



**Notice of meeting of**

**Executive Member for Children & Young People's Services and  
Advisory Panel**

**To:** Councillor Christina Funnell (Chair)  
Councillor Jenny Brooks (Vice-Chair)  
Councillor Andy D'Agorne  
Councillor Julie Gunnell  
Councillor David Merrett  
Councillor Carol Runciman (Executive Member)  
Councillor Richard Watson  
Councillor Irene Waudby

Co-opted Statutory Members:

Mrs Leeanne Branton  
Mr Bill Schofield  
Dr David Sellick

Co-opted Non-Statutory Members:

Ms Fiona Barclay  
Mrs Ann Burn  
Mrs Jona Ellis  
Dr Alison Birkinshaw  
Ms Barbara Reagan  
Mr Mike Thomas

**Date:** Thursday, 17 July 2008

**Time:** 6.00 pm

**Venue:** Guildhall

## **AGENDA**

### **Notice to Members - Calling In:**

Members are reminded that, should they wish to call in any item on this agenda, notice must be given to Democratic Services by:

**10am on Wednesday 16 July 2008**, if an item is called in *before* a decision is taken, *or*

**4pm on Monday 21 July 2008**, if an item is called in *after* a decision has been taken.

Items called in will be considered by the Scrutiny Management Committee.

#### **1. Declarations of Interest (Pages 3 - 4)**

At this point Members are asked to declare any personal or prejudicial interests they may have in the business on this agenda.

#### **2. Minutes (Pages 5 - 14)**

To approve and sign the minutes of the meeting held on 10 June 2008.

#### **3. Public Participation**

At this point in the meeting members of the public who have registered their wish to speak regarding an item on the agenda or an issue within the Panel's remit can do so. Anyone who wishes to register or requires further information is requested to contact the Democracy Officer on the contact details listed at the foot of this agenda. The deadline for registering is Wednesday 16 July 2008 at 5pm.

#### **4. Report of Children's Early Intervention Fund – Transitional Arrangements (Pages 15 - 24)**

This report provides an update on the development of the commissioning approach for the Children's Early Intervention Fund and the links to the wider commissioning agenda in the city through

Children's Trust arrangements. It recommends an extension of transitional arrangements for work currently funded through the Children's Early Intervention Fund, subject to robust monitoring, to secure the continuing legacy of work undertaken by the Children's Fund in York.

**5. The Behaviour Support Service in York (Pages 25 - 112)**

This report describes the current situation at the Danesgate Site, sets the situation in the 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. The key proposal within the report is to merge the Pupil Support Centre and the Bridge Centre so that there is one Headteacher in one single school.

**6. 14-19 Curriculum Reform Update (Pages 113 - 126)**

This report presents an update on progress within the city in taking forward the 14–19 Curriculum Reforms, including increasing the range of provision available and raising the participation rates and attainment of young people. It also updates Members on developments at Archbishop Holgate's School, as a result of the school's "presumption" to develop post-16 provision.

**7. Early Years Capital Resources (Pages 127 - 142)**

This report seeks approval for a second tranche of Extended Schools Projects and for the process and criteria for bids from the Private, Voluntary and Independent sector to use the new "Quality and Access Early Years Capital Grant Allocation".

**8. Any other business which the Chair considers urgent under the Local Government Act 1972**

Democracy Officer:

Name: Simon Copley

Contact Details:

- Telephone – (01904) 551078
- E-mail – [simon.copley@york.gov.uk](mailto:simon.copley@york.gov.uk)

For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details are set out above.

## About City of York Council Meetings

### Would you like to speak at this meeting?

If you would, you will need to:

- register by contacting the Democracy Officer (whose name and contact details can be found on the agenda for the meeting) **no later than 5.00 pm** on the last working day before the meeting;
- ensure that what you want to say speak relates to an item of business on the agenda or an issue which the committee has power to consider (speak to the Democracy Officer for advice on this);
- find out about the rules for public speaking from the Democracy Officer.

**A leaflet on public participation is available on the Council's website or from Democratic Services by telephoning York (01904) 551088**

### Further information about what's being discussed at this meeting

All the reports which Members will be considering are available for viewing online on the Council's website. Alternatively, copies of individual reports or the full agenda are available from Democratic Services. Contact the Democracy Officer whose name and contact details are given on the agenda for the meeting. **Please note a small charge may be made for full copies of the agenda requested to cover administration costs.**

### Access Arrangements

We will make every effort to make the meeting accessible to you. The meeting will usually be held in a wheelchair accessible venue with an induction hearing loop. We can provide the agenda or reports in large print, electronically (computer disk or by email), in Braille or on audio tape. Some formats will take longer than others so please give as much notice as possible (at least 48 hours for Braille or audio tape).

If you have any further access requirements such as parking close-by or a sign language interpreter then please let us know. Contact the Democracy Officer whose name and contact details are given on the order of business for the meeting.

Every effort will also be made to make information available in another language, either by providing translated information or an interpreter providing sufficient advance notice is given. Telephone York (01904) 551550 for this service.

যদি যথেষ্ট আগে থেকে জানানো হয় তাহলে অন্য কোন অর্ধাতে তথ্য জানানোর জন্য সব ধরনের চেষ্টা করা হবে, এর জন্য দরকার হলে তথ্য অনুবাদ করে দেয়া হবে অথবা একজন দোঅবী সরবরাহ করা হবে। টেলিফোন নম্বর (01904) 551 550।

*Yeteri kadar önceden haber verilmesi koşuluyla, bilgilerin terümesini hazırlatmak ya da bir tercüman bulmak için mümkün olan herşey yapılacaktır. Tel: (01904) 551 550*

我們竭力使提供的資訊備有不同語言版本，在有充足時間提前通知的情況下會安排筆譯或口譯服務。電話 (01904) 551 550。

اگر مناسب وقت سے اطلاع دی جاتی ہے تو ہم معلومات کا ترجمہ مہیا کرنے کی پوری کوشش کریں گے۔ ٹیلی فون (01904) 551 550

*Informacja może być dostępna w tłumaczeniu, jeśli dostaniemy zapotrzebowanie z wystarczającym wyprzedzeniem. Tel: (01904) 551 550*

### **Holding the Executive to Account**

The majority of councillors are not appointed to the Executive (38 out of 47). Any 3 non-Executive councillors can 'call-in' an item of business from a published Executive (or Executive Member Advisory Panel (EMAP)) agenda. The Executive will still discuss the 'called in' business on the published date and will set out its views for consideration by a specially convened Scrutiny Management Committee (SMC). That SMC meeting will then make its recommendations to the next scheduled Executive meeting in the following week, where a final decision on the 'called-in' business will be made.

### **Scrutiny Committees**

The purpose of all scrutiny and ad-hoc scrutiny committees appointed by the Council is to:

- Monitor the performance and effectiveness of services;
- Review existing policies and assist in the development of new ones, as necessary; and
- Monitor best value continuous service improvement plans

### **Who Gets Agenda and Reports for our Meetings?**

- Councillors get copies of all agenda and reports for the committees to which they are appointed by the Council;
- Relevant Council Officers get copies of relevant agenda and reports for the committees which they report to;
- Public libraries get copies of **all** public agenda/reports.

**MEETING OF THE EXECUTIVE MEMBER FOR CHILDREN & YOUNG  
PEOPLE'S SERVICES AND ADVISORY PANEL**

**Agenda item 1: Declarations of interest.**

The following Members and Co-optees declared a general personal interest in the items on the agenda:

Councillor Runciman – Governor of Joseph Rowntree School, Governor at New Earswick Primary School, Governor of York College and Trustee of the Theatre Royal.

Councillor D'Agorne – Governor of Fishergate School, Employee of York College Student Services (Information Advice & Guidance for Young People) and has a daughter at All Saints School.

Councillor Gunnell – has a son at York College and is a Governor at the Pupil Referral Unit, Fulford.

Councillor Merrett – has a child at St Paul's Primary School, is an LEA Governor at St Paul's Primary School, has a child who uses the school's music service and the Treasurer of the York Chinese Cultural Association.

Councillor Brooks – is a member of the Association of Teachers and Lecturers and she is employed by City College Manchester.

Co-opted statutory members

Dr D Sellick – Governor of Derwent Infant & Junior School

Co-opted non-statutory members

Ms F Barclay – Teacher at All Saints School and ATL Branch Secretary for City of York.

Mrs J Ellis – Governor of Burton Green Primary School and Governor of Canon Lee School.

Mrs A Burn – Headteacher and Governor of Yearsley Grove Primary School. Secretary of the York branch of the NAHT

Ms B Reagan is a teacher at Joseph Rowntree School. SENCO, Secretary of the York Association of the National Union of Teachers.

Mr M Thomas is the secretary of the York Association of National Association of Schoolmasters and Women Teachers (NASUWT).

This page is intentionally left blank



## City of York Council

## Committee Minutes

---

MEETING	EXECUTIVE MEMBER FOR CHILDREN & YOUNG PEOPLE'S SERVICES AND ADVISORY PANEL
DATE	10 JUNE 2008
PRESENT	COUNCILLORS BROOKS (VICE-CHAIR, IN THE CHAIR), D'AGORNE, MERRETT, RUNCIMAN (EXECUTIVE MEMBER), ASPDEN (SUB FOR CLLR WAUDBY), LOOKER (SUB FOR CLLR FUNNELL)
	<u>CO-OPTED NON STATUTORY MEMBERS</u>
	MS F BARCLAY MRS J ELLIS MRS A BIRKINSHAW AND MR M THOMAS
APOLOGIES	COUNCILLORS FUNNELL, GUNNELL, R WATSON, I WAUDBY, MR J BAILEY, DR D SELICK, MRS A BURN AND MS B REAGAN

---

**1. DECLARATIONS OF INTEREST**

Members were invited to declare at this point in the meeting any personal or prejudicial interests they might have in the business on the agenda. The following general personal non-prejudicial interests were declared:

Councillor Runciman	Governor of Joseph Rowntree School Trustee of the Theatre Royal Governor of New Earswick Primary School Governor of York College
Councillor Merrett	Child at St Paul's Primary School LEA Governor at St Paul's Primary School Treasurer of York Chinese Cultural Association Child uses Schools Music Service
Councillor D'Agorne	Governor of Fishergate School Employee of York College Student Services (Information Advice and Guidance for Young People) Daughter at All Saints School
Councillor Brooks	Member of Association of Teachers and Lecturers Employed by City College, Manchester

Councillor Aspden	Member of the Management Committee of the Danesgate Centre, Member of the National Union of Teachers (NUT) and employed by North Yorkshire County Council.
Councillor Looker	Governor of Canon Lee School and Park Grove School.
Ms F Barclay	Teacher at All Saints School and ATL Branch Secretary for City of York
Mrs J Ellis	Governor of Burton Green Primary School Governor of Canon Lee School
Mr M Thomas	Secretary of York Association of NASUWT

## **2. EXCLUSION OF PRESS AND PUBLIC**

RESOLVED: That the press and public be excluded from the meeting during consideration of Annex A of agenda item 10 (Joseph Rowntree New School – Final Business Case) (minute 10 refers) on the grounds that it contained information relating to the financial or business affairs of any particular person (including the authority holding that information). This information was classed as exempt under Paragraph 3 of Schedule 12A to Section 100A of the Local Government Act 1972, as amended by the Local Government (Access to information) (Variation) Order 2006.

## **3. MINUTES**

RESOLVED: That the minutes of the last meeting of the Panel held on 18 March 2008 be approved and signed as a correct record subject to the following amendment:

Minute 63 (Children's Services 2008/09 Service Plans) amendment of the Advice of the Advisory Panel to "Approve the Service Plans subject to account being taken of all the bulleted points raised by Members".<sup>1</sup>.

### Action Required

1. To implement the Service Plans taking into account the points raised.

ST

#### 4. PUBLIC PARTICIPATION

It was reported that there had been no registrations to speak at the meeting under the Council's Public Participation Scheme.

#### 5. SCHOOL TERM DATES AND HOLIDAYS 2009/2010, 2010/2011 & 2011/2012

Members received a report which recommended options for term dates and holidays for the school year 2009/2010, 2010/2011 & 2011/12, outlined the consultation responses from schools and the Teachers' Panel, and reported on action taken by the Local Authority to align the dates with those of neighbouring authorities.

The report presented the following options for consideration:

- Option 1: To set dates for 2009/10 as per Annex 2 but to defer setting the dates for the ensuing years.
- Option 2: To approve the dates for 2009-12 as per Annex 2 with a decision to support one of the stated alternatives available for 2010/11.
- Option 3 : To approve the dates for 2009-11 as per Annex 2 with a decision to support one of the stated alternatives available for 2010/11 and set provisional dates for 2011-12.

Members made the following points

- There was a possible anomaly with holiday dates in 2010/11 which would affect part time workers;
- The change in Easter dates caused major disruption to school terms;
- Disruption and discontent could be caused with the movement of traditional holidays;
- There was a need to co-ordinate term dates and holidays to provide consistency for schools and parents.

#### Advice of the Advisory Panel

That the Executive Member be advised:

- (i) Approve the pattern of school terms and holidays for 2009/10 as proposed in Annex 2 of the report; <sup>1</sup>
- (ii) Provisionally agree the pattern of school terms and holidays for 2010/11 as proposed in Annex 2 of the report (Option 1);
- (iii) To set provisional dates for 2011/12 as proposed in Annex 2 of the report and officers be asked to bring a further report in 2010 confirming or amending those dates as part of a paper which sets dates to 2014. <sup>2</sup>
- (iv) That Officers contact the Local Government Association at both national and regional levels requesting that consideration be given to the setting of regular term dates to provide consistency. <sup>3</sup>

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To provide clarity for parents, schools and pupils on terms dates for City of York.

Action Required

1. Implement the school term and holiday dates for 2009/10. ST
2. Officers to report back on possible amendments to the provisional dates. ST
3. Officers to contact the Local Government Association to try and ensure consistency with term dates. ST

**6. LOCAL AUTHORITY (LA) SCHOOL GOVERNORS**

Members received a report which provided information about the current position with regard to vacancies for Local Authority seats on governing bodies, listed current nominations for those vacancies and requested the appointment, or re-appointment, of the listed nominees.

The report presented the following options for consideration:

- To appoint/re-appoint and fill the vacancies;
- Not to appoint/re-appoint and fill the vacancies.

In answer to questions Officers confirmed that the Governance Service had placed seven applicants in community governor vacancies at schools and that the majority of these lived in the locality of the school.

Advice of the Advisory Panel

That the Executive Member be advised:

- (ii) That LA Governors be appointed, or re-appointed, to fill vacant seats as proposed in Annex 1 of the report. <sup>1</sup>.
- (ii) That the Panels thanks be conveyed to all serving and reappointed Governors for their services to these bodies which could not function without them. <sup>2</sup>.

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To ensure that LA places on school governing bodies continue to be effectively filled.

Action Required

1. Implement the appointment and re-appointment of the Local Authority Governors as detailed in Annex 1 of the

report.

ST

2. That the Panels thanks be passed on to the Governors.

ST

**7. SERVICE PLAN PERFORMANCE YEAR END 2007/8 REPORT:  
INCLUDING FEEDBACK FROM THE JOINT AREA REVIEW (JAR)**

Members received a report which analysed performance by reference to the service plan, the budget and the performance indicators for all of the services funded through the Children's Services budget. It also created a timely opportunity to receive formal written feedback on the Joint Area Review (JAR), which was published on the 3 June 2008.

Paragraph 8 of the report set out achievements during 2007/8 and paragraph 9 highlighted the "outstanding" judgements received during the JAR. Priorities for improvement, informed by both year-end performance and the outcome of the JAR, were set out at paragraph 10.

The draft net outturn for 2007/08 was £27,558k, which, when compared to the current approved budget of £27,566k, represented a net under spend of £8k or 0.03%. The under spend was split between the General Fund (+£419k) and the ring-fenced Dedicated Schools Grant (-£427k).

Members discussed the following

- An explanation was given of the deferred charges allocation (Corporate) and the asset rental adjustment, on page 49 of the report;
- Higher prices for food affecting the school meals budget and the 3 year pricing strategy which was due to change in September;
- Need for an examination of the repair and maintenance buy back scheme for schools;
- That recognition should be given to the efforts put in by teachers and young people with the tremendous achievements in achieving five or more GCSE's or equivalent at Grades A\*-C;
- Concerns at the apparent widening of the social divide shown by the PI which detailed the % of pupils living in the 30% most deprived areas in the country achieving the above grades;
- The number of students starting vocational diplomas;
- The need to focus parenting programmes on targeted groups
- Need for a local indicator showing the % of care leavers that gain qualifications through other methods;
- Concern that the TD3 (LCCS staff accessing CPD activities) target had dropped.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) That the performance of services within the directorate funded through the Children's Services budget be noted;

- (ii) That the draft revenue outturn for 2007/08 be approved and it be noted that the General Fund overspend would be funded from Council reserves;
- (iii) That the outcome of the Joint Area Review of services to children and young people be noted.
- (iv) That the Panels thanks be forwarded to all staff in Children's Services for their performance throughout the year and on feedback from the Joint Area Review but especially to those staff dealing with looked after children and those safeguarding children and young people with learning difficulties and/or disabilities. <sup>1</sup>.

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: In order to ensure appropriate performance management arrangements are in place across the department.

Action Required

1. To pass on the Panels thanks to all staff in Children's Services for their performance. ST

**8. CAPITAL OUTTURN REPORT 2007/08**

Members received a report which informed them of the final outturn position of the 2007/08 Capital Programme and sought approval for the addition of any new schemes to the 2008/09 - 2010/11 Capital Programme.

The outturn of the 2007/08 Children's Services Capital Programme was £12.897m, financed from £11.370m of external funding, resulting in a net cost to the Council of £1.527m. Budget slippage into 2008/09 was £4.134m. This was comprised of £4.714m of slippage on schemes from 2007/08 to 2008/09, which was reduced by "reverse" slippage on schemes from 2008/09 to 2007/08 of £0.580m.

Officers confirmed that all eight of the Integrated Children's Centres had now been designated and that funding for a further four would come forward over the summer. In answer to questions they confirmed that lead that had been removed from a numbers of school sites was to be replaced with a waterproof composite material which would perform the same task.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) To note the capital programme outturn for 2007/08, as shown in Annex A of the report;

- (ii) To approve the additions and amendments to the capital programme, set out in the report and summarised in Annex A; <sup>1</sup>
- (iii) To approve the scheme reprofiling and slippage set out in the report and summarised in Annex A; <sup>2</sup>
- (iv) To agree the revised capital programme, as shown at Annex A of the report, subject to the approval of the Executive; <sup>3</sup>.
- (v) Forward the Panels thanks to Officers for all their work on the capital programme. <sup>4</sup>.

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To enable the effective management and monitoring of the capital programme.

Action Required

- 1. To undertake the additions and amendments to the Capital Programme. ST
- 2. To implement the scheme reprofiling and slippage to the Capital Programme. ST
- 3. To implement the revisions to the programme following approval by the Executive. ST
- 4. Convey thanks to Officers involved in the Capital Programme for their work. ST

**9. PRIMARY STRATEGY FOR CHANGE**

Members received a report which detailed the background to the Government's capital programme of investment in primary schools, identified the proposed initial local priorities for investment and sought approval for the submission of the Primary Strategy for Change to the Department for Children, Schools and Families (DCSF) on June 16<sup>th</sup>.

The initial priorities for investment were set out in paragraphs 25-33 of the report. These proposals reflected the criteria determined previously by the Executive Member and Advisory Panel and the report advised that Members had the option to reconsider the criteria and request officers to develop alternative proposals.

Officers confirmed that, consultation had been undertaken with stakeholders and at the time of writing the report, the Local Authority had received 37 separate submissions but that this had now risen to 50. The additional submissions also reflected earlier views, which had been summarised in the consultation responses at Annex C.

Members questioned the timescales following submission of the bid to the DCSF on Monday. Officers confirmed that meetings were to take place

with Development Control and Highways in preparation for the proposed works and that contractors would be on board by the Autumn.

Members also referred to HR implications for staff including changes to their contracts and Officers confirmed that this would form part of the full statutory process, which would take place at a later date.

Advice of the Advisory Panel

That the Executive Member be advised:

- (i) To note the development of the Primary Strategy described in the report;
- (ii) To note the responses received during the consultation process, as summarised in the report and Annex C;
- (iii) To approve the initial priorities for investment, as set out in paragraphs 25-33 of the report;<sup>1</sup>
- (iv) That the submission of the initial priorities and strategy to the Department for Children, Schools & Families (DCSF) for approval be confirmed;<sup>2</sup>
- (v) To request a report back on the outcome of the submission to the DCSF.<sup>3</sup>

Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To progress the Primary Strategy for Change.

[At this point Councillors Aspden and D'Agorne left the meeting.]

Action Required

- 1. To implement the initial priorities for investment. ST
- 2. That the submission be made to the DCSF. ST
- 3. To report back on the outcome of the submission to the DCSF. ST

**10. JOSEPH ROWNTREE NEW SCHOOL - FINAL BUSINESS CASE**

Members received a report which outlined the details of the Local Competition carried out, the affordability of the final solution and the arrangements in place for contract administration and monitoring, and sought to gain Executive Member approval to proceed with contract award of the Design and Build contract and the delivery of the new Joseph Rowntree School.

Officers stated that this was the final business case for the new school, which was on target and had an opening date of 1 March 2010.



Members questioned if there were any implications in relation to the Office of Fair Tradings investigation into price fixing amongst a number of construction firms employed by Local Authorities. Officers confirmed that Carillion were implicated, as were 112 other companies but that the implication was through their take over of another firm. They stated that Carillion had been through a rigorous process prior to short listing and being recommended for appointment.

Members also raised concerns that although one of the major objectives listed for the project was to achieve a BREEAM rating of "very good" it appeared that a number of sustainable measures had been dropped from the scheme so as not to jeopardise the application. Members asked for reassurances that Officers would continue to pursue these aspects of the application.

The report presented the following options for consideration:

- Option 1 – To approve the decision to proceed with award of the Design and Build contract to Carillion to deliver the new Joseph Rowntree School;
- Option 2 – To refuse the appointment of Carillion to deliver the new Joseph Rowntree School.

The Executive Member confirmed that she was a Governor of Joseph Rowntree School and that the only involvement she had had with the selection of the contractor for the scheme had been an Officer briefing in relation to the contractors.

#### Advice of the Advisory Panel

That the Executive Member be advised:

- (i) To appoint Carillion as the Design and Build contractor for the Joseph Rowntree New School project. <sup>1</sup>.
- (ii) To support the progression of the project towards achieving a BREEAM (Building Research Establishment Environmental Assessment) rating of "very good" together with high CO2 reductions. <sup>2</sup>.

#### Decision of the Executive Member

RESOLVED: That the advice of the Advisory Panel be accepted and endorsed.

REASON: To successfully deliver the project.

#### Action Required

1. That Carillion be appointed as the contractor for this scheme. ST
2. To pursue the achievement of a BREEAM rating of "very good" for this scheme. ST

Councillor C Runciman  
Executive Member for Children and Young People's Services

Councillor C Funnell, Chair  
[The meeting started at 6.00 pm and finished at 7.50 pm].



---

**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**

**Report of Children's Early Intervention Fund – transitional  
arrangements**

**Summary**

1. This paper :
  - Provides an update on the development of the commissioning approach for the Children's Early Intervention Fund and the links to the wider commissioning agenda in the city through Children's Trust arrangements;
  - Recommends an extension of transitional arrangements for work currently funded through the Children's Early Intervention Fund, subject to robust monitoring, to secure the continuing legacy of work undertaken by the Children's Fund in York.

**Background**

2. The Children's Early Intervention Fund (EIF) is building on the legacy of the Children's Fund in providing a range of targeted early intervention and preventative support services aimed at vulnerable children aged 5-13. There is national funding committed by the government for the period up to March 2011.
3. This fund currently supports regular work in York with some 3850 children annually and supports strategic developments in the city in terms of partnership, participation and prevention. A new process of commissioning is being developed to ensure that this work is meeting the needs of children and young people in the city as expressed in the current Children and Young People's plan and in the plan being developed for 2009 –12.
4. A paper was taken to the December 2007 meeting of the Children's Services Executive Member and Advisory Panel.. The recommendation from officers and the panel was that there be:
  - A coherent multi-agency commissioning process developed for and piloted by Children's Fund which can be utilized for wider commissioning;
  - Transitional arrangements put in place for a 6 month period to ensure that the legacy of the Children's Fund can be preserved and then built upon

and developed. Cost of transition arrangements would be a maximum of £177k for the 6 months with an additional funding for Nurture groups over the year of £25,000.

- To reinforce the fact that these are transitional arrangements a slight change in name from Children's Fund to Children's Early Intervention Fund be introduced.
5. The decision of the Executive Member was that the advice of the Advisory Panel be accepted and endorsed. The reason being that this option will ensure an effective commissioning process for Children's Fund monies. It will utilize this process to develop a wider more coherent commissioning process. It will ensure that the legacy of the Children's Fund can be built upon. It will facilitate the development of services under the new funding arrangement.
  6. The commissioning process is underway as part of the wider commissioning process being developed under Children's Trust arrangements. Key aspects of the commissioning framework in York are:
    - Setting up a Integrated Commissioning Group (ICG) as a sub group of Yor-Ok Board – an initial meeting has been held to develop the terms of reference for this group;
    - Establish partnership sub groups of the ICG. These groups will include an Editorial Reference group to develop the Children and Young Peoples Plan (CYPP) and a group to oversee EIF commissioning.
  7. Over time a common outcome based approach to commissioning will be developed. The Children's Trust Unit is developing a common set of tools to support commissioning.
  8. Early Intervention Fund commissioning activity continues. It is subject to robust monitoring and scrutiny.
    - All work has a Service Level Agreement Work which sets out the aims and objectives, how they will be achieved and the maximum level of funding allocated;
    - There is a quarterly monitoring cycle which asks for written reports on activities (set against the key aims), current and future challenges and budgetary information;
    - There is on-going dialogue with the Programme Manager, which supports the delivery and monitors spending levels.
  9. It has become clear however that the commissioning process for the Children's Early Intervention Fund will not be completed in order to fully commission work from 30 September as originally envisaged.

10. The implication is that much of the Early Intervention Fund work would not be able to continue beyond 30 September as there is no mandate to continue funding beyond this time.
11. Given the need to manage a smooth exit actual work with children and young people would quickly come to a halt.

### **Consultation**

12. Issues and themes contained in this report have been discussed with The Children's Early Intervention Fund Commissioning group, which is made up of representatives from across the Children's Trust including membership from partner agencies and the voluntary sector. The group agrees with the recommendation.

### **Options**

13. **Option 1**
  - Extend the Transitional funding period of the Children's Early Intervention Fund for 6 months until March 31<sup>st</sup> 2008 (see Appendix A for exact details) subject to the monitoring process outlined above;
  - The Commissioning of the Children's Early Intervention Fund will proceed through the Integrated Commissioning Framework.
14. **Option 2**
  - Do not extend Transitional funding.

### **Analysis**

15. Option A will ensure that commissioning of the Children's Early Intervention Fund will:
  - Synchronise with the development and priorities of the Children and Young Peoples Plan. A new plan will be agreed in January 2009 and launched in April 2009. Consultation on this plan is currently taking place and will continue until November;
  - Be robust: Work funded by the Children's Early Intervention Fund have been evaluated and this has generally shown them to be meeting their targets. However these targets were initially set in 2002/3, albeit with some updating. There is a need to re-align the work to the current and future priorities in the city and the current systems as to how those priorities are met;
  - Be seamless and ensure stability; The process needs to ensure that this work is supported and that any transition is as smooth as possible for children and young people, organisations and the workforce without causing undue anxiety or instability. This principle would be in keeping with the VCS (Voluntary & Community Sector) Compact (which calls for a 12 week notice period) and experience gained through previous commissioning processes.

16. Option B will mean that work currently underway would come to a halt. This would have a disruptive effect on the provision of services. There would be a need to provide some funding beyond that already agreed in order to provide for a smooth exit from work commitments. This would be in line with good practice and the VCS Compact. This would amount to approximately £30k (1 months funding).

### **Corporate Priorities**

17. This work will contribute to the corporate priority to 'Improve the life chances of the most disadvantaged and disaffected children, young people and families in the city'

### **Implications**

18. **Financial** Notification of the continuation of funding for the 'Children's Fund' for the next three years to the end of financial year 2010-11 has been received from Government. The City of York has been allocated £1,067,793 over three years, equivalent to £355,931 per year.
19. Attached at Annex A is a breakdown of funding, by project, for the year from April 08 to March 09. As this is a 3 year funding pot, it makes good business sense that this funding is not allocated on an equal amount each year, but is larger in each successive year (to take account of inflation). This is currently being explored.
20. **Human Resources (HR)** These proposals do not have any direct HR implications. However consideration may need to be given to the impact on the post of Children's Fund Programme Manager and other posts that are used to deliver this programme, if commissioning arrangements change significantly from those currently in place.
21. **Equalities** This programme includes work which supports children and young people from minority groups in the city.
22. **Legal** There are no legal implications
23. **Crime and Disorder** There are no Crime and Disorder implications
24. **Information Technology (IT)** There are no IT implications
25. **Property** There are no Property implications

### **Risk Management**

26. In compliance with the Council's risk management strategy, the main risks that have been identified in this report are those which could lead to the inability to deliver ongoing, well received, services to children and families, the subsequent damage to the Council's image and reputation and impact on partners.

- 27. Option 1 would prevent this risk and ensure that the re-commissioning process will build on the legacy of the Children's Fund and meet the priorities being developed through the Children and Young Peoples Plan Process.
- 28. Option 2 would lead to the inability to deliver these services to children and families, the subsequent damage to the Councils image and reputation and impact on partners.

### Recommendations

- 29. The Advisory Panel advise the Executive Member to agree Option 1:
  - Extend the Transitional funding period of the Children's Early Intervention Fund for 6 months until March 31<sup>st</sup> 2008 (see Appendix A for exact details) subject to the monitoring process outlined above;
  - The Commissioning of the Children's Early Intervention Fund will proceed through the Integrated Commissioning Framework.

### Reason:

This option will ensure that the commissioning process for Children's Early Intervention Fund can link into the wider more commissioning process. It will ensure that the legacy of the Children's Fund can be built upon by facilitating the development and evolution of current work.

### Contact Details

#### Author:

Bernie Flanagan  
Children's Fund Programme Manager  
Children's Trust Commissioning Unit  
Ext 4463

#### Chief Officer Responsible for the report:

Peter Dwyer  
Director of Learning, Culture and Children's Services

Report Approved  Date 3 July 2008

#### Specialist Implications Officer(s)

Richard Hartle Head of LCCS Finance Ext 4225	Mark Bennett Senior HR Business Partner Ext 4233
--	--

Wards Affected:

All

For further information please contact the author of the report

#### Background Papers

None

#### Annexes

Annex A - 08-09 Children's Early Intervention Fund - Recommended Budget Version

This page is intentionally left blank



**Early Intervention Fund - Funding Allocation 2008 - 2009 Total allocation over 3 years £1,067,793 - equivalent to £355931 annually**

<b>Workstream</b>	<b>Title of work and provider</b>	<b>Description of work being undertaken</b>	<b>Baseline budget' 1st half year 2008/9</b>	<b>Baseline budget' 2nd half year 2008/9</b>	<b>Comments (alignment of other funds)</b>
<b>Strategic Development</b>	Programme Management - LCCS CTU	Programme Management devoted to supporting EIFund programme plus strategic support for early intervention and prevention through children's trust (includes staffing, admin, finance, office costs). Support for No Wrong Door Conference, Strategic work to develop policy for Yor-Ok Trust, commissioning, involvement strategy, equalities, development of Children and Young Peoples Plan.	33733	33733	
<b>Capacity Building for Voluntary Sector</b>	Capacity Building - York CVS	CVS Capacity Building Project	8500	8500	Alignment of input with resources from CWDC and Youth Service
<b>Capacity Building for Voluntary Sector</b>	Funding Project - York CVS	Capacity building via funding application support	7500	7500	Alignment with input from Capacity Builders
<b>Participation and Involvement of children and young people</b>	Involvement - LCCS CTU	Development Funds for Involvement work across city - priorities set via Yor-Ok Involvement sub-group to support involvement and engagement - specific focus on CYPP and minority communities	4000	4000	

<b>Workstream</b>	<b>Title of work and provider</b>	<b>Description of work being undertaken</b>	<b>Baseline budget' 1st half year 2008/9</b>	<b>Baseline budget' 2nd half year 2008/9</b>	<b>Comments (alignment of other funds)</b>
<b>Inclusion of children and young people from disadvantaged backgrounds in services, particularly disabled children and children from BME community.</b>	Travellers Homework Support - Ethnic Minority Service - LCCS	Homework support for travellers via Travellers education LCCS	3000	3000	
	Travellers Trust	Support through recreation to traveller young people	4750	4750	
	Cultural Diversity Project - LCCS	Supporting BME population through specific group, cultural activity, community development	16000	16000	
	Disability - CANDI	Support to development of forum for parents of disabled children	8000	0	
<b>Early intervention and individual support</b>	Nurture Groups - Carr, Clifton Green and Westfield schools	Small groups (following Nurture principles) within schools to support integration at KS1	25000	25000	Aligned with monies from individual schools and the Schools Forum
	Development of Transition resources - commissioned	Resource development to support KS2/3 transition - dissemination through training	1000	0	
	York Contact Centre - Family Mediation Service	Social emotional group support for 6-10 year olds	1200	1200	
	Relate	Social emotional support (individual)for 10-13 year olds	2500	2500	

<b>Workstream</b>	<b>Title of work and provider</b>	<b>Description of work being undertaken</b>	<b>Baseline budget' 1st half year 2008/9</b>	<b>Baseline budget' 2nd half year 2008/9</b>	<b>Comments (alignment of other funds)</b>
<b>Support to parents and carers</b>	Parenting - Parenting Strategy - Children's Trust Unit LCCS	Support for parenting strategy	7500	7500	Parenting strategy
<b>Social/recreational support and engagement</b>	Running Wild - Yorkshire Wildlife Trust	Recreational support and engagement - environmental activities	10000	10000	Alignment with lottery funding
	Island Project	Individual mentoring support for 8-13 year olds	3000	3000	
	Chillout Zones - Playspace	Recreational support and engagement of children vulnerable due to socio-economic and other issues	20000	20000	Future alignment with Play Development
<b>Crime Prevention Work</b>	YISP-Youth Offending Team - LCCS	Early intervention - Crime prevention	20000	20000	Alignment with Youth Justice Prevention funds
			175,683	166,683	342,366

This page is intentionally left blank



---

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 £
<b>Proposed Structure</b>			
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		
<b>Total Cost of Proposed</b>	<b>104,950</b>	<b>63,160</b>	<b>72,340</b>
<b>Current Structure</b>			
Headteacher (L11-L17)	60,880	63,160	65,380
Headteacher (L11-L17)	60,880	63,160	65,380
<b>Total Cost of Current</b>	<b>121,760</b>	<b>126,320</b>	<b>130,760</b>
<b>Saving available for reinvestment</b>	<b>16,810</b>	<b>63,160</b>	<b>58,420</b>

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

## Contact Details

**Author:**

Jill Hodges  
Assistant Director, School  
Improvement and Staff Development

**Chief Officer Responsible for the report:**

Pete Dwyer  
Director, Learning, Culture and Children's Services

LCCS  
Tel No. 554207

**Report Approved**  **Date** 3 July 2008

## Specialist Implications Officer(s)

Mike Barugh  
Principal Accountant  
LCCS Finance  
Ext 4573

Jo Sheen  
Senior HR Business Partner  
Ext 4518

**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



SPRING TERM 2008

---

**KEY ISSUE BRIEFING NOTE**

---

**Title: Behaviour Support Service Review Update****Issue:**

This paper represents the second in a series of Key Issue papers, informing Headteachers and governors of the progress of the Behaviour Support Service (BSS) Review which took place in the period December 2007 to March 2008. The paper seeks views on the proposals and recommendations suggested for the short-term and updating them with longer-term strategies and priorities.

The LA and the Behaviour Support Service recognises that there is still much work to be done but wanted to update Headteachers and governors on progress so far and the proposed direction of travel and ways forward.

The overall aims of the Behaviour Support Service are to

1. Provide pupils at risk of exclusion or permanently excluded pupils with improved life chances and achievement opportunities
2. Deliver a high quality Service that meets the needs of pupils at risk of exclusion or permanently excluded
3. Reduce the number of permanent exclusions

**Key issues:**

Appendix 1, the Executive Summary of the Review, gives the full key recommendations from the BSS Review. An Action Plan to implement these is being produced for May 2008. This will include short, medium and long-term strategies and priorities, and outcomes. This will be shared with Headteachers and their views included. However, there were priorities that needed to be implemented immediately

1. Leadership structure of the BSS
2. Accountability structures, clarification of roles and responsibilities
3. Provision from day 6 for both primary and secondary pupils who have been permanently excluded
4. Provision for pupils at risk of permanent exclusion
5. Exploration of Behaviour Partnerships
6. Responsibility and / or accountability for excluded learners
7. Improved re-integration into school

## **1. Leadership structures**

A new leadership structure for the BSS has been established temporarily as we move towards a more permanent position. John Catron, Lead Secondary Adviser, 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.

The roles and remit of the key centres (Westfield Centre/Unit, the Bridge, the Pupil Support Centre and the Skills Centre) are currently being reviewed and recommendations on these will be circulated at the Headteacher meetings in the summer term.

## **2. Accountability structures, clarification of roles and responsibilities**

Staff in the service have been informed of the lines of accountability and the key issues, which need to be addressed. Their roles and responsibilities have been and are being clarified and there have already been some changes to their deployment. More changes will take place as responsibilities continue to be clarified.

## **3. Provision from day 6 for both primary and secondary pupils who have been permanently excluded**

Provision from Day 6 for permanently excluded pupils is being revised and improved so that statutory responsibilities are implemented more quickly and appropriate personalised packages designed for individual pupils.

Any secondary pupils permanently excluded will be expected to attend the PSC on the sixth day to have their needs assessed and a personal education plan produced which will clearly state the intended duration at PSC and their allocated school for re-integration. An appropriate package will be provided for them by Mark Ellis, Head of Access in consultation with providers.

There are also changes to the provision for the most challenging pupils who previously attended Rathbone. From now on, these pupils will have their needs met through a range of intensive packages organised through the Youth Service. Alternative Learning Packages (ALPs) and ALPs Plus are innovative projects providing intensive, bespoke provision for the most vulnerable pupils in KS4.

In the case of any permanently excluded primary pupils, Westfield will be the establishment and will follow a similar procedure to the PSC.

## **4. Provision for pupils at risk of permanent exclusion**

Arrangements have been made to temporarily increase the capacity of the LA provision for both pupils at risk of permanent exclusion and permanently excluded pupils at both the Danesgate site and Westfield. This is in response to meeting the needs of pupils before exclusion, the requirements for Day 6 provision for permanently excluded pupils and the increase in permanent exclusions during the last academic year.

The type of provision being offered is also under consideration. At KS3, there is currently only a narrow range of options available. In order to provide more varied packages for

pupils, the LA has been working in partnership with the Youth Service and other providers to devise alternative packages, including vocational, for pupils in Years 8 and 9 who may require longer-term out-of-school provision.

## **5. Exploration of Behaviour Partnerships**

During the course of the summer term, LA officers will be consulting with senior leaders in schools on establishing the most appropriate models of behaviour partnerships in the city, in line with recent announcements by Ed Balls, Minister for Children, Schools and Families. LA officers are involved in a number of learning visits to regional areas of excellence for PSCs, LSUs and behaviour partnerships. Information about these visits will be communicated to schools so that interested colleagues are also able to attend.

Behaviour Partnerships could attract the funding and other resources to manage the majority of pupils at risk of exclusion. To support this concept, the LA is piloting the development of Learning Support Units (LSUs) in designated schools during the summer term. As this concept evolves, it is envisaged that cooperation between LSUs will provide extra capacity and flexibility for the benefit of pupils and schools. Planning is at an early stage and schools will be fully consulted.

However, the remit for Behaviour Partnerships incorporates modelling and embedding behaviour management techniques with key staff, supporting re-integration into mainstream classrooms, identifying pupils whose needs are more complex and who may require longer term packages of support and liaising with primary colleagues to assess their needs and assist transition. A report on a pilot within the City will enable the LA to draft a policy document to guide the implementation of LSUs across the city. Further discussions with school leaders on the establishment of partnerships between schools are pending the imminent publication of guidance on exclusions from the DCSF.

## **6. Responsibility and / or accountability for excluded learners**

In the case of all exclusions, fixed term and permanent, schools themselves are responsible for providing full time education for the first five days. The school's obligation to provide education continues and must be met during a fixed period exclusion. Parents are not responsible for making educational provision for their excluded child, but are expected to co-operate with schools in this regard. Where a pupil is given a fixed period exclusion of a duration of six school days or longer, the school has a duty to arrange suitable full time education provision from and including the sixth school day of the exclusion. (Guidance on Exclusions from Schools and Pupil Referral Units - September 2007).

The LA has statutory responsibilities for permanently excluded pupils from Day 6. Mark Ellis, Head of Access, recently wrote to schools informing them that to comply with the LA statutory obligations, all permanently excluded pupils would be accepted into the Pupil Support Centre (secondary) or the Westfield Centre (primary) on Day 6. The proposal is that there will then follow a period of four weeks assessment including inputs from Educational Psychologists and other agencies including Counselling and Mental Health Service (CAMHS), Educational Welfare Officers (EWO), Children and Families and Youth Offending Teams.

It should be noted that behaviour partnerships might, in the future, take increasing responsibility for some aspects of this process. Schools will be consulted on any ideas and ways forward.

It is recognised that all pupils need to have someone who is accountable for them and “holding the ring”. This applies to permanently excluded pupils and those at risk of permanent exclusion, whether their provision is on one site or across several. One person must have a clear responsibility to track their progress and to ensure that all their needs are being met in a co-ordinated way. The discussion on who this person should be is on-going and school will be fully consulted on proposals, and indeed have already made suggestions.

## **7. Improved re-integration into school**

The most appropriate context for the vast majority of pupils is in a maintained school. This principle informs the work of the re-integration panel. However, the most difficult time for vulnerable pupils is often the initial phase of re-integration. The BSS is aiming to improve this process in two ways: by deploying key staff with specific knowledge of the pupil to support re-integration at both primary and secondary and by establishing LSUs where expertise in behaviour management and close links with the Danesgate site will enable more effective transitions to take place. Pilots of these approaches will be held in the summer term 2008, and the results / recommendations communicated to school leaders.

### **Consultation**

Headteachers will be consulted upon the Action Plan in May 2008 at meetings of Secondary Headteachers Behaviour and Attendance Consultative Group (SHBACG) and the Primary Behaviour Focus Group (PBF) which is being reconvened. A joint primary / secondary planning day is planned for the Summer Term.

During the summer term 2008, a series of consultative meetings with Headteachers and senior leaders will be taking place to develop behaviour partnerships. In order to establish the protocols and procedures, an initial meeting will be called (date tbc) of the SHBACG and (separately in the first instance) with the PBF. The intention at both these meetings will be to consider the models available within the budgetary framework of the City of York Council and explore composition, remit and frequency of locality partnerships with agreed ways forward.

### **Attachments:**

The Executive Summary of the Behaviour Support Service Review has been attached as Appendix 1.

### **Action required:**

Headteachers are asked to

- Agree the general direction of travel for the Behaviour Support Service.
- Agree the proposals for short-term priorities for the Summer Term
- Accept the ways forward as described for the Summer Term
- Accept the consultation procedures for the Summer Term



**Contact:**

Name: John Catron  
Title: Lead Secondary Adviser  
Tel: 01904 553025  
Email: [john.catron@york.gov.uk](mailto:john.catron@york.gov.uk)

Name: Mark Ellis  
Title: Head of Access  
Tel: 01904 553025  
Email: mark.ellis@york.gov.uk

## **Review of the Behaviour Support Service**

**December 2007 – February 2008**

### **1. Context**

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

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 KS3 and KS4 pupils who have been permanently excluded. There are also a very few pupils who have dual registration ie on roll at both the 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 Education Otherwise (EO) register. Currently (January 2008) there are 85 pupils on the EO register.

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. 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.

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.

### **2. The rationale and purpose of the Review**

The Review focussed on key areas across the Danesgate Site – principally the Pupil Support Centre and the Bridge Centre but also including other elements of the Behaviour Support Service ie BSTs, BSAs, Team Teach and Transition Tuition. The Review Report gives judgments and recommendations for the whole Service, not individual judgments for the two separate Centres.

The purpose of the review was: -

1. To review provision for pupils who are permanently excluded or who are at risk of permanent exclusion within the LA
2. To review provision and delivery across the Behaviour Support Service including the Danesgate Site

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 Behaviour Support Service. This report focuses on overall findings and judgements although findings from separate Centres have informed the overall review.

### **3. Executive Summary**

The Behaviour Support Service is a service to schools for pupils, and its key moral purpose is to improve the life chances and choices of pupils at risk of disengagement or permanent exclusion.

Overall there is no strategic leadership across the Behaviour Support Service and there is not the strong partnership needed across the Service overall to provide an outstanding service.

Resources across the Service are not deployed effectively as they might be and there is not best value for money. Overall accountability for pupils and the Service is developing but not yet embedded.

There is good practice for some of the key areas both across the Behaviour Support service as whole and individually within the PSC and the Bridge Centre. The needs of most of the pupils at the Centres are met and staff work well with those pupils with challenging behaviours. Provision at the individual Centres is good with a broad curriculum on offer and good opportunities for accredited courses. The opening of the Skills Centre in January 2008 has enhanced and widened this provision.

There is no-one currently who knows what every pupil on the Education Otherwise (EO) register is doing, what progress they are making and who is finally accountable for them.

There is no sense of collective responsibility for pupils who are not necessarily at the Centres but who are at risk of permanent exclusion.

### **Key recommendations**

1. Ensure that LA strategic planning and delivery best meets the needs of pupils either permanently excluded or at risk of permanent exclusion
2. 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
3. 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.
4. Clarify roles and responsibilities of all elements of the service
5. Clarify protocols, procedures and practice around exclusions
6. 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
7. Within the Fair Access Policy, produce policy/protocols required around 6 day provision and where and by whom it will be delivered
8. Develop a "menu" so that a package can be personalised for pupils including 6-day permanent exclusions

9. 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
10. 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
11. Explore locality working with schools
12. Ensure that every pupil has someone who has the final accountability for their achievement and wellbeing
13. 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





Department for Children,  
Schools and Families

# **Back on Track**

## **A strategy for modernising alternative provision for young people**

Presented to Parliament  
by the Secretary of State for Children, Schools and Families  
by Command of Her Majesty

May 2008

**© Crown Copyright 2008**

The text in this document (excluding the Royal Arms and other departmental or agency logos) may be reproduced free of charge in any format or medium providing it is reproduced accurately and not used in a misleading context.

The material must be acknowledged as Crown copyright and the title of the document specified.

Where we have identified any third party copyright material you will need to obtain permission from the copyright holders concerned.

For any other use of this material please write to Office of Public Sector Information, Information Policy Team, Kew, Richmond, Surrey TW9 4DU or e-mail: [licensing@opsi.gov.uk](mailto:licensing@opsi.gov.uk)

# Contents

<b>Executive Summary</b>	<b>4</b>
<b>Chapter 1: Bringing about a step change improvement</b>	<b>10</b>
What is alternative provision?	10
Why alternative provision needs reform	11
What needs to be done	14
What the Children’s Plan said	14
The vision	15
<b>Chapter 2: Starting from the child</b>	<b>17</b>
The case for change	17
Our proposals	19
<b>Chapter 3: Better planning and commissioning of alternative provision</b>	<b>28</b>
The case for more strategic commissioning	28
Clarifying roles of schools and local authorities	29
Encouraging the use of a wider range of alternative provision	31
<b>Chapter 4: Increasing accountability</b>	<b>33</b>
Raising attainment for pupils in Pupil Referral Units and alternative provision	33
Inspecting Pupil Referral Units and intervening when necessary	35
<b>Chapter 5: Developing the capacity of alternative provision</b>	
<b>– better professional support, better accommodation and better facilities</b>	<b>37</b>
Developing the workforce	38
Developing leaders	40
Better accommodation and facilities	40
Extending capacity through collaboration	41
The team around the child and their family	42



<b>Chapter 6: Alternative provision as part of our overarching strategy for behaviour in schools</b>	<b>43</b>
The role of schools	43
School behaviour partnerships	44
The role of alternative provision	45
The role of wider support services	46
Targeted youth support – transforming services for vulnerable young people	47
Alternative provision and special schools	48
In Year Fair Access Protocols	49
<b>Chapter 7: Learning from the best and supporting innovation</b>	<b>50</b>
Building on what works	50
Testing a range of models	50
<b>Chapter 8 – Delivering change</b>	<b>53</b>
<b>Annex 1 – Implementation timeline</b>	<b>57</b>
<b>Annex 2 – Legal and financial framework for Pupil Referral Units and alternative provision</b>	<b>58</b>
<b>Annex 3 – letter from Sir Alan Steer to the Secretary of State</b>	<b>61</b>
<b>Annex 4 – Consultation questions</b>	<b>65</b>



## Ministerial foreword

The Children's Plan set out our proposals for improving the lives of children and young people – making this country the best place in the world to grow up. In the consultation on the Plan, parents told us about the importance they attach to good classroom discipline, so that their children can learn and do well at school. We agree. That is why we took swift action following the report of Sir Alan Steer's Practitioners' Group on School Behaviour and Discipline by implementing their key recommendations, including giving school staff for the first time a clear statutory power to discipline. We agreed with Ofsted to 'raise the bar' for their inspection of behaviour in schools, and we have provided sustained support and new powers for schools and teachers to promote good behaviour and have encouraged them to work in partnership to support each other. We have provided additional targeted resources for schools to promote good behaviour. In the Children's Plan we asked Sir Alan to review the implementation of his recommendations, and I am grateful to him for his ongoing work and in particular for his contribution to the development of this White Paper (see annex 3).

Of course heads must exclude pupils where their behaviour has overstepped the mark in a serious way and young people and their parents must face up to the consequences of their actions. At the same time, school leaders and other education

professionals have told us that we need to do more to intervene early to support and challenge those young people who are starting to cause difficulties in school and to improve educational provision for those who are permanently excluded from school. Two-thirds of permanently excluded pupils and 75 per cent of pupils in Pupil Referral Units have special educational needs, and there is more that we can and should be doing to identify and address those needs earlier. Too many of these young people not only fail to fulfil their own potential, but go on to cause serious problems for themselves and their communities. It costs around £4,000 a year to educate a pupil in a mainstream school, but about £15,000 a year for a full-time placement in a Pupil Referral Unit, where most permanently excluded pupils are educated. So there is a clear economic as well as moral case to do more, through early intervention, to minimise the need for permanent exclusion. Where heads decide that permanent exclusion is necessary, we must ensure that the provision we make for those young people is of high quality and gets them back on track.

This White Paper builds on the Children's Plan proposals to set out a new strategy for transforming the quality of alternative educational provision for those who are excluded from, or who for some other reason are unable to attend, mainstream school. These children and young

people are currently provided for either in local authority run Pupil Referral Units or in other alternative provision commissioned by local authorities and schools.

Of course, not all children in alternative provision are there because of behavioural problems. Around half are there because of medical needs (including teenage mothers), or because they cannot cope in mainstream schools, or simply because they are temporarily without a school place. This reinforces the need for a range of tailored provision geared to meeting diverse individual needs. The other half are those young people who have either been excluded or are at risk of being excluded. Around one per cent of school age children are in alternative provision, and they include some of our most vulnerable young people.

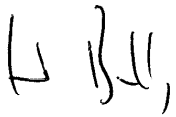
Our strategy will apply the lessons of ten years of public service reform and improvement that has seen standards rise dramatically in mainstream schools. We will strengthen the role and capacity of local government as commissioners of alternative provision. We will ensure better basic standards by ensuring all young people outside mainstream schools have a plan for their education and receive a good curriculum entitlement. We will encourage greater diversity of alternative provision, with more input from the private and voluntary sectors, and will fund a series of innovative new pilot projects in 10 areas, at a cost of £26.5 million, working with the private and voluntary sectors and including at least one which takes over from an underperforming Pupil Referral Unit. We will strengthen the accountability of commissioners and providers, and as announced in the draft legislative programme, will take powers to improve accountability and step in where standards do not improve quickly enough.

The White Paper emphasises the key role for schools in identifying children with challenging behaviour early on, and being able to access the right support before they reach the point of permanent exclusion. As part of this, schools should be able to make more use of alternative provision as a preventative early intervention. The Government has encouraged secondary schools to collaborate in 'behaviour partnerships' to manage children with challenging behaviour, and as announced in the draft legislative programme, has accepted Sir Alan Steer's advice that participation in these partnerships should be mandatory for all publicly funded schools. We accept his view that behaviour is best managed for the whole community by schools co-operating with each other, so that every school can be a good school.

Our strategy for improving alternative provision goes hand in hand with our emphasis on personal and parental responsibility. Primary responsibility for good behaviour sits with young people themselves, and with parents and families. The best alternative provision can support their motivation and commitment, but it is not a substitute. This is why we are determined to work with young people and their families to take our strategy forward.

No school should ever be required to take a pupil who is not ready to return from permanent exclusion, and no school should be required to take an unfair share of pupils who have been permanently excluded. But young people do not disappear when they are permanently excluded. Where a pupil remains in alternative provision because they are not ready to be re-integrated to a mainstream or special school, it is essential that they nonetheless receive an education that puts them on the path to success in adulthood. This is not just the right thing for them, but for their local community and for society more widely.

This White Paper sets out the Government's proposals for transforming alternative provision into a vibrant and successful part of the education system, working in close partnership with mainstream schools, special schools, children's services, and the third sector. By creating a culture of early intervention, quality of provision, and strengthened accountability, its proposals will help schools ensure good discipline and behaviour, and will help young people get successfully back on track.



**Ed Balls MP**

## Executive summary

In recent years, the Government has taken a number of steps to improve the quality of alternative provision for young people who are excluded from school or who are otherwise without a school place. We have made it a requirement for all Pupil Referral Units to have a 'management committee', with significant representation from the heads of local schools, to improve their accountability and their responsiveness to schools' needs. We have taken powers to direct failing Pupil Referral Units to seek advisory support, where necessary, in line with measures for failing maintained schools. And we have published guidance on accommodation in Pupil Referral Units and on effective commissioning.

In the Children's Plan consultation, we heard from parents how important good discipline and behaviour in schools was for them, we heard from schools how important it was for them that they could access good quality alternative provision, and we heard from across the children's workforce how important it is that young people in alternative provision get the help they need to get back on track. As a result, the Children's Plan set out the next steps of our strategy to bring about a transformation in the quality of alternative provision, both to support more effective early intervention by schools to tackle problems before they become acute, and to provide high quality

support for those young people who have to be permanently excluded or who are otherwise without a school place. Young people have their own responsibility to turn bad behaviour around. We need to work with them and their parents to improve their behaviour – both for their own sake but also so that other children and society are safer. This White Paper sets out our proposals in more detail.

### Chapter 1: Bringing about a step change improvement

Alternative educational provision is for children and young people without a school place. Around 135,000 pupils a year, mostly of secondary age, spend some time in alternative provision. About one third of placements are in Pupil Referral Units; the rest are in a range of other alternative provision, including in further education and the private and voluntary sectors. 75 per cent of young people in Pupil Referral Units have special educational needs. There is limited performance data available for pupils in alternative provision, but what there is indicates often very poor outcomes. In 2006 only 1 per cent of 15 year olds in Pupil Referral Units achieved 5 GCSEs at grades A\*-C or equivalent; 11.3 per cent achieved 5 or more grades A\*-G; and 82.1 per cent achieved 1 or more qualification. At the same time the lack of such information at the local level is a problem

for those who are responsible for arranging alternative provision, and hampers accountability. The Government has already taken steps to improve commissioning, sharpen accountability and strengthen partnership working. However, there now needs to be a step change in the quality of both Pupil Referral Units and other alternative provision, building on the good and innovative practice that exists already and on the excellent work of many of the individuals working in this sector.

A central aim of this strategy is that alternative provision should enable young people to get back on track. Schools should be able to make more use of high quality alternative provision as an early intervention for their pupils who are at risk of permanent exclusion. At the same time young people whose behaviour has required permanent exclusion should get alternative provision that helps prevent them getting into even more serious trouble later on.

The strategy is based on the following core principles which run through the White Paper:

- that we should start from what will work best for each young person taking account of his or her different needs and in consultation with parents and carers;
- that we should secure a core educational entitlement for all young people in alternative provision;
- that there should be better planning and commissioning of alternative provision both at an area level and for the individual;
- that local authorities should be held to account for outcomes from the alternative provision they deliver or commission;

- that there should be better professional support for those working in the sector and better accommodation and facilities;
- that there should be better partnership working between alternative provision, other parts of the education sector and other agencies and services working with young people to facilitate early intervention and ensure an integrated approach to meeting the young person's needs; and
- that we must learn from the best and support innovation.

It has been put to us by Sir Alan Steer and other secondary heads that we need to find a new name for Pupil Referral Units. We agree. 'Pupil Referral Unit' is an outdated and unhelpful label, and we will reflect this in legislation to signal our commitment to change in this sector.

## Chapter 2: Starting from the child

Young people in alternative provision are there for a range of reasons, not just because they have been excluded or are badly behaved. A high proportion of them have special educational needs or other challenging personal circumstances. We need to ensure that alternative provision is better able to meet the diverse needs of these young people. At the moment there is no specified minimum curriculum for pupils in alternative provision. We will work with local authorities and schools to:

- ensure that all young people in alternative provision have a personalised education plan, and consult on developing a standardised 'information passport' for young people moving between places of education, so that their needs can be identified and assessed much earlier;

- ensure that there is a clear responsibility for the education and well-being of young people in alternative provision; and
- secure an appropriate curriculum for young people in alternative provision and work towards developing a national minimum standard of provision.

### Chapter 3: Better planning and commissioning of alternative provision

Whilst many local authorities have taken a strategic approach to planning the alternative provision they need for pupils out of school, elsewhere the approach appears much more fragmented. This means that schools cannot rely on the support of good alternative provision; young people are not getting provision that meets their needs; and not enough is being done locally to encourage the best providers to develop and expand what they offer. We want to open up the supply of alternative provision from the best and most innovative organisations. We need to ensure better planning and commissioning of alternative provision for vulnerable young people, in which schools are much more closely involved. We will launch this autumn a commissioning support programme for Children's Trusts to improve the commissioning of children's services, and in particular we will support local authorities and schools to improve their commissioning by:

- publishing a toolkit on commissioning alternative provision;
- launching a national database of providers of alternative provision in September.

We will also expect school behaviour partnerships to have a leading role in deciding the extent of educational provision that is needed for all pupils in the partnership.

### Chapter 4: Increasing accountability

Improved information and accountability is the key to improved alternative provision. Over the last ten years we have developed a powerful accountability framework for mainstream schools that has driven rising standards across the board. By comparison, the accountability framework for Pupil Referral Units and alternative provision is under-developed, and there are no requirements for any performance data to be shared with parents. Ofsted tell us that just over half of Pupil Referral Units are good or outstanding (56 per cent) and in 2006/07 Ofsted judged 10 per cent of Pupil Referral Units inspected that year to be inadequate. We will now systematically strengthen and improve accountability for pupils in alternative provision. We will:

- collect and publish data annually on attendance at Pupil Referral Units;
- pilot the collection and publication at local authority level of educational outcomes data (GCSEs and equivalents) for pupils at the end of Key Stage 4 in alternative provision;
- consult on how best to gather progression and value added data for pupils in alternative provision;
- we will ask Ofsted to take account of any Pupil Referral Units in special measures in a local authority in its comprehensive area assessments;
- consult on the application of new school indicators on pupil well-being to Pupil Referral Units;
- strengthen the Secretary of State's powers to intervene when Pupil Referral Units fail, by requiring local authorities to replace them with a specified alternative, as announced in the draft legislative programme;

- introduce a new power to require a local authority, when necessary, to hold a competition to find the best provider of the specific alternative model that has been identified to replace a failing Pupil Referral Unit; and
- publish statutory guidance in 2009-10 on alternatives to Pupil Referral Units, informed by pilots and other innovative work.

### **Chapter 5: Developing the capacity of alternative provision – better professional support, better accommodation and better facilities**

We are dependent on the commitment, energy and professional skills of those who work in and lead alternative provision, many of whom do an outstanding job in difficult circumstances. We are also aware of the impact poor accommodation and facilities can have on those who work and learn in Pupil Referral Units. We need to improve support for the workforce in Pupil Referral Units and alternative provision and improve their accommodation and facilities. We will:

- ask the School Teachers' Review Body to make recommendations on special educational needs allowances for teachers working with these pupils in Pupil Referral Units;
- ensure that the new negotiating body to determine the pay and conditions of school support staff makes sure that staff in Pupil Referral Units are appropriately rewarded for the work that they do;
- ask the National Strategies, in consultation with local authorities, to look at opportunities to further promote continuing professional development (CPD) for staff working in Pupil Referral Units and alternative provision and to develop local networks for staff to support each other;

- ensure that, as we develop the Masters in Teaching and Learning qualification, the programme takes account of the needs of staff and the children in Pupil Referral Units and alternative provision;
- consult local authorities and the social partners about how the 'new professionalism' agenda is being applied to staff in Pupil Referral Units and alternative provision and whether this workforce are receiving all the statutory entitlements to support them in raising standards;
- increase access to high quality leadership and management support through the National Leaders in Education Programme;
- promote the National Programme for Specialist Leaders of Behaviour and Attendance (NPSL-BA), which provides leadership training in behaviour and attendance;
- expect that Pupil Referral Units will continue, as planned, to be built or refurbished through the Building Schools for the Future programme;
- expect Pupil Referral Units and other alternative provision to work in collaboration with other providers (schools, colleges, training providers) and with employers to ensure their pupils can access the range of teaching and facilities they need; and
- look at how better links can be made between Pupil Referral Units and parenting and whole family support.

### **Chapter 6: Alternative provision as part of our overarching strategy for behaviour in schools**

Alternative provision is a central and essential part of our strategy for improving behaviour in schools. We need to ensure that alternative provision works closely with mainstream and special schools, including those working in behaviour partnerships,



and with wider local services to provide support for challenging pupils. We will:

- introduce legislation to implement Sir Alan Steer's recommendation to require secondary schools and Pupil Referral Units to work together in local behaviour partnerships, as announced in the draft legislative programme, and secure the participation of future academies through their funding agreements;
- ask the National Strategies to support the development of school behaviour partnerships in adopting preventative strategies;
- encourage Pupil Referral Units and alternative provision to work more closely with special schools or mainstream schools with designated units for pupils with special educational needs, and with wider support services;
- expect all schools to take their fair share of previously excluded pupils, but only where these pupils are ready for reintegration in the mainstream.

### Chapter 7: Learning from the best and supporting innovation

We will take the opportunity to pilot different ways of making educational provision for young people out of school that is focused on attainment and meeting their wider needs. We want to learn lessons from innovative practice already in place.

We will:

- invite local authorities and schools to run up to 10 pilots to test a range of models to deliver alternative provision (£26.5 million is available to support these pilots over three years);
- strongly encourage voluntary / private sector providers to engage with local authorities and schools in the pilots;

- use findings from pilots to encourage innovative effective practice and to inform legislation to require local authorities to replace failing Pupil Referral Units with a specified alternative.

### Chapter 8: Delivering change

This chapter sets out the support that we will offer local authorities and school behaviour partnerships to deliver change.

We will work in partnership with local authorities and schools to deliver a step change in the quality of alternative provision. Drivers of change will be:

- the publication of performance data;
- the introduction of personalised education plans;
- Ofsted inspections of local authorities and individual alternative provision providers;
- the new national database to support smarter commissioning;
- our pilot programme to spread innovation and test best practice;
- the new powers for the Secretary of State to require local authorities to replace failing Pupil Referral Units with a specified alternative and to hold competitions for their replacements;
- our plans to make behaviour partnerships mandatory.

We will also work with local authorities to provide additional support at the strategic level through the National Strategies.

We also intend to drive forward our strategy through:

- Improving support for the workforce;
- improving accommodation; and

- promoting closer partnerships between alternative provision, mainstream and special schools, and local authority support services.

**Note**

All references to “alternative provision” in this document relate to local authority or school arranged provision. Neither the phrase “alternative provision” nor the phrase “pupils not on a school roll” refers to parents’ decisions to provide education for their children at home under section 7 of the Education Act 1996.

# Chapter 1:

## Bringing about a step change improvement

This chapter sets out the outline of our plans for a transformational strategy for alternative educational provision based on the following core principles:

- that we should start from the young person, taking account of his or her different needs and in consultation with parents and carers;
- that we should secure a core educational entitlement for all young people in alternative provision;
- that there should be better planning and commissioning of alternative provision both at an area level and for the individual;
- that local authorities should be held to account for outcomes from the alternative provision they deliver or commission;
- that there should be better professional support for those working in the sector and better accommodation and facilities;
- that there should be better partnership working between alternative provision, other parts of the education sector and other agencies and services working with young people to facilitate early intervention and ensure an integrated approach to meeting the young person's needs; and
- that we must learn from the best and support innovation.

We will also consult on finding a new name for Pupil Referral Units which we will reflect in legislation to signal our step change improvement.

### What is alternative provision?

**1.1** Alternative provision is education for children and young people who are unable to be provided for in mainstream or in a special school. Local authorities are required by law to make provision for all children of compulsory school age who have been permanently excluded from school or who

are otherwise without a school place. Alternative provision is also used by schools for pupils who remain on the school roll, but who need specialist help with learning, behavioural or other difficulties. At any one time just under 1 per cent of pupils (70,000) are in some form of alternative provision: many placements are short term, so the numbers

passing through alternative provision in any one year are about double this – 135,000.

**1.2** The great majority of alternative provision placements are of secondary age pupils. About one third of placements are in the 450 local authority-run Pupil Referral Units; the other two thirds are in other forms of alternative provision commissioned by local authorities and schools. Other alternative provision includes placements in further education; in private and voluntary sector provision and in independent schools.

**1.3** The statistics available for pupils in Pupil Referral Units tell us that

- 75% have special educational needs (62% without statements; 13% with statements);
- 91% are aged 11-15; and
- 69% are boys.

**1.4** There is a range of reasons for pupils being in alternative provision. The biggest single group (just under 50 per cent) are pupils who either have been excluded from school or who have been deemed at risk of exclusion. Both categories are likely to have special educational needs. The other 50 per cent are in alternative provision either for medical needs (e.g. pupils with emotional and physical health needs and teenage mothers) or for other reasons (pupils unable to cope in mainstream school, children temporarily without a school place). The diversity of pupils for whom alternative provision must cater presents a real challenge in ensuring that they are all appropriately provided for.

### Why alternative provision needs reform

**1.5** There is currently scant data available about the outcomes of children and young people in alternative provision. However such data as are

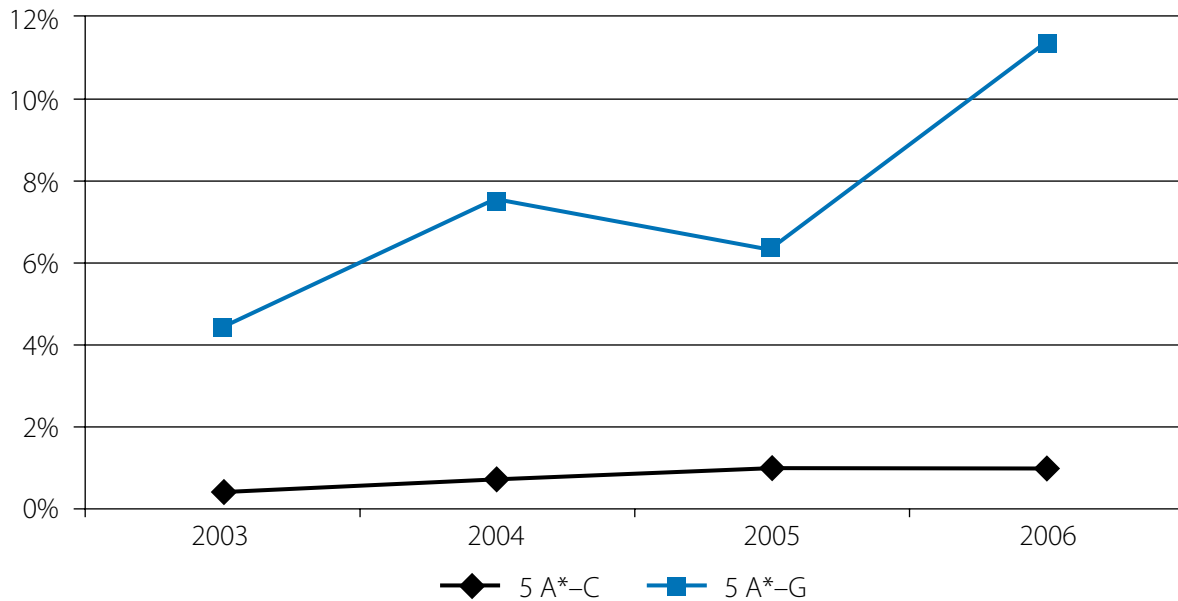
available indicate very poor outcomes for this group and there is limited accountability to the public and parents compared with mainstream schools. There are currently no published performance data at institutional or local authority level for pupils in Pupil Referral Units or in alternative provision. Pupil Referral Unit leaders, local authorities and Ofsted inspectors therefore have to rely on the institution's own data on pupil outcomes and have no means of benchmarking this against other Pupil Referral Units and alternative provision, as is possible with mainstream and special schools.

**1.6** In 2006 only 1 per cent of 15 year olds in Pupil Referral Units achieved 5 GCSEs at grades A\*-C or equivalent; 11.3 per cent achieved 5 or more grades A\*-G; and 82.1 per cent achieved 1 or more qualifications. This compares with 45.8 per cent; 90.5 per cent and 97.8 per cent in mainstream schools. While there has been some slight improvement over time (see table below) these outcomes remain very poor. In addition to these poor educational outcomes, we know that young people who have been excluded from school and likely to have spent time in alternative provision are more likely to be involved in crime and risky behaviours, become NEET and have poor job prospects.<sup>1</sup>

**1.7** We must raise our expectations for these young people. The level of underachievement diminishes their future opportunities and is strongly associated with poor job prospects and poor life chances. We recognise that many of the young people for whom alternative provision caters are among the most challenging of their generation. Many will have struggled to keep up at school and arrive in alternative provision with very low prior attainment. We know that 75 per cent of

<sup>1</sup> 21 per cent of respondents to the 2004 Youth Cohort Survey who were excluded from schools in Years 10 and 11 were not in education, employment and training (NEET) at age 16. This includes both those who were permanently excluded and those excluded for a fixed period.

## Attainment of pupils in Pupil Referral Units – GCSE Exam Results



Source : Key Stage 4 Achievement and Attainment Tables

pupils in Pupil Referral Units have special educational needs. Many of these will have social, emotional and behavioural difficulties, which may mask underlying learning difficulties or a disability. For some children with special educational needs the failure of schools to meet their needs or make reasonable adjustments for the particular needs of disabled children will have contributed to their exclusion. Some will come from difficult home backgrounds. We also know that looked after children are seven times more likely to be permanently excluded from school than other children, so they are significantly more likely to be in alternative provision, compounding their already greater educational needs. But this should not mean that we abandon expectations for this cohort of young people. The challenge for the alternative provision sector is to enable every young person to achieve their best.

**1.8** Permanent exclusion from school for bad behaviour is a defining moment for youth crime prevention. For some of those excluded, what happens next will either accelerate them along the path to entrenched criminality or allow them to reassess and reshape their futures.

**1.9** The challenges posed by the children and young people requiring alternative provision make it particularly important that the provision made for them can address the underlying causes of problems and is of high quality. But this is too rarely the case. While there is some good and some outstanding alternative provision, there are systemic weaknesses. Ofsted's 2004 report on provision for children out of school found that:

"...overall the quality of provision for children and young people out of school, their low attainment, the targeting and monitoring of provision, and the tracking of their progress are unsatisfactory..."

**1.10** A 2007 survey by Ofsted of good or better Pupil Referral Units found that they had to cope with inadequate accommodation, pupils of diverse ages and need arriving in an unplanned way, limited numbers of specialist staff and problems in re-integrating children into mainstream schools.

**1.11** The 2004 Ofsted report and a 2005 survey of alternative provision commissioned by the then DfES found widespread weaknesses including:

- some local authorities were using a limited range of providers, and failing to monitor the outcomes achieved and challenge unsatisfactory providers;
- in some areas the number and type of placements available did not match local needs;
- placements in alternative provision were often for an indefinite period;
- weak links between Pupil Referral Units and schools including inadequate communication from schools about the prior attainment and 'case histories' of their former pupils;
- low expectations of young people placed in alternative provision on the part of staff, parents and the young people themselves;
- a lack of curriculum strategies for alternative provision;
- limited access for pupils in alternative provision to work placements and other vocational opportunities; and
- crisis management rather than prevention with little capacity in Pupil Referral Units for preventative work with schools.

**1.12** In addition to these weaknesses, there is insufficient research as to why such a large number of children with special educational needs are in alternative provision and what their particular needs are. There are also currently no published performance data at local authority level or institutional level for pupils in alternative provision. This means that, as already noted above, there is no way of benchmarking the outcomes achieved and of using these data to hold commissioners and providers to account.

**1.13** The Government has taken a number of steps to improve Pupil Referral Units and alternative

provision. We have strengthened the management arrangements for Pupil Referral Units. Since February 2008, local authorities have been required by law to establish management committees with a similar role to school governing bodies, to improve the accountability of Pupil Referral Units and their responsiveness to schools' needs. We have also provided additional local support to Pupil Referral Units by requiring local authorities to appoint School Improvement Partners (SIPs) whose role is to provide school leaders with challenge and support that is tailored to their needs and delivered to nationally consistent standards. The Government has also taken the power, from February 2008, to direct failing Pupil Referral Units to seek advisory services where necessary, in line with measures for failing maintained schools. The Government has also published guidance on effective accommodation for Pupil Referral Units in February 2007 and a report on 'Effective Alternative Provision' in October 2007.

**1.14** Since 1993, schools established and maintained by a local authority which are specially organised to provide education for pupils who, by reason of illness, exclusion from school or otherwise, have been known in law as Pupil Referral Units<sup>2</sup> (see Annex 2 for legal basis of Pupil Referral Units). Any school, unit or centre, however described, that has these characteristics is legally a Pupil Referral Unit. But this title is not widely used. Out of 450 Pupil Referral Units currently open, only 77 have this in their title. This suggests that the name is not popular and this was confirmed by Sir Alan Steer and the Practitioners' Group on Pupil Behaviour and Attendance. Although it is only a name we believe that we need to find a new name which better describes these local authority schools to signal a step change improvement and would like to seek views on what this should be.

<sup>2</sup> Pupil Referral Units were introduced by section 298 of the Education Act 1993

One suggestion would be to refer to these schools as Alternative Education Centres. **We plan to replace the use of the term Pupil Referral Unit in legislation at an early opportunity and welcome views on an alternative title.**

### What needs to be done

**1.15** These measures will help to sharpen up commissioning and accountability and to strengthen partnerships between schools and alternative provision in preventative work. However, we need to go further. The alternative provision sector now needs a concerted national effort to transform the quality of the education and support it provides to young people. There must be a step change in the quality of both Pupil Referral Units and all forms of alternative provision, building on the good and innovative practice that does exist and on the excellent work of many of the individuals working within Pupil Referral Units and other alternative provision.

**1.16** Our strategy will apply the lessons of ten years of public service reform and improvement that has seen standards rise dramatically in mainstream schools. We will strengthen the role and capacity of local government as commissioners of alternative provision. We will improve basic standards by ensuring that all young people outside mainstream schools have a plan for their education and receive a good curriculum entitlement, tailored to their differing needs. We will increase focus on achieving outcomes for these pupils through better commissioning and sharper public accountability. We will encourage greater diversity of alternative provision, with more input from the private and voluntary sectors, and will fund a number of innovative pilot projects. We will strengthen the accountability of commissioners and providers, and take powers to step in where standards do not improve quickly

enough. And we will build a better understanding of best practice in alternative provision, in particular in meeting the needs of children with special educational needs, to ensure local authorities can continue to improve practice.

### What the Children's Plan said

**1.17** The Children's Plan set out proposals to drive up the quality of alternative provision. These were

#### Better informed and more demanding commissioning

- a national database of providers of alternative provision to be launched to give local authority and school partnership commissioners better information on what is available, the outcomes delivered and costs;
- new guidance to be produced to help commissioners look more critically at the relative cost effectiveness of different providers;
- new forms of alternative provision to be piloted including using small schools with close links to business and providing a high quality vocational education;

#### More tailored, planned provision with monitoring

- for every pupil not on a school roll, local authorities to ensure that objectives have been set for educational outcomes and for the timing of their reintegration into mainstream education where appropriate;
- there should be arrangements in place for monitoring progress and for review involving the pupil and his or her parents;

#### Stronger accountability

- performance data for pupils not on a school roll to be published at local authority level to

ensure local authorities have incentives to improve their performance;

### Stronger intervention

- new legislation to be introduced to enable the Secretary of State to require local authorities to replace failing Pupil Referral Units with a specified alternative; and
- new powers for the Secretary of State to require local authorities to hold a competition for replacement Pupil Referral Units.

**1.18** This White Paper develops these proposals into a national strategy to achieve a step change in the quality of alternative provision.

### The vision

**1.19** The vision driving the strategy set out in this White Paper starts from the premise that we want to intervene early to minimise the number of pupils who are permanently excluded from mainstream education. That means mainstream schools meeting their duties towards children with special educational needs and disabled children; doing their best to keep young people engaged and on track; and being ready to intervene early and effectively to address issues before they reach crisis point, supported by local authorities. Schools should be using the Common Assessment Framework to identify pupils' individual needs and support the planning of services to meet them. We expect schools to develop more in-school alternatives to exclusion, ranging from a more engaging curriculum to Learning Support Units, which could be on-site or at a neighbouring school. Schools will also need to be supported by more effective partnership working within Children's Trusts to enable "swift and easy access" to any specialist support services that may be needed to meet a child's particular needs, including any support that the family may require.

This includes access to the core offer of extended services and support from other services, in particular health, social care, child and adolescent mental health services (CAMHS) and youth justice and wider youth services. Schools must also work closely with parents to identify problems and tackle them before they lead to a child becoming at risk of exclusion.

**1.20** We believe that alternative provision should be used much more and more effectively as an early intervention and preventative measure, so avoiding the need to resort to permanent exclusion. Schools should be able to turn to local Pupil Referral Units or to special schools for specialist help in tackling pupils' personal, behavioural and learning needs. This early and appropriate intervention may mean that more children come into contact with alternative provision, but for less time and without the need for exclusion.

**1.21** Where pupils are excluded permanently or it is decided that pupils at risk of exclusion or with other learning or behavioural issues would be better provided for in a Pupil Referral Unit or other alternative provision, and for all other pupils who are without a school place, we should ensure that:

- the provision is tailored around the pupil's individual needs, both educational needs and any wider needs, including any special educational needs which may not have been adequately identified and met;
- there is an explicit plan to address those educational and wider needs with clear outcomes, discussed and agreed with the pupil and their parents (see Chapter 2);
- the personal learning and development pathway for the pupil gives access to an appropriate curriculum, leading to recognised qualifications and opportunities;



- a behaviour assessment is undertaken before reintegration to mainstream; and
- there are clear arrangements for review.

**1.22** The raising of the participation age for compulsory education or training to 17 by 2013 and 18 by 2015 adds to the urgency of Pupil Referral Units and alternative provision providers focusing on progression and outcomes. We want to see young people leaving alternative provision equipped with or on track to gain the skills and qualifications that will support them in their future life. Providers will also need to consider how to plan for young people in Pupil Referral Units and alternative provision to have full access to their entitlement to the reformed 14-19 curriculum, including all 17 lines of the new diploma and the offer of an apprenticeship or pre-apprenticeship learning.

**1.23** Realisation of this vision of what alternative provision could be requires a transformational strategy built around the following principles:

- that we should start from what will work best for each young person, taking account of his or her different needs and in consultation with parents and carers;
- that we should secure a core entitlement of educational and wider activities for all young people in alternative provision;
- that there should be better planning and commissioning of alternative provision and for the individual;
- that local authorities should be held to account for outcomes from the alternative provision they deliver or commission including through the new performance framework of Comprehensive Performance Assessment;

- that there should be better professional support for those working in the sector and better accommodation and facilities;
- that there should be better partnership working between alternative provision, other parts of the education sector and other agencies and services working with young people to facilitate early intervention and ensure an integrated approach to meeting the young person's needs; and
- that we must learn from the best and support innovation.

**1.24** This White Paper sets out how the Government plans to take forward this ambitious agenda.

#### Consultation question

What new name should we use for Pupil Referral Units which better describes these local authority schools to signal a transformation? (see paragraph 1.14)

**Please see Annex 4 to find out how to respond.**

## Chapter 2: Starting from the child

**We need to ensure that alternative provision is better able to meet the diverse needs of young people. We will work with local authorities and schools to:**

- **ensure that all young people in alternative provision have a personalised education plan, and consult on developing a standardised information passport for young people moving between places of education, so that their needs can be identified and assessed much earlier;**
- **ensure that there is a clear responsibility for the education and well-being of young people in alternative provision; and**
- **secure an appropriate curriculum for young people in alternative provision and work towards developing a national minimum standard of provision.**

### The case for change

**2.1** In recent years, we have taken steps to ensure that the education system as a whole offers a more personalised service tailored to the individual needs of children and young people. The key principles of personalisation include high quality individual assessment, effective teaching and learning, a flexible curriculum and partnerships beyond the classroom to meet the needs of the whole child.

**2.2** For children and young people in alternative provision, and especially those who have been permanently excluded, the need for a personalised approach is particularly acute. These are young people who are likely to have responded poorly to the curriculum and teaching on offer in a mainstream school; whose special educational

needs may not have been adequately identified or met; who have become disengaged from education and see little value for themselves in pursuing it; and whose interaction with and behaviour in schools and other formal settings may have been affected by underlying personal and family issues.

**2.3** We believe that there should be greater differentiation in provision to enable the widely diverging needs of young people to be met. A “one size fits all” approach risks neglecting young people with specific needs. Differentiation needs to take place according to age and aptitude. As well as those who have been excluded from school or are at risk of exclusion, Pupil Referral Units cater for young people with physical and emotional medical needs (including children in

units attached to hospitals and some pregnant students) and young people who are awaiting a school place. Some local authorities run Pupil Referral Units that provide for the range of pupil needs across a key stage of education while some have specialist units, for example for teenage mothers. However provision is arranged, local authorities need to consider how best to provide for the range of pupils so that all receive an education that meets their needs and enables them to feel safe and where possible actively engages and listens to parents and works with them as partners in their children's learning and development.

**2.4** Many pupils in Units are known to Youth Offending Teams and a number of them are returning from a custodial sentence. We know that 60 per cent of excluded young people report having offended in the last 12 months compared with 26 per cent in mainstream education<sup>3</sup>. Research also suggests that 15 per cent of young offenders are currently excluded from school and 27 per cent have been excluded for a fixed period in the last year<sup>4</sup>. From 2009, local authorities will be required to make provision for young people subject to a Youth Rehabilitation Order<sup>5</sup> and may do so through placing them in Pupil Referral Units.

**2.5** There is great variation in the length of time pupils spend in alternative provision. Some stay for a few weeks before returning to school, some are dual registered and attend part-time, while others are full-time and remain for long periods. Many children will have short-term medical needs at some time during their school life and we would expect schools to ensure that arrangements are put in place so that they do not fall behind and there is a clear reintegration plan. For children with longer term medical needs (emotional and

physical health needs) which lead to lengthy periods not attending school or sporadic attendance, a more formal approach is needed. The older a child is when they enter alternative provision, the more likely they are to remain until they leave compulsory education.

**2.6** Because many of these young people present additional challenges, it is essential that alternative provision is properly geared up to identify and address their needs as effectively as possible. For many of these young people, alternative provision will provide their last chance to get back on the path to successful educational outcomes and a fulfilling adult life.

#### **Characteristics of pupils in Pupil Referral Units:**

75 per cent have special educational needs (62 per cent without statements; 13 per cent with statements)

27 per cent eligible for free school meals

91 per cent are aged 11-15 (and 70 per cent are aged 14-15)

69 per cent are boys

77 per cent are White

Figures taken from the Pupil Referral Unit Census, 2008

**2.7** While there is some excellent practice, the evidence from Ofsted inspection in particular indicates that, too often, what is offered to young people falls short of what is needed. And, of course, this is an area of provision where quality is especially important, because of the wider consequences for society of failing to rise to the challenge.

<sup>3</sup> MORI Youth Survey 2004

<sup>4</sup> Barriers to Engagement, Youth Justice Board, 2006

<sup>5</sup> Criminal Justice and Immigration Bill

- 2.8 Ofsted reports in recent years have pointed to:
- a lack of robust systems and support for young people in alternative provision;
  - an inadequate curriculum offering, which is narrow and uninspiring and fails to prepare young people adequately for life beyond the Unit;
  - an inability to meet young people's Special Educational Needs within some Units<sup>6</sup>; and
  - a third of Pupil Referral Units found it difficult to gain sufficient support from child and adolescent mental health services (CAMHS).

### Our proposals

2.9 The Children's Plan outlined our approach to tackling these deficiencies. Chapter 1 of this White Paper set out the case for reform and the need to introduce greater accountability. In this chapter, we set out in more detail our proposals for personalised education plans for young people in

#### Extracts from Ofsted reports relating to alternative provision

Disturbingly, the lack of robust systems and support are doubly disadvantaging the very children and young people who are most in need. *(A survey of the educational support and provision for pupils not in school – November 2004)*

In one in 10 Pupil Referral Units the curriculum is inadequate, often because it is too narrow and insufficiently focused on preparing pupils for their lives once they have left the unit. Outstanding educational provision in PRUs is characterised by high levels of consistency in the teachers' use of daily assessments, so that each pupil's progress is kept under constant review and is linked to clear long-term goals. In these successful settings, there is a particular emphasis on the development of skills to ensure pupils' future economic well-being. *(The Annual Report of Her Majesty's Chief Inspector of Schools 2005/06)*

In too many cases, local authorities placed pupils who had statements of special education need in Pupil Referral Units which were unable to meet their special needs. Monitoring and evaluation of provision in units by the local authority were variable in quality and too often lacked the necessary focus on pupils' progress. *(The Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2006/07)*

Pupil Referral Units cater for some of the most vulnerable pupils, and of those inspected, while 52% are good or outstanding, 14% are inadequate. These inadequate units have approximately 700 pupils on their combined rolls. They lack a clear vision for their pupils and offer an uninspiring curriculum. *(The Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2006/07)*

Although there is a wide variety of Pupil Referral Units, they face similar barriers in providing children and young people with a good education. These may include inadequate accommodation, pupils of different ages with diverse needs arriving in an unplanned way, limited numbers of specialist staff to provide a broad curriculum and difficulties reintegrating pupils to mainstream schools. *(Establishing successful practice in pupil referral units and local authorities – September 2007)*

6 Pupil referral units: establishing successful practice in pupil referral units and local authorities, Ofsted, September 2007

alternative provision, for a core educational entitlement for such young people and for a clearer local authority role in ensuring that the necessary changes are implemented and followed through. In other chapters of this White Paper, we discuss the closely related issues of how alternative provision is commissioned and monitored, how local authorities are held accountable for outcomes and the infrastructure within which Pupil Referral Units operate.

### Personalised education plan

**2.10** We do not underestimate the challenge of meeting the diverse needs of young people in disparate circumstances. But an essential precondition of meeting those needs is effective planning. **We believe that every pupil being educated in alternative provision should have a personalised education plan, tailored to their needs.** This is already good practice in many Pupil Referral Units.

**2.11** This plan should build from the mainstream school's records, including information on attainment, attendance, behaviour, any Special Educational Needs (emotional and physical health needs), and the Pastoral Support Plan (if one is in place). It will be particularly useful to pass on information about any needs assessment of and engagement with the young person by the school and other agencies, including safeguarding, youth offending and health agencies, using the Common Assessment Framework. It is critical that full information is passed to the Pupil Referral Unit or alternative provider as soon as possible, so that planning can be initiated early and in full knowledge of the individual issues to be addressed and of the support which the young person has already received. Unless this happens the provider will have to spend valuable early time gathering information which is already known locally.

**2.12** A number of local authorities have agreed protocols for information sharing when pupils move from mainstream schools into Pupil Referral Units or alternative provision and when they move on to school, college or other provision. Most such provision includes an initial assessment of the pupil's educational and social skills. The purpose should be to create a personalised educational plan which addresses the five Every Child Matters outcomes for each pupil in a way which supports the pupil and engages all relevant agencies.

**2.13** We are **considering the case for developing a standardised information passport that accompanies a child from the moment of referral, or exclusion.** Excluding or referring schools would be expected to participate in an initial case conference in order that they contribute to drawing up a pupil education plan, based on the Common Assessment Framework. Given the importance of speed if the Pupil Referral Unit is to be successful in integrating the child, we believe that it would be helpful to set a time limit for information transfer. We will consider this as we develop individual education plans.

**2.14** The scale and scope of the individual education plan needs to be proportionate to the circumstances in which it is produced. A plan for a young person receiving two weeks of part-time anger management support in alternative provision will be different from that for a young person who is moving into full-time alternative provision for a year or more. But the principles of good planning are common to all cases. They involve:

- an assessment of need based on access to all the available evidence about the individual young person, including evidence derived from discussion with the young person's family or carer;

### Case study – robust protocols in place for information transfers (Sheffield)

The Children's and Young Persons' Directorate of Sheffield City Council have agreed robust protocols to ensure comprehensive information is provided by and to schools when children and young people are moving between schools and alternative provision.

These new ways of working have significantly reduced the numbers of permanently excluded pupils, and have significantly increased the success rates of children and young people who are reintegrated into community education. Children and young people who are referred as at risk of permanent exclusion are assessed for:

- graduation (completion of education in alternative provision);
- intervention (a period of intensive support before returning to own school); and
- supported transfer (reintegration and placement into a new community school).

The protocols place great emphasis on the exit meeting, where all appropriate information as agreed in the protocol is gathered, agreed and exchanged. This enables the actioning of robust intervention plans to support the pupil back into mainstream education, whenever possible. Parents are present at this meeting and are fully informed and linked into the process throughout.

Reintegration processes are put in place, supported by 'readiness for reintegration' plans. These plans are highly personalised, providing a wide range of information and data including attainment, attendance, learning preferences, plus 'softer' information, and provides receiving schools with practical and simple strategies to support success. Transition mentors work with schools to help to embed these processes, smooth transition and build capacity in schools, while supporting the young person.

Before any young person can be reintegrated into a mainstream school, a multi agency reintegration and placement panel, which always includes a serving head teacher, sits to assess every case file to ensure all of the agreed protocols have been followed, and all information sharing has been fully adhered to. This part of the process has given head teachers and chairs of governors confidence in the robustness of the system. The protocols are agreed and formally ratified at head teachers' meetings every year.

- an understanding of why previous interventions and support available at school failed to meet the child's needs;
  - provision specifically tailored to meeting the need;
  - a clear sense of the clearly defined, timed, desired outcomes, whether in terms of educational achievement or personal development (or both), next steps for the pupil and their next placement;
  - regular review of progress towards the desired outcomes, also involving the young person's family or carer; and
  - for children with special educational needs it is particularly important to ensure that any underlying causes of, for example, challenging behaviour, are identified.
- 2.15** The same principles apply to arrangements for the young person's progression from alternative provision to mainstream school or into

post 16 provision, following an assessment that their behaviour has improved and they are ready to move on. A reintegration plan should be developed in partnership between the alternative provider and the school or college, brokered by the local authority, and involving other agencies who are working with the young person and his or her family or carers. This should both record what has been achieved during the period in alternative provision and also give clear direction to receiving schools or providers on how to maintain progress by the pupil. The plan should be clear about any barriers to the young person's continuing progression and wellbeing; how these barriers are being addressed; and the role of each of the agencies in providing continuing support to the young person. Again, parents or carers should be given an opportunity to be involved in agreeing these reintegration plans.

**2.16** However, we recognise that some pupils with challenging behaviour or other issues may not return to mainstream education. Local authorities, Pupil Referral Units and schools need to consider the most appropriate longer term provision for these pupils. This could be in a resourced unit in a mainstream school, a special school in the maintained, non-maintained or independent sector, or in contracted alternative provision which undertakes specialist work. For children with statements of special educational needs, the local authority will need to amend the statement to name appropriate provision in place of the school from which the young person has been excluded, and must give the parents the opportunity to make representations before finalising the amended statement. We recognise that for a few older children it may not be feasible to secure a school place and that they are likely to remain at a Pupil Referral Unit. Where this is the case, it is important that the breadth of provision that is

required to meet their needs is put in place, which will often require Pupil Referral Units to work with schools and specialist provision to offer them a range of opportunities. In the next chapter, we make clear that where children with special educational needs are routinely being placed in Pupil Referral Units long-term, local authorities need to consider whether their planning for school provision to meet special educational needs is adequate.

**2.17 We plan to publish guidance for local authorities and schools later this year on developing and reviewing personalised education plans for every child educated** in a

Pupil Referral Unit or in alternative provision, whatever their length of stay and reason for the placement, building on the most effective practice. This would support better differentiation between the varying needs of the different groups of young people. For pupils in Pupil Referral Units we envisage that the plan would be drawn up by the teacher in charge of the Pupil Referral Unit, or their deputy. Plans for pupils in contracted alternative provision should be drawn up by the commissioner (local authority officer or school staff). Plans for pupils who remain on the school roll should be drawn up in conjunction with the school. Where the pupil has a statement of special educational needs the local authority officer who maintains the statement should be involved. Also, the personalised education plan should record the pupil's statement of special educational needs and provision but not duplicate it. Looked after children should already have a personal education plan which is part of their overall care plan. Where a looked after child is educated in alternative provision, this should be reflected in their personalised education plan.

**2.18** Plans should be discussed with the pupil as soon after arrival as possible and there should be

consultation with their parents or carers. The impact on parents of their child being placed in alternative provision should be considered. We would expect that the pupil's progress against the plan should be monitored and recorded. The parents or carers should be kept informed of their child's progress and be invited to regular reviews, at least once a term. This should feed into the annual review of the pupil's statement of special educational needs where appropriate. For pupils in Key Stage 4, the plan should also set out their post-16 progression aspirations and how their alternative provision will help them achieve these. It should also name the officer or officers that will be responsible for ensuring that planning and monitoring for individual young people works effectively (see paragraphs 2.35-2.36). A personalised education plan developed with those other agencies could form the basis of a pastoral support package that might enable the child's successful progression to school. The personalised education plan should be sent with the pupil's record to any subsequent placement.

**2.19 We will consult local authorities, alternative provision providers, head teachers, school staff and other stakeholders about how to ensure plans along the above lines become standard practice. We will also consult them on the idea of going further to develop a standardised information passport that would accompany a young person from the moment of referral.**

#### Securing a core educational entitlement

**2.20** Ofsted report that inadequate Pupil Referral Units offer an uninspiring curriculum. By contrast, they report that:

*Effective pupil referral units rekindle their pupils' interest in learning, often with the help of*

*external providers and work placements. They equip the pupils with the skills and qualifications to cope with re-entry to mainstream schooling or with a move to employment and further learning<sup>7</sup>.*

**2.21** Pupil Referral Units are currently required by law to offer a "broad and balanced curriculum", but what that means in practice is not specified and nor are Pupil Referral Units required to offer full-time provision to all their pupils. Local authorities are required to provide a suitable full-time education for pupils permanently excluded from school, from the sixth day of their exclusion, but again the meaning of "suitable" is not currently defined.

**2.22** We recognise the challenges faced by Pupil Referral Units in providing a rich curriculum offering. They are much smaller than mainstream schools and may not have all the facilities that we would expect in a secondary school. But the best Units meet these challenges through effective partnership working with other local schools, with their 14-19 partnership, with local employers and with private and voluntary sector organisations, and by making imaginative use of information technology.

**2.23 We want to ensure that all pupils in alternative provision can expect a curriculum offer that is broad, relevant, links to clear outcomes and meets their needs.** To this end, we will consider developing **a national minimum standard of provision** for alternative provision. This would cover:

- a minimum curriculum entitlement;
- the number of hours of education and training that should be available to the young person; and

<sup>7</sup> Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2006/07



### Case study– video conferencing KS2/KS3 transition pilot (Cornwall)

In 2007/08 Cornwall County Council developed a Key Stage 2 to Key Stage 3 transition pilot to raise the profile of video conferencing as a tool to enhance teaching and learning and to create a local pool of expertise that can be used to support and train other schools in the future. The pilot comprised four primary schools and five secondary schools and involved 259 pupils (91 in primary and 168 in secondary schools) working together on a single project through video conferencing. The project aimed to develop imaginative transition units (working in groups to save the residents of Montserrat from a fictitious impending volcanic eruption and hurricane) that are given high status and work that can be transferred from primary to secondary schools, enabling pupils to feel more confident and enthusiastic about their move. Additionally, it aimed to increase enjoyment and engagement, foster greater collaborative working and nurture a positive attitude to learning.

The use of video conferencing increased challenge, motivation and engagement and primary pupils in particular gained a deeper understanding of collaborative working and working autonomously in small groups. On line surveys were used to formally evaluate the work alongside pupil tracking. Cornwall have already established links with schools in Brittany and other parts of the world, and have developed free video conferencing links with the Natural History Museum and National Archives. The project has increased pupil engagement and motivation and schools have identified further cross-curricular development in subjects such as PE, drama, music, humanities, English, maths, science and modern foreign languages. There are obvious applications to improving behaviour and supporting work of Pupil Referral Units, particularly in rural areas.

- minimum standards regarding the length of time that a child should wait before being appropriately placed and the length of time for the engagement of support services such as child and adolescent mental health services (CAMHS).

**2.24** In developing a national minimum standard of provision, we shall aim to build in a degree of flexibility to meet the needs of a diverse range of pupils in alternative provision, including those with special educational needs. It will also be important to make a distinction between those moving into full-time alternative provision that are likely to stay for a year or more, and those attending a Pupil Referral Unit or alternative provision for a short period of time. Where a move to a school is planned it is vital that pupils should be following the curriculum that they will be expected to follow on arrival in the new school.

**2.25** To help align the curriculum offer with that in schools, the curriculum in Pupil Referral Units and alternative provision will need to enable all young people to become:

- successful learners who enjoy learning, make progress and achieve;
- confident individuals who are able to live a safe, healthy and fulfilling life; and
- responsible citizens who make a positive contribution to society.

**2.26 We would welcome views on whether there should be a prescribed minimum core entitlement for pupils in Pupil Referral Units and alternative provision, and if so, how such a minimum entitlement might be specified.** We are inclined against making it mandatory for the full National Curriculum to be offered in all Pupil Referral Units and other alternative provision. The

full National Curriculum may not be the most appropriate route to maximise some pupils' learning and achievement, particularly those who have been disengaged by their experience of the National Curriculum at school and/or have specific learning or behavioural issues which need to be addressed before they can access a wider curriculum. We consider however that all pupils in alternative provision should have some entitlement to at least a minimum curriculum offer. The range of options for such an entitlement includes:

- a reduced version of the National Curriculum (for example, the core subjects of English, mathematics, science, ICT, plus PE and citizenship). This would be a minimum entitlement which all pupils would be expected to follow (though there would need to be provision for dis-application for individual pupils). Alongside this common core curriculum, pupils should be offered the opportunity to study subjects or topics or acquire skills that met their individual needs and aspirations; and
- a minimum entitlement curriculum in terms of literacy, numeracy, ICT, and personal and social development. For pre-14 pupils, the basic skills requirement could be drawn from the National Curriculum programmes of study for English, maths and ICT. For older (14+) pupils the basic skills requirement could be aligned with functional skills.

The above options are illustrative and not exhaustive. We would welcome views on other ways in which a minimum or core curriculum entitlement could be specified.

**2.27** The law already requires permanently excluded pupils to be provided with a suitable full-time education and our guidance on provision for permanently excluded pupils sets out the

number of hours for each key stage (see <http://www.teachernet.gov.uk/wholeschool/behaviour/exclusion/>). Except for pupils with specific health and emotional needs or whose statement of special educational needs specifies fewer hours than would otherwise be expected for pupils of at their key stage, we expect that all pupils in alternative provision should receive a full-time education on the same basis as permanently excluded pupils.

**2.28** Pupils that are permanently excluded from school must be provided with suitable full-time education within six days of their exclusion. Other pupils need to transfer smoothly from school to alternative provision and onwards and should remain in school or alternative provision until a place is available for them. Where admission to alternative provision and reintegration is arranged through local panels they already have protocols for pupils to move to their next placement within a specified time. Our view is that this should be arranged within two weeks. Where pupils need the support of another local agency then local protocols need to ensure that services can be accessed within a reasonable timescale. Our view is that this should normally be within two weeks unless very specialist support is required.

**2.29 We welcome views on the minimum number of hours of education and training that should be available to the young person and on the minimum length of time that a child should wait before being appropriately placed and the length of time for the engagement of support services, as set out in the above paragraphs.**

**2.30** Pupils who are likely to remain in a Pupil Referral Unit until they reach the end of compulsory education should be working towards recognised qualifications. Where appropriate to their needs and interests, it will be important that pupils in Pupil Referral Units and alternative

provision have clear routes to achieve combinations of qualifications at Entry Level and level 1 that will prepare them fully for level 2 and beyond. The Foundation Learning Tier will create a more coherent set of entry level and Level 2 qualifications, which will ensure young people develop the skills they need for further education and employment, as well as being able to progress more readily up the qualifications ladder. It will also offer smaller units of learning in more inspiring and motivational subjects which will appeal to a broader range of learners. A key component of the Foundation Learning Tier is Progression Pathways. The Progression Pathways will offer clear and appropriate progression routes toward Level 2 and positive destinations such as employment or independent living.

**2.31** We will expect that Key Stage 4 pupils who have achieved the standard required, and wish to take GCSEs or Foundation Diplomas will be offered the opportunity to do so. The September Guarantee, the guarantee of the offer of a suitable place in learning for every young person leaving Year 11 has been in place nationally since September 2007. We want to ensure that this guarantee is being fully implemented for young people in Pupil Referral Units and that they are given the support to progress further in education or training.

**2.32** The Foundation Learning Tier is focused around three central curriculum strands: functional skills; personal and social development skills; and vocational skills. Progression Pathways for 14-19 learners will be piloted from September 2008. These are intended to provide progression to a Foundation Diploma or GCSE, skilled work (an apprenticeship) or independent living/supported employment. We anticipate that around 115 centres will be involved in the pre-16 pilots, seven of which will be Pupil Referral Units. Lessons from

the pilot will identify good practice and inform how the pathways can be developed in time for full implementation by 2010-11, including where appropriate through Pupil Referral Units.

**2.33** Pupil Referral Units are also working in partnerships with schools, colleges, training providers and employers on Key Stage 4 engagement pilots which provide work-focused alternative provision for disaffected 14-16 year olds. They typically spend two days a week on the scheme with the remainder in classrooms following the rest of the National Curriculum. Early evidence shows that the scheme is proving effective at remotivating young people to stay in learning and we are encouraging other areas to adopt the forms of provision being developed by the pilots.

**2.34** In the light of responses to the consultation which this section of the White Paper initiates, we plan to **publish new guidance on the curriculum for Pupil Referral Units and other alternative provision in September, and legislate where necessary**. We will also ask Ofsted to consider how best to reflect this guidance in its new inspection framework.

#### Clear responsibility for education and well-being

**2.35** We want to ensure that there is much clearer responsibility for the education and well-being of young people in alternative provision. Where such provision is organised and commissioned by the young person's school, the responsibility clearly sits with the school. But for permanently excluded pupils and others without a mainstream school place, the responsibility may not always be so clear cut. While legally the responsibility rests with the local authority, the responsibility at individual officer level may not be clear. While our proposals for sharpening up individual planning and provision will help at the level of the provider, we believe that there is a need – over and above this –

for a clear role within the commissioning local authority to oversee the quality of provision for each young person in alternative provision, to monitor their progress and to ensure that support is mobilised for that young person from other agencies, as required. We see this role as being similar to that of the designated teacher for looked after children, which is currently being piloted in 11 local authorities, as well as being developed by others to ensure that all schools within a local authority can be supported and challenged to provide the best possible education to the looked after children on their roll. For children with health needs, partnership working with health agencies will be particularly important to ensure services are tailored to improving Every Child Matters outcomes, through extended schools clustering arrangements, so that support can be arranged swiftly.

**2.36 We therefore propose that a named officer or officers in each local authority should be responsible for ensuring that planning and monitoring for individual young people in alternative provision works effectively.**

This function sits well with the enhanced local authority accountability for the outcomes of young people in alternative provision, for which we set out proposals in Chapter 4. It also links closely with the function of planning needs across the local authority and commissioning provision to meet those needs, for which proposals are set out in Chapter 3. It may therefore make sense for all of these functions to be combined under one officer, but the precise arrangements are a matter for individual local authorities. It would be helpful if this officer was referred to in the pupil's individual education plan (see paragraphs 2.17-2.18).

### Consultation questions

We are considering the case for developing a standardised information passport that accompanies a child from the moment of referral, or exclusion. Welcome views on this, in particular what information should this contain and what time limits should be set for information transfer? (see paragraph 2.13)

What should a personalised education plan contain, who should be involved in drawing it up, and how often should it be reviewed? We would also welcome any good practice examples. (see paragraph 2.17)

How can we ensure that individual pupil plans become standard practice for a child educated in a Pupil Referral Unit or in alternative provision? (see paragraph 2.19)

Should there be a prescribed minimum core entitlement for pupils in Pupil Referral Units and alternative provision, and if so, how such a minimum entitlement might be specified? (Please see suggested examples in paragraph 2.26)

What minimum hours of education and training should be available to pupils in alternative provision? (see paragraph 2.29)

How quickly should a pupil be placed in alternative provision and how long should be allowed to engage any support services that they may need? (see paragraph 2.28)

**Please see Annex 4 to find out how to respond.**

## Chapter 3:

# Better planning and commissioning of alternative provision

**We need to ensure better planning and commissioning of alternative provision for vulnerable young people. We will launch this autumn a Commissioning Support Programme for Children's Trusts to improve the commissioning of all children's services and in particular we will support local authorities and schools to improve their commissioning by:**

- **publishing a toolkit on commissioning alternative provision in the summer; and**
- **launching a national database of providers of alternative provision in September.**

**We will also expect school partnerships to have a leading role in deciding the extent of educational provision that is needed for all pupils in the partnership.**

### The case for more strategic commissioning

**3.1** Alternative provision is commissioned by local authorities, usually on behalf of permanently excluded pupils and others without a school place, and by schools, usually on behalf of their own pupils (including those who are excluded for fixed periods). Alternative provision can be commissioned from a range of providers in the voluntary and private sectors, such as small independent schools. Where school behaviour partnerships run local provision themselves, the local authority could commission provision from the partnership to meet its own responsibilities. In the case of Pupil Referral Units, the local authority is both the commissioner and the provider; but schools can also commission specific services from Pupil Referral Units.

**3.2** The role of schools – and school behaviour partnerships – as commissioners of alternative

provision is becoming increasingly important. This is partly because we have introduced a statutory requirement for schools to make full-time educational provision for their pupils from the sixth day of a fixed period exclusion. But, more generally, we also want schools to use Pupil Referral Units and alternative provision as part of their early intervention and preventative work. Alternative education should be at the centre of work on early intervention and prevention. Early and appropriate intervention may mean that more children come into contact with alternative provision, but for less time. As well as providing for children who have been permanently excluded and for others who, for whatever reason, cannot be educated in a mainstream or special school, we want to see more use made of alternative provision as a means to reduce the need for exclusion. Schools need to see alternative education as a resource that they can access for early intervention without running

up against lack of capacity. Local authorities that focus on quality and effectiveness should be ensuring that in planning capacity they identify places that are specifically for short term placements to support this early intervention work, as well as longer term placements for those who need them.

**3.3** Whether commissioned by local authorities or by schools, the quality of the commissioning process is an essential underpinning for high quality alternative provision. It depends on a transparent and vibrant market, in which there is a range of excellent providers and in which the commissioners know what they need, who the providers are and what they can offer. Commissioning the right provision from the market depends on high-quality user engagement – on a sophisticated understanding of need, which is shared by commissioners and providers. In turn, effective commissioning should help to generate the conditions in which an effective market can operate, helping the better providers to expand their services, while driving improvement in other provision (or removing it from the market altogether). But we know from Ofsted inspection evidence and from other surveys that there is often a mismatch between the number and type of placements and local needs; that local authorities tend to use a limited range of providers; and that local authority and school commissioning does not always focus closely enough on needs and outcomes. We need to tackle this directly.

**3.4** Many local authorities have taken a strategic approach to planning what alternative provision they need for pupils out of school. However, elsewhere, the approach appears much more fragmented as alternative provision has been commissioned piecemeal over the years to supplement Pupil Referral Unit provision. In 2007,

a DCSF commissioned report by the National Foundation for Educational Research found that:

*“Unless AP [alternative provision] is integrated with the LA’s core mainstream offer, there is a danger of inadequate or ad hoc provision. Without this integration and the message of equivalence this conveys, there is a danger that AP remains marginalised and perceived by parents, pupils and employers as being of lower status than other learning opportunities. References to AP in a range of key LA policy and planning outputs can be an important indicator of this integration and status<sup>8</sup>”*

## Clarifying roles of schools and local authorities

### The role of local authority Children’s Trusts

**3.5** We need to engender a much more strategic approach to commissioning so that pupils whose needs cannot be met in school have access to tailored provision and so that there is capacity for preventative work to minimise the number of permanent exclusions. At local authority level, contracted alternative provision has usually been commissioned by the Behaviour Support Team or equivalent within Children’s Services. But to ensure that alternative provision is commissioned as part of the wider strategic commissioning process for the local area it should be done within the context of the Children’s Trust arrangements.

**3.6** All local authorities should now have Children’s Trusts which oversee and coordinate a set of local arrangements for a joint needs assessment, strategic planning and, where appropriate, joint commissioning of services to improve well-being for children and young people, which is of particular importance to those with health needs. Commissioning alternative provision should be embedded in this process. The Children’s Plan raised the bar for what is expected

8 Effective alternative provision, Research Report DCSF-RW002, October 2007

of Children's Trusts to drive the necessary step change in improved outcomes. The Department is currently consulting on additional statutory guidance for Children's Trusts on inter-agency co-operation to improve the wellbeing of children, young people and their families. The consultation ends on 26 June; a copy may be found on <http://www.dcsf.gov.uk/consultations/conDetails.cfm?consultationId=1544>.

**3.7** Local authority commissioners may also find it useful to refer to the Department of Health document "Better Care: Better Lives", which sets out a commissioning strategy involving health, social care and education services for improving outcomes for children with life limiting and life threatening conditions who may require alternative provision. We would expect Children's Trusts to take this into account in commissioning services for this group of children.

**3.8** Given the high proportion of children in alternative provision who have special educational needs, it is important that local authorities consider the commissioning of alternative provision alongside planning and developing special educational provision. Where local data shows that pupils with particular special educational needs are being placed in Pupil Referral Unit provision long-term, local authorities need to re-assess whether they have the right special educational provision, in mainstream and special schools, to meet the needs of children in their area.

### The role of schools

**3.9** It is important that Children's Trusts should involve schools in agreeing their strategy for alternative provision. This includes jointly determining the overall level of need, based on good local data, and the balance between preventative and reactive support needed. It also includes deciding on the balance between local authority-maintained Pupil Referral Units and

contracted alternative provision, based on good quality market intelligence about what is available to meet needs.

**3.10** As part of this process of agreeing a local commissioning strategy, it is important that local authorities and schools are clear about their respective roles. The extent to which local authorities delegate or devolve budgets for behaviour support to schools (and school partnerships) will vary from place to place. The key point is to ensure that there is clarity about who is responsible for what, so that there is seamless provision for children and young people whatever their circumstances.

### **3.11 We expect school behaviour partnerships (see Chapter 6) to have a leading role in deciding the extent of educational provision that is needed for all pupils in the partnership.**

As school partnerships (unlike individual schools) are not a legal entity, the local authority may be better placed to commission alternative provision but we would expect school staff to be involved in the tendering and sifting process. Partnerships should have the opportunity to ensure that there is sufficient funding available to meet needs, through the Schools Forum, and to agree local funding arrangements that incentivise preventative strategies across schools. Schools already commission alternative provision direct, and we encourage them to continue to do so, but we believe that commissioning is more likely to deliver successful outcomes when it is part of a coherent overall strategy overseen by the Children's Trust.

### Support for local authorities and schools in commissioning alternative provision

**3.12** We want to support local authorities and schools in commissioning and quality assuring alternative provision, including by disseminating effective practice. To this end, **we intend to publish a toolkit on commissioning alternative**

## Case study – commissioning a range of public and voluntary sector provision (North Lincolnshire)

North Lincolnshire first commissioned a range of alternative provision to complement its Pupil Referral Unit provision in April 2006. They used competitive tendering for full-time alternative provision and specified rigorous standards to ensure that providers would work to meet the needs of young people in alternative provision. The local authority stipulates the standards required, in terms of levels of attendance and accreditation. Through the tendering and contracting process, the local authority sets out aims and objectives for providers for outcomes such as attendance and attainment for contracted providers.

There are also less formal service-level agreements with other providers which have not gone through a formal contracting process, however, a local authority officer monitors quality of provision and facilitates placements on behalf of schools. The establishment of monitoring requirements prior to accessing alternative provision ensures that all parties know what is expected of them. North Lincolnshire Children's Services also asked other council directorates to help find placement opportunities in their services, making the council more joined up. For example Leisure and Tourism provide part-time opportunities in horticulture which are linked back to the curriculum in school.

**provision** in the summer. This will replace existing guidance and emphasise the need for contracted alternative provision to focus on attainment and outcomes for young people, within a quality assurance framework. It will also highlight the need for links with an authority's planning and development of special educational provision.

**3.13** The toolkit will provide specific advice on key parts of the commissioning process, covering the following areas:

- analysis of pupils' needs and anticipated volumes;
- 'gap analysis', comparing future needs against current provision;
- advertising for provision, including specification of outcomes;
- securing best value for money; and
- quality assuring provision.

**3.14** We will also launch this autumn, with the Department of Health, a commissioning support programme for Children's Trusts. The programme will be aimed at strategic and operational level

commissioners in key Children's Trust partner organisations and will focus on improving the quality of commissioning of all children's services. It will capture and disseminate expertise which is already in the system, support commissioner networks, and provide bespoke support to empower individual commissioners dealing with specific local challenges.

### Encouraging the use of a wider range of alternative provision

**3.15** We encourage the use of a range of organisations offering alternative provision, such as the voluntary sector and private providers, where they are best placed to meet young people's needs. But we are aware that in some areas there seems to be only limited provision available outside the public sector. We are also aware that some providers are looking to expand their operation but do not have access to market intelligence which would suggest the most likely areas to target. To address these issues, **we are developing a national database of providers of alternative provision, to be launched in**



**September**, which will be populated by information given by local authorities and providers. This will enable commissioners to trawl for providers in their local area or neighbouring

areas and enable providers to identify areas with limited provision, where their services may be a useful addition. The Department expects commissioners to quality assure external provision.

### Case study – a local authority directory of alternative provision for schools (Rochdale)

Rochdale produced a Directory of Wider Learning Opportunities in 2007 to ensure schools are aware of the types of alternative provision available across the local authority. The directory includes details of 17 alternative providers based within the authority. It provides contact details, information on what the provision offers young people (including the learning programme offered), entry requirements, assessment methods, progression opportunities, costs, the number of places offered, the length of the course and the qualifications offered.

The majority of the providers in the directory are signed up to the 'Rochdale Protocols for Wider Learning Opportunity Partnerships' which offer commissioners some quality assurance of the provision on offer. The Directory aims to support head teachers and curriculum deputies in planning a broader range of learning activities and curricula for pupils and provides them with information about the range of wider learning opportunities available within the local authority. The local authority intends to update the Directory on an annual basis in order to include new providers and review existing provision and the 2008/09 update is likely to list around 20 providers.

### Case study – quality assuring alternative provision (Wandsworth)

The London Borough of Wandsworth has in place a framework for quality assuring alternative provision it commissions from external providers. Providers complete a comprehensive self assessment document which includes a list of criteria under seven themes indicating whether they fully, partially or do not meet each criteria and provide the necessary evidence to back up their assessment. Providers also assess themselves on each theme as outstanding, good, satisfactory or inadequate. The completed form is then submitted to a Quality, Monitoring and Evaluation team (QMET) made up of local authority officers, school senior managers and providers, who draws on information in the self assessment document to set objectives for the visit.

During the visit, issues agreed by the QMET are discussed with the providers which may include:

- the evidence used to support their self assessment
- discussions with teaching and other staff
- sampling students' work
- ensuring providers meeting statutory requirements, e.g. CRB checks for staff

A variety of information, including strengths and weaknesses of the provision, are gathered and agreed with providers to inform the Quality Improvement Plan (QUIP). The QUIP includes main areas for development during the coming year; strategies to tackle areas for improvement and actions carried forward from the previous QUIP. The QUIP is regularly monitored.

## Chapter 4:

# Increasing accountability

**We need to strengthen accountability for pupil outcomes from alternative provision.**

**We will:**

- **pilot the collection and publication at local authority level of educational outcomes data (GCSEs and equivalents) for pupils at the end of Key Stage 4 solely registered in Pupil Referral Units and other alternative provision;**
- **collect and publish data annually on attendance at Pupil Referral Units;**
- **consult on how best to gather progression and value added data for pupils in alternative provision;**
- **consult on the application of new school indicators on pupil well-being to Pupil Referral Units;**
- **ask Ofsted to take account of any Pupil Referral Units in special measures in a local authority in its comprehensive area assessments;**
- **strengthen the Secretary of State's powers to intervene when Pupil Referral Units fail, by requiring local authorities to replace them with a specified alternative;**
- **introduce a new power to require a local authority, when necessary, to hold a competition to find the best provider of the specific alternative model that has been identified; and**
- **publish statutory guidance in 2009-10 on alternatives to Pupil Referral Units, informed by pilots and other innovative work.**

### **Raising attainment for pupils in Pupil Referral Units and alternative provision**

**4.1** The accountability framework for Pupil Referral Units and alternative provision is seriously under-developed compared with mainstream schools. Much of the performance data that are available for schools are simply not available for this sector. Attainment data at national level

include attainment of pupils who are solely in Pupil Referral Units or alternative provision, but these are not currently available at local authority level. Pupils who are dual registered in schools and Pupil Referral Units or alternative provision have their attainment attributed to their school. This provides an incentive for schools to provide the support pupils need to succeed. Also, we do not

have attendance data for pupils in alternative provision although we are planning to collect it for pupils in Pupil Referral Units from 2009. The lack of pupil level data for pupils solely registered in Pupil Referral Units and other alternative provision means that local authorities, the institutions themselves and Ofsted do not have the hard data needed for critical appraisal of relative performance compared to others in the sector. Ofsted also report that many local authorities do not track outcomes or provide sufficient challenge to contracted providers<sup>9</sup>.

**4.2** A further weakness of the accountability framework for alternative provision is that there are no requirements for any performance data to be shared with parents. And although all Pupil Referral Units now have School Improvement Partners to provide support and challenge, their job is hampered by the limited availability of comparable data.

**4.3** We need to address this lack of performance data so that the commissioners and providers of Pupil Referral Units and other alternative provision can be held to account for outcomes in the same way as mainstream schools.

**4.4** We will tackle this by introducing the following reforms. First, **we intend to pilot the collection and publication of educational outcomes data (GCSEs and equivalents) for pupils at the end of Key Stage 4 solely registered in Pupil Referral Units and other alternative provision**, starting from January 2009 for the 2007-08 academic year. The published data will be local authority-wide rather than for individual institutions and providers, because we recognise the variation between different types of local provision, particularly where there are specialist units. These data will enable the National

Strategies to provide more focused support and challenge to local authorities. As mentioned in Chapter 3, our intention to publish performance data should help to focus providers and commissioners on the need to ensure that pupils in alternative provision at Key Stage 4 are working towards recognised outcomes. This in turn fits with the local indicator set relating to “enjoy and achieve” and the national target to raise the educational achievement of children and young people. Pupils who are dual-registered in a school and in a Pupil Referral Unit or other alternative provision already have their results attributed to their school. We will look for ways that enable results to be attributed to both schools and providers while avoiding double counting. Ofsted will also take account of the newly available end Key Stage 4 performance data in its comprehensive area assessments.

**4.5** But publication of Key Stage 4 performance data will not identify the educational attainment of younger pupils or those who are only in alternative provision for a shorter period or are also on the register of a school. We recognise the need to monitor the progress which young people in alternative provision make across the age range and this is why in Chapter 2 we set out our proposals that all pupils outside mainstream school should have a personalised education plan, tailored to their needs. **We will consult on how best to gather progression and value added data for pupils in alternative provision**, taking account of the varying lengths of time that pupils spend there.

**4.6** In addition to attainment data we plan to extend other useful information available for Pupil Referral Units. We will **collect and publish data annually on attendance at Pupil Referral Units**, starting from January 2009 for the 2007-08 academic year. **We will also consult on how the**

<sup>9</sup> A survey of educational support and provision for pupils not in school, Ofsted, November 2004

## Children's Plan proposal for new school-level indicators of pupil well-being could apply to Pupil Referral Units.

4.7 From April 2009, Ofsted will carry out a rolling three year inspection programme of local authority provision and outcomes for looked after children, alongside the new Comprehensive Area Assessment. While we do not currently hold accurate figures on the number of looked after children in alternative provision, we know that some of them are being educated in this sector. We will discuss with local authorities how we might obtain this information. Where significant numbers of looked after children are educated in alternative provision, we will ask Ofsted to consider the quality of education provided and outcomes achieved for these pupils as part of their rolling programme of inspection of children in public care.

### Inspecting Pupil Referral Units and intervening when necessary

4.8 Ofsted tell us that just over half of Pupil Referral Units are good or outstanding (56 per cent), slightly more than for secondary schools (51 per cent). In 2006/07 Ofsted judged 10 per cent of Pupil Referral Units inspected that year to be inadequate, very similar to the 9 per cent of secondary schools. Units judged inadequate in that year had approximately 700 pupils on their combined rolls<sup>10</sup>.

4.9 At present (May 2008) 11 Pupil Referral Units are in special measures. Pupil Referral Units which are judged inadequate are provided with similar support to schools in this position to help them improve and in some cases they do improve within 12 months. The average turnaround time for a Pupil Referral Unit in special measures was 15 months in 2006/07. This is less than the average time for a secondary school (22 months). The

Secretary of State already has powers to direct closure of failing Pupil Referral Units and to enable us to require that local authorities engage external advisory support for failing Pupil Referral Units, enabling the expertise of the private and voluntary sector to be brought to bear in such cases. **We will also ask Ofsted to take account of any Pupil Referral Units in special measures in a local authority in its comprehensive area assessments.**

4.10 These arrangements and powers are helpful, but we believe that on occasion we need to go further. Where Pupil Referral Units fail to improve despite advisory support or other strategies there need to be options other than closure to make better provision for vulnerable young people. We believe that this is more likely to be in pupils' and parents' interests. Options for pupils in a Unit facing closure without replacement may be very limited, and there would be a risk of pupils being placed inappropriately in mainstream provision. Ultimately we believe that more radical options may be needed.

4.11 The current intervention regime for Pupil Referral Units in special measures only allows the Secretary of State to direct closure and does not permit the Secretary of State to require that a Pupil Referral Unit be replaced with an alternative model. **We intend to strengthen the Secretary of State's powers to intervene when Pupil Referral Units fail, so that he can both direct closure and require local authorities to replace them with a specified alternative.** This will require legislation. This new power would be triggered when a "case is considered urgent" following an "inadequate" Ofsted monitoring report at the second visit. This would normally be about 12 months after going into special measures but may be earlier in some cases. Before directing

10 Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2006/07 and updated figures for complete year

replacement with a specified alternative, DCSF officials would discuss options with advisers and local authority officers to gain a full picture and then advise the Secretary of State accordingly.

**4.12** The alternatives are likely to be specified in terms of management and accountability arrangements, the nature of the curriculum, pupil numbers, age range and other key criteria. Statutory guidance on the range of alternatives would be informed by the pilots that are described in Chapter 7. The alternatives will include provision run by the private or voluntary sector or by local schools.

**4.13 We will also take the power to require a local authority, when necessary, to hold a competition to find the best provider of the specific alternative model that has been identified.** This will help to drive up standards by competitive pressure and will increase the diversity of the alternative provision sector.

**4.14 We will publish statutory guidance in 2009-10 on alternatives to Pupil Referral Units, informed by pilots and other innovative work** set out in Chapter 7. This will set out in detail the circumstances in which the Secretary of State's power would be exercised and the complete process from the unit being judged inadequate to closure and replacement with a specified alternative.

We will seek views later on how best to gather progression and value added data for pupils in Pupil Referral Units, taking account of the varying lengths of time that pupils spend there. (see paragraph 4.5)

We will also seek views later on how the Children's Plan proposal for new school-level indicators of pupil well-being should apply to Pupil Referral Units. (see paragraph 4.6)

# Chapter 5:

## Developing the capacity of alternative provision – better professional support, better accommodation and better facilities

We need to improve support for the workforce in Pupil Referral Units and alternative provision and improve their accommodation and facilities. We will:

- ask the School Teachers' Review Body to make recommendations on special educational needs allowances for teachers working with these pupils in Pupil Referral Units;
- ensure that the new negotiating body to determine the pay and conditions of school support staff makes sure that staff in Pupil Referral Units are appropriately rewarded for the work that they do;
- ask the National Strategies, in consultation with local authorities, to look at opportunities to further promote continuing professional development (CPD) for staff working in Pupil Referral Units and alternative provision;
- ensure that, as we develop the Masters in Teaching and Learning qualification, the programme takes account of the needs of staff and the children in Pupil Referral Units and alternative provision;
- ask the National Strategies to develop local networks for staff working in Pupil Referral Units and other alternative provision;
- work with local authorities and the social partners to evaluate the implementation of the new professionalism agenda for staff in Pupil Referral Units and alternative provision and whether this workforce are receiving all the statutory entitlements to support them in raising standards;
- increase access to high quality leadership and management support through the National Leaders in Education Programme;
- promote the National Programme for Specialist Leaders of Behaviour and Attendance (NPSL-BA) which provides leadership training in behaviour and attendance;
- expect that Pupil Referral Units will continue, as planned, to be built or refurbished through the Building Schools for the Future programme;
- expect Pupil Referral Units and other alternative provision to work in collaboration with other providers (schools, colleges, training providers) and with employers to ensure their pupils can access the range of teaching and facilities they need; and
- look at how better links can be made between Pupil Referral Units and parenting and whole family support.

**5.1** The success of this strategy will in very large part be dependent on the commitment, energy and professional skills of those who work in and lead alternative provision, many of whom do an outstanding job in difficult circumstances. We know that Pupil Referral Units and alternative provision can face particular difficulties in recruiting skilled leaders and staff and providing them with appropriate career pathways. We also know that where good provision currently exists it is often associated with a particular inspirational leader. We need to create sustainable support structures for Pupil Referral Units and alternative provision to help them develop and maintain their capacity as centres of expertise. The proposals set out in this White Paper also require that Pupil Referral Units and other alternative provision can provide access to a wider range of curriculum provision, including placements with employers. Delivering a richer and more engaging curriculum in turn requires better facilities and better accommodation. Local authorities also need to ensure that specialist children's service professionals – educational psychologists, the Child and Adolescent Mental Health Service, targeted youth support – are mobilised so that staff in alternative provision have timely access to the range of specialist support required.

### Developing the workforce

**5.2** Working with pupils in alternative provision is particularly demanding. Staff in alternative provision need to be able to engage, motivate and inspire the most challenging pupils. That will involve:

- ensuring that staff in Pupil Referral Units have the right pay and conditions;
- building the skills of the workforce through continuing professional development (CPD); and

- avoiding the professional isolation that can be a feature of work in Pupil Referral Units and other alternative provision.

**5.3** We are committed to ensuring that all teachers and support staff in Pupil Referral Units are rewarded for the work they do. **We will be asking the School Teachers' Review Body, within their 2008 remit, to make recommendations on Special Educational Needs allowances for teachers involved with supporting pupils with Special Educational Needs. As part of this, we will expect the Review Body to consider how teachers in Pupil Referral Units could be rewarded for this work.**

**5.4** We are establishing a new negotiating body to determine the pay and conditions of school support staff. **We will ensure that in developing a new framework, the new body ensures that all staff, including those in Pupil Referral Units, are appropriately rewarded for the work that they do.** We expect the Chair and framework to be in place by September 2008, so that work can begin in developing a nationally consistent approach to support staff employment matters whilst containing sufficient flexibility to help meet local needs.

**5.5** We will do more to ensure that staff in alternative provision have the opportunities and support they need to develop their skills. **We have therefore asked the National Strategies, in consultation with local authorities, to look at opportunities to further promote high quality continuing professional development for staff working in Pupil Referral Units and other alternative provision. We will also ensure that, as we develop the Masters in Teaching and Learning with the Training and Development Agency for Schools and social partners, the programme takes account of the needs of staff**

### Case study – providing continuing professional development for alternative provision staff (Hackney)

The Learning Trust Hackney run a “virtual Pupil Referral Unit” with up to 140 pupils in contracted provision including places in further education colleges and work experience. The unit is supported by a recently strengthened team which undertakes rigorous contract management, pupil progress tracking and direct pupil support. They have set key performance indicators for providers and have given them a provider handbook which sets out Hackney’s expectations. Key performance indicators are individually tailored to provision and take into account the student cohort. They cover:

- progress in behaviour;
- progress in achievement;
- attendance;
- accreditation;
- retention; and
- transition to post 16.

While most contracts focus on outputs for pupils and monitoring and feedback arrangements, Hackney expect staff working in contracted alternative provision to undergo continuing professional development and functional training such as Health and Safety training. Possibly uniquely, as part of their commissioner/provider arrangements, The Learning Trust arrange this development and training for their providers as part of the contract.

#### and the children they work with in Pupil Referral Units and other alternative provision.

**5.6** Development opportunities for contracted staff in alternative provision are often very limited. It is good practice for local authorities to build requirements for continuing professional development for staff into their contracting arrangements. They may also find it helpful to draw on expertise from colleagues in the health and voluntary sector.

**5.7** We know that networking between colleagues working in Pupil Referral Units and other alternative provision can be a key source of ideas, advice and professional support. The same applies to work between staff in alternative

provision and mainstream schools, special schools or other providers. **We have therefore asked the National Strategies to develop local networks for staff working in Pupil Referral Units and other alternative provision**, linking them with each other and also with staff working in mainstream and special schools. This would give them the opportunity to discuss common issues and share effective practice. **We shall also consult local authorities and the social partners to evaluate the implementation of the new professionalism agenda<sup>11</sup> for staff in Pupil Referral Units and alternative provision and whether this workforce are receiving all the statutory entitlements to support them in raising standards.**

<sup>11</sup> The new professionalism agenda aims to support teachers in their core task of improving teaching and learning and also to support the way they develop themselves and each other.



## Developing leaders

**5.8** We need to build the capacity of head teachers and teachers in charge of Pupil Referral Units. The National College for School Leadership is introducing a revised qualification for headship from September 2008 which will provide a more personalised development package than before. Leaders of Pupil Referral Units will have better access to more context-specific training to prepare them for the distinct challenges they face. **We will also increase their access to high quality leadership and management support through the National Leaders in Education Programme.** In addition, **we will continue to promote the National Programme for Specialist Leaders of Behaviour and Attendance (NPSL-BA) which provides leadership training in behaviour and attendance.** It offers qualifications and creates career pathways for the growing number of specialists who work in the field of behaviour and attendance.

## Better accommodation and facilities

**5.9** The Government recognises the importance of good quality accommodation and design in Pupil Referral Units, and is already investing huge sums in improving educational buildings, with a total investment in schools rising to over £8 billion a year by 2010-11. Pupil Referral Units are eligible for support from all DCSF's capital programmes, including devolved funding that goes direct to Pupil Referral Units and local authorities, and strategic programmes such as Building Schools for the Future. Between 1997 and 2007, Government investment has supported the building of 42 new Pupil Referral Units around England. It is the Government's intention to build or refurbish all Pupil Referral Units to the same timescale as

secondary schools. The majority of local authorities in Building Schools for the Future have already included Pupil Referral Units in the plans for their current waves, many of them as new build. We expect that Pupil Referral Units should continue to be built or refurbished through the Building Schools for the Future programme. Where there is need and Pupil Referral Units have not been included in an authority's current project, they should be included in a later wave of the programme. The Department has also issued building guidance<sup>12</sup> to help planners and architects drive up the quality of Pupil Referral Unit buildings. This provides guidelines and case studies of effective practice in Pupil Referral Unit accommodation.

**5.10** It is important that improvement continues. Local authority asset surveys from 2005-6 indicate that around one third of Pupil Referral Units were in poor or bad condition. On average, Pupil Referral Units were in slightly worse condition than mainstream schools, and Ofsted<sup>13</sup> highlights that many Pupil Referral Units are housed in inadequate accommodation, which can affect their ability to provide children and young people with a good education. Inadequate accommodation can limit the curriculum which can be taught on site, for example inadequate space to teach physical education or no specialist teaching rooms for science, ICT, design and technology, art or music.

**5.11** The Department therefore:

- expects local authorities to check that they are, as intended, managing Pupil Referral Unit building assets alongside the rest of their educational estate, surveying buildings regularly, and prioritising building works for Pupil Referral Units on the basis of their locally agreed asset management plans; this should

<sup>12</sup> *Learning Environments in Pupil Referral Units*, February 2007

<sup>13</sup> *Establishing successful practice in pupil referral units and local authorities*, September 2007

mean that, where justified against other schools' needs, Pupil Referral Units are receiving a share of investment from 2008 to 2011;

- will monitor capital investment in Pupil Referral Units by local authorities through the new annual reporting arrangements being developed to provide audit assurance that government investment is being well spent; and
- will work with Partnerships for Schools to ensure that, where BSF is running in an area, the local authority covers all the schools, including Pupil Referral Units, in that wave in its BSF Strategy for Change submissions. This will include refurbishing or rebuilding Pupil Referral Units as part of the long-term estate strategy, and how Pupil Referral Unit provision will be improved to ensure access to a wider, broad-based and balanced curriculum. The Department looks to local authorities, architects and designers to follow the new building bulletin guidance and to share good practice in the design of Pupil Referral Units.

### Extending capacity through collaboration

**5.12 Pupil Referral Units and other alternative provision providers should work in collaboration with schools, colleges, employers and training providers to ensure that their pupils have access to the curriculum provision, and the facilities that they need**, for example through their involvement in school behaviour partnerships.

**5.13** The development of 14-19 Diplomas in particular requires a new approach to commissioning and collaboration if pupils in alternative provision are to benefit from this new development. Traditionally, education in Pupil Referral Units and in alternative provision has been viewed and managed separately from the local

school population. 14-19 reforms are creating a new curriculum and qualifications entitlement and require a collaborative approach to commissioning provision and teaching young people across a local area.

**5.14** Consortia of schools, colleges, and work-based learning providers are already established across the country, preparing to teach the first phase of Diplomas from this September. Pupil Referral Units are already taking part. Fifty Pupil Referral Units across the country are involved in consortia that will be delivering Diplomas from September 2009. By 2013, the national entitlement to Diplomas will ensure that every young person in an area is able to access the new curriculum, building on the collaboration taking place now.

**5.15** A number of local authorities, working closely with their secondary schools, are now providing a broader range of subjects at Key Stage 4, including vocational subjects such as motor vehicle maintenance, bricklaying, plumbing and hairdressing. This curriculum can be accessed by all pupils, whether in mainstream schools or in Pupil Referral Units. We need to see practice such as this more widely adopted.

**5.16** DCSF is currently working with internal and external stakeholders to design a new Entry to Learning Programme that will re-engage those who are not currently engaged in learning post-16. Through Entry to Learning young people will be supported through mentoring to move from good quality re-engagement activities through semi-formal personal development and other learning back into more formal learning, through steps they can manage.

**5.17** A number of innovative voluntary sector and local authority funded schemes have succeeded by restoring young people's confidence and self-esteem, and Entry to Learning will help to ensure

that re-engagement activity is accompanied by clear and personalised progression routes which will take them step by step back into formal learning.

### The team around the child and their family

**5.18** Pupils in Pupil Referral Units and alternative provision often have additional needs that require specialist support. These might be emotional or mental health needs, problems with substance misuse or other risky behaviours, or difficulties at home. For these vulnerable young people it is particularly important that there is a close working relationship between the range of specialist support services for young people, families, and alternative provision so that each individual young person's needs are met – the 'team round the child' in action. We will also **look at how better links can be made between Pupil Referral Units and parenting and whole family support** provided to the most disadvantaged and challenging families, which aims to improve outcomes by supporting families in an integrated way.

**5.19** For children with special educational needs, the involvement of other agencies in this way might inform further review of support already in place, especially for children who are at the School Action Plus or statementing stages of special educational needs provision including further consideration about appropriate settings and support for longer-term education. It might also be helpful for psychiatric support workers to be attached to Pupil Referral Units to build the capacity of their staff.

We will seek views later from local authorities and the social partners to evaluate the implementation of the new professionalism agenda for staff in Pupil Referral Units and alternative provision and whether this workforce are receiving all the statutory entitlements to support them in raising standards. (see paragraph 5.7)

### Case Study – providing multi-agency support to support a Pupil Referral Unit (Nottinghamshire)

At the Bassetlaw Learning Centre, effective multi-agency support has been engaged by establishing a clear line of contact with the Connexions information, advice and guidance service by identifying a dedicated personal adviser to work at the centre. The Connexions personal adviser is funded to visit the centre to work with permanent excludees and pupils referred for managed moves. The personal adviser supports young people through the transition process (from mainstream to alternative provision), identifies appropriate alternative provision for pupils and supports and advises them in their reintegration to mainstream school or post-16 destinations. The Connexions personal adviser is well informed about local alternative provision and post-16 opportunities and so is well placed to provide information, advice and guidance about appropriate alternative provision on an individual basis. The benefits of having this dedicated support are that the learning centre has been able to establish strong working relationships with the Connexions service; the personal adviser has become attuned to the needs of the particular client group at the centre; and the young people are given ease of access to external expertise and guidance from a member of staff with whom they have established a positive relationship.

# Chapter 6:

## Alternative provision as part of our overarching strategy for behaviour in schools

Alternative provision is a central and essential part of our strategy for behaviour in schools. We need to ensure that alternative provision is properly integrated with mainstream and special schools, including those working in behaviour partnerships, and with wider local services to provide support for challenging pupils.

We will:

- **introduce legislation to require secondary schools and Pupil Referral Units to work together in local behaviour partnerships (and will also secure the participation of future academies through their funding agreements);**
- **ask the National Strategies to support development of school behaviour partnerships in adopting preventative strategies;**
- **encourage Pupil Referral Units and other providers of alternative provision to work more closely with special schools or mainstream schools with designated units for pupils with special educational needs and with wider support services; and**
- **expect all schools to take their fair share of previously excluded pupils, but only where these pupils are ready for reintegration in the mainstream.**

### The role of schools

**6.1** Alternative provision needs to be seen within the context of our wider strategy for improving behaviour in schools. This strategy is based on the principle that schools should intervene as early as possible to address emerging behaviour problems, including those masking underlying learning difficulties or disabilities, thereby minimising the need for permanent exclusion. All local authorities and schools have legal duties towards children with special educational needs and disabled children. These require schools to make reasonable

adjustments to policies and the delivery of their curriculum to prevent disabled children being treated less favourably and to use their best endeavours to meet the special educational needs of children. We recognise that there are cases where permanent exclusion cannot be avoided, though, and we are therefore determined to ensure that educational provision for young people who have been permanently excluded is as good as it can be. Accountability for these pupils' progress needs to be transparent and to support this, young people need access to a range of suitable provision.

**6.2** To have effective early intervention systems, schools must both develop their own internal capacity to identify and support children and young people with difficulties and must also be able to call in external support where necessary. This is one of the core principles underlying our work with schools to develop extended services for their pupils and the wider community. Over £1.3 billion is being provided for the extended schools programme for the period 2008-09 to 2010-11 (which includes capital funding). This includes £265 million to subsidise the participation of disadvantaged children in a range of enriching activities, and £102.5 million to fund Parenting Support Advisers. Extended school services (childcare and activities, parenting support and family learning and swift and easy access to specialist services) have a key role to play in supporting pupils who are at risk of exclusion from school, and their families. In particular, enriching activities can engage pupils in learning and build confidence and social skills. Access to specialist health, social and other services, parenting support and family learning support the child and family in tackling underlying issues that contribute to challenging behaviours which can result in exclusion. Schools should be using the Common Assessment Framework to identify pupils' individual needs and support the planning of services to meet them.

**6.3** In the Children's Plan we said we would be carrying out work with local authorities which have a relatively good record in reducing exclusions of children with special educational needs to identify any effective practice which can be shared more quickly. The National Strategies are taking forward this work and the outcomes should help to inform school and local authority strategies on preventative work.

## School behaviour partnerships

**6.4** We believe that schools working in partnership will be more effective than those seeking to address these issues in isolation. Schools working in partnership can share expertise (for example, learning mentors, family outreach workers and behaviour support specialists), facilities (for example, a shared learning support unit or a shared facility for pupils who have been excluded for a fixed period) and resources (for example, pooling funds to buy in specialist provision from the voluntary and private sectors). A group of schools working in partnership will also be able to commission alternative provision more efficiently and effectively than individual schools and will be a more powerful influence to drive up the quality and responsiveness of local authority support services and Pupil Referral Units.

**6.5** For these reasons, we set an expectation that all secondary schools (including academies) should be working in such behaviour partnerships from September 2007. Feedback from local authorities indicates that the great majority of secondary schools (some 98 per cent) are now in such partnerships and all academies have agreed to be part of local partnerships, although the extent to which partnership working is truly embedded and making a difference remains variable.

**6.6** We are convinced that partnership working between schools to improve behaviour is the right way forward and the indications from those partnerships which have been established longest support that view. These early partnerships have seen a reduction in the need to permanently exclude pupils and a reduction in rates of persistent absence and we are keen to replicate those results more widely. In 2005/06 a number of local authorities achieved zero or very low levels of permanent exclusion by identifying pupils at risk of permanent exclusion and providing access to

preventative programmes. Local authorities clearly have a key strategic role in encouraging the development of school partnerships and providing challenge when necessary. **We have asked the National Strategies to support development of school behaviour partnerships** so that all of them can over time be brought up to the standard of the best. This work will include encouraging partnerships to adopt preventative strategies and work with Pupil Referral Units and other alternative education providers to make this provision as part of the continuum of support.

**6.7** Effective partnership working requires the active participation of all schools in an area. One or two schools operating on different principles and refusing to share responsibility with the wider school community can undermine the efforts of the majority which are working in partnership. In the Children's Plan, we said that we were minded to make participation in behaviour partnerships a statutory requirement and invited Sir Alan Steer to advise on this point as part of his review of progress in implementing the recommendations of his Practitioners' Group's earlier report on school behaviour and discipline. The Group had recommended that participation in these partnerships should cease to be a voluntary option for schools by 2008. Sir Alan has now confirmed this view, strongly supporting the principle that all schools need to work in collaboration in order to promote good standards of behaviour. **We therefore intend to require all secondary schools – including academies and Pupil Referral Units – to work in behaviour partnerships and will secure this through funding arrangements (for future academies) and legislation (for all other schools).** Speaking at the NASUWT conference on 26 March, the Secretary of State said:

"Virtually all secondary schools – 97 per cent – are working in these partnerships. But as Sir Alan says, just a few schools not co-operating in an area can undermine the effectiveness of partnerships and so I accept Sir Alan's advice that all schools should be required to be in these partnerships, and I intend to legislate on this at the earliest opportunity. New academies will be required to join partnerships and I can confirm that all open academies have now agreed to be part of local behaviour partnerships."

We have also asked Sir Alan Steer to review the effectiveness of behaviour partnerships and look forward to his report in the autumn.

### The role of alternative provision

**6.8** Alternative provision is a key part of the support landscape for children and young people experiencing difficulties which express themselves in poor behaviour. It can both support schools in addressing those difficulties, by providing specialist support, including part-time courses to boost self esteem and help with issues such as anger management; and it provides full-time education for those who have been permanently excluded or who do not have a school place.

**6.9 Pupil Referral Units and other alternative provision should play a key role in school partnerships to improve behaviour and tackle persistent absence, and so maximise the opportunities for sharing expertise and strategies across educational provision.**

By developing and strengthening such links, we would expect to see further improvements in the ability of schools to intervene early to support vulnerable young people. We would also expect to see more children coming into contact with alternative education for shorter periods as part of efforts to keep them engaged and in mainstream

schools. But there will also be dividends in cases where permanent exclusion cannot be avoided, in terms of improved transfer of key data between school and Pupil Referral Unit to support the planning of provision, and in terms of more effective reintegration for young people when they are ready to move back into the mainstream.

**6.10** Pupil Referral Units should also be seen as an integral part of local extended schools provision and should be part of their local cluster of extended schools. Pupil Referral Units should offer access to extended services themselves and with partner private, voluntary and statutory organisations and support the engagement of their pupils in the services provided by mainstream schools.

### The role of wider support services

**6.11** Local authority and related support services have a key role to play in supporting schools and alternative education providers to address the needs of vulnerable young people. These services include special educational needs support and outreach, educational psychologists, social workers, education welfare officers, the child and adolescent mental health service (CAMHS) and health workers.

**6.12** We are keen that these services should increasingly work together as multi-agency teams, to provide joined-up support and early intervention – and indeed we are committed to have such ‘targeted youth support’ arrangements in place for at risk teenagers in all local authorities by the end of 2008. This work should be led by Children’s Trusts.

**6.13** These reforms offer huge potential for a step change in the quality of specialist support available for young people. It is essential that schools, Pupil Referral Units and alternative providers are fully alert to the benefits to be obtained from these services and that they are ready to step up to meet their own responsibilities as identifiers of need, as commissioners of provision and as sponsors

looking after the interests of the individual children and young people for whom they are responsible. Local authorities in turn have a key role in brokering effective relationships between the customers for and the providers of these support services, so that each understands the role of the other. To support this joint working, we ran a series of regional workshops early in 2008 to enable local authorities to start to make the links between school partnerships (including Pupil Referral Units) and targeted youth support. We have also developed supporting guidance (available on line at <http://www.teachernet.gov.uk/wholeschool/behaviour/collaboration>). As part of their work in supporting and challenging school behaviour partnerships, the National Strategies will continue to promote the importance of developing these links.

**6.14** An increasing body of evidence shows that participation in positive activities can help young people develop confidence as well as the communications, social and emotional skills that they need to build successful relationships with their peers and adults, cope with peer pressure and, in the longer term, succeed in the workplace. Local authorities are now legally required to secure young people’s access to positive leisure time activities, including extended schools services and ‘youth services’ as well as the wider range of sports, cultural and leisure activities and facilities provided by public, private and third sector organisations. The legislation also requires local authorities to publicise to young people information on positive activities and take account of their views on current provisions, including whether they think there is a need for any new activities and facilities.

**6.15** Local authorities and their third sector partners will be supported to fulfil these duties by over £700 million investment and new reforms introduced by the Government’s ten year strategy for positive

activities, 'Aiming high for young people', which was published in July 2007. Statutory guidance on the 'positive activities' legislation makes clear the Government's expectation that local authorities will focus resources, including those introduced by 'Aiming high for young people', on improving participation amongst the most vulnerable and disadvantaged young people, as well as to make sure that they can influence decision making processes. We believe that pupils who attend Pupil Referral Units will be amongst those who will benefit most from participation in positive activities, and that local authorities should ensure that they make best use of the trained professionals and supportive environment of the Pupil Referral Unit to help young people find out about local activities and provide the advice and support they will need to participate.

**6.16** Through Aiming High, we acknowledged that the most effective third sector organisations often lead the way in engaging marginalised young people, including those young people that require alternative provision, but that many organisations struggle to sustain their provision or to expand their services to a greater number of young people.

**6.17** We have therefore committed to invest up to £100 million over the next three years through a new Youth Sector Development Fund (YSDF) to support third sector organisations that can demonstrate effective approaches to engaging and empowering young people, particularly the most disadvantaged. The funding will provide a mixture of large and small grants and expert business support to help these organisations sustain and grow their provision so that more young people can benefit from the activities and provision they offer. The YSDF will be managed by an external body, a key role of which will be to support third sector organisations to become commissioning ready and to broker beneficial

relationships between effective third sector providers and commissioners. The following pathfinder illustrates how the YSDF will support the expansion of alternative provision delivered by the third sector:

### Case study – UK Youth

UK Youth runs courses and programmes that offer accredited learning outcomes for young people that are disengaged from mainstream education. They aim to build skills that will remain useful throughout the lives of the young people they work with. They will use YSDF funding (£4.093 million over the next 3 years) to set up 10 Youth Achievement Foundations which will provide non formal alternative learning and support services, based on UK Youth's established curriculum, putting young people at risk from exclusion or are NEET back on the path to success.

### Targeted Youth Support -- transforming services for vulnerable young people

**6.18** Targeted Youth Support reforms, led by Children's Trusts working closely with partners including schools, Pupil Referral Units, health service providers, voluntary and community service providers, police and community safety, build on the changes already under way in young people's services, in response to the Every Child Matters agenda. Local services are being brought together and are developing common approaches to identifying vulnerable young people early on, assessing their needs and providing integrated support to help them quickly and effectively before their problems escalate.

**6.19** The focus on prevention and early intervention will help to ensure that young people will increasingly have swift and easy access to targeted and specialist services as their schools move



towards providing the extended schools core offer. In addition, Targeted Youth Support helps schools to work in partnerships to improve young people's behaviour and attendance. It helps schools and Pupil Referral Units access the right support at the right time and provides a clear route of referral to specialist services. Through early identification and intervention in universal settings, Targeted Youth Support aims to tackle issues such as persistent absenteeism, poor emotional health and well-being, substance misuse and teenage pregnancy.

### Alternative provision and special schools

**6.20** Around 75 per cent of pupils in Pupil Referral Units have Special Educational Needs. Of these 62

per cent are without statements and 13 per cent have statements. Ofsted report that *"in too many cases, local authorities placed pupils who had statements of special educational need in pupil referral units which were unable to meet their special needs"*<sup>14</sup>.

**6.21** Pupils can only be admitted to the roll of a special school if they have a statement of Special Educational Needs or in other specified circumstances<sup>15</sup>. Local authorities can arrange for some or all of a child's special educational provision to be made other than at school and this can include a Pupil Referral Unit<sup>16</sup>. **We believe that alternative provision for pupils with Special Educational Needs could be more effective if**

#### Case study – special schools with Power to Innovate Orders

Two special schools currently have a Power to Innovate Order enabling them for a period of 3 years to admit non-statemented pupils who would more usually be admitted to a Pupil Referral Unit or other types of alternative provision. They are New Woodlands School (Lewisham) and Harbour Special School (Portsmouth). The Orders came into effect in October 2007 and December 2007 respectively.

Both schools see real benefits in having the services and provision to support the continuum of need for children and young people combined under a single management and governance structure, including:

- a more coherent service for children, young people and their families;
- better matching of children's needs to provision;
- deploying staff with different and varied skills more effectively;
- sharing best practice; and
- improving inclusion targets by ensuring that pupils return to mainstream school in a supported, planned and timely manner.

In addition, the schools consider that this kind of management structure should lead to decisions regarding placement/provision to be made more quickly and more efficiently, thereby reducing the length of time some young people currently find that they are out of school awaiting placement. Benefits also include reduced numbers of points of contact for external agencies thereby facilitating improved multi-agency working.

14 Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills 2006/07

15 Where pupils are admitted for the purposes of assessment; following such assessment; following a change of circumstances; or where the school in question is a hospital school – all under section 316A of the Education Act 1996

16 Section 319 of the Education Act 1996

**Pupil Referral Units worked more closely with special schools or mainstream schools with designated units, where these exist locally.**

There is particular scope for useful partnership working with special schools for pupils with Behavioural, Emotional and Social Difficulties, since the skills and knowledge required to support such pupils are similar to what is needed in Pupil Referral Units. While there are many pupils in Pupil Referral Units without Special Educational Needs and many pupils in special schools who are not presenting challenging behaviour, there is a substantial overlap in pupil population. This joint working should facilitate the reintegration of children with special educational needs from Pupil Referral Units into school. Pupil Referral Units and special schools operate under separate legal arrangements, although there are some examples of special schools also providing a service along the lines of a Pupil Referral Unit, using a Power to Innovate. We plan to explore further the scope for effective joint working between Pupil Referral Units and special schools, as part of our proposals to pilot innovative approaches, set out in Chapter 7.

**In Year Fair Access Protocols**

**6.22** All local authorities are required by the School Admissions Code to have an In Year Fair Access Protocol in place to ensure that access to education is secured quickly for children who have no school place, and to ensure that all schools in an area admit their fair share of children with challenging behaviour. All schools and academies must participate in their local authority area's protocol in order to ensure that unplaced children, especially the most vulnerable, are offered a place at a suitable school as quickly as possible.

**6.23** We do not expect all permanently excluded pupils to be reintegrated to a mainstream school. Their behaviour and readiness need to be assessed

first. Local authority officers, working with parents, should draw up reintegration plans for permanently excluded pupils at an early stage but we recognise that reintegration to school is not the best outcome for some pupils. Some pupils may benefit from an early start in a further education college or other setting. But where previously excluded pupils are to be reintegrated to mainstream schools, we believe that it is fairer for them to be shared across schools in an area rather than concentrated in one or two schools which may already be under pressure.

**6.24 We expect all schools to take their fair share of challenging pupils**, but only where pupils are ready for reintegration into the mainstream. Many In Year Fair Access Protocols are managed by local panels, sometimes involving other local agencies, and operate according to locally agreed criteria. Some operate a simple "one-in, one-out" system while others have agreed more complex arrangements which support this reciprocal approach and take account of particular circumstances such as whether a school is in special measures, parental preference and local geography. There are no national rules. The details of protocols are for local agreement. But no school in any circumstances should be required or pressured into taking a pupil who is not ready to return from permanent exclusion, and no school should ever be expected to take more than a fair share of pupils who have previously been permanently excluded from any school.

**6.25** We know that some areas offer additional funding to schools taking in previously permanently excluded pupils to provide support for their reintegration to mainstream. We recognise that such support can be crucial to the successful reintegration of young people, but this is an issue for local agreement between the local authority and the schools in its area.

# Chapter 7:

## Learning from the best and supporting innovation

**We want to take the opportunity to pilot different ways of making educational provision for young people out of school that is focused on attainment and meeting their wider needs.**

**We will:**

- **learn lessons from innovative practice already in place;**
- **invite local authorities and schools to run up to 10 pilots to test a range of models to deliver alternative provision (£26.5 million is available to support these pilots);**
- **strongly encourage voluntary/private sector providers to engage with local authorities and schools in the pilots; and**
- **use findings from pilots to encourage innovative effective practice and to inform legislation to require local authorities to replace failing Pupil Referral Units with a specified alternative.**

### Building on what works

**7.1** We want to build on what works best and to explore innovative ways of meeting the educational needs of some of our most vulnerable groups of children and young people in out of school settings. We are aware of a number of radical ways of arranging provision for pupils beyond school and want to **learn lessons from innovative practice already in place**. We will therefore invite bids from local authorities for us to evaluate their practice, feed this back to them and disseminate effective practice more widely. This will give them an opportunity to showcase their practice and evaluation evidence will support them in making further improvements.

### Testing a range of models

**7.2** But we are also keen to test a range of models to deliver alternative provision focusing on management and accountability arrangements, and encouraging more diversity through seeking private and voluntary sector provision. We will therefore invite local authorities and schools to run up to 10 pilots to test a range of models to deliver alternative provision. We plan to establish up to 10 pilots by September 2009, including 3 to start by December 2008.

**7.3** A total of £26.5 million is available over the next three years to fund pilots, of which £22 million is reserved for capital expenditure. **We are inviting local authorities and schools to bid to run pilots** and this invitation can be found at [www.dfes.gov.uk/exclusions/alternative\\_provision\\_policies/index.cfm](http://www.dfes.gov.uk/exclusions/alternative_provision_policies/index.cfm). We need pilots to be

sustainable beyond the pilot period if they are successful. As alternative provision is funded by schools and local authorities rather than directly by the Department we are restricting bids to them.

However, we will **strongly encourage voluntary/private sector providers to engage with local authorities and schools in the pilots**. We intend to publicise the opportunity presented by pilots widely to enable providers to work with local authorities in putting together bids.

**7.4** We envisage that the alternative provision pilots would include:

- single schools, including special schools and academies, running Pupil Referral Units jointly with or on behalf of local authorities;
- groups of schools, e.g. school partnerships running Pupil Referral Units jointly with or on behalf of local authorities;
- local authorities to contract with school governing bodies the provision of section 19 education for local children and young people;
- Pupil Referral Units sharing sites and resources of local schools and managed by local schools;
- external providers of alternative provision (private and voluntary sector) running Pupil Referral Units jointly with or on behalf of local authorities;
- special schools catering for pupils who would normally attend Pupil Referral Units or other types of alternative provision, and providing outreach service to local schools; and
- e-learning and “virtual” provision, particularly for pupils who cannot attend school due to health needs.

**7.5** Pilots need to make provision for a range of pupil needs that reflect the diversity of pupils that access alternative provision. They could be designed to cater for a specific pupil group (e.g.

pupils at risk of exclusion, pupils with emotional and physical health needs, primary pupils, etc) who need to be better served than is currently possible within existing provision.

**7.6** We are also keen to encourage other innovative approaches not covered above. We intend that one or more pilots should run in a local authority that has had a failing Pupil Referral Unit for more than 12 months so that we can test options in these circumstances. We would also like one or more pilots to provide preventative support for pupils in local authorities that have high levels of permanent exclusion and whose Pupil Referral Units may lack the capacity for much proactive work. We would expect this to be supported by the school behaviour partnership’s commitment to work together to reduce the need for permanent exclusion.

**7.7** Success criteria will be based on the existing criteria for school effectiveness used by Ofsted in its inspection of Pupil Referral Units and schools, which are the overall effectiveness of the school; achievement and standards; quality of provision; and leadership and management. We will evaluate the pilots and share best practice with our partners. Evaluation should include baseline assessments on entry to provision; tackling underlying issues; impact of curriculum on participation; access in rural areas; effectiveness of partnerships with schools and local agencies; tracking progress including reintegration; and lines of accountability in innovative models.

**7.8** We are also proposing separately to develop pilot Studio Schools, offering an innovative enterprise-based curriculum designed to motivate students not engaged by a traditional, academic curriculum. Studio Schools aim to tackle pupil disengagement and to provide general employability and enterprise skills. They will be run as groups of small businesses, closely linked to

particular industries, with young people as much workers as students, with those over 16 receiving a wage. In addition to working in and running the business, the students will participate in enterprise projects, either consulting to local businesses or starting up their own ventures. We would expect Studio Schools to offer a new option for all pupils and to have a comprehensive intake of up to 300 young people.

**7.9** In contrast, Pupil Referral Units tend to be smaller (typically 40-50 pupils), with a large part of the provision concentrated on pupils who need specialist help with learning, behavioural or other difficulties. Studio Schools could provide a suitable, preventative, alternative for some pupils who might otherwise go into a Pupil Referral Unit, as part of a spectrum of alternative provision available to a local authority in addition to its Pupil Referral Units. It is likely that students would opt into the Studio School as part of their 14-19 choices, to have some or all of their learning through the innovative enterprise-based curriculum. The Studio School approach is unlikely to be appropriate for those pupils currently in Pupil Referral Units or other alternative provision who have complex or challenging needs.

**7.10** We are looking to pilot a small number of Studio Schools in late 2008 or 2009 depending upon the readiness of local authorities to engage with this new approach to alternative provision. We will ensure that proposals consider the relationship between Studio Schools and other forms of alternative provision. We will look to monitor the progress of pupils who might otherwise have been sent to a Pupil Referral Unit, and compare these with the outcomes of other pupils referred to Pupil Referral Units or other alternative provision.

**7.11** We will **use findings from all of these pilots to encourage innovative effective practice and to inform legislation to require local authorities to replace failing Pupil Referral Units with a specified alternative.** We plan to publish guidance to support legislation in 2009-10. We will disseminate effective practice through the Department's website and through the National Strategies.

## Chapter 8: Delivering change

**We will work in partnership with local authorities and schools to deliver a step change in the quality of alternative provision. Drivers of change will be:**

- **the publication of performance data;**
- **the introduction of personalised education plans;**
- **Ofsted inspections of local authorities and individual alternative provision providers;**
- **the new national provider database to support smarter commissioning;**
- **our plans to make behaviour partnerships mandatory;**
- **the new powers for the Secretary of State to require local authorities to replace failing Pupil Referral Units with a specified alternative and to hold competitions for their replacement;**  
and
- **our pilot programme to spread innovation and test best practice.**

**We will also work with local authorities to provide additional support at the strategic level through the National Strategies.**

**We also intend to drive forward our strategy through:**

- **improving support for the workforce;**
- **improving accommodation;**
- **promoting closer partnerships between alternative provision, mainstream and special schools, and local authority support services; and**
- **legislating on a new name for Pupil Referral Units, to signal a step change improvement.**

**8.1** Delivering the vision set out in this White Paper will require an ambitious programme for a transformation in the quality of alternative provision. By putting the needs of children and families first through the provision of a

personalised education plan, alternative provision will be better able to meet the diverse needs of some of our most vulnerable young people.

**8.2** The Government's role is to set out a clear vision and framework for the future direction of

alternative provision; to monitor outcomes to ensure that the desired level of improvement actually happens and to support and challenge local authorities and school behaviour partnerships in the process of delivering change.

**8.3** Many local authorities and providers of alternative provision are doing excellent work in challenging circumstances. Many schools, organised in behaviour partnerships, are working well with Pupil Referral Units and other providers of alternative provision who are being engaged earlier to support school interventions before a pupil arrives at the point where permanent exclusion is inevitable. These partnerships also have clear processes for ensuring that alternative provision providers have good information from schools about excluded pupils and for reintegrating pupils into the mainstream when they are ready. A large number of schools are also using self-evaluation measures effectively in order to assess their progress and help plan next steps. There is thus a great deal of good practice on which to build. It will be important for us to work in partnership with local authorities and schools to help them achieve a step change in the quality of alternative provision, and of school partnership with alternative provision.

**8.4** We will strengthen the role and capacity of local authorities as commissioners of alternative provision and as providers of Pupil Referral Units. We will also expect schools to work in closer partnership with alternative provision, and to make more use of alternative provision for early intervention. The success of this strategy will depend critically on the extent to which local authorities, schools, school partnerships and providers engage in an active partnership to drive change forward. Other important success factors include the capacity of the alternative provision sector – their accommodation, facilities and the support available

for the leadership and workforce. Together we want to build a system that keeps young people engaged and on track, being ready to intervene early to address issues before they reach crisis point.

**8.5** The main drivers of change will be:

1. The **publication of performance data** which will improve accountability at local authority and provider level, and improve the focus on outcomes. We intend to monitor delivery by tracking closely the outcomes for young people in alternative provision, as described in Chapter 4, benchmarking the performance of individual authorities in similar circumstances and challenging those where performance is inadequate in relation to their peers.
2. The introduction of **personalised education plans** for young people in Pupil Referral Units and alternative provision, with clear targets for progression including reintegration to the mainstream where appropriate. A sharper focus on outcomes will incentivise local authorities and alternative provision providers to develop personalised education plans, as set out in Chapter 2.
3. The introduction of a **core educational entitlement** for alternative provision, subject to consultation, covering the curriculum offer, the right to full-time education and an information passport. Our proposals and questions for consultation are set out in Chapter 2.
4. **Ofsted inspections of local authorities and of individual alternative provision providers.** The availability of performance data will

improve the evidence available to Ofsted in its inspections. We will also ask Ofsted to take account of the number of failing Pupil Referral Units in a local authority in its Comprehensive Area Assessments.

5. The **new national provider database** will help to drive more informed commissioning by providing local authorities with comprehensive information about the range of providers in the market place, what they offer and what they cost. This will encourage local authorities and schools to consider using a wider range of providers. Our plans for the database are explained in Chapter 3.
6. The **new powers for the Secretary of State**, as set out in Chapter 4, will help to drive up standards by increasing competition for existing Pupil Referral Units from other alternative provision providers. We intend to strengthen the powers to intervene when Pupil Referral Units fail, and will take powers to require a local authority to hold a competition to find the best provider and to replace a failing Pupil Referral Unit with a specified alternative.
7. Our plans to **make behaviour partnerships mandatory** will help to integrate Pupil Referral Units and other alternative provision into a whole system of support for young people and strengthen collaboration between schools and alternative provision. The National Strategies will support and develop partnerships to work

effectively, including in their role to support school commissioning of alternative provision as an early preventative measure.

8. Our **pilot programme** supported by £26.5m DCSF funding will demonstrate new ways of providing alternative provision and test best practice. Chapter 7 sets out our plans for the pilot programme.

**8.6** In addition to over £100 million each year on behaviour support services, local authorities already spend over £410 million each year on educating pupils in Pupil Referral Units and other alternative provision. Over the past four years, this figure has risen significantly in comparison with the total school budget<sup>17</sup>. The cost of educating a pupil in a Pupil Referral Unit is around £15,000 a year for a full-time placement<sup>18</sup>, compared with around £4,000 in a mainstream school. We need to improve returns on this investment by driving a greater focus on outcomes, and by ensuring that alternative provision comes in to play earlier in a troubled pupil's journey, so that better value can be obtained by using earlier lower-cost interventions.

**8.7** We accept that the capacity of local authorities to drive change will vary. Those authorities with the furthest distance to travel may often be those with the least capacity to improve. We therefore recognise that support at the national level will be needed too, and we will do this by:

- making available £26.5m funding for pilots to explore innovative ways of offering alternative provision and disseminating the results of those pilots to enable authorities to drive up quality in the most cost-effective ways;

<sup>17</sup> The Pupil Referral Unit spend as a percentage of total school budget rose from 0.74% in 2003-4 to 0.94% in 2007-8.

<sup>18</sup> Figure taken from Section 52 returns and school census.



- providing additional support at the strategic level, through the National Strategies, for those local authorities which need advice and guidance on the most effective practice in driving through change and in commissioning alternative provision;
- collecting and making available to local authorities data on educational outcomes for young people in their area, enabling them to compare the performance of different providers and thereby to become more effective commissioners of provision;
- asking the National Strategies to go further in identifying and disseminating examples of good practice; and
- providing guidance on effective planning and commissioning of alternative provision.

**8.8** Chapter 5 sets out our plans to drive forward our strategy through:

- **improving support for the workforce** to engage, motivate and inspire the most difficult pupils, by ensuring that staff in Pupil Referral Units have the right pay and conditions; promoting CPD for staff working in Pupil Referral Units and other alternative provision; and providing better support for Pupil Referral Unit leaders through the National Programme for Specialist Leaders of Behaviour and Attendance;
- **improving accommodation.** We expect that the Building Schools for the Future programme should include refurbishing or building new premises for Pupil Referral Units, and it is already our intention to build or refurbish all Pupil Referral Units to the same timescale as secondary schools; and

- **promoting closer partnerships between alternative provision, mainstream and special schools, and local authority support services.** We believe that closer partnership working will be a key part of driving forward our strategy. We will encourage partnerships between alternative provision, Pupil Referral Units, mainstream and special schools; access to 14-19 consortia to enable a collaborative approach to commissioning provision and teaching young people across an area; and support from other services (such as targeted youth support).

**8.9** We recognise that the name “Pupil Referral Unit” is not widely used, and Chapter 1 commits to consulting and legislating on a **new name** which better describes these local authority schools, to signal a transformation that we believe is necessary.

**8.10** We are committed to working with our key partners to deliver this strategy. How well we deliver our plans will be crucial to their success. We must work together to drive forward this work. And we must spread excellence through the system for the sake of this group of young people.

# Annex 1

## Implementation timeline

2008	<b>May</b>	White Paper – Back on Track: modernising alternative provision for young people – Launch
	<b>September</b>	Alternative Provision database – Launch
	<b>December</b>	First 3 pilots for enhanced PRU / alternative provision – Start
		Guidance on individual education plans for pupils not at school
2009	<b>January</b>	PRU attendance data collection – Start
	<b>Spring</b>	Publish PRU attendance data
	<b>September</b>	10 Pilots now running
		Legislation comes into force
		<ul style="list-style-type: none"> <li>• Power to direct LAs to replace failing PRUs</li> <li>• (possible Basic Skills curriculum for PRUs)</li> <li>• School partnerships mandatory for secondary schools, PRUs and future academies (through their funding agreements)</li> </ul>
2010	<b>January</b>	Performance data for pupils in PRUs and alternative provision – publication

## Annex 2

# Legal and financial framework for Pupil Referral Units and alternative provision

### Legal framework

Section 19(1) of the Education Act 1996 requires each local authority to make arrangements for the provision of suitable education at school or otherwise than at school for those children of compulsory school age who, by reason of illness, exclusion from school or otherwise, may not for any period receive suitable education unless such arrangements are made for them. Since September 2007, local authorities have been further required to provide suitable full-time education for permanently excluded pupils from the sixth day of exclusion.

Most local authorities arrange such provision in Pupil Referral Units. A Pupil Referral Unit is defined by section 19(2) of the Education Act 1996 as any school established and maintained by a local education authority which is specially organised to provide education for the groups of children listed in the paragraph above. Pupil Referral Units are therefore legally a type of school. Their small size, rapidly changing roll and the type of pupils they teach mean they are not subject to identical legislative requirements that apply to mainstream and special schools. A Pupil Referral Unit must, however, have a special educational needs policy and appropriate Child Protection procedures in place.

Since February 2008 local authorities have been required to set up a management committee for each Pupil Referral Unit or group of Pupil Referral Units. Membership of management committees comprises key stakeholder groups: local authority, staff, parents and community members.

Management committees could include all or some of the head teachers and other senior staff of schools in an area served by a Pupil Referral Unit as community members, who would be in a majority.

Only a local authority can set up and run a Pupil Referral Unit. A school, group of schools, or other organisations cannot do this. The local authority can delegate functions “within its own organisation” to local authority executives and officers but cannot delegate functions to a group of head teachers for example. Contracting out arrangements prohibit local authorities from contracting out managing Pupil Referral Units to third parties, including other schools. It must remain a local authority function.

Although local authorities can meet their section 19(1) duties through establishing and maintaining Pupil Referral Units they are not obliged to do so. A few local authorities do not have any Pupil Referral Units. Education can be provided by voluntary or private sector “alternative provision” providers to supplement more general Pupil Referral Unit support or in some cases as an alternative to local authorities running a unit. Some local authorities

have a small proportion of children educated under section 19 in Pupil Referral Units while commissioning places for the majority from external providers.

Pupil Referral Units are subject to regular inspection by Ofsted under section 5 of the Education Act 2005 and are treated similarly to other schools. The central principles for recognising and judging the quality and standards of schools apply to schools of all types and sizes. However all school inspections, including inspections of Pupil Referral Units, are tailored to some extent depending upon the type and particular circumstances of the school. Indeed inspections take account of what schools know about themselves, their self evaluation, and are tailored to the context, character and performance of individual schools. This approach is particularly important for Pupil Referral Units and reflects the diversity of provision for pupils with various types of need.

Schools operating in the independent and voluntary sector and offering full-time education for five or more pupils of compulsory school age or where one or more such pupils has a statement of special educational needs or is in public care must register as an independent school, and be subject to inspection by Ofsted

The Education and Skills Bill introduces a new definition of 'independent educational institution', which includes independent schools and other educational institutions which offer education for a minimum of 12.5 hours a week for primary age and 15 hours for secondary age pupils for at least 28 weeks in an academic year. The new definition is intended to capture settings which are the main provider of a child's education and which otherwise would not be subject to any regulatory or monitoring framework.

Where settings which are not subject to Ofsted inspection are used to deliver alternative provision it is the responsibility of contractors (e.g. local authorities and governing bodies) to satisfy themselves that the education is of good quality and that the proprietors of these settings meet all relevant legal obligations.

### Funding Pupil Referral Units and alternative provision

Costs of running Pupil Referral Units are met by local authorities and much contracted alternative provision is also funded by local authorities to meet their legal duties in respect of permanently excluded pupils and others without a school place. Schools also increasingly commission alternative provision direct. Statutory arrangements require local authorities to make pro-rata deductions from schools on permanent exclusion to enable money to follow the pupil and pay towards the cost of suitable full-time education. Regulations also enable local authorities to recover further money from schools to recognise that post-exclusion provision costs more than mainstream education, arranged locally through the Schools Forum. Elsewhere this is met from the centrally retained element of the Schools Budget. No such arrangements apply to pupils referred to local authority funded provision for preventative work or other reasons.

Some local authorities encourage schools to adopt preventative strategies by charging them for the higher costs of making provision for excluded pupils and offering preventative places free or at a much lesser cost. A number of models have been devised to facilitate this. Some local authorities that do not charge schools beyond the basic statutory deductions have found that permanent exclusions continue at a high level. School behaviour partnerships, working with the Schools Forum, are

well placed to discuss how funding arrangements between local authorities and schools can provide schools with access to provision and help to reduce the need for permanent exclusions. In some areas, local authorities have delegated substantial amounts of funding with the expectation that schools can use the money more creatively and this has led to some dramatic decreases in the need for permanent exclusion. Permanent exclusions have been reduced to or very near zero in North Lincolnshire, North Tyneside and St Helens by adopting such approaches. As discussed in Chapter 3, in addition to funding considerations, it is important that schools in an area discuss and agree with the local authority, the overall need for alternative provision and how it should be funded.

# Annex 3

## Pupil Referral Units (PRUs) and Alternative Provision

### Letter from Sir Alan Steer to Ed Balls, Secretary of State for Children, Schools and Families

#### Dear Secretary of State

In your remit letter to me in April, you asked me to bring a practitioner perspective to the development of the planned White Paper on alternative provision and Pupil Referral Units.

The very tight timescale for this work has limited the scope for me to consult colleagues extensively or to research as widely as I would have wished. However, I have had the benefit of two very useful meetings – one with the Secondary Heads Reference Group and the other with a specially convened group of practitioners (from mainstream schools, Pupil Referral Units and local authorities). I have received excellent advice and support from the Department. I have also found it helpful to refer to two recent papers on this area.

- Research and Evaluation of the Behaviour Improvement Programme – Professor Susan Hallam, DfES 2005
- Towards Zero Exclusion – IPPR 2005

#### The scale of the problem

Within the system there are some examples of excellent practice. There is also evidence that there has been some rise in standards, probably as a result of inspection. However, the overall picture is one to give concern. There is a lack of consistency within local authorities and between local authorities and the lack of national systems and

expectations raises doubts about the long term sustainability of good practice where it exists.

#### Key concerns

- A history of a lack of a national strategy.
- Lack of information and data. There is insufficient information available regarding this sector. This makes strategic planning difficult at a national level. Within local authorities, this lack appears to result in many instances in a low sense of accountability and a poor level of provision.
- Absence of a national minimum standard of provision for local authorities. While there is a need for local authorities to have the opportunity for creative solutions regarding provision, the absence of a minimum standard can result in poor provision and the needs of children being neglected.
- Low expectations for children attending some Pupil Referral Units and some alternative provision. 'Less than half PRU pupils gain a single GCSE.' (*Towards Zero Exclusion, IPPR 2005*).
- Insufficient focus on the children attending Pupil Referral Units and alternative provision and insufficient focus on the outcomes achieved within such provision.

- Insufficient places in Pupil Referral Units, with the result that early intervention work often cannot take place. In many areas a child can only gain admittance to a Pupil Referral Unit through permanent exclusion.
- Generally, Pupil Referral Units do not appear to be supported by integrated services such as health and social services.
- Child and Adolescent Mental Health Services (CAMHS). Variable standards affect Pupil Referral Units and in mainstream schools hinder early intervention. (*ASCL survey 2008*)
- Difficulties in recruiting sufficiently skilled leaders and other staff for Pupil Referral Units and alternative provision. There is a lack of clear career progression for staff and they often work in isolation from mainstream colleagues.
- Lack of local behaviour partnerships between Pupil Referral Units and mainstream schools. This contributes to a number of problems, of which the most significant may be lost opportunities for re-integration into mainstream where this is possible.

I am clear that it is in the interests of the whole community for all schools to cooperate to improve behaviour and to manage exclusions. No school should be able to exclude its pupils without regard to the consequences for other local schools, otherwise some schools will end up with an unreasonable share of previously excluded pupils. Because of this, I believe all schools should operate on the basis that when they permanently exclude a pupil, they should expect at some time in the future to accept a pupil who has been excluded from another school. This is not a crude 'one in one out' system. No school should take a pupil who is not ready to return from permanent exclusion, to protect children and staff in mainstream schools from violent pupils being

inappropriately re-introduced to mainstream schools. Some pupils will need alternative provision for a short period, and some (for example in Key Stage 4) may need to leave mainstream schools for good.

### The White Paper and beyond

I am impressed by the vision and focus contained in the discussion document which was circulated as part of the preparation for the White Paper. It is aspirational, but if implemented would do much to address the issues in this sector. I felt that it was entirely consistent with the Children's Plan.

I am aware that there are already a number of initiatives taking place which are highly relevant to these matters. These need to be evaluated so that findings can influence national policy.

### Key issues for the White Paper

The following represent my main conclusions – endorsed by the practitioner colleagues I consulted – about the issues which the White Paper needs to address.

1. *National minimum expectations.* This seems to me to be the central issue. There needs to be a powerful lever for change and any minimum expectations should be monitored through inspection. These would cover a wide range of issues regarding provision. I would like these to include the number of hours of education/training a child should receive. Currently there are examples of very poor practice. I would also like to see minimum standards regarding the length of time a child should wait until being appropriately placed and the length of time for the engagement of support services such as CAMHS. Full implementation of the Common Assessment Framework will assist here. My practitioner colleagues were particularly supportive of these ideas.

2. *Early intervention.* We need to address the issues in Pupil Referral Units and alternative provision, but we also need to work to reduce the need for those services. Some of the children who come out of mainstream could have been retained, had better support been given at an early stage. I remain convinced that extended school based support systems – including psychiatric social workers, nurses, parent support advisers – are essential if *Every Child Matters* aspirations are to be realised. Pupil Referral Units cannot assist in early intervention unless they have the capacity in skills and space.
3. *Information flow and analytical data.* Professor Hallam refers to the absence of data for Pupil Referral Units and alternative provision. In my view this reflects the low priority given to this service. Better data collection and analysis would assist strategic planning at national and local levels and prevent poor provision being tolerated. Headteachers express concerns regarding the inadequate information they receive on vulnerable/challenging pupils and the delays in receiving that information. As a result children can be left for lengthy periods with inadequate provision while their new placement is being processed. Consideration could be given to producing a standardised information passport that accompanied a child from the moment of referral, or exclusion. Excluding/referring schools could be given a duty to participate in an initial case conference in order that they contribute to the drawing up of a pupil education plan. The Common Assessment Framework is again relevant here.
4. *Accountability and outcome focus.* In some areas Pupil Referral Units and alternative provision appear to be a forgotten service where there is little accountability. In my view this is unacceptable and is a major factor in causing

the low levels of outcomes achieved by many pupils in alternative provision. I welcome the proposals in the discussion document to raise levels of accountability. 'Virtual School Heads', which is the pilot initiative for children in care, may produce useful case studies on how this could be further advanced.

5. *Pupil Referral Unit capacity.* There appear to be problems in all regards concerning capacity. The pressure on places due to permanent exclusion is such that there is often no capacity for short term intervention work. When commissioning alternative provision, consideration could be given to identifying places that were specifically for short term placements, though without an effective partnership between schools it might prove difficult to keep these places for that purpose.

There is also a need to create capacity in the skills present among Pupil Referral Unit staff. It would be helpful if all Units had a psychiatric nurse, or psychiatric social worker. These staff would provide support for the pupils and be a source of guidance to other schools in the partnership. Creating a climate where Pupil Referral Units were respected as being a source of expertise would be very beneficial.

Leadership capacity is crucial. Where good provision currently exists it often derives from the presence of inspirational leadership. Such dependency raises worries about sustainability. It is likely to prove difficult to recruit sufficient high quality people to lead an expanded service. Consideration may need to be given to imaginative ways to address this problem including the recruitment of leaders from other than an educational background.

The above points were particularly emphasised in my discussions with practitioner colleagues.



6. *Differentiated need.* It appears to me that there is far too little differentiation in provision. Vulnerable children can be placed with others who are displaying serious criminal tendencies. Children with specific needs can be neglected as a result of a one size fits all approach. Differentiation needs to take place according to age and aptitude. At Key Stage 4 it might be sensible to accept that successful re-integration into a mainstream school is unlikely and that a good quality long term provision is necessary. For many Pupil Referral Unit pupils, the 'studio school' concept would offer an exciting opportunity. Others will be capable of following a more traditional academic curriculum. For many younger pupils re-integration into mainstream should be an expectation while accepting that for many, this may not be appropriate.

7. *The name "Pupil Referral Unit".* In my discussions with other practitioner colleagues, a number of people raised the question of finding a new name for Pupil Referral Units. They suggested that the existing name is outdated, associated with poor quality and suggests a 'one size fits all' approach to diverse needs. A new name would signal a new commitment to transforming the quality of this sector. I believe that it would be helpful to consider a new name to signal the transformation in your thinking.

I hope that these comments will prove useful in developing the thinking in the discussion document for your planned White Paper. I believe strongly that reform in this area is urgently needed and I wish you success in delivering a transformation in the quality of alternative provision.

Sir Alan Steer

May 2008

## Annex 4

# Consultation questions

We would welcome a response to the following questions by Friday 25 July 2008. Please would you send responses to Tim Youlden by email to [timothy.youlden@dcsf.gsi.gov.uk](mailto:timothy.youlden@dcsf.gsi.gov.uk) or by post to Department for Children Schools and Families, Improving Behaviour and Attendance Unit, Sanctuary Buildings, Great Smith Street, London, SW1P 3BT.

- What new name should we use for Pupil Referral Units which better describes these local authority schools to signal a step change improvement? (see paragraph 1.14)
- We are considering the case for developing a standardised information passport that accompanies a child from the moment of referral, or exclusion. We would welcome views on this, in particular what information should this contain and what time limits should be set for information transfer? (see paragraph 2.13)
- What should a personalised education plan contain, who should be involved in drawing it up, and how often should it be reviewed? We would also welcome any good practice examples. (see paragraph 2.17)
- How can we ensure that individual pupil plans become standard practice for a child educated in a Pupil Referral Unit or in alternative provision? (see paragraph 2.19)
- Should there be a prescribed minimum core entitlement for pupils in Pupil Referral Units and alternative provision, and if so, how such a minimum entitlement might be specified? (Please see suggested examples in paragraph 2.26)
- What minimum hours of education and training should be available to pupils in alternative provision? (see paragraph 2.27)
- How quickly should a pupil be placed in alternative provision and how long should they be allowed to engage any support services that they may need? (see paragraph 2.28)



information & publishing solutions

Published by TSO (The Stationery Office) and available from:

**Online**

[www.tsoshop.co.uk](http://www.tsoshop.co.uk)

**Mail, Telephone, Fax & E-Mail**

TSO

PO Box 29, Norwich, NR3 1GN

Telephone orders/General enquiries 0870 600 5522

Order through the Parliamentary Hotline Lo-Call 0845 7 023474

Fax orders: 0870 600 5533

E-mail: [customer.services@tso.co.uk](mailto:customer.services@tso.co.uk)

Textphone: 0870 240 3701

**TSO Shops**

16 Arthur Street, Belfast BT1 4GD

028 9023 8451 Fax 028 9023 5401

71 Lothian Road, Edinburgh EH3 9AZ

0870 606 5566 Fax 0870 606 5588

**The Parliamentary Bookshop**

12 Bridge Street, Parliament Square

London SW1A 2JX

**TSO@Blackwell and other Accredited Agents**



This page is intentionally left blank



---

**Executive Member for Children and Young People's Services and Advisory Panel**

17 July 2008

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

**14–19 Curriculum Reform Update****Summary**

1. This report presents an update on progress within the city in taking forward the 14–19 Curriculum Reforms, including increasing the range of provision available and raising the participation rates and attainment of young people. It also updates members on developments at Archbishop Holgate's School, as a result of the school's "presumption" to develop post-16 provision. The vehicle for progressing all of this work is the City of York 14–19 Partnership which falls under the umbrella of Learning City York (the City of York's Lifelong Learning Partnership). Members are asked to note the progress made, the ambitious agenda which is being carried forward and the nature of the opportunities and challenges this work presents.

**Background**

2. The 14–19 Curriculum Reforms set out a national learner entitlement to be in place for September 2013 comprising four pathways:
  - Academic (GCSE/A Level)
  - Apprenticeships
  - 14–19 Diplomas
  - Foundation Learning Tier
3. Alongside this is a requirement, for all young people to remain in education or training to age 17 (from 2013) and ultimately age 18 (from 2015). The Department for Children, Schools & Families (DCSF) strategy has 3 elements:
  - Raising attainment
  - New qualifications and curriculum models
  - Collaborative models of delivery to learners
4. Since the summer of 2007, the pace of reform has quickened with proposals for machinery of government changes including the transfer of funding for post-16 education to local authorities. In the current term two national consultations on funding ("Raising Expectations: Enabling the system to deliver) and

qualifications (“Promoting achievement, valuing success: a strategy for 14–19 qualifications”) have taken place. This means that the local authority, although continuing to promote and engage with partners, will have the key role in driving 14–19 forwards.

3. A summary of activity and progress since November 2007 (when the previous EMAP paper involving 14–19 issues and devoted to the proposals for post-16 provision at Archbishop Holgate’s School was presented) is provided below:

### **Response to Government Policy announcements**

5. We are working closely with Learning and Skills Council (LSC) on machinery of government changes, including the proposed transfer of post-16 funding to LA and revised commissioning processes.
6. We are also engaged with developments at regional and sub-regional level.
7. Revised structures, roles and remits within the City of York 14 – 19 Partnership were agreed for introduction in September 2008.
8. Our 14–19 plan for provision in 2013 is at an advanced stage, following extensive modelling and work with Post 16 provider and locality groups.
9. The York Partnership was case studied in DCSF guidance on partnership structures (available to download from [www.dcsf.gov.uk/14-19](http://www.dcsf.gov.uk/14-19) by following the links to “Implementing the 14–19 Reforms” and then “Planning, Leading and Collaborating”. A pdf file “14–19 Partnerships and Plans” is available from the bottom of the page).

### **Partnership Handbook for Collaborative Working**

10. A comprehensive package of supporting documentation and systems has been developed and, following consultation with partners, will be used from September 2008. This is necessary to ensure that collaborative provision smoothly with common systems used by all partners covering areas such as monitoring attendance, assessment and reporting, disciplinary procedures and safeguarding.
11. Compilation of this was led by seconded Deputy Headteachers from Archbishop Holgate’s and Huntington Schools.

### **Common Timetabling**

12. Common timetabling in Key Stage 4 is necessary because no school can offer the full range of Diplomas by itself. If learners wish to study a Diploma as part of their programme of study they will, in many cases, have to attend another school (for one day a week) to do so. The common timetable ensures that they will not miss any elements of the rest of their programme which will include English, Maths, Science and other national curriculum entitlements.
13. Following a Headteacher-led seminar (Jan 2008) and extensive work by subgroups, an enhanced Key Stage 4 model has been agreed for 2009/10.

14. 14–19 Diploma Principal Learning will take place on a “common day” in delivery centres.
15. Project and Skills delivery will be by learners’ home centres within their own timetables.

**Gateway 2 submissions and Gateway 1 progress checks (Results April 2008)**

16. Six more 14–19 Diploma lines were cleared for delivery in 2009 through the Gateway submission process to DCSF (Land-based and Environment, Hair & Beauty, Business Administration & Finance, Manufacturing & Product Design, Creative & Media and IT. Engineering and Society, Health & Development will be delivered from September 2008 as a result of the earlier Gateway 1 process.
17. Hospitality & Catering was cleared for 2010.
18. Capital projects to support these lines include an addition to the Building Schools for the Future (BSF) project at Joseph Rowntree for Hair & Beauty, and Hospitality & Catering facilities in the new Manor School building, Burnholme and Huntington. (See Annex 1)

**“Pre-Diploma” provision for 2008/09 to support Gateway 3 submission**

19. A BTEC First Diploma in Construction will run at York College for Year 10 learners from city schools from September.

**Young Apprenticeships (York College lead)**

20. There were 57 places accessed by schools this year and there are currently 80 applications from schools for 2008/09, despite withdrawal of significant external funding.

**Successful recruitment to first 14–19 Diploma Provision in 2008/09**

22. Approximately 40 Key Stage 4 and 30 post-16 learners will start the Engineering Diploma and approximately 90 Key Stage 4 and 30 post-16 learners will start the Society, Health & Development Diploma. These figures will enable the authority to exceed its target for this first year of diploma provision
24. The licence to deliver these diplomas was accompanied by a supporting allocation of capital from DCSF. The details of this expenditure are given in Annex 2.
25. York College led an Information, Advice and Guidance event covering the new choices available for Year 9 learners at York Racecourse in December.

### **Archbishop Holgate's Post-16 Applied Learning Centre**

26. The partnership team of LA and LSC staff has been working with the school to develop complementary provision in new lines of learning and following up issues raised in the EMAP paper of December 2007.
27. In September 2008, it has been agreed that the school will provide the Engineering Diploma at Level 3 and a work related learning strand for vulnerable learners. Indications are that the Engineering provision will be well subscribed. Recruitment to the vulnerable learners strand has proved to be more difficult and the school is working with other schools and Connexions to identify candidates.
28. Key issues still being discussed are the school's plans to introduce the 14–19 Diplomas in Creative & Media, IT and Business, Administration & Finance, Manufacturing, Science, Retail, Sports Science and other lines of learning, and an "International Diploma" (likely to be the Cambridge Pre-U). This is within the 14–19 city-wide strategy discussions.

### **International Baccalaureate**

29. York College and Huntington School are working towards accreditation for 2009/10. The future funding of IB provision has been called into question by the recent national consultations and the proposed introduction of an Extended 14–19 Diploma.

### **Huntington School – new Training School Status**

30. The school's second specialism is providing 2 posts (open to colleagues across the partnership) for expert teachers to support curriculum and pedagogical development for 14–19 Diplomas.
31. With the Learning and Skills Council (LSC), the 14-19 Partnership manages the **LSC Flexible Fighting Fund (£210k) to tackle post-16 NEET** (not in employment, education or training) including in 2007/08:
  - a. Joint Burnholme / York College "Stepping Stones" project offering locality based provision for vulnerable learners.
  - b. Applefields / York College LDD (learning difficulties / disabilities) curriculum programme.
  - c. Horticulture development at Applefields.
  - d. A pre-E2E (entry to employment) 16 week programme at York Training Centre.
  - e. Accreditation of Youth Volunteering Opportunities – co-ordinator post supported at York CVS (Council for Voluntary Service) as part of the V Involved Team.
  - f. Two holistic Connexions Personal Adviser posts that support retention at 17.



### **14–16 Schools Engagement Project**

32. a. £80k in 2007/08 supporting 91 learners at the Pupil Support Centre, York High, Canon Lee, All Saints', Burnholme and Joseph Rowntree.
- b. Approval for £127k in 2008/09 (140 learners).
- c. This funding is from DCSF and is accessed via a bidding process organised by the LSC.

### **New Groups**

33. a. The Partnership has established Workforce Development, Employer Engagement and Information Advice and Guidance & Raising Aspirations Groups.
- b. The Partnership team is now contributing to the Higher Education Admissions Forum, NEET Strategy Group and Moving Into Adult Life Group.

### **Employer Engagement (NYBEP Lead):**

34. a. A successful Creative & Media / IT event was held (Dec 2007) with Science City York.
- b. North Yorkshire Education Business Partnership (NYBEP) have completed a large scale employer survey and are now working with Diploma Practitioner Groups and Trident to enlist employers to support curriculum delivery and identify work experience placements.
- c. The Work Readiness pilot project with Y7 and Y8 at two schools (Burnholme & Archbishop Holgate's) has successfully engaged members of the Business Forum in providing mentoring support to learners.

### **Support for other areas:**

35. a. The York provision mapping model (LSC lead) is being rolled out across the Yorkshire & Humber Region.
- b. We were invited to give a presentation to a national DCSF Independent Schools Seminar.
- c. The partnership was invited to provide a DCSF Employer Engagement Learning Visit.

### **Consultation**

36. Whilst there are no specific consultation requirements arising from this report the whole development of new 14-19 provision has been on a partnership basis with direct involvement of key stakeholders.

### **Options**

37. This is not a report where specific options are applicable.

## **Analysis**

38. The City of York Partnership continues to be highly regarded both regionally and nationally and is making good progress in implementing the 14–19 reforms. However, Government Office for Yorkshire and Humber Progress Checks (October 2008) have Red or Red/Amber scores on some quantitative indicators:
- NEET (not in education, employment or training) (our exceptionally low figure is decreasing below target trend)
  - Achievement of Level 2 at age 19 (there is little improvement from the high rate of achievement at age 16)
  - Achievement of Level 3 at age 19 (whilst remaining well above national and regional averages this fell last year)
39. Key issues to be addressed in the short term include employer engagement (for the Diplomas and Apprenticeships), developing a vision for the facilities required for the 2013 entitlement (to ensure effective use of a Diploma capital grant (this has already been drawn on, see Annex 1) and inform the City's Building Schools for the Future Strategy) and workforce development (to ensure that staff across the Partnership are properly equipped to deliver the reform programme).
40. There is potential for the Council to play a key role in the first of these and, in doing so, to enhance the quality of its future employees and help meet its own recruitment needs. It should be noted that the next tranche of 14–19 Diplomas (for introduction in 2010) includes Public Services.
41. A one-day seminar for Headteachers and College Principals in September 2008 will consider facilities issues.

## **Corporate Priorities**

42. The 14–19 Strategy is central to success of the Children and Young People's Plan and the Council's strategies around economic development, and in particular to Corporate Priorities 7 (skills and knowledge) and 9 (life chances of disadvantaged children and young people).

## **Implications**

### **Financial**

43. All of the initiatives and expenditure referred to in this report can be funded from additional grant income that is being provided by either the DCSF or the LSC. There is not expected to be any impact on the directorates existing base budgets.
44. As the LA is not included in the BSF programme until after 2013, when the 14–19 entitlement should be in place, it has been given a Capital Grant of £6m to develop facilities in the short term (2009–11). It should be noted that this

funding will not be sufficient to meet all the requirements of the new curriculum. A citywide vision for transformation of 11–19 educational facilities through BSF is necessary and must take into account the demands of the 14–19 curriculum reforms. Details of expenditure from this capital grant which have already been agreed by partners are contained in Annex 1.

45. The Partnership's success in achieving "Category 1" status brought one off grants totalling £515k. These were to meet specific needs identified in the original Gateway submissions (December 2006). Details of expenditure are contained in Annex 2. The Society, Health & Development Diploma in York has had national pathfinder status for two years and has been supported and encouraged by the national diploma development group to develop innovative models of delivery, including the use of a "Skills Bus".
46. The introduction of Diplomas is being supported by a Diploma Support Grant paid to schools on the basis of numbers of participating learners. This grant recognises that, in the early stages of introduction of Diplomas, no efficiencies can be achieved by consolidation of existing provision. The grant will reduce as Diploma provision increases and schools will need to reconfigure their budgets to cover the costs. Because many learners will study Diplomas at other centres, there will also be considerable transfers of funding between schools.

#### **HR, Legal & IT**

47. There are no specific HR, legal or IT implications arising from this report.

#### **Equalities and Crime and Disorder**

48. There are no Equalities and Crime and Disorder implications arising from this report

#### **Risk Management**

49. During the transition to 2013, Diploma Support Grant funding, and the sustainability of provision, depends on the numbers of learners choosing to follow these courses.
50. High quality Gateway submissions meeting the criteria reduce the risk of York not being able to offer diplomas and implement its 14–19 Plan. Funding is also dependent on the number of successful Gateway submissions.

#### **Recommendations**

51. That the Advisory Panel advise the Executive Member to note the developments in 14–19 education across the partnership and the partnership's agreements to date on capital expenditure and to agree that future expenditure is included in the Directorate's mainstream Capital Monitoring procedures.

52. Reason: The LA has the key strategic role and is the lead partner within the 14-19 partnership across the City and members should be aware of the LA's responsibilities, decisions, and financial plans.

**Contact Details**

**Author:**

John Thompson  
14–19 Partnership Manager

Ext 3039

**Chief Officer Responsible for the report:**

Pete Dwyer  
Director, Learning, Culture and Children's Services

**Report Approved**  **Date** 3 July 2008

**Specialist Implications Officer(s)** *List information for all*

Richard Hartle  
Finance Manager  
LCCS  
Ext 4225

**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 1 - Capital Projects to support Gateway 2 diplomas  
Annex 2 - Gateway 1 Capital Grants

This page is intentionally left blank

## **Capital Projects to support Gateway 2 diplomas**

Section C (14–19 Partnership Statement) of the Gateway submission, which was endorsed by the Director of LCCS, the LSC Area Director and the Chair of the City of York Lifelong Learning Partnership, contained the following LA/LSC confirmation of support for capital expenditure:

The capital requirements focus on the development of facilities in schools to provide access to lines of learning and applied learning environments that have not previously been needed within existing curriculum arrangements. They arise out of facilities audits by our local Diploma Development Group Chairs who have been working within the broad parameters for provision set out by partners through consultation over the outline 14–19 Education Plan. Proposals are supported by Learning & Skills Council and the local authority, and have been developed with the local authority planning department.

### **Hair and Beauty**

To add a Hair & Beauty facility to the Joseph Rowntree School BSF project enabling school-based access in Key Stage 4 initially and ultimately post-16.

This requires £421k to provide suitably sized space and storage and £90k for equipment – total £511k

This investment is essential if we are to broaden our provision base for this line of learning for the 2013 entitlement. It is a “statement” development, emphasising our commitment to the Diplomas.

### **Hospitality and Catering**

Manor School – equip one of the 2 food rooms planned for the school’s new building as a commercial standard kitchen (£110k). The school will contribute £35k from the equipment budget of the TCF new build project.

Huntington School – to develop a cybercafé – £30k. The school will support this with 50% funding from Devolved Capital Funding. This will support learning pre and post-16.

Burnholme – £110k to convert a disused woodwork room into a training kitchen at Burnholme Community College. The school will support this development with Devolved Capital Funding (£35k).

This line is very important for the York economy (4th largest sector in 2015) and we need to develop school-based facilities to support delivery. This investment will facilitate pre-16 delivery in all 3 localities and provide a post-16 delivery point in a school with Technology specialist status. Reduction in the scale of this investment would reduce our capacity to deliver and the number of learners accessing provision.

### **Manufacturing and Product Design**

To develop a third, school-based delivery point in the North locality at Huntington School, for pre and post-16 delivery – £30k. The school will contribute 50% from Devolved Capital Funding.

This development is in a school with Technology specialist status, will also support delivery in the Engineering line and builds on the capital funding acquired through the Category 1 Engineering Diploma (delivery September 2008), which has enabled us to tool up two school-based centres of excellence in different localities within the city.

Total required to support submissions across 5 lines = £791k, of which schools will provide £100k.



## Gateway 1 Capital Grants

As part of the first Gateway submission process, delivery consortia could bid for capital grants to support their proposals. The City of York 14 – 19 Partnership was successful in Society, Health & Development (£240k contribution) and Engineering (£275k). The plans for expenditure outlined in the submission have been progressed and were approved in detail by the 14 – 19 Planning Group of Heads, Principals, LA and LSC Officers in February 2008. Since then procurement and purchasing has been actioned in collaboration with council officers, including the Director of Finance. This was necessary due to the innovative nature of the Society, Health & Development plans.

Details of the expenditure are given below:

### Society, Health & Development

Purchase of a Skills Bus to take specialist facilities to learners in schools and colleges rather than transport learners to a single venue incorporating them. This project has the additional benefit of making use of existing relevant facilities in the schools and colleges. It was developed with the support and encouragement of the national diploma development group, which has contributed £30k.

A 4 year business plan has been developed to take this forward and includes the following estimated costs in year 1:

Vehicle Purchase (Airport style Bus)	£25k
Conversion costs	£75k
Non Fixed equipment	£60k
Storage, maintenance and insurance	£15k
Driver facilitator salary and support	£30k

The plan includes an agreed annual contribution of £50 per participating learner from from partner institutions.

### Engineering

Our initial Diploma delivery strategy requires the development of 2 school based centres to provide for Key Stage 4 delivery and to supplement York College facilities at Key Stage 5. These centres will be at Archbishop Holgate's School and York High School. Specialist equipment has been purchased for these centres including:

2 x Laser printers	£27k
3 x Lathe/Mills	£44k
3 x Routers	£37k

Additionally, site licenses for software and other equipment for use across the partnership have been purchased including:

11 x Portable lathes	£74k
----------------------	------

This page is intentionally left blank



---

## 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

### Early Years Capital Resources

#### Summary

1. This paper:
  - Seeks approval for a second tranche of Extended Schools Projects. At the Executive Member & Advisory Panel (EMAP) in June 2008, it was agreed that these projects should be reconsidered after further development. A number of these are now ready to come forward for approval and are detailed in Annex 1.
  - Seeks approval for the process and criteria for bids from the Private, Voluntary and Independent sector to use the new "Quality and Access Early Years Capital Grant Allocation".

#### Background

2. The expectations of schools to provide an extended offer of services to children, young people and their local community has been previously discussed at EMAP. Schools in York are making good progress against this requirement. The **Extended Schools** core offer, as it is known, of childcare and a varied menu of activities have often been developed with the Private, Voluntary and Independent sector working on school sites.
3. National capital funding has been made available to support such extended school developments. Bids against this capital funding stream from York schools have been developed in conjunction with local Shared Foundation Partnerships and with the support of the local authority. As part of the Capital Monitoring report at EMAP on the 10 June 2008 (Para 27) it was reported that the Department for Children, Schools & Families (DCSF) had made available an additional £651K of extended school capital resources for York spread across the next 3 years. This supplements the previous capital grant of £1.01M. As a result we are now in a position to come forward with proposals for part of this additional funding. Using the funding to support families by working in partnership across all settings, is a model, which has been successful. and is therefore hoped to be duplicated with the new Quality and Access funding.

4. In November 2007 the government also announced this new **Early Years Capital grant : Quality and Access**. This funding is in addition to the capital funding announced specifically for the development of children's centres and the capital funding for extended schools announced as part of the School Capital Settlement and described at Paras 2 and 3 above.
5. This new grant has three aims:
  1. To improve the quality of the learning environment in early years settings to support delivery of the EYFS, with a particular emphasis on improving play and physical activities; and ICT resources
  2. To ensure all children, including disabled children, are able to access provision
  3. To enable PVI providers to deliver the extension to the free offer for 3 and 4 year olds and to do so flexibly
6. The government's expectation is that the majority of this capital grant is used to improve the quality of the environment in private, voluntary and independent (PVI) early years and childcare settings both to support higher quality experiences for young children and to ensure that all children can access services and benefit fully from them, although spending on the maintained sector is not precluded.
7. This new capital grant must be used for the three broad purposes set out above (and described in more in the annexes to this report) but it is for the Local Authority to decide how best to deploy the grant for maximum impact and value for money. For example, the grant can be used to fund 100% of the cost of work/equipment for those providers which have little or no resource of their own; for others with more resources, the grant can be provided on a matched funding basis with the provider making up the difference.

## **Consultation**

8. As indicated earlier the criteria for application for both sets of funding streams places a clear emphasis on applicants provider clear evidence of consultation with key partners particularly through the Shared Foundation Partnership. The bids approved must also be consistent with the local Child Care Sufficiency Assessment for the authority, a document produced in York following major consultation activity with all stakeholders including users of child care services.

## **Options**

9. With regard to this paper members have the following Options available to them with respect to the two issues relating to Early Years Capital funding.
10. Extended Schools Capital: Members have the Option to approve or not approve any of the recommended allocation of the Phase 2 Capital to the 3 additional projects at Wheldrake CE School, Headlands Primary School and Lord Deramore's Primary School.

11. Quality and Access Early Years Capital Grant Allocation: Members have the Options of approving or amending the process and criteria for bids from the Private, Voluntary and Independent sector to use the new "Quality and Access Early Years Capital Grant Allocation

## **Analysis**

12. Research shows that children will only benefit fully from early education and care if it is of high quality. Alongside adopting the best of professional practice for working with young children, a high quality setting also needs the right built environment and adequate and appropriate resources. This means providing enough space for larger group sizes which can also be used flexibly and up-to-date facilities and equipment to support children's learning and development. This new Quality and Access grant in conjunction with our Extended School Capital grant, will allow Local Authorities to invest strategically to ensure that the PVI sector is able to deliver high quality learning and development for all children. There is a particular desire in York to target this funding to the PVI sector for the provision of services on maintained sector sites. Eligible expenditure includes:
    - equipment to ensure that practitioners can effectively observe and capture children's progress – digital cameras, scanners and video recorders, laptop and desktop PCs
    - information and communication technology – laptop and desktop PCs, digital cameras, video and sound recorders, hi-fi equipment
    - provision of stimulating and accessible outdoor play space and equipment – this includes the purchase of land to be developed for this purpose<sup>1</sup>
    - development of adequate indoor space for age-appropriate play activities and suitable rest areas
    - replenishing and replacing toy stocks and purchasing other learning and development materials and resources to support the EYFS
    - resources to encourage a rich and stimulating language environment in line with Letters and Sounds – musical instruments, tape recorders, CDs as well as books, rhymes and signs
  13. Local authorities' role in facilitating the childcare market is supported mainly by revenue funding from within the Sure Start, Extended Schools and Childcare Grant, but capital funding is necessary too, particularly as the sufficiency duty came into force from 1 April 2008 and local authorities need to ensure that - so far as is reasonably practicable - *all* children of working parents are able to access provision. Local authorities need to use available funds in accordance with the findings of their childcare sufficiency assessments the local outcome of which we reported to members in 2007. It is vitally important that all children are able to access early years services, and that every child can benefit fully from early education and care.
-

14. Every setting must have an inclusion policy setting out how it will meet the needs of all children, in line with delivery of the Early Years Foundation Stage (EYFS). However, ensuring full access, particularly for disabled children, and providing facilities and equipment for disabled children and children with SEN can often require adaptations. In addition, ensuring that settings are fully inclusive – that their facilities are flexible enough to meet the needs of all individual children – can also sometimes require capital investment. This grant will allow LAs to invest to provide key facilities wherever they are required, and work with as many PVI settings as possible to ensure that their built environment and facilities are welcoming and inclusive
15. The allocation of this new Quality and Access creates opportunities for us to further progress this agenda. The criteria described in Annex 2 seeks to use new funding in co-ordination with existing funding in order to be in a position to meet national and local objectives.
16. Should this paper be approved, the bidding application form (attached at Annex 3) along with a covering letter outlining the criteria (Annex 2), will be sent out to all settings within the Private, Voluntary and Independent sectors. They will be invited to send Expressions of Interest and any requests for help in submitting their bid to the Early Years and Extended Schools Service. All bids will be considered by the Early Years and Extended Schools Partnership Places Sub Group and their recommendations proposed to a future meeting of EMAP.

### **Corporate Priorities**

17. This paper clearly contributed to the Corporate Priority aimed at “improving the life chances of the most disadvantaged and disaffected children, young people and families in the city”

### **Financial Implications**

18. Extended Schools Capital Phase 1 and 2: Allowing for a 10% overall contingency, this shows a total allocation of £1,290K against funding of £1,663K, leaving a further £373K to be allocated to the remaining bids which are being developed to meet the approved criteria.
19. Quality and Access Early Years Capital Grant Allocation: The DCSF has allocated York £2.1M over the next 3 years. £706,473 in 2008-2009, £707,473 in 2009-2010, and £706,473 in 2010-2011, to be spent on capital projects (those with a value of at least £2,500 resulting in a tangible asset.)

### **Other Implications**

20. This report does not have specific HR, Legal, crime and disorder or IT implications. It clearly contributes to an equality strategy which seeks to ensure high quality access to services. The paper does carry property implications and progress against agreed schemes will be reported and monitored to EMAP through the existing Capital Programme monitoring

arrangements.

## Risk Management

21. Risks are minimised by the application of recommended and clear criteria, by the transparent process of bidding and by the level of consultation undertaken around use of both of these capital funding streams. The additional capital work such funding stimulates, will carry some risks but they are minimised given the relative scale of the developments, through clear project management and through regular reporting arrangements to EMAP being in place. We recognise that working through the PVI sector will require particular support arrangements.

## Recommendations

22. That the Advisory Panel advise the Executive Member:
  - 1) Extended Schools Capital : To approve the 3 additional capital projects named at Para 9 of this report  
  
Reason: to ensure that the extended schools agenda in York continues to progress
  - 2) Quality and Access Early Years Capital Grant Allocation: To approve the process and criteria for bids from the Private, Voluntary and Independent sector to access this new capital grant  
  
Reason: To further improve the quality and inclusiveness of our child care settings

## Contact Details

### Author:

Heather Marsland  
Head of Early Years and Extended  
Schools  
Learning, Culture and Children's  
Services  
Ext 4371

### Chief Officer Responsible for the report:

Peter Dwyer  
Director of Learning, Culture and Children's Services

Report Approved

Date 4 July 2008

### Specialist Implications Officer(s)

Richard Hartle  
Head of Finance  
LCCS  
Ext 4225

Wards Affected:

All

For further information please contact the author of the report

**Background Papers:**

None

**Annexes**

Annex 1: Extended Schools Programme 2008-11.

Annex 2: Letter to Providers

Annex 3: Application Form



## Extended Schools programme - 2008 to 2011

Annex 1

School	Status	Description of works from school bid	Extended Schools (£)	Devolved Formula Capital Funding (£)	Other Contribution (£)	Total Project Budget Available (£)
<b>PHASE 1: Extended Schools allocation: £1,011,000</b>		<b>Progress on approved projects</b>				
Copmanthorpe Primary	C	Conversion of caretakers bungalow for extended school day care provision.	39,000	10,000	1,000	50,000
St Paul's Nursery & St Paul's Primary	C	To build a community room crossing over both sites for use by both schools and the community day time and evening. To equip the room for a variety of organisations and needs. Can be used for extended school activities across the school day. To include	250,000	0	0	250,000
Fishergate Primary & St George's RC Primary	C & VA	To provide wrap around care, and accommodate Melbourne Playgroup in the same building as Funfishers After School and Breakfast Club.	35,000	0	0	35,000
Wigginton Primary	C	To replace existing out of school club building with an extension to the new building.	280,000	0	0	280,000
Stockton on the Forest	C	To build provision for a baby room on the front of the nursery, baby change area, small kitchen. Daycare room for provision for 0 to 4 years.	170,000	0	0	170,000
Acomb Primary	C	To site a new building adjacent to the school's Foundation Area, to meet the extended school needs of both the school and the local community.	50,000	150,000	0	200,000
Robert Wilkinson Primary	VC	To add lighting to enable the MUGA to be used all year round. Internal changes to the swimming pool changing area to allow extended school provision.	60,000	0	0	60,000
Dringhouses Primary	C	To build a canopy - style cover between 3 adjacent sides of the building to provide shelter for children at breakfast club during outdoor play. Several seats to be fitted so children can choose to sit outside or play.	5,500	0	0	5,500
<b>Totals</b>			<b>889,500</b>	160,000	1,000	1,050,500

<b>PHASE 2: Extended Schools Capital Allocations: £651,604, (£249,930 2008/09, £264,807 2009/10, £136,867 2010/11)</b>			Extended Schools (£)	Devolved Formula Capital Funding (£)	Other Contribution (£)	Total Budget Available (£)
Wheldrake CE Primary	VA	New on-site provision of before and after school clubs and extension to Foundation stage to create a multi agency partnership within a rural setting, allowing access to a wide range of activities for an increased age group (5 - 11 year olds).	100,000	0	100,000	200,000
Headlands Primary	C	To extend on site provision for school and nursery use from 2008 incorporating Early Years foundation stage, after school club and holiday provision. The expansion will bring 3 to 11 year olds onto site for all year round provision.	200,000	0	0	200,000
Lord Deramore's Primary	VC	To replace two portacabins in a state of complete disrepair. This will allow for a varied menu of activities to be delivered as part of the extended schools core offer throughout the year.	100,000	0	0	100,000
<b>Totals</b>			<b>400,000</b>	0	100,000	500,000

Risk fund / contingency @ 10%			155,050			155,050
<b>Final total</b>			<b>1,289,500</b>	160,000	101,000	1,705,550

unallocated funding at July 2008

373,104

FUNDING SUMMARY
-----------------

Funding Allocations	
Phase 1	1,011,000
Phase 2	651,604
<b>Total</b>	<b>1,662,604</b>

This page is intentionally left blank

Dear Provider

### **Quality and Access for All Young Children – Three Year Allocations of Early Years Capital Grant**

I am writing to let you know about funding which the Department for Children Schools and Families (DCSF) has made available. This presents a really significant opportunity for providers to implement changes to the environment to better meet welfare standards.

#### **Aims of the Funding**

There is a total of £2.1 million over the next three years to be spent on capital projects (those with a value of at least £2,500 resulting in a tangible asset). There are three aims to the funding;

- To improve the quality of the learning environment in early years settings to support delivery of the EYFS, with a particular emphasis on improving play and physical activities and ICT resources.
- To ensure all children, including disabled children, are able to access provision.
- To enable providers to deliver the extension to the free offer for 3 and 4 year olds and to do so flexibly.

Capital expenditure is not necessarily limited to single purchases over £2,500; the following categories of expenditure are also included:

- **Grouped assets:** i.e. assets of a similar nature are purchased at the same time, for example as part of a project. The value of the individual assets may be below £2,500, but the total value of all the assets determines whether expenditure falls above or below the capitalisation threshold.
- **Bulked assets:** i.e. a bulk purchase of furniture or computer assets where the value of the individual items is below £2,500. As with grouped assets, the total value determines whether expenditure falls above or below the capitalisation threshold.

#### **An Environment Strategy for the Early Years and Extended Schools Service**

An Environment Strategy for the Early Years and Extended Schools Service has just been developed with our partners on the Places Sub Group, a sub group of the Early Years and Extended Schools Partnership. The Strategy describes our vision for quality childcare environments and will give you a greater understanding of our expectations when making your application for funding.

The Strategy can be viewed on our website at <http://www.yor-ok.org.uk/earlyyears.html> alongside the letter from the DCSF that sets out the detail of this particular grant.

### Value for Money

Projects that provide the most long-term impact for the investment requested will be viewed favourably. This could include those schemes where the costs are being met from one or more other sources as well as this capital grant.

I should also highlight here that applications submitted on a partnership basis with agreement of all partners within your Shared Community Partnership will of course receive high priority.

### Bidding Process

The Places Sub Group have also agreed a set of criteria for assessing bids and this is attached at Annex 1. A bid form for you to complete is available at <http://www.yor-ok.org.uk/earlyyears.html>

Executive Member for Children and Young People's Services and Advisory Panel (EMAP) will decide on the bids.

The following table shows what you can bid for and how much funding you may be able to access.

<b>What you can bid for</b>	<b>How much</b>	<b>What we need</b>
Equipment Mostly portable, including ICT, musical instruments, outdoor play equipment etc plus appropriate storage, such as cabinets or a shed for outdoor toys	£2,500 - £5,000	<ul style="list-style-type: none"> <li>• Written permission from the owner of the premises</li> <li>• Written quotations from 3 suppliers</li> <li>• Short explanation of the impact of this equipment on the quality of provision</li> <li>• Inclusion policy</li> </ul>
Equipment and some minor building adaptations or external work This could include a good-quality outdoor play area, accessible toilet and changing areas etc.	Up to £10,000	<ul style="list-style-type: none"> <li>• Extended Schools Remodelling Adviser (ESRA) involvement</li> <li>• Inclusion policy</li> <li>• Community access to the facility where appropriate</li> <li>• Written permission from the owner of the premises</li> <li>• Security of tenure for at least 3 years</li> <li>• Business plan/strategy for how the quality of provision will be improved</li> <li>• Written quotations from 3 suppliers</li> </ul>

What you can bid for	How much	What we need
		<ul style="list-style-type: none"> <li>• Payment will be against invoices and only up to that amount or the lowest quote, whichever is the least.</li> </ul>
To assist with minor works for a provider moving on to school premises	Up to £20,000	<ul style="list-style-type: none"> <li>• Written agreement of the school, giving security of tenure for at least 5 years</li> <li>• Statement of partnership working to improve quality and raise standards of staff training and provision</li> <li>• Inclusion policy</li> <li>• Written quotations from 3 suppliers</li> <li>• Payments will be made through CYC</li> </ul>
To assist with major works for a provider moving on to a school site	Over £20,000	As above plus <ul style="list-style-type: none"> <li>• Agreed targets and outcomes to be measured as PIs</li> </ul>

**Closing date for applications is noon on 30<sup>th</sup> November, 2008 and these should be returned to the address below.**

Support in completing applications

Support is available from your ESRA and the Business Support Team within Early Years and Extended Services. Education Planning can also advise on other matters relating directly to capital builds such as planning permission etc.

I look forward to receiving bids that meet the agreed criteria and that are also in line with our Strategy. Please contact your ESRA in the first instance if you wish to discuss any aspect of this letter.

Yours sincerely

Barbara A Mands  
Deputy Manager (Strategy and Policy),  
Early Years and Extended Schools Service  
City of York Council  
Mill House, North Street, York  
YO1 6JD

Email: [Barbara.mands@york.gov.uk](mailto:Barbara.mands@york.gov.uk)

This page is intentionally left blank

**Quality and Access for All Young Children –  
Early Years Capital Grant  
Application Pro-Forma**

Department for Children Schools and Families (DCSF) has made funding available for quality and access to services for all young children. This presents a really significant opportunity for providers to implement changes to the environment to better meet welfare standards.

**Aims of the Funding**

There is a total of £2.1 million over the next three years to be spent on capital projects (those with a value of at least £2,500 resulting in a tangible asset). There are three aims to the funding;

- To improve the quality of the learning environment in early years settings to support delivery of the EYFS, with a particular emphasis on improving play and physical activities and ICT resources.
- To ensure all children, including disabled children, are able to access provision.
- To enable providers to deliver the extension to the free offer for 3 and 4 year olds and to do so flexibly.

Capital expenditure is not necessarily limited to single purchases over £2,500; the following categories of expenditure are also included:

- **Grouped assets:** i.e. assets of a similar nature are purchased at the same time, for example as part of a project. The value of the individual assets may be below £2,500, but the total value of all the assets determines whether expenditure falls above or below the capitalisation threshold.
- **Bulked assets:** i.e. a bulk purchase of furniture or computer assets where the value of the individual items is below £2,500. As with grouped assets, the total value determines whether expenditure falls above or below the capitalisation threshold.

Please complete the following:

---

Setting Name	
Contact Name	
Contact Address	
Contact Telephone No.	

Your proposal in brief:

--

Total estimated cost of proposal:

--

(Please provide supporting documents as per letter from Barbara Mands dated \_\_\_\_\_)

Please give evidence to support your proposal, in answer to the following questions:

1. Please describe how your proposal has been shared in partnership with your Shared Foundation Partnership members and other stakeholders. Please describe how you consulted with these colleagues. (Please list the stakeholders)
---

--

2. Please describe how your proposal meets the aims of the grant. (see above)
---

--



3. Please describe how you consulted with parents, carers, and children. What ideas did they have which were most felt would improve your setting?

--

4. Describe how the proposal will improve play, care and educational opportunities for children and young people.

--

5. Describe how you have worked with the local leadership groups of Integrated Children's Centres in developing your proposal. (if appropriate)

--

6. Please describe how the proposal will enhance your work supporting all children, particularly those with additional needs.

--

Please enclose further sheets if you need more writing space, and any further evidence you feel supports your proposal for funding.

If you need help or advice please contact the Early Years and Extended Schools Service Remodelling Advisers team on 01904 554592 and send in an Expression of Interest to [Barbara.Mands@york.gov.uk](mailto:Barbara.Mands@york.gov.uk)

**Please note: closing date for applications is noon on 30<sup>th</sup> November 2008 and these should be returned to the address below.**

Barbara Mands  
Deputy Manager (Strategy & Policy)  
Early Years and Extended Schools Service  
City of York Council  
Mill House  
North Street  
York  
YO1 6JD

Or by email to [Barbara.mands@york.gov.uk](mailto:Barbara.mands@york.gov.uk)