



Agenda Item

Report Status

For information/note x
For consultation & views
For decision

Report to Haringey Schools Forum – 3rd December 2020

Report Title:	Arrangements for the use of pupil referral units and the education of children otherwise than at school
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Purpose:	The report updates the Schools’ Forum on the changes to the delivery model for the Pupil Referral Provision and the implementation to date of the ‘ <i>Model for Change</i> ’, Alternative Provision transformation programme.
Recommendations:	<ol style="list-style-type: none">1. That Schools Forum notes the Arrangements in place for 20-21 academic year.2. That Schools Forum notes the AP budget profile for 20-21 financial year.

1. Introduction

- 1.1 This report provides School Forum with an update on the current educational provision for pupils otherwise than at school in the borough. In doing so, this paper will update Schools' Forum on the changes to the delivery model for the Pupil Referral Provision and the implementation to date of the '*Model for Change*', Alternative Provision transformation programme.
- 1.2 Under the Education Act 1996 (Section 19), local authorities are required to make arrangements for the provision of suitable education at school or otherwise than at school for those children of compulsory school age who, due to illness, exclusion from school or otherwise, may not for any period receive suitable education unless such arrangements are made for them.
- 1.3 Section 61 of the Children and Families allows for such arrangements to be made in the event that a school placement is deemed unsuitable (education otherwise).
- 1.4 In March 2020, Haringey Council decided to implement an ambitious transformation programme for Alternative Provision, known as *Model for Change*. The plan set out changes to the way in which pupil referral units were arranged in the borough, and also set in motion a three-year plan to improve the educational outcomes for children and young people excluded from school and ensure that many more receive support earlier to increase the possibilities for ongoing success and achievement. This change programme encompasses work to address gaps in the wider alternative provision landscape and drive down exclusions in the borough over the next three years.
- 1.5 Schools Forum is asked to note the details provided in this paper on progress towards implementing the first phase of the *Model for Change* plan.

2. Changes to the Pupil Referral Arrangements in 2020

- 2.1 A key strand of work within the AP transformation programme was the decommissioning of TBAP Multi-Academy Trust as the provider of the Octagon Academy provision. The Octagon closed as a PRU provision in Haringey on 31st August 2020. A complex set of actions has been undertaken as part of the closure process including the transfer of the Octagon Academy staff team across to the Haringey Council employee establishment, the completion of the legal transfer of assets, building and land back to the local authority, following the closure of the academy and the transfer of pupil records from the Trust to the Local Authority.
- 2.2 In September 2020, Haringey Learning Partnership (HLP) opened as Haringey Council's new educational provision for pupils otherwise than at school due to medical needs or exclusion from mainstream school. HLP also holds responsibility for the Key Stage 4 virtual roll, which comprises of pupils newly arrived to the country and unable to be placed within mainstream school settings.

This new provision brought existing pupil referral provision for pupils under one DfE number. HLP comprises of the following houses:

- Commerce House – formerly Octagon Academy
- Pulford House – formerly Haringey Tuition Service

- Simmons House – unchanged
- Key Stage 4 – Virtual roll.

HLP's offer also includes provision for those pupils requiring short term respite placements and a primary and secondary behaviour outreach team, working directly with mainstream schools to promote inclusion and reduce the need for fixed-term and permanent exclusions.

- 2.3 The new model for delivering Haringey's PRU has enabled us to look towards innovative and creative ways of working. We have, since September, sought to identify, and bid for, grants that enable the piloting of new initiatives including an After School Programme for young people across the HLP for the provision of after school activities and a Family Mentoring Programme with the focus on building a supportive relationship with parent carers, empowering them to act as agents within the system. The after-school programme commenced in October and, if successful, we expect the family mentoring project to begin in January 2021.

3. Exclusions – Autumn update

- 3.1 Despite the progress on implementation of Model for Change, there are indications that the current pandemic and the lockdown over the summer term have had an impact on pupils and schools as adjusting back to a full-time education offer has been challenging for some children and young people. The impact of the pandemic and lockdowns on pupil behaviour is still largely speculative but the trend in Exclusions for the autumn term so far fits with a widely anticipated pattern for exclusions, because of the turbulence experienced since the spring term, as well as the usual issues regarding local practice. There may also be an effect of delays to exclusion hearings because of lockdown.

3.2 Autumn Statistics:

- 13 permanent exclusions since start of the Autumn Term 2020, in comparison to 26 across the whole academic year, 2019-2020.
- 77% male pupils, in comparison to 73% in 2019-2020.
- One in Key Stage 2; Two in Key Stage 3 (across two schools); 10 in Key Stage 4 (across five schools).
- 23% recorded as White ethnic background, in comparison to 8% in 2019-2020.
- 62% involved physical assault, in comparison to 35% in 2019-2020.
- Two pupils were in receipt of an Education, Health and Care Plan (Year 5 and Year 10).

- 3.3 Notwithstanding the specific circumstances of the times, we continue to be keen to facilitate earlier and different responses to pupils with behaviour which challenges within mainstream settings, and a number of actions (highlighted in Model for Change) are being undertaken in response to reducing the number of exclusions taking place in the borough. Some have been completed, whilst others commenced this term and others are yet to be finalised and implemented:

- Re-integration – 13 pupils re-integrated back into mainstream school using the In-Year Fair Access process (primary and secondary)

- An Exclusions Deep Dive – a detailed review of recent exclusions as a learning exercise and to understand what could have been done differently
- Building capacity in mainstream settings to support the needs of pupils with identified social and emotional needs through access to Nurture Hubs from January 2021
- Widening the participation in the Anchor Approach and the Nurture Approach, supported by Nurture UK, which will enable identified schools to utilise resources available from the Inclusive Schools Programme, changing approaches to exclusions and behaviour
- Introducing the Family Mentoring programme mentioned above, in January 2021
- A programme of training for Governors: an enhanced programme of training for Governors has begun, intended to ensure that Governors are aware of their statutory roles and will highlight the need for focus to be given on the arrangements in school to meet the needs of pupils at an earlier stage, consideration of the arrangements in place whilst they are being offered and wider provision planning for pupils. Three sessions have already been delivered this term
- Development and implementation of a Pupil Inclusion Panel: the *Haringey Alternative Provision and Intervention Panel* (HAPIP) has been in place since September 2020 and acts as the ‘front door’ to HLP and wider AP intervention and support, outside of those services being accessed by schools directly. Membership includes representation from Educational Psychology Service, Education Welfare Service, SEND Team, Mainstream Outreach, Family Support, Early Help, Alternative Provision Team, Nurture Hub Leads, Social Work, Schools and CAMHS

4. **Additional investment in new ways of working**

4.1 Despite the challenging context of increasing pressures on the High Needs Block within the Dedicated Schools grant (DSG), it is apparent that transforming the alternative provision landscape in Haringey, including facilitating inclusive culture and behaviour change within mainstream schools, and turning around the trajectory for some of our most disadvantaged pupils, will require some significant investment in the short and medium term.

4.2 An upfront investment in transforming AP and SEND in the borough is unavoidable and to this end, it is important that development and growth costs at these initial stages are being captured to inform a realistic and meaningful invest-to-save picture.

4.3 **Developing an outstanding PRU offer in Haringey**

4.3.1 Our ambition for HLP should be no different from what we are striving for in any other education provision in the borough. We need to ensure the curriculum is an enriched offer, that supports the attainment of GCSEs and other accredited courses for those in Key Stage 4, whichever HLP pathway young people choose to follow. The funding successfully attained for the After-School Programme noted above is another element of the rounded offer we want to ensure is in place for pupils, however time-limited their stay. We will proactively work to ensure the HLP offer is robust and can impact positively and decisively on both short and longer-term outcomes for pupils.

This includes contributing to prevention, making sure that interventions for all pupils accessing HLP are of good quality and delivering measurable outcomes for each individual and ensuring high rates of reintegration and support to mainstream schools.

4.3.2 We have recognised that a key priority in the development of the HLP provision is the expansion of outreach services to mainstream schools settings. We will be increasing the offer to secondary schools (from January 2021 following recent recruitment) and are looking at the capacity needed to ensure an expanded robust offer is in place for our primary schools. Fundamental to this expansion of the primary and secondary outreach offer is the focus on outcomes including reductions in exclusions (both fixed term and permanent). There is an expectation that an investment in these areas will need to be tied closely to the types of interventions that are needed and how these can be supported/sustained within school, the expected impact of outreach intervention and the expected outcomes over time for individual pupils or cohorts of pupils.

4.4 Nurture Hubs within our school localities

4.4.1 The development of nurture hubs for primary and secondary pupils in Haringey is in the pilot stage. The proposed models for nurture hubs are being considered as part of the new AP pathway in Haringey and as such, we are keen that they are successful and can go on to form part of a range of support provided to pupils in mainstream schools across the borough. To support these pilots, the council will make some initial investment to underwrite the projects and ensure the risk to the schools piloting these approaches is minimised. The scale of this upfront investment is currently being determined but we know that such costs are likely to add additional pressure to existing Council budgets.

4.4.2 Following from, and subject to the impact of, the pilot, we will be undertaking work to develop options for a sustainable, financial model for a scalable model for primary and secondary nurture hubs, which is likely to require the cost of a placement to be met by schools through the use of Element 2 funding. It is recognised that this needs some careful consideration of the ability of our schools, particularly in the primary schools sector, to be able to meet the potential placements costs and links strongly to wider work highlighted elsewhere as part of the HNB Deficit Recovery Planning, to consider the efficacy of SEND Support in schools.

4.5 Developing Haringey SEMH specialist provision

4.5.1 Aligned with the implementation of the AP transformation programme is the progression of work in SEND to increase access to an appropriate SEMH offer in the borough. We have been reviewing the cohorts of pupil currently accessing support or provision based on primary SEMH need and identified several key considerations:

- Increasing prevalence
- Thresholds and diversity of needs
- Factors driving out of borough placement versus in-borough placements
- Inconsistency of placements costs
- Current offers, including Pulford House

In addition, we are aware of a reliance on high cost, local independent sector provision to meet the SEMH needs of children and young people with EHCPs.

4.5.2 The next steps include the development of proposals for increasing access within the borough. A capacity assessment exercise has been commissioned to appraise the current capacity for alternative education and special educational needs places in the borough against current and future demand. An options appraisal (linked to the wider work across the Children's Services estate) will follow this initial piece of work.

4.6 **Commissioning SEND and AP Placements**

4.6.1 We are working on the establishment of a framework system for the commission of places for pupils requiring a placement in independent alternative provision or independent and non-maintained schools. This should deliver benefits including:

- Greater quality assurance and outcome focus
- Improved timeliness of access to appropriate placements
- Better oversight of costs and expenditure
- Increased scope for value for money

4.6.2 A framework system will ensure that only fully approved providers are able to participate, including health and other specialist service providers, and we have a range of quality assured providers who can be matched as most appropriate to meet that individual pupil's needs.

4.7 As mentioned at 4.2, we are working to develop the invest-to-save approach needed, in addition to a strong drive to strengthen what is already working and to reshape those areas that appear not be working well. We are therefore, compelled to look at our systems and processes – new and old – to become better able to track and evidence impact. This will require cooperation across the system to be able to look at the impact of change in the short, medium, and longer term. Some planned focused work will build on early work that has started on how we can track and measure impact. This work will need to engage key stakeholders, including schools, to establish a suite a meaningful KPIs, which will include exclusion trends.

5. **Financial Planning**

5.1 An important strand of the AP transformation programme is determining how financial resources can provide appropriate leverage for change and deliver improved outcomes for children and young people, in the medium and long term. We are aware that developing sustainable financial models for Alternative Provision will need to consider several key elements; direct provision such as HLP, commissioned places in independent AP provision and commissioning capacity within mainstream schools.

5.2 We need to ensure that we retain a whole system approach to resourcing, keeping a focus on prevention and early intervention with access to appropriate support for pupils and their families at the most opportune time being a shared and consistent priority across schools, the Council and key partners. Through this, we will work to ensure that school exclusion is never considered an acceptable route to accessing such support. We are working collaboratively with key agencies and services to reduce the scope for any duplication that might undermine impact and explore how their contribution to the system change in AP can be maximised.

5.3 In the context of the COVID-19 pandemic, significant financial pressures on many of our schools and increasing demand for SEND support and intervention, particularly around ASD and SEMH, creating an outcome-focused financial modelling approach for Haringey's AP and mainstream education system is incredibly challenging.

6. **AP Budgets for 2020-21**

- 6.1 The budget profile for 2020-21 is set out in **Appendix 1**. It should be noted that this takes into the account that transition from a commissioned PRU provision in place from April 2020 – August 2020 and the allocation of a part year budget allocation for HLP from September 2020 – March 2021.
- 6.2 One key action, looking towards the 2021/22 financial and academic years, will be the development of an integrated budget for HLP, bringing together the separate budgets for Commerce, Pulford and Simmons House and creating greater scope for efficiencies and maximising the use of resources. It is anticipated that imminent work to review top up elements of HNB funding will inform budget allocations for HLP for future years.
- 6.3 The 2020/21 budget for Alternative Provision includes spend on the Octagon PRU, as part of TBAP Multi-Academy Trust. In line with *Model for Change*, the provision was decommissioned from September 2020. We have incorporated place funding from the EFSA of £380,333 (7/12 months of £10,000 @ 58 Pupils) for the Autumn 2020 and Spring 2021 terms. Officers are currently exploring the reshaping of budgets and budget flows. A review of Money Following Exclusion (recovery of APWU and Pupil Premium from excluding schools) is expected to be part of refreshing our approach to meeting the needs of pupils more effectively, and how we profile money moving differently round the system. We will engage further with Schools Forum as future financial models evolve.

7. **Conclusion**

- 7.1 As work progresses to implement fundamental changes to the AP landscape in Haringey, we will continue to work with schools and other stakeholders. A key focus work in the coming months is re-engaging with children, young people, and parents to ensure that their voices are reflected in the changes as they are developed and implemented. We recognise the implications for the High Needs Block, which we believe will be positive and contribute in the medium to longer term on a sustainable budget deficit reduction plan for this pressured area of spend.
- 7.2 Further papers will be brought to Schools Forum setting out key activity and outcomes. It is anticipated that much of the discussion needed to bring about meaningful and sustainable system change across mainstream settings and alternative provision will be continued to be linked to wider strategies for SEND and High Need Block recovery planning.

Appendix 1

Alternative Provision Allocated Budgets 2020/2021

Area of Expenditure	£	Notes
AP Commissioning	530,790	Spot Purchase of placements
Commissioned PRU (TBAP)	283,280	Summer Term only
In Year Fair Access	338,000	Top slice from secondary schools (since 2015)
Commerce House (formally Octagon Academy)	825,540	From Autumn Term 2020
Pulford House (formally Haringey Tuition Service)	923,540	Full year 2020/21
Simmons House	225,000	Full year 2020/21