

SUPPORT FOR PRIMARY AGED CHILDREN WITH SOCIAL, EMOTIONAL AND MENTAL HEALTH DIFFICULTIES

To: **Cambridgeshire Schools Forum**

Meeting Date: **22nd May 2015**

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1.0 PURPOSE AND BACKGROUND

- 1.1 The purpose of this paper is to have a discussion and seek agreement at Schools Forum to request funding to support primary aged children with Social, Emotional and Mental Health (SEMH) needs.
- 1.2 Over the last 18 months there has been a sharp rise in the number of primary aged children at risk of or who have been permanently excluded from school. A number of initiatives have been put in place to help address these issues, but regardless of these there are children who have very high levels of behavioural and emotional need that present significant challenges for schools and support services.
- 1.3 This paper covers developments over the last year that have attempted to address concerns about how children with SEMH are supported. It also considers the outstanding issues and ways forward including the provision of a package of support for children who have complex and high levels of need in relation to social, emotional and mental health needs.
- 1.4 This paper takes account of discussion at CPH Inclusion on the 12th May 2015 and feedback received following circulation of the paper to CPH representatives on 8th May 2015.

2.0 NATIONAL AND LOCAL CONTEXT

2.1 The SEND Code of Practice

- 2.1.1 Part 3 of the Children and Families Act 2014 sets out the Local authority functions and regulations in relation to supporting children and young people with special educational needs or disabilities. The Local authority, schools, governing bodies of schools and colleges of FE, CCG, NHS commissioning boards and Trusts must have regard to the SEND Code of Practice (2014) in exercising their functions under Part 3 of the Act. There has been a shift in emphasis with the new Code of Practice placing the child and the family at the centre of planning and decision making to support the child's education, health and care needs.
- 2.1.2 What was previously known as Behavioural, Emotional, and Social Difficulties (BESD) or Social, Emotional and Behavioural Difficulties (SEBD) has been renamed Social, Emotional and Mental Health (SEMH) to move away from describing the behaviour without considering the underlying

reasons for the behaviour.

2.1.3 There is a renewed focus on adopting a graduated response to additional needs, and the child accessing their local mainstream school.

2.1.4 The Code of Practice provides the backdrop to an integrated and co-ordinated response to meeting the needs of children with special educational needs.

2.2 The Local Offer for primary aged children with SEMH

2.2.1 There has been a considerable amount of policy and guidance developed to drive forward the agenda of meeting the needs of children and young people with social, emotional and mental health needs. This has included the Local Offer and having clear pathways in place to deliver a graduated response for all areas of SEN.

2.2.2 The Local Offer for SEMH is a working guide to Local Authority, Health, schools, settings and the voluntary sector on provision for children and young people 0 – 25 years with Social, Emotional and Mental Health difficulties.

2.2.3 The pathway outcomes the support that is available for children at three levels of intervention, universal, targeted and specialist.

- **Universal** Available for all children and young people, with a focus on prevention, identifying vulnerability and removing barriers to learning and development.
- **Targeted** Available for those with additional needs. Access to evidence based interventions.
- **Specialist** Available for those with acute, complex and enduring needs. Access to highly specialist evidence based support and interventions.

2.2.4 For each of the three levels, interventions have been identified ranging from whole school approaches such as Restorative Practice, to specialist interventions and therapeutic support from CPFT and MST.

2.3 Cambridgeshire SEND Commissioning Strategy: Social, Emotional and Mental Health provision

2.3.1 The outcomes of the SEND Commissioning Strategy for SEMH are:

- For children and young people to establish and maintain good social relationships
- For children and young people to gain a better understanding of their own feelings and be able to express these in ways that are respectful of others
- For children and young people with SEMH to learn to develop self-control
- For children and young people to develop resilience and coping strategies that help them overcome difficulties they are facing
- For children and young people to improve their self-image and self-belief and developing high aspirations.

2.4 Universal level of support

2.4.1 The strategy sets out the following services to be commissioned to support schools and settings in the use of approaches and interventions for all children:

2.4.2 Restorative Approaches: A programme in schools.

2.4.3 CAMH training for schools – TAMHS. A range of courses and resources from general awareness to specialised courses for particular areas of mental health needs. Modular course for mental health champions in schools/settings and services.

2.4.4 Team Teach training: 2 levels whole school and individual risk assessments
Pro -act Scip: training for carers, personal support assistants, residential staff.

2.5. Specialist Support

2.5.1 For higher levels of need, the strategy sets out the following approaches and interventions to be commissioned:

2.5.2 Systemic family approaches: FIP, Marlborough, Video Interaction Guidance (VIG)
Helping children, parents, adults have clearer understanding of their own behaviours and the impact they have on others. Learning to reflect on own and others behaviours, so that they have more choice and control over their behaviours, feelings, and the consequences.

2.6 Cognitive approaches

- 2.6.1
 - Functional Behavioural Analysis
 - Applied Behavioural Analysis – ABC of understanding behaviour and applying operant behavioural strategies
 - Cognitive Behavioural Therapy

2.7 Specialist Provision: Primary

2.7.1 A team around the child/family to support school and family bring about changes in emotional needs.

2.7.2 A detailed assessment providing an understanding the child's needs within the context of the school and family and wider community. This should highlight both strengths and areas of need.

2.7.3 Working up a personalised plan with the young person, their family and school. Helping the child to identify what changes they want to see and how they might get there (PATHS), Identifying the resources needed.

2.7.4 Schools could be encouraged to work together in networks to help problem solve. Maybe a temporary solution might be the opportunity to the young person to have wider educational and social opportunities set up by another school, community centre. To look at the skills needed to bring about sustained changes- what are the motivators for change for the young person/parent and significant others.

2.7.5 Parental engagement is critical. Understanding their needs and aspirations

is part of the family based assessment.

- 2.7.6 SEND specialists to provide coaching and mentoring to school and setting staff.
- 2.7.7 Training in positive behaviour then followed up by modelling, observation, reflection (Video Interaction Guidance could support this process)
- 2.7.8 Training: Attachment aware schools
Counselling – active listening skills, empathy understanding a day in the life of a child/parent to understand the context.

3.0 THE CURRENT SITUATION

3.1 Assessment of Need

- 3.1.1 In Cambridgeshire, 2.1% of all pupils are considered to have special educational needs in relation to SEMH. This represents 24% of pupils identified as having SEND. We have a greater number of children and young people identified with SEMH in comparison to national figures and our statistical neighbours.
- 3.1.2 Over the last 3 years the number and proportion of pupils with SEMH has remained fairly constant, the total number of pupils with SEND has decreased over the same period. Our prevalence rate is greater for SEMH than for other areas of need.
- 3.1.3 Pupils with SEMH have a higher rate of FSM provision than those with other categories of SEND need and those without SEND need.
- 3.1.4 In Cambridgeshire, the extent to which SEN impacts on attainment varies significantly according to different categories of need. There is an average of 35 percentage points difference between the performance for pupils with SEMH and the average for all pupils at the end of KS2. The gap in attainment for pupils with SEMH at the end of KS4 has increased to 37 percentage points when compared with average for all pupils.
- 3.1.5 From September 2014, nine primary aged children have been permanently excluded. This compares with seven primary aged children permanently excluded in the academic year 2013 – 2014. Those children who have been permanently excluded this year have been attending schools in the areas East Cambs and Fenland and South Cambs and City. The majority are in receipt of FSM, have special educational needs warranting additional support in school and one has a Statement of SEN. All have had involvement from either Locality teams or Social Care at some time in the past.
- 3.1.6 In addition, there are a number of other children for whom there has been an alternative to permanent exclusion, e.g. parent chose to EHE; another moved school through admissions; moved onto a EHCP and START provided tuition.

4.0 CURRENT PROVISION IN CAMBRIDGESHIRE

4.1 Primary SEMH Provision in Cambridgeshire

- 4.1.1 Cambridgeshire has little in the way of specialist provision for primary aged children with social, emotional and mental health difficulties. Two years ago, the Local Authority set up a unit at Warboys school for primary aged children with a Statement for social, emotional and behavioural difficulties. It was supported by Harbour school, one of two maintained schools in the county for children with social, emotional and behavioural difficulties. Harbour school provides day and residential provision for boys aged between 5 and 17 years who have social, emotional and behavioural difficulties.
- 4.1.2 There are plans for the KS1 provision at Warboys to move to Harbour school in January, 2016. Like the rest of the provision at Harbour school, the KS1 provision there will be for boys who have an EHC Plan where their main need is in relation to social, emotional and behavioural difficulties.
- 4.1.3 The provision at Warboys will close at the end of this academic year. Trinity school opened in 2012 following the merger of three local learner centres and is a special school for KS3 and KS4 pupils with social, emotional and behavioural difficulties.

4.2 The Access and Inclusion Team

- 4.2.1 Support for those primary aged children who do not have a Statement of SEN/EHC Plan and present with special educational needs in relation to SEMH, and who are permanently excluded or out of school for their medical needs is provided by the Access & Inclusion Team. The A&I Team sits within the Specialist Teaching Team and consists of 6.9 fte Specialist Teachers with a budget of £42,000 (2015 – 2016) to pay for packages of tuition to ensure pupils out of school due to permanent exclusion or medical needs receive their educational entitlement.
- 4.2.2 In October, 2014 a new A&I Co-ordinator post was created to provide support and advice to schools and to co-ordinate the response for individual children. This separated out the advice and support to primary schools previously given by the County Inclusion Co-ordinator from the advice and support given to secondary schools. Although useful in helping schools think through and implement further strategies to try, much of the A&I Co-ordinator's role has so far, been taken up responding to urgent demands, and crisis management rather than working at an earlier stage of intervention and prevention.
- 4.2.3 There are 60 primary aged children considered to be Access and Inclusion Cases which means they have stepped up to be managed by Specialist Teachers with expertise in SEMH/SEBD. They are part of a cohort of around 75 children who have been classified as presenting with challenging behaviour but 30 of these children have been stepped down and are being monitored by the Specialist Teaching Team.
- 4.2.4 Currently three pupils are receiving agency support at an average cost of £800 a week for 10 weeks. This will be funded from the £42,000 in the budget for tuition packages.
- 4.2.5 Funding for the A&I team is from DSG at a total cost of £350,000.

5.0 RECENT DEVELOPMENTS

5.1 Early Help Review

5.1.1 The developments that have taken place as part of the Early Help Review have included the establishment of a new post, SEND Manager for SEMH to drive forward planning and provision for primary aged children with social, emotional and mental health difficulties. The post sits in SEND Specialist Services and has a remit across CFA and will liaise closely with Health colleagues to develop an integrated offer to schools, settings and families.

5.1.2 Work is underway to align access routes to support services, including Locality Teams and SEND Specialist Services. A local point of access will be in place from September 2015 and there will be a central allocation system to bring services within the Enhanced and Preventative Directorate together to co-ordinate support for children and families.

5.2 A co-ordinated response for primary aged children at risk of exclusion

5.2.1 A small working group with representation from across CFA and schools met in the summer term 2014 to put together an agreed process for co-ordinating responses and putting in support for those primary aged children either at risk of exclusion or had been permanently excluded from school.

The flowchart was accompanied by Guidance notes and circulated to primary schools and CFA staff.

5.2.2 The process has helped to clarify individual responsibilities in relation to those children at risk or who have been permanently excluded, but there continues to be barriers to the implementation of a co-ordinated and integrated package of support for children who have very challenging behaviours.

5.3 Temporary provision at St Luke's Primary school

5.3.1 Temporary provision for three KS1 & KS2 children has been developed at St Luke's primary school in Cambridge. The children are receiving support on site at St Luke's primary in a stand along building which has been made available until the end of the summer term. This provision has been put in place to provide bespoke packages of support for these children to prevent them from being permanently excluded, and with a view that after a term they will either return to their home school or have a supported managed move to another school.

5.3.2 This is a short term plan for these three children, running until the end of the summer term 2015.

5.3.3 The provision is being run by the Specialist Teaching Team who are liaising closely with the Head teacher at St Luke's and Senior Leadership Teams in the home schools. This initiative has been well received by parents, professionals, Governors and school staff.

5.3.4 A review of the provision will take place in July 2015.

5.4 "Ready to Learn" project

5.4.1 Last year, the Wisbech Schools' Partnership submitted a proposal to the local authority to provide respite provision for assessment and intervention to support high needs primary aged children in WSP at risk of exclusion

and prepare them for successful reintegration back into their mainstream school.

- 5.4.2 This followed the identification of a number of pupils who were at that time displaying extreme behaviours and causing disruption on a daily basis in the WSP primary schools. The proposal acknowledged the recent rise in the number of pupils permanently excluded.
- 5.4.3 Funding was sought from the local authority but due to the way that schools are funded in Cambridgeshire, it was not possible for the local authority to identify any additional money for the project at that time.

5.5 Alternative Provision: Fenland Learning Base

- 5.5.1 Some work is taking place with the principal of the Thomas Clarkson Academy to explore alternative provision in the Fenland area. This has included an early exploration of primary provision.
- 5.5.2 This could potentially incorporate aspects of the 'Ready to Learn' proposal to provide high quality provision for primary aged children in the area who present with very challenging behavioural issues and are at risk of permanent exclusion.

5.6 Tri Borough Alternative Provision

- 5.6.1 The Tri Borough Alternative Provision (TBAP) will be the sponsor of the Cambridge Learner Base Academy, providing alternative provision for KS3 and KS4. TBAP have expressed an interest in developing KS1 and KS2 alternative provision in the future. As with similar providers across the country, the likely funding model would be for schools to purchase places. Based on costs of places in other Local authorities, this would be around £17,000 for a full-time 3 term placement.

6.0 WHAT ARE THE OUTSTANDING ISSUES?

- 6.1 There is considerable variation in how individual schools cope with the demands of children who present with very challenging behaviours. Many of the small primary schools, in particular lack the resources needed to provide the necessary support for children who present in this way.
- 6.2 In some cases, schools have not implemented the advice from the Specialist Teaching Team and/or other team, and the situation escalates quickly to a child being at serious risk of permanent exclusion.
- 6.3 There is sometimes a tension between raising attainment of all of the children in the school and meeting the needs of a child with challenging behaviour.
- 6.4 Schools report difficulty accessing specialist input which is considered responsive to their needs and those of the child and family and has 'added value' over and above what the school already has in place.
- 6.5 Schools report difficulty accessing therapeutic support for children with SEMH.
- 6.6 It may not always be appropriate for schools to be the Lead Professional, particularly for children with high levels of need requiring co-ordination and

access to resources from a number of different services.

6.7 It is not clear who schools contact for advice and support when a graduated response including appropriate strategies and interventions have been put in place by the school but having little impact on the child's behaviour, Locality Team, Specialist Teaching Team, Inclusion Co-ordinator, A&I Co-ordinator, Social Worker?

6.8 Although there is a Draft SEMH Pathway for the local authority, health, school, settings and the voluntary sector, there is not clarity about implementation, monitoring and review arrangements.

6.9 Cambridgeshire does not have any specialist provision for primary aged children with social, emotional and behavioural difficulties who do not have a Statement of SEN/EHC Plan, or for KS1 and KS2 girls who have a Statement of SEN/EHC Plan for social, emotional and behavioural needs.

7.0 WHAT ARE THE VISION AND PRINCIPLES?

7.1 Taking all of the above into account we need to be clear across the system what our aspirations are for children with special educational needs in relation to SEMH and as such have set out our vision and principles:

7.2 Cambridgeshire's Vision for primary aged children with SEMH

- 7.2.1
- Ensure that all children and young people are valued by feeling included, safe, nurtured, healthy, involved, respected and responsible
 - Improve outcomes for all children and young people with special educational needs and enable them to achieve their full potential
 - Support, restore and improve the quality of relationships between children young people and significant people in their lives in order to foster resilience and positive self-esteem, and improve the quality of their lives at home, in school and in their community
 - Enable all the children and young people to become successful learners, confident individuals, effective contributors and responsible citizens

7.2.2 The principles underpinning our vision are to:

- Demonstrate our commitment to equality of opportunity, preventative action, social inclusion and early intervention
- Place the child or young person at the heart of our strategy and practices
- Place the child or young person at the centre of professionals' plans and planning
- Work in partnership with parents, carers and communities
- Work together in partnership and collaboration with other services and agencies to provide an integrated approach that recognises the full range of needs of the child or young person, their family and carers.

7.2.3 We need to develop a model of support which is fit for purpose, evidence based and achieves the best outcomes for children and families where the child has a high level of need in relation to their social, emotional and

mental health.

7.2.4 The model of support for primary aged pupils with SEMH will be based on the principles of:

- **Inclusion** – the aim is to maintain the child in mainstream school as far as is possible, and for removing a child to be an option of last resort.
- **Integrated working** – there should be a multi-disciplinary team around the child that is working in collaboration to support the child in the school and at home.
- **Early intervention** – identifying as early as possible the needs of children with SEMH so as to target learning and pastoral support to maintain their placement in mainstream school and provide effective support in their home.
- **Improving relationships** – children should feel secure in their environment, have a clear sense of belonging and feel included through the relationships they make. The focus should be on doing things *with* them, rather than *to* them or *for* them (restorative philosophy).

7.2.5 These principles should underpin any future developments with the aim to be better at identifying children's needs as early as possible, and ensure that there is an integrated approach to support for the child and their family.

8.0 **FEEDBACK FROM CPH REPRESENTATIVES AND CPH INCLUSION 12TH MAY 2015**

8.1 Feedback from CPH representatives suggested a need for more specialist provision to meet the needs of primary children who present with challenging and disruptive behaviours, and also highlighted the need to support the child's family. In addition to those children permanently excluded from school, it was acknowledged that there is a much larger number of children described as "severely disruptive" who have a negative affect on the rest of the children in the class and school

8.2 There was agreement at CPH Inclusion to trial an "in-reach" support model, which also provides "outreach" support to the child's local school. This trial would be for a year with a robust methodology in place from the outset to assess the impact of the support package on bringing about positive outcomes for the child, their family and for the school. It was acknowledged that for some children (though not all) it will become clear through a high quality holistic assessment which children will go on to need a higher than average level of adult support to maintain a school place. This assessment will be a critical part of the support package and where necessary, will feed into statutory processes providing the supporting evidence for an Education, Health and Care Needs Assessment

8.3 Discussion took place about having a "bank" of specialist Teaching Assistants for schools to access at times of need. This would need an increase to base budgets and given that the funding for this project is for one year, the proposal has included a training programme for Teaching Assistants and also for parents/carers.

9.0 HOW DO WE ADDRESS THE OUTSTANDING ISSUES?

9.1 System wide changes needed at Universal and Targeted levels of intervention

- 9.1.1 There needs to be a clear and coherent graduated response based on the child being supported in their local community school.
- 9.1.2 Where there are issues of workforce development, training should be undertaken to build capacity in schools and settings.
- 9.1.3 An accredited training course for Teaching Assistants across Cambridgeshire provided by SEND Specialist Services.
- 9.1.4 Effective training and support provided to parents/carers to build capacity in the home setting and to address issues of consistency of approach across home and school. A training programme to be developed and delivered by the SEND Specialist Service.
- 9.1.5 Workforce development across CFA to build skills and understanding of practitioners working with the child and family. This would help to ensure that schools, settings and families receive high quality advice and support based on 'what works'.
- 9.1.6 Clarity of processes so that schools and settings are clear about who to contact and for what.
- 9.1.7 Would schools find it helpful to have access to a "support helpline" – a practitioner on the end of the phone to provide advice and guidance?
- 9.1.8 An identified Lead Professional from support services to co-ordinate the integrated plan for the child and family, bringing in services and resources as needed. The integrated plan centred on the needs and wishes of the child and family, adopting a "Think Family" approach.

9.2 Development of therapeutic provision

- 9.2.1 A proposal to develop an in-reach model offering 6 – 10 places in five areas across Cambridgeshire has been taken to CPH meetings. Pupils attending the provision would remain on the roll of their home school, and attend either on a session by session basis receiving a specific intervention, or attend full time for a maximum of three terms. Having pupils attend for sessions would greatly increase the capacity of the provision and provide targeted interventions. There are, however, transport costs to consider which could be significant.
- 9.2.2 Each base would be run on Nurture Group principles, and each child would have an individualised programme to support learning and behavioural needs, access to therapeutic interventions to develop self-awareness, resilience, empathy, social understanding, coping strategies and support for the family. The home school would provide TA support, or a proportion of Basic Entitlement and Additional Support funding.

- 9.2.3 Support and interventions for the children and their families would be provided by a number of teams and agencies, including Health subject to further discussions.
- 9.2.4 Professional leadership, teaching and hand on support would be provided by the Specialist Teaching Team. The Specialist Teaching Team would also support the child's reintegration back into their home school, or in some cases, they would support a managed move to another school.
- 9.2.5 These proposals have been discussed at CPH meetings, and although there is general support for provision which provides therapeutic support to children and families, the principle issue has been around funding.
- 9.2.6 It is proposed that two Pupil Support Bases will be piloted in South Cambs and City and in the Wisbech area from September 2015 and is funded for a year. The impact of the provision would be reviewed in March 2016. The SCC Support Base will be run by the Specialist Teaching Team with additional staffing costs met from the DSG carry forward. The Support Base in Wisbech would be run by staff in the cluster, also funded from the DSG carry forward.
- 9.2.7 The SEND Specialist Services will be responsible for evaluating the impact of the provisions and regular reporting to CPH Inclusion and CPH Reps.
- 9.2.8 Funding for this is being sought from the DSG carry forward (not the High Needs Block, which is overspent). The DSG carry forward can be used to meet in year pressures, in this case the rise of primary aged children permanently excluded from school. It is for one year only and cannot be used as an ongoing source of funding to increase base budgets. The request to Schools Forum is for a one-off payment from the DSG carry forward to cover all related expenses of the project.

10.0 COSTINGS

- 10.1 For a 10 place Pupil Support Base "in-reach" provision in SCC offering sessional as well as full-time placements over 2 – 3 terms. The base will also be providing "outreach" support to schools where a child is attending the provision on a part-time basis.

2 x Teachers at UPS3, TLR and SEN2	£57.724 with oncosts x 2 TOTAL £115,448
3 x Teaching Assistants at L4	£21,193 x 3 including oncosts Total = 63,579
Family support worker/Early Intervention worker/Mental health worker	£40,000 inc. oncosts
Admin/Business Support/CPD Costs	= £10,000
Transport	= £20,000
TOTAL	= £249,027

10.2 The Local authority will ensure that children in receipt of support from the provision are transported in accordance with Children, Families and Adults Services SEN Home to School Transport Policy.

10.3 Part-time placement for up to 10 children in Wisbech area. This would be funded through the project for one year, and run by the Wisbech Schools' Partnership.

10.4	SEMH Co-ordinator (USP3 at 40%)	£23, 089 inc. oncosts
	1 x Teachers at UPS3, TLR and SEN2	£57,724 with oncosts
	1 x Teaching Assistants at L4	£21,193 inc. oncosts
	Miscellaneous	= £3,000
	Transport	No additional costs included
	TOTAL	= £105, 006

10.5 Evaluation of the project will be undertaken by SEND Specialist Services.

10.6 Additional funding is sought for training for a countywide training programme for Teaching Assistants, and a separate programme of training for parents/carers based on two teachers = **£115, 448**.

10.7 TOTAL FUNDING REQUEST for two Pupil Support Bases and a countywide training programme for TAs and parents = £469, 481 for a one off payment.

11.0 CONCLUSION AND NEXT STEPS

11.1 Currently, there is an increasing number of primary aged children who are at risk of or who have been permanently excluded from school. In comparison to other Local authorities, Cambridgeshire has a higher percentage of children identified with SEMH. There are considerable pressures on schools and support services to meet the needs of these children.

11.2 There are several weaknesses in the system as well as a gap in provision for those primary aged children who present with significant SEMH.

11.3 Schools Forum is asked to agree to funding from the DSG carry forward on a one off basis pending the evaluation of the proposed provision in South Cambs and City and East Cambs and Fenland areas, plus a countywide training programme for Teaching Assistants and another for parents/carers.

11.4 There would be an evaluation of the impact of the provision in April 2016, with regular reporting of progress to CPH on a half termly basis.