



Doncaster Council

Report

Date: 16th June 2020

BIG PICTURE LEARNING - UPDATE

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Cllr Nuala Fennelly Lead Member	All	Yes

EXECUTIVE SUMMARY

1. The Education Inclusion Programme aims 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: Attendance Strategy, the SEND Strategy and the Behaviour Transformation Programme, which includes the delivery of Big Picture Learning (BPL) via a Social Impact Bond (SIB).
2. The Big Picture mode of delivery was chosen as one of the alternative models of learning to ensure greater quality and range of provision for vulnerable young people across the borough. There is international evidence of the success of this model in delivering better educational outcomes for children who are disengaged from learning and from disadvantaged backgrounds. Furthermore an opportunity presented itself during 2018 through the Life Chances Fund to test innovation via a Social Impact Bond that included a financial contribution to the outcomes payments within a Payments by Result (PBR) contract. The Council was successful in their application.
3. In December 2018, the Big Picture Learning Cabinet report provided an update on the mobilisation of the contract and provision. This set out how the Council supported the provider in order to mobilise, working towards an opening date of January 2019 ([BIG PICTURE LEARNING CABINET REPORT APRIL 2018](#) & [BIG PICTURE LEARNING CABINET REPORT DECEMBER 2018](#)). This report records the progress of this project since this date and offers a set of options for the future of this work.

4. During 2018-2019, our Behaviour Transformation Programme has reset the local landscape ([Behavior Transformation Update October 2019.- Appendix A](#)) this report evidenced that many young people who have been accommodated in 'one size fits all' alternative provision can thrive in mainstream schools with the correct support. Most of the Council's work with the education system is now supporting this principle, with renewed partnership support for early intervention and in-school support for young people with SEND and behaviour needs. The Council are developing a range of innovative approaches to this, within an integrated, locality-based model.
5. The Big Picture Doncaster School opened officially in May 2019, following a delay in registration with OFSTED, with 16 young people. It soon became clear that there was a number of concerns regarding pupil behaviour and curriculum shortly after the opening, which resulted in a local Multi-Academy Trust supporting the school leadership, including the appointment of a new principal. In May the Council supported both partners in identifying new provisions and support packages for children affected by these issues. In accordance with the provisions of the contract the Council issued a Service Failure warning at this point, triggering the delivery of a Performance Improvement Plan from June 2019, supported by new delivery and governance groups.
6. A new cohort of Year 7 pupils joined the school in September 2019. The Council continued to monitor performance against its School Improvement Plan through August to October 2019. The Performance Improvement Plan was signed off as complete in October 2019 with an acknowledgement that the monitoring of actions taken will be key.
7. An OFSTED visit in December 2019, acknowledged that for a small number of pupils this provision was making a difference, children felt valued and attendance was definitely improved. However the report furthermore raised a number of specific concerns around the school. It recognised the work done by the local Multi-Academy trust and partners, but judged the school as 'inadequate' overall and highlighted concerns around safeguarding practice and curriculum delivery.
8. In January work commenced in reviewing the delivery and funding models for Big Picture Doncaster. The covid-19 crises emerged during February and on 20th march 2020 schools were asked to close. This has meant that students have been supported through online learning and advisors has kept in close contact with students.
9. Whilst there have been significant challenges around delivery, it is clear that the Big Picture personalised curriculum design and pastoral delivery model is still highly relevant to our context. The model also has the potential to influence mainstream curriculum and can serve to enhance mainstream, whilst engaging young people.

10. The planned model of funding and delivery of Big Picture Learning is a uniquely innovative one within education in Britain. It is the only occasion where a Social Impact Bond has been used in order to fund a school. As with any innovation, it is vitally important to review and reflect upon the quality and appropriateness of the strategy as the project continues. It is inevitable and desirable that any innovation of this scale and ambition will create learning and opportunities to refine, re-evaluate and update as the project continues. This can inevitably result in the end product not matching all of the original plans or the surrounding landscape to have changed. This has clearly been noticeable in the delivery of the Big Picture Learning project, as it has missed opportunities to create stronger synergies with the Opportunity Area work and has not been able to respond to the above stated shifts in practice. It is timely to reflect upon the position of Big Picture Doncaster School and the use of the Social Impact Bond within a fast changing local landscape. It is clear that the local system is more cohesive and resilient than at the inception of this project and there is an opportunity afforded by the impacts of the current partial closure of schools to review the place of Big Picture in the local landscape alongside a consideration of 'lessons learned'.
11. Options offered in this report builds on the lessons learned and resets the provision and will allow a consideration of how changing the role of the provision can reflect the needs of a change in the local inclusion environment, to deliver a stronger focus on employability, whilst addressing both lessons learned and the new challenges brought on by the current crisis. This includes the opportunity for the Big Picture model to be more efficiently delivered within an alternative provision model.
12. The preferred option would then re-purpose the Social Impact Bond and the Special Purpose Vehicle in order to deliver an extended model, with far greater reach and volume, which will utilise various partners to deliver greater social value to Doncaster. This would be done by creating stronger links to the local economy and also by creating stronger links to multi-agency support and inclusion practice in mainstream schools. This will be done within the existing financial envelope. In order to deliver both the current school and the above transition in the current crisis, Interim financial support would need to be offered until September 2020, following the pausing of the Social Impact Bond contract, as recommended by the Life Chances fund during the current pandemic and at least until the end of June 2020.

EXEMPT REPORT

13. Whilst this report is not exempt it does contain an exempt appendix. The appendix is not for publication because it contains exempt information within paragraph 3 of schedule 12a of the local government act 1972, as amended, as it contains exempt information relating to the financial or business affairs of any particular person (including the authority holding that information).

RECOMMENDATIONS

14. The Mayor and Cabinet is asked to:

- Note the progress of the work through the Behaviour Transformation Programme and how it has contributed to a shift in the functioning of the overall system and provision landscape in Doncaster.
- Approve changes to the financial model, including a 2 month pause on the Social Impact Bond and a reset of the Payment by Result (PBR) contract.
- Approve funding for July and August to support intermediate running costs. This will be for £65,000 per month.
- Approve the delegated authority to the Director of Children's Services and the Chief Financial Officer in consultation and portfolio holder for children and young people to take all strategic decisions pertinent to the delivery of this model via the Special Purpose Vehicle, including those related to the development of the new model, with a follow up report delivered within 3 months of this report.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

15. Young people who are disengaged with learning can often find themselves in alternative provision and often struggle to progress in later life. Furthermore, due to their limited engagement in learning and the environment they grow up in they are at a higher risk of engaging in risk taking behaviours and potentially could suffer with low self-esteem, resilience or poor mental health Doncaster has historically seen large numbers of young people attend provisions which have not been of sufficient quality.
16. Children and young people fare better if they are attending school and enjoy their learning. The successful delivery of alternative provision and behaviour support to schools has the potential to improve outcomes for children and young people in the medium to long term, improving overall levels of social mobility within the borough.
17. A significant number of young people miss out on qualifications and work place opportunities because they are absent, home educated or excluded from our schools. By utilising our partnerships within the borough we will be able to use our learning within this project to provide a robust and unique bridge into employment and training for some of these young people.

BACKGROUND

18. The October 2019 update ([Behavior Transformation Update October 2019.- Appendix A](#)) on the Behaviour Transformation Programme has set out how partners have worked to ensure that the continuum of support for meeting behaviour need is being changed in Doncaster. It noted how stronger funding, knowledge and responsibility within mainstream settings is being secured and describes the development of a new landscape of provision beyond schools across the borough which aims to address individual needs and ensure that all provision is of the highest possible quality.
19. This work has been accompanied by the delivery of a new Alternative Provision framework, a renewed Pupil Referral Unit offer, the development of other specialist behaviour provision and the decommissioning of poor quality provision. Additionally school leaders from across the borough have worked collaboratively to plan new ways of using high needs funding to support more effective early intervention, bringing new innovation in provision and management of high needs provision. As a consequence, absence and exclusions are declining, partnerships have become more cohesive and schools have achieved greater success in including young people with behavioural challenges. There are now greater levels of engagement and responsibility across the system. As we have fashioned this shift in the landscape, we have also reflected upon and reviewed our methods of working with vulnerable children. The focus of our work is to support the graduated approach to meeting need by ensuring that mainstream schools are able to meet the needs of young people within their settings and are supported to effectively reintegrate these youngsters.
20. Big Picture Doncaster has been one feature of this new landscape, working with young people who would, in the past, have been educated outside of the school system. Whilst there have been significant challenges around delivery, it is clear that the Big Picture personalised curriculum design and pastoral delivery model is still highly relevant to the Doncaster context. The model also has the potential to influence mainstream curriculum or that the Big Picture provision can serve to enhance mainstream, whilst engaging young people. The planned model of funding and delivery of Big Picture Learning is a uniquely innovative one within education in Britain. It is the only occasion where a Social Impact Bond has been used in order to fund a school.
21. Big Picture Learning model (originally described in a Cabinet Report on 10th April 2018) was funded through a Social Impact Bond (SIB). The SIB contract is for a maximum value of £6,359,448, for a period up to August 2024. This is funded by the Local Authorities High Needs Dedicated Schools Grant (DSG) allocation, with outcomes payments on the delivery of the project (i.e. education provision for children in alternative provision). This is offset by grant contributions from Life Chances Fund of 28.5% against verified outcomes payments; up to the total maximum Life Chances Fund grant to Doncaster of £1,795,810 (this is included within the total SIB contract value). The intention being, that by the end of the project the overall cost would be £14,593 per person per year – less than most Alternative Providers and special schools.

22. A SIB provides opportunities to test innovation by introducing this education model. This model offers a unique opportunity to innovate, review and adapt, with the Council acting as commissioner and the providers being held to account through an outcomes based SIB contract. The social investor, Big Issue Invest (Investor) have set up a Special Purpose Vehicle (SPV) called BP Learning UK (the Provider). The Council entered into the SIB contract with the Provider to deliver the service. The Provider entered into a sub contract with Big Picture Learning UK (Sub Contractor) for the actual delivery of the service. This allowed the partnership between the Council, the Provider and Subcontractor to review and reconfigure the project when this was needed. The Investor made investments into the Provider at the start of the project and funds the project throughout. The Provider receives payments from the Council based upon the achievement of agreed outcomes.
23. The initial opening of the school planned for January 2019 was held up by a delay in the initial registration by OFSTED. A successful OFSTED visit took place in April 2019, with the school registering on the 29th April and the cohort grew to 16 in May 2019.
24. After a delayed opening date (due to OFSTED visit) the school officially opened in May 2019, During the same month the Council received some concerns raised by partners and parents and immediately investigated the extent of the concerns and identified a number of performance issues including weak safeguarding procedures around pupil supervision and attendance. The leadership of the school had not successfully established a culture of safety and high expectations and staff were not supported to confidently manage the curriculum model with pupils. This led to concerns regarding the delivery of the Big Picture education model.
25. After meeting with the Provider and the Sub-contractor the Council issued the Provider with a Service Failure Letter for non-attendance and safeguarding. New governance and delivery groups were set up in order to facilitate the delivery of a Performance Improvement Plan (PIP) in June 2019. An Intervention Board oversaw the work of a collaborative Design Group, which supported the delivery of the PIP, within the narrow timeframe. This plan stipulated the review of a range of performance areas including safeguarding and behaviour policies
26. These performance concerns impacted on the achievement of payments by results, limiting the payments to the Provider, i.e. £327,650 instead of a potential £850,000 for the period January to August 2019. As part of the SIB, the Provider invested £750,000 up front in setting up the provision with a view that outcomes payments will recoup cost and show a return on investment. However, due to the ongoing non-payment of outcomes the Provider is carrying a financial risk.
27. Following a period of intensive support and challenge the PIP was completed and signed off in October 2019, with the school having completed all of the tasks within the interim plan. There have been significant improvements in a

number of key areas including new policies and improved practice in relation to behaviour, attendance and safeguarding and changes to staffing and leadership during this period. There have been genuine improvement in attendance and conduct for young people within the provision over this time (as acknowledged later by OFSTED inspectors). Despite this, there has been a collective understanding that the school and the local trust providing executive support still had significant challenges left in embedding new practices and policies so that all students would be able to access the required standard of education.

28. An OFSTED visit in December 2019 confirmed the nature and scale of these challenges and the continued need for urgent action by the Provider. Whilst acknowledging the role played by a local MAT and partners in making recent improvements in provision, the report also identified some significant issues around overall leadership, including the delivery of curriculum and overall awareness of effective safeguarding practice. The Council have offered guidance and support to both the Provider and the Subcontractor over this time, but some of these concerns have persisted in relation to the Subcontractor. Whilst partners, including the local multi-academy trust have made a significant contribution to improving the school, there is a need now to consider our learning from the work so far so as to utilise the work done so far, whilst also servicing a broader range of need across Doncaster.

29. Lessons learned since inception and the mitigations going forward:

	Lesson	Mitigation
1	<p>The introduction of a strict payment by results contract into a new school setting has been a challenge. This has led to financial risk and has placed constraints upon the ability of the school to deliver the required service and to be able to scale up operations at the pace desired by the contract.</p> <p>The demand of the outcomes payments have necessitated an insufficient focus on the quality of initial engagement and transitions for young people. This, in turn has led to a lag in the quality and accuracy of personal plans for young people, which has then affected attendance and engagement.</p>	<p>Varying the nature of the payment by results contract so that it affords a level of 'baseline' funding. This will ensure that the staffing model will be sustainable as the provision increasingly delivers the expected outcomes. Complementing the existing outcomes framework with additional considerations around employability and access to mainstream education, where these are viable. Otherwise the financial model will not exceed the originally agreed and budgeted limits.</p>
2	<p>There have been struggles to attract sufficient leadership capability so that the provision can be developed</p>	<p>Ensuring appropriately experienced and insightful executive leadership and governance overseen by the Special</p>

	with regard to appropriate quality and pace. There have been challenges in launching a new school and charity simultaneously, notably the lack of immediate and capable governance and executive support	Purpose Vehicle capacity. The delivery model will be enhanced by a number of experience subcontractors.
3	The removal of children from the mainstream roll has meant that the project has worked against the strategic aims of educating young people close to home, and wherever possible, within mainstream settings.	A renewed model could address this by maintaining links to mainstream schools and supporting the ability of these schools to meet their needs and integrate into their environments. An 'alternative provision' model would allow a shared approach to meeting need. This would, in turn, support the demand for alternative provision places from schools. It would allow greater scope to reach a much broader offer, which will reach a much larger group of young people. Doing this would reduce the need for young people to be educated at one site for the entirety of their learning journey. Instead BPL can be used to provide a bridge into formal education and/or the workplace.
4	An opportunity has been missed to address the significant challenge around young people not accessing suitable education within the borough. The school model has not offered enough flexibility and agility to include these cohorts, including our absent, highly mobile or home educated cohorts.	To extend the potential cohort to include young people who have been persistently absent from school, those needing support with integration or reintegration into mainstream schools, those returning from elective home education or have medical needs. It provides the opportunity to fit the Big Picture project neatly within the new emerging landscape: the Local Authority outreach team, locality teams, improved early intervention SEND funding a new Pupil Referral Unit offer, the St Wilfrid's assessment offer etc.
5	There has been a sizeable challenge with fitting this innovation within the existing OFSTED framework and meeting stipulations around curriculum	The removal of the school registration of Big Picture learning and convert it to an 'alternative provision' provider. This removes the need for OFSTED inspections, but there necessitates weekly time limits for children 'attending' the AP and will include a blended approach with mainstream schools. There is an established and robust quality assurance process in place for alternative provision in the borough which would, instead, provide assurance.

6	<p>The offer to young people has been limited to Big Picture Doncaster which did not exploit relationships with other providers in order to provide sufficient pastoral engagement and links to employers.</p>	<p>A collaboration of partners, including established local trusts, health and social care providers, voluntary groups and local businesses will allow the project much greater power and impact around transitions, provision and outcomes.</p>
7	<p>The global Big Picture community has allowed a consideration of the success in other countries of a 'blended learning' model for Big Picture, where students can access online and face to face delivery, with a view to integrating or reintegrating into a mainstream provision.</p> <p>Local and global experience of the CoVid 19 lockdown has brought about significantly increased use of Online learning platforms. Whilst there is little evaluation of this at the current time, it is clear that these approaches have been effective in maintaining the engagement of some vulnerable learners and have worked well as part of a blended package with schools and alternative provisions.</p>	<p>A blended offer will include: Improved assessments of needs in order to create independent learning plans which fuse online learning directed by a tutor with physical lessons in schools, wraparound care, and employability support and work experience. Delivery via a model of online learning which is based upon personalised projects undertaken by the student. Projects will be overseen by staff and accessed online by students. This delivery mode would have the eventual function of being delivered online and then in person within the school itself and could then be employed by the school to support the delivery of learning to a larger group of their own students. This will allow schools to develop a wider and stronger curriculum with a sharp focus on vocational courses. Where physical provision is made, this will be as close to home or the workplace as is possible.</p>

30. Events over the past 3 years and the current crisis has highlighted further opportunities for the resetting of Big Picture Doncaster:

31. Over the last three years there have been significant extensions in 'work related' provision in the borough, leading to successful mentoring, job coaching and careers interventions. The Chamber of Commerce has supported this through the Doncaster 'Promise' and is keen to explore a sustainable programme of work related learning which will mitigate some of the isolation from the labour market experienced by many of our young people, building stronger and more meaningful experiences of the workplace for young people. This could include further development of supported work placements and extensions of apprenticeship schemes as part of its response to the CoVid 19 crisis. Additionally, since the inception of the Big Picture Learning project, the introduction of new modes of delivery such as Doncaster UTC and the High Speed Rail College have contributed to a broader and more technical overall curriculum offer within the borough. These developments could contribute to the range of qualifications which young people would access within a Big Picture offer.

32. Creating a personalised work based curriculum and working with the Chamber to access meaningful experiences. This offer would be mapped against the 'Gatsby benchmarks' in order to ensure that it genuinely offers access into appropriate careers pathways. This will have three features:

- Access to mentoring from fully trained work based mentors via the Doncaster Promise
- Real world workplace learning, supported where possible by 'work coaching'
- Potential to access to relevant vocational qualifications, delivered through a combination of online and methods, or where necessary on the site of a provision which awards the identified course (on a dual registered basis if needed).

33. To integrate student and family 'wraparound' support into the model so that all decisions are made within the frame of the wider needs of the students. Services can be located at the Bentley site alongside some of the leadership and teaching staff. The current Big Picture sub-contractor can be utilised to develop this alternative provision model with its existing staffing structure, whilst the Provider identify further partners to work alongside it or above it within the SPV.

34. Producing a focus on outcomes which reflect some borough wide priorities. These will include:

- Reduction in school exclusions for the target group and across Borough.
- Reduction in persistent absenteeism for the target group and across Borough.
- Number of young people who are educated within their home communities increases
- Number of young people accessing work based opportunities in their home communities increases
- Overall number / value of outcomes at KS4
- Number of young people in apprenticeships or meaningful training upon leaving school
- Reduction in NEET for the Borough and for target group, based on modelling.
- Reduction in the number of, and need for out of authority placements for young people with behavioural needs

35. The above methodology would enable the Council to continue its commitment to this mode of delivery for some of the children whilst also updating and extending the deployment of the Provider to support Doncaster children.

36. By providing a stable funding allocation over the next 2 months (July and August 2020) will ensure the continuation of support to the children that are currently on roll and afford the time to reset the extended offer to young people,

the SIB, and the SIB contract and procure a range of providers to deliver against the new model. It is the intention of the Council and the Provider to re-negotiate with the Life Chances Fund the set of outcomes and the relevant payments. The current Big Picture provision can be used to incubate the new alternative provision model from September 2020.

37. The semi- closure of schools during the COVID 19 lockdown has meant that the SIB (payment by results) contract cannot be delivered faithfully and has created a threat to the effective continuation of any performance measures in any period of school return prior to September 2020. Life chances fund have offered to pause its existing contract with the Council for this reason. Existing projected high needs spend will be used in the interim period in order to ensure the continuity of provision. This amounts to two payments of £65k. In the meantime the Council will continue to work with the Provider to review and reset all costs around the SIB Contract.
38. The Provider will oversee a competitive process with a view to attract a range of subcontractors who has a proven track record of being successful with similar provisions elsewhere from the thriving local alternative provision market.
39. During this period the Council will continue to support the transition of the existing cohort of children to join the role of other providers for September 2020, even if they will continue to be educated with Big Picture learning. Destinations will depend upon individual need but will be a mixture of established high quality alternative provision and mainstream settings. Some of these young people may continue to access the new model of Big Picture learning in September 2020.
40. The existing staffing within Big Picture learning will be used to develop the new provision for opening in September 2020. Acknowledging the logistical issues created by the current crisis, this should allow continuity and pace should any procurement process be delayed. This would allow the local system extra capacity as it seeks to reintegrate young people into schools following the long period of closure. An interim funding model would be developed for the eventuality of a new Sub-contractor being brought into place for September 2020.

OPTIONS CONSIDERED

41. Option 1. Continuing with the current provider and contract

Staying with the current arrangements would necessitate large investments of officer and exterior time in order to support the provider. There is evidence that the provider does not have the required levels of experience to expedite effective delivery within such a timeframe as to make the project cost effective. Efforts to bring about effective governance or executive leadership capacity have not been successful. Retaining the current arrangements may threaten the financial stability of the SPV as the school will struggle to meet expected outcomes for the foreseeable future and cohort growth will not be possible at

the expected volume. There is insufficient confidence that the current provider would have the capability, as a school, be able to satisfy the immediate demands of OFSTED timescales and will not be able to deliver solely on the ambitions set out above.

42. Option 2. Opening an alternative provision with the current provider

Many of the issues mentioned in option 1 would still present a barrier. Current governance and leadership restrictions would constrain attempts to redesign the school for September 2019 and time would be lost in ensuring that this can be built effectively. Financial challenges brought about by the existing contract would mean that the school would need significant growth in its cohort. Uncertainties about the ability of the charity to improve the school at pace would be augmented by the possibility that any new cohort would be affected by trauma and fragmentation of school experiences. This would mean that any significant increase in the pupil roll will be a major risk. By retaining a narrow focus within the SPV, there would be risk of not learning from our lessons and so far and maximising the role and influence of other local partners.

43. Option 3: Developing a new alternative provision delivered by a variety of partners and in collaboration with the Provider.

There is an opportunity to engage a range of innovation partners to build the new model. This would include academy trusts working in this area, health and social care agencies and voluntary groups. This would be complemented by synergies created by some projects started through the Opportunity Area programme. A 'blended' offer would enable much greater reach and agility than a school. There is significant room for increased scope so that provision can support young people in Years 6 to 11 and can be extended to support transitions for those with learning difficulties into the work place. An online offer can be 'scaled up' quickly so that large numbers of young people can join the programme during the academic year.

44. High needs funding would be required in the short term following the recommended suspension of the current contract by the Life Chances fund, in order to ensure continuity of staffing and provision at a cost of £65k per month over the next 2 months. This will still be delivered through the original identified financial envelope as per Dedicated Schools Grant

REASONS FOR RECOMMENDED OPTION

45. Option 3 would allow the Council to be able to maintain its commitment to the Big Picture model, whilst having greater control over quality and capacity. The local system would achieve higher levels of accountability, acting purely as the commissioner and will be involved in the selection of a number of subcontractors who has a proven record in delivering high quality alternative provision. This change would also allow improved value for money for Doncaster citizens as any financial investment would be demand led and will create some economies and synergies. The council will work with partners to

develop this model, identifying exactly what the role of the current sub-contractor will be in the new arrangement. The procurement process, carried out by the Provider would enable a sharp focus on accountabilities and outcomes.

46. This option would allow the Council to make full use of the learning from the previous project and to ensure that future spend is efficient in social and economic terms. The long term costs would not change as the provision will offer a different service within the same financial envelope, but, potentially, to a much higher number of young people. The Council will continue to work up a longer term financial model with the investor and Life Chances fund to support this over the coming months.

Option 3 will also allow us to impact upon a much broader range of young people which will, in turn allow an opportunity to improve outcomes around elective home education, school absence etc. Young people will benefit from planned experiences of the work place and clearer routes to employability, complemented by coaching and study.

47. Options 1 and 2 would risk replicating the previous risks, as the retention of the provider would mean that the rate of progress made by the school may still be insufficient due to constrained leadership capacity.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

48.

	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>Improving outcomes for our most disadvantaged young people will lead to a larger proportion of the population contributing to the local economy.</p>
	<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 	<p>Big Picture Doncaster will make a significant contribution to improving access to the local economy and healthier lifestyles for a cohort of young people who have historically, suffered from low expectations and social alienation. Our retention of the Big Picture model whilst also revitalising the Provider will allow us to</p>

	<ul style="list-style-type: none"> • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	<p>offer students a highly personalised curriculum whilst also exploring how to develop further other modes of personalised curriculum.</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>Due to the personalised nature of the BPL learning model, children and young people will be better equipped and motivated to engage and access education.</p> <p>Children and young people enjoy improved social mobility due to improved attainment and a model of education that focuses on their interests and ambitions.</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>Big Picture has a highly personalised model of pastoral delivery. The Council will also look now to use the Provider in order to develop more effective ways of integrating and targeting services for vulnerable children and young people, achieving greater synergy and efficiencies.</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 use of a SIB provides value for money to the Council, as it allows it to test a new method of intervention but only pay for it if it is successful.</p> <p>The establishment of a Special Purpose Vehicle (SPV) and a Social Investment Board will ensure strong leadership and governance.</p> <p>The Council will consider the needs of the communities and partners as future models of delivery are developed.</p>

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Risks and assumptions:

49. The new model, as described in Option 3 seek to address and minimise the risks identified within Options 1 and 2 and any further risks will be identified in the subsequent cabinet report. Any pressures involved with sequencing the new delivery model will be identified at this point, with a clear contingency plan for delivery. Any risks to continuity, safeguarding and finance have been identified and addressed in point 28. There is unlikely to be any reputational risk as the new model will offer increased flexibility, capacity and breadth to the wider system without sacrificing the uniqueness of the delivery model and contract.

LEGAL IMPLICATIONS [Officer Initials ND Date 15/5/20]

50. 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 an Authority power to purchase goods and services.
51. Under the Education Act 1996, the Council as an education authority has a duty to promote high standards of education and fair access to education. It also has a general duty to secure sufficient schools in their area, and to consider the need to secure provision for children with special educational needs.

Payments from July 2020 and August 2020

52. The report requests approval of £130 000.00 to be paid to Big Picture Invest Ltd (Provider). This payment is not based on achievement but in return for delivery of the service. This is a variation to the original Social Impact Bond contract which has a Payments by Results mechanism.
53. It is recommended that the new arrangements for payment should be made monthly and not in a block sum and after a written contract variation has been signed by both parties.
54. The Council must comply with the terms of the funding agreement it has entered into with Life Chances Fund in order to avoid clawback and/or withholding of funds. As set out in the report 28.5% of the outcome payment is paid for by the Life Chances Fund (LCF), the Council will enter into discussions with LCF to agree that the LCF payments are maintained, i.e. paid to the Council. Any agreement reached will require a variation to the LCF agreement.

Option 3

55. The Council wishes to continue to work with the Provider to deliver a different service (still the BPL method) through new sub-contractor(s) starting

September 2020.

56. To mitigate the risk of a procurement challenge, the Provider will undertake a competitive procurement process compliant with the Public Contracts Regulations 2015 to appoint the sub-contractor(s).
57. It is recommended that a contingency plan is put in place if the procurement is not achieved for any reason by September 2020 e.g. due to timescales, covid-19 difficulties or a difficult procurement challenge.

School Registration

58. An alternative provision must be registered as an independent school if it is providing full time education that it provides full-time education to five or more full time pupils of compulsory school age, or one such pupil who is looked-after or has a statement of SEN).
59. Advice should be sought from OFSTED concerning the de-registration of an independent school.
60. The statutory guidance on Alternative Provision (January 2013) must be followed.
61. Consultation with the parents and children at the school should take place.
62. Further legal advice should be sought regarding any implications for staff at the school.

Equality

63. The decision maker must also comply with the Public Sector Equality duty to consider the need to promote equality for persons with “protected characteristics”: age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation and have due regard to:
 - i) eliminate discrimination, harassment, and victimisation;
 - ii) advance equality of opportunity
 - iii) foster good relations between persons who share a relevant protected characteristic and those who do not share it.
64. In order to do this the decision maker will need to have sufficient information about the effects of the proposed changes on the aims of the Equality Duty. The Equalities implication section (paragraph 33 below) is designed to assist with compliance with this duty and so the decision maker must take that into consideration and the public sector equality duty before taking the decision.
65. The decision maker should balance the risks identified within this report (including state aid and procurement compliance) against the risk of not providing vulnerable learners with the stability and continuity of remaining in the

educational system and the potential loss of third party funding.

Forward Plan

66. The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 requires at least 28 clear days' notice before a key decision is made setting out the decision maker, the earliest date the decision will be taken and details of the decision. This notice was initially provided on 1st November 2019 as a decision to be taken by Cabinet on 24th March. However, in accordance with Government's COVID 19 instruction on social distancing requirements, the Cabinet meeting scheduled for 24th March was cancelled. Although the required 28 days' notice had already been provided, to ensure openness and transparency, notice of the decision was once again published on the Council's website on 22/05/20 to reflect the change to the decision date.

FINANCIAL IMPLICATIONS [SB Date 14/05/20]

67. The original social impact bond (SIB) contract for this project was for a maximum value of £6,359,448, to fund outcomes payments on the delivery of the project for a period up to August 2024. This was to be funded by the Local Authorities High Needs Dedicated Schools Grant (DSG) £4,563,638 and grant contributions from Life Chances Fund (LCF) of 28.5% against verified outcomes payments, up to £1,795,810.

68. Until any confirmation is received from LCF as to ongoing availability of the grant funding for any future provision the figures below don't include any LCF contributions from February 2020 and therefore the new arrangements set out in this report are shown to be funded entirely from the LA's DSG allocation at this stage. Any ongoing LCF contributions would be additional to the figures below. Until a final decision is made on the LCF funding of the project and what impact a potential larger base level of funding within the delivery contract would have on the LCF funding percentage that could be claimed against the overall costs of the project therefore the overall percentage could increase, decrease or not be paid at all.

69. The LA have paid £787,767 and received LCF income of £92,239 to date. Further estimated LCF income due to be claimed up to February 2020 is estimated at £24,596. The total net cost to the DSG from the SIB contract to end May 2020 is therefore expected to be £670,932

70. This would leave remaining budgeted DSG for the project (including the provision for the existing pupils) covering the 4 year and 3 month period from June 2020 to August 2024 of £3,892,706. This equates to an equivalent annual budget of £898,317 to cover any future requirements to be determined in the planning for June 2020 onwards. This allocation, along with any LCF funding, would also be expected to cover the associated costs of the SPV and any Big

Issue repayment on the original investment to the Big Picture programme.

71. Modelling is still required to determine the number of children to access this alternative provision outlined within this report and an equivalent cost per pupil to provide comparison. For instance should 60 children access this provision on a full time basis this would equate to an average annual per pupil cost of £14,972 to DMBC/DSG assuming the final contract for the new service equates to £898,317 excluding any LCF funding. In comparison the current cost of a placement in a Doncaster Pupil Referral Unit is £15,000 per annum.
72. These overall costs have been included previously in the DSG medium term financial plan, last reported to School Forum on 30th January 2020. This plan is currently in the process of being updated following the 2019-20 year end position, which showed an overall net overspend position on the DSG grant of £5,776m. The service is currently reviewing the budget position on High Needs Block DSG with finance for the next 3 years (2020-2023) to ensure a balanced overall budget position over the medium term.

HUMAN RESOURCES IMPLICATIONS

73. There are no apparent HR implications contained within this report.

TECHNOLOGY IMPLICATIONS

74. There are no specific technology implications at this stage. However, the proposed development of an online learning platform as part of the new model will require ICT engagement and consideration by the Technology Governance Board, where applicable.

HEALTH IMPLICATIONS

75. Learning outcomes and health outcomes are intrinsically linked. Evidence shows that education, training and employment are key socio-economic factors in determining health status (Marmot, 2010). Big Picture Learning is aimed at supporting young people who suffer disadvantage in educational attainment. Programmes that aim to improve accessibility and attendance to education, and reduce the gap in educational attainment are likely to impact positively on reducing long-term health inequalities in Doncaster.
76. All educational settings have a duty to uphold the safety and wellbeing of children in their care. The swift action taken to improve standards was essential to ensure no harm came to the students and ensure a safe environment going forward. The new model offers assurances that students needs will be fully met going forward.

EQUALITY IMPLICATIONS

77. Big Picture Learning is an inclusive model of education that seeks to ensure that all children and young people accessing it are treated equally. It is particularly targeted at disadvantaged young people, with the eligibility criteria

citing that young people will have experience of interaction with social care, health services, the police, or be from a family in receipt of long term welfare support. As such, we believe that Big Picture Learning has the potential to deliver improved social mobility for the young people in the provision, and reduce levels of inequality in the borough as a result. The reconfigured model will facilitate stronger assessment, induction and engagement, thereby, increasing the chances of this vulnerable group receiving stronger outcomes.

CONSULTATION

78. Consultation with young people has taken place to inform the design of the Big Picture Learning model in Doncaster. There has been individual consultation with both the young people and their parents/guardians at the point of referral to Big Picture Learning to confirm that they are happy to attend and this continues throughout the young person's time at the provision. Any changes will now require consultation with these stakeholders alongside a broader consultation with the wider system and parent and young person's groups.

BACKGROUND PAPERS

Big Picture Learning - Cabinet Report May 2018

[Big Picture Learning – Cabinet Report December 2018](#)

[Behavior Transformation Update October 2019.- Appendix A](#)



Behaviour
Transformation Progr

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

BPL- Big Picture Learning

BPD- Big Picture Doncaster

DfE- Department for Education

PiP- Performance Improvement Plan

SIB- Social Impact Bond

SPV- Special Purpose Vehicle

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