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## **Scrutiny Review - School Exclusions**

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TUESDAY, 6TH MARCH, 2007 at 18:30 HRS - CIVIC CENTRE, HIGH ROAD, WOOD GREEN, N22 8LE.

MEMBERS: Councillors Cooke (Chair), Edge, Egan, Oakes and Reid 2 vacancies

### **AGENDA**

**1. APOLOGIES FOR ABSENCE**

To receive apologies for absence (if any)

**2. URGENT BUSINESS**

The Chair will consider the admission of any late items of urgent business. Late items of business will be considered under the agenda item where they appear. New items will be dealt with at item 6 below.

**3. DECLARATION OF INTEREST**

A member with a personal interest in a matter who attends a meeting of the Authority at which the matter is considered must disclose to that meeting the existence and nature of that interest at the commencement of that consideration, or when the interest becomes apparent.

A member with a personal interest in a matter also has a prejudicial interest in that matter if the interest is one which a member of the public, with knowledge of the relevant fact, would reasonably regard as so significant that it is likely to prejudice the member's judgement of the public interest.

**4. SCOPE AND TERMS OF REFERENCE FOR THE REVIEW (PAGES 1 - 4)**

To note the scope and terms of reference for the Scrutiny review of School Exclusions.

**5. BACKGROUND INFORMATION ON SCHOOL EXCLUSIONS AND PUPIL SUPPORT CENTRE PROVISION (PAGES 5 - 20)**

To provide Members with background information on exclusions.

**6. NEW ITEMS OF BUSINESS**

To consider any new items of business admitted under item 2 above.

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21 February 2007

**Scrutiny Review of School Exclusions**
*on 26 February 2007*

Report Title: **Scope and Terms of Reference for the review**

Report of: **Chair of the Review Panel**

Wards(s) affected: **ALL**

**1. Purpose**

1.1 To note the scope and terms of reference for the Scrutiny Review of School Exclusions.

**2. Recommendations**

2.1 That the scope and terms of reference for the review as set out in this report be noted

**Contact Officer:** Carolyn Banks Principal Scrutiny Support Officer, Tel 0208 489 2965

**3. Executive Summary**

3.1 The Overview and Scrutiny Committee has commissioned a scrutiny review of School Exclusions.

**4. Reasons for any change in policy or for new policy development (if applicable)**

4.1 N/A

**5. Local Government (Access to Information) Act 1985**

5.1 There are no background papers relating to this report.

**6. Purpose of the review**

- 6.1 The vision set out in *Haringey's Children & Young People's Plan* is that every young person in Haringey should be happy, healthy and safe with a bright future. This echoes the aims of *Every Child Matters*, published by the government in 2004.
- 6.2 To achieve this vision it is crucial that Haringey's young people are encouraged to attend and enjoy school, to achieve national standards and to engage in further/higher education, employment or training when they leave school. Importantly, the Children & Young People's Strategic Partnership aims to ensure all vulnerable children and young people in Haringey receive the necessary support to enjoy the same opportunities as any other child or young person in the borough.
- 6.3 An important step in achieving these aims is reducing the number of pupils excluded from school. This need to keep young people engaged in education is recognised in the Government white paper on reducing re-offending through skills and employment. To illustrate this, the white paper states that 49 per cent of male prisoners were once excluded from school.
- 6.4 Haringey's Children and Young People's Service, local schools and other agencies involved in this area of work take exclusion very seriously. Their efforts are acknowledged in this year's Joint Area Review which indicates that;
- "Effective multi-agency preventative action is resulting in a low level of permanent exclusions from Haringey schools. The level of fixed-term exclusions is high but preliminary figures for 2005/06 indicate that it is falling. Pupils who are permanently excluded, and those who have fixed-term exclusions from BIP schools, are able to access full time educational provision in the Pupil support Centre. The level of re-integration of excluded pupils has improved but partnership work between the youth service and schools to meet the needs of more vulnerable young people is underdeveloped."*
- 6.5 In their quest to deliver exemplary services, the Children and Young People's Service is keen that this issue be scrutinised to identify good practice and possible improvements. They have already started a consultation exercise on improving and developing the provision for young people who are excluded from school. It is anticipated that the scrutiny review will contribute to the development of cost-effective alternative provision.

## **7. Terms of Reference**

The provision made for pupils excluded and at risk of exclusion from schools, including provision made through the Pupil Support Centre; access to alternative provision; successful reintegration into mainstream; proposals for the development of support centres in schools.

## **8. Cost**

The review can be conducted using existing scrutiny officer support . It might also be necessary to meet the cost of inviting experts to speak to the Review Panel and it might be helpful to arrange focus groups of excluded pupils and their parents to ascertain their views.

**9. Possible witnesses**

1. Officers from Children and Young People's Services, Police, Family liaison officers, schools other agencies, Youth Offending Team etc
2. The Lead Member for Children's services
3. Education and CAMHS Psychologists
4. Department of Education and Skills
5. OFSTED
6. Institute of Public Policy
7. Excluded pupils and their parents ( through focus groups)
8. National Children's Bureau
9. Other best practice
10. Local Advisory Centre for Education
11. Head teachers

**10. Possible timetable**

**End of February 2007** - Review panel meeting to consider Children and Young People's Service report on their proposals for reorganising the Pupil Support Service.

**March 2007** - Visit to Pupil Support Centres, followed by focus groups with excluded pupils and parents.

**April 2007** – Possible meeting to consider experts views

**May 2007** - Report to Overview and Scrutiny Committee

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**Preliminary information requested by the Scrutiny Review Panel -  
School Exclusions and PSC Provision**

**Introduction**

1. The purpose of this report is to provide background information on exclusions for members of the Scrutiny Panel to enable them to review and make recommendations on:
  - the action taken by secondary schools to prevent pupils from being excluded from school;
  - the support and alternative education provision for pupils of secondary age who are either permanently excluded or are in danger of being permanently excluded.
2. The vision set out in Haringey's Children & Young People's Plan is that every young person in Haringey should be happy, healthy and safe with a bright future. To achieve this vision it is crucial that Haringey's young people are encouraged to attend and enjoy school, to achieve national standards and to engage in further/higher education, employment or training when they leave school. An important step in achieving these aims is reducing the number of pupils excluded from school.
3. Haringey's Children and Young People's Service, local schools and other agencies involved in this area of work take exclusion very seriously, as acknowledged in the 2006 Joint Area Review.
4. The local authority currently makes alternative provision for children and young people for whom it has a statutory duty. This includes:
  - pupils permanently excluded from school who are Haringey residents;
  - pupils from Haringey schools on fixed-term exclusions exceeding 15 days;
  - pupils from Haringey Behaviour Improvement Programme (BIP) schools from the first day of a fixed-term exclusion.
5. This provision is made through:
  - the secondary Pupil Support Centre;
  - the primary Pupil Support Centre;
  - the Tuition Service;
  - primary & secondary BIP support units.
6. Schools strive to keep young people engaged in mainstream education wherever possible and make a range of provision within their settings to address poor behaviour and reduce the risk of exclusion.
7. During the academic year 2004-05, the local authority reviewed the provision being made for pupils permanently excluded from schools. At that time provision was made for both primary and secondary pupils at the Pupil Support Centre (PSC) on three separate sites for up to 150 pupils, with ten primary-age places.

8. Analysis of exclusions data showed an over all decline in the number of pupils requiring separate provision. Additionally, over time and in line with the authority's Inclusion Policy, the provision for primary pupils was becoming less appropriate because of its isolated location.
9. After full consultation, the primary provision was located from April 1<sup>st</sup> 2005 in Risley Avenue Primary School under a service level agreement such that the Primary PSC was located within the mainstream school with the ten places being used for assessment as well as direct support, with integration into the main school. The number of places in the secondary provision was reduced to 100.
10. It is now timely to be reviewing the provision needed by and made for secondary-age pupils.

### **Permanent Exclusion from Schools**

11. The permanent exclusion process is a lengthy one and has several stages:
  - the exclusion made by the headteacher and initially reported to the local authority;
  - the School Discipline Committee hearing where the governors hear the headteacher's case and either uphold or reject the exclusion;
  - a period during which an appeal can be lodged by the parent/carer(s) for a hearing by an Independent Appeal Panel, where the panel can reject or uphold the appellant's case with reinstatement to the school or another school;
  - a period during which the parent/carer(s) can seek a judicial review of the Independent Appeal Panel's decision.
12. When monitoring data on permanent exclusions it is essential to note that there are two sets of data, both of which are used in this report. One is the number of exclusions from Haringey schools where the periods for all appeal options have been exhausted and the final outcome is known, either because no appeal has been made, the time for the next stage of the appeal process has been exceeded or there are no further stages of the appeal available. At this stage there is no possible return of the young pupil to the excluding school.
13. This is the data which is required to be reported to the DfES by all local authorities and is the data used for national comparisons. Thus an exclusion might start in one academic year and either not be reported until the following academic year or, in the case where the headteacher's initial decision is not upheld at any stage of the process, not be reported at all.
14. The second set of data is that available to the local authority on the actual number of permanent exclusions by all Haringey schools for in-borough and out-borough residents plus the number of all pupils resident in Haringey attending schools out borough which have been started in any one academic year. This data is tracked to monitor outcomes and reasons for exclusion and is used to advise and support schools as appropriate.



**Nationally reported data**

15. The nationally reported 2005-06 data, i.e. where the final outcome was known, showed a continuing strong downward trend in both permanent and fixed term exclusions made by all Haringey schools over the previous five years, although there was an increase in 2004-05.
16. The result of this reduction in exclusions meant that there was a total of 2,254 additional days of education compared to the same period in 2004-05.

**Reported permanent exclusions 2003-2006 academic years**

Year	Total	Secondary	Primary
2003-04	20	18 (0.19%)	2 (0.01%)
2004-05	28	28 (0.25%)	0 (0%)
2005-06	22	19 (0.17%)	3 (0.02%)

17. Exclusions at the end of Key Stage 3 and the start of Key Stage 4 (years 9 & 10) continue to represent the highest proportion of all exclusions. This is a national trend.

**Reported permanent exclusions (secondary) by year group:**

	2005-06	2004-05
Y7	0	3 (11%)
Y8	2 (10%)	6 (21%)
Y9	5 (26%)	10 (35%)
Y10	6 (31%)	8 (29%)
Y11	6 (31%)	1 (4%)

18. The total number of permanent exclusions for the whole of the academic year 2004-05 was twenty-eight, which represented approximately 0.25% of the secondary school population, which was identical to the national figure. In 2005-06 it fell to nineteen, taking it below the national average.

**Local data**

19. Up to the spring term of 2005, the pattern of permanent exclusion from secondary schools had been broadly similar across all Haringey secondary schools. However, by the end of that academic year, half of the schools made over 80% of the reported permanent exclusions.
20. The 2005-06 data shows that there was a significant reduction in the percentage of all exclusions made by one of these three schools (Alexandra Park) and that the new top three schools constituted only 67% of all the exclusions made by Haringey secondary schools.
21. In the current school year to date, one school (St Thomas More) continues to make the highest percentage of Haringey exclusions and there has been a significant increase in the exclusions made by Fortismere and Alexandra Park. Woodside High School, though still higher than average, has reduced both its rating in percentage terms and the actual number of exclusions made to date.

22. In 2005 – 2006, exclusions of Haringey residents from out-borough schools formed 26% of all permanent exclusions. To date in this academic year, such exclusions represent 13%.
23. In interpreting this data it is important to note that percentages are shown as actual numbers and not a percentage of any individual school's total school population. Thus a school with a low number of exclusions but a small school population may exclude more pupils as a percentage of its own population than a larger school with a larger number of exclusions.

**Exclusions started - by school 2005-date**

	<b>2005 - 06</b>	<b>2006 - date</b>
<b>Total from Haringey schools</b>	<b>31</b>	<b>26</b>
Alexandra Park	2(6.5%)	5 (19.2%)
Fortismere	1(3.2%)	3 (11.5%)
Highgate Wood	3(9.7%)	1 (3.9%)
John Loughborough	2(6.5%)	1 (3.9%)
NPCS	2(6.5%)	1 (3.9%)
Park View Academy	4(12.9%)	1 (3.9%)
St. Thomas More	11(35.5%)	8 (30.8%)
White Hart Lane / Woodside	6(19.4%)	4 (15.4%)
Hornsey	(0%)	2 (7.7%)
Gladesmore Community School	(0%)	(0%)
<b>Total from non-Haringey schools</b>	<b>11</b>	<b>4</b>
Aylward	5	1
Bishop Douglass	1	2
Broomfield	1	
Friern Barnet	1	
Oak Lodge	1	
Our Lady's Convent	1	
St. Ignatius	1	
Islington Arts & Media		1
<b>All permanent exclusions</b>	<b>42</b>	<b>30</b>

24. Interpretation of the local data shows that, whilst only five year nine pupils had completed the exclusion process during the national reporting period, there were actually ten exclusions started against Y9 pupils. This means that these young people were at the end of their Y9 education when the process started and the exclusion will have resulted in their not returning to mainstream in year 10. This, combined with the number of Y10 & 11 exclusions means that there is a significant need to ensure that there is appropriate Key Stage 4 provision for Haringey young people in any alternative provision currently made or to be developed. Out-borough schools exclude more in the earlier key stage than Haringey schools that will have tried a range of intervention strategies before finally taking the decision to exclude. These young people will, necessarily, have more complex needs, requiring targeted strategies to address both these needs as well as their academic ones.

**Exclusions started - by year group**

Year group	2005 - 06		2006 – to date	
	Haringey	Out-borough	Haringey	Out-borough
7	0 (0%)	2	0 (0%)	1
8	7 (22.6%)	0	2 (7.7%)	2
9	10 (32.3%)	1	7 (26.9)	1
10	8 (25.6%)	8	9 (34.6%)	0
11	6 (19.4%)	0	7 (29.9%)	0
12 & 13	0 (0%)	0	1(3.8%)	0
	<b>31</b>	<b>11</b>	<b>26</b>	<b>4</b>

25. Whilst the national figures for the exclusion of pupils with a statement of special educational needs indicate that such a pupil is four times more likely to be excluded than those without, and form 10.5% of exclusions nationally, half the pupils reported in 2004-05 as being permanently excluded from Haringey schools had a special educational need (school action to statement), with 18% of exclusions for pupils with statements of special educational need.
26. At that time we stated that we would seek to address the level of exclusions of pupils with statements of special educational needs by reissuing the guidance and providing additional training to schools on the exclusion process to ensure that pupils with statements at risk of permanent exclusion are subject to a review of their statement prior to action being taken to exclude.
27. Whilst the total percentage of pupils with special educational needs still remains high, the end of year figure for 2005-06 had been reduced by 5% and the percentage of pupils with statements excluded from Haringey schools fell by 5.1% and is currently showing a reduction of 6.5% from the same baseline. (NB: out-borough schools do not indicate whether pupils excluded from their schools have special educational needs, therefore the SEN data relates solely to those excluded from Haringey schools).

**Exclusions started – by SEN stage**

	2005 - 06	2006 –
School Action	4 (12.9%)	4 (15.4%)
School Action Plus	6 (19.4%)	6 (23.1%)
Stated	4 (12.9%)	3 (11.5%)
<b>Total</b>	<b>14 (45%)</b>	<b>13 (50%)</b>

28. Changes in the Disability Discrimination Act should further to reduce these figures. Nevertheless, future provision must address the requirements of those with special educational needs who have been excluded. Such pupils will form two groups: those who have been excluded and also have a statement additional to the behaviour leading to their exclusions; the significantly larger group of those whose special educational need is related to behaviours which have led, despite all best interventions, to their exclusion.

**Reasons for exclusion**

29. Larger numbers of pupils have been excluded (fixed-term and permanent) from secondary schools than from primaries. The three most common reasons given for exclusions during 2004-05 were physical assault of a pupil (34.1%); verbal

abuse of an adult (27.1%) and physical assault of an adult (14.3%). The least commonly recorded reason was racism (0.8%). There were eight exclusions for actual assault against a pupil or member of staff, ten for possessing and/or threatening to use an offensive weapon and one each for bullying behaviour and drugs/alcohol related incidents.

30. In 2005-06 the three highest reasons were:

- 28.6% - 'other' where there was a combination of reasons (25.8% of in-borough; 36.4% of out-borough);
- 26.2% - physical assault against an adult (32.3% of in-borough; 9% of out-borough);
- 19% - physical assault against a pupil (19.4% of in-borough; 18.2% of out-borough).

31. The percentage of exclusions from out-borough schools in 2005-06 for persistent disruption was 18.2% compared to 3% of for the same reason from Haringey schools. This would indicate that the reasons that young people get excluded from Haringey schools are more serious than the exclusion of pupils resident in Haringey from out-borough schools and might further indicate that Haringey schools have more robust intervention strategies in place to prevent exclusions happening.

#### Reasons leading to permanent exclusion 2005 to date

Reason	2005 - 06		2006 – to date	
	Haringey	Out-borough	Haringey	Out-borough
Drug Related	1	0		
Persistent Disruption	1	2		
Other (combination)	8	4	3	4
Physical Assault (against adult)	10	1	9	0
Physical Assault (against pupil)	6	2	9	0
Racist Abuse	1	0		
Verbal abuse/intimidation (adult)	3	1	2	0
Verbal abuse/intimidation (pupil)	1	0	1	0
Theft	0	0	1	0
Sexual Assault/abuse	0	1	1	0
	<b>31</b>	<b>11</b>	<b>26</b>	<b>4</b>

#### Support for secondary schools

32. In order to prevent exclusions and support those at risk of exclusion in Haringey schools, the Behaviour Support Teams (BSTs) identify pupils who are at highest risk of poor life outcomes in order to ensure that resources and support can be targeted appropriately. The Secondary BST works in every Haringey secondary school. The Primary BST provides a service to all primary schools working with individual pupils referred to them and providing training and advice to staff. In addition there are four secondary schools and eight primary schools participating in the Behaviour Improvement Programme (BIP).

33. The BST works with children, school staff, parents/carers and other agencies, as part of a multi-disciplinary team to develop whole school systems and implement a range of strategies for including children at risk of disaffection and/or exclusion.

34. A major focus of the intervention is to increase the skills, confidence and emotional awareness of young people through group, whole class and individual work, to increase the young person's ability to manage their own behaviour. At the same time, work with staff in schools empowers them and enhances their skills, confidence and strategies for managing challenging behaviour presented by classes and/or individual children.
35. As part of a multi-disciplinary team, the BST offers advice and support to schools to help increase capacity and develop effective strategies and systems for dealing with negative practices, such as bullying and discrimination, in order to promote an inclusive ethos.
36. Haringey continues to offer assessment placements at the Pupil Support Centre to assist schools in developing focussed support or provision as an aid to preventing exclusions. This is managed through the Social Inclusion Panel.
37. Haringey also has a Pupil and Family Mediation Service, the purpose of which is to:
  - provide support to pupils and their families who are identified as being at risk of exclusion or who are excluded, through advice, mediation and conflict resolution;
  - liaise with community organisations to develop effective support for pupils and parents/carers;
  - take action or contribute to other services taking action to reduce the number of excluded pupils, and support re-integration.
38. Nine parents of young people permanently excluded from secondary school contacted the Mediation Officer during the autumn term 2006 for support. In the same period there were ten referrals to the service by eight schools.
39. The Youth Service has also developed provision which is proving to be effective in helping disaffected and vulnerable young people to attend school and contribute positively. Much of this work involves small group mentoring and developing opportunities for young people to articulate their concerns and feelings. Support by the Youth Service to the Education Welfare Service during truancy sweeps has also brought closer contact with those disengaging from learning and therefore at risk of unsociable behaviour.

#### **Provision made by Secondary Schools**

40. There are four secondary Behaviour Improvement Programme (BIP) schools. These schools receive funding as part of a crime reduction initiative to enable them to improve behaviour and reduce exclusions and thereby reducing incidents of crime.
41. Schools use a combination of strategies to achieve this such as:
  - sending pupils to a referral room for a single lesson where someone is available to talk to them about the specific issue resulting in their being there;

- Learning Support Units (LSU) where pupils can access a range of support for a longer period whilst a programme is implemented for them;
  - internal seclusion units which remove the young person from their normal timetable but their educational provision continues to be made within the school building;
  - short fixed-term exclusion with a Personal Education Plan or reintegration plan.
42. Schools also have the option of using Parenting Contracts and Parenting Orders to improve behaviour. The introduction of these formal agreements are reasonably new for addressing poor behaviour, although they have been in existence for some time to address poor attendance.
43. Highgate Wood School: This is a BIP school which uses funding to develop multi-agency support for pupils at risk of exclusion. It has a Learning Support Unit (LSU) run by 1 full-time manager with a full-time designated teaching assistant plus a number of attached TAs who work in class. The school has a separate referral room for single lesson referrals.
44. Woodside High School: This is a BIP school which uses funding to develop multi-agency support for pupils at risk of exclusion. Recently the senior management in the school reviewed the use of all the alternative off-site provision that is used. The school used to use an off-site learning support unit that was not organisationally part of the school but this year has developed the LSU on-site and this is now run by a teaching assistant belonging to the school. The school has taken this approach so that the quality of provision can be better monitored and that the young people keep a feeling of identity associated with belonging to the school.
45. Park View Academy: This is a BIP school which uses funding to develop multi-agency support for pupils at risk of exclusion. Unlike the other BIP secondary schools, Park View has chosen to make its own on-site day-1 provision rather than access the central 10-place unit located at the PSC. The LSU is managed full-time by a designated learning mentor, overseen by the school's inclusion manager. There is an additional full time teaching assistant and the school has a separate referral room for single lesson referrals.
46. Gladesmore Community School: This is a BIP school which uses funding to develop multi-agency support for pupils at risk of exclusion. The school's LSU has a full-time manager and deputy-manager as well as several teaching assistants. The school also buys in a range of specialist provision. In addition the school has an Internal Exclusion Unit used instead of excluding a pupil off-site. This is full-time provision. There is also a separate referral unit for single lesson referrals.
47. Alexander Park School: There is a full-time manager for its LSU supported by a full-time teaching assistant and two full-time learning mentors with additional support from a number of teaching assistants. There is a separate referral room for single lesson referrals. The school makes regular referrals to the Pupil and Family Mediation Officer.

48. Fortismere School: A nurture group has recently been established although there is only one pupil in it at the moment. The nurture group operates at set times and is run by two teaching assistants who receive mentoring support on a weekly basis from the Behaviour Support Team.
49. Hornsey Girls: The school has a Behaviour Support programme manager who runs a virtual unit. The manager is a learning mentor and works full-time. There is a separate referral room for single lesson referrals.
50. The John Loughborough School: It has an inclusion unit that is a combination of an internal exclusion unit and a learning support unit.
51. Northumberland Park Community School: The LSU is full-time and run by a full-time learning mentor. There is a separate referral room for single lesson referrals.
52. St Thomas More: The separate referral room for single lesson referrals also doubles as longer-term provision for some pupils.

### **Pupils permanently excluded from schools**

53. All young people permanently excluded from Haringey schools and those living in Haringey but excluded from out-borough schools are supported by the PSC. Referrals are made to the PSC through the Social Inclusion Panel.
54. Once attending the PSC, young people have a full assessment of need, which includes the use of the drugs screening tool (DUST), and then have access to a broad curriculum tailored to their needs, with the PSC using some alternative and mainstream provision for part of the time if it is necessary for either a specialist curriculum programme, a route to better engagement in learning or as part of behaviour improvement support.
55. The PSC employs a range of multi-disciplinary staff as well as curriculum teaching specialists and learning mentors. There are members of staff who focus on attendance and family liaison and there is an attached community safety officer from the Metropolitan Police.
56. As part of the local authority plans for Building Schools for the Future and in response to other national initiatives such as Every Child Matters, there are plans to develop specialist centres at each secondary school, building on existing learning support units, and to improve the facilities at one of the PSC sites to cater for all the then reduced number of key stage 3&4 young people with the most complex needs and to cease using the second PSC site for its current purpose.
57. The local authority recognises that it will always need to make provision for Haringey residents excluded from out-borough schools who, in most cases, would not have been excluded had they been in Haringey schools.

58. The PSC works with mainstream schools to provide supported mainstream experience and to reintegrate permanently back into mainstream wherever possible. Also, some young people at risk of permanent exclusion from mainstream may be referred via SIP to the PSC either for assessment or for a dual placement.
59. Until September 2005, first day provision for pupils excluded from Behaviour Improvement Programme (BIP) secondary schools was made in detached provision at a unit called 'The Bell'. This was a ten-place provision and three BIP secondary schools referred directly to The Bell on a day-by-day basis. This necessitated close liaison between the schools and the provision to ensure that the maximum number was not exceeded and that young people coming from different schools were not referred simultaneously against any court or banning order intended to prevent contact between them.
60. In September the provision was moved to one of the PSC sites and from April 1<sup>st</sup> 2006 the first day provision for these pupils is now made through the PSC. This has meant that the specialist BIP support staff are able to access a more comprehensive range of assessments, multi-disciplinary staff and curriculum range. It also means that, by using the well-established reintegration procedures and networks already in place at the PSC, young people ought to have a better chance of successfully remaining in their school.
61. It is too early to provide any definitive data resulting from the relocation, on the retention or reduced re-offending rates of the pupils from BIP secondary schools, but the development of this provision is being closely monitored. An initial development has been to identify the literacy needs of many of these young people and to implement a literacy development programme across the PSC.

### **The Secondary Pupil Support Centre**

62. The secondary Pupil Support Centre (PSC) is a 100-place provision currently located on two sites: Commerce Road catering mainly for Key Stage 4 pupils and pupils undergoing assessment; Coppett's Wood catering mainly for Key Stage 3 pupils and pupils supported by the BIP programme.
63. The local authority officer, Head of Alternative provision, also acts as head of the PSC. She is supported by a Deputy head, two centre co-ordinators and a management team consisting of four other staff. In addition, there are 36 other members of staff (33.85 FTE).
64. In addition to the senior management staff there are 13 teachers, 16 learning mentors, 2 access and family support staff and 8 administration/site management/support staff. One of the teachers and one of the learning mentors are attached to the BIP provision. There is a requirement that teaching staff in PRUs must be qualified teachers. If they are in their induction year they may require additional training in meeting the needs of difficult and disruptive children. It is considered good practice for a PRU always to have at least two



members of staff on site. In 2000 the national pupil : teacher ratio in PRUs was 4.3

65. The 2006-07 cost of running the PSC is £1,755,900 of which staffing costs account for £1,657,000. This is off-set by an income of £188,600 (£80,800 from BIP, £30,800 from secondment of 0.6FTE teacher to Teenage Pregnancy and £77,000 Standards Fund). The total budget equates to £17,559 per pupil (ie a cost to the LA of £15,673 with income), assuming full occupancy of 100 places. Young people could be permanently excluded, or on dual role with a mainstream school which would also be receiving part-funding for them, or in assessment from a mainstream school, which would be receiving full-time funding for them.
66. It is difficult to obtain an exact comparison of spend from other authorities as each makes different types of provision in its Pupil Referral Unit. However, from the DfES and some local authority web sites it has been possible to find the following, which should be used with caution as it has not been possible in the time frame to verify the data or interrogate the level and type of provision:
- The latest available Section 52 finance returns to the DfES for bench marking (FY 2004-05) shows that across England the average spend for pupils attending a PRU is 15% of the relevant Age Weighted Pupil Unit (AWPU given as approx £3,000 for secondary age), giving an average of £3,450 per pupil in a PRU. The minimum spend is -12% of the AWPU (£2,640) and the maximum is 337% (£10,110). This per pupil spend does not include additional grant income or deprivation-weighted funding as far as I am able to ascertain, nor does it indicate if provision is full time at a PRU.
  - The local authority web site that actually lists the cost of its SEBD provision shows a per pupil cost of £120,000 pa for a term-time residential placement or £100,000 pa for a week-day residential out-borough placement. This authority is in the Midlands and again the data relates to the FY 2004-05.
67. In 2005, Haringey attempted to obtain from neighbouring authorities details of spend on and provision in PRUs, including the number of places available, and the information provided was incomplete and inconclusive. It is possible that this information could be gathered using the Freedom of Information Act but that is a lengthy process and may fall outside the time frame for this scrutiny review.
68. Exclusion of one's child from mainstream provision is a traumatic time for parents and many find this difficult to adjust to. There are concerns that mixing with large numbers of other young people in similar circumstances will result in a further deterioration or of behaviour. Parents/carers of those excluded for a 'one-off' serious incident are particularly concerned about their child's opportunity to continue with their full range of curriculum studies. Some parents/carers are concerned about their child travelling so far from their location and others have restrictions preventing their association with others or being found in certain locations.
69. At the current time, 100% of places offered have been taken up or parents, exceptionally, have elected to make provision at home through Home Education. However, sometimes this is difficult to achieve and formal

prosecution processes have had to be started in three cases since September 2005. Unfortunately, some young people go missing or move out of borough before attendance at the PSC can be arranged within the current 15-day requirement. These cases are relentlessly tracked and referrals to the new local authority are made. From September 2007, this admission period will shorten to six days which will place a high demand on a provision not located more closely within a community environment.

70. The PSC not only provides for young people who have been permanently excluded but also undertakes specialist assessments and has some young people on dual placement with a mainstream school. The main aim of the PSC is to assess each young person individually, address their identified needs and reintegrate them to mainstream education either in part or fully as soon as possible, supporting this process with a 'reintegration readiness' assessment and reintegration plan which includes support from PSC staff.
71. Some young people will continue with specialist curriculum provision in a mainstream setting - with support, whilst others will have an alternative curriculum provided for them where the PSC's core curriculum of English, mathematics, science, ICT, PHSE, MFL, Art, Drama and PE is not sufficient or appropriate. At present 'virtual' educational provision (on-line access to virtual classrooms) is not available but is being investigated.
72. Numbers on roll at any one time fluctuate and so a sample month of May is selected for comparative analysis. There were 89 pupils on roll at the secondary PSC in May 2006 compared to 115 at the same time in 2005. The table below shows comparative data by year group and in and out borough status. All young people from out-borough schools will have been permanently excluded.

Year Gp	May 2005				May 2006			
	Total	M	F	Out-borough	Total	M	F	Out-borough
7	5	5	0	1	4	4	0	1
8	13	12	1	1	6	6	0	3
9	28	22	6	15	20	16	4	6
10	24	15	9	13	37	30	7	20
11	45	36	9	21	22	17	5	9
<b>Total</b>	<b>115</b>	<b>90</b>	<b>25</b>	<b>51</b>	<b>89</b>	<b>73</b>	<b>16</b>	<b>39</b>

73. The percentage of pupils at the PSC who have been excluded from out-borough schools remains fairly constant at 44% of the unit's population. There has been an increase in the number of Y10 students coming from out-borough schools from thirteen to twenty although the number of Y11 students coming from out-borough has fallen dramatically from twenty-one to nine and there are none from last year or to date in this academic year.
74. The proportion of male students has risen from 78% to 82%. There has been an increase in the proportion of Y10 students from 21% in 2005 to 41.5% in

2006. The number of Y11 students has fallen from 39% to just under 25% in the same period, although exclusion figures for the current year indicate that this number may increase when the May date of 2007 is reached. The percentage of Y9 students remains fairly constant although the actual number has fallen from 28 to 20 with another fall in out-borough numbers from fifteen to six.

75. Whilst the largest percentage of students at the PSC are from Black ethnic backgrounds, in terms of proportion of the Haringey school-age population, the Kurdish and Turkish groups have disproportionate representation and the percentage of Turkish and Kurdish young people has increased.
76. The PSC has started a support group for the parents from these groups. This will also link in to the work of the Pupil and Family Mediation Officer who works with young people at risk of exclusion, who is extending community-based surgeries for this community during 2006.
77. The PSC has focussed on improving attendance and reducing unauthorised absence over the last two years. The PSC now has a robust first day call system with immediate referral to and action by the attendance officer and attached EWO to ensure families and young people are aware that an immediate return to education is expected.
78. Attendance rose from 47% to over 60% in 2005-06 with some year groups attaining 70+% attendance rates. However, for specialist interventions to work it is recognised that attendance at the PSC must improve further. Nationally, attendance rates at PRUs are low and Haringey is in line with the national picture as far as it is able to be ascertained as PRUs are not required to report on attendance to the local authority or the DfES.
79. The Community Safety Officer works collaboratively with the PSC staff to intervene where absence means that young people may be at risk of offending. The PSC has a good rewards system for attendance and work with girls has improved their attendance – something that was difficult because of the comparatively low numbers of girls at the PSC.
80. 55% of Y11 students were entered for GCSE examinations. Of the Y9 students, very few achieved national averages in English, mathematics or science. However, one pupil achieved level 6 in mathematics.
81. There were eighty-two instances in 2004-05 of fixed-term exclusion from the secondary Pupil Support Centre involving thirty eight different individuals – an average of 2.3 days per exclusion and 4.9 days per individual, with a total of 188 days when the young people did not attend the centre for their education. (The PSC provides education in an alternative location wherever possible.) This fell dramatically during 2005-06 with only fifteen instances of fixed-term exclusion totalling a remarkable twenty four days only, giving an average of 1.6 days per exclusion. However, the reason for any fixed-term exclusions from this specialist provision is becoming increasingly violence-related.

82. There has been a steady increase in the number of students re-integrated to mainstream school from the Pupil Support Centre. During 2004-5 there were nineteen students successfully reintegrated back into school and six students participated in partial reintegration schemes which allowed them access to a wider curriculum. All re-integrations to date (bar one complex case in 2006) have been successful.
83. In part, the re-integration rates from the secondary PSC back into mainstream continues to be affected by the number of available places in schools. However, the protocol criteria for placement at a mainstream school via a reintegration programme continue to be second only to the criteria for the placement of looked-after children and are included in the Hard to Place Protocol, which is currently draft but will become mandatory in September 2007.

### **The Future of SEBD Provision in Secondary Schools and the Secondary PSC**

84. Several opportunities and circumstances have coincided which has enabled schools and the local authority to review the provision for the future for children with social, emotional and educational difficulties and in particular those excluded from school, or at high risk of exclusion.
85. The following has been written after discussions between representative secondary headteachers and officers from the Children and Young People's Service. It is intended to further the debate on the type of provision that will be needed, within the context of Building Schools for the Future (BSF), for young people with behaviour, emotional and social difficulties in Haringey.
86. The current position in the secondary Pupil Support Centre is there are:
- 80 pupils on roll;
  - 16 pupils with a statement of Special Educational Need;
  - 30 pupils have had a permanent exclusion, including 12 from out-borough schools;
  - 34 on dual placement or in assessment.
87. It is estimated that:
- 23 would not be able to attend a mainstream school and could pose a challenge to health and safety for reasons either of mental health or persistent offending (violent conduct);
  - 2 have been permanently excluded twice and therefore their entitlement to attend a mainstream school is jeopardised;
  - 52 could transfer to a mainstream school with appropriate enhanced provision.
88. It is therefore the BSF approach to plan central provision so that it matches the most complex needs and to continue to plan to enhance mainstream provision in order to provide for children with less complex needs. A full consultation exercise with secondary headteachers has been carried out and the outcomes will be presented to the Scrutiny Panel.

89. Initial proposals are that different schools take on responsibility for offering different types of provision which could provide specialisms available to schools across the networks and that the centralised provision will continue to provide for young people with long term needs based on the provision of specialist expertise and multi-disciplinary assessment. This might also include considerations related to the Behaviour Support Teams and provision from centrally employed staff supported through the BIP programme.
90. There is an increasing number of young people with violent behaviour, criminal engagement and complex social and emotional needs. It is essential that any future developments address mental health needs, the need for a holistic approach to parenting and community involvement and responsibility and links with the Youth Offending Service, the Youth Service, drugs and alcohol services and support for young people with inappropriate sexual and 'acting out' behaviours.
91. Very recent changes to the regulations governing the provision of education to young people excluded from school, either for a fixed term or permanently, has shortened the requirement for provision to be made in six days, not fifteen as at present and that money should transfer from the excluding school to the provider in a robust and regulated way and that exclusions over all should reduce. Schools may not make provision for their own pupils within attached 'exclusion units' unless they are making such provision for pupils from other schools.
92. Any recommendations arising from either the consultation with head teachers on BSF or the scrutiny review on provision will need to bear these new requirements in mind.

**Background sources of information:**

DfES & Haringey guidance on:

- Guidance for Local Authorities on Pupil Referral Units and Alternative Provision;
- Days six provision – guidance for local authorities on permanently excluded pupils (DfES only);
- Day six provision – guidance for schools on fixed-term exclusions (DfES only);
- Guidance on the use of Parenting Contracts and Parenting Orders;
- Managed School Transfers (DfES) (Haringey in draft out for consultation);
- Hard to Place Protocols (DfES) (Haringey in draft & trial, revision out for consultation);
- Improving Behaviour and Attendance – Guidance on exclusions 2006 supplement. (DfES);
- Teachernet web site & search 'Exclusions': [www.teachernet.gov.uk](http://www.teachernet.gov.uk)

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