



Doncaster Council

Report

Date: 05/03/18

To the Chair and Members of the CYP: Overview and Scrutiny COMMITTEE

Presentation on the future delivery landscape for children and young people with behaviour difficulties.

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Cllr Nuala Fennelly	All	No

EXECUTIVE SUMMARY

1. The Education Inclusion programme seeks to improve educational outcomes for all children in Doncaster, with a particular focus on vulnerable and/or disadvantaged children. This work is made up of three projects: the behaviour and attendance review, the SEND Review, and an application to the Life Chances Fund for a Social Impact Bond to introduce Big Picture Learning to Doncaster.
2. The inclusion agenda is a priority for the Mayor and her cabinet and it is seen as one of the top priorities that will contribute to the future of Doncaster.
3. This report and presentation focusses and is part of the behaviour and attendance review. Since the work program is in a phase of consultation this report serves as a cover note to the presentation attached.

EXEMPT REPORT

2. Not exempt

RECOMMENDATIONS

4. It is recommended that the Committee take note of the presented options and provide feedback that will be included in the determination of the recommendation to be presented at Cabinet.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

5. Phase 1 and Phase 2 recommendations are already benefitting young people in the system. Schools are supported and challenged to consider their behaviour policies and practice, and the Local Authority are assuring their own decision making in this regard.
6. The preferred option will build capacity in the system through workforce development and an outreach service. In addition to this a number of new educational opportunities will exist for children and young people. Ultimately the aim is that young people will be better supported within school and for those that need education outside of mainstream, that they are able to access high quality education that achieves best outcomes.

BACKGROUND

7. A report was presented to cabinet in March 2017: Endorsement of the children's commissioning inclusion program (February 2017 – August 2018) which set out the ambition to develop a systems wide Inclusion Strategy that will ensure equity of access to education for all children and young people in the borough. The report provided an overview of the current system and provision, the pressures within the system and the need for change. Interim proposals were made in relation to Learning Centres to provide a holding position for 2017/18, whilst further work is done to develop a structural design, fit for purpose to meet the changing needs in Doncaster.
8. Cabinet supported the delivery of the program in 3 phases: phase 1 – review of current need, capacity, pathways, provisions etc. (completed); phase 2 – remedial actions to prepare and align the system for a new way of working (underway); and phase 3: linking with the One Doncaster programme to create a sustainable fit for purpose system that meets the needs of all young people in the borough. On-going changes to the system will embed with continued long term commissioning against need with appropriate resources (underway).
9. The phase 2 review report was presented to LOCYP senior leadership team in May 2017 which included a number of operational and strategic recommendations. Actions against operational recommendations have been progressing since then and continues to be implemented. The recommendations are aimed at improving support to schools, ensuring clear, evidence based decision making in agreeing and securing appropriate alternative provision for young people disengaging from learning and / or who have been excluded on a fixed or permanent basis.
10. The phase 2 strategic recommendations indicated a review of the current structural arrangements and consideration of need, capacity and future direction aligned to the Doncaster Growing Together, One Doncaster and the Children and Young People's Plan. The findings and options for consultation with wider stakeholders were presented to Executive board in December 2017. Options for Primary and Secondary support are different due to the profile of need and challenges in each sector are different.
11. Officers of the council are at present consulting on the various options with stakeholders, in the main with schools.

12. A report is scheduled to be presented at Cabinet in April 2018 that will set out the intended Commissioning landscape and a timeline for implementation.

OPTIONS CONSIDERED

13. The Local Authority has set out the future continuum of support. This is intended to reset the system and to enable young people receiving support at the earliest opportunity, proportionate to their need.

14. At present 3 options are being consulted on, with schools in particular but also the wider stakeholder network, including young people and their families. Overall it provides further clarity as to how the current delivery model will change and align to the future desired state. These are:

Option 1: mixed economy – that the LA and the wider system, in particular schools work in partnership to transform the current pathway and system ensuring that the resources are directed and targeted to meet the needs of Doncaster children.

Option 2: Delegation of all provisions to schools. A proportion of designated schools grant (High Needs Block) will be delegated to schools to handle and manage all aspects of inclusion.

Option 3: The LA becomes a strategic commissioner to enable a mixed economy of provision through a procurement process.

Option 1 is the LA's preferred option however we are consulting at this stage with schools, etc.

REASONS FOR RECOMMENDED OPTION

15. Not yet determined.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

16.

	Outcomes	Implications
	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	
	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p>	

	<ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	
	<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	<p>Children and young people with behavioural difficulties and their parents rarely thrive. The negative impact they are seen by some to have on society often outweighs the underlying needs behind their difficulties. Evidence is clear that young people excluded by school and educated in alternative provision are more likely to be NEET and have poorer life chances than other young people.</p>
	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	<p>The approaches recommended in the report are in line with good practice nationally and address a recognised weakness in our current profile of support for schools and young people.</p>
	<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community resilience and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance 	<p>The challenges presented by young people with Behavioural difficulties require partnership working to bring about effective change. Although schools are the key partner there is a need to effectively work with Health, CAMHS and social care services to create a team around the child approach. The young person ideally would become a committed partner in their own change.</p>

RISKS AND ASSUMPTIONS

16. A risk analysis of the options has been carried out.
17. The biggest risk is seen as the reputational risk to the Council if the proposed changes are not seen to be effective.
18. There is a history of behaviour reviews which have been seen to have limited impact on the problem. There is a lack of confidence of the Council's ability to make effective change in this area.
19. Another risk is that schools and academies may not all feel able to take on additional responsibilities at this moment in time. Related to this is the risk that the Local Authority may not be able to recruit the senior staff with the appropriate experience and expertise to provide support to schools.
20. There is an assumption that things will get worse before it gets better.
21. There will be an increase in Permanent exclusions as they have been held artificially low. This is not an increase in need but in how need is recorded.
22. There are a group of young people who have been out of mainstream school for so long that their successful reintegration is unlikely and their needs will have to be resourced in Alternative provision.
23. As the impact of the improved quality of alternative provision and of the operational recommendations are felt the number of children requiring alternative provision should reduce and the number successfully returning to mainstream school will increase. Fewer young people should require long term acute provision.

LEGAL IMPLICATIONS [Officer Initials HMP Date 23/02/2018]

24. The Council as an education authority has a duty to make arrangements for the provision of suitable education at school or otherwise for each child of school age who for reasons including exclusion would not receive it unless such arrangements were made under s19 Education Act 1996). The Council has a duty to provide education for a permanently excluded child from the sixth day after the exclusion

FINANCIAL IMPLICATIONS [Officer Initials AB Date 23/02/2018]

25. All the 3 options currently being consulted on will need to be fully costed.
26. It is the LA's responsibility to manage the High Needs Block of DSG within budget, with accountability to School Forum on how it manages and makes arrangement for provision. The current budget position on High Needs DSG is expected to be sufficient to cover the annual costs of these options, however it is expected that the options will eventually create saving elsewhere in the High Needs Block over the life of the programme.

HUMAN RESOURCES IMPLICATIONS [Officer Initials TL Date 23/02/2018]

27. There are no HR implications associated with this particular decision

TECHNOLOGY IMPLICATIONS [Officer Initials PW Date 23/02/2018]

28. There are no specific technology implications related to the content of this report. Where requirements for new, enhanced or replacement technology to support any agreed changes to the current delivery model are identified, these would need to be considered by the ICT Governance Board (IGB).

HEALTH IMPLICATIONS [Officer Initials RS Date 23/02/2018]

29. Children and young people with behavioural difficulties can experience poorer health outcomes than their peers. Decision makers will want to consider how this approach matches provision to need, addresses inequalities, delivers evidence based interventions and promotes an overarching approach to inclusive Doncaster.

EQUALITY IMPLICATIONS [Officer Initials RN Date 23/02/2018]

30. We must give due consideration to the extent to which the Council has complied with its Public Equality Duty and given due regard to the need to eliminate discrimination and promote equality of opportunity. The equality of expectation for all children, including those that disadvantaged, is a core value within all aspects of the work undertaken in education settings and underpins the support and challenge provided by officers.

CONSULTATION

31. Young people, families and Schools have been consulted to date and is being consulted with at present.

BACKGROUND PAPERS

32. Not applicable.

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