

AGENDA MANAGEMENT SHEET

Name of Committee	The Cabinet
Date of Committee	7th December 2006
Report Title	Strategy for the Inclusion of Pupils with Emotional, Behavioural and Social Difficulties
Summary	The Behaviour Strategy has been through a prolonged consultation phase. It has now been published in the final form and requires approval from Cabinet.
For further information please contact:	Geoff King Head of Service – Commissioning, Planning and Partnerships Tel: 01926 742389 <i>geoffking@warwickshire.gov.uk</i>
Would the recommended decision be contrary to the Budget and Policy Framework? [please identify relevant plan/budget provision]	No
Background papers	Education and Inspection Act 2006

CONSULTATION ALREADY UNDERTAKEN:-

Details to be specified

Other Committees	<input checked="" type="checkbox"/> Children, Young People and Families Overview and Scrutiny Committee 20.7.06
Local Member(s)	<input type="checkbox"/> Not applicable
Other Elected Members	<input checked="" type="checkbox"/> Cllr John Whitehouse – “ <i>This strategy has been consulted upon widely and has my full support.</i> ” CYP&F O&S Spokespersons for information: Cllr Helen McCarthy – “ <i>Strongly support the recommendations</i> ” Cllr Richard Grant Cllr Jill Dill-Russell
Cabinet Member	<input checked="" type="checkbox"/> Cllr John Burton

- Other Cabinet Members consulted Cllr Izzi Seccombe – *“Approve for consideration by Cabinet.”*
- Chief Executive
- Legal Richard Freeth – *No comments*
- Finance David Clarke – *No comments*
- Other Strategic Directors
- District Councils
- Health Authority
- Police
- Other Bodies/Individuals All stakeholders

FINAL DECISION **YES**

SUGGESTED NEXT STEPS:

Details to be specified

- Further consideration by this Committee
- To Council
- To Cabinet
- To an O & S Committee Children, Young People and Families Overview and Scrutiny Committee to monitor progress
- To an Area Committee
- Further Consultation

The Cabinet – 7th December 2006

Strategy for the Inclusion of Pupils with Emotional,
Behavioural and Social Difficulties

Report of the Strategic Director for Children,
Young People and Families

Recommendations:

- (1) That the Cabinet comments on and endorses the Strategy for the Inclusion of Pupils with Emotional, Behavioural and Social Difficulties.
- (2) That the Children, Young People and Families Overview and Scrutiny Committee monitors progress of the proposals contained within the Strategy.

Background

1. This paper sets out the Local Authority's proposals to work with Warwickshire schools to help build their capacity to meet the educational and behavioural needs of all of their pupils. Warwickshire schools and the LA are committed to and directed by the Children Act and the five Every Child Matters outcomes.
2. The proposals found within the Strategy (attached at **Appendix A**) build on and strengthen this commitment to all pupils, particularly those for whom behaviour is problematic.

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November 2006

Strategy for the inclusion of Pupils with Emotional, Behavioural and Social Difficulties

November 2006

Warwickshire

Children, Young People and Families
Directorate

Foreword

The revision of the strategy for behaviour is timely both in a local context and against the national scene. Our job in Warwickshire is to ensure that our children are receiving a first class and appropriate education in an environment which embraces difference and teaches tolerance and self-control.

For the majority of our young people good behaviour and self-control are a natural part of their upbringing and their education.

For a few children we must work harder, more creatively and passionately. We must adjust the environment and create opportunities for those children least able to create it for themselves. For some children intervention in the past has sometimes come too late and their lives become a rollercoaster of exclusions, police, court, detention and prison. This strategy offers the framework, the real work is in people from many different backgrounds working together with vision and passion to make a difference for our children.

I commend this strategy to you as a document built by head teachers, officers and others in our Children Young People and Families Directorate to serve our children and support our schools.

Marion Davis
Strategic Director - Children, Young People and Families

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1 Background

- 1.1 The statutory framework for inclusion is enshrined within the 1996 Education Act (part 1V) and The SEN and Disability Act 2001. The SEN Code of Practice promotes consistency of approach to meeting children's special educational needs and sets out a framework for effective school based support for children with a range of special needs including behavioural difficulties. Furthermore the code provides a framework for developing partnerships between parents, schools, Local Authorities, health and children's services as well as voluntary organizations. All these share a common emphasis on the importance of viewing pupil behaviour in context, with schools and parents having a key role in helping to prevent problems, rather than focusing on factors within or relating to the child as the sole cause of difficulties.
- 1.2 Support services in Warwickshire work closely with schools to enhance their ability to include and raise the achievement of socially and emotionally vulnerable pupils through effective policy and practice. Many schools undertake this work with great success and the needs of the majority of pupils can be met in the mainstream.
- 1.3 Many Warwickshire schools are inclusive and manage pupil behaviour well. The Local Authority recognises that an inclusive school meets the needs of all of its pupils including those with EBSD through:
- a positive ethos which promotes inclusion and a secure learning environment
 - effective leadership demonstrated by senior managers who also promote inclusion
 - effective behaviour management policies and strategies understood and adhered to by all governors, staff, pupils and parents
 - an appropriately differentiated curriculum
 - a robust pastoral support system
 - provision of a range of strategies to promote emotional behavioural and social skills at School Action and School Action Plus of the SEN Code of Practice.
- 1.4 This paper sets out the LA's proposals to work with Warwickshire schools to help build their capacity to meet the educational and behavioural needs of all of their pupils. Warwickshire schools and the LA are committed to and directed by the Children Act and the five Every Child Matters outcomes. The Children Young People and Families Directorate embraces a multi agency approach to meeting the needs of all young people receiving its services not least within schools. The proposals found within this paper build on and strengthen this commitment to all pupils particularly those for whom behaviour is problematic.
- 1.5 In September 2003 a review of the behaviour strategy was initiated. The scope of this review has been broadened to reflect the existence of a continuum of need and to strengthen a flexible and responsive continuum of provision.

Intrinsic to this is the need for a commitment to promote co-ordinated support for children with behaviour, emotional and social development difficulties in local mainstream schools wherever possible.

- 1.6 Effective management of pupil behaviour is closely linked to school improvement. Warwickshire ensures that the DfES school improvement initiatives are embedded in LA planning through the Children and Young Peoples Plan (CYPP).

2 Key elements of current provision in Warwickshire

- 2.1 Local and national policy is described in Warwickshire's Children and Young Peoples Plan, Behaviour Support Plan and the Warwickshire Reference File for Special Needs and Inclusion. It aims to promote inclusion of children within their local communities, to reduce the dependence on Out of County provision and, coupled with the delegation of funding to schools, to reduce statutory assessments and statements.
- 2.2 Schools generally make provision for pupils with such difficulties according to the SEN Code of Practice at School Action and School Action Plus (See Warwickshire Reference File for Special Needs and Inclusion. pages 609-617). Educational Psychologists provide advice and support to schools, parents and children at School Action Plus. Such support is also provided by the Learning and Behaviour Support Service. The budget of this service has been delegated to schools. The Pupil Reintegration Unit makes provision for children who have been permanently excluded or are at risk of exclusion with a view to swift reintegration. It also co-ordinates training cross county for Team Teach in order to build capacity in schools in conflict resolution.
- 2.3 Where children have statements for behaviour difficulties in mainstream schools, the Local Authority provides support in the form of advice and funding. Whilst generally teaching assistants who support children are not qualified or "specialist" staff, many are on training programmes and new developments in this area will assist in this regard.
- 2.4 Warwickshire has one special school for children with long-term BESD. At present there are 40 boys registered full-time in the school and 8 children educated via an outreach team based at the school.
- 2.5 27 BESD pupils are placed in Out of County residential special schools. Of these 4 are jointly funded with Social Services and 4 with Health.
- 2.6 There are some small scale, local provisions linked to mainstream primary and secondary schools (such as Nurture Groups and Learning Support Units).
- 2.7 Other agencies also provide support to children and young people with BESD difficulties. For young people these include Sure Start schemes in certain localities, and Children Fund initiatives. The Youth Offending Teams,

Connexions Service, Youth Service and Children and Adolescent Mental Health Service also make contributions.

- 2.8 The Primary National Strategy (PNS) Social and Emotional Aspects of Learning (SEAL) materials are available to all primary schools, via the DfES.

SEAL is an explicit structured whole-curriculum framework for developing all children's social emotional and behavioural skills.

SEAL aims to improve the following broad social and emotional aspects of learning:

- Self-awareness
- Managing feelings
- Motivation
- Empathy
- Social Skills

In Warwickshire approximately 112 primary schools are using the materials and receiving support from the local authority consisting of:

- Launch Training
- Regular area based workshops
- PSHE training
- Bespoke support from behaviour professionals in implementing the 'Developing Skills' materials.

- 2.9 The Behaviour and Attendance strand of the Secondary National Strategy was launched in Warwickshire in September 2003. As a result all secondary and special schools nationally have resources and materials in schools which include activities and information to support them in promoting improved behaviour and attendance and promoting a positive ethos. Termly network meetings are held for school leaders of Behaviour and Attendance to discuss issues, share resources and share good practice. A wide range of materials are available to schools to develop curriculum and improve teaching and learning standards which if effectively used impact on behaviour and attendance. The materials in secondary schools build on the primary SEAL initiative.

- 2.10 Warwickshire Healthy Schools sits within the School Performance Team of the Children Young People and Families Directorate and provides a framework for schools to measure their achievement of a whole school approach to four core themes, including emotional well being and health.

Approximately 130 Warwickshire schools are working towards the national criteria launched in September 2005. This is a joint DfES and DoH initiative. Support is available in the form of training, resources and an on line audit tool.

- 2.11 A wide range of professional development courses are provided for staff in schools and other establishments. They are organised on either a county-wide basis or for individual schools.

- A pilot group of teachers and teaching assistants have been following a self study course - 'National Programme For Specialist Leaders of Behaviour and Attendance'. This leads to a level 3/4 GNVQ.
- 2.12 Warwickshire has four secondary and two primary Area Behaviour Management Panels which, chaired by head teachers, were designed to develop strategies for managing pupils with challenging behaviour including by referral to the PRU.
- 2.13 Placement Identification Meetings (PIM) are held monthly with input from ASRS, EP service and other professionals to discuss issues relating to placements of children with statements whose primary need is SEBD. These meetings contribute to good practice and the support framework for children with behavioural problems across the county.
- 2.14 Warwickshire has responded to the nationally recognised need to address bullying in schools by appointing a full-time anti-bullying co-ordinator.
- 2.15 LABSS staff already co ordinate a support network of staff from existing Learning Support Units to share good practice and resources. In addition LABSS provide training and the skills and resources needed to support schools in establishing Learning Support Units.
- 2.16 The Early Years Foundation Stage (EYFS) guidance is particularly important for vulnerable children. It promotes an active play-based curriculum where children have the time, space and opportunities to learn how to manage their own emotions and develop the necessary skills to become a learner. Support and intervention at this early stage can prevent the need for more radical intervention at a later date.

3 Key issues

Too Many Exclusions

- 3.1 Exclusion rates from all phases of schools in Warwickshire remain high. Efforts are made to reintegrate such pupils within one term but this often proves difficult because of the reluctance of some head teachers to admit them. Most permanently excluded pupils are provided with education packages in the Pupil Reintegration Unit. However the number of pupils for whom the Pupil Reintegration Unit is responsible has grown incrementally for the last three years. Last academic year the numbers of permanently excluded pupils rose by 60%. As a result the Local Authority is not currently meeting its statutory responsibility to provide full-time education for such children. This is despite a significant increase in financial support to the Pupil Reintegration Unit year on year.
- 3.2 To help reduce exclusions in schools where rates are presently disproportionately high.

Improving Provision in Schools

- 3.3 The development of all staff in some schools to enable them to meet the demands of challenging behaviour from pupils.
- 3.4 Building capacity within individual schools to promote a range of strategies that promote inclusion.
- 3.5 Improving provision for vulnerable children
- 3.6 Enabling LSUs or similar to be effective within the school system so that they increase inclusion.
- 3.7 Co-ordination of the support offered to schools at School Action Plus.
- 3.8 The static population in the Pupil Reintegration Unit.

Improving Co-ordination of External Support

- 3.9 The need for timely access to Children and Adolescent Mental Health Services for children with mental health issues.
- 3.10 A need to improve co-ordination of multi-agency support/intervention to meet individual schools' need determined in partnership with the school.
- 3.11 Inadequate outcomes for children who are looked after.
- 3.12 A need to co ordinate multi-agency support for parents
- 3.13 There is a need to review of the financial recharge scheme payable when pupils are permanently excluded in line with recent government guidance.

Insufficient Capacity in Special School Places

- 3.14 Insufficient capacity for children requiring special school for BESD (including girls).
- 3.15 Despite best efforts, River House School struggles to provide for some children who have complex needs. The Pupil Reintegration Unit is therefore, often forced to admit pupils with complex and severe emotional and behaviour difficulties because of the lack of capacity in our BESD special school provision. On average there are 33 children in the PRU who should be placed in BESD special school.

4 Recommendations

- 4.1 It is recommended that in order to address the issues outlined above the following proposals be adopted:

Strengthen Provision in Early Years

- 4.2 Early years team with the educational psychology service will provide comprehensive support to pre-school providers to develop consistent behaviour management.

Strengthen further the work of Nurture Groups

- 4.3 Similarly Key Stage 1 nurture groups should be made available in the most deprived super output areas in Warwickshire. A steering group with representation from LABSS, EP service, head teachers and the National Advisory Body for Nurture Groups exists. Subject to funding, from September 2007 Nurture Groups will be supported initially in 4 schools and then phased in over a further two years with nurture groups being supported in 12 schools which fall within the most deprived super output areas. Funding will be made available to schools to cover the cost of 2 x Level 2 TAs for 10 hours per week, plus costs for training and support from LABSS and EP service.
- 4.4 Nurture groups would be enhanced by the development of parenting programmes designed to support parents in offering structure and order to their children's lives. A comprehensive programme for all ages will be available coordinated and commissioned through the authority's Families and Community Division by the Assistant Head of Service Supporting Parents and Families.

Widen the range of services provided by the Invest to Save scheme

- 4.5 Invest to Save Schemes should be pursued to provide a wider range of provision so as to establish a continuum and to prevent costly out of county placements. This could include local provision of Learning Support Units in those Secondary Schools who wish to develop them. These will be designed to prevent permanent exclusion from school and to provide supported reintegration when pupils are excluded.
- 4.6 Schools who are funded to have such a unit will be expected to manage the majority of their pupils without permanent exclusion. The local authority will provide a maximum of 80% of the following costs:

2 x Teaching Assistants at Level 3 (scp 28)	£43,762
0.5 Clerical Support (scp 13)	£ 6,932
Senior Manager (Assistant Head Teacher or equivalent for ½ day)	£ 5,590

- 4.7 These costs will be met on the basis that LSU provision in the school has an appropriate, planned model, is fully evaluated and can demonstrate that it enables the school to reduce exclusions.
- 4.8 As with the existing Learning Support Units the ethos of the Behaviour Support Units should be centred on provision of a structured programme to address individual children's needs ensuring access to the national curriculum.

Establish a new EBSD school in the north of the county

- 4.9 Further development of a private/public partnership to establish a new EBSD Special School in the north of the county on the old Griff site. This school would eventually become an all age, co-educational school offering full national curriculum. The choice of provider will be subject to an appropriate commissioning, procurement and contracting process within relevant legislation.

The LA to develop a comprehensive training programme for schools related to improving behaviour management

- 4.10 In order to ensure consistency of approach and to establish minimum standards of behaviour in secondary schools all secondary schools will have access to approved behaviour and discipline training, for example Team Teach training, funded by the Local Authority. This would be offered on a rolling programme, beginning with the highest excluding schools.
- 4.11 The 'National Programme for Specialist Leaders of Behaviour and Attendance' will be further developed and coordinated through LABSS with input from CAMHS, Educational Psychology Service and PRU. Training will be delivered to a further two groups of teachers and teaching assistants. This initiative will develop a new professional group skilled in dealing with challenging behaviour.

The LA to provide additional resources for pupils with Statements of Special Educational Need for EBSD

- 4.12 The Local Authority to make provision in the Statements of pupils with behaviour difficulties for schools to purchase support from an approved skilled, qualified provider.

Improve the way some schools manage exclusions

- 4.13 Area behaviour panels will be reconfigured to enable headteachers to have greater influence and decision-making. The panel will have all headteachers from the area, including special schools (or a person authorised to make decisions for the headteacher) and a maximum of five others. It is suggested that this should be the Area Education Officer, Area Senior Educational Psychologist, Head of the PRU, Area Senior for LABSS, the Area Manager for Social Care (Children in Need Division), Area ASRS Officer in respect of statemented children, the Exclusions Officer and in due course other agencies.
- 4.14 The area panels will take a strategic focus to look at patterns and trends of exclusion in that area. They will have £20,000 allocated to them in the first year to use flexibly to support children at risk of exclusion or who are transferring to another school through the managed move process. This money will be allocated by Headteachers only and agreed by the panel.
- 4.15 Protocols will be agreed for schools to take excluded pupils fairly.

- 4.16 Arrangements will be made at River House School to take all permanently excluded children with Statements whose prime need has been identified as EBSD and who require a special school placement. Pupils will be supported via outreach packages if there are insufficient places in the main body at the school. This will prevent them being placed in the PRU and the PRU becoming congested with children awaiting specialist placements.
- 4.17 The systems for recouping and using money in schools, which permanently exclude pupils, should be reviewed in the light of new Government guidance.
- 4.18 Managed Moves will be used as alternatives to permanent exclusion. However, managed moves will only be used as a “last resort” and only for those pupils for whom a “fresh start” can be a constructive alternative and where there is a good chance of success. Pupils will be given a ten-week trial period in the new school before the headteacher of the receiving school will take them on roll. During this period a full assessment of their needs will be undertaken. This will help in designing the support package for the pupils.
- 4.19 High excluding schools (top quartile for permanent exclusions) will be supported by a multi-agency task force for one term with the aim of reducing dependency on permanent exclusions.
- 4.20 Systems will be developed to support vulnerable children eg Looked After Children, with a view to preventing exclusions wherever possible.

Improve the coordination of LA support services

- 4.21 Support services for school will be co-ordinated via an area based single point of contact. A lead professional would be identified who will allow schools to access a wide range of provision without having to navigate the plethora of referral/intervention systems. It is suggested that this should be based on the Enhanced Support Services model. (At present a pilot in Rugby.) The purpose of the Enhanced Support Services will be to intervene early where risks are identified that are known to have a negative impact on achieving the Every Child Matters five outcomes.
- 4.22 Services which could be accessed through the single point of contact might include:
- Youth Service support to children in schools.
 - Services for children with mental health difficulties
 - Link social worker for children with SEBD
 - Education Social Work Service
 - Educational Psychologists
 - LABSS
 - Integrated Disability Service
 - CAMHS
 - Pupil Reintegration Unit

4.23 The focus of this service will be on addressing the following emerging risks:

- Children at risk from family breakdown and parenting issues
- Children experiencing difficulties at school in relation to learning and behaviour
- Low attendance and poor social bonding in school
- Children and young people showing signs of antisocial behaviour
- Factors negatively affecting physical and mental health development

4.24 Key to this will be building protective factors in individuals, families, schools and communities.

The Pupil Reintegration Unit to reintegrate more pupils into mainstream schools

4.25 The PRU will continue to develop the revolving door philosophy. This requires all pupils who may benefit from a mainstream school place to be returned to school as soon as possible. No child will spend more than two terms in the PRU. The PRU staff will provide support to the receiving school for a ten-week period (Managed Moves). Those children educated in the PRU who require more specialist support will be moved as quickly as possible to a special school placement. These children will not be suggested for reintegration to mainstream schools.

4.26 All returning pupils will be discussed at the Area Behaviour Panels prior to re-entry.

4.27 Set targets for integrating permanently excluded pupils back into mainstream school in collaboration with the PRU and mainstream heads.

Provide more support for schools where behaviour management is a particular concern

4.28 Pastoral Support Programmes (PSPs) must be used by all schools that experience long-term behaviour difficulties with some pupils. These programmes should be designed to bring the thoughts, feelings and aspirations of all intended parties together in a constructive partnership for the future. A suggested model is available in the Warwickshire Reference File for Special Needs and Inclusion (p.742 to768). The PSP is expected to run for a minimum of two terms and focus on positive outcomes for all.

4.29 Develop the use of “crisis conferences” enabling schools to access multi professional consultation where a pupil is at immediate risk of permanent exclusion. This will be chaired by the Senior Educational Psychologist, or other suitably qualified professional and include all interested parties: head teacher or representative, Senior EP, SENCO or Pastoral Support, ESW, Social Worker etc, but essentially the school, parents/carers and the pupil. This Crisis Conference will plan the way forward.