

**To the Chair and Members of  
CHILDREN AND YOUNG PEOPLE'S OVERVIEW AND SCRUTINY PANEL**

**BEHAVIOUR INCLUSION PROGRAMME OVERVIEW**

<b>Relevant Cabinet Member(s)</b>	<b>Wards Affected</b>	<b>Key Decision</b>
Councillor Nuala Fennelly, Cabinet Member for Children, Young People and Schools	All	Yes/No

**EXECUTIVE SUMMARY**

1. The purpose of this report is to provide members of the Children and Young People's Overview and Scrutiny Committee with an overview of the systems wide Behaviour Inclusion Programme.
2. It is the ambition of Team Doncaster for the Doncaster education offer to be fully inclusive to all, including children with disabilities, behavioural and special educational needs – providing high quality education as near as possible to where they live.
3. In the Autumn of 2016, evidence from the profile of fixed term exclusions, behaviour and safety concerns at Levett (Pupil Referral Unit), the use of out of authority placements and overall poor outcomes for children with behavioural problems prompted Doncaster MBC (DMBC) to review current arrangements to identify and support children and young people with social emotional and mental health concerns (SEMH).
4. The behaviour programme is split into three distinct, but overlapping phases:
  - Autumn 2016 /Early Spring 2017: Gathering of systems wide intelligence including data/performance, provision landscape and supporting decision making.
  - Spring 2017 to Autumn 2017: Focus on interim measures and appropriate arrangements to address current unmet need and address demands on the present system.
  - Autumn 2017–Spring 2018: Implementation of strategic commissioning intentions

**EXEMPT REPORT**

5. This report is not exempt.

## **RECOMMENDATIONS**

6. It is recommended that the Children and Young People's Overview and Scrutiny Committee take note of the key findings from Phase 1 and 2 and support future plans for consultation and decision making.

## **WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?**

7. By focussing on improvements and recommendations the following benefits to children and young people will be evident:
  - Improved outcomes for vulnerable children in and outside of mainstream education.
  - A diverse Alternative Provision offer that will meet young people's needs locally and therefore Reduce the volume of out of authority placements.
  - Clear, integrated decision making pathways and systems that helps prevent escalation of needs, will improve family experience, reduce duplication of effort and funding across the health and social care system.
  - Pupil attendance, behaviour and attainment is improved.
  - Reduce the number of FTE (and PEX) through a more integrated approach to meeting the needs of all children and young people earlier.
  - Better outcomes for our vulnerable children when moving into adulthood.

## **BACKGROUND**

8. The phase one key finding report (Appendix 1 – Doncaster Behaviour Review, key points) compared locally – to regional and national data. Key findings to note are as follows:
  - Doncaster has a higher than average (amongst its statistical neighbours) number of pupils in PRUs with a statement of special educational needs (SEN) or education, health and care plan (EHCP).
  - Doncaster is one of only five local authorities (LAs) that report no permanent exclusions.
  - Of the authorities that report no permanent exclusions Doncaster has the highest level of fixed term exclusions.
  - Doncaster is in the top percentile of authorities for fixed term exclusions in secondary schools and its rate of growth of primary school fixed term exclusion is above average.
  - There are a higher proportion of pupils excluded from Doncaster secondary schools for persistent disruption than the national, regional or statistical neighbour average.
  - Doncaster appears to spend more on pupil referral units (PRUs)/ alternative provision than its statistical neighbours.
  - There is no systematic collection of outcome data to enable effective evaluation of the impact of placements and provision.
9. The phase two report is in final draft and will require consultation with wider partners, in particular schools, families and support services for example Education Psychology, CAMHS, Social Care etc. The key findings are:

- The biggest challenge for Doncaster in addressing behaviour issues is the rate of fixed term exclusions in secondary schools.
  - There are significant cultural challenges to address in reconciling the perceived tensions between the inclusion and attainment agendas.
  - The delivery of quality first teaching in all educational settings is an essential element in addressing behavioural needs.
  - As most of the children and young people with behavioural difficulties are in mainstream schools there needs to be better support for those settings to enable them to meet the needs of children and young people.
  - Evidence-based, outcome-focussed commissioning should be used to enhance the quality of provision made for the children and young people with the greatest needs.
  - A focus on outcomes will enable judgements to be made on what makes a difference for children and young people.
  - Strengthening the local authority systems and procedures will provide a framework for good decision making.
  - A person-centred, graduated response is an appropriate model for assessment/intervention.
  - There needs to be a single pathway for accessing additional provision.
  - There needs to be a clear strategic purpose to provision. This will enable the provision to develop appropriate specialist skills.
  - There needs to be significant development in joint working arrangements to ensure that constructs like 'Early intervention', 'Team-around-the child', 'Team-around-the school' move from rhetoric to reality.
10. There are 99 recommendations proposed from the phase 2 findings and can be grouped in a number of broader themes:
- Assessment
  - Decision Making
  - Support for schools
  - Transparency about exclusions
  - Evidence informed decision making
  - Policies and Procedures
11. Out of the 99 recommendations a number are concerned with bigger scale improvements via commissioning.
12. Due to the volume and complexity of some of the recommendations it has been decided to consult on the phase 2 report in 2 stages:
- Stage 1: July and August 2017, mainly focussing on processes, protocols, decision making, collation of data, etc.
  - Stage 2: September 2017, mainly focussing on the educational landscape of provision.
13. These recommendations will be sharpened during the Autumn term of 2017, followed by a Cabinet report to set out our commissioning plans for implementation leading up to the new academic year 2018/19.

## OPTIONS CONSIDERED

14. Phase two of the behaviour inclusion programme provide 3 broad options to LOCYP:

**Option 1:** Do nothing – No operational and strategic improvements are made which will mean that the educational provision for children with behavioural issues remains not fit for purpose. There will continue to be an increase in out of authority placements at very high cost per placement. The user experience will remain fragmented and most importantly outcomes for this cohort of young people will remain less than satisfactory.

**Option 2:** Implement recommendations relating to data/outcomes collections, process, protocols and decision making. Although this may slightly improve the user experience and decision making, by not changing the wider commissioning landscape it will bring the deficit in current service provision further to bare. Pressure on the wider system will increase.

**Option 3:** Whole system transformation. Although this will take longer to implement, it will provide the necessary improvements across the wider system. By implementing this option schools will be empowered to handle and manage behavioural issues better in school, decision making will be evidence based which will ensure that young people receive the appropriate level of intervention at the right time.

## REASONS FOR RECOMMENDED OPTION

15. Option 3 is the preferred option.

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

16.

	Outcomes	Implications
	All people in Doncaster benefit from a thriving and resilient economy. <ul style="list-style-type: none"><li>• <i>Mayoral Priority: Creating Jobs and Housing</i></li><li>• <i>Mayoral Priority: Be a strong voice for our veterans</i></li><li>• <i>Mayoral Priority: Protecting Doncaster's vital services</i></li></ul>	Young people are engaged and supported in the most appropriate educational / training setting that prepares them to take up employment when ready.
	People live safe, healthy, active and independent lives. <ul style="list-style-type: none"><li>• <i>Mayoral Priority: Safeguarding our Communities</i></li><li>• <i>Mayoral Priority: Bringing down the cost of living</i></li></ul>	
	People in Doncaster benefit from a high quality built and natural environment. <ul style="list-style-type: none"><li>• <i>Mayoral Priority: Creating Jobs and Housing</i></li></ul>	

	<ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Safeguarding our Communities</i></li> <li>• <i>Mayoral Priority: Bringing down the cost of living</i></li> </ul>	
	<p>All families thrive.</p> <ul style="list-style-type: none"> <li>• <i>Mayoral Priority: Protecting Doncaster's vital services</i></li> </ul>	
	Council services are modern and value for money.	
	Working with our partners we will provide strong leadership and governance.	The transformational change will require full partnership engagement.

## **RISKS AND ASSUMPTIONS**

17. School engagement and ownership - Schools play a critical role in keeping children and young people engaged in education and deal with low level behaviour within schools. There is a risk that the perceived tensions between the inclusion and attainment agendas will prevent schools from playing their role.
18. The improvements around process, protocol and decision making will part enable the necessary cultural change. If not robustly implemented there is a risk that the system can become more fragmented.
19. Without the whole sale transformational programme the cost of dealing with young people with particular issues will continue to increase and will become unaffordable to the council.

## **LEGAL IMPLICATIONS**

20. The legal implications for any decision related to this agenda will be considered as part of the democratic decision making process.

## **FINANCIAL IMPLICATIONS**

21. A Cabinet report regarding the commissioning intentions for this program was presented on 28 March 2017. This sets out the financial implications for this programme. A link to the report is provided as part of the background papers.

## **HUMAN RESOURCES IMPLICATIONS**

22. There are no current human resource implications associated with this report.

## **TECHNOLOGY IMPLICATIONS**

23. There are no technology implications associated with this report.

## **EQUALITY IMPLICATIONS**

24. The Council's duty under section 149 of the Equality Act 2010 when exercising its functions to advance equality of opportunity and foster good relations between those who have a protected characteristic and those who

do not share that protected characteristic, ensuring fair access to learning and opportunities for all Doncaster children and young people.

## **CONSULTATION**

25. Young people, families and the wider system has been fully engaged in the programme to date.

## **BACKGROUND PAPERS**

26. Cabinet report – Endorsement of the Children’s Inclusion Commissioning Programme (February 2017 to August 2018)  
<https://doncasterintranet.moderngov.co.uk/documents/s10927/Cab%20280317%20Inclusion%20Commissioning%20Report.pdf>

## **REPORT AUTHOR & CONTRIBUTORS**

Riana Nelson  
Assistant Director: Partnerships and Operations  
Learning and Opportunities: Children and Young People  
Telephone: 01302 737909  
Email: [riana.nelson@doncaster.gov.uk](mailto:riana.nelson@doncaster.gov.uk)

**Damian Allen**  
**Director of People (DCS/DASS)**  
**Learning and Opportunities: Children and Young People and**  
**Adults, Health and Wellbeing Directorates**