
Meeting of the Executive Member for Children &
Young People's Services and Advisory Panel

17 July 2008

Report of the Director of Learning, Culture and Children's Services

The Behaviour Support Service in York

Summary

1. This paper describes the current situation at the Danesgate Site, sets the situation in context of the Behaviour Support Service and puts forward proposals for a restructuring at the Site that will meet the needs of learners at risk of exclusion or those that have been excluded.
2. The key proposal within the paper is to merge the Pupil Support Centre and the Bridge Centre so that there is one Headteacher in one single school. This single post will provide strategic leadership and co-ordinated management across the school ensuring improved provision for all pupils, improved use of resources and better value for money. The decision recommended within this paper is to delete the two Headteacher posts, merge the two schools and have a single Headteacher post in a single school.
3. The overall aims of the Behaviour Support Service are to:
 - provide pupils at risk of exclusion or permanently excluded pupils with improved life chances and achievement opportunities
 - deliver a high quality Service that meets the needs of pupils at risk of exclusion or permanently excluded
 - reduce the number of permanent exclusions
 - have high quality early intervention packages of support for vulnerable pupils and/or their families that will help to prevent exclusion
4. The Action Plan referred to in this paper is closely aligned to the principles described in the Department for Children, Schools & Families (DCSF) white paper "Back on Track", published in May 2008. See Annex B.

Background

5. The Behaviour Support Service incorporates the Pupil Support Centre, the Bridge Centre, Behaviour Support Teachers and Assistants, Team Teach and Transition Tuition.

6. In addition, the Danesgate Skills Centre is on the same site as the Pupil Support Centre (PSC) and the Bridge Centre. This is known as the Danesgate Site and all three centres are in close proximity to each other. The PSC caters both for Key Stage (KS) 3 and KS4 pupils who have been permanently excluded. There are also a very few pupils who have dual registration ie on roll at both their home school and the PSC. The Bridge Centre focuses on short-term intervention for KS3 pupils and some KS2. The Skills Centre focuses on mainstream KS4 pupils at risk of becoming disengaged and additionally some pupils from the PSC. These pupils make up the majority of the Education Otherwise (EO) register along with those young people who are on alternative education packages (ALPS, York Training Centre etc). Currently (May 2008) there are 110 pupils on the EO register. This figure has considerably reduced over recent times.
7. Both the PSC and the Bridge Centre have Headteachers and are separate establishments with their own DCSF numbers. A Skills Centre manager was appointed in December 2007 and reports to the Head of the PSC. The Headteacher of the Bridge Centre is also responsible for the behaviour support teachers including Transition Tuition (previously home tuition). Currently, both Headteachers are line managed by the Assistant Director, School Improvement and Staff Development.
8. In addition to the three Centres and as part of the wider picture, York has 10 secondary schools, 54 primary schools and 2 special schools. One primary has an enhanced resource for pupils with emotional and behaviour difficulties. There are also two colleges. Behaviour support teachers (BSTs) and assistants (BSAs) work in schools. There is one Advanced Skills Teacher (AST) for Behaviour and another is planned. These posts are cross-phase.
9. The Local Authority (LA) carried out a review of the Pupil Support Centre and the Bridge Centre in December 2007. The rationale for the Review was that the number of exclusions had increased and both Centres were expecting an Ofsted inspection. This entailed reviewing the provision for KS3 and KS4 pupils who had been permanently excluded. In planning the review it quickly became clear that this could not be done in isolation and that the LA needed to review the whole of the Behaviour Support Service. The Review Team explored the following key areas:
 - leadership and management
 - teaching and learning
 - provision and placements
 - accountability
 - resources and deployment
 - tracking of pupils and accountability of pupils
 - pupils' perceptions of both Centres
 - ways forward

with regard to both Centres overall, the Danesgate Site and across the whole Behaviour Support Service. The Review Team's report focused on overall

findings and judgements although findings from separate Centres informed the overall review.

10. During consultation with Headteachers from both primary and secondary schools it became clear that the Review needed to encompass the provision at Westfield Primary for KS1 and KS2 pupils, either those that had been permanently excluded and those at-risk of exclusion.
11. The key recommendations from the Review were the need to:
 - ensure that high quality Local Authority (LA) strategic planning and delivery best meets the needs of pupils either permanently excluded or at risk of permanent exclusion
 - develop, embed, promote collective responsibility for both across the BSS and the City for all pupils either permanently excluded or at risk of permanent exclusion
 - review the leadership structure with one person accountable for the whole of the Behaviour Support Service including the Danesgate Site and accountable to the Assistant Director.
 - clarify roles and responsibilities of all elements of the service
 - clarify protocols, procedures and practice around exclusions
 - share the good practice that is found at the individual Centres across the Site and BSS and also share the good practice that is in schools
 - within the Fair Access Policy, produce policy/protocols required around 6 day provision and where and by whom it will be delivered
 - develop a “menu” so that a package can be personalised for pupils including 6-day permanent exclusions
 - recognise and address the increasing exclusion and behaviour issues at KS1 and KS2 with Improved provision for pupils excluded from primary schools and a protocol in place for identifying a new school for those pupils
 - improve transition planning for pupils moving to secondary schools and improve the reintegration of pupils into new school, identifying appropriate support and strategies required for individual pupils and ensuring all have reintegration plans
 - explore locality working with schools
 - ensure that every pupil has someone who has the final accountability for their achievement and wellbeing
 - develop a Children’s Centre approach to multi-agency partnership working so that the needs of the whole child can be met and support co-ordinated and develop the role of the Lead Professional accordingly. Involve counselling support
12. The LA has drawn up an Action Plan that incorporates medium and long term strategies which respond to these recommendations.

13. An Action Plan for the Summer Term is already being implemented to deliver short term priorities. These have centred on leadership of the Service, 6 day provision, reviewing roles and responsibilities, provision from day 6 for both primary and secondary pupils who have been permanently excluded (LA statutory obligation), exploration of Behaviour Partnerships, responsibility and / or accountability for excluded learners and improved re-integration into school.
14. The current situation is that a new temporary leadership structure for the BSS has been established as the LA moves towards a more permanent position. John Catron, Acting Lead Adviser Secondary, has taken up the line management of the BSS, working closely with Mark Ellis, Head of Access. They are both working in partnership with the Headteachers at the Pupil Support Centre (PSC) and the Bridge Centre, and the manager of the Skills Centre. The Assistant Director, School Improvement and Staff Development retains overall responsibility for the BSS.

Consultation

15. Consultation has taken place with a wide range of partners and other stakeholders. This has included primary and secondary Headteachers, the Headteachers at the Bridge Centre and the Pupil Support Centre, pupils at both Centres and in schools, members of the Behaviour Support service, key LA in Special Needs, Access and the Education Development Service. There has also been consultation with the Special Educational Needs Advisory Panel (SENAP) on protocols and funding, the Assistant Directors for Children & Families and Partnerships and Early Intervention, with regard to Common Assessment Framework (CAF), 'Teams Around Schools' proposal, the Lead Professional role and Young People's Services on ALPs and further joint arrangements to support vulnerable young people. These consultations have informed our proposals for the re-structuring of the Behaviour Support Service.
16. Following the first round of consultation, an Action Plan was drawn up. This has again been shared with primary and secondary Headteachers, the Management Committee of the Pupil Support Centre, the Behaviour Support Service and Service and Group Managers. There has been support for the general proposals although understandably some anxieties from the Behaviour Support Service
17. Consultation over the proposed merger has not yet taken place due to the sensitivity of staffing proposals. If the proposals for the merger are accepted, then the second stage of consultation will take place. This will centre around:
 - the roles and responsibilities of the Danesgate Site and Learning Support Units either in schools or in localities
 - the restructuring of the Behaviour Support service to fit the agreed model
18. This consultation will take place in the Autumn Term 2008 with primary and secondary Headteachers, staff at the Danesgate Site, the Management Committee at the Pupil Support Centre, pupils and parents, Service Group Managers

19. There is no formal requirement to publish notices or undertake statutory consultation but it is advisable to undertake reasonable consultation locally, including with other Pupil Referral Units (PRUs) in the area and their management committees. (as per DCSF guidance on PRUs and alternative provision).

Options, analysis and corporate objectives

Option 1

20. The key proposal for this particular paper is to merge the Pupil Support Centre and the Bridge Centre so that there is one Headteacher in one single school. This single post will provide strategic leadership and co-ordinated management across the school ensuring improved provision for all pupils, improved use of resources and better value for money. The new Headteacher will liaise closely with the reshaped post of Principal Adviser, Secondary / Behaviour Support Service.
21. The restructuring of the leadership structure is not specifically aimed at achieving savings but to provide an improved leadership structure for the Danesgate Site. Any savings would be become part of the Behaviour Support Service budget to improve choice and provision for pupils.

Option 2

22. The second option is to keep the status quo with two schools and two Headteachers. This is not most effective use of resources, does not provide a co-ordinated leadership structure and provision is joined up.

Corporate Priorities

23. The proposals support corporate priorities 7 (Knowledge and Skills) and 9 (Improving Life Chances).

Financial, HR and legal implications

HR Implications

24. If the option to merge the two establishments is accepted then there will be HR implications both in the short and longer term as follows:
25. The two posts on the establishment of Headteacher for the Pupil Support Centre the Headteacher for the Bridge Centre will be deleted from the establishment and replaced with one new post of Headteacher for the newly merged establishment (The Danesgate Centre).
26. The deletion of these two posts would place two individuals at risk of redundancy, as both posts are currently filled and this would need to be managed in accordance with the agreed procedure for staff on Schoolteachers Pay and Conditions of Service.

27. The process of managing this issue would include consideration of volunteers for redundancy as well as redeployment for affected staff. Where redeployment is unavailable or unsuccessful then a compensation payment in accordance with the City of York Council's current scheme would be payable.
28. The post that would replace the two deleted posts would be that of Headteacher for the Danesgate Centre and this would need to be advertised nationally and recruited to in accordance with the authority's recruitment and selection procedure.
29. The merger of the two establishments is likely to have further HR implications in the future for other staff in the two schools; but until the further consultation referred to in this paper has been completed, the detail of the impact cannot be identified specifically. However staff in the two establishments as they are currently would see no change to their employment in the short term and would be involved in the consultation that will be conducted in the Autumn term 2008.
30. Once the further consultation has concluded and there is clarity about the future provision of Behaviour Support, more detail will be provided of the specific HR implications. It is expected that any merger that takes place in due course will be carried out in a similar way to recent mergers between schools in York. This includes ring-fencing posts in the new establishment for existing staff before any external appointments are made

Finance

31. The table below sets out the on-going financial implications from the proposal to merge the PRU and Bridge Centre under the leadership of one headteacher from January 2009. The proposed grade for the new headteacher post is L15-L21 and replaces two posts graded at L11-L17.

	2008/09 £	2009/10 £	Maximum £
Proposed Structure			
New Headteacher (L15-L21) from 01/01/09	15,050	63,160	72,340
Existing Headteacher (L11-L17) to 31/12/08	44,950		
Existing Headteacher (L11-L17) to 31/12/08	44,950		
Total Cost of Proposed	104,950	63,160	72,340
Current Structure			
Headteacher (L11-L17)	60,880	63,160	65,380
Headteacher (L11-L17)	60,880	63,160	65,380
Total Cost of Current	121,760	126,320	130,760
Saving available for reinvestment	16,810	63,160	58,420

32. The savings identified fall within the scope of the Dedicated Schools Grant. It is therefore proposed that the savings are retained within the Behaviour Support

Service pending the second stage of the review and a further report to EMAP in Autumn 2008.

33. Subject to following the appropriate HR procedures as set out above, the proposals in this report could result in up to two redundancies. The maximum cost to the council of this (for both redundancies) would be a one-off charge of £65,280 and an annual on-going cost of £3,400. These costs would be funded from the council's corporate redundancy/early retirement budget and there is sufficient resources remaining in this budget in 2008/09 to pay for them.

Legal Implications

34. There are no legal implications

IT Implications

35. There are no IT implications

Property Implications

36. There are no property implications

Equalities and Crime and Disorder Implications

37. There are no significant equalities or crime and disorder implications – except to the extent that an improved, co-ordinated and integrated Behaviour Support Service for vulnerable young people in York will be better positioned to work well with the Youth Offending Team and the Safer York Partnership in their crime prevention activities.

Other Implications

38. There are no other implications.

Risk Management

39. There are no potential risks if the recommendation is accepted. The recommendation will improve leadership and provision at the Danesgate site. There is, however, the risk that an appointment cannot be made for January 2009. In this case, internal arrangements would be made.

Recommendations

40. The Advisory Panel is recommended to advise the Executive Member as follows:
- 1) to approve Option 1 with the proposed merger of the Bridge Centre and the Pupil Support Centre and the leadership restructuring of the Behaviour Support Service leading to one Headteacher in a single school on the Danesgate Site

Reason: to ensure that the Council discharges its statutory obligations in the most efficient and effective manner, consistent with the vision of a strategic and co-ordinated Behaviour Support Service that meets the needs of learners at risk of exclusion or those who have been permanently excluded.

- 2) and that if Option 1 is accepted then to note that there will be a further report in the Autumn Term 2008 with updates of further consultation

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Wards Affected: *List wards or tick box to indicate all*

All

For further information please contact the author of the report

Background Papers: None

Annexes:

Annex A – Headteachers' Briefing paper April 2008

Annex B – DCSF paper – Back on Track, published May 2008, Executive Summary