

Isos Partnership

Review of the implementation of Lincolnshire's 2011 SEN strategy

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Phase one interim report
Prepared for Lincolnshire County Council
January 2015



What does the data suggest? (pp.9-22)

- **The profile of identified needs and the pattern of placements is different in Lincolnshire compared to the rest of the country and to statistical neighbours.** This suggests that the identification of certain types of need is not consistent across the county, and that some underlying needs are not being identified early (e.g. SLCN).
- **There are gaps within the continuum of current LCC SEN provision.** Mainstream schools – particularly secondary schools – may lack the capacity and provision to meet the needs of some pupils, particularly those with challenging behavioural needs. Most specialist provision is located in special schools – there are comparatively few enhanced resource provisions. Current specialist provision is “blocked up” and is not able to respond to the changing profile of need across the county (e.g. pupils with high-functioning ASD).
- **These gaps within the continuum of LCC SEN provision appear to be driving the increase in pupils placed out-of-county.** There is no evidence that this trend is being driven by a lack of in-county residential SEN provision.

How has the 2011 strategy been implemented? (pp.23-26)

- **Implementation of the 2011 strategy has been limited.** Where changes have been made in line with the principles of the strategy, some pre-date the strategy and some have happened independent of the strategy. There has been a lack of continuous strategic leadership and of ownership of the strategy recommendations.
- **There is agreement among LCC colleagues that many of the principles of the original strategy remain valid** – for example, developing a continuum of provision from mainstream settings to specialist support and to move to outcomes-based commissioning. The aspiration to reduce out-of-county placements is now even more relevant.
- **Some recommendations, however, need to be re-visited.** The concept of an area special school, the way it will be implemented, and how it will fit within a broader continuum of provision need to be defined more clearly.
- **Lincolnshire is well-placed to make progress in implementing a refreshed strategy,** building on, for example, the development of the SEND locality model, sector-led school improvement, and re-commissioning outreach.

How might the strategy be refined? (pp.27-30)

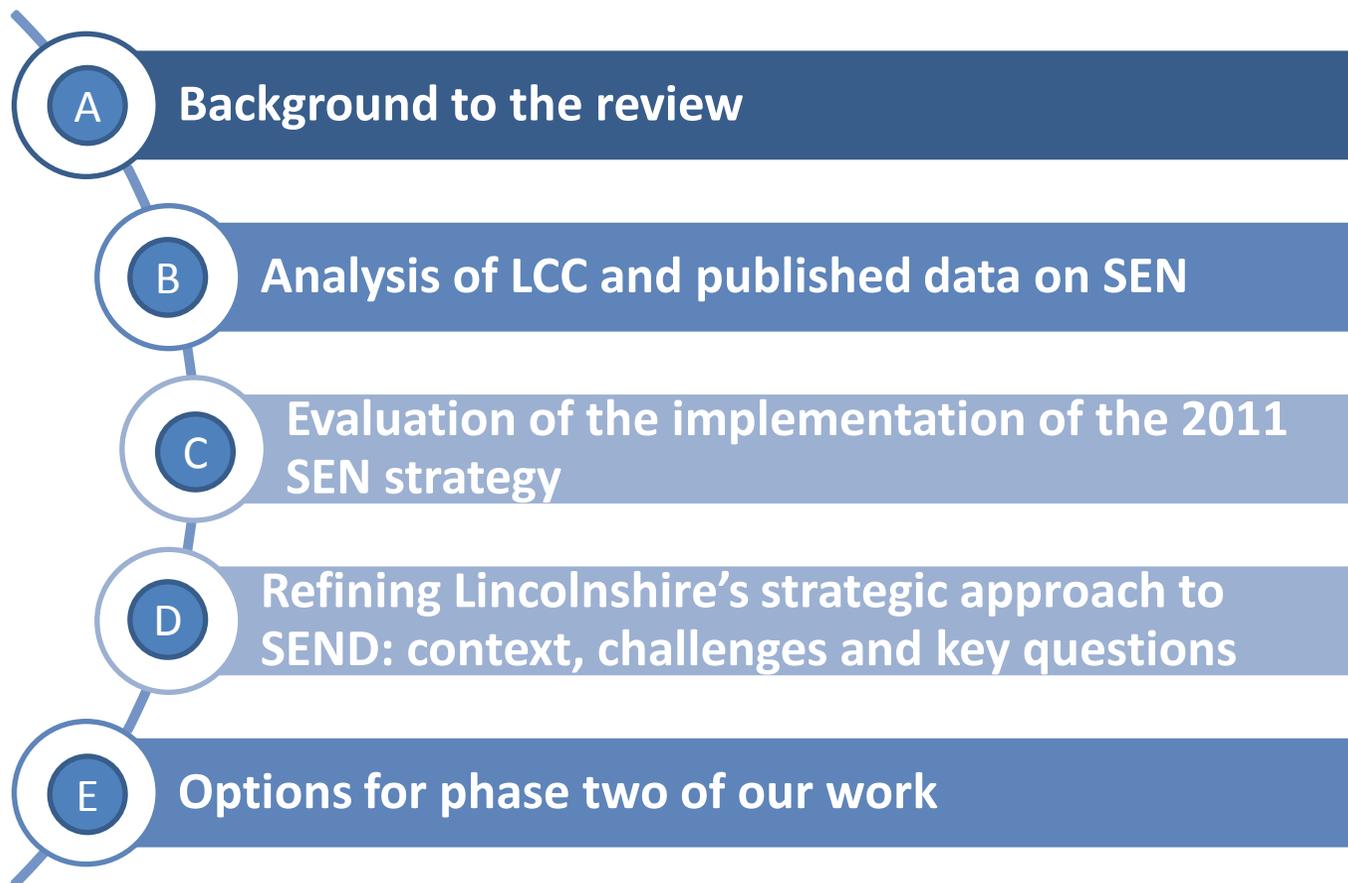
Refining and refreshing the SEND strategy, must not be a paper-based exercise: the aim should not be to produce a new document to update the current strategy document. Instead, the focus of a new strategic approach to SEND in Lincolnshire should be on building long-term strategic planning capacity and process. We see this comprising four steps.

- **Analysis** – of long-term trends, in parallel with your ongoing focus on getting the structures and processes right
- **Commissioning** – using your analysis to develop a flexible continuum of provision informed by long-term planning
- **Engaging stakeholders** – developing mechanisms for engaging key stakeholders (educators and families particularly) and investing in regular, open dialogue, and in building their skills, capacity and knowledge of the SEND system to enable them to play a key role in co-producing and leading the implementation of Lincolnshire's SEND strategy
- **Monitoring outcomes** – ensuring that you are able to answer two key questions. 1. Are our approaches working? 2. Do we have the right provision to meet the current and future needs of children in our county?

How could Isos support this work in phase two? (p.31)

This report sets out key findings from the first phase of our review of the 2011 SEN strategy. We would like to discuss with you how we might use some or all of our remaining time on phase two, and options include:

- shaping the principles of a refined strategy;
- building long-term planning capacity;
- developing the interface with key stakeholders; and
- developing the SEND locality model.



In June 2014, CfBT Education Services on behalf of Lincolnshire County Council (LCC) commissioned Isos Partnership to undertake a series of four reviews of specific aspects of SEND provision in Lincolnshire. The reviews were to cover:

1. enhanced resource provision (ERP) in mainstream schools;
2. residential SEN provision;
3. portage services; and
4. the implementation of Lincolnshire's 2011 strategy for special schools and SEN ERPs.

Isos formed a review team with expertise in national SEN policy, leading local authority SEND services, school improvement, and conducting fast-paced reviews and strategy evaluations. The first two reviews were completed during the summer term of 2013/14, and the third during the autumn term of 2014/15.

The first phase of the strategy review took place during the autumn term of 2014/15. It built on the findings from the previous three reviews, in addition to the review activities listed below:

- analysis of LCC's own and published documents and data relating to current need and provision of children and young people with SEND in Lincolnshire;
- workshops and individual interviews with officers and professionals from LCC and CfBT; and
- feedback from eight special schools leaders, through the fieldwork visits relating to the review of portage.

We are grateful to all colleagues who have contributed so far to this review for their openness and honesty. These discussions have highlighted a number of areas of good practice within the continuum of SEND provision in Lincolnshire, but also highlighted some of the key challenges and questions that a LCC strategic approach to SEND will need to address.

A number of abbreviations are used throughout this report for the sake of brevity. A glossary of these is at annex A.



Pupils

In January 2014 ...

- 106,833 school-age pupils were educated in Lincolnshire schools
- 16,651 of those pupils were identified as having SEN, but did not have a statement
- LCC maintained 3,085 statements of SEN
- 3,266 pupils with statements of SEN were educated in Lincolnshire
- Lincolnshire was a “net importer” of pupils with statements – 90 children were placed out-of-county by LCC, while 271 pupils from other local areas were placed in Lincolnshire

Provision

- 361 state-funded schools in Lincolnshire and 5 further education colleges
- 341 mainstream schools (5 nursery, 280 primary, 56 secondary)
- A wide range of targeted and specialist support (see the following page – p.6)
- 7 enhanced resource provisions – 4 for HI (24 places), 3 for SLCN
- 18 special schools and 2 hospital schools (see p.8)
- Use of a wide range of independent and non-maintained special schools (INMSSs) and independent specialist post-16 providers (ISPs)

Performance

- At KS2, in 2013, 76% of pupils overall achieved L4 or better – 40% of pupils with SEN without a statement and 17% of pupils with a statement achieved this level
- At KS4, in 2013, 62% of pupils overall achieved 5 A*-C GCSEs including English and maths – 25% of pupils with SEN without a statement and 9% of pupils with a statement achieved this level
- All 18 special schools in Lincolnshire are judged good (12) or outstanding (6)

Background to the reviews: Mapping the current targeted and specialist SEND support services available in Lincolnshire

Category of SEN	Targeted services	Specialist services
Communication and interaction	Social communication / autism outreach team (0-18)	3 x SLCN enhanced resource provisions (4-11) ECLIPS (11-18) Speech & language therapy service
Cognition and learning	Specialist teachers (STT) (4-18)	
Social, emotional and mental health	Teaching & learning centre – commissioned outreach; Team around the child; Family and youth support services; BESD outreach – commissioned from schools	CAMHS Learning difficulties specialist nurses (commissioned from Ash Villa)
Sensory and/or physical	2 x HI enhanced resource provisions (4-11) Specialist nurses	2 x HI enhanced resource provisions (11-18) Physiotherapy
All	Educational psychology service (0-18); Information, advice and support service (0-25); Birth-to-five (0-5); Specialist teachers (STT) (4-18); SESS (0-25)	Portage (0-5); ESCO (0-18); Welfare-to-work (14-25); SESS (0-25); Occupational therapy

A

Background to the reviews: Mapping the special school provision in Lincolnshire

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Lincoln & West Lindsey	East Lindsey	Boston & South Holland	North & South Kesteven
<ul style="list-style-type: none"> Aegir (11-19, multiple needs) Fortuna (4-11, BESD) Sincil (11-16, BESD) St Christopher's (3-19, multiple) St Francis (2-19, PD, residential) Warren Wood (multiple, 2-11) 	<ul style="list-style-type: none"> St Bernard's (2-19, multiple, residential) Eresby (2-19, multiple) St Lawrence (5-16, multiple) Lady Jane Franklin (10-16, BESD) 	<ul style="list-style-type: none"> Gosberton House (2-11, multiple) Garth (2-19, multiple) John Fielding (2-19, multiple) Priory (11-16, multiple) 	<ul style="list-style-type: none"> Ambergate (4-16, multiple) Sandon (2-19, multiple) Phoenix (11-16, BESD) Willoughby (2-19, multiple)

Average size (no. places) of a special school in Lincolnshire

Financial Year	Average size (no. places)
FY10-11	79
FY12-13	82
FY13-14	87

Source: LCC data

- Most special schools support a wide range of pupil needs – most Ofsted reports describe the needs of pupils in special schools as a combination of MLD, SLD, PMLD, with growing numbers of pupils with ASD.
- There are four BESD special schools – three for secondary-age pupils and one for primary-age.
- Two special schools (in Lincoln and Louth) offer residential provision. One of those schools is the only school supporting pupils with PD in the county.
- In FY10-11, 1,492 places were commissioned in special schools. In FY13-14, 1,573 places were commissioned. The average size of special schools has also increased (even after considering the closure of Queen's Park).

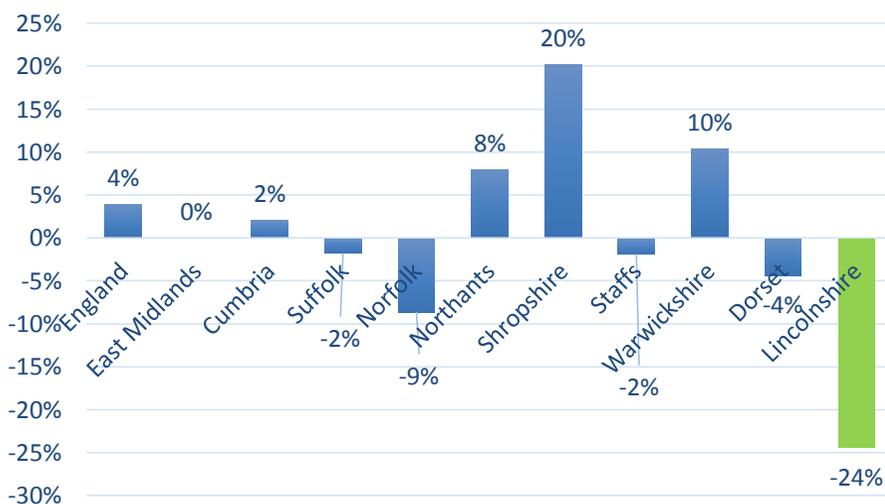
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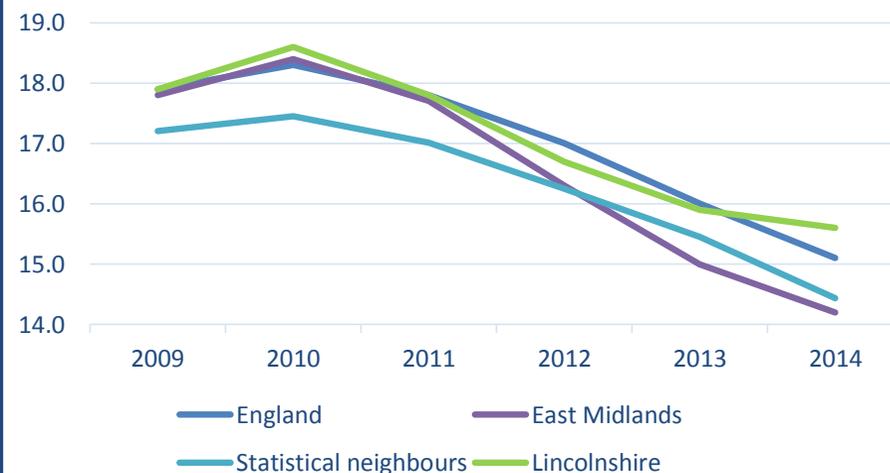
B Analysis: Number of pupils with SEN

- Since 2010, the national trends relating to the number of pupils with SEN have been (a) a small increase (4%) in the number of pupils with statements and (b) a decrease in pupils without statements (from 17.9% to 15.1%).
- In relation to pupils with statements, LCC bucks the national trend: between 2010 and 2014, there has been a percentage-point decrease in statements of 24%. In absolute terms, the number of statements maintained by LCC has dropped from 4,080 to 3,085. We think this is related to the changes to statutory assessment, statements and funding practice introduced by LCC in 2011. This trend has brought LCC into line with the national average: nationally, 2.8% of children have statements of SEN, and in LCC the figure is 2.9%.
- In relation to pupils without statements, LCC broadly followed the national trend, but the rate of reduction of numbers of pupils identified with SEN slowed between 2013 and 2014 and LCC is currently above the national average for numbers of pupils identified with SEN who do not have statements.

Percentage-point change in the number of pupils with statements of SEN, 2010-2014



Percentage of pupils with SEN without statements, 2009-2014



Source: SEN in England, Jan 2014

B Analysis: Where pupils with SEN are educated

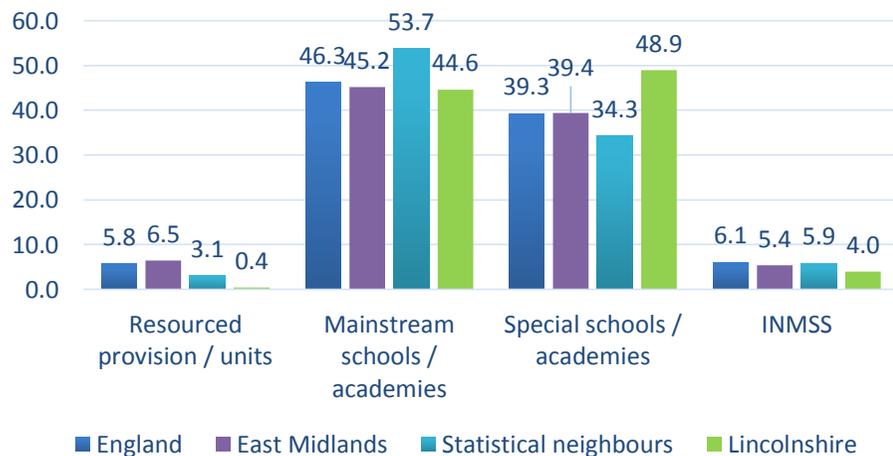
In January 2014, compared to the national average and those of statistical neighbours (eight other large, predominantly rural counties) for children with statements of SEN, LCC had:

- a smaller proportion of children placed in resourced provision or SEN units;
- a smaller proportion of children placed in mainstream settings (maintained and academies);
- a greater proportion of children with statements placed in special schools (maintained and academies); and
- a smaller proportion in INMSSs, although this number has been growing.

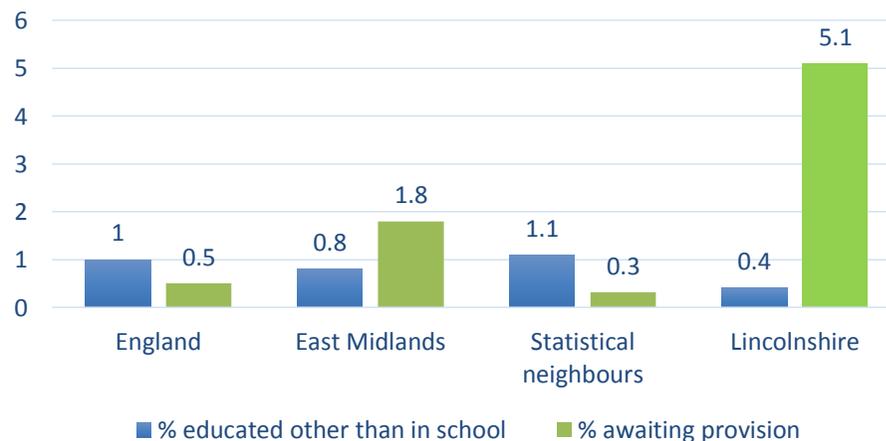
Nationally, LCC also had the highest proportion of children with statements who were awaiting provision (5.1%). This last point may reflect a particular point in time, rather than a trend. It may also reflect, however, a specific gap in provision or a delay in accessing a particular form of provision that is in high demand. We would like to explore this further.

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Percentage of pupils with new statements educated in different types of settings, January 2014



Placement of pupils with new statements not in school, January 2014



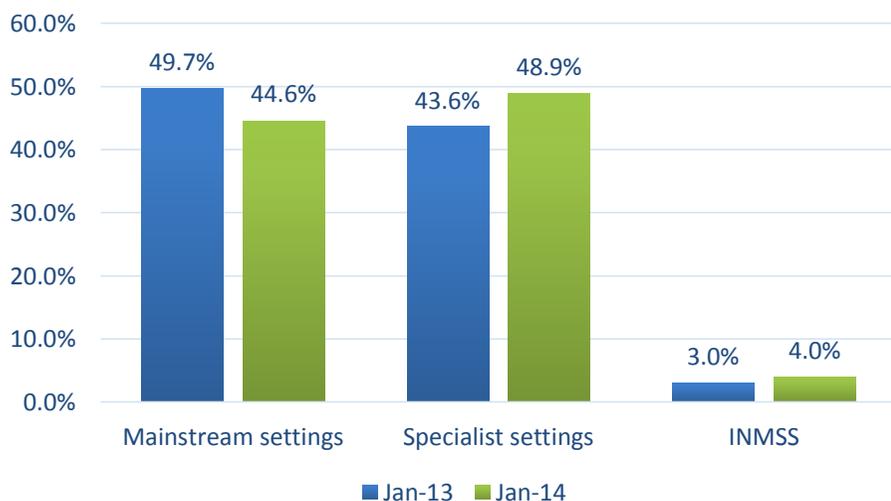
Source: SEN in England, Jan 2014

B Analysis: Where pupils with SEN are educated

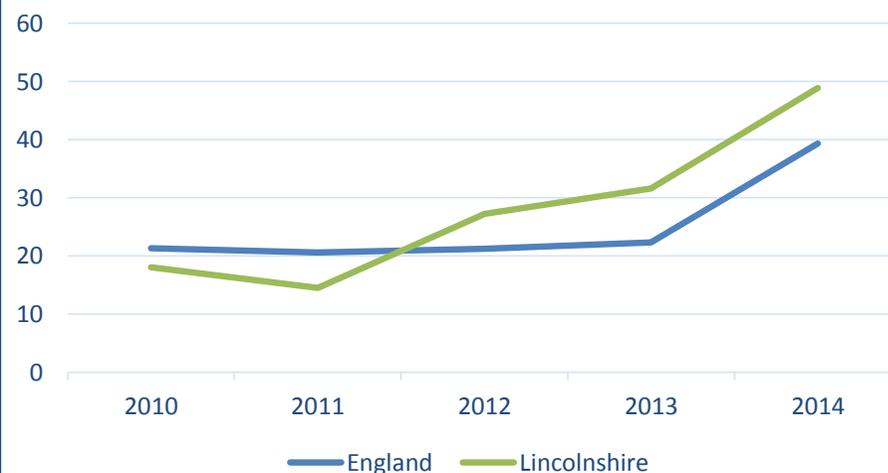
The data presented on the previous page shows the position in January 2014. The charts below compare this pattern to that in January 2013 and the longer term trends in relation to placements of pupils with statements (maintained by LCC).

- The left-hand chart shows that between January 2013 and January 2014, there has been a shift in where LCC pupils with statements are educated: there has been a drop of 5.1% in the proportion of pupils educated in mainstream settings, while there has been a 5.3% rise in the proportion educated in specialist settings. The right-hand chart shows that, since 2011, more pupils with new statements have been placed in special schools.
- This change means that Lincolnshire is now 1.7% below the national average for the proportion of pupils educated in mainstream settings, and 9.6% above the national average for the proportion educated in specialist settings.
- Although below the national average, the proportion of pupils placed in INMSSs has also increased from 3% to 4%.

Change in the percentage of pupils with statements in different types of settings



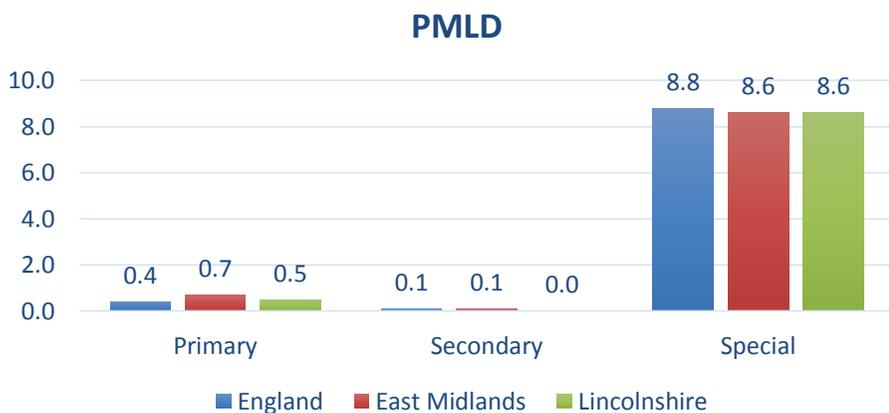
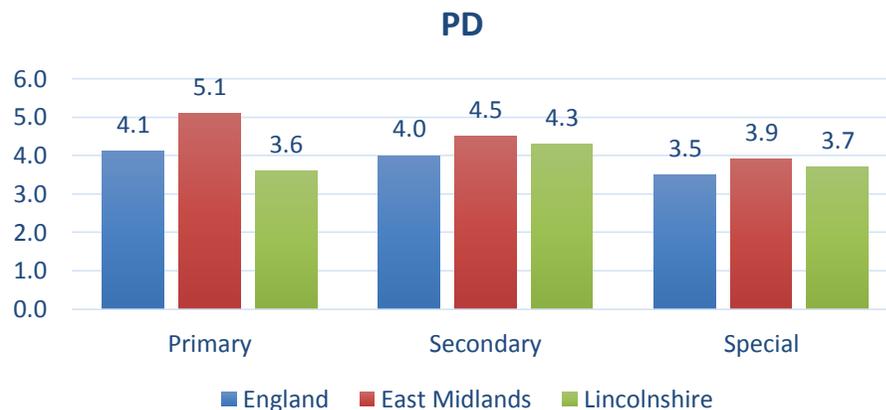
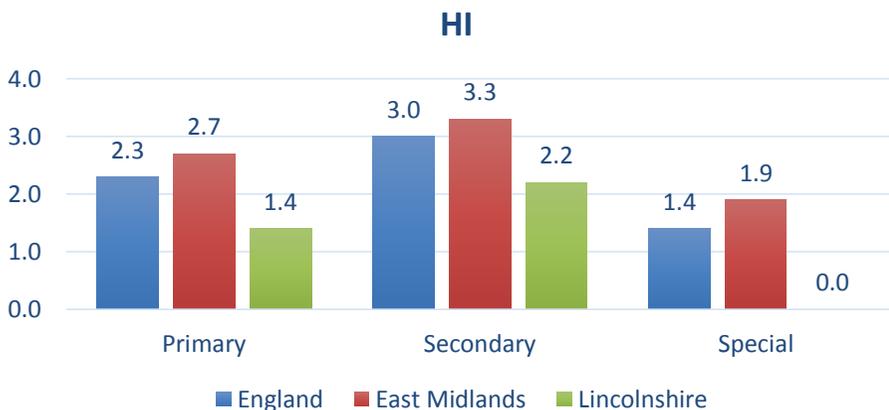
Percentage of new statements made placing a child in a special school



Source: SEN in England, Jan 2014

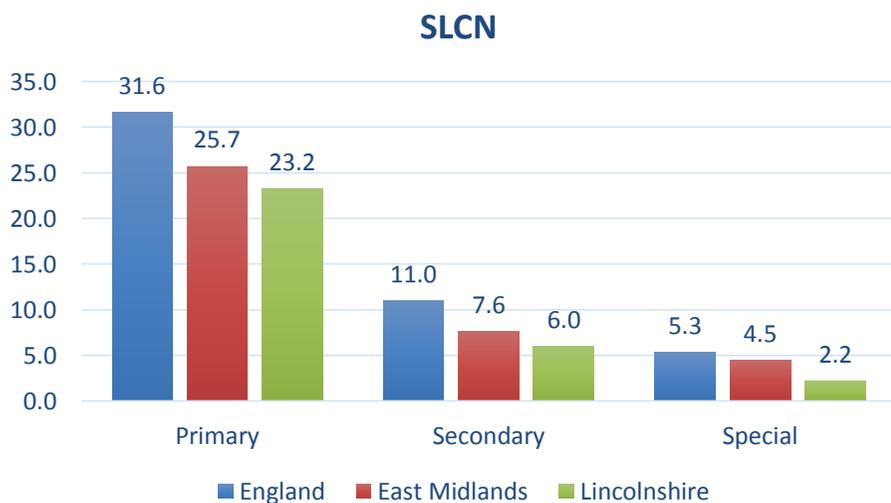
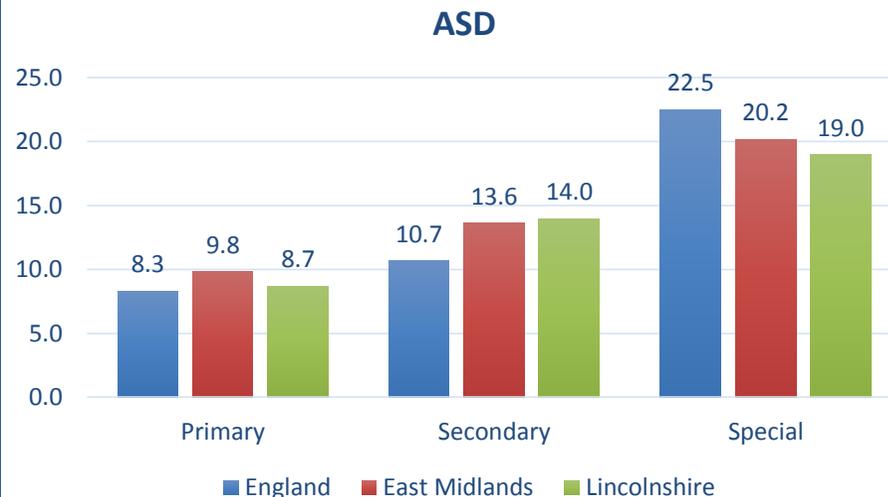
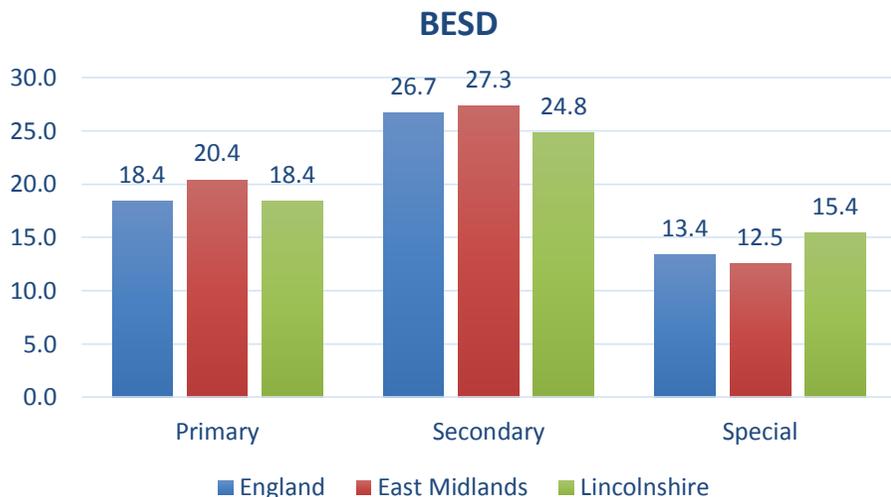
B Analysis: Types of SEN in different types of setting

On this and the following two pages, we set out the types of settings in which pupils with statements or supported at school action plus with different forms of primary need are educated and compare this to national and regional averages. We recognise that primary need data do not reflect multiple or interlinked needs, and needs to be treated with caution. Nevertheless, these data can be useful for high-level comparisons of patterns of provision.



- LCC is broadly in line with the national trends in relation to PD and PMLD.
- In relation to HI, LCC is below the national average across all types of settings. We know that there have been some past issues with the HI enhanced resource provision (ERP), resulting in some pupils going out-of-county to ensure that they had a peer group. The new ERP in Ruskington, with the existing ERP in Donnington, are key to the strategy for addressing this.

Analysis: Types of SEN in different types of setting (continued)



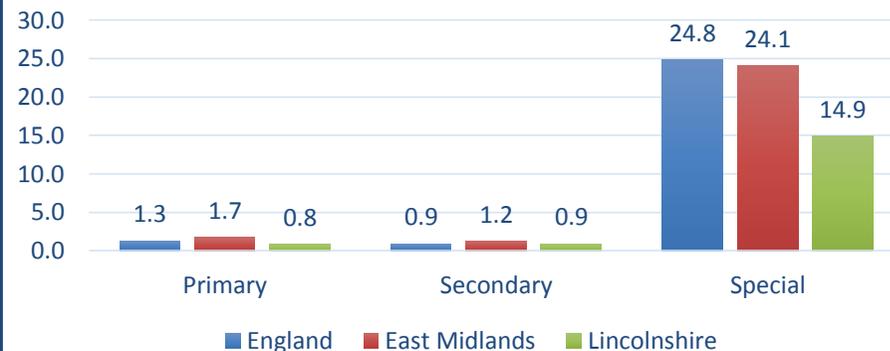
- In relation to what was called BESD, LCC has fewer children with this primary need in secondary schools, but more in special schools, compared to the national average.
- In relation to ASD, the trend is the other way around: more children with this primary need identified are in secondary schools, but fewer in special schools.
- Lastly, LCC is below national and regional averages across all school phases for children with SLCN identified as their primary need.

Analysis: Types of SEN in different types of setting (continued)

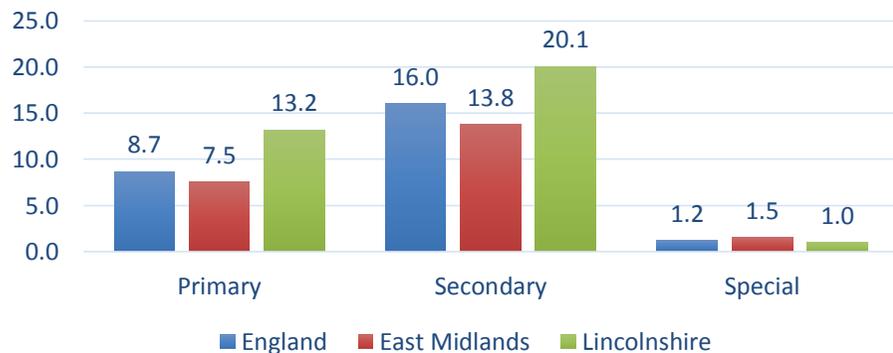
MLD



SLD



SpLD



- The key trend we identified was that LCC has a higher proportion of pupils whose primary need is identified as MLD in special schools than is the case nationally. There are also more pupils with this primary need in primary schools.
- But contrast, there are far fewer children with SLD identified as their primary need in special schools.
- Lastly, there are more children with SpLD identified as their primary need in primary and secondary schools.

On the following page, we draw out some of the key implications and questions raised by these data.

B Analysis: Interpreting the data on primary need

What are the key trends shown by the primary need data?

Comparing Lincolnshire to the national average, there are:

- more children with MLD (and fewer with SLD) are placed in special schools;
- fewer children with SLCN identified as their primary need;
- more children with ASD and SpLD in mainstream secondary schools, but fewer with BESD; and
- conversely, fewer children with ASD but more with BESD in special schools.

How should we interpret these?

We suggest that two factors may be behind this pattern of placements.

1. Different identification practices and/or misidentification – the data on SLCN and, in secondary, on ASD, SpLD and BESD, suggest that pupils' needs are being identified differently compared to other areas, or underlying needs are not being picked up.
2. Specialist provision is “blocked up” and not able to respond to changing need – the data show a high proportion of pupils in special schools have MLD as their primary need. This suggests that special schools may not have the capacity to meet the reported increasing need for places for pupils with challenging BESD and/or complex ASD.

What are the key questions to explore further?

1. Are pupils' needs being diagnosed early enough (particularly SLCN in the primary phase) and consistently (BESD, ASD and other needs in the secondary phase)?
2. Are there groups of children whose needs are not being met by the current continuum of provision? If numbers of pupils with complex ASD and challenging behaviour is increasing, but not in special schools, are these the children having to go out-of-county?
3. Do these data reflect a snapshot in time, or a longer term trend? The following pages examine these longer term trends.

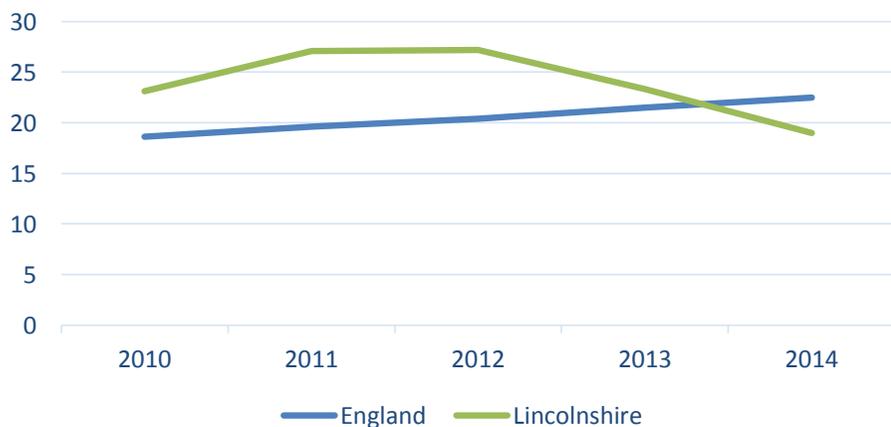
Analysis: Long-term trends on types of SEN in special schools

Overall, LCC is in line with the national trends in terms of the changing types of (primary) need of pupils educated in special schools. There are, however, two areas where LCC bucks the national trend:

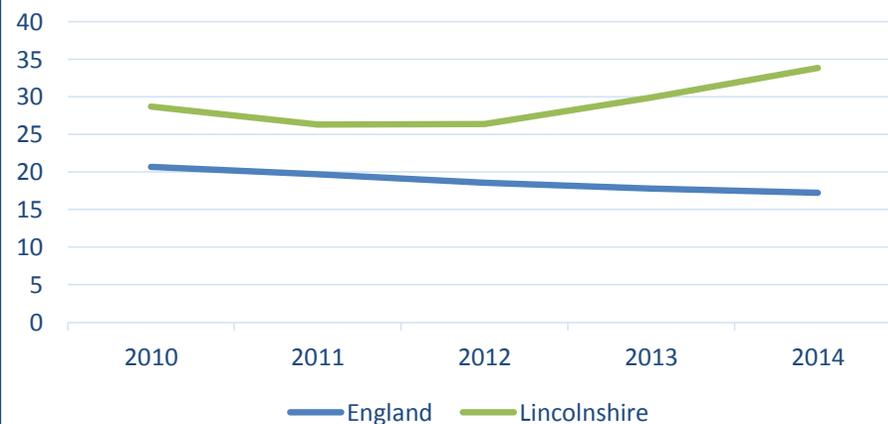
1. the proportion of pupils with ASD placed in special schools has fallen in LCC, while increasing nationally; and
2. the proportion of pupils with MLD placed in special schools has increased in LCC, while falling nationally.

This does not seem to fit with the picture we heard from special schools and LCC professionals about growing numbers of pupils with complex ASD and challenging behaviour in special schools. It suggests, however, that the current continuum of LCC provision is not meeting the needs of these children, so they are placed out-of-county. This further supports our hypothesis that current specialist provision in LCC is “blocked up” and not able to respond to these changing patterns of need. It may also suggest that there are not currently the right forms of specialist provision in Lincolnshire (e.g. ERPs for children with high-functioning ASD).

Percentage of pupils with SEN in special schools with ASD as their primary need, 2010-2014



Percentage of pupils with SEN in special schools with MLD as their primary need, 2010-2014



Source: SEN in England, Jan 2014

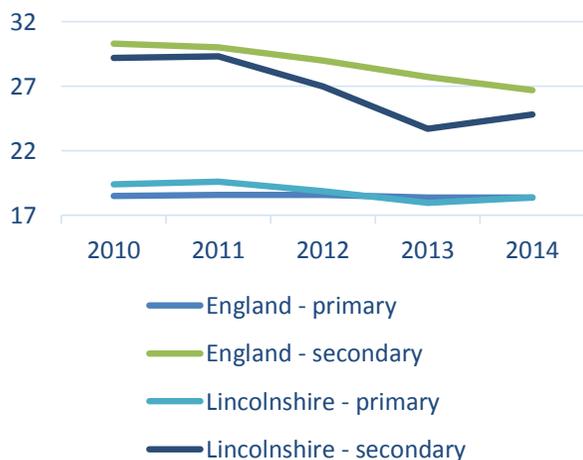
Analysis: Long-term trends on types of SEN in mainstream schools

At a high level, LCC follows the national trend in terms of a decline in identification of BESD (with a slight change between 2010 and 2014) and an increase in ASD and SLCN. The trend data shows that LCC's position relative to the national average described on pp.10-12 has been a consistent trend since 2010. These data suggest two questions.

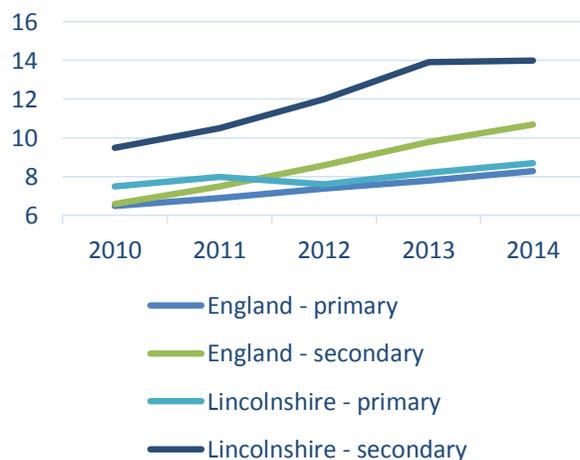
- Are pupils' SLC needs being identified early and accurately in the primary phase? We highlighted this in our previous review of SLCN ERPs. The data suggests these needs, particularly more complex social and communicative difficulties, may not be being met, or are being identified as ASD.
- What has driven the drop in BESD pupils in mainstream secondary schools (to 2013)? Our evidence suggests schools may lack the support they need to keep pupils with complex behaviour in mainstream settings.

This supports our hypothesis that practices for identifying and meeting certain needs in mainstream schools operate differently in LCC compared to other local authorities, and/or are operating inconsistently across the county.

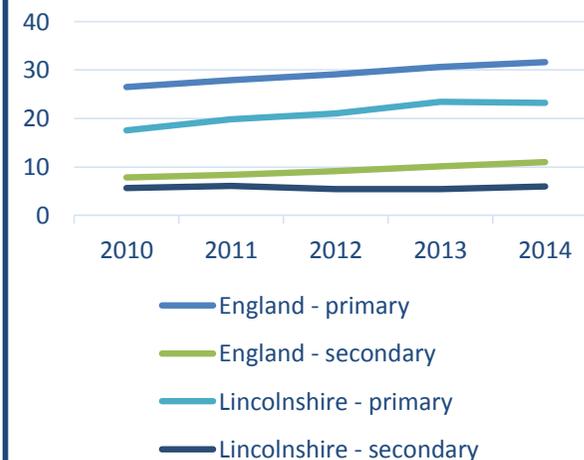
Percentage of pupils with BESD in mainstream schools, 2010-2014



Percentage of pupils with ASD in mainstream schools, 2010-2014



Percentage of pupils with SLCN in mainstream schools, 2010-2014



There are questions about the consistency and effectiveness of identification and early support / outreach to mainstream settings to help them meet the needs of the pupils who have challenging behaviour needs.

In Lincolnshire, most specialist provision is in the form of special schools – Lincolnshire has a small number of ERPs for children with HI and SLCN (although not focusing on social and communicative difficulties). Lincolnshire does not have, for example, any ERPs for children with high-functioning ASD. Some specialist provision has been created for post-16 students through partnerships between special schools and FE colleges.

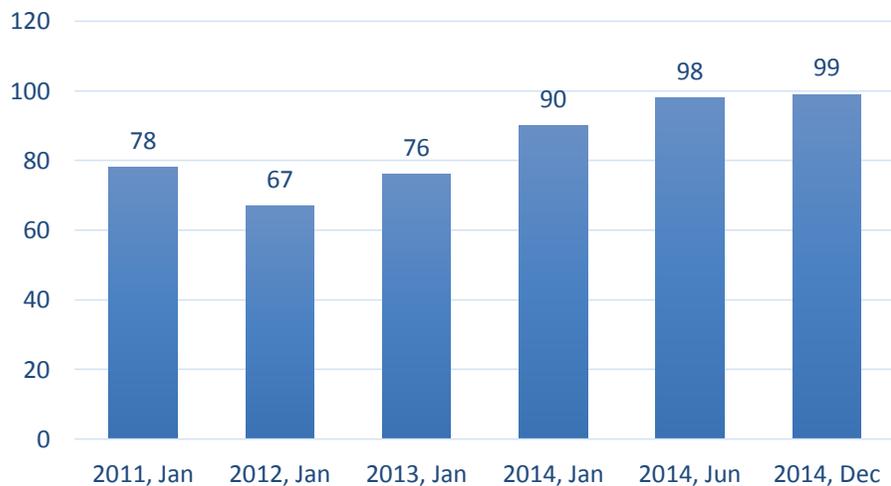
Feedback from school leaders and professionals suggests that there is growing demand for provision for pupils with complex or high-functioning ASD and challenging behaviour.

The data on placements in state-funded provision within Lincolnshire does not reflect this growing need, particularly the more complex forms of need. This indicates that there are gaps in the current continuum of LCC SEND provision, meaning that pupils are having to be placed out-of-county. This supports the hypothesis that the increase in pupils placed out-of-county has been driven by the fact that pupils' needs are not being met by the current continuum of LCC provision, not because there is a lack of residential provision in Lincolnshire. On the following pages, we test this hypothesis against LCC's data on out-of-county placements.

Analysis: Rising numbers being placed out-of-county

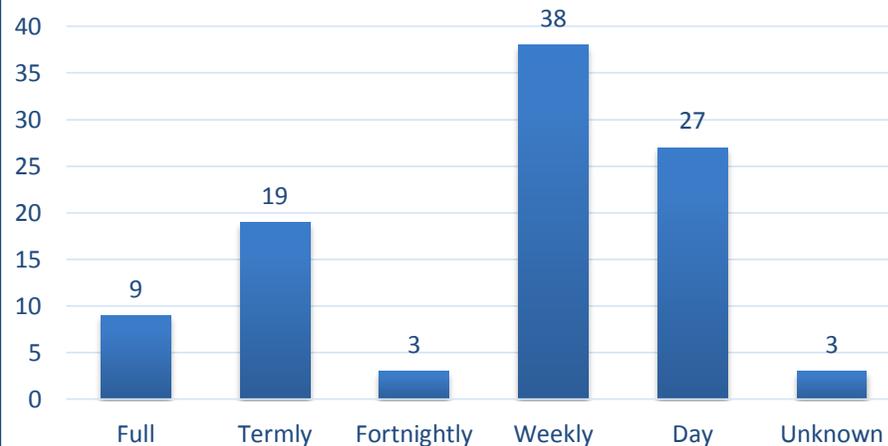
- Although the proportion of pupils placed out-of-county by LCC is lower than the national average, the overall number has been growing since 2012 and the gap to the national average has been decreasing.
- We appreciate that understanding what is driving this trend is a key priority currently and is crucial to setting a new strategic approach to SEND provision in the county: specifically, it is vital to understand whether this trend reflects (a) gaps in current SEND provision or (b) the need for more residential provision in county. In addition to the data summarised in the previous pages, the data in the right-hand chart below suggests that the majority of pupils are not in long-term residential placements, and are not placed out-of-county because they need specifically residential provision that is not available within LCC. We are currently analysing the data to see if this is consistent over time.
- We also acknowledge that out-of-county placements can be the most appropriate provision in some circumstances – e.g. very low-incidence need for which it would not be cost-effective to maintain provision within LCC.

Pupils placed out-of-county, 2011-2014



Source: LCC data

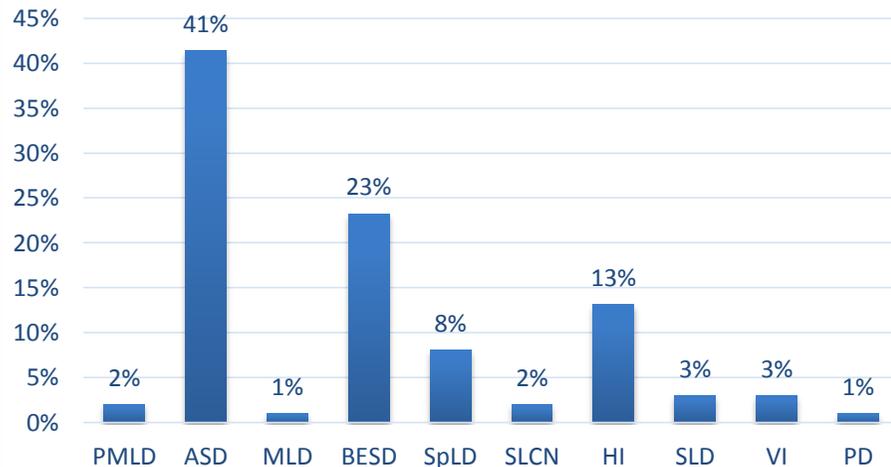
Types of residential placement for pupils currently placed out-of-county by LCC



Source: LCC data

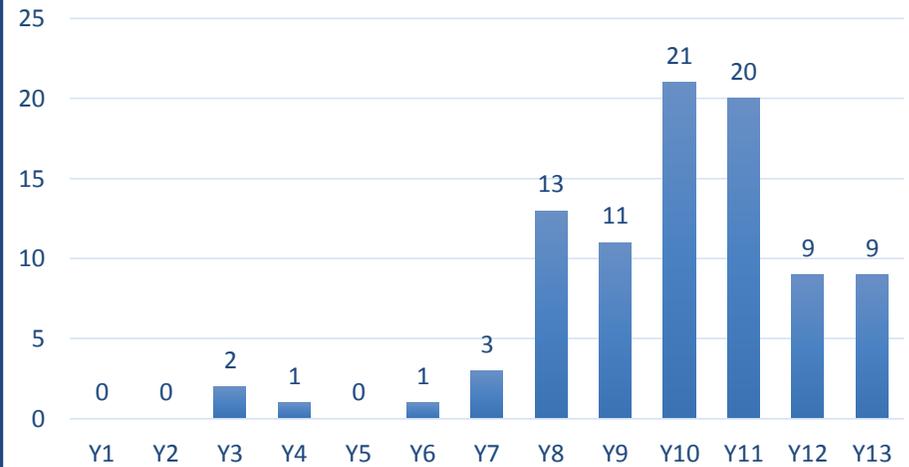
Analysis: What do we know about the pupils being placed out-of-county?

Primary need of pupils placed out-of-county
(December 2014)



Source: LCC data

Age of pupils placed out-of-county (November 2014)



Source: LCC data

The data shown above suggest two things.

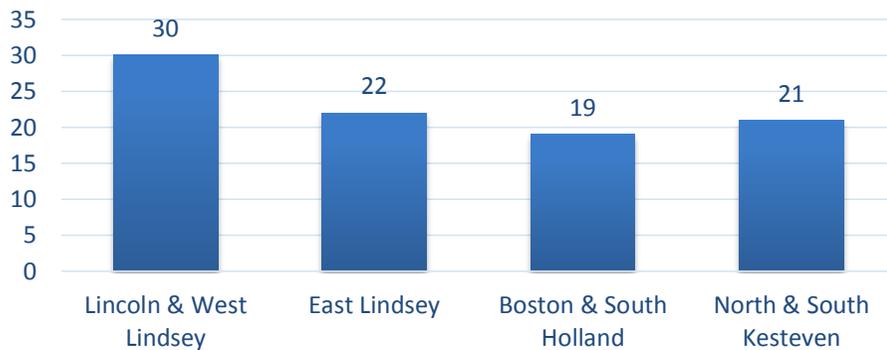
- The majority of pupils placed out-of-county are secondary-age pupils – this has been the case for the past five years. The evidence suggests these are pupils who have struggled to make the transition to secondary school, or who are not keeping up with their peers as they approach GCSEs, or where families may find it difficult to support their child as they get older and more mature physically.
- There are two cohorts with specific types of needs whose needs are not being met by LCC provision – the first are pupils with a range ASD and challenging behaviour; the second are pupils with HI.

The data does not suggest, however, that there is a significant unmet need for:

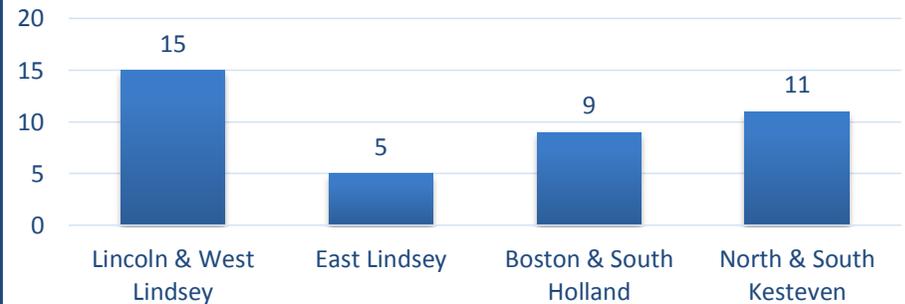
- primary BESD provision – relevant in light of recent discussions about expanding Fortuna's BESD provision; or
- residential provision for pupils with PD – given that there is one school in LCC for pupils with PD, the issue appears to be managing transport to ensure access to day provision, rather the need for additional residential provision.

Analysis: Is this pattern consistent across the county?

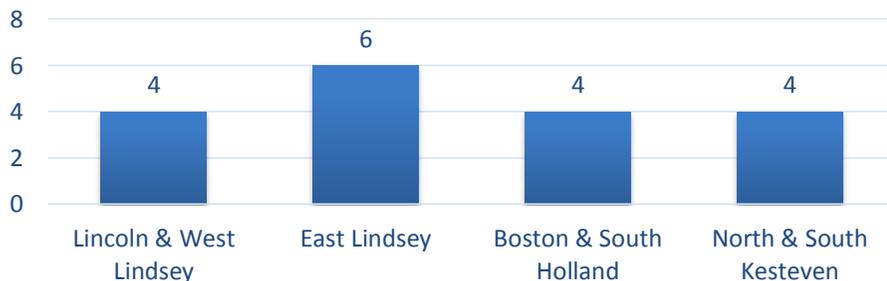
Pupils placed out-of-county by locality



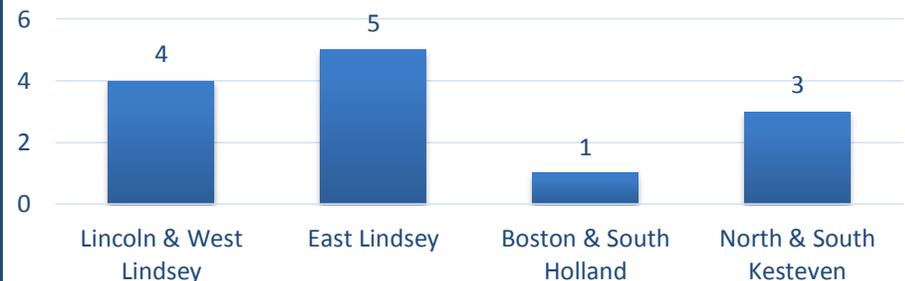
Pupils placed out-of-county by locality with ASD as their primary need



Pupils placed out-of-county with BESD as their primary need



Pupils placed out-of-county with HI as their primary need



Source: LCC data

Broadly speaking, the number of pupils placed out-of-county is consistent across the county, although we want to compare this to overall population numbers. There are, however, two trends at locality level that are worth noting.

- There are more pupils with ASD as their primary need from Lincoln & West Lindsey (and to a lesser extent from the west of the county – 26 from the western localities, compared to 14 from the eastern localities).
- There are more pupils with HI as their primary need from the north of the county – this may reflect the peer-group of pupils who left the HI ERP at Cherry Willingham over the past few years.

Analysis: Overall, what does this suggest about what is driving the increase in out-of-county placements?

There is an unmet need for pupils with a combination of complex ASD and challenging behaviour.

- There is significant overlap between pupils placed-out-of-county whose primary need is identified as ASD and those for whom it is 'challenging behaviour': often, the pupils' profiles describe ASD and the behaviour this can manifest.
- The evidence suggests three things may be driving the increase in out-of-county placements for this group: (a) inconsistent early identification in the primary phase, (b) lack of support during the primary-secondary transition, and (c) a lack of capacity and support in managing pupils' behaviour, linked to their SEN, as they become older.
- One hypothesis is that the lack of provision for this group of pupils and of swift, easy access to practical advice about managing SEN-related behaviour has led to schools to believe they cannot meet pupils' needs. We plan to explore this further in phase two of our work, looking in detail at the pathways of individual children.

Provision for HI provision has not driven the trend in out-of-county placements

- From our previous review, we know a group of pupils with HI is placed out-of-county due to (a) some specific needs that it would not be cost-effective to meet in-county, and (b) some previous issues with the secondary ERP.
- The commissioning of the primary ERP at Ruskington and re-commissioning the secondary ERP will be important in ensuring there is appropriate LCC HI provision.
- It is, however, unlikely that this group of pupils has *driven* the increase in out-of-county placements over the past three years: the numbers of pupils placed out-of-county with HI as their primary need has remained stable, suggesting a specific cohort that moved into out-of-county placements from one of the secondary ERPs.

There is no evidence that out-of-county trend has been driven by a lack of LCC residential provision

- Currently, LCC has two residential provisions for pupils with PD and PMLD / other complex needs. The data does not suggest that there is unmet demand for these types of needs that is resulting in out-of-county placements.
- Our analysis of the reasons why pupils have been placed out-of-county and of a number of anonymised statements corroborates our hypothesis that pupils are placed out-of-county because their needs have not been met by current LCC provision (or, in very few cases, due to Tribunal decisions), not due to a lack of LCC residential provision.

C Evaluation of the implementation of the 2011 SEN strategy

**In the previous section
(section B) ...**

... we have set out our analysis of the current context, and brought this to bear on some of the key challenges you have identified, using published data and LCC internal data on SEND need and provision.

**In this section (section
C) ...**

... we summarise the evidence we gathered during our fieldwork with LCC and CfBT officers during December 2014. This involved (a) a group self-evaluation workshop to evaluate the implementation of the 2011 SEN strategy and (b) a series of individual interviews. The outcome of the workshop is captured as a scorecard on pp.24-25, and the key messages from the workshop and the individual interviews are summarised on p.26.

**In this subsequent two
sections (section D and
E) ...**

... we pull together the evidence from our data analysis (section B) and our fieldwork discussions (section C) to consider how LCC's strategic approach to SEN might be refined and shaped to take account of current context and the evidence-base we have constructed. The final section of the pack (section E) then sets out some options for the way in which we might explore further some of these themes in the second phase of this project.

Evaluation of the implementation of the 2011 SEN strategy: LCC and CfBT self-evaluation scorecard

No.	Recommendation	What has been implemented?	What have been the challenges?	RAG rating: has rec. been achieved?	RAG rating: is principle still valid?
1	Specialist provision in each district	Schools have seen changes on the ground – wider range of needs.	No re-organisation or new provision (e.g. planned for Boston and South Kesteven). Are special schools taking pupils with the most complex needs?	Red	Green
2	Area special schools	Some developments pre-date the strategy (e.g. Gainsborough); some new federations of special schools (8 have been federated – into 4 federations).	Little further progress made on developing area special schools. Gap between specialist and mainstream settings – outreach offer has not been sufficient.	Red	Yellow
3	Reform current descriptors of need for special schools		Next step is to review these bands and check that they remain the most appropriate.	Green	Green
4	Reduce the need for children to travel beyond their district	Some new provision – HI ERP in Ruskington; new post-16 provision	Transport costs remain very high; further work to do to shape provision in localities	Red	Green
5	Extend the use of mainstream SEN unit provision	New ERP in Ruskington, new assessment provision in special schools.	Designated specialist units (DSUs) were shut down. Question whether schools used the units to be inclusive or not.	Red	Yellow
6	Locality-based partnership services	Recently moved to locality-based model for SEN services.	Lack of clarity about need for provision in each locality – is separate provision needed in all?	Green	Green



Evaluation of the implementation of the 2011 SEN strategy: LCC and CfBT self-evaluation scorecard

No.	Recommendation	What has been implemented?	What have been the challenges?	RAG rating: has rec. been achieved?	RAG rating: is principle still valid?
7	Build capacity in mainstream and specialist settings	Wider offer and greater uptake of targeted support / outreach. Small schools collaboration funding.	Outreach offer not consistent. No formal strategic planning conversations with settings, do not have data to inform.	Red	Green
8	Co-locate special school provision on mainstream sites	Gainsborough is the one example – pre-dates the strategy.	DSUs were not inclusive; money “absorbed”. Co-location matters less than shared ethos – there are remain barriers.	Red	Yellow
9	Outcomes-based commissioning of specialist provision	New service-level agreement in place with the ERP at Ruskington.	No formal commissioning in the past – settings have fashioned their own provision.	Red	Green
10	Reduce reliance on out-of-county provision		Out-of-county placements have risen since the strategy – remains a key priority.	Red	Green
11	Reduce reliance on ISPs to meet the needs of 16-19	Reduced ISP budget from £8m to £2m – scrutiny of budget, tight commissioning, clear leadership.		Green	Green
12	Address the small size / buildings of some special schools	Little has changed – remains a key focus.		Red	Green
13	Partnership-working between providers in districts	Some examples of good practice (Monks Abbey Primary School), Grantham special schools academy trust.	Moves to sector-led and locality service model are key opportunities. Need to see collaboration across whole continuum – not just focused on special schools.	Yellow	Green



Evaluation of the implementation of the 2011 SEN strategy: Key reflections from LCC and CfBT officers

There has been limited implementation of the strategy

There has been a lack of strategic leadership and ownership of the recommendations of the SEN strategy. In the few areas where recommendations have been implemented (funding and post-16), there was an identified lead with responsibility for driving progress. In other areas, where change has been seen on the ground, it has been led by schools acting in parallel with the strategy, rather than driven by it.

Officers see that many of the recommendations remain valid

These include the aspiration to meet need within localities, ensuring that there is a continuum of provision linking mainstream and specialist settings, and ensuring there is robust, outcomes-based commissioning of provision. Some principles – particularly reducing out-of-county placements and addressing issues relating to the size and condition of the building stock of some special schools – are even more critical now.

There are, however, debates about whether certain recommendations should be re-cast

- Area special school – a worthwhile aspiration, but the concept must be defined and realistic. It was questioned whether it should be central to the strategic approach.
- Designated specialist units – this approach was tried and was not successful. Is there the evidence-base to justify more mainstream DSUs / ERPs?
- Co-location of special and mainstream schools – in light of examples of weak co-operation, officers argued that the practice matters more than the geography.

There are areas where LCC is well-placed to move forward, but others where further work is needed

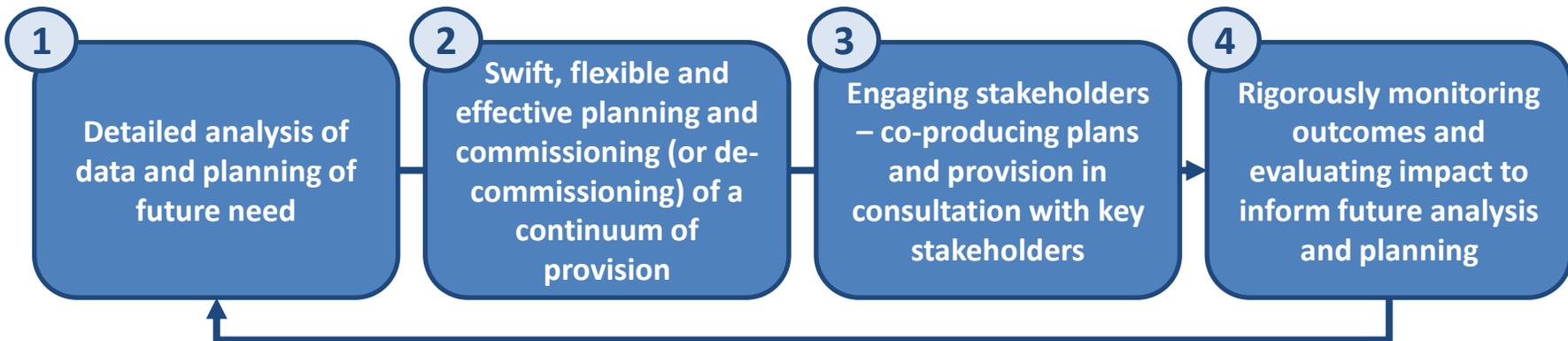
The new SEND locality model, the sector-led school improvement project, and the re-commissioning of outreach support are vital opportunities to ensure there is the right local support. LCC does not yet, however, have the systems and processes to project long-term need and use its strategic leadership to work with local school and college leaders to develop provision pro-actively to meet that need.

D

Refining the strategy: This needs to take account of the changed context and avoid some of the pitfalls that have impeded implementation of the original strategy

The changed context – four key developments	A strategic approach to the new context
<ol style="list-style-type: none"> 1. Greater school autonomy and the move to a schools-led model of school improvement in Lincolnshire 2. Major reforms of the SEND framework 3. A new, locality-based model for delivering SEND services across Lincolnshire 4. A different national approach to funding capital projects 	<p>Refining LCC’s strategic approach to SEND should not be a paper-based exercise to re-write the 2011 document: it should focus on developing long-term strategic planning capacity and robust processes to support this. We suggest that this needs to include four connected elements.</p>

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Refining the strategy: Under each of aspects of a strategic approach to SEND, there are a set of challenges for LCC to address

1

Analysis and strategic planning

- There has been a significant gap in the strategic leadership of SEND in Lincolnshire since the strategy was published in 2011. There has been a lack of clear roles and responsibilities for implementing the strategy's recommendations, or commissioning and overseeing specific forms of SEND provision.
- Since a new Head of Service was appointed a year ago, the focus has rightly been on immediate priorities – systems and processes, people and structures.
- Now, and in parallel, there needs to be a clear focus on building the capacity for detailed analysis, trend projection and long-term strategic planning.
- Currently, some LCC services do this very well – e.g. SESS – but few services do this routinely. As a result, stakeholders perceive that LCC's approach is 'reactive' and characterised by 'fire-fighting' and putting in place 'sticking plasters'.

2

Swift and flexible commissioning

- Mainstream – some examples of good practice (e.g. SENCo networks), but these are largely self-directed and not connected with any strategic direction from LCC. Practice and expectations about meeting SEND are not consistent. Schools need swift, easy access to simple, practical advice for managing SEN-related behaviour.
- Targeted support – behaviour and SCD / ASD outreach offer should be vital, but these have not been commissioned effectively in the past and, as a result, coverage is patchy and impact inconsistent. Demand from schools and colleges is growing.
- Specialist provision – while some planning has been done (e.g. considering expanding Fortuna's provision) this has been ad hoc and resource-intensive since data and co-ordination processes are not routine. Schools also need support to meet the needs of the most complex children, particularly where they display challenging behaviour. Transport costs and out-of-county numbers are rising.

Refining the strategy: Under each of aspects of a strategic approach to SEND, there are a set of challenges for LCC to address

3

Engaging stakeholders and co-producing plans

- In a more autonomous, schools-led local education system, and working within a SEND framework in which young people and their families should be at the heart of decision-making, there will be a premium on partnership-working, co-production and strategic influencing skills. LCC leaders will need to be visible and co-ordinate a range of interests.
- Since the strategy was published in 2011, school leaders reported that there has been a lack of visible, strategic leadership and co-ordination of the SEND agenda in Lincolnshire.
- Feedback from parent and carer representatives suggests that they perceive LCC's approach to be overly 'top-down' and not undertaken in a spirit of genuine co-production.
- There is, however, appetite among both school and college leaders and parents and carers to work in partnership with LCC to shape future SEND provision. Engaging these groups will require capacity and resource, which we know is in short supply, but the consequences of not securing buy-in from these groups will be even harder for LCC to manage.

4

Monitoring outcomes and evaluating impact

- Strategic leaders and those managing individual services want to be able to ask, '*Is our approach working?*'. At the moment, due to the lack of established analysis and evaluation routines, beyond anecdotal feedback, it is very difficult for them to answer this question.
- Another question strategic and service leaders want to be able to ask is, '*Is this provision the right type of provision for this individual young person and is it helping them to achieve their long-term ambitions?*'. Currently, at setting level, specialist provision in Lincolnshire is judged to be of a very high quality. As our data analysis and fieldwork interviews have suggested, however, there may be groups of pupils whose needs do not fit neatly within the current continuum of provision.
- Straightforward and accessible processes and routines are needed to create a culture at strategic, service and setting level to evaluate impact and feed back the outcomes to inform ongoing analysis, strategic planning and (de-)commissioning.

Refining the strategy: Looking ahead, LCC and CfBT officers and stakeholders identified some key priorities for LCC's strategic approach to SEND to address

During our fieldwork, we asked LCC and CfBT officers and key stakeholders what they thought should be the top strategic priorities for SEND in Lincolnshire. Taken together with the self-evaluation of the strategy itself, these priorities might provide the basis of implementing a refined strategic approach to SEND in Lincolnshire.

- Building capacity in mainstream settings – to continue to meet the changing needs of young people with SEND
- Targeted support & outreach – ensuring schools / settings have swift and easy access to practical advice and support
- Planning places in specialist settings – developing a long-term approach to planning and commissioning places in special schools, ERPs, and other specialist provision, and linking this to revenue and capital funding decisions
- Understanding and reducing transport costs – continuing to develop the analysis of transport costs and developing ways to improve commissioning of transport and ensure there is the right provision in localities
- Understanding and reducing inappropriate out-of-county placements – building on the analysis you have done and the findings in this report to develop processes to reduce the need for young people to be placed out-of-county
- Improving the transition at 16 and preparation for adulthood – continuing to improve transition-planning and enhance the range of provision to help young people achieve their long-term ambitions

In a number of these areas, LCC is well-placed and is putting in place plans that will address these priorities.

- Transport – the Children's Commissioning Team have set up a project, lead officer and board to oversee this
- Specialist place-planning – following the debate about Fortuna's provision, work has begun in order to build up the data and systems needed to plan specialist places
- Getting "the basics" right – you have had a strong focus on processes, people and structures

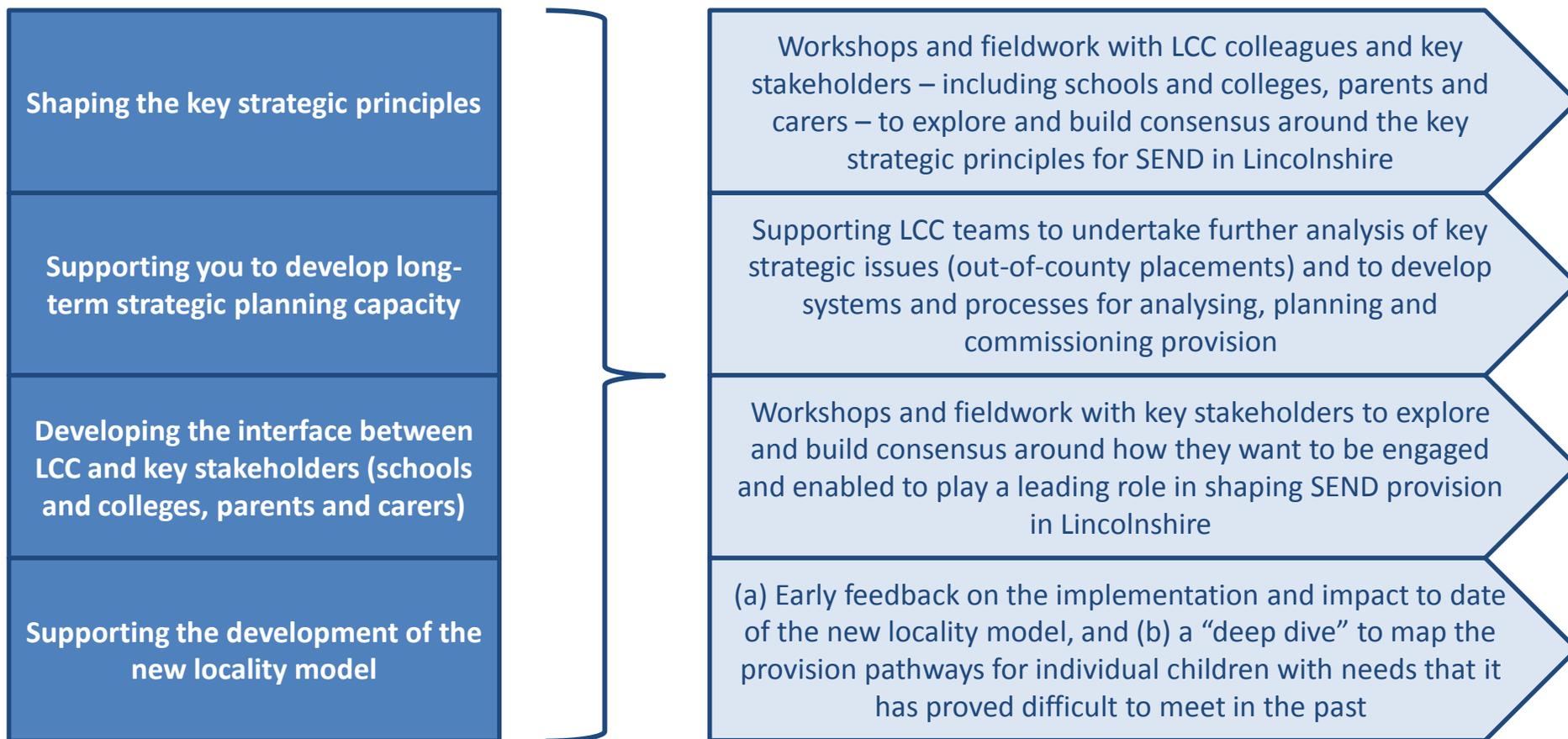
There remain, however, a number of areas to be developed further.

- Ensuring that there is a consistent and efficient offer of training and advice on SEND for mainstream settings
- Ascertaining whether there is demand for more ERPs (e.g. for pupils with high-functioning ASD)
- Further analysing other gaps in SEND provision that are contributing to out-of-county placements
- Defining the concept of the "area special school" and how it could be implemented in Lincolnshire

E Options for phase two of our work

During our initial kick-off discussions, we agreed that Isos would approach this review in two phases, and that we would agree the scope of the second phase based on our findings during the first. Having now completed the first phase, we have up to 20 days remaining within our current contract. We are happy to be flexible in terms of how many of these we use, and how we do so. Below are four areas on which we could focus during phase two: we could spend 2-5 days on each of these, or spend more time on areas you see as key priorities.

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General

CAMHS – child and adolescent mental health services
DSU – designated specialist units
ESCO – early support care co-ordination
ERP – enhanced resource provision
HI – hearing impairment
INMSS – independent or non-maintained special school
ISP – independent specialist provider (post-16)
LCC – Lincolnshire County Council
SEN / SEND – special educational needs / special educational needs and disability
SENCo – special educational needs co-ordinator
SESS – sensory education and support service
SLCN – speech, language and communication needs

Forms of SEN

ASD – autism spectrum disorder
BESD – behavioural, emotional and social difficulties
HI – hearing impairment
MLD – moderate learning difficulties
PD – physical disability
PMLD – profound and multiple learning difficulties
SCD – social communication difficulties
SLD – severe learning difficulties
SLCN – speech, language and communication needs
SpLD – specific learning difficulties

