

***“Promoting Positive Behaviour”
Bath and North East Somerset
Strategy for Behavioural Emotional
and Social Difficulties
(2016 - 2019)***

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Introduction

The purpose of this document is to provide an overview of Bath and North East Somerset (B&NES) strategy for supporting children and young people with Behavioural, Emotional and Social Difficulties (BESD). As a local authority we are required to provide a strategy that sets out arrangements for the education of this vulnerable group. The local authority strategy has been drafted in response to relevant central Government legislation and guidance, as well as local pressures and priorities within B&NES.

Section 19 of the 1996 Education Act, and more recently, the 'Alternative Provision- Statutory Guidance for Local Authorities', published in January 2013, requires Local Authorities to arrange suitable full-time education for permanently excluded pupils, and for other pupils, who for illness or other reasons would not receive suitable education without such provision. Within this statutory framework, Bath and North East Somerset (B&NES) is committed to improving social inclusion and increasing the capacity of mainstream schools to provide for all children and young people.

Children and young people may experience a wide range of social and emotional difficulties which can manifest in many ways. These may include becoming withdrawn or isolated, as well as displaying challenging, disruptive or disturbing behaviour. These behaviours may also reflect underlying mental health difficulties such as anxiety or depression, self-harming, substance misuse, eating disorders or physical symptoms that are medically unexplained. Some children and young people may have disorders such as attention deficit disorder, attention deficit hyperactive disorder or attachment disorder, which could also lead to behaviours which challenge and present a barrier to learning.

These descriptors are highlighted in the social, emotional and mental health category of the Code of Practice (DfE, 2015) and it is the responsibility of local authorities, all schools, educational providers and support services to actively support the inclusion of children and young people who fall into this group.

The purpose of this strategy is to ensure that all children and young people whose behaviour is preventing them from making progress and/or is inhibiting the progress of others are appropriately supported. All schools and educational providers are responsible for enabling children and young people to thrive, to make progress and to be included.

As an Authority, we believe that the key to good behaviour in schools is positive engagement with learning. There are times, for some children however, when additional help is needed to keep them fully engaged. Since we want children to remain as far as possible in their local schools and communities, the Authority seeks through its Behaviour Strategy, to establish a framework to guide future developments and improve outcomes.

The success of the strategy will be measured using a range of performance indicators and the strategy recommends that all the data should be shared with and between schools and that it should be used to promote best practice in the Behaviour and Attendance Panels.

Links to other plans and strategies

The Behaviour Strategy operates within the context of other relevant national and local policies, guidelines and strategies including:

National:

- Behaviour and discipline in schools; Advice for Head Teachers and school staff, DfE, February 2014

- Statutory Exclusion Guidance, DfE 2013
- Keeping children safe in education; Statutory guidance for schools and colleges, DfE April 2014
- Mental health and behaviour in schools; Departmental advice for school staff, DfE June 2014
- Inspecting Safeguarding in maintained schools and settings, Ofsted September 2014
- Alternative Provision: Statutory Guidance for local authorities DfE January 2013

Local Strategies (2014 -2018):

- Children and Young People's Plan
- Anti-Bullying Strategy
- Parenting Strategy (draft)
- Nurture Outreach Strategy
- Fair Access Protocol
- Managed Move Protocol
- B&NES Exclusion Guidance
- School Behaviour and Attendance Partnership Model and Terms of Reference
- Emotional Health and Wellbeing Strategy
- Strategy for School Improvement
- Early Help Strategy (draft)
- Individual School Attendance Policy
- Child Sexual Exploitation Strategy (2014 -2018)

Context and Background

This strategy, like any other, needs to be based upon a sound understanding of what the relevant data is saying about outcomes for children and young people in this area, especially those with BESD. This section describes, in broad terms, what we know about children and young people in B&NES in respect of demographics and key behaviour indicators which are related to this strategy. It highlights the strengths and areas of development that the behaviour review and inspections of the local authority have told us.

Bath and North East Somerset (B&NES) has approximately 36,575 children and young people under the age of 19 years. This is 20.8% of the total population. The proportion entitled to free school meals is below the national average. B&NES has 78 schools comprising 61 primary schools (56 maintained and six academies), 13 secondary schools of which 10 are academies, plus 3 studio schools, three special schools, all of which are academies and no pupil referral unit.

Children and young people from minority ethnic groups account for 9.1% of the total population, compared with 22.5% in the country as a whole. The largest minority ethnic group is Polish. The proportion of pupils with English as an additional language is below the national figure.

In 2012 an estimated 12% (4056 children) of children in BANES live in poverty, compared to an estimated 30% nationally. B&NES is one of the least deprived authorities in the country, ranking 247 out of 326 English authorities, however within this, 32 of the 115 small areas analysed are within the most deprived 20% for one or more individual domains of social inequality. Early Years services provision is delivered predominantly through the private and voluntary sector in over 93 settings; there are 11 children's centres and eight nurseries.

Against a background of reductions in funding and changes in legislation, many local authorities including B&NES, have repositioned themselves and redesigned services to become commissioning-led organisations. There has been a shift in focus away from the local authority being a provider/supporter of services to becoming a champion of children and families. In keeping with this approach, there is no centrally managed behaviour support service or provision available to schools in this Authority. However the Children Missing Education Service has been continuing to monitor those children with behavioural difficulties and ensure that children with no provision are provided for.

Services and provision for children and young people with behavioural, emotional and social difficulties are provided primarily through the behaviour and attendance panels which are co-ordinated and managed by schools. The behaviour and attendance panels are key to ensuring that the needs of pupils are identified and addressed early and that exclusions are avoided. The Panels serve Bath, Midsomer Norton and Radstock, and also the Chew Valley and Keynsham area.

In May 2015, an independent review of behaviour and alternative education provision was commissioned by the local authority. This review acknowledges the good practice for behaviour and alternative education provision that exists within the local authority and schools, and highlights areas where provision can be developed further to strengthen and extend learning for children and young people in schools and other education settings.

B&NES has much to celebrate in terms of good practice; Ofsted judgements for behaviour and safety of pupils in secondary schools and academies show, that of the thirteen secondary schools; four are "outstanding", seven are "good", and two "require improvement". Over 87% of primary and infants schools are graded good or outstanding for behaviour and safety. Schools are supported to meet pupils' social, emotional and behaviour needs through integrated working. The Behaviour and Attendance Panels in some areas allocate resources directly to primary and secondary schools to fund initiatives aimed at addressing behaviour issues.

Alternative education provision for children and young people who fall within the local authority Section 19 Duties, is generally well-regarded by schools, although there are serious concerns about shortage of places for pupils who have been excluded from school and those who need additional support.

Primary and secondary Headteachers anecdotally report that the challenges they face in supporting children and young people with behavioural, social and emotional difficulties are increasing. This is commonly attributed to a complexity of factors including; family circumstances; preparation for school; quality and availability of specialist support; demands of a frequently changing curriculum; expectations of the community and parents; 'league tables' of schools and external inspection requirements.

In all parts of the system we believe there is a collective will and determination to improve outcomes. This strategy seeks to build from those strengths and enhance the capacity of the whole system to respond more consistently and effectively

Our Vision

We are committed to ensuring that all children and young people in Bath and North East Somerset are safe, healthy, active, nurtured, respected and are included, so that they can be successful learners, confident individuals, and responsible citizens.

We want to ensure that the needs of children and young people are at the heart of planning and that a full range of high quality provision is available to support students who may need additional help. In this we recognise that good relationships and positive behaviour across all schools, neighbourhoods and communities, are fundamental to good progress and culture change.

The Aim and Objectives of the Strategy

As a local authority we are committed to improving social inclusion and increasing the capacity of mainstream schools to provide for all children and young people, including those who have behavioural emotional and social difficulties. However, despite the local priority and investments given to this agenda over a number of years, there is currently no overarching strategy for supporting children and young people who are in danger of underachieving because of needs relating to their behaviour.

The aim of this strategy is to ensure that all children and young people whose behaviour is preventing them from making progress and/or is inhibiting the progress of others are appropriately supported. This includes challenging them to understand what acceptable behaviour is and to learn how to regulate their actions and responses appropriately.

The following objectives are central to the behaviour strategy:

School leadership, governance and practice;

- Know whether they are improving in their ability to meet needs, including identifying gaps in provision and what developments need to take place to meet these
- Improve ability to identify needs and make good provision for children and young people who present with challenging behaviour
- Secure the engagement of all staff in the implementation of the emotional health and wellbeing strategy so that appropriate interventions are delivered for children and young people at an individual and whole school level
- Improve the quality of behaviour and safety over time in school
- Improve the use of the Common Assessment Framework (CAF), and integrated practice to support children with challenging behaviour, in order to reduce referrals to the behaviour and attendance panels.
- Encourage the participation and the skill of parents/carers in supporting children who are becoming disaffected and disengaged from learning.

School partnerships;

- Develop local partnerships with locally-based support services all of whom have a shared vision and shared commitment to agreed local objectives.
- Ensure the cooperation and support of key agencies and partners in the effectiveness of primary and secondary school behaviour partnerships
- Establish effective school to school partnerships and collaboration to ensure children and young people with social, emotional and behavioural difficulties receive the high quality support and provision to which they are entitled.

Local authority network of provision;

- Increase the capacity within all schools to motivate and engage pupils who are becoming disaffected and disengaged from learning
- Quality assure the ability and effectiveness of specialist services and provision to meet needs, and enhance their support of mainstream schools
- Extend and develop the capacity and quality of educational provision for pupils who are at risk of/ or have been permanently excluded from school as part of a continuum of provision commissioned through behaviour and attendance partnerships.
- Ensure the effectiveness of local authority preventative services in providing support to schools where family or other domestic circumstances are contributory factors to the presenting behaviours of children and young people
- Provide and support opportunities for school partnerships to meet needs in relation to all children and young people
- Ensure that related strategies and initiatives are complementary, and that the local authority is meeting its obligations to vulnerable children and young people who are at the margins of the system by ensuring these pupils are identified and known to the Vulnerable Learners Service.
- Ensure access to data (particularly fixed period and permanent exclusions), to monitor performance and inform decision-making by having all schools signed up to data sharing agreements & protocols.

The Principles that underpin the Behaviour Strategy

The following values and principles are key to ensuring a calm and productive learning environment in which disruption and difficulty are minimised.

1. We believe that behaviour change is possible, and recognise that children who challenge are likely to be challenged themselves and may be at risk emotionally, socially and academically;
2. We support whole-school, consistent approaches to the quality of learning, teaching and behaviour where schools take collective responsibility for the achievement and well-being of all children

3. Support and develop teaching and support staff confidence and skill through effective induction, training and supervision
4. We are committed to working proactively to target resources and intervene early with children and young people who are at risk of becoming disaffected or disengaged or developing behavioural problems and use the Common Assessment Framework to agree multi-agency and specialist input, local responses should be available for local needs
5. Children and young people are entitled to an extended range of support and alternative provision to prevent exclusions generally and avoid the exclusion of any vulnerable child or young person including Looked After Children and those with Education, Health and Care Plans.
6. Support and involvement of parents and carers in maintaining good behaviour and the development of their children is central to the behaviour strategy.
7. Young People and their parent(s)/carer(s) will be listened to and their views respected
8. Sharing commitment and trust is essential for success across all partnerships; schools and educational settings.
9. Data will be shared and used within the local authority and schools to inform policy and practice.

The Scope of the Strategy

The strategy covers children and young people from nursery age to post-16 in maintained schools and academies, early years settings and youth and community provision. It complements the scope of other plans and provisions, addressing the needs of those children and young people with behavioural emotional and social difficulties.

These children and young people may include those who:

- have been permanently excluded and for whom a change of school or some alternative arrangements are being sought;
- have been excluded for a fixed period(s) of time before returning to their local school;
- demonstrate behaviour such that they are at risk of permanent exclusion;
- have been permanently excluded from more than one school
- are persistently disruptive, preventing the teacher, themselves or others from doing what is asked of them;
- are violent or abusive to their peers or to adults;
- are repeatedly absent without permission;
- are too anxious or phobic to attend their local schools;
- are on school action or school action plus because of their behaviour;
- have a statement of special educational needs/Education Health Care Plan because of their emotional, social and behavioural difficulties;
- have emotional or mental health difficulties.

Priorities within the Behaviour Strategy

In order to achieve the objectives referred to above, the strategy has to identify the strategic priorities for Bath and North East Somerset. These strategic priorities will be used to develop specific implementation plans for the behaviour strategy, which will provide a detailed route map for achieving these outcomes. Based on the strategy described above, our overarching priorities are:

1. **Increase the capacity within schools to motivate and engage pupils who are becoming disaffected and disengaged from learning**

- Develop and improve systems for identifying individuals, groups or categories of pupils "at risk" of becoming disengaged and disaffected
- Use approaches that are "evidence-based", i.e. that are based on evidence of effectiveness and recognised good practice
- Establish systems for developing the skills of staff in managing behaviour and promoting positive engagement of pupils.
- Develop and improve systems for providing individual support for pupils in school using the resources available through the behaviour and attendance panels

2. **Schools working in local partnerships with each other and with locally-based support services all of whom have a shared vision and shared commitment to agreed local objectives**

Support the existing behaviour and attendance panels to develop more formalised systems in order to operate as effective partnerships consistent with DfE guidance

Establish locally accessible support services for school partnerships.

Use the B&NES behaviour strategy as a basis for the development of local priorities and objectives

3. **Development of Alternative Education Provision, including Pupil Referral Services**

In order to avoid pupils missing out on education there must be a greater focus on raising aspirations, and improving access and achievement.

- Schools must establish clear accountability for the achievement, safety and personal development of all children and young people who are on the school roll but not attending, and for the quality and amount of provision made for them.
- The LA will identify clear lines of accountability for the quality and amount of provision, as well as the educational and social outcomes, for all children and young people of compulsory school age who do not access education in the usual way.

- LA commissioning arrangements for pupils in need of alternative provision, both with and without a registered school place, will be the focus of regular review to ensure that children and young people receive suitable full-time educational provision, as near as their health and educational needs allow.
- Partnership working to help the process of commissioning and the quality assurance of a range of provision

4. Children Missing Education

Children Missing Education (CME), is a key area of policy for Central Government and the local authority. In November 2013, Ofsted produced a report, entitled 'Low aspirations, little access, limited achievement', this examined the experiences of children and young people who were not in full-time education at school. Inspectors found some effective practice, but also poor quality and insufficient provision for many of these young people, as well as incomplete information and records within local authority services.

Schools and the local authority are expected to work together to ensure that the following are in place:

- a named person at a senior level is held to account for this statutory duty.
- that schools, amongst other things, establish clear accountability for the achievement, safety and personal development of all children and young people who are on the school roll but not attending.
- Local authorities are expected to work with schools and other agencies to ensure that rigorous monitoring and tracking systems are in place.

5. Partnership work with parents

The cooperation of parents is seen as vital to the success of the behaviour strategy in both primary and secondary sectors. Where parents are working with the school and are supportive of the school's attempts to engage pupils and promote positive behaviour there is a much higher probability of good outcomes for pupils.

In order to promote the positive engagement of parents in both primary and secondary sectors the Local Authority and schools will work together to achieve the following:

- Parents/carers get regular information about their child's behaviour or attendance
- Parents/carers who require it are assisted with a referral to an agency that can provide specific advice or support, e.g. benefits advice, debt counselling, help with alcohol or drug problems
- In cases where there are major problems with a pupil's behaviour and the parents/carers consistently refuse to engage positively in addressing these problems then parenting orders may be used to enforce parental engagement.
- Working with parents/carers is used as a measure of school effectiveness

6. The use of data to monitor performance and inform decision-making

- Develop robust systems for collecting data and processing that will allow individual schools and local behaviour partnerships to monitor their performance in relation to the strategy
- Data systems will also allow county-wide performance to be monitored
- Data will be used to identify priorities and to inform decision making

How will we deliver the strategy?

As mentioned previously in this document, local authorities are required to produce a strategy which outlined their support and provision, for pupils who for reason of exclusion or otherwise do not have a school place, however. this task cannot be achieved without effective partnership working and collaboration with all schools.

Overall, schools working in partnerships will also have a significant part to play in delivering the strategy for supporting children and young people with behavioural emotional and social difficulties.. All schools should be working together to identify the specific educational needs of the most vulnerable children and young people in their locality and should commission services that bridge the current gaps in provision.

We believe that effective delivery of the Strategy will include the following:

1. Clearly defining the roles and responsibilities of the Local Authority and Schools;
2. Ensuring that pathways for children and young people are clear and the use of approaches such as the Common Assessment Framework (CAF), is embedded across all schools in B&NES;
3. Developing secondary provision that provides an analysis of the needs of young people, the support that a school may require and a mechanism to signpost young people into appropriate settings such as alternatives, work/training, college, support in school, time-limited part-time off-site provision linked with school;
4. Ensuring good transition planning is in place from pre-school into reception and across all Key Stages;
5. Developing solutions in schools and localities for pupils at risk of exclusion;
6. Developing a joined up programme of continuous professional development that supports school and local authority priorities building on work already on-going in some local areas;
7. Developing mechanisms to offer a rapid response to schools to offer advice pre-exclusion involving a range of services;
8. Seeking opportunities to develop off-site facilities in localities – these facilities could be shared by a group of schools and support provided by a range of services;
9. Ensuring that support for primary pupils is joined up so that pupils are supported in mainstream and in alternative off-site provision as a continuous process;
10. Ensure that family support is provided for children and young people pre-exclusion;

11. ensure that parents/ carers are informed and included in all discussions and plans about their children's behaviour
12. Develop externally contracted provision by commissioning alternative education from a variety of providers in the private and voluntary sectors, including FE Colleges;
13. Ensuring that alternative provision is quality provision that enables personalised pathways for young people with recognised and meaningful accredited courses;
14. Creating mechanisms to quality assure provision through appropriate agreements to ensure that the Local Authority and Schools Public Sector Equalities Duty are met.

Monitoring and Evaluation

1. The Joint Behaviour and Attendance Panel Chairs group currently has responsibility for monitoring behaviour outcomes for children and young people across the authority. Through the recommendations within this Strategy, it is proposed that a BESD strategy group is convened building on the infrastructure of the Joint Behaviour and Attendance Chairs group. This will have the Authority wide, cross service steering and monitoring functions both for the specific actions highlighted in the action plans developed from the strategic aims, and the overall impact and review of the strategy.
2. The BESD Strategy group will provide a progress and issues report to the School Forum on a regular basis, aligned with the local authority existing planning and monitoring cycle.
3. OFSTED judgements will help inform individual schools and the LA of the issues, development needs and status of support for children and young people with BESD
4. To monitor specifically the implementation and impact on outcomes, of the BESD strategy, specific action plans attached to this strategy, will detail the operational activity and the developments required.
5. The proposed Strategic Behaviour lead and Service managers through supervision and team activity will have a monitoring and quality assurance oversight.
6. The BESD strategy will be reviewed on a 3 yearly basis

Appendix 1

Review of Behaviour and Alternative Education Provision in Bath and North East Somerset

In May 2015, an independent review of behaviour and alternative education provision was commissioned by Bath and North East Somerset Council. The key purpose of the review was to:

- Better match provision to current and emergent needs and demand
- Ensure quick and effective systems to support children & young people, families & schools
- Secure good value for money including evaluation of effectiveness via comparing outcomes to costs and consideration of wider evidence of 'what works'
- Address capacity and skills issues within the system
- Promote consistent in-school behaviour strategies

The review acknowledges the good practice for behaviour and alternative education provision that exists within the local authority and schools; it highlights areas where provision can be developed further to strengthen and extend learning for children and young people in schools and other educational settings.

A range of schools across all phases, services and providers have been consulted in this review. Relevant documentation and data have also been analysed and all schools in the local authority were sent a behaviour strategy questionnaire in June 2015. 43% of schools responded to the behaviour strategy questionnaire. Semi-structured interviews were conducted with Head Teachers, Heads of Pastoral Care, Chairs of B/A Panels (Primary and Secondary); key managers within local authority services, Head of Virtual School; B/A Panel Coordinator; Admissions Manager; Aspire Commissioners; Head of Hospital School, and Head of Finance. Meetings were also convened with key providers of alternative education provision eg, Brighter Futures; Include and Kids Company.

In addition to meetings with schools and other stakeholders in B&NES, the following methodologies and approaches were employed:

- reviewing behaviour and attendance panel policies and procedures;
- reviewing permanent and fixed period exclusion data
- mapping current provision, including alternative education, in order to consider options for development

- reviewing available documentation including the February 2015 “Review of Section 19 for Bath & North East Somerset Children’s Services;
- making recommendations for developing behaviour support and alternative education provision based on the above.
- regular reports and feedback from the School Forum
- research and review of data and information from statistical and geographical neighbour local authorities.

Local Context

Data from the B&NES Behaviour and Attendance panels for the 2014/15 academic year shows an increase in the number of children at School Action and School Action Plus who were referred to these panels for behaviour and support interventions. In 2012/13, there were 348 children referred; with 289 in 2013/14 and 487 in 2014/15.

Permanent Exclusions from B&NES schools by Academic Year

Year	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
No. of Pupils	5	13	16	21	15	24
	Pri 1	Pri 0	Pri 0	Pri 2	Pri 3	Pri 6
	Sec 4	Sec 13	Sec 16	Sec 19	Sec 12	Sec 18

Data for fixed period exclusions, from the DfE First National Statistical Returns for 2013/14 shows , that 89 pupils were excluded for a fixed period from B&NES primary schools collectively, these pupils were out of school for a total of 159 days. During the same period, 694 pupils were excluded for a fixed period of more than one day from B&NES secondary schools, and collectively, these pupils were out of school for a total of 1,248 days.

B&NES In- Year Fair Access Data for the Academic Year 2011 – 12. (Children out of school for an extended period)

Fair Access Panel Area	No. of Cases	38+Days without placement	69+Days without placement	100+ Days without placement
Bath Panel	31	16	9	6
Keynsham and Chew Valley Panel	8	7	1	0
Norton Radstock Panel	12	6	1	1
Total	51	29	11	7

The above data and information highlights the growing pressure on the Authority's current alternative education provision. With the steady growth in permanent exclusions from primary and secondary schools and the number of children who are out of school for extended periods, as shown in the Fair Access data; it is clear that there is an urgent need to re-configure the existing arrangements for providing alternative education for those who are out of school. There is a clear mis-match between the number of children and young people needing alternative education support and the existing capacity available within the Authority.

B&NES discharges its statutory duty for children who are out of school through the following:

- A service level agreement with the Aspire Academy to provide 23 fte places for pupils who are excluded from school.
- The Behaviour and Attendance Panels
- The Children Outside of School Panel.

The key objective for the work of the existing alternative provision settings in B&NES is primarily to provide alternative provision for permanently excluded pupils and children unable to attend mainstream school settings for reasons of behaviour and/ or other as defined in the section 19 duties for education otherwise than at school. For children out of school for reasons relating to health, schools can refer individually to the Hospital Education & Re-Integration Service, this however has no dedicated educating setting. Owing to the changing landscape nationally for the work of alternative provision providers, cultural and structural change is required to take account of new national policy directions and provide extended and individualised learning opportunities for some of the most vulnerable pupils within the Authority.

Appendix 2 - Summary of findings, issues and recommendations

Building the capacity and expertise within the school system to reduce pupil exclusion and the demand for alternative education provision

Findings

1. Ofsted judgements for behaviour and safety of pupils in secondary schools and secondary academies in B&NES show that of the thirteen schools, four as “outstanding”; seven are “good” and two “require improvement”. Further Ofsted research shows that 87% of primary and infant schools in B&NES are graded good or outstanding for behaviour and safety.
2. Of the secondary schools which responded to the behaviour survey questionnaire, all have procedures in place for identifying pupils at risk of becoming disaffected and dis-engaged from learning. This include in-house staff trained to recognise and tackle early signs of disaffection. Some schools have pooled funding with other schools to create provision for sixth day fixed period support. Resources and joint arrangements in primary schools are less clearly defined, a number of primary schools which responded to the survey depended mainly on the behaviour and attendance panels to provide support advice and assistance.
3. Training for staff on behaviour management and support is evidenced in both primary and secondary schools. Of the 24 primaries schools which responded to the survey, 17 are involved in whole school Attachment Awareness programmes as well as “Thrive”; a programme which support teachers to deal with behaviour problems in class.
4. Bath and North East Somerset has committed significant resources to implementing and embedding the Common Assessment Framework (CAF), in schools to manage early signs of behavioural, emotional and social difficulties. Despite a well-resourced team and robust processes, some schools are slow in engaging with this effective strategy.. During the financial year 2014/15, eleven secondary schools (11), and twenty five (25) primary schools completed CAFs.
5. Two of the 24 primary schools which responded to the behaviour survey are involved in the Social and Emotional Aspects of Learning (SEAL), as a key strategy to manage behaviour.
6. Transition support is available for pupils across a number of schools and settings, however this is directed by the resources available to Behaviour & Attendance Panels. The SENDit Team oversee transition support funding to improve planned transitions from nursery to primary schools for children with complex needs.
7. Six of the 24 primary schools that responded to the behaviour survey mentioned “Theraplay”, as an effective intervention for those children with complex emotional and behavioural needs. This approach involves parents and others involved in working with the child and family.

8. In BANES 6 primary schools have commissioned “Place 2 Be”, an integrated school based mental health service that helps children cope with difficult and traumatic experiences which sometimes affect their behaviour.
9. The majority of primary and secondary schools have reported effective systems for ensuring active participation of parents and carers in supporting children and young experiencing BESD. Approaches include a dedicated Parent Support Advisor provided by the Early Years Extended Service.

Issues

1. The majority of B&NES schools have been graded “good” or “outstanding” by Ofsted for the behaviour and safety of children. Given the high level of behaviour and attendance in most schools, “difficult” pupils are less likely to be tolerated, hence they are excluded to minimise disruption to class attainment and safety.
2. Integrated, multi-agency working such as that provided through the Common Assessment Framework, is effective, and would be enhanced by the active involvement of more primary and secondary schools.
3. Schools are the main education provision for the majority of pupils. Evidence suggests that life chances are significantly reduced for pupils who spend a significant amount of time out of school and whose education is thereby disrupted. An increased emphasis on preventative and short term work is required involving a changed pattern of resourcing, improved joined up working between agencies and much greater collaboration and ownership from schools.
4. Some schools are unclear about the route to information and support for behaviour and related questions. There is a perceived lack of readily accessed information about services which can support pupils with social emotional and behaviour difficulties.
5. Some schools would like to extend their strategies for dealing with persistent low level disruption. 100% of schools which responded to the behaviour survey, would like support at an early stage to manage behaviour. The range of early intervention and preventative provision offered within the Authority area to meet pupils’ behaviour needs is perceived as too narrow.

Recommendation One

Strengthen co-ordinated approaches to prevention and early intervention for pupils with social, emotional and behavioural difficult in schools, through a multi-agency approach that aligns the work of the CAF team more closely with the school’s approaches and other integrated services for vulnerable young people.

Recommendation Two:

Identify and strengthen the strategic lead for Behaviour in the Children and Communities Division to include oversight of support, provision and the monitoring of outcomes for children and young people with social, emotional and behavioural difficulties.

Behaviour & Attendance Panels

Findings

1. The Behaviour and Attendance Panels play crucial role in enabling Bath and North East Somerset Council to discharge its section 19 duties appropriately. The Behaviour and Attendance Panels are key to ensuring that the needs of pupils are identified and addressed early and that exclusions are avoided. The Panels serve Bath; Midsomer Norton & Radstock and Chew Valley & Keynsham.
2. They are the key to ensuring that the needs of pupils are identified and addressed early and that exclusions are avoided where possible. They are also responsible for ensuring prompt arrangements are made to minimise the disruption to the child or young person's education.
3. The Behaviour and Attendance Panels funds intervention programmes directly to schools, focusing on working with small groups on identified areas of concern, eg anger management, and transition, as well as building the capacity of staff in schools to develop these programmes themselves through training and mentoring and work with individual pupils.
4. The role and responsibilities have been negotiated through a Service Level Agreement between the Panels and Bath and NE Somerset Local Authority to work together to improve behaviour and school attendance for disaffected and BESD learners across the catchment area.
5. Each panel has a constitution which includes a vision and including objectives to:
 - To work together to provide support and early intervention for learners who need to improve their behaviour and attendance in their school setting
 - To ensure the continuous education of learners who are at risk of exclusion, or who have been excluded so that they can access appropriate learning opportunities
 - To work together to develop personalised alternative educational opportunities in a variety of alternative settings for learners with behaviour, emotional or social difficulties who are disaffected or experience attendance difficulties
 - To review existing provision, share good practice and explore new opportunities to improve learning outcomes for all vulnerable learners in the local area
6. The Service Level Agreement clearly establishes that the Local authority will be responsible for ensuring that the Partnership operates within the terms of the SLA and will require the establishment of a reporting and monitoring arrangement. Reference is made to a Steering Group which will work with the strategic board to ensure that these systems are in place.

Issues:

1. Delays in deciding the placement of young people referred to Panels is a serious hindrance to their effectiveness. All schools who responded to the Behaviour survey stressed the need for those managers attending panels to be given the authority to make decisions, without delay.
2. There is no evidence available that the SLA has been formally enacted nor that any of the arrangements have been implemented, particularly in the areas of performance management and review in the constitution the and reporting and monitoring and governance of the SLA.
3. There is no evidence that the authority is ensuring '...that the partnerships operate within the SLA,' nor the role of the 'Steering Group' and the 'Strategic Board' in, '... establishing reporting and monitoring arrangements.'

4. Support and collaboration among schools for the behaviour and attendance panels is improving, however, a few schools are still reluctant to participate in the area panel arrangements.
5. `Managed Moves` is a key issue for some Panels where there are too few schools within a geographical area to make this a viable option in avoiding exclusion.

Recommendation Three

Support schools to work in collaboration and also to develop more formalised behaviour and attendance partnerships according to DfE guidance

Alternative Education Provision: The Aspire (AP) Academy

Findings

1. The Aspire Academy is central to the Authority in providing full time education for children and young people who because of exclusion or otherwise do not have a school place. It was opened on the 1st April 2014 replacing the Link School. It is part of the Wellsway Multi-Academy Trust.
2. Bath & North East Somerset have commissioned The Aspire Academy to:
 - *Provide Alternative Provision (AP) for a minimum of 23 pupils at any one time to ensure the continued education of children and young people in KS1, 2, 3 and 4 who, because of exclusion or other reasons would not otherwise receive a suitable full time education.*

Statutory Guidance (2013), on Alternative Education Provision states that, an AP provider should be registered as an independent school if it meets the criteria for registration (that it provides full-time education to five or more full-time pupils of compulsory school age or one such pupil who is looked-after or has a statement of SEN)
3. The guidance seeks to address the fact that there needs to be clear accountability for pupils and that the provision is of the highest quality. It does this by ensuring that larger provision is appropriately registered as an independent school - AP Academy or Free School where they are funded for the pupils that are on their roll and are therefore accountable. They will also be subject to Ofsted Inspections.

Issue:

1. According current DfE guidance, the Aspire Academy Alternative Provision (AAP) is not appropriately registered to fulfil the requirements of its contract with B&NES.
2. It can only meet the needs of the pupils by directly providing education on a part-time basis for some pupils, due to a shortage of planned places and difficulty in finding suitable accommodation.
3. The contract for the Aspire Academy AP provision expires on the 31st March 2017.

Recommendation Four:

Ensure the Aspire provision for pupils who are excluded from school is appropriately registered.

Alternative Education Provision: Planned Places

Findings

1. The number of full time places (23fte) commissioned from the Aspire AP Academy for pupils who are excluded from school does not allow the Authority to properly fulfil its Section 19 Duties under the 1996 Education Act and subsequent legislation.
2. Research into Alternative Provision in other local authorities show that the resource; the provision and the number of AP places commissioned for children and young people who are out of school falls short when compared with our statistical and geographical neighbours.
3. Some head teachers who have responded to the behaviour survey have stated that they feel that they are alone when it comes to finding suitable provision for children who are at risk of exclusion from school.
4. Some primary head teachers have expressed a view that the only way that they can access support for the most challenging pupils is to resort to permanent exclusion.

Issues

4. There are serious capacity issues regarding the local authority arrangements, and the number of planned places for children and young people who are permanently excluded, and those who for other reasons are without a school place.
5. There is an urgent need to develop and extend a wide range of high quality core and enhanced alternative education provision, to ensure that pupils who are at risk, or are excluded from school are able to access appropriate provision.
6. Owing to the changing landscape nationally for the work of PRUs and alternative provision providers, cultural and structural change is required to take account of new national policy directions and provide extended and individualised learning opportunities for some of the most vulnerable pupils within the Authority.

Recommendation Five

Develop and extend a wide range of high quality Alternative Education Provision within the continuum of existing provision and the behaviour and attendance panels, and also consider proposals from potential providers for the establishment of an AP Academy or Free School to meet the needs of pupils who are out of school, this process should be started in 2016/17.

Children Missing Education (CME)

Findings

1. Policies and procedures to enable fair access to school for `hard to place` pupils are in place.
2. There is evidence in some schools, that children who are disaffected and disengaged from learning are placed on part-time timetables and sent home for indefinite periods of time. In many of these instances, pupils are marked in the register as `educated offsite` (Code B).
3. There is some uncertainty at present, regarding the precise number of pupils who are out of school as a result these unofficial exclusions. This is an area of serious concern for the Authority in the light of Government initiatives regarding child sexual exploitation and safeguarding concerns.
4. This group of children and others who are out of school for other reasons are the focus of the Children Outside of School Panel which meets fortnightly to discuss the needs of this group of children and to recommend appropriate school places.
5. There no formal systems or procedures currently in place whereby the work and outcomes from the Children Outside of School Panel is shared with Head Teachers and other key stakeholders. However the panel does consult with individual schools around concerns for pupils under the Fair Access protocol and where there is no identified provision, or where parents are unable to in year casual admissions.

The table below provides a one year snapshot of pupils and the length of time some are out of school.

B&NES In- Year Fair Access Data for the Academic Year 2011/12

Fair Access Panel Area	No. of Cases	38+Days without placement	69+Days without placement	100+ Days without placement
Bath Panel	31	16	9	6
Keynsham and Chew Valley Panel	8	7	1	0
Norton Radstock Panel	12	6	1	1
Total	51	29	11	7

Issues

1. Key issues for the Children Outside of School Panel, are the reluctance of some schools to admit pupils, and the long delays in making decisions around pupil admissions.

2. There is an urgent need for the regular monitoring and reporting of Fair Access data, across all the Panel areas in B&NES.

Recommendation Six

Review the terms of reference for the Children Out of School Panel; its role, function and composition to clarify its scope.

Partnership work with parents

The cooperation of parents is seen as vital to the success of the behaviour strategy in both primary and secondary sectors. Where parents are working with the school and are supportive of the school's attempts to engage pupils and promote positive behaviour there is a much higher probability of good outcomes for pupils.

1. Strategic Objectives for the promotion of partnership work with parents and carers

In order to promote the positive engagement of parents in both primary and secondary sectors the Local Authority will work with school to achieve the following:

- Parents/carers get regular information about their child's behaviour or attendance
- Parents/carers meet regularly with their child's teacher(s)
- Parents have access to a parenting programme or other parenting support
- Peer mentoring is available for parents/carers
- Parents/carers who require it are assisted with a referral to an agency that can provide specific advice or support, e.g. benefits advice, debt counselling, help with alcohol or drug problems
- In cases where there are major problems with a pupil's behaviour and the parents/carers consistently refuse to engage positively in addressing these problems then parenting orders may be used to enforce parental engagement.
- Working with parents/carers is used as a significant measure of school effectiveness

Recommendation Seven:

Ensure that Partnership work with parents /carers is kept under review and linked with the Parenting Strategy.

Data

Findings

2. The use of data is crucial to monitor performance and inform decision-making
3. Data systems will also allow authority wide behaviour indicators to be monitored and performance to be reported on.
4. Data will be used to identify priorities and to inform decision making

Issues

1. There are currently no processes or systems by which there is systematic strategic monitoring of fixed period term exclusions. Permanent exclusion data is monitored by the Children Missing Education Service and reported to Local Authority Leads and to Behaviour & Attendance Panels.
2. There is no defined group that scrutinises this information on a regular basis, nor systems, which offer support to area panels, schools and pupils as part of a defined procedure to reduce exclusions.

**Recommendation Eight:
Develop robust systems for collecting data and processing that will allow individual schools and local behaviour partnerships to monitor their performance in relation to the strategy**

Appendix 3 - Actions to Deliver the Behaviour Strategy

Theme: Building Capacity within Schools to manage pupils with social, emotional and behavioural difficulties and those at risk of exclusion from school

Recommendation One

Strengthen co-ordinated approaches to prevention and early intervention for pupils with social, emotional and behavioural difficulties in schools, through a multi-agency approach that aligns the work of the CAF team more closely with the school's approaches and other integrated services for vulnerable young people (Vulnerable Learners Service).

1a	The Authority to consider a behaviour help line for schools to access information, support and advice regarding urgent help for those pupils who may otherwise be excluded
1b	Improve schools' information about access to services which can support behaviour which includes a co-ordinated menu of options with clear criteria for support, so that schools are clear about what is available to support their pupils at each point of need.
1c	Develop and improve systems for providing individual support for pupils in school using the resources available from within Behaviour Partnerships
1d	Establish systems for developing the skills of staff in managing behaviour and promoting positive engagement of pupils such as the "Thrive
1e	Develop and improve systems for identifying individual and groups of pupils, "at risk" of becoming disengaged and disaffected from learning.
1f	Ensure that schools and support services for behaviour are operating within an "integrated practice" framework, providing genuinely joined-up working, using the CAF framework where appropriate for individual pupils
1g	Support for pupils with social, emotional and mental health needs which would include working with any other services who are involved, for example CAMHS and the Education Psychology Service;
1h	Provide support for senior staff in schools who have particular responsibility for their schools' behaviour policy and practice
1i	Ensure that a school's willingness and ability to engage and support children with challenging behaviour is seen as an important measure of its overall impact.
1j	There is a clear need to continue to strengthen the system to support schools in reducing exclusions and promoting positive behaviour management to address needs and ensure an equitable approach across mainstream settings.

Recommendation Two

Identify and strengthen the strategic lead for Behaviour in the Children and Communities Division to include oversight of support, provision and the monitoring of outcomes for education other than at school (EOTAS)

2a	There needs to be strategic leadership for behaviour within B&NES. This could come from a panel comprising senior officers for behaviour inclusion and would include an overview of associated Panels. Careful consideration needs to be given to the development of the Vulnerable Learners Service and how this work sits within or alongside this service.
2b	The strategic lead to have key responsibility for the implementation and monitoring of the Behaviour Strategy and to operate as the point of reference within the Authority for behaviour.
2c	The strategic lead to have oversight of all pupils who are not in schools, not registered in schools or who are in or need of alternative provision, working either in or alongside the Vulnerable Learners Service to ensure a co-ordinated approach between services supporting these pupils.
2d	The strategic lead to support schools to reduce permanent and fixed period exclusions, including ensuring that patterns and trends of exclusions across schools and panel areas are shared and used to inform ongoing behaviour strategies and approaches.
2e	Linking to Early Help locality arrangements within each area so that families who are being supported by different services receive an integrated approach;

Recommendation Three

Support schools to work in collaboration and also to develop more formalised behaviour and attendance partnerships approaches according to DfE guidance

3a	Ensure that arrangements are in place for the regular monitoring of the Authority's Service Level Agreement that has been agreed with the behaviour and attendance panels
3b	Explore the scope for actively involving Panel representatives and other interested partners in the development of the future shape of alternative education provision in response to the needs of their pupils.
3c	Review the role and function of the Joint Chairs of Panel group and how this links with the Steering Group and Strategic Board functions.
3d	All schools, including special schools and the AP Academy to be actively involved in partnerships.
3e	A shared vision between schools in the partnership to work together to improve behaviour, attendance and outcomes for pupils with challenging behaviour and thereby improve outcomes for all pupils.

3f	An agreement with schools in Panel areas and the AP Provider that there is a collective responsibility in their partnership and they will intervene early with pupils at risk of exclusion.
3g	Sharing information, advice and guidance: schools requested that through the local partnerships opportunities are provided to share issues, access expertise, signposting and guidance which would reduce the demand for places at the Aspire Academy

Recommendation Four
Ensure the Aspire AP provision for pupils who are excluded from school is appropriately registered.

4a	The Aspire Academy to ensure that the provision for pupils who are excluded from school is registered without further delay
4b	The Aspire Academy to review the menu of services currently available to schools across the Authority to increase the opportunities for more outreach and in-school support arrangements.
4c	Access to expertise: Ensure that all LA commissioned alternative Provision includes staff who have a wealth of expertise and experience which could support schools in building local capacity and expertise

Recommendation Five
Develop and extend a wide range of high quality alternative education provision within the continuum of provision and behaviour and attendance panels, and consider proposals from potential providers for the establishment of an AP Academy or Free School to meet the needs of pupils who are out of school, this process should be started in 2016/17

5a	Increase the number of places available for children and young people who are out of school from 23fte to 50fte. (20fte for primary pupils and 30 places for secondary pupils.)
5b	Explore with primary Head Teachers a move towards the delivery of alternative provision for children at Key Stages 1 and 2 in localities and Panel areas
5c	Appoint a Commissioning role for Alternative Education Provision, to inform and advise commissioning unit/ team with responsibilities for ensuring that “no child is left behind” with regards to being able to access suitable provision according to their respective age, aptitude and ability.
5d	Establish a Framework Agreement to support the Behaviour and Attendance Panels and local schools to commission local preferred providers who have met the local quality assurance standards for being “inspection ready” and able to provide suitable AP provision. This Framework would enable and empower schools to deploy locality approaches to commissioning AP and EOTAS provision.

Recommendation Six

Review the terms of reference for the Children Out of School Panel; its role, function and composition to clarify its scope.

6a	Provide an annual report of the numbers; patterns and trends of Fair Access cases which are referred to the behaviour and attendance panels in B&NES.
6b	For the Children Out of School Panel to have delegated reporting responsibilities to the School Forum or other strategic group within the Council to include the Local Children's Safeguarding Board

Recommendation Seven:

Ensure that the parent partnership work is kept under review and is fully aligned with the Parenting Strategy.

Recommendation Eight:

Develop robust systems for collecting data and processing that will allow individual schools and local behaviour partnerships to monitor their performance in relation to the strategy

8a	Ensure exclusion data and children out of school information is used to inform the future procurement of planned places for children who are out of school
8b	Ensure data systems are used to monitor local authority wide behaviour outcomes
8c	Ensure systems are in place to demonstrate how data is used to identify priorities and inform decision making. This will only work if all education providers, including academies, free schools, colleges provide this data.