

Cabinet

Addendum

Date: Thursday, 17 October 2019

Time: 1.45 pm

Venue: Committee Room 2, Shire Hall

Items on the agenda: -

4. An Alternative Model for Primary Aged Children at Risk of Permanent Exclusion 3 - 14

It is proposed that Warwickshire adopts a new approach to preventing permanent exclusions in the primary phase. This report sets out the new model and requests Cabinet approval to it.

Cabinet Portfolio Holder: Councillor Colin Hayfield.

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Background Paper 1: Link Provisions Options Appraisal

Option 1: Close both Links

Advantages and benefits of closure	Disadvantages and Risks
<p>The Council is now focused on other strategic models to address the levels of exclusion through the new Education Entitlement Team (EET) and there is an expectation that the primary and secondary models should be more closely aligned. Closure of the Links would release funding to support this work Countywide, rather than just in Nuneaton & Bedworth. The Links do not currently provide support to permanently excluded primary pupils.</p>	<p>This model may appear comparatively expensive, but this model does demonstrate positive impact on those learners who have accessed it. The majority return to their home schools without facing exclusion. Removal of this intervention may result in an increase in primary exclusions in Nuneaton & Bedworth.</p>
<p>The location of the Links means that it can only feasibly support pupils in Nuneaton & Bedworth, with no options for similar support across the East and South of the County. This is inequitable; we need a Countywide strategy.</p>	<p>The model is popular with schools who have accessed it and they have provided positive feedback about the support provided by the Link.</p>
<p>Academisation of Stockingford Primary would require the boundaries to be redrawn to allow the Link to retain its current location; the new Academy may not be amenable to providing caretaking, telephone, internet, alarm systems and school dinners from September. If the Link were to become a standalone entity there is a risk that these</p>	<p>This would require redundancy for 2 Lead Teachers and 4 Specialist Teaching Assistants, with associated processes and costs</p>

<p>arrangements may incur increased costs. Closure of the Links would overcome these risks.</p>	
<p>The Links support a maximum of 8 pupils per Link at any one time and were often not at full capacity making it relatively expensive.</p>	
<p>Arguably the Local Authority should not be directly involved in providing educational services as this is the role of schools. Keeping the Link is not in keeping with the LA's strategic focus of advisory support and capacity building, diverting resources away from this focus.</p>	
<p>Current staffing is the minimum requirement; any absence is covered by Specialist Teaching Service staff. With the reductions in STS staffing, any absences post September would have to be covered via an agency, which is expensive and may not always be available at very short notice. Teacher absences are particularly difficult to cover due to the skills and experience needed.</p>	

Option 2: Retain the Wheelwright Lane Link

Advantages and benefits of retaining one Link	Disadvantages and Risks
<p>The Link has been successful with pupils who have attended and is well thought of by schools who have worked with it</p>	<p>Although the model is popular with schools in the area, the location of the Link at the boundary of Warwickshire and Coventry means that a relatively small number of learners and schools benefit from as it is difficult for some pupils to be able to access the support due to the distance they would be required to travel</p>
<p>Academisation of Stockingford Primary would require the boundaries to be redrawn to allow the Link to retain its current location; the new Academy may not be amenable to providing caretaking, telephone, internet, alarm systems and school dinners from September. If the Link were to become a standalone entity there is a risk that these arrangements may incur increased costs. Closure of the Stockingford Link would overcome these risks.</p>	<p>Retaining the Wheelwright Lane Link would mean that funding would not be freed up for the Primary Exclusion Strategy. In the SEND & Inclusion Savings plan, it was identified that there was enough funding for 1 Link and that primary schools would be asked to fund the other Link.</p> <p>If Wheelwright Lane were to be retained it would use this funding.</p> <p>Currently primary schools have not made a final decision to fund the Link facilities</p>
	<p>This would require redundancy for 1 Lead Teachers and 2 Specialist Teaching Assistants, with associated processes and costs</p>

Option 3: Do nothing and retain both Links

Advantages and benefits of retaining both Links	Disadvantages and Risks
<p>This model may appear comparatively expensive, but this model does demonstrate positive impact on those learners who have accessed it. The majority return to their home schools without facing exclusion.</p>	<p>A disproportionate amount of resource - £241,000 – is tied up in the Nuneaton and Bedworth area, whereas this could be better utilised to support the overall strategy of earlier intervention and supporting learners who have been permanently excluded Countywide.</p>
<p>With 2 Links there is scope to ensure that the cohort of pupils in each Link is best suited to ensure success for the pupils.</p>	<p>Although the model is popular with schools in the area, a relatively small number of learners and schools benefit from it.</p> <p>The location of the Links means that it is difficult for some pupils to be able to access the support due to the distance they would be required to travel.</p>
	<p>In the SEND & Inclusion Savings plan, it was identified that there was enough funding for 1 Link and that primary schools would be asked to fund the other Link.</p> <p>Although primary headteachers in Nuneaton and Bedworth were consulted, as yet there has been no decision by the primary schools over whether to fund the Link facilities.</p>
	<p>Retaining both Links would bring potential additional costs when</p>

	<p>staff absence occurs in order to retain minimum staffing levels. Current staffing is the minimum requirement; any absence is covered by Specialist Teaching Service staff. With the reductions in STS staffing, any absences post September would have to be covered via an agency, which is expensive and may not always be available at very short notice. This is particularly true if there is a teacher absence as any replacement would need to be skilled in supporting children with SEMH.</p>
	<p>Retaining both Links would not sit well with the LA's strategic focus of advisory support and capacity building, diverting resources away from this focus and would leave an inequality of support available across the county.</p>

Background Paper 2: Business Case for new model for preventing primary exclusions

(Separate pdf)

EET Business Case, Background Paper 2

Programme:	Warwickshire Education Strategy	Project:	EET :EYFS /Primary Exclusions and transitions
Author:	Marie Rooney and Sarah Dalli	Date:	6th March 2019
Version:	1.1	Sensitivity:	Not protectively marked

1 Purpose of Report

The purpose of this report to request additional funding to support provision for primary exclusions and transitions from EYFS to primary stage and primary stage to secondary stage.

2 Executive Summary

The Options Appraisal - Future Vision & Structure for Warwickshire's Specialist Teaching Service proposes to transfer responsibility and accountability for primary exclusions to the Education Entitlement Team with identified funding of £100K and for the current STS education provision for primary children to end July 2019.

Currently there are discussions with Nuneaton & Bedworth consortia head teachers to establish their future viability and function of the two Link centres. This is currently not a countywide resource.

Following the closure of the primary PRUs in 2012, the historic devolved budget was £400K to meet the demand as identified at that time.

The demand has risen exponentially over the past six years. This has led to an increasing number of primary children without a suitable school/educational setting for a significant amount of time. The function of STS moved from prevention of to provision for permanently excluded primary children.

WE2 outlines 'The wellbeing of learner's currently missing education will improve as will their educational outcomes. By Sept 2019, all children and all children/ young people of school age will have a suitable educational placement, and will be enjoying their learning. We will support children and young people who find conventional schooling difficult, so they can still achieve their potential.'

To achieve this, it is imperative that there is appropriate funding to not only meet current demand but to form part of demand management, by putting in place preventative measures to reduce the rise in permanent exclusions through all key stages. This will include a forward plan to support smooth and safe transition into each key stage of a vulnerable child's education.

The current secondary strategy successfully implemented from September 2018 has resulted in a reduction of permanent exclusions. The key elements of the strategy are:

- Realignment of the Fair Access Protocol (FAP).
- Introduction of a Managed Move Protocol.
- Alternative Provision (AP) framework improving the quality of the current provision.
- Submission of an AP Free school bid.
- Improved multi-agency partnership through the administration of FAP and multi-agency approach via the ABP lead groups.
- Agreed funding consultation on how place funding will be devolved from Area Behaviour Partnership (ABP) funding and commitment from schools to commission the top up (plus funding).

These outcomes have been achieved by greater collaboration, collective accountability across schools and partners and more efficient use of financial resources. The use of ABP devolved funding to build capacity within schools also allows time for schools to draft 3 year financial plans to eventually take on the full financial commitment.

To now reflect the same success in the primary sector the primary strategy needs to prioritise the same outcomes. Developments to date:

- Primary ABP Steering group developing a managed move protocol and are discussing future alternative provision models.
- 6 Primary alternative provision model Pathfinders have been established across the county and being rolled out this Autumn term. These are consortia based significant adults to support identified (Tier 2) vulnerable children including permanently excluded children. The children for these pathways are identified via the FAP & Assessment Gateway panel.
- FAP and assessment gateway being established. It is the aim to implement a joined up and consistent approach across the key stages. This will provide an overview of the children in the system who are at risk of not having their education entitlement and ensure a co-ordinated multi-agency approach which meets the needs of the child and is cost effective.
- Scoping discussions on how schools will develop a similar financial model to the secondary schools, placing primary schools in a position to commission any developed Alternative Provision.

Currently there is no approved primary Alternative Provision in Warwickshire. Therefore there is a clear gap in Alternative Provision for 5 to 11 year olds who need a targeted Tier 2 response to maintain their school/setting placement. There is no capacity to link up all strategies to ensure smooth transition from EYFS to primary stage and primary stage to secondary stage.

There is significant concern that the proposed funding allocation will not allow statutory duty to be met.

The use of the Warwickshire “W” Code will allow monitoring of these previously untracked children to ensure celebration of achievement, identification of real cost of inclusion and return on investment.

3 Reasons

- To meet the statutory function of providing appropriate education provision for primary permanently excluded pupils.
- To develop quality primary Tier 2 alternative provision that meets the needs of the children and prevents children being escalated unnecessarily to Tier 3 specialist provision. In line with SEND & Inclusion Strategy.
- To provide continuity of process and partnership working across the key stages, Tiers and agencies.
- To pool resources at a time where individual budgets are being cut.
- Identify duplication of effort whilst building on partnership collective accountability
- To reduce the number of primary permanent exclusions.
- To increase focus on preventative work and maintaining placements.

4 Business Options

1. **To do nothing.** We will not be meeting our statutory function for primary pupils.

2. **Engage with primary schools and special schools to commission**

14 cross county places for permanently excluded children: These will be time-limited (one term), with a focus on nurturing restorative intervention to inform identification of next setting (mainstream or special) via the assessment/FAP Gateway. The commission will include transport, support for transition into the identified next setting, appointment of IDS Pre school Child Care Coordinator to support Key Stage transition, in addition to identification and tracking of “W” coded children.

3. **AP Free school.**

With options 2 or 3 the appropriate funding is required to allow the LA to either place purchase and/or provide plus funding for schools.

5 Expected Benefits

- Reduction in permanent exclusions.

- Quality Alternative Provision or intervention with positive outcomes that complement the SEND & Inclusion Strategy.
- Supported and informed managed moves to improve likelihood of success.
- Potential for prevention / early intervention to maintain Tier 1 placement in the local community.
- Early identification of need informing effective provision planning across all phases and stakeholders.
- Joint commissioning of projects to ensure the right expertise are involved.
- Better use of shared resources including pooling of resources/funds to create better outcomes for our children and young people.
- To bring together a panel of expertise to provide schools and settings with the right support and guidance to manage situations at each tier and assess where there may be gaps or duplication in services.
- Return on investment.

6 Expected Dis-Benefits

Closure of Links might affect partnership working with schools in 2 consortia in Nuneaton & Bedworth. This is at a time of a strategy being developed in Nuneaton & Bedworth to improve outcomes for children and young people.

7 Timescales

Funding to be in place from April 2019 in order to have statutory provision in place by July/September 2019.

8 Costs

Option 2:

- 14 FTE places established in settings across the county (schools to provide transport). If placement not used for permanent excluded child funding may be used to support outreach. £25K per place. Total £350K.
- Integrated Disability Service (IDS pre-school) Rising 3 - Child Care Co-ordinator- £35K
- Administrative support to facilitate FAP/Assessment Gateway , tracking of placements county wide and retrieving perm ex AWPU from schools who permanently exclude.- £35K

Total cost per annum for 3 years: £420K

Option 3:

- 40 FTE places

Total cost per annum for 3 years: £400K

9 Investment Appraisal

Option 2 would be the most cost effective and support the development of the preferred school to school support model and capacity building in schools. This will allow the tracking and monitoring of W coded children and support the wider Warwickshire strategies including Warwickshire Education Strategy.

10 Major Risks and mitigations

- Schools do not function in partnerships
- AP s/placements are filled with no clear exits for pupils

To mitigate against these risks the following are in place:

- FAP/Assessment Gateway
- Ethical leadership
- Tracking & celebration of W Code children

11 Document Information

11.1 Approvals

This document requires the following approvals.

Approved documents will be rendered Read Only and any changes saved in further versions of the document.

Document Date of Issue	Document Version	Name / Group for Approval	Approval Date	Actual / Inferred*	Exec. Approval Date
	1.0				

* Approval implied by not responding

11.2 Revision History

Name	Revision Date	Summary of Changes	Version
		Completed business case	1.1

11.3 Document Metadata

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