

SCRUTINY REPORT



MEETING: Overview and Scrutiny

DATE: 30 January 2020

SUBJECT: Developing Social Emotional and Mental Health (SEMH) provision

REPORT FROM: Councillor T Tariq, Cabinet Member – Children and Families

CONTACT OFFICER: Interim Assistant Director (Education and Inclusion)

Executive Summary

This report provides a description of the range of secondary provision required within Bury to meet the educational needs of pupils experiencing social, emotional and mental health (SEMH) challenges. It outlines how current provision should be developed to meet this range of need as well as addressing gaps in provision. It also considers the appropriate size, quality and governance of the range of provision.

Recommendations

It is recommended that the Overview and Scrutiny Committee

- Note the report for information
- Support the 'direction' of these developments

Developing Social Emotional and Mental Health (SEMH) provision in Bury

1. Introduction

- 1.1. This paper will provide a basis on which schools and services can develop the necessary range of provision to meet the SEMH needs of pupils within Bury.
- 1.2. The aim is to develop a range of high quality provision that meet pupils needs within Bury. There are a range of characteristics of provision which will make it effective:
 - Provision needs to be flexible and responsive to developing needs.
 - Provision should be through a 'partnership' model ensuring ownership by schools and other partners.
 - Provision needs to provide logical pathways for pupils as they move through the education system
 - The range of provision needs to be connected and effectively led as an integrated system.
 - Provision needs to be sufficient, of high quality, with a focus of early intervention and support and provide best value.

2. Background

- 2.1. Over the last 18 months the development of the SEMH partnerships have engaged mainstream schools more actively in managing pupils additional needs and raised awareness of good practice and the range of support and provision needed to meet the needs of this group of pupils. There is still much to do but this a positive development. This engagement has led school leaders to more readily identify gaps in provision and also the realisation that through working together they can provide and manage some provision more directly themselves.
- 2.2. **Alternative Provision: Market Analysis ISOS Partnership (DFE Published October 2018)** provides a detailed analysis of alternative provision systems and usefully gives the average number of places per head of secondary school population. The number of places available in Bury with the development of the secondary hubs would be in line with what would be expected. However the 'type' of place does not necessarily meet the needs of pupils and in light of wanting to keep provision within Bury and minimize independent non maintained (INM) places a small number of extra places might be expected.

3. SEN Strategy

- 3.1 Working with school leaders, specialist provision and inclusion leads has led to the identification of the following range of provisions:
 - Key Stage 3 Assessment and Support Hubs
 - Key stage 3 complex SEMH provision
 - Year 10 Pre- vocational pathway
 - Year 11 Vocational pathway
 - Yr 9 to 11 Emotional support pathway
 - Tailor made Programmes
 - Virtual Roll
 - Medical Tuition

Each provision is described in more detail in **Appendix 1**

- 3.2 Many elements of this range of provision currently exist in one form or another but a range of changes and developments are necessary to ensure that the aims and characteristics of an effective system are established.
- 3.3 Current partners in delivering provision are mainstream schools (SEMH partnership), the PRU and an independent provider plus the local authority itself acting as a direct provider (medical tuition).
- 3.4 The range of current partners is sufficient and the required range of provision can be successfully developed through them. The local authority do however have the option of commissioning different elements from different providers.
- 3.5 National research shows the average number of alternative (PRU + independent AP) places per head of secondary population as 88 - 92 places per 10,000 pupils, in addition to this the majority local authorities had some complex SEMH provision (often a special school).

- 3.6 Bury currently has 96 places in the various provisions of the PRU + any commissioned via the partnerships. (Key stage 3 Hubs are under development = 24 places).
- 3.7 Some resource currently used at year 11 may need to be allocated to year 10 giving a better balance and clearer pathway to key stage 4.
- 3.8 Consideration is given to the slight expansion of places at key stage 3 complex SEMH as an interim (2 years) to allow the early intervention of the newly established Hubs to take effect, it will also ensure capacity to prevent out of authority placements. (increase by 10/14 places). It also makes the complex SEMH key stage 3 provision a viable size ie 30/34(
- 3.9 These adjustments would total as follows:
- 30/34 KS3 complex SEMH needs (similar to special school model)
100 Alternative Provision (AP) places (hubs, vocational, medical etc)
Total 130
- 3.10 Bury's secondary population is growing (11000 + in 2018) – national averages from research, AP places 88-96 per 10,000 for Bury = 97-106, Plus Complex SEMH of 30. Total 127-136.
- 3.11 Current funding levels per place are appropriate, the exact mechanisms – up front funding or actual or a mixture needs considering, as does any differentiation between type of need.

4 Financial implications

- 4.1 The detailed financial profile is being developed. However broad calculations have shown that over a 2 to 3 year period the range of provision will save money as fewer pupils are needed to be educated in independent non maintained provision.(INM)
- 4.2 It is also noted that a number of pupils have recently returned from INM provision and if the rate of return was maintained then the cost effectiveness of developing this range of provision would be increased further.

5 Legal implications

- 5.1 None

6 Associated Risks

- 6.1 In not developing this range of provision the authority runs the risk of school exclusions again escalating (after a significant reduction over the last 16 months) and the subsequent increase in the use of INM providers.
- 6.2 Leaving gaps in provision would not only disadvantage pupils and schools but would also attract independent alternative providers who are usually more expensive and as noted in the research mentioned earlier (**Alternative Provision: Market Analysis ISOS Partnership (DFE Published October 2018)**) this market does not respond to market forces and so costs do not go down.

- 6.3 There is a risk that the provision developed is of insufficient quality and therefore does not have the impact on pupils lives and the local authorities ability to cater for need that is foreseen. However it is considered that within Bury and the local area there is sufficient expertise to ensure success.
- 6.4 There is a risk that the range of provision becomes disjointed and through different providers lack co-operation and seamless transitions for pupils. This can be mitigated by having an integrated governance structure and partnership model – shown diagrammatically in **appendix 2**

7 Conclusion

- 7.1 In light of the range of need identified by officers and schools and the range of current partners and services, confirmation is required that Bury pursue the development of the range of provision specified in Appendix 1.
- 7.2 Confirmation that the preferred option of developing the provision with existing partners is the desired way forward and that the size of such provision is influenced by the national data on number of places and by the success of the reduction and return of independent non maintained placements.

Appendix 1

Description of the Range of Provision Required

Title of Provision	Description
Key Stage 3 Assessment and Support Hubs	These will be flexible provision (time limited) that provides a small caring environment with mainstream expectations. Provision will consist of a basics curriculum with specific school readiness) interventions (eg literacy, emotional management, counselling, art therapy) and relevant assessments. Return to and maintenance of mainstream contact central to the provision – access will be managed by group of schools/partnership inclusion lead
Key Stage 3 complex SEMH provision	This is longer term provision for young people experiencing more complex SEMH needs. It should provide a basics curriculum giving a good grounding for future learning. There should be good access to other therapies and engagement activities. This needs to be a high quality intense intervention. This will need to be a school provision. As well as a core group there should be a small number of assessment places that after initial assessment result in a core place or return/placement elsewhere.
Year 10 Pre-vocational Pathway	A core curriculum maintaining access to accreditation at GCSE/ pre GCSE level. Provides pre vocational access to taster/basic courses. Work experience/shadowing to be an integral part of programme.
Year 11 vocational and applied Pathway	A core qualification offer with a significant vocational offer matched to individual needs. For those who have presented a range of SEMH needs and are likely to be NEET without the intervention of this pathway.
Key Stage 4 Emotional Support Pathway	An educational support offer which is flexible – targeted at those who find full-time attendance difficult through anxiety and related mental health issues. Supporting the school GCSE and entry level qualifications. Flexible and part-time. To include therapies/therapeutic activities as appropriate. Consideration of starting work with pupils part way through year 9.
Key Stage 4 Tailor Made Pathways	Provision for highly complex, challenging and difficult to engage young people. Range of engagement, mentor and educational experiences to match individual needs. High focus on life transition and moving to next stage of learning. Range of experiences, curriculum centred around the individual.
Virtual Roll – Partnership Pathways	A range of young people on alternative provision for a range of reasons eg breakdown of out of Borough placement - placed and managed by the schools partnership. Monitoring of placement in partnership with the inclusion lead. On roll status needed.
Tuition/ e-learning	Currently 2 tutors are available for cases which cannot attend school for medical reasons. E-learning is also used. Need to consider integrating this provision with another or 'delegating' to the partnership.

Appendix 2

