

North East Lincolnshire

# Special Educational Needs and Disabilities and Alternative Provision (SENDAP) Sufficiency Strategy 2024 – 2029



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This strategy will be used by strategic leadership and providers to inform future planning of commissioned places for North East Lincolnshire's Children and Young People with additional needs who require Special Provision and those children and young people who require Alternative Provision beyond that available within usual mainstream settings.

We know that we continue to have significant challenges due to increasing numbers of children and young people with complex and additional needs and stretched resources to provide the right provision at the right time, to meet children and young people's needs across North East Lincolnshire. We will continue to work together to develop a strong education system and joint commissioning of provision in North East Lincolnshire, which caters for all of our children and young people.

## Our Vision:

***“Our vision is for every young person in North East Lincolnshire with Special Educational Needs and Disabilities to be included in education and society; to develop their independence; and to achieve the outcomes that are important to them to lead successful and fulfilling lives. To provide access to an alternative provision system that focusses on supporting children to remain in or return to mainstream education”***

## 1. Introduction and Background .

In January 2020, a sufficiency exercise concerned with specialist provision for pupils with special educational needs and/or disability (SEND) was led by the then new SEND Strategic Lead for North East Lincolnshire Council (NELC). Data was gathered in close collaboration with key officers of the Council from the Inclusion, Pupil Place Planning and School High Needs Finance teams. The main focus was to assist with projecting future demand for SEND educational provision in the Borough of North East Lincolnshire from 2020 to 2025. The SEND Sufficiency Strategy 2020-2025 was developed and published.

Following NELC successful application to the Governments National Delivering Better Value in SEND programme, which aims to improve outcomes for children and young people with SEND, further data analysis was undertaken, and insights gathered to provide a diagnostic of North East Lincolnshire SEND children and young people's educational needs and future projections.

In July 2023 a review of AP was undertaken to inform future sufficiency and practice development. The results of this inform both the priorities of the AP and the sufficiency of places across the Borough.

Other data and insights were gathered from a range of sources including Parent Care Forum (PCF), Young People's Action Group (YPAG) SEN annual survey, SEND Partnership Board which has also informed this strategy.

In line with Government and National development, NELC have combined SEND and Alternative Provision sufficiency into one strategy. The SENDAP Sufficiency strategy has therefore been co-produced following this analysis providing a new 5-year strategy for 2024-2029.



## 2. Context: Why is sufficiency important ?

Currently, specialist placements in North East Lincolnshire consist of four main types of provision:

1. Enhanced resource specialist provision located on mainstream school sites.
2. Special school academies located in North East Lincolnshire.
3. Academies and maintained special school provision located in other local authorities.
4. Special schools in the independent non-maintained sector (in NEL and outside area) .

There are four stages of Alternative Provision with pupils and their parents:

- Pre-alternative provision
- Moving into alternative provision
- Thriving, belonging, and achieving in alternative provision
- Leaving alternative provision

The provision is currently split into primary and secondary phases.

The Covid-19 pandemic has had a significant impact on CYP and their families , provision including the childcare market with some provision remaining open for children of key workers throughout the length of the pandemic. For the wider provision including the early year's population (particularly in the first phase of the pandemic), some settings remained closed. This has had a significant effect on our needs analysis and our data.

Despite challenges with our data further analysis has been undertaken and can be found here [SEND NEEDS Local area Special Educational Needs and Disabilities report for North East Lincolnshire Council | LG Inform](#)

This strategy outlines the approach being taken to respond to the scale of growth required to meet increased demand. It has been developed following analysis of the number and type of settings required based on the current ratio between enhanced, local special school and independent non-maintained provision projected into the future in line with the anticipated growth in placements and analysis of those requiring alternative provision.

The current provision will need to be varied in order to match future demand. Commissioners will also need to lead the strategic approach to the management of the external and independent non-maintained placements market.

Alternative provision is currently delivered into primary and secondary phases, with an overall total of 186 LA commissioned places:

### 3. Current Strategies and Policies

There are a number of key Strategies and plans in North East Lincolnshire which interface with the impact and outcome of this sufficiency assessment. These Strategies include:

- The Local Plan 2012-2032
- Health Needs Assessment (HNA)
- The Sufficiency Strategy for Early Years
- The Housing Strategy
- The new SENDAP strategy
- Joint Commissioning Strategy for SEND refresh
- Education and Inclusion Strategy.
- School Organisation plan

#### 3.1 Headline findings from DBV and Other Strategic Work

- North East Lincolnshire's ambition for inclusion is that children and young people with SEND and their families have the opportunity to be included in everything in their local community.

Findings from the DBV analysis identified

1. Needs of children and young people are changing and there is a lack of local provision.
2. There are opportunities to intervene more effectively earlier and capacity needs increasing in some services
3. Some parents, carers and professionals feel confused with the SEND system.
4. There are challenges with inclusion that are driving demand for higher cost services.
5. We need a better way of tracking the impact of investment on demand and outcomes for children and young people.
6. There is no more capacity in special schools
7. SEMH needs specialist provision
8. Development of additional provision is needed to support inclusion in mainstream schools
9. Refocusing of support and increasing capacity is required to support children and young people meaning they do not require EHC's

#### 3.2 Headlines from Health Needs Assessment (HNA)

*In North East Lincolnshire, children living in poverty aged under 16 years (2016) is higher compared to national figures.*

- The teenage pregnancy rate is worse than England
- Despite the fact that many developmental issues are identifiable at age 2, few of those are receiving SEND support in the early years (including those in early education settings) and the first three years of school.
- For those with Education Health and Care Plans, the most common primary needs were social emotional and mental health issues (SEMH), autism spectrum disorder (ASD) and severe learning difficulty.
- For those recorded as SEN support, the most common primary needs were social, emotional and mental health, speech, language

and communication need and specific learning difficulty.

- Of the young people known to the youth offending service, a high proportion had a recognised SEND.
- North East Lincolnshire has a higher than average number of 16–17-year-olds who were NEET.

### **Implications for North East Lincolnshire of current strategic findings**

1. *Poverty and wider social factors impact significantly upon the attainment and life chances of children and young people living in the most deprived wards of the borough.*
2. *There is a strong link between the young people who have come into contact with the youth justice system and additional needs identified in speech and language.*
3. *Lack of early help and intervention for those with emerging additional needs at 2 years old.*
4. *North East Lincolnshire is ranked 20th most deprived local authority in England. (2019)*
5. *North East Lincolnshire has a limited maintained provision complemented by a range of Academy and Independent provision for pupils with SEND, from mainstream, enhanced resources to special school provision.*
6. *To future proof provision for the young people moving through the system into adult hood and adult services, additional work will need to be done to ensure there is adequate supported housing and social care to meet demand.*

### 3.3 Headlines from the School Organisation Plan

- Plans are already in place to support growth of mainstream places in the following areas:  
Primary Provision .

#### **The implications of demographic predictions in North East Lincolnshire**

1. Evidence suggests that the population of North East Lincolnshire will increase
2. We can assume that although the overall population is growing the adult population is producing a higher ratio of children.
3. In order to plan for the rising number of children and young people that will need support for Special Educational Needs in North East Lincolnshire, current need, provision and cost must be reviewed.
4. There is already a programme of planned growth across Primary and Secondary areas of the borough, which now needs to include sufficiency for SEND specialist provisions too. A whole area plan for growth across all types of place is needed. (Primary, Secondary, Specialist provision, Post 16)

### 3.4 Needs Analysis

The review considered a range of pupil led SEND information including:

- Pupils accessing Special Educational Needs (SEN) support in mainstream settings
- The number of pupils with an Education Health and Care Plan
- Comparison of those with EHCPs with statistical neighbours
- An analysis of the needs of SEN pupils accessing mainstream and specialist provision

#### ***The implications of primary needs analysis of children and young people with EHCPs in North East Lincolnshire***

- 1. From analysis of internal data held regarding primary needs of children and young people with Education, Health and Care Plans it can be confirmed:
  - a. The highest number of children have the primary need of ASD with the second highest need social, emotional and mental health.*
  - b. There is also a significant number of children (147) with Severe Learning Difficulties.**
- 2. Numbers of children with physical disabilities is increasing, with a higher number of students across the 0-11 age range than 11-25.*
- 3. In order to plan for the increasing numbers of children and young people with ASD and SEMH, additional provision will be needed, to support both complex cases in specialist provision, as well as lower level support similar to that offered within a resource based provision.*
- 4. There is a rapid increase in the number of plans being awarded to under 5s, with a high percentage of those awarded for speech, communication and language need.*
- 5. The support offered by North East Lincolnshire Education and SEND teams, needs to reflect the local needs analysis in order to support children and young people with SEND in their mainstream settings.*



### 3.5. Current Special School and Mainstream Resource Provision in North East Lincolnshire for Special Educational Needs

#### **Summary of implications for North East Lincolnshire from the Needs and current North East Lincolnshire Special school Places Analysis**

1. *There are more children and young people being supported in specialist settings with Education Health and Care Plans, than regionally and nationally.*
2. *There is a shortfall of places to meet identified needs*
3. *North East Lincolnshire Special schools are supporting a higher proportion of children and young people with Autism, Moderate or Severe Learning Difficulty as a presenting need.*
4. *There has been a growth in special school placements nationally*
5. *North East Lincolnshire's own special schools have no further capacity or additional resource capacity. Demand has increased within the independent sector over the last six years leading to rising costs.*

## 3.6 Exclusions, Elective Home Education and Alternative Provision in North East Lincolnshire and the link to SEND

### **Implications for North East Lincolnshire of current exclusion, Elective Home Education and Alternative Provision review (2023) findings**

1. *Pre-AP: The review indicated a mixed picture in relation to support accessed before a request for AP was submitted. Some schools cited cost as an inhibitor to accessing specialist support, with others funding their own provision. Schools also cited lengthy waiting times for assessment, the access pathway, and specialist mental health services as a barrier.*
2. *Moving into AP: There was a consensus within the review that waiting times had become too long to access AP, particularly for Key Stage 3 places and led to a perverse incentive to permanently exclude pupils. Communication was also cited as a barrier with the removal of the BAC & ASPIRE mechanisms and where safeguarding responsibilities sit for children on a part-time timetable, in addition to a lack of flexibility through the current commissioned model. The LA acknowledge that there are a number of senior leaders and headteachers who are new to the role and do not fully understand the mechanism, funding or commissioning responsibilities when requesting an AP place.*
3. *Moving out of AP: Local AP providers have shared that for many of the pupils accessing their support, there is a failure for the home school to retain contact, attend reviews or understand that the overarching aim should always be for a young person to return to their home school. Schools also shared the need for greater transparency about the planning for an exit strategy and plans for return to mainstream education.*
4. *Current Provision and Existing Gaps were evident including a lack of timely alternative provision was leading to a perverse incentive to permanently exclude pupils. ,an increase in permanent exclusions and the need to timely a lack of sufficiency and flexibility with the current commissioned model.; waiting times for statutory assessment impacted the children who needed timely SEMH support*
5. *Pupils on part-time timetables in AP but the full-time place is recharged to the home school*
6. *The need for a clear and distinct outreach offer to both prevent permanent exclusions and offer professional development for the mainstream workforce.*
7. *Significant number of children registering as electively home educated have provided anxiety or emotional health related reasons for choosing to educate at home.*

### 3.7 Provision Demands

There is a range of specialist provision currently being utilised for North East Lincolnshire's children and Young People, including:

- Special schools within North East Lincolnshire
- Enhanced mainstream provision within North East Lincolnshire
- Independent special schools
- Special schools and providers in other Local Authorities
- Further Education Colleges.
- Alternative Provision across primary and secondary schools

Numbers continue to increase and there is a focus on increasing capacity in NEL

As part of this strategy bulk of children with EHCP are school age, and therefore the focus is on these age groups, however further post 16 and early years needs to be focussed including what future provision should look like and further data analysis deep dive into these areas.

AP doesn't have to be provided pre or post school age and therefore there is none provided.

#### **Summary of implications from the Early Years**

1. *Settings want a training offer to support them, support children. Specifically speech and language, and ASC.*
2. *Support is needed with purchasing and sourcing resources and equipment in setting.*
3. *Practitioners still want the option to access additional funding for a 1:1 if an individual case requires it.*
4. *We need to understand further high needs places are required.*

## **Summary of findings for North East Lincolnshire from the analysis of the high needs block and costs of provision**

1. *Special school placements in North East Lincolnshire from April 2022 reflect value for money.*
2. *The cost of a place in an Independent Non-Maintained School outside North East Lincolnshire ranges from £23,400 - £496,001(Nov 2023 )*
3. *The provision made for profoundly deaf students through the Doncaster Deaf Trust could not be replicated as effectively within North East Lincolnshire, given the low number of students and high cost of specialist provision needed.*
4. *Children and young people with SEMH and ASD are the areas of primary need that North East Lincolnshire are currently unable to meet inside the borough and are spending the most on out of area placements.*
5. *Findings from the DBV diagnostic indicate current projects suggest a circa £54 million pound deficit within 5 years on current projections requiring if no positive change*

A number of placements with external providers which are made for a number of different reasons. These might relate to:

- A young person's safety and the need to be cared for away from North East Lincolnshire
- A lack of capacity across current specialist settings that have the appropriately resourced setting to effectively meet need.
- A young person's needs are so complex that it is not reasonable or cost effective to expect the needs to be met by local special schools.
- As already stated, numbers, complexity and changes to numbers of types of provision required continue to change

Those young people who cannot be placed locally due to capacity issues are the focus of this sufficiency work, along with the increasing demand and future planning considerations. There are a number of considerations why North East Lincolnshire needs to plan strategically;

Too many of North East Lincolnshire's learners are travelling daily, outside the borough, to school

- Too many of North East Lincolnshire's vulnerable learners are losing vital attachments and links with their own localities because they have to travel outside the authority to receive their education
- North East Lincolnshire's mainstream schools are not maintaining an appropriate proportion of children and young people with additional needs within their settings
- Of the growth required, there is little spare capacity to meet this locally due to the physical site of both special needs' academies
- There needs to be a strengthened place based approach to the graduated response to meet the type and profile of current and future needs identified
- Any spare capacity in existing provision, is in the independent sector, which proves to be a more costly option for the Local area

It will be more cost effective to improve local capacity to meet needs.

## **4. Main Summary and Conclusions How are we going to make happen**



- North East Lincolnshire's children and Young People with Special Educational Needs and those requiring alternative provision require flexible, timely support and additional capacity increased in provision . Currently a disproportionate number having to travel outside the borough to receive appropriate education.
- The numbers of children and young people who require additional support through an Education Health and care Plan, bringing North East Lincolnshire continues to rise.
- There is current and predicted growth in North East Lincolnshire's population, leading to a rise in the numbers of school age children and a corresponding rise in the numbers of children and young people with special educational needs that cannot be met within the mainstream sector.
- National growth in SEN provision has been recognised and nationally there is a shortage of SEN and AP provision.
- North East Lincolnshire is placing on average 100 children outside the borough which require education at a substantial cost to the High Needs Budget which is significantly overspent.
- The presenting need for the majority of placements outside North East Lincolnshire are within the area of Social Emotional and Mental Health or Autism.
- There is little Post 16 provision to meet complex needs.
- The two special provisions are full with very little physical capacity to increase numbers currently.
- AP places appear sufficient however within some new commissioning arrangements there needs to be more flexible timely support at all AP stages

## 5. Our vision, Graduated response and SENDAP Priorities:

Following our insights gained from families, children, young people, professionals and the community along with our data analysis the following five priorities have been identified:

- **Graduated response to additional needs through partnership working and workforce development** - Work across the SENDAP partnership to improve parental confidence in meeting children with SENDAP needs in mainstream early years settings, schools and colleges.
- **School places** - Increase the range and number of high needs places available for children with EHCPs across North East Lincolnshire, reducing the overall demand for Independent Non-Maintained Special School Places and personalised packages of support. Provide timely, flexible and sufficient AP places.
- **Improve joint commissioning of pathways and awareness of services** across education, health and care to ensure that access appropriate assessment and provision. Improvement of timely and flexible alternative provision packages of support and clear and distinct outreach offer to both prevent permanent exclusions and offer professional development for the mainstream workforce.
- **Transition** – improve further, the links and pathways between teams who support children as they move into adulthood to ensure a smoother transition into services and provision.
- **Short breaks and respite offer** - jointly commission choice for families of targeted and specialist provision and increase availability

The diagrams below in figures below show our approach to support delivery of our vision.

## A three-tier model for alternative provision

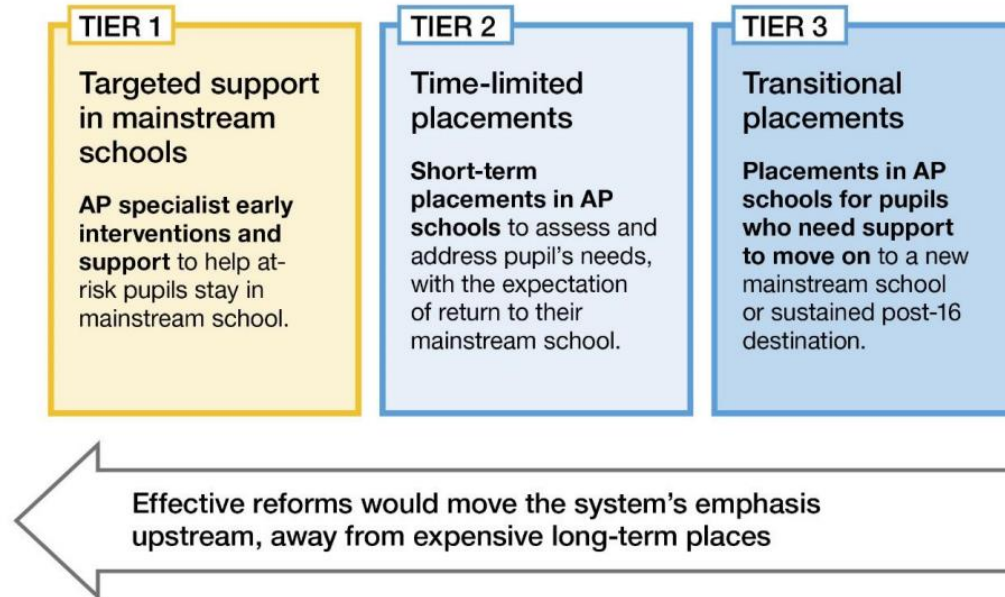
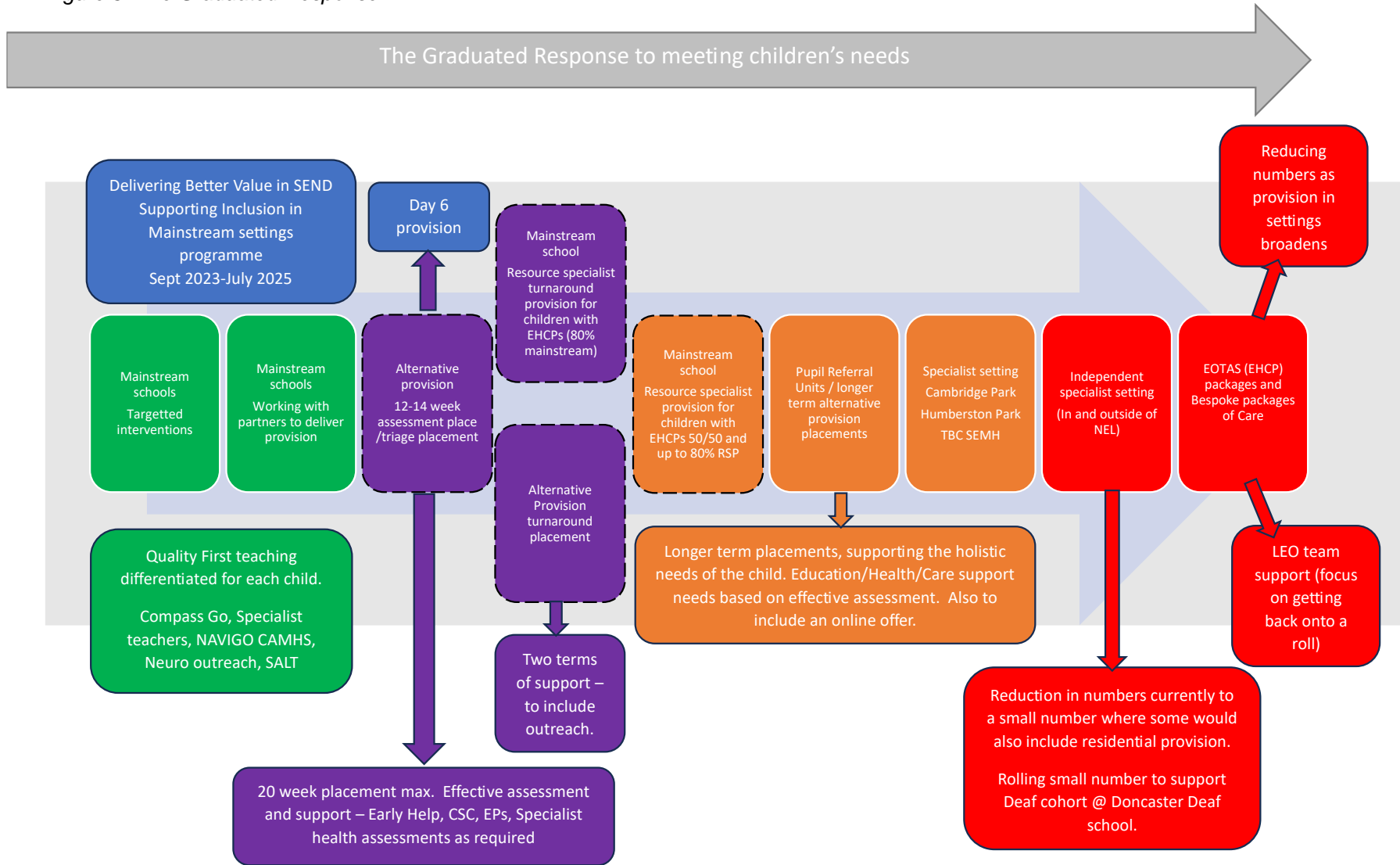


Figure 2: A three-tier model for alternative provision

The Graduated Response  
 Figure 3- The Graduated Response



## 6 Overall places and provisions needed to meet demand:

This 5 year SEND sufficiency plan has been developed to continue to improve the offer available to the children and young people of North East Lincolnshire with additional educational needs which can be delivered in a personalised and efficient way to give them greater choices on their journey to reaching their full potential.

In the table below are a series of actions to reduce spend on out of area places and looking ahead to meet a projected increase in need.

## 7. How will we review progress of our strategy and effectiveness of priority actions?

There will be monthly progress reports to our SEND Executive Board which is made of parents/carer and multi agency representatives. The Education and Inclusion capital Board will review any financial expenditure of capital funding to ensure value for money of capital investment. There will be regular discussions and feedback with , different groups such as our parent carer forums, young people's action group (YPAG) , Schools forums and different agencies decision makers as per our co production approach.

## 8. Our measure of success

- Reviews of Education, Health and Care plans indicate that needs are being met, children and young people with SEND and those requiring AP in NEL demonstrate academic attainment in accordance with or exceeding that of nearest neighbours
- Fewer children are sent out of area to be educated.
- Reduction in budget spend on out of area placements

## 9. Our Jargon Buster

Our jargon buster can be found here

[NELC SEND Local Offer | Jargon Buster - NELC SEND Local Offer \(nelincs.gov.uk\)](https://nelincs.gov.uk)



## 10. Our key actions

	Priority	Key actions	By when
1.	Create SEMH specialist provision for Key Stage 2,3 4 students.	<ol style="list-style-type: none"> <li>1. Primary resource specialist provision SEMH specialist provision for KS2 to be developed.</li> <li>2. Deliver two new school build 210 place primary which both include a 12-place resource-specialist based primary provision each as part of plans.</li> <li>3. Build the new 150 place SEMH specialist school, including space for predicted growth of places needed in this area</li> </ol>	<p>September 25</p> <p>September 25</p> <p>September 26</p>
2.	Create a small complex ASD provision to reduce out of area costs, enabling those children with the most complex needs can have their needs met within their community.	<ol style="list-style-type: none"> <li>1. Work with current specialist settings to develop existing provision on their main site.</li> <li>2. Explore other buildings as a possible option for redesign, to meet needs and increased demand for provision.</li> </ol>	<p>September 26</p> <p>September 26</p>
3.	Rebuild and remodel current specialist provisions, within current new housing developments across NEL borough using section 106 funding to secure additional places for children and young people , communication and interaction difficulties,	<ol style="list-style-type: none"> <li>1. Redesign and realign one of the specialist provisions as a purpose-built special needs setting for children with ASD who are unable to be supported within a</li> </ol>	<p>September 2028</p>

	moderate and severe learning difficulties and ASD provision, including sixth form provision.	mainstream with additional capacity to better meet need.	
4.	Strengthen NEL SEND and Alternative Provision commissioning	<ol style="list-style-type: none"> <li>1. Review all contracts as per implementation of the SEND Quality Assure Framework</li> <li>2. Re-procure all places across North East Lincolnshire within special, independent and Alternative Provision/AP sector to ensure clarity for LA and providers.</li> <li>3. Review existing Memorandum of Understanding Service Level Agreement (SLAs) with alternative provision (previously called “Pupil Referral Units”), to ensure alignment with future need and with any emerging recommendations via the Green Paper.</li> <li>4. Strengthen terms and conditions used for Alternative Provision</li> <li>5. Explore open access framework agreements for education setting to commission independent AP</li> </ol>	<p>July 24</p> <p>September 24</p> <p>September 24</p> <p>September 24</p> <p>September 24</p>



5.	Review the allocation of the high needs block, to ensure that it supports and promotes the Local Authority's and vision for children in North East Lincolnshire to be educated within their own communities, within a mainstream provision where possible to ensure the best possible outcomes for adult hood.	<ol style="list-style-type: none"> <li>1. Provide additional funding for Early Years, especially within the area of speech and language development support.</li> <li>2. Work with the Autism Education Trust to procure specialist training to upskill all teaching/setting staff across North East Lincolnshire.</li> <li>3. Work with recognised trauma informed practitioners to procure specialist training to upskill teaching/setting staff across North East Lincolnshire</li> <li>4. Deliver the DBV inclusion workstream activities</li> </ol>	<p>March 24</p> <p>July 25</p> <p>July 25</p> <p>July 25</p>
6.	Develop our 16-25 provision	<ol style="list-style-type: none"> <li>1. Undertake review vocational, education and employment pathways provision to ensure currently commissioned service(s) are meeting need.</li> <li>2. Remodel current NELC specialist post 16 provision to meet identified and changing needs</li> </ol>	<p>July 24</p> <p>September 26</p>
7.	Early Years Commissioning to work with providers to expand existing provision, strengthen current provision to ensure	<ol style="list-style-type: none"> <li>1. Help existing providers to make their services more inclusive and accessible to children with additional needs and disabilities.</li> </ol>	<p>July 26</p>



	inclusive and develop new provision where it is needed.	<ol style="list-style-type: none"> <li>2. Complete further deep dive data analysis</li> <li>3. Develop further provision ensuring inclusive and accessible</li> </ol>	<p>March 25</p> <p>March 26</p>
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