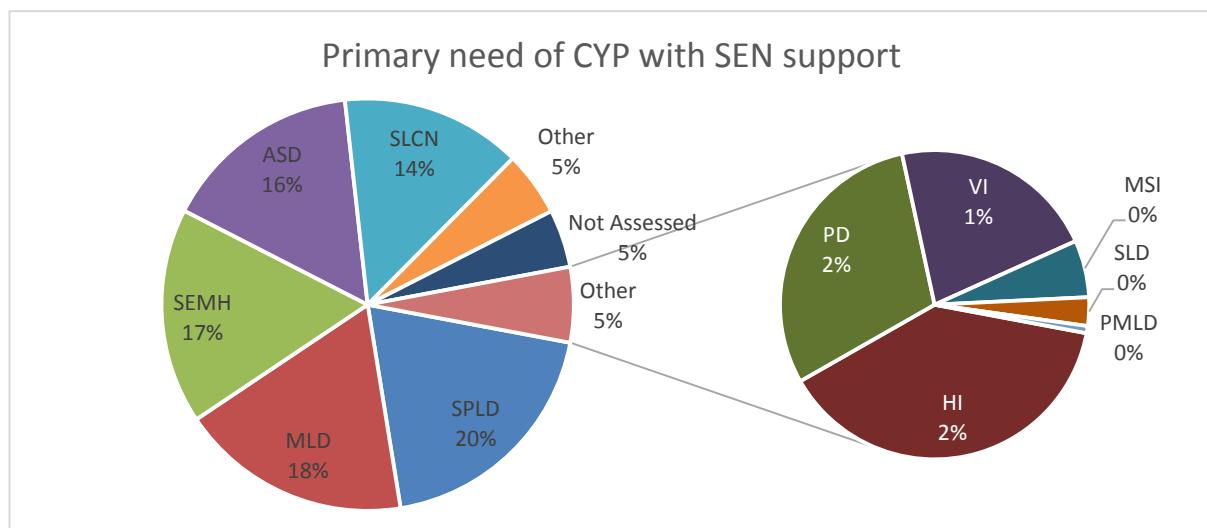


Figure 8. The primary needs of children and young people in Bracknell Forest schools who have been identified as needing SEN support, but without an EHCP. As reported in the school census.

There were differences in the SEN support needs of CYP at primary school and secondary school as shown in figure 9. One in five CYP at primary school with SEN support had needs relating to SLCN, this was significantly lower by secondary school. SPLD was the most common need amongst CYP with SEN support at secondary school.

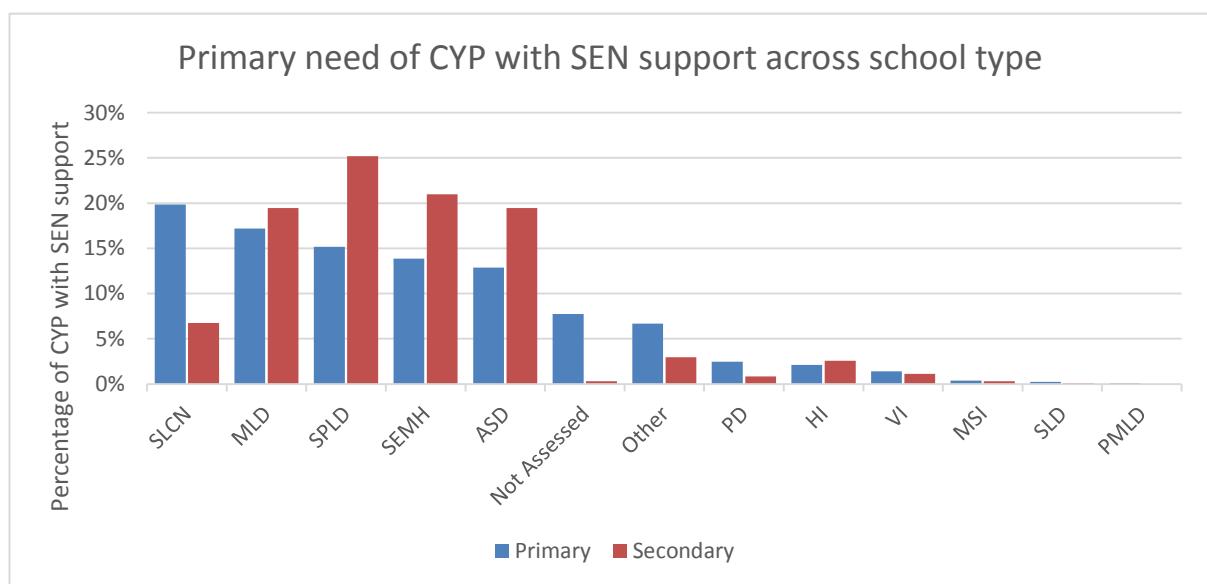
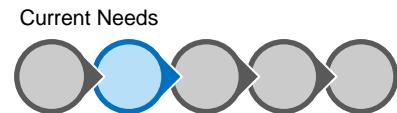
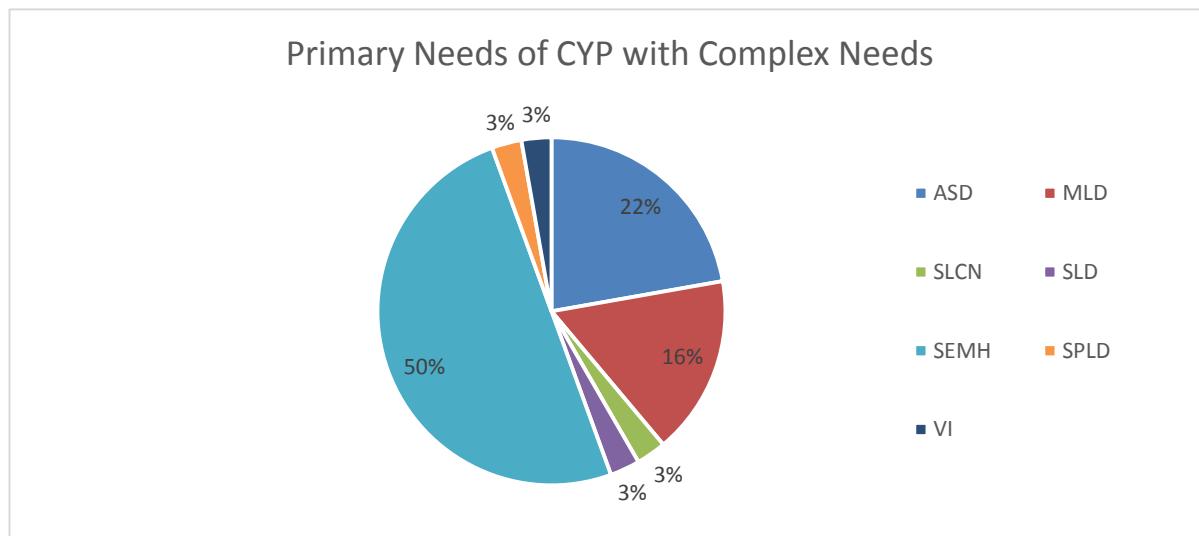


Figure 9. The primary need of children and young people in Bracknell Forest with SEN support depending on their school.



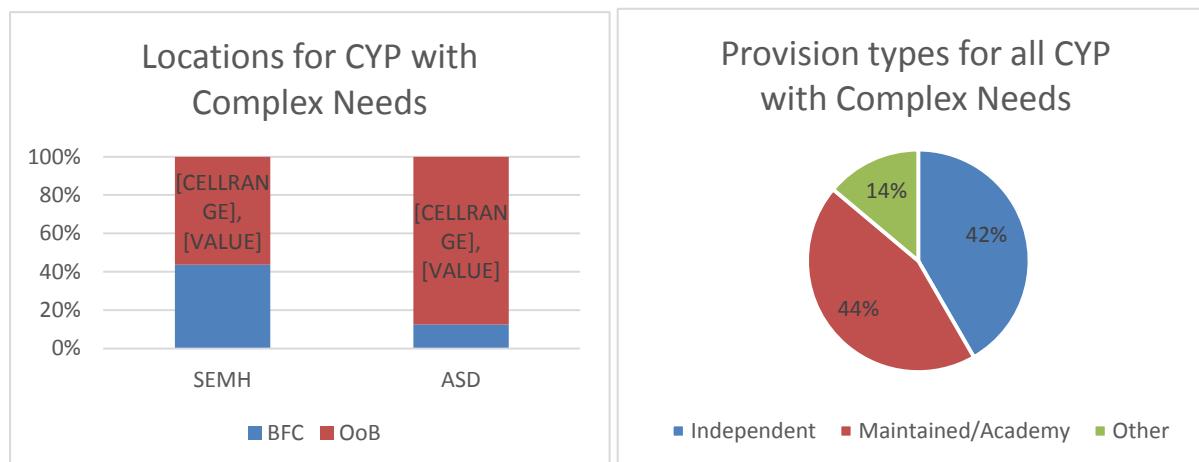
## Complex Needs

There are a number of CYP within the borough who receive support from multiple teams as a child looked after (CLA), a child under child protection (CP) or as a child in need (CIN). These CYP are some of the most vulnerable in the borough because of the complexity of their homelife, health and education needs. In January 2019, there were 8 CYP with an EHCP on a child protection plan and 28 CYP classified as a Child Looked After (CLA). Figure 10 illustrates that half of these CYP need support due to SEMH, with ASD and MLD also being a common need.



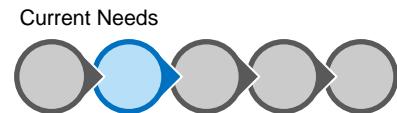
*Figure 10. The primary need of the children and young people with an EHCP and also a CP order or CLA.*

The minority of CYP with SEMH or ASD and complex needs are placed within Bracknell Forest, 44% and 12% respectively (Figure 11). Almost all the children with ASD are placed with providers outside the borough. There are similar numbers of CYP who are placed in independent schools and maintained schools or academies (Figure 12).



*Figure 11. Placement location of children and young people with an EHCP and CP order or CLA.*

*Figure 12. Provision type for children and young people with an EHCP and CP order or CLA.*



At January 2019, there were 14 CYP placed in education based residential placements. 10 placements were for CLA and jointly funded. All 14 placements were in special schools, of which 10 were independent. Half the CYP had a primary need of ASD.

## Out of Borough Pressure

There are currently 42 CYP with an EHCP known to be placed in Bracknell Forest schools who do not live in the borough. These placements are reported in table 1. Wokingham place the highest number of CYP with EHCPs in Bracknell Forest schools.

School	School Type	Number of Out of Borough Students (Maximum school capacity)	Home Authority (Number of CYP)
<b>Kennel Lane</b>	Special School	31 (188)	Hampshire (9) Surrey (7) Wokingham (6) RBWM (4) Slough (2) Reading (2) Buckinghamshire (1)
<b>The Rise</b>	Resource	9 (56)	Wokingham (6) West Berkshire (3)
<b>Meadow Vale Primary School</b>	Resource	2 (26)	RBWM (2)
<b>Total out of borough CYP at BFC schools</b>		<b>42</b>	

Table 1. The placements of children and young people with an EHCP in Bracknell Forest schools funded by a different local authority.

Most CYP from other boroughs who are placed at Bracknell Forest schools have a primary need of ASD, this adds additional pressure to the number of local CYP with the same need. The primary needs of CYP from outside the borough are illustrated in figure 13.

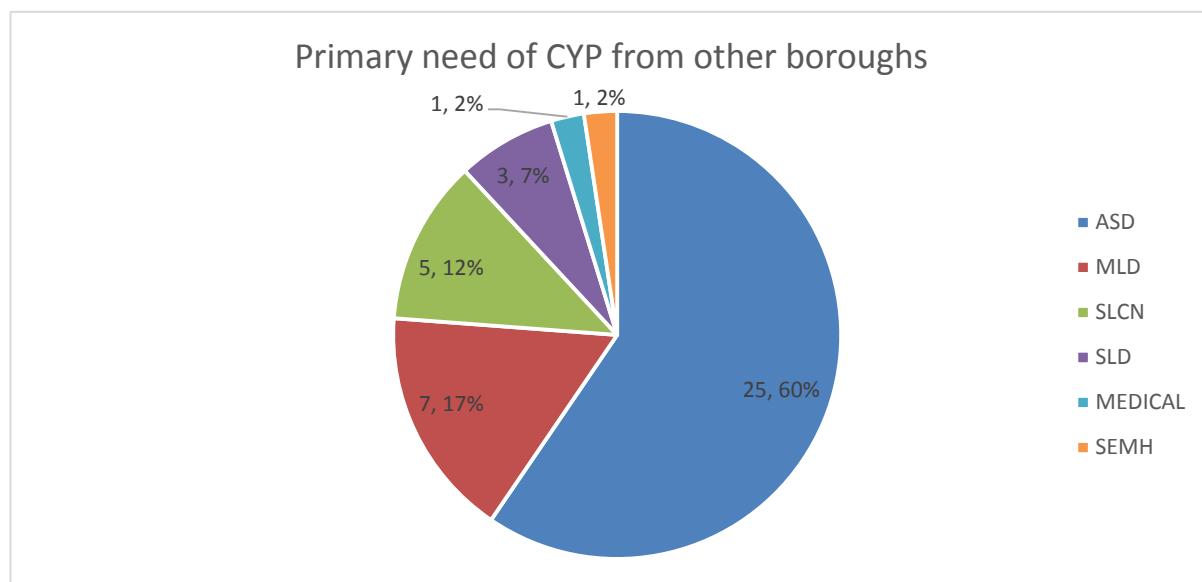


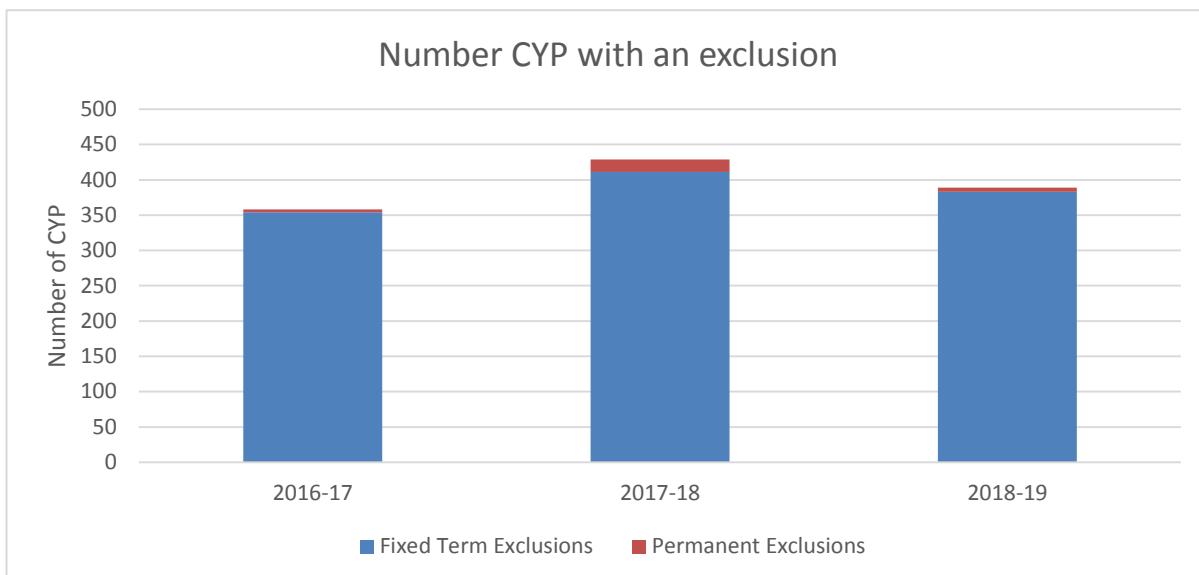
Figure 13. The primary need of children and young people with an EHCP who are funded by other local authorities.



## Exclusions

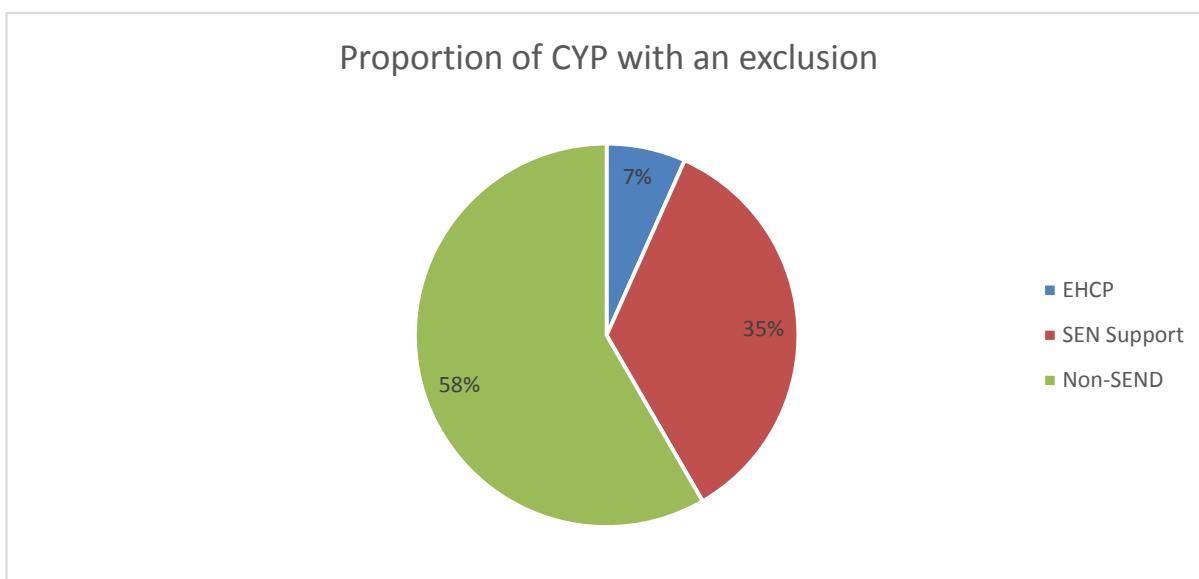
Internal information for exclusions, sourced from the SEN team was used for this analysis as this provides the most up to date information and allows the more detailed breakdown of SEND, it describes the academic year 2018-19.

Over the year there were 389 CYP in the borough who received an exclusion, six were permanent. This is lower than the previous academic year as illustrated in figure 14.



*Figure 14. The number of children and young people with a fixed term or permanent exclusion over the academic years.*

The majority of exclusions were not related to CYP with recognised SEND, 58% of the CYP with an exclusion did not have an EHCP or SEN support (figure 15).



*Figure 15. The proportion of children and young people with an exclusion based on any reported SEND.*

## EHCP Children and Young People with Exclusions

There were 26 CYP with an EHCP who received a fixed term exclusion, this is 3.4% of the EHCP population and 0.1% of the universal school population. There were no CYP with an EHCP who had a permanent exclusion. A total of 136.5 academic days were lost due to exclusions of CYP with an EHCP. Three CYP were excluded for a total of more than 10 days as illustrated in figure 16.

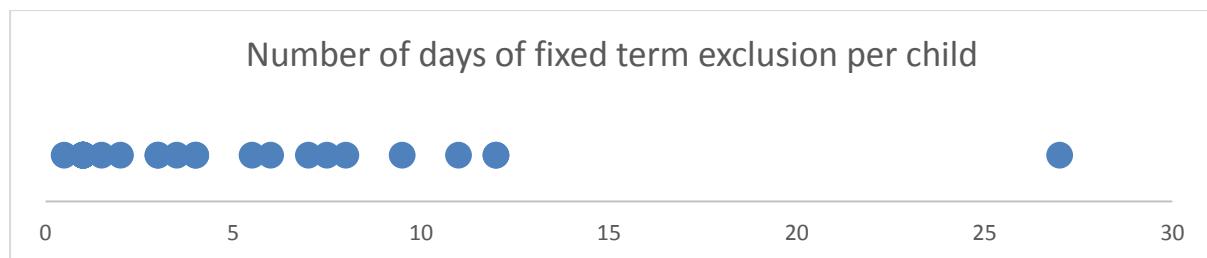


Figure 16. The distribution of the total number of days each child or young person with a fixed term exclusion was excluded for. This may be made up of several instances of fixed term exclusions.

The majority of excluded CYP with an EHCP are recorded with SEMH as their primary need (figure 17). Of the 136.5 days lost to exclusions, 85 days were from CYP with SEMH. Over 75% of the CYP with SEMH that had fixed term exclusions were placed at maintained Bracknell Forest schools or academies.

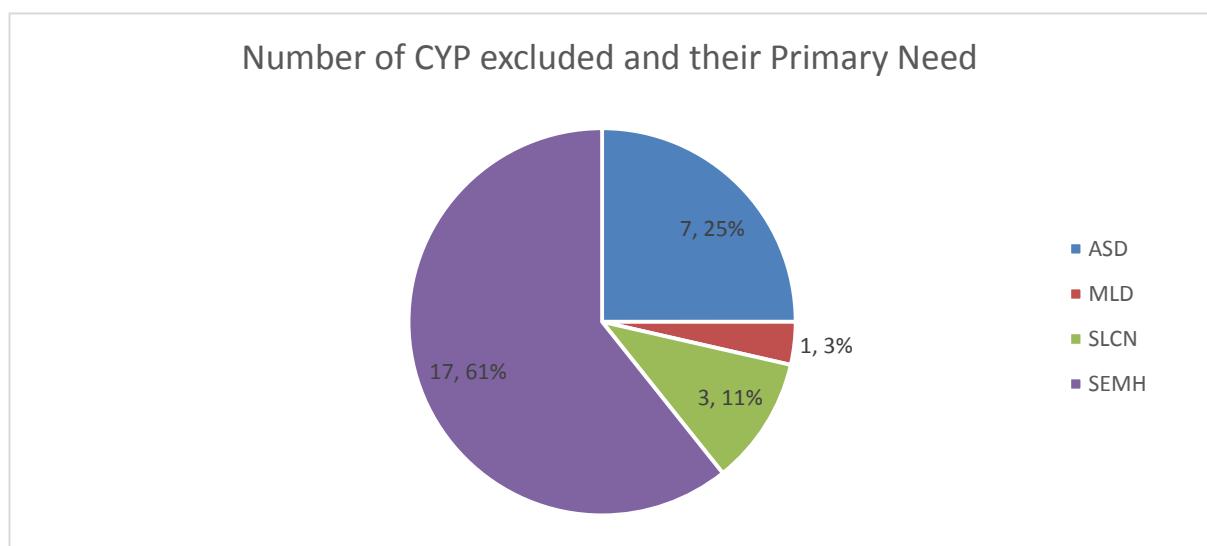


Figure 17. The primary need and number of children and young people with an EHCP who received a fixed term exclusion during the academic year.

CYP were excluded for the most amount of days from mainstream schools and the maintained special school (Kennel Lane) as shown in figure 18. This could be expected as there are a high number of CYP at these types of schools. Therefore, the proportion of excluded CYP from the school type population has been calculated showing that CYP at local authority maintained AP or PRUs and CYP in non-maintained special schools are most likely to be excluded.

It should be noted that due to the small number of CYP with EHCPs and exclusions, the patterns inferred should be taken with caution.

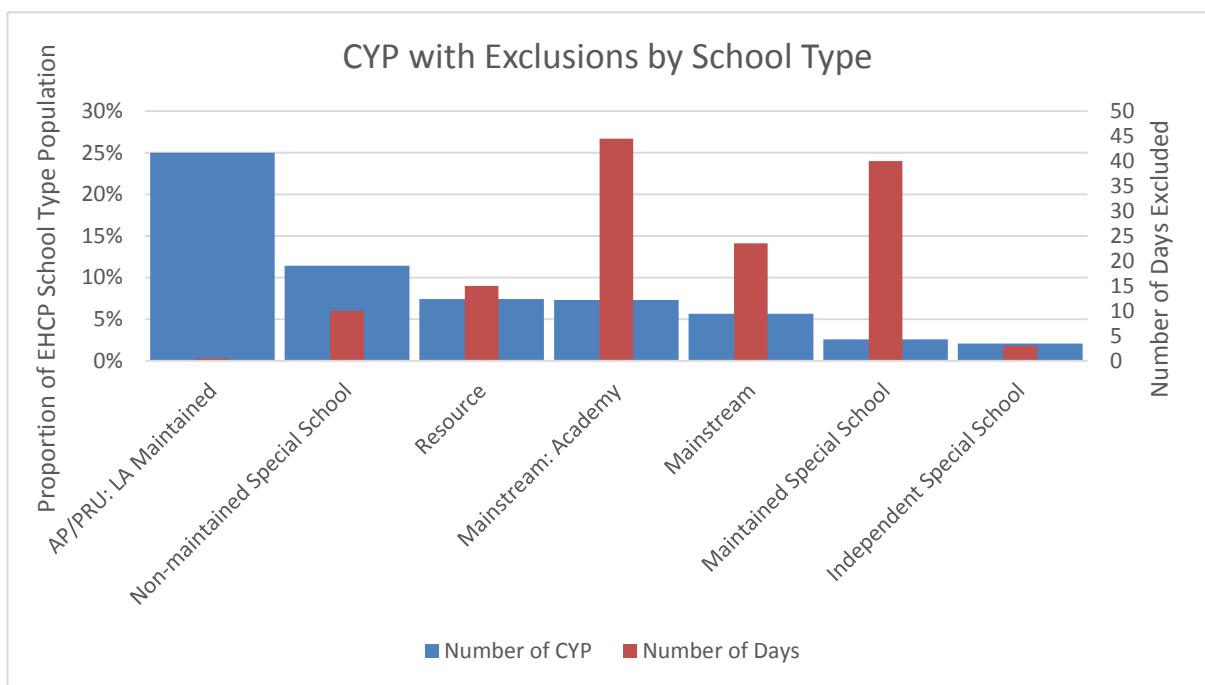


Figure 18. The children and young people excluded from their school type as a proportion of the schools EHCP population. And the total number of days of exclusion based on school type.

## SEN Support Children and Young People with Exclusions

There were a further 136 CYP with SEN support needs and without an EHCP who were excluded during the academic year, two of these were permanent exclusions. This is 6.6% of the SEN population and 0.6% of the whole school population. A total of 749.5 school days were lost due to SEN support exclusions.

Similar to CYP with EHCPs, most of the exclusions were for CYP with a primary need of SEMH as illustrated in figure 19. Of the 749.5 days of exclusions, 403 were for CYP with SEMH.

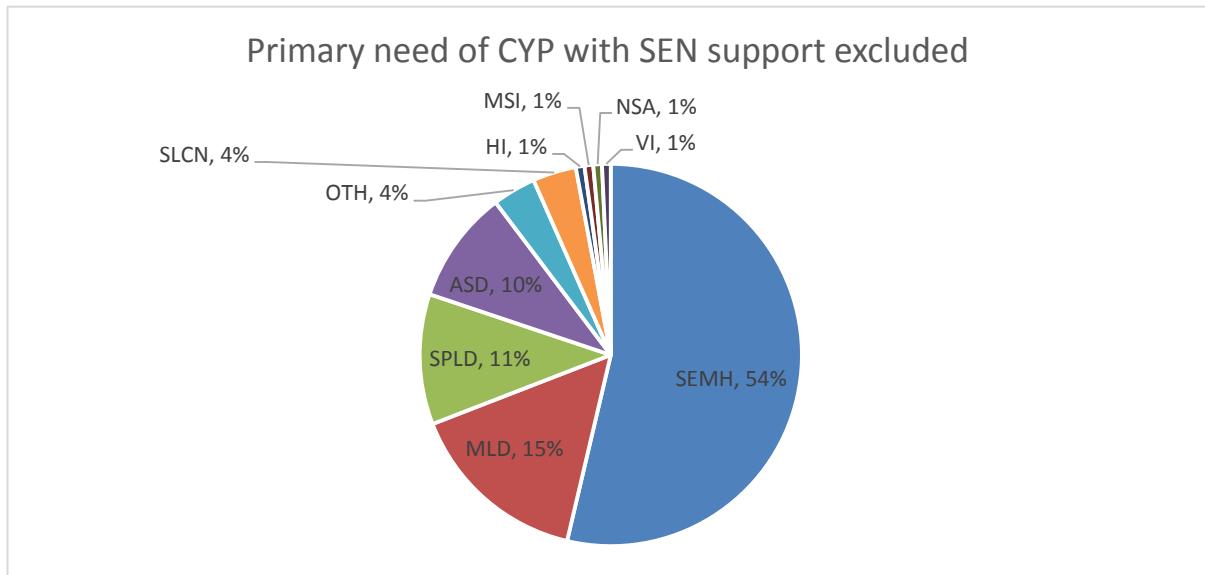
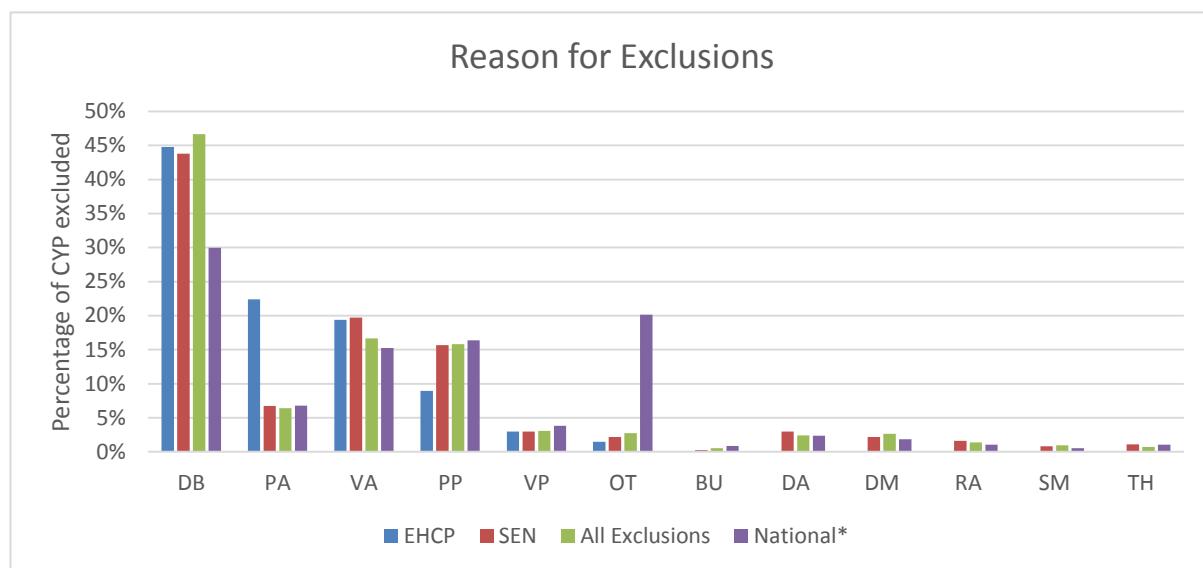


Figure 19. The primary need of children and young people with SEN support who had a permanent or fixed term exclusion during the academic year of 2018-19.

The number of incidences of fixed term exclusions for CYP with SEN support has increased over the 4 years from 2014-2017<sup>7</sup>. Where exclusion rates for CYP with an EHCP are significantly lower than the national average, for CYP with SEN support the rates are higher than the national average. Bracknell Forest is also in the bottom third of authorities for the rate of SEN support fixed term exclusions. The rate of fixed term exclusions for SEN support CYP is particularly higher than the national average for CYP at primary school.

## Reasons for Exclusions

A variety of reasons were recorded for why CYP were excluded. These have been detailed in figure 20 for CYP with EHCPs, SEN support and across the whole school population. The most likely cause for all exclusions, regardless of SEND, was persistent disruptive behaviour. The profile of exclusions for SEN support CYP and the wider population is very similar. There are greater differences for CYP with EHCP, particularly around the increased proportion of exclusions for physical assault against an adult and a lower rate of physical assault against another pupil.



*Figure 20. The reasons for exclusions as a proportion of children and young people excluded. Reason codes can be found in appendix B.*

\*National reasons for all exclusions, regardless of SEND.

There is further commentary on exclusions for the whole school population reported in the recent alternative provision report.

<sup>7</sup> Mime 2019 SEND Dashboard



## Summary

Headlines from the data:

- Bracknell Forest has relatively similar proportions of CYP with EHCPs and SEN support to the national average and amongst statistical neighbours.
- EHCPs are most prevalent in secondary school CYP.
- The most common reason for an EHCP is ASD, there is a higher proportion of CYP with ASD in Bracknell Forest than nationally.
- MLD and SEMH are also highly prevalent in the area and are more common than the national average.
- SLD and PMLD rates are most significantly below the national average.
- SCLN is the most common primary school reason for SEN support and SPLD is the most common secondary school reason for SEN support.
- SEMH is the most common primary need amongst CYP who are also a CLA or CIN. Most of these CYP are placed outside the borough.
- 26 CYP with an EHCP had fixed term exclusions within the last academic year. The majority of these CYP had SEMH needs.
- CYP with EHCPs are disproportionately likely to receive a fixed term exclusion for physical assault against an adult.
- The rate of fixed term exclusions for SEN support CYP is higher than the national average.



## Current provisions

[Skip to Section Summary](#)

There are 30 mainstream primary schools, six mainstream secondary schools and one “all-through” school in Bracknell Forest<sup>8</sup>. A post 16 education facility also serves the borough and there are an additional seven independent schools. Specialised support is provided through a special school (Kennel Lane), three resource units, a pupil referral unit (College Hall) and an independent special school.

Of the 775 CYP with an EHCP, the needs of 489 of these are met in placements within the borough (figure 21). For CYP not placed in Bracknell Forest, the majority are placed in the nearby boroughs of Windsor & Maidenhead, Wokingham, and Reading.

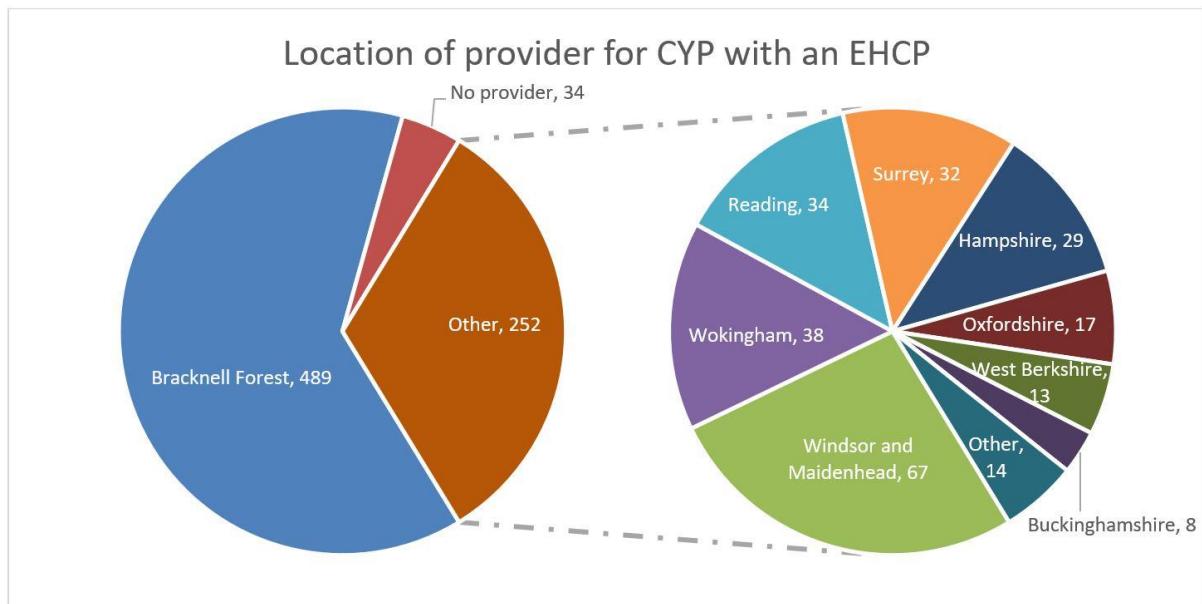


Figure 21. The placement location of children and young people with an EHCP as reported in the SEN2 return.

<sup>8</sup> As reported in the School Census data. The “all-through” school (King’s Academy) opened in 2018 with a year 7 intake. Additional cohorts of primary and secondary school children will be taken in the following years.



## Mainstream schools

244 local CYP with an EHCP are placed in a mainstream school within Bracknell Forest a further child is placed in a mainstream school outside the borough<sup>9</sup>, and 10 children are placed at independent mainstream schools. The needs of children in these placements are outlined in figure 22.

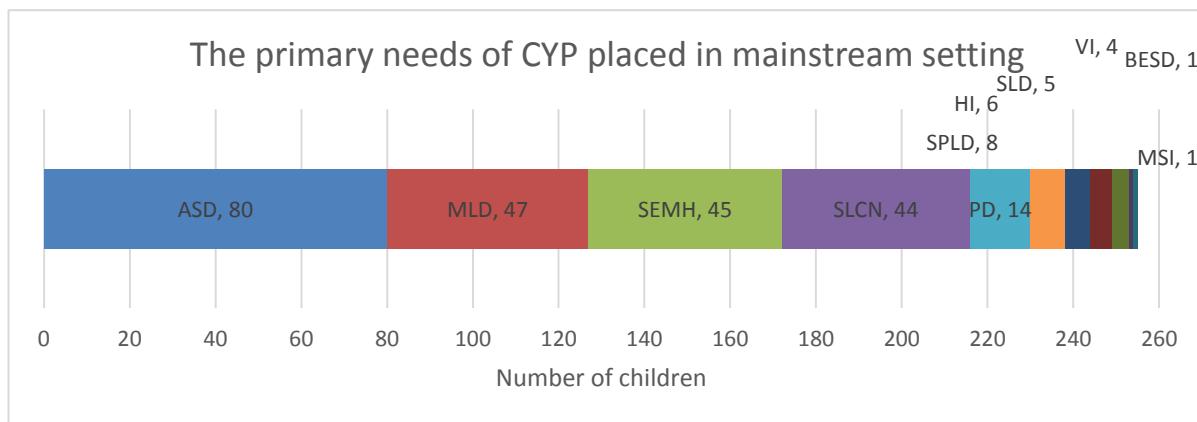


Figure 22. The primary needs of children and young people with an EHCP in a mainstream setting.

Mainstream schools currently support one third of CYP with an EHCP and for every 82 children in a Bracknell Forest mainstream school, one will have an EHCP.

## Special School, Resource Provision, Pupil Referral Unit and Alternative Provision

Specialised SEND support within the borough is currently provided at the state funded Kennel Lane special school. Cressex Lodge (SWAAY) is an independent special school in Bracknell Forest supporting CYP specifically with SEMH.

There are three additional resource units: The Rise, based at Garth Hill College; Rainbow at Meadow Vale Primary School; and, the Speech and Language Resource at Meadow Vale Primary School. The Rise specialises in supporting children with ASD aged 11-19, Rainbow supports children aged 3-5 with social and communication difficulties and the Speech and Language resource is for primary school aged children.

College Hall pupil referral unit (PRU) provides secondary school aged CYP with support to return to mainstream education. It has specialised provision for children with complex needs such as anxiety and mental health in the satellite building, The Cottage. A further service is commissioned to provide outreach and home tuition. The capacity at each of these schools is outlined in table 2.

<sup>9</sup> This child is placed outside the borough but in their home authority as a Child Looked After.

School	Provision Type	Ages	Capacity (FTE)
<b>Kennel Lane</b>	Special School	2-19	188
<b>Cressex Lodge (SWAAY)</b>	Independent Special School (SEMH) (boys)	11-17	18
<b>The Rise (Garth Hill College)</b>	Resource Unit (ASD)	11-19	56 <sup>10</sup>
<b>Rainbow (Meadow Vale Primary School)</b>	Resource Unit (ASD & SLCN)	3-5	6
<b>Speech and Language Resource (Meadow Vale Primary School)</b>	Resource Unit (SLCN)	5-11	20
<b>College Hall</b>	PRU	11-17	46
<b>Total special school, resource and PRU places within Bracknell Forest</b>			<b>334</b>

Table 2. Specialised provisions for children and young people with SEND in Bracknell Forest.

At the January 2019 SEN2 return, 341 CYP from Bracknell Forest were placed in specialised provisions, as illustrated in figure 23.

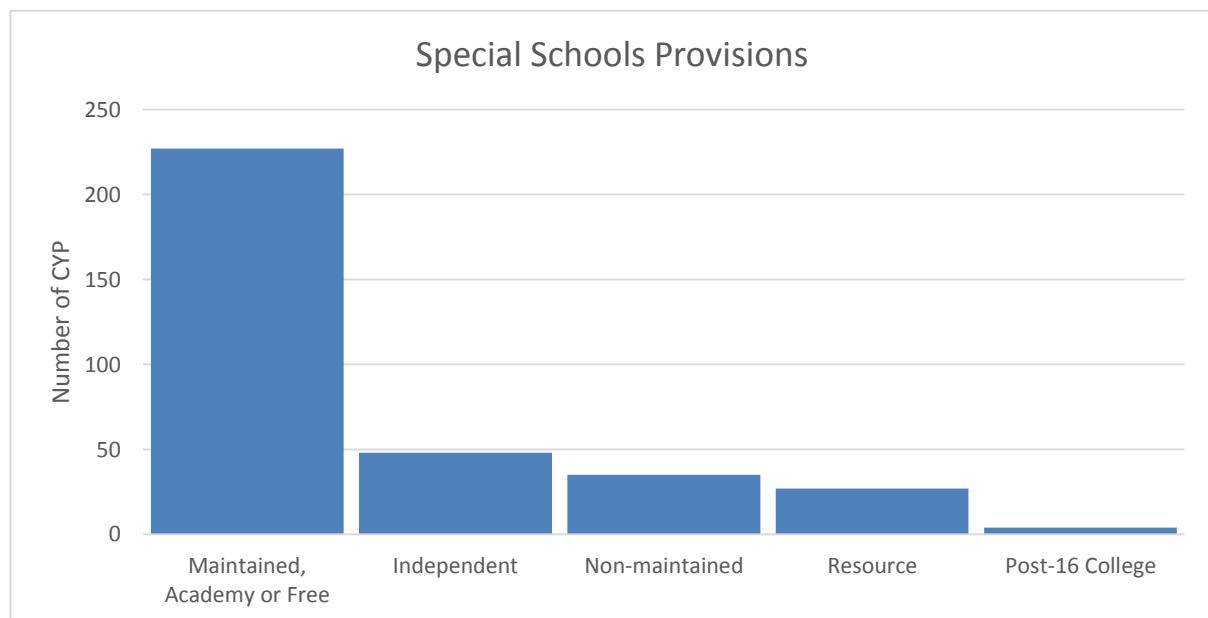


Figure 23. The provision type for children and young people placed in specialised provisions. Note that many pupils with AP/PRU placements will continue registered at their previous placements and so are not included in this graph.

<sup>10</sup> Opened in 2015 with an eight-student intake each year until it reaches capacity.

## Kennel Lane Special School

Kennel Lane, as the maintained special school located within the borough, has a capacity of 188 places<sup>11</sup>. At January 2019, 154 CYP from Bracknell Forest were reported as part of the SEN2 as placed at the school. A further 31 CYP attended the school from other boroughs. A range of needs were being supported with ASD and MLD the most salient (figure 24).

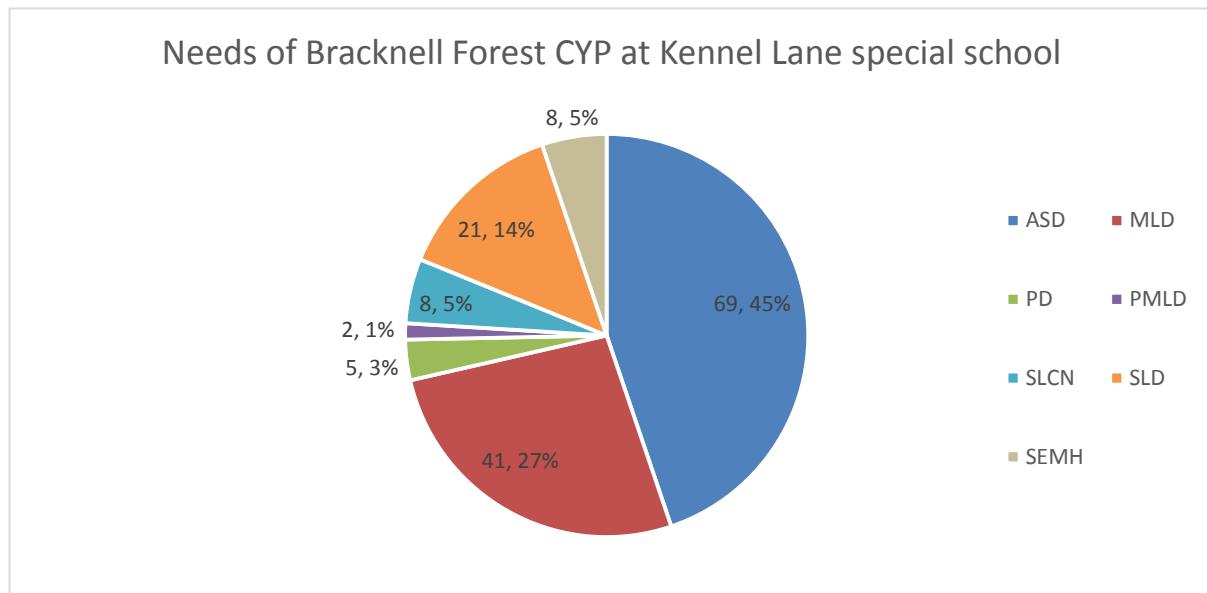


Figure 24. The breakdown of primary needs for children and young people placed at Kennel Lane school as reported in the SEN2.

## Out of Borough Special School Placements

Of the 346 CYP in specialist provisions, 154 (45%) are placed outside the borough and in independent schools, across 45 different schools. The 10 special schools outside of Bracknell Forest where the most local CYP are placed is detailed in table 3.

School	Number of Bracknell Forest CYP	School Type	Area	Ofsted
<b>Manor Green School</b>	19	Maintained Special School	Windsor and Maidenhead	Good
<b>High Close School</b>	17	Non-Maintained Special School	Wokingham	Outstanding
<b>Carwarden House School</b>	9	Academy/Free Special School	Surrey	* <sup>12</sup>
<b>Chilworth House School</b>	9	Independent Special School	Oxford	n/a
<b>Addington School</b>	8	Maintained Special School	Wokingham	Outstanding
<b>Thames Valley</b>	7	Academy/ Free	Reading	Good

<sup>11</sup> School Places Plan, 2018-2023.

<sup>12</sup> A full Ofsted inspection has not yet been conducted since undergoing academy conversion in 2014

School		Special School		
<b>Chilworth House Upper School</b>	6	Independent Special School	Oxford	n/a
<b>Forest Bridge School</b>	6	Academy/ Free Special School	Windsor and Maidenhead	Good
<b>Heathermount School</b>	5	Non-Maintained Special School	Windsor and Maidenhead	Good
<b>Knowl Hill School</b>	5	Independent Special School	Surrey	n/a
<b>Total</b>	<b>91</b>			

Table 3. The most popular school placements for special schools outside the borough.

The needs of the CYP that have been placed at these out of borough special schools are illustrated in figure 25.

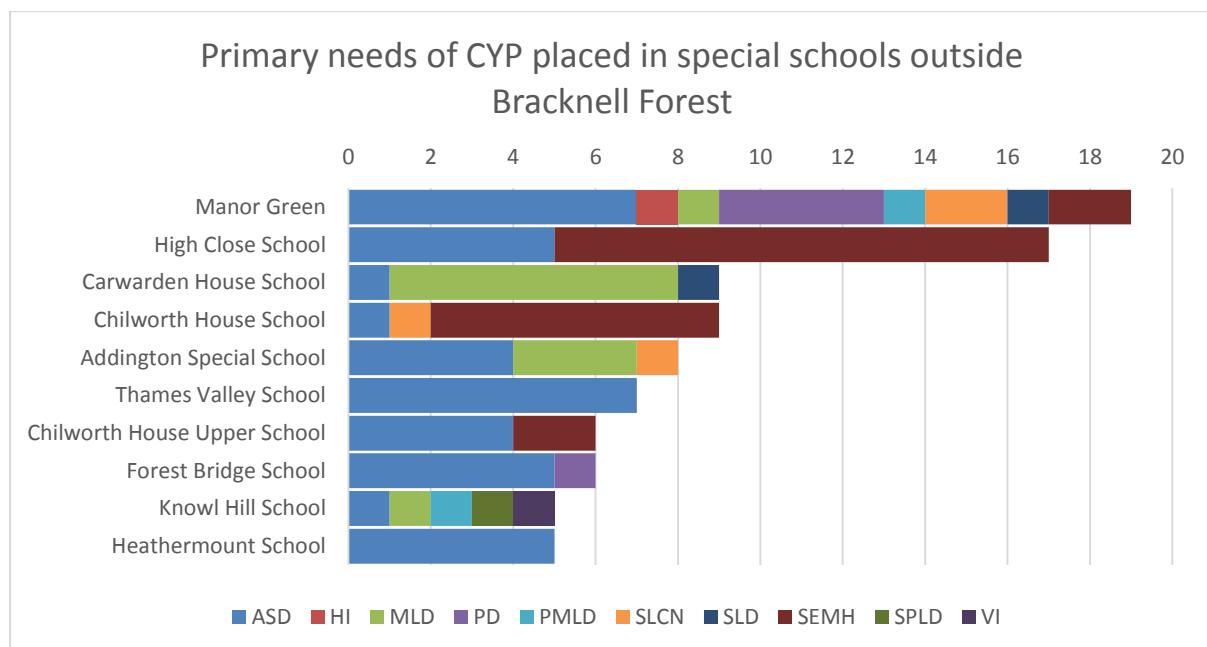


Figure 25. The primary needs of children and young people placed the most used in specialist provisions outside the borough.

Where CYP have been placed in special schools outside the borough specifically in independent and non-maintained special schools, the most common primary needs are for ASD and SEMH (Figure 26). There are 95 CYP with these two primary needs who are placed outside the borough.

### Primary needs of CYP with an EHCP placed outside the borough or in independent Special or PRU Resources

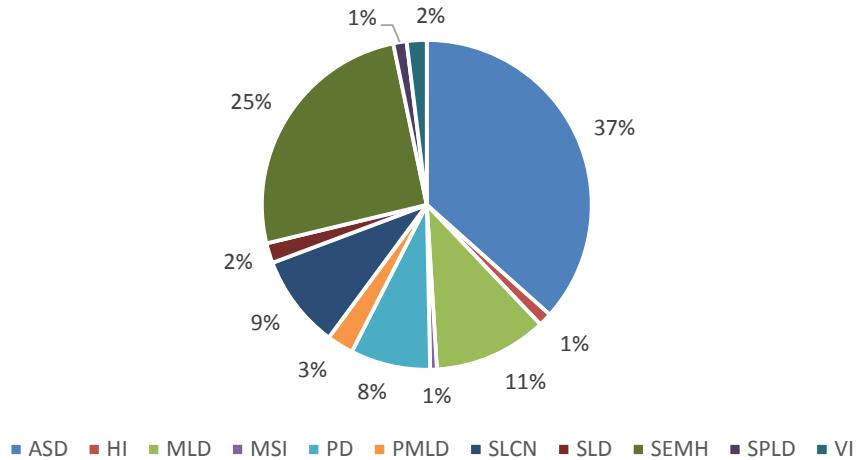


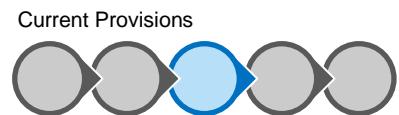
Figure 26. The primary needs of children and young people who are placed outside the borough in independent or independent PRU provisions.

## Alternative Provision

A recent review of alternative provision has taken place to evaluate the needs and practice taking place, it concludes with an action plan to develop the range of alternative provisions. College Hall is the only PRU within Bracknell Forest and pupils were most likely to be referred for support in a managed move to prevent permanent exclusion. Mental health was also a likely reason for referral. 70% of placements at College Hall lasted between one term and three terms, with 30% of placements lasting more than four terms.

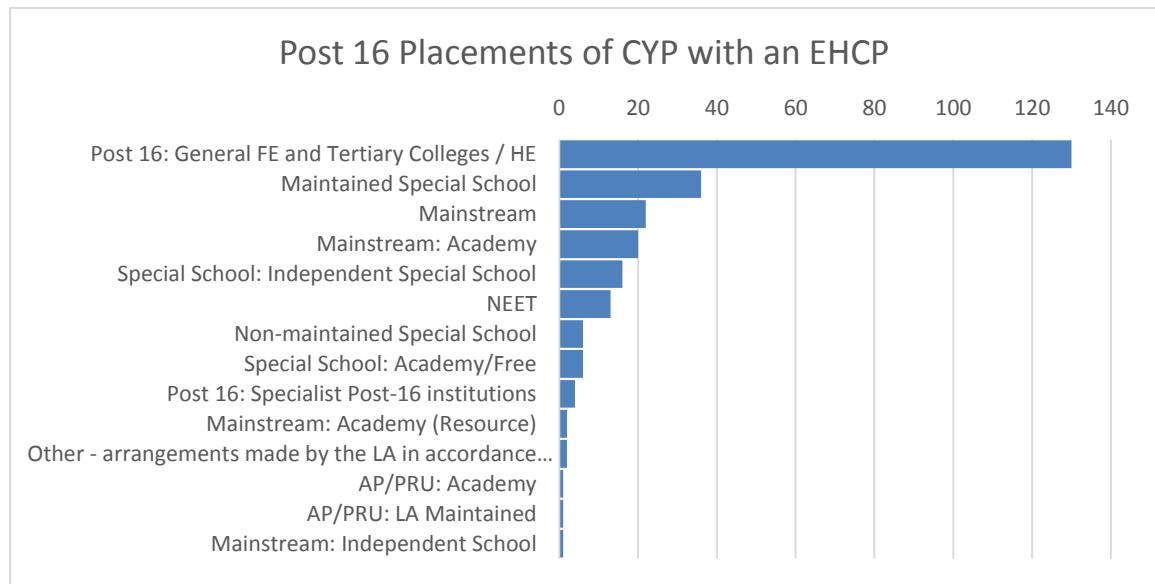
The challenges identified for alternative provisions are:

- The rising demand for College Hall places;
- The lack of timely access to mental health support;
- The limited support for pupil reintegration;
- The lack of specialist provision for CYP with SEMH; and,
- The current offer for support services from the council.



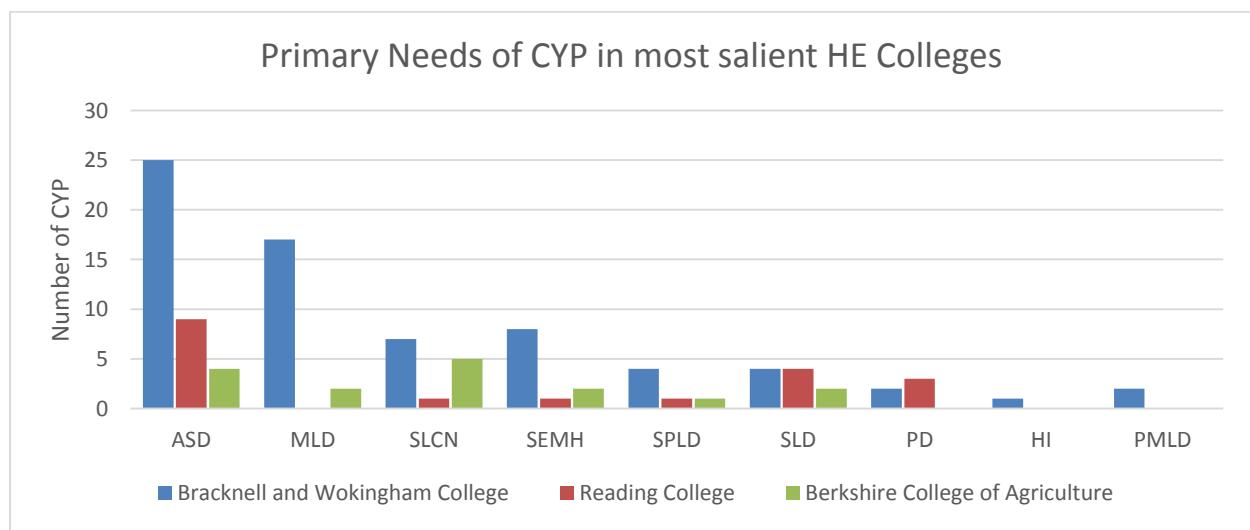
## Post 16 Pathways

There are currently 267 CYP with an EHCP that are 16 years or older (NCY 11 or above), they are in a variety of schools across the borough and further afield (figure 27). There are 13 CYP recorded as Not in Education, Employment or Training (NEET), this is 5% of the post-16 population with an EHCP. The UK percentage of young people (aged 16-24) reported as NEET is 11%<sup>13</sup>.



*Figure 27. Number of young people aged 16-25 with an EHCP in each provision type as reported in the SEN2 return.*

A range of needs are supported for the 130 CYP placed at Higher Education colleges (figure 28). Bracknell and Wokingham College currently support 66 Bracknell Forest young people with a range of needs to continue accessing education until they reach 25. There are specialised courses available through the Activate Learning group (Bracknell & Wokingham college and Reading college) such as “Our House” for 16-25 year olds with PMLD.



*Figure 28. The number of young people with an EHCP in higher education colleges and their primary needs as reported in the SE N2 return.*

<sup>13</sup> Recorded January - March 2019, sourced from ONS.



## Summary

Headlines from the data:

- 63% of CYP with an EHCP are placed within Bracknell Forest schools.
- Mainstream schools support one third of CYP with an EHCP.
- Across all Bracknell Forest specialist provisions, including Resource units and the PRU, there is the capacity for 344 CYP.
- Kennel Lane school is predominately supporting CYP with ASD and MLD.
- 154 of the CYP needing specialist provisions are placed outside the borough, most commonly these were CYP with ASD and SEMH needs.
- 267 CYP with an EHCP are at least 16 years old, 13 of which are NEET.
- Bracknell and Wokingham College are supporting 66 local CYP with an EHCP.



## Cost Analysis

[Skip to Section Summary](#)

### High Needs Block

The high needs block (HNB) is allocated as part of the Dedicated Schools Grant with the purpose of funding education, support and services for CYP with SEND. It covers a range of costs beyond CYP with an EHCP including those who have been excluded, alternative provisions, home tuition and hospital education. It can also be used as “top-up” funding for CYP with SEND as requested by mainstream schools.

The allocation of the HNB to Bracknell Forest Council for 2018-19 was £16,622,000. The DfE make direct payments to other LAs taking Bracknell Forest resident pupils and also for academies and non-maintained schools, this reduced the amount actually received to £15,162,000. The actual spend for the year was £15,074,000.

For 2019-20 the HNB allocation is due to be £16,813,000. The anticipated deductions and funding changes for this financial result in the estimated allocation of £15,537,000.

The largest area of spend from the HNB was for non-maintained special schools at 35% of the annual spend. Figure 29 provides a summary of the spend with further detail provided in figure 30. There is a similar level of spend on mainstream provisions and resource provisions within the borough.

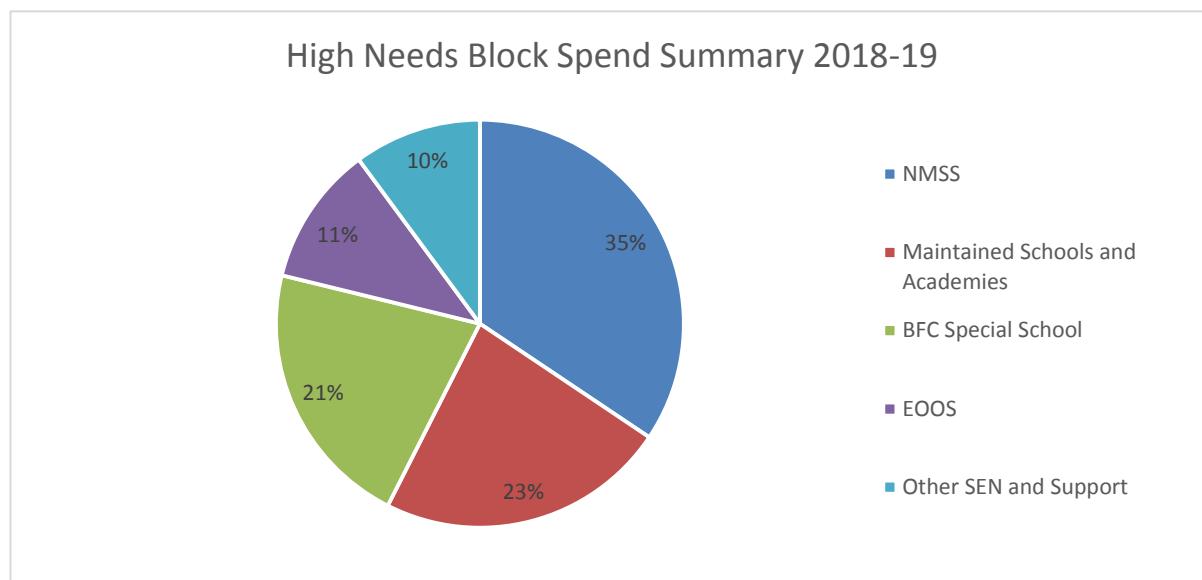
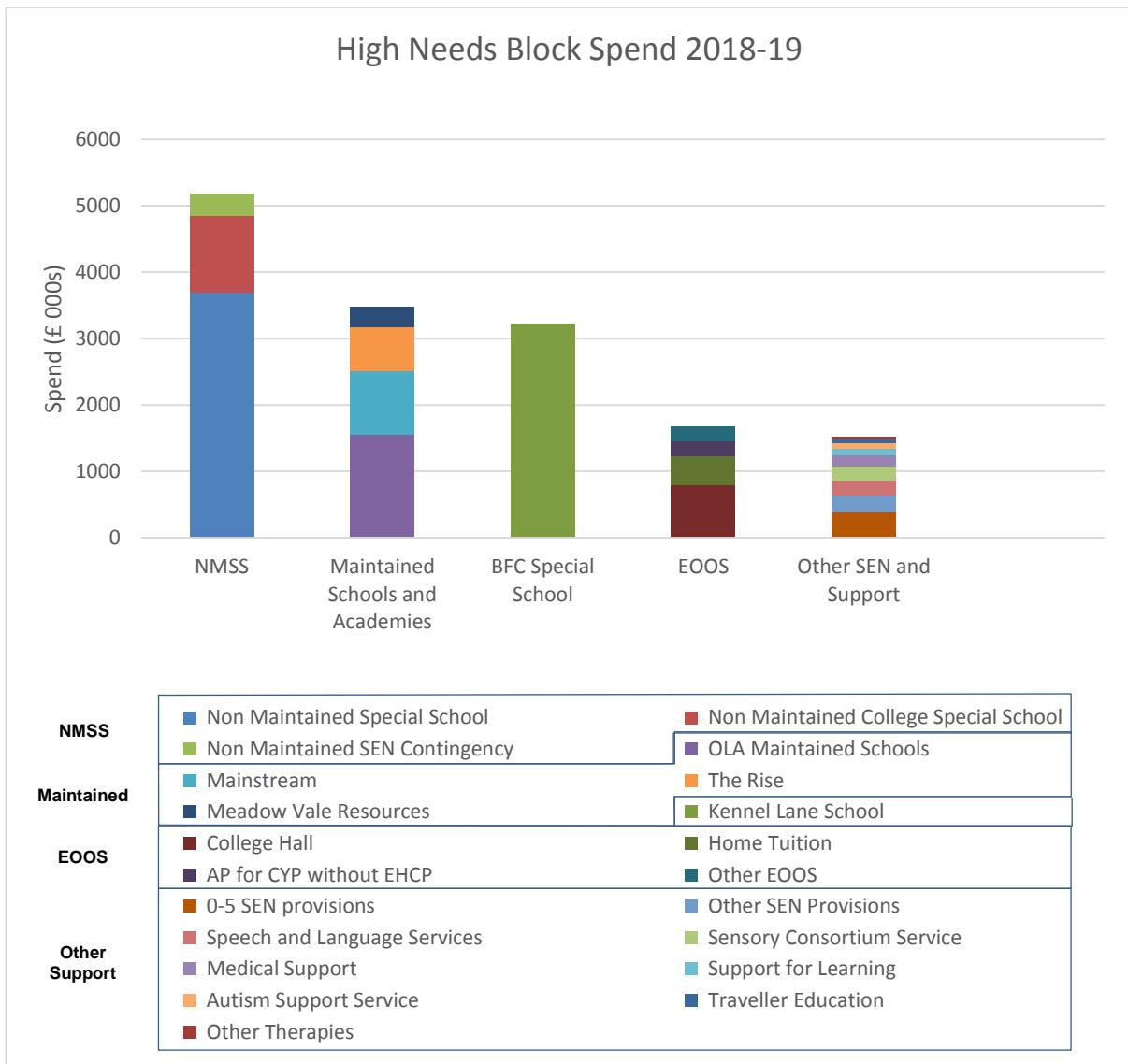


Figure 29. The summary of the spend from the high needs block for the 2018-19 financial year.

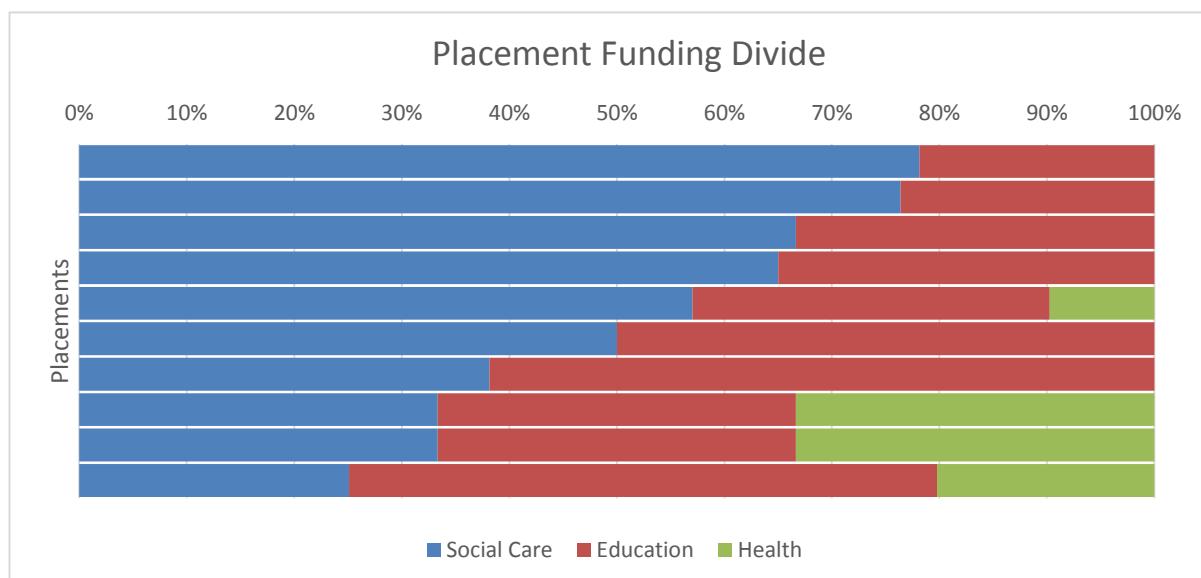


*Figure 30. The breakdown of the spend from the high needs block for the 2018-19 financial year.*



## Joint Funding Arrangements

At August 2019, there were 10 placements for CYP with an EHCP that had joint funding arrangements between social care and education. Four of these were also funded partly by health. No CYP were funding between education and health only. The funding divide for each placement is illustrated in figure 31. These placements support CYP who have a combination of complex needs and SEND, all of these jointly funded placements are residential or respite.



*Figure 31. The division of funding arrangements between social care, education and health for each jointly funded placement of a child or young person with an EHCP.*

Across these 10 placements the cost expected for the academic year of 2019-20 for each team is:

- Children's Social Care: £1,062,000
- Education: £738,000
- Health: £212,000

There are a further 18 CLA who are not covered by joint funding arrangements. Many of these CYP are in residential placements however their residential and education placements are arranged separately.

Joint funding is agreed as required for each individual placement. The funding decision will be made by representatives from the SEN team, the Children's Specialist Support team and the CCG (through the continuing healthcare panel).



## Trends in Spend

### Primary Needs

The primary need associated with the greatest cost is ASD with a total anticipated spend in 2019-20 of around £7,350,000 to support 290 FTE pupils (figure 32). The cost for SEMH is also anticipated to be high, at £3,380,000 for 110 FTE pupils.

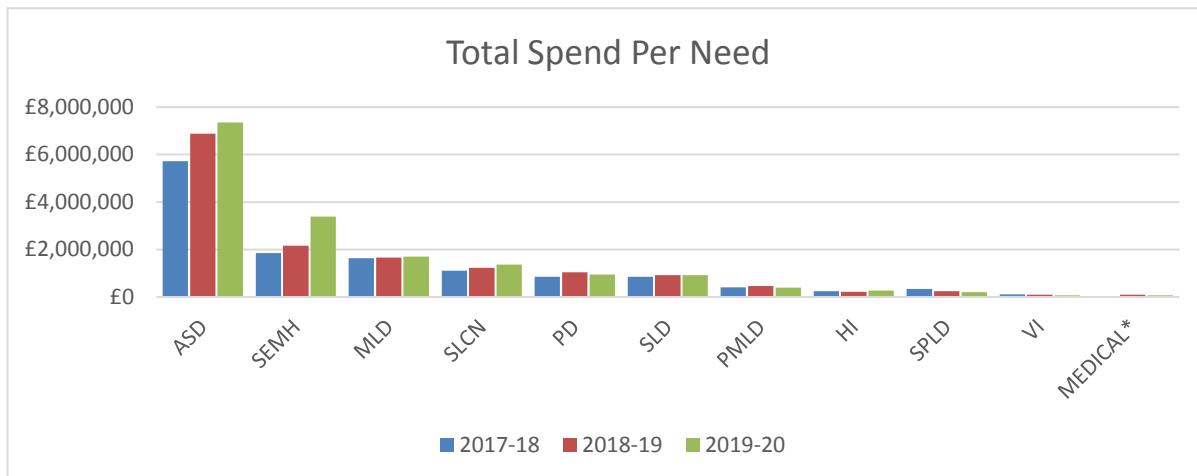


Figure 32. Total spend from the High Needs Block divided by primary need.

Over the three year period, the average cost of placements for most needs has remained relatively stable. The needs with the highest average placement cost are PMLD and SEMH where over half these CYP are placed outside the borough or in independent and non-maintained schools.

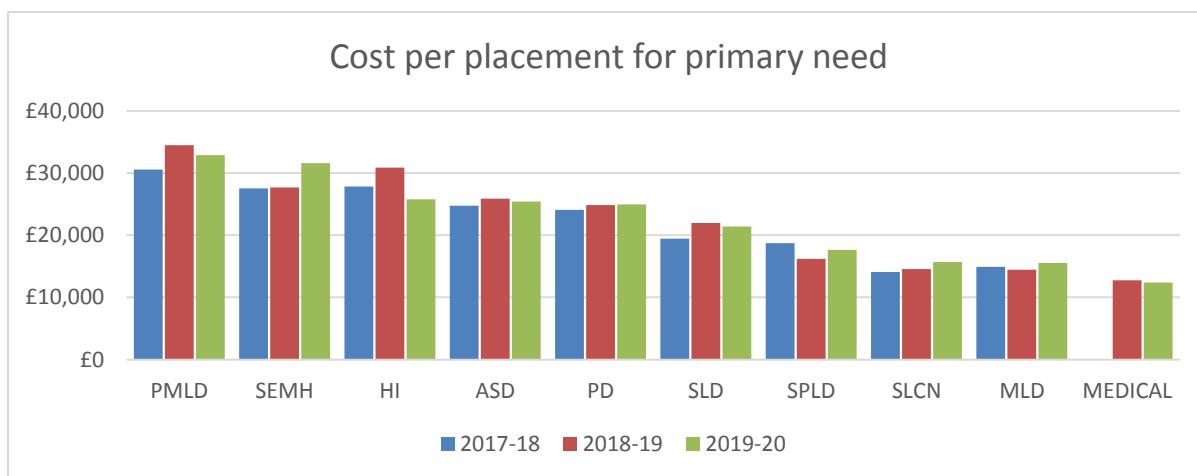


Figure 33. Average cost per placement of children and young people with an EHCP based on primary need.

As well as being the highest total spend areas, ASD and SEMH have seen the highest growth in total cost over the three-year period from 2017. The cost of SEMH placements has increased by 83% since 2017 and the average cost for each placement has grown by 15% as illustrated in figure 34. After SEMH, the highest growth in average placement cost is for SLCN, SLD and PMLD

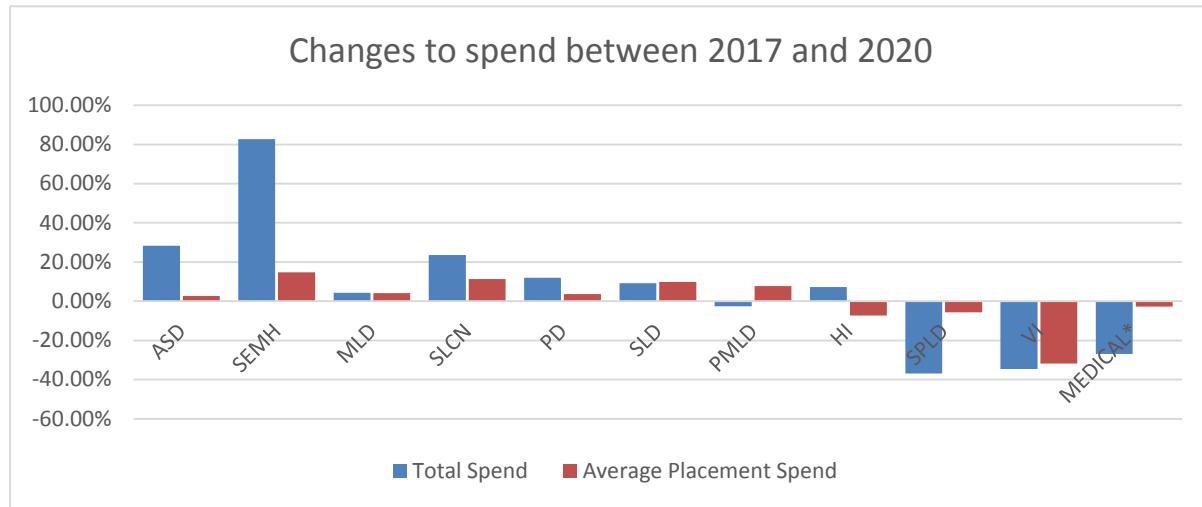


Figure 34. The change in total spend and average placement spend between 2017 and 2020 based on each primary need. Ordered based on total spend per need (Figure 32).

\*Medical placements only have 2 years of data.

## Provision Type and Location

The cost of each placement is highly dependent on where the provision is located and the type of support provided. An overview of the average cost for different types of placements are reported in table 3.

Bracknell Forest	Average cost per placement
Mainstream	£11,300
Resource	£22,200
Special School	£24,400
<b>Other Local Authority</b>	
Mainstream	£10,900
Resource	£15,500
Special School	£29,900
<b>Other providers</b>	
Private, Voluntary and Independent	£53,200
Higher Education College	£13,300

Table 3. Average expected placement cost based on provision type for EHCP children and young people in 2019-20

There is significant variation in the cost of placements, this is partly due to the different needs of each CYP but also in part due to the purchasing method of placements. Currently all provisions outside of Bracknell Forest, including independent school placements, are spot purchased. There are no block contracts or frameworks currently in place to support the placement of SEND CYP.

The total spend on provisions for special school placements in other local authorities and in independent schools has most markedly increased as shown in figure 35. Over the three-

year period the total spend on out of borough special schools grew by 71% with the cost of each placement at those schools having increased by an average of 22%. The total spend on independent schools increased by a third over three years but the cost of each placement only increased by 2%.

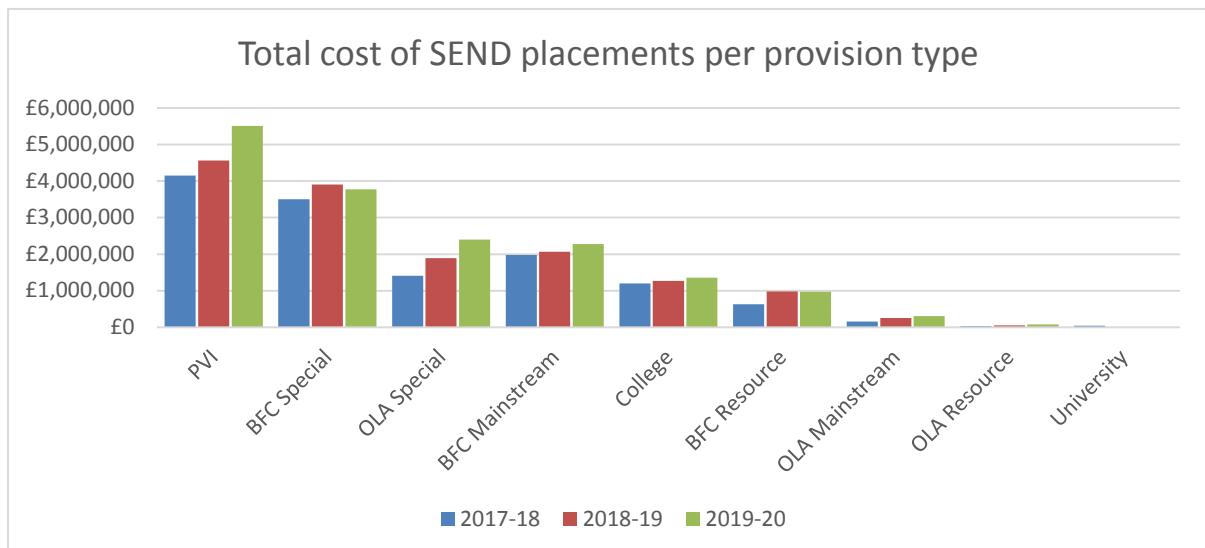


Figure 35. The total spend on placements divided into provision type and location.

The spend on other local authority resource and mainstream placements more than doubled during the three-year period, however the proportion of spend for both of these remains low.

The spend over the different cohorts follows the pattern that EHCPs are most common during secondary school. The peaks in spend can be tracked over the last three years spend reflecting the needs of specific cohorts. The cohorts with the highest spend are those starting in year 7 and 10 in September 2019. There is also an emerging heightened spend for CYP starting year 4.

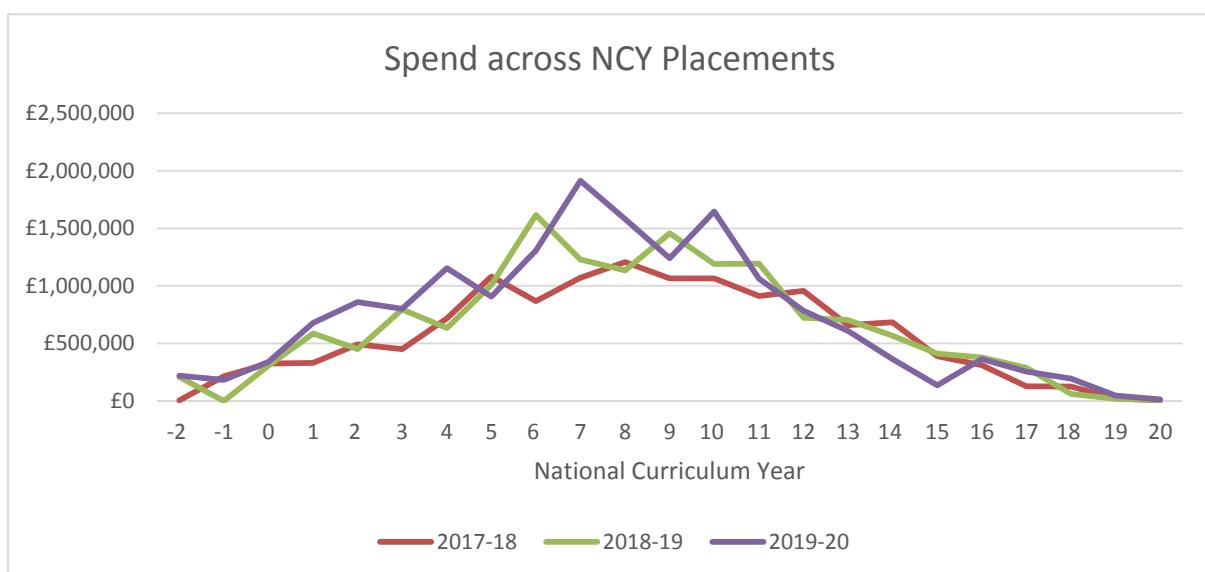


Figure 36. The total spend on placements divided into national curriculum year.



## Transport Costs

There are additional costs associated with the placement of CYP with SEND that are not covered by the HNB or joint funding arrangements. Transport to and from educational placements is funded from the education transport budget.

There are 307 BFC CYP aged 5-18 with SEND who will be transported to school from September 2019, this is a 6% increase on the 289 CP from the previous year. The total cost of school transport for CYP placed at special schools, PRUs, alternative provision and 16-18 SEN provisions was £1,412,000 for the last financial year. This was 72% of the education transport budget.

The majority of these CYP (178) were located outside the borough at a cost of £1,132,000. The most common placements requiring home to school transport were Chilworth House, High Close School and Manor Green.

Within the borough there has been a large spend for transport to College Hall. The spend during the financial year 2018-19 was £97,000. As there is no footpath to access College Hall, all CYP placed there, regardless of needs, are entitled to home to school transport.



## Summary

Headlines from the data:

- The 2018-19 budget for SEND provisions was £15,162,000 with an actual spend of £15,074,000.
- 10 placements have joint funding arrangements between social care, education and (in some cases) health.
- The largest area of spend from the high needs block is for non-maintained special schools.
- The highest spend on a SEND need was for ASD, which was more than double the amount of the next highest cost (SEMH).
- The average cost for each placement has remained relatively stable with PMLD and SEMH placements the most expensive per CYP.
- The total spend has increased most significantly for SEMH (83%), followed by ASD over a three-year period.
- The average cost per placement for VI, HI and SPLD have all decreased over the last three years. These are also amongst the lower areas of spend.
- Mainstream placements for CYP with an EHCP are the most cost effective.
- Placements at independent schools are the most expensive per placements.
- Spend on out of borough special schools has increased by 71% over the last three years.
- The spend on placements is highest amongst secondary school aged pupils.
- A future high cost cohort is likely to be the CYP who started NCY 4 in September 2019.
- The majority of the home to school transport budget, in the last financial year (72%), funded transport of CYP with SEND. £1,132,000 was spent on transport to other local authority placements.



## Future growth

[Skip to Section Summary](#)

### SEND Historic Growth

#### EHCP Growth

Bracknell Forest has seen a growth in the number and proportion of CYP with an EHCP over the last five years, in line with the pattern of statistical neighbours and across England (figure 37). This pattern has been widely reported across national publications. The increase has several contributing factors such as rising population growth, advances in medicine allowing children with needs to live longer and increased diagnosis rates of conditions such as ASD. Since 2014 and the introduction of the SEND Code of Practice, services for CYP has extended from up to 19 years old to 25. Therefore, there has been an additional cohort of children each year continuing their SEND support.<sup>14</sup>

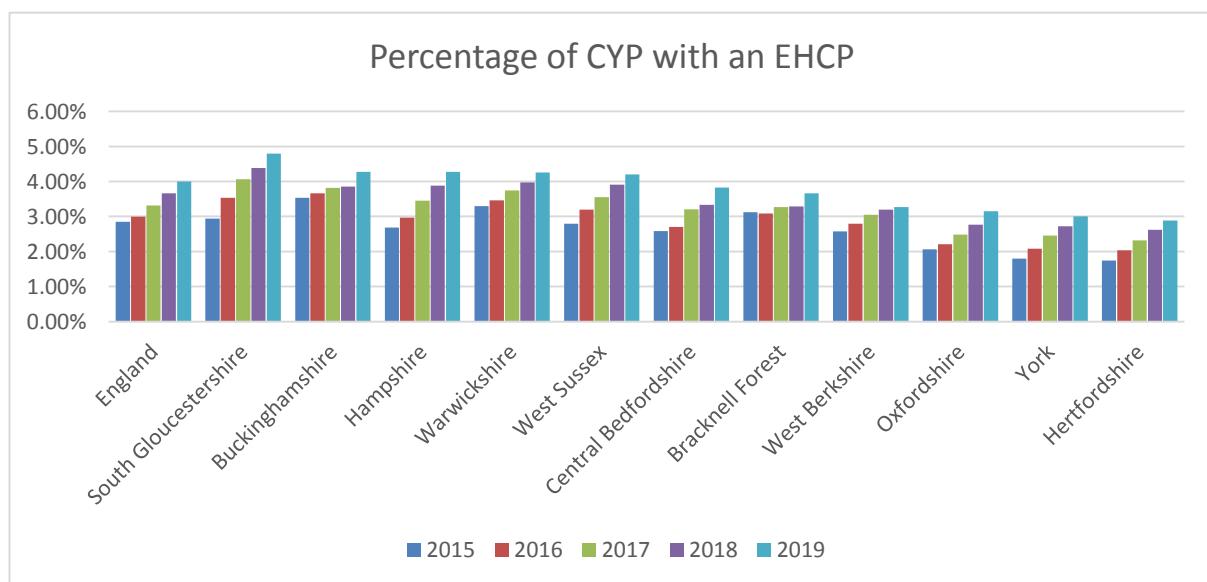
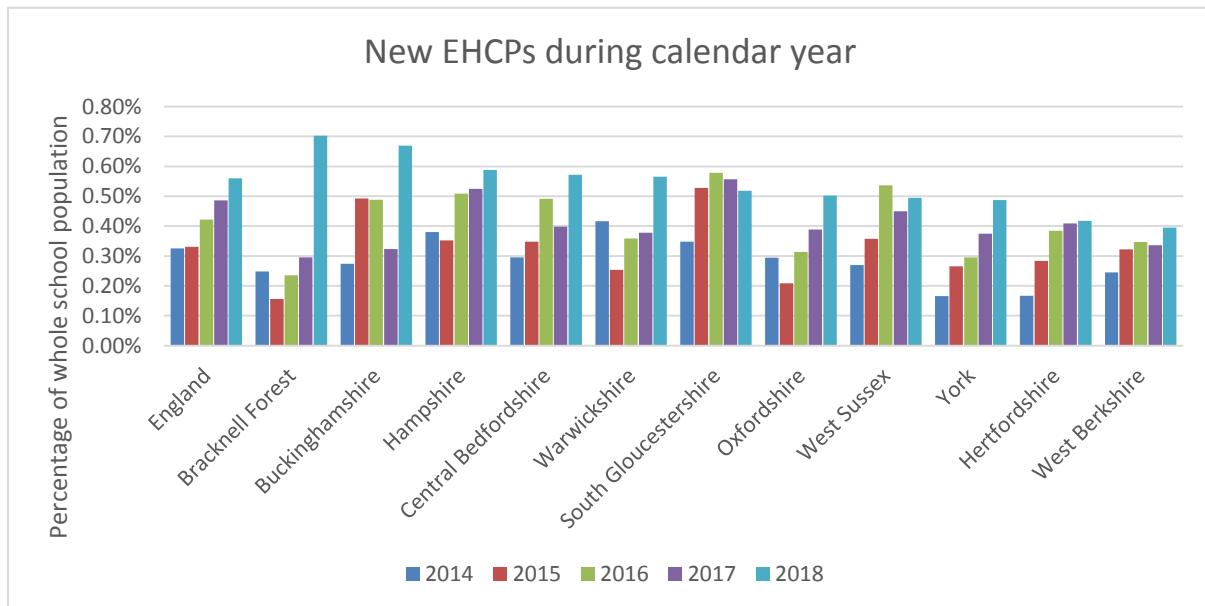


Figure 37. The proportion of the whole school population with an EHCP compared with England and statistical neighbours.

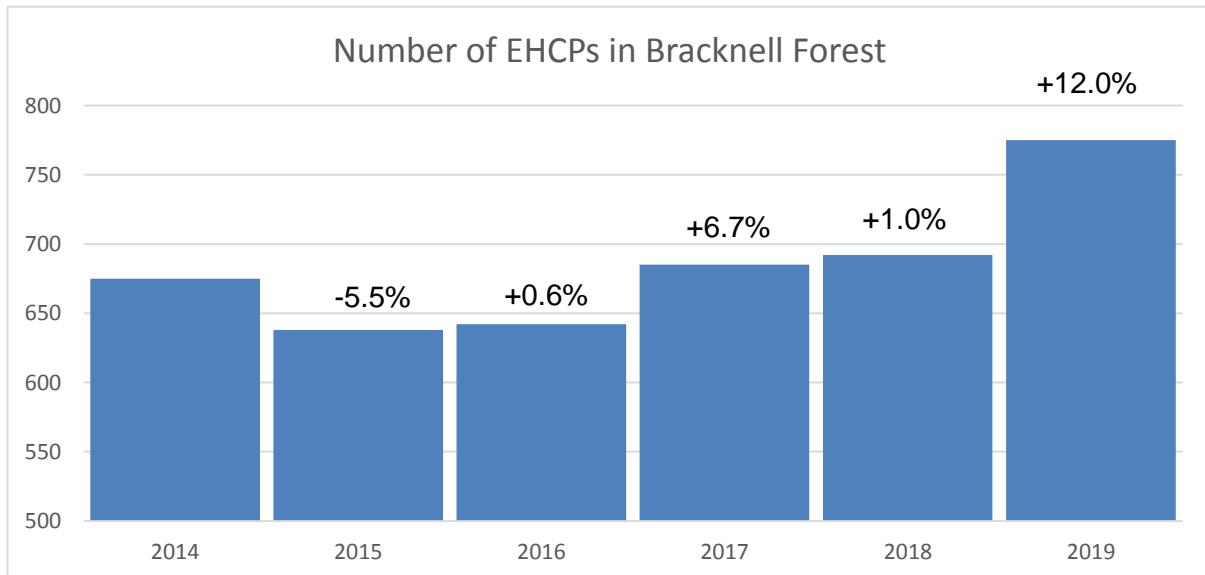
There has also been a significant increase in the number of new EHCPs issued, with Bracknell Forest reporting the steepest increase of its statistical neighbours for new EHCPs per child in the borough. This increase is illustrated in figure 38.

<sup>14</sup> ISOS Partnership, "Have we reached a 'tipping point'? Trends in spending for children and young people with SEND in England", December 2018



*Figure 38. The proportion of the whole school population issued a new EHCP within the designated calendar year.*

This pattern of increasing EHCPs will result in growth of the SEND population and therefore estimates of this growth should shape planning for further local provisions. The previous trend for CYP with an EHCP show that there have been a fluctuation in the total number for Bracknell Forest. Over the six year period reported, there was an average increase in the number of EHCPs of 3.0% per year (figure 39).



*Figure 39. The change of the total number of EHCPs for children and young people in Bracknell Forest, recorded on the SEN2 return between 2014 and 2019.*

## SEN Support Growth

Although the proportion of CYP with an EHCP is increasing, the percentage requiring SEN Support and without an EHCP has remained relatively stable (figure 40). This has also been the case amongst the statistical neighbours. The total number of CYP needing SEN Support has been recorded to have increased by 116 CYP between 2014 and 2019.

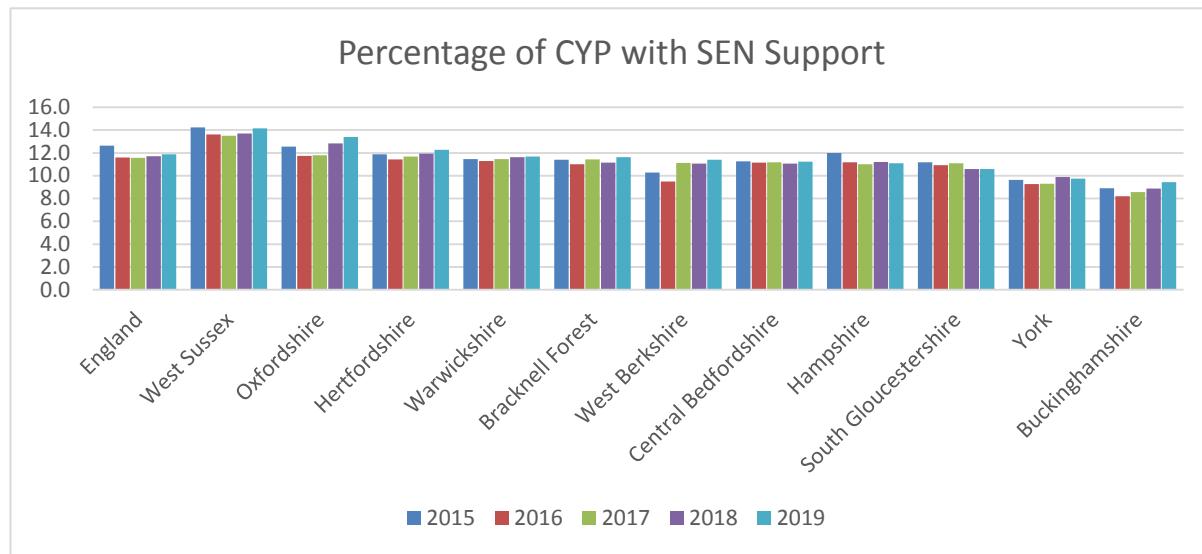


Figure 40. The percentage of the whole school population requiring SEN Support as recorded on the School Census between 2015 and 2019.



## Estimating Growth

The projections for the future growth in SEND population have been calculated from two variables, estimates for the increase of the school population and estimates for the increase in the proportion of the school population with EHCPs or SEN support.

Estimates for the growth of the school population can be calculated based on the Office for National Statistics. Projections are reported for each of the age categories, this is not specific to school populations however it describes the growth in the age groups who may be eligible for an EHCP or SEN support.

The overall population is anticipated to increase in Bracknell Forest to 126,000 by 2024, this is an increase of 4.1% over the five years. The age groups of 0-24 and 5-19 have significantly different anticipated growth rates, however the mid point of these rates is 4.8% growth over the designated time period. This is also the projection from the national pupil projections over the next five years.

High and low estimates for the increase in EHCPs have been calculated based on the methodology in appendix B. The calculations for the percentage increase in the proportion of the school population with an EHCP or SEN support is also included in the appendix. Estimates for the future number of CYP with EHCPs and SEN Support needs is outlined in table 4.

	2019	2024	Growth Over Full Time Period
<b>Whole population<sup>15</sup></b>			
Overall population of Bracknell Forest	121,600	126,600	5,000 (4.1%)
Population aged 0-24	37,300 <sup>16</sup>	38,400	1,100 (2.9%)
Total school aged pupils (5-19)	23,800 <sup>17</sup>	25,400	1,600 (6.7%)
<b>SEND Population</b>			
Total school aged pupils with EHCPs	775	957 969	Low – 182 (23.5%) High – 194 (25.0%)
% of pupils with EHCP	3.7%	4.4%	0.7%
Total school aged pupils with SEN Support	2,446 <sup>18</sup>	2598 2630	Low – 152 (6.2%) High – 184 (7.5%)
% of pupils with SEN Support	11.6%	11.9%	0.3%

Table 4. Estimates for the future EHCP and SEN Support population in Bracknell Forest until 2024.

<sup>15</sup> Based on ONS population projections for local authorities.

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2>

<sup>16</sup> Projections are higher than recorded in the School Census because the population projections include all individuals aged 0-24 regardless of the education, employment or training that are part of.

<sup>17</sup> Projections are higher than recorded in the School Census because the population projections include all individuals aged 5-19 regardless of the education, employment or training that are part of.

<sup>18</sup> As reported in school census Table 13. This is higher than previous figures as it takes into account all schools and provisions. This is higher than internal figures suggest, however it provides a trend over the years and allows a projection to be made.

The estimated growth is illustrated in figures 41 and 42.

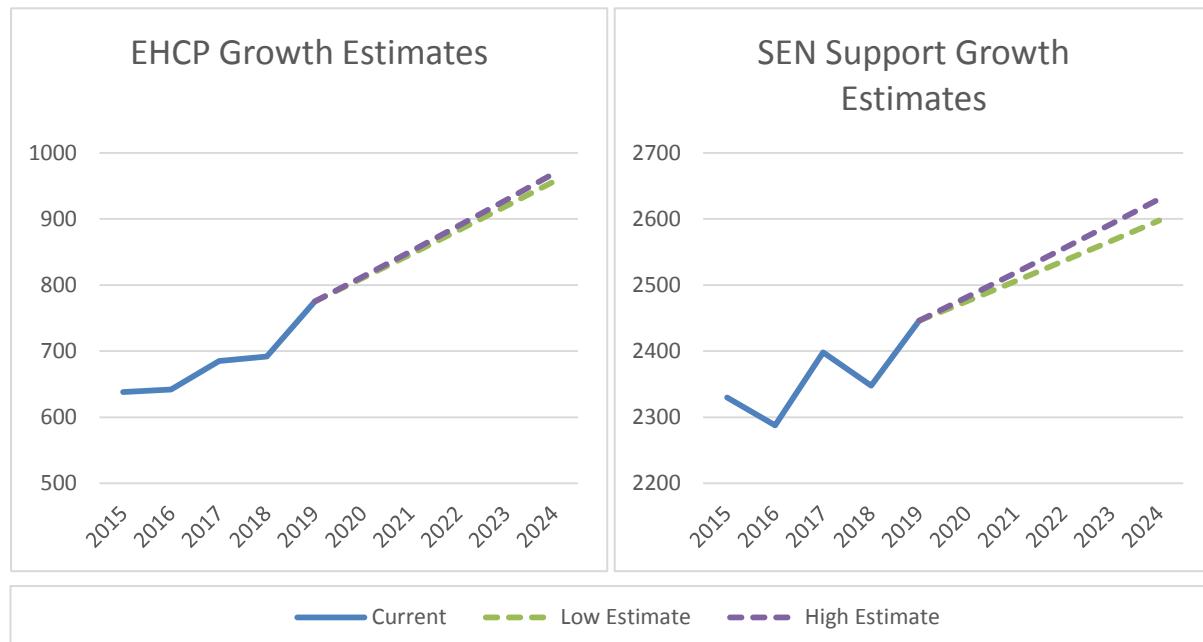


Figure 41 and 42. The estimates for growth in number of children and young people in Bracknell Forest with an EHCP and SEN Support.

The estimates outlined in this report should be considered carefully as the rates of change could vary greatly. The faster population growth anticipated for the south east region<sup>19</sup> could increase the number of CYP on the school roll, increasing those potentially eligible for SEN support or EHCPs. There could however be lower than predicted growth rates if the previous pattern of growth does not continue.

<sup>19</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/bulletins/subnationalpopulationprojectionsforengland/2016based>



## Summary

Headlines from the data:

- The proportion of CYP with an EHCP has increased over the last five years in line with the trend of England and of statistical neighbours.
- There has been a steep increase in the number of new EHCPs issued in the last year (12%), the greatest growth of all statistical neighbours and above the average for England.
- The proportion of CYP requiring SEN support and without an EHCP has remained similar over the last five years in line with the average percentages across England and statistical neighbours.
- Over the next five years the number of CYP with an EHCP is anticipated to rise by between approximately 182 to 194 CYP. This will increase the proportion of CYP with an EHCP to 4.4% of the school population.
- Over the next five years the number of CYP with SEN support is anticipated to rise by between approximately 152 to 184 CYP. This will increase the proportion of CYP with SEN support to 11.9% of the school population.

## **APPENDIX A – EXCLUSION REASON CODES**

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<b>Reason Code</b>	<b>Detail</b>
BU	Bullying
DA	Drug and alcohol related
DB	Persistent disruptive behaviour
DM	Damage
OT	Other
PA	Physical assault against an adult
PP	Physical assault against a pupil
RA	Racist abuse
SM	Sexual misconduct
TH	Theft
VA	Verbal abuse/threatening behaviour against a child
VP	Verbal abuse/threatening behaviour against a pupil

## APPENDIX B – METHODOLOGY FOR GROWTH PROJECTIONS

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The number of CYP on the school roll and number of CYP with SEN Support was based on the school census. The number of EHCPs was informed by the SEN2 return data.

Information from the last 5 years informed the projections to calculate the average increase in the proportion of the school population with an EHCP or SEN support. This average was then used to predict the equivalent increase over the projection period.

### **EHCP Growth**

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The proportion of CYP with and EHCP in the whole school population had an average increase per year of 0.14% over the last 5 years, this was projected forward for all calculations.

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### **SEN Support Growth**

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The proportion of SEN support CYP in the whole school population had an average increase per year of 0.06% over the last 5 years, this was projected forward for all calculations.

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<b>Level</b>	<b>School population growth per year</b>	<b>Methodology</b>
Low	0.71%	The roll increased by 0.71% on average per year, over the previous 5 years.
High	0.96%	National Pupil Projection until 2024 <sup>20</sup> predicts growth of 4.8%, this equates to 0.96% per year.

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<sup>20</sup>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/815634/National\\_pupil\\_projections\\_future\\_trends\\_in\\_pupil\\_numbers\\_July\\_2019\\_update.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/815634/National_pupil_projections_future_trends_in_pupil_numbers_July_2019_update.pdf)