

Commissioning Plan

Appendix 1

Children's Services Commissioned Behaviour Outreach Support Service

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Contents

- | | |
|---|-------------------------|
| 1. Introduction | 4. Recommended Model |
| 2. Current Commissioning Arrangements | 4.1 Recommended Funding |
| 3. Behaviour Outreach Support Service Review Findings | 5. Options Analysis |
| 3.1 Policy Background and Statutory Duties | 6. Recommended Option |
| 3.2 Needs Summary | 6.1 Impact Analysis |
| 3.3 Evidence Summary | 7. Appendices |
| 3.4 Behaviour Outreach Support Service Performance | |
| 3.5 Stakeholder Analysis | |
| 3.6 Examples of Practice | |

1. Introduction

The Behaviour Outreach Support Service (BOSS) was commissioned by the Council's Children's Services on behalf of Lincolnshire schools, as part of the Inclusive Lincolnshire Strategy. The service operates term time only and works with Lincolnshire schools to support children and young people (CYP) whose behaviour is compromising their learning and school attendance. The service helps build resilience across schools to support all pupils and promote a collective responsibility to reduce exclusion.

Lincolnshire Schools' Forum agreed to the use of the Designated Schools Grant to fund this service. The BOSS contract will end on 31st August 2022.

A commissioning review of BOSS commenced in February 2020. The review has considered local and national policy requirements, local need (both pre and during Covid), feedback from service users/professionals, the performance of BOSS, comparisons against other local authorities and the supplier market. The service has also been considered as part of a wider review of other emotional wellbeing and behaviour outreach support services available in Lincolnshire. The Commissioning Plan provides the overview of the key findings in relation to any future commissioning of BOSS.

Aim of the Commissioning Plan:

To inform decision makers of:

- The key findings of the review.
- The recommended model for BOSS from September 2022 onwards and how this will integrate with mental health and emotional wellbeing services.
- The funding requirements of the recommended model.
- The recommended approach for re-commissioning BOSS.

2. Current Commissioning Arrangements

BOSS is delivered by Family Action via a contract for services following a tender process. The contract commenced 5th September 2016 and was due to cease 31st August 2021. The contract was extended to 31st August 2022 by an exception to the Council's Contract and Procurement Procedure Rules (CPPRs) because of delays to the review caused by the Covid-19 pandemic and also to align with other interdependent contracts in scope of a wider mental health and emotional wellbeing review.

The current annual value of the contract is £1,282,047 and is fully funded from the Designated Schools Grant.

3. Behaviour Outreach Support Service Review Findings

3.1 Policy Background, Statutory Duties and Local Priorities

Appendix A provides detail of how BOSS aligns to and supports national and local policy, strategies and priorities.

The Council has no explicit statutory duty to provide a BOSS provision but the service does support the Local Authority's statutory responsibilities in relation to:

- The **Education Act 1996, 2002 and 2011** to ensure the welfare and inclusion of and promoting high standards of education for children and young people. These include:

- **Section 19** of the **Education Act 1996** imposes a duty on local authorities to make arrangements to provide "suitable education at school, or otherwise than at school" for compulsory school aged pupils, including pupils excluded from school. This includes making arrangements for suitable full-time education for pupils permanently excluded no later than the sixth day of the exclusion (this duty is also set out in **Section 100** of the **Education and Inspections Act 2006**).
 - **Section 51A** of the **Education Act 2002** imposes a duty on local authorities (or academy trusts) to arrange independent review panel hearings where parent/carers appeal against a governing body decision not to re-instate the pupil. Panel meetings must be arranged within 15 school days from the day the parent/carer application was made. This includes statutory duties and guidance on arrangements for, and members of, independent review panels.
- **Section 51A of the Education Act 2002** and the **Education (Amount to Follow Permanently Excluded Pupil) Regulations 1999** set out the financial statutory guidance for local authorities following a permanent exclusion, including arrangements for adjusting budget shares for maintained schools and pupil referral units and arrangements local authorities may wish to enter into with academy trusts.
- **Section 44 of the Children and Families Act 2014** provides for reviews and reassessments for pupils with EHCPs, including pupils permanently excluded in order to identify the most suitable new education provision.

Local Priorities

- **The Council's Corporate Plan** – this service supports *The Opportunity to enjoy life to the full; Thriving Environments and Good-value Council Services*.
- **The Inclusive Lincolnshire Strategy**, 2015 - a joint strategy between the Council and the Lincolnshire Learning Partnership (LLP) *to build resilience across all schools to support all pupils, promote collective responsibility and reduce exclusion*.
- The Council's **Children's Services commissioning priorities** include supporting children to reach their potential by ensuring that they are safe and healthy, ready for school (including emotionally ready), and ready for adult life.
- **The Public Health 5 Year Plan and Children's Public Health Priorities** seek to ensure that CYP feel happy, stay safe from harm and make good choices about their lives, particularly children who are vulnerable.
- Lincolnshire's **Strategic Education Plan** in relation to creating the conditions so that every school and every child thrives.
- Lincolnshire's development of its **Early Childhood Strategy** provides a strong basis to further improve outcomes for children to the end of their foundation stage. The Strategy sets the primary aim to increase the Good Level of Development (GLD) of children across Lincolnshire and to improve Lincolnshire's outcomes.
- Lincolnshire's refreshed **Early Help Strategy 2021-23** is a collaborative approach for every professional working with or engaging with children and families, regardless of organisation, status or position. "Putting Children First" and "Working Together with Families to Enhance Children's Present and Future Lives".
- Lincolnshire's **SEND Transformation Project** sets out the ambition to improve how the system will work together with families to secure the best possible life chances for CYP with SEND.
- Lincolnshire's **SEND Workforce Development Strategy** is currently being developed in partnership with the Lincolnshire SEND Alliance as part of the **Building Communities of Specialist Provision Together in Lincolnshire**. A SEND Workforce Development offer is being developed in partnership with the Lincolnshire SEND Alliance which will include training for special schools initially and then will be rolled out to the wider SEND workforce within mainstream settings.

- A Wider Mental Health and Emotional Wellbeing Services Review is currently being completed in relation to the commissioned mental health and emotional wellbeing services for CYP aged 0 to 19 years (25 SEND and/or Care Leavers). Consideration has been given within this review to the links between mental health, emotional wellbeing and behavioural concerns and the underlying causative factors for those concerns. Consideration has also been given to how all relevant services can work together in a more integrated and multi-disciplinary approach to ensure CYP and their families access the right support, at the right time and by the right professional.

Summary of Key Findings

- The Council does not have a statutory duty to commission BOSS however the service does provide preventative support in relation to a range of statutory requirements that are specific to the Council and the delivery of recommendations made in national policies and local priorities.
- There are specific statutory requirements on local authorities that relate to arrangements for CYP excluded from their school, including CYP permanently excluded. Without services such as BOSS in place the financial impact on the Council to carry out these statutory requirements could be significant.
- The Joint Local Area SEND Inspection identified the joint commissioning with schools as good practice to reduce the fixed term and permanent exclusion of CYP with SEND.
- There is a clear commitment across all local priorities to ensure CYP and their families have access to the right support at the right time, including CYP with SEND.
- Future commissioning of BOSS needs to be aligned to national and local priorities.

3.2 Needs Summary

- There are c.124,565 CYP aged 5 to 19 years in Lincolnshire (resident age population profile, 2019). Projections show that by 2025 this will increase to 131,581 (Lincolnshire Population Projection Tool, 2018).
- There are currently 359 Lincolnshire schools and academies covering a combined number on roll (NOR) of 98,277 pupils aged 5 to 19 years and a further 5,459 pupils aged 4 years within their Reception Year (School NOR, May 2021).
- Permanent exclusions in Lincolnshire have reduced by 68% from 155 in 2015/16 to 50 in 2019/20 academic year (National Statistics, permanent exclusions and suspensions 2019 to 2020).
- Lincolnshire is performing better than the majority of its statistical neighbours and is performing better than England and East Midland averages for permanent exclusions (PX) and suspensions (2019/20):

Stat Neighbours	PX Rate	Stat Neighbours	Suspension Rate
England	0.06		3.76
East Midlands	0.06		3.65
Derbyshire	0.11	N. Lincs	8.27
Cornwall	0.11	Norfolk	4.54
Suffolk	0.10	Suffolk	4.13
Norfolk	0.10	Nottinghamshire	3.79
Staffordshire	0.09	Derbyshire	3.75
N. Lincs	0.08	Staffordshire	3.55
Worcestershire	0.07	Cumbria	3.53
Cumbria	0.07	Lincolnshire	3.47
Lincolnshire	0.05	Cornwall	3.12

Nottinghamshire	0.02	Worcestershire	2.87
North Northamptonshire	Not Available	North Northamptonshire	Not Available

- Lincolnshire is also performing better than the majority of its statistical neighbours and is performing better than England and East Midlands Averages for permanent exclusions (PX) for SEND pupils both with and without an Education Health and Care Plan (EHCP) (LG Local SEND Area Profiles, updated 2021):

Stat Neighbours	PX rate as a % of school population for SEN pupils with an EHCP	Stat Neighbours	PX rate as a % of school population for SEN pupils without an EHCP
England	0.10		0.20
East Midlands	0.10		0.20
Derbyshire	0.34	Cornwall	0.42
Suffolk	0.31	Derbyshire	0.38
Staffordshire	0.25	Norfolk	0.37
Cornwall	0.16	Suffolk	0.32
Norfolk	0.15	N. Lincs	0.31
N. Lincs	0.14	Staffordshire	0.29
Cumbria	0.09	Worcestershire	0.23
Worcestershire	0.08	Cumbria	0.18
Lincolnshire	0.05	Lincolnshire	0.16
Nottinghamshire	Not Available	Nottinghamshire	0.07
North Northamptonshire	Not Available	North Northamptonshire	Not Available

- The percentage of suspensions for SEND pupils reduced from 14.9% in 2018 to 6.4% in 2020 but SEND pupils were still more likely than their non-SEND peers to be excluded (Lincolnshire average overall 4.66% in 2018 and 2.88% in 2020). Benchmarking also shows that Lincolnshire is also performing better than the majority of its statistical neighbours and is also performing better than the England and East Midlands averages.
- The Council funds all/part of intervention placements which are provided pre-exclusion. At Key Stage 4 placements reduced by 64% in Lincolnshire between 2017/18 and 2019/20 academic years (64 to 23).
- The impact of the Covid-19 pandemic must be acknowledged in the data above. Nationally permanent exclusions decreased by c.37% at the end of the 2019/20 academic year compared to the previous academic year. The Department for Education (DfE) reports that school closures during the pandemic have had a significant impact on reducing permanent exclusions. The table below provides a data comparison of performance including before the pandemic (DfE's Local Authority Interactive Tool (LAIT), the DfE Local area SEND reports and the Government's published exclusions statistics):

		2015/16	2016/17	2017/18	2018/19	2019/20
% PX	England	0.08	0.10	0.10	0.10	0.06
	East Midlands	0.08	0.09	0.09	0.09	0.06
	Statistical Neighbours	0.10	0.12	0.12	0.11	0.08
	Lincolnshire	0.15	0.11	0.10	0.11	0.05
% PX SEN pupils with EHCP	England	0.13	0.13	0.16	0.15	0.10
	East Midlands	0.16	0.22	0.22	0.15	0.10
	CIPFA Near Neighbours	0.28	0.32	0.23	0.21	0.16
	Lincolnshire	0.54	0.23	0.16	0.14	0.05
% PX SEN pupils without EHCP	England	0.32	0.35	0.34	0.32	0.20
	East Midlands	0.36	0.35	0.35	0.31	0.20
	CIPFA Near Neighbours	0.41	0.47	0.44	0.37	0.23
	Lincolnshire	0.62	0.36	0.35	0.36	0.16
% Suspensions	England	4.29	4.76	5.08	5.36	3.76
	East Midlands	4.36	4.61	4.55	4.82	3.65
	Statistical Neighbours	4.73	5.03	5.32	5.68	4.17
	Lincolnshire	4.36	4.72	4.40	4.66	3.47

*Performance: red- worse than comparators, amber- on a par with comparators, green- better than comparators.

Overall there has been a significant improvement in Lincolnshire in reducing suspensions and permanent exclusions since 2015/16 but Lincolnshire's position is more positive compared to others during the Covid-19 pandemic.

- Nationally the demand for AP places has increased, particularly to meet Social Emotional Mental Health (SEMH) and/or SEND needs. 82% of Local Authorities (LAs) reported an increase in AP demand over the past three years (ISOS Partnership, Alternative Provision Market Analysis October 2018).
- In Lincolnshire between March 2019 and March 2021 the demand for AP places to meet SEMH and/or SEND needs increased by 269% with the number of active placements at end of March 2019 rising from 39 to 144 at the end of March 2021 (INM Workbook).
- The approximate cost per pupil in mainstream settings ranges from approximately £2,747 (primary) to £3,862 (secondary) and the average cost for Alternative Provision (AP) ranges from £14,190 to £20,500. For each CYP that is prevented from needing to access AP this is a non-cashable saving to the Council but conversely any increase to AP can drive up a cost pressure to the Council. The increase above has resulted in additional costs of £1,463,490 to £1,864,065 per annum.
- It is widely evidenced that children with SEND and/other vulnerable groups e.g. Children in Care, are more likely to be excluded from school compared to their peers and that children excluded from school are more likely to be not in education, employment or training (NEET) as adults and are over represented in the criminal justice system.
- In Lincolnshire between January 2018 and January 2021:
 - EHC numbers increased by 37% (4,560 to 6,236), with a 22% increase from January 2020 (5,119).
 - The number of children under age of 5 with an EHC increased by 94% (172 to 355), with a 55% increase from January 2020 (228).
 - The percentage of pupils with SEN support increased by 0.2% (12.6% to 12.8%).
 - SEN support where Social Emotional and Mental Health (SEMH) was identified as the primary need increased from 14.4% to 15.9%.

- In Lincolnshire between March 2018 and March 2021 the number of Children in Care (CiC) increased by 11.5% (611 to 681). This still remains below the national average and statistical neighbours' average.
- The NHS confederation recently published a report (Reaching the Tipping Point) on the impact of the pandemic on CYP's mental health. Before the pandemic, the prevalence of mental disorders in CYP aged 5 to 16 was already increasing from 1 in 9 (2017) to 1 in 6 (2020). Anxieties caused by lockdowns, school closures, isolation from peers, bereavement, and the stresses on families have increased pressures. Nationally, frontline mental health services report a large increase in CYP needing help but not meeting referral criteria for specialist CAMHS. CYP are then potentially storing up problems for the future. Demand modelling suggests that 1.5 million CYP may need new or additional mental health support as a result of the pandemic. The estimated number of children and young people with mental disorders aged 5 to 17 years in Lincolnshire is 12,757.
- Based on prevalence data (Public Health Profile, 2016) an estimated:
 - 47.4% have experienced a stressful life event.
 - 23.6% have experienced a family or relationship breakdown.
 - 36.2% have been bullied.
 - 18.4% are carers.
 - 6.7% of boys report low-life satisfaction.
 - 15% of girls report low-life satisfaction.
 - 34% of 17 to 19 year olds use illicit drugs.
 - 7.4% of 16 to 17 year olds are NEET.
 - 2.73% of Lincolnshire pupils have social, emotional and mental health needs (2020 census).
 - 15.9% of children live in low income families

Summary of Key Findings

- Since 2015/16 the suspension and permanent exclusion (PX) of Lincolnshire pupils from school has reduced significantly, this includes for pupils with SEND and is despite rising numbers of CYP with SEND.
- School closures because of the Covid-19 pandemic meant exclusions reduced nationally in 2019/20. Lincolnshire is now performing better than the majority of its statistical neighbours and better than England and East Midlands averages for permanent exclusion and suspension rates.
- Nationally more CYP are being placed in AP, often related to SEMH needs. This trend is apparent in Lincolnshire too; more CYP are receiving education outside of mainstream settings.
- More CYP are expected to have mental health concerns compounded by the Covid-19 pandemic which heightens the risk of more SEMH needs impacting on children's education and their ability to learn in mainstream settings.
- Children in vulnerable groups are more likely to be excluded and in Lincolnshire it is clear that there have been rising numbers of CYP with an EHCP and CiC.
- Children's Services is working with key partners to address the concerning trends outlined above through a range of transformation programmes. It is clear that any BOSS service in the future must have an increased focus on understanding and supporting SEMH and SEND needs and their impact on children's behaviour in school and must be focussed on ensuring pupils are supported to remain in mainstream schools and reducing numbers in AP.

3.3 Evidence Summary

Appendix B provides further detail for this section.

Life course approach

- Evidence shows that there are key development stages for CYP which can impact on their physical and emotional wellbeing.
- **The World Health Organization (WHO)** highlights that adolescence (ages 10 to 19 years) is the phase in CYP's lives where they are developing between childhood and adulthood and experiencing rapid physical, cognitive and psychosocial growth, which can affect how they interact with the life around them.
- Improving coordinated multi-agency support for children, parents and families during crucial periods of a child's development, including prevention and early intervention support, can contribute significantly to improving children's life chances.
- **National Institute of Clinical Excellence (NICE)** guidance on CYP's social and emotional wellbeing (including early years) recommends providing early intervention support for CYP; ensuring good quality training for professionals; support parents/carers to better understand their child's needs and providing a range of evidence-based interventions for CYP and families.
- The **Anna Freud National Centre for Children and Families** highlights that persistently challenging behaviour is often a way that CYP communicate distress or trauma. Approximately 5% of CYP aged 5 to 16 years have a conduct disorder, with this more common in boys than girls. 7% of boys (compared to 3% girls) are more likely to have a conduct disorder at aged 5 to 10 years with this increasing to 8% at aged 11 to 16 years (5% in girls). For CYP in their teenage years the patterns of behaviour can become more extreme and can include aggression towards people, destruction of property and serious violation of rules and laws. In addition, the Centre highlights that CYP with a conduct disorder are more likely to have other mental health problems.

Trauma informed practice

- Adverse Childhood Experiences (ACEs) can be defined as highly stressful events or situations that occur during childhood and/or adolescence. A ground-breaking study conducted in 1995 by the Center for Disease Control and the Kaiser Permanente Health Care Organisation in California referred to three specific kinds of adversity faced by children in the home: various forms of physical and emotional abuse, neglect and household dysfunction. These experiences require significant social, emotional, neurobiological, psychological and behavioural adaptations to survive.
- ACEs increase the risk of CYP having difficulties with learning and engaging with others, as well as an increased risk of poor physical and mental health in later life.
- International research and studies from across the UK show that there is a strong relationship between experiencing adversity and trauma in childhood, and poor social and health outcomes in adolescence, adulthood and later life.

NICE Guidelines

- New National Institute of Clinical Excellence (NICE) guidelines are expected to be published in July 2022 around 'Social, emotional and mental wellbeing in primary and secondary education'. The current guidelines include:
 - ['Social and emotional wellbeing in primary education'](#) (2008) recommends a **whole school approach**: providing an emotionally secure and safe environment that nurtures children's social and emotional skills and wellbeing. Teachers and practitioners should be trained to identify and assess the early signs of anxiety, emotional distress and

- behavioural problems and provide a range of needs-led evidence-based interventions (e.g. problem-focused group sessions delivered by appropriately trained specialists *plus group* parenting sessions and children's sessions).
- [*'Social and emotional wellbeing in secondary education'*](#) (2009) highlights the role of schools in equipping YP with the knowledge and skills they need to learn effectively and to prevent behavioural and health problems. Universal, organisation-wide approaches in secondary education help all YP to develop social and emotional skills, as well as providing specific help for those most at risk (or already showing signs) of problems.
 - Other relevant NICE Guidelines include:
 - [*'Learning disabilities and behaviour that challenges'*](#) (2018) highlights the importance of understanding the cause of behaviour that challenges and identify through assessment the steps that can be taken to help CYP change their behaviour and improve their quality of life.
 - [*'Antisocial behaviour and conduct disorders in children and young people: recognition and management'*](#) (2017) states many CYP with a conduct disorder may have had poor or punitive experiences of care and be mistrustful or dismissive of offers of help as a result. Recommends CYP should routinely receive care and treatment from a single team or professional that can offer a positive, caring and trusting relationship; not passed from one team to another unnecessarily and do not undergo multiple assessments unnecessarily.

Supporting behavioural concerns

- Public Health England, DfE and NHSE set out eight principles to **promote emotional health and wellbeing in schools and colleges**; these include promoting respect and valuing diversity, working with parents and carers and curriculum teaching and learning to promote resilience and support social and emotional learning,
- The **Anna Freud National Centre for Children and Families** highlights the importance of good social and emotional skills can play on improving CYP's academic attainment, enhancing their motivation and helping them to manage their thoughts, feelings and behaviour.
- International research suggests that the most effective way to support CYP's behavioural concerns, including CYP with SEND is to offer a range of interventions to suit their needs and individual preferences. For example:
 - **Cognitive Behavioural Therapy (CBT)**: Widely recognised as an example of evidence-based good practice by NICE, NHSE and DfE for a wide range of emotional wellbeing and mental health concerns and when modified and combined with other intervention components it is also recommended for CYP with behavioural problems, including ADHD.
 - **Solution Focused Therapy (SFT)**: a strengths-based approach to support a wide range of concerns, e.g. relationship difficulties, anger management, but with varying degrees of success. There is a low evidence base for SFT alone, but a stronger one when combined with other interventions.
 - **Mindfulness** can help people become aware of their thoughts and feelings and a wide range of studies suggest Mindfulness can provide a number of psychological and physiological benefits, including improving anger management as well as emotional wellbeing.
 - **Emotion Coaching** is based on research undertaken in America and Australia that uses moments of heightened emotion and behaviour to guide and teach CYP about more effective responses.

- **Playfulness, Acceptance, Curiosity, Empathy (PACE)** aims to support professionals working with CYP who have experienced neglect, abuse and trauma to build positive and secure relationships with them. The research is limited on the use of PACE principles in isolation, however the evidence base is stronger when part of a wider range of intervention support.
- An independent **literature review on the continued disproportionate exclusion of certain children**, commissioned by the DfE in 2018 on behalf of Edward Timpson CBE highlighted:
 - Certain vulnerabilities (individual or combined) of CYP put them more at risk of exclusion, including CYP with SEND, SEMH needs, poverty, low attainment, ethnic minorities. Other factors that also impacted on CYP being excluded included bullying, poor relationships with teachers, trauma and environmental factors within the home.
 - Poor school-family relationships were a contributing factor for exclusions in particular where there was a lack of parent-school communication.
 - Evidence was limited as to the reasons why the permanent exclusion rate for boys is over three times higher than that for girls.
 - The lack of sense of belonging in a school was identified as a critical causative factor for exclusions. In particular, where CYP did not feel they "belonged" they were more likely to have poor relationships with their peers and teachers and more likely to feel that their needs were not understood or met.
 - Exclusions of CYP with SEMH and additional needs were primarily due to schools and staff feeling they had inadequate experience or training to identify and meet those needs.
 - Limited evidence on the impact on preventative measures to support CYP's behaviour concerns. However, key positive factors included a positive school ethos and culture, early intervention and prevention, high quality interventions delivered by experienced practitioners, including targeted support for CYP at risk of exclusion.

Summary of Key Findings

- Key developmental stages in a CYP's life will impact on their emotions and behaviours.
- The experience of trauma and adverse childhood experiences can have a profound effect on CYP's emotions and behaviours and their ability to learn. CYP are often perceived to have poor conduct but are showing distress.
- Permanent exclusions can have many negative long term consequences for all aspects of CYP's lives.
- Parents/carers and professionals need an understanding of key developmental stages and their impact on CYP as well as the impact of trauma so they can proactively support CYP that present with challenging behaviour in an informed and compassionate way and not by issuing sanctions. Understanding the causes of CYP's behavioural concerns is essential to ensuring they receive the right support.
- Whole school approaches to understanding emotions and providing nurturing environments is very important so CYP feel able to talk about their feelings safely and without judgement; this can help prevent the escalation of challenging behaviour.
- Schools need to be confident in identifying and supporting CYP's SEMH and/or additional needs in order to ensure CYP can be better supported within their mainstream settings.
- Any future BOSS service should offer high-level training to schools on the causes of challenging behaviour including for children with SEND to help staff understand causes and normalise this. Intervention support must be provided with an understanding of cognitive development, emotional wellbeing and trauma and SEND. It will be important to have close/joint working with emotional wellbeing services and early help as appropriate so CYP and families can be supported both in school and at home.

3.4 Behaviour Outreach Support Service Performance

BOSS is a term time only service that works with CYP at risk of exclusion from Lincolnshire schools and aims to reduce the number of at risk pupils and those actually excluded. The service delivers intervention support with pupils, workshops and training for the school workforce. The service is currently rated Good for performance and has received positive feedback from service users who have accessed it.

Other key aspects of BOSS for noting:

- ***The Inclusive Lincolnshire Strategy (December 2015)*** was introduced to address the rising and unsustainable rate of permanent exclusions from Lincolnshire schools. The Strategy continues to drive down the rate of permanent exclusions from Lincolnshire schools, with permanent exclusions reducing from 160 in 2015/16 to 123 in 2018/19 despite rising pupil numbers overall.
- **The Lincolnshire Ladder of Behavioural Intervention** is at the heart of the *Inclusive Lincolnshire Strategy* and BOSS is an integral part of the Ladder and the Strategy. The "Ladder" provides a protocol for Lincolnshire schools and academies to follow through a stepped approach to supporting the needs of Lincolnshire CYP at risk of exclusion, and signposts schools to their statutory requirements. Step One of the ladder is a school-led approach with BOSS involvement being at Step Two of the "Ladder", at which point a referral for BOSS support is made.
- **The Council's Pupil Reintegration Team (PRT)** is responsible for ensuring the efficient oversight and delivery of the Strategy and provides support and challenge to schools. BOSS referrals are screened by the PRT who provide additional support to schools if the threshold for BOSS involvement has not been met. BOSS work closely with the PRT to ensure a joined up approach to meeting the needs of CYP who are risk of exclusion.
- **Collaborative Headteacher Inclusion Panels (CHIPS)** across the four Children's Services quadrants were introduced by the Council so that the PRT could ensure that managed moves reflect best practice and do not short-cut the Lincolnshire Ladder of Behavioural Intervention. BOSS have regularly attended these meetings which have provided a forum to discuss current issues and problem-solve and have impacted positively on culture and practice.
- **Restorative Practice** is part of the BOSS offer to support schools to reduce challenging behaviour and conflict in schools through the use of restorative approaches. This commenced as a pilot when BOSS was commissioned and is now embedded within the service offer. A Restorative Practice Coordinator is employed by BOSS, but the support directly to schools is provided through external consultancy who are engaged by BOSS to deliver the support and training. Lincolnshire BOSS has been awarded the Restorative Service Quality Mark (RSQM).
- **Partnership working** has taken place with in-house and commissioned services. BOSS led on the development of transitional materials to support schools to better support CYP during key transition periods and also supported the delivery of training to Lincolnshire schools and colleges as part of the DfE's Wellbeing for Education Return Project (led by Healthy Minds Lincolnshire). BOSS also worked in partnership with Healthy Minds Lincolnshire during the first Covid-19 lockdown to provide support to the Youth Housing contract for YP who were struggling with the Covid-19 restrictions. This included providing careers guidance to support YP which was well received by those YP who accessed it.

September 2020 and July 2021, including pre-Covid comparison data

- Only schools can refer into this Service via the Council's PRT. The number of referrals received between 2018/19 and 2020/21 academic years (AY) is as follows:

2018/19 AY	2019/20 AY	2020/21 AY
565	463 (-18%)	408 (-12%)

- 57 referrals from the 2019/20 academic year continued to be supported in the 2020/21 academic year.
- The highest percentage of referrals are for pupils in Key Stages 2 and 3 (57%); this is consistent with previous academic years.
- Contact with the referring school was made within 2 working days for 88% of referrals (100% 2019/20; 99% 2018/19). The dip relates to capacity issues within the PRT which led to BOSS receiving a higher volume of referrals that were not able to be processed within 2 working days.
- 77% of referrals were for male CYP with only 23% being for female CYP (no comparison data for previous academic years as this was a new data reporting metric for 2020/21).
- Audits were conducted on 620 referrals across the 2019/20 and 2020/21 academic years (264 in 2019/20 and 356 in 2020/21) of the cause of the behavioural concern displayed by CYP referred to the Service which showed an average of:
 - 51.5% were exposed to issues within their home environment; trauma was the biggest cause (43% 2020/21; 60% 2019/20).
 - 51.5% had additional needs that were the underlying factor (46% 2020/21; 57% 2019/20). ASD and ADHD/ADD were the highest additional need. Mental health concerns accounted for 13.5% of the identified additional need (7% 2020/21; 20% 2019/20).
 - School led factors were the underlying cause of 17% (11% 2020/21; 22.3% 2019/20). Poor relationships between C/YP/family and school was the highest factor.
 - 23% (144 CYP) had more than one causative factor for the behavioural concerns.
- A new "Risk of Escalation" rating measure was developed during the 2018/19 academic year and fully embedded by the start of the 2019/20 academic year. Following intervention, 50% of CYP with two or more recorded "Risk of Escalation" ratings showed a reduced risk of exclusion in 2020/21 academic year compared to 42% in the 2019/20 academic year.
- 73% of CYP were discharged with ongoing support within mainstream (70% 2019/20; 64% 2018/19).
- 3% of CYP were permanently excluded before support could be provided (same as 2019/20 and 2018/19 academic years).
- 2% were permanently excluded during BOSS support (new measure for 2020/21).
- 9% of CYP were referred for pre-exclusion placement (11% 2019/20; 7% 2018/19).
- 5% of CYP were transferred to specialist provision (AP or special school) (5% 2019/20; 10% 2018/19).
- 8% were closed due to disengagement, consent being withdrawn, other agency involvement, no attendance, moving to Electively Home Educated (12% 2019/20; 13% 2018/19).
- Average case load: 27 CYP per FTE.
- 18 restorative sessions were delivered to Lincolnshire schools and academies, with some sessions being delivered directly to CYP on behalf of the schools/academies (reduced from 88 previous academic year due to Covid-19 restrictions).
- 67 training sessions were delivered virtually, with an average of 99% who provided feedback said they had had a positive experience.
- Due to Covid-19 support was re-focused during both lockdowns to support parents/carers of CYP who had been in receipt of support from the Service prior to each lockdown and parents/carers were struggling to manage their child's behaviour at home. This support was well-received by those parents/carers who accessed it.

Summary of Key Findings

- The Lincolnshire Ladder of Intervention is helping more CYP remain within their mainstream setting.
- PRT help manage referrals to BOSS with a robust screening process. Following referral BOSS is quick to support schools but despite this 3% of CYP were permanently excluded before support could begin indicating some schools may not be intervening or requesting help early enough.
- Low numbers of CYP were excluded whilst BOSS were supporting.
- Significantly more males than females are referred to BOSS, supporting national data and research that male pupils are more likely to display their emotions through their behaviour. More needs to be done to understand the causative factors for the behaviour and better up-skill professionals and parents/carers in order for them to be more confident in supporting male pupils with their emotions and/or behaviour.
- The analysis of causative factors identifies that there are wider issues often in a CYP's home life that are impacting on their ability to interact with people and their surroundings. More needs to be done to better up-skill parents/carers and professionals to understand CYP's behaviour and emotions at key development stages for the CYP, and identify the support CYP need to help improve their social and emotional wellbeing and future life chances. This includes any future BOSS provision contributing to a coordinated Lincolnshire workforce development offer, including a SEND workforce development offer in order to ensure the offer meets the needs of Lincolnshire schools, academies and parents/carers.
- There is also a need for greater partnership working between any future BOSS provision and the Council's Early Help and SEND teams, alongside other relevant services to ensure a coordinated and cohesive approach to supporting CYP and their parents/carers, in particular where it is identified that support is needed within the home as well as the education setting.
- Although improved from the previous academic year, there is still a high percentage of CYP whose risk of escalation following intervention support did not improve.
- Although the percentage of CYP discharged with ongoing support within their mainstream settings is increasing, more needs to be done to improve the confidence of mainstream settings to support CYP's behavioural concerns and also improve the confidence of parents/carers in mainstream settings being able to meet their child's needs.
- Although the percentage of CYP being referred to pre-exclusion placement or specialist provision whilst BOSS is working with the education setting is reasonably low, more needs to be done to support education settings much earlier through an increased training and workshop offer to further support education settings to develop and embed their school-led approaches and thus ensuring more CYP are supported to remain in their mainstream setting where it is appropriate to do so.
- There was approximately an 80% reduction in the need for restorative practice support in schools primarily due to Covid-19 restrictions. Although restorative practice is embedded within the BOSS offer, this is currently delivered through external consultancy; any future BOSS model needs to ensure that restorative practice is part of the support offer provided by BOSS Workers directly.
- There is a correlation between emotional wellbeing and behaviour concerns and any future commissioning of a BOSS provision needs to ensure clear pathways are in place between other relevant services to make it easier for CYP and their families to access support for behavioural concerns, even when those concerns are not causing any disruption to a CYP's education, thus reducing the percentage of CYP and families disengaging from the Service. This includes a greater sharing of expertise across relevant services that better supports CYP, parents/carers and the professionals working with them. Any future BOSS provision needs to work as part of an integrated and cohesive multi-disciplinary approach to meeting the needs of Lincolnshire CYP, including CYP with SEND, and their parents/carers to ensure access to the right support at

the right time and by the right professional.

- There is also a correlation between SEND and behaviour concerns and there is a need to ensure that any future BOSS provision is better aligned to the Lincolnshire SEND Transformation programme, making better use of the tools developed as part of that programme when working with Lincolnshire schools and academies.
- Almost every C/YP returning into mainstream provision from independent/specialist provision needs to be supported through a multi-agency planning approach in order to identify how best to meet the needs of the CYP within their mainstream provision.

3.5 Stakeholder Engagement Analysis

3.5.1 Case Mapping

A case mapping exercise was undertaken as part of the review of BOSS. The mapping involved 7 cases in total across all Children's Services quadrants. The age of CYP ranged from 5 to 14 years and vulnerable groups included ADHD, witness of domestic violence and adopted CYP. Below is an overall summary of the case mapping but further detail is available if requested:

Summary of Key Findings

- Positive feedback from CYP, families and professionals on support provided by BOSS.
- Support provided helped to improve relationships between the CYP, school and family.
- There were too many inappropriate referrals to other services, e.g. Healthy Minds Lincolnshire, Educational Psychology, ALD Service (Working Together Team) prior to a referral to BOSS being made and there needs to be a more seamless pathway to provision for CYP and their families to ensure they get the right support at the right time.
- Support worked best when the service, school, parents/carers and CYP worked together to plan the most appropriate support for the CYP.
- Strategies were more effective when both the school and parent/carer engaged in, and mirrored, the same approaches to supporting the CYP. Any future BOSS provision needs to have more emphasis on engaging parents/carers in the interventions delivered within the education settings, as well as delivering more workshops to both professionals and parents/carers in order to learn strategies together that can be embedded within the education setting and the home.
- Training provided by the service was not being fully utilised prior to a referral to BOSS being made. There needs to be a more universal training offer that is available to both professionals and parents/carers that is accessible prior to requiring BOSS intervention support. There needs to be a stronger emphasis on education settings accessing the universal training offer as part of the Lincolnshire Ladder of Behavioural Intervention with any future BOSS training offer being part of coordinated Lincolnshire workforce development offer (including the SEND workforce development offer).
- Duplication with other services, such as Healthy Minds Lincolnshire (emotional wellbeing service); any future BOSS offer needs to have a more streamlined child-centred partnership approach between other relevant commissioned services to support CYP's behavioural concerns, rather than just signposting schools onto other services.
- More support is needed to address the environmental causative factors of behavioural concerns in order for support to have a long-lasting positive impact for CYP, reducing the need for more specialist provision. This includes a stronger focus on supporting parents/carers to understand the impact of environmental factors on their child's behaviour at key development points. Any future BOSS provision needs to ensure a robust partnership approach to working with other key professionals to provide a more holistic offer of support to families, including working with the Council's Early Help team to ensure support for parents/carers can be provided within the home where this has been identified as a need.

3.5.2 Stakeholder Feedback

Stakeholder engagement has been more limited than planned due to the Covid-19 pandemic but still took into account feedback from:

- CYP and parents/carers (service users or potential service users)
- education providers
- professionals working with CYP across a wide range of organisations including health, the Council and Voluntary/Community organisations
- strategic partners

Some cross-cutting themes from all stakeholders were:

- Generally where service users accessed BOSS they were mostly positive about the service provided.
- Strategies and resources available were well-received.
- Perceived duplication around supporting emotional wellbeing and/or behavioural concerns.
- Having identified key workers helped to improve relationships between the family and school and also helped to improve relationships between the parents/carers and the CYP.
- Generally parents/carers felt their child was happier at school following support from BOSS but some parents/carers felt that they wanted more support sooner in the home.
- Positive feedback from parents/carers on the telephone support provided by BOSS during the first Covid-19 lockdown.
- An identified gap in provision for behavioural concerns, where concerns are within the home and not within the education setting, in particular for parents/carers of very young children.
- Schools often felt that staff within BOSS were not sufficiently skilled, especially when supporting CYP with SEND or complex needs.
- Schools often felt that there were barriers and delays to accessing support and preventing CYP being moved to alternative provision.
- Some frustration from schools of not knowing whether BOSS is the right service to refer to and not being able to access the right level of support from the right service at the right time.
- Further improved dialogue between professionals and sharing of information between services.
- More training for professionals and parents/carers in order to better support CYP's behavioural concerns.

Summary of Key Findings

- BOSS service users valued support, particularly direct intervention support with CYP and support for parents/carers.
- Future BOSS provision should provide advice/guidance to parents/carers to support their child's education both within the education setting and virtually as needed.
- There is a need for improved pathways between BOSS and other relevant services that allow CYP to move seamlessly according to a continuum of need.
- There is a need for improved partnership working with the Council's Early Help teams to ensure that CYP and families can be supported within the home where this is an identified need, in particular where accessing support outside the home is a barrier.
- A consistent, cohesive and equitable training offer is required for professionals and parents/carers across the County. This needs to be multi-partnership coordinated approach in order to reduce duplication and ensure consistent key messages across all relevant services. This needs to include more workshops for parents/carers that can be accessed either virtually or within their child's education setting.
- More appropriate knowledge and expertise within BOSS is needed at the point of access in

- order to better support professionals in education settings when working with CYP who are at risk of exclusion, and their parents/carers, to ensure more CYP are supported within their mainstream education setting without the need for more specialist provision.
- Improved professional dialogue and information sharing between commissioned services, Children's Services, health and education professionals is needed to enable better support not only whilst accessing a service but post-discharge.

3.6 Examples of practice in other Authorities

Examples of Practice in other Areas

A number of other authorities were contacted to establish their arrangements for supporting behaviour. Due to Covid-19 the response from local authorities was limited and therefore a desktop analysis of current arrangements and local authority data was also undertaken.

These included:

- **Leicestershire:** Children and Family Wellbeing Service (CFWS) is an integrated service for behavioural concerns and low to medium emotional wellbeing and mental health concerns. This is an early intervention service, with a specific focus for families with children 0-2 years.
- **Norfolk and Waveney:** Point1 is an emotional wellbeing and mental health service for CYP aged 0 to 18 years delivered in partnership between Norfolk and Suffolk NHS Foundation Trust and voluntary sector organisations. This also incorporates support for behavioural concerns. There are bespoke teams working with CYP and families at key points in their development, e.g. 0-4 years (delivered through their Healthy Child Programme), 4 to 11 years and 11 to 17 years.
- **Northamptonshire:** Targeted Mental Health in Schools (TaMHS) offer support around mental health in schools, improving attainment, reducing bullying and exclusions. Schools directly commission intervention support from the Service where this is required.
- **Single points of access:** Cumbria, Derbyshire, Northamptonshire and Nottinghamshire have a single point of access where referrals are assessed before forwarding to relevant services. Nottinghamshire's Concerning Behaviours Pathway, for example, is a multi-agency approach to ensuring CYP receive the right support at the right time thus reducing the need for referral into more specialist provision.

Summary of Key Findings

- Where local authorities have re-focused support to provide more training and support to professionals and parents/carers, in particular for CYP with SEND, this has reduced the number of CYP requiring an EHCP, thus reducing the need for more specialist provision.
- A single point of access for referrals is a common theme across a number of authorities. More needs to be done to improve the pathways for referrals for behavioural concerns through a single point of access whilst ensuring appropriate consultation between relevant commissioned services and the PRT at the point of access takes place.
- Authorities that have incorporated support for behavioural concerns for very young children within their birth to five provision have seen increased or sustained percentages of children achieving an expected level of personal or social and emotional development. However, where support is not also included for professionals working with school-aged CYP this has impacted negatively with more CYP being excluded and increasing numbers of CYP requiring levels of provision through the EHCP process.
- Given the correlation between mental health, emotional wellbeing and behaviour concerns there needs to be improved partnership working between BOSS and other relevant services through a multi-disciplinary team approach to ensure a holistic and inclusive offer to meeting the mental health, emotional wellbeing and behaviour needs of CYP, including CYP with SEND.

4. Recommended Model

Modelling of the service was conducted based on review findings. Representatives on the Review Boards included Children's Health, Early Help, Early Years, Social Care, Education, SEND, Inclusion, Children's Commissioning and Lincolnshire CCG.

The recommended model is summarised below, with **Appendix C** providing further detail.

BOSS should continue to focus on providing support to Lincolnshire schools during term time to continue the positive impact on reducing the number of CYP being excluded from their school.

Training and workshops

BOSS will deliver training and workshops in person, online and virtually as appropriate. Some training and workshops will be co-delivered with other services e.g. Healthy Minds Lincolnshire/Mental Health Support Teams/SEND/Early Help.

There will be a core offer to all schools. There will be an expectation that education settings fully access the training and workshops available to them, as well as utilise the tools developed through the Lincolnshire Ladder of Behaviour Intervention and the Lincolnshire SEND Transformation Project before accessing Targeted or Intensive Outreach Support (unless there is a clear escalation of need).

There will be wider non-core training and workshops available to professionals and parents/carers to help better understand and support CYP's behavioural concerns and to embed consistent strategies within the home as well as the education setting.

BOSS will offer training and workshops with a specific focus on CYP with SEND. Restorative Practice will continue to be embedded within the service offer, but this will be delivered by BOSS Workers directly, alongside other evidence-based approaches.

Targeted and Intensive Outreach Support

Support will also continue to be provided to Lincolnshire schools and academies via the Council's PRT before the need for referral for Targeted or Intensive Outreach Support is identified. PRT will continue to oversee referrals into BOSS.

Targeted and intensive outreach support will remain a core offer of BOSS for CYP at risk of exclusion, but with a stronger focus on further reducing permanent exclusions and providing more support and challenge to education settings to ensure that more CYP can remain in their mainstream setting without the need for more specialist alternative placement provision.

Direct interventions should involve parents/carers, including a virtual offer for advice/guidance. Parents/carers will be supported alongside professionals within the education setting to ensure consistent and evidence-based strategies can be used within the homes as well as the education setting. Schools and BOSS must work in a coordinated way with Early Help and emotional wellbeing services and not in isolation from each other. There should be a children-centred multi-disciplinary team approach.

There will be a strong focus on ensuring the appropriate level of expertise is available to better support and challenge Lincolnshire schools and academies.

4.1 Funding Recommendations for a future Behaviour Outreach Support Service.

The current funding for the Behaviour Outreach Support Service is £1,282,047 and is currently utilised as follows:

Cost Description	Annual Cost
Staffing	£1,067,408
Non-Staffing (including external consultancy)	£ 214,639
Total	£1,282,047

This currently funds:

- 1 FTE BOSS Operational Manager (Service Manager equivalent)
- 1 FTE BOSS Service Manager (Deputy Service Manager equivalent)
- 1 FTE Restorative Practice Coordinator
- 4 FTE Senior BOSS Workers
- 18 FTE BOSS Workers (24 workers term time only, 39 weeks a year)
- 0.85FTE Admin (1 Admin, 38 weeks a year)

BOSS also utilises external consultants from Restorative Solutions to provide restorative practice approaches support and training to Lincolnshire schools and academies when required. The Community Interest Company provides a variety of restorative practice services to a range of different stakeholders primarily across England but are not employed by Family Action nor are they part of the BOSS staffing structure. It is not envisaged this will continue as staff should be sufficiently trained to directly deliver this approach.

The evidence is clear that the money the Council invests is having a positive impact on children's behavioural concerns and thus improving the lives of CYP and families in Lincolnshire, particularly vulnerable groups. It is recognised however, that in order to deliver the recommended model there will be an additional cost to increase the training and qualification of workers.

Actual contract expenditure on the existing contract was impacted by Covid-19 and underspend was recovered by the Council. Equally in previous years any underspend relating to staff turnover has been either recovered or reinvested.

Whilst staffing models for a commissioned contract would be at the discretion of the successful supplier, it is anticipated that in order to deliver the new model and retain the same level of staffing resource that the maximum contract value should continue to be £1,282,047 per annum.

5. Options Analysis

5.1. Options Overview, Criteria and Approach

a) Do Nothing

The contractual arrangement for BOSS is due to expire on 31st August 2022, and it is not a viable option to do nothing and allow the contract to expire unless no future service delivery is required.

b) Decommissioning

Whilst BOSS is not a statutory service, it does support the Council in fulfilling some of its statutory duties as covered in the Section 3.2. Decommissioning BOSS would be likely to result in significant gaps in provision and put more pressure on existing services, as well as increased pressure on the High Needs Block of the Designated Schools Budget. There would be no benefits to CYP and families in Lincolnshire of decommissioning BOSS and the likely result would mean that our most vulnerable children are not identified quickly and further increasing the pressure on alternative provision, special schools, social care, CAMHS and other services.

c) Influencing

Commercial aspects of the service cannot be delivered without funding and it is not feasible to think that the service could be delivered through influence alone.

Given the current Covid-19 situation, the transformation work taking place with schools in relation to SEND and the increased pressure Covid-19 has created on schools as well as the wider system, it is unlikely that schools will want to take sole responsibility for the commissioning of a service to support CYP's behavioural concerns. It is therefore unrealistic to consider that they would centrally commission a service via the Council's influence.

d) Insourcing

The Council could consider insourcing BOSS and integrating the service into the Early Help or PRT offer. However, this is not a recommended option due to the risks identified below.

Benefits:

- Greater control and ability to influence the in-house offer.
- Greater integration with Lincolnshire's Early Help team and/or PRT.

Risks:

- Potential TUPE implications and additional costs associated with voluntary sector staff and them moving onto Local Government Terms and Conditions creating reduced value for money. The cost of insourcing is anticipated to be higher than the current cost of the outsourced BOSS contract.
- Potential reduction in workforce if staff chose not to TUPE. As the Council does not currently deliver these services there would need to be an investment of funding to either up-skill existing staff or an additional recruitment.
- Recruiting to new services can be difficult and there is no guarantee that any in-housed service will be ready to launch with a full staffing complement that are sufficiently up-skilled to deliver the service and could put vulnerable CYP at risk of not receiving the right support quickly enough.
- Property space to house additional staff is limited and the Council is currently working towards reducing its property portfolio further.

e) Partnership

Children's Services has considered a partnership agreement under Section 75 of the National Health Service Act 2006 and the NHS Bodies and Local Authorities Partnership Arrangements Regulations 2000 as amended. Under the Regulations the Council could enter into the arrangements as long as they are likely to lead to an improvement in the way in which the relevant functions are exercised.

Section 75 Partnership Agreements are currently in place for the commissioning of CAMHS, Healthy Minds Lincolnshire and Mental Health Supports Teams through which the Council delegates functions in as far as they relate to the services. The integration of BOSS into a Section 75 Agreement with these services has been considered however, the implications of potential TUPE to an NHS organisation for this group of staff is felt to be inappropriate and cost prohibitive.

f) Procurement

The current BOSS was commissioned through an open competitive tender process, with bids received from six different organisations, and therefore the market has already been tested. There are likely to be providers that would be interested in delivering this service.

There is evidence-based research that demonstrates the correlation between mental health, emotional wellbeing and behavioural concerns. The Council is the lead commissioner for many of these services, including on behalf of Lincolnshire Clinical Commissioning Group by leading the re-commissioning of BOSS on behalf of schools and subject to their agreement, this will ensure greater integrated design of services. Robust governance can also be established through a partnership board approach with other relevant commissioned services to ensure shared ownership of improved outcomes for Lincolnshire CYP and their families.

It is recommended that the service be commissioned for three years from 1st September 2022 to 31st August 2025, with the option to extend for up to a further two years to 31st August 2027.

Benefits:

- The service would be provided by an organisation that can demonstrate they are experienced in providing behavioural support.
- Stimulate market competition to promote innovation and value for money.
- There is potential to broaden the provider market place in Lincolnshire.
- External providers may be able to attract additional funding streams to a service that the Council cannot access.
- Would ensure a key focus on supporting behavioural concerns is maintained and services continue to contribute to the Inclusive Lincolnshire Strategy.
- Would continue to support the Lincolnshire Ladder of Behavioural Intervention.
- Would ensure a key focus on greater integration and partnership working with other relevant commissioned and in house services through with clear expectations within the service specification on improving outcomes for Lincolnshire CYP and their families and robust governance through joint contract management with other relevant commissioned service providers.
- Would ensure a key focus on aligning the service to national and local priorities across health, education and social care and that even more CYP and families get access to the right support at the right time, with a seamless "step-in/step-out" approach.
- Would ensure the Council retains control of the tender process.

Risks:

- The successful bidder may not have existing local knowledge and/or relationships with schools and therefore time will need to be spent in the first year of the service developing knowledge and relationships.
- The procurements may receive higher cost bids, especially if additional training required for any current provider staff who may be in scope of TUPE in order to meet the additional expertise and skills required to meet the needs of Lincolnshire schools and academies. The Council would set maximum funding expectations through procurement.
- Potential redundancy costs for current supplier for any staff who may not be identified as in scope for TUPE.

6. Recommended Option

The recommended commissioning option is 5.1f:

To re-procure BOSS from 1st September 2022 for three years initially, with an option to extend up to a further two years.

6.1. Impact Assessment

The Council must engage with such persons as appear to them to be affected by changes to the current commissioning arrangements. Given that the recommendation is to re-commission BOSS and that there is no recommended reduction to the BOSS future offer it is anticipated that there will be no persons negatively impacted on.

Appendix D provides the current draft EIA, which will be further developed should this be required following decision making processes.

7. Appendices

Appendix	Title
Appendix A	Legislation, Policies and Priorities
Appendix B	Evidence Summary
Appendix C	Overview of Proposed Model
Appendix D	Draft EIA

Appendix A – Legislation, Policies and Priorities

Policy Background, Statutory Duties and Priorities

Legislation

Although these services are not statutory, BOSS does support the Local Authority's statutory responsibilities in relation to:

- **Section 17(1) of the Children Act 1989** imposes a general duty on local authorities to safeguard and promote the welfare of children in need in their area and so far is consistent with that duty to promote the upbringing of children by their families by providing a range and level of services appropriate to those children's needs.
- The **Health and Social Care Act 2012** places duties on local authorities in relation to addressing health inequalities of CYP.
- **The Education Act 1996, 2002 and 2011** sets out the responsibilities for local authorities in relation to ensuring the welfare and inclusion of and promoting high standards of education for children and young people.
- **Section 19 of the Education Act 1996** imposes a duty on local authorities to make arrangements to provide "suitable education at school, or otherwise than at school" for compulsory school aged pupils who "by reason of illness, exclusion from school or otherwise, may not for any period receive suitable education unless such arrangements are made for them." This includes the duty on local authorities to arrange suitable full-time education for pupils permanently excluded no later than the sixth day of the exclusion. The only exception where there is no statutory duty is where a pupil is in their final year of compulsory education and does not have any further public examinations to sit.
- **Section 51A of the Education Act 2002** imposes a duty on local authorities (or in the case of academies, academy trusts) to arrange for an independent review panel hearing if a parent/carer applies for an appeal against the permanent exclusion, following representation made to the school governing body, within 15 school days of the notice being given to the parents/carers by the governing body of the intention not to re-instate the pupil. Local authorities/academy trusts must arrange the independent review panel within 15 school days of the day on which the parent/carer's application was made. This includes statutory duties and guidance on the arrangements for, and members of the independent review panel itself. The cost of the independent panel is at the local authority's or academy trust's expense.
- **Section 44 of the Children and Families Act 2014** provides for reviews and reassessments for pupils with EHCPs, including pupils permanently excluded when local authorities may need to review the EHCP or reassess the pupil's needs, in partnership with parents/carers, with a view to identifying the most suitable new education provision.
- **Section 51A Education Act 2002 and the Education (Amount to Follow Permanently Excluded Pupil) Regulations 1999** set out the financial statutory guidance on local authorities following a permanent exclusion. This includes local authorities being responsible for adjusting the budget share for maintained schools and pupil referral units to ensure that funding follows the pupil. This includes arrangements that local authorities may wish to enter into with academy trusts for the transfer of funding for a pupil who has been permanently excluded.
- The **Equality Act 2010**, including the public sector Equality Duty, sets out the statutory duties for all public bodies to ensure they play their part in making society fairer by tackling discrimination, equality of opportunity for all and fostering good relations.

Ofsted

Children's Services is inspected by Ofsted in specific requirements and an inspection undertaken in 2019 of children's social care services rated services for children and families in Lincolnshire as outstanding. The inspection Framework assesses the following area in relation to children's emotional wellbeing and behavioural concerns:

Appendix A – Legislation, Policies and Priorities

- Care leavers develop the skills and confidence they need to maximise their chances of successful maturity to adulthood, including parenthood. Care leavers have trusted relationships with carers and staff from the local authority and develop supportive relationships within the community, including with family and friends.
- Children, young people and families are offered help when needs and/or concerns are first identified. The early help improves the child's situation and supports sustainable progress.
- Assessments and plans are dynamic and change in the light of emerging issues and risks. Assessments (including early help assessments) are timely and proportionate to risk. They are informed by research and by the historical context and significant events for each child. They result in direct help for families if needed and are focused on achieving sustainable progress for children.
- Children in care and care leavers are protected or helped to keep themselves safe from bullying, homophobic behaviour and other forms of discrimination.
- Children and young people make good educational progress at school or other provision since being in care.
- Children and young people who do not attend school have prompt access to suitable good-quality registered alternative provision.

National Strategy/Guidance and Priorities

- **Promoting the education of looked after children and previously Looked After Children, 2014** provides statutory guidance for local authorities.
- **Promoting the health and wellbeing of Looked After Children, 2015** provides statutory guidance for local authorities, CCGs and NHSE.
- **Special Educational Needs and Disability Code of Practice: 0 to 25 years, January 2015.** Statutory guidance for organisations which work with and support children and young people who have special educational needs or disabilities. This Code of Practice provides statutory guidance on duties, policies and procedures relating to Part 3 of the Children and Families Act 2014 and associated regulations in England.
- **Exclusions from maintained schools, academies and pupil referral units in England** (updated September 2017) sets out the legal responsibilities in relation to the exclusion of students from education settings.
- A Public Health England report **A spotlight on vulnerable children and young people, July 2020** identified that during the Covid-19 pandemic there is a rising concern over the number of "hidden" vulnerable children that face many problems such as poverty and abuse. The report has recommended that care arrangements must continue to centre around the child and their needs and that mental health support available in schools needs to be considered.
- The **National Youth Advocacy Service** calls for agencies to work together to ensure that the impact of traumatic experience on children and young people is minimised and that partners should work together to build on the positives of the Covid-19 experience to enable and enhance recovery, improving inter-agency collaboration and working.
- The **Wellbeing for Education Return Project** is a national project funded by the DfE to better equip schools and colleges to promote children and young people's wellbeing, resilience and recovery in response to Covid-19. This included a new national training package providing guidance and resources to educate staff on responding to the impact of Covid-19 on the wellbeing of CYP. This included funding for local authorities to support local experts to work with partners to adapt the training, deliver it and provide ongoing advice and support until March 2021.
- **Early Years:** The Government has also adapted £3.6m worth of Early Years Disadvantage Grant to existing third sector organisations to support children's early literacy and language development (including EYSEND) and are providing an additional £1.15m DCMS grant funding (from the Chancellor's package of support for the third sector) over 6 months to enable existing VCS partners to broaden the scope of these grants to support disadvantaged and vulnerable parent child mental

Appendix A – Legislation, Policies and Priorities

health and wellbeing, and early years providers to help children catch up and transition back into early education.

- **Behaviour Hubs** is a DfE 3-year funded programme to improve pupil behaviour. The programme pairs schools and Multi-Academy Trusts (MATs) with exemplary behaviour practices with other partner schools or MATs that want or need to improve pupil behaviour. The DfE are seeking to appoint approximately 20 outstanding lead schools from across primary, secondary, special and alternative provision sectors to work with schools that want to improve their behaviour culture. Schools will form hubs to share good practice and equip headteachers and school leaders with the tools to improve their approach. The programme is based on the principles and ideas outlined in Tom Bennett's (Author of *Creating a Culture: how school leaders can optimise behaviour* and founder of researchED) review of behaviour in schools which identified the core principles of successful schools, including:
 - Having a clear understanding of what the school culture is
 - High expectations of pupils and a belief that all pupils matter
 - Consistency and attention to detail in the execution of school routines, norms and values.

Local Priorities

- The **Council's Corporate Plan** – sets out what the Council wants to achieve for local residents and communities. The Corporate Plan underpins a "One Council" approach, ensuring all services are working towards shared goals and help different areas of the Council to work together more effectively. The Council's vision for *Working for a Better Future* includes the Council leading the way with others to support people and communities in the coming years to have:
 - High aspirations
 - The opportunity to enjoy life to the full – including: to create accommodation options for greater independence and wellbeing; intervene effectively to keep vulnerable people safe, making sure children in care and care leavers get the best opportunities; design an accessible and responsive health and care system within local communities, protecting people and promoting wellbeing; promote and enable better mental health for all.
 - Thriving environments – including: provide sufficient, high-quality and inclusive education places locally.
 - Good-value Council Services – including: innovative services making best use of technology to meet the needs of our customers; effective and efficient partnerships operate across Lincolnshire and are responsible to emerging opportunities; people's needs are met in a timely, responsive and efficient way; high-quality public services are delivered in a cost effective way.
- The **Inclusive Lincolnshire Strategy**, 2015 - a joint strategy between the Council and the Lincolnshire Learning Partnership (LLP) to build resilience across all schools to support all pupils, promote collective responsibility and reduce exclusion. In 2014, nationally both permanent and fixed-period exclusions were steadily declining, however, in contrast exclusions in Lincolnshire saw an increase with Lincolnshire ranked 135th out of 139 for permanent exclusions for all school types. Key priorities of the Strategy are:
 - Schools, the Local Authority and other agencies to meet young people's behavioural needs in school wherever possible.
 - Intervene early through high quality support in order to prevent further escalation of need and reduce exclusion.
 - Deliver a service which is integrated and is responsible to pupil, family and school needs.
 - Commission an outreach service which is able to support schools to provide for pupils with complex needs and challenging behaviour.
 - Arrange swift and equitable reintegration into an appropriate setting.
 - Improve and increase educational alternatives for young people aged 14-19 at risk of exclusion.

Appendix A – Legislation, Policies and Priorities

- Improve outcomes, including attainment, for young people with challenging behaviour.
- The **Council's Children's Services commissioning priorities** include supporting children to reach their potential by ensuring that they are safe and healthy, ready for school (including emotionally ready), and ready for adult life.
- The **Public Health 5 Year Plan and Children's Public Health Priorities** seek to ensure that children and young people feel happy, stay safe from harm and make good choices about their lives, particularly children who are vulnerable, by improving children and young people's ability to develop healthy relationships, including sexual relationships and building their self-esteem, mental wellbeing and resilience.
- Lincolnshire's **Strategic Education Plan** developed in partnership with the Strategic Education Group, the Council, LLP, Lincolnshire Teaching Schools Together, Lincolnshire MAT CEO Network and the Diocese of Lincoln Board of Education sets out the priorities and system goals in order to ensure all children and young people and schools are a collective responsibility, working together to set the conditions for schools to thrive and more teachers succeed with more learners. Priorities and system goals include:
 - Wider Conditions: Create the conditions so that every school and every child thrives. BOSS, the Working Together Team, Inclusive Lincolnshire Strategy and Mental Health Support Teams are key strategies that support these system goals.
- Lincolnshire's development of its **Early Childhood Strategy** provides a strong basis to further improve outcomes for children to the end of their foundation stage. The Strategy sets the primary aim to increase the Good Level of Development (GLD) of children across Lincolnshire and to improve Lincolnshire's outcomes compared to its statistical neighbours.
- Lincolnshire's refreshed **Early Help Strategy 2021-23** is a collaborative approach for every professional working with or engaging with children and families, regardless of organisation, status or position. The vision is for the Early Help system in Lincolnshire is "Putting Children First" and "Working Together with Families to Enhance Children's Present and Future Lives".
- Lincolnshire's **SEND Transformation Project** sets out Lincolnshire's ambition to improve how the system will work together with families to secure the best possible life chances for children and young people with SEND. Working with schools and other educational settings to strengthen the graduated approach to ensure children and young people receive the right support at the right time.
- Lincolnshire's **SEND Workforce Development Strategy** is currently being developed in partnership with the Lincolnshire SEND Alliance as part of **Building Communities of Specialist Provision Together in Lincolnshire**. The SEND Workforce Development Offer is being developed in partnership with the Lincolnshire SEND Alliance which will include training for special schools initially and then will be rolled out to the wider SEND workforce within mainstream settings. This will include training for the SEND Workforce when working with CYP with behaviour that challenges.
- **Wider Mental Health and Emotional Wellbeing Services Review** is currently being completed in relation to commissioned mental health and emotional wellbeing services for children and young people aged 0 to 19 years (25 SEND and/or Care Leaver). Consideration has been given within this review to the links between mental health, emotional wellbeing and behavioural concerns and the underlying causative factors. Consideration has also been given to how all relevant services can work together in a more integrated and multi-disciplinary approach to ensure CYP and their families access the right support, at the right time and by the right professional.
- **Commissioned Early Years Services Review** is currently being undertaken in relation to commissioned services provided to pre-school children aged 0 to 5 years, and their families, including children with SEND. Although BOSS is not in scope of this review, consideration is being given within this review in relation to supporting parents/carers to better understand and support their young children's behaviour at key developmental stages, as well as the transition

Appendix A – Legislation, Policies and Priorities

support available for children accessing early years provision and transitioning from early years to their Reception Year, in particular vulnerable groups of children.

Appendix B – Evidence Summary

Life course approach

- Evidence is clear that good parenting during the first 1001 days of a child's life can have a significant positive impact on their life chances and there is longstanding evidence that a baby's social and emotional development is strongly affected by the quality of their attachment with its caregiver.
- Evidence also shows that there are key development stages for CYP which can impact on their physical and emotional wellbeing. For example, for CYP aged 8 to 12 physical developments such as puberty, which for girls can start at around aged 10 years, can impact on how CYP feel about themselves and how they interact with those that surround them.
- The World Health Organization (WHO) highlights that adolescence (ages 10 to 19 years) is the phase in CYP's lives where they are developing between childhood and adulthood and experiencing rapid physical, cognitive and psychosocial growth, which can affect how they interact with the life around them. WHO highlights that *to grow and develop in good health, adolescents need information, including age-appropriate sexuality education; opportunities to develop life skills; health services that are acceptable, equitable, appropriate and effective; and safe and supportive environments.*
- Improving coordinated multi-agency support for children, parents and families during crucial periods of a child's development, including prevention and early intervention support, can contribute significantly to improving children's life chances.
- NICE guidance on CYP's social and emotional wellbeing (including early years) highlights the importance of good social, emotional and psychological health to protect CYP against emotional wellbeing and behavioural concerns. This includes recommendations for:
 - providing early intervention support for CYP
 - ensuring good quality training for professionals working with CYP to identify and assess emotional wellbeing and/or behavioural concerns
 - supporting parents/carers to better understand their child's needs
 - providing a range of evidence-based interventions for CYP and families.
- The **Anna Freud National Centre for Children and Families** highlights that persistently challenging behaviour is often a way that CYP communicate distress or trauma. Approximately 5% of CYP aged 5 to 16 years have a conduct disorder, with this more common in boys than girls. 7% of boys (compared to 3% girls) are more likely to have a conduct disorder at aged 5 to 10 years with this increasing to 8% at aged 11 to 16 years (5% in girls). For CYP in their teenage years the patterns of behaviour can become more extreme and can include aggression towards people, destruction of property and serious violation of rules and laws. In addition the Centre highlights that CYP with a conduct disorder are more likely to have other mental health problems.

Trauma informed practice

- Adverse Childhood Experiences (ACEs) can be defined as highly stressful events or situations that occur during childhood and/or adolescence. A ground-breaking study conducted in 1995 by the Center for Disease Control and the Kaiser Permanente Health Care Organisation in California referred to three specific kinds of adversity faced by children in the home environment: various forms of physical and emotional abuse, neglect and household dysfunction. These experiences require significant social, emotional, neurobiological, psychological and behavioural adaptations to survive.
- ACEs increase the risk of CYP having difficulties with learning and engaging with others, as well as an increased risk of poor physical and mental health in later life. (NICE Guidelines: Social, emotional and mental wellbeing in primary and secondary education, Final Scope, 2019).
- International research and studies from across the UK show that there is a strong relationship between experiencing adversity and trauma in childhood, and poor social and health outcomes in adolescence, adulthood and later life.

Appendix B – Evidence Summary

NICE Guidelines

- New National Institute of Clinical Excellence (NICE) guidelines are expected to be published in July 2022 around 'Social, emotional and mental wellbeing in primary and secondary education'. The current guidelines include:
 - [*'Social and emotional wellbeing: early years'*](#) (2012) recommends a 'life course perspective', recognising that disadvantage before birth and in a child's early years can have life-long, negative effects on their health and wellbeing. Focus on the social and emotional wellbeing of vulnerable children as the foundation for their healthy development and to offset the risks relating to disadvantage.
 - [*'Social and emotional wellbeing in primary education'*](#) (2008) recommends a **whole school approach** whereby schools can provide an emotionally secure and safe environments that nurture children's social and emotional skills and wellbeing. Teachers and practitioners should be trained to identify and assess the early signs of anxiety, emotional distress and behavioural problems among primary schoolchildren, and provide a range of interventions that have been proven to be effective, according to the child's needs (such as problem-focused group sessions delivered by appropriately trained specialists in receipt of clinical supervision *plus* group parenting sessions for the parents or carers of these children, run in parallel with the children's sessions).
 - [*'Social and emotional wellbeing in secondary education'*](#) (2009) highlight the role of schools in equipping young people with the knowledge and skills they need to learn effectively and to prevent behavioural and health problems. Universal, organisation-wide approaches in secondary education help all young people to develop social and emotional skills, as well as providing specific help for those most at risk (or already showing signs) of problems.
- Other relevant NICE Guidelines include:
 - [*'Learning disabilities and behaviour that challenges'*](#) (2018) highlights the importance of understanding the cause of behaviour that challenges and identify through assessment the steps that can be taken to help people change their behaviour and improve their quality of life.
 - [*'Antisocial behaviour and conduct disorders in children and young people: recognition and management'*](#) (2017) states many children and young people with a conduct disorder may have had poor or punitive experiences of care and be mistrustful or dismissive of offers of help as a result, therefore NICE recommends children should routinely receive care and treatment from a single team or professional that can offer a positive, caring and trusting relationship; children are not passed from one team to another unnecessarily, and children do not undergo multiple assessments unnecessarily.

Supporting behavioural concerns

- Public Health England, DfE and NHSE set out eight principles to **promote emotional health and wellbeing in schools and colleges** these include: leadership and management that supports and champions efforts to promote emotional health and wellbeing, an ethos and environment that promotes respect and values diversity, working with parents/care and curriculum teaching and learning to promote resilience and support social and emotional learning,
- The Anna Freud National Centre for Children and Families, a nationally recognised child mental health research, training and treatment centre highlights the importance good social and emotional skills can play on improving CYP's academic attainment, enhancing their motivation and helping them to manage their thoughts, feelings and behaviour.
- International research suggests that the most effective way to support CYP's behavioural concerns, including CYP with SEND is to offer a range of interventions to suit their needs and individual preferences. For example:

Appendix B – Evidence Summary

- **Cognitive Behavioural Therapy (CBT):** considered to be one of the most effective treatments for a wide range of emotional wellbeing and mental health concerns for both adults and CYP. Widely recognised as an example of evidence-based good practice by NICE, NHSE and DfE and is an essential component of the CYPIAPT programme and MHSTs. Digital and group CBT is recommended by NICE for CYP with mild depression (2019). When modified and combined with other intervention components it is also recommended for CYP with ADHD or autism. However, research suggests that CYP need to understand their emotions to make best use of CBT and CBT alone is only effective for approximately 55% of CYP.
- **Solution Focused Therapy (SFT):** a strengths-based approach to support a wide range of concerns, e.g. depression, relationship difficulties, anger management, but with varying degrees of success. There is a low evidence base for SFT alone, but a stronger one when combined with other interventions.
- **Mindfulness** can help people become aware of their thoughts and feelings, which can be used to manage wellbeing and mental health. A wide range of studies suggest Mindfulness can provide a number of psychological and physiological benefits, including long term reduction in anxiety and depression, as well as improve anger management and emotional wellbeing. When combined with CBT, Mindfulness can help break negative thought patterns and NICE recommend Mindfulness group sessions for support CYP with mild depression. However, some research trials suggest that Mindfulness can have a negative impact on people's memories.
- **Emotion Coaching** is based on research undertaken in America and Australia that uses moments of heightened emotion and behaviour to guide and teach CYP about more effective responses. This supports the C/YP to calm down psychologically and physiologically so that the C/YP can be supported to problem solve and engage in SFT strategies. However, the impact of emotion coaching when used in education settings in the UK is limited.
- **Playfulness, Acceptance, Curiosity, Empathy (PACE)** aims to support professionals working with CYP who have experienced neglect, abuse and trauma to build positive and secure relationships with them. The research is limited on the use of PACE principles in isolation, however the evidence base is stronger when part of a wider range of intervention support.
- The majority of research undertaken on permanent exclusions and driving factors are small-scale and therefore findings are limited. An independent **literature review on the continued disproportionate exclusion of certain children**, commissioned by the DfE in 2018 on behalf of Edward Timpson CBE highlighted:
 - Certain vulnerabilities (individual or combined) of CYP put them more at risk of exclusion, including CYP with SEND, SEMH needs, poverty, low attainment, ethnic minorities. Other factors that also impacted on CYP being excluded included bullying, poor relationships with teachers, trauma and environmental factors within the home.
 - Poor school-family relationships were a contributing factor for exclusions in particular where there was a lack of parent-school communication.
 - Evidence was limited as to the reasons why the permanent exclusion rate for boys is over three times higher than that for girls.
 - The lack of sense of belonging in a school was identified as a critical causative factor for exclusions. In particular, where CYP did not feel they "belonged" they were more likely to have poor relationships with their peers and teachers and more likely to feel that their needs were not understood or met.
 - Exclusions of CYP with SEMH and additional needs were primarily due to schools and staff feeling they had inadequate experience or training to identify and meet those needs.

Appendix B – Evidence Summary

- Limited evidence on the impact on preventative measures to support CYP's behaviour concerns. However, key positive factors included a positive school ethos and culture, early intervention and prevention, high quality interventions delivered by experienced practitioners, including targeted support for CYP at risk of exclusion.

Appendix C - Recommended Model for Behaviour Outreach Support Service

Child-Centred Multi-Disciplinary Approach				
Age	BOSS	Changes	Additions	Safeguarding, Early Help, PRT, Education Settings. Ask SALL, Social Care, SEND, CYP, parents/carers Lincolnshire Ladder of Behavioural Intervention, Inclusion Toolkit, Valuing SEND Toolkit
Child-Centred Multi-Disciplinary Team Approach	Reception to Year 11	Training and workshops Coordinated and inclusive package of training and workshops, in person, online and virtually for professionals in schools and parents/carers (centrally held or within school) including guided self-help materials, teacher guides, resources, etc.	Better aligned to national and local priorities with a robust focus on working as a multi-disciplinary team to support CYP's mental health, emotional wellbeing and behaviour concerns.	Centrally held training and workshop offer. Workshops for parents/carers.
	Coordinated and delivered in partnership with other relevant commissioned and in house services, including SEND Alliance, Healthy Minds Lincolnshire, Mental Health Support Teams, Early Help, etc. Including opportunity for case consultation/peer support alongside other settings through a coordinated offer with Healthy Minds Lincolnshire and/or the MHSTs.	Greater focus on utilising virtual training platforms in order to reach more professionals and parents/carers.	Schools fully utilising training and workshops available to them before accessing targeted and intensive outreach support.	
	Key focus on upskilling professionals and parents/carers to better understand and support CYP's behavioural concerns at key developmental stages and embed consistent strategies within the home as well as the school setting.	Greater focus on upskilling professionals and parents/carers to better support CYP, including vulnerable groups of CYP.	More integrated partnership working between commissioned services and in-house services.	
	Early intervention and preventative support as part of a robust and meaningful graduated response to meeting the needs of CYP with SEND, thus reducing the reliance on specialist provision.	Greater focus on multi-disciplinary team approach to supporting vulnerable CYP and families, including CYP with SEND.	Child-centred multi-disciplinary team approach to meeting the needs of CYP and their families.	
	Schools continue to follow Lincolnshire Ladder of Intervention, with pre-referral advice, guidance and support continuing to be provided by the Council's PRT. Including support for vulnerable groups of CYP.	Greater focus on consultation and joint planning with schools, CYP, families and other relevant services.	More required expertise of BOSS Workers and Senior BOSS Workers to better support and challenge education settings in order for more CYP to be better supported within their mainstream settings.	
	Schools continue to be encouraged to access AskSALL for advice/guidance when working with CYP with SEND.	Greater focus on engaging parents/carers in the targeted and intensive outreach support being provided within education settings so that evidence-based strategies can be used within the home as well as the education setting.	Incorporating use of tools developed through Lincolnshire SEND Transformation Project, e.g. Inclusion Toolkit and Valuing SEND Toolkit.	
	Expectation that schools have fully accessed workshops and training available to them, as well as utilise the tools developed through the Lincolnshire Ladder of Behaviour Intervention, e.g. Pastoral Support Plan (PSP) and the Lincolnshire SEND Transformation Project, e.g. Inclusion Toolkit and Valuing SEND Toolkit, before accessing Targeted or Intensive Outreach Support (unless there is a clear escalation of need).	Clearer and seamless pathways between relevant services through a child-centred multi-disciplinary team approach.		
	Expectation that Lincolnshire schools and academies continue to access support via the Council's Pupil Reintegration Team (PRT) before the need for referral for Targeted or Intensive Outreach Support is identified. Referrals will continue to be overseen by PRT.	Stronger focus on early intervention and preventative support as part of a robust and meaningful graduated response to meeting the needs of CYP with SEND.		
	Targeted Outreach Support Consultation, observation and joint planning with education settings, CYP, parents/carers and other relevant services to ensure a child-centred cohesive approach to meeting the needs of CYP.	Stronger focus on supporting CYP to remain in their mainstream settings (where this is appropriate to do so).		
	Stronger focus on reducing permanent exclusions and providing more robust support and challenge to education settings to ensure more CYP can remain in their mainstream setting, without the need for more specialist alternative provision.			
	Strong focus on multi-agency partnership working through multi-disciplinary team approach to ensure wrap around support for the whole family and reduce culture of "sign-posting on" to other services. This includes working with the Council's Early Help team where it is identified that support is needed for parents/carers within the home and the Council's SEND team as part of the graduated response to meeting the needs of CYP.			
	Direct evidence-based interventions and support for pupils at risk of exclusion (1:1 or small groups) will continue to be provided but with a strong focus on better engaging parents/carers in the support being provided, ensuring consistent and evidence-based strategies can be used within the home as well as the education setting. This will include making better use of virtual platforms to ensure parents/carers can still be engaged in the process but may not be able to physically attend the setting.			
	Greater support and challenge to education settings where decision re permanent exclusions, specialist provision or alternative pathways are being taken without discussion with BOSS whilst a referral to BOSS is			

Appendix C - Recommended Model for Behaviour Outreach Support Service

	<p>being processed or whilst BOSS support is either due to commence or has commenced.</p> <p>Restorative practice embedded within the behaviour intervention offer within education settings through the support provided by the BOSS Workers.</p> <p><u>Intensive Intervention</u> (flexible bespoke pre-exclusion specialist provision or alternative pathways)</p> <p>Strong focus on this only being explored where all targeted outreach support has been exhausted and ensuring the appropriate level of expertise is available to better support and challenge Lincolnshire schools and academies.</p> <p>Strong focus on access to pre-exclusion provision being time-limited only with a key focus on BOSS working in partnership with the mainstream setting and alternative provision provider to ensure smooth transition of the C/YP back into their mainstream setting.</p> <p>Strong focus on providing support and challenge to schools, in partnership with the Council, where permanent exclusions have taken place whilst intensive intervention support is being provided.</p>		
	<p>Coordinated and cohesive virtual training and workshops offer for professionals working with YP post-16, and parents/carers including vulnerable groups of YP. This will include guided self-help materials and guides to support with transition into FE in order to support YP prepare for adulthood.</p>	<p>Training for professionals and parents/carers of YP post-16, including vulnerable groups of YP.</p>	<p>Training and workshops for professionals working with YP post-16, including vulnerable groups of YP.</p>

Equality Impact Analysis to enable informed decisions

The purpose of this document is to:-

- I. help decision makers fulfil their duties under the Equality Act 2010 and
- II. for you to evidence the positive and adverse impacts of the proposed change on people with protected characteristics and ways to mitigate or eliminate any adverse impacts.

Using this form

This form must be updated and reviewed as your evidence on a proposal for a project/service change/policy/commissioning of a service or decommissioning of a service evolves taking into account any consultation feedback, significant changes to the proposals and data to support impacts of proposed changes. The key findings of the most up to date version of the Equality Impact Analysis must be explained in the report to the decision maker and the Equality Impact Analysis must be attached to the decision making report.

****Please make sure you read the information below so that you understand what is required under the Equality Act 2010****

Equality Act 2010

The Equality Act 2010 applies to both our workforce and our customers. Under the Equality Act 2010, decision makers are under a personal duty, to have due (that is proportionate) regard to the need to protect and promote the interests of persons with protected characteristics.

Protected characteristics

The protected characteristics under the Act are: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

Section 149 of the Equality Act 2010

Section 149 requires a public authority to have due regard to the need to:

- Eliminate discrimination, harassment, victimisation, and any other conduct that is prohibited by/or under the Act
- Advance equality of opportunity between persons who share relevant protected characteristics and persons who do not share those characteristics
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

Appendix D - Draft EIA

The purpose of Section 149 is to get decision makers to consider the impact their decisions may or will have on those with protected characteristics and by evidencing the impacts on people with protected characteristics decision makers should be able to demonstrate 'due regard'.

Decision makers duty under the Act

Having had careful regard to the Equality Impact Analysis, and also the consultation responses, decision makers are under a personal duty to have due regard to the need to protect and promote the interests of persons with protected characteristics (see above) and to:-

- (i) consider and analyse how the decision is likely to affect those with protected characteristics, in practical terms,
- (ii) remove any unlawful discrimination, harassment, victimisation and other prohibited conduct,
- (iii) consider whether practical steps should be taken to mitigate or avoid any adverse consequences that the decision is likely to have, for persons with protected characteristics and, indeed, to consider whether the decision should not be taken at all, in the interests of persons with protected characteristics,
- (iv) consider whether steps should be taken to advance equality, foster good relations and generally promote the interests of persons with protected characteristics, either by varying the recommended decision or by taking some other decision.

Conducting an Impact Analysis

The Equality Impact Analysis is a process to identify the impact or likely impact a project, proposed service change, commissioning, decommissioning or policy will have on people with protected characteristics listed above. It should be considered at the beginning of the decision making process.

The Lead Officer responsibility

This is the person writing the report for the decision maker. It is the responsibility of the Lead Officer to make sure that the Equality Impact Analysis is robust and proportionate to the decision being taken.

Summary of findings

You must provide a clear and concise summary of the key findings of this Equality Impact Analysis in the decision making report and attach this Equality Impact Analysis to the report.

Impact – definition

An impact is an intentional or unintentional lasting consequence or significant change to people's lives brought about by an action or series of actions.

How much detail to include?

The Equality Impact Analysis should be proportionate to the impact of proposed change. In deciding this asking simple questions "Who might be affected by this decision?" "Which protected characteristics might be affected?" and "How might they be affected?" will help you consider the extent to which you already have evidence, information and data, and where there are gaps that you will need to explore. Ensure the source and date of any existing data is referenced.

You must consider both obvious and any less obvious impacts. Engaging with people with the protected characteristics will help you to identify less obvious impacts as these groups share their perspectives with you.

A given proposal may have a positive impact on one or more protected characteristics and have an adverse impact on others. You must capture these differences in this form to help decision makers to arrive at a view as to where the balance of advantage or disadvantage lies. If an adverse impact is unavoidable then it must be clearly justified and recorded as such, with an explanation as to why no steps can be taken to avoid the impact. Consequences must be included.

Proposals for more than one option If more than one option is being proposed you must ensure that the Equality Impact Analysis covers all options. Depending on the circumstances, it may be more appropriate to complete an Equality Impact Analysis for each option.

The information you provide in this form must be sufficient to allow the decision maker to fulfil their role as above. You must include the latest version of the Equality Impact Analysis with the report to the decision maker. Please be aware that the information in this form must be able to stand up to legal challenge.

Background Information

Title of the policy / project / service being considered	Behaviour Outreach Support Service (BOSS) Review	Person / people completing analysis	Sara Gregory
Service Area	Children's Services Strategic Commissioning Team	Lead Officer	Charlotte Gray
Who is the decision maker?	Lincolnshire County Council/Executive	How was the Equality Impact Analysis undertaken?	Through review and previous and current stakeholder engagement
Date of meeting when decision will be made	TBC	Version control	V0.1
Is this proposed change to an existing policy/service/project or is it new?	Existing policy/service/project	LCC directly delivered, commissioned, re-commissioned or de-commissioned?	Re-commissioned
Describe the proposed change	Re-commissioning BOSS following a review alongside other relevant commissioned services to inform improvements to the existing service.		

Evidencing the impacts

In this section you will explain the difference that proposed changes are likely to make on people with protected characteristics.

To help you do this first consider the impacts the proposed changes may have on people without protected characteristics before then considering the impacts the proposed changes may have on people with protected characteristics.

You must evidence here who will benefit and how they will benefit. If there are no benefits that you can identify please state 'No perceived benefit' under the relevant protected characteristic. You can add sub categories under the protected characteristics to make clear the impacts. For example under Age you may have considered the impact on 0-5 year olds or people aged 65 and over, under Race you may have considered Eastern European migrants, under Sex you may have considered specific impacts on men.

Data to support impacts of proposed changes

When considering the equality impact of a decision it is important to know who the people are that will be affected by any change.

Population data and the Joint Strategic Needs Assessment

The Lincolnshire Research Observatory (LRO) holds a range of population data by the protected characteristics. This can help put a decision into context. Visit the LRO website and its population theme page by following this link: <http://www.research-lincs.org.uk> If you cannot find what you are looking for, or need more information, please contact the LRO team. You will also find information about the Joint Strategic Needs Assessment on the LRO website.

Workforce profiles

You can obtain information by many of the protected characteristics for the Council's workforce and comparisons with the labour market on the [Council's website](#). As of 1st April 2015, managers can obtain workforce profile data by the protected characteristics for their specific areas using Agresso.

Positive impacts

The proposed change may have the following positive impacts on persons with protected characteristics – If no positive impact, please state '*no positive impact*'.

Age	Perceived positive impact for school aged CYP as more training and workshops available to professionals and parents/carers so that CYP can be better supported within their home, education setting and wider community. In addition greater partnership working with other relevant services and an integrated and child-centred multi-disciplinary team approach to meeting the needs of CYP's mental health, emotional wellbeing and/or behaviour concerns will mean that even more school-aged CYP will have access to the right support at the right time.
Disability	Perceived positive impact for school aged CYP as more training and workshops available to professionals and parents/carers so that CYP can be better supported within their home, education setting and wider community. In addition greater partnership working with other relevant services and an integrated and child-centred multi-disciplinary team approach to meeting the needs of CYP's mental health, emotional wellbeing and/or behaviour concerns will mean that even more school-aged CYP will have access to the right support at the right time, including CYP with SEND. Better aligning of BOSS to local priorities will also ensure that the tools already put into place by the Local Authority to help improve outcomes for CYP with SEND will also be reflected in the future BOSS provision.
Gender reassignment	No perceived positive impact as there are no significant changes proposed to the current delivery model that will impact on this protected characteristic.
Marriage and civil partnership	No perceived positive impact as there are no significant changes proposed to the current delivery model that will impact on this protected characteristic.
Pregnancy and maternity	No perceived positive impact as there are no significant changes proposed to the current delivery model that will impact on this protected characteristic.
Race	Perceived positive impact for school aged CYP as more training and workshops available to professionals and parents/carers so that CYP can be better supported within their home, education setting and wider community. In addition greater partnership working with other relevant services and an integrated and child-centred multi-disciplinary team approach to meeting the needs of CYP's mental health, emotional wellbeing and/or behaviour concerns will mean that even more school-aged CYP will have access to the right support at the right time.

Appendix D - Draft EIA

Religion or belief	Perceived positive impact for school aged CYP as more training and workshops available to professionals and parents/carers so that CYP can be better supported within their home, education setting and wider community. In addition greater partnership working with other relevant services and an integrated and child-centred multi-disciplinary team approach to meeting the needs of CYP's mental health, emotional wellbeing and/or behaviour concerns will mean that even more school-aged CYP will have access to the right support at the right time.
Sex	Perceived positive impact for school aged CYP as more training and workshops available to professionals and parents/carers so that CYP can be better supported within their home, education setting and wider community. In addition greater partnership working with other relevant services and an integrated and child-centred multi-disciplinary team approach to meeting the needs of CYP's mental health, emotional wellbeing and/or behaviour concerns will mean that even more school-aged CYP will have access to the right support at the right time.
Sexual orientation	No perceived positive impact as there are no significant changes proposed to the current delivery model that will impact on this protected characteristic.

If you have identified positive impacts for other groups not specifically covered by the protected characteristics in the Equality Act 2010 you can include them here if it will help the decision maker to make an informed decision.

Perceived positive impact for professionals in mainstream education settings working with CYP with behaviour concerns as more training and workshops will be available to professionals and parents/carers of CYP so that they are more confident to support CYP with the education setting as well as parents/carers being able to utilise some of the strategies delivered in education settings within the home. In addition greater partnership working with other relevant services and an integrated and child-centred multi-disciplinary team approach to meeting the needs of CYP's mental health, emotional wellbeing and/or behaviour concerns will mean that professionals and parents/carers will have one single point of access for referrals which will reduce confusion on which service to refer CYP to. More skilled workers will also mean that education settings will have access to a greater expertise of support which provides additionality of support for CYP, and their families, already being provided to them by the professionals within their education setting.

Adverse/negative impacts

You must evidence how people with protected characteristics will be adversely impacted and any proposed mitigation to reduce or eliminate adverse impacts. An adverse impact causes disadvantage or exclusion. If such an impact is identified please state how, as far as possible, it is justified; eliminated; minimised or counter balanced by other measures.

If there are no adverse impacts that you can identify please state 'No perceived adverse impact' under the relevant protected characteristic.

Negative impacts of the proposed change and practical steps to mitigate or avoid any adverse consequences on people with protected characteristics are detailed below. If you have not identified any mitigating action to reduce an adverse impact please state '*No mitigating action identified*'.

Age	No perceived negative impact.
Disability	No perceived negative impact.
Gender reassignment	No perceived negative impact.
Marriage and civil partnership	No perceived negative impact.
Pregnancy and maternity	No perceived negative impact.
Race	No perceived negative impact.

Appendix D - Draft EIA

Religion or belief	No perceived negative impact.
Sex	No perceived negative impact.
Sexual orientation	No perceived negative impact.

If you have identified negative impacts for other groups not specifically covered by the protected characteristics under the Equality Act 2010 you can include them here if it will help the decision maker to make an informed decision.

Appendix D - Draft EIA

Stakeholders

Stake holders are people or groups who may be directly affected (primary stakeholders) and indirectly affected (secondary stakeholders)

You must evidence here who you involved in gathering your evidence about benefits, adverse impacts and practical steps to mitigate or avoid any adverse consequences. You must be confident that any engagement was meaningful. The Community engagement team can help you to do this and you can contact them at consultation@lincolnshire.gov.uk

State clearly what (if any) consultation or engagement activity took place by stating who you involved when compiling this EIA under the protected characteristics. Include organisations you invited and organisations who attended, the date(s) they were involved and method of involvement i.e. Equality Impact Analysis workshop/email/telephone conversation/meeting/consultation. State clearly the objectives of the EIA consultation and findings from the EIA consultation under each of the protected characteristics. If you have not covered any of the protected characteristics please state the reasons why they were not consulted/engaged.

Objective(s) of the EIA consultation/engagement activity

To help inform the review of BOSS in order to make recommended changes that better meet the needs of children and young people, their families and the professionals working with them.

Appendix D - Draft EIA

Who was involved in the EIA consultation/engagement activity? Detail any findings identified by the protected characteristic

Age	<p>Where possible stakeholder engagement was undertaken to help inform the review but due to the Covid-19 pandemic this was limited. In view of this stakeholder engagement activity undertaken to inform the CAMHS review, the Mental Health Support Teams project and stakeholder feedback from BOSS and other relevant commissioned services has also been taken into account. Overall this took into account feedback from children and young people, parents/carers, education providers, wider professionals working with children and young people across a range of organisations and other strategic partners.</p> <p>All engagements that had been taken into consideration and ran during the review ranged from between June 2018 and September 2020. Engagements have been presented in representation of the Children's Strategic Commissioning Team.</p>
Disability	As above
Gender reassignment	As above
Marriage and civil partnership	As above
Pregnancy and maternity	As above
Race	As above

Appendix D - Draft EIA

Religion or belief	As above
Sex	As above
Sexual orientation	As above
Are you confident that everyone who should have been involved in producing this version of the Equality Impact Analysis has been involved in a meaningful way? The purpose is to make sure you have got the perspective of all the protected characteristics.	Yes – all engagement has taken into account feedback from the current review and previous engagement which has included feedback from a wide range of stakeholders, including service users and non-service users.
Once the changes have been implemented how will you undertake evaluation of the benefits and how effective the actions to reduce adverse impacts have been?	A post-project review will be conducted to identify any benefits already achieved. Any new service will be subject to contract management. This will involve tracking performing indicators and other information designed to monitor the effectiveness of delivery in meeting people's needs, including feedback and views of service users.

Appendix D - Draft EIA

Further Details

Are you handling personal data?	No If yes, please give details.
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Page

154

Actions required	Action	Lead officer	Timescale
Include any actions identified in this analysis for on-going monitoring of impacts.			

Version	Description	Created/amended by	Date created/amended	Approved by	Date approved
V0.1	Issued following BOSS review	Sara Gregory	1 st September 2021		