



Date: 5/03/2019

To the Chair and Members of the Children and Young People Scrutiny Panel

## BEHAVIOUR IMPROVEMENT PROGRAMME

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Cllr Nuala Fennelly Lead Member	All	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. Our review of Behaviour provision within the borough established that there was a need to address some key issues. Exclusions and persistent absenteeism are high by comparison to the national average, that compared to other authorities there is no shortage of Alternative Provision (AP) places but there is a shortage of specialist provision for young people with Social Emotional Mental Health (SEMH) needs and communication and interaction needs. There is a need also to ensure that our AP offer reflects specific needs of young people and supports effective reintegration into mainstream settings.
3. A report was presented to cabinet in April 2018 outlining a three year plan for behaviour. This plan aimed to reset the 'graduated provision' for Doncaster so that there was increased collective responsibility and support for increased capacity within mainstream schools alongside the creation of a new landscape for high quality provision beyond schools. As a borough we will seek to build mainstream capacity through a range of services and events aimed at developing skills and understanding, including a new behaviour Outreach offer and an assessment and reintegration centre.
4. The new landscape for provision involves the setting up of the Big Picture Learning school, the commissioning of new specialist provisions for SEMH and Communication and Interaction needs. These new provisions will replace the existing Learning Centre provision following a two-year de-commissioning process. Our consultation with schools revealed broad support for the new 'graduated provision' and a preference for the council to act commission AP on behalf of the school system through an Alternative Provision framework where the council commissions and quality assures a range of provision on behalf of the wider system.
5. 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 [www.doncaster.gov.uk](http://www.doncaster.gov.uk)

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.

6. This report sets out a summary of work, which has been undertaken, so far, in the first year of this strategy.

## **EXEMPT REPORT**

7. This report is not exempt.

## **RECOMMENDATIONS**

8. To note the work undertaken by the council since September 2018 and the current position in relation to the development of partnerships of schools in the borough. To continue to monitor the impact of this work following subsequent release of key data, as there is no current up to date data available for this period in relation to fixed-term exclusions.

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

9. 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.
10. 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 will support the re-setting of the role of AP so that it genuinely serves young people to develop the skills required to attend and achieve within our mainstream schools. Our improved offer of outreach services and an assessment and reintegration centre will contribute to the development of stronger teaching and outcomes for young people in all schools.

## **BACKGROUND**

### **The problem and current position**

11. 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.

12. 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 in relation to AP, our consultation with schools in Spring 2018 expressed a preference for: '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.'

Following consultation, we have agreed that we will introduce the graduated model of support set out below.

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.

13. 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.

14. Our original 3 year timeline (see Appendix A) set out this ambition and identified the steps towards the intended transformation. It acknowledged 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.

15. Our ambition, by end of three years has been set out below:

- 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.

16. This will have been done 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.

## **SUMMARY OF ACTIVITY SINCE SEPTEMBER 2018:**

17. The majority of tasks outlined in the initial plan have already been undertaken, with a significant amount of work having gone into developing a joint partnership approach to reducing exclusions with our schools in order to ensure that future plans are co-produced and that schools play a greater strategic role in designing the future landscape. This will cover alternative provision, specialist provision, school provision and all decision making and funding processes. It will be delivered through the task and finish groups of school and council leaders which has been set up following the Inclusion Summit. Whilst our transformation plan sets out a three year timescale for closing learning centres, this has been accelerated following changes of policy and ownership within some of our fund holder schools and partnerships.

### 18. Tier One:

We have developed a borough wide 'collective responsibility' system through our work with Opportunity Areas. This work covers all of the areas stipulated in the original plan. Schools have signed an Inclusion Charter which commits schools to:

- Principles regarding prioritising Doncaster children and families and reducing exclusions.
- Creating a plan for reducing exclusions and committing to attendance at all networks and strategic meetings.
- Co-producing future strategy regarding high needs block and key partnership activity such as Fair Access and other decision-making protocols.

This work will be overseen through a series of Inclusion Summits with schools and the wider system, aimed at ensuring a collective strategic partnership around reducing exclusions.

The following tasks have also been completed:

- Introduction of 'Inclusion conversation' accountability system. Risk assessment and graduated approach for challenging schools introduced.
- Fair Access Protocols have been reviewed and updated. Schools are now represented on these panels. These will be reviewed, in accordance with guidance, by schools, for the first time in Spring 2019.
- There is now a data sharing agreement by schools to support analysis and peer challenge around exclusions and mobility.
- Behaviour networks are now focused on evidence based practice. These become 'Inclusion Networks' in March 2019 as part of the Inclusion Charter work.

### 19. Tier Two:

- The Primary Learning Centre closed in July 2018. The Team has now become the Behaviour Outreach Service (BOS), following a retraining programme in Autumn 2018 so that they have a full set of skills and knowledge in preventative and therapeutic support in order to support schools. This work functions also as a pilot of the service design for the new secondary outreach team which will come on line, as planned, in September 2019. The high quality training offer will be reviewed and offered again to the new team.
- All council capacity building resources are now part of a single team, with a single vision. This includes behaviour outreach, sensory services, educational psychology and attendance.
- The launch of an Inclusion kite mark for the second year of the project has taken places as part of our work with schools around the Inclusion Summit. WE already

have a number of our secondary schools signed up for the Inclusion Quality Mark. We will look to ensure clearer operational alignment to the work of our outreach teams between now and September 2019.

- The new 'Assessment and reintegration centre' from Autumn 2018, nearly two years ahead of schedule. The centre will open in September 2019.

#### 20. Tier Three:

- Big Picture Learning is opening with 8 places, growing to 30 in the Summer term and 60 in September.
- We have put in a plan for accelerated de-mobilisation of the four Learning Centres. Changes of status or contractual terms led to the early closure of two of the Learning Centres by February 2019. This has led to an uneven offer across the rest of the borough and therefore the two other centres will be closed by August 2019. The council have invested heavily in assessment and cohort planning in order to ensure that future destinations are appropriate for young people and families.
- Cohort analysis undertaken with all providers including PRUs in order to identify future cohorts for BPL, C&I school, PRU and SEMH provision.
- Pilot specialist AP- knife crime- opens March 2019.
- AP Framework with 32 providers launched in March 2019.
- Levett roll extended to 100 places for interim period.

#### 21 Tier Four:

- Building completed to allow capacity for SEMH provision in January 2019. Plans being developed for further SEMH provision through PRU.
- Provision is being developed within timeframe of original plan, with 10 SEMH spaces being available during 2018-2019 academic year and a further ten places being developed for the following year.

#### 22. Next Steps - to July 2019:

Tier 1	Review the effectiveness of notional SEND and element 3 budgets in ensuring early intervention for schools. Launch of Inclusion Network- March All schools participate in Inclusion task and finish groups. New decision making procedures in place for September 2019 covering SEND, behaviour and hard to place mobility. School effectiveness have a clear role in delivering school improvement services following data review around inclusion.
Tier 2	Review use of special school outreach and align with new council outreach team Launch of 'assessment and reintegration' centres.
Tier 3	Fully de-commission learning centres. Launch of knife crime AP Define capital needs for future PRU provision at KS3. Extend range of providers on AP framework Use AP framework in order to ensure greater integration of students at KS4.
Tier 4	Review of existing specialist provision- planned changes over 3 years. Develop timeline for commissioning of future SEMH provision as part of the above based upon analysis of OOA and special school cohort.

#### 23. **IMPACT ON THE COUNCIL'S KEY OUTCOMES**

	<b>Outcomes</b>	<b>Implications</b>
	<p><b>Doncaster Working:</b> 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"> <li>• Better access to good fulfilling work</li> <li>• Doncaster businesses are supported to flourish</li> <li>• Inward Investment</li> </ul>	<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><b>Doncaster Living:</b> 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"> <li>• The town centres are the beating heart of Doncaster</li> <li>• More people can live in a good quality, affordable home</li> <li>• Healthy and Vibrant Communities through Physical Activity and Sport</li> <li>• Everyone takes responsibility for keeping Doncaster Clean</li> <li>• Building on our cultural, artistic and sporting heritage</li> </ul>	<p>The provision of high quality learning environments for young people will support their engagement in cultural and sporting activities within educational settings and beyond.</p>
	<p><b>Doncaster Learning:</b> 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"> <li>• Every child has life-changing learning experiences within and beyond school</li> <li>• Many more great teachers work in Doncaster Schools that are good or better</li> <li>• Learning in Doncaster prepares young people for the world of work</li> </ul>	<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><b>Doncaster Caring:</b> Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> <li>• Children have the best start in life</li> <li>• Vulnerable families and individuals have support from someone they trust</li> <li>• Older people can live well and independently in their own homes</li> </ul>	<p>The plan will deliver an increasingly effective 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><b>Connected Council:</b></p> <ul style="list-style-type: none"> <li>• A modern, efficient and flexible workforce</li> <li>• Modern, accessible customer interactions</li> <li>• Operating within our resources and delivering value for money</li> <li>• A co-ordinated, whole person, whole life focus on the needs and aspirations of residents</li> <li>• Building community resilience and self-reliance by connecting community assets and strengths</li> <li>• Working with our partners and residents to provide effective leadership and governance</li> </ul>	<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>

## RISKS AND ASSUMPTIONS

24. 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.

25. These will be mitigated by:

- Regular communication and transparency at all possible opportunities with leaders from across the school system through our continued engagement via the OA and the Inclusion Summit.
- Developing an improved graduated provision offer which clarified expectations at all points and transports greater funding to schools for early intervention on the basis of need.

## LEGAL IMPLICATIONS [Officer Initials HW Date 21/02/2019]

26. Section 19 of the Education Act 1996 provides that each Local Education Authority shall make arrangements for the provision of suitable education at school or otherwise than at school for those children of compulsory school age who, by reason of illness, exclusion from school or otherwise, may not for any period receive suitable education unless such arrangements are made for them. This obligation includes those children of compulsory school age who have Social Emotional Mental Health (SEMH) needs and communication and interaction needs and/or have been permanently excluded.

27. There is also specific statutory guidance 'Alternative Provision- Statutory Guidance for Local Authorities' published in January 2013 which was updated in June 2016 that further details the legal requirements.
28. Section 1 of the Localism Act 2011 provides the Council with a general power of competence, allowing the Council to do anything that individuals generally may do. Section 111 of the Local Government Act 1972 gives the Council the power to purchase goods and services.
29. Further legal advice should be sought on the specific actions arising from the recommendations as these projects progress.

## **FINANCIAL IMPLICATIONS [Officer Initials SB Date 21/02/2019]**

30. The financial implications of the Services 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.
31. The DSG High Needs Block medium term financial plan is currently being reviewed, with the overall position across the 3 year period from 2019/20 - 2021/22, taking account of changes included within this report to be presented to Schools Forum in June 19.
32. The medium term financial plan will show:
  - 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 and the commissioning of new specialist provisions for SEMH and Communication and Interaction needs referenced in this report;
  - A summary of the additional costs and savings expected as a result of the changes identified within this report: and,
  - The overall balance of funding remaining for each year.
33. There are a number of risks and assumptions associated with the costs and savings within the overall budget that 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 be reviewed and if necessary the High Needs Block budget overall reconsidered & revised in order to ensure the budget remains balanced.
34. Should there be any capital requirements for future PRU provision at KS3 as detailed in next steps this will need to be reported separately.

## **HUMAN RESOURCES IMPLICATIONS [Officer Initials RH Date 20/02/2019]**

35. There are significant HR implications in relation to this report. We will work with management in relation to the impact and will be supporting with all HR processes as and when appropriate including consultation with trade unions, employees, schools. The tight timescales are of a concern but we will work with management to identify any risks and how we can mitigate against these.

## **TECHNOLOGY IMPLICATIONS [Officer Initials PW Date 19/02/19]**

36. 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 20/02/19]**

37. Learning outcomes and health outcomes are intrinsically linked. On the whole, investments in improving learning outcomes should also improve health outcomes. 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 15/02/19]**

38. 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.

39. 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.

## **BACKGROUND PAPERS**

40. Behaviour Transformation Plan 3 year plan summary  
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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