

Alternative Provision Review: Draft Findings, Recommendations and Model for discussion

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PURPOSE OF PACK

This sets out:

- ❖ The policy and legislative background to alternative provision in Haringey
- ❖ The principles by which we propose arranging alternative provision in the future
- ❖ The findings of the recent review of Alternative Provision
- ❖ A tiered model of support which we could build on to describe alternative provision to children, young people, families and settings who have different levels of need

Background

At any one time, schools will be able to identify a number of vulnerable pupils whose learning needs, medical needs, behavioural challenges, social difficulties or family circumstances combine to have an impact on their ability to fully participate in, and benefit from, the curriculum on offer to them in mainstream education. A proportion of these pupils may at some point, therefore, require additional support or **alternative provision** to be made for their education.

Alternative Provision is 'Education arranged by Local Authorities for pupils who, because of exclusion, illness or other reasons would not otherwise receive suitable education: education arranged by schools for pupils on a fixed term exclusion and pupils being directed by schools to offer off-site provision to improve their behaviour'. It can take a variety of forms as it is designed to meet the needs of a range of children and young people.

Local authorities are responsible for arranging suitable full-time education for permanently excluded pupils, and for other pupils who, because of illness or other reasons, would not receive suitable education without such provision. [Expand and add legislative context]

This applies to all children of compulsory school age resident in the local authority's area whether or not they are on the roll of a school, and whatever type of school they attend.

Background

The changing national policy context in which education operates will have significant implications for the Local Authority's role as a commissioner, provider and quality assurer of alternative provision, behaviour and attendance services.

Schools are the main education provision for the majority of children. Evidence suggests that life chances are significantly reduced for pupils who spend a significant amount of time out of school and whose education is therefore disrupted. It is noteworthy that Alternative Provision for Haringey pupils will support some of the most vulnerable pupils in the Borough, many of whom have a range of needs which no one agency is likely to be able to meet.

A recent review of Exclusions in Haringey identified areas for further exploration, which are being taken forward alongside this Alternative Provisions Review.

The national Review of Exclusions, led by Sir Edward Timpson, was published in April 2019, with responses by central government, providing helpful context and impetus to a number of the recommendations proposed [Expand – Add Link]

Approach

The model set out for discussion here, is child-centred and is designed to meet the needs of the child and family at the earliest opportunity wherever possible. It can also work to support a child or young person who is at risk of exclusion or experiencing fixed term or permanent exclusion. It builds on the findings of the Review and a set of principles which have been developed through the review process. A high-level framework to meet the needs of all children and young people (whether in primary or secondary settings) is outlined so that we are able to provide the right support in the right place at the right time and so prevent the more damaging effects of disruption to children's education.

We do not see alternative provision in itself as a destination for young people – but as a route to enabling them to return to mainstream provision having received appropriate interventions, some of which may need to remain throughout a child's education. We believe we need a more flexible approach which enables children to get additional support and ideally for this to be built around them in their existing education placement – although we also recognise this isn't always possible and that a period in a different setting may be beneficial.

Approach

This model, therefore should be read as a way of organising levels of support – not as a model through which children and young people move to access support as their needs escalate.

We know that children and young people need different types of support at different times – but that wherever they are they need to be able to take up high quality, relevant and accessible teaching and learning. We envisage children and young people, and indeed their parents, having access to a range of universal and specialist services at the same time, for example. We want to see those services delivered wherever possible in and alongside mainstream settings, reducing our reliance on settings outside the mainstream. Other areas, including Glasgow and other areas within London, are building models which do not rely on a Pupil Referral Unit (PRU) and are building an evidence base of the impact of such an approach. We wish to pursue this actively for Haringey. It is particularly important that children and young people in specialist and targeted services continue to access the full gamut of universal opportunities available in the borough.

Principles

A number of principles have driven the work of the Review and the model we are proposing. These are:

- Needs first: A strong, consistent and holistic way of identifying and responding to the needs of children and young people focusing on cause not symptom
- Behaviour matters: A shared ethos to build a consistent approach to behaviour and sanctions across the school community and with parents and families
- Learning and education throughout: An expectation that all children have a right to high quality teaching and learning and that their long-term educational needs will continue to be best met in a stable setting
- Shared objectives: A commitment to transparency and joint working between schools and between schools, parents and the local authority
- Engagement: the voices of children, young people and parents should be actively sought and listened to
- Narrowing the gaps: our practice should reduce inequalities in educational and social outcomes for children and young people, particularly those most disadvantaged currently

Principles cont.

- Children's learning needs differ: A varied educational offer within mainstream schools in the borough to accommodate the educational needs of a range of learners
- Children's needs change over time: A recognition that children in primary and secondary settings have different levels of autonomy and therefore different needs
- Children's learning and support needs differ: A diverse Alternative Provision offer to meet the needs of a range of children
- Alternative provision is not an end in itself: An understanding that placements in alternative provision or in Pupil Referral Units are made for a designated period to enable a child to be supported to return to mainstream or special schooling as appropriate, not as an end in themselves
- Joint working across agencies is critical to address need: Timely assessments and diagnoses from other agencies will support the provision of adequate and appropriate support in school – as will continuation of existing support as children join or leave Alternative Provision
- Data informed: we should use data and follow the evidence to achieve the best outcomes for children and young people

Findings

Following a series of interviews with schools, analysis of data from the In Year Fair Access Panel and the Exclusions Review, the current challenges in commissioning alternative provision for Haringey children, research into best practice elsewhere and discussion through the Review, these are the emerging findings of the process:

Mainstream settings

Schools, particularly primary schools, make every effort to avoid an exclusion – even where this means an impact on other children in the school

The educational offer in Haringey is high quality but, in line with the national curriculum, is predominantly academic and assumes a single pathway to adulthood from an educational and careers perspective

Targets for achieving EBACC (at 75 – 80% of young people) appear to drive a focus on academic learning across the school community

Behaviour policies vary widely both in their scope and in their application but are key to driving approaches to children with needs and challenging behaviours

Schools do not consistently appreciate the need to reflect and support the diversity of Haringey's communities, to recognise and address the risks of unconscious bias within their staffing and teaching approaches and to build cultural intelligence

Findings

Mainstream settings continued

There is insufficient diverse and culturally engaging material built into the curriculum for children and young people who as a result may lack stimulus and become disengaged

BAME children and young people continue to be less likely to achieve their potential and more likely to find themselves at risk of fixed term or permanent exclusions than other cohorts

Schools consistently fail to question and address patterns in their own approaches to behaviour and the culture of their settings which may lead to more BAME young people missing out on education

Factors which may affect children's learning in the current mainstream offer are regularly not identified or addressed, either in or out of school:

- Adverse Childhood Experiences, including and trauma, neglect and abuse in the home
- The development of Social, Emotional and Mental Health issues
- Undiagnosed and therefore unaddressed need including ADHD and ASD
- The impact of the Transition to Year 7

Some schools have adopted whole school approaches to autism, mental health and wellbeing and disability, through training, skills development and adaptations to the physical environment which benefit the whole school community – but this is not consistent

Some schools have built access to mental health support into their universal offer – but again this is not consistent

Findings

Mainstream settings continued

There is a lack of outreach from specialist services such as CAMHS to advise schools on behaviour and need which can make them seem distant from a schools perspective

Schools and other services do not consistently reach out to and find ways to engage with parents who need to be closely involved in their child's development, learning and education

Post 16

There is a consistent overrepresentation of BAME young people in the cohort of young people not in education, employment or training

Attainment levels within post 16 settings show limited or no gaps in attainment across different equalities strands

This suggests young people are self-selectively moving out of education settings at 16, rather than benefiting from longer term educational offers

Primary settings

The primary outreach service is very well regarded, achieving good outcomes through work both with schools and staff teams and with children and families.

There is not enough capacity in the service, however, and there is no equivalent outreach function for secondary schools

Findings

Primary settings continued

The Nurture Groups and arrangements within primary schools are considered a strong model for supporting children with a range of needs but are targeted on children within the school site and lack capacity to meet all needs identified

Likewise the Anchor Approach being used in primary settings has enabled whole classroom and whole school approaches to identifying and working with need but is small and cannot reach all primary settings

Primary schools consistently reach out to and find ways to engage with parents who need to be closely involved in their child's development, learning and education but cannot do this as a single agency

Multi-agency support

The waiting lists for (ADHD and ASD) assessments and diagnoses are over 12 months currently – whilst this compares favourably with the situation across the rest of the country, it can still be distressing to wait for a long time

Joint working between schools and other agencies including the Council can lack co-ordination and urgency – this is particularly marked for the PRUs in the borough

Findings

Multi-agency support continued

It is not clear how the Council's children's services consistently supports children on the cusp of exclusion or experiencing challenges in school and there is insufficient information flowing between agencies on a daily basis

There is a lack of in-depth understanding of the CAMHS and wider health offer across the school system resulting it in being viewed as distant and lacking in responsiveness

Parents and young people are not supported to understand the CAMHS offer, resulting in poor engagement and levels of drop-out particularly for those most at risk from a schools perspective

The CAMHS Trailblazer is a positive way to test alternative models and schools are keen to engage with the more responsive, community based approach it is testing and advocating

Exclusions

Numbers of fixed term and permanent exclusions are continuing to rise, albeit slowly

There continue to be marked inequalities in the level of fixed term and permanent exclusions based on ethnicity and background

There are disproportionate numbers of BAME pupils placed at Octagon PRU following permanent exclusion – often standing at 100% of all pupils

Parents and young people are not consistently and effectively engaged in the exclusions process, leading to a lack of understanding of the opportunity it offers of development and reintegration

Findings

Exclusions continued

The Pupil Referral Units in the borough are used as a destination for some young people, who can be there for several years and may never return to mainstream education

There is a link between periods of exclusion and missing education with young people at risk of violence and criminal activity

Alternative Provision

There are some clear gaps in existing provision:

- There is not a clear primary Alternative Provision offer
- Information about the wider Alternative Provision offer is not clear or detailed enough
- Information about the wider Alternative Provision offer is not shared across partners
- There are gaps in the range of educational services being delivered through alternative provision

The Octagon PRU is not consistently seen as central to the wider education system in Haringey but rather as the setting at the end of a process of exclusion

The Tuition Service PRU offers popular, much needed services and a commissioning strategy providing greater clarity about its core offer and thresholds is required, to focus on medical needs and mental health, particularly children with depression, anxiety and self-harm

The Octagon PRU supports a concentration of children and young people with extremely complex needs, many of whom are identified only by their behaviours

Findings

Alternative Provision continued

The PRU is used as a destination for some young people, who can be there for several years and will never return to mainstream education

There is an insufficient focus on planning for reintegration and there is a lack of dedicated support to making reintegration hold for children and young people

The referral patterns require refreshing to ensure all parties can access the most appropriate Alternative Provision setting for an individual child or young person

There is a lack of joined up support and active co-working for children and young people placed in Alternative Provision and some agencies can tend to withdraw once children are placed in Alternative Provision settings therefore often carry the burden of input and care for these most vulnerable children and young people as well as the educational and vocational offer

Voice of parents, carers, children and young people

Parental engagement is weak throughout the schools system, and particularly where behaviour policies are being applied and there is a risk of exclusion and placement in alternative provision

Parents and young people can perceive behaviour policies as leading towards a pre-ordained destination, rather than being routes to address need and support development

The voice of children and young people is often not heard during the exclusions and alternative provision process

Findings

Information and data

Information and data on the numbers and circumstances of managed moves or activities which could be seen as off rolling in the borough are not available although it is understood that both may occur

There is data identifying the needs of children and young people who have been excluded or at the risk of exclusion and we should ensure we use it across the system

There is often poor information about children moving into the borough from other areas, even where they have complex needs and have experienced previous exclusions and moves

Information sharing between support agencies is not co-ordinated leading to duplication and gaps in service offers for individual children and families

The voice of children, young people and families is not recorded as part of our understanding of the data associated with alternative provision

Recommendations

It is recommended that the Review:

1. Adopt the findings set out above

2. Move to a new model by September 2020 as set out on the subsequent slides, this will involve:
 - i. Guidance and support on implementing whole school approaches to autism, mental health and disability
 - The ethos and culture which benefit the learning of children with additional needs will benefit all children – initiatives such as sensory rooms, calm environments, etc. – and should become mainstream within every school
 - ii. Consistent approach to behaviour policies identifying need as first priority
 - Identified as a key driver in setting the culture of the school and how responses to behaviour are led, there needs to be greater consistency across the school community particularly in identifying needs and then sharing a similar set of needs led responses
 - Restorative approaches to behaviour should be encouraged and developed to enable learning at all stages and to welcome back children who have been excluded
 - To Add: There needs to be a read across to commitments made within the BAME Pledge
 - iii. Increased cultural intelligence and comprehension are needed to reflect the diversity of Haringey's communities
 - Comprehensive training on issues such as unconscious bias

Recommendations

- Increased access to diverse and culturally engaging material within the curriculum and across school settings including libraries and extra curricular clubs
- iv. Establishment of a borough wide Vulnerable Children Causing Concern Panel to support early identification and follow up and to provide consultancy support to staff
 - A multi-agency, borough wide and all age panel is proposed to support children and young people at an earlier stage and with a range of needs. The Panel would operate to share best practice and to support schools, as well as to offer direct interventions for pupils
- v. Linked to the above, refresh of co-working model to ensure existing agencies continue to work with children placed in Alternative Provision and the PRUs to include Education Welfare, Education Psychology, Social Work, Early Help and CAMHS for example
 - This will be critical to the successful intervention of the Panel which will need the active and co-ordinated engagement of a range of agencies in children and families' lives
- vi. Parenting offer to be clear to all education settings, with ease of access to early help for parents
 - The active engagement of parents and carers in the learning of all pupils is agreed as critical but some parents need support to become involved appropriately. This will be supported through a co-ordinated and well-publicised offer to parents
- vii. Pilot of alternative vocational education settings as mainstream for some children
 - To be worked up: there is an opportunity to test out a new model of vocation based learning for children from all schools in the borough, within the mainstream framework

Recommendations

- viii. Expansion of primary outreach to all primary settings and to Year 7 transitions
 - The current primary outreach model is well regarded and has had impact, but is limited in its capacity and scope, it will be expanded for Year 7 pupils as well as having more capacity for primary schools
 - We will agree how the different approaches currently in place in the borough are aligned and offer more coherency and consistency – these include Anchor, Early Help and Outreach
- ix. Increased capacity in the nurture group model across Haringey
 - It is proposed to stimulate the borough wide provision of the nurture group approach and consider if designated Units are the preferred direction of travel
 - We would seek to invite interest in developing the model across primary and secondary, including identifying the principal cohorts (including SEMH and other forms of SEND) to enable access for all primary aged children and to avoid the need for any other alternative provision
- x. Comprehensive and universal Transitions offer
 - Models already exist for some children in the borough and there are opportunities to bid for additional funding to test out a stronger psycho-social model before moving to a consistent offer for all children in transitions

Recommendations

- xi. Learning from the CAMHS Trailblazer to inform mental health support in schools
 - The Trailblazer is an opportunity for all children and young people to benefit from more accessible mental health support in schools and we will prioritise responding to its findings in agreeing our future model of support
- xii. A new framework for a wider range of Alternative Provision with clear pathways for use by all settings in the borough
 - An open framework available to both schools and the local authority to quality assure provision and to ensure there is a range of short term provision to meet a range of identified needs and to support return to mainstream settings for all pupils
- xiii. Refocusing of the Tuition Service PRU
 - The proposed focus requires more work but in principle this will involve an emphasis on short term support and to a clear cohort of children with internalising issues including anxiety and depression
 - Increased capacity for outreach and shared care for longer term support and reintegration
 - New premises for the Tuition Service are important, these could be across two settings and involve a greater role in outreach and reintegration for pupils of all ages

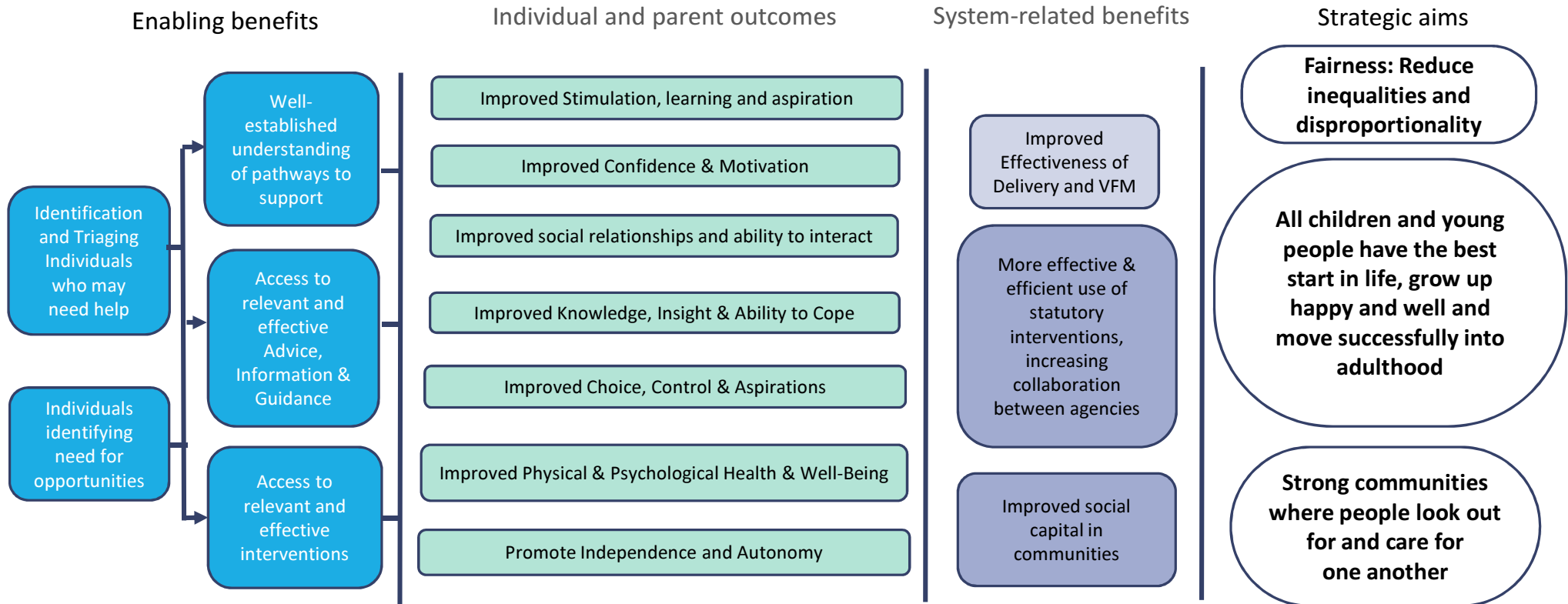
Recommendations

- xii. Recommissioning of the Octagon PRU
 - The proposed approach requires more work but in principle this will involve a move away from a PRU model over the next academic year to an emphasis on the support models set out here, with any permanently excluded children supported within a shared care and reintegration approach
 - We will approach this gradually to ensure there is adequate provision and support throughout the system before ending the model of having a PRU as currently established
- xv. Development of parental engagement model for Alternative Provision
 - There needs to be effective parental engagement throughout the process of identifying needs and securing additional support, and a more assertive approach to this needs to be developed, involving a range of agencies
- xvi. Development of young people engagement model for Alternative Provision
 - There needs to be effective engagement with children and young people throughout the process of identifying needs and securing additional support, and a more assertive approach to this needs to be developed, involving a range of agencies
- xvii. Representation for Alternative Provision on Schools' Forum as part of the community of Haringey education settings
 - This paper will be presented through Schools' Forum to determine the response and possible follow on actions

Recommendations

- xviii. Extension of governor training to ensure embedded awareness of role in exclusion
 - Governors play a key part in setting the ethos of a school and ensuring practice is within the agreed policy framework
- xix. Use of IYFAP to share information on managed moves and actions that can be seen as off-rolling
 - There needs to be greater transparency between the local authority and schools and across schools about how the needs of children and young people are being responded to, in order to offer support to settings most in need
- xx. Work with other boroughs to improve information sharing
 - We need to build stronger links with neighbouring boroughs where we most commonly see flows of children and young people moving in and out of area to share information

Benefits Realisation Map



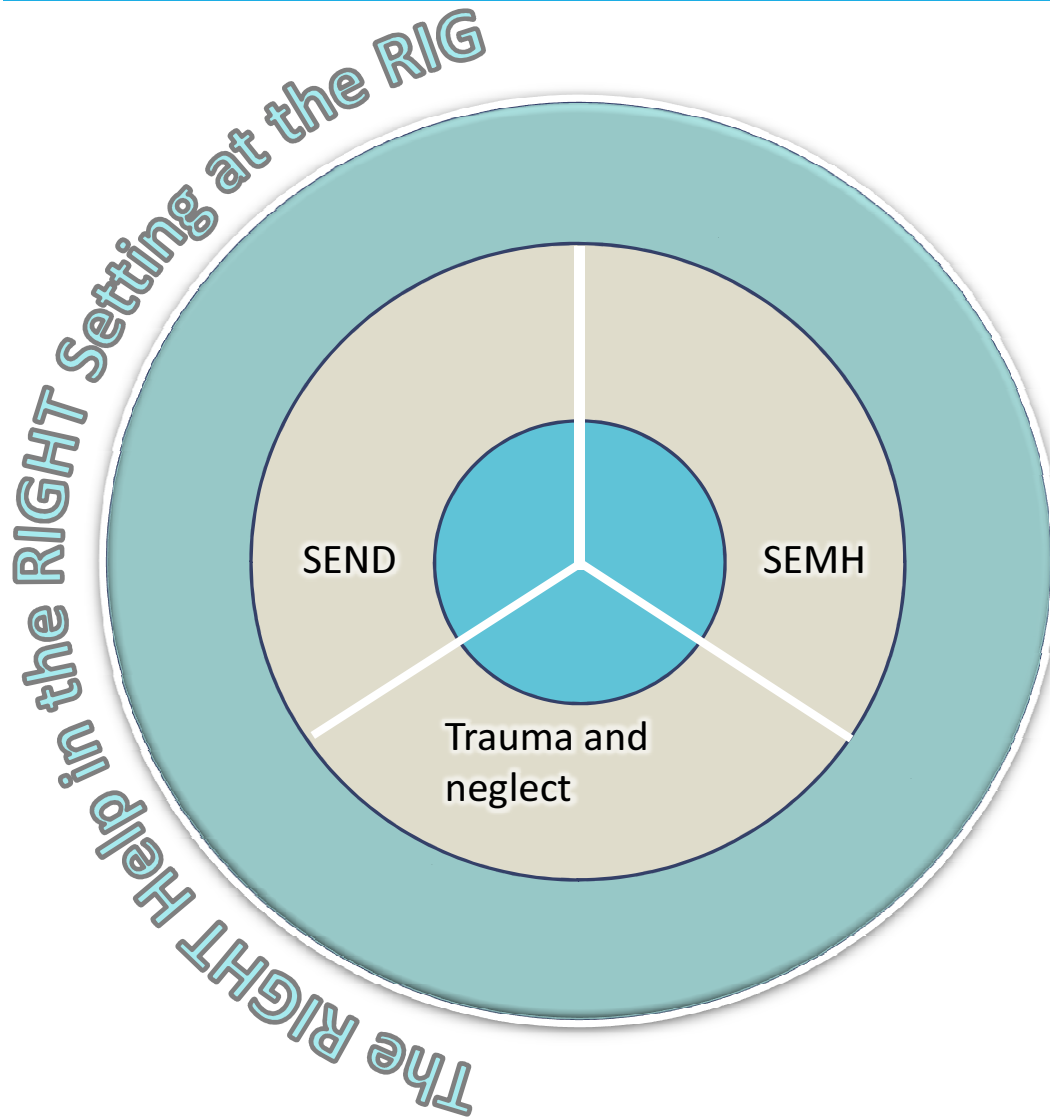
Service Delivery

Outcomes & Experience

DRAFT REVIEW FOR MONEY Value for Money

System Impact

Meeting the needs of children and young people: outline model



TIER 1: Getting risk based support:

Special and alternative provision

Periods of specialist or alternative provision offering a dedicated facilities-centred approach for specific groups of children and young people whose needs and behaviours are assessed as more complex. There will be a strong emphasis on a return to mainstream settings with the appropriate levels of support

TIER 2: Getting more help:

Targeted Support to children, young people and settings

School-based support targeted at children and young people who are exhibiting specific needs. May be provided by the school directly or agencies working in a co-ordinated way with the school

TIER 3: Coping and getting help:

Mainstream and universal provision

School-based solutions available to all children and young people including information and advice about what can be accessed. Environmental and whole school solutions which benefit the whole school community

Coping and getting help



Vision

All children and young people learning, growing and developing
 Many children and young people don't require additional support but would benefit from a broad curriculum engaging them in learning in various ways, with good parental engagement and routes for involvement in school governance. Reasonable adjustments will be required in all school environments to reflect our mental health, autism and disability aware Borough.

Model

Education delivered in mainstream school settings across primary and secondary catering inclusively for a range of needs

- Broad curriculum engaging all levels of learners
- Nurturing environments with consistent behaviour policies
- Good parental engagement
- Positive role models available for mentoring and support

Benefits

- Various and as mapped in the Benefits diagram
- Different solutions will have different emphases between these outcomes – significant focus on prevention and social normalisation and inclusion

Access

- Education offer available to all children and young people, although some may need additional support
- Culturally engaging material in all libraries and learning environments
- Timely access to external support – CAMHS etc.

Example

- Whole school approaches to learning – sensory sensitivity, calm environment, consistent approach to identifying needs

Getting more help



Vision

School-based support targeted at children and young people who are exhibiting specific needs. May be provided by the school directly or agencies working in a co-ordinated way with the school, aimed to support children and young people to stay in their existing setting

Model

A broad range of flexible school based provision providing support for individuals:

- Services provided within school
- Services delivered into school
- Peer group support between children and young people
- Maximised environmental opportunities

Benefits

- Various and as mapped in the Benefits diagram
- Different solutions will have different emphases between outcomes but focus on good health and wellbeing, reduced exclusions and better educational outcomes

Access

All children and young people with emerging needs across health, social and support services who would benefit from a specific type of support

Example

Nurture Units in Primary School Settings
 Primary Outreach to support children in their existing school
 Fortismere proposal
 CAMHS Trailblazer support into schools

Getting risk support



Values

Special or alternative provision for the smaller number of children and young people who need a period of time in a different setting to address their needs and behaviours

Model

Specialist alternative provision offer providing a range of tailored activities for children and young people, accessible for periods of support and intensive input with reintegration built into the initial plans.

PRUs and AP settings form part of the education setting in Haringey where there is an emphasis on enabling good educational outcomes as well as good therapeutic outcomes.

Benefits

- Various and as mapped in the Benefits diagram
- There will be different emphases between outcomes which will reflect educational outcomes and therapeutic and support outcomes

Access

Children and young people excluded (fixed term or permanently) and or at risk of exclusion or in need of a period of intensive support

Example

Octagon PRU
 Tuition Service PRU
 Alternative provision available to meet all needs and individuals