

Reorganisation of the Provision of pupils who receive their education otherwise than at school.

The document has regard to:

Evaluation of Education Provision for Children and Young People Educated Outside the School Setting (Welsh Government June 2013) with particular reference to the recommendation for Local Authorities to- 'reduce exclusion from schools, focus on building the capacity, skills and confidence of staff in mainstream schools using for example, restorative practices, to improve relationships and behaviour in schools.'

The '**Review of Inclusion in Neath Port Talbot 2014**' has been received and approved by Cabinet Board in March 2014 and the subsequent Action Plan received and approved in October 2014.

Education other than at school: a good practice guide (Estyn June 2015)

1. Purpose of Report

This report addresses the recommendations of the Inclusion Review and sets out the Local Authority strategic approach to wellbeing and behaviour provision.

It sets out how the authority plans to consult with trade unions and staff in order to take views on the reorganisation of the services that deliver education to pupils educated outside the school setting.

2. Background Information - the need for change

The Review of Inclusion in Neath Port Talbot undertaken by the authority in 2014 identified the strengths and challenges relating to education support and provision for children with additional learning needs in NPT and presented options for its further development.

It considered:

- How effective inclusion is in local schools
- If the current arrangements for education support at school and LA level match need and are effectively co-ordinated for maximum impact, and
- Whether monitoring arrangements focus sufficiently on outcomes

The Report concluded:

- There are too many children receiving home education provided by the Local Authority at considerable expense on tuition and transport with too little emphasis on outcomes or reintegration into mainstream school.
- There is a confused patchwork of provision at KS3 and KS4 with insecure funding arrangements.

The Inclusion Review notes the unacceptably high number of pupils receiving education other than at school, 92 in 2014-15, the high levels of exclusion from school, which is a contributory factor to the EOTAS numbers and the high levels of pupil absence. In 2014-15 (as at June 31st 2015) there were 590 instances of fixed term exclusions involving 362 pupils with a total loss of 1306 days. There were 11 instances of permanent exclusion. Attendance in the secondary sector remained at 93.6% in 2014-15, which when compared with other authorities across Wales represents a deteriorating picture.

Following the Inclusion Review the authority commissioned a comprehensive review of the current arrangements for pupils educated outside of the school setting. The authority proposes a new continuum of support for behaviour and wellbeing which includes additional provision in the form of a revised behaviour pathway. The priority is to establish a consistent approach in all schools to improve support for all aspects of wellbeing and behaviour in order to reduce the number and length of exclusions.

Following the recommendations of the Inclusion Review an Action Plan was developed which included the following key actions:

1. Establish consistent behaviour / restorative practice approach in all schools
2. Establish clear continuum of support for behaviour management and provision for pupils with SEBD at each key stage to reduce exclusion and reliance on home education
3. Launch of LA Behaviour Continuum
4. Establish KS3/4 inclusion centres in each secondary school
5. Reconfigure ENGAGE and secure stable funding bringing ENGAGE and EOTAS under one management structure

3. Case for change

The Key Principles for change are:

- Ensuring all children and young people have access to appropriate high quality learning opportunities within their mainstream setting.
- Schools and the LA working in partnership to focus on prevention and early intervention in order to meet the needs of vulnerable children and young people and to ensure the best possible outcomes.
- An emphasis on listening to the views of children and young people, in partnership with their parents to promote wellbeing.

- Inclusion for all pupils with additional learning needs and those with protected characteristics as identified in the Equality Act 2010.

3.1 Current Position

In Neath Port Talbot the EOTAS service comprises two main aspects, the Home Education Service and the Engage programme. In addition to this a small number of pupils are educated at Key Stage 3 Inclusion Centres.

Home Education Service

The Authority's School and Family Support Team provides education for a number of pupils:

- who do not attend school because they have medical needs which impede their attendance at school
- who have been excluded from school.
- who have special education needs and have been referred to the service by SEN Panel
- with mental health conditions that prevent school attendance
- who are pregnant or have given birth

Access to the Home Education Service is via a panel consisting of head teachers and officers of the authority, the panel considers each application against set criteria.

Manager, Education Outside the School Setting co-ordinates the education of these pupils. Education takes place in the child or young person's home or at a designated and approved centre, either individually or in a group situation. It may be provided by the School and Family Support Team or another approved provider such as Engage. For a few pupils this form of education is usually regarded as a short-term measure with the aim of returning pupils to school or other suitable provision as soon as is possible.

In 2014-15 the service delivered to a maximum of 92 pupils at any one time, the table below gives a breakdown of reason for referral and the year group of the pupil.

Total number of pupils on EOTAS – 92	Medical	Refuser***	Perm Ex	Avoid perm ex	SEN 1*	Not on roll	SEN 2**	Pregnancy	Other****	Movers into NPT
Total number	8	23	10	11	3	5	6	1	17	8
Year Group										

Yr. 1 – Yr6	2	1	0	0	1	0	0	0	0	0
Yr. 7	2	0	0	0	2	0	0	0	0	0
Yr. 8	2	3	1	0	0	0	1	0	2	0
Yr. 9	2	3	1	4	0	0	1	0	1	0
Yr. 10	1 (also SEN 2)	4	2	3	0	0	3	1	0	2
Yr. 11	0	12	6	4	0	5	1	0	14	6

* SEN1: awaiting placement by LA

**SEN2: pupils placed by SEN panel not awaiting placement

***Refuser: pupils who refuse to attend school due to a variety of reasons including those that receive support from CAMHS

****Other: pupils whose attendance at school places them at risk of permanent exclusion

Engage

Engage was established in order to raise aspirations, improve participation rates in education, training and employment, address social and educational exclusion and improve and extend provision for young people aged 14 – 16. Engage works to engage, re-engage, motivate and inspire young people through a series of innovative activities. It targets and supports young people who are currently within the education system but who are either/or:

- At risk of social and educational marginalisation
- Are currently under achieving against expected performance
- Are either on the verge of exclusion or have previously been on fixed term or permanent exclusion or have 70% or less school attendance
- Have basic skills levels of 18 months or more behind the average for their age
- Would gain long term benefit from alternative curriculum activities.

In 2014-15 the provision educated 17 pupils and was delivered in 2 centres, Taibach and Creunant.

Key Stage 3 Inclusion Centres

Key Stage 3 Inclusion Centres were established to ensure that pupils are placed within a mainstream setting and are able to benefit from all the wider provision that a

school is able to offer, rather than educate them in an out of school Pupil Referral Unit. Protocols have been developed to ensure that pupils retain contact with their 'home' school and all placements are predicated by the principle of securing a return to the pupil's 'home' school. This way of working will ensure a more dynamic approach to supporting pupils' behaviour.

At present the authority has facilitated four Inclusion Centres, three cater for pupils at KS3 across the LA and one caters for pupils within the catchment area, which includes Key stage 2 pupils.

Inclusion Centres are successful both in terms of their academic, social and emotional development when the school is able to re-integrate the pupils into lessons, this enables the pupils to feel supported by the facility whilst simultaneously feeling part of the school. Regular identification of pupils who may benefit from the support and being pro-active in providing a flexible approach to their educational provision is a key element to this success. Provision may range from pupils spending all their lessons in the Inclusion Centre for a limited period of time or being taught specific lessons in which the pupil is experiencing difficulties. The aim is to re-integrate the pupils wherever possible in order that the pupils do not feel stigmatised but supported in their development in their own school"

3.2 Outcomes

Home Education Service

Pupils are entered for GCSE both through their substantial school and EOTAS, pupils who are not entered for GCSE English and Maths follow an entry level curriculum which equates to GCSE D-G grades.

In 2014 27 pupils sat a total of 99 exams

16 achieved some or all exams A* - C

3 achieved 5A* - C which would equate to the level 2 threshold.

In 2015 there were 48 Year 11 pupils of whom 29 sat a total of 62 exams

4 sat Entry Level,

3 who attended Engage were not entered for examinations.

6 achieved some or all exams A* - C

Reintegration to base school

Reintegration to their substantive mainstream school is a key aim within the home education service. In 2014 -15 the reintegration rates were as follows:

- Pupils referred for short term medical reasons: 10
- School refusers: 1
- Returning from a period of pregnancy: 1
- Pupils with behavioural issues: 0

There is a lack of success in reintegrating pupils in the current system of home education for both school refusers and those with behavioural problems.

Engage outcomes

The current configuration for Engage does not provide an education for pupils who are working at GCSE level A* - C and only delivers two subjects, Maths and English.

In 2013 -14. Of the 25 young people, 11 were at Year 11, 6 pupils achieved Level 1 threshold, which is equivalent to 5 GCSE's Grades D-G.

2014 – 15. Of the 17 pupils 9 achieved the Level 1 threshold, two left the provision prior to the assessment period and a further 2 were not able to achieve Level 1 threshold.

4. What do schools say?

- The Inclusion Review sought the views of schools on the current provision. Feedback emphasised that the support and provision for children with behavioural difficulties was not effective, head teachers stated that:
 - *“A programme on behaviour management is urgently needed to improve behaviour and avoid exclusions”*
 - *“The LA needs a strategic plan to tackle what is becoming an ever more challenging aspect of school life.”*
 - there is a lack of *“Scope for a whole cluster behaviour policy and practice that incorporates the best strategies used in our schools”;*
 - *“similar strategies used across the county”.*
 - *There is no consistent, overall LA approach to positive behaviour management; schools have developed or adopted their own approaches to meet their own needs, with varying degrees of success and confidence*
 - *High quality training provided or commissioned by the LA is vital,*

5. What do pupils say?

The Inclusion Review gave the following key messages from learners:

- They want support available when it is needed but they don't like support staff hovering over them or watching them work
- They want to be taught interesting, engaging and challenging lessons in clean, warm, well maintained buildings
- They want more independence when they are in schools, travelling to schools and socially; they like being taught how to exercise responsibility

Pupils who attended Engage expressed disappointment regarding the lack of academic qualifications/opportunities they had access to and also the variety of subject choices available to them. They enjoyed the small group provision in which they felt safe and valued. They acknowledged that they hadn't coped within the school environment, large classes and amount of subjects. They accepted that their strengths were kinaesthetic and were frustrated that whilst at the provision they hadn't been taught in the way they learn. They resented spending all day in 1 classroom. The pupils stated that they enjoyed 'doing' rather than sitting and having to listen in class - too boring - 'do each other's heads in.' Some were disappointed they would have max 2 GCSEs and were having to accept a College Course at a lower level than they were capable of. They felt that the lack of subjects and opportunities had a negative effect on their learning and wanted a greater variety of lessons

Some felt that as they hadn't shown improvement they felt excluded by not being entered for English and Maths GCSE. They were upset and felt undervalued about this. One young person claimed that she felt she 'had lost all those years.'

6. What does Estyn Say?

Estyn- 'Education other than at school: a good practice survey' (June 2015) made the following recommendations for schools and local authorities:

Local authorities and schools should:

- R1 have a locally agreed strategy to support all vulnerable pupils so that they remain in full-time education
- R2 Identify pupils who are at risk of disengagement early and put in place appropriate, timely interventions
- R3 work together to increase the range of learning options and experiences available to EOTAS pupils

Local authorities should:

- R4 ensure that all stakeholders have a clear understanding of the role of PRUs and other forms of EOTAS within a continuum of provision, and that these provisions have clear entry and exit criteria
- R5 appoint PRU staff who have appropriate experience and expertise in leadership, teaching and learning as well as behaviour management

- R6 ensure that all PRU staff have access to the same training and development opportunities as staff in mainstream schools
- R7 work with regional consortia to provide robust support and challenge for PRU managers and management committees

The proposed reorganisation aims to meet these recommendations within a new continuum of support for all pupils within our school

7. What is the proposal.

The proposal is for a reorganisation of the provision of pupils who receive their education otherwise than at school in order to enhance provision for pupils with Social Emotional and Behavioural Difficulties (SEBD) within the local authority.

All pupils in NPT will be placed on a school roll. Each school will take responsibility for the education of its pupils.

All pupils, including those with health needs and maternity will have their education delivered at, or by the school. It is considered that school are best placed to meet the needs of these pupils, liaise with parents and provide a high standard of appropriate and differentiated work.

It is recognised that there will be a very small number of pupils whose needs are best met outside the mainstream setting e.g.

- Pupils who are awaiting placement following permanent exclusion, once the statutory exclusion process has been completed
- Pupils who have been permanently excluded twice in a two year period and whom the authority is unable to place at school

The proposed model for future delivery will include:

- Implementing the LA behaviour pathway and sharing resources and good practice
- Developing KS3/4 support in each secondary school that delivers an individual learning programme
- The use of Pupil Centred Planning
- To access an out of school provision that meets the needs of the pupil, whilst the school maintains responsibility for the pupil's education
- Where in-school strategies fail:
 - working with other schools to assess whether a managed move may assist the pupil. Schools could manage this process themselves operating within certain parameters, e.g. accepting parental preference is of vital consideration.
 - accessing alternative curriculum providers which may include utilising the expertise offered by the Family Information Service.

Inclusion Support

The LA proposes to establish a Strategic Wellbeing Group to provide a strategic direction for wellbeing and SEBD needs within and across all schools in NPT. The group will comprise of a senior practitioner educational psychologist for wellbeing and behaviour, representatives from schools and other services.

In addition to the 0.8 full time equivalent teacher development officer for SEBD currently in post, the LA propose to recruit 2 x wellbeing leads and 2 x key workers. (Appendix 2)

Head teachers have expressed their concerns about the high level and increasingly complex needs of some of their young people. The LA proposes to recruit suitably experienced staff for the wellbeing leads, with thorough knowledge and practical experience across some of the following areas: mental health, attachment, trauma, sexualised behaviour, therapies, substance misuse, domestic violence.

This service will be school based with weekly, planned sessions in each of the secondary schools, working with staff and pupils.

In addition to this the LA proposes to appoint 2 x key workers. It is proposed that the key workers assist in the transition of pupils returning to mainstream over the course the spring term and continually support them in accessing vocational learning and work experience opportunities.

Training

The LA is currently developing a training menu which will help develop capacity within schools and work with school staff to deploy expertise within their own setting effectively, further develop skills and knowledge and to access staff expertise in other settings and specialist services.

This training programme will also ensure that schools work in partnership with the LA to prepare for the proposed reform of the statutory framework for SEN by involving children and young people, parents and carers in assessment, planning and review and a pupil centred approach to early identification and planning for individual needs.

Transition

It is proposed that transition is planned carefully over the course of the spring term with each individual school, this will allow for a planned and staged transition back to mainstream with the additional support of the senior wellbeing practitioner key workers and wellbeing team.

Additional Specialist Secondary Provision

There is currently one Secondary Education Nurture and Assessment Centre (SENC) based at Ysgol Hendrefelin catering for pupils with high levels of anxiety and school phobia. It is proposed to establish a second SENC to assess the needs of pupils with social, emotional and behavioural difficulties. At these centres pupils will

be able to access a bespoke, highly differentiated curriculum and access to therapeutic interventions.

Overall responsibility will rest with the Head of Transformation, under the overall management of the Co-ordinator for Support for Inclusion.

7.1.1 How will this affect the future?

Reorganising provision will enable us to deliver a pupil centred model and address the recommendations of the Inclusion Review:

- Develop and implement a clear pathway in schools and the LA, setting out a consistent approach to support and provision for children with social and emotional behavioural difficulties at every key stage. (Appendix 3 &4).

This pathway will accommodate the needs of pupils who with effective intervention and support should remain and/or reintegrate successfully into mainstream. A very small number of pupils may not fit into the graduated response of this pathway, for example sudden and acute needs such as mental health, trauma. In these low incidence cases the fast reaction of support services will be essential to support the pupil, parents and school.

7.1.2 What would happen if things stayed the same?

Whilst the maximum numbers of pupils at any one time on Home Education in 2014-15 was 92, the Inclusion Review states that the number of children receiving education provided by the Home Tuition service from 2008/9 – 2013/14 fluctuated from 89 a year to 152 pupils. In 2012/13 the most common reason for receipt of home tuition was “other” – 57 pupils and “refuser” – 45 pupils. The category of “other” is not referenced in the Authority’s EOTAS policy and “refusers” should only be in receipt of home education if supported by a clinical diagnosis. During the course of last year (2012/13) 65% of the pupils on home education had SEN and 50% were in KS4. At the end of the summer term 2013, 60 pupils were in receipt of home education – 24 were “refusers” and 22 were “other”, 7 were awaiting placement, 4 were permanently excluded and 3 were medical. 78% had SEN.

The data shows a high number of pupils on Home Education, this is unsustainable both in the capacity to deliver and the increasing costs.

Unless significant changes are made to the current delivery model there is a risk that demands on EOTAS provision, both placement and financial will rise, whilst outcomes for pupils are generally unsuccessful.

7.1.3 Key benefits of change

The main focus of this consultation document is to propose the development of a new delivery model that outlines a proposed model of continuum of support for pupils at the primary and secondary phase of education. It includes the establishment of a new Senior Well Being post, two Well-being officers, two Key Workers who will deliver ongoing support for the needs identified by the school e.g. attachment, anger management and inappropriate sexualised behaviour, an additional Assessment Unit at secondary level and the development of the inclusion provision at each secondary school. All pupils will be placed on a school roll. It is proposed that the current EOTAS provision will cease. Schools know their pupils best and will assess, plan, deliver and monitor the education that is appropriate to the individual pupil including those with medical needs.

7.2 Who will this affect

As part of the process all employees affected will be supported by the relevant Policies and Procedures including the Managing Change in Partnership Policy. This will involve consultation and access to the Council's 'at risk register' where they have been placed at risk of losing their jobs. Some employees may wish to take Voluntary Redundancy. Throughout the process the Council will be working with the teacher associations/trade unions to secure the employment of staff where possible.

All staff employed within the Home Education Service and Engage will potentially be affected. There are currently 25 staff members within the Home Education Service, one manager, 18 teachers, two of whom are permanent, one unqualified teacher, two learning support tutors, and three teaching assistants. There are five staff member within Engage, a Team Leader; two Youth and Community Workers, both of whom are permanent, two Youth and Community Support Workers both of whom are permanent.

8. Equality Impact Assessment

An equality impact assessment has been carried out and found that there is no adverse effect on any particular group and the process has checks and monitoring in place. Any potential negative impact on any protected characteristic has been evaluated and the adverse effect mitigated.

9. Consultation

Formal statutory consultation on this proposal will be undertaken within the period Friday, October 9th – Monday, November 9th 2015 with Trade Unions, Staff, NAASH, LLAN, Special Schools, School Governors, Parents, Children and Young Peoples Education Board and the Schools Forum.

Consultation will be facilitated via team and one to one meetings where relevant.

Outcome of consultation will be reported to Personnel Committee on November 23rd, 2015.

10. How to Respond

Responses may be made to ***Director of Education Leisure and Lifelong Learning, c/o Huw Roberts, Manager School and Family Support Team.***

Responses can be by:

Email: h.g.roberts@npt.gov.uk

Postal: *Director of Education Leisure and Lifelong Learning, c/o Huw Roberts, Manager School and Family Support Team, NPTCBC., Civic Centre, Port Talbot. SA13 1PJ*

11. Current and Proposed Cost

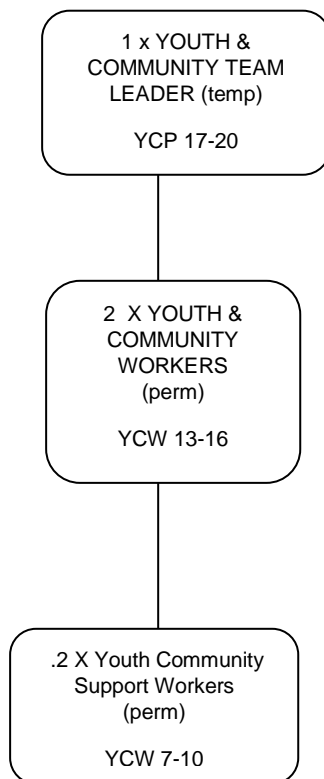
Implementation of the new behaviour continuum:

	£ Budget 2015/16	£ Projected Out-Turn 2015/16	£ Budgets 2016/17
Education Outside of School Setting	411,000	584,000	
Engage	103,000	152,000	
KS3 Inclusion Centres	278,000	278,000	
Transport	150,000	150,000	100,000
Control Total	942,000	1,164,000	
New Senior Well-being Post			Grant funded
2 x Well-being Officers			92,000
2 x Key workers			45,000
Elective home Education Teacher 6hrs per wk.			10,000
Assessment Unit Secondary			150,000
KS3 / KS4 Inclusion Provision			360,000
Total Projected Cost	942,000	1,164,000	757,000

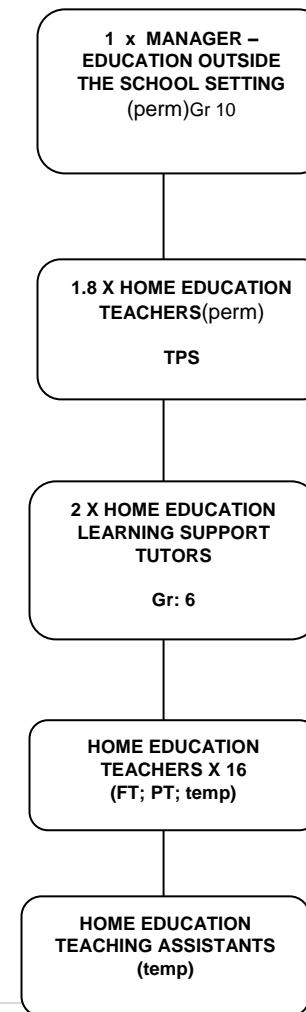
Current Structure of Engage and the Home Education Service

Appendix 1

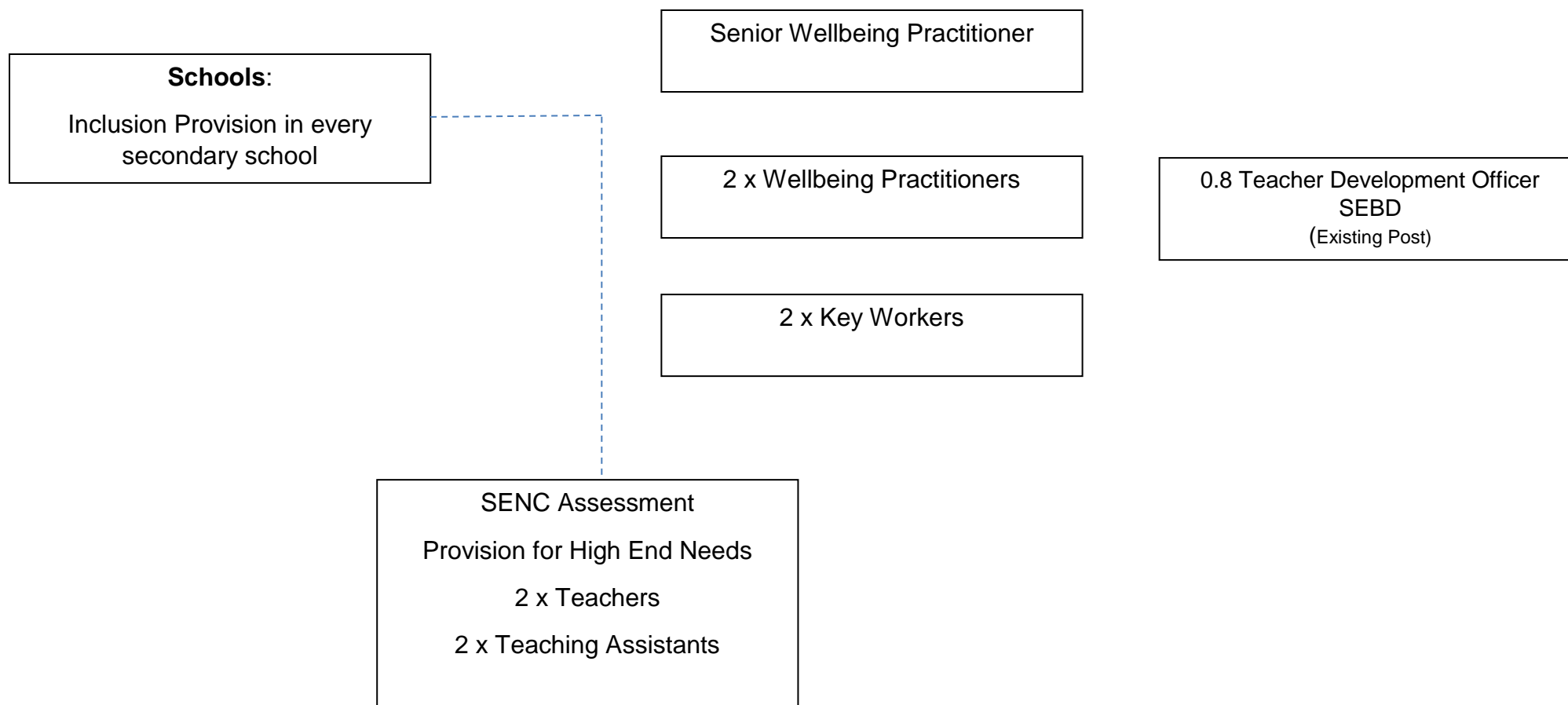
Engage Structure



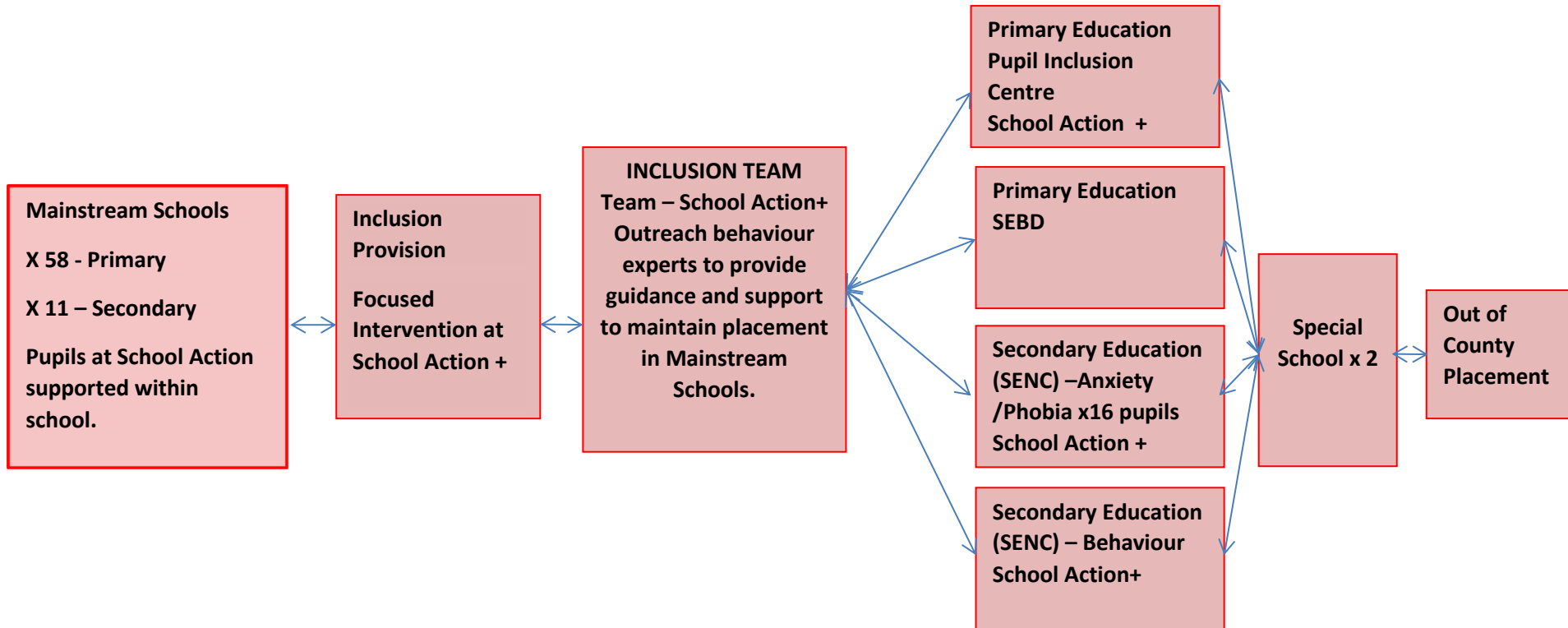
Home Education Service



Proposed Reorganisation of Services for Provision for pupils with SEBD

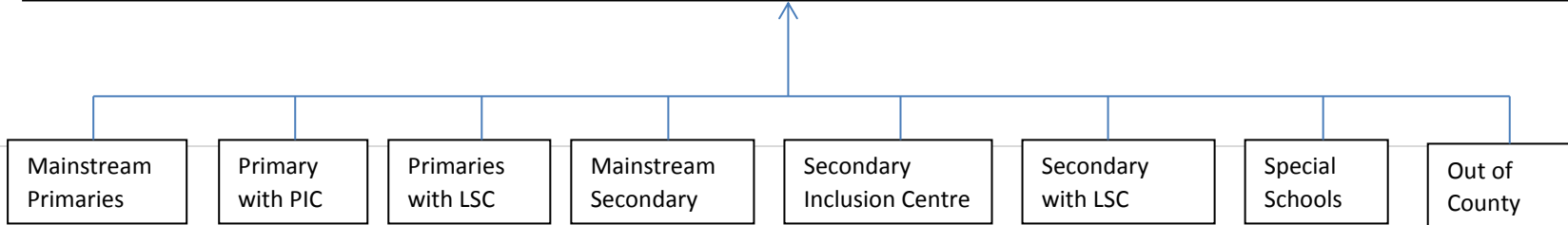


Proposed Continuum of Provision for Social, Emotional and Behavioural Needs in NPT.



Wellbeing and Behaviour Strategic Group

Group to comprise of Senior Practitioner EP and representatives to include Head teachers, special schools, SfL and Senior Wellbeing Practitioner. Group to provide strategic direction for LA approach to wellbeing and behaviour, support to schools and quality assurance of provisions.



Professional Development Programmer ALN
Recognised Support Via LA – School to School Support/Specialist Teacher/INSET Training

School to School managed moves a supportive mechanism to avail permanent exclusion.

A Continuum of Support for Social Emotional and Behavioural Needs in NPT

Universal	Targeted	Specialist	Specialist Plus
<p>Provision for all pupils</p>	<p>Early Intervention</p>	<p>Supporting pupils with high levels of need</p>	<p>Supporting pupils with most complex needs</p>
<p>School reviews and monitors consistency and effectiveness of approach to behaviour management in continuous cycle.</p> <p>All staff are trained in early identification and effective use of a range of behaviour strategies.</p>	<p>School identifies concerns, liaise with parents and undertakes an initial assessment of needs. This could include signposting parents to support and advice.</p> <p>Effective strategies are identified, implemented and reviewed.</p> <p>All staff are aware of the pupil's needs and there is consistency across the school in understanding and meeting the pupil's needs.</p>	<p>Pupil accesses the school's inclusion provision for time limited bespoke support (e.g. anger management/ attachment/ sexualised behaviour/ anxiety).</p> <p>Staff in the inclusion provision trained and have regular access to wellbeing officer and education psychologist for support and advice.</p> <p>Close liaison between staff in inclusion provision and mainstream to share strategies and plan effective transition back to full-time mainstream.</p> <p>Following a review of progress and strategies with pupil, parent and school staff, where there continues to be a high level of need direct intervention from Inclusion Support Team.</p> <p>Flexible and highly differentiated curriculum. Engagement with and referral to outside agencies.</p>	<p>Multi- agency meeting for most vulnerable pupils and those at risk of permanent exclusion.</p> <p>Review of continuum of intervention.</p> <p>Placement within SENC. Time limited bespoke intervention from Inclusion Support Team. Planned transition arrangements.</p> <p>Flexible and highly differentiated curriculum. Regular communication with base school.</p> <p>Access to therapeutic interventions. Rapid response of support services.</p> <p>Review of pupil's needs to include pupil and parents.</p> <p>Where concerns are not resolved continued intervention at SENC for further assessment and support.</p> <p>For most complex needs consideration for alternative placement, involving pupil, family and professionals.</p>

