



BROMLEY CIVIC CENTRE, STOCKWELL CLOSE, BROMLEY BRI 3UH

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DATE: 12 September 2017

SCHOOLS' FORUM

Meeting to be held on Thursday 21 September 2017

Please see the attached report(s) marked "to follow" on the agenda.

8 PRIMARY INCLUSION OUTREACH STRATEGY (Pages 3 - 8)

Copies of the documents referred to above can be obtained from
<http://cbs.bromley.gov.uk/>

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Report No.
ED18029

London Borough of Bromley

PART ONE - PUBLIC

Decision Maker: **SCHOOLS FORUM**

Date: **Thursday 21 September 2017**

Decision Type: Non-Urgent Non-Executive Non-Key

Title: **PRIMARY INCLUSION OUTREACH SERVICE**

Contact Officer: Pip Hesketh, Head of Access and Inclusion
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Chief Officer: Director: Education (ECHS)

Ward: All

1. Reason for report

Primary school permanent exclusions in Bromley have tripled in number since 2012 whilst the national trend is one of reducing numbers, and a significant percentage of authorities are reporting no primary school permanent exclusions. This paper proposes that the Schools Forum support the development of Inclusion Outreach Services for primary schools for a two year period.

2. **RECOMMENDATION(S)**

That the Schools Forum offers support in principle to the development and commissioning of an Outreach Service for Bromley primary schools to prevent the permanent exclusion of pupils.

Impact on Vulnerable Adults and Children

1. Summary of Impact: The detrimental impact of Permanent exclusion on children is long lasting and far reaching, affecting self-esteem, confidence, educational outcomes, relationships, and in the long term, personal safety, employment and health. It is estimated that over 50% of permanently excluded pupils experience mental health problems. Permanent exclusion from school, particularly in the primary school phase is invariably also an indicator of other underlying unmet social emotional or educational needs. By providing a proactive Outreach Service, the Council aims to support children before they reach crisis point and create intensive support strategies around them to help them sustain their placements. The goal is to reduce Primary Exclusions to zero.
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Corporate Policy

1. Policy Status: Not Applicable:
 2. BBB Priority: Priority 1 - Fulfilling our duty of care to ensure the health, wellbeing and achievements of our vulnerable children
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Financial

1. Cost of proposal: £145,000 per annum for two years
 2. Ongoing costs: None after 2 years
 3. Budget head/performance centre: n/a
 4. Total current budget for this head: £zero
 5. Source of funding: DSG
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Personnel

1. Number of staff (current and additional): Four
 2. If from existing staff resources, number of staff hours:
-

Legal

1. Legal Requirement: None:
 2. Call-in: Not Applicable:
-

Procurement

1. Summary of Procurement Implications:
-

Customer Impact

1. Estimated number of users/beneficiaries (current and projected):
-

Ward Councillor Views

1. Have Ward Councillors been asked for comments? Not Applicable

3. COMMENTARY

Context

- 3.1 Permanent exclusions from school in Bromley are very high and increasing in number. In the Education Year 2016/17, a total of 84 pupils were permanently excluded compared to 46 in 2012. Of these children, 17 were primary school pupils, where in 2012 only 5 were primary school pupils. This means that where permanent exclusions have risen by 68%, the increase in permanent exclusion of our very young children has more than tripled.
- 3.2 Primary school pupils who exhibit behaviours that schools find intolerable and unmanageable often have underlying needs and it is common for younger children to act out because of social and emotional issues; they do not have the language to articulate their feelings, the insight to know they need support or the closeness in their relationships be able to have those discussions.
- 3.3 Primary school is the key place for special educational needs to be first identified, assessed and met and many children's disruptive behaviour stems from unidentified or unmet needs. 75% of all permanent exclusions nationally are for children with SEND. As the incidence of vulnerable children with SEND and socio-economic need in Bromley increases, so does the challenge for our schools who now need to work with a far more diverse cohort and significant budget pressures.
- 3.4 Previous decisions to reduce the Council run support services and instead re-distribute funding to schools has led to a greatly diminished ability to support schools from the centre. This is particularly acute where schools are supporting children who have additional learning needs or complex social and familial circumstances but who do not meet the thresholds either for a statutory Education Health and Care Plan or for social care support. These children do not have the infrastructure of entitlement but without intervention, run the risk of developing needs that will one day reach the required thresholds.
- 3.5 The re-distribution of funding between schools was intended to give each school an individual allocation with which to procure their own support services. The Inclusion Support Advisory Teaching (ISAT) Team supports schools at a strategic level with systems development, training and advice. There is no capacity within the team (which comprises three posts) to support individual children.

The Proposal

- 3.6 This proposal is to pump-prime a specialist Inclusion Outreach Service to primary schools in order to support them with their most challenging children, as a pilot for 2 years. The funding will be split over either two or three financial years. It is hoped that the value and impact of the pilot will be demonstrated and it is the intention that schools each contribute to the project in year three to make it self-funding. Effectively, it provides the foundation for collectively funded Outreach Services.
- 3.7 To access the Inclusion Outreach Services, a referral will be made by schools via the ISAT Team so that there is clear visibility within ISAT of the most vulnerable children at all times. Referral by ISAT also ensures fairness and parity of access amongst schools using the services, provides oversight of capacity and pressures and reduces the extent to which schools receiving high levels of support risk becoming dependent and de-skilled. This is particularly important valuable oversight in the first two years when schools are using the services for the first time.

3.8 Each Outreach worker will work closely with caseload of individual children. These children will be supported in the classroom by their worker in a timetabled programme of intervention. It is essential that the Outreach work has a tightly managed and time-bound plan with agreed tasks, strategies and goals. Outreach workers will also work with class teachers, SENCo's and parents to secure a co-ordinated and coherent package in which all adults understand and fulfil their own role. Every child-centred plan will have as a minimum:

- An agreement between the school, the service and the parents/carers
- A clear programme of 121 work – number of sessions, duration of agreement
- A description of the resources provided, including assessments to be made and other agencies to be involved
- A clear description of the outcomes desired
- Pupil goals and tasks
- School strategies for supporting change
- Parents strategies for supporting change
- A risk management strategy for when things don't go as planned
- An exit strategy with a review date so that drift and delay does not occur.

Resourcing and capacity

3.9 The Outreach Service will be a specialist intervention for individual children. The proposal is for a Lead Inclusion Outreach Worker, and supported by three specialist Inclusion Outreach Workers. The Lead Worker will coordinate and provide day to day operational supervision of the work of the team to ensure skill sets are matched to assignments in this very broad field and that outcomes are consistently high quality.

Oversight and governance

3.10 Quality assurance of the whole service will be managed via the contract that will be required between the local authority and the Trust. An Advisory Board of Head Teachers and multi-agency professionals will have regular oversight of the work of the team and will provide advice to it. The contribution of parents and the voice of the children is currently in discussion.

4. IMPACT ON VULNERABLE ADULTS AND CHILDREN

4.1 This project has the potential to make a significant difference to the vulnerable children in Bromley, both at the stage of direct support and intervention and as they progress into Secondary school with better strategies and resources. The likelihood is that the positive impact will also be felt by their families as the behaviour of children is often a manifestation of familial stresses which can be picked up and acted upon more quickly with this level of support

5. POLICY IMPLICATIONS

This proposal fulfils Priority 1 in the Portfolio Plan: 'We will ensure the best possible future for the children and young people of Bromley, through collaborative work with Bromley schools, improve and support inclusive practice for pupils with Social, Emotional and Mental Health needs (SEMH)

6. FINANCIAL IMPLICATIONS

- 6.1 The estimated cost of the project is £145,000 per annum for two years, which will have to be found from existing resources within the centrally retained element of the Dedicated Schools Grant. In the third year it is proposed that the schools fund the scheme themselves..

7. PERSONNEL IMPLICATIONS

There are no staff implications, other than the development of oversight and monitoring responsibility within the ISAT Team.

8. LEGAL IMPLICATIONS

- 8.1 As the staff concerned will be working with vulnerable children, an enhanced DBS will be required. Staff will need to be trained in confidentiality (data protection) and also their responsibilities to report safeguarding concerns regarding concern relating to the children they are working with.
- 8.2 Legal issues around the issuing of contracts arising out of this arrangement will need to be considered
- 8.3 The Local Authority will need to ensure that it formulates fair, reasonable and consistent criteria for accessing the new service which is made available to staff and service users

9. PROCUREMENT IMPLICATIONS

- 9.1 The Education Funding Agency guidance on High Needs Funding for Alternative Provision (September 2015) notes, from paragraph 37, that the services provided by an alternative provision academy may not be appropriately funded through the combination of place funding from the EFA and top up funding from the local authority. Using an outreach service as an example, it indicates that additional services provided by an alternative provision provider will need to be commissioned through a separate service level agreement or contract.
- 9.2 Subject to consultation with the Schools Forum, and Member decision on the procurement route, we will explore the possibility of a single tender action or negotiated agreement with the main alternative provision provider in the borough to align delivery with the current arrangements for alternative provision.
- 9.3 This contract seeking to negotiate an initial contract (for the Council) with a value of £290k – with a view to it being taken over by a number of schools. The initial period of 2 years is the only matter that concerns us as, I 'm taking it that the school are discreet operational units (i.e. not needed to be covered as expenditure by the Council) which they can agree (or not) individually for the 3rd year.
- 9.4 At £290k, the requirements of the Public Contract Regulations 2015 are triggered, and we need to find a compliant route by which the Council places this contract and incurs expenditure.
- 9.5 As an Educational service the expenditure falls in to the “Light Touch Regime” activities identified in Annex XIV of the Regulations, -which are set aside the main requirements of the PCR's where their value is below £589K. This also provides some flexibility on how we treat this matter, which are also covered in Part 4 of the Regulations.
- 9.6 In this instance the matter therefore falls to be considered in line with our own CPR requirements, and these are found at Contract Procedure Rule 13.

Non-Applicable Sections:	[List non-applicable sections here]
Background Documents: (Access via Contact Officer)	[Title of document and date]