



Alternative Provision in Haringey 2020-2023: A Model for Change

1. Introduction

- 1.1 The purpose of this paper is to set out details of proposals for the future model of alternative provision in Haringey. Alternative Provision describes *‘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’*.
- 1.2 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. This applies to all children of compulsory school age resident in the local authority’s area whether they are on the roll of a school or not, and whatever type of school they attend.
- 1.3 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 impact on their ability to fully participate in, and benefit from the curriculum on offer to them in mainstream. A proportion of these pupils may at some point, therefore, require additional support or alternative provision to be made for them.
- 1.4 Evidence from research suggests that life chances are greatly reduced for pupils who spend a significant amount of time out of school and whose education is therefore disrupted. The proposals set out in this document are intended to reshape how schools, partner organisations and services, and the Council work together to deliver positive changes in the outcomes for some of our most vulnerable, and at risk, children and young people. Recognising that the term Alternative Provision as a term describes a range of activities and actions, the information in this document is multi-faceted and intended to draw together a whole system approach to meeting the needs of all pupils in Haringey.
- 1.5 It is vital that the future model for alternative provision is informed by the views of children, young people, parents and carers, schools, colleges, alternative provision providers, and other stakeholders. This consultation forms part of a programme of consultative work which is intended to ensure that the voices of stakeholders play an active part in the determining the final form the proposals take.
- 1.6 Haringey Council sought feedback from schools and stakeholders on proposals for different elements of a new model for Alternative Provision in the borough.

2. **The Review**

2.1 In late 2018, a review of alternative provision commenced and sought to identify how Haringey Council, in collaboration with local primary and secondary schools, can improve the offer of Alternative Provision of education (AP) for Haringey children and young people and develop greater coherence, both structurally and operationally, to meet the diverse needs of pupils at every stage of their statutory education. The review was established in the context that, in Haringey, black boys and children with Special Educational Needs and or Disability (SEND) are disproportionately affected by exclusions or the risk of exclusion and alternative provision.

2.2 The scope of the review included provision where the needs of pupils included:

- Medical Needs
- School refusal
- Permanent Exclusion
- Risk of Exclusion/including number of FTEs
- SEN (Special Education Need) and particularly, SEMH (Social, Emotional and Mental Health)
- CME (Children Missing Education)
- CLA (Children Looked After)
- New to the UK and in Year 11.

2.3 Over several months, the review looked at opportunities to build upon existing good practice while addressing wider issues in the legislative, funding and local contexts. It explored systemic weaknesses nationally and locally, changing local needs and national education policy. It is noted that the Timpson Review of Exclusions and the changes to the Ofsted Inspection Framework for Schools may both enable and support the direction set out in this consultation document.

2.4 As a consequence, the review of alternative provision has established that a complex and far-reaching programme of change is needed to reduce the number of pupils at risk of being excluded from school and improve the scope for children and young people to remain engaged in a high-quality education offer. Achieving transformational change requires the collective efforts of schools, statutory and community services and parents and carers.

3. **Key findings from the Review**

3.1 The main findings from the review were that a more robust and consistent response to emerging needs is needed. Intervention where pupils are struggling to engage positively with education or where schools may be struggling to positively engage pupils needs to be responsive and comprehensive, with timely assessments of need and properly tailored interventions that consider the whole child. There needs to be a fresh look at how Behaviour Policies, Curriculum and understanding and

perceptions of Special Educational Needs (SEN) are contributing to the disproportionality of Black and Minority Ethnic Pupils being excluded and the seeming overrepresentation of pupils with SEN at risk of exclusion, experiencing a significant number of fixed term exclusion or permanently excluded.

- 3.2 The findings suggest that a future model of alternative provision needs to see schools retaining responsibility for pupils and being more enabled to source, commission and refer into appropriate intervention and support services.
- 3.3 Given the needs of some our children and young people, it is important to ensure that responses to pupil needs are targeted and consider all the individual circumstances of pupils, which are often complex. Embedding a stronger multi-agency approach is vital to building schools' capacity to continue to work effectively with pupil's at risk of exclusion. It should also underpin the coordination of support and intervention for children, young people and their parents/carers, where exclusion appears to be an unavoidable consequence of behaviour.
- 3.4 Currently, the trajectory for pupils permanently excluded from school is not a favourable one. The risks of becoming longer term NEETS (not in education or employment) or involved in anti-social behaviour or criminality remain high and present a compelling argument for change. The review suggests that a whole system approach is needed to undermine a prevailing view of exclusion as an end point or journey towards an endpoint. There needs to be a real drive to shift the perception of many children, young people, parents/carers, schools and governors from seeing permanent exclusion as the 'end of the road' towards thinking about "educational entitlement" and the meaningful steps needed to ensure that a pupil is able to be re-engaged and benefitting from a high quality educational offer.

4. **Key Principles**

- 4.1 Central to the approach are a set of principles that are intended to underpin the local offer:
 - **Needs first:** A single, strong, consistent and holistic way of identifying and responding to the needs of children and young people focusing on cause not symptom and need rather than diagnosis
 - **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
- **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

5. **Current arrangements for Alternative Provision in Haringey**

5.1 At this time, Haringey’s core alternative provision offer comprises of the Octagon Academy Pupil Referral Unit, a 58 place provision for pupils excluded from school, a Tuition Service providing an education offer for up to 55 children and young people with medical needs, A KS4 Alternative Provision Roll, and a range of places commissioned through Haringey Sixth Form, Local colleges and a range of independent providers.

5.2 **The Octagon**

The Octagon is the PRU commissioned by Haringey from TBAP Multi-Academy Trust and otherwise referred to as ‘The Octagon Alternative Provision Academy’. It operates as a PRU with a Management Committee for Governance which is similar but not the same as the Governing Body of a school. The Octagon was commissioned to provide the following:

- Revolving door – children permanently excluded for one-off incidents reintegrated within a 6-week period
- Longer term Placements – children subject to a managed move and permanently excluded with complex needs reintegrated within a 24-36-week period.

The referral routes into The Octagon are not consistent and include:

- Through the LA exclusions team for any permanent exclusions
- From the SEND Panel
- Through the In Year Fair Access Panel

5.3 **The Tuition Service**

The Tuition Service is a Health Needs PRU which makes provision for pupils unable to attend school due to health reasons and after an absence from their home school of at least 15 days. It provides education to pupils from Key Stage 1 – Key Stage 4. Pupils are taught in a variety of settings according to need. Currently this mainly in the pupil home or in the Tuition Centre. Its governance is through the Management Committee. Referrals into the service come from several sources, through different pathways including Early Help, SEND Panels, the AP Commissioner and directly from schools.

5.4 **The KS4 Alternative Provision Roll**

A Key Stage 4 Alternative Provision roll (at the request of secondary schools), has been in place since 2010 and functions as a mechanism to place Year 11 students new to the country in quality assured alternative provision. Haringey Council's Alternative Provision Commissioning Team oversee this process, placing and monitoring students referred through the In Year Fair Access Panel. Currently, year 11 pupils new to the country roll are part of the Tuition Service register/roll.

6. **Developing a Transformational Alternative Provision Offer**

- 6.1 A Review of Exclusions was carried out in Haringey over the Autumn through to the Spring 2019. It found that the national picture on exclusions is broadly mirrored in Haringey, but with specific variations. White British pupils are excluded at a lower rate in Haringey than nationally and Turkish and Turkish Cypriot pupils are also overrepresented in exclusion statistics – although not to the same degree as Caribbean pupils. Fixed term exclusions for physical assault are also more common in Haringey when compared nationally.

The number of fixed term and permanent exclusions in primary schools remains very low, with figures for secondary schools higher and increasing slightly, although Haringey remains below the national average.

In addition, we know that the impact of school exclusion and marginalisation, both from, and within mainstream education is having a devastating effect on some of our children and young people, with increasing levels of concern about the risks of being drawn into gang-related activity, serious youth violence and associated longer term issues such as homelessness and substance misuse.

- 6.2 Centring on the needs of children and young people, we believe that key features of a new model for alternative provision Haringey should include:

- A focus on early intervention and the prevention of escalation.

- Acknowledging and addressing undiagnosed SEN at the earliest and most appropriate opportunity
- Transparency of information and approach
- A drive for evidence of intervention, tracking the impact and outcomes for those interventions.
- Better coordination of the system overall, with greater local authority and school input and oversight of managed moves and transfers between provisions.
- Adopting and achieving a nil exclusions stance in the Primary phase.
- Greater emphasis on reintegration at Key Stage 3.

6.3 Engagement with schools, children, young people and parent stakeholders in the borough, and partner agencies tells us that there is an appetite for change and a willingness to explore new approaches. Over the past two years, there has been a range of engagement activity undertaken both for the development of the Young People at Risk Strategy, the development of the CAMHS Trailblazer and through community conversations which have informed the findings of the Review and the approach to change being adopted. Further engagement with parents, children and young people directly affected by the current system of alternative provision is underway and will continue to be a feature of any implementation and evaluation.

6.4 Partners have worked together to identify the elements, set out here, for a comprehensive and whole systems approach to change. There is a clear understanding that not all elements can be taken forward together but that over time progress with all elements will need to be made to ensure that there is an overarching focus on meeting the needs of children and young people. There are some pressing first steps, which are set out in a detailed project plan being developed by the Alternative Provision Review Group which is leading this work in Haringey.

6.5 Elements are set out following a spectrum of need from universal and preventative to specialist and responsive – again, there is a need for change and action across all layers of need, not just for one area of the system.

7. Proposals for a refreshed model for Alternative Provision in the Borough

7.1 Universal and Preventative Approaches

7.1.1 Establish and Embed a Nurture Approach across the Primary and Secondary School Phases through a comprehensive CPD programme

: Implement a coordinated programme of CPD and targeted whole school training to strengthen the capacity of schools to respond to increasingly challenging needs. This element seeks to build on existing initiatives that are showing positive impact and shaping them to become part of a more consistent, joined up package for School Leaders, Governors and staff and those staff working with parents and carers. Key elements of this training approach will be a whole system focus on:

- **Trauma -informed practice** – learning from and developing the work across the borough of the **mental health and well-being trailblazer and the IThrive Framework**
- **The development and implementation of a refreshed Autism Strategy** – delivering whole system training and establishing autism-friendly school environments.
- **Emotional Literacy, emotional self-regulation and Resilience** – continuing to broaden the impact of the Anchor approach and upskilling school staff on working complex social and emotional needs.
- **Behaviour Support and restorative approaches** – drawing on knowledge and expertise amongst clinical and non-clinical specialist to upskill school staff and other frontline staff who provide support to parents and carers.
- **Unconscious Bias** – raising awareness of some of the processes that may be influencing behaviours, attitudes and actions particularly towards BAME pupils

7.1.2. **Development and implementation of clear policies and protocols to support the delivery of a new approach to Alternative Provision across the borough**

Underpinning the range of work set out in this Model for Change will be the operationalising protocols, policies and procedures which will support consistent implementation and an equitable approach boroughwide. These will be developed throughout the system as different elements are developed and implemented.

7.1.3 **Instigate a programme of training for Governors**

To ensure Governors are aware of their statutory roles and of the focus on meeting needs earlier, as well as being comfortable to work within the changed expectations set out in this document. Training for governors in this area will be mandatory and refresher courses will be undertaken.

7.1.4 **Develop a central overview of pupil movement**

This element seeks to respond to introduce greater transparency to the process of managed moves, off-rolling and unofficial exclusions ensuring there is a clear view of the journey for pupils from one educational setting or provision to another. This could be managed through the strengthened role for Network Learning Communities in this area being proposed, or through the In Year Fair Access Panel, which considers the impact of other moves, necessary for whatever reason.

7.1.5 **Introduce and fully implement a borough-wide nil-exclusion approach for pupils up to Key Stage 3**

An area of concern identified during the review process is the length of time a pupil may be out of a full-time education once they have been excluded at Key Stage 3. Given the impact on life chance for pupil experiencing lengthy periods out of mainstream, we believe there is a moral imperative to ensure that all children in Haringey are given the opportunity to access their educational entitlement, even

after a period of disruption. This element seeks to transform the picture around exclusions in Key Stage 3 and calls for action between the Council and Schools to develop and implement a nil-exclusion approach for pupils up to and including Key Stage 3. In practice, this would shift to a position where pupils may be deemed to need time out from their home school to access targeted support and intervention. This would be for a maximum period of 12 weeks, during which time the pupil remains on the school's roll and strong links are retained with the pupil's home school. Pupil support would be provided via intervention places available through the PRU or Nurture Hubs, dependant on the pupil age and stage.

7.2 Early Intervention

7.2.1 Development and implementation of Locality Based Pupil Inclusion Panels

Intervening earlier to support children, families and settings has been a theme through the Review, with a recognition that offering support earlier can successfully address need and reduce risk. This element puts forward multi-agency panels, operating on a locality basis through Network Learning Communities, with input from Educational Psychologists, the Education Welfare Service, the SEND Team, Outreach function, Family Support, Alternative Provision Team, Social Work and CAMHS as required, to support interventions for children, families and schools. By linking primary, secondary, special, post 16 education settings through the Network Learning Communities, this feels a strong model for an inclusive, supportive but mutually challenging approach.

7.2.2 Commission of a dedicated Primary and Secondary behaviour support/outreach function

The Council currently commission a Primary Outreach service, as part of the wider commission of the Pupil Referral Unit. The scale of this service is relatively small but feedback from schools suggests this has been having impact for those schools that have utilised the advice, intervention and support provided. Under this proposal, the capacity of this outreach would be increased and extended to include a Year 6 to Year 7 transition targeted support offer for pupils identified as having been at risk of exclusion or who have experienced number of fixed term exclusions, as they approach the end of Key Stage 2. The intention is to work preventatively to support a positive transition from primary to secondary by ensuring that there is a clear plan in place to make this a success. This may mean that as a consequence of this transition support, fuller assessments of need or referrals to relevant non-educational services to support pupil and parent needs are triggered.

7.2.3 Establish and embed Primary and Secondary School-based Nurture Hubs in locations across the borough

The elements for a Primary model are underpinned by an ethos of nil exclusion in the Primary phase and it is proposed that the principles of nurture and inclusion inform the approach taken at Key Stages 1 and 2. To this end, it is proposed that dedicated

Nurture Hubs, hosted and run by a primary school are piloted before being formally established to offer time limited interventions, working closely with the pupil's home school to ensure the child remains linked with their class, their class teacher and the wider school environment. These Hubs would offer direct interventions, as well as one of them providing a base for the primary outreach and YR6-YR7 transition support function.

The approach will be piloted also within the context of secondary school provision, expanding work already underway in some schools to offer a nurture ethos across school practice. It is envisaged that a nurture hub be established in both the east and west of the borough to ensure cross borough coverage and to build coherence and equity across Haringey.

7.2.4 Early Help offer to schools

Work is already underway to remodel the Council's Family Support Service to meet the needs of a range of vulnerable families in the borough. The active engagement of early help service in the development and implementation of this approach is critical and the increasing focus on outreach, working in localities and family support is welcome to support the implementation model being adopted.

7.2.5 Commission parenting advocacy, advice and on-line support service

This element seeks to ensure adequate support and advocacy to all parents where their child may become at risk of exclusion, so that that they can understand the process and be confident that the proposed interventions reflect the needs of their child. This will encompass both a stronger information and advice offer, to empower parents to act as agents within the system, as well as dedicated parenting support and advocacy provision.

7.3 Targeted Action

7.3.1 Develop and implement new alternative pathway model across Haringey's education network

Refresh the referral pathways for the Tuition Service: through the Review, it has been clear that there is a lack of clarity about the role and purpose of the Tuition Service and how it might differ from other PRUs which has led to confusion about referral pathways, funding and reintegration. As well as co-location by September 2020, this element sees a single referral pathway into the Tuition Service being developed for implementation in 2020, ideally through the Locality Based Panels scoped out above, to ensure that the needs of all children are considered and the most appropriate setting found for them. The decision to seek a place at the Tuition Service would in the future model not be the sole decision of the host school, but of a multi-disciplinary team which would consider the best outcomes, ensure that funding is following the child and that the service is being used appropriately. Equally, referral pathways out of the Tuition Service would be considered by the

Panels, with a focus on reintegration and appropriate long-term settings for all children and young people.

7.3.2 Design and establish an Alternative Pathway Hub provision, incorporating a multi-professional approach by September 2020

The new model for the pupil referral unit will introduce the concept of a fixed term intervention and reintegration place for Key Stage 3 pupils, where it is safe and appropriate to do so. The model will introduce a strengthened outreach and support for re-integration role, which will be part of the core function of the PRU and designed to support the direct activities of mainstream schools. The PRU will be scaled down over time to deliver a smaller number of places, in the context of a wider framework of whole system support and reintegration. A longer-term target of a 25-30 education places is likely to be achievable by September 2023 and will enable current funding to be re-directed towards intervention support and outreach into mainstream schools.

The future model for the PRU will offer places for KS4 pupils, which a strong focus on intervention and reintegration. There will be an expectation that those pupils who have been excluded from a mainstream school will have access to an enriched curriculum that is enhanced by access to appropriate social and emotional support. To this end, the provision of the future will be shaped around a multi-disciplinary staff team focused on creating a stimulating, high quality offer that seeks to re-engage pupils in an education and skills pathway.

A more integrated, multi-professional approach to meeting the needs of pupils referred to the provision will deliver stronger, more embedded, links between the following services: School Nursing, Education Welfare, Speech and Language, Educational Psychology, Children's Social Care, Early Help, CAMHS, Youth and Community Services.

The Tuition Service and the re-designed PRU will be co-located on the same site under the governance of the Haringey Tuition Centre offering opportunities for greater integration over time. The current accommodation for the Tuition Service is felt to be unsuitable and identifying an appropriate site creates the opportunity to think differently about both provisions. Co-location will enable a more efficient use of resources, such as the sharing of site costs between the two service. Having the two provisions co-located within well-designed accommodation would also create increased scope for establishing a multi-agency presence on site – bringing key professionals on site to increase the specialist input into both provision and strengthen joint work between teaching, pastoral and specialist staff. Such greater integration will take some time to develop and would require a re-imagining of the two services but early consideration following co-location in 2020 would contribute to a better offer for children and young people across the borough.

7.3.3 Establish a multi-disciplinary advice and intervention Service by September 2020

The focus of the service will be to provide advice and support to schools with the aim of promoting inclusive practice in schools and reducing pupil exclusion. Intervention will seek to encourage positive re-engagement, behaviour change and a focus on improving mental health and wellbeing.

A multi-disciplinary team will be brought together as a network including CAMHS, family support, and therapy input providing support services for schools and alternative education providers targeted at children and young people aged 4-16 at risk of exclusion or excluded. The function of this virtual team will be to provide access to a 'team around the school' range of advice and support services, with the aim of supporting school and parents/carers to:

- Increase engagement in education and support re-engagement in education
- Improve the early assessment and early identification of needs
- Improve mental health and well-being
- Improve attendance

7.3.4 Develop an AP provider framework and establish regular Alternative Education Provider Forums

As part of this proposal, a new refreshed framework for alternative education provision will be developed, using the Dynamic Purchasing System (to allow flexibility and for a range of providers with different expertise and offers). Work will continue with neighbouring local authorities in North Central London and it is proposed that a NCL wide Framework may be developed. It is further proposed that the Framework would be directly accessed by schools if possible.

We will also establish at least termly meetings of a Forum of Alternative Education Providers, to commence from January 2020 with a view to sharing best practice and expertise, identifying gaps and duplication in the offer, networking and responding to workforce challenges. The Forums could also help the sector to prepare for issues such as Brexit and the impact of the Timpson Review on Exclusions.

7.3.5 Implement a robust approach to the planned re-integration of pupils through the In-Year Fair Access Panel (IYFAP) process

The approach is to ensure greater transparency to the process of managed moves, any threatened or actual off-rolling and any clear evidence of unofficial exclusions, ensuring there is a clear view of the journey for pupils from one educational setting or provision to another and that the journey falls within all relevant legislation. The model proposes a strengthened role for the In Year Fair Access Panel, which considers the impact of other moves, necessary for whatever reason, supported by the Locality Based Pupil Inclusion Panels. Through engagement directly with schools through IYFAP there will be a review of how the Panel works and to build support for information about all pupil moves coming through the Panel on a monthly basis.

7.4 **Long-term support**

7.4.1 **Commission Social, Emotional and Mental Health (SEMH) provision for primary and secondary aged children by January 2021:**

This element seeks to address a gap, which has been consistently identified as critical, in the current provision for children and young people in Haringey – an SEMH provision for those children who are not able to stay long term in mainstream settings. The lack of local provision can result in children being placed in independent residential educational settings out of borough, which disrupts family life, can have a poor impact on social and educational outcomes for children and is costly. This will be a specialist provision which will not be used except where there is clear need and other routes to support and care have been exhausted – it will be important that children are not in effect abandoned into the provision but that the provision forms part of the education landscape in Haringey.

8. **Proposed Funding Arrangements**

The current funding for schools and for alternative provision is under pressure and these proposals have been developed with a clear and consistent strategic approach to build on early intervention and whole systems coherence to reduce costs throughout. There is a recognition of increasing spend in relation to growing demand for children with special educational needs and disabilities – and a growing awareness of the need for the system to respond coherently, not through one agency or one funding source. Currently, budgets and flows of funding are being reprofiled and work is underway to deliver the financial model which will form part of the Change Plan moving forward.

9. **Taking the work forward**

The Alternative Provision Review Group will continue to meet and to oversee the Model for Change over the next period, which we anticipate will be three years, to co-design and embed the proposals together as a system. There is a need to ensure a wide range of voices continues to be reflected in implementation and that there is a strong focus on evaluation, which is being worked up now to ensure we have external input to help us to understand the impact of the changes over time against our key principles.