

Committee Name and Date of Committee Meeting

Health Select Commission – 18 October 2018

Report Title

Progress Monitoring Report on the Social, Emotional and Mental Health Strategy

Is this a Key Decision and has it been included on the Forward Plan?

No

Strategic Director Approving Submission of the Report

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Ward(s) Affected

Borough-Wide

Report Summary

In 2015, Rotherham Metropolitan Borough Council published a strategy to address Social, Emotional and Mental Health (SEMH) Needs in Schools. This arose from the need to address the rising number of both fixed term and permanent exclusions across both primary and secondary schools. This issue was not unique to Rotherham; it was also identified locally, regionally and nationally.

Schools have worked together to reduce the number of exclusions in the borough and the overall trend has been a decrease in both fixed term and permanent exclusions. However, last year, whilst overall, the number of fixed term exclusions continued to decrease, there was a slight increase in permanent exclusions. However, the challenge of responding to the needs of children with SEMH needs continues to be felt keenly across education settings.

In October 2017, Health Select Commission considered information presented by Rotherham schools with details of their response to children and young people with social, emotional and mental health needs (SEMH). Further to this report, the Commission requested a further progress monitoring report on the Social, Emotional and Mental Health Strategy.

There has been significant progress made in delivering the Local Transformation Plan to improve Child and Adolescent Mental Health Services. More recently a trailblazer bid has been submitted which would further support schools and CAMHS to work together to address the presenting need.

It is now timely to develop a new strategy; this will underpin a new multi-agency approach to ensure that children's needs are met effectively and as early as possible. To achieve this we will need a thorough understanding of the levels of need that are being experienced across the system matched with agreed pathways to respond that are well articulated, well understood and properly resourced. Work to date has identified six key areas of focus for the strategy:

- I. SEMH Sufficiency: developing a better understanding of need
- II. SEMH Partnerships: ensuring arrangements are consistent and transparent
- III. Developing alternative and flexible provision to meet need
- IV. Developing and communicating a multi-agency graduated response to match need and avoid duplication or confusion
- V. Supporting the workforce
- VI. Delivering value for money

The Joint Assistant Director of Commissioning, Performance and Inclusion started in post in September 2018 and has commenced work to co-produce a new Social, Emotional and Mental Health Strategy for Rotherham. The new Assistant Director of Education for Children and Young People's Services will advise on this work. To be effective there must also be engagement with leaders across the system, including CAMHS, the voluntary and community sector, social care and Early Help.

The Committee is recommended to note the progress that has been made since November 2017 and support the development of a SEMH Strategy, with a final draft in place by January 2019.

Recommendations

1. That the committee notes the progress that has been made to address the needs of children with social, emotional and mental health needs
2. That the committee supports the development of a multi-agency SEMH Strategy, with a final draft in place by January 2019

List of Appendices Included

Appendix 1 Rotherham Exclusion Figures 2013-2018

Appendix 2 Rotherham SEMH Phased Thresholds – Graduated Response Guidance

Background Papers

Rotherham Strategy for Pupils with SEMH Needs, November 2015

Consideration by any other Council Committee, Scrutiny or Advisory Panel

n/a

Council Approval Required

No

Exempt from the Press and Public

No

Progress Monitoring Report on the Social, Emotional and Mental Health Strategy

1. Background

- 1.1 In 2015, Rotherham Metropolitan Borough Council published a strategy to address Social, Emotional and Mental Health (SEMH) Needs in Schools. This arose from the need to address the rising number of both fixed term and permanent exclusions across both primary and secondary schools. This issue was not unique to Rotherham; it was also identified locally, regionally and nationally.
- 1.2 Schools have worked together to reduce the number of exclusions in the borough and the overall trend has been a decrease in both fixed term and permanent exclusions. However, last year, whilst overall, the number of fixed term exclusions continued to decrease, there was a slight increase in permanent exclusions. However, the challenge of responding to the needs of children with SEMH needs continues to be felt keenly across education settings.
- 1.3 In October 2017, Health Select Commission considered information presented by Rotherham schools with details of their response to children and young people with social, emotional and mental health needs (SEMH). Further to this report, the Commission requested a further progress monitoring report on the Social, Emotional and Mental Health Strategy.

2. Key Issues

What's Working Well

- 2.1 The SEMH Strategy, subtitled as '5 steps to collective responsibility' has been in place for three years. It has delivered the following substantive areas of work and development:
- 2.2 The Pupil Referral Units (Rowan and Aspire) have been re-configured both in terms of physical premises and offer to better meet the needs of Rotherham's children and young people. There is increasing expertise to respond to SEMH needs within these settings.
- 2.3 Aspire is now operating under new leadership, management and governance and is working closely with a range of stakeholders including the Local Authority to secure and develop provision that meets the needs of both pupils at risk of or who have been permanently excluded as well as pupils whose SEMH needs can be met in Rotherham with an Education Health and Care Plan.
- 2.4 Rowan was inspected by Ofsted in March 2018 and maintained a 'Good' judgement, with personal development, welfare and behaviour rated as 'Outstanding'. *"As a result of effective leadership, teaching is good and pupils make good progress from their starting points."*

- 2.5 School-based SEMH partnerships have been developed for both primary and secondary age children. These partnerships take responsibility for identifying further sources of advice and support for children and young people through peer moderation and peer challenge, using the 'SEMH Graduated Response to Need' document (Appendix 2). This partnership work includes identification and discussion of referrals to Aspire PRU, with the involvement of staff from both Aspire and the Educated Other Than At Schools (EOTAS) Exclusions Team. Seed funding devolved from High Needs Block Funding has enabled some of the partnerships to successfully establish further alternative provision, often resulting in children and young people avoiding permanent exclusion.
- 2.6 The Secondary Fair Access Protocol (FAP) was revisited and consultation took place with school leaders. This has resulted in FAP becoming embedded within the secondary SEMH Partnerships. This is indicative of the high levels of mutual trust and accountability that have developed between schools and with the Local Authority within this period.
- 2.7 An Educated Other Than At School (EOTAS) exclusions team structure has been established. The team operate closely with the SEMH Partnerships at both primary and secondary level, providing advice, support and challenge to ensure that legal processes are appropriately adhered to and that the young person's needs and best interests are focussed on at all times.
- 2.8 Inclusion Department staff are delivering a rolling programme of SEND training to colleagues in education, health and social care to ensure they are familiar with the requirements of the SEND code of practice, including in relation to SEMH and to signpost to relevant Local Authority and health services.
- 2.9 Young Inspectors are currently completing an inspection of the exclusion experience in Rotherham from the experience of young people. The EOTAS exclusion team are supporting this work. The report should be completed by December 2018.
- 2.10 A one day SEMH conference for school leaders was held in June 2018 which was very well received. 17 workshops were provided by Rotherham practitioners and services from education, health, care and the private and voluntary sector to promote the range of local SEMH expertise and support available to enable schools to manage and meet the diverse range of needs and behaviours pupils present with, without the need to resort to exclusion.
- 2.11 Schools Forum agreed funding changes to establish a non-traded Primary Outreach Team to begin in April 2019. This team will replace the currently fully traded SEMH team and secure an equitable offer to all primary aged children deemed at risk of exclusion; working in collaboration with other key stakeholders within services, including CAMHS and Early Help. The team will align their work with that of the SEMH school partnerships, including transition work to the secondary schools.

What Are We Worried About?

- 2.12 Despite sustained effort and having established an agreed and shared vision, Rotherham's exclusion figures, both for fixed term and permanent exclusions, having initially decreased are now rising once more, particularly within the secondary sector.
- 2.13 Appendix 1 illustrates the five year trend 2012 – 2018. This picture is again mirrored locally, regionally and nationally.
- 2.14 The secondary SEMH Partnerships do not have a consistent success rates or a consistent operating model.
- 2.15 The primary SEMH partnerships are less developed and have less robust systems and practice, resulting in a diminished graduated response to need. The launch of the non-traded Primary Outreach Team in April 2019 will go some way to supporting primary schools.
- 2.15 The graduated response document is used primarily within education settings. To be effective it needs to be aligned with a multi-agency approach across all age-groups and taking account of the work of CAMHS, social care and Early Help.
- 2.16 Primary, Infant and Early Years settings are finding the complex SEMH needs of a number of very young children to be very challenging. A more holistic approach is required that involves a number of stakeholders' support. Preparatory discussions have begun to take place to address this area of work.
- 2.17 The Green Paper 'Transforming Children and Young People's Mental Health Provision' has implications for Rotherham. Rotherham and Doncaster Clinical Commissioning Groups (CCG) have submitted a trailblazer bid to establish Mental Health Support Teams to work in conjunction with schools. If the bid is successful this will add much-needed resources to the system and allow us to test new ways of working.

3. Options considered and recommended proposal

- 3.1 A Rotherham SEMH Strategy will be co-produced with partners and stakeholders during the autumn term of 2018. The work will be led by the Joint Assistant Director of Commissioning, Performance and Inclusion, with support from the Assistant Director of Education.
- 3.2 The SEMH Strategy will underpin a new multi-agency approach to ensure that children's needs are met effectively and as early as possible. To achieve this we will need a thorough understanding of the levels of need that are being experienced across the system matched with agreed pathways to respond that are well articulated, well understood and properly resourced. Work to date has identified six key areas of focus for the strategy:
 - 3.2.1 SEMH Sufficiency: developing a better understanding of need
 - 3.2.2 SEMH Partnerships: ensuring arrangements are consistent and transparent
 - 3.2.3 Developing alternative and flexible provision to meet need

- 3.2.4 Developing and communicating a multi-agency graduated response to match need and avoid duplication or confusion
- 3.2.5 Supporting the workforce
- 3.2.6 Delivering value for money

- 3.3 If the Trailblazer bid is successful, in phase 1 or 2 of the process, this will provide much needed to capacity to test new approaches and define what works to deliver the Strategy.
- 3.4 Progress will be accelerated if the Trailblazer bid is successful but work will commence in key areas immediately.

4. Consultation on proposal

- 4.1 The SEMH Strategy will be available in final draft in January 2019. The draft will be co-produced with key stakeholders and informed by the voices of children and young people.
- 4.2 The final draft of the SEMH Strategy will be subject to a consultation process, which will include children, young people and their parents.

5. Timetable and Accountability for Implementing this Decision

- 5.1 The final draft SEMH Strategy will be available in January 2019.

6. Financial and Procurement Advice and Implications

- 6.1 There are no direct financial and procurement implications for this report. However, a clear strategy that sets out the vision, principles and priorities for developing the SEMH offer in Rotherham will inform future decisions about how Rotherham Council and its partners can work together to meet the needs of children and young people and support them to achieve positive outcomes.

7. Legal Advice and Implications

- 7.1 There are no direct legal implications for this report. The SEN Code of Practice sets out the statutory framework to respond to the needs of children and young people who have special educational needs, including social, emotional and mental health needs.

8. Human Resources Advice and Implications

- 8.1 There are no direct human resources implications for this report. The SEMH strategy will identify the importance of having a workforce that is trained and supported to respond to the needs of children with social, emotional and mental health problems.

9. Implications for Children and Young People and Vulnerable Adults

- 9.1 The SEMH strategy is how we will work in Rotherham to support some of our most vulnerable children and young people to make progress and achieve positive outcomes.
- 9.2 Preparation for Adulthood for children and young people with Special Educational Needs is a key area that requires focussed attention. The SEMH strategy will complement the all-age autism strategy, and the Preparation for Adulthood strategic plan.

10. Equalities and Human Rights Advice and Implications

- 10.1 Ensuring that the Council meets its equalities and human rights duties and obligations is central to how it manages its performance, sets its priorities and delivers services across the board. The equalities and human rights implications are considered throughout work with individual children and young people and their families

11. Implications for Partners

- 11.1 The SEMH Strategy will be co-produced with partners, in particular, children, young people and their parents, the commissioners and providers of Child and Adolescent Mental Health Services and education partners across all phases in the borough.

12. Risks and Mitigation

- 12.1 Without a clear strategy in place, there is a risk that the system will not respond effectively to children and young people with social emotional and mental health problems and they will not make progress or achieve positive outcomes. Furthermore, if the approach is not well coordinated and well understood there is a risk that the provision offered will not deliver value for money.
- 12.2 Without a clear SEMH sufficiency plan, there is a risk that the needs of children cannot be met effectively within mainstream school or within the local area. An increase in placements in specialist provision and out of authority will lead to an increase in costs.

13. Accountable Officer(s)

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