


Details of Leadership Team meeting or (in the case of individual Lead Member or Executive Director decisions) by whom and the <u>earliest</u> date the decision will be taken	Leadership Team Date of report: 25/06/21 Date of decision (i.e. not before): 07/07/21	 THE ROYAL BOROUGH OF KENSINGTON AND CHELSEA
Forward Plan ref:	05947/21/K/A North Kensington Inclusion Pilot	
Report title	NORTH KENSINGTON SCHOOL INCLUSION PILOT	
Reporting officer	Sarah Newman, Executive Director of Bi-Borough Children's Services	
Key decision	Yes	
Access to information classification	Public	
Wards	North Kensington	

1. EXECUTIVE SUMMARY

- 1.1. In December 2020, as part of the Grenfell Recovery Resourcing Framework, the Leadership Team agreed to set aside some funding for a pilot programme to promote inclusion and reduce exclusions in North Kensington. This pilot is also aiming to put into practice the Inclusion Strategy passed at the Leadership Team in March 2021.
- 1.2. This is a targeted project which sits alongside mainstream Council provision and aims to work collaboratively with children, parents and schools in a trauma-informed way, in recognition of the ongoing impact of the Grenfell tragedy in the local community.
- 1.3. The proposed pilot, which is due to be in place by September 2021 aims to support children, parents and schools with the following offer:
 - Embedded early help support to work with families and schools in North Kensington

- Provision of specialist advice and advocacy on education-based matters for parents and carers in partnership with a local voluntary and community sector (VCS) organisation
- The further roll out and embedding the learning of trauma informed training, champions and reflective practice.

2. RECOMMENDATIONS

2.1. The Leadership Team is asked to:

- a) Approve the proposal to offer embedded trauma informed resource to schools in north Kensington to support pupils, families and the school community as detailed in paragraphs 5.3-5.14 of this report.
- b) Approve a three year grant of no more than £90,000 to a local VCS organisation to deliver specialist advice and advocacy focussed on education matters as detailed in paragraphs 5.17 -5.21.
- c) Delegate authority to the Director of Family Services following consultation with the Lead Member for Family and Children Services to approve the grant funding agreement for a local VCS organisation for the delivery of the services as set out in paragraph 5.17-5.21

3. REASONS FOR DECISION

3.1. We know the North Kensington community will face significant challenges over the coming months and years, particularly with COVID recovery, the ongoing impact of the Grenfell Tower Inquiry and decisions about the future of the Tower. Against this backdrop, a trauma-informed approach will be particularly important. We know parents and schools are concerned about these issues and by investing in this targeted programme, we hope to try and ensure that they do not have an adverse impact on school exclusions.

3.2. By embedding a trauma-informed approach, collectively addressing behaviours through this lens and building better relationships between children, parents and schools, we hope this project will contribute to both addressing the ongoing impact of the Grenfell tragedy in the local community and building a positive long-term legacy from the tragedy in this area.

4. BACKGROUND

4.1. In recent years there has been significant national and local focus on exclusion levels. The council is committed to tackling exclusions and recently developed an ambitious Inclusion Strategy which aims to:

- Reduce the number of children and young people being removed from mainstream education as a result of their behaviour.
- Address factors that lead to specific groups of children and young people being disproportionately affected by exclusion.

- Drive a whole system commitment to work with children and young people at risk of exclusion in a trauma informed way.
- Improve outcomes for children and young people who are excluded.
- Improve reintegration rates from alternative provision back into mainstream

4.2. In addition to this, we know there is significant local interest in exclusions among parents, particularly in North Kensington. The ongoing impact of the Grenfell tragedy on the local community underscores the importance of working collaboratively with children, parents and schools in a trauma-informed way.

4.3. During the period that the Inclusion Strategy was developed, there has been a shift in the focus of the conversations between professionals and links between different parts of the system have been strengthened. The latest fixed-term exclusion data, subject to DfE validation, suggests that this picture has already begun to move in a positive direction (see table below).

Reduction in secondary fixed term exclusions per month from September 2019 to February 2020 compared to the same period the previous year						
	Sept	Oct	Nov	Dec	Jan	Feb
Kensington and Chelsea	-7	0	-17	-48	2	-7
Westminster	-34	-49	-38	-34	5	-51

4.4. Despite these improved trends, we know that the rate of exclusion in RBKC remains high when compared to inner London and national rates. This trend is felt more keenly in North Kensington where in 2018/19, 61% of all fixed term exclusions were for residents of only four wards: Notting Dale (22%), Golborne (17%), Colville (12%) and Dalgarno (10%). This trend, alongside feedback from the community, make promoting inclusion and tackling exclusion a key priority, as reflected in the commitments made in the Grenfell Recovery resourcing framework.

4.5. In addition to focusing on school inclusion in North Kensington, the Resourcing Framework considered by the Leadership Team in December also included a proposal to provide additional targeted support to help narrow the gap for children affected by the tragedy.

- 4.6. Funding was committed from the Grenfell Recovery budget towards the expansion of the ParentChild+ programme. The ParentChild+ programme is an evidence-based programme that promotes utilises community volunteers visiting families twice a week. It focuses on play and books to promote attachment and attunement between parent and child in order to improve speech and language, which is a key intervention to narrow the gap in school readiness between vulnerable children and their peers. The funding has been ringfenced for 20 families directly affected by the Grenfell tragedy, including bereaved and survivor children and those impacted in the wider community. The expansion went live in January 2021 and has been delivered in close liaison with the Dedicated Services in order to identify potential service users. At present, nearly 50% of the ringfenced places have been filled. A quarterly project board meets to review progress and the performance to date has been positive – as observed through low attrition rates and direct feedback from parents on the programme.

5. OPTIONS, ANALYSIS AND PROPOSALS

- 5.1. Teams within Children’s Services have been working collaboratively to support those children and young people that have been or are at risk of exclusion via a range of initiatives.
- 5.2. In Early Help, the Inclusion Programme, which seeks to offer a ‘team around the family’ approach to supporting those at risk of exclusion has worked with a small cohort and has made a positive impact in reducing incidents of poor behaviour which has in turn reduced the overall risk of fixed term or permanent exclusions for the pupils participating. Early help have also resourced trauma informed training across schools and community partners to develop shared understandings of some of the context of poor behaviour and effective ways to manage it.
- 5.3. We have been working with key community partners, schools and parents to look at what more could be done in this area to go beyond what’s already offered. The feedback from those discussions has been used to inform the proposals detailed in this paper. Early Help run a termly community reference group attended by colleagues from Clement James, Westway Trust, and Al Mannar who all undertake advocacy with parents and identified a need over many years of experience for specialist dedicated advocacy. We also invite all secondary inclusion leads to a termly meeting to review issues and what works. They are all sighted and support this proposal.

Embedded Early Help support

- 5.4. To build on the positive initiatives in place, this proposal seeks to bolster the support mechanisms available for children and young people, their parents/carers, school staff and VCS representatives through a model that would see additional specialist Early Help resource embedded into local schools and investment made into the local VCS to provide specialist advice and advocacy on school related matters. The proposal is borne out of feedback from the community, schools and VCS organisations in North Kensington who have expressed a keenness to intervene early and be more involved in supporting those at risk of exclusion and to know how to effectively navigate the processes associated when a child is removed from mainstream education.
- 5.5. Initially working with a group of primary and secondary schools across North Kensington which have higher levels of exclusions and/or a high proportion of children and young people with characteristics that are shown to be disproportionately overrepresented in data on exclusions, this pilot will take a trauma informed approach to addressing better engagement of vulnerable children in schools.
- 5.6. Change will be promoted by embedding skilled staff (systemically trained and trauma informed practitioners) into the schools. They will focus on working alongside the school's leadership team to identify pupils who may be at risk of exclusion both in the short and longer term. The focus of the work will be to address underlying issues that lead to exclusions using a systemic and trauma informed whole school approach to address, poor attendance, behaviour issues, family and parental support needs that are often barriers to progress. By intervening early and acting quickly there is evidence that it should be possible to prevent pupils from being excluded from school. This will build on existing support structures and processes in place in each school. The offer from the additional dedicated Early Help workers will be personalised to meet the needs of pupils and their families at each setting, and can involve a number of approaches, such as:
 - A dedicated family practitioner to support each child and family working on relationships and, supporting school behaviour programmes,
 - Dedicated family work including parenting and couples work
 - Systemic family therapist offering support
 - Non-Violent Resistant Programme
 - One-to-one or group mentoring for the child, where appropriate.
 - Regular Team Around the Family meetings
 - Support from a senior worker for school inclusion panels and team around the school arrangements

- Provide advice and training for other professionals supported by the trauma informed lead and programme of training planned for 2021/22.

5.7. The embedded workers will make use of their wider professional, health and voluntary sector and community contacts to provide the most appropriate type of support depending on presenting need. The embedded workers will work closely with the local authority education outreach service to draw on specialist advice when pupils are presenting specific needs (e.g., autism traits, speech and language delay).

Target cohort

5.8. We know that boys, children who are looked after, living in poverty, have SEN or from certain ethnic minorities, are disproportionately excluded from schools.

5.9. The Equalities Impact Analysis undertaken in conjunction this piece of work highlights that the protected characteristics of Sex, Ethnicity and Disability are more likely to be affected by exclusion from school.

- Disability – The rate of students in alternative provision with SEN support is much higher locally than in other areas. The proportion of pupils in the excluded population with SEN support stands at 93.8% in RBKC, this is above the London average of 64.9%. This trend suggests that some children and young people in RBKC are being placed into AP with unidentified or unmet specialist needs.
- Race – Across the bi-borough children and young people from certain ethnic backgrounds are disproportionately affected by exclusions. Children and young people from BAME backgrounds are more likely to receive a fixed term exclusion standing at 8.0% in RBKC, compared to the national average of 3.9%. The proportion of children and young people from black Caribbean backgrounds is around 2.5 times higher in alternative provision than in our mainstream secondary population and are therefore over-represented in the excluded cohort.
- Sex – Boys are overrepresented in the excluded cohort, making up over 70%. This is replicated across London, as well as nationally.

Target schools

5.10. Alongside our work with key community partners, we are also working with individual schools to ensure the model is tailored to meet the specific needs of their pupils. All the schools listed below have been contacted and are supportive except for Holland Park where we await a response. We are now working on the detail of implementation with each of school subject to this decision.

Target schools and resource requirement

<i>Trends across target schools</i>					
	<i>Cohort</i>	<i>% with EHCP</i>	<i>% with SEN Support</i>	<i>% eligible for FSM</i>	<i>% EAL Other Language</i>
<i>RBKC Primary</i>					
<i>Ark Brunel</i>	352	6.0%	9.4%	41.8%	64.2%
<i>Avondale</i>	327	4.9%	29.7%	52%	68.2%
<i>Colville</i>	466	2.6%	13.3%	22.1%	61.2%
<i>Oxford Gardens</i>	314	2.9%	11.1%	56.4%	38.9%
<i>St Charles</i>	264	3.0%	14.0%	36.4%	40.9%
<i>RBKC Secondary</i>					
<i>All Saints</i>	588	4.8%	14.3%	35.2%	61.1%
<i>Holland Park</i>	1398	3.4%	8.3%	20.5%	53.8%
<i>KAA</i>	1227	4.4%	12%	43.3%	50.6%

<i>Fixed and Permanent Exclusion Trends</i>								
	<i>15/16</i>		<i>16/17</i>		<i>17/18</i>		<i>18/19</i>	
	<i>Pex</i>	<i>Fixed</i>	<i>Pex</i>	<i>Fixed</i>	<i>Pex</i>	<i>Fixed</i>	<i>Pex</i>	<i>Fixed</i>
<i>RBKC Primary</i>								
<i>Ark Brunel</i>	0	2	0	1	0	3	0	2
<i>Avondale</i>	0	2	0	4	1	3	0	1
<i>Colville</i>	0	1	0	5	0	2	0	4
<i>Oxford Gardens</i>	0	1	1	26	0	25	1	7
<i>St Charles</i>	0	4	1	5	0	9	0	0
<i>RBKC Secondary</i>								
<i>All Saints</i>	1	58	4	154	0	86	2	125
<i>Holland Park</i>	1	63	0	83	0	108	0	101
<i>KAA</i>	0	72	0	11	3	190	5	272

5.11. To support the desired step change in the levels or exclusions and also the behaviours arising in the target schools the proposal would create a dedicated mini team for this project overseen by Early help North Family Hub as follows:

- 3 x Early Help Practitioners
- 0.8 FTE Senior Early Help Practitioner

5.12. The budget implication for the additional resource over a three-year period is £455,330 which covers salary and on-costs.

5.13. Below is a snapshot of the anticipated caseload at any one time, which is similar to a typical caseload within our Early Help service. We anticipate that families where need is greatest would be supported for at least 2 terms but usually a whole academic year to ensure any change was embedded. We want to ensure as many children and families as possible benefit from this programme, but we are clear that in order to achieve demonstrable outcomes and effect long-term sustainable change in this area we need to prioritise the quality of engagement and work with families, using an intensive ‘team around the family’ approach. It is expected that a minimum of 120 families would be supported via the programme over the three years the pilot is in place.

School	Estimated FTE (3.8)	Anticipated Caseload
KAA	1	10
HP	0.4	4
All Saints	0.4	4
5 x primaries	2	20
	3.8	38

Expected outcomes

- 5.14. To measure the impact of the approach, practitioners will work with schools to understand how behaviour points are accumulated at each school and will create a baseline for reporting. The baselines will be used to assess a pupil’s movement across behaviour points out of the total cohort worked with.
- 5.15. As well as reducing the number of exclusions in the schools concerned, there is an intention to demonstrate a wider impact upon the educational outcomes for the children targeted (for example, increased attendance, improving engagement with learning evidenced in increasing SAT or other relevant Key Stage assessments).
- 5.16. We will monitor this data regularly and will report annually on the outcomes from the pilot as part of the Grenfell Recovery impact reports and also to the recently established RBKC Education Partnership Board. As part of this, we will also share this data with users, residents and other interested partners in the local community.

Specialist advice and advocacy

- 5.17. In addition to supporting children and young people through embedding workers at select schools, we also recognise the importance of ensuring parents and carers feel confident supporting their children and managing behaviour. The VCS community reference group and the scrutiny review identified that alongside more capacity to support children and families, specialist independent advice and advocacy would be of benefit to families to navigate relationships and exclusion processes. Parents and Carers can often be the best advocate for their child, and we should take steps to support them with the information and skills to do this confidently. We are seeking to work in partnership with a local VCS organisation in North Kensington to provide specialist advice and advocacy support to families for school related matters (e.g., issues relating to attendance, exclusions, managed moves etc.)
- 5.18. The intention of this type of provision would be to support parents and carers to have a voice, be informed and feel more in control when having to navigate educational processes. Alongside providing information and guidance, the advocate would be expected to promote understanding and collaboration between schools, Early Help and the community to improve outcomes for children and young people and signpost parents to other existing support provision. The ability to build these relationships will be a key part of the service specification. This type of support is a vital component to ensure a holistic continuum of support is available to families in North Kensington with children who have been or are at risk of exclusion from school. This role will help families tap into the full range of support available in the local area.
- 5.19. We are in the process of having exploratory discussions with Citizens Advice Bureau amongst others about the scope and shape of this type of provision. Depending on the outcome of those conversations, alongside a robust look at the provision already available locally including learning from the work undertaken recently via the Clement James Centre, some of the available funding will be used to grant fund a local partner to provide specialist advice and guidance to members of the local community.
- 5.20. The expected cost of funding specialist advice and advocacy is £30k p/a (no more than £90k over three years). This would cover the cost of a part time advocate (approx. 0.6 FTE) to be hosted within a local agency. This estimate is based on an equivalent role the CAB currently provide to the NHS.

- 5.21. To progress this element of the proposal, it is proposed that in July 2021, the Council will launch a grant process inviting proposals from local organisations to deliver specialist advice and advocacy on education related matters. Further information will be shared once the grant process is finalised. The Council will not be undertaking a competitive procurement exercise for the proposed provision. Instead, as we are looking for a trusted local organisation with good community links and expertise in this area, and based on feedback from the Procurement Team, a competitive grant process will be undertaken as this mechanism is better suited to funding local VCS organisations. A grant process will enable flexibility for providers to adapt their delivery according to evolving needs as this pilot programme develops.
- 5.22. At this stage, the Leadership Team are asked to note and approve the intention to undertake a competitive grant process to identify a suitable local VCS provider for the delivery of specialist advice and advocacy focused on education matters.
- 5.23. It is proposed that, following the completion of the grants process, evaluation and identification of a suitable partner to deliver specialist advice and advocacy on education-based matters that authority for approving the grant award be delegated to the Director of Family Services in consultation with the Lead Members for Children's Services.
- 5.24. It is proposed that the pilot would be delivered over a three-year period. Following delivery across the first academic year the model will be reviewed and adapted to account for emerging trends and needs. This approach is particularly important as our understanding of the impact of school closures during lockdown develops.

6. CONSULTATION AND COMMUNITY ENGAGEMENT

- 6.1 The RBKC Early Help service meets termly with a North Kensington VCS reference group to discuss matters relating to inclusion and supporting families in that part of the borough. The service also meets regularly with Inclusion Leads from RBKC schools, and the feedback from both of those forums, the work the service does directly with young people that have been or are at risk of exclusion, alongside the findings from the RBKC FCS Select Committee report (specifically the recommendation relating to resourcing family support workers in schools) has been used to shape this proposal.
- 6.2 In addition to this, over the past 18 months the Council has engaged extensively with parents, schools, VCS organisations, as well as a small number of children, as part of the development of the Inclusion Strategy, agreed by the Leadership Team in March 2021. Insight gathered via this engagement provided the framework for the discussions undertaken so far on this specific project aimed at promoting inclusion and reducing exclusions in North Kensington. The three key areas that engagement has been focused on are:
- improving communication between schools and families;
 - getting a better understanding of what's driving exclusions;
 - strengthening collaborative relationships between key partners

- 6.3 In early March 2019 the Council also concluded the youth services review which heard from over 1000 young people as well as parents/ carers and 75 voluntary and community groups. It identified four priority areas for youth services going forward, which included a focus on future and ambition. Young people asked for greater support to enable them to fulfil their future ambitions and facilitate them to achieve which aligns with the recommendations within this report.
- 6.4 So far, meetings have been held with organisations and individuals in the North of the borough, including VCS organisations, school inclusion leads, advocacy groups and parents to explore options focused on improving communication between schools and families and how to strengthen the collaborative relationship between key partners. Discussions with schools have highlighted the need to tailor the approach to the unique school population and existing support structures in order to be most effective.

7. LEGAL IMPLICATIONS

- 7.1. The Council is seeking approval from the Leadership Team to undertake a competitive grants procedure in order to identify a suitable VCS provider and then award a grant for the delivery of specialist advice and advocacy focused on education matters totalling an estimated £90,000 by way of a three-year grant agreement.
- 7.2. The Council has the power to award funding in the form of a grant under section 1 of the Localism Act 2011 subject to sections 2 - 4, in that, it is permitted to do anything that individuals generally may do.
- 7.3. As this would be a grant arrangement the provisions of the Council's Contract Regulations and the Public Contract Regulations 2015 do not apply. The Council has set out their rationale at section 5 for not undertaking a procurement process as well as the decision to award grants as opposed to contracts.
- 7.4. However, the Council must consider any subsidy control implications in respect of the grant award to determine whether the grants constitute a subsidy under the UK-EU Trade and Corporation Agreement, if so that such subsidies should be awarded in accordance with the relevant provisions.
- 7.5. A subsidy, is financial assistance which meet the four key characteristics of a support measure as follows:
- (i) there is financial assistance arising from resources of the Parties
 - (ii) which confers an economic advantage on one or more economic actors;
 - (iii) which is specific insofar as it benefits certain economic actors over others in relation to the production of certain goods or services; and
 - (iv) has or could have an effect on trade or investment between the UK and the EU

- 7.6. All of these tests must be met for a measure to be a subsidy.
- 7.7. Given the local community connection, localised objectives and the nature of services (namely to provide services to a local catchment area), it is unlikely that the award of the grant will affect international trade. However, a further review of the position should be undertaken at grant award stage to consider all of the tests detailed above.
- 7.8. Based on the contents of this report it appears that appropriate consultation and engagement has been undertaken with potential providers, service users, the community and other relevant stakeholders.
- 7.9. Approval of the grant award and agreement to a specific VCS provider may be delegated to the relevant Director.
- 7.10. Legal input should be sought to prepare and execute the grant agreement.

8. PROCUREMENT IMPLICATIONS

- 8.1. There is no procurement at this stage but if funding gets approved, to achieve value for money and give equal opportunity to supply chain we will draft relevant documents and run a formal procurement process to appoint a provider. The performance of the provider can be managed via service level agreement and key performance indicators.

Procurement Implications by Nawaz Habib, Senior Commercial Manager

9. FINANCIAL IMPLICATIONS

- 9.1. The estimated funding for the recommended proposals as outlined in section 5 of this report and detailed annually below can be met from the Grenfell Recovery Budget until March 2024.

Estimated Budget Requirement per annum				
	2021/22	2022/23	2023/24	Total
	£'000s	£'000s	£'000s	£'000s
Advocacy Grant (estimate)	30	30	30	90
Staffing Resources (estimated)	85	181	189	455
Total	115	211	219	545

- 9.2. Additional funding of £74,000 within the targeted support for children and families envelop has also already been approved and committed for the expansion of the ParentChild+ programme (KD05766/20/S/A).

10. HUMAN RESOURCES IMPLICATIONS

- 10.1 Family services recognise the need to support staff embedded in another agency and will ensure appropriate supervision, reflective practice and well-being support are offered. At the end of the 3 years of the programme if further resources are not available to continue the programme suitable alternative work will be sought for the practitioners.

HR Comments, Chantal Benjamin, HR&OC Partner

11. EQUALITIES IMPLICATIONS

- 11.1 There are no identified negative or adverse consequences of the proposed activity. We recognise that the proposal will have a positive impact on cohorts vulnerable to exclusion. A full EqIA has been included in Appendix 1.

Glen Peache
Director of Family Services

Local Government Act 1972 (as amended) – Background papers used in the preparation of this report

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Mandatory clearance requirements for all Key and Executive Decision reports

Cleared by <u>Corporate</u> Finance (officer's initials)	[LS]
Cleared by Director of Law (officer's initials)	[CW]
Cleared by Communications (officer's initials)	[AR]