

**Falkirk Council**

**Title: Primary Behaviour Support**  
**Meeting: Inclusion Policy Development Panel**  
**Date: 1 February 2017**  
**Submitted By: Director of Children's Services**

**1. Purpose of Report**

- 1.1. This report presents the range of options for consideration by members in relation to the strategic operating model of the primary behaviour support provision, as requested by Members at the previous panel meeting.
- 1.2. Appendix 1 explains each option in greater detail.

**2. Recommendations**

**2.1 The Policy Development Panel is asked to:**

- (1) note the content of the report;**
- (2) agree that the current inclusion model is further developed as Falkirk Council's strategy of behaviour support; and**
- (3) instruct the Director of Children's Services to report to the results and recommendations to the next panel meeting.**

**3. Background**

**The current model**

- 3.1 The support that we have traditionally provided to children with social, emotional and behavioural difficulties has been part of a staged intervention approach which can be summarised as:
  - Children are provided with additional support in mainstream school from within the mainstream schools allocated resources.
  - Children receiving outreach support from Oxgang School and remain in mainstream (currently 40 children).
  - Children provided with a special school placement in Oxgang School (up to 24 children).
  - The families of children who attend Oxgang School are offered specialist family support from Barnardo's Education and Family Resources Intensive Team (formerly known as New Beginnings).

- Where children's educational needs cannot be met in Oxbang, an out of authority special school placement is offered. This group also includes children in residential school where their care needs indicate this is required (currently 4 children).
- 3.2 Notably, mainstream schools are providing their own support to a significant number of children through methods such as Nurture classes or groups, Support for Learning in groups or individually as well as more differentiated approaches offered by mainstream teachers.
- 3.3 There have been some challenges over the years ensuring that the range of approaches and interventions are aligned to the needs of the children and young people experiencing difficulty in mainstream school, while attempting to reduce the number of children and young people accessing out with authority provision.
- 3.4 Falkirk Council seeks to ensure that, as far as possible, our children and young people are cared for and educated locally.

#### **4. Considerations**

- 4.1 A presentation will be delivered by officers on the day of the panel to provide further information and exemplification of the options under consideration.
- 4.2 The three models for consideration are:
- Small provision within the Council and increased mainstream provision.
  - Cluster based units, either in every cluster or four double cluster bases.
  - Supported inclusion, where we seek to meet the individual needs of children in their mainstream school.

#### **5. Consultation**

- 5.1 Stakeholders will be engaged in consultation following a decision on the most appropriate model.

#### **6. Implications**

##### **Financial**

- 6.1 The proposals will be developed within the existing budgets of the service.

##### **Resources**

- 6.2 The service staffing structure will be developed to deliver the agreed model.

##### **Legal**

- 6.3 Legal implications will be detailed once the agreed model has been identified.

## **Risk**

- 6.4 The services current configuration carries a moderate risk of a higher than normal number of individual children requiring out with authority placement.

## **Equalities**

- 6.5 Equalities impact assessments will be required once the agreed model has been identified.

## **Sustainability/Environmental Impact**

- 6.6 No sustainability assessment was required as part of compiling this report and the main findings

## **7. Conclusions**

- 7.1 The small special school and outreach team offers a low risk approach in terms of transformational change as this is most similar to traditional Oxcang model of delivery. However in the long term it is less likely to be able to meet the demand.
- 7.2 The two cluster based approaches offer an easy solution and would be feasible to implement quickly. However these two options in isolation are unlikely to be able to meet the demand of the children with the most significant needs and both have challenges with the mix of children (age and needs).
- 7.3 The approach where there is a small special school and highly supportive mainstream schools is the most desirable in the long term, but has challenges in the short term for space requirements and ensuring children's needs are met.
- 7.4 The supported inclusion approach offers the most flexibility and most capacity to meet needs in a targeted way, although due to the highly individualised nature of the approach we will require to establish robust monitoring and evaluation procedures to ensure the long term quality of the provision.
- 7.5 These options require to be considered by schools and stakeholders to ensure that our recommendations are aligned to current and future needs.

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Director of Children's Services

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Date: 27 January 2017

## **Appendices**

Appendix 1 Models for Consideration

### **List of Background Papers:**

None

## **Models for consideration**

### **1. Tiers of specialist support**

- Tier 1: Within mainstream support – preventative approach [targeted to intensive]
- Tier 2: Short term increase in capacity in mainstream, [specialist support]
- Tier 3: Placement change for child – special unit or school [alternative placement]
- Tier 4: Relationship with independent special sector {outwith}

### **2. Models for organising Tier 3**

#### **(a) Model 1 – Small Authority Provision and Increased Mainstream Provision**

- The rationale for this approach is to invest in early intervention. This approach would re-deploy a significant resource either into the mainstream sector (or into tier 2 additional capacity).
- It needs to be particularly focused on early primary with a view to maintain children in their mainstream schools and developing their skills and knowledge in that context. There is considerable evidence that Nurture approaches are effective at this stage and largely considered to be cost-effective due to the prevention element reducing the number of children requiring more costly intervention.
- A nurture approach would involve each mainstream school being resourced to be able to offer a part week of small group education experience for children, prioritised for the early years.
- The specialist unit in this model would be required where the early intervention approach has been unsuccessful and prioritised for upper primary school. This would need to be a centrally based school or unit.
- Over time we would anticipate the number of children requiring this level of support reduces with the success of the early intervention approaches.

#### **(b) Model 2 – Cluster Based Units**

- In this approach there would be the creation of a small unit in each cluster of schools (or double cluster).
- Management would be provided by the base school in which the unit was hosted. Children requiring this level of support would change from their mainstream school to the designated school in the cluster for either the full week or a part-week depending on the model offered by the school.
- This approach would not prioritise children according to age.

### (c) Model 3 – Supported Inclusion

- In this approach the council would not offer a specialist unit or school as a placement.
- All children would remain with their mainstream school and additional support is provided either in the preventative approach (tier 1) or the capacity building approach (tier 2).
- It is likely that alternative venues for delivery of some education would be required to offer short programmes and be bases for periods of decompression with the express purpose of preparing and linking the child back to mainstream school.

### 3. Feasibility

- In each of the options there are risks and opportunities. For example the single cluster approach would appear to create over-supply in one area and potential under-supply in another at different points in time.
- The risk is that this approach would not best utilise the resource available. The table provides a summary analysis of the feasibility of delivering on each of 6 key factors.

#### Feasibility analysis

	Local	Deliver Quality	Space requirements	Leadership and management	Meets Demand		Cost effective
					Short term	Long term	
1a - small special school and early intervention in mainstream	High	High	Challenging	Medium	Low	High	High
1b small special school and outreach	Low	Medium	High	High	Medium	Medium	Medium
2a single cluster base	Medium	Low	High	Medium	Low	Low	Low
2b Double cluster base	Low	Medium	High	Medium	Medium	Medium	Low
3 Supported inclusion	High	Medium	High	Medium	High	High	Medium