

**TO: SCHOOLS FORUM**  
**DATE: 20 JUNE 2019**

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**REVIEW OF ALTERNATIVE PROVISION ACROSS BRACKNELL FOREST**  
**Executive Director - People**

**1 PURPOSE OF REPORT**

- 1.1 There has been a long standing item raised by Schools Forum at the lack of strategic options available to confidently and appropriately commission alternative provision. This is in the context of rising costs and questions of ongoing affordability within the overall budget provision, This report outlines the outcome of the initial review of the overall approach, structures and systems to deliver Alternative Provision at all key stages and to map need against this.
- 1.2 The aim of the review was to evaluate and analyse need, current practice and develop a plan of action from June – November 2019 which will then feed into a medium term three year plan linked to the development of the High Needs Block.
- 1.3 The review included key stakeholders from Bracknell Forest Primary and Secondary Schools, the Pupil Referral Service and contributions from local authority services by sharing information and best practice including references to observed outcomes for children and young people.

**2 RECOMMENDATION**

- 2.1 **That Schools Forum note the report and the next steps as set out in 5.8.**

**3 REASONS FOR RECOMMENDATION**

- 3.1 The steps set out in 5.8 are a plan of action for the period from June – November 2019. The outcomes will feed into medium term arrangements and linked partly to the funding proposals for the High Needs Block for the next three financial years.

**4 ALTERNATIVE OPTIONS CONSIDERED**

- 4.1 None.

**5 SUPPORTING INFORMATION**

- 5.1 The Statutory Guidance on Alternative Provision, January 2013 sets out the duties of the local authority in relation to Alternative Provision:
- Local authorities are responsible for arranging suitable education for permanently excluded pupils, and for other pupils who – because of illness or other reasons – would not receive suitable education without such arrangements being made.
  - Governing bodies of schools are responsible for arranging suitable full-time education from the sixth day of a fixed period exclusion.

- Schools may also direct pupils off-site for education, to help improve their behaviour.
  - Statutory guidance sets out the government's expectations of local authorities and maintained schools who commission Alternative Provision and Pupil Referral Units.
- 5.2 The Review was designed to consider and evaluate existing Alternative Provision at all key stages to consider what structures and systems should be in place to meet current and future needs of Bracknell Forest's vulnerable and at risk children and young people. Financial arrangements and current practice were also reviewed highlighting trends and need with the view to facilitating the development of a robust and strategic approach to Alternative Provision across the borough.
- 5.3 The key lines of enquiry for the initial review were:
- **Mainstream Provision:** What support do we need for pupils with high incidence, high/low need that schools can commission through their notional SEN funding budget?
  - **Alternative Provision:** What opportunities are currently available for mainstream schools when they were not able to engage a pupil with the core curriculum offer? What might this commissioning model look like for schools?
  - **What should central training for SEMH for school leaders look like?**
- 5.4 There are various situations that could lead to a child or young person needing to access alternative provision. These include:
- Behaviour which results in a permanent or fixed-period exclusion, or an off-site direction by a school;
  - Health reasons – including physical or mental health needs; and
  - Where a child is awaiting placement in a mainstream school.
- 5.5 Through national research, we know that the impact of exclusion can have a negative impact. Children who have been excluded are also disproportionately represented in the criminal justice system. A study found that 63% of prisoners stated that they had been temporarily excluded while at school, and 42% were permanently excluded. Of those young offenders sentenced in 2014, who were recorded as being 16 or 17 years old on their sentence date, 23% of those sentenced to less than 12 months in custody had been permanently excluded from school prior to their sentence date and 16% of those sentenced to 12 months or longer. Working with our Youth Offending Service in respect of securing appropriate alternative education and training pathways will continue to remain a priority.
- 5.6 The review considered data from Appendix 1 which outlines change in trends over the past 4 years. Locally, this is reflected in an increase in:
- Demand for local specialist provision which is in excess of capacity
  - Demand for support for inclusion
  - Demand for specialist services including statutory and non-statutory EP services
  - Demand for SEMH support in schools

- Transport demand
- number of EHCPs
- Out of borough placement costs

### Financial context

5.7 As well as needing to address the availability of appropriate support services for Alternative Provision, costs are increasing, with spend on Education other than at School rising from £1.203m in 2017-18 to £1.669m in 2018-19 where the budget over spent by £0.348m, primarily as a result of increased spend on home tuition and the purchase of externally commissioned alternative provisions.

### 5.8 Next steps: June – November 2019:

- i. Reviewing trend data has led to the collation of school level information which now needs to be further analysed to establish current and future need. This will be a future agenda item for Schools Forum sub-group.
- ii. Develop a centralised commissioning model for Alternative Provision with QA process including areas of financial responsibility and equity of access. Schools have indicated the preference for the local authority to propose a centralised commissioning model for both provision and financial arrangements.
- iii. Define 'crisis', establish consistent approach and what provision should be in place.
- iv. Review the pathway of support from specialist teaching services (e.g. Autism Support, Support for Learning and Behaviour Support) leading to a more strategic, whole school approach.
- v. Review the offer from CAMHS to schools at Tier 2 and engage with Health to address gaps in current provision.
- vi. Linked to the work of the sub group of the schools forum, a clear and consistent approach is needed to establish thresholds for identifying those on SEN Support. This needs to be linked to review of existing banding and thresholds for support at different levels.
- vii. Role of the Teaching School: Develop model of CPD to better support children and young people with SEMH needs.
- viii. Consider alternatives to off-site provision?
- ix. Liaise with the Youth Offending Service to have a clear understanding of the characteristics of young people known to them to ensure local services are appropriately are developed and directed.

5.9 The local authority will work with schools to address actions needed against these steps.

## **6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS**

### Director of Finance

6.1 The Director of Finance is satisfied that no significant financial implications arise from undertaking the work proposed in this report. The financial implications from any

proposed changes to services that may result will need to be considered as part of the overall budget setting process.

#### Borough Solicitor

6.2 The relevant legal issues are addressed within the report.

#### Equalities Impact Assessment

6.3 Current practice lacks clarity on commissioning arrangements as well as oversight of level of impact on any interventions. This development will support the local authority and schools to commission alternative provision more strategically subject to a monitoring framework.

#### Strategic Risk Management Issues

6.4 The main risks are:

- Fixed term exclusions will not reduce.
- Continued increase in cost of commissioning alternative provision.

These risks will be mitigated by the development of a commissioning framework in partnership with schools and linked to the broader developments on the direction of the High Needs Block.

## **7 CONSULTATION**

#### Principal Groups Consulted

7.1 People Directorate Management Team. Discussions with representative Head Teachers.

#### Background Papers

Appendix 1: Changing Trends 2015 - 2019

#### Contacts for further information

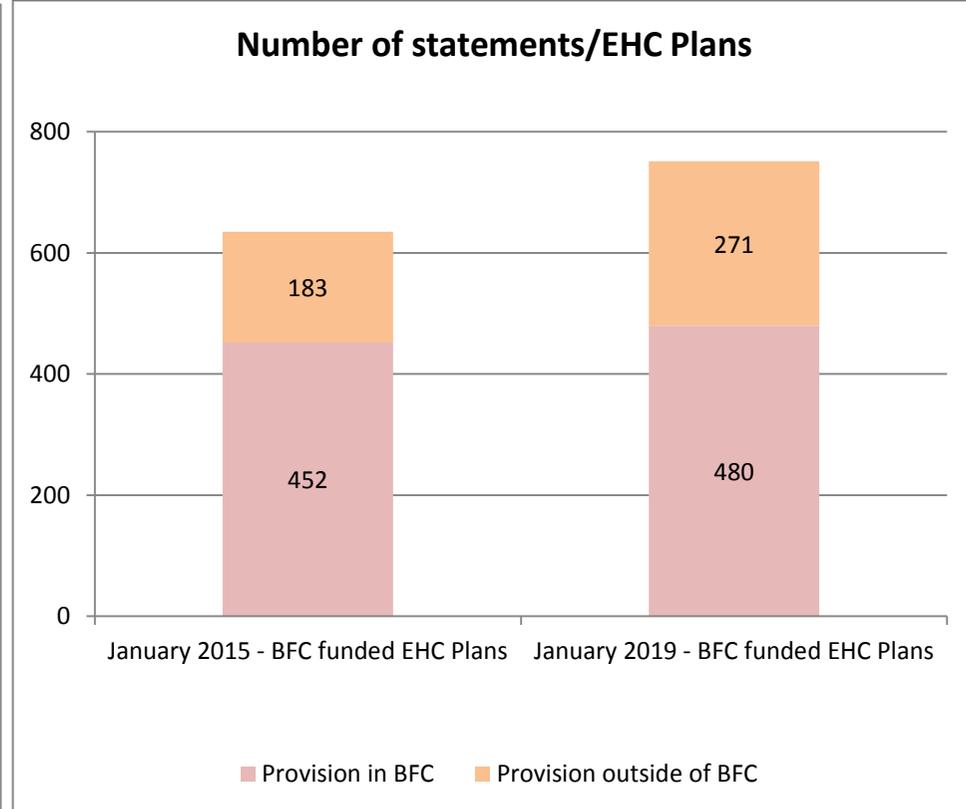
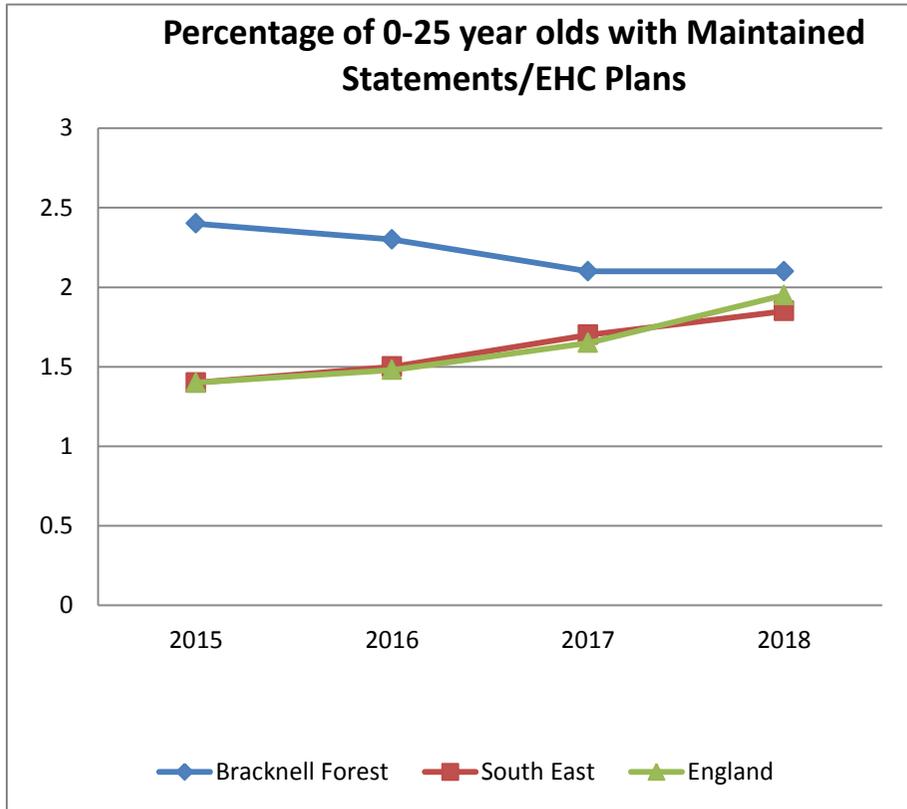
Kashif Nawaz                      Head of Children's Support Services  
01344 353318                      [kashif.nawaz@bracknell-forest.gov.uk](mailto:kashif.nawaz@bracknell-forest.gov.uk)

Rachel Morgan                      Assistant Director: Education and Learning  
01344 354037                      [rachel.morgan@bracknell-forest.gov.uk](mailto:rachel.morgan@bracknell-forest.gov.uk)

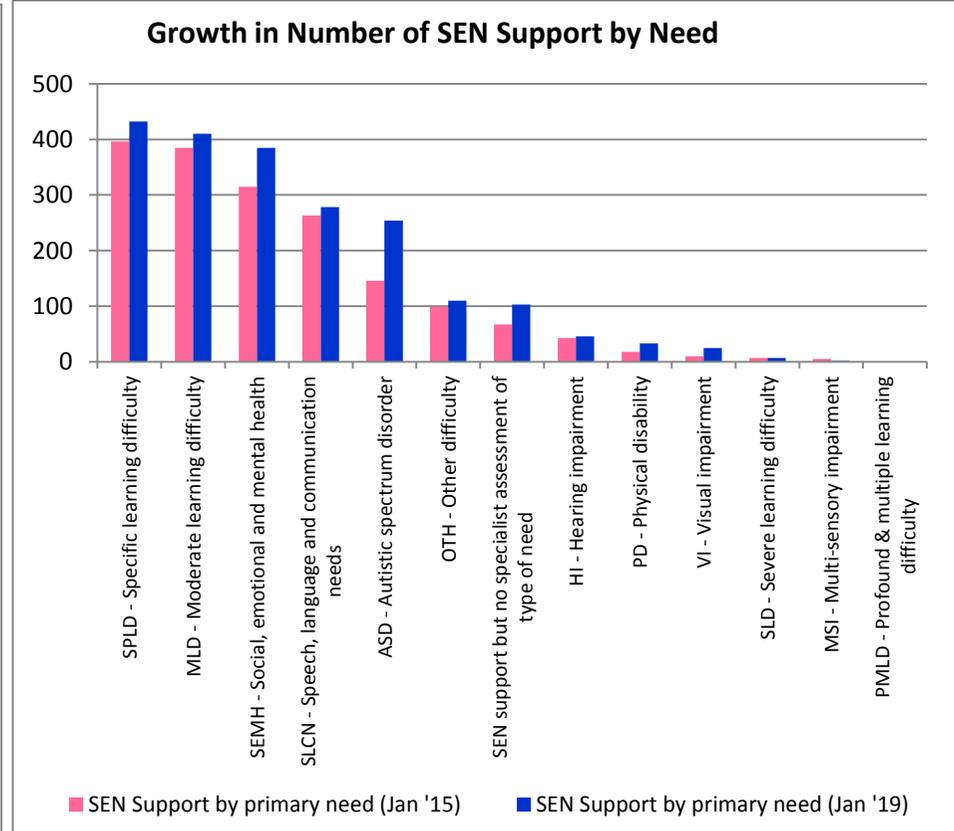
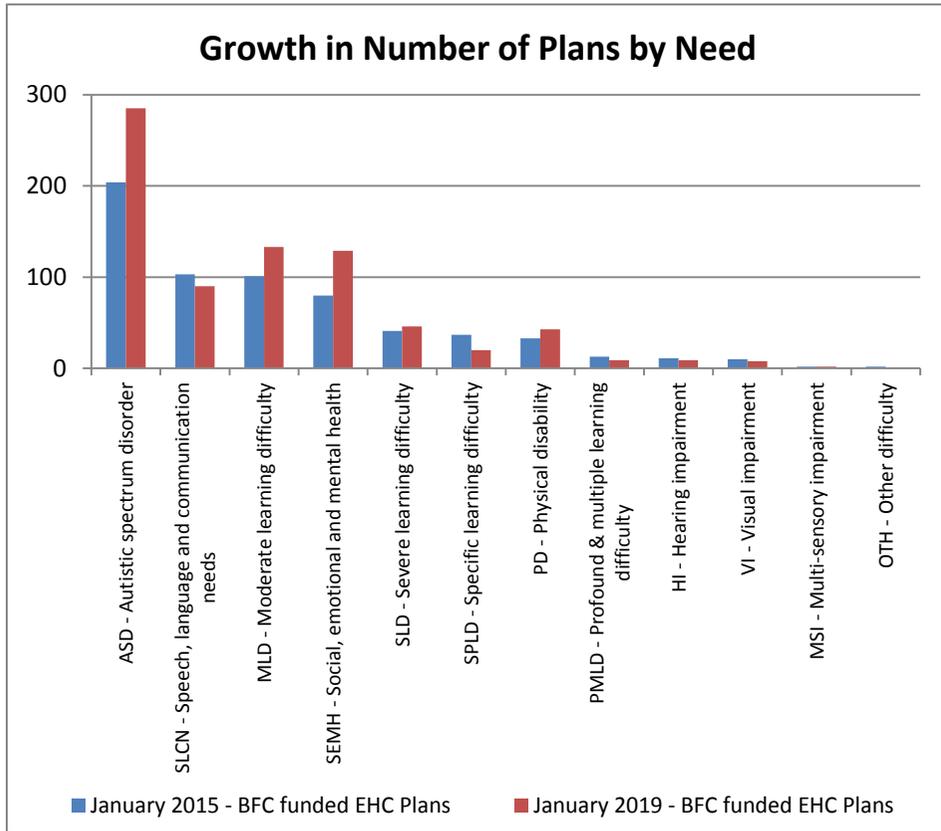
# Appendix 1:

## Changing Trends: 2015 – 19

### Tables 1 and 2:

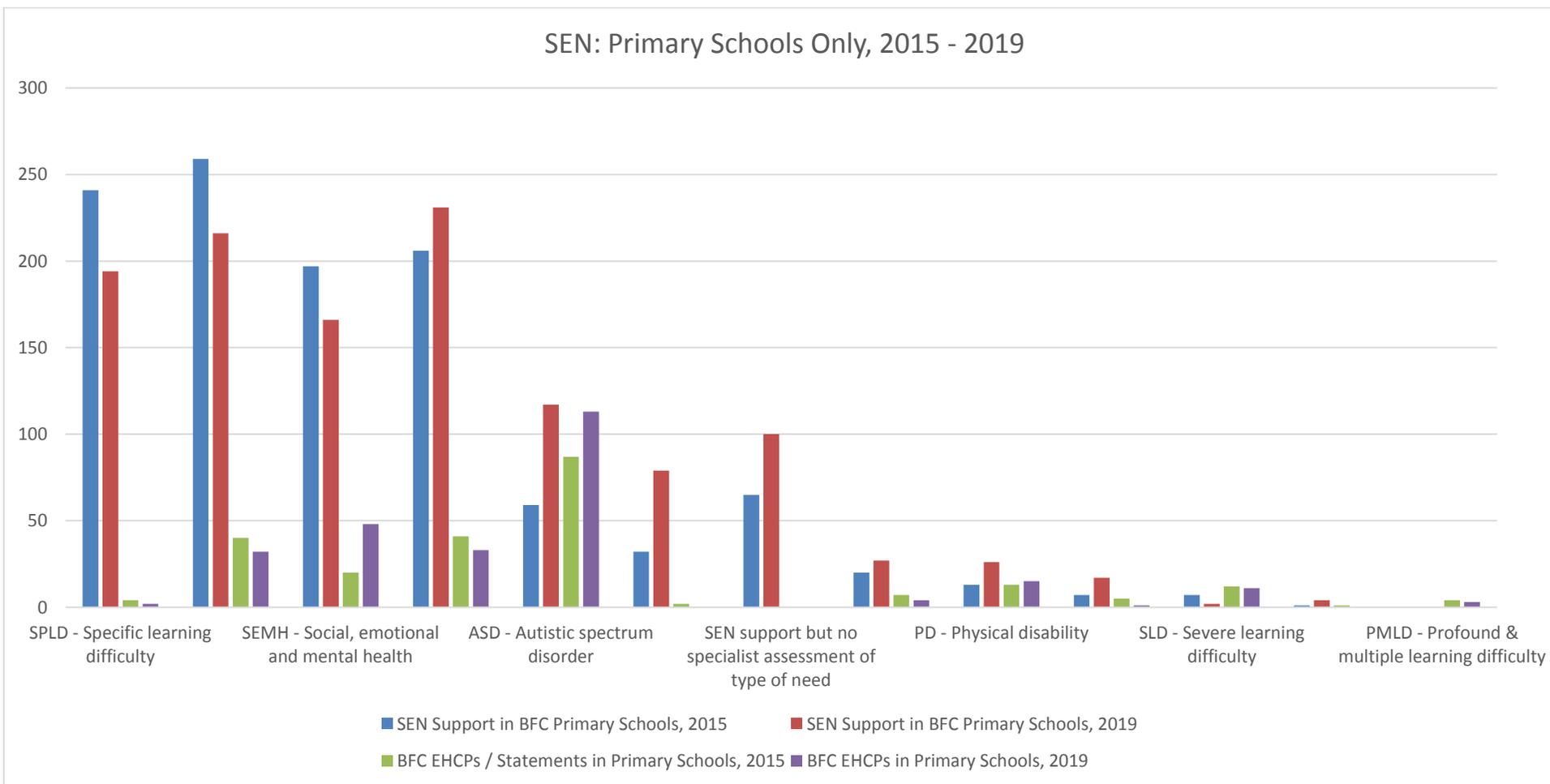


Tables 3 and 4:



**Table 5:**

SEN: Primary Schools Only, 2015 - 2019



**Table 6:**

SEN: Secondary Schools Only, 2015 - 2019

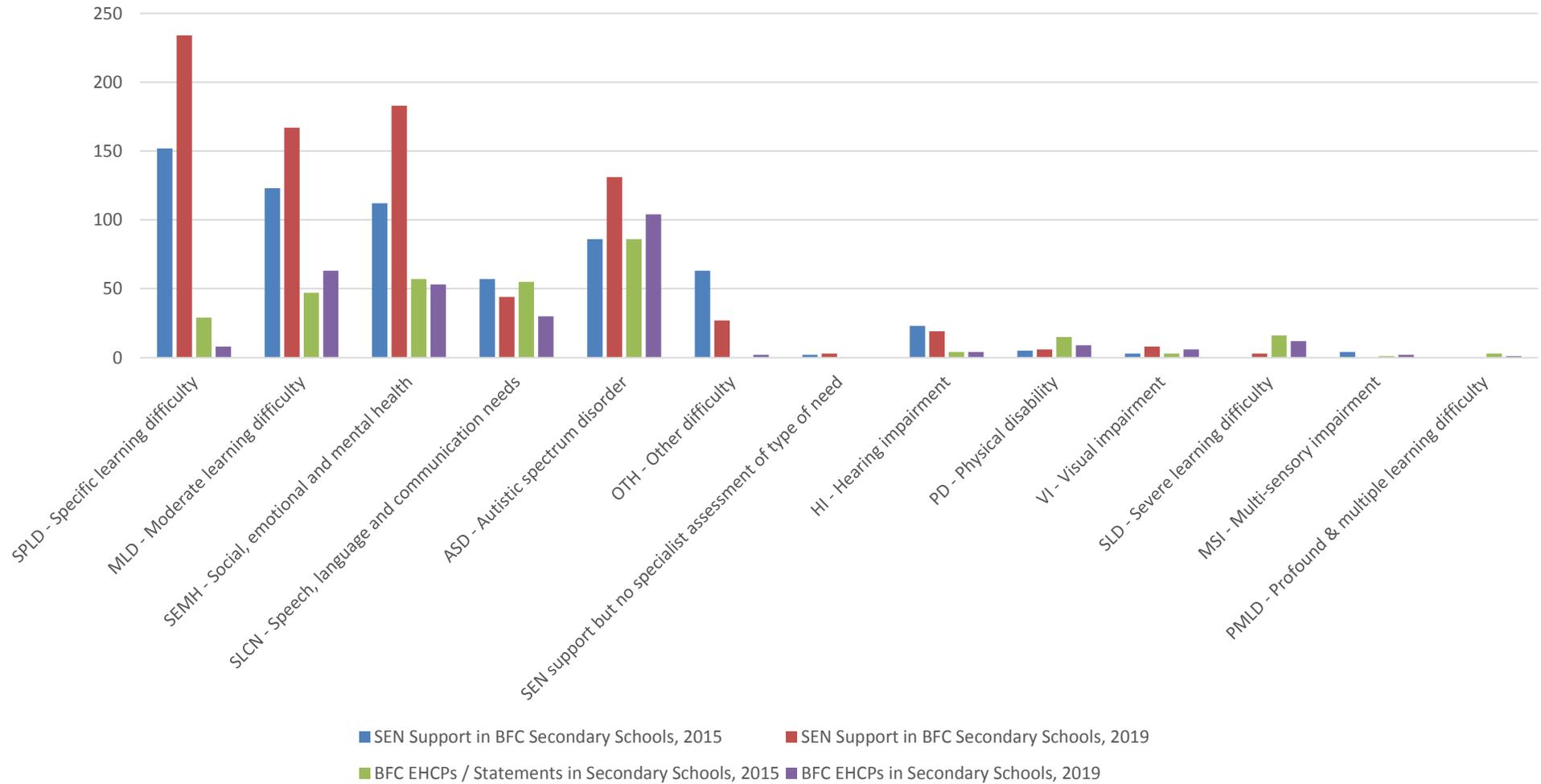


Table 7:

Exclusions						<i>Bracknell Forest (May 2019)</i>										
		Bracknell Forest					Statistical Neighbours			England						
		2014	2015	2016	2017	Trend	Latest Avg.	La vs Stat. Neigh.		2014	2015	2016	2017	LA vs England		
								Rank	Latest Diff.					Rank	Latest Diff.	Trend
						-5% 0% +5%			-5% 0% +5%							
Overall	Fixed term exclusion rate - EHCP	6.2%	8.0%	9.5%	7.7%		16.1%	1st	-8.4%	15.2%	15.1%	15.0%	15.9%	20th	-8.2%	
	Fixed term exclusion rate - SEN Support	9.4%	9.1%	12.0%	17.3%		15.3%	9th	+2.0%	10.8%	12.3%	13.7%	14.8%	114th	+2.5%	
	At least one fixed term exclusion - EHCP	3.3%	3.3%	5.1%	4.2%		6.4%	2nd	-2.2%	6.4%	6.3%	6.3%	6.4%	21st	-2.2%	
	At least one fixed term exclusion - SEN Support	4.4%	4.7%	5.0%	5.8%		6.5%	3rd	-0.7%	5.2%	5.6%	5.9%	6.2%	69th	-0.4%	
	Permanent exclusion rate - EHCP	0.00%	0.00%	0.00%	0.00%		0.2%	1st	-0.2%	0.15%	0.16%	0.17%	0.16%	1st	-0.16%	
	Permanent exclusion rate - SEN Support	*	0.00%	*	*		0.3%	*		0.25%	0.29%	0.32%	0.35%	*		
Primary	Fixed term exclusion rate - EHCP	8.4%	11.8%	11.2%	3.7%		16.1%	1st	-12.4%	10.7%	10.9%	11.3%	12.7%	20th	-9.0%	
	Fixed term exclusion rate - SEN Support	2.7%	3.8%	8.7%	10.5%		9.5%	9th	+1.0%	4.5%	5.3%	6.3%	7.2%	134th	+3.3%	
	At least one fixed term exclusion - EHCP	4.8%	5.2%	5.2%	3.7%		6.3%	2nd	-2.6%	4.5%	4.6%	4.7%	5.1%	48th	-1.4%	
	At least one fixed term exclusion - SEN Support	1.7%	2.5%	3.1%	2.8%		3.7%	1st	-0.9%	2.0%	2.4%	2.7%	3.0%	82nd	-0.2%	
	Permanent exclusion rate - EHCP	0.00%	0.00%	0.00%	0.00%		0.3%	1st	-0.3%	0.16%	0.16%	0.22%	0.20%	1st	-0.20%	
	Permanent exclusion rate - SEN Support	0.00%	0.00%	*	*		0.2%	*		0.10%	0.12%	0.15%	0.16%	*		
Secondary	Fixed term exclusion rate - EHCP	10.0%	13.1%	18.4%	18.6%		23.8%	2nd	-5.2%	22.3%	23.8%	24.9%	26.6%	41st	-8.0%	
	Fixed term exclusion rate - SEN Support	20.8%	19.5%	17.9%	28.7%		23.7%	9th	+5.0%	19.1%	22.5%	25.3%	27.2%	105th	+1.5%	
	At least one fixed term exclusion - EHCP	4.7%	5.0%	10.5%	9.0%		10.6%	3rd	-1.6%	10.0%	10.4%	10.6%	11.1%	32nd	-2.1%	
	At least one fixed term exclusion - SEN Support	8.8%	8.9%	8.4%	10.9%		10.5%	8th	+0.4%	9.3%	10.3%	11.0%	11.4%	70th	-0.5%	
	Permanent exclusion rate - EHCP	0.00%	0.00%	0.00%	0.00%		0.3%	1st	-0.3%	0.27%	0.27%	0.27%	0.31%	1st	-0.31%	
	Permanent exclusion rate - SEN Support	*	0.00%	0.00%	*		0.5%	*		0.44%	0.55%	0.59%	0.67%	*		
Special	Fixed term exclusion rate - EHCP	*	0.0%	0.0%	0.0%		13.1%	1st	-13.1%	13.6%	12.8%	11.9%	12.5%	1st	-12.5%	
	At least one fixed term exclusion - EHCP	*	0.0%	0.0%	0.0%		4.4%	1st	-4.4%	5.4%	5.1%	4.9%	5.0%	1st	-5.0%	
	Permanent exclusion rate - EHCP	0.00%	0.00%	0.00%	0.00%		0.1%	1st	-0.1%	0.07%	0.09%	0.09%	0.07%	1st	-0.07%	

**Table 8:**

The overall numbers for exclusions for 2017/18 and 2018/19 (to date) are:

	2018/19 so far (up to 21st May 2019)			2017/18 (full year)		
	FIXED	PERMANENT	TOTAL	FIXED	PERMANENT	TOTAL
<b>Primary</b>	85	0	85	141	3	144
<b>Secondary</b>	408	6	414	609	14	623
<b>ALL (includes Special and PRU)</b>	514	6	520	799	17	816