Leicestershire County Council

SCHOOLS' FORUM

Behaviour Partnerships

4 December 2014

Content Applicable to;		School Phase;	
Maintained Primary and Secondary Schools	X	Pre School	
Academies	X	Foundation Stage	
PVI Settings		Primary	
Special Schools / Academies	X	Secondary	X
Local Authority	X	Post 16	
		High Needs	X

Purpose of Report

Content Requires;		By;	
Noting	X	Maintained Primary School Members	
Decision		Maintained Secondary School Members	X
		Maintained Special School Members	X
		Academy Members	X
		All Schools Forum	

1.   This report presents an update on the performance of Leicestershire's five secondary behaviour partnerships from September 2013.

Recommendations

2.   That Schools' Forum notes the performance of the five secondary behaviour partnerships.

Introduction

3.   The report provides an update of the finances and progress of the five secondary behaviour partnerships. The Partnerships are in the second year of a three year funding agreement with the Local Authority ending on 31 July 2016.

4.	The relationship between the Behaviour Partnerships and Leicestershire County Council is based on:

   i.	a commissioning agreement enshrined in a memorandum of understanding agreed by the Chair of each Partnership on behalf of and with the support of secondary schools. This commits the partnerships to provide education for all secondary aged students living in the county area who, as a result of challenging behaviour, cannot sustain a place in school.

   ii.	a partnership of the LA and its services with the behaviour partnerships and the schools to secure best practice across and between agencies in order to improve effectiveness of support for our most vulnerable young people and their families.

Background

5.	The five Secondary Behaviour Partnerships, based on the SEN areas of the county, emerged from the Local Area Placement and Support Panels. Since September 2013 the Partnerships have taken on full responsibility for the education of Key Stage Four pupils who, by dint of challenging behaviour, cannot be educated in school (and in the past might well have been dual registered with the Pupil Referral Unit or Permanently Excluded). Since April 2014 the Partnerships have taken on full responsibility for Key Stage Three pupils with similar needs with the Pupil Referral Unit no longer providing for secondary aged pupils nor receiving funding.

6.	The Partnerships have been fully responsible for the planning and delivery of education for the 2013-2014 Year 11 cohort only for the last year of their education. In Year 10 (2012-2013) programmes were run by the Local Authority Commissioning and Personalised Programmes (C& PP) team, although the Partnerships were actively involved in planning decisions.

7.	The element of higher needs funding for these learners was devolved in stages:

   i.	2012-2013 Key Stage Four alternative provision and transport costs (the students were supervised and supported by the Commissioning and Personalised Programmes Staff employed by the LA until August 2013)
   ii.	From September 2013 partnership staffing costs.
   iii.	From April 2014 most of the budget for Key Stage Three pupils provision and staffing were transferred from the Pupil Referral Unit to the Partnerships. (Some salary costs for KS3 staff remained with the PRU until the end of August 2014)
   iv.	From September 2014 the process of devolution was complete.

8.	The school year 2014-2015 will be the first where Behaviour Partnerships have complete responsibility for all secondary pupils in this category and have full devolution of the funding. Levels of funding that the Partnerships could expect were not finalised until April 2014.

Resource Implications and Finance

9.   The budgets for the five partnerships are based upon a formula that uses pupil numbers and deprivation data. The formula is based upon historic numbers but will change in 2015/16 to reflect the data collected in the October pupil census, this will mean that the formula budgets for schools and the partnerships will use the same data. Using the census data means that as the deprivation data previously used is no longer available Ever 6 free school meals data will be used.

10.   Early discussions have been held with the partnership chairs on the impact of this change, any significant variance in budget as a result of the change may need to be moderated in some manner. This work will be completed alongside the schools budget process following the release of the October 2013 dataset by the Education Funding Agency (EFA) which is expected in early December.

11.   Table One: 2013-2014 School Year Income and Expenditure
        (Source: Partnership returns)

Partnership Area	Income			Expenditure				
	Income from LA	Income from Schools	Total	Staffing	Admin and other	Trans-port	Provision	Total
Hinckley and Bosworth	281,208	89,430	370,638	124,191	12,520	56,166	200,102	392,979
Melton & South Charnwood	186,277	22,000	208,277	57,200	3,850	43,198	53,295	157,543
North Charnwood	234,632	95,778	330,410	93,643	16,206	54,409	143,730	307,988
North West	211,720	3,800	215,520	0	59,588	45,286	18,885	123,760
South Leicestershire	464,051	58,189	522,240	203,711	86,415	66,778	280,761	637,665
Totals	1,377,888	269,197	1,647,085	478,745	17,8579	265,837	696,773	1,619,935
Table 1 Total of Programme Managed pupils	86			Total expenditure divided by Programme Managed pupil number			18836	

        Points arising from Table 1:

Overall expenditure

12.
*   The calculation of the cost per pupil for programme management is indicative only. In reality partnership expenditure is used across a wider group of pupils. All the Partnerships:
    o   invest considerable time and effort in supporting pupils in school or in part time provision;
    o   work with school staff in order to share good practice and collectively strengthen in school provision for pupils with challenging behaviour;
    o   increasingly act as key workers with other agencies in shaping wider support for vulnerable young people and their families;
    o   carry out the functions that arise from the Fair Access Protocol.

13.   All Partnerships benefit from the contribution from school based staff, including senior staff attending regular meetings and SENCO's and Behaviour Teams sharing information and expertise. This is an additional resource.

Variations between the Partnerships

14.   This is the first year in which data has been systematically collected from the Partnerships. There are significant differences in the way partnerships share the burden of cost for alternative provision between schools and the partnership budget. (For example NW Leicestershire had a number of students who were part time programme managed in 2013-2014. These students were not counted as "partnership cases" and most of their costs were met from school budgets estimated at £140000. This was a collective response to an overspend of the Partnership budget in the previous year.)

15.   There are noticeable differences in staffing costs for the five BPs. This is a reflection of the varying pace of development amongst the partnerships. For example South Leicestershire made an early commitment to employing a staff team and developing a learning centre, confident in the support of schools that worked together in "Learning South Leicestershire". North West Leicestershire had within its upper schools a well developed infrastructure for supporting alternative provision. It has only recently agreed to appoint a co-ordinator and is currently considering the appointment of other posts. Whilst each partnership continues to develop autonomously, practices across the partnerships are converging and differences in staffing costs will diminish.

16.   This varying pace is also a reflection of the way decisions about devolution of funding have emerged. Final arrangements were clarified in the months before April 2014. This had an impact in the areas where partnerships between schools was less developed with a resulting lower confidence in making financial commitments that carried some risk to schools.

17.   The success of all the partnerships in the last eighteen months has overcome any local reticence in supporting partnerships developments. (For example NW Leicestershire has now appointed a Co-ordinator, Melton and South Charnwood are expanding their team to include provision for GCSE English and Maths.)

18.   Whilst there appears to be reasonable stability in the numbers of pupils requiring programme management across Leicestershire, numbers in each partnership vary from year to year.

19.   The current variation in payments by schools to Partnerships is set to diminish as all Partnerships ensure that they reclaim from schools the AWPU for Programme Managed pupils. The practice of a per capita payment of around £5 per pupil will be standard across all five partnerships in 2014-2015.

Balances held by Partnerships

20. Table 1 shows a wide range of in year balances ranging from a significant overspend in South Leicestershire and a similar underspend in North West Leicestershire. These balances are held and managed within the accounts of the Chair of Partnerships' schools. Variations in pupil numbers and in the apportionment of costs between individual schools and partnerships are significant factors in accounting for the range. Overall there is a tendency for Partnerships to sustain a positive balance for the following reasons.

21. Because partnership budgets sit within the budgets of the Chair's school, Governors have pressed Chairs to be cautious in ensuring that schools do not end up carrying a Partnership deficit.

22. Partnerships need to be able to guarantee that they can provide for pupils who cannot be in school at the standard required to meet their needs, whatever the demand. For some pupils meeting their needs can be very expensive. The need to ensure that Partnerships can meet need encourages caution in managing the flow of money. Nevertheless the figures show that only two of the five partnerships spent significantly less than their allocation in the last school year.

23. The schools within the Partnerships have aimed to ensure that the Partnership budget will be able to meet any wind up costs should this arrangement end when the funding agreement ends in April 2016.

Pressures on Finances

24. The concern in all schools that all students should make progress has increased the numbers being identified as requiring additional support and has put more pressure on those individuals. We expect to see levels of referral to the Partnerships remain at the current level or grow despite the clear success in the work of the Partnerships.

25. Recent Ofsted theme inspections, and amendments to the Inspection Framework have increased focus on this area of work. This is part of a drive to raise expectations as to what can and should be achieved for this group of vulnerable young people. Ofsted expects that:

- provision should include a strong focus on ensuring that all these students continue to make progress with literacy and numeracy towards national expectations
- needs assessment should be thorough
- programmes should be designed to meet the assessed need in a way that secures progress, successful transition to the next stage at 16 and improved life chances

and in order to ensure that this is happening

- students are offered full time provision and attend well
- those responsible for the student ensure that provision is effective and safe

26. This is raising the standards for provision and for outcomes that the Partnerships work to.

   • The need for better assessment of individuals at the same time that some LA services are being reduced may requires new expenditure by the Partnerships on specialist services such as Educational Psychologists.

27. The Partnerships have or are developing their structures on the basis of financial plans that work with in the current framework. There is an expectation that they will manage to operate successfully within the current financial framework.

Performance

28. This table shows the number of pupils supported by the five partnerships

   Table 2: Pupils supported by Partnerships School Year 2013-2014

Partnership	Number of pupils at KS4 who are Programme Managed	Number of pupils at KS4 who have Advice and Guidance	Number of pupils at KS3 who are Programme Managed	Number of pupils at KS3 who have Advice and Guidance
Hinckley and Bosworth	19	1	4	0
Melton and South Charnwood	7	4	0	11
North Charnwood (Loughborough Inclusion Partnership	23	40	7	64
North West	5	6	0	11
South Leicestershire	20	24	1	34
TOTALS	**74**	75	**12**	120
Total KS3&4 PM	**86**	Total KS3&4 A&G	**195**	

   Key points

   • 74 were programme managed at key stage 4 in 2013/14 and 12 at Key Stage 3
   • 195 were supported in some way by the partnership in dialogue with the school. If support is provided earlier it may prevent programme management

29. The most significant success of this partnership working to date has been the large reduction in the numbers of Permanent Exclusions in Leicestershire (see Table 2). The downward trend emerged as schools recognised that solutions for seemingly intractable behaviour issues in schools could be found by working in partnership first with C&PPS and then with the successor partnership staff. This decline in permanent exclusions:

   • has removed the stigma of the label "Permanent Exclusion" from often vulnerable and damaged young people;
   • has reduced the climate of crisis that often inhibited good decision making in schools about challenging youngsters;

- has enabled schools and Partnership staff to build or sustain previous constructive relationships with families much more effectively;
- but has not ended the issue of the difficulties that some young people experience in maintaining their places in school.

30.   Table 3: Permanent Exclusions

Year	KS3	KS4 & Special	Total
09-10	5	23	28
10-11	6	17	23
11-12	6	6	12
12-13	4	12	16
13-14	3	6	9
14-15	2	2	4

Key points:

- By 13-14 the practice has been embedded across all Leicestershire schools that Permanent Exclusion will be used only in the most exceptional circumstances;
- All pupils are now single registered at a school when Programme Managed with the school remaining accountable for the pupil's education;
- In 2013-2014 7 of the 9 excluded were pupils with City of Leicester addresses. 2 of the 4 in 14-15 are City address pupils;
- Schools may exclude pupils for a fixed term whilst consulting in a Partnership about Programme Management. All Partnerships aim to respond as quickly as possible in taking decisions and in setting up Programmes for pupils in order to minimise the time out of school.

31.   The Partnerships inherited a well developed market place of Alternative Education Providers from the Local Authority Commissioning and Personalised Programmes Service and a process for checking on Safeguarding etc. operated by Leicestershire Education Business Company (LEBC). There are close working relationships between some Providers and Partnerships, especially where provision has developed as a result of direct commissioning by schools and/ or Partnerships.

32.   Many students on Programme Management present significant challenges to Partnership Staff as staff work to re-engage them in education. Table 3 includes all students in the county who have been supported by the BPs, whether or not they have fully engaged in the programmes that they were offered. There is a wide range of ability and levels of engagement within the cohort of Programme Managed students. As a result comparisons across partnerships can give only limited insight.

33.   The table below shows that:

- on average, Year 11 programme managed students achieved three qualifications;
- just over half achieved one or more passes at GCSE;
- Five pupils achieved Grade C+ at GCSE in English and/ or maths;
- there were only 5 students who ended the year without qualifications.

34.   Table 4: Year 11 Outcomes

TOTALS	Student numbers (number achieving 1 or more GCSE)	Eng GCSE at C+	Ma GCSE at C+	Eng GCSE below C	Maths GCSE Below C	Other GCSE C+	Other GCSE below C	Other quals (number of students gaining no quals)	Points	Credit
Hinckley and Bosworth										
TOTAL	9(5)	3	3	2	1	0	3	40 (1)	638	158
Melton and South Charnwood										
TOTAL	6(2)	0	0	1	1	0	1	26 (1)	204.5	186
North Charnwood (Loughborough Inclusion Partnership)										
TOTAL	14(5)	0	0	1	5	0	0	26 (2)	533	405
North West										
	2(1)	0	1	2	1	0	0	3 (0)	224	0
South Leicestershire										
TOTAL	12(9)	1	1	5	7	0	7	27 (1)	1115	123
Leicestershire Totals										
BP TOTAL	43(22)	5	4	9	14	0	11	119 (5)	2714	872
Mean point score per student									**63**	

35.   Table Five indicates the destinations of Year 11 students. Partnership Co-ordinators have agreed to carry out a follow up survey in the Spring Term in order to report on the numbers of students who continue to engage with their next step provision. The Table shows that:

- there are currently only four students who are NEET or where their destination is unknown;
- the Partnerships are successful in securing next step provision for a large majority of these pupils;
- the majority of pupils move onto FE courses.

36.   Table 5 Destinations Key and summary

		HB	MSC	LIP	NW	SL	All
FE	Further Education in an FE College, school or similar	6	3	7	2	10	28
VS	Voluntary Sector provider ie Princes Trust, Twenty Twenty, YEP	2	1	2	0	0	5
AP	Apprenticeship	0	1	2	0	1	4
E	Employment	0	1	0	0	0	1
YC	Youth Custody	0	0	1	0	0	1
	Unknown – NEET	1	0	2	0	1	4

37.   All the partnerships have built or are building capacity to provide teaching of maths and English at KS3 and up to GCSE.. Hinckley and Bosworth Partnership now offer a similar provision for GCSE for their own pupils and for suitable pupils from other partnerships. We expect to see an improving set of outcomes for the current year 11 with all Partnerships moving to equal or outdo the performance of the best in 2013-2014. All are committed to maximising the opportunity for KS4 pupils to achieve GCSE based outcomes.

38. This is work in progress. Partnerships collectively are working to:

- improve the range of GCSE provision available;
- increase the number of Programme managed students who can access at least some GCSEs;
- ensure that English and Maths remain a priority;
- strengthen the processes by which schools and partnerships quality assure provision.

Structure

39. Partnerships are developing their own structure for a professional team to support pupils in school and out in alternative provision and to provide some of the alternative provision directly. The pace of development has responded to local need and to the step by step devolution of funding and has varied between Partnerships because:

- Some Partnerships have been able to mobilise existing good practice;(for example South Leicestershire utilised the existing Learning South Leicestershire partnership infrastructure);
- Some Partnerships had stronger traditions of collaboration between schools in their locality;
- Needs and the responses to them have been defined locally.

Table 6 sets out the infrastructure in more detail

40. Table 6: Partnership Structure

| Partnership Area | Number of schools | Chair | Funding level | | Current Staffing arrangements |
			13-14 financial year	14-15 financial year	
Hinckley and Bosworth	13	Mr R. Coles, Groby College	208467	380615	Co-ordinator TLR1(c) 2 x .6 fte teachers (UPS) 1 HLTA 1 Support Officer Grade 10. 1 Admin Support Officer Grade 7
Melton and South Charnwood	8	Mr T. Pinnock Wreake Valley Academy	186277	340100	Co-ordinator Grade 10 Assistant Co-ordinator Grade 7 to be appointed HLTA x 1 to be appointed
North Charnwood	10	Mr M. Sutton, Charnwood College	192584	351616	Co-ordinator Grade 12 2x HLTA Grade 8 1 Support Officer Grade 8 2 x Teachers a.2fte each 1 x Admin .7fte Grade 7
North West	7	Mrs J. Patrick, Castle Rock HS	156954	286563	(Autumn 2014 appointments) Co-ordinator UPS 1 .6fte. 1 x Admin .7fte Grade 7

South Leicestershire	16	Mr B Myatt, Countesthorpe College	344014	628093	Co-ordinator TLR1b Teachers x 2 UPS Inclusion Mentors x 3 Grade 10

41.	Each Partnership has appointed a Co-ordinator and has developed its own approach to its operation. However the Partnership Co-ordinators meet together regularly to share developing approaches, supported by the LA Partnership Consultant who is the link to the Chairs' Meetings. They are currently working together to:

- create and implement a Quality Assurance Framework for Partnership work;(which is attached);
- agree on a common process for the collection of essential data about the performance and outcomes of Partnership work;
- identify and facilitate training for Partnership staff.

42.	There has been good progress in individual Partnerships in expanding their capacity to meet the needs of the young people referred with an increased emphasis on achieving good academic outcomes as well as promoting engagement. The work of the Chairs of Partnership supported by the consultant, Adrian Stephenson, has become more focussed and outcome orientated. The Chairs decision to enable the Behaviour Partnership Co-ordinators to meet and work together has created an additional node for the development of the Partnerships.

Progress

43.	The Chairs of Partnership have continued to meet each month and to attend the termly Partnership Executive Meeting at County Hall. Co-ordination of the business of these two meeting cycles has enabled the team of Chairs to develop and agree a Development Plan for the coming year. The scope of this plan is in itself an indication of the progress of the Behaviour Partnerships in collectively analysing their current state of development and in defining, co-ordinating and prioritising the issues they need to tackle next.

Development Plan

44.	The Development Plan attached includes a commentary of the progress to date against each issue.

Accountability

45.	The Behaviour Partnerships are increasingly playing a role in supporting schools in preventative work. They are beginning to assist in creating solutions that keep learners in school for at least some of their time. This means that the accountability data will be more complex and needs to include more than outcomes for Year 11 students. We are at an early stage in exploring this.

46.   Far more in depth information is required on the learner; an issue the Behaviour Partnership Chairs now fully appreciate and understand e.g. 25 hours per week in education, quality assurance visits, outcomes at Key Stage 3 and 4 and destination at 16.

47.   The Partnership Co-ordinators are currently developing a standardised register which will record a wide range of information about referred students. This will facilitate deeper analysis

Quality Assurance

48.   Chairs and the Behaviour Partnership Co-ordinators are clear about the importance of ensuring effective Quality Assurance and have agreed to develop a Quality Assurance framework which is attached. Co-ordinators are working together with support from the Consultant. There is a shared view that the outcome from this work needs to be challenging and rigorous. The Chairs now fully accept that Headteachers must visit Alternative Provision and provide a judgement for learners on roll at their school. The December Executive Group meeting will have a report from the chairs on the autumn term activity.

49.   Chairs have a clear understanding of the importance of ensuring that Alternative Provision is effective (and its priority for Ofsted). Ofsted judgements on Quality Assurance of Alternative Provision are made currently *at school and college level*. Behaviour Partnerships need to work to support schools in maintaining their commitment to students on roll even when they are fully programme managed by partnerships in order that schools understand and carry through their responsibilities in this aspect of quality assurance.

SEN

50.   A mutual suspicion that BPs and SENA were more concerned with protecting their resources than meeting the needs of learners has rapidly dissipated as a result of contact between the two. Good progress in clarifying referral routes and thresholds has been made. There is a growing potential for creative dialogue between SENA and BPs in shaping effective provision for individuals using the knowledge and expertise of both that has the potential to save money and achieve better outcomes.

Multiagency Working

51.   Less progress has been made in exploring how to promote co-ordinated multi agency working. Thinking about how to plan a route forward is a priority for the new school year. However, the development of the use by Behaviour Partnerships of MASH is in hand. There will be meetings on how the Behaviour Partnerships can assist and work with Supporting Leicestershire Families and the Early Help team. The Supporting Leicestershire Families team are invited to the November chairs meeting

Transition at 16+

52.   Good progress has been made in clarifying where responsibility lies for Careers Education Information Advice & Guidance (CEIAG).

53.   This has opened a discussion within the Behaviour Partnerships about how to strengthen the processes of transition at the end of managed programmes. Our most vulnerable learners currently move from a situation where they have sympathetic skilled and individualised support (backed up by access to considerable additional financial resources) to one where they are on their own. There is no data to provide insights into the long term outcomes for this group although some Partnerships , for example, South Leicestershire, are exploring ways of tracking learners for many years after leaving key stage 4..

Border Issues

54.   A start has been made in moving to a more learner focussed approach for the group of vulnerable youngsters who straddle the city county border. The challenge will be engaging with some of the Headteachers of schools and colleges affected by this issue. After meeting the City council, we have agreed to explore the data and work through the process and outcome of a city learner at a county school and a county learner at a city school. We are working through a process with Leicester city Council and have asked Bill Morris to attend the Chairs meeting in early January 2015.

Behaviour Partnership Stability

55.   There is evidence that Behaviour Partnerships are an accepted part of the landscape of school organisation in Leicestershire. Vigilance in maintaining a critical mass of involved schools is essential. Many chairs maintain that Behaviour partnerships are the local partnerships across the secondary school sector and act as the conduit for other secondary school priorities.

Challenges in the management of Behaviour Partnerships

56.
- How do we ensure that schools play their part in a QA of provision without leaving the LA or BPs exposed to criticism where schools do not fully meet this responsibility?
- How do we secure much more responsive and co-ordinated multi agency working?
- How do we develop structures to support these vulnerable learners into post 16?
- How do we ensure that vulnerable learners have their needs identified as soon as possible and secure seamless support for them as they move from KS2 to KS3?
- How do we ensure Behaviour Partnerships find appropriate learner solutions for complex cases?

We are working with the behaviour partnerships to explore the answers to these questions

Equal Opportunity Issues

None

Background Papers

None

Officers to Contact

Francis Lawlor
16-19/25 Service Manager
Tel: 0116 305 5460
Email: francis.lawlor@leics.gov.uk

Adrian Stephenson
Behaviour Partnership Consultant

Support Activity (Advice and Guidance) - Supporting Pupils who have been referred to Partnerships

195 pupils were referred to Partnerships for Advice and Guidance and were ongoing cases at the end of 2013-14. These pupils are considered to be the equivalent of those who were in previous years supported by the Locality Support Service. The thresholds for referral and the response to referral differs from Partnership to Partnership. Table Six illustrates the way that Partnership working has facilitated collaborative and creative developments to support this group of vulnerable pupils.

Table Seven   Partnership support to schools

Activity	Detail
Using assessment tools for pupils with challenging behaviour	*Close links between Partnerships and Oakfield have supported the use of tools that facilitate better assessment of need, matching provision, measuring progress and provide evidence where additional external support is required*
Hosting arrangements	*Schools support each other by hosting students who on fixed term exclusions. This is not only for "six day provision" but also is used to avoid any time out of school.*
Practitioners Networks	*Key Behaviour Staff meet together to share strategies.*
Supporting engagement projects	*Some Partnerships provide "reengagement projects" particularly for Year 8 & 9 students - short courses with some time out of school but a limited effect on curriculum continuity eg Forest Schools courses, Music workshops etc.*
Funding Grants to schools	*Some Partnerships provide limited finance to schools for additional support in the classroom.*
Holiday activities	*Vulnerable students are engaged in weekly activities in school holidays to keep them in touch - often co0-iordinated with the Youth Service*
Interagency linking	*All five Partnership Co-ordinators are emerging as key figures in linking schools with external agencies.*
Dialogue with SENA	*New referral pathways are being developed*
Managed Moves	*All Partnerships use Managed Moves between schools as one strategy to meet the needs of KS3 pupils, using a common protocol*
Joint Training for school staff	*Partnerships provide training activities*