

## **Market Position Statement – the development of specialist provision for Social Emotion Mental Health (SEMH) Needs**

### **Executive Summary**

This market position statement (MPS) contains intelligence, information and analysis of benefit to current and potential providers of specialist education services for Birmingham pupils with a primary need of complex Social, Emotional and Mental Health (SEMH) Needs. It sets out:

- The current provider arrangements.
- The current and likely future demand for SEMH special school places.
- Pupil profile details.
- The requirement to enable localised provision for service delivery.
- Our commissioning objectives including the type(s) of SEMH provision required.

The purpose of this document is to stimulate a dialogue with a range of educational providers about the development of the specialist provider sector to meet SEMH given current demand. The ultimate aim is to broaden the continuum of provision and develop existing providers so that children and young people are enabled to achieve better outcomes. Information aims to be transparent so that colleagues can identify what provision is required and where if necessary adapt current approaches. This document does not provide BCC's strategic vision for SEMH provision which would involve a wider debate incorporating the mainstream sector.

Following the publication of this position paper BCC will provide more details on contract opportunities and on the mechanisms we will use to engage with providers to explore our ambitions more fully. BCC also welcomes discussions with those intending to express an interest in the development of Free Schools within the city.

## Context

The implementation of the Children and Family Act, 2014 seeks to deliver a more integrated approach to Special Educational Needs and Disability (SEND) and recent national funding changes place Local Authorities at the heart of commissioning for children and young people with high needs. Locally, Birmingham's *Special Educational Development Plan* seeks to ensure that all children and young people who have special educational needs have access to the best and most appropriate education at early years, school and college level. The 5 year approach to develop and improve services highlights the need to build sustainability both in terms of placements and funding streams given the context of increased demand for specialist provision and minimal increase in central Dedicated School Grant allocations. This is matched by significant reductions in the Local Authority's core budget and subsequent saving targets across many BCC services.

## Introduction

BCC has a statutory duty to provide appropriate educational provision for pupils who have a statement of special educational need or Education Health and Care Plan (EHCP). Birmingham currently maintains nearly 8000 statements/EHCs with approximately 12% of them having SEMH as a primary need. There is a mixed economy of educational provision that supports children with SEMH need. Approximately 17% of children with a statement of SEN/EHCP with a primary need of SEMH attend a mainstream setting (including FE Colleges etc), less than 2% of this cohort attend resource base provision, 66% a special school, 5% attend a Pupil Referral Unit (PRU) and around 10% in other types of provision such as Elective Home Education.

Approximately 27% of provisions catering from SEMH need are not maintained by the LA or an Academy but rather are independent or alternative providers.

BCC recognises the importance of investing in services and mainstream provision that will prevent people from needing more specialist support in the future. It also recognises that some children require more targeted and specialised provision where there is an identified complexity in need. To be clear the purpose of this document is to stimulate a dialogue with a range of educational providers about the development of the specialist provider sector\* to meet SEMH given current demand. The ultimate aim is to broaden the continuum of provision and develop existing providers so that children and young people are enabled to achieve better outcomes. Information aims to be transparent so that colleagues can identify what provision is required and where if necessary adapt current approaches. This document does not provide BCC's strategic vision for SEMH provision which would involve a wider debate incorporating the mainstream sector.

\*Specialist provider sector does not refer to the Pupil Referral Unit in this document.

## **BCC ambitions for Pupils with a primary need of SEMH requiring specialist provision.**

A key strategic intention of BCC is for pupils with a statement of SEN/EHCP with a primary need of SEMH to attend good quality local specialist provision where this has been deemed necessary following assessment. Whilst there are examples of good quality, specialist, local provision this is currently insufficient in light of current demand. In addition some pupils are currently attending local specialist provision (maintained and

independent) that requires support to improve its quality and as a result place numbers at those settings have been reduced. The use of independent providers is growing (both in and out of the city) in order to meet both the increasingly complexity of SEMH need and as a result of place reduction enforced on some providers to support immediate improvements to their quality where necessary.

BCC is clear about the specific outcomes that specialist provision is intended to achieve for children with SEMH:

- Pupils would be motivated to attend, experiencing learning opportunities that are meaningful, stimulating and relevant.
- Accelerated progress in literacy and numeracy, alongside a building knowledge and skills across a broad and relevant curriculum.
- Improved achievement overall, narrowing the gap with age peers.
- Strong relationships and a collaborative approach that results in effective multi-professional support.
- Self-awareness, identity, independence and positive destinations for pupils.
- Engaging parent/carer from the outset – this is integral to planning and reviews.
- Access to the most appropriate placement, informed by on-going and accurate assessment.

### **Key objectives**

BCC's high level strategic approach aims to:

- Maximise the placement of pupils with complex SEMH in localised school placements accepting that there will always be exceptions to the rule.
- To work with existing providers to increase their capacity where it is deemed good or outstanding and to encourage Birmingham special schools to create specialist capacity.
- To explore external partnerships, if required, to create additional SEMH specialist provision locally.

### **Current Provision**

#### **Key Messages**

There are insufficient special school places in the maintained sector to meet SEMH demand and there is a growing complexity of need that existing SEMH providers feel unable to provide for.

Subsequently there is an increasing use of independent providers including out of city placements.

The a) collective location of maintained SEMH special schools and b) out of city independent school placements is an issue both in terms of inconvenience and cost of travel between home and school for

Birmingham pupil's with SEMH. 95% of pupils who attend maintained SEMH special school provision in Birmingham travel over 4 miles to get to school. 65% travel over 10 miles

BCC purchases independent school placements as 'spot purchases'. This creates neither a reliable demand on which independent schools can develop business plans, nor the corresponding reduced unit costs generated by agreed volumes.

The volume of placements and perceived growth with independent schools is at a level which cannot be sustained by BCC.

### **Maintained Special Schools that cater for SEMH need**

BCC has 4 special schools that cater for SEMH need. The locations, key stage and number of pupils on roll at these schools at November 2015 are shown in table 1

TABLE 1. BCC maintained special schools for SEMH needs: Location, key stage and pupils on roll

DfE Number	Name	Location	Key Stage	Birmingham pupils on roll	Total pupils on roll (statement/EHCP)
7026	Hunters Hill	Bromsgrove Worcestershire	KS3/4	126	126
7062	Lindsworth	Kings Norton Birmingham	KS3/4	83	84
7037	Skilts	Redditch Worcestershire	KS1/2	74	80
7047	Springfield House	Knowle West Midlands	KS1/2	75	83

### **Current Issues**

**Quality Assurance:** The majority of settings in the maintained sector for SEMH need offer good or outstanding provision. One maintained school is currently under special measures but recent reports indicate reasonable progress. Place numbers at this setting have been reduced to support quality improvement.

**Location:** Three of the settings in the maintained sector are not within the City. All are South of the City Centre. Need analysis at BCC maintained schools confirms that their cohorts have home addresses across the city (see Maps 1-5, pages 9-10). A feasibility study is required to review the possibility of relocating a current provider(s) to enable more localised SEMH provision across the city.

**SEMH offer:** There appears to be a perception that schools within the maintained sector cater for different areas of SEMH need and consequently the offer between settings does not appear to be unified. There is limited transparency with regard to those 'offers'. However this perception is reinforced through professional support services through which a particular school can be recommended over another. An

SEMH offer that differs between the maintained special school sector acts as a barrier to the development of localised provision.

School sites: The Lindsworth school site requires extensive redevelopment so that it is fit for purpose. A recent DfE announcement suggests that the Lindsworth School will be part of the Priority Schools Building Programme.

### **Independent and Voluntary Sector Schools**

BCC also commissions special school places from the independent sector, including alternative providers, for a number of its pupils with a statement of SEN/EHCP with a primary need of SEMH. The independent provider/alternative provision names, locations, number of pupils on roll by National Curriculum Year (NCY) are shown in tables 2a (page 5) and 2b (page 6). As can be seen there is significant use of the independent sector at key stage 4.

### **Current Issues**

Quality Assurance: BCC is working to ensure all settings in the independent sector have a contract in place including quality assessment criteria for the quality of education services and safeguarding arrangements. OFSTED inspection reports and visits to the school sites by BCC officers are utilised to assess quality assurance.

Cost: Most placements at independent schools are spot purchased.

**TABLE 2a: Independent Special Schools for SEMH need: Location, National Curriculum Year and Pupils on roll. This version includes all independent special /alternative provision / Elective Home Education (EHE) placements including secure & psychiatric units (187 in total)**

Count of on roll including NCY																
School / Provider	School Type / Status	Placement Type	Local Authority	LA DFE Number	School DFE Number	5	6	7	8	9	10	11	12	13	14	Grand Total
Arc School	Independent	Special	Warwickshire	937	6092			3	1		2	2				<b>8</b>
Archway Academy	Independent	Alternative	Birmingham	330	6120				2	4	16	11	3	2		<b>38</b>
Ashmeads School	Independent	Special	Northamptonshire	928	6069									1		<b>1</b>
Cambian 62 Peelhouse	Independent	Special	Halton	876	6010					1						<b>1</b>
Cambian Birch House School	Independent	Special	Manchester	352	6045								1			<b>1</b>
Cul Academy	Independent	Alternative	Birmingham	330	6010				1	4	1	7				<b>13</b>
Elland House School	Independent	Special	Oldham	353	6019						1					<b>1</b>
Future First Independent School	Independent	Alternative	Birmingham	330	6121							2				<b>2</b>
Golden Academy	Independent	Alternative	Birmingham	330	6019						3	1	2			<b>6</b>
Greenfields School (Kent)	Independent	Special	Kent	886	6084		1									<b>1</b>
High Grange School	Independent	Special	DERBYSHIRE	830	6003								1			<b>1</b>
Kisimul School (Lincoln)	NMSS	Special	Lincoln	926	6034										1	<b>1</b>
Longdon Hall School	Independent	Special	Staffordshire	860	6037	1	5	2	3	2	2	3	2			<b>20</b>
Manor Cottage (Cambian)	Independent	Special	East Riding of Yorkshire	811	6013						1					<b>1</b>
New Elizabethan School	Independent	Mainstream	Worcestershire	885	6021		1								1	<b>2</b>
Norton College	Independent	Special	Worcestershire	885	6040				1	2	1	2	2	2		<b>10</b>
Oakwood School (Cambian)	Independent	Special	Shropshire	893	6097		1									<b>1</b>
Pathway to Success at Kingsbury Training	Independent	Special	Birmingham	330	6208							5	1			<b>6</b>
Queenswood School	Independent	Special	Herefordshire	884	6011								1			<b>1</b>
R.Y.A.N. Education Academy	Independent	Special	Birmingham	330	6014						4	1				<b>5</b>
Roaches School	Independent	Special	Staffordshire	860	617				1							<b>1</b>
Silver Birch	Independent	Special	Birmingham	330	6013						2	3				<b>5</b>
Sporting Edge Independent School	Independent	Alternative	Birmingham	330	6109						1					<b>1</b>
Spring Hill High School	Independent	Special	Birmingham	330	6112				1	1	1	4	1		1	<b>9</b>
St George's School Edgbaston	Independent	Mainstream	Birmingham	330	6000			1	2		3	2				<b>8</b>
St Paul's	Independent	Special	Birmingham	330	6115			2	4		3	6				<b>15</b>
Sunfield School	Independent	Special	Worcestershire	885	6024								2			<b>2</b>
TLG North Birmingham	Independent	Alternative	Birmingham	330	6129					1	2	1				<b>4</b>
Values Academy	Independent	Special	Birmingham	330	6101				1	5	10	5		1		<b>22</b>
<b>Grand Total</b>						<b>1</b>	<b>8</b>	<b>8</b>	<b>17</b>	<b>20</b>	<b>53</b>	<b>55</b>	<b>16</b>	<b>7</b>	<b>2</b>	<b>187</b>

**TABLE 2b: Independent Special Schools for SEMH need: Location, National Curriculum Year and Pupils on roll. This version has Birmingham Complex Care Panel placements removed (178 in total)**

Count of on roll by NCY excluding BCCP					Y @										
School / Provider	Placement Type	Local Authority	LA DFE Number	School DFE Number	5	6	7	8	9	10	11	12	13	14	Grand Total
Arc School	Special	Warwickshire	937	6092			3	1		2	2				8
Archway Academy	Alternative	Birmingham	330	6120				2	4	16	11	3	2		38
Ashmeads School	Special	Northamptonshire	928	6069									1		1
Cul Academy	Alternative	Birmingham	330	6010				1	4	1	7				13
Future First Independent School	Alternative	Birmingham	330	6121							2				2
Golden Academy	Alternative	Birmingham	330	6019						3	1	2			6
High Grange School	Special	DERBYSHIRE	830	6003								1			1
Kisimul School (Lincoln)	Special	Lincoln	926	6034										1	1
Longdon Hall School	Special	Staffordshire	860	6037	1	5	2	3	2	2	3	2			20
New Elizabethan School	Mainstream	Worcestershire	885	6021		1							1		2
Norton College	Special	Worcestershire	885	6040				1	2	1	2	2	2		10
Pathway to Success at Kingsbury Training	Special	Birmingham	330	6208							5	1			6
R.Y.A.N. Education Academy	Special	Birmingham	330	6014						4	1				5
Silver Birch	Special	Birmingham	330	6013						2	3				5
Sporting Edge Independent School	Alternative	Birmingham	330	6109						1					1
Spring Hill High School	Special	Birmingham	330	6112				1	1	1	4	1		1	9
St George's School Edgbaston	Mainstream	Birmingham	330	6000			1	2		3	2				8
St Paul's	Special	Birmingham	330	6115			2	4		3	6				15
Sunfield School	Special	Worcestershire	885	6024								1			1
TLG North Birmingham	Alternative	Birmingham	330	6129					1	2	1				4
Values Academy	Special	Birmingham	330	6101				1	5	10	5		1		22
<b>Grand Total</b>					<b>1</b>	<b>6</b>	<b>8</b>	<b>16</b>	<b>19</b>	<b>51</b>	<b>55</b>	<b>13</b>	<b>7</b>	<b>2</b>	<b>178</b>

## SEMH PUPIL POPULATION

### Key messages

Nationally population projections indicate that there will be significant increases in school populations in the medium to long term (Office for National Statistics). Local analysis suggests that forecasted increases in the special school population are particularly significant. Utilising census data between 2012 and 2015 Birmingham special school place numbers have increased on average 4% each year which equates to an additional 100 places per year.

### Gap analysis and future forecast

Given that maintained SEMH schools cater for 12% of the special school cohort an increase of 12 places per year across SEMH schools would have been anticipated since 2012. However given quality issues at particular settings places have actually fallen on average by 13 places per year since that time. This would provide a rationale for increased expenditure at independent settings over the same period and the current scenario where demand outstrips supply within the maintained sector. Table 3 reflects the current gap in terms of SEMH provision and the use of the LAs Pupil Referral Unit that provides interim specialist provision.

Table 3 - BCC's current position with regard to pupils with a statement of SEN/EHCP with a primary need of SEMH 'waiting' for special school places at November 2015.

	KS1	KS2	KS3	KS4
Pupils awaiting special school places in SEMH	1	7	12	7
Pupils with interim provision at PRU	0	9	2	1
Total	1	16	14	8

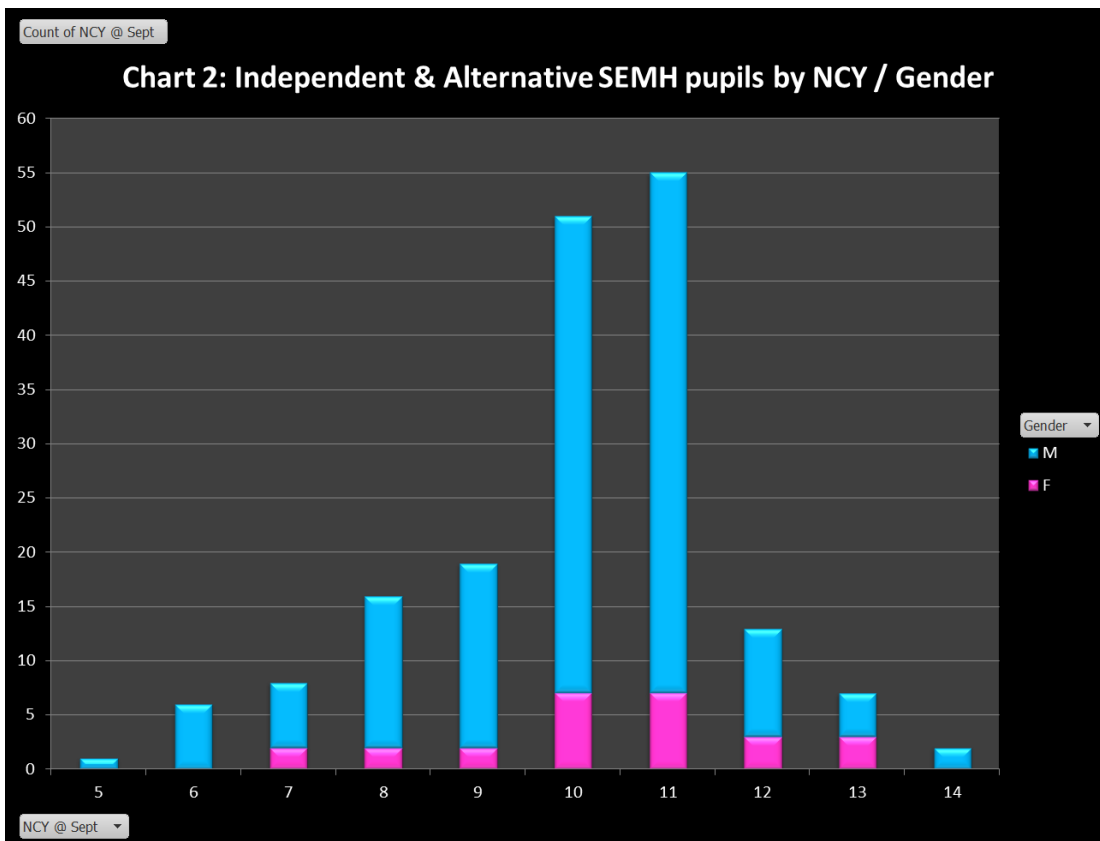
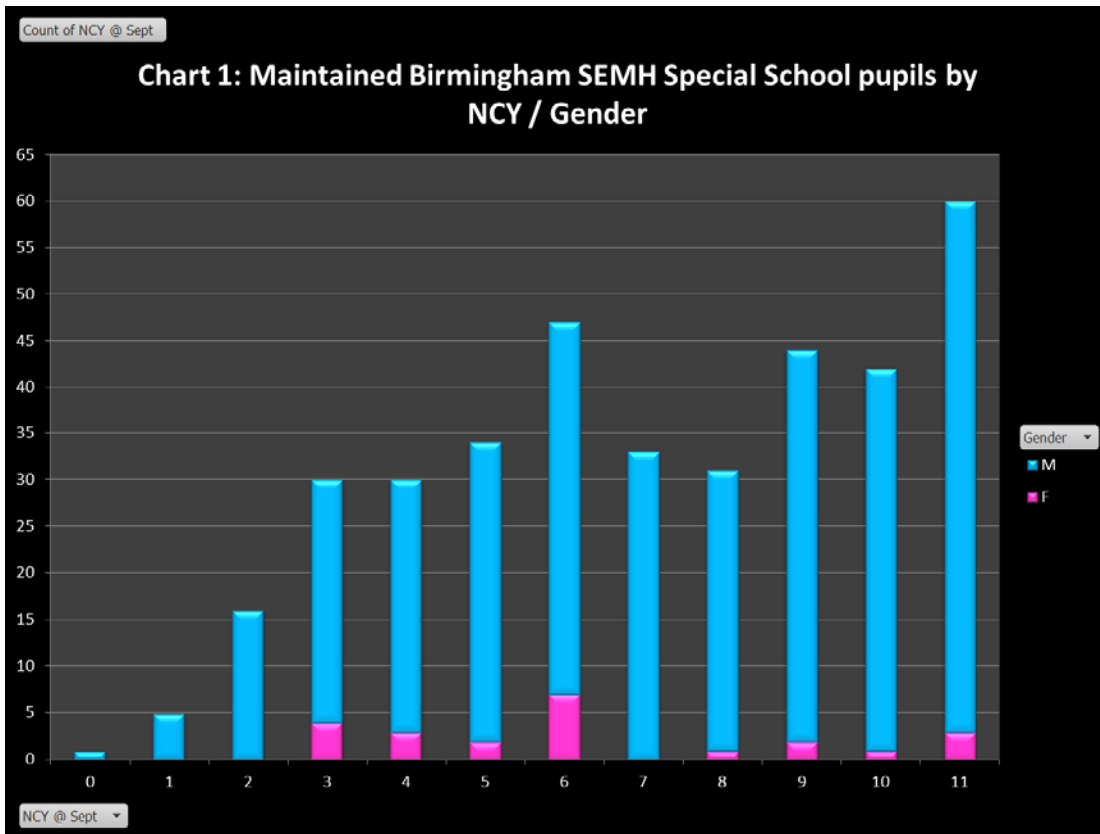
Information from table 2 and 3 reflects that there is a need for immediate additional provision at key stage 2 and 3 in particular, but also key stage 4, where we have the most children 'waiting' for special school places.

### Gender of pupils

Charts 1 & 2 (page 8) show the numbers of males and females with a primary need of SEMH attending the different types of provision, broken down by National Curriculum Year. The vast majority of these are male and the proportion in both maintained and independent settings is very high. Maintained special school settings have raised concerns regarding the vulnerability of females being educated in an environment



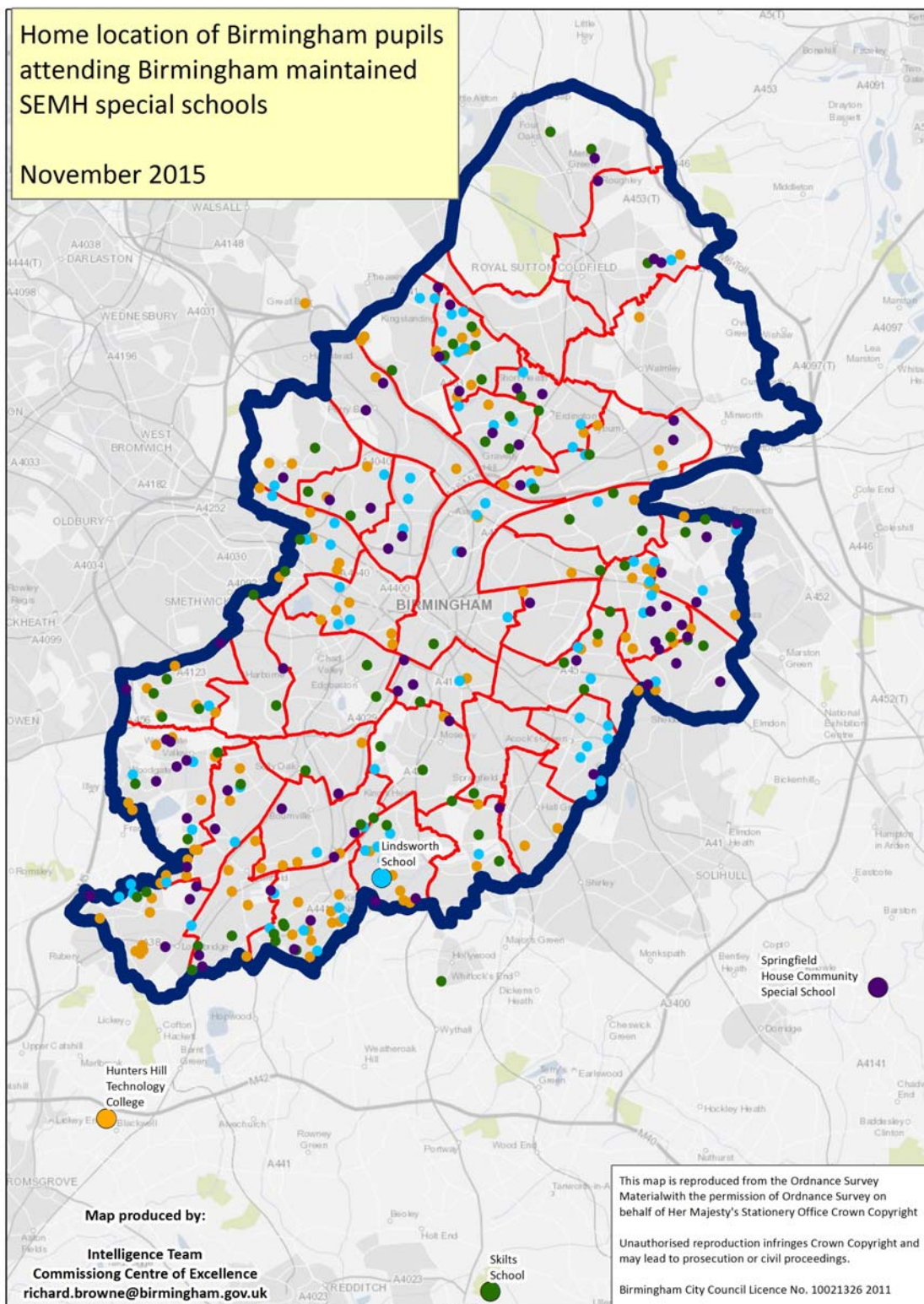
where male/female ratio is significantly skewed. BCC is aware that maintained schools have refused placements based on concerns regarding vulnerability. This is particularly pertinent at key stage 3 and 4.



## Home location of pupils

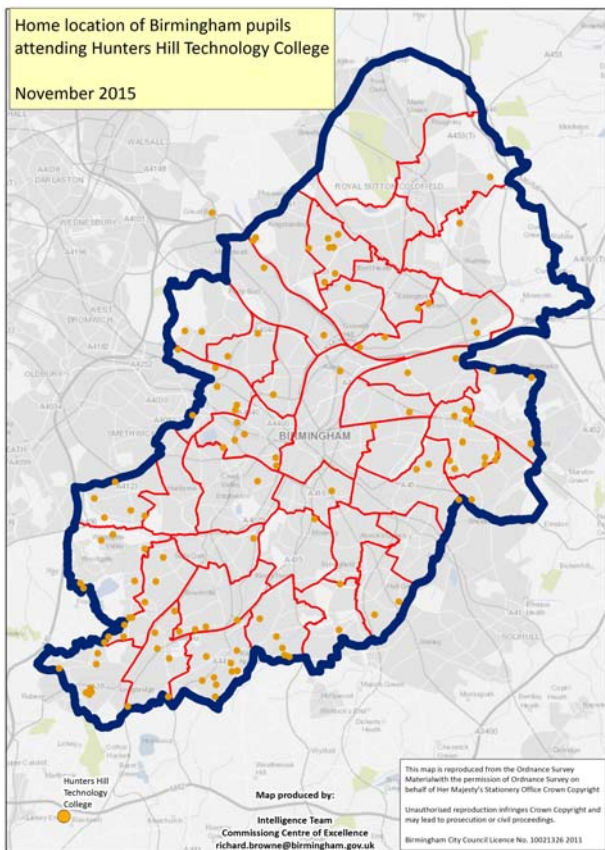
There is variation across the wards in Birmingham of pupils attending the 4 maintained SEMH schools; but it is clear that clusters of need currently exist within, East, NorthWest and SouthWest areas.

Map 1: Location of pupils that attend Hunters Hill, Lindsworth, Skilts & Springfield House Schools

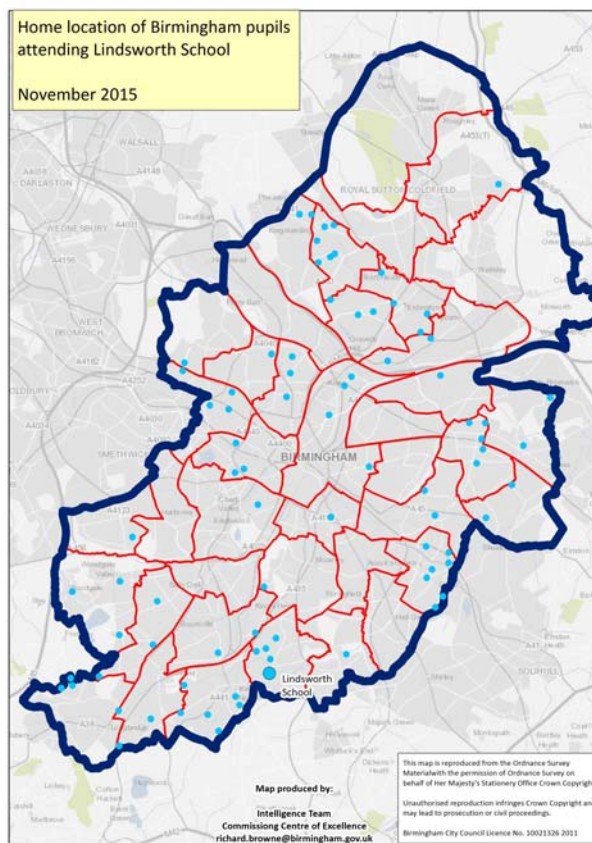




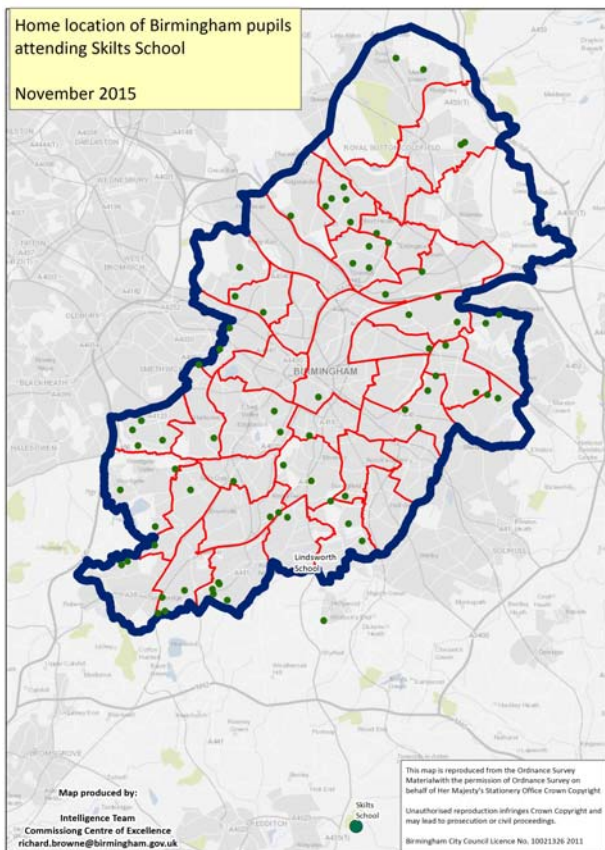
**Map 2: Hunters Hill Birmingham Pupils**



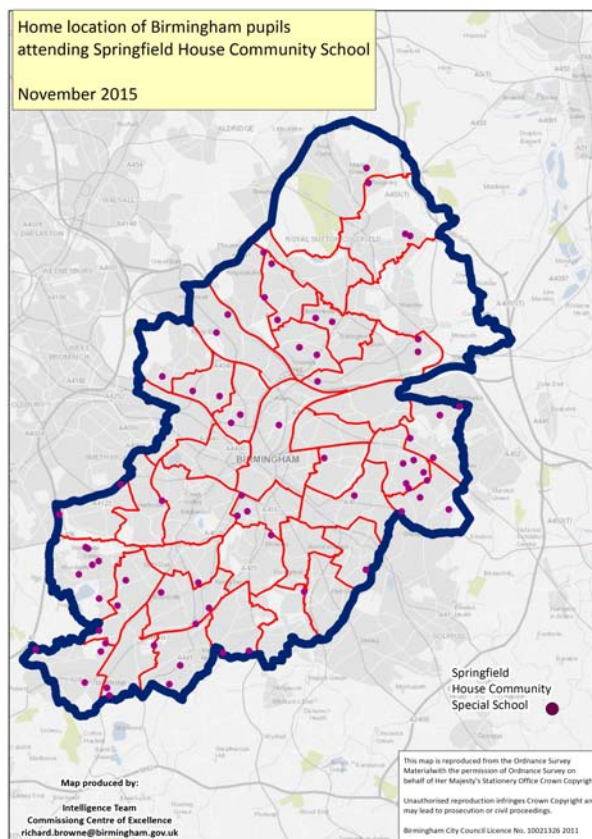
**Map 3: Lindsworth Birmingham Pupils**



**Map 4: Skilts Birmingham Pupils**



**Map 5: Springfield House Birmingham Pupils**



## **Needs of pupils**

It is recognised that Social Emotional Mental Health provides an umbrella term for a range of issues that can affect a child or young person. Some work has been completed to identifying target groups within the SEMH cohort to help determine gaps within existing maintained provision. Work auditing pupil needs at a maintained SEMH provider has identified that particular cohorts may require provision with an offer that is more specialist involving multi-agency development. The target groups identified as requiring a more specialised offer include:

- Children who present with significant behaviour challenge and complex Autistic Spectrum Condition.
- Children who present with high degree of violence and aggression, are on the verge of criminality and/or affiliated with gang culture.

BCC recognises that additional provision is required to meet the needs of pupils within these groups and that a different approach to educational services is required.

## **Post 16 provision**

There is an acknowledgement that no provision exists within our current maintained SEMH special schools with regard to post 16 provisions. Further work is required to track the success of existing post 16 destinations for those with a primary need of SEMH, in terms of young people's outcomes, to understand requirements in this area.

## **Future Demand for SEMH specialist school places**

Birmingham recognises that whilst growth in the specialist school sector is required it does not in itself provide the solution for the increase in demand and that engagement with the mainstream sector will be required in order to plan for future sufficiency.

## **Opportunities for providers**

### **Key messages**

BCC's vision is to develop SEMH specialist provision as follows:

- 1) To commission additional places that remedy the current shortfall in key stage 2 and key stages 3/4 that enable more localised provision within and across the city.
- 2) To work in partnership with existing SEMH maintained special school providers to make the 'SEMH offer' more unified. There is recognition that individual schools will always have a unique ethos but the offer and therefore SEMH cohort should be broadly unified between settings.

- 3) To develop highly specialist SEMH provision catering for exceptionally complex areas focusing on ASC and challenging behaviour and those that present with violent and aggressive behaviour, are on the verge of criminality and/or affiliated with gang culture with the aim of reducing high cost spot purchase out of city placements.
- 4) That a more suitable specialist model is considered to provide for female pupils whose primary need is SEMH at key stage 3 and 4.
- 5) That a review is undertaken to consider the location of existing maintained SEMH providers. A feasibility study is required to review the possibility of moving existing provider(s) to enable more localised SEMH provision in the North/North West and East areas of the city.
- 6) That further work is undertaken to understand requirements for key stage 5 provision and beyond.
- 7) That specifications are developed relating to 1, 3 and 4 from which existing providers across maintained special schools and the external market can tender for contract.

### **Capital investment**

BCC will work to consider, subject to approval of individual business cases which establish the financial implications for BCC, the use of surplus school sites and buildings (and sites other than school sites if appropriate planning approvals could be delivered) in developing capacity in the City with the aim of enabling more localised provision.

To achieve these ambitions for our pupils and secure improved outcomes for them, BCC is looking to both work with existing providers and encourage the development of the external market.

### **Conclusion**

Commissioners at Birmingham hope that you find this document provides you with a useful summary of the current arrangements and our intentions for future commissioning in this service area. BCC faces significant challenges with regard to special school sufficiency and in developing further good quality local provision that extends and builds upon current practice. The council recognises that this can only be done by working closely and openly with all organisations and by establishing a range of contracts tailored to the needs of client groups. There is more work to do in exploring the relationships between particular pupil need and service models so that services are responsive to the needs of these pupils and their potential is realised.

Following the publication of this position paper BCC will provide more details on contract opportunities and on the mechanisms we will use to engage with providers to explore these ambitions more fully. BCC also welcomes discussions with those intending to express an interest in the development of Free Schools within the city.

If you feel your organisation has a part to play in working with us to achieve these goals, we would very much like to hear your views, and would like to take this opportunity to encourage you to contact us at the address given below.

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