



4 April 2018

To the Chair and Members of the Overview and Scrutiny Management Committee

BEHAVIOUR IMPROVEMENT PROGRAMME

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

EXECUTIVE SUMMARY

1. Doncaster currently has high numbers of fixed term exclusions and managed moves, high rates of persistence absence and poor educational outcomes for children and young people in alternative provision. This provision is currently funded from high needs block DSG.
2. 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.
3. 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 (completed and presented in this report); 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).
4. 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 continue 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.
5. 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.

6. Children and young people with behaviour problems usually face a number of environmental, social or emotional difficulties. It is therefore critical that a more integrated and holistic view of a child's needs is taken. Effective support at home and in school is necessary.
7. There is a sense of collective responsibility and purpose evident across the Team Doncaster partnership to address the issues that schools in Doncaster face. Building on the evidence of the Children and Young People's Plan the Education & Skills Commission seeks to strengthen schools by improving the quality of teaching and learning, improving teacher recruitment and retention, and by ensuring that there is a broad and balanced curriculum that both meets the needs of pupils and the labour market. This is reflected in our 'Raising aspiration and achievement strategy', which sets out how local partnerships will impact upon school provision and outcomes. Behaviour, along with attendance, forms one of the three strands of the work of the Doncaster Growing Together Inclusion board, which provides overall governance for this strategy.
8. This is strongly correlated with the ambition and intent of the Social Mobility Opportunity Area. Doncaster is set to receive £6m in funding over the next three years to improve the life chances of children and young people. This work is informing and informed by the work of the behaviour review as it aims to address challenges around common areas such as quality of teaching, absence and variable outcomes for disadvantaged children.
9. The recommendations in this report must be understood in the context of the current Inclusion programme delivering on the Doncaster Growing Together ambition. Other reports in relation to Communication and Interaction school and an application to Life Chances Fund to introduce a new educational delivery vehicle.
10. This report evidences progress against the 3 phase plan that was set out in March 2017 and marks the conclusion of phase 2. It makes recommendations in relation to the preferred continuum of graduated support, the preferred option in relation to systems leadership and management, high level 3 year plan and the anticipated financial, asset and legal implications.
11. This work will complement the ongoing Attendance Strategy as it develops 'whole school' approaches to improving attendance and captures and disseminates good practice across the borough. So far, the attendance strategy has created audits and action plans in over 50 schools and has attracted 80 schools to the first attendance network. We are anticipating that this will lead to reductions in school absence over the next 18 months, but recognise also that securing inclusive school cultures is critical to the success of the overall project.

EXEMPT REPORT

12. This report is not exempt.

RECOMMENDATIONS

13. The Committee is asked to give consideration to the report and the following recommendations that will be presented to Cabinet on 10 April 2018:

Recommendation 1: Consider and agree the continuum of graduated support as the delivery model for the behaviour system and pathway. This will form the bedrock for strategic commissioning.

Recommendation 2: Consider and agree the indicative modelling of finance and the potential asset and human resources implication.

Recommendation 3: to delegate strategic decision making re deployment of resources, consideration of potential changes to the AP estate and challenge to the wider system to the Director of People and the Chief Finance Officer, in consultation with the cabinet member for children and young people.

Recommendation 4: To provide a mandate to progress with the 3 year transformation program and support a 6 monthly cycle of progress update and decision making to the Executive Board and Cabinet where necessary.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

14. In addition to absence and exclusions it is also known that young people that are accessing alternative provision due to their behaviour do not fare well academically and struggle to progress later on in life. Furthermore, due to their limited engagement in learning and the environments they grow up in, they are at a higher risk of engaging in risk taking behaviours/anti-social/criminal activity and potentially could suffer with low self-esteem/resilience/mental health. The development of a continuum of provision that accurately matches curriculum to individual need will allow a significant number of our most vulnerable young people to lead happier and more successful adult lives, thereby reducing the social costs mentioned above.
15. The development of a cohesive and consistent school outreach service will ensure that student need is identified as early as possible and that schools can become consistent in meeting this need. This can contribute to the development of stronger teaching and outcomes for young people in all schools.

BACKGROUND

The problem and current position

16. Doncaster currently has high and increasing numbers of fixed term exclusions and managed moves and high rates of persistence absenteeism. More recently there has also been a sharp rise in the number of permanent exclusions issued by schools and growing demand for alternative provision places (children being educated in settings away from mainstream provision). There is a need to ensure that schools are both supported and challenged so that they are planning effectively to meet the needs of their students.
17. The Behaviour Review concluded that:
 - There is a need to build a range of inclusive practices across all of our schools so that they are increasingly capable of meeting student needs earlier, without the support of alternative provision.
 - Behavioural problems are often a symptom of a range of difficulties that a young person may face, ranging from family problems, speech and language needs, autism, etc. It is therefore important that other parts of the system, for example

CAMHS, social care etc. work better together with schools and alternative provision.

- Whilst Doncaster has a relatively high number of alternative provision places available, there is a lack of a clear continuum of provision to match need and consequently some young people are not in the correct form of provision to meet their needs.
- There is insufficient provision locally to meet the needs of young people with acute Social, Emotional and Mental Health needs or Autism. These factors have led to poor attendance and educational outcomes for many of these children.
- ensure that our alternative provision is focussed on meeting the specific needs of our young people.

Systems leadership and management of the pathway

18. The LA presented 3 options to the mainstream sector in relation to how other areas (in the country) manage the behaviour pathway:

- i. Delegation to Mainstream schools: Schools determine their behaviour management policy without any regard for other practice in the locality, high needs funding is delegated to schools to manage pupils however they see fit. This will drive a no exclusion policy in Doncaster due to the fines that the LA will impose if a placement should be needed for a young person who has been excluded from school. This option will create inconsistency and will put undue pressure on mainstream schools. It will also impact on economies of scale since a small number of young people will have to receive specialist packages of support within their mainstream setting, drawing on specialist knowledge and experience which the school will have to buy in.
- ii. Local Authority commissions all provision from external providers: All interventions in and out of school is bought from external providers. In this option the LA will manage the system at arm's length via contracts with provider that will deliver services in and out of mainstream settings. This will be expensive and quality is not always guaranteed.
- iii. Mixed Economy – The LA and the mainstream sector work in partnership to oversee the continuum of provision that matches the needs of children and young people at the earliest opportunity, as far as possible within the mainstream setting. Where a young person can benefit from being educated in an alternative setting, the LA will ensure the quality of that provision.

19. There has been comprehensive support for a 'mixed economy' model whereby we refocus some resource towards outreach whilst ensuring that the delivery model anticipates specific need more effectively.

20. The activities following Phase 1 of the behaviour review are beginning to impact upon practice across schools. There has been a strong take up from schools of the new Behaviour Networks and a visible improvement in training, monitoring, decision making and assessment. We are currently developing a comprehensive toolkit for schools to complement our training and networking offer.

The graduated approach to support: Systems delivery

21. The LA developed and consulted on the new graduated response to student need which forms the basis for the development or adaption of new support/provision and needs endorsement from Cabinet.

22. The Intended Continuum of Support

Level of need	Who provides it	What needs to be provided
Tier 1 – no additional needs; universal services	Mainstream school; LA provides system wide	Quality First Teaching; Behaviour network; SENCO network; school support and challenge. LA's role is to generate and share 'best practice'
Tier 2 –universal plus services; can meet vulnerable children's needs with additional support	Mainstream school; Behaviour and other outreach services; early help in partnership with the family .	Time limited intervention; Early identification and support to school; Team around the family; Case discussion at low level but pupil focussed Outreach is part of a seamless evidence based APDR process,
Tier 3 – child more complex needs with escalating learning/behaviour difficulties	Mainstream School; Alternative provision bought by mainstream school or commissioned via LA in partnership with family; Pupil Referral unit; Early Help services; EP services. LA supports schools in ensuring sufficient good quality KS4 AP places.	Individualised support plan supported by EP; done in full partnership. Refocus current PRU provision- admissions policy, delivery model- build a 'centre of excellence'. Solution focused intervention that returns YP to mainstream as soon as viable.
Tier 4 – Acute needs SEMH	Specialist schools/specialist provision	Single registration with a specialist provision.

23. Please note the following regarding the principles of the 'graduated approach':

- The intention is that the response will match the need of the child through early identification and intervention.
- That expert outreach support should be developed in order to support mainstream settings to support young people with behavioural problems for as long as possible in the mainstream setting.
- That the pupil referral unit will become an assessment centre and short stay alternative provision. This is a change from the current practice where children are unable to return to mainstream education once placed in a PRU.

- That Big Picture Learning will provide an alternative curriculum model with the intention to re-engage children with learning.
- That a specialist, high quality, alternative setting is created to support children with acute social, emotional, mental health problems. It is unlikely that children in this setting will return to mainstream school.
- The wider systems, i.e. social care, mental health services, etc. plays an important role in supporting families in need. Work is underway to ensure that pathways align and that a holistic view of family need is embedded.

24. We have developed a high level plan for transforming the system within three years.

25. Our 3 year timeline (see Appendix A) sets out this ambition and identifies the steps towards the intended transformation. It acknowledges that current gaps in provision (especially around acute Social Emotional and Mental Health needs and Autistic Spectrum Disorders) and how these will be filled. The council's resources, working in partnership with the wider system, will need to be refocused in order to support the delivery of greater capacity within schools at each tier of intervention.

26. By the end of three years we will:

- Build a consistent, high quality, single outreach offer to support schools. This will inform and be informed by other processes for support and challenge across the borough. In doing this we will aim to build effective and consistent practice across Doncaster schools.
- Reduce the demand for alternative provision places due to increasing levels of capacity and know-how within our schools.
- Have developed a range of provision that will deliver stronger outcomes for our most vulnerable youngsters for example Big Picture Learning.
- Develop a 40 place SEMH provision that will ensure that we are able to offer the right provision to young people with the most acute needs, many of whom are currently educated in non-specialist or out of authority provision. This will reduce the demand for out of authority places and ensure that more young people are educated in their local community.
- Have delivered the necessary reduction in school exclusions and school absence, alongside improvements in quality of provision across the whole sector.

27. We will do this by:

- Building partnerships so that the school system has a collective responsibility for key decisions around funding and provision.
- Engage the wider system to ensure holistic support for children, young people and their families.
- Strengthening our processes around identifying schools for further challenge and support in relation to inclusive practice.
- Reducing the number of alternative places over three years and refocusing some of these resources so that they are used in order to build capacity in schools through a single outreach offer. This will involve the ending of the secondment of our Primary Learning Centre staff to the Inspiring Futures trust and incorporating this team into a Local Authority outreach team. Secondary learning centres will be decommissioned over two years, with staffing used in order to create 'assessment centres' which will target high quality reintegration for students who are temporarily out of mainstream education and to support our central outreach offer.
- Develop the 'Big Picture Learning' model in order to accommodate increasing numbers of students in high quality provision with stronger likelihood of gaining

- good outcomes.
- Changing the remit and capacity of the PRU in order to focus resource on students who are out of mainstream on medium term placements.

28. Transformation over 3 years

Intended milestones over 3 years:

Year 1	Year 2	Year 3
<p>Persistent Absenteeism- gap closes with National Average. Collective responsibility is the core strategy that guides all Inclusion processes in Doncaster.</p> <p>Behaviour network builds expertise and best practice across the system.</p> <p>Establish BPL</p> <p>Primary Behaviour outreach team is in place.</p>	<p>Reducing fixed term and permanent exclusions at both phases.</p> <p>Reducing exclusions for Year 7 students.</p> <p>Assessment centre for KS3-4 opens.</p> <p>There are 20 specialist places in Doncaster for acute need.</p> <p>The number of alternative provision places reduces to 342.</p>	<p>Fixed term exclusions are lower than statistical neighbours.</p> <p>There is effective and consistent practice in meeting behaviour needs across all schools and sectors.</p> <p>Learning centres are fully decommissioned.</p> <p>The number of alternative provision places reduces to 320 which will include a small contingency.</p> <p>There are 40 specialist places in Doncaster for acute need.</p>

Assets

OPTIONS CONSIDERED

29. Option 1: Do nothing. This option cannot be considered due to the ongoing impact that current provision has upon outcomes and life chances for young people.
- Option 2: To take immediate action in order to support the recommendations outlined in this report. This is the recommended option.

REASONS FOR RECOMMENDED OPTION

30. In order to develop a high quality continuum of provision for young people we believe that the actions within this report and plan are the only method of delivering a coherent and consistent capacity building strategy from existing resources.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

	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>This strategy will significantly impact upon the ability of our young people to be able to access fulfilling work, developing the skills and resilience of some of our most vulnerable young people.</p>
	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of</p>	<p>The provision of high quality learning environments for young people will support their</p>

	<p>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>engagement in cultural and sporting activities within educational settings and beyond.</p>
	<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>Young people will be more able to access education as they benefit from increasingly personalised experiences in all learning environments. Teachers and school leaders will benefit from the increases in skills and understanding that this strategy will deliver. This will, in turn, improve outcomes for children and secure an increase in the number of 'good' schools. We will diminish the difference between disadvantaged and non-disadvantaged children and young people as we improve educational provision and develop increasingly effective models of early help and prevention for young people from less affluent backgrounds</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 3 year plan will deliver increasingly effective and early intervention for vulnerable children and young people through strong assessment and placement in provisions that will be able to build their social skills and resilience.</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 	<p>We will engage all of our key stakeholders in managing the system more effectively through 'collective responsibility'. Curriculum within all of our settings will be increasingly focused upon building self-reliance in our young people.</p>

	<ul style="list-style-type: none"> • Working with our partners and residents to provide effective leadership and governance 	
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RISKS AND ASSUMPTIONS

31. Key risks are:

- Not maintaining effective partnerships with schools.
- Demand for alternative provision places continues to grow despite our work.
- Not delivering change on time.

32. These will be mitigated by:

- Regular communication and transparency at all possible opportunities with leaders from across the school system.
- Developing a planning group, meeting frequently in order to ensure that deadlines are set up and met in good time.

LEGAL IMPLICATIONS [Officer Initials HMP Date...07.03.18]

33. The Council has a number of statutory duties that this programme assists in ensuring are met. The Council 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. There is also a duty to provide education for a permanently excluded child from the sixth day after the exclusion.

34. In addition, there are a number of statutory duties concerning attendance including identifying those children not receiving education, the power to prosecute a parent for a child's non-attendance; administering the penalty notice regime; and to investigate the whereabouts of pupils who have poor attendance and are at risk of being deleted from the schools' admission register.

35. Further legal advice should be sought on the specific actions arising from the recommendations as these projects progress.

FINANCIAL IMPLICATIONS [Officer Initials DB Date 8/3/18]

36. The financial implications of the changes outlined within the report and accompanying 3 year timeline are summarised in the attached Dedicated Schools Grant High Needs Block medium term financial plan covering 2018/19 - 2020/21. All changes to high needs education provision outlined within this report are funded from the High Needs Block of the Dedicated Schools Grant (DSG) which is a ring fenced grant, provided by the DfE for these purposes, with carry forward of any balance to the following year. 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.

37. The overall position on the High Needs Block of DSG across the 3 year period from 2018/19 - 2020/21, taking account of changes included within this report, shows a small surplus, therefore indicating that these changes can be managed within overall resources available.

38. The medium term financial plan indicates the following:

- High Needs DSG revenue grant funding that Doncaster is expected to receive

across the 3 year period, increasing as a result of the DfE's National Funding Formula consultation (less deductions for places funded in Academies which DfE pass the funding on for);

- Current expenditure projections, including costs of Big Picture learning referenced in this report;
- A summary of the additional costs and savings expected as a result of the changes identified within this report: and,

39 Also referenced in this report is the planned Communication and Interaction free school which was subject to a separate report. This provision as outlined in that report is anticipated to make revenue savings, based on average current place funding costs of the identified potential cohort of children who will eventually attend, when open. These potential saving have not been incorporated within the medium term financial plan for this report and any savings would expect to contribute to changes that may be identified through the current SEND review, also referenced in this report, which will need to be costed accordingly once agreed.

40 As set out above there are a number of risks and assumptions associated with the costs and savings identified within the overall budget and will require careful monitoring throughout the period to ensure that the High Needs Block DSG can be managed within the overall budget available. Should there be any significant changes to any of the figures these will need to reviewed and if necessary the High Needs Block budget overall reconsidered & revised in order to ensure the budget remains balanced.

HUMAN RESOURCES IMPLICATIONS [Officer Initials MLV Date 07/03/18]

41 There will be implications for staff in the Primary and Secondary Learning Centres. The secondments of the staff currently based in the Primary Learning Centre will be brought to an end and they will return to the local authority. Their function and roles need to be defined which may require new job descriptions to be devised and job evaluated. Consultation with staff and trade unions may also need to take place dependent upon the proposals. Staff based in Secondary Learning Centres are not currently council employees. Proposals are likely to involve the TUPE of employees into the local authority which will require appropriate consultation with the current employer, staff and relevant trade unions. Any proposals to change the future service delivery model will need to be subject to appropriate consultations post transfer (any proposals to make changes would need to be identified in measures as part of the TUPE transfer process).

42 More detailed implications will provided when the proposals for each element are clearer. Any further implications that emerge as the outcomes of the behaviour review progress will be highlighted at the appropriate time.

TECHNOLOGY IMPLICATIONS [Officer Initials...PW Date 05/03/18]

43 There are no direct technology implications at this stage. Where requirements for new, enhanced or replacement technology to support the recommendations are identified, these would need to be considered by the ICT Governance Board (IGB).

HEALTH IMPLICATIONS [Officer Initials CW Date 05/03/18]

44 Learning outcomes and health outcomes are intrinsically linked. On the whole, investments in improving learning outcomes should also improve health outcomes. Evidence shows that education, training and employment are key socio-economic factors in determining health status (Marmot, 2010). The Behaviour Improvement programme looks to enhance education, training and employment prospects for children in Doncaster. With its focus on reducing the gap in educational attainment for the most vulnerable children, the programme is likely to impact positively in reducing long-term health inequalities in Doncaster. The health impact of this programme will need to be monitored in the course of its implementation, and public health can provide the appropriate advice in assessing the health impact.

EQUALITY IMPLICATIONS [Officer Initials MO date 2/03/18.]

45 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. This strategy aims to ensure that our provision offers genuine equality of opportunity to young people with Social emotional and Mental Health needs.

Accommodation Requirements

46 The Local Authority has established an Organisation of Learning Provision Strategy which is managed by the Organisation of Learning Provision Board. One of the key outcomes of the Strategy is to ensure there are sufficient places to meet the needs of learners with individual needs, including those with Education, Health and Care Plans and those who require additional support in order to access an appropriate curriculum. It is therefore important that the future demand for such provision and for meeting Behaviour Needs arising from demographic changes are given full consideration as part of the Behaviour Review. This will include undertaking a review of the current and potential accommodation options. Where options require additional accommodation or disposal of premises these will be considered by the Local Authority's Assets Board with any necessary Key Decisions brought to Cabinet as necessary.

CONSULTATION

47 The consultation took place between January 29th and February 26th. The consultation involved meetings with key stakeholders in this area, including:

- Head teachers from special, primary and secondary schools.
- Meetings with affected groups including the high Needs sub-group, school behaviour leaders, learning centre staff, young people and academy trusts

BACKGROUND PAPERS

Endorsement of the Children's Inclusion commissioning Programme (March 2017)

Behaviour Review Consultation Slides February 2018.

Behaviour Review Consultation summary March 2018.

Behaviour Review Three Year Plan Summary March 2018

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