



## Report of the Cabinet Member for Education Improvement, Learning and Skills

Schools Performance Scrutiny Panel – 9 November 2018

### Education Other Than at School (EOTAS) – update on progress with changes to service and accommodation

<b>Purpose:</b>	The report presents an update on the work undertaken to overhaul the Education Other Than at School (EOTAS) provision in Swansea and deliver a re-modelled service within a new, purpose designed building.
<b>Content:</b>	A briefing/update on Education Other Than At School Service
<b>Councillors are being asked to:</b>	Consider the information provided and to forward views to the Cabinet Member via a letter from the Panel Convener
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#### 1. Background

- 1.1 On 15 December 2016, Cabinet gave their approval for Swansea Council to extensively overhaul its entire EOTAS service to provide a sector leading practice. The objective is to reconfigure the service to build on existing good practice, transforming the provision to support vulnerable children and their families and to meet the requirement to provide suitable full time education, in a timely manner, to those children and young people who need to be educated other than at school.
- 1.2 The report of the Headteacher of Swansea PRU and BSU to Cabinet on 20th September 2017 gave a progress update on the implementation of the new model of provision for Education Other Than At School (EOTAS).

1.3 This report provides an update to Schools Scrutiny Performance Panel in response to the following area: Update on progress with changes to service and accommodation

## **2. Update on changes to Service:**

2.1 A key factor in the success of an overhaul of the current provision is based on the support provided to schools to enable earlier identification of needs in relation to pupils with social, emotional and behavioural difficulties (SEBD), and greater capacity and support to manage the needs in the school setting.

2.2 There has been a greater alignment strategically and operationally of the Behaviour Support Team (BST), the interim Halfway House Team and the Home Tuition team to enable a more fluid and joined up approach to supporting pupils and schools at the different levels of need. All teams are now under the same line management, and joint working is established to provide a continuum of support in line with the continuum of need in schools

2.3 The work of the Halfway House has resulted in the highest number of pupils being re-integrated back to mainstream provision in many years. Last year, 19 pupils were able to be supported back to their mainstream schools, with most of these pupils now either off the roll of the PRU totally, or due to come off at the November 2018 EOTAS panel meeting.

2.4 This increase in the numbers of pupils who have re-integrated back to mainstream provision has resulted in us achieving the planned reduction of numbers in primary provision. This has reduced from 4 classes of 30 pupils plus a waiting list in October 2017 to a current figure of 19 pupils organised in 3 classes as of October 2018. This structure is now in line with planned primary places for the new build.

2.5 Based on the success of the work to reduce numbers of pupils attending the primary provision, and the re-integration of pupils back to mainstream provision, our admission procedures are being reviewed, to include part-time admission for some pupils where appropriate, to hopefully facilitate a shorter time spent in the PRU, and a faster transition back to their mainstream placement. The Halfway House Team will be integral to the support of this process.

2.6 There are now clear processes and systems to ensure a smooth handover of support to pupils and schools from the Halfway House Team to the BST, and vice versa. This enables pupils to continue to be supported whilst moving from the PRU back to mainstream provision, and where appropriate, to work collegiately with schools to prevent pupils being referred to the PRU.

- 2.7 There has been a review and robust revision of training offered to schools, and this now forms part of a more joined up offer to schools aligned with other education departments. Training can be accessed on-line or through a face to face centre based or school based offer. Training encompasses the range of need from provision of whole school awareness raising training through to specialist and targeted training, aligned to meeting the continuum of need.
- 2.8 Support and training to enable schools to develop an understanding of a resilience based model has been brokered with The Exchange Counselling Service, and this has been funded through EOTAS to be delivered to all primary schools and to targeted secondary schools. This model provides school based staff with the understanding and tools to assess pupil needs and support them through a carefully planned bespoke intervention model.
- 2.9 In line with the agreed proposal to Cabinet in December 2016, £700K has been devolved to Secondary schools to support the development of in-house provision to enable them to meet the needs of pupils with SEBD in key stage 4 (KS4). All schools submit a monitoring report of how they use this funding, and visits have been conducted to a number of schools to look at how this is developed. Nearly all secondary schools use the funding to support the development of in-house specialist support provision for pupils identified as having SEBD. Whilst this has only had a very minor impact on the number of KS4 aged pupils who are referred to the PRU, there is evidence to suggest that those who are now referred, wholly meet or exceed the criteria of the PRU, and would be very difficult to manage in a mainstream setting. This appears to mirror what seems to be an increase in the number of pupils who are presenting with very challenging, aggressive and violent behaviour. This is a growing concern locally, regionally and nationally.
- 2.10 In order to provide more robust challenge and support to schools in the management of pupils with SEBD, funding from the EOTAS budget has been allocated to enable the appointment of a post to support and monitor the use of Pastoral Support Programmes (PSPs), the use of reasonable force in line with Council policy and the movement of pupils through a planned and agreed managed move process.

### **3. Update on changes to provision at PRU level**

- 3.1 There has been a full review and revision of the leadership team across the PRU portfolio. As part of this review, we identified that there had been a significant negative impact resulting from a dependency on seconding leadership posts for short periods to one of the centres. This had resulted in poor standards of teaching and learning, high staff turnover and a significant lack of a coherent and consistent approach to promoting positive behaviour and managing challenging behaviour.

- 3.2 A revision of the leadership structure across the provision has resulted in a re-allocation of existing staff to provide a more robust, sustainable and experienced leadership team. The improvement in the function of the leadership team, its strength in terms of leadership across the whole portfolio and the consistency in working practice across all members of the leadership team and all centres, was positively noted in ERW Core Visits last year.
- 3.3 All Centres are now working collaboratively. There are shared policies and significant progress has been made in developing shared practices across all centres. Joint training is held across all centres, all staff have worked together to develop a shared vision statement, shared aims and a shared Improvement Plan. Centre leads work effectively and collaboratively to provide good standards of leadership and establish robust self-evaluation processes to contribute to on-going improvement across the provision. The new leadership structure has been focused on improving the quality of teaching and learning across the portfolio. This has led to particularly positive outcomes including an improvement from less than 40% of teaching judged as good or better in Summer 2017 compared to over 80% judged as good or better by summer 2018.
- 3.4 Having introduced the Welsh Baccalaureate in September 2017, we achieved the target set for over 70% of KS4 pupils to pass the WBQ Skill Challenge Certificate. Furthermore, Swansea PRU is provisionally reported by the WJEC to be in the top 3 of all PRUs in Wales in terms of having the highest results and numbers entered for the Skills Challenge Certificate, with a large number achieving Level 2. In comparison to all mainstream schools in Wales, our outcomes place us in the middle of the range.
- 3.5 There has been a revision of the previous structure for the tuition of pupils on roll at Brondeg House, to enable all pupils to be taught across one seamless provision, instead of being separated into distinct groups. Previously pupils would be admitted via the EOTAS panel to a vocational pathway or an academic pathway. This did not meet the needs of the pupils and led to a significant in-balance in terms of teaching provision. The revised system enables all pupils to be admitted to KS4, and to make a bespoke choice from a range of academic and centre based options, plus a range of externally provided vocational options. There are core subjects of mathematics and English which all pupils have to take, at a level appropriate to their ability. Where appropriate, all pupils are encouraged to take up 3 formal GCSE subjects in addition to other qualifications.
- 3.6 The above structure is in line with the structure and capacity of the new build, which having implemented it this year, will not only enable a more bespoke curriculum offer to pupils, but a smoother transition into the new build.

- 3.7 There is an on-going process underway to align the well-being support offered to pupils who attend the PRU with the Well-Being Framework in place across other services, including Social Services and Poverty and Prevention. This is in line with the model presented to Cabinet Scrutiny Committee on 20 September 2017. This will allow us to provide a more consistent and joined up approach to meeting the well-being needs of all KS4 aged pupils attending the PRU and their families and facilitate greater access to external support. Re-allocation of some teaching roles and responsibilities that had been previously been undertaken by support workers have been handed back to the teaching team in line with their terms and conditions, and in order to release support workers to enable them to undertake tasks in line with the Signs of Well-Being Framework. Training has been provided as part of a longer term training plan for existing support workers; and family based assessments are due to be trialled in November 2018.
- 3.8 As we move forward in developing the model above, there will need to be a review of the current support team in terms of job descriptions, roles and responsibilities. Plans are in place to work with the existing team alongside colleagues from Poverty and Prevention and Social Services to collegiately develop the model to ensure that current best practice is maintained, and new systems are carefully reviewed to ensure that they best meet the needs of the PRU. Following this review, we will proceed to a formal process of consultation on the proposed model.
- 3.9 As a whole service, the PRU has reviewed its approach to promoting positive behaviour and managing negative behaviour. In order to develop a common understanding and agreed values and principles to support consistently applied approaches to the management of behaviour, we have accessed Pivotal Behaviour Management Training. The training model is based on leadership staff undertaking intensive training and cascading this down within each centre, at the same time as staff on the ground 'championing' the approaches and working with other staff to implement agreed approaches and strategies, whilst feeding back to lead staff as to what works and what needs further revision. The model is based on peer to peer support and will enable us to develop a bespoke set of principles, rules, and approaches to meet our individual needs. Having established a common framework for the whole portfolio, this will support the move to a single build model when we move to the new building.
- 3.10 In order to develop greater 'school to school' based learning in line with Donaldson and the new curriculum reform, we have established a regional network, which is now attended by representatives from every PRU in the region. Work is currently underway to release key staff from across the PRUs to develop innovative curriculum approaches to support the development of the Well-Being Area of Learning (AOLe) from the new curriculum, across the PRUs in the region. Attention is being focused on the development of the cross-curricular elements of

literacy, numeracy and digital competencies as part of this development. This work will enable us, along with other PRUs in the region, to support each other as we implement the new curriculum demands.

#### **4. Changes to Accommodation**

- 4.1 Work to support the planning of the proposed new build has proceeded well. A full business case was presented to the Council on 28 September, and was approved. Subsequent Welsh Government approvals have been given and the project is on schedule for construction to commence in November 2018 and for completion and occupation by January / February 2020.
- 4.2 The planned new build will offer planned places in line with those detailed in the proposal approved by Cabinet in December 2016. It will offer 21 planned places for primary aged pupils with SEBD, 28 planned places for KS3 pupils with SEBD; 60 planned places for KS4 pupils with SEBD and 35 planned places for pupils with anxiety and mental health difficulties. The building will also offer 14 planned places in a Halfway House provision, but it is envisaged that these will be offered as part-time placements, with support provided to build capacity in school alongside supporting pupils in the PRU. There will be agile working space to accommodate the PRU support worker team, the Behaviour Support Team and the Home Tuition Team.
- 4.3 The planned build will enable the development of a wider curriculum offer to all pupils through the provision of designated and resourced areas for physical education, design and technology, science, food technology and art. There will also be the ability to provide freshly cooked meals on site in line with requests from pupils as part of the stakeholder events that were conducted last year, and internal and external outdoor spaces for recreation and curriculum development.
- 4.4 In addition to this, and in line with the proposals agreed by Cabinet in December 2016, it is planned that we will house a 'schools wrap around' service providing telephone, skype and face to face multi-skilled support to schools to support the early identification of pupil needs, and support to build school capacity to manage these needs. The specialist skills and abilities of this team will include those often at the root of presenting behaviour difficulties, including managing the needs of pupils with neuro-developmental disorders such as attention deficit hyperactivity disorder (AD/HD) and autistic spectrum disorder (ASD), speech and language difficulties, adverse childhood experiences and family-based/parenting issues.
- 4.5 In order to secure an appropriately skilled team of staff to meet the needs of the PRU moving forward, and in line with staff: pupil ratios to ensure safe management of pupils on site, we have now commenced the process of determining the staffing structure required for the new

build. A draft structure is in the process of being developed, and this will go, in the first instance, to the PRU Management Committee for approval, and then to the EOTAS Steering group for approval to proceed. Once there is approval from both groups, we will proceed to a formal consultation process with all staff. It is hoped that this process will be completed by Easter 2019.

## **5. Current Building Issues**

- 5.1 Following the enforced closure of Brondeg House on 19 October 2018, we are currently without a base from which to teach 56 KS4 aged pupils with SEBD. We have looked at all other available buildings owned by the Council, but none have been deemed suitable for health and safety or planning regulation reasons. The long term options for the building have not yet been agreed, however, officers are now looking at what work can be undertaken to make Brondeg temporarily safe and fit for purpose to enable us continue operating until the new build is complete. We are still in the process of looking at different options but are hoping to be able to deliver education on the following basis between now and the end of December:
  - 5.2 For pupils who are in Year 11 (their GCSE year), we wish to limit movement and disruption wherever possible. Where these pupils attend some of their education on site with external providers, we have proposed to providers that we rent rooms from them, and base teaching staff on site to continue the education for the pupils all on one site. There will be cost implications in terms of room rental, but reduced costs in terms of transport. If agreed with providers, we will maintain this position until the end of the school year (June 2019) for these pupils.
  - 5.3 For pupils who are in Year 10 (the first year of their GCSEs), we again wish to limit movement and disruption wherever possible. However, it is felt that we need to ensure that we do not make plans that could possibly jeopardise the successful transition to the new build when it is completed. Where these pupils attend some of their education on site with external providers, we have proposed to providers that we rent rooms from them, and base teaching staff on site to continue the education for the pupils all on one site. Again, there will be cost implications in terms of room rental, but reduced costs in terms of transport. If agreed with providers, we will maintain this position until work to Brondeg has been completed, and we revert back to providing their academic tuition from Brondeg.
  - 5.4 For pupils in Year 10 and Year 11 who do not access external providers or only for very short amounts of time, we are currently looking for bases from which to deliver education to this cohort. We are hoping to use sites used by Evolve where they are vacant in the daytime. Where this is not possible, we will provide a home tuition model for these pupils. It is anticipated that this will be until the end of

December 2018, until work to Brondeg has been completed, and we can then move them back there as their base.

- 5.5 For a very small number of pupils who due to personal challenges and issues that they are currently facing, we will provide a bespoke package of education aligned to their needs and part of a carefully developed PSP. This will be reviewed regularly.

## **6. Equality and Engagement Implications**

- 6.1 The original report to Cabinet, considered on 15 December 2016 was equality impact assessed.
- 6.2 There will be further consultation on the structure of the PRU in the spring term 2019 which will include a further EIA Screening Form.

## **5. Legal Implications**

- 5.1 This report relates to the local authority's duty to arrange suitable education for children and young people outside of mainstream school as set out in section 19 of the Education Act 1996.
- 5.2 It also relates to the local authority's duties with regard to meeting the special educational needs (SEN) of learners also set out in the Education Act 1996 and SEN Code of Practice 2002.

## **6. Financial Implications**

- 6.1 The PRU is on target to meet its budgetary commitments and savings targets.

## **For Information**

### **Background:**

Cabinet Report  
Report to Scrutiny Sep 2017