Special Educational Needs and Disabilities (SEND) Strategy
Cambridgeshire and Peterborough Local Areas
2018 - 2023

'SEND is Everyone's Business'

1. INTRODUCTION

1.1. This document sets out a vision and strategy for children and young people (0 - 25 years) with special educational needs and disabilities (SEND) in Cambridgeshire and Peterborough. The strategy is built upon a shared belief that considering and providing for the needs of children and young people with SEND should be 'everyone's business'. The collective desire is to ensure a holistic and inclusive approach evidenced by high quality, multi-agency services and provision focussed upon enabling children and young people with SEND to thrive.

1.2. The strategy was co-produced with key partners and draws upon data from:
- Feedback from children, young people and their parent/carers
- National and local data on trends in special educational needs and disability
- Information from an externally commissioned sufficiency analysis
- Peterborough and Cambridgeshire local area self evaluations and SEND action plans
- Feedback from schools and settings
- Data from health, social care and other key agencies
- Early Years Peer review (2018)

1.3. This strategy is intended to cover the 'local area' which is defined as the geographical area of both Cambridgeshire and Peterborough and includes the local authority, clinical commissioning groups (CCGs), public health, NHS England for specialist services, early years settings, schools and further education providers.

1.4. This strategy covers the issues that are common to both Cambridgeshire and Peterborough local areas at a strategic level. The intention is to help us work better together, in the interests of children and young people, but it also recognises that some actions will be responsive to issues specific to Cambridgeshire or Peterborough.

1.5. The legal definitions outlined in the Equality Act 2010, Children and Families Act 2014 and SEND Code of Practice 2015 (see appendix 1) are used in the strategy to identify what we mean by children and young people with SEND.

1.6. The strategy recognises the need to acknowledge, and link with, other pending work across both local authorities (e.g. Joint Early Years Strategy).

A shared vision

1.7. The shared vision and purpose was co-produced through a series of workshops held with representatives from Cambridgeshire and Peterborough in 2017-18. The shared vision was for children and young people to:
- lead happy, healthy and fulfilled lives, having choice and control over decisions about their health, education, employment, friendships and relationships
- achieve in line with, or better than, expectation in their early years, school, further education and training
- successfully participate in the community and access meaningful occupation, employment and life-long learning opportunities

In summary this means children and young people will be able to:

‘Dream big, achieve well, have choice, control, and lead happy, fulfilled lives’

1.8. The diagram below was developed at a parent lead workshop with subsequent involvement from children and young people, and illustrates what families sought as the ‘lived experience’ of parents/carers, children and young people that would be the outcome of a successful SEND strategy:

![Diagram](Image)

(NB. An initial version of this diagram is set out in appendix 2)

Principles

1.9. In order to achieve this vision, Cambridgeshire and Peterborough have agreed principles for all who work with, or care for, children and young people with SEND. It is our pledge to children, young people and their families to fulfill what is set out below in equal order of importance:

We will:
- ensure the participation of children, their parents and young people in decision making
- put the child/young person at the centre of all that we do
- promote the early identification of children and young people’s needs and early intervention to support them
- provide choice and control for children and young people and parents/carers wherever possible
expect collaboration between everyone who works with, cares for or supports children and young people
provide high quality, sustainable local provision and services to meet the needs of children and young people with SEND
drive a commitment to inclusion
be governed by the need to prepare for adulthood, including independent living and employment
enable a confident and competent workforce with everyone signed up to these commitments

2. CONTEXT

The national picture

2.1. The strategy has been produced in the context of national and legal requirements that govern practice across education, health and social care services. The most relevant key documents which provide the framework within which we work are:

- Mental Capacity Act 2005²
- Equalities Act 2010³
- The Children and Families Act and within that the Special Educational Needs Code of Practice 2014⁴
- Working Together to Safeguard Children 2018⁵
- Care Act 2014⁶
- NHS Five Year Forward View 2014
- Think Autism: an update to the Dept of Health strategy 2014⁷
- Transforming Care - Building the right support 2015⁸

2.2. A common requirement of key legislation is that health services, the local authority and their partners:

- include children, young people and their parents/carers in decision making at individual and strategic level
- work cooperatively together both at a strategic level when developing, buying and managing services and also at an individual level when agreeing support to families including the production of Education, Health and Care plans (EHCPs) for children and young people.

2.3. The strategy acknowledges the Transforming Care Programme which has been established as a national priority for the NHS, Social Care and Education. It seeks to permanently change the culture of care for people with learning disabilities and/or autism, to ensure the right community-based services are available everywhere, thereby reducing the need for in-patient provision. These services will be proactive, preventative and responsive to children and young people’s identified needs.

2.4. The strategy encompasses the intentions of the Autism strategies in both local areas.

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²The Mental Capacity Act 2005
⁵Working Together to Safeguard Children 2018
⁶Care Act 2014
⁸https://www.england.nhs.uk/learning-disabilities/natplan/
Parent Carer Forums

2.5. The 2014 legislation highlights the important role of parent carer forums at local, regional and national level. The annual report of the National Network of Parent Carer Forums (2017) provides important feedback from across the country which, in addition to feedback through the local forums and our self evaluations, has been taken into account in the development of this strategy.

2.6. The annual report notes that 40% of the forums are concerned about the levels of engagement that parent/carers have both with regard to an individual child and strategically. It also notes that the forum has provided feedback to the DfE highlighting that a focus on the 20 week timescale should not be at the expense of the quality of an EHC plan and mentions ongoing concern about health and social care involvement with the process. It indicates that where the process is implemented well it is an improvement on the previous process of assessment for a Statement of SEN. Three areas are mentioned as a focus for future work:

- SEN support
- Preparation for Adulthood
- Joint Commissioning

National population trends

2.7. The pupil population across England is growing with an estimated need for an additional 534,000 secondary school places by 2026. Nationally it is estimated that at any one time there will be about 11.6% of children and young people identified as having SEND and about 2.8% will have an EHC plan. Although numbers are rising, the overall proportion who have SEND has stayed the same for several years. (Department of Education Statistical First Release (SFR) data July 2017).

2.8. At January 2018, there had been an increase of 32,529 (11.3%) in the numbers of children and young people with a statement or EHC plan since January 2017. This is driven by large increases in the 16-19 and 20-25 age groups. (SFR data May 2018).

National trends in identification of areas of SEND

2.9. National annual data collected from every local authority (SEN2) indicates that the most common area of SEND identified as a primary need for pupils at SEN support is Moderate Learning Difficulties (MLD). This has remained the same for the last 3 years. The next most common areas of need identified are Speech, Language and Communication (SLCN), followed by Social, Emotional and Mental Health (SEMH) needs.

2.10. For pupils with an EHCP, Autism Spectrum Disorder is the most commonly noted area of primary need. This is increasing slightly year on year. The next most common areas are Speech, Language and Communication and then Severe Learning Needs.

2.11. Government data suggests that the proportions of pupils with SEND either in SEN support or with an EHCP are likely to remain the same however with the growth in numbers of the pre 25 year population the numbers will increase in line with population. The greatest impact over the next five years will be in the secondary sector and potentially Post 16. This has implications for consideration of the nature and levels of support that may be required to ensure service and setting confidence and ability to support larger numbers of pupils with a wide range of SEND.
2.12. A recent report from the True Colours Trust and Council for Disabled Children highlights evidence of a rising number of children and young people with complex needs and life limiting conditions. This is due to the a) the improved survival rates of preterm babies and babies with congenital conditions and b) increased life expectancy for children with complex disabilities, including children with severe cerebral palsy, cystic fibrosis and Duchenne muscular dystrophy.

2.13. There is a need to understand better the needs of this community and their requirements for care, educational, medical and housing support into adult life.

National measures of compliance and success

2.14. Nationally, the success of the implementation of the SEND legislation is measured through Local Area Ofsted and Care Quality Commission inspections. Although there are no judgements associated with these inspections, a Local Area causing concern will be required to produce a written statement of action. In March 2015, the DfE produced a framework to support thinking in relation to local and national accountability. Their proposed success measures are outlined below. We have made reference to these measures when developing our own local area success measures for this strategy.

Table 1. DfE SEND: Supporting Local and National Accountability March 2015

<table>
<thead>
<tr>
<th>Positive experience of the SEND system for children, young people and their families</th>
<th>Positive outcomes for children, young people and their families</th>
<th>Effective preparation for adulthood</th>
</tr>
</thead>
<tbody>
<tr>
<td>What does success look like?</td>
<td>Parents, children and young people get right support at right time; feel that they are listened to and in control</td>
<td>Improved progression and attainment at all ages</td>
</tr>
<tr>
<td></td>
<td>Planned and wellmanaged transition at key points</td>
<td>Clear and appropriate expectations and aspirations leading to fulfilled lives</td>
</tr>
<tr>
<td></td>
<td>A joined-up, transparent and accountable system</td>
<td>More resilient families</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

2.15. Changes to the economic and political landscape nationally mean that it is increasingly important to work collaboratively both regionally and locally in order to provide the most effective solutions to supporting children and young people with SEND.

2.16. The outcomes of the SEND inquiry into the impact and implementation of part 3 of the Children and Families Act may also have implications for future practice and commissioning. In particular, the inquiry has sought written evidence on the following areas:

- Assessment of and support for children and young people with SEND
- The transition from statements of special educational needs and Learning Disability Assessments to Education, Health and Care Plans
- The level and distribution of funding for SEND provision
- The roles of and co-operation between education, health and social care sectors
- Provision for 19-25-year olds including support for independent living; transition to adult services; and access to education, apprenticeships and work


SEND strategy 20.09.18 Draft
2.17. The report of the inquiry is due to be published in the Autumn of 2018.

**The Local Picture**

2.18. The child population across Peterborough and Cambridgeshire has increased and we are now one of the fastest growing parts of the country. The rate of growth is not the same across the whole region and is influenced in part by the development of new housing.

2.19. The child population across Cambridgeshire and Peterborough is set to continue to increase over the next five years, and the area is expected to be one of the fastest growing in the country, partly as a result of planned new housing developments over the period. The Cambridgeshire and Peterborough Joint Strategic Needs Assessment Core Dataset 2018 (Cambridgeshire Insight – Joint Strategic Needs Assessment (JSNA) – Published Joint Strategic Needs Assessments) provides more detail on the forecast changes.

2.20. Between 2011 and 2016 there was an increase of 3.3% in the 0-25 years age group in Cambridgeshire and Peterborough, and this is forecast to more than double to a rise of 7.5% between 2016 and 2021. The largest increases between 2016 and 2021 is forecast for the secondary school aged population with 6,100 (14.7%) more young people in Cambridgeshire and 2,600 (17.6%) more in Peterborough. Continued growth is expected in the 0-4s and the primary school aged populations, with the primary school aged population forecast to grow by just over 7% in both Cambridgeshire and Peterborough over the period.

2.21. The Table below shows Cambridgeshire County Council’s mid-2015 based population forecasts for 2016 and 2021 of young people in Cambridgeshire and Peterborough.

<table>
<thead>
<tr>
<th>Age range</th>
<th>Peterborough Increase in Numbers</th>
<th>% increase</th>
<th>Cambridgeshire Increase in Number</th>
<th>% increase</th>
<th>Cambridgeshire and Peterborough Increase in Number</th>
<th>% increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 4</td>
<td>600</td>
<td>3.8%</td>
<td>2200</td>
<td>5.8%</td>
<td>2820</td>
<td>5.2%</td>
</tr>
<tr>
<td>5 - 10</td>
<td>1270</td>
<td>7.0%</td>
<td>3340</td>
<td>7.2%</td>
<td>4610</td>
<td>7.2%</td>
</tr>
<tr>
<td>11 - 16</td>
<td>2570</td>
<td>17.6%</td>
<td>6120</td>
<td>14.7%</td>
<td>8690</td>
<td>15.4%</td>
</tr>
<tr>
<td>17 - 25</td>
<td>1350</td>
<td>6.5%</td>
<td>3050</td>
<td>4.0%</td>
<td>4400</td>
<td>4.5%</td>
</tr>
<tr>
<td>0 - 25</td>
<td>5790</td>
<td>8.4%</td>
<td>14,730</td>
<td>7.2%</td>
<td>20,570</td>
<td>7.5%</td>
</tr>
</tbody>
</table>

2.22. Information published in Cambridgeshire Insight 2017 suggests that using national prevalence estimates it can be estimated that there are approximately 12,511 children and young people between 5-17 years with a diagnosable mental health problem in Cambridgeshire and Peterborough. There is thought to be a further 16,361 18-25 years with a diagnosable mental health problem.
2.23. Huntingdonshire, South Cambridgeshire and Peterborough have the highest number of 5-10 and 11-17 year olds with a diagnosable mental health problem. Cambridge City has considerably more young people aged 18-25 years than other areas, owing in part to the large student population.

Table 3. Estimated number of children and young people with a diagnosable mental health problem in Cambridgeshire and Peterborough

<table>
<thead>
<tr>
<th></th>
<th>5 - 10 year olds</th>
<th>11 - 17 year olds</th>
<th>18 - 25 year olds</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cambridgehshire</td>
<td>3676</td>
<td>5777</td>
<td>12890</td>
</tr>
<tr>
<td>Peterborough</td>
<td>1331</td>
<td>1864</td>
<td>3471</td>
</tr>
<tr>
<td>Both</td>
<td>5006</td>
<td>7640</td>
<td>16361</td>
</tr>
</tbody>
</table>

SEN support

2.24. In Cambridgeshire and Peterborough the percentage of pupils identified as needing SEN support has fallen slightly below the average for other comparable local authorities however it has been in line overall since 2014, the year of implementation for the SEND reforms. The tables below illustrate the data for this period.

2.25. The number of post 16 learners in Peterborough who have been reported as requiring SEND support has almost halved since 2015. (see Appendix 3) This is an area that may need further investigation.

2.26. Cambridgeshire SEN support

2.27. Peterborough SEN support
Education Health and Care plans (EHCPs)

2.28. Both Cambridgeshire and Peterborough have had a historically higher percentage of pupils with an EHCP (or formerly statement) than comparable local authorities. In both local authorities there is a current shift towards the national average. Across all English county local authorities, the proportion of pupils with statements or Education, Health and Care (EHCPs) ranges from 1.4% to 3.5%. Cambridgeshire has a value of 3.0%, compared to an average of 2.8%. Across all English unitary authorities, the proportion of pupils with Education, Health and Care Plans (EHCPs) ranges from 1.6% to 4.8%. Peterborough has a value of 3.3%, compared to an average of 3.0%.

2.29. The number of post 16 learners with an EHC plan in Peterborough has steadily increased over the last three years.

2.30. **Cambridgeshire EHCPs**

2.31. **Peterborough EHCPs**
The proportion of looked after children identified as at SEN support is similar to the national average in Peterborough but slightly lower in Cambridgeshire. For those with an EHCP it is higher across both authorities than the England average. (2016/17 DfE data on LG Inform, update 2018).

### Table 4. Children Looked After

<table>
<thead>
<tr>
<th>Children Looked After</th>
<th>Cambridgeshire</th>
<th>Peterborough</th>
<th>England</th>
</tr>
</thead>
<tbody>
<tr>
<td>SEN support</td>
<td>25.8%</td>
<td>28%</td>
<td>29.6%</td>
</tr>
<tr>
<td>EHCP</td>
<td>32.8%</td>
<td>34.4%</td>
<td>26.7%</td>
</tr>
</tbody>
</table>

The proportion of children in need identified as being at SEN support in Peterborough is higher than the England average but slightly lower for those with an EHCP. In Cambridgeshire the proportion identified as at SEN support is slightly lower than the England average but a little higher for those with an EHCP. The proportion of children in need identified with a disability is higher than the England average in Peterborough.

### Table 5. Children in Need

<table>
<thead>
<tr>
<th>Children in Need</th>
<th>Cambridgeshire</th>
<th>Peterborough</th>
<th>England</th>
</tr>
</thead>
<tbody>
<tr>
<td>SEN support</td>
<td>24.5%</td>
<td>29.3%</td>
<td>25.3%</td>
</tr>
<tr>
<td>EHCP</td>
<td>21.3%</td>
<td>18.6%</td>
<td>20.6%</td>
</tr>
<tr>
<td>With a disability</td>
<td>12.3%</td>
<td>13.1%</td>
<td>12.8%</td>
</tr>
</tbody>
</table>

### Sufficiency analysis

In 2017 Cambridgeshire and Peterborough jointly commissioned a sufficiency exercise from an external provider. The intention was to gather a comprehensive picture of the current level and nature of special educational need in both local authorities. It also sets out the current picture of provision for children and young people with SEND and, by matching this with population and other data, gives some indication of what the needs and pressures may be in the future. Crucially, the exercise provides a mechanism for continuing to add to the picture so that on-going analysis is possible. This is important as the data and picture can change over a relatively short period of time. A summary of the key issues is provided below and in the appendices. This is not
a full presentation of the data which is too substantial to be included in its entirety in this strategy. The intention is to use and interrogate the data as needed to inform change. The data that has been presented in this strategy provides an overview and includes more detailed analysis where appropriate.

2.35. To provide the fullest possible picture of the data, this strategy also references information published by the DfE - SEN2 Statistical First Release (SFR) data: 2014-18 and other nationally published data where applicable.

2.36. Where projections of SEND need are given, it should be noted these are based on standard formula using data from the last four years. These projections provide a snapshot of possible trends and pressures for the future. In the majority of cases an upward trend is projected, which is likely a reflection of the ongoing trends of increasing population. This strategy places most focus on areas where there is growth or turbulence beyond what might be expected from population increase and where a clear strategy is required to ensure that needs can be met.

2.37. The following table provides an illustration of the changes in identification of primary need for children and young people with an EHC plan in Cambridgeshire and Peterborough over the last two years. Descriptive charts showing the most pronounced changes and trends are available in appendix 3. The terminology used reflects DfE descriptors.
Table 6. Sufficiency data analysis - changes in total numbers of EHCPs (0 - 25 years) over the last two years by primary need

<table>
<thead>
<tr>
<th>Primary Need</th>
<th>Year</th>
<th>Peterborough</th>
<th>Cambridgeshire</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>2017</td>
<td>Total no. EHCPs = 1676</td>
<td>Total no. EHCPs = 3935</td>
</tr>
<tr>
<td>Moderate Learning Difficulties (MLD)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2016/17</td>
<td>359</td>
<td>539</td>
</tr>
<tr>
<td></td>
<td>2017/18</td>
<td>335 (6.7% decrease)</td>
<td>583 (8.2% increase)</td>
</tr>
<tr>
<td>Autism Spectrum Disorder (ASD)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2016/17</td>
<td>315</td>
<td>1057</td>
</tr>
<tr>
<td></td>
<td>2017/18</td>
<td>350 (11% increase)</td>
<td>1151 (8.9% increase)</td>
</tr>
<tr>
<td>Speech, Language and Communication Needs (SLCN)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2016/17</td>
<td>73</td>
<td>315</td>
</tr>
<tr>
<td></td>
<td>2017/18</td>
<td>84 (15% increase)</td>
<td>360 (14.3% increase)</td>
</tr>
<tr>
<td>Profound and Multiple Learning Difficulties (PMLD)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2016/17</td>
<td>95</td>
<td>107</td>
</tr>
<tr>
<td></td>
<td>2017/18</td>
<td>99 (4.2% increase)</td>
<td>126 (17.8% increase)</td>
</tr>
<tr>
<td>Social, Emotional and Mental Health needs (SEMH)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2016/17</td>
<td>158</td>
<td>499</td>
</tr>
<tr>
<td></td>
<td>2017/18</td>
<td>159 (0.6% increase)</td>
<td>590 (18.2% increase)</td>
</tr>
<tr>
<td>Severe Learning Difficulties (SLD)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>2016/17</td>
<td>258</td>
<td>286</td>
</tr>
<tr>
<td></td>
<td>2017/18</td>
<td>255 (1.2% decrease)</td>
<td>303 (6% increase)</td>
</tr>
</tbody>
</table>

2.38 An analysis of the changes in primary need of pupils attending local special schools provides a further illustration of the trends with potential implications for the development of local provision. This is described in the table below with accompanying charts in appendix 3.
### Table 7. Commentary on pupils’ primary needs in special schools (see appendix 3)

<table>
<thead>
<tr>
<th><strong>Moderate Learning Difficulty (MLD)</strong></th>
<th><strong>Specific Learning Difficulties (SpLD)</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>In both authorities there has been a decrease in the number of EHCPs with MLD as the primary need. However the decrease was greater in Peterborough over the two years.</td>
<td>In both authorities there has been a slight decrease in the number of EHCPs with SpLD as the primary need. However the decrease was greater in Peterborough over the two years.</td>
</tr>
</tbody>
</table>

As Table 1 (see Appendix 3) illustrates, the overall population of pupils with MLD, in special school provision, is higher in Peterborough than in Cambridgeshire. In Peterborough there has been a year on year decrease whereas in Cambridgeshire there has been a slight increase year on year of this population.

<table>
<thead>
<tr>
<th><strong>Autistic Spectrum Disorder (ASD)</strong></th>
<th><strong>Speech Language and Communication Needs (SLCN)</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Nationally ASD is increasing as a primary need (see Paragraph 2.10). Table 3 (appendix 3) illustrates how this also applies in Peterborough and Cambridgeshire.</td>
<td>Statistically, there is a greater population of pupils with SLCN nationally on SEN Support, compared to those with EHCPs.</td>
</tr>
</tbody>
</table>

Table 2 (see appendix 3) illustrates in specialist provision in Cambridgeshire there is a continuing increase in numbers of pupils with SpLD as their primary need, increasing around 50% over the past three years.

The national average of pupils with an EHCP with SpLD as primary need is 3.5%.

<table>
<thead>
<tr>
<th><strong>Profound and Multiple Learning Difficulties (PMLD)</strong></th>
<th><strong>Social, Emotional and Mental Health (SEMH)</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>See Table 5 (appendix 3). In both authorities this population is relatively small but increasing, in line with the national trends (Paragraph 2.12).</td>
<td>Table 6 (appendix 3) demonstrates the continued increase of pupils with SEMH as primary need in special schools in Peterborough, with Cambridgeshire having a significantly higher population which has returned to a level similar to 2014.</td>
</tr>
</tbody>
</table>

The table above indicates an increase of pupils with SLCN as their primary need on their EHCPs in Cambridgeshire. It is likely that a significant proportion of these pupils will be in mainstream settings.

<table>
<thead>
<tr>
<th><strong>Severe Learning Difficulties (SLD)</strong></th>
<th><strong>Sensory Impairment and Physical Disabilities</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Table 7 (appendix 3) shows an increase in the identification of severe learning needs as primary need in Cambridgeshire but a small decrease in Peterborough.</td>
<td>Having reviewed the population data for pupils with Hearing Impairments, Vision Impairments, Multi-sensory impairments and Physical Disabilities it appears that the numbers in special schools across both authorities remains relatively small and static from year to year.</td>
</tr>
</tbody>
</table>

### Key information and Issues identified by the data and information as common to Cambridgeshire and Peterborough

**2.39** For both authorities there is:

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● a reduction in the numbers being reported by settings at SEN support (mirrors national trend)
● evidence that some of the those with an EHC plan are in specialist provisions when they could be supported closer to home in more suitable local provision.
● an increase in the number of EHC plans identifying autism spectrum condition (ASC) as the primary need
● an increase in the numbers being identified with speech, language and communication needs
● a steady increase, although low numbers, for those with PMLD as their primary need
● an increase in the numbers of young people (17 - 25 years) with an EHCP. This is likely to be due to the extension of the age range to which the legislation applies, the conversion of some Learning Disabilities Assessments to EHC plans and maintaining more statutory plans for young people that in previous years
● sufficient current provision across mainstream and special schools but particularly in Cambridgeshire, this may not be the right type of provision in the right place. However, provision is unlikely to be sufficient if numbers continue to grow. There will be particular pressure in Peterborough
● costly use of the non maintained sector when the education and care services required by some are not locally available, with consequent budgetary pressures
● predicted growth in numbers of children and young people with SEND linked to population growth and as a result anticipated pressure on mainstream school and specialist provision
● sufficiency data that indicates special schools in both LAs may lack appropriate space or facility

2.40 In Cambridgeshire:
● there is a significant rise in the proportion of children and young people whose primary need is SEMH
● the arrangement of specialist SEMH provision does not provide easy, equitable or cost effective access across the county
● the proportion of children and young people with an EHC plan and whose primary need is identified as specific learning difficulties is about double the national average
● there are significantly increasing numbers with an EHC plan (a rise over the last two years of 12%) including a bulge in early years and primary
● there is a disproportionate number of children and young people with SEND who travel more than 30 miles each way to school

2.41 In Peterborough:
● there is a reduction in the numbers with an EHC plan where the primary need is identified as MLD or SpLD
● there is a growth in numbers of those with PMLD which, whilst relatively small, suggests an increase in those with the most complex and severe needs, mirroring national intelligence
● there is a higher than national average proportion of pupils with an EHCP although the gap has closed
● the numbers with an EHCP in specialist provision, whilst stabilising, remains above the Eastern region and National average
● all special schools catering for those with learning difficulties are at capacity although the reduction in MLD numbers may impact over time
● post 16 provision accounts for a high number of places in one special school

3. WHAT DO WE NEED TO DO?
3.1. In order to understand what we need to do and what our priorities for the strategy should be, we have drawn on a number of sources of information. These include:

- What families have said through surveys and their own evaluative reports
- What children and young people said through ‘Big Youth Shout Out’
- Self evaluation processes and tracking progress through SEND Implementation action plans
- Regular analysis of statutory performance e.g. meeting timescales
- Response to statutory duties and requirements including compliance review of implementation of the Code of Practice
- What other practitioners including health, social care and schools and educational settings have said
- Analysis of the local data and the joint sufficiency exercise
- Review of the national data that outlines trends in the pupil population as described above
- Ofsted and CQC SEND inspection of Cambridgeshire
- Peer review
- SEMH review
- Transforming Care review
- Local offer reports/data

3.2. The key concerns that arose from the above were:

- the growth in overall numbers and trends for the future
- the need to ensure SEND is “everybody’s business” and not just the concern of the few
- ensuring that the participation of children and young people in services development and commissioning should becomes routine, part of ‘the way that we work’
- the need for the development of a graduated response and access to services that prevent escalation including school to school support
- the growth in post 16 young people with an EHCP – there is a need for improved preparation for moving into adulthood and associated service development
- the lack of a cohesive, co-ordinated offer at transition points from services working together, particularly the issues that arise from the misalignment between health services (0-18) and LA services for 0-25 year olds
- the patchiness and fragility of current integrated and collaborative working which needs to further develop including joint decision making, funding arrangements etc
- the need to further develop joint robust commissioning processes/commissioning cycle (e.g. block and school contracts, mental health services)
- gaps in provision across all services (health, education and social care) - joint commissioning ensures that children are being educated as close to home as possible – there is a need to rebalance spend and use all resources to deliver in the appropriate setting
- need to better understand severity and extent of needs and develop a good local offer re: early help, children in need and those with more complex needs including the care offer from all social care services
- use and allocation of financial resources needs to be more transparent

3.3. The three priority areas for action were identified as:

1. SEND is everybody’s business - embedding the SEND agenda into the practice of everyone who works with children and families in ways that strengthen families
2. Identify and respond to needs early - a holistic and joined up early identification of and graduated response to needs

10 https://vimeo.com/285974483
3. Deliver in the right place at the right time - improving outcomes for children and young people through making best use of resources, ensuring a graduated response and high quality local support and provision

4. HOW ARE WE GOING TO DELIVER THE STRATEGY?

4.1. This is a 5 year strategy. It will be reviewed and progress monitored on a regular basis. The strategy will be updated as appropriate in response to changes in local needs and issues and as a minimum on an annual basis.

4.2. Examples of the issues that we will aim to address under the three priority areas of the strategy include:

**SEND is everybody’s business**
- Promoting a shared vision and expectation of responsibility across all service providers that “SEND is everybody’s business” and not the concern of the few
- Ensuring that every service is signed up to the principles of the SEND strategy - a multi service integrated approach that ensures families feel they only need to tell their story once
- Sharing and aligning our practice to present a stronger joint service response in key areas like early identification, assessment, personal budget arrangements; transitions and person centred /outcomes oriented approaches

**Identify and respond to needs early**
- Promoting an inclusive, timely and graduated response to improve confidence, capacity and trust in local support
- Ensuring that everyone is able to identify and respond to needs early, from pre birth to 25 years, from the earliest point of contact e.g including health visitors, midwifery, hospital staff, GP. early years
- Ensuring that we can improve outcomes for children and young people

**Deliver in the right place at the right time**
- Embedding a strategic approach to seeking the views of children, young people and their families in order to improve their personal experience of service delivery and also to inform the wider development and/or commissioning of services
- Promoting alignment, collaboration and creative solutions across all services in both Local Areas to make best use of available resources and so that children and young people can be supported locally
- Ensuring families feel confident that there is a good and appropriate local choice for children and young people in all but the most exceptional cases
- Addressing the issues arising from the growth in demand and population, particularly the 16 years plus age group
- Ensuring a broad range of opportunities is available for young people over the age of 16 years
- Focus all local resources (health, education and social care) to enhance the total provision so that children and young people can be supported locally
- Reviewing and remodelling our resources so that they are sufficient to meet current and future need

4.3. A strategic action plan will be developed from the issues identified. The actions will be driven by key lead champions who will coordinate work programmes and/or task and finish group working as required. Work will to a large extent involve Cambridgeshire and Peterborough colleagues working together with other partners but there will be some discrete areas that require a more local response. These will be noted in the plan and cross refer to the individual SEND action plans for each Council.
5. **HOW WILL WE RECOGNISE SUCCESS? (Measuring success)**

5.1. We have agreed a number of success criteria to enable us to gauge our progress. These refer to our local action and also draw on the national framework described in section 2.

5.2 **SEND is everybody’s business**

- parents/carers report increased confidence at transition points between services and when there are changes in provision (e.g. primary to secondary school)
- annual monitoring of joint commissioning contracts shows that arrangements take a person centred approach
- data from all agencies (e.g. referrals data, SEN audit) shows timely identification of need
- the majority of children and young people with an education, health and care plan (EHCP) are educated in their local mainstream school - nationally published data shows that the balance of those with an EHCP in mainstream is in line with national, regional and statistical neighbours
- all professionals know the local offer and what their contribution of their service, and other services, should be
- there is a reduction year on year in the number of fixed term and permanent exclusions of children and young people with SEND
- key data shows proportionate representation of children and young people with SEND (e.g. elective home education, attendance data, youth offending, emergency health admissions, social care services)
- annual survey carried out by parent/carer forums shows evidence that year on year parents/carers have increasing confidence in the system and, where issues persist, there is clear evidence of follow-up action to address
- service development/provision and commissioning of services clearly reflects user feedback

5.2. **Identify and respond to needs early**

- feedback from parents/carers shows satisfaction with early identification of need, by all agencies
- data shows less conflict in the system e.g. number of Tribunals registered, number of appeals
- numbers of children and young people identified will be in line with population expectations
- healthy child programme quarterly report shows all checks carried out note SEND issues
- quality of all assessments will reflect a child centred approach and demonstrate joined up working
- annual local authority and parent/carer survey data shows that there is a continuing increase in the number of parents/carers, children and young people who report a positive experience of, and confidence in, the SEND support system
- practitioners report they are confident and have the tools, resources and access to CPD they need to be effective
- the progress and attainment of children and young people receiving SEN support is as good as or better than their peers in comparable authorities at all key stages
- the progress and attainment for children and young people with an EHCP is as good as, or better than, their peers in comparable authorities at all key stages

5.3. **Deliver in the right place at the right time**

- a termly audit of EHC plans and other plans related to SEN shows that they reflect a holistic package that enables families to flourish locally
• children and young people have their needs met locally, reducing reliance on out of county places with a reduction in travel time and number of reported incidents during travel
• Data systems are in place that enable appropriate measurement of the timeliness and quality of input to EHCP processes and other plans from all statutory agencies
• quarterly reports/audits show an increase in the number of creative, collaborative and flexible packages of support with a clear link between the identified needs/outcomes in plans and decision making processes
• there is a year on year increase in the take up of personal budgets particularly by young people post 16
• there is evidence that the increases in take up of personal budgets is stimulating the market range within the local offer
• improved outcomes for vulnerable groups (looked after children, children in need, children in the youth justice system) are demonstrated as a result of an increase in collaborative commissioning
• there is good planning for adult life with young people and their families reporting increased choice and control with regard to living independently, having good health and opportunities to take part in a range of activities including employment
• all children and young people leave school with an option of further education, employment or training - there is a drop in numbers of those with EHCP who are NEET
• the commissioning of SEND services and provision is based upon data and considers the needs of both Local Authorities
• the number of children and young children with a diagnosable mental health condition receiving treatment increases in line with NHS targets

6. **WHO WILL OVERSEE THE STRATEGY? (Governance)**

6.1. The Joint Commissioning Unit (JCU) has commissioned some services across Cambridgeshire and Peterborough over the last 3 years. It is currently leading on change programmes in relation to universal services for Children, Young People and families, the healthy child programme and emotional health and well being. The recent development of the JCU SEND subgroup will streamline the commissioning of services to support children and young people with SEND and will be key to the delivery of this strategy. Membership of the subgroup includes the parent forums, Cambridgeshire County Council, Peterborough City Council and the joint Clinical Commissioning Group (CCG).

6.2. Ultimate responsibility for the strategy will be held by the Cambridgeshire and Peterborough JCU.
APPENDIX 1

LEGAL FRAMEWORK

Definitions of special educational needs and disability.

The **Equality Act 2010** states that children or young people are considered to have a disability if they have,

‘…. a physical or mental impairment which has a long term or substantial adverse effect on their ability to carry out normal day-to-day activities. Long term is defined as a year or more and ‘substantial’ is more than minor or trivial’

Some children and young people who have Special Educational Needs (SEN) will have a disability.

The **Children and Families Act 2014** says that children and young people have special educational needs and or a disability when:

(1) A child or young person has special educational needs if he or she has a learning difficulty or disability which calls for special educational provision to be made for him or her.

(2) A child of compulsory school age or a young person has a learning difficulty or disability if he or she—

(a) has a significantly greater difficulty in learning than the majority of others of the same age, or

(b) has a disability which prevents or hinders him or her from making use of facilities of a kind generally provided for others of the same age in mainstream schools or mainstream post-16 institutions.

(3) A child under compulsory school age has a learning difficulty or disability if he or she is likely to be within subsection (2) when of compulsory school age (or would be likely, if no special educational provision were made).

(4) A child or young person does not have a learning difficulty or disability solely because the language (or form of language) in which he or she is or will be taught is different from a language (or form of language) which is or has been spoken at home.

The **SEND Code of Practice 2015** states that, "A child or young person has special educational needs if they have a learning difficulty or disability which calls for special educational provision to be made for him or her. A child of school age or a young person has a learning difficulty or disability if he or she:

- Has a significantly greater difficulty in learning than the majority of others of the same age, or

- Has a disability which prevents or hinders him or her from making use of facilities of a kind generally provided for others of the same age in mainstream schools or mainstream post-16 institutions.

Children younger than school age are said to have SEN if they are likely to fall within the definition above when they reach school age."

The national legal framework which guides the work and the requirements of which all services have to address includes:

- The Children Act 1989

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[^1]: The Children Act 1989

SEND strategy 20.09.18 Draft
- Mental Capacity Act 2005\textsuperscript{12}
- Equalities Act 2010\textsuperscript{13}
- The Children and Families Act and within that the Special Educational Needs Code of Practice 2014\textsuperscript{14}
- Working Together to Safeguard Children 2018\textsuperscript{15}
- Care Act 2014\textsuperscript{16}
- NHS Five Year Forward View 2014\textsuperscript{17}

\textbf{APPENDIX 2}

\begin{center}
INITIAL DIAGRAM FROM CO-PRODUCTION WORKSHOP
\end{center}

\textsuperscript{12} The Mental Capacity Act 2005
\textsuperscript{15} Working Together to Safeguard Children 2018
\textsuperscript{16} Care Act 2014
\textsuperscript{17} The five year forward view 2014
I want to GROW
And be the best I can with help and support by:

- Seamlessly transitioning between services
- Giving choice and control
- Delivering my care as close to my home as possible
- You having high expectations
- Being included
- Being empowered
- Identifying my needs early

About my ability, facilitating opportunities to encourage and support me to achieve the fullest of my ability. Provide stimulating and supportive challenges. Consider my care with a mindset of growing into adulthood as independent as possible with an expectation of gaining employment, living as independently as possible with meaningful alternatives.

- Recognition that I and my views count being able to access social activities making friends accessing clubs family know me, my needs and strengths. School facilities extended to support out of hours activities using my care best. This should be volunteers.

Timely access to services
Signposting to information and services that can help me and my family understand and navigate systems and processes ourselves.

Key worker – someone who can coordinate my care between professionals and services.
Early planning – Create opportunities for information sharing and access to future locations.
Wiki – Shared records – Ensure that people who will be involved in my care have access to appropriate information.

Nothing about me, without Me
Transparent conversations about my care

So that I can develop and access a social group easily.
So that my family can be easily involved in my care and education
Appendix 3 - Charts to illustrate SEND Populations across Peterborough and Cambridgeshire 2014-18
Based on LG Inform (SEN 2 data) and Sufficiency Study data (both prepared during August 2018)

Table 1.

Pupils with MLD as Primary Need in Special School 2014-18

Table 2.

Pupils with SpLD as primary need in Special Schools

Table 3.
Table 4

Pupils with SLCN in Special Schools 2014-18

SEN pupils with primary need: speech, language and communications needs (Special...
Table 5

Pupils with PMLD as primary need on EHCPs in Special Schools

<table>
<thead>
<tr>
<th>Year</th>
<th>Peterborough</th>
<th>Cambridgeshire</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014/15 (a)</td>
<td>79</td>
<td>80</td>
</tr>
<tr>
<td>2015/16 (a)</td>
<td>80</td>
<td>80</td>
</tr>
<tr>
<td>2016/17 (a)</td>
<td>79</td>
<td>77</td>
</tr>
<tr>
<td>2017/18 (a)</td>
<td>81</td>
<td>77</td>
</tr>
</tbody>
</table>

SEN pupils with primary need: profound & multiple learning difficulty (PMLD)

Table 6

Pupils with SEMH as primary need in special schools

<table>
<thead>
<tr>
<th>Year</th>
<th>Peterborough</th>
<th>Cambridgeshire</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014/15 (a)</td>
<td>45</td>
<td>50</td>
</tr>
<tr>
<td>2015/16 (a)</td>
<td>47</td>
<td>55</td>
</tr>
<tr>
<td>2016/17 (a)</td>
<td>197</td>
<td>171</td>
</tr>
<tr>
<td>2017/18 (a)</td>
<td>203</td>
<td>174</td>
</tr>
</tbody>
</table>

SEN pupils with primary need: social, emotional and mental health (SEMH)
Table 7

Pupils with SLD as primary need in special schools

<table>
<thead>
<tr>
<th></th>
<th>2014/15 (academic)</th>
<th>2015/16 (academic)</th>
<th>2016/17 (academic)</th>
<th>2017/18 (academic)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peterborough</td>
<td>88</td>
<td>94</td>
<td>103</td>
<td>108</td>
</tr>
<tr>
<td>Cambridgeshire</td>
<td>277</td>
<td>296</td>
<td>305</td>
<td>330</td>
</tr>
</tbody>
</table>

Table 8

Peterborough Post 16 learners on SEN Support 2014-18

<table>
<thead>
<tr>
<th>SEN Support</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>POST-16 Peterborough</td>
<td>102</td>
<td>89</td>
<td>69</td>
<td>56</td>
</tr>
</tbody>
</table>

Table 9
Table 10

Percentage of pupils with SEND in Special Schools 2018

<table>
<thead>
<tr>
<th></th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peterborough</td>
<td>11.70%</td>
</tr>
<tr>
<td>Cambridgeshire</td>
<td>8.30%</td>
</tr>
<tr>
<td>National</td>
<td>9.10%</td>
</tr>
</tbody>
</table>

Table 11
Number in early years non-maintained settings with EHCPs 2015-2018

Table 12

Average split of Joint funded placements
### Table 13

<table>
<thead>
<tr>
<th></th>
<th>Number of independent school placements</th>
<th>Number of independent schools receiving education only placements</th>
<th>Number of independent schools receiving joint funded placements</th>
<th>average annual cost</th>
<th>average term cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peterborough</td>
<td>56</td>
<td>8</td>
<td>11</td>
<td>£56,196.00</td>
<td>£19,322.00</td>
</tr>
<tr>
<td>Cambridgeshire</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Table 15 - Special school populations by primary need 2014-2017, including national data

#### SEN pupils with primary need: moderate learning difficulty (Special school)

<table>
<thead>
<tr>
<th></th>
<th>2014/15 (academic)</th>
<th>2015/16 (academic)</th>
<th>2016/17 (academic)</th>
<th>2017/18 (academic)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peterborough</td>
<td>220</td>
<td>200</td>
<td>184</td>
<td>168</td>
</tr>
<tr>
<td>Cambridgeshire</td>
<td>67</td>
<td>108</td>
<td>127</td>
<td>130</td>
</tr>
<tr>
<td>England</td>
<td>16,825</td>
<td>16,703</td>
<td>16,291</td>
<td>15,958</td>
</tr>
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</table>

#### SEN pupils with primary need: specific learning difficulty (Special school)

<table>
<thead>
<tr>
<th></th>
<th>2014/15 (academic)</th>
<th>2015/16 (academic)</th>
<th>2016/17 (academic)</th>
<th>2017/18 (academic)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peterborough</td>
<td>Suppressed</td>
<td>3</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>Cambridgeshire</td>
<td>13</td>
<td>19</td>
<td>27</td>
<td>37</td>
</tr>
<tr>
<td>England</td>
<td>1,350</td>
<td>1,433</td>
<td>1,607</td>
<td>1,770</td>
</tr>
</tbody>
</table>

#### SEN pupils with primary need: autistic spectrum disorder (Special school)

<table>
<thead>
<tr>
<th></th>
<th>2014/15 (academic)</th>
<th>2015/16 (academic)</th>
<th>2016/17 (academic)</th>
<th>2017/18 (academic)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peterborough</td>
<td>103</td>
<td>137</td>
<td>168</td>
<td>173</td>
</tr>
<tr>
<td>Cambridgeshire</td>
<td>264</td>
<td>236</td>
<td>232</td>
<td>258</td>
</tr>
<tr>
<td>England</td>
<td>24,900</td>
<td>27,472</td>
<td>30,203</td>
<td>33,601</td>
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</table>

#### SEN pupils with primary need: speech, language and communications needs (Special school)

<table>
<thead>
<tr>
<th></th>
<th>2014/15 (academic)</th>
<th>2015/16 (academic)</th>
<th>2016/17 (academic)</th>
<th>2017/18 (academic)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peterborough</td>
<td>7</td>
<td>11</td>
<td>21</td>
<td>27</td>
</tr>
<tr>
<td>Cambridgeshire</td>
<td>52</td>
<td>36</td>
<td>31</td>
<td>28</td>
</tr>
</tbody>
</table>
### SEN pupils with primary need: profound & multiple learning difficulty (Special school)

<table>
<thead>
<tr>
<th></th>
<th>2014/15 (academic)</th>
<th>2015/16 (academic)</th>
<th>2016/17 (academic)</th>
<th>2017/18 (academic)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peterborough</td>
<td>79</td>
<td>80</td>
<td>80</td>
<td>86</td>
</tr>
<tr>
<td>Cambridgeshire</td>
<td>79</td>
<td>77</td>
<td>77</td>
<td>81</td>
</tr>
<tr>
<td>England</td>
<td>8,865</td>
<td>8,790</td>
<td>8,774</td>
<td>8,752</td>
</tr>
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</table>

### SEN pupils with primary need: social, emotional and mental health (Special school)

<table>
<thead>
<tr>
<th></th>
<th>2014/15 (academic)</th>
<th>2015/16 (academic)</th>
<th>2016/17 (academic)</th>
<th>2017/18 (academic)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peterborough</td>
<td>45</td>
<td>47</td>
<td>50</td>
<td>55</td>
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<tr>
<td>Cambridgeshire</td>
<td>197</td>
<td>171</td>
<td>174</td>
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</tr>
<tr>
<td>England</td>
<td>13,450</td>
<td>13,493</td>
<td>13,993</td>
<td>14,900</td>
</tr>
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</table>

### SEN pupils with primary need: severe learning difficulty (Special school)

<table>
<thead>
<tr>
<th></th>
<th>2014/15 (academic)</th>
<th>2015/16 (academic)</th>
<th>2016/17 (academic)</th>
<th>2017/18 (academic)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Peterborough</td>
<td>88</td>
<td>94</td>
<td>103</td>
<td>108</td>
</tr>
<tr>
<td>Cambridgeshire</td>
<td>277</td>
<td>296</td>
<td>305</td>
<td>330</td>
</tr>
<tr>
<td>England</td>
<td>25,295</td>
<td>25,605</td>
<td>25,972</td>
<td>26,448</td>
</tr>
</tbody>
</table>
Table 15

All pupils with EHCPs with Moderate Learning Difficulty as primary need 2014-2017

Table 16

All pupils with EHCPs with Profound and Multiple Learning Difficulties as primary need 2014-2017

Table 17
All pupils with EHCPs with Social, Emotional and Mental Health difficulties as primary need 2014-2017

Table 18

All pupils with EHCPs with Severe Learning Difficulty as primary need 2014-2017

Table 19
Table 20

**All pupils with EHCPs with Autistic Spectrum Disorder as primary need 2014-2017**

![Bar chart showing the number of pupils with EHCPs with Autistic Spectrum Disorder in Peterborough and Cambridgeshire from 2014/15 to 2017/18.]

**All pupils with EHCPs: primary need - Autistic Spectrum Disorder**

**All pupils with EHCPs with Speech, Language and Communication Needs as primary needs 2014-2017**

![Bar chart showing the number of pupils with EHCPs with Speech, Language and Communication Needs in Peterborough and Cambridgeshire from 2014/15 to 2017/18.]

**All pupils with EHCPs: primary need - Speech, Language and Communication Needs**
Other appendices to be included:

APPENDIX 4 - terms of reference for SEND JCU sub group