

**Report title:** Response to the Life-Long Learning Scrutiny Panel Review of Educational Inclusion

**Report of:** Chief Executive

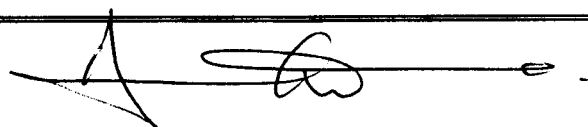
**1. Purpose**

To set out the Executive's response to the recommendations of the Life-Long Learning Scrutiny Review in relation to Educational Inclusion.

**2. Recommendations**

To agree and endorse the Executive response.

**Report authorised by:** David Warwick  
Chief Executive



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**3. Policy summary**

3.1 The Life-Long Learning Scrutiny Panel's review of educational inclusion helped to feed into the development of the Education Services' policy for Educational Inclusion. The Life-Long Learning Scrutiny Panel's report is attached together with Education Services' Policy for Education Inclusion.

**4. Access to information: Local Government (Access to Information) Act 1985**

For further information about this report please contact Sharon Shoesmith on 020 8489 3883.

## **5. Report**

- 5.1 The Lifelong Learning Scrutiny Panel undertook a wide-ranging review of Educational Inclusion during Autumn 2002. That report is attached as Annex 1. The report informed the development of the Education Services's Draft Policy for Educational Inclusion attached as Annex 2. The draft policy was consulted on during the Summer Term 2003 and the policy finalised in Autumn 2003. The responses to the draft are attached at Annex 3.
- 5.2 This report outlines the response made to each of the Scrutiny Panel recommendations.

### **Recommendations**

#### **Recommendation 1**

- That Inclusion is considered as fundamentally a human rights issue.

#### **Response**

This is a key principle in the Policy for Educational Inclusion set out in paragraph 3 which states that "Inclusion is a human rights issue. It requires us all to give all our children and young people the right opportunities to:

- enjoy and benefit from an appropriate education;
- value each other's contributions; and
- develop life-long positive attitudes to diversity."

#### **Recommendation 2**

- That a clear working definition of inclusion for the Borough is agreed that is enabling and not restrictive or doctrinaire and emphasises the benefits to all.

#### **Response**

A working definition for inclusion is developed in paragraphs 1-4 including listing those groups of pupils who require specific attention. The definition is best captured in the vision statement in paragraph 5.

#### **Recommendation 3**

- That groups of children for whom access to learning requires particular attention be identified within the Strategy.

#### **Response**

The groups of pupils are clearly identified in paragraph 3.

#### **Recommendation 4**

- That a clear vision of what Inclusion will entail (i.e. look like in practice) be developed and that this:
  - Be clearly distinguished, as a concept, from 'integration' and narrower notions of provision for special or additional educational needs.
  - Makes clear links between the over-arching social inclusion agenda and the concept of Inclusion as Education's contribution.
  - Is primarily concerned with values and entitlements rather than achieving targets.
  - Includes specific reference to the importance of leadership at all levels in developing inclusive practice.

#### **Response**

Paragraphs 6-13 inclusive give detail about what inclusion will entail from Education Services, schools and multi-agency perspectives. Paragraph 6 sets out the values and entitlements under the heading of "principles" and leadership is emphasised, especially in paragraph 11.

#### **Recommendation 5**

- That the LEA identifies within the Plan specific areas where performance could be improved.

#### **Response**

In paragraphs 14-16 areas that need improved are specified by indicating the types of performance measures that would be required and that would be monitored on a systematic basis by Education Services.

#### **Recommendation 6**

- That a wide ranging and imaginative consultation strategy be developed for the draft Policy and beyond that facilitates meaningful debate and includes, amongst others, teachers, ethnic minority communities, disabled people, parents and hard to reach groups.

#### **Response**

The draft Education Inclusion Policy was consulted on the Summer Term 2003 and meetings were arranged with a number of stakeholder groups including school governing bodies. The response and analysis of the consultation was reported to Education Management Board and the Council's Executive in October 2003.

### **Recommendation 7**

- That documentation be made accessible and written using principles of plain English and that consideration also be given as to how people who may have difficulty in accessing this in written form and in English can be consulted.

### **Response**

The document has been written as close to plain English as possible though there is a degree of technical language that is unavoidable. The document is available in a range of community languages.

### **Recommendation 8**

- That the strategy document makes use of mini case studies from both within and outside the Borough as examples of good inclusive practice.

### **Response**

This aspect has not been included in the policy but it is intended that the annual evaluations will contain case studies to illustrate progress.

### **Recommendation 9**

- That, at the end of the consultation period, the final draft be referred to the Lifelong Learning Scrutiny Panel for comment.

### **Response**

The final draft ready for consultation was brought to the attention of the Lifelong Learning Scrutiny Panel and met with their approval.

## **Providing Statements of Special Educational Need**

### **Recommendation 10:**

- That the use by schools of funding for additional and special educational needs be regularly audited through a formal process, comparable with that of the EMAG review, to ensure that the needs of all children are being met and that this process involves special needs governors and SENCOs. A report on progress and outcomes should be submitted at least annually to the AEN/SEN Funding User Group and the Education Management Board.

### **Response**

The Fair Funding strategy for 04/05 takes full account of the new funding model for additional and special educational needs and this will be formally audited and reported on an annual basis.

### **Recommendation I 1**

- That this audit/monitoring process includes a judgement of how far the re-allocation of funding has resulted in raising achievement levels and be supplemented with guidance on funding allocation for these groups of pupils within schools and enhanced professional development for both responsible teachers in this field and mainstream teachers.

### **Response**

The monitoring process will take these issues into account, especially the effects of the new funding approach.

### **Recommendation I 2**

- That the AEN Funding User Group be asked to recommend annually to the Education Management Board, or its equivalent, and to the Schools' Forum, the amount of resource that should be retained in the SEN Panel budget and unallocated contingency to meet the needs of children in mainstream schools with complex special educational needs.

### **Response**

This responsibility has been identified as part of the work of the AEN Funding User Group.

### **Recommendation I 3**

- That a Parents' Forum be set up to improve engagement with parents of children with SEN, AEN and disabilities and linked with structures and initiatives under any new Parental Involvement policy.

### **Response**

The LEA is in the process of developing the Parent and Community Involvement Team and this duty will be based with that team.

### **Recommendation I 4**

- That the criteria for providing statements of special educational need be reviewed in the in the light of the changes in pupil-focused resource allocation resulting from the AEN Best Value Review.

### **Response**

This review of criteria for providing statements will be undertaken as part of the SEN Strategy but not set out in any detail in the Education Inclusion Policy.

## **Recommendation 15 and 16**

- That the LEA makes clear within the Inclusion Strategy the appropriate role of the process of providing statements of Special Educational Need under its policy of Inclusion.
- That the issues of:
  - meeting the needs of children transferring from primary to secondary school who are undergoing assessment; and
  - parents who may no longer be able to specify a particular school for pupils without a statement, where previously they might have qualified for one, be referred to the Admissions Forum.

### **Response**

Again this detail will appear in the SEN Strategy rather than the Education Inclusion Policy.

## **Special(ist)Schools**

### **Recommendations 17 -19**

- That the 'resource base' provision model be endorsed and developed further by the LEA to meet a wider range of Inclusion need.
- That a peripatetic outreach service be developed for mainstream schools to utilise fully the expertise within specialist provision.
- That the LEA consider the following issues within the Inclusion Strategy:
  - How special schools and units fit into notions of Inclusion
  - How current specialist (formerly 'special') provision in Haringey could develop its role further in response to the need for greater Inclusion.
  - To what extent sending some pupils to out Borough residential schools is in conflict with an Inclusion policy.

### **Response**

Much of the detail required in relation to these recommendations will be accounted for in the SEN Strategy and SEN Policy rather than in this Education Inclusion Policy document which is a more overarching document.

## **Exclusions, Re-integration and Children with Social, Emotional and Behavioural Difficulties (SEBDs)**

### **Recommendations 20 –25**

- That the setting up of the Pupil Support Service be welcomed and endorsed.
- That measures to broaden the curriculum of the Pupil Support Centre be endorsed and developed further.
- That an independent study be commissioned by the LEA on the reasons for the disproportionate number of African Caribbean pupils who are excluded.
- That, in the light of possible community concerns, the presence of Police Officers within schools as part of the Behaviour Improvement Plan be subject to review and that the review outcomes be reported to the Panel in due course.
- That the Admissions Forum be requested to broker an agreement between schools on the acceptance of excluded pupils
- That the LEA consider the following issues within the Inclusion Strategy:
  - How both fixed term and permanent exclusions can be reconciled with a policy of inclusion
  - How Inclusion can further facilitate a reduction in the number of exclusions
  - The disproportionate numbers of pupils from some ethnic minority communities who are being excluded from mainstream schools. The panel recommends independent research into the causes of this phenomenon.
  - How to reconcile the competing rights of access to learning (i.e. Inclusion) of pupils manifesting disruptive and sometimes violent behaviour and those whose learning is being disrupted by that behaviour
  - How to ensure that the teaching/learning process supports the development of good behaviour and that schools effectively address instances where there may be a causal link between poor behaviour and the learning process.

### **Response**

The Pupil Support Service has now been set up and the curriculum of the Pupil Support Centre broadened to meet the greater needs of the pupils now in the Centre. The LEA is monitoring exclusions by ethnicity and discussing the outcomes with schools.

There has been no formal review of police officers in school but it has been discussed in detail with Headteachers and officers of the LEA together with senior police officers and their role continues to be developed and more suitable to the needs of schools.

Matters related to fixed term and permanent exclusions have been reported on in a separate paper on attendance and exclusions and developments are contained within the SEN Strategy which is Priority 6 of the EDP.

## **Ethnic Minority Achievement**

### **Recommendations 26 – 32**

- That individual tracking systems for pupil be further developed and adopted by all schools and that efforts be made to speed up the movement of pupil records between schools.
- That the LEA develops an overarching parental involvement strategy with particular focus on secondary and special schools.
- That systems be developed to ensure that regular contact between the LEA and parents awaiting a school place is maintained.
- That efforts be made to increase the number of school governors from ethnic minorities through the development of imaginative strategies, training for prospective governors and target setting.
- That consideration is given to improving the format for governors meetings to make them more accessible and facilitate more meaningful discussion.
- That consideration is given to the role of governors and managers in facilitating and promoting Inclusion generally.
- That the LEA consider the following issues within the Inclusion Strategy:
- How the LEA can develop and maintain cultural awareness within itself.
- How the LEA will be proactive in ensuring that its workforce at all levels reflects the local community.
- The development of a regular monitoring and reporting system for the deployment of EMA grant funding within the LEA and in schools
- Closer working with social services and housing to reduce the level of movement of families with school age children.
- The implications of Inclusion for meeting the diverse needs of a multi ethnic community like Haringey and the ways in which it could raise achievement for pupils from ethnic minority backgrounds.
- The role of community language and supplementary schools.
- Low performance levels and parental involvement of pupils from white working class families and, in particular, boys.

### **Response**

*Turning up the Volume on Ethnic Minority Achievement* which was published in July 2003 and was a review of provision in Haringey for raising the attainment of pupils from ethnic minority communities was a direct result of the Education Inclusion Policy. The recommendations of the Lifelong Learning Scrutiny Panel in this section have all been



accounted for in the action plan based on the findings of this review. Progress with the action plan will be reported on a termly basis.

## **Inter Agency Working**

### **Recommendations 33 – 35**

- That the provision to meet the needs of looked after children that is currently resourced from Quality Protects grant funding be maintained from other sources by the Council and its partners on its expiry.
- The consideration be given to the provision of specific Educational Psychologists to work with looked after children.
- That the LEA consider the following issues within the Inclusion Strategy:
  - the role of other departments and agencies in supporting Inclusion within Haringey and how “joined up” working can be further developed to support the principles and implementation of Inclusion.

### **Response**

An Education Psychologist is now a permanent addition to the Looked After Children Team. Work in development to support the recommendations of the Government’s Green Paper has led to greater joined up work with other departments and agencies in the support of inclusion.

## **Staff development and empowerment**

### **Recommendation 36**

- That the LEA consider the following issues within the Inclusion Strategy:
  - How staff can be empowered to confidently facilitate and implement Inclusion
  - How staff can be encouraged and enabled to develop specialised skills and deploy and disseminate them in mainstream settings.

### **Response**

These issues whilst implicit in the Education Inclusion Policy are explicit in the monitoring and evaluation strategy which will be the subject of regular reports.

## **Sharing and Maintaining Good Practice**

### **Recommendation 37**

- That the LEA considers, within the Inclusion Strategy, how good inclusive practice, both within and outside of Haringey be shared, promoted and maintained.

## **Response**

Good practice is shared at a number of levels, for example, the SENCO meetings and conferences between Headteachers and Networked Learning Community meetings and written documentation.

## **Monitoring and Evaluation**

### **Recommendation 38**

- That the LEA consider the following issues within the Inclusion Strategy:
  - The success criteria for Inclusion
  - How transparency and accountability can be built in and to what extent monitoring can facilitate this.
  - Who will be responsible for monitoring progress how will this be done
  - Whether Inclusion will be dealt with within the existing Quality Standards framework and school evaluation system.

## **Response**

These issues are accounted for under the heading “How should we measure and report on progress” (para. 16 of the Education Inclusion Policy) which sets out 20 outcomes which would be subject to regular evaluation, monitoring and reporting.

## **Relationship to Other Policies**

### **Recommendation 39**

- That the LEA consider the following issues within the Inclusion Strategy:
  - the implications for other policies already in place, such as the SEN policy and the Education Development Plan
  - the implications of the Disability Discrimination Act and ‘Accessible Schools’ in relation to the pursuit of Inclusion policy and practices.

## **Response**

This recommendation has taken account of under the heading “Relevant Policies and Plans” (paras. 24 and 25 of the Education Inclusion Policy) in which all related policies in Education Services and beyond are listed.

## **6 CONCLUSION**

6.2 Education Services is committed to addressing and achieving educational inclusion at every level and see the major aims of the service as raising achievement and ensuring inclusion.

**7. EQUALITIES COMMENT**

- 7.1 Educational inclusion affects all schools, pupils and communities and is designed to target those individuals who may be disadvantaged in the education system.

**8. LEGAL COMMENT**

- 8.1 The Acting Head of Legal Services has been consulted on this report and has no specific comments to make.

**9. FINANCIAL COMMENT**

The Director of Finance comments that this report has no specific financial implications.

# **LIFELONG LEARNING SCRUTINY REVIEW**

## **INCLUSIVE EDUCATION – FINAL REPORT**

**HARINGEY COUNCIL**

**APRIL 2003**

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## 1. EXECUTIVE SUMMARY AND KEY MESSAGES

- 1.1 The Panel is very pleased to have been involved in assisting the LEA in developing policy in this area. The LEA is currently in the process of drafting the policy and our recommendations have been made with this in mind. The Panel is mindful that the drafting of the policy is not the end of the process and that much further work is required.
- 1.2 The concept of Inclusion is based on simple principles such as the fact that no child is ineducable and that every child has a right of access to the National Curriculum and all the learning opportunities they need in a setting which enables that access. Where possible that should be within a mainstream school in his or her locality. Despite the apparently straightforward ideas behind it, it is a highly complex and contentious issue with far reaching consequences, particularly in a Borough with such rich diversity as Haringey. There are no easy answers or solutions to the many questions that it raises. It is a process and not an end in itself and the issues that flow from it will need to be the subject of ongoing debate and consultation. Policies in this area will not be static and will be subject to further development.
- 1.3 There is a wide range of different views of what Inclusion means and there is a need for a shared understanding of the term as only then will it be possible to debate meaningfully its implications and to implement it. The LEA's Inclusion Strategy should, therefore, be based on a clear definition. The LEA should also articulate and communicate a vision of what Inclusion in Haringey will look like in practice and this vision should be based on values and entitlements rather than targets.
- 1.4 Consultation will be an essential part of the inclusion process and stakeholders will need to be engaged fully in this. Creative and wide ranging means should be used, particularly as inclusion will affect groups who are hard to reach, such as people for whom English is not their main language. Particular efforts need to be made to ensure that their views are obtained. In the further work that we undertook, we noted the importance of engaging effectively with parents.
- 1.5 For pupils with special educational needs, one possible consequence of Inclusion could be a decrease in the number of statements of special educational need provided as resources are directed instead towards school-based allocation and earlier intervention. There is understandable concern amongst some parents on the implications of this change. There has already been some local debate on how the need for assessment, subsequent statement and then specialist provision fits in with Inclusion and it is important that the LEA convinces parents of the benefits of its revised resource allocation arrangements through careful monitoring and feedback.
- 1.6 Inclusion has potential implications for how schools deal with exclusions and children with emotional and behavioural difficulties. Such children are the most difficult to include but the education community nevertheless needs to do more to support these pupils. Schools are often under pressure to exclude disruptive pupils, but the issue of how, if at all, exclusions can be reconciled with a policy and strategy of Inclusion needs to be considered carefully. Early intervention as problems arise would again seem to be the key and the panel endorses the LEAs current moves to facilitate this.

- 1.7 The panel heard conflicting views on the appropriateness of maintaining special schools under a policy of Inclusion. The interests of children and young people should, however, be paramount and we would caution against a doctrinaire approach being adopted. Special schools within Haringey work very closely with mainstream schools and there are some excellent examples of inclusive practice and integration. There needs to be a debate on how current provision in Haringey could develop further in response to inclusion. The current trend towards adapting the 'resource-base' model of inclusion to a range of different inclusion needs seems to the panel to have the best chance of providing the flexibility of provision required to satisfy a wide variety of parental and student preference.
- 1.8 Addressing ethnic minority achievement is one of the LEAs top priorities and will need to be a key part of the Inclusion Plan. Haringey schools contain children from an extremely diverse range of ethnic minority groups that are subject to frequent change. There are high rates of rates of mobility, comparatively high rates of pupils with English as an additional language and marked inequalities in the achievement levels of children from different communities. The implications of inclusion for meeting these diverse needs need to be considered carefully and outcomes from schools need to be systematically audited, monitored and reported.
- 1.9 No policy of Inclusion can be successful if schools are left to support the process on their own. Support will be required from a range of agencies, particularly social services and health. The further development of inter agency work will need to be an essential component of the Plan.
- 1.10 Staff, including all kinds of support staff, as well as teachers, will be crucial to achieving the changes required in embracing a policy of inclusion. A wider range of skills will be required to meet the wider range of needs of children within mainstream schools. The LEA will need to have a strategy for the development and maintenance of the skills required across all groups of staff.
- 1.11 The Panel observed some of the good practice that takes place within Haringey schools. What was particularly refreshing was that much of what we observed took place in schools that in the past have been acknowledged as having problems. Good practice should be shared and celebrated. It is crucial that efforts are made to ensure that success can be maintained and developed further.
- 1.12 Criteria are being developed by the LEA to measure the success of Inclusion. Transparency and accountability should be built into this. There should also be clarity on how judgements about the quality of Inclusive practice in schools will be made and on what they can be based.
- 1.13 Inclusion will have implications for policies already in place, such as the SEN policy and the Education Development Plan. Such policies may have to be re visited in the light of this work.
- 1.14 A successful Inclusion Plan will be one that successfully adapts the thinking behind inclusion to suit local conditions and needs.

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## **2. RECOMMENDATIONS:**

### *Definition and Vision*

1. That Inclusion is considered as fundamentally a human rights issue.
2. That a clear working definition of inclusion for the Borough is agreed that is enabling and not restrictive or doctrinaire and emphasises the benefits to all.
3. That groups of children for whom access to learning requires particular attention be identified within the Strategy
4. That a clear vision of what Inclusion will entail (i.e. look like in practice) be developed and that this:
  - Be clearly distinguished, as a concept, from 'integration' and narrower notions of provision for special or additional educational needs.
  - Makes clear links between the over-arching social inclusion agenda and the concept of Inclusion as Education's contribution.
  - Is primarily concerned with values and entitlements rather than achieving targets.
  - Includes specific reference to the importance of leadership at all levels in developing inclusive practice.
5. That the LEA identifies within the Plan specific areas where performance could be improved.

### **Consultation**

6. That a wide ranging, and imaginative consultation strategy be developed for the draft Plan and beyond that facilitates meaningful debate and includes, amongst others, teachers, ethnic minority communities, disabled people, parents and hard to reach groups.
7. That documentation be made accessible and written using principles of plain English and that consideration also be given as to how people who may have difficulty in accessing this in written form and in English can be consulted.
8. That the strategy document makes use of mini case studies from both within and outside the Borough as examples of good inclusive practice.
9. That, at the end of the consultation period, the final draft be referred to the Lifelong Learning Scrutiny Panel for comment.

### *Providing Statements of Special Educational Need*

10. That the use by schools of funding for additional and special educational needs be regularly audited through a formal process, comparable with that of the EMAG review, to ensure that the needs of all children are being met and that



this process involves special needs governors and SENCOs. A report on progress and outcomes should be submitted at least annually to the AEN/SEN Funding User Group and the Education Management Board.

11. That this audit/monitoring process includes a judgement of how far the re-allocation of funding has resulted in raising achievement levels and be supplemented with guidance on funding allocation for these groups of pupils within schools and enhanced professional development for both responsible teachers in this field and mainstream teachers.
12. That the AEN Funding User Group be asked to recommend annually to the Education Management Board, or its equivalent, and to the Schools' Forum, the amount of resource that should be retained in the SEN Panel budget and unallocated contingency to meet the needs of children in mainstream schools with complex special educational needs
13. That a Parents Forum be set up to improve engagement with parents of children with SEN, AEN and disabilities and linked with structures and initiatives under any new Parental Involvement policy.
14. That the criteria for providing statements of special educational need be reviewed in the light of the changes in pupil-focused resource allocation resulting from the AEN Best Value Review.
15. That the LEA makes clear within the Inclusion Strategy the appropriate role of the process of providing statements of Special Educational Need under its policy of Inclusion.
16. That the issues of:
  - Meeting the needs of children transferring from primary to secondary school who are undergoing assessment; and
  - Parents who may no longer be able to specify a particular school for pupils without a statement, where previously they might have qualified for onebe referred to the Admissions Forum.

*Special(ist)Schools;*

17. That the 'resource base' provision model be endorsed and developed further by the LEA to meet a wider range of Inclusion need.
18. That a peripatetic outreach service be developed for mainstream schools to utilise fully the expertise within specialist provision.
19. That the LEA consider the following issues within the Inclusion Strategy:
  - How special schools and units fit into notions of Inclusion
  - How current specialist (formerly 'special') provision in Haringey could develop its role further in response to the need for greater Inclusion.

- To what extent sending some pupils to out Borough residential schools is in conflict with an Inclusion policy

***Exclusions, Re-integration and Children with Social, Emotional and Behavioural Difficulties (SEBDs);***

20. That the setting up of the Pupil Support Service be welcomed and endorsed.
21. That measures to broaden the curriculum of the Pupil Support Centre be endorsed and developed further.
22. That an independent study be commissioned by the LEA on the reasons for the disproportionate number of African Caribbean pupils who are excluded.
23. That, in the light of possible community concerns, the presence of Police Officers within schools as part of the Behaviour Improvement Plan be subject to review and that the review outcomes be reported to the Panel in due course.
24. That the Admissions Forum be requested to broker an agreement between schools on the acceptance of excluded pupils
25. That the LEA consider the following issues within the Inclusion Strategy:
  - How both fixed term and permanent exclusions can be reconciled with a policy of inclusion
  - How Inclusion can further facilitate a reduction in the number of exclusions
  - The disproportionate numbers of pupils from some ethnic minority communities who are being excluded from mainstream schools. The panel recommends independent research into the causes of this phenomenon.
  - How to reconcile the competing rights of access to learning (i.e. Inclusion) of pupils manifesting disruptive and sometimes violent behaviour and those whose learning is being disrupted by that behaviour
  - How to ensure that the teaching/learning process supports the development of good behaviour and that schools effectively address instances where there may be a causal link between poor behaviour and the learning process.

***Ethnic Minority Achievement***

26. That individual tracking systems for pupil be further developed and adopted by all schools and that efforts be made to speed up the movement of pupil records between schools.
27. That the LEA develops an overarching parental involvement strategy with particular focus on secondary and special schools.

28. That systems be developed to ensure that regular contact between the LEA and parents awaiting a school place is maintained.
29. That efforts be made to increase the number of school governors from ethnic minorities through the development of imaginative strategies, training for prospective governors and target setting.
30. That consideration is given to improving the format for governors meetings to make them more accessible and facilitate more meaningful discussion.
31. That consideration is given to the role of governors and managers in facilitating and promoting Inclusion generally.
32. That the LEA consider the following issues within the Inclusion Strategy:
  - How the LEA can develop and maintain cultural awareness within itself.
  - How the LEA will be proactive in ensuring that its workforce at all levels reflects the local community.
  - The development of a regular monitoring and reporting system for the deployment of EMA grant funding within the LEA and in schools
  - Closer working with social services and housing to reduce the level of movement of families with school age children
  - The implications of Inclusion for meeting the diverse needs of a multi ethnic community like Haringey and the ways in which it could raise achievement for pupils from ethnic minority backgrounds.
  - The role of community language and supplementary schools.
  - Low performance levels and parental involvement of pupils from white working class families and, in particular, boys.

***Inter Agency Working;***

33. That the provision to meet the needs of looked after children that is currently resourced from Quality Protects grant funding be maintained from other sources by the Council and its partners on its expiry.
34. The consideration be given to the provision of specific Educational Psychologists to work with looked after children.
35. That the LEA consider the following issues within the Inclusion Strategy:
  - the role of other departments and agencies in supporting Inclusion within Haringey and how “joined up” working can be further developed to support the principles and implementation of Inclusion.

***Staff development and empowerment;***

**36.** That the LEA consider the following issues within the Inclusion Strategy:

- How staff can be empowered to confidently facilitate and implement Inclusion
- How staff can be encouraged and enabled to develop specialised skills and deploy and disseminate them in mainstream settings

***Sharing and Maintaining Good Practice;***

**37.** That the LEA considers, within the Inclusion Strategy, how good inclusive practice, both within and outside of Haringey be shared, promoted and maintained.

***Monitoring and Evaluation;***

**38.** That the LEA consider the following issues within the Inclusion Strategy:

- The success criteria for Inclusion
- How transparency and accountability can be built in and to what extent monitoring can facilitate this.
- Who will be responsible for monitoring progress how will this be done
- Whether Inclusion will be dealt with within the existing Quality Standards framework and school evaluation system

***Relationship to Other Policies;***

**39.** That the LEA consider the following issues within the Inclusion Strategy:

- The implications for other policies already in place, such as the SEN policy and the Education Development Plan
- The implications of the Disability Discrimination Act and 'Accessible Schools' in relation to the pursuit of Inclusion policy and practices

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### 3. INTRODUCTION

#### *Terms of Reference*

3.1 The terms of reference for the review were as follows:

“To consider proposals by the Local Education Authority for the drafting of a strategic Inclusion Plan for the Borough and make recommendations thereon to the Overview and Scrutiny Committee”

#### *Background*

- 3.2 The OFSTED inspection of the LEA, which took place in February 2002, stated that there was no clearly articulated written and agreed strategy for special educational needs (SEN) and that the policy was out-of-date. The policy also did not provide a vision of what was planned or a strategic overview. One of the key priorities of the Strategic Management Plan for the Council's Education Service is therefore to produce an Inclusion Plan for the Local Education Authority (LEA).
- 3.3 There are many areas of policy in respect of inclusion that are already in place and the Inclusion Policy and Strategy will bring them all together. It will link with the Education Development Plan (EDP) and the Strategic Management Plan and encompass the Council's Special Educational Needs (SEN) policy as well as its responsibilities under the Race Relations Amendment Act (RRAA), the Disability Discrimination Act, the Behaviour Improvement Plan and a range of statutory and other plans. The LEA's intention is to raise overall achievement levels through addressing inclusion. The Plan will be based on Borough wide and thorough consultation.
- 3.4 In addition, there is also a Best Value review being undertaken on services for children with an additional educational need and their families.
- 3.5 The Council's Lifelong Learning Scrutiny Panel decided to undertake a review on inclusive education and assist the LEA with the development of its strategic policy in this area by looking at current policy and practice, assessing the LEA's proposals for the drafting of the new plan and making recommendations on its content and development. In many ways this was a departure from previous scrutiny reviews in that this was policy development rather than policy review. As such, it offered an opportunity for scrutiny to play a key role in shaping an important strategic policy at an early stage in its development and to work within the broader scrutiny parameters offered by the new Constitution.
- 3.6 **The review was undertaken in two parts. Firstly, the Panel looked at the strategic issues and implications of inclusion. Secondly, the Panel decided that, not having the time or resources to cover all aspects of inclusion in detail, further and more detailed work should be undertaken in three specific aspects of inclusion:**
- The provision of statements of Special Educational Need
  - Ethnic Minority Achievement
  - Exclusions and Re-integration

These areas were identified as either being of particular concern to Panel members or areas of potential contention which might benefit from a more detailed scrutiny at this stage.

### ***Adviser to the Panel***

- 3.7 The Panel was very privileged to have the services of Professor Len Barton, Professor of Inclusive Education and Dean of Professional Development from the Institute of Education at the University of London. He is an acknowledged authority in this field and volunteered to assist due to his interest in this particular review.

### ***Review Process***

- 3.8 The timetable for the review was challenging as the LEA is aiming to launch its draft Inclusion Plan shortly and the Panel needed to be in a position to feed its views back prior to this. Activities therefore had to be compressed into a short period of time. Nevertheless, in Part 1 of the Review the Panel:

- Received a briefing from the Advisor to the Review on general principles, current issues and best practice.
- Studied a number of Inclusion Strategies from other authorities including Tower Hamlets, Newham and Birmingham.
- Received a presentation from the Deputy Director of Education and her team working on the Inclusion Strategy.
- Interviewed key officers from the LEA and Social Services.
- Undertook a tour of six schools within the Borough to observe at first hand examples of inclusive practice within the Borough and to speak to relevant Headteachers, teachers and other staff.

- 3.9 An Interim Report was published at this stage, agreed by the Overview and Scrutiny Committee and submitted to the LEA for consideration in developing its draft policy and implementation strategy. In Part 2 of the review, the Panel focused down on three main areas:

- On exclusions and ethnic minority achievement, the Panel received officer presentations, which were followed by in depth questioning.
- On the process of providing statements of Special Educational Need, parents of pupils with statements were invited together with an officer of the LEA to discuss the issues around proposed changes in the funding mechanism for special educational needs in some depth. The Panel received a written submission from a parent and also took further evidence from the officer in charge of the Additional Educational Needs Best Value Review at its final Panel meeting

- 3.10 This final report will reach Council with the LEAs own draft Policy and Strategy for Inclusion forming the LEAs response to the Scrutiny Panel's report. At the end of the consultation period the Panel should be offered the opportunity of

reviewing and commenting on the final draft before it is agreed by Council.

### ***Introduction***

- 4.1 Educational Inclusion is a fundamentally complex and important issue. It can be highly contentious. It deals with basic values, intentions and visions. In itself, it is an intention to turn social exclusion as a life determinant into one of inclusion, which brings with it all the opportunities necessary to success in society and high self-esteem. Because it is so difficult to achieve in its entirety, it is perhaps best viewed as a journey, along which targets and markers are set in order that progress can be assessed at regular intervals.
- 4.2 A few examples of indicators social of exclusion, as they pertain to education, are the following:
- One in twelve young people leaves school with no qualifications.
  - Between 1991 and 1996, the annual number of permanent exclusions rose from 2,910 to 13,581.
  - Nearly one in ten year 11 pupils truants at least once per week.
  - 7% of 16 year olds and 8-9 % of 17 year olds are not in education, training or employment.
- 4.3 These are some of the young people in danger of permanent social exclusion and the current realities that a successful educational Inclusion policy and strategy will substantially ameliorate or even eliminate. It is with this as an objective that the panel has approached its task of producing recommendations for the LEA's policy and strategy for Inclusion.
- 4.4 The good practice that the Panel witnessed and heard about was wide-ranging and comparable with the best nationally. Our concern is that this should now be generalised within the borough

### ***Principles***

- 4.5 Inclusion policy must be based on a set of fundamental principles. The following appear to the Panel to be one comprehensive set for the authority to consider:
- A person's worth is independent of their abilities or achievements
  - Every human being is able to feel and think and has a right to communicate and be heard
  - All human beings need each other so real Education can only happen in the context of real relationships
  - All people need support and friendship from people their own age



- Progress for all learners is achieved by building on things people can do rather than those they can't do
  - Diversity brings strength to all living systems
  - Collaboration is more important than competition.
- 4.6 What these mean in practice is that Inclusion is for all learners. The well being and access to learning and the National Curriculum of all pupils needs to be paramount and schools and other learning environments have to be welcoming to everyone.
- 4.7 The consequences of accepting such Inclusion principles are wide ranging and need to be fully considered, particularly as they may conflict with other policies and strategies

### **Definition**

- 4.8 There are numerous definitions and interpretations of Inclusion available. Clarity on the meaning and scope of the term will facilitate a clearer understanding of its many implications and enable all stakeholders to sign-up more readily to the strategy.
- 4.9 Any definition should be enabling and not restrictive or doctrinaire and the benefits to all, and not just to target groups, should be emphasised. Its essence should be access to appropriate learning for all young people. Inclusion should be seen as fundamentally a human rights issue and include the prime assumption that no child is ineducable.
- 4.10 The following are examples or contribute ideas;

“The process of developing flexible systems to support the educational needs of all children and young people in their local community” (Birmingham City Council)

“The process of increasing the participation of children in the curriculum, culture and community of their school thereby raising education standards for all” (London Borough of Tower Hamlets)

“Inclusion in education involves the processes of increasing the participation of students in, and reducing their exclusion from, the cultures, curricula and communities of local schools.

Inclusion involves restructuring the cultures, policies and practices in schools so that they respond to the diversity of students in their locality.

Inclusion is concerned with the learning and participation of all students vulnerable to exclusionary pressures, not only those with impairments or those who are categorised as ‘having special educational needs’.

Inclusion is concerned with improving schools for staff as well as for students.

A concern with overcoming barriers to the access and participation of particular students may reveal gaps in the attempts of a school to respond to diversity more generally.

All students have a right to a high quality, broad based and appropriate education in their locality.

Diversity is not viewed as a problem to be overcome, but as a rich resource to support the learning of all.

Inclusion is concerned with fostering mutually sustainable relationships between schools and communities.

Inclusion in education is one aspect of inclusion in society.”

(Definitions of inclusion on education from the “Index for Inclusion”)

- 4.11 Research evidence has shown that successful schools have inclusive cultures – and student participation is enhanced by a culture in which they feel empowered. They have leaders who are committed to such values and this does not just mean Headteachers, although they are crucial. Strong links with parents and local communities are also an important characteristic. However, the parents that are most difficult to reach are those whom those schools needed to reach most. Good quality teaching, a supportive culture and the celebration of diversity are all also evident. Inclusion does not mean denying difficulties but entails engaging with them and finding ways of overcoming them.
- 4.12 A multi-agency approach is essential, as schools cannot succeed alone. Effective partnerships need to be built and nurtured by supportive structures.
- 4.13 In broad terms, Inclusion is about ensuring provision meets every child’s right to a high quality, broad-based and appropriate education in their locality and to be included as a valued, respected and equal member of the school community. It is about inclusion in the process and outcomes of teaching and learning, rather than Inclusion in a particular institution or type of institution.
- 4.14 Nevertheless, some groups of children are recognised by OFSTED and generally as at serious risk of underachieving without particular attention being paid to their learning support needs. The particular groups of children that the Panel feels require attention within a Haringey Inclusion Strategy are;
- Minority ethnic and faith groups
  - Girls and boys in varying circumstance and situations
  - Traveller children
  - Pupils newly arrived from overseas, including refugees and those seeking asylum
  - Those using English as an additional language

- Pupils with behavioural difficulties and those at risk of disaffection and exclusion from school as well as those already excluded
- Pupils who are disaffected
- Pupils who truant from and within school
- Pupils with a range of learning difficulties, sensory and intellectual impairments such as hearing and visual impairment and Down's Syndrome, with physical disabilities and autistic spectrum disorders.
- Children in public care
- Children whose families are referred to social services
- Other pupils such as sick children, young carers, children from families under stress, pregnant schoolgirls and teenage mothers.
- Children and young people living and learning in very specialised settings and circumstances, such as hospitals and residential or secure accommodation
- Children with temporary social support needs
- Children without a school place
- Children who are homeless or living in inadequate accommodation
- Gifted and talented pupils

4.15 It must be recognised and recognisable in the policy and the strategy that these groups are all present in significant proportions in Haringey, by contrast with some other LEAs. Some children fall into several different categories. An example of this is the fact that some children with physical disabilities and some with English as an additional language are exceptionally gifted and talented. This presents particular challenges in ensuring that appropriate support for their learning process is provided.

4.16 A clear vision of what Inclusion will entail (i.e. look like in practice) would also assist. It must be clearly distinguished, as a concept, from 'integration'. and from narrower notions of provision for special or additional educational needs. **Schools and all other stakeholders must be able to see what it means for them in practical terms.**

4.17 Our Inclusion vision should make clear links between the over-arching social inclusion agenda and the concept of Educational Inclusion as Education's contribution. This should be primarily concerned with values rather than targets. Reference should be made to the importance of leadership in realising the vision.

4.18 There needs to be a clear analysis of current practice and a recognition by the LEA within the strategy of the specific areas where performance needs to be improved.

*The Panel recommends:*

- *That Inclusion is considered as fundamentally a human rights issue.*
- *That a clear working definition of inclusion for the Borough is agreed that is enabling and not restrictive or doctrinaire and emphasises the benefits to all.*
- *That groups of children for whom access to learning requires particular attention be identified within the Strategy*
- *That a clear vision of what inclusion will entail (i.e. look like in practice) be developed and that this;*
  - *Be clearly distinguished, as a concept, from 'integration' and narrower notions of provision for special or additional educational needs.*
  - *Makes clear links between the over-arching social inclusion agenda and the concept of inclusion as Education's contribution.*
  - *Includes specific reference to the importance of leadership in developing inclusive practice.*
- *That the LEA identifies within the Plan specific areas where performance, in moving towards Inclusion, could be improved.*

## **Consultation**

4.19 Many of the issues concerned with inclusion may be contentious. Achieving the vision is a long-term aim so Inclusion must be an ongoing aim and process. A key part of this will be consultation and debate, both prior to the policy and strategy being agreed and during the implementation. A wide-ranging process is required that includes, amongst others, teachers and other staff in schools, ethnic minority communities, disabled people, parents and hard to reach groups. Sufficient time should be allowed for this. A range of methods should be used and it should not cease on publication of the strategy, but become established as a key part of the LEA's work with school communities.

4.20 The final Inclusion Strategy may well not be readily accessible to all so alternative means of communication should be explored. For instance, an abridged version could be produced. Documentation should avoid jargon and be in plain English. Consideration should be given as to how people who may have difficulty in accessing this in written form and in English can be consulted. The LEA might consider the production of video material on aspects of Inclusion for use with parents, teachers and other stakeholders.

*The Panel recommends:*

- *That a wide ranging, and imaginative consultation strategy be developed for the draft Plan and beyond, that facilitates meaningful debate and that this includes, amongst others, teachers, ethnic minority communities, disabled people, parents and hard to reach groups.*
- *That documentation be made accessible and written using principles of plain English and that consideration also be given as to how people who may have difficulty in accessing this in written form and in English can be consulted.*
- *That the strategy document makes use of mini case studies from both within and outside the borough to illustrate good inclusive practice.*
- *That, at the end of the consultation period, the final draft be referred to the Lifelong Learning Scrutiny Panel for comment.*

#### 4. SPECIFIC ASPECTS OF INCLUSION

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### **Providing Statements of Special Educational Need (SEN)**

- 5.1 One of the groups of pupils to whom the Inclusion concept most applies is pupils with Special Educational Needs. Indeed, it is pupils with SEN to whom the term originally exclusively applied. The SEN designation applies to pupils who have a significantly greater difficulty in accessing learning than their peers and who require support or intervention in order to do so.
- 5.2 This is a very wide spectrum of pupil needs. It includes pupils with physical disabilities, sensory (hearing and visual) impairments, intellectual impairments, autistic spectrum and communication disorders, social emotional and behavioural difficulties (SEBDs), specific (literacy and numeracy) learning difficulties and combinations of any one or more of these. Each of these is, in itself, a continuum of severity. Pupils' needs lie along this continuum and the 'current assessment process exists in order to ensure that all identified needs are properly assessed and, where needs are at their greatest, they are statutorily provided for through an agreed 'statement of special educational needs'.
- 5.3 Additional Educational Needs (AEN) is a relatively new designation and refers to all groups of pupils who clearly have need of some special provision, but who would not be designated as having a defined special educational need or disability. These we have included in our listing in paragraph 4.14. There are no clear and accepted criteria for defining these groups and the numbers of children identified as AEN or SEN will vary between similar schools and LEAs.
- 5.4 Initially, the Panel heard from the LEA that it is debatable whether the majority of pupils with statements actually benefit from the assessment process to the extent intended. It has become an ever-expanding area with increasing levels of bureaucracy. We were informed that the identified and targeted resource could also be diluted in practice for purposes other than supporting specific pupils' access to learning. In the light of these factors, it would appear sensible to explore other ways of supporting children with such needs.
- 5.5 Recently, and coincident with the implementation of the New Code of Practice (DfES 2001) by schools, there has been a move nationally towards reducing the number of pupils with statements by transferring funding from this process to schools in order to support earlier intervention with pupils with SEN. Statements have always been intended for children with the most complex special needs. The proportion of these in the school population was estimated by the Warnock Report (1979) as 2%. The Panel heard some evidence that early intervention measures are resulting, in other authorities, in a natural reduction in the numbers of statements applied for. However, where a statement is needed, government guidance now states that the needs should be identified early and an assessment for a possible statement undertaken proactively.
- 5.6 The Panel noted that, from April 2004, much of the funding in the borough for SEN will, be delegated to schools through the annually agreed 'Fair Funding' arrangements. The result of the LEA and schools pursuing inclusive practices

should, we were assured, be a decrease in the need for statements as resources are directed instead by schools towards earlier intervention, although the LEA has no target that has to be met in terms of reducing statements.

- 5.7 There is nevertheless reasonable concern, particularly amongst parents of pupils currently with statements and of those in the future who would have been likely to receive statements, that without this process the necessary resources might not be available to meet the needs of their children. The issue of whether it is possible to guarantee resources for addressing the learning needs of all children adequately with a more limited use of statements and extra funding delegated to schools for early intervention needs therefore to be fully addressed and evidenced within the Strategy and the consultation process.
- 5.8 We received further, more detailed, evidence on this issue from the LEA and two local parents representing a group of parents of children with complex special needs.
- 5.9 The LEA reported that under the current system, when a child moves school, so does the funding that goes with him or her. The LEA is now proposing to look at the totality of needs within a school and its intentions have been outlined in this year's "Fair Funding " document. A substantial tranche of previously retained funding has now been delegated to schools. The purpose of the new policy is to enable schools to meet a wider range of individual needs, particularly for those pupils with real needs but not severe enough to warrant a statement. The funding formula is designed to give greater flexibility to schools and facilitate early intervention for these pupils to reduce the need for subsequent provision of statements. The experience elsewhere is that, with earlier intervention, the demand for statements diminishes. However, the evidence for this is not yet particularly strong. The Panel's recommendations reflect this as a concern.
- 5.10 The LEA recognises that there will continue to be children with complex needs who require a statement and a central panel will be established to consider their needs. Schools can apply for funding to this panel, which will have the power to allocate funds. An application to the panel can be made even if there is no statement. The Panel will include headteachers, officers and representation from the parent partnership.
- 5.11 If a request to have a child assessed is not complied with, parents have a right of appeal. There are not many requests that are not met in Haringey nor is there any evidence of there being spurious statements.
- 5.12 We heard that there were concerns amongst parents of pupils with SEN and their representatives about the funding changes. The parents who attended stated that the current system places obligations on LEAs. It gives parents access to a tribunal. The assessment process also helps parents come to terms with the fact that their children are different. This is often difficult for them to take on board and can be a traumatic process. Parents are frequently at odds with their LEA and the process of negotiation can be one of struggle. The view was expressed that the current change in policy was resource driven - there were finite resources and increasing numbers of children with disabilities and other special educational needs.

- 5.13 The parents felt that it was important to preserve the legal entitlement for children to have their needs fully met. Capacity and expertise needed to be built within schools before any reduction in statements is implemented. The current situation ensured transparency and equity. They were clearly questioning the rationale for the new funding model. Evidence of its working for the benefit of all children with Special Educational Needs is needed. This should be provided through the report of the Best Value Review on Additional Educational Needs, which is due to be published soon. The Panel requests a presentation of this report as soon as possible after its publication.
- 5.14 The new arrangements involve the delegation of funding to schools through a formula based on deprivation and prior levels of pupil attainment. Parents stated that a recent Audit Commission report on SEN had concluded that there was no correlation between levels of deprivation and SEN. It effectively broke the link between SEN and resources. They felt that provision of statements for pupils who need them was fundamental to inclusion. It was the only guarantee that parents had of having their entitlement safeguarded. They opposed the new arrangements.
- 5.15 There is also a concern amongst some parents that funding previously earmarked for SEN might be used instead to subsidise children with an Additional Educational Need (AEN), such as English as an Additional Language (EAL) or transience, which are already funded through other budget streams.
- 5.16 However, The Panel noted from LEA evidence that there is some evidence of a correlation between deprivation levels and incidence of moderate to mild learning difficulties. If there is any shortfall in provision, it is likely to affect children midway between mild special needs and complex needs. From an allocation based on deprivation scores, schools should be able to provide support for the former group whilst additional resources should be available from the LEA to address the needs of latter group. Careful monitoring needs to be built into the process to ensure that this is the outcome of the changes being implemented and that there is no shortfall in provision.
- 5.17 We noted that in the absence of a statement it would not be possible for parents to specify a particular school that would meet a child's needs. This appears to be a diminution of rights. However, there is a secondary transfer panel that looks at the cases of all those children undergoing assessment. All of the LEAs provision has to be of high quality and capable of meeting the needs of children. The Panel wished to refer this issue to the Admissions Forum for them to provide further advice to the LEA from an admissions perspective.
- 5.18 There are difficulties in engaging with the parents and carers of children with SEN, AEN and disabilities and urgent consideration needs to be given to how the LEA could better facilitate this. The setting up and resourcing of a permanent forum for such parents could help facilitate this.
- 5.19 Despite the LEA's efforts to consult widely during the Best Value Review and 'Fair Funding' changes, there still remain some unresolved issues, particularly for some parents, concerning how the proportions for delegation and retention



of SEN funds have been arrived at and how the picture of resource allocation between pupils in the future will compare with that of now. Without concrete evidence over time, these concerns cannot readily be resolved.

5.20 The Panel is satisfied that the process has been transparent, but its recommendations (below) on this issue indicate a concern about the uncertainties of future provision of statements for children who need them to secure adequate resources to access the learning process. The panel wishes to ensure that the situation is closely monitored and rectified if the new arrangements do not yield the outcomes currently envisaged or result in a diminution of rights for or service to children with special educational needs

*The Panel recommends;*

- *That the use by schools of funding for additional and special educational needs be regularly audited through a formal process, comparable with that of the EMAG review, to ensure that the needs of all children are being met and that this process involves special needs governors and SENCOs. A report on progress and outcomes should be submitted at least annually to the AEN/SEN Funding User Group and the Education Management Board.*
- *That this audit/monitoring process includes a judgement of how far the re-allocation of funding has resulted in raising achievement levels and be supplemented with guidance on funding allocation for these groups of pupils within schools and enhanced professional development for both responsible teachers in this field and mainstream teachers.*
- *That the AEN Funding User Group be asked to recommend annually to the Education Management Board, or its equivalent, and to the Schools' Forum, the amount of resource that should be retained in the SEN Panel budget and unallocated contingency to meet the needs of children in mainstream schools with complex special educational needs.*
- *That a Parents Forum be set up to improve and provide continuing engagement with parents of children with SEN, AEN and disabilities and linked with structures and initiatives under any new Parental Involvement policy.*
- *That the criteria for providing statements of special educational need should be reviewed in the light of the changes in pupil-focused resource allocation resulting from the AEN Best Value Review.*
- *That the LEA makes clear within the Inclusion Policy and Strategy: the appropriate role of the assessment for statements process under its policy of Inclusion*
- *That the issues of:*
  - *Meeting the needs of children transferring from primary to secondary school who are undergoing assessment; and*
  - *Parents who may no longer be able to specify a particular school for pupils without a statement, where previously they might have qualified for one*

*be referred to the Admissions Forum.*

### ***Special Schools, Resource Bases and Units***

- 5.21 Haringey currently has five special schools. This will shortly be reduced by one as Greenfields School is closed and becomes the site for KS3 pupils at the Pupil Support Centre. All four special schools have, for many years, engaged in Inclusion initiatives. All four currently operate different models and degrees of Inclusion and integration into the mainstream. All four have recently received very good OFSTED Reports for the quality of their overall provision.
- 5.22 The Vale School (for students with physical disabilities aged 2 – 19) operates a model of a resource base built within mainstream Infant, Junior and Secondary schools (Lancasterian Schools and Northumberland Park Community School). It operates in conjunction with a full-time supported mainstream integration programme for about half its pupils on another Infant and Junior school site and at the Secondary school. This resource-base model was the catalyst for developing the active Vale Partnership of schools – a forerunner, perhaps of the concept of learning communities now being promoted by the DfES.
- 5.23 Blanche Neville School for pupils with hearing impairment operates fully integrated and supported provision now on just one site at Highgate Primary School rather than the previous two and has recently opened a newly-built separate secondary building on the Fortismere School site.
- 5.24 Moselle School (for pupils with Moderate Learning Difficulties) and William Harvey School (for pupils with Severe Learning Difficulties) both separately and jointly run a number of Inclusion projects with a range of schools, but particularly with their neighbouring Broadwater Farm School. The proposed Broadwater Farm Campus will include all these schools on one site and support further inclusive practice.
- 5.25 Provision for pupils with autistic spectrum disorders includes a five-place nursery unit attached to White Hart Lane Nursery and a primary unit at Mulberry School. The LEA plans to identify a secondary school in which to locate a secondary unit in the near future.
- 5.26 An early language unit is located within West Green School and a range of other small units are being set up within a policy of co-location with mainstream schools to enable a flexible and individual-pupil-centred approach to Inclusion.
- 5.27 The Panel observed the way that special(ist) schools work within Haringey where close relations and physical co-location have been developed between special and mainstream schools. The special schools visited were very well equipped and adapted. A wide range of needs is catered for, some of which were highly specialised and which would be difficult for mainstream schools to provide alone. The teachers and support staff in these schools had also received a lot of specialised training such as manual handling and medical procedures which could be more widely disseminated.

- 5.28 The Panel also observed some of the pioneering integration work that was being undertaken and closer links that were being established with mainstream schools. During their visit, the Panel had the privilege of observing and participating in a drumming session that involved pupils from Moselle, William C. Harvey, Broadwater Farm and White Hart Lane schools. This was a part of the relationship that has been successfully built up between these schools. This concept can and should be flexibly applied to other schools as a practical means of moving towards ever greater inclusion, based on the needs of the child rather than institutional limitations.
- 5.29 We noted that special needs had been embraced fully within the raising achievement strategy (please note that we have linked inclusion with raising achievement). Increasingly 'resource base' facilities for a broader range of special need are being introduced to provide flexible responses to students' needs, rather than a total integration approach to inclusion. It is not, therefore, intended to remove these specialist facilities. Best practice will be increasingly shared with mainstream schools and the specialist resource preserved to support this process. The LEAs plan is to invest in SEN and not to reduce resources. The Panel supports this.
- 5.30 There are conflicting views amongst parents and other stakeholders on the appropriateness of maintaining special schools in their current form under a policy of Inclusion. Whilst the view of the LEA is that it is desirable within a policy of Inclusion to maintain specialist schools and centres, there are other views contrary to this. The important issue for the Panel is how to best meet the needs of the individual child. For some parents, this will be through a place in a special school whilst other parents prefer mainstream provision. It is important that parents retain the choice. For this to happen, provision must be flexible and the Panel feels that the 'resource base' model is ideally suited to this vision.
- 5.31 What does need further development is a peripatetic outreach service to mainstream schools so that pupils with disabilities, impairments and specific learning difficulties who attend mainstream schools have access to the expert support they and their mainstream teachers and support staff need. The Borough's specialist provision of all kinds is a rich source of expertise on which mainstream schools and teachers should be able to draw. The Panel would like to see such a service for the borough developed in the near future.

*The Panel recommends:*

- *That the "resource base" provision model be endorsed and developed further by the LEA to meet a wider range of inclusion need.*
- *That a peripatetic outreach service be developed for mainstream schools to utilise fully the expertise within specialist provision.*
- *That the LEA consider the following issues within the Inclusion Strategy:*
  - *How do special schools and units fit into notions of inclusion?*
  - *How current specialist (formerly 'special') provision in Haringey could develop*

*its role further in response to the need for greater Inclusion.*

- *To what extent will sending some pupils to out Borough residential schools be in conflict with an Inclusion policy.*

### ***Children with Social, Emotional and Behavioural Difficulties (SEBDs)***

- 5.32 The teachers' representative that we spoke to, Julie Davies from the Borough's Consultative Council of Teachers, raised specific concerns in relation to children with Social, Emotional and Behavioural Difficulties (SEBDs). She stated that teachers could, in general, find few arguments against Inclusion. A wide range of needs would normally be expected in mainstream practice. Teachers dealt with pupils at all stages of the process of assessing their special educational needs., bereaved children, children who had been subjected to abuse and those who had parents who were in prison.
- 5.33 However, she stated that have concerns about pupils with SEBDs. There are serious extremes of behaviour within Haringey schools and many teachers are now teaching persistent young offenders Together with the other issues that teachers had to face, the additional effects of SEBDs could make classes unmanageable. She felt that fulfilling the educational needs of a visually impaired pupil could not be equated with having to deal with pupils who assault teachers and that SEBDs should not be rolled in with other categories of children in need of support. The question needed to be asked whether having no self-control should be included in the list of groups at which Inclusion was principally aimed. Many teachers went into school feeling frightened. In some schools, this issue overshadowed all other needs. There were often problems when children moved from primary to secondary school. Secondary schools were mostly considerably larger than primary schools and many children found it difficult to adapt to being in much larger setting.
- 5.34 The Panel felt this to be a difficult issue. Not only the rights of pupils at risk of exclusion or with emotional and behavioural problems need to be considered. The competing rights of access to learning (i.e. Inclusion) of pupils manifesting disruptive and sometimes violent behaviour and those whose learning is being disrupted by that behaviour should be addressed within the strategy.
- 5.35 The Panel took the view that a clear distinction should be drawn between the needs of pupils whose patterns of 'poor behaviour' can be addressed within the scope of school behaviour and curriculum policies, those whose emotional and behavioural difficulties require specialist intervention and those who are 'excluded' from school because of unacceptable behaviour. Though there may be overlap between these three distinct categories in some pupils, inclusive systemic responses to the needs they express need to be differentiated. Unacceptable behaviour is caused by a wider range of factors which schools cannot always address effectively alone. This is an instance where a multi agency approach is essential.
- 5.36 We received further evidence from the LEA on this issue during the session on Exclusions. The LEAs overall behaviour strategy is outlined within the Behaviour Support Plan 2002 – 2004. Whilst there are relatively few

permanent exclusions compared to other LEAs, this represents only a small percentage of pupils who are disaffected or not attending regularly.

5.37 Haringey has benefited from a number of grant funding streams. In particular, it has recently received funding of over £1 million for a Behaviour Improvement Programme. Only a few authorities have received such funding. If the scheme is successful, it is possible that the government will extend it nationally. Target schools have been selected according to specific criteria such as the level of exclusions and disaffection and the presence of significant amounts of street crime in the area nearby. Three secondary schools have been selected;

- Gladesmore
- White Hart Lane
- Highgate Wood.

In addition, 3 feeder primary schools had been selected for each;

- Earlsmead, Seven Sisters and Stamford Hill for Gladesmore
- Campsbourne and Stroud Green for Highgate Wood
- Alexandra, Devonshire Hill and Noel Park for White Hart Lane.

5.38 A multi agency approach is adopted with police, health and social services working together for schools within the scheme. These have been brought together in Behaviour and Education Support teams (BEST). There is also provision for work with parents. The principle of agencies working together is felt to be the most effective way of addressing social exclusion. The scheme has specific targets that have to be achieved and which are closely monitored. In particular, there are targets for reductions in exclusions, attendance and street crime.

5.39 The Panel supports all the above initiatives but is concerned at the possible reaction of the community to the police presence in schools and feels that it is important that this is made to be a positive experience. We therefore feel that this should be subject to review and considered further by the LEA and the Panel in due course.

### ***Exclusions and Re-integration***

5.40 A key area of the Inclusion debate concerns how, if at all, it is possible to apply the principles behind it to this group of children. We heard a range of views of this issue. One particular view is that if Inclusion is to be taken seriously, exclusions cannot be tolerated. We noted that there were some schools, although not within Haringey, that did not exclude on principle. However, we also heard views contrary to this in terms of school practice.

5.41 In the first part of the Review we observed a good example of work that can be done to reduce exclusions during our visit to White Hart Lane School. The Panel was impressed by the massive strides taken by the school in reducing exclusions. Fixed terms exclusions had been reduced from 450 per year to 46. One measure that had been introduced to effect this was Saturday morning detentions for misbehaviour. A very high proportion of pupils attended these

when required to. The effect of this was that some pupils whose schooling might otherwise have been disrupted by exclusion were actually receiving additional tuition.

- 5.42 This shows what can be achieved in challenging circumstances and the lessons from this success story should be shared with other schools. One key factor in the above example appeared to be the strong links and support amongst parents and the local community that the school has built. This suggests a need for the Plan to include a comprehensive initiative on parental involvement, particularly for the secondary sector, if it is to be successfully implemented.
- 5.43 Haringey has comparatively low levels of permanent exclusion. At this stage our evidence on Fixed Term Exclusion levels was very thin. However, it was clear that there are disproportionate numbers of pupils from some ethnic minority communities being excluded and this must be addressed comprehensively.
- 5.44 Whilst permanent exclusions have reduced, fixed term exclusions have increased. These are all counted separately and there has hitherto been no requirement for the LEA to collect data on fixed term exclusions. However, this has changed and LEAs will now have to begin to collect data. This will enable them to compare and contrast and will also encourage earlier intervention.
- 5.45 The Panel noted the concerns of the LEA in relation to the serious difficulties it has in re-integrating excluded pupils. Such pupils present a challenge to the LEA. One additional important issue can be the tendency to analyse and judge poor pupil behaviour in isolation from their learning needs and the learning opportunities on offer. This needs to be seriously addressed in the strategy.
- 5.46 The Panel was concerned at the relatively high proportion of African-Caribbean boys that are excluded from school. We felt that an independent study of why this was occurring needs to be commissioned which fully involves the African-Caribbean community in finding the right solutions for these young people. There are some other Council and partnership initiatives within the Borough with which this study might link.
- 5.47 The panel learned about the process of exclusion and re-integration. When a young person is excluded, their case is referred to the Social Inclusion Panel who consider the seriousness of the case and whether they can be re-integrated straight away. The LEA has 15 days to provide full time education of at least 25 hours per week. If immediate re-integration into another school is appropriate, this is done with support and is carefully monitored. If it is not working, the pupil can be withdrawn. No pupils are re-integrated without support of some description. Schools also have internal mechanisms to assist and Excellence in Cities funds can be, and are used for this purpose.
- 5.48 If a school has a vacancy and is not either in special measures or in challenging circumstances, it cannot refuse to take a pupil excluded from another school. Parents have a right to express a preference on statements, where the pupil is statemented. A school can refuse to comply on one of three grounds;

- They are unable to meet the pupil's needs
- The possible effects on other pupils
- That it does not represent an efficient use of resources.

However, it is very unusual for a school to make such a case. Statements are subject to an annual review and schools and parents both have the right to request that it be brought forward.

- 5.49 The Pupil Support Centre has a multi disciplinary team as well as specialist teachers. The breadth of the curriculum compares well with other such centres. Up to three modern languages can be taken at the KS4 site and there is extensive provision for work placements. There is, however, a lack of provision for science as there is no laboratory. This is being addressed through a bid for capital funding. A bid has already been made to enhance recreation space at the KS4 site. The primary site is soon to be re-located. Whilst not perfect, facilities are good compared to elsewhere. The Panel supports all efforts to broaden and enhance the curriculum available at the PSC as we see such a curriculum as a basic entitlement for all pupils. The Panel urges positive consideration of the PSC's capital bid to provide science teaching facilities.
- 5.50 The curriculum also focuses on social, emotional and behavioural needs. There is a parental involvement programme that is working well. The Unit is achieving a balance between the breadth of curriculum and meeting the needs of pupils.
- 5.51 Primary pupils do not normally stay for long as they are much easier to re-integrate. At KS3, the hope is that pupils stay for no more than 2 terms. If they are not successfully re-integrated at this stage, the likelihood is that they will remain at the Unit permanently. Re-integration does not just mean returning to a mainstream school – it means re-integrating with the community and the world of work.
- 5.52 The Unit also engages well with post 16 provision and many pupils in KS4 are on work placements. It is very hard to re-integrate when pupils reach year 10 and virtually impossible in year 11. If they are doing GCSEs, considerable efforts is made to ensure that they are able to successfully complete their courses.
- 5.53 Excellence in Cities money is intended to be used for preventing exclusions and raising attainment through initiatives such as learning resource centres and learning mentors. Grant funding is available through the Pupil Support Allowance to facilitate managed moves of disaffected pupils. All LEAs will shortly have to have agreements with schools on taking excluded pupils so that they are distributed more evenly. In some circumstances, it might be possible to admit above agreed admission limits with the approval of the Admissions Forum.
- 5.54 The LEA is proposing to close Greenfields School for children with Emotional and Behavioural Difficulties, and to use the site as part of the Pupil Support Centre. A continuum of provision including mainstream and multi disciplinary provision would be established. On a national basis, we noted that schools that

deal exclusively with children with Social, Emotional and Behavioural Difficulties are the ones most likely to fail.

5.55 The LEA representative felt that the service should be judged on the number of successful re-integrations that it undertakes and the achievement of pupils. Better distribution is the key to success in this area. Schools that are having difficulties are not best placed to take on disproportionate numbers of pupils with a range of needs. An agreement between schools on the acceptance of excluded pupils could be facilitated by the Admissions Forum. This would help ensure better distribution and thus enable schools to be better placed to deal with pupils presenting challenging behaviour.

5.56 The Panel felt that the Youth Service could also play an important role in dealing with disaffected pupils and that more extensive links should be built with schools.

The Panel recommends:

- *That the setting up of the Pupil Support Service be welcomed and endorsed.*
- *That measures to broaden the curriculum of the Pupil Support Centre be endorsed and developed further.*
- *That an independent study be commissioned by the LEA on the reasons for the disproportionate number of African Caribbean pupils who are excluded.*
- *That, in the light of possible community concerns, the presence of Police Officers within schools as part of the Behaviour Improvement Plan be subject to review and that the issue referred back to the Panel in due course.*
- *That the Admissions Forum be requested to broker an agreement between schools on the acceptance of excluded pupils*
- *That the LEA consider the following issues within the Strategy:*
  - *How both fixed term and permanent exclusion can be reconciled with a policy of inclusion*
  - *How inclusion can further facilitate a reduction in the number of exclusions*
  - *The disproportionate numbers of pupils from some ethnic minority communities who are being excluded from mainstream schools*
  - *How to reconcile the competing rights of access to learning (i.e. Inclusion) of pupils manifesting disruptive and sometimes violent behaviour and those whose learning is being disrupted by that behaviour*
  - *How to ensure that the teaching/learning process supports the development of good behaviour and that schools effectively address instances where there may be a causal link between poor behaviour and the learning process.*



## *Ethnic Minority Achievement*

- 5.57 Issues in respect of ethnic minority pupils have already been the subject of widespread debate and much action is already taking place in this area. The picture in Haringey schools appears to be very complex due to the extremely diverse nature of the school population. Some schools face difficult challenges with high rates of pupil mobility. During 2000/01, there were 12 schools in the Borough where more than 50% of pupils had not been in school for the full Key Stage 1 phase. There are also comparatively very high proportions of pupils with English as an additional language. By the end of Key Stage 4 in 2001, 23% of pupils taking their GCSEs were at EAL stages 1–3. Although pupils at Stage 5 do better than monolingual pupils, pupils at these stages rarely gain five or more GCSEs.
- 5.58 There are marked inequalities in the achievement levels of children from different communities which have already been well documented elsewhere.
- 5.59 Our initial evidence suggested that resources have been utilised to provide high quality support from a wide range of sources in many schools but, as the Panel heard from its visit to Risley School, this can be a time consuming process involving a broad range of specialised and targeted work and there is currently a lack of security of funding. Some rationalisation of funding stream access would clearly help schools here.
- 5.60 One emerging issue concerns the low performance levels and low parental involvement of pupils from white working class families and especially boys. This was raised by several individuals that we spoke to and is now acknowledged as being an issue that requires attention by the LEA.
- 5.61 The Panel was impressed by evidence that some schools had developed successful induction programmes for newly arrived pupils, and the teaching of certain subjects in Turkish mother tongue at White Hart Lane was noted as a piece of innovative practice that helped deliver results in terms of pupil achievement and is, therefore, a successful strategy.
- 5.62 There are a number of community language and supplementary schools that operate within the Borough. They are mainly organised and funded by specific communities. Consideration should be given within the strategy as to how these community resources can work together with mainstream provision to deliver inclusion and improved levels of achievement. The Panel welcomes the moves already made by the LEA to work more closely with this community-based provision.
- 5.63 The LEA itself also needs to be more inclusive. Greater cultural awareness should be developed and maintained through activities such as staff training and professional development initiatives. The LEA should also be proactive in ensuring that its workforce at all levels reflects the local community. The Panel wished to take further evidence on this aspect to inform its final report but was unable to do so due to time constraints.

5.64 We received further, more detailed, evidence during part 2 of the Review from the LEA on several key issues in this area. We heard that whilst overall performance levels for tests showed that ethnic minority groups are improving their performance, but the gap between them and average performance levels is not being closed quickly enough. The LEAs action to address ethnic minority achievement focuses on three particular groups of children;

- Black African Caribbean
- Black African
- White European (including Turkish)

5.65 Performance figures by ethnic background are now available for each school within the Borough and use can be made of school by school analyses to determine the schools that are successful in addressing ethnic minority achievement. Tracking of pupils is being developed and is operational in all but a very few schools and this enhances and refines the monitoring of progress. The Panel would like to see this practice universally applied in schools.

5.66 We noted that, from observing practice in schools that were particularly successful in addressing ethnic minority achievement, the criteria for success appear to include;

- Good links with parents
- Clear and unambiguous communication
- The use of a range of strategies
- Low teacher turnover.

5.67 We would therefore suggest that the LEA addresses all these in the practice it recommends. In particular, there is a need for much improved parental involvement practice at secondary level. This is also a factor in a number of other areas we have looked at which require improvement strategies, and the Panel is keen to see a focus on this in a number of aspects of the Inclusion Strategy.

5.68 We noted that it has been claimed that, on a national basis, disproportionate numbers of pupils from ethnic minority groups are entered into tiered exams at a lower level where they do not have any chance of achieving the higher grades. The systems used for allocating pupils to a particular level are currently being analysed by the LEA. Including analysis of tiered exam entries in the regular EMA Review process would yield useful data to guide schools towards ever-higher expectations for their ethnic minority students.

5.69 The ethnic breakdown of school governors is currently not fully representative of the community. In particular, the ethnicity of LEA representatives does not provide a particularly good example. This needs addressing in general and, in particular, imaginative ways of involving members of communities that are relatively newly arrived, and/or where English is an additional language, need to be found. Targets could be set for increasing ethnic minority participation. Governors meetings also need to be made more accessible in order to encourage more parents to come forward. Many parents could possibly be daunted by the current format of meetings. Specialised or customised training could also be offered for prospective governors. Perhaps as a first step,

governors could be encouraged to meet with groups of ethnic minority parents and carers in their schools – perhaps with the help of interpreters - to talk about their role and the need for greater parental participation to boost achievement.

- 5.70 Good communication with parents is of great importance. There are some communities where there is a lack of awareness of the education system. Some good work has been undertaken by the LEA, such as the school admissions surgeries that have been arranged where interpreters were available. These have proved very successful. However, the bulk of work with parents is currently being undertaken at Primary level.
- 5.71 One other matter that requires further consideration is improving contact with parents awaiting school places. Regular contact with parents in such circumstances needs to be maintained. Lack of contact can create a negative perception and make parents feel isolated. Enfield Council has a policy of contacting parents who are in such a situation once per month. This could be replicated with positive effect.
- 5.72 The issue seems so key to success in a number of areas that the panel would like to see the LEA, and perhaps next year's scrutiny panel, doing some further targeted work to produce a comprehensive Parental Involvement policy and strategy for the borough
- 5.73 EMA grant funding devolved to schools is spent in a number of ways. The bulk is spent on staffing. Some schools top up grant funds with their own funds. Use of the grant funding is closely monitored to see that it is being used effectively and for the purpose for which it is intended. EMA grant funding is still ring fenced and can only be spent on purposes specified by the DfES for EMAG. The current 30-school review will establish how far schools are adhering to this. However, this review should not be a one-off. There should be an on-going review system put in place and resourced.
- 5.74 The LEA is looking at making the curriculum more culturally diverse. Included within this will be measures to ensure that mainstream teaching refers as appropriate to refugees and asylum seekers. There are some innovative pieces of teaching practice within the Borough and we felt that these needed to be shared with all schools.
- 5.75 High levels of pupil transience within some schools present particular problems and the LEA is working to mitigate its effects. Some schools had succeeded in reducing transience levels through building up closer relationships with parents. This appeared to make them keener to remain at their current school and therefore less inclined to move house. A specific external academic study of the effects of pupil transience is being undertaken at Park View Academy. Other significant pieces of work in this area are being done at Greig City Academy and White Hart Lane schools. More work needs to be done on pupil record transfer between schools and boroughs to ensure that when pupils do move, their records are immediately with them to inform the new school of their needs.
- 5.76 We heard that induction for new parents was undertaken by many schools but was of variable quality. There were, however, some **examples of very good practice – the development of video information** with minority language

voice-over, for example - and these should be shared amongst schools and maybe other ways found of disseminating such practice.

*The Panel recommends:*

- *That individual tracking systems for pupil be further developed and adopted by all schools and that efforts be made to speed up the movement of pupil records between schools.*
- *That the LEA develops an overarching parental involvement strategy with particular focus on secondary and special schools.*
- *That systems be developed to ensure that regular contact between the LEA and parents awaiting a school place is maintained.*
- *That efforts be made to increase the number of school governors from ethnic minorities through the development of imaginative strategies, training for prospective governors and target setting.*
- *That consideration be given to improving the format for governors meetings to make them more accessible and facilitate more meaningful discussion*
- *That consideration be given to the role of governors and managers in facilitating and promoting Inclusion generally*
- *That the LEA consider the following issues within the Strategy:*
  - *How the LEA can develop and maintain cultural awareness within itself.*
  - *How the LEA will be proactive in ensuring that its workforce at all levels reflects the local community.*
  - *The development of a regular monitoring system for the use of EMA grant funding*
  - *Closer working with social services and housing to reduce the level of movement of families with school age children*
  - *The implications of inclusion for meeting the diverse needs of a multi ethnic community like Haringey and the ways in which it could raise achievement for pupils from ethnic minority backgrounds.*
  - *The role of community language and supplementary schools.*
  - *Low performance levels and parental involvement of pupils from white working class families and, in particular, boys.*

## ***Inter Agency Work***

- 5.77 Schools cannot act alone if Inclusion is to be successful. Support for specific groups of pupils needs to come from a range of agencies and specialisms if they are to be enabled to fully access learning opportunities. This is particularly pertinent in Haringey where there are substantial numbers of pupils with a very wide range and complexity of needs.
- 5.78 The Panel noted that 'looked after children' (children in public care) are a specific priority within the Education Development Plan. Their attainment levels are a real cause of concern. There has been very little information on their performance until recently but better information is now available. The LEA is aware that the targets that have been set for improvement are low and this has been remarked upon by OFSTED inspectors. The target for A-C grades at GCSE is 15% for looked after children as opposed to 41% overall. These pupils have a range of backgrounds. Many are either newly arrived unaccompanied minor asylum seekers. Some have special educational needs. All need input from a range of services to meet the needs in ways which enable them to engage in the learning process. Multi-agency approaches are vital for these young people.
- 5.79 Work has been undertaken with Social Services to address this issue. Each child now has a personal education plan. All schools also have designated teachers with responsibility for looked after children whose role is to raise issues of concern with the LEA or Social Services, as appropriate. They also identify whether pupils could benefit from additional tuition. Quality Protects funding is currently being used to develop links with health through the designation of specific staff as being responsible for looked after children.
- 5.80 We noted that this grant funding is to end soon and the money in question would instead need to come from within the SSA. There are 11 objectives for the use of this money and looked after children is only one of the priorities. Appropriate use of funding has currently to be agreed with the Department of Health. The Panel urges the Council and its partner agencies to provide funding for this purpose.
- 5.81 There is a crisis resolution service within Social Services to deal with situations where children are on the brink of going into care. Many such young people have schooling problems. Outcomes in the care system are generally poor and there are often issues in relation to educational achievement, pregnancy and mental health.
- 5.82 We noted that the role of Education Welfare Officers is focussed more on attendance and child protection rather than matters such as crisis prevention, which lie more within the scope of social workers. Whilst support for dealing with large-scale crises is good, there is little or no provision for addressing individual possibly temporary individual issues such as bereavement or divorce or for early intervention in cases of social stress. There is only the school's pastoral care system in such circumstances. These factors do affect engagement in learning and need to be considered by schools and LEA support teams.

5.83 Some authorities now have crisis intervention teams. These mostly comprise Educational Psychologists but are funded from within departmental resources. Educational Psychologists have a statutory role and work extensively within Haringey schools. The Panel noted that some authorities had Educational Psychologists that worked specifically with looked after children and recommend that such provision is considered by the LEA.

5.84 The Panel noted the areas where, under the EDP, 'joined up' working between Education and Social Services is already being successfully developed, but recommends that the Strategy includes the role of Social Services, Health, Police Service, Connexions, post-16 providers and other relevant services and agencies in delivering inclusion. There is also need to provide more support staff of various kinds in schools.

*The Panel recommends:*

- *That the provision to meet the needs of looked after children that is currently resourced from Quality Protects grant funding be maintained from other sources by the Council and its partners on its expiry.*
- *The consideration be given to the provision of specific Educational Psychologists to work with looked after children.*
- *The Panel recommends that the LEA consider the following issue within the Strategy:*
  - *The role of other departments and agencies in supporting Inclusion within Haringey and how "joined up" working can be further developed to support the principles and implementation of inclusion.*

**Staff development and Empowerment**

5.85 The broader range of pupils learning either full or part-time within mainstream schools, that should be the result of inclusive practice, are likely to present a greater range of learning needs. This will require a wider range of skills on the part of both teaching and non-teaching staff. The Panel heard concerns expressed about teachers in special provision and specialist support teams losing specialist skills in a situation where mainstream provision increasingly invites more inclusion. The Panel feels that, on the contrary, Inclusion should entail all staff developing additional specialist skills, and this implies an enhanced role for current specialists in skill transfer and supporting joint planning and curriculum development to meet included pupil needs. This links to the view expressed in paragraph 5.32 on the role of the peripatetic outreach team.

5.86 The Panel felt that Inclusion-centred training and professional development should be a key part of performance management process and staff development activities of the LEA and that the maximum possible accreditation in this field should be built in to staff training and development entitlement. We might also find that improved training and development could help improve job satisfaction and retention of staff. It should also be an important factor in

addressing behavioural improvement in schools. They may also be a role here for a specific peripatetic service.

5.87 The Panel noted that no school within the Borough has applied for 'training school' status and felt that measures such as this needed to be taken to make teachers feel valued, particularly in relation to their contribution towards Inclusion in education and the 'public good', where the borough's schools have some distinctive experience and practice to offer trainees, which cannot be found in such abundance elsewhere.

*The Panel recommends that the LEA consider the following issues within the Strategy:*

- *How staff can be empowered to confidently facilitate and implement Inclusion*
- *How staff can be encouraged and enabled to develop specialised skills and deploy and disseminate them in mainstream settings*

### ***Sharing and Maintaining Good Practice***

5.88 The Panel observed some of the wealth of good inclusive practice that already exists within Haringey schools and feels that such practice should be shared and celebrated. This might be a useful initial focus for the development of Networked Learning Communities which is about to take place

5.89 There was also a concern that much good practice and innovation can be over reliant on the outstanding efforts of individuals. This can lead to difficulties in maintaining progress when they move on. The Plan should, therefore, look at how school management's can be supported in making successful innovation systemic, rather than purely people-based.

5.90 We should like to see examples of good practice from within and outside the Borough included in the final text and design of the strategy document to illustrate the vision, definition and practice that it proposes.

*The Panel recommends that the LEA considers, within the Strategy, how good inclusive practice, both within and outside of Haringey be shared, promoted and maintained.*

### ***Monitoring and Evaluation***

5.91 The Panel is concerned as to how judgements about the quality of inclusive practice in schools during what will be a long implementation phase, will be made and on what they can be based. We noted that OFSTED has made Inclusion a key area in assessing schools. In particular, there is a checklist relating to ethnic minority achievement. Schools will not be deemed satisfactory if they failed on any of these measures.

5.92 The LEA is proposing to look at every school on a bi-annual basis. Some schools will be subject to different levels of monitoring. There will be a need for training so that staff undertaking monitoring are clear what they were looking for and how to respond appropriately if there is cause for concern. The LEA now has a self-evaluation strategy in relation to schools and the framework for this is covered within the Strategic Management Plan (SMP).

5.93 The Strategy should indicate how inclusive practice is to be evaluated within schools and Centres and, in particular, whether the existing Quality Standards framework will be adapted to accommodate the evaluation of this aspect of schools' work.

*The Panel recommends that the LEA consider the following issues within the Strategy;*

- *The success criteria for inclusion*
- *How transparency and accountability can be built in and to what extent monitoring can facilitate this.*
- *Who will be responsible for monitoring progress how will this be done*
- *Whether inclusion will be dealt with within the existing Quality Standards framework and school evaluation system.*

### ***Relationship with Other Policies/Other Issues***

5.94 Due to its widespread consequences, the Inclusion Plan will undoubtedly have implications for other policies that are currently in place such as the EDP. The strategy should include a map of the relationship of this strategy to other plans, policies and strategies of the LEA and of other relevant Council directorates.

*The Panel recommends that the LEA consider the following issues within the Strategy:*

- *The implications for other policies already in place, such as the SEN policy and the Education Development Plan*
- *The implications of the Disability Discrimination Act and 'Accessible Schools' in relation to the pursuit of Inclusion policy and practices*



## **APPENDIX 1**

### **MEMBERSHIP OF THE PANEL:**

Councillors: J. Brown, Fabian, Griffith, Haley, Bob Harris, Laird, Milner and Wynne

Church Representatives: Mrs. S. Berkery-Smith and Mr. L. Haward

Parent Governor Representatives: Ms. L. Pine and Mr. R. Sharp

REJCC Co-opted Member: Mr. G. Martin

Adviser to the Panel: Professor Len Barton

### **PARTICIPANTS IN THE REVIEW:**

Sharon Shoesmith – Deputy Director of Education Services

Jennifer James – Inspector for Ethnic Minority Achievements

Nic Bradley – Refugee Education Co-ordinator

Jan Mottram – Primary Co-ordinator

Sharon Bolton – Team Leader, Parental Outreach Team

Phil di Leo – Acting Head of Special Needs

Linda Wright – Strategic Manager

Leon Joseph – Equalities Officer

Jenny Tosh – School Improvement Officer

David Derbyshire – Deputy Director of Social Services

Julie Davies – Haringey Consultative Council of Teachers

The Vale School

Risley Avenue School

White Hart Lane School

Moselle School

William C. Harvey School

Broadwater Farm School

Parents: Martin Hewitt and John Stone

The Panel would like to thank everyone who gave evidence to the Review.

### **GLOSSARY:**

AEN – Additional Educational Needs

DfES – Department for Education and Science

EAL – English as an Additional Language

EDP – Education Development Plan

EMA – Ethnic Minority Achievement

EMAG – Ethnic Minority Achievement Grant

KS1, KS2 etc. – Key Stage 1, Key Stage 2 etc.

LEA – Local Education Authority

SEBD – Social, Emotional and Behavioural Difficulties

SEN – Special Educational Needs

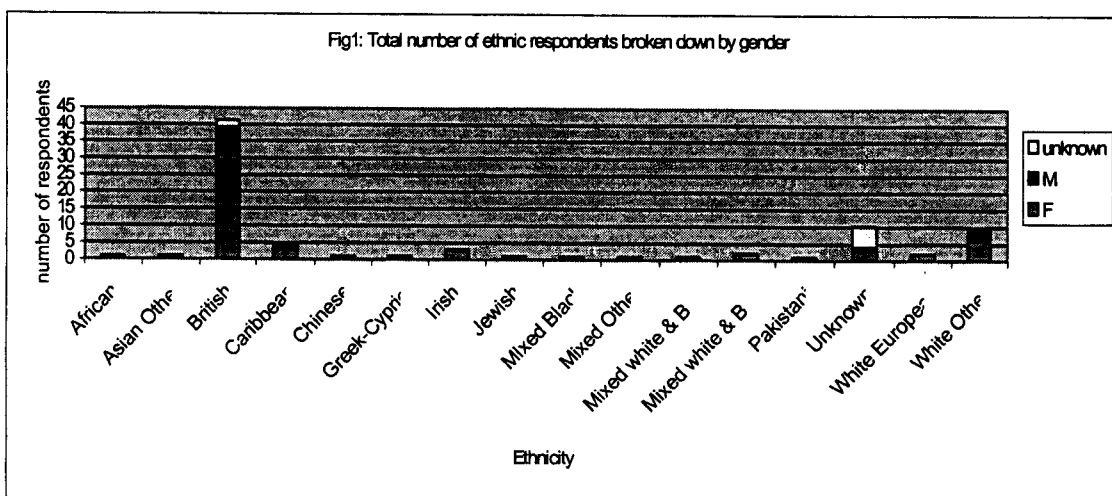
SENCO – Special Educational Needs Co-ordinator

SMP – Strategic Management Plan

## Responses to the Consultation on the Educational Inclusion Policy

### Background

1. During the summer term 2003, the Inclusion Policy was made available to schools, teachers, governors, parents and community and special interest groups for consultation. Additionally the consultation document was discussed in 8 training sessions for governors, teaching assistants, mainstream and special school staff including those supporting minority ethnic pupils. Comments were received from those sessions and noted but have not been included in the data below as delegates indicated that they would be responding in writing.
2. A total of 83 responses were received; 34 from 3 teaching assistants' training session and 49 from the distribution of the inclusion document. From the latter 6 were governors, 2 head teachers and 41 did not state. From the total response, 56 (67%) were female, 14 (17%) were male and 13 (16%) did not indicate gender.
3. Figure 1 shows the largest respondents to be female British followed by male British. The largest ethnic group was white British followed by 'unknown' and 'white other'. The largest group of respondents, 33 (40%), was in the 35-44 age group followed by the 45-54 age group with 18(22%), then the 25-24 age group with 10(12 %). The other 5 age ranges constitute (25%).



### Analysis of Responses

4. The main points are outlined below under each question with all comments received reported in Annex 1. The responses of the teaching assistants are included in Annex 2. The responses from the Early Years Development and Childhood Partnership are in Annex 3.
5. The consultation document asked respondents to comment under each heading of the policy and to add further comment if required.
6. The replies to each section are listed below along with the actions we have taken in response. Paragraph numbers refer to the revised document with figures in brackets indicate original paragraph numbers, where appropriate.

## **Our Vision**

### ***Replies***

7. Thirty-five responses were received.

- 17 (49%) agreed with the vision, with one person very strongly in support and another saying that it was not the complete picture
- 3 respondents felt the document was basically another PR stunt
- 5 respondents raised concerns regarding time scales (lack of) and the mechanics to actually make this work, rather than it remaining a concept
- 3 were concerned that increasing the achievement of some shouldn't be at the expense of others
- 2 responses felt that the policy was potentially discriminatory
- There were 5 responses that spoke about the need to raise standards for everyone but it was not clear if this was a statement of agreement or a statement that they felt the policy was aimed at just certain sectors of the school population. One respondent commented on the use of the words 'attainment' and 'achievement'
- Educate all pupils about inclusion

### ***Revisions/Comment***

8. Paragraphs 1 – 5 (1-4) set out in detail our commitment to the full range of inclusion. Paragraph 7 (5), final bullet has been added to ensure that inclusion is seen as of importance to the whole of Haringey's Education Community not just the specific vulnerable groups listed in paragraph 3. Haringey is not operating a 'deficit model' of inclusion.

## **Our Principles**

### ***Replies***

9. There were thirty-six responses.

- 12 (33%) respondents felt the principles were satisfactory or good;
- A further 5 did not indicate direct approval but made suggestions to be considered;
- Concerns were raised again regarding how this would be put in to practice and indeed if it would be;
- There were several opinions or concerns expressed about the rights of individual children or children with special educational needs;
- 4 were concerned with funding issues or choice between provision for one group / individual to the detriment of others;
- 2 raised issues of safety;
- There were 4 other comments.

### ***Revisions/Comment***

10. Throughout the document there is reference made to 'all pupils'. This includes every pupil irrespective of 'age, gender, ethnicity and physical, mental or emotional needs'. {para 7 (5)} and this has been made more explicit.

11. Commitment to the implementation of the policy has been demonstrated through the appointment of the Social Inclusion Strategy Manager into the School Improvement and inclusion service.

## **What are the responsibilities of the Education Services department?**

### **Replies**

12. Thirty-seven responses were received.

- 9 (24%) supported the document and the fact that underachievement was not inclusive, although one stated there would need to be additional resources;
- further 14 (38%) raised the issues of resources, including speed of access to services and the quality of Education Services staff;
- 7 responses were related to the balance between specific groups of pupils and individuals. These covered a wide range of opinions;
- There were 4 responses suggesting additions -
  - You should also be promoting the health of children
  - Will voluntary organisations be included
  - I would like to see a stronger commitment to an anti-bullying policy as part of respect for all
  - Should mention racism
- 3 responses expressed concern. In a covering letter one respondent wished to receive a copy of the complaints procedure and said they believed the process to be discriminatory in terms of access for those unable to access the text through the format in which it was distributed.

### **Revisions/Comments**

13. Paragraph 8 (6) has been strengthened to include the responsibility to disseminate and facilitate access to best practice. Voluntary organisations were included in the original document but paragraph 12 (10) now includes additional reference to partners from the Early Years, community organisations and individuals, and the private and voluntary sector.
14. Paragraph 11 (9) leads with a new bullet point identifying a feature of an inclusive school being 'a strong and tangible inclusive ethos, led by the headteacher and understood by...' the full Educational Community.
15. A copy of the Complaints Procedure has been sent as requested and the complaint logged with the Equalities Officer.

### ***What are the implications for and expectations of schools?***

#### **Replies**

16. Thirty-one people addressed this question. Over all the responses were positive.

- Again there were responses around staffing levels, expertise, funding and resources in schools with one respondent particularly raising the issue of monitoring use of funding.
- There were 7 responses making suggestions or other positive comments:
- One further response raised equality issues in respect of funding;
- A school governor raised the issue of lack of access to funding for national initiatives to enable them to implement the level of inclusive practices that they were committed to;
- 3 responses indicated concerns about the role of schools and the delivery of the Inclusion Strategy;

- 3 further responses expressed general concerns about inclusion or the strategy itself.
17. Paragraphs 9 – 11 (7-9) set out Haringey's response and commitment to the national and local inclusion agenda including the additional recognition that progression and participation will be 'across a range of activities' and that learning targets will be 'understood by pupils at an appropriate level'. {para 11 (9)}

### **How does Education Inclusion develop within a multi-agency approach?**

**Replies**

18. Of the 24 responses, 19 (79%) supported the approach although 6 raised concerns about how this might actually be put into effect.
- 6 suggested additional partners / agencies;
  - Issues were raised as to how this cohesion would be achieved, whether these other agencies were signed up & whether they understand what it implied;
  - Questions were raised over which scrutiny panel / committee will have the responsibility for reporting, or whether this would remain fragmented;
  - There were 2 requests for more information on how this would happen;
  - There were 3 further comments.

### **Replies/Comments**

19. Paragraph 12 (10) has been strengthened by turning a negative statement into a positive one and paragraph 13 (11) identifies the need for agencies to work together.

### **How should Education Services monitor, support and challenge practices in school in order to raise standards?**

20. Twenty-seven responses were received. The responses were spread across a range of interests.
- 4 respondents wanted to make sure the council looked at individual needs and not assume inclusion is just about ethnic background;
  - 2 respondents felt the consultation seemed to put prominence only on the progress of certain ethnic groups;
  - 2 responses made reference to the need not to overlook ethnicity and particular groups;
  - 3 'Good' responses were received - several additional respondents felt it necessary for the policy to define what is required from whom, how it will be obtained and at what sort of frequency, as "exam results don't give the whole picture";
  - 3 highlighted other specific groups of pupils;
  - 1 response pointed out that "Governors are volunteers, giving their own time, and have no admin support. All this must be taken into account, otherwise governing bodies are either unable to respond to the deadline or respond incompletely or inadequately";
  - 4 responses felt that the inclusion could have a negative impact in schools or on teacher morale;
  - 2 other responses were received.

## ***Response/Comment***

21. Paragraph 14 (12) remains unchanged as no additional recommendations were received. However paragraph 25 clearly sets out how Haringey will progress and monitor the impact of the policy, including the revision of the current Equality and Inclusion Quality Standards.

### *How should we celebrate Inclusion?*

#### *Replies*

22. Of the thirty-nine responses to this section there were a mixture of feelings with respondents both supporting (15) & opposing (3) this aspect of the consultation. People felt the charter mark was both a 'good idea', but could also be divisive in its nature by concentrating on certain communities. Some specific ideas – not all positive - were put forward and these can be viewed in full in Annex 1.
23. Whilst it has always been the intention that the Inclusion policy would cover all pupils, it is recognised that for some the words 'community' or 'ethnic' are erroneously synonymous with 'minority ethnic community'. For this reason the wording of paragraph 22 (20) has been changed from 'a number of community groups' to 'a number of groups and organisations'.
24. The same concern was expressed over the proposed 'Charter Mark'. Haringey is aiming to be in the national forefront of the development of an Inclusion Charter Mark which will follow our view of inclusion as set out in paragraph 1.

#### **Other comments & responses**

25. 59 (71%) respondents took this opportunity to air their opinions about the consultation and their views about inclusion in general. A recurring theme was the need for a cross service policy, incorporating areas such as health, housing, social services, the police and not just education. This is accounted for in paragraph 12 and raised as part of the presentation of this report.
26. Some people felt that Haringey should look at all aspects of school life as well as the academic and try an encompassing approach. This is envisaged to be fundamental to the policy. Throughout the policy is a commitment to multi-agency / service working across the full range of educational opportunities, be they in the traditional 'school' setting or beyond. Haringey Education Community is defined in the footnote to paragraph 1. Whilst the Education Services and schools play a key role in ensuring Educational Inclusion they can not do this alone. The policy sets out a commitment to addressing the needs of all learners and to 'enable the diversity of Haringey to enrich the experience and education of all children' {para 5 (4)}
27. It was noted by a few of the respondents that the policy did not take sufficient account of the rights & responsibilities of school Governing bodies. This has been adjusted in the wording of paragraph 14.
28. A number of issues and concerns around Special schools and units were raised. Again there were concerns over the monies, support & resources to schools, especially where there is a range of children with varying needs e.g. SEN, average, above average & gifted pupils are in the same main stream school. These aspects are covered in the Fair Funding Policy of related consultation process.



# **A Policy for Educational Inclusion**

***September 2003***



**in partnership with CAPITA**

## **Introduction**

Children in our schools, between them, speak 190 languages. They have as rich a variety of backgrounds as anywhere in London and have a wide range of special educational needs. To include all our young people in a good education is a top priority. This is a central part of Haringey Council's commitment to improve the life chances of all who live in the borough.

Inclusion is a human rights issue. It requires us to give all our children and young people the right opportunities to:

- enjoy and benefit from an appropriate education
- value each other's contribution
- develop life-long positive attitudes to diversity.

Achieving inclusive education in Haringey is the responsibility of the whole Education Community. It is far-reaching. It will affect the policy and practice of all schools. More importantly it is designed to improve the life chances of all children and young people, especially those who may be disadvantaged or vulnerable.

### ***What is Inclusion?***

1. Inclusion is a human rights issue. It seeks to counteract social exclusion and improve social cohesion. Educational inclusion is one aspect of inclusion in society. For Haringey pupils it is concerned with the process whereby the Education Community in Haringey<sup>1</sup> develops and challenges its knowledge, culture, policies, practices, and beliefs so as to include and enable all learners regardless of age, gender, ethnicity, sexual orientation, background, disability and attainment, to benefit fully from what schools can offer them. The process is aspirational and incremental. Educational inclusion is about all pupils being respected, valued and participating as equal members of the community so that effective learning can take place. It relates to all aspects of school life, not just the academic curriculum, so parent/carer evenings, breaktimes, school events and after school activities matter in how they promote the well being of all learners. Inclusion is above all about removing barriers to learning and participation.

### ***Who are the pupils?***

2. The range of diversity in Haringey's schools is impressive and is reported on in some detail in the Education Development Plan. Pupils in Haringey schools come from a very wide range of cultural and religious backgrounds and many have additional educational needs resulting from personal circumstances, including those children using English as an additional language, those seeking refuge and asylum, children looked after by the local authority and those with special educational needs and/or disabilities. Many pupils have multiple needs.

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<sup>1</sup> Defined as the whole Council including Education Services department, schools, governors, Members and all stakeholders



3. Educational Inclusion is about all pupils but some groups need specific attention to ensure their inclusion. These groups are:
- minority ethnic and faith groups - the largest ethnic minority groups in Haringey being Black African, Black Caribbean and White European, between them making up approximately three-quarters of the school population;
  - Travellers - approximately 350 in Haringey schools;
  - asylum seekers, refugees & pupils newly arrived from overseas - estimated at 5000 or 16% of the school population;
  - those using English as an additional language - estimated to be 50% of Haringey pupils;
  - pupils with behavioural difficulties, those excluded or at risk of disaffection (poor attendance and truancy) and exclusion from school;
  - pupils with a range of special educational needs such as sensory impairment, physical disability and/or learning difficulties - estimated at 28% of the Haringey school population;
  - children in public care - currently in the region of 500 children, less than 2% of the pupil population but relatively high and increasing;
  - gifted and talented pupils from all ethnic groups;
  - other pupils such as those at risk of significant harm; sick children; young carers; children from families under stress; pregnant schoolgirls and teenage mothers.
4. Experiencing success and achieving as high a standard as possible is more challenging for these pupils. The analyses of the performance data nationally and in Haringey support this fact. For these reasons it is important for schools to be aware of who these pupils are so that they can take steps to ensure that they are not at risk of underachievement because they cannot access or benefit from what schools are providing. Schools should seek to identify and change policies, procedures and practices that discriminate against or impede the progress of any of these groups.

### **What should our vision be?**

5. Our vision is three-fold - that the Education Community in Haringey works together to:
- increase the participation in education and raise the achievement levels for all, especially those who do not currently fully benefit from what the Education Community offers;
  - enable the diversity of Haringey to enrich the experience and Education of all children;
  - enable the values and attitudes learnt in school to lay the foundation of a life-long commitment to the understanding and celebration of diversity in Haringey and beyond.

### ***What should our principles be?***

6. A set of principles has been developed to guide Haringey Council's development of provision that enables schools to be fully inclusive. All concerned should be aware of the requirements of equal opportunities legislation.
7. Specific action should be taken to respond to all children and young people irrespective of age, gender, ethnicity and physical, mental or emotional needs. They have an entitlement to:
  - learn in a safe and secure environment;
  - be valued and respected by all staff as equal members of the learning community;
  - have their learning needs identified and assessed as early as possible and met promptly;
  - have barriers to their inclusion, participation and belonging identified, understood and removed;
  - have access to educational experiences that enable them to fulfil their potential as learners and as citizens within the community;
  - receive their education in local mainstream schools or Early Years settings wherever possible but, if required, to have access to specialist services or provisions that are flexible and that provide the best opportunities to meet their individual needs, including access to multi-disciplinary services;
  - participate in decision making, planning and review of their educational progress;
  - benefit from their parents/carers involvement with professionals in the planning and delivery of their provision;
  - benefit from regeneration initiatives that counter the negative effects of poverty;
  - learn to be responsive to the needs and abilities of others and society as a whole.

### **What are the responsibilities of the Education Services department?**

8. The Education Services department has a responsibility to secure high quality educational provision for all pupils. Through its commitment to this inclusion policy the education department will:
  - fully comply with the requirements of the Race Relations (Amendment) Act 2000; the Sex Discrimination Act; Equal Opportunities legislation & guidance; the SEN and Disability Act 2001 and the SEN Code of Practice;
  - fulfil its responsibility through all its approaches to service provision, its policies and their implementation to promote the respect, understanding and celebration of Haringey's diversity and beyond and thereby actively promote inclusion;
  - promote the equal opportunities of all pupils in Haringey schools and especially for those who may be vulnerable, by supporting schools to identify groups of pupils who are or may be

disadvantaged or underachieving in the school system and seek ways of supporting them to attain as highly as possible;

- challenge discrimination and prejudice on the grounds of gender, ethnicity, sexuality, disability, wherever it may arise, including encouraging schools to have effective preventative policies and complaints procedures;
- act on its responsibility to target resources towards supporting pupils with the greatest needs and enabling early intervention with pupils that promotes their attainment and social inclusion;
- support schools to increasingly become more inclusive and challenge them when practice is less than it should be;
- support the development of effective partnerships with parents/carers that emphasise their rights and responsibilities as co-educators and respect their preferences;
- support the development of other aspects of provision in the voluntary sector, for example, supplementary and community based schools, that supports the attainment of pupils;
- work towards self sufficiency in the provision of education for Haringey pupils unless there are exceptional educational implications that justify placement elsewhere;
- provide training for school staff and others to enable them to overcome potential barriers to learning and assessment for individuals and groups of pupils;
- disseminate and facilitate the sharing of best practice in inclusive education;
- take the lead with other agencies to develop a coherent response across the Council and to be innovative in seeking solutions to meet the needs of pupils who may be vulnerable and facilitate access to those services for schools.

### **What are the implications for and expectations of schools?**

9. The National Curriculum places a responsibility on schools to provide a broad and balanced curriculum for all pupils. It sets out three principles that are essential to developing a more inclusive curriculum:

- setting suitable learning challenges;
- responding to pupils' diverse learning needs;
- overcoming barriers to learning and assessment for individuals and groups of pupils.

10. According to the Office for Standards in Education (Educational Inclusion Ofsted 2001) "a school cannot be considered effective and to be satisfactorily promoting educational inclusion if:

- the reasons given for the underachievement, low levels of attendance or disproportionately higher rates of exclusion of any particular group of pupils are not well founded and fails to take effective and appropriate action; it is unwittingly racist in some of its provision;
- insufficient attention is given to preparing pupils positively for living in a diverse society;
- the response to incidents of racism, bullying or harassment is inadequate; it fails to promote racial harmony;
- the rates of attendance generally or of any particular group are unsatisfactory and show no sign of improving;
- the behaviour generally or of any particular group is unsatisfactory and shows no sign of improving;

- the rate of excluding pupils shows no signs of reducing”.

11. All Haringey schools are expected to be inclusive. An Inclusive school has the following features:

- a strong and tangible inclusive ethos, led by the headteacher, understood by staff, pupils, parents, governors and the local community in which discrimination is challenged and diversity is celebrated;
- targets for learning set for all pupils, based on their needs and enabling good progress in which all achievements are valued, recognised and celebrated and understood by pupils at an appropriate level;
- a curriculum that reflects the diversity of the UK and especially Haringey and through well planned progressive experiences pupils are prepared to participate confidently in a diverse society across a range of activities;
- a range of initiatives to support that curriculum - for example, extra-curricular activities, study support, mentoring programmes, homework clubs, sanctuary areas and breakfast clubs;
- a system for review and evaluation of inclusive practice in order to achieve continuous improvement;
- links with the local community in order to access the expertise and experiences of parents and others

***How does Education Inclusion develop within a multi-agency approach?***

12. Educational Inclusion can only be achieved through a range of agencies including the Education Services department and schools working co-operatively in partnership. Much of what needs to be achieved can only be achieved through a high level of interagency and multi-disciplinary work. This will include effective work with partners such as:

- The Local Strategic Partnership
- Learning skills Council
- Health agencies
- Social Services
- Housing department
- Haringey Borough Police & Community Safety Partnerships
- Youth Justice and the Youth Offending Team
- Environmental Services
- Employment services, including Haringey Education Business Partnership
- Community services
- Early years agencies
- Community organisations and individuals
- The private and voluntary sector

13. The aims of this multi-agency work are to:

- ensure that there is clear and effective communication between and across partner agencies and Education Services;
- establish systems that enable all partner agencies to provide support and intervention for each other;
- establish clear and transparent systems for sharing information based on agreed protocols;
- develop greater understanding across agencies of the roles and responsibilities of partners.

***How should Education Services monitor, support and challenge practices in school in order to raise standards?***

14. Monitoring the quality and effectiveness of inclusion in schools is initially the responsibility of School Governing Bodies. Education Services will monitor through the scrutiny of the following specific aspects of provision.

- ❖ The standards achieved by pupils and the progress they make through analyses of the school profiles of performance, especially in relation to:
  - Gender
  - Ethnicity
  - The effects of mobility
  - Low attainment (2+ levels below age expectations)
  - High attainment (1 + level above national expectations)
- Value-added (progress)
- ❖ The use of budgets, including specific targeted funding such as the -
  - Delegated budget for SEN
  - Use of devolved funds for supporting pupils from ethnic minorities
  - Funds allocated through Excellence in Cities (EiC)
  - Use of specific grants, for example, regeneration and neighbourhood renewal funds
- ❖ The outcome of the application of the Quality Standards<sup>2</sup> and the schools' self-evaluation.
- ❖ The implementation of the SEN and Disability Act 2001 and the SEN Code of Practice and compliance with the Race Relations Amendment Act 2000 and its associated guidance
- ❖ The results of a 2 year rolling programme covering all schools, that scrutinises the quality of provision and offers support in relation to provision made for specific groups of pupils, for example, those pupils:
  - in the three ethnic minority target groups: Black African, Black Caribbean and White European
  - identified by the school as having SEN

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<sup>2</sup> Quality Standards is a set of standards related to all aspects of school life used by schools for self-evaluation and by the Education Services department to identify strengths and weaknesses in schools' provision.

- who have SEN statements
- using English as an additional language
- newly arrived in the country
- from Travelling communities
- looked after by the local authority
- vulnerable to isolation and/or bullying.

15. Where the results of monitoring indicate that the practice in a school is less than satisfactory a targeted programme of support and if required, intervention, will take place.

### **How should we measure and report our progress?**

16. The effective implementation of the inclusion policy will be judged on the increased participation in education of vulnerable groups of pupils and by their improved achievement. A successful inclusion policy will result in:

- improved standards and progress for ethnic minority pupils, especially for the three target ethnic minority groups – Black African, Black Caribbean and White European pupils;
- better progress for low-attaining pupils so that fewer pupils attain 2 or more levels below the standard expected for their age;
- greater numbers of pupils achieving higher levels at the end of each key stage;
- better progress for children looked after by the local authority including all to have effective Personal Education Programmes;
- better participation and progress for those children who are Travellers;
- reduction in the number of statements maintained;
- reduction in the number of pupils placed in special schools;
- reduction in the number of pupils placed in schools outside the Borough;
- reduction in the number of pupils attending the Pupil Support Centre, especially at the end of Key Stages 2 and 3;
- increase in the number of pupils re-integrated to mainstream school from the Pupil Support Centre;
- increase in attendance overall and decrease in unauthorised absence;
- fewer permanent and fixed-term exclusions;
- improved feedback from a number of key stakeholder groups, including schools and governors;
- improved evaluation of educational inclusion in Haringey schools in Ofsted inspection reports;
- decrease in the number of racist, sexist and homophobic incidents in schools;
- greater participation in school life by pupils and parents;
- increase in the number of schools awarded Haringey's Inclusion Charter Mark;
- greater numbers of schools fully accessible to disabled children and adults;
- efficient and effective management of resources to support pupils with Special Educational Needs and the achievement of ethnic minority pupils;
- a better reflection of the diversity of the community in the workforce at all levels , including governors.

17. These indicators will be monitored as part of the Education Development Plan (EDP) and therefore, progress with this inclusion policy will be reported annually in the evaluation of the

Strategic Management Plan, which includes the Education Development Plan. The evaluation report will show clearly progress in relation to the measures above.

### ***How should we celebrate Inclusion?***

18. Inclusive schools in Haringey are to be recognised and celebrated by developing a Haringey 'Charter Mark' or 'Kitemark' to be awarded to schools where specific criteria have been met. These criteria, to be developed with a group of headteachers, will be based initially on the benchmark set out in Haringey's Quality Standards and will be increasingly linked to other regional and national schemes. The intention is to develop this ready for use in the academic year 2003/4.
19. Participation in the annual National Inclusion Week but in Haringey defining it with a wider base than special educational needs. Inclusion Week enables schools and the wider community to demonstrate their commitment to celebrating diversity.
20. Good practice is to be exchanged between schools in a range of ways including through the Networked Learning Communities to be introduced in Haringey in the spring term 2003.
21. An annual conference focused on improving an aspect of inclusion to be provided in Haringey and increasingly include other London boroughs and beyond.
22. Support to a number of groups and organisations to celebrate and reward the achievements of their children.

### ***Obtaining consensus***

23. It is important that the Haringey Education Community, defined earlier as the whole Council including the Education Services department, schools, governors, Members and all stakeholders, are able to 'sign up' to this Inclusion Policy and commit to supporting it through their own work.
24. For these reasons extensive consultation on the final draft of the policy took place during the Summer Term 2003. The results of that consultation are appended to this document and will be made available to the consulted. This final document has taken account of the views collected.
25. The policy will be launched early in the Autumn term 2003 and will be accompanied by revised Quality Standards and school self-evaluation indicators for Inclusion as well as guidance on developing a School Inclusion Policy. This will be supported by a wide professional development

programme. Haringey has successfully bid to Ofsted for the licence to deliver an in-depth training programme for Inclusion.

## **Relevant policies and plan**

26. The Inclusion Policy and Strategy relates to a range of other policies, plan and strategies that feed into it. These include -

- Admission/Attendance Policies
- Education Development Plan
- Behaviour Support Plan
- Asset Management Plan
- Race Equality Policy
- Children Looked After Policy (see Guidance on Education of Children in Public Care)
- SEN Policy and Strategy
- Child Protection Policy
- Anti-Discriminating Practices Harassment Policy
- Anti-bullying Policy
- Traveller Education Plan
- Ethnic Minority Achievement Plan
- Access Plan
- Fair Funding Plan

27. The key legal requirements for this policy are contained in the following Acts -

- School Standards and Framework Act 1998
- Equal Opportunities Act
- The Race Relations (Amendment) Act 2000
- The SEN and Disability Act 2001 (Part 2)
- The Children Act 1989.