



EDUCATION, ARTS AND LIBRARIES

**STRATEGY FOR
THE INCLUSION OF PUPILS WITH
EMOTIONAL, BEHAVIOURAL
AND SOCIAL DIFFICULTIES**

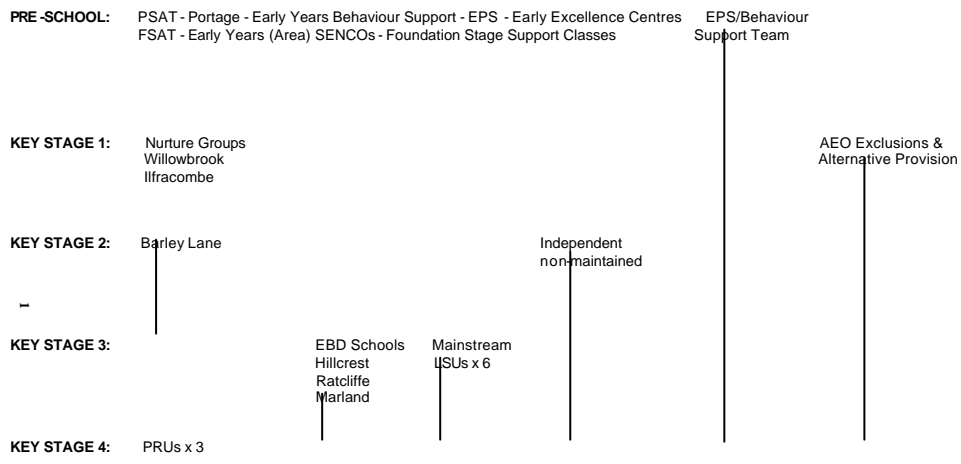
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GLOSSARY

1.0 CURRENT PROVISION



		DCS	EWS	EPS	BST	AEO &
PRE-SCHOOL:	Nurseries and Pre-School Settings PSAT - Portage- Early Years Behaviour Support - EPS - Early Excellence Centres FSAT – Early Years (Area) SENCOs – Foundation Stage Support Classes					
KEY STAGE 1:	Mainstream Primaries Nurture Groups x 6					
KEY STAGE 2:	Resource Centres: Exeter Barnstaple Newton Abbot Focus on prevention/outreach Small number of places for permanently excluded pupils					
KEY STAGE 3:	Mainstream secondaries PRUs x 3 for excluded pupils, reintegration and prevention work (2 already approved) Exeter Day EBD Special	Mainstream LSUs	Day EBD Special	Residential EBD Special		
KEY STAGE 4:	Alternative Programmes/ College Links	PRUs x 3				

2.0 PROPOSED PROVISION

3. BACKGROUND

- 3.1 Support services are developing their capacity to work closely with schools to enhance their ability to include and raise the achievement of socially and emotionally vulnerable pupils through the development of effective policy and practice. Many schools undertake this work with great success and the needs of the majority of pupils can be met in mainstream. There is widespread anecdotal evidence of worsening pupil behaviour, however, and there is much concern about this among head teachers. Exclusion figures appear to indicate that some schools experience greater difficulty than others in including pupils whose behaviour is troubling.
- 3.2 The SEN Code of Practice [DfES 2001] refers to **four areas of need, including behaviour, emotional and social development**, (the other areas are communication and interaction, cognition and learning and sensory and/or physical). The Code emphasises that LEAs should recognise that there is a wide spectrum of special educational needs, and that these are frequently inter-related. A pupil with learning difficulties may also have behavioural difficulties, for example, and a child with needs on the autistic spectrum might display challenging behaviour in some or all circumstances, but possibly in none at all.
- 3.3 The SEN Code (above) includes, in the area of behaviour, emotional and social development needs (BESD), children and young people, **"who demonstrate features of emotional and behavioural difficulties, who are withdrawn and isolated, disruptive and disturbing, hyperactive and lack concentration; those with immature social skills; and those presenting challenging behaviours arising from other complex needs..."**.
- 3.4 A wide body of psychological and educational research, however, demonstrates that behavioural difficulties arise from an interaction between children and key features of the context in which those difficulties occur. In schools these include: the ethos or culture of the school, policy and practice on the use of rewards and sanctions, involvement of parents, approaches to the prevention of bullying, teaching styles and curriculum delivery. This was recognised by the Elton Report (for the then Secretary of State for Education and Science), Discipline in Schools (HMSO 1989). More recently the importance of the role played by schools (and LEAs) has been emphasised in the Social Inclusion Circulars 10 and 11/99 (DfEE 1999) and the guidance document, Promoting Children's Mental Health within Early Years and School Settings (DfES 2001). 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.
- 3.5 **For a small minority of pupils the demands of mainstream school life can, at certain points in their school careers, be too great.** In the main these are children and young people who have experienced or are subject to emotionally damaging life events within family systems which are unable to meet their needs. For this small group of pupils highly specialised placements are generally required in order to enable them to access the curriculum and benefit from schooling. Even for this group of pupils, however, such placements may be temporary. The aim should always be to seek their re-integration into the mainstream, reflecting Devon's Strategic and Education Development Plans.
- 3.6 The wide range of difficulties which children and young people may experience at some time in their school careers, some long-lasting but others short-term, and often overlapping with other needs, indicates that there is **a continuum of need for which a continuum of provision is required. A continuum of provision might range from:**

- support services (such as educational psychologists, behaviour support teams and advisers) assisting schools with the development of policy and practice and supporting individual pupils and groups; and
- the use of short-term alternative arrangements for teaching for part or all of the week in schools, such as Learning Support Units;

to:

- preventive placements off-site, such as in Pupil Referral Units;
- placement in day or residential EBD schools for those pupils with those most severe and long-term needs.

3.7 This should be seen against **a requirement to provide inclusive schooling**, enshrined in legislation (e.g. The SEN and Disability Act 2001), local policy, the Devon Accessibility Strategy, and DfES and OFSTED guidance. Indeed OFSTED urges LEAs to "...Create a pattern of provision and a repertoire of interventions sufficiently flexible to ensure that... inclusion becomes a reality for all children at different times during their education." (LEA Strategy for the Inclusion of Pupils with SEN, OFSTED, 2002).

3.8 Effective management of pupil behaviour is **closely linked to school improvement**. Devon endeavours to ensure that DfES school improvement initiatives based on the dissemination of good practice are co-ordinated within overall LEA planning through the Education Development Plan.

4. **KEY ELEMENTS OF THE CURRENT DEVON CONTEXT**

4.1 National and local policy, enshrined in the **EAL Strategic Plan**, aims to promote inclusion of children within their local communities, to **reduce the number of pupils placed in out-county provision** and, coupled with delegation of funding to schools, to reduce statutory assessments and statements. DCC has "stretch" targets to reduce exclusions as part of its Local Public Service Agreement.

4.2 In September 2002 a meeting of EBD head teachers and LEA officers agreed on the need to undertake a thoroughgoing review of EBD provision. It has now been agreed to widen the scope of the review beyond the EBD school sector to reflect the existence of a continuum of need and the necessity to make available a continuum of provision. Intrinsic to this is the need for a commitment to promote co-ordinated support for children with Behavioural Emotional and Social Development Difficulties in local mainstream schools wherever possible.

4.3 **Schools generally make provision** for pupils with such difficulties according to the SEN Code of Practice at **School Action and School Action Plus**. Educational Psychologists provide advice and support to schools, parents and children at School Action Plus. Such support may also be provided by the small behaviour support team. The budget of this service has been delegated to schools (from 1 April 2003) – (see 4.9, 7.8). Where children have statements for behavioural difficulties in mainstream schools, the LEA provides support in the form of Learning Support Assistants. Whilst generally these are not qualified or specialist staff, many are on training programmes and transformation of the workforce will assist in this regard.

- 4.4 **Exclusion rates from primary schools are rising** and represent 20% of all permanent exclusions. Efforts are made to reintegrate such pupils within one term but this often proves difficult because of the reluctance of head teachers to admit them. Most permanently excluded primary school pupils are provided with alternative educational packages by Link tutors, including outdoor pursuits. Link tutors are rarely able to meet the needs of these children. As a result the **LEA is not currently meeting its statutory responsibility to provide full time education for such children**. Difficulties with Barley Lane School contribute to this problem (see 4.22, 7.5).
- 4.5 Excluded primary age children who have statements of special educational need are sometimes placed in out-county special schools.
- 4.6 In January 2003, a total of two hundred and forty two pupils were receiving Link Education. The total number of pupils receiving Link Education in the previous year was two hundred and ten. Of these, **forty two pupils had statements for EBD; in March this figure had risen to sixty one**. Of these, twelve were primary age pupils, including a child in Year 1 and another in Year 2.
- 4.7 The **Link Education** programme for **Statemented EBD** pupils currently costs **£13,675** per week.
- 4.8 There is anecdotal evidence of the success of small scale, local provision linked to mainstream primary schools, such as nurture groups at Willowbrook and Ilfracombe Infants' Schools. Bradley Rowe First School has set up similar provision. These are being formally evaluated by a team of educational psychologists and a senior lecturer in psychology from Exeter University who will report before the end of the summer term 2003.
- 4.9 Last year a **Best Value Review of SEN services recommended 100% delegation of the (Primary) Behaviour Support team and partial delegation of the Educational Psychology Service** budgets to schools, as well as provision of a behaviour support service to secondary and special schools on a bought-in basis. It was recommended that additional funding should not be made available to "pump prime" provision of the Behaviour Support Service and part of the Educational Psychology Service. Should demand from secondary and special schools be high, this may therefore outstrip the capacity of the existing Educational Psychology and Behaviour Support Service to supply services. At the same time, sums delegated to smaller primary schools with lower levels of need as identified by the delegation formula are very small, potentially limiting their ability to gain access to a higher level of input from the EPBSS.
- 4.10 Secondary Schools make provision for pupils according to the SEN Code of Practice, at School Action and School Action Plus, as per 2.3 above. Educational Psychologists provide advice and training to schools as well as support for pupils and parents. For pupils with statements the LEA provides support in the form of Learning Support Assistants, as above. This can be more problematical in secondary schools where pupils often resent the perceived stigma of having a member of support staff "attached" to them.
- 4.11 Exclusion figures for the secondary phase:

YEAR	SECONDARY SCHOOLS	EBD SCHOOLS
2000/01	82	7
2001/02	69	8

- 4.12 **Learning Support Units (LSUs) exist in six secondary schools.** There is observational evidence of very varied practice and success in LSUs and no link between the existence of an LSU in a school and reduced figures for exclusion. In three of the schools with LSUs high exclusion rates were recorded in 2002. Formal evaluation of the LSUs is planned, to be led by Devon Curriculum Services and involving staff from DCS and the EPS.
- 4.13 Where consultants are allocated to Devon as part of national strategies they are included in the school improvement service (Devon Curriculum Services) and their deployment is planned according to the criteria required by the DfES. In September 2003 it is anticipated that **three Behaviour and Attendance Consultants** will join the existing team working with the National KS 3 strategy under a secondary adviser. These need to link with existing services, as per 2.2 above.
- 4.14 **Three Pupil Referral Units (PRUs) exist for Key Stage 4** pupils excluded from school. They are often forced to admit pupils with complex and severe emotional and behavioural difficulties because of a lack of appropriate day EBD school provision. **Two Key Stage 3 PRUs have been agreed**, to provide full-time education for excluded pupils. Consideration is being given to how these could also be used for preventive work.
- 4.15 There is a large number of EBD schools relative to the number of PRUs and a high proportion of residential places in such schools. There are, therefore, **insufficient day EBD places**.
- 4.16 The recent review of special school funding has identified a shortfall in the level of resources required to meet need. Draft proposals have been advanced which reduce the funding for residential placements in favour of day provision.

Comment:

EBD SPECIAL SCHOOLS

SCHOOL	NUMBER ON ROLL	PROVISION
Barley Lane	29	Day
Ratcliffe	60	Weekly boarding
Hill Crest	34	Weekly boarding
Marland	34	Termly boarding

- 4.17 **Head teachers of EBD schools** report increasing difficulty in managing pupils' behaviour and a lack of clarity as to what they perceive the LEA as expecting from them and their schools.
- 4.18 **Exclusions from EBD schools are unacceptably high.**
- 4.19 Children are placed in residential provision without clear criteria relating to the anticipated benefits to the child's welfare or education from such placement.
- 4.20 There are reports of successful foster placements being terminated as a result of placement in a residential EBD school. However, **Social Services currently make only a limited financial contribution to such school placements.**
- 4.21 **Sixteen EBD pupils** are currently placed in **out-county** special provision, of whom seven are jointly funded with Social Services and/or Health.
- 4.22 The **re-designation of Barley Lane School as a KS2-3 provision has not proved a success.** Only 22 pupils have been placed in the school out of a possible 40. Admission criteria stipulate that a pupil placed at Barley Lane will be reintegrated into mainstream school after a maximum of six terms. It has been argued that pupils with complex and severe

emotional and behavioural difficulties are unlikely to achieve this and should not therefore be placed at the school. The re-designation of Barley Lane has reduced long-term provision for day pupils. Barley Lane is currently the only non-mainstream school provision for Key Stage 2 pupils.

- 4.23 A **new day EBD school** will open shortly in **Torbay**, which will reduce demand for places in Devon schools, particularly Ratcliffe. It is understood that the new school will offer places to girls. However, placement of **girls in EBD schools** can be problematical because they tend to be in a minority, to be subject to bullying and other abuse and therefore not to have their needs met. Given the demand in Torbay, it is unlikely that places for boys will be available to Devon.
- 4.24 **Other agencies** also provide input to children and young people with behavioural, emotional or social development difficulties. For young children these include Sure Start schemes in certain localities, and Children's Fund initiatives. The Youth Offending Team, Connexions Service, Joint Agency Teams (including through the work of "Pastoral Care Co-ordinators" in some Exeter schools) and Child and Adolescent Mental Health Service also make contributions. Considerable concern has been experienced about difficulties in accessing the last of these. Moreover, while the development of Joint Agency Teams and the appointment of Pastoral Care Co-ordinators is welcome, there is evidence that they are sometimes working in parallel with existing services and statutory frameworks rather than complementing them, and therefore we need to ensure that more effective arrangements are established.

5. KEY ISSUES FOR CONSIDERATION

5.1 **Criteria for placement**

The newly drafted criteria for Statutory Assessment, and EBD descriptors, need to be used with great care by the CSET Completed Assessments Panel [and other forums for decision making within the LEA]. **Objective, consistent criteria and decision-making**, based on clear descriptions of presenting need by professionals, should be applied in all cases. The need to review current decision-making arrangements has been recognised.

5.2 **Consultation**

Headteachers, other relevant statutory agencies and parents/carers are **key stakeholders** in the future of EBD provision. **Full consultation** on future strategic development with all such stakeholders will be **essential**.

6. THE DEVELOPMENT OF STRATEGY

- 6.1 **Decisions** about the future direction of strategic development of services and provision for children and young people with behavioural difficulties need to be **based on core principles** and **to link to other strategic plans**, most importantly the Education Development Plan, the Behaviour Support Plan and the SEN Plan.

6.2 Core principles include:

- The need to provide **high quality education for all children**, designed to **maximise their opportunities for the highest level of achievement, in mainstream school** in their communities wherever possible. This implies the necessity of enhancing the capacity of mainstream schools to meet the needs of pupils with troubling or challenging behaviour.

- The need to make available a **continuum of provision** and a **flexible repertoire of interventions**, from support to schools and support for pupils in mainstream classes, through to **residential education, jointly funded with Social Services**.
- The need to provide **responsive and flexible alternative full-time education** for pupils experiencing particular difficulties who may be excluded from school

7. RECOMMENDATIONS

7.1 **Members** have agreed to the following **recommendations**:

7.2 Officers should **seek to establish a continuum of provision to match a continuum of need** in Devon, with a view to implementing national and local policy on inclusion, reducing exclusions to the minimum level possible, raising achievement and reallocating budgets to provide high quality education for all pupils.

7.3 **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-county placements. This should include small-scale, local provision for **Key Stage 2 pupils**, designed to prevent exclusions from school and to provide supported reintegration by expert staff when pupils are excluded. Consideration should be given to basing these in mainstream schools in areas of high need and consultations should be held with relevant head teachers. Academic councils might wish to consider entering into co-operative arrangements to develop such provision, in collaboration with the LEA. Small resource centres could be established, perhaps for up to eight pupils, serving one or a number of academic councils, depending on population and levels of demand.

7.4 Similarly **Key Stage 3 PRU provision** to prevent exclusion and support reintegration should be made available in the North and South of the County and in Exeter, to complement provision for excluded pupils. The principal purpose of these should be to provide short-term, temporary placements, usually part-time, with input from expert staff to assist the development of alternative strategies in schools and to effect structured reintegration into mainstream and, thereby, full curriculum access.

7.5 Barley Lane should remain a Key Stage 2/3 provision with the proviso that admissions criteria are re-negotiated and that a detailed reintegration programme is developed and implemented in collaboration with the Educational Psychology Service.

7.6 Consideration should be given to the **closure of a residential EBD** school to release capital and assist in the funding of a more flexible and appropriate continuum of provision. Consideration should also be given to altering the designation of another residential school to provide for residential and day, or just day pupil provision. Savings and capital receipts could be used to set up primary resource centres and Key Stage 3 PRUs and to fund the provision of staff with specialist expertise to work in, and from, them.

7.7 It is proposed that Hillcrest School, Exmouth should close from the end of the academic year 2003/04.

- 7.8 The **success of the delegation of the Behaviour Support Team** should be closely **monitored and evaluated** in the light of the relatively high numbers of exclusions from primary schools and of pupils with behavioural difficulties currently out of school.
- 7.9 Consideration should be given to the possibility of the LEA making **provision in the statements of pupils with behavioural difficulties for schools to purchase of support from the Behaviour Support Team**.
- 7.10 Officers should ensure that arrangements are in place for effective collaborative working between all relevant parties within the LEA to make best use of DfES initiatives, for example to assist the development of improved behaviour and attendance (see, eg, 4.13 above) through the appointment of consultants, Advanced Skills Teachers, etc.
- 7.11 Officers should seek examples from **other LEAs of good practice** in providing for the needs of **girls** with emotional and behavioural difficulties.
- 7.12 A **review of the current Link Education** arrangements should be undertaken urgently with a view to reducing the numbers of pupils out of school who do not receive the full National Curriculum. Funding could then be redirected.
- 7.13 The system for **recouping** and using **money from schools which permanently exclude** pupils should be reviewed.
- 7.14 Officers should **work closely** with managers of **Joint Agency Teams** to ensure that they work in tandem with existing service providers and within the parameters of the existing statutory framework, including the DfES Code of Practice on SEN, with the intention of maintaining pupils in schools within their communities. The development of a Children's Trust should allow for enhanced, multi-agency provision for the small minority of distressed children and young people whose difficulties prevent, or at least seriously impair, access to the curriculum alongside their peers.
- 7.15 Officers should also seek opportunities for more effective collaboration with other agencies, such as the Early Years Development and Childcare Partnership, Sure Start and the Children's Fund, with the aim of influencing the deployment of resources so as to provide seamless services for the most vulnerable children and their families. The proposed pilot Children's Trust should focus on the needs of these young people (in the first instance) from a multi-agency perspective. Emphasis needs to be on early identification and intervention for young people at risk of exclusion and proactive responses and support to those out of school.

GLOSSARY

AEO:	Assistant Education Officer
BESD:	Behaviour, Emotional and Social Development
BST:	Behaviour Support Team
CAMHS:	Children and Adolescent Mental Health Team
CSET:	County Special Education Team
DCS:	Devon Curriculum Services
EBD:	Emotional and Behavioural Difficulty
EPS:	Education Psychology Service
EWS:	Education Welfare Service
FSAT:	Foundation Stage Advisory Teacher
JAT:	Joint Agency Team
LSUs:	Learning Support Units
PCCs:	Pastoral Care Co-ordinators
PRUs:	Pupil Referral Units
PSATs:	Primary Stage Advisory Teachers
SENCOs:	Special Education Needs Co-ordinators