

**SPECIAL EDUCATIONAL NEEDS AND DISABILITIES (SEND) SUFFICIENCY AND SOCIAL, EMOTIONAL AND MENTAL HEALTH (SEMH) REVIEW**

*To:* **Children and Young People**

*Meeting Date:* **10<sup>th</sup> July 2018**

*From:* **Executive Director, People and Communities**

*Electoral division(s):* **All**

*Forward Plan ref:* **n/a** *Key decision:* **No**

*Purpose:* **The Committee is asked to consider the report on the work completed to date for the SEMH Review and the SEND Sufficiency/Needs analysis. The Committee is asked to give a view on next steps that have been identified to co-design an improved model of support and provision that will provide a clear graduated response to needs and target funding to meet special educational needs early and locally.**

*Recommendation:* **The Committee is asked to:**

- a) Give a view on the work completed to date and the next steps identified to take the work forward;**
- b) Agree that a progress update should be submitted to the Committee's meeting in September 2018.**

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## **1. BACKGROUND**

- 1.1 The Children and Families Act 2014 requires local authorities to keep the provision for children and young people with special educational needs and disabilities (SEND) under review, including its sufficiency of provision. The local authority must do this with parents, young people and providers.
- 1.2 The Children and Families Act also makes it clear that when considering any reorganisation of SEND provision, decision makers must be clear about how they are satisfied that the proposed alternative arrangements will lead to improvements in standards, quality and range of educational provision for children and young people with SEND.
- 1.3 To this end, external support was commissioned in 2017 to undertake a review of provision for children and young people with a primary need of social, emotional and mental health (SEMH) in Cambridgeshire. Cambridgeshire and Peterborough have also commissioned external support to undertake an analysis of current and projected needs and SEND sufficiency. Findings from the SEND Sufficiency/Needs analysis work will inform the joint SEND Strategy for Cambridgeshire and Peterborough which is currently being drafted and will be at the final drafting stage at the end of September 2018. The SEMH Review in Cambridgeshire is closely aligned to the wider sufficiency work.
- 1.4 The overarching aims of the SEND Sufficiency work and SEMH Review are to identify the level of sustainable provision that is required to meet needs locally in Cambridgeshire, taking account of demographic growth. As part of this work, a review of out of county placements is taking place to establish what specialist provision is needed in county to meet very complex needs, often requiring a multi-agency approach with Health and Social Care. Other work includes reviewing high needs packages of support for individual pupils and looking at more cost effective ways of meeting needs.

## **2. MAIN ISSUES**

- 2.1 There has been an extensive programme of data/information gathering across all areas of SEND for children and young people 0 – 25 years, including sufficiency in mainstream and specialist provision and SEN transport. Data has been collected at the individual pupil level for type of need and provides a five year projection of all areas of need. Maps have been produced to show where the needs are across the county, home to school transport, where our current specialist provision is, and the sufficiency of every school in Cambridgeshire.
- 2.2 Analysis of the data has started, ensuring accuracy and that the sufficiency exercise is taking account of the local arrangements and use of space within and around schools. The analysis is also taking account of finance and the developments within the SEMH Review.
- 2.3 While the primary focus of the SEMH Review is on the specialist end of the provision, this cannot be looked at in isolation and needs to be seen in the context of analysis of the profile of needs of children, young people and their families across the different areas of Cambridgeshire. The Review will contribute towards the development of a clear graduated approach to meeting the needs of children and young people and their families who have behaviour that is difficult to manage and in some cases dangerous to themselves and/or those around them.

- 2.4 The SEMH Review will support the development of clear guidance that reflects the most effective practice and interventions through a graduated approach, from SEND support in settings and schools and early help, to more specialist support from different agencies. Cambridgeshire has produced a Guidance document for SEND Support and Education, Health and Care Plans which emphasises the expectations of the SEND Code of Practice (2015) in relation to a graduated approach.
- 2.5 A SEND Strategy is being developed that will provide a framework for the delivery of this work as well as other areas of SEND. This will set out the vision for SEND across Cambridgeshire and Peterborough and the key strands of activity that will support its delivery, ensuring transparency and accountability through a formal governance framework.
- 2.6 One of the underpinning principles of the SEND Strategy will be a renewed focus on social inclusion, where the majority of children and young people with special educational needs are able to access appropriate provision as local to them as possible.
- 2.7 Information for the SEMH Review has been obtained from a variety of sources including a Primary Head teacher group; feedback from parents of children attending specialist SEMH provision in Cambridgeshire; meetings with Head teachers and staff at the specialist SEMH provisions; census data; Service and funding data; data on fixed term and permanent exclusions. A stakeholder event was held on 4<sup>th</sup> June 2018. This was very positive and generated a lot of potential actions and follow up areas of work. These are being taken to the SEMH Steering group on 5<sup>th</sup> July 2018 to agreed actions to take forward.

### **3 CURRENT DESIGNATED SEMH SCHOOLS**

- 3.1.1 The Centre School caters for secondary aged pupils (11 – 16 years) and is part of the Astrea Academy Trust. It is co-located on the site of Cottenham Village College secondary school, and is the only SEMH school in Cambridgeshire that has been at or over the number of funded places for the last four years. It received a short inspection in 2017 and was judged as continuing to be a good school.
- 3.1.2 The majority of the accommodation that the school occupies has had alternative uses in the past, is limited, and is not designed for this group of pupils. However the school has been flexible and creative in making best use of a difficult environment. Outside space is also limited, but the pupils benefit from joint access to some of the secondary school's accommodation and facilities.
- 3.1.3 There is significant strength in the co-location with a secondary school as this can provide an opportunity for shared professional development activities, access to subject specialists if needed, moderation and potentially shared staff.
- 3.1.4 Pupils are offered a broad curriculum which includes a range of accredited courses as well as enrichment opportunities which are necessary to engage and motivate the pupils to make good progress and achieve. The school is flexible and personalises the curriculum offer to reflect the needs and aspirations of their pupils.
- 3.1.5 Many pupils travel long distances, and pupils come from all parts of Cambridgeshire and some from beyond its borders.

- 3.1.6 The Centre School is 6.5 miles from the Harbour School. In planning future provision, consideration should be given to the spread across Cambridgeshire in order to minimise travel distances and support more local provision for pupils.
- 3.2.1 Harbour School caters for boys aged 5 – 16 and is located in Wilburton, Ely. It was inspected in December 2016 and was judged to Require Improvement, and received a positive monitoring visit in June 2017, which recognised the improvements being made at the school.
- 3.2.2 There is excellent space in the newer accommodation at the back of the site, but the rest of buildings are not adequate to meet these types of needs. The open nature of the site can make management of behaviour difficult.
- 3.2.3 As with the Centre School, many pupils travel long distances, and pupils come from all parts of Cambridgeshire, with a number coming from the top part of the county.
- 3.3.1 Unity Academy (previously Trinity) caters for secondary aged pupils and is part of the TBAP Multi Academy Trust. It has two sites, one in St Neots and one in Wisbech. It has not been inspected since it became part of TBAP.
- 3.3.2 The distance between the two sites means that they operate as two distinct schools and this creates some challenges.
- 3.3.3 The St Neots site has had significant investment in the accommodation, and the Wisbech site has had some cosmetic improvements. The accommodation on the Wisbech site is not sufficient to best provide for pupils longer term. The proposal of a new learning campus with the development of a further secondary school is currently developed for the long term home for this provision. There has been a recent agreement to use some of the vacant places to provide a small number of post 16 places for some of the existing pupils.

#### **4 EMERGING THEMES**

- 4.1 The initial analysis of the SEND sufficiency work highlights the need to reduce out of county placements and placements in independent schools, ensure that the right children are attending special schools in county, and support mainstream schools to meet the needs of the majority of children with SEND through a combination of specialist resource bases for SEMH and Autism, and high quality training and support for staff.
- 4.2 The profile of needs of pupils in specialist SEMH provision would suggest that the right needs are not always being identified early enough and the right interventions/support put in place. Some of the pupils' behaviours are exacerbated by unmet learning needs/disability needs which have not been addressed at an earlier stage.
- 4.3 Mainstream schools want advice and support that is in addition to and different from what they already have in place.
- 4.4 There needs to be a coherent and clearly articulated graduated response for all aspects of special educational needs and disability 0 – 25 years. This should include SEND Support as well as support for those children and young people with more complex and significant

needs.

- 4.5 While permanent exclusions are low across Cambridgeshire, it is not clear whether the alternatives are leading to better outcomes for children and young people.
- 4.6 The number of days lost due to Fixed term exclusions has increased year on year for the past three years. In 2016/17, 61% of all the pupils who had at least one Fixed term exclusion had special educational needs (43% at SEND Support; 18% EHCP).
- 4.7 The tuition budget for children and young people with an Education, Health and Care Plan (EHCP) where there has been a breakdown of education placement, or the young person has not been placed has consistently overspent over the last three years:

Financial Year	Budget £	Expenditure £	Overspend £
2017/18	£1.2m	£2.0m	£0.8m
2016/17	£0.9m	£1.7m	£0.8m
2015/16	£0.8m	£1.2m	£0.4m

- 4.8 Specialist SEMH provision is not dispersed geographically or dispersed on the basis of need, with many pupils having to travel long distances to school.
- 4.9 The pupils in specialist SEMH provision are predominantly boys. There is a need to reflect on why this is the case and also consider the needs of girls with challenging behaviours, often manifesting as internalised behaviours and mental health difficulties.
- 4.9.1 61 pupils are placed in maintained special schools and academies outside Cambridgeshire.
- 4.9.2 149 pupils are placed in independent and non-maintained special schools. 91 of these pupils have a primary need of Autism (61 aged between 9 and 16 years).  
36 of the 149 pupils have a primary need of SEMH (32 aged between 9 and 16 years).

## 5 LINES OF ENQUIRY

- 5.1 For the next stage of the review, the following lines of enquires will be followed -
- 5.2 What do we need to do differently to ensure that children and young people in receipt of SEN Support have their needs met?
- 5.3 What factors are contributing to the increases and decreases in children and young people accessing different types of provision?
- 5.4 Do we always match need to provision?

- 5.5 Do we have the right type of provision in Cambridgeshire? This is particularly in relation to SEMH provision and Autistic Spectrum Condition (ASC) provision. What should this provision look like, and where does it need to be?
- 5.6 We appear to have some physical capacity in mainstream schools – how best can we make use of this?
- 5.7 How best do we meet the needs of young people with SEND over the age of 16 years?

## 6 **RECOMMENDATIONS FOR NEXT STEPS**

- 6.1 A SEMH Review Workshop was held on 4<sup>th</sup> June 2018. It was attended by representatives from specialist SEMH providers, mainstream special schools, mainstream primary schools, Health, Social Care (Children's Disability) and Local Authority Officers from different departments within the Education Directorate. A copy of the data handout is attached at Appendix 1.
- 6.2 Representatives from the parent/carer forum and mainstream secondary schools were invited but unable to attend. The parent/carer forum have been involved in discussions to date, and will continue to have involvement at every stage of development.
- 6.3 Information was presented to the Secondary Head teacher meeting in June 2018 and representatives from mainstream secondary schools will be actively included in developments.
- 6.4 An Action Plan will be developed in the next two weeks, with short (6 months), medium (12 months) and long term (1- 3 years) goals and associated activities. Each action will have a dedicated Task and Finish group which will report to the SEMH Steering Group.
- 6.5 Membership of the Task and Finish Groups will be from a range of partners, including parents, specialist and mainstream schools/settings, early years providers, Health and Social Care.
- 6.6 The data and information already collated will be used to inform the evidence base of the design of options for future delivery locally.
- 6.7 Possible options for future provision will be developed by the end of July 2018.
- 6.8 Further analysis of the needs of children and young people to be undertaken to establish what needs to be developed locally:
- Exclusion data for non-maintained special school and out of county independent placements;
  - Attendance data for children and young people with SEMH, including those in receipt of part-time timetables;
  - Alternative provision including tuition packages, and outcome data for young people in receipt of these;
  - Electively home education children with SEMH needs where parent has lost confidence in school provision;
  - Pupils supported through medical needs services, such as Pilgrim Pupil Referral Unit

- (PRU);
- Not in Education, Employment or Training (NEET).

6.9 Part of this review work needs to include a co-developed training offer with other agencies, including Pinpoint and Teaching Schools to meet the needs of:

- Early years providers;
- Schools;
- Further Education (FE) colleges;
- LA staff and health partners;
- Families.

6.10 As part of the training offer, there needs to be agreed approaches/interventions which are endorsed by the LA and specialist practitioners that have a strong evidence base for achieving the best outcomes for children and young people with SEMH needs.

## **7. ALIGNMENT WITH CORPORATE PRIORITIES**

### **7.1 Developing the local economy for the benefit of all**

There are no significant implications within this category at this stage of the reviews.

### **7.2 Helping people live healthy and independent lives**

There are no significant implications within this category at this stage of the reviews.

### **7.3 Supporting and protecting vulnerable people**

The purpose of the reviews are to ensure we deliver improved outcomes for vulnerable pupils. Full consideration of this will be made when recommendations are made.

## **8. SIGNIFICANT IMPLICATIONS**

### **8.1 Resource Implications**

There are no significant implications within this category at this stage of the reviews.

### **8.2 Procurement/Contractual/Council Contract Procedure Rules Implications**

There are no significant implications within this category at this stage of the reviews.

### **8.3 Statutory, Legal and Risk Implications**

There are no significant implications within this category at this stage of the reviews.

### **8.4 Equality and Diversity Implications**

There are no significant implications within this category at this stage of the reviews.

### **8.5 Engagement and Communications Implications**

There are no significant implications within this category at this stage of the reviews.

**8.6 Localism and Local Member Involvement**

There are no significant implications within this category at this stage of the reviews.

**8.7 Public Health Implications**

There are no significant implications within this category at this stage of the reviews.

<b>Implications</b>	<b>Officer Clearance</b>
<b>Have the resource implications been cleared by Finance?</b>	N/A
<b>Have the procurement/contractual/ Council Contract Procedure Rules implications been cleared by Finance?</b>	N/A
<b>Has the impact on statutory, legal and risk implications been cleared by LGSS Law?</b>	N/A
<b>Have the equality and diversity implications been cleared by your Service Contact?</b>	N/A
<b>Have any engagement and communication implications been cleared by Communications?</b>	N/A
<b>Have any localism and Local Member involvement issues been cleared by your Service Contact?</b>	N/A
<b>Have any Public Health implications been cleared by Public Health</b>	N/A

<b>Source Documents</b>	<b>Location</b>
<i>None</i>	