

Report of the Director of Children's Services

Report to Executive Board

Date: 22nd March 2017



Subject: Future in Mind: Leeds Strategy and progress towards completion of Leeds new SEMH educational provision

Are specific electoral wards affected? If yes, name(s) of ward(s):	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for call-in?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, access to information procedure rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

Summary of main issues

1. All areas of the country are directed to have a strategy for children and young people's social, emotional and mental health (SEMH) and since 2015 are required to have a Local Transformation Plan for the partnership, which is co-ordinated by the local clinical commissioning group (CCG) lead commissioner. In Leeds, the local authority and CCGs have proactively sought to form a dynamic Leeds partnership, which has worked together to develop and co-produce a joint strategy which incorporates both the SEMH strategy and a refreshed Local Transformation Plan.
2. The ground-breaking joint strategy is called Future in Mind: Leeds 2016-2020 and was launched on 7th February 2017 (attached at appendix 1). The strategy sets out the vision for the city in tackling the universal, targeted and specialist SEMH needs of children and young people in Leeds aged 0 – 25 years.
3. The strategy is driven by the voice of Leeds children and young people and their families and focusses on building protective and resilience factors, including supportive parenting, a secure home life and a positive learning environment.
4. The strategy recognises the need to help build children and young people's emotional resilience, support their information needs and availability of self-help resources, in addition to the ability to access local evidence based mental health services quickly, when specialist help is needed. It is built on work from the initial whole system review and the original Local Transformation Plan. This includes:

- establishment of the MindMate website, co-produced with young people and provides details of support in the city, (narrative and animations), information and self-help tools – see mindmate.org.uk
 - establishment of the MindMate Single Point of Access launched in January 2016, as a whole system referral management system
 - establishment of a community eating disorder service in line with national standards and access targets
 - a commissioned Health Needs Analysis of SEMH needs in the city
 - on-going development of the 25 school clusters across the city - all have an early help offer, commissioned from a range of NHS and 3rd sector providers for children and young people with SEMH needs co-commissioned by the CCGs.
5. Leeds has committed to investing £45 million into a new educational provision for children and young people with specialist SEMH needs. These children and young people are now able to attend school in Leeds due to the establishment of a strong partnership between Leeds City Council and The Wellspring Academy Trust, an outstanding provider of this type of provision.
 6. All specialist educational SEMH provision in Leeds, in addition to the three pupil referral units at Tinshill, Burley Park and Oakwood have come together to form one provision which converted to the Springwell Leeds Academy on 1st September 2016.
 7. The main sites for the new academy are all on track to be completed on time with the first building in the east of the city in Seacroft, set to open in January 2018. All three of the new sites will be operational from September 2018.
 8. During the interim period, the Springwell Academy is operating from several temporary sites across the city. The interim provision is currently working well and providing appropriate support to some of the city's most vulnerable learners.
 9. A robust mechanism has been established with multi-agency partners to ensure that children and young people with SEMH needs are placed in appropriate learning provision and have the right support.

Recommendations

Executive Board is asked:

1. To note that Leeds is proudly leading the way in the UK through implementing an integrated strategy to support children's and young people 'with social, emotional and mental health (SEMH) needs. IT is unique in having been co-produced by partners from the Children and Families Service and Leeds Clinical Commissioning Groups. Future in Mind: Leeds 2016 – 2020 was launched on 7th February 2017 at an event attended by 160 professionals, colleagues and partners from across the city pledging their commitment in working together to improve the lives of some of the most vulnerable 0 – 25 year olds in Leeds.
2. To welcome and endorse the progress made in creating a world-class provision for children in Leeds with specialist social, emotional and mental health (SEMH) needs.
3. To welcome and endorse the implementation of a robust multi-agency mechanism which has been created to ensure children and young people are appropriately placed and have the right support.
4. To note the officer responsible for overseeing the progress and continued implementation of the multi-agency mechanism is the Head of Complex Needs Service.

1. Purpose of this report

- 1.1 This report provides Executive Board with an introduction to the uniquely co-produced strategy for children and young people in Leeds focussing on their social, emotional and mental health (SEMH) needs. Future in Mind: Leeds 2016-2020 was produced in partnership with Leeds Clinical Commissioning Groups and is now being implemented.
- 1.2 Executive Board received a report on 18th November 2015 requesting permission to further develop a Leeds educational provision for children with specialist social, emotional and mental health (SEMH) needs. Across the city the new provision was to be aligned with existing provision to form one school in partnership with an outstanding preferred sponsor. This report provides an update on rapid progress towards the establishment of the partnership and ultimately the creation of the new provision.

2. Background information

- 2.1 In recent years there has been a significant rise in the number of children and young people identified as needing support for universal, targeted or specialist social, emotional and mental health issues. It is estimated that 50% of all adults with mental health conditions have symptoms visible before the age of 18, stressing the importance of early intervention.
- 2.2 The Leeds aspiration is to create a city in which children and young people develop the necessary skills to be resilient, engage in learning, achieve and can make a contribution to their communities at all stages of development. The Future in Mind: Leeds 2016-2020 Strategy has been co-produced by the Children and Families Service and Leeds Clinical Commissioning Groups and is currently being implemented to achieve that aspiration through improving the social, emotional and mental health (SEMH) of children and young people aged 0-25 in Leeds.
- 2.3 In response to the increased number of children and young people who require specialist SEMH provision, on 18th November 2015, Executive Board approved the creation of a world-class provision in Leeds following the closure of the inadequate provision. The increase in number of children and young people needing specialist provision is evidenced by the increase in requests for EHC needs assessments, Leeds currently maintains approximately 2800 EHC plans compared to 1996 in 2013 and 2382 in January 2016. The types of needs with the biggest projected increases are Social, Emotional and Mental Health needs (SEMH), Autism (ASC) and Complex Communication and Learning, highlighting the increased demand for specialist SEMH school places.

3. Main issues

- 3.1 The Future in Mind: Leeds 2016-2020 strategy sets out the vision for the city in tackling the universal, targeted and specialist SEMH needs of children and young people in Leeds aged 0 – 25 years. The strategy is comprehensive in its approach and is already being implemented across the city.

- 3.2 The strategy was launched on 7th February 2017 by the Executive Member for Children and Families and the Executive Member for Health, Wellbeing and Adults emphasising the importance of partnership working across all sectors and encompassing education, social care and health across Leeds.
- 3.3 The launch was attended by 160 partners from across the city, coming together in a demonstration of commitment as individuals and collectively to improving the lives of some of the most vulnerable children and young people in Leeds. Stevie Ward, Leeds Rhinos rugby league player, made a powerful and inspirational contribution at the launch about his own battle with depression, demonstrating that mental health does not discriminate and can affect anyone.
- 3.4 Future in Mind: Leeds 2016-2020 is the only joint strategy of its kind in the country. This positively influenced the Special Educational Needs and Disability OFSTED /CQC inspection which took place in December 2016. The strategy encompasses all of the strands of work taking place around the social, emotional and mental health agenda for the city.
- 3.5 The voice of children and young people and their families has provided the driving force behind the strategy which has helped inform the core focus on building protective and resilience factors, including supporting parenting, a secure home life and a positive learning environment.
- 3.6 A child friendly version of the strategy has been co-produced with young people, which is easy to read and increases the accessibility of the strategy across the city.
- 3.7 The launch of the MindMate website has greatly improved accessibility for young people. The website helps young people understand the way they are feeling and offers guidance on the support services available for young people in Leeds. Diminishing the stigma of mental health is a central to the strategy which aims for parents, carers and professionals to encourage young people to be open about their feelings. Work has been supported to ensure that anti-stigma campaigns are run across the city.
- 3.8 The MindMate Single Point of Access (SPA) is also now operational. The SPA is for professionals to refer into, when they are working with children and young people and identify they have a need for support with their emotional wellbeing or mental health.
- 3.9 Additionally the schools' curriculum in Leeds has been enhanced with the introduction of MindMate lessons, specifically targeted at improving mental health which forms a key part of the universal aspect of the overall strategy.
- 3.10 The multi-agency Future in Mind: Leeds Programme Board meets bi-monthly and is chaired by the Executive Member for Children and Families. The Board provides strong leadership to the implementation of the strategy and reinforces the importance of the city-wide partnership approach.
- 3.11 The Future in Mind: Leeds Local Transformation Plan is the implementation plan which underpins the strategy and includes the following work streams: prevention, building emotional resilience, early help services, clear advice and guidance, a single point of access for referrals, access to third sector organisations, transition into adult services and using shared methods for measuring outcomes.
- 3.12 Specific specialist services include support for children and young people in mental health crisis and the establishment of a community eating disorder service.
- 3.13 Progress on implementation of the Local Transformation Plan is reported to the Future in Mind: Leeds Programme Board. Assurance is also provided to NHS

England on a quarterly basis from Leeds South and East Clinical Commissioning Group as the lead commissioning organisation about delivery against the plan including activity and finance information.

- 3.14 Leeds has recognised the need to establish a co-ordinated city-wide, multi-agency, comprehensive and holistic continuum of support for those with specialist social, emotional and mental health needs who are amongst the city's most vulnerable children and young people. The proposals aim to build on the vision for Leeds to be a child friendly city in which the full spectrum of needs for learners can be met within the city. For further details of how we will achieve this vision, see page 14 and 15 of the Future in Mind strategy document.
- 3.15 In creating the new provision the Executive Board approved the re-organising of existing provision and the conversion of the Specialist Inclusive Learning Centre (SILC) for young people with Behavioural, Emotional and Social Difficulties (BESD) at Elmete Wood, which was, at the time, in 'special measures', into a 4 – 19 sponsored academy for children with SEMH needs, based across four sites across Leeds, partnered by an outstanding existing local specialist sponsor.
- 3.16 The three secondary sites across the city will be achieved through the creation of three new buildings in the north, south and east of the city to be completed by September 2018.
- 3.17 The primary provision is already being delivered having already been established through the refurbishment and conversion of the North East SILC Oakwood site and the Oakwood PRU into the new academy from 1st September 2016.
- 3.18 Leeds has established a strong partnership with The Wellspring Academy Trust, one of the very few outstanding providers of SEMH provision in the North of England.
- 3.19 On the date of conversion, 1st September 2016, The Wellspring Academy Trust began its leadership of the specialist provision across the city.
- 3.20 Throughout the conversion process, the leadership and staff at the Elmete SILC and the PRU provisions at Oakwood, Tinshill and Burley Park were fully engaged in the development and progress of the plans, including working with Wellspring on their vision for the future.
- 3.21 The locations of the new permanent sites for the specialist SEMH provision are:
 - Springwell Leeds East – Seacroft
 - Springwell Leeds South – Middleton
 - Springwell Leeds North – Cookridge
- 3.22 Between the conversion date of 1st September 2016 and the dates the new sites will be operational; The Wellspring Academy Trust is leading the specialist SEMH provision in a number of 'interim' sites across Leeds and located in the following areas: Horsforth; Meanwood; Brudenell; Burley Park (Previously Burley Park Pupil Referral Unit) and Tinshill (Previously Tinshill Pupil Referral Unit). It is not intended that all children who demonstrate challenging behaviour will be directed towards the specialist system, but that it will be an important part of a continuum of provision.
- 3.23 A robust mechanism, in the form of a panel, across multi-agency partners has been established to channel referrals through a single point that meets weekly and facilitates a greater shared understanding of needs across the city. The panel is able to identify the best way to meet needs, working alongside a range of providers.

- 3.24 The local authority continues to commission area inclusion partnerships (AIPs) to re-engage learners in education, improving attendance and reducing exclusions and also to facilitate swift referral to support services and ensure that schools are supported with those children who present challenging behaviour or require additional support.
- 3.25 An AIP – local authority commissioning agreement is currently being updated to accurately reflect new arrangements with AIPs.
- 3.26 Work on building capacity within school settings across the city is co-ordinated through the Educational Psychologists and the Special Educational Need Inclusion Team (SENIT) which sit within the Children’s Complex Needs service. Schools can also access the MindMate Champions programme, which builds SEMH support capacity within schools.

1. Corporate considerations

1.1 Consultation and engagement

- 1.1.1 In the production of the Future in Mind: Leeds Strategy, children and young people, parents and carers, elected members, area inclusion partnership members and schools were all consulted.
- 1.1.2 In converting specialist and pupil referral unit provision into the new academy, parents, carers, staff and trade unions were consulted along with ward members and members of the local communities and the public.
- 1.1.3 Consultation has taken place at all required stages of the planning process for the new buildings to ensure the wider community had the opportunity to comment on changes to their area.
- 1.1.4 Communication with parents and young people has been critical in the academy conversion process. The many benefits of the proposals, especially the enhanced learning opportunities have been communicated to parents and young people by Children and Families in partnership with staff at the BESD SILC, the PRUs and Wellspring Academy Trust.
- 1.1.5 In the creation of the SEMH Pathways Panel, area inclusion partnerships were consulted to ensure their input and understanding of the newly implemented processes in applying for a place at the new specialist academy.

1.2 Equality and diversity / cohesion and integration

- 1.2.1 The completed screening form indicated that a full assessment was required as the proposals affect children and young people with special educational needs (SEN) and an SEN Improvement test was originally completed to evidence how the new academy will provide better outcomes. This was undertaken as part of the consultation.

1.3 Council policies and best council plan

- 1.3.1 The integrated partnership approach of the Future in Mind: Leeds Strategy also contributes towards the city’s aspirations and ensures that there is a stronger universal offer for all children in Leeds, as well as complimenting and running

alongside the vision and priorities of the Joint Health and Wellbeing strategy for the city.

1.3.2 The proposals for the creation of the new special school were brought forward to meet the Council's statutory duty to ensure sufficient school places for children with an education, health and care plan (EHCP) which names SEMH as the principal need.

1.3.3 The new special school contributes to the city's aspiration to be the best city and the best city to grow up in; a child friendly city, through the creation of provision that offers children in Leeds the opportunity to benefit from outstanding, integrated provision which best meets their needs. In turn, this will increase attendance, attainment and progression to education, employment and training among some of the city's most vulnerable children, as set out in the Children and Young People's Plan.

1.4 Resources and value for money

1.4.1 To support the Future in Mind: Leeds Strategy and underpinning Local Transformation Plan (LTP) the Leeds CCGs have locally ring fenced recurrent £1.7 million LTP investment. This money is to ensure this critical programme of transformation continues and is in addition to existing investment into services such as CAMHS, The Market Place and a range of young adult mental health services.

1.4.2 The new specialist educational provision requires significant capital investment, in the region of £45 million across the three sites. This investment will ensure the learners with the highest levels of need have suitable accommodation for the purpose of meeting their complex needs.

1.4.3 Conversion to the new academy on 1st September 2016 has enabled the placement of children with specialist SEMH needs into a provision within Leeds whereas previously, with the inadequacy of Elmete Wood BESD SILC, these children were being placed outside of the authority. There is a significant financial benefit to children remaining in Leeds equating to approximately £25,000 per child per annum plus the additional savings in transportation costs.

1.4.4 The £45 million is currently assumed to be funded from directorate prudential borrowing. The prudential borrowing (£1.6m per annum) will be funded from savings in transport in the children and families budget and from savings in outside area placement costs in the 'high needs budget'. The high needs budget forms part of the Dedicated Schools Grant and is specifically for local authorities to use for children with special educational needs and disabilities.

1.4.5 The local authority submitted a disapplication request to the DfE allowing borrowing costs to be charged to the Dedicated Schools Grant. Final approval of the disapplication is outstanding at the time of writing this report.

1.5 Legal implications, access to information, and call-in

1.5.1 The changes described constitute prescribed changes under the Education and Inspections Act 2006. The consultations have been and continue to be managed in accordance with that legislation and legal practice.

1.6 Risk management

- 1.6.1 Risk for the Future in Mind Leeds Strategy is being managed through the Future in Mind: Leeds Programme Board which meets on a bi-monthly basis and is chaired by the Executive Member for Children and Families.
- 1.6.2 Risk for the building projects is being managed through application of 'best practice' project management tools and techniques via the City Council's Project Management Methodology.
- 1.6.3 Experienced Project Management resource has been allocated within both Children and Families and the Public Private Partnerships Unit.
- 1.6.4 A risk log is being maintained throughout the build project and escalation for accommodation issues is via the Built Environment Programme Manager.
- 1.6.5 Funding has been set aside to ensure that any essential maintenance can be undertaken across the sites in the interim period, until such time that the major capital works are completed.

2. Conclusions

- 5.1 Strong progress is being made on the implementation of the Future in Mind: Leeds 2016-2020 strategy, which is expected to deliver opportunities for improved wellbeing of all children in Leeds including the city's most vulnerable children and young people. The strategy is expected to represent good value for money in the medium to long term.

3. Recommendations

Executive Board is asked:

- 6.1 To note that Leeds is proudly leading the way in the UK through implementing an integrated strategy to support children's and young people 'swith social, emotional and mental health (SEMH) needs. IT is unique in having been co-produced by partners from the Children and Families Service and Leeds Clinical Commissioning Groups. Future in Mind: Leeds 2016 – 2020 was launched on 7th February 2017 at an event attended by 160 professionals, colleagues and partners from across the city pledging their commitment in working together to improve the lives of some of the most vulnerable 0 – 25 year olds in Leeds.
- 6.2 To welcome and endorse the progress made in creating a world-class provision for children in Leeds with specialist social, emotional and mental health (SEMH) needs.
- 6.3 To welcome and endorse the implementation of a robust multi-agency mechanism which has been created to ensure children and young people are appropriately placed and have the right support.
- 6.4 To note the officer responsible for overseeing the progress and continued implementation of the multi-agency mechanism is the Head of Complex Needs Service.

4. Background documents¹

None

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.