



Norfolk County Council

Draft

Behaviour Support Plan

2004-2007

For consultation by 29th March 2004

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1. INTRODUCTION

- 1.1 The first Behaviour Support Plan (BSP) was published in December 1998 and revised in 2001. The Local Education Authority (LEA) is required to review progress and to publish a new Plan in April 2004.
- 1.2 The purpose of the Behaviour Support Plan is as outlined in the statutory guidance Circular 1/98 LEA Behaviour Support Plans (DfEE, section 527A of the Education Act 1996. (As inserted by Section 9 of The Education Act 1997):
 - prepare and review a statement detailing the arrangements, made, or proposed in Norfolk, for the education of children with behavioural difficulties.
- 1.3 This document sets out Norfolk's arrangements for the provision of advice and resources to schools for promoting good behaviour and discipline; including for education otherwise than at school and facilities for assisting pupils to find places at suitable schools. It also sets out how arrangements are made for pupils with behavioural difficulties who have special educational needs.
- 1.4 The key purpose of the BSP is to ensure that there are coherent, comprehensive and well-understood local arrangements for tackling pupil behaviour and discipline problems.
- 1.5 Working in close partnership with schools, governors, statutory and other agencies and alternative providers of support, the Norfolk County Council's Education Department (LEA) has lead responsibility for developing a strategic plan for the provision of services.
- 1.6 On behalf of the LEA, schools are primarily responsible for managing the behaviour of their pupils, for undertaking assessments of the needs of pupils and for preparing appropriate programmes to better support some pupils.
- 1.7 The role of the LEA is to ensure the provision of high quality, well co-ordinated pupil assessment and support services with well-qualified staff who are skilled in working with children and young people experiencing, or at risk of developing, behavioural difficulties.
- 1.8 To achieve this the LEA provides:
 - training appropriate for teaching and non-teaching staff;
 - opportunities to identify and share best practice;
 - access to advice and support for parents/carers(s);
 - alternative provision, where appropriate;

- oversight and monitoring of support to particularly vulnerable groups such as excluded pupils or those at risk of exclusion, pupils from minority ethnic groups, including looked after children, travellers, young offenders, boys, refugees, pregnant school girls, transfer between primary and secondary school, school phobia / refusers, minority ethnic groups, drug abusers, young carers, children on protection register, pupils with social, emotional difficulties, pupils with mental health problems and pupils who are or have been bullied.

1.9 In setting out the Behaviour Support Plan the LEA has the following **aims**:

- To ensure that pupils with behavioural difficulties are placed in a school or educational setting suitable to their age, aptitude or ability;
- to improve inclusive support for schools in conjunction with other agencies;
- to adopt a strategic approach to supporting schools in promoting co-operative behaviour and managing challenging behaviour;
- to enhance the provision for pupils being educated otherwise than at school;
- to particularly focus on prevention and early intervention strategies to reduce the risk of any pupil failing to succeed educationally;
- to improve the social and emotional well-being of pupils as part of the wider aim of raising achievement so that this is focused on overall school improvement and performance.

1.10 It is important to remember that the majority of children and young people in Norfolk schools behave very well and conform to the expectations of the school and the community. Schools have a responsibility to ensure that good behaviour is valued and reports from Ofsted in the main indicate Norfolk Schools are successful in this regard.

2. VISION AND PRINCIPLES

- 2.1 Norfolk County Council believes that all children and young people are entitled to equality of educational opportunity. Education in the mainstream setting is a fundamental right of all pupils, including those who are at risk of developing behavioural difficulties and those who present challenging behaviour, unless there are child-focused reasons why this should not be the case. Within the mainstream setting every pupil is entitled to full and equal access to the curriculum and all aspects of school life. This belief is endorsed by the Special Educational Needs and Disability Act (SENDA) 2001 which provided an enhanced right for pupils with SEN to a mainstream education. The Act amended the Education Act 1996 and provided a positive endorsement of inclusion. "Where parents wish for a mainstream education for their child everything possible should be done to provide it." (Ofsted, 2003) This is further supported by the LEA's Accessibility Strategy and Action Plan (2003); (Disability Discrimination Act, 1995). Schools and LEAs have been given new legal duties under these amendments:-
- to act in a way which does not discriminate against current or prospective pupils.
 - conferring a duty on the governing body not to discriminate and to take actions to improve accessibility.
- 2.2 For the minority of pupils for whom mainstream provision is problematic Norfolk will pursue the greatest possible inclusion by providing the least restrictive environment in which their needs can be met.
- 2.3 Behaviour is relative to the context in which it occurs. Behaviour which is co-operative and/or challenging may be increased or reduced as much by the educational environment as by the pupil's strengths and difficulties. A child's behaviour may be problematic in one setting but appropriate in another.
- 2.4 Norfolk upholds the view that there should be a full continuum of provision available for children and young people ranging from mainstream through to highly specialised placements when necessary, including alternatives to school where appropriate.
- 2.5 Provision should be based on partnership working with schools, governors, statutory and other agencies, services, voluntary organisations, parent/carer(s) and others.
- 2.6 Provision and approaches should take account of national priorities and targets as well as locally determined needs.
- 2.7 Provision made should be based on the efficient use of resources.
- 2.8 Provision should be of high quality and subject to performance measures and evaluation.
- 2.9 Provision for pupils should be made based on a thorough assessment of identified needs. It should plan to meet these needs and be outlined in clear, objective terms; usually through a Pastoral Support Programme (PSP). In the case of some

pupils, such as children in public care, this is best achieved via other planning documents (eg, Care Plan and Personal Education Plan (PEP)). The 'Code of Practice for Special Educational Needs' (DfES 2002) and associated toolkit offers clear guidance about meeting children's needs. Future developments in SEN will be made in keeping with the SEN Action Programme (DfES 2004) entitled "Removing Barriers to Achievements: The Government's Strategy for SEN". School staff also need to contribute to the overall assessment of children in need under the Children Act (1989), working within the 'Framework for Assessment of Children in Need and their Families'.

- 2.10 Tracking of individual pupils and groups of pupils causing concern takes place in schools and the LEA ensures that all children and young people of statutory school age are receiving full-time education in the most appropriate setting. For those pupils who are out of school we will ensure a speedy return. Tracking of pupils also enables us to identify trends and to keep our procedures under examination to ensure pupils are not disadvantaged by virtue of their gender, race, religion, disability or family background (ie, children in public care).
- 2.11 Resources should be allocated on an equitable and transparent basis in the interests of promoting pupil attainment and progress. Budget holders will be responsible for the resources they manage and the outcomes they achieve and services provided will be accountable.
- 2.12 Specific improvements will be made to improve and establish greater consistency and improved co-ordination of service delivery in keeping with the Council's response to the Green Paper 'Every Child Matters' (2003) in order to:
- promote co-operative behaviour;
 - manage challenging behaviour;
 - meet the needs of children and young people who experience emotional and behavioural difficulties;
 - prevent problems occurring through early identification and high quality intervention strategies based on sound research evidence;
 - co-ordinate the provision of high quality support to children out of school.
- 2.13 In April 2002 this County Council published "The Framework for Development for Children with Special or Additional Educational Needs in Norfolk". We are committed to the view that the major focus for inclusive education is mainstream schools and that by helping schools to develop an appropriate ethos and culture we will help them to become more inclusive. The Norfolk Learning Statement, which adopts the International Salamanca Agreement on inclusion, makes explicit commitment in this regard.

3. CURRENT PROVISION ARRANGEMENTS

- 3.1 Norfolk maintains a range of provision to respond to the needs of pupils with emotional and behavioural difficulties, adopting the graduated response outlined in the Special Educational Needs Code of Practice (2001).
- 3.2 There are currently 578 (as at January 2004) pupils experiencing emotional and behavioural difficulties on whom the LEA maintains a statement of SEN. This represents approximately 0.5% of the total pupil population. These are the pupils who have the most severe and complex needs.
- 3.3 All schools, both mainstream and specialist, have behaviour policies which establish clear expectations of behaviour within school and describe procedures for monitoring this and responding to uncooperative or inappropriate behaviour.
- 3.4 Norfolk County Council maintains a range of specialist support staff through The Pupil Access and Support Service (PASS). These include Educational Psychologists (27.9fte), 180 behaviour support staff (teaching and non-teaching) located in the four area Pupil Referral Units. Staff provide consultation, advice and training for Headteachers and school staff on policy development and review. They work with staff and parents to develop curriculum approaches and promote co-operative behaviour, behaviour management skills and individual programmes of support for pupils who are persistently behaving inappropriately in and around school. Where behaviour difficulties arise through unmet learning needs PASS provides specialist help to provide advice on strategies for improving access to learning.

The PASS also has 32 fte Education Social Workers whose responsibility it is to promote and ensure good attendance at school on behalf of the LEA.

- 3.5 In addition support is available from the Youth and Community Service, Healthy Norfolk Schools, Traveller Education Service, Early Years and Childcare, Norfolk Education Advisory Services, Drug Action Team, Child and Adolescence Mental Health Services, Youth Offending Team, Connexions, Include, Learning Support Units and Centres in mainstream schools. Nurture Groups and the Children and Families (Social Services) Department of the County Council.
- 3.6 Norfolk County Council's Education Department also maintains specialist residential placements at Eaton Hall School in Norwich including the provision of outreach support as well as some supported placements in other specialist schools such as Fred Nicholson School and Sidestrand Hall School.
- 3.7 For some pupils who have the most exceptional needs it can prove necessary to seek a placement in specialist facilities beyond Norfolk County Council's own provision. Currently there are 181 pupils in independent schools (January 2004), including schools not maintained by Norfolk but by other LEAs. This represents 0.16% of the total pupil population and 4.4% of the statemented population.

Officers constantly monitor this aspect of provision to ensure it is justified in each and every case. However, some pupils needs are so complex and/or rare that it would be impossible for Norfolk to provide all the specialist facilities or expertise

necessary within the County. We do, however, seek to reduce any unnecessary and avoidable out of County placements.

- 3.8 The County SEN Adviser, in liaison with The PASS staff, co-ordinates an extensive programme of training for teachers and other school staff on key aspects of behaviour management including the use of positive handling strategies.
- 3.9 The Connexions Norfolk is a new inclusive service for young people designed to improve information, advice, guidance and support to all 13-19 year olds to help them make a smooth transition from adolescence to adulthood. Every young person can have access to a Personal Adviser (PA) through a range of delivery partners and via service level agreements with County Council providers. They seek to bring about improvements in young people's behaviour, ensure effective reintegration into education, training and work; reduce school exclusions and improve attendance. Connexions Personal Advisers identify disaffected young people and help them to engage in learning and/or employment. The Connexions Partnership knows the types, location and availability of provision for young people to promote their personal and social development; particularly those who feel marginalised or are hard to reach.
- 3.10 The range of LEA support available includes:
- a broad, balanced and suitably differentiated curriculum;
 - school-based assessment procedures (school action and school action plus) to track individual pupil's strengths and identify and meet specific areas of need;
 - monitoring procedures so as to track pupils' progress and identify areas to improve;
 - pastoral support systems in schools to provide and support pupils' welfare and personal development;
 - whole-school behaviour policy to encourage positive behaviour and control areas of non-discipline. These include an explicit framework of rewards and sanctions;
 - additional resources for those whose needs are greater than those of their peers co-ordinated by the Special Educational Needs Co-ordinator (SENCO);
 - involvement of parents/carer(s) in the planning and implementation of programmes designed to increase pupil's skills in managing their own behaviour;
 - liaison with outside agencies and specialist centres such as PRUs to enhance provision and extend additional provision beyond the mainstream school;
 - managed moves as a way of providing an alternative fresh start at a new school and to reduce unnecessary exclusions;
 - constructive support and advice to schools and governors in the exclusions process;
 - work related, alternative curriculum provision for Year 10 and Year 11 pupils identified by schools as being at risk of exclusion in partnership with Youth and Community Service, local employers, and NEAS;

- 3.11 Following the Best Value Review of Support to Individual Pupils (2001-2) an internal departmental working group of Headteachers and officers met to complete a Review of Provision in Norfolk to meet the needs of pupils with Social, Emotional and Behavioural Difficulties. This document is available on www.esinet.org.uk.
- 3.12 Furthermore, during Autumn Term 2003 a formal, detailed review of progress made over the whole term of the BSP was conducted with partners and services. Examination of the achievements outlined in this document, (Review of Behaviour Support Plan 2001 - 2004 - Achievements to Date) is also available on www.esinet.org.uk. This can be considered alongside the review of the objectives outlined in BSPII (2001-2004).

4 STRATEGY FOR IMPROVEMENT

- 4.1 Norfolk County Council acknowledges that greater attention needs to be paid to developing the overall strategy for promoting positive behaviour on a County wide basis. Hitherto the Behaviour Support Plan has summarised a plethora of services and provision of support to schools. Greater attention needs to be paid for the future to the setting of strategic direction to ensure priorities are clearly determined. For example, the recent Crime and Disorder Reduction Partnership Inspection (Dec 2003) identified evidence of a range of good practices but “a lack of a fully integrated programme to ensure each pupil receives full-time alternative provision for excluded pupils” (ie, Pastoral Support Programmes).
- 4.2 There is a strong link between unresolved learning difficulties and social, emotional and behavioural difficulties. Therefore, the Behaviour Support Plan needs to be seen in the overarching context of the Education Development Plan and in the future the overall Single Education Plan. **Strategic planning for behaviour support will be incorporated in the future into the Single Education Plan, and we will no longer be required to maintain a BSP in its current form.** We will, however, need to develop a structure for operational planning for behaviour support to ensure appropriate underpinning is in place for the Single Education Plan.
- 4.3 Clearly the new coherent arrangements for Norfolk schools to tackle behaviour and attendance problems and for these to be an integrated part of school improvement provides Norfolk with a framework for success. The Key Stage 3 National Strategy (Behaviour and Attendance strand and support for excellence clusters) as well as the primary national strategy pilot (behaviour and attendance) are important vehicles for change in this regard.
- 4.4 In this rapidly changing context Norfolk intends to demonstrate a firm and clear commitment to improving standards of behaviour through:
- implementation and delivery of the key aspects of the Key Stage 3 Strategy for all secondary schools through the new expert behaviour consultants who will provide review, training and consultancy support;
 - delivery of the behaviour and attendance strand of the Primary Strategy 2003-2005 (Excellence and Enjoyment - A Strategy for Primary Schools, May 2003) as one of 25 pilot LEAs. This programme will help us to combine good behaviour and attendance in teaching and learning in schools;
 - the CAMHS initiative for the piloting of the new Behaviour and Education Support Team (BEST) in an area of central Norwich, evaluate and roll out across the County in accordance with the Child and Mental Health Service strategy;
 - development of a strategy for improving attendance in schools and reducing truancy in liaison with DfES adviser and consultant; improving pupil chances of improved educational success. The Public Service Agreement priorities will be clearly linked in this regard;
 - continuing to ensure the provision of full-time education for all excluded pupils;

- development of a systematic and integrated approach to service delivery to support schools in managing behaviour which is based on inter-agency collaboration with reconciled performance targets which are shared and owned by different providers. In particular this new development offers the Behaviour and Education Support Team, multi-agency Child and Adolescent Mental Health Strategy teams working with cluster schools to provide an early intervention model of intensive key-worker support to children aged 5-13 years as an important step in enhancing mainstream school support;
 - partnership working with Excellence Clusters in Thetford, Great Yarmouth and Norwich (Earlham).
 - the development of communication systems to exchange information to track children, for example through Identification, Referral and Tracking;
- 4.5 In order to achieve the above Norfolk County Council intends to set up a small tightly knit core group to take up the leadership and teamwork required to turn this vision into a reality. This will be led by the Pupil Access and Support Service Attendance and Behaviour Manager. The key members of the group will include a representative from the Pupil Referral Units, Educational Psychology and Specialist Support, Youth and Community, Connexions, Youth Offending Team, Schools, Early Years Development and Child Care Partnership, Key Stage 3 Strategy Advisers, Social Services (Children and Families), CAMHS. Effective dissemination of progress will be achieved through a wider reference group involving all stakeholders.
- 4.6 Progress in improving performance will be achieved through the above as well as through setting and sharing performance indicators.
- 4.7 In addition to developing opportunities for prevention and early identification, Norfolk has identified key groups of children and young people who are recognised as being at particular risk of disaffection or failure in schools. These priority groups are as follows:
- children in public care
 - traveller pupils
 - pupils who are out of school
 - children and young people with mental health problems.
- 4.8 It is evident that a continuum of provision is needed to ensure that individual children and young people and their school have an appropriate level of support. The following diagram helps to outline the continuum of support Norfolk will provide.

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PARTNERSHIP MODEL

Continuum of Need and Provision for Behaviour

**Whole School / Early
Years Setting Approach
to Prevention**

**County's Attendance and
Behaviour Strategy**

Specialist Support

Specialist Provision

Training for staff
Policy and curriculum development
PHCSE
Healthy Schools
Primary National Strategy (Behaviour and Attendance)
Primary Key Stage 3 Strategy (Behaviour and Attendance)

eg PASS
DAT
YOT
Police
Connexions
CDRPs

Secure accommodation
Residential special
school
Child and Mental Health
Strategy

Discipline

Naughty
Disruptive
Insolent
Shy
Forgetful

Breaking school rules

Moods
Bullying
Swearing
Social/
Emotional Problems

Petty Crime

Offensive Behaviour
Violence
Aggression
Depression

Persistent Serious Offences

high level SEN/EBD
severe depression
occasional serious
offences

Behaviour

School Responsibility

School Action
eg Parental involvement
Anti-Bullying
Differentiation
Learning Support Units

Joint School and Agency

School Action Plus
eg Mentoring
Nurture Groups
Outreach Support
Alternative Curriculum

LEAs and Other Agency Responsibilities

Statutory Action

Responsibility

5 MONITORING AND EVALUATION

- 5.1 Throughout the development of the Behaviour Support Plan a number of aims have been reaffirmed.
- 5.2 These aims include the intention to:
- move resources towards prevention linked to early identification;
 - address issues of over-representation of key vulnerable groups, e.g. children in public care and exclusions, children and young people known to the criminal justice system and out of school;
 - identify and rectify gaps in provision based in mainstream schools;
 - identify and disseminate good practice;
 - offer a more coherent structure of provision for pupils out of school;
 - enhance opportunities for increased school self-evaluation.
- 5.3 A crucial element in ensuring that the LEA and partners continuously improve performance for these pupils is the identification of clear monitoring and evaluation procedures. To date, in the main, this takes place internally within separate providers.
- 5.4 As of September 2003 The Pupil Access and Support Service became a single unified service with an enhanced approach towards improving attendance and behaviour. This took place as a key outcome from the Best Value Review of Support to Individual Pupils which took place in 2002. The process of translating this into local delivery is now in progress.
- 5.5 The Attendance and Behaviour Manager (PASS) will be responsible for reporting on progress to the Departmental Management Team and to elected Members and to other partners/agencies as appropriate though in particular
- a core partnership development group including relevant agencies/services and
 - a wider multi-agency reference group for disseminating good practice and to set creative solutions to new problems.

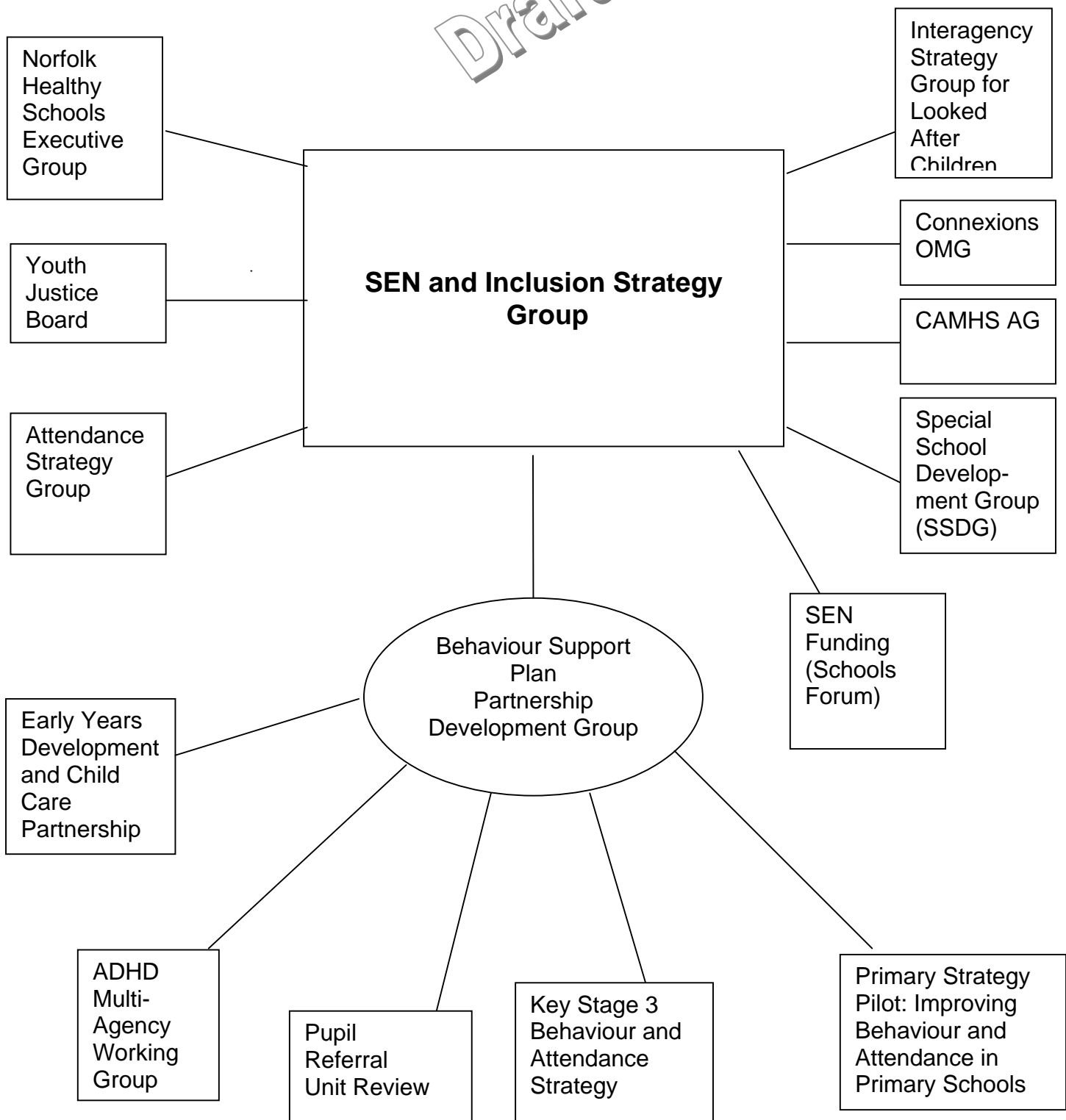
These groups will be dynamic and strategic and the core group will focus on the achievements of specific targets and the evaluation of successful and less successful local strategies in Norfolk.

- 5.6 From the perspective of the school, the following aspects are crucial:
- the ongoing review and production of behaviour policy in the light of the national and local strategies;
 - the improvement in achievement of pupils in academic, personal and social activities;
 - a rise in the number of pupils achieving success through alternatively accredited programmes of study;
 - increased emphasis on school self-evaluation;

- a continued reduction in the number of fixed term and permanent exclusions;
- an increase in the number of excluded pupils returning to mainstream and special schools within the County;
- improved attendance rates in keeping with national and local targets;
- an increase in the involvement of parent/carer(s) supporting achievements;
- evidence of early identification, intervention and improvements in service delivery for vulnerable children and young people.

- 5.7 Schools and governing bodies will monitor the progress the school is making in promoting positive behaviour, commenting on these in relation to SEN in their annual report to parents.
- 5.8 Ofsted will continue to monitor the quality of support in school (including PRUs) for behaviour through the Inspection framework.
- 5.9 The officers within PASS will report on progress made to a new SEN and Inclusion Strategy Group (see overleaf) which will improve co-ordination, communication and strategic direction.

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6 ACTION PLAN (2004-2007)

- 6.1 The Review of the Behaviour Support Plan undertaken in the Autumn Term 2003 identified a range of achievements over the three-year period. This is available on www.norfolk.esinet.org.uk.
- 6.2 In addition LEA staff and partners identified a number of perceived new demands and identified areas for future development for 2004-2007.
- 6.3 The following information outlines the key priority areas which will be further developed by the BSP Partnership Development Group and operational details will be outlined in a subsequent document for schools and other partners (work in progress).

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**BEHAVIOUR SUPPORT PLAN
2004-2007**

ACTION PLAN

KEY PRIORITY AREA 1:	To promote co-operative and positive behaviour, including preventative strategies with partner services/agencies/parents/carer(s) to improve emotional literacy in schools.
KEY PRIORITY AREA 2:	To support schools and early years settings in meeting the individual needs of pupils who experience emotional and behavioural difficulties.
KEY PRIORITY AREA 3:	To promote good attendance through the LEAs Attendance Strategy.
KEY PRIORITY AREA 4:	To promote good practice.
KEY PRIORITY AREA 5	<p>To improve support for vulnerable children and young people and their families for instance</p> <ul style="list-style-type: none">- enhanced tracking of pupils who are at risk;- via review of the role and function of the PRU including funding arrangements;- increasing the provision of full-time/alternative support to pupils out of school;- improving the educational achievements of children in public care.
KEY PRIORITY AREA 6	To set up a co-ordinated inter-agency approach to specialist support for behaviour.

GLOSSARY

ACPC	Area Child Protection Committee
ADHD	Attention Deficit Hyperactivity Disorder
ASD	Autistic Spectrum Disorders
CAMHS	Child and Adolescent Mental Health Strategy
DAT	Drug Action Team
DfEE	Department for Education and Employment
EAL	English as an Additional Language
EBD	Emotional and Behavioural Difficulties
EYDCP	Early Years Development and Child Care Partnership
GCSE	General Certificate of Secondary Education
GNVQ	General National Vocational Qualification
HIMP	Health Improvement Plan
ICT	Information Communication Technology
LEA	Local Education Authority
LSU	Learning Support Unit
NEAS	Norfolk Education Advisory Service
NFER	National Foundation for Educational Research
NHSS	Norfolk Healthy School Standard
NPAS	Norfolk Pupil Attendance Service
NPS	Norfolk Psychological Service
Ofsted	Office for Standards in Education
PA	Personal Adviser
PA&SS	Pupil Access and Support Service
PCT	Primary Care Trust

PEP	Personal Education Plan
PESO	Pupil Entitlement Support Officer
PSP	Pastoral Support Programme
PSHE	Personal, Social and Health Education
PRG	Pupil Retention Grant
PRU	Pupil Referral Unit
RDA	Review and Development Adviser
S&AO	Statement and Assessment Officer
SATS	Standard Assessment Tasks and Tests
S&CB	Severe and Challenging Behaviour
SEN	Special Educational Needs
SENCO	Special Educational Needs Co-ordinator
SEO	Senior Education Officer
SSD	Social Services Department
SST	School Support Team
TES	Traveller Education Service
VTs	Visiting Teacher Service
YOT	Youth Offending Team