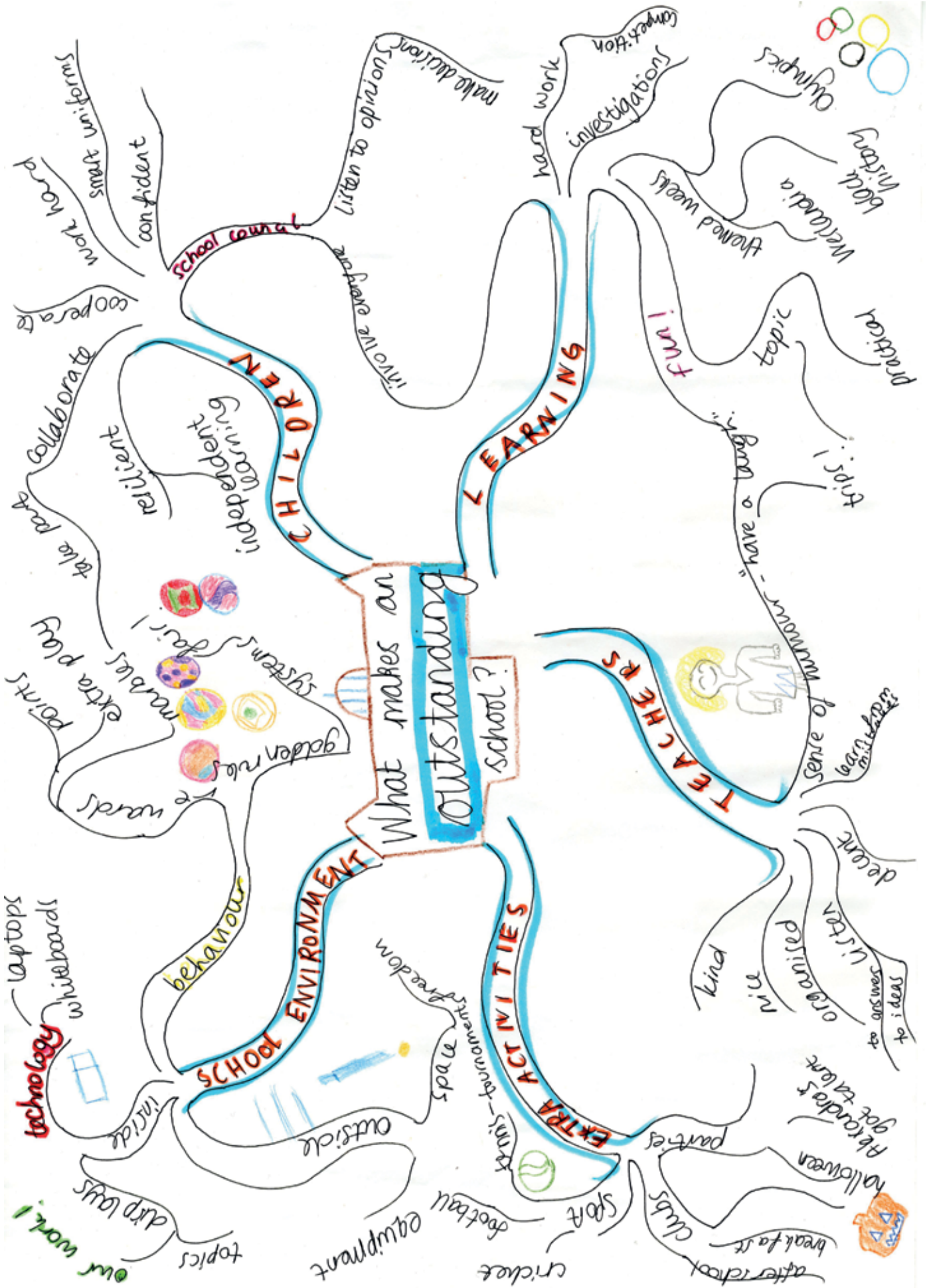




Outstanding for All
Haringey Education Commission

Haringey Education Commission





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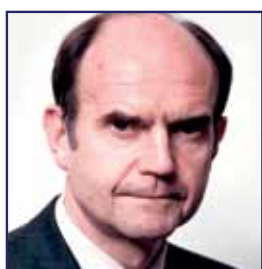


Members of the Commission



Dame Anna Hassan (Chair) was Head teacher of two schools in Hackney, Grasmere Primary School and Millfields Community School. Under her leadership, Millfields became a truly inclusive, extended-day, community school which hosted a teacher training and adult learning centre.

She retired from headship in 2009 and is now a consultant, developing leadership skills that support whole school communities in raising standards in progress and achievement. Dame Anna coaches and mentors on the National College's Aspiring Head teachers programme and in many local authorities.



Sir Jim Rose (Vice-Chair) was formerly Her Majesty's Chief Inspector (HMI). His senior responsibilities within Ofsted included the role of Chief Inspector of Primary Education. Since retiring from Ofsted he has acted as a consultant and an independent reviewer of government inquiries. Sir Jim previously held headships of two large, inner-city primary schools.

Sir Jim has advised several overseas governments on school inspection and has considerable international experience of school educational systems. He has led several independent reviews, including ones on the teaching of early reading, the primary curriculum, and the teaching of dyslexia.



Sir William Atkinson became Head teacher of Phoenix High School in Shepherds Bush in 1995, having previously held headships in Hounslow and Brent. In September 2010 he became Executive Head teacher of the Phoenix Canberra Schools Federation.

Until December 2009 Sir William was Deputy Chair of the UK Judging Panel for the Teaching Awards and is currently a trustee for Research Autism. Sir William has served on and chaired a number of government committees on education, as well as being an original member of the DfE Standards Task Force in 1997.



Graham Badman has had over 40 years of experience in Education and Children's Services as a teacher, Head teacher, Inspector, Chief Education Officer and Managing Director of a Children, Families and Education Directorate. He currently chairs the Haringey Safeguarding Children Board.

Graham was a member of government groups for 8 - 13 education and home access for learners. He carried out a government review of home education which was completed in 2010. He is a trustee and board member of UNICEF.



Gerard Kelly has been Editor of the Times Educational Supplement (TES) since June 2008. He has held a variety of posts within TSL Education Ltd, the UK's leading educational publisher, including Editor of the Times Higher Education (THE).

Gerard was named Editor of the Year [Business] at the PPA Awards in 2011 and the TES won magazine of the year in 2012. He is on the Advisory Board for The Education Endowment Foundation and is a school governor in Haringey.

Foreword by the Chair of the Commission

I am pleased to present the Commission's report about the future of education in Haringey. The Council, under the leadership of Cllr Kober, made a bold decision to take a fresh look at education in the Borough at a time of great change in the national education landscape. The Commission is grateful to everyone who has given us their views and for their suggestions about how improvements can be made to education in Haringey.

Rather than attempt to include everything about education in the Borough, we have concentrated on the remit we were given. We want to stress that the report is based on what contributors have told us and what we have found over the past nine months. We have done our best to listen to all the views put forward, to bring an external perspective and to propose ways of continuing to raise attainment in Haringey.

The messages we received throughout the commission are conflicting. We have seen evidence of excellent progress by some schools, recent improvements in attainment data, and impressive achievement against the odds in highly challenging circumstances. We have heard from pupils about positive initiatives and how much they value their teachers, who regularly go the extra mile to help them do well. These examples of good practice must now be replicated across all schools in the Borough. But we are struck by the strength of criticisms made by many stakeholders and by the deeply embedded blame culture that has surfaced in many of our meetings.

All pupils are entitled to the best education. There is a pressing need for everyone involved in education in Haringey to strengthen their collective responsibility for all schools and all pupils in order to achieve this.

Our overriding conclusion is that there is much that must be done urgently. Some of the priorities relate to the changing and uncertain circumstances faced by all local authorities, but the majority are about putting in place effective systems that are the essential bedrock of good working relationships between the Council, schools and all other parties involved: effective planning, high quality leadership, systematic communication, clarity about roles and responsibilities, regular review and evaluation.

All parties must be completely clear about their roles and responsibilities. Above all, the education and well-being of children has to come first in all decision-making and subsequent actions. We welcome the recently agreed

Council report *Accountable for Some: Responsible for All* and the statement about the Council's role as the champion of children and families in Haringey. The priority now is to turn these aspirations into consistent action over many years with complete clarity about who is responsible and accountable for each aspect of the shared task of raising educational standards in Haringey.

The task is great but achievable and urgent. There are other London boroughs that have turned themselves around in the last decade, becoming beacons of achievement when they had previously languished at the bottom of national and regional tables. To make this transformation Haringey must build on the commitment to the best interests of pupils, which is evident in the Borough. This means taking radical and courageous decisions to place Haringey in the vanguard of new initiatives, rather than waiting to see how others respond to national changes, and addressing the fundamental difficulties identified in this report. All of this is essential to fulfil Haringey's ambition to provide education that is truly 'Outstanding for All'.

Dame Anna Hassan

Dame Anna Hassan

February 2013



Executive Summary

Outstanding for All was set up by Haringey Council to advise on the future direction of education in the Borough. Its three themes were: Achieving Excellence for All; Empowering Parents and Guardians; and A Changing Network.

The Commission took full account of the responses from a call for evidence from all interested parties, data provided by the Council, meetings with key stakeholders, and reports and information from other sources.

The Commission identified two main strands within the evidence:

- Messages that are relevant to all local authorities about current changes in their roles
- Findings which are specific to the present circumstances in Haringey

National policies, in particular the increase in the number of academies and free schools, mean that all local authorities are reviewing their roles. Councils continue to have many responsibilities in relation to education but they should no longer deliver all the services for schools that they previously provided. Instead, schools themselves have an increased role in seeking alternative sources of support and commissioning services from a range of providers. As Ofsted's 2011-12 Annual Report said:

'The best local authorities have reformed in anticipation of the changing education landscape by commissioning services that they can no longer provide, contracting out responsibilities to their more effective schools and promoting high standards and fair access to educational opportunities in their areas.'

These developments, which influence one of the Commission's three themes A Changing Network, should be seen as a timely opportunity for Haringey. Rather than waiting to see how other local authorities respond to the changing environment, the Borough should be ambitious, seeking to introduce initiatives and ways of working that

outstrip the progress of its statistical neighbours. In short, Haringey should aim to become a top performing London borough, building on the best that already exists.

In parallel with the need to address these broader issues affecting all local authorities, there are also findings from the evidence that are specific to Haringey. Some of this evidence is positive. There are many successful schools in the Borough and further progress achieved in the past year. The rate of progress at GCSE is encouraging with a large reduction in the previous gap between Haringey and other London authorities. The Commission found that where there is strong leadership, supported by dedicated teachers, the pupils and parents valued the quality of education provided by their schools.

The Commission recognised that many Haringey schools face particular challenges in terms of the level of poverty, the ethnic diversity, the mobility of the school population and the proportion of pupils with special educational needs, all of which are higher than the London average. In

addition, Haringey has been less well-resourced than other similar London boroughs; this will be addressed by the government from 2013-2014 and is long overdue. Nevertheless, some Haringey schools manage to achieve very good results despite their challenging circumstances and this should now be the objective of all schools in the Borough.

Overall, there is too much variation in the quality of education across the Borough, an erosion of confidence in the authority and a lack of co-ordination in services for schools.

Haringey has the potential to achieve

Excellence for All, the first of the Commission's themes, but it must take urgent action to reach this objective.

“the Borough should be ambitious, seeking to introduce initiatives and ways of working that outstrip the progress of its statistical neighbours. In short, Haringey should aim to become a top performing London borough.”



Member of Haringey's Youth Cabinet



Sir William Atkinson meets with Haringey's Youth Cabinet



Members of Haringey's Youth Cabinet

Key findings:

- A lack of **corporate vision** for education in the Borough. A clear strategy must be agreed and translated into a carefully monitored plan of action. (See page 20/28)
- An **under-use of performance data** to drive forward standards. When evaluating progress, comparisons should be made with that of other London Boroughs, especially those which are serving similar communities but which are making faster progress. (Page 16/28)
- The Local Authority must do more to establish consistently effective **leadership** for education. Greater attention must be paid to establishing accountabilities, challenging under-performance, and succession planning. (Page 20/32)
- **Roles and responsibilities** lack definition and can be subject to misinterpretation. These need to be clearly agreed and articulated for everyone involved in education in the Borough. In the case of teaching unions, this lack of clarity heightens the risk of time-consuming disputes that might be resolved more quickly and more collaboratively. (Page 21/32)
- **Communication** is seen to be a major problem: between the Local Authority and schools; between primary and secondary schools; and between the Council and governing bodies. Parents, who are the focus of one of the Commission's three themes, would welcome more regular communication and opportunities to feed back their views about local educational developments. (Page 20/30)
- **Education services** in Haringey are not of a sufficiently high quality. Some schools are successful in spite of, rather than because of, the services provided. There is an urgent need to engage all these services in a rigorous review and evaluation of their roles and impact. (Page 22/32/33)

“ There is too much variation in the quality of education across the Borough, an erosion of confidence in the authority and a lack of co-ordination in services for schools. ”

Recommendations

1. The Council should set a goal that **all** Haringey schools will be judged by Ofsted as 'good' or better within three years. (Page 20/28)
2. The Council should agree an overall target that Haringey schools will exceed London attainment at both Key Stage 2 and GCSEs within three years, including milestones to be achieved each year to reach this position. (Page 20/28)
3. Using all available sources of data, by September 2013 every school should be set an individual, challenging target, showing what they need to achieve in order to play their full part in meeting the overall Borough targets for Key Stage 2 and GCSEs. (Page 28)
4. The Council's education role must be re-defined, as set out in the October 2012 Cabinet Report, to focus its resources on: giving a strategic lead; providing core statutory services effectively; and supporting schools in commissioning other high quality services from external sources, where Council services are unable to provide high quality and best value. This should be finalised by September 2013. (Page 32/28)
5. The Director of Children's Services, in conjunction with Head teachers and the Haringey Governors Association, should introduce alternative models for the governance of schools, including combining governing bodies and other proposals in this report. Options should be published by July 2013. (Page 22/32)
6. The council should urgently consider the abolition of the Teachers' Negotiating Group by September 2013, revise joint protocols to improve joint working between teaching unions and schools, ensuring that the needs of pupils are at the core of all decision-making, and reconfiguring union facilities time. (Page 29/22)
7. Schools and officers should pilot the introduction of a 'Pupil Passport' by September 2013. This should summarise key information about each pupil's attainment, their strengths and weaknesses and other important information. It should be used whenever pupils move schools, including assisting with primary/secondary transfer and with pupil mobility within each phase. (Page 29/30/31)
8. An annual or biennial 'Best of Haringey' event should be introduced by June 2014 to showcase excellent teaching and learning in the Borough, to provide an opportunity to celebrate outstanding performance in Haringey schools, and to demonstrate what can be achieved by a diverse school population. The event should be arranged in collaboration with initiatives in other London boroughs arising from the Mayor of London's 2012 education inquiry. (Page 20/29)
9. By December 2013, each school should provide its parents with an annual scorecard, using data such as Family of Schools, to compare the achievement of each school with similar ones outside Haringey. The scorecard would also provide parents with advice about how they can support their child's learning and thus help to improve the overall school results. (Page 30/28)
10. The Local Authority should establish regular public meetings for parents from September 2013. The purpose would be: to explain educational developments in the Borough, to set out the educational entitlements of all families, and to provide parents with opportunities to hold the Council to account for educational performance in Haringey. Meetings should be held in different parts of the Borough, bringing together parents from schools with contrasting backgrounds. (Page 30/31)
11. The Local Authority should assist schools to establish links with universities, including a Russell Group university. The purposes of so doing include: raising students' awareness of the opportunities for higher education; enhancing partnerships between schools and universities for professional development; and influencing standards of teaching and learning. This recommendation should be carried out by June 2013. (Page 32)
12. Haringey should set out a framework of the entitlements of all pupils, all parents and all teachers in the Borough by July 2013. This should include the education, cultural and leisure opportunities that will be provided for all pupils. (Page 22/28)

The page numbers after each key finding and recommendation refer to the pages of this report which provide further details.

Why the Commission was set up

Outstanding for All, the independent education commission, was set up by the Leader of Haringey Council, Claire Kober, to map out future education provision in the Borough.

The Commission's task was to consider the key challenges in implementing Haringey's vision of an outstanding education for all children and young people. The Council acknowledge that, despite improvements in education in the past decade, the pace of change leaves Haringey behind the national average, and crucially behind the London average in some areas.

The Commission's terms of reference recognised the major changes to governance arrangements for schools with the introduction of academies and, more recently, free schools. This has affected the relationship between schools, the Council and the local community. The debate on the management arrangements for schools has intensified during this period of change.

The Commission was encouraged to come forward with radical proposals for accelerating the pace of school improvement and the Council's future role in a fast changing education landscape. It was asked to consider three themes, with key areas of investigation for each theme:

Achieving excellence for all

- How can all schools make profound improvements in attainment that surpass national performance measures?
- In the event of school failure, what will be the most effective mechanisms for addressing or preventing such problems?
- Expectations of Haringey standards for school leadership and governance

Empowering parents and carers

- What information and advice do parents and carers need to be empowered to access outstanding education for their children?
- How might the role of championing pupil and family interest be best undertaken in the reformed network of schools?

A changing network

- What mechanisms need to be in place to maintain a family of schools, made up of different types of provision, to ensure schools are rooted in and responsive to their local community?
- How should the scrutiny of schools be undertaken locally in the absence of direct powers of intervention for the Council?

The remit for the Commission was confined to the education provision for students in the 5-18 age range. The Commission was asked to seek out as broad a range of views as possible, including those of teachers, parents, governors and students.

The full terms of reference of the Commission can be found on pages 38/39.

The Commission met on a regular basis between April 2012 and January 2013. During the first phase of its work, commissioners gathered information about education in Haringey to reach some initial conclusions and recommendations. The second phase consisted of a series of meetings and focus groups to explore in greater depth the issues emerging. At the end of this process, the Commission made the recommendations set out in this report.



Education in Haringey

Schools in Haringey

There are 64 primary schools, 12 secondary schools and four special schools in the Borough. In addition there is a Sixth Form Centre, a Further Education College and there are three maintained nursery schools.

Of the 64 primary schools, 46 are all through primary schools and there are nine infant schools and nine junior schools. Of the infant and junior schools, four infant and four junior schools have their own Head teacher and governing body. 10 of them are federated into five pairs meaning that they share a Head teacher and governing body between the infant and junior school.

Of the 64 primary schools, 38 are community schools, 19 are voluntary aided schools, one school is voluntary controlled, four are sponsored academies and two are free schools.

There are 12 secondary schools. 11 are mixed and one is a single sex school for girls. Six are community schools, two are voluntary aided, one is a Foundation school and three have academy status.

There are four special schools. All special schools are co-located with mainstream schools. One of them caters for children who are deaf or who have hearing impairments, one is for children and young people with physical difficulties and medical needs, two are for children with autism, those with severe learning difficulties and profound disabilities.

There are separate primary and secondary Pupil Referral Units and a Pupil Referral Unit for pupils with medical needs

Schools in Haringey are grouped into six Networked Learning Communities (NLCs), which share good practice and work collaboratively on initiatives. The NLCs sit within three wider Children's Networks covering the west, north and south of the Borough. There are two NLCs per network.



Haringey Youth Cabinet share views with Commissioners



Funding of Haringey schools

Funding for schools is received by the Council through the Dedicated Schools Grant (DSG) and transferred to schools through an Individual Schools Budget with a percentage of the DSG being retained for central expenditure.

Haringey is classified as an outer London authority despite facing the same challenges as inner London authorities. The government has recently agreed to address this from 2013-14 onwards. At present Haringey receives less per pupil than its neighbouring boroughs. For example in the current financial year, it has received £6,306 per pupil compared with an average of £7,593 in Camden, Islington and Hackney.

In addition to the DSG funding the government introduced the Pupil Premium in 2011-2012 to target disadvantaged pupils. The Pupil Premium in Haringey totals about £8 million in the current financial year.

Pupil population

Haringey's current school population is 36,935. This figure is projected to grow to 37,429 by 2017 and 39,484 by 2022. There is a rising trend in the number of four year olds entering Haringey's reception year group. These larger cohorts will eventually work their way through the system into the secondary sector.

Ethnicity

Over 80% of primary and secondary pupils are from black or minority ethnic (BME) groups. This is a higher proportion than the London average and significantly above the national figure.

Percentage of pupils from black or minority ethnic (BME) groups

	%BME -Haringey	%BME -London	%BME -England
Primary	80.1%	68.9%	27.1%
Secondary	82.2%	65.6%	23.4%
Special	88.0%	63.6%	23.2%

Ethnicity of Haringey pupils, January 2012

Ethnicity	Primary	Secondary	Special	All
Asian Other	1.6%	1.2%	0.9%	1.5%
Bangladeshi	3.0%	3.0%	5.1%	3.0%
Indian	1.1%	1.3%	1.7%	1.2%
Pakistani	0.9%	1.1%	2.3%	1.0%
Black African	5.3%	5.4%	10.3%	5.4%
Congolese	1.9%	1.4%	0.6%	1.7%
Ghanaian	3.6%	2.0%	0.9%	3.0%
Nigerian	2.4%	1.6%	4.6%	2.1%
Somali	4.6%	5.3%	8.9%	4.9%
Black Other	1.8%	2.1%	4.6%	1.9%
Caribbean	10.1%	9.9%	13.1%	10.1%
Chinese	1.0%	0.6%	0.3%	0.8%
Other Kurdish	1.5%	2.5%	3.1%	1.9%
Any Other	3.0%	3.7%	1.7%	3.2%
Other Latin American	1.6%	1.1%	0.6%	1.4%
Other Vietnamese	0.5%	0.7%	0.9%	0.6%
Mixed Other	3.9%	5.8%	7.4%	4.6%
Mixed White African	1.4%	1.3%	1.1%	1.4%
Mixed White Asian	1.6%	0.4%	0.0%	1.2%
Mixed White Caribbean	3.2%	3.7%	2.3%	3.4%
White Albanian	1.1%	0.9%	0.6%	1.0%
White British	19.8%	19.3%	6.6%	19.5%
White Greek Cypriot	0.5%	0.6%	0.0%	0.5%
White Gypsy/Roma	0.7%	0.7%	0.3%	0.7%
White Irish	1.1%	0.9%	1.4%	1.1%
White Irish Traveller	0.3%	0.2%	0.6%	0.2%
White Kosovan	0.8%	1.0%	0.9%	0.9%
White Other	12.7%	11.6%	10.0%	12.3%
White Turkish	7.3%	7.5%	7.1%	7.4%
White Turkish Cypriot	0.4%	1.3%	0.3%	0.7%
Refused or not obtained	1.4%	1.9%	2.0%	1.6%
Total	100.0%	100.0%	100.0%	100.0%

Language

Approximately 50% of Haringey pupils speak English as an additional language. This is above the London average and significantly higher than the England average. Over 100 languages are spoken by pupils attending Haringey schools.

Percentage of pupils who speak English as an Additional Language

	Haringey	London	England
Primary	53.7%	45.7%	16.8%
Secondary	47.0%	37.3%	12.3%
Special	48.7%	33.0%	11.4%

Special educational needs

As at January 2012, 8,251 pupils attending Haringey schools had special educational needs (SEN), including 1,098 pupils with a statement of special educational needs. The proportion of pupils with SEN at each stage of assessment in Haringey is higher than the figures for both London and the England average.

	Haringey	London	England
Pupils with statements	3.2%	2.7%	2.8%
Pupils at School Action Plus	7.2%	6.8%	6.2%
Pupils at School Action	13.7%	11.1%	10.9%
Total SEN pupils without statements	21.2%	18.7%	17.8%
Total SEN pupils	24.4%	21.4%	20.6%

Free school meals

The percentage of pupils eligible for free school meals is higher than the London and England averages in all phases.

Percentage of pupils eligible for free school meals

	Haringey	London	England
Primary	29.0%	25.0%	18.0%
Secondary	32.7%	23.4%	14.6%
Special	45.0%	42.2%	34.8%

Pupil Mobility

Mobility of pupils is a particular challenge for a number of schools in Haringey. Pupil mobility refers to the number of children that join a school at different times throughout the year. According to the May 2012 school census, 599 pupils in years 5 and 6 joined their school in the previous two years (11% of the Haringey school population).

Mobility is significantly higher in the east of the Borough compared with the west. In the past two years 469 children arrived, representing 13% of years 5 and 6, whereas in the west the number was 130 children, which is 8% of the relevant population. Fifteen schools in the east of the Borough had 14% or more of years 5 and 6 joining at different times in the last two years, compared with one school in the west of the Borough experiencing this level of mobility.



Gathering the evidence

Between April and December 2012, the Commission gathered the following information:

- A Call for Evidence
- Data provided by the Council
- Meetings with stakeholders
- Reports and information from other sources

The aim was to build a broad understanding of education in Haringey in order to reach conclusions and recommendations to address the terms of reference.

Respondents to both surveys overwhelmingly recognised the quality and creativity of teachers as enabling children to succeed. The role of teachers in providing a positive and successful education was a consistent theme from the responses. Similarly parents, at an open meeting following the survey, stressed the importance of good teaching and learning rather than the particular status of each school.

There was a strong recognition by respondents that the involvement of parents, carers and families in their children's education was critical. To enable this to happen, many respondents felt that parents and carers needed more information than at present about what and how their children were being taught.

There was a tendency in the responses for teachers to stress the importance of the involvement of parents and carers in their children's education, whereas parents emphasised the role of teachers.

Adults and pupils identified appropriate levels of discipline, the provision of safe environments for learning and effective strategies to address bullying. Pupils expressed frustration with classmates who disrupted lessons. They felt that there was a lack of action by their teachers to address this misbehaviour. Secondary aged pupils from one school described the benefits when teachers concentrate on the wider class rather than on those who misbehave. In this school the strong collegiate atmosphere encourages pupils to help those who are finding their work difficult and there are clear systems of reward for those who perform well.

Many respondents identified improved communications as important in resolving problems that they had raised with schools. This priority addressed one of the Commission's three themes, Empowering Parents and Guardians. Those responding to the survey wanted communications to be high quality, regular and suitably tailored to the issue and audience, avoiding jargon. Parents wanted to receive more details about how they could support their children and what they could do to complement school-based learning. Respondents to the survey said they would welcome receiving communication on a regular basis, not just as part of termly updates or progress reports.

The Call for Evidence

All groups and individuals with an interest in education in Haringey were invited to submit evidence. Two questionnaires were made available: one for adults (including parents/carers, teachers, Head teachers, governors and other stakeholders) and one for pupils. Multiple copies of both questionnaires were sent to all Head teachers and chairs of governors to distribute within schools and to governing bodies. The questionnaire was available online and publicised via the local press.

The Commission gathered views through other means, including meetings for specific sub-groups: parents, primary age pupils, the Youth Cabinet, secondary age pupils, teachers and school staff, primary and secondary Head teachers, teaching union representatives and governors.

The Commission received written submissions from: Haringey Governors Association, the Children and Young People's Service, Secondary Head teachers, Haringey Labour Party, Haringey Teachers' Association, and a number of individual contributors.

The full summary of all the responses to the survey can be found on the Commission's website www.outstandingforall.org.uk

“ It really matters to our teachers how we do and they will give up their spare time to help us do well. ”

Youth cabinet member

The Call for Evidence was followed up by an open meeting for parents. One of the issues raised by parents was the need to establish mechanisms for the Council to engage with parents and to obtain their views about education decisions in the Borough. It was felt that there was a lack of opportunity for parents to be informed about local educational matters, to express their opinions and to provide feedback on decisions.

When considering the challenges faced by Haringey schools, many respondents mentioned the inequalities between the east and west of the Borough. High levels of deprivation in the east were felt, by some, to result in greater attention and higher levels of resource being targeted in this part of Haringey.

Some respondents felt that schools did not sufficiently stretch pupils and that good performance at some schools resulted from the use of private tutors to provide additional teaching outside school.

“ *The main cause for concern is the low proportion of schools that were judged to be good or better.* ”

Outstanding practice in Haringey's schools: an example

Earlsmead Primary School has high numbers of pupils on Free School Meals and high levels of mobility and is “bucking the trend” in attainment and achievement.

The school consistently achieves high results with 93% of those from a disadvantaged background attaining level 4 in English and maths and KS2. An impressive 100% of disadvantaged pupils attain expected progress in English and 96% in maths. Over recent years the school has achieved results which are significantly higher than the national and local average at level 4 in English and maths.

The school uses a range of interventions to deliver these results. These include discreet daily teaching of phonics throughout the school, booster groups tailored for children with English as a second language, targeted additional reading opportunities across Key Stage 2 and homework clubs aimed at potentially underachieving groups. The school maintains highly effective and positive relations with the local community and parents to improve the life chances of the pupils. Driving all of this is the senior leadership team's relentless and effective focus on standards which pervades the whole school ethos.



What the data shows

Information was provided by the Council about Key Stage and GCSE results, comparisons with statistical neighbours, Ofsted judgements, comparisons between deprived and non-deprived areas of the Borough, and outturns from school budgets. Key Stage and GCSE data are based on provisional results for 2012.

Page 41 gives a full list of data and briefings submitted to the Commission.

The data shows progress on some Borough-wide performance indicators in recent years but, nevertheless, the variation in standards is far too great. This is most marked in Ofsted judgements and in Key Stage 2 results.

Outcomes of Ofsted inspections

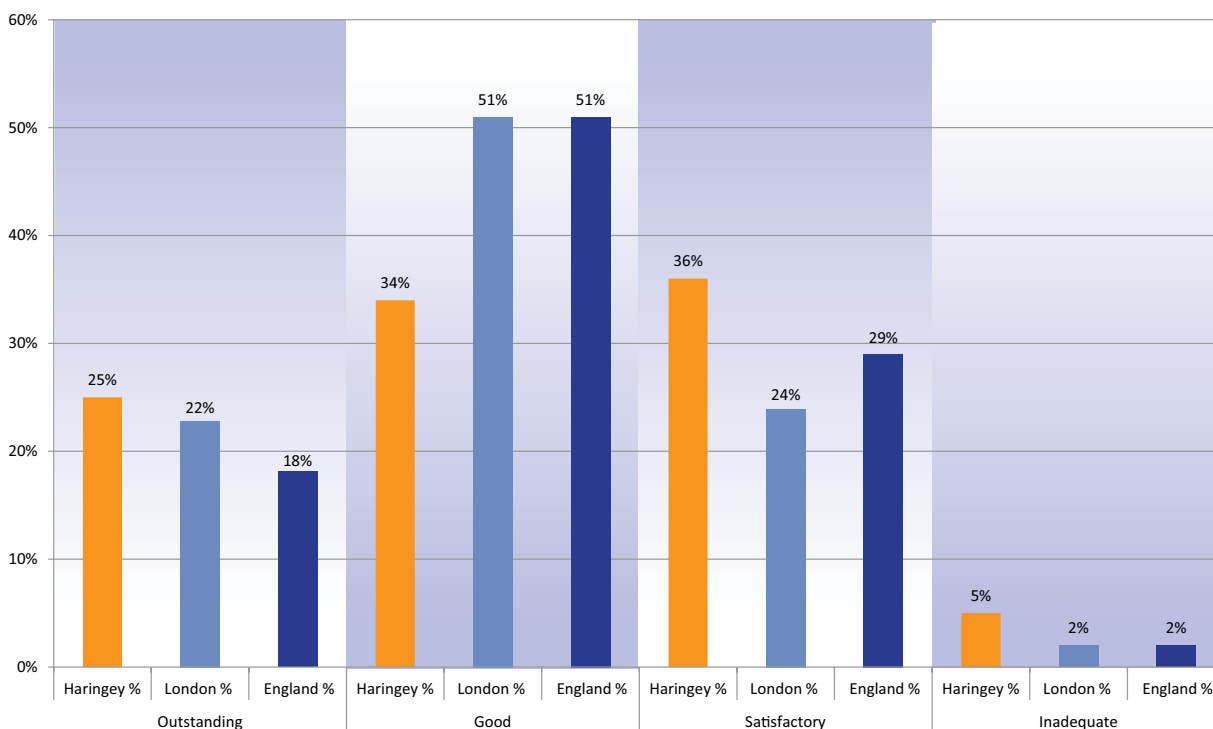
The following graphs summarise Ofsted's overall effectiveness judgements for all Haringey schools, based on inspections up to 31 August 2012. The first two graphs present the judgements for primary and secondary schools separately. The third graph includes all schools: nursery, primary, secondary, special, and alternative provision. The graphs show that Haringey has a relatively high proportion of schools that were judged as outstanding by Ofsted at their last inspections, particularly when compared with

the national figures. Owing to the recent adoption by Ofsted of tougher inspection criteria, it remains to be seen whether this high proportion will be maintained when schools are re-inspected under the new framework.

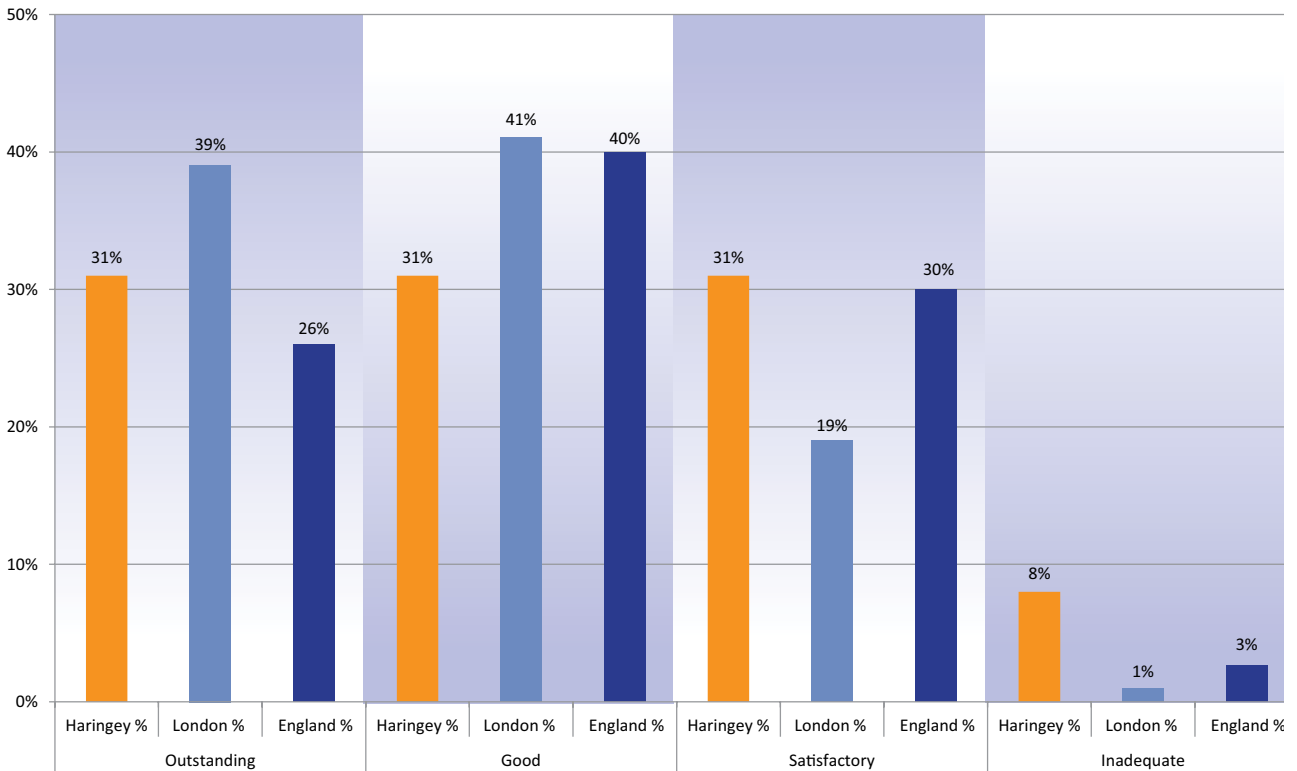
The main cause for concern is the low proportion of schools that were judged to be good or better. For primary schools the Haringey figure of 59% compares with 69% nationally and 73% in London. For secondary schools the figure of 62% compares with 66% nationally and 80% in London. The percentage of Haringey schools found to be inadequate is also greater than the national figure, but the main difference, as shown in the graphs above, is that Haringey has more schools judged to be satisfactory and fewer judged to be good.

This concern is revealed clearly in Ofsted's 2012 Annual Report, which provided data on the relative performance of all local authorities, based on the most recent inspection of each school. Ofsted reported that only 58% of pupils in Haringey were in good or better primary schools. All Boroughs were ranked and this percentage placed Haringey as 134th out of the 150 authorities. At secondary level, Ofsted found that 67% of pupils in the Borough were in good or better schools. This percentage placed Haringey as 90th out of the 150 authorities.

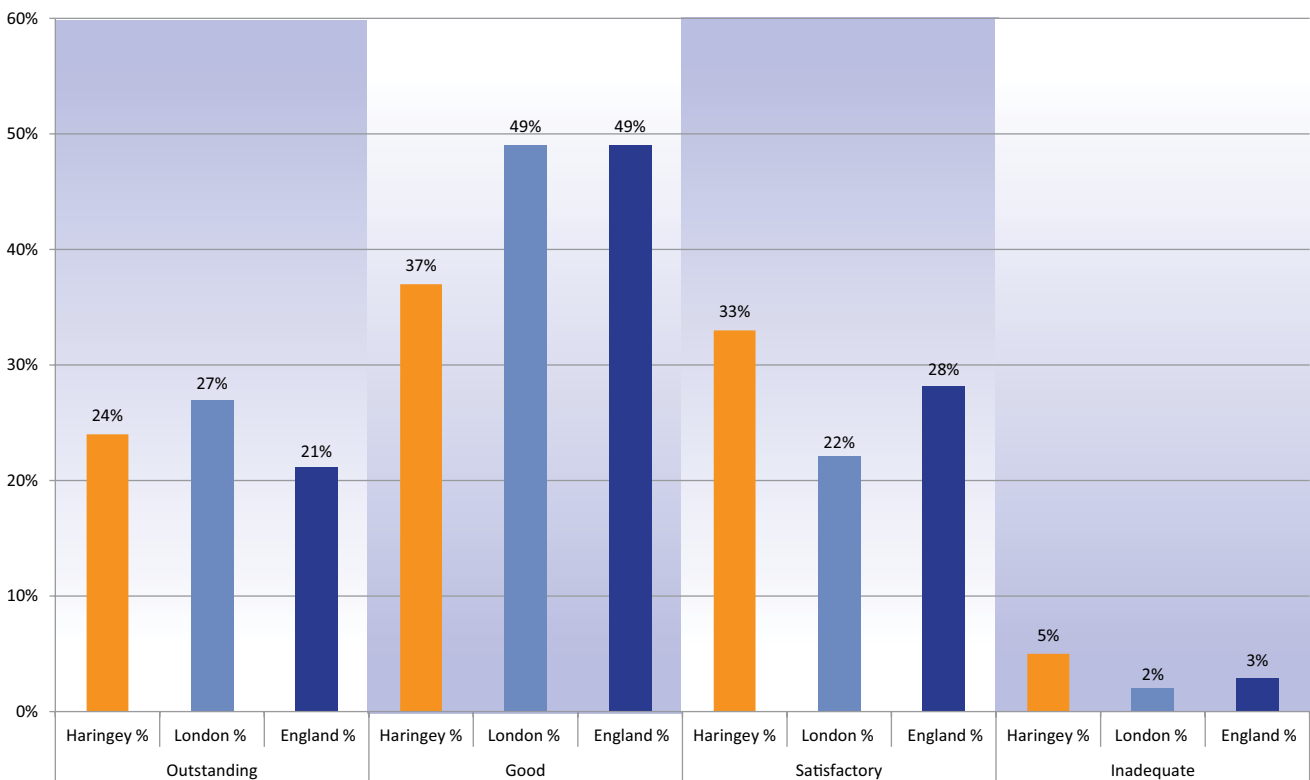
**Primary inspections - all schools up to 31st August 2012
(59 Haringey inspections shown in the data)**



**Secondary inspections - all schools up to 31st August 2012
(13 Haringey inspections shown in the data)**



**All schools inspections up to 31st August 2012
(81 Haringey inspections shown in the data)**



Attainment at Key Stages 1 and 2

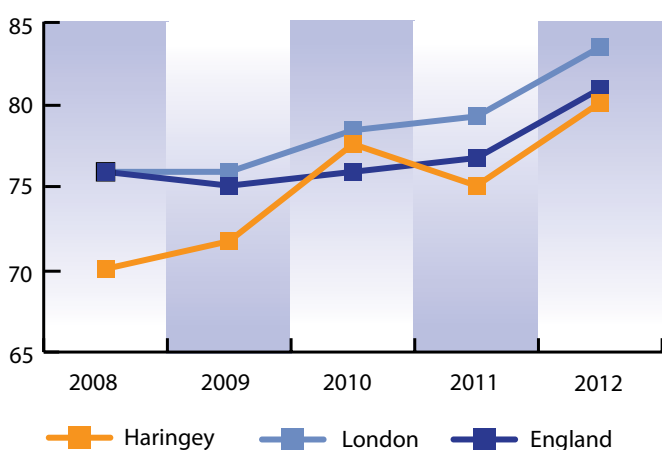
Haringey's borough-wide performance indicators at Key Stage 1 have been consistently a few percentage points below the national average in reading, writing and mathematics over the past five years. This applies both to the standard benchmark of level 2+ and in comparisons of the percentage of pupils achieving higher levels.

At Key Stage 2 the gap between Haringey's results and the national average has reduced over the past five years, as shown in the following chart for combined English and Mathematics. Despite the improvement since 2008, overall borough-wide results were still 4% below the London figure in 2012.

Two schools remain below the DfE target of 60% for combined English and mathematics, but this is a significant improvement from the position in previous years. There were 21 schools below the DfE target in 2006 and 14 in 2011.

The picture is more positive when it comes to pupil progress between Key Stage 1 and Key Stage 2. Overall, 92% of pupils made two levels of progress or more in English, compared with 89% nationally. And 88% of pupils made two levels of progress in mathematics, compared with 87% nationally. All figures are based on provisional results for 2012.

Key Stage 2 combined English and Maths



Variation in outcomes at Key Stage 2

There are some schools in disadvantaged areas that have overcome the patterns of under-achievement found elsewhere. For example, in 2012 six Haringey primary schools (Bounds Green Junior, Chestnuts, Devonshire Hill, Earlsmead, Risley Primary, St Mary's CE Junior) with 40% or more pupils eligible for free school meals equalled or exceeded the national attainment level for pupils achieving level 4 or higher in both English and mathematics at Key Stage 2. Whereas the national percentage achieving this target was 80%, in one Haringey school (Earlsmead)

95% of the pupils achieved the standard even though 44% of its pupils were on free school meals.

However, there is an unacceptable variation of attainment among schools with similar percentages of children on free school meals. For example, in two schools with 37% and 38% of pupils eligible for free school meals, 75% of pupils reached level 4 in English and mathematics in

one, whereas only 49% did so in the other.

There are similar discrepancies in attainment at level 5. In one school with a low level of disadvantage (5% on free school meals) 77% of pupils achieved level 5 in English and maths. In another similar school (7% on free school meals) only 38% of pupils achieved level 5. At a third Haringey school (Weston Park) with a much higher proportion of pupils on free school meals (30%), the percentage of pupils achieving level 5 was 47%.

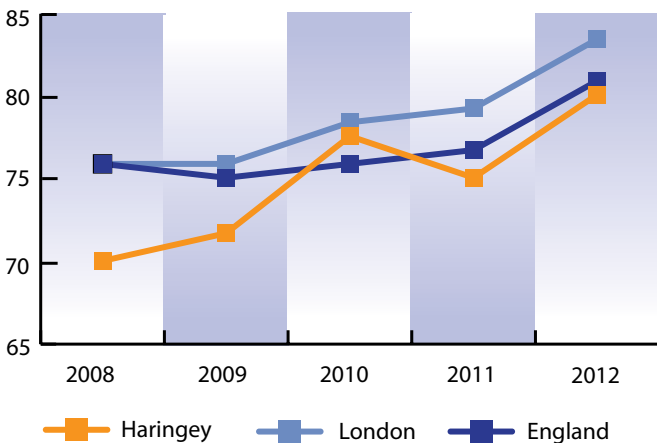
Data on school mobility and ethnicity reveal a similar range of attainment. These variations show that the performance of pupils is not inevitably linked to the socio-economic make-up of each school's population. Rather, much of the unacceptable variation stems from other factors, such as the quality of teaching, which are within the control of the school. The results of the best schools show the levels of attainment that can be achieved even in challenging circumstances.

“ There are some schools in disadvantaged areas that have overcome the patterns of under-achievement found elsewhere. ”

GCSE

Attainment for 5+ A* - C GCSEs, including English and maths, has shown a steady increase in Haringey schools since 2006, as shown in the table below. There is an encouraging reduction in the gap between Haringey's results and both the London and national position. Between 2007 and 2012 Haringey closed the gap on the national average from 9.3% to 0.7%. It still lagged behind the London average of 3.4%. Although this is disappointing, it represents a large reduction from the 10.6% gap in 2007.

% 5+ A* - C (including English and maths) 2012 results are provisional



Outstanding practice in Haringey's schools: an example

Park View is a secondary school in South Tottenham. It is doing exceptionally well in improving the outcomes of pupils who arrive with well below the average point score in year 7 and leave in line with national averages in year 11. A significant number of pupils in English and Maths make better than expected progress.

To do this the school has developed a robust tracking system, closely monitoring pupil progress in all subjects and setting challenging targets. They have devised a raising achievement programme that involves close targeting of pupils coupled with tailored revision lessons. Alongside this they have developed the capacity of senior and middle leaders and provide a 'team around the child' support for all pupils who need it.

Messages from stakeholders

The Commission held meetings with secondary Head teachers, primary Head teachers, Haringey Governors' Association, teachers, parents and carers, and groups of primary and secondary pupils. Local trade unions were invited to meet with the Commission, an opportunity taken up by the National Union of Teachers and the National Association of Head Teachers.

The Commission also met with the Leader of the Council, the Cabinet Member for Children, and officers from Haringey Council. These included: the Director of Children's Services, the Deputy Director for Prevention and Early Intervention, and officers from the School Improvement Service. In response to issues emerging during the Commission's work, meetings were also held with officers responsible for Early Years, Admissions, Special Educational Needs, and from the Council's corporate team for Human Resources. Many of those who attended meetings provided written briefings in support of their views.

The main messages from these meetings, explained below in greater detail, were:

- The need to publicise the positive achievements of schools more widely
- A lack of focus on education within the Council
- Shortcomings in the quality of leadership
- Confusion about responsibilities during a period of change
- Limited confidence in services provided by the Council
- The need for more robust challenge, analysis of concerns and a prioritised plan of action

“Education has not been given the priority that it requires to make sure all children achieve their potential.”

Publicising positive achievements

Despite the concerns arising from the data and from the feedback given by those consulted, a consistent message from schools was that there are many positive achievements in Haringey schools and the Council should be more proactive in celebrating these when they occur. Pupils from one high school described the importance of high expectations by their teachers: 'This leads to huge levels of positivity, encouragement and self-belief.' At the same school, pupils valued being included on interview panels and appreciated being consulted about their views on all aspects of education in the school. Such good practice should be shared more widely.

Although some criticisms were made during the course of the consultation, there was a consistent message that schools have a strong commitment to developing a renewed partnership with the Council and working collaboratively for the benefit of pupils across Haringey, regardless of the particular designation of individual schools.

Focus on education

One of the messages made most strongly, principally but not exclusively from Head teachers, was of a vacuum of educational leadership within the Council. Education has not been given the priority that it requires to make sure all children achieve their potential. In part this may be attributed to the urgent attention that has had to be given to improving child protection and social care following the death of Peter Connelly. Children's learning and the quality of teaching have not been at the heart of decision-making. The setting up of the Commission was welcomed because it was seen as recognition that significant change is necessary.

“The need for a long-term, concerted effort to drive forward educational changes was a consistent message.”

Head teachers and others repeatedly complained that the Council lacked a clear vision and a coherent strategy for education. Those consulted did not know what the Council's priorities for education were or how they intended to achieve them. During the course of the Commission's work the Council has taken a first step to address these concerns through the Cabinet report *Accountable for Some, Responsible for All*. Those attending focus groups wanted to see how this would be turned into action.

Quality of leadership

Head teachers and governors expressed a lack of confidence in the leadership of some Council officers. Some stakeholders would like there to be a chief officer with specific responsibility for the strategic direction of education in Haringey, rather than this being subsumed within the wider children's services agenda. Others commented on the frequent changes of personnel occupying education roles and the reliance on short-term employment contracts. Good initiatives have suffered when the officers concerned have moved on to other authorities and previous decisions not carried through. This emphasis on the need for a long-term, concerted effort to drive forward education was a consistent message.

The Commission was told that Haringey has not been able to recruit and retain staff of the highest calibre. There have been too few officers with the credibility to provide well-informed challenge and sound guidance to schools. However, concerns about leadership were not confined to Council officers; they were also made about headships. The number of applications for Head teacher vacancies in Haringey over the past year has been low. Over a 15-month period in which four primary Head teacher vacancies were filled, the number of applicants for each post ranged from two to eight, with an average of five applications per school.



Similarly, there were concerns about the ability of governing bodies to find enough governors with the necessary skills, knowledge and dedication. There was some suggestion that not all Local Authority appointments to governing bodies were playing a full role and that there was insufficient consultation with Head teachers before new governors were appointed. A substantial level of knowledge and skill was seen as necessary to perform the governor role well.

Roles and Responsibilities

The introduction of academies, including the impact of forced academies, has created much uncertainty about relationships with the Council. Head teachers and governors felt strongly that the Council should focus on developing a new role working with schools.

Many schools welcomed the education conference held in the spring of 2012, the subsequent engagement with Council officers and the proposals in the Cabinet report *Accountable for Some, Responsible for All*. But they want to be assured that these initiatives will reach fruition quickly.

Governing bodies are anxious to maximise their contribution during this period of change. Haringey Governors' Association wants to see better communication from the Council and laments the discontinuation of regular reports from the authority, which it says have not been produced over the past year. The association also wants to receive regular attainment data for Haringey schools and comparisons with other London boroughs.

“ The LA should be more proactive in seeking feedback on its traded services. ”



Primary school children talk to the Commission

Governors told the Commission that some chairs of governing bodies need to be better at passing on information to members of their governing bodies. The Association recognises that it needs to show more initiative itself, using governors' own networks to build resilience among schools and developing new networks between different categories of governors.

Services provided by the Council

Criticisms were consistently expressed about the quality of many Council services. Although it is not uncommon for schools to raise concerns about these services, the Commission was struck by the strength of feeling about this in Haringey, especially from Head teachers. However, Commissioners concluded that schools should show more initiative if Council services are not meeting their needs. Secondary Head teachers, in particular, are beginning to recognise this and take co-ordinated action to become less reliant on the Council by seeking external providers of services.

In its submission, the Children and Young People's Service agreed the development of a sector-led model was the best option for the future. The Commission welcomes this intention but feels that, before the recent Cabinet report, Haringey had been slow in responding to this agenda. This needs to be addressed as a priority.

Schools complained about the inadequate understanding by officers of the needs and priorities of individual schools and about the impact frequent staff changes on the quality of services. Some schools were satisfied with the support provided, but these tended to reflect the contribution of individual officers rather than service-wide standards. Others felt that the quality of Council services had been undermined by staffing reductions in recent years.

There were many criticisms of specific services: limited confidence in the validity of data used to make place planning decisions; delayed decisions about pupils with special educational needs and a corresponding absence of early intervention; and a lack of clarity over how admission decisions are made. Concerns were raised by Head teachers and teachers about the impact of staffing reductions on the quality of provision in the Pupil Referral Units and the procedures for admission to, and reintegration from, these units. Some Head teachers

regretted that there is no longer a regular, co-ordinated opportunity for schools to provide feedback on the services provided by the Council.

This lack of evaluation of services was a common theme. Even where services gave examples of effective provision, for example by the Inclusion Service for children with special educational needs, there were only limited systems in place to evaluate how well the services were fulfilling their responsibilities and whether they were making a real difference.

Robust challenge

Several stakeholders complained that there was not sufficient challenge of all education provision. Head teachers accept that schools should be challenged to address shortcomings and to raise expectations for all pupils, but they expect Council staff to provide high standards and to demonstrate greater consistency, too. During the course of the Commission's work, there were indications that changes were already being introduced. Increased challenge is being provided by Council officers and there is greater realisation by Head teachers that the maintenance of the status quo is not a valid option.

The Commission was struck by the depth of feeling expressed by a large proportion of primary and all secondary Head teachers about what they described as the unconstructive role played by the main teaching union, the National Union of Teachers. The relationship was even described as an impediment to improved attainment. The overriding message for the Commission was that the authority, until recently, had not taken sufficient action to investigate and to make sure that matters were resolved speedily once they had arisen.

There were also concerns that, while some governing bodies operate effectively, others do not provide sufficient challenge when levels of attainment are too low or where there are other shortcomings. The Commission

heard criticism of the current training available to governors, partly due to stretched Council resources. This is of particular concern because of the potential for training to empower governors to offer appropriate challenge when necessary.

“ There is a greater realisation by Head teachers that the maintenance of the status quo is not a valid option. ”

Reports and information from other sources

Commissioners examined other recent documents and information relating to their terms of reference. During the period that the Commission met, a broader debate has been taking place about the role of local authorities in a changing educational environment. Some of the issues raised by stakeholders in Haringey reflect those that are currently confronting other authorities. The reports and other documents considered by the Commission are listed on page 41.

Role of the Local Authority

The Commission considered various reports about the future role of local government in education and the national debate about this in the context of the growing number of academies and free schools. These reports were relevant to all three themes of the Commission's terms of reference but particularly the third theme, A Changing Network.

The national debate is clearly expressed in the report commissioned by London Councils, The Schools Report. It found that the quality of education in local schools continues to be seen as intrinsic to the quality of life in each local area. This means that all boroughs are now trying to find a vision and understanding of how they can best add value to a system where schools are increasingly autonomous.

The Schools Report found that most boroughs were now clear that the responsibility for school improvement rests with schools but that, even in these changing circumstances, boroughs will have some form of structure to maintain a local 'family of schools' in which the majority of schools will participate. The Local Authority is described as the 'middle tier' for all state funded schools and is often described as the 'champion for local children'.

A clear message from all the reports is that, despite other changes, local authorities continue to retain over 200 statutory duties in relation to education services.

A list of these can be found at: www.education.gov.uk/childrenandyoungpeople/strategy/a00198443/statutory-duties-of-local-authorities

These duties cover, for example, specific responsibilities in relation to school transport, school meals, the composition of school governing bodies, alternative provision for children permanently excluded from school, admissions, and infant class sizes. Above all, the statutory duties include:

- **Ensuring a sufficient supply of school places**

Local authorities are responsible for securing sufficient good school places in their area for primary and secondary education, for securing diversity of provision of schools and increasing parental choice.

- **Tackling underperformance in schools and ensuring high standards**

This role involves the promotion of high standards by intervening in community schools placed in an Ofsted category or those that have failed to comply with a Local Authority warning. The authority also is responsible for working with schools that are below government floor standards. For maintained schools, the Local Authority continues to have a number of statutory intervention powers. (For academies and free schools, intervention is the responsibility of the DfE.) All of the boroughs that contributed to 'The Schools Report' have reshaped their school intervention and improvement services to respond to changing circumstances, but the report found that they currently all continue to run their own borough-based services.

- **Supporting vulnerable children**

Local Authority duties relating to vulnerable children are the same for maintained schools, academies and free schools. They include safeguarding and promoting the welfare of children in the area; promoting the educational achievement of looked after children; and identifying and assessing children with special educational needs. Local authorities also have to take into account provision required for children with special educational needs when carrying out their duty to provide sufficient places. The Commission noted the findings of the Sutton Trust's Toolkit of Strategies to Improve Learning, which provides guidance for schools about how best to spend additional Pupil Premium funding.

The Schools Report found that many boroughs are also reviewing the role played by Local Authority governors and are taking steps to ensure that the best people are appointed to this role. Some authorities are considering how to use overview and scrutiny processes more effectively so that challenge from councillors extends beyond the responsibility of the lead member.

School accountability and self-improving systems

The Commission's first theme 'Achieving Excellence for All' is the subject of a recent report from the National College for School Leadership, entitled Towards a self-improving system: the role of school accountability.

The report outlined some of the practical benefits which result from different approaches to improvement in schools, with particular emphasis on:

- within-school collaboration and accountability for overall quality by each school's staff
- collaboration and accountability across schools, including peer review and challenge
- development of the skills of governors in evaluation of schools, including through more effective ways of holding Head teachers to account
- the role of local authorities as champions for children and commissioners of services for them
- school-led excellence networks to develop capacity and ensure support for all who need it.

With regard to the emphasis on school-led networks, the report suggests that they would:

- offer all schools access to a professional learning partnership rooted in peer learning and development
- build knowledge, capacity and practice across the area, using all available resources
- ensure training is available in the methodologies and quality assurance processes necessary for school to school work
- broker partnerships for peer review, as required
- ensure underperforming schools have targeted support
- ensure schools in the area improve.

Comparative performance data

As part of the theme 'Achieving Excellence for All', the Commission also looked in more detail at the data on London Secondary Schools gathered for the Families of Schools 2011 by the Department for Education and considered its potential for driving up standards in Haringey schools. Now in its eighth year, schools across London are grouped into families based on prior Key Stage 2 attainment data and contextual data, using a combination of income deprivation affecting children, free school meals, English as an additional language and mobility. The data enables schools to compare their GCSE achievements, shown under a number of sub-headings, with other London schools which have statistically similar pupil intakes.

Although there have been other attempts to produce similar comparative data, the Families of Schools is seen to be a particularly powerful and challenging lever for improvement. At present this particular approach is only available for secondary schools.

Information from other local authorities

During the course of the Commission's gathering of evidence for all three of its themes, information was received about changes that had driven improvements in other local authorities. Examples of this evidence include: developments in some London boroughs over the past decade; input to the 2012 Head teachers' conference from Birmingham and Salford; and school improvement initiatives in Harrow. Greater efforts are needed in Haringey to learn from the best practice elsewhere.

From the description of changes in one London borough, commissioners noted:

- the shared attention to education and responsibility for its progress among all parts of the community;
- the need to empower parents to challenge as well as support schools;
- robust communications from the authority when there were concerns about attainment, accompanied by short-term time-scales in which to demonstrate improvement;
- involvement of Children's Services in approving Local Authority governors.

The Head teachers' conference considered examples of systems for school-to-school support, with a particular emphasis on the most vulnerable schools and an emphasis on brokering the right kind of support in each instance.

Some of the ideas from the conference are already being taken forward jointly by education officers working with Haringey schools.

The Commission also looked at the School Improvement Partnership initiative in Harrow, Led by Schools for Schools. Services previously provided by the Council's Achievement and Inclusion Service are now the responsibility of a collaboration between primary and special schools. The responsibility and leadership of the initiative rests with them. There is also an emphasis on the brokering of advice and support from a range of different sources, including from other schools or from external bodies.

Outstanding practice in Haringey's schools: an example

Riverside Special School is ensuring that pupils with a range of challenges and barriers to learning have very positive outcomes. The school caters for students from 11 to 16 years with moderate, severe, profound and multiple learning difficulties and autism. The proportion of pupils eligible for Pupil Premium is well above average. At the end of July 2012 100% of the school's Year 11 leavers completed accredited courses, gained national qualifications and transferred to the local sixth form centre. All students make good and often outstanding progress from their starting points both in their learning and in and social and emotional development.

To achieve this, the school has focussed on consistently applying carefully developed and personalised behaviour plans and learning targets. Teachers are supported and challenged by the leadership team and all teaching is at least good and much is outstanding. Lesson planning is meticulous and teachers and support staff work well as a team ensuring that small steps of progress are measured and built on. The school offers a broad curriculum and an extensive range of extracurricular activities and is further developing positive links with its co-located secondary school. Riverside also works in collaboration with the other special schools in Haringey all of which have recently received "good" judgements from Ofsted.



Dame Anna Hassan and Sir William Atkinson speak to parents and carers.



Parents and carers meet with members of the Commission.



Gerard Kelly

The Commission's conclusions

The Commission identified two main strands within the evidence:

- Messages that are relevant to all local authorities about current changes in their roles
- Findings which are specific to the present circumstances in Haringey

National policies, in particular the increase in the number of academies and free schools, mean that all local authorities are reviewing their roles. Councils continue to have many responsibilities in relation to education but they should no longer deliver all the services for schools that they previously provided. Instead, schools themselves have an increased role in seeking alternative sources of support and commissioning services from a range of providers. As Ofsted's 2011-12 Annual Report said:

'The best local authorities have reformed in anticipation of the changing education landscape by commissioning services that they can no longer provide, contracting out responsibilities to their more effective schools and promoting high standards and fair access to educational opportunities in their areas.'

These developments, which influence one of the Commission's three themes A Changing Network, should be seen as a timely opportunity for Haringey. Rather than waiting to see how other local authorities respond to the changing environment, the Borough should be ambitious, seeking to introduce initiatives and ways of working that outstrip the progress of its statistical neighbours. In short, Haringey should aim to become a top performing London borough, building on the best that already exists.

In parallel with the need to address these broader issues affecting all local authorities, there are also findings from the evidence that are specific to Haringey. Some of this evidence is positive. There are many successful schools in the Borough and further progress achieved in the past year. The rate of progress at GCSE is encouraging with a large reduction in the previous gap between Haringey and other London authorities. The Commission found that where there is strong leadership, supported by dedicated teachers, the pupils and parents valued the quality of

education provided by their schools. This is consistent with findings in other reports, for example by Ofsted.

The Commission recognised many Haringey schools face particular challenges in the level of poverty, the ethnic diversity, the mobility of the school population and the proportion of pupils with special educational needs, which are higher than London averages. In addition, Haringey has been less well-resourced than other similar London boroughs; this will be addressed by the government from 2013-2014 and is long overdue. Nevertheless, some Haringey schools manage to achieve very good results despite their challenging circumstances and this should now be the objective of all schools in the Borough.

Overall, there is too much variation in the quality of education across the Borough, an erosion of confidence in the authority and a lack of co-ordination in services for schools. Haringey has the potential to achieve Excellence for All, the first of the Commission's themes, but it must take urgent action to reach this objective.

“Where there is strong leadership, supported by dedicated teachers, the pupils and parents valued the quality of education provided by their schools.”

The Commission's key findings were:

- A lack of **corporate vision** for education in the Borough. A clear strategy must be agreed and translated into a carefully monitored plan of action. (See page 20/28)
- An **under-use of performance data** to drive forward standards. When evaluating progress, comparisons should be made with that of other London Boroughs, especially those which are serving similar communities but which are making faster progress. (Page 16/28)
- The Local Authority must do more to establish consistently effective **leadership** for education. Greater attention must be paid to establishing accountabilities, challenging under-performance, and succession planning. (Page 20/32)

- **Roles and responsibilities** lack definition and can be subject to misinterpretation. These need to be clearly agreed and articulated for everyone involved in education in the Borough. In the case of teaching unions, this lack of clarity heightens the risk of time-consuming disputes that might be resolved more quickly and more collaboratively. (Page 21/32)
- **Communication** is seen to be a major problem: between the Local Authority and schools; between primary and secondary schools; and between the Council and governing bodies. Parents, who are the focus of one of the Commission's three themes, would welcome more regular communication and opportunities to feed back their views about local educational developments. (Page 20)
- **Education services** in Haringey are not of a sufficiently high quality. Some schools are successful in spite of rather than because of the services provided. There is an urgent need to engage all these services in a rigorous review and evaluation of their roles and impact. (Page 22/32/33)



“Overall, there is too much variation in the quality of education across the Borough, an erosion of confidence in the authority and a lack of co-ordination in services for schools.”



Haringey's Youth Cabinet meet with Sir William Atkinson

Implications for the three main themes of Outstanding for All

I. Achieving excellence for all

Vision and planning

The Commission fully endorses the view that there is an urgent need for the Council to agree and publish its vision for education in Haringey. This must include the main priorities, a clear plan outlining the actions to be undertaken and details of how progress will be regularly monitored and evaluated. The vision must be ambitious, including a goal that all Haringey schools will be judged as good or better by Ofsted within three years.

The vision and associated strategy should be developed by the Council in conjunction with schools and with all other stakeholders who wish to contribute. Wherever possible, the aim should be to seek political consensus from all parties on the Council.

As part of the planning process, systems of communication between all stakeholders need to be agreed, finding the best ways to ensure that important messages reach all the recipients who need to receive them. The messages must be clear and consistent. Improvements are needed in terms of communication between the Council and schools; primary and secondary schools; the Council services and governing bodies; and by the Council and schools with parents.

Performance data

Performance management data has mainly related to past achievements. The emphasis must now be on future ambitions. Council officers should set challenging targets for Borough-wide achievements at Key Stage 2 and GCSE, seeking to exceed London standards within three years. This ambitious objective will need to be supported by a phased plan led by the Council, setting out what needs to be achieved in each of the intervening years. Individual targets should be set and agreed with every school, showing how each of them will contribute to overall Borough targets.

While some stakeholders have concentrated on the need to raise standards in the east of the Borough, the data indicate that underperformance is not determined only by geographical boundaries. Socio-economic background should not be seen as a justification for lower standards. Indeed, some schools in deprived areas have raised standards significantly and shown what can be achieved in challenging circumstances. In addition, there are schools in more affluent areas that underperform when compared to schools in similar settings in other boroughs. For example, one of the highest performing secondary schools in Haringey is the lowest in its group within the DfE Family of Schools data. Good overall performance

can also mask under-achievement by particular groups of pupils. This is revealed in the breakdown of data by gender, ethnicity and free school meal entitlement.

The Commission concluded that the Local Authority has been inconsistent in its efforts to raise standards.

Furthermore, there has been

an absence of challenging targets set for all schools, based on appropriate benchmarking with similar schools in other authorities. Such comparisons should be with other London authorities, particularly with statistical neighbours, because of the significant progress that London as a whole has made over recent years.

Each school should make better use of the extensive comparative data available to them for driving up standards of pupil performance. This requires close links between schools serving similar socio-economic populations to examine the range of pupil performance and to ensure that the weakest learn from the best. For secondary schools, comparisons should be made with the Family of Schools data; consideration should be given to whether a similar approach could be developed for primary schools. All schools in Haringey must share responsibility not only for raising standards in their own school but also for the collaborating with other schools to improve performance of all pupils in the community.

“There is an urgent need for the Council to agree and publish its vision for education in Haringey.”

Best practice

Schools should engage with the current school networks, the six Networked Learning Communities, to increase the exchange of best practice and to challenge each other's performance. The Council should assist by disseminating best practice from other local authorities and from Haringey schools, supporting the networks to function effectively, ensuring all local schools are involved. Opportunities should be provided for mainstream schools to learn from the teaching and learning in Haringey special schools, which have all been judged good by Ofsted.

The data gathered by the Commission demonstrates that some schools do manage to succeed despite operating in areas of high deprivation. This is a powerful message for all schools. The Local Authority should analyse its data on an annual basis to identify those schools that have achieved well despite the level of disadvantage. Officers and schools should jointly examine all factors that influenced the positive outcomes and share the lessons learnt with other schools.

The Commission concluded that the sharing of best practice could be stimulated by the introduction of a new annual or biennial event, the 'Best of Haringey', which would showcase examples of excellent teaching and learning. This could include recordings of the best teaching in each subject, awards for the best achievements, and presentations by teachers and pupils about the most successful opportunities. The event could provide an opportunity to celebrate the achievement of those schools that make substantial improvements and those which, against the odds, achieve excellent results.

Professional development

Education officers, Head teachers and governing bodies should review whether the current professional development opportunities are meeting the needs of school staff and governors, so that they can each play their respective roles in driving forward the standards of teaching and learning. Governors should be provided, for example, with training about how to interrogate data for their school and how to balance their roles of support and challenge. The Commission endorses a suggestion made by some governors that training should sometimes be held jointly for Head teachers and governors.

The emphasis of future professional development should be on its quality, rather than whether it is provided by the Council or by other providers. Except where schools are satisfied with the quality of the Council's in-house professional development opportunities, the Council's

role should be to evaluate what is available, to broker training opportunities and signpost schools to good provision. Schools, working in collaboration with each other, should take responsibility for seeking out the best training, ensuring that it is well-grounded in a good understanding of child development and that its impact is always evaluated.

Relationships between schools and teaching unions

Good working relationships between schools and teaching unions are essential. The Commission heard evidence that this has not always been the case in Haringey. The Local Authority has an overall duty of care and, therefore, urgently needs to take a strong lead in addressing these concerns. Children's best interests must be placed at the heart of all decisions.

The Commission concluded that there is an urgent need to:

- review and consider the abolition of the Teachers' Negotiating Group, which currently could be perceived to be undermining the authority of Head teachers and confusing the responsibilities of the Council.
- revise protocols for joint working between teaching unions and schools
- reconfigure union facilities time to ensure it supports the best interests of children.

Following the review of the Teachers' Negotiating Group, training should be provided to ensure better understanding of roles and responsibilities that will support the most effective relationships between schools and teaching unions.

There needs to be improved clarity about the role of the Human Resources team in their support for schools. It is important that they offer robust advice but make clear the responsibility for taking any action rests with Head teachers.

Recruitment and retention of the best leaders

The Commission received much evidence about the importance of strengthening education leadership, both within the Council and in some schools. Commissioners concluded that the Human Resources team should introduce a vigorous recruitment and retention strategy to attract and retain the highest quality education leaders, ensuring that salaries offered are high enough to attract the best applicants.

In order to retain successful Head teachers, the Council should not be afraid of creating opportunities for ambitious heads to expand their remit. Federations of schools should be considered as one possible element of that strategy. Despite the high quality of the teaching force in many schools, Haringey's image is not sufficiently well-regarded to attract consistently high calibre personnel from outside the Borough. Steps should be taken to redress this and initiatives such as Teach First should be fully encouraged.

Early Years

The Commission's remit was the education of children aged 5 – 18. However, Commissioners want to underline the crucial importance of Early Years education and its influence on children's progress thereafter.

There should be a concerted effort to equip children with a strong command of spoken and written language, building on the achievements of the best Sure Start Centres. This should include the early identification of children with impoverished language who are most at risk of falling behind and the introduction of intensive language enrichment programmes.

High quality pre-school provision, including children's centres, makes a major contribution to young children's education in Haringey and this must continue to be a priority. This provision is especially beneficial in more disadvantaged areas. It enriches children's language and social learning and paves the way for them to make a good start in school.

There will be further opportunities to establish strong relations with parents at a formative stage in children's education by the introduction of places for two-year olds in Sure Start and nursery provision.

Celebrating success

Although the Commission was made aware that much needs to be improved in Haringey, it was struck by its many successes. All parties need to be proactive in celebrating the Borough's educational achievements and publicising them widely. This will help reverse the blame culture that is too often apparent and maximise Haringey's potential to offer a better education for its children.

2. Empowering parents and carers

Views of parents

Parents highlighted the absence of a forum in which the Council could engage with parents and obtain their views about education decisions. There is no umbrella body in Haringey to represent the views of parents and carers. The Commission recommends the introduction of a regular series of public meetings for parents, led by the Cabinet Member responsible for education and the Director of Children's Services. The meetings should be held in different parts of the Borough, bringing together parents from schools with contrasting backgrounds. The objective would be to explain educational developments, to set out the educational entitlements of all families, and to provide parents with opportunities to hold the Council to account for educational performance.

Information for parents

Good quality information for parents and carers is essential if they are to support their children's education. All schools in Haringey should be encouraged to provide parents with regular, relevant information about what their children are being taught, the methods of teaching and how parents can assist their children.

Effective parental involvement not only depends on schools supplying relevant information but also on parents and guardians carrying out their responsibilities. The Commission concluded that the Council should distribute information to all parents and carers about how they can be effective partners in their children's education, including good examples of parents learning with their children. The information needs to set out the responsibilities of parents and guardians as well as what they should expect from their children's school. It should make clear that effective parenting not only supports

schools but also challenges them if there are valid concerns.

Local community organisations and faith groups should be involved in the development of this information so that they can disseminate it through their various networks. The Commission recommends that Haringey learns from the experience, for example, of Tower Hamlets where good communication with community and faith organisations has helped to improve the understanding and engagement of parents.

As part of this process, each school should provide all parents with an annual scorecard about its performance. This would present information such as the relevant data from Family of Schools, which compares the achievements of each school with similar ones across London. The scorecard would also provide parents with advice about how they can best support their child's learning and so help improve overall school results.

The Commission also recommends that Haringey should develop a local framework, setting out the entitlements of all pupils, parents and teachers. It should include the education, cultural and leisure opportunities that will be provided for all pupils.

Networking for parents

Existing school forums, such as the Networked Learning Communities, should have a role in disseminating best practice about communication between schools and parents. Each Governing Body would then be expected to review the arrangements at its school and experiment with new and consistent approaches. Materials and media should take account of and value the breadth of cultural and language backgrounds in the Borough.



Parents and carers meet with members of the Commission.

3. A changing network

Roles and responsibilities

The Commission is clear that the Council should concentrate on its strategic functions, focussing on providing services that it has a statutory responsibility to provide. Its role should be confined in all other services to acting as a broker or to signposting schools to high quality providers.

The Council should explore how external institutions, such as universities, might become involved in working with schools to evaluate progress, to develop innovative approaches and to continue to improve standards of teaching and learning consistently across all schools. As part of this, education officers should improve the data that the Council holds on university admissions from its schools. Joint arrangements with other local authorities, independent organisations and third sector bodies should be explored.

The Local Authority should champion children and families in the following core services:

- Ensuring a sufficient supply of school places
- Tackling underperformance by publishing data to track progress and to identify areas of concern
- Using intervention powers where available
- Supporting vulnerable children (safeguarding, special educational needs, looked after children)
- Ensuring fair access to schools (co-ordinated admissions)
- Providing school transport
- Recruiting governors where necessary

As part of its strategic role the authority needs to be willing to consider any option that might lead to improvement, including sponsorship roles by outstanding schools and federation arrangements.

Governing bodies

The Commission considered the important role performed by governing bodies in achieving the right balance between challenge and support for their schools. There is a need for innovative measures to maximise the influence of the most effective governors. Council officers and the Haringey Governors Association should experiment with ways of achieving this, for example by:

- Combining governing bodies for more than one school
- Reducing the size of governing bodies
- Introducing competitive applications and payments for Chairs
- Providing job descriptions for governors
- Attracting governors from outside the field of education, including from business
- Adopting mandatory training
- Helping governing bodies remove those who are not making an effective contribution.

Elected Members, with cross-party agreement, should reach agreement about the role of Local Authority governors and the most effective way of appointing and allocating the best people to these positions. The aim should be to provide high quality appointments for all schools, especially those with the greatest need for such support. The Commission recommends that Head teachers should be involved in the selection of Local Authority governors.

“ Training, generally, is good, however take up is extremely poor. ”
Haringey school governor

Quality of services

The Council needs to ensure that the core services it provides are of the highest standard. Although the Commission received reports of good practice, for example Early Years provision and the inclusion of pupils with special educational needs, significant concerns remain about the overall quality of Local Authority services.

The Commission was concerned, too, at the lack of regular evaluation. The Council should routinely evaluate and scrutinise each service, gathering feedback from schools in order to plan and implement a programme of continuous improvement.

There is a need to increase the confidence of schools, parents and the wider community in the services the Council provides. For example:

- Data for place planning must be as accurate as possible to give confidence in decisions about school expansion
- Admission processes need to be carried out equitably and in a timely fashion.
- Decisions for pupils with special educational needs must be routinely completed within prescribed time-scales.
- Systems for allocating 'hard-to-place' pupils need to be agreed with schools and administered fairly.

A more streamlined Council will require complete clarity about what it provides and what must be commissioned by schools themselves. All schools and governing bodies should be made aware of these, so that the expectations of a reduced team are understood. Increased delegation of responsibility to schools will need to be accompanied by allocating the necessary funding to them so that the transfer of responsibilities happens effectively.


School networks

Reductions in the Council's education services mean that schools must continue to form their own networks, building on and expanding effective arrangements. The aims of such networks should follow the proposals in the report from the National College for School Leadership, referred to in the evidence above, with an emphasis on: improved peer learning and development; use of available resources to build capacity; quality assurance between schools; and targeted support for underachieving schools.

Networks for different purposes may be by phase, across phases or covering geographical areas, depending upon their specific remit. The Commission concluded that networks in Haringey should prioritise collaboration between primary and secondary schools and improvements in curricular continuity and progression of pupils' learning.

New initiatives are needed to provide a seamless transition as pupils move from primary to secondary school. The Commission recommends that a 'Pupil Passport' should be introduced, piloted initially by a number of schools before being used in all schools. The 'Pupil Passport' would summarise key information about each pupil's attainments, their strengths and weaknesses, and other important information. Such a system would also be useful to sustain educational continuity for pupils who move between schools or out of the Borough.

Responsibility for the development of school networks rests with schools but should be facilitated by the Council as part of its strategic function. In the first instance, education officers should discuss and confirm with all schools the medium-term structure that will be adopted in Haringey, developing the role of the existing Networked Learning Communities. The Council must continue to have an important role in improving their effectiveness, ensuring that all schools participate and that the networks operate successfully.



“ Networks in Haringey should prioritise collaboration between primary and secondary schools. ”

Recommendations

1. The Council should set a goal that all Haringey schools will be judged by Ofsted as 'good' or better within three years. (Page 20/28)
2. The Council should agree an overall target that Haringey schools will exceed London attainment at both Key Stage 2 and GCSEs within three years, including milestones to be achieved each year to reach this position. (Page 20/28)
3. Using all available sources of data, by September 2013 every school should be set an individual, challenging target, showing what they need to achieve in order to play their full part in meeting the overall Borough targets for Key Stage 2 and GCSEs. (Page 28)
4. The Council's education role must be re-defined, as set out in the October 2012 Cabinet Report, to focus its resources on: giving a strategic lead; providing core statutory services effectively; and supporting schools in commissioning other high quality services from external sources, where Council services are unable to provide high quality and best value. This should be finalised by September 2013. (Page 20/32)
5. The Director of Children's Services, in conjunction with Head teachers and the Haringey Governors Association, should introduce alternative models for the governance of schools, including combining governing bodies and other proposals in this report. Options should be published by July 2013. (Page 22/32)
6. The council should urgently consider the abolition of the Teachers' Negotiating Group by September 2013, revise joint protocols to improve joint working between teaching unions and schools, ensuring that the needs of pupils are at the core of all decision-making, and reconfiguring union facilities time. (Page 22/29)
7. Schools and officers should pilot the introduction of a 'Pupil Passport' by September 2013. This should summarise key information about each pupil's attainments, their strengths and weaknesses and other important information. It should be used whenever pupils move schools, including assisting with primary/secondary transfer and with pupil mobility within each phase. (Page 29/30/31)
8. An annual or biennial 'Best of Haringey' event should be introduced by June 2014 to showcase excellent teaching and learning in the Borough, to provide an opportunity to celebrate outstanding performance in Haringey schools, and to demonstrate what can be achieved by a diverse school population. The event could be arranged in collaboration with initiatives in other London boroughs arising from the Mayor of London's education enquiry. (Page 20/29)
9. By December 2013, each school should provide its parents with an annual scorecard, using data such as Family of Schools, to compare the achievement of each school with similar ones outside Haringey. The scorecard would also provide parents with advice about how they can support their child's learning and thus help to improve the overall school results. (Page 28/30)
10. The Local Authority should establish regular public meetings for parents from September 2013. The purpose would be: to explain educational developments in the Borough, to set out the educational entitlements of all families, and to provide parents with opportunities to hold the Council to account for educational performance in Haringey. Meetings should be held in different parts of the Borough, bringing together parents from schools with contrasting backgrounds. (Page 30/31)
11. The Local Authority should assist schools to establish links with universities, including a Russell Group university. The purposes of so doing include: raising students' awareness of the opportunities for higher education; enhancing partnerships between schools and universities for professional development; and influencing standards of teaching and learning. This recommendation should be carried out by June 2013. (Page 32)
12. Haringey should set out a framework of the entitlements of all pupils, all parents and all teachers in the Borough by July 2013. This should include the education, cultural and leisure opportunities that will be provided for all pupils. (Page 22/28)

The way forward

The Commission has now completed its work. This report will be presented to the Leader of Haringey Council, who will decide how to respond to its conclusions and recommendations.

The actions arising from the Commission are summarised below, showing how they relate to the three themes in the Commission's remit. This brings together the key messages and the specific recommendations from the report. More detail on each item has been provided in the relevant section above.

Members of the Commission have agreed to reconvene after a year in order to review progress made in implementing recommendations and to consider the impact that has been made towards achieving excellence for all pupils in Haringey.

Achieving Excellence For All

- Confirm vision and agree implementation plan
- Recommendation 1: All schools to be good or better
- Introduce improved systems of communication
- Recommendation 2: Borough target
- Recommendation 3: Targets for every school
- Identify and exchange best practice between schools
- Recommendation 8: 'Best of Haringey' event
- Broker or signpost best quality professional development
- Recommendation 6: Abolish the Teachers' Negotiating Group
- Devise recruitment and retention strategy to attract highest quality leaders
- Maintain and develop an emphasis on Early Years education
- Recommendation 7: 'Pupil passport'
- Celebrate successes of Haringey schools

Empowering Parents And Carers

- Provide high quality information for parents
- Recommendation 7: 'Pupil passport'
- Recommendation 9: Annual scorecard for parents
- Recommendation 10: Public meetings for parents
- Recommendation 12: Local framework of entitlements
- Produce information for parents on their responsibilities
- Disseminate existing best practice
- Establish regular public meetings for parents

A Changing Network

- Confirm Local Authority role as champion for children and families with core services as its main priority
- Recommendation 4: Re-definition of Council role
- Recommendation 5: Radical, alternative models for governance of schools
- Recommendation 11: Partnership with universities
- Evaluation of all services which continue to be provided by the Council
- Expand role of school networks
- Recommendation 7: 'Pupil passport'



Further information



Outstanding for All: A Commission on education for Haringey's children

Terms of Reference

Vision and purpose

Haringey Council has a clear vision of the power of education to transform children's life chances, empower them to achieve their full potential, and reduce inequality in our community by providing all young people with the opportunities they need to succeed. For these reasons, we believe that every child in our Borough has an absolute right to outstanding education whatever their circumstances.

The Commission, established by the Council and supported by Head teachers across the Borough, is tasked with considering the key challenges in implementing our vision of an outstanding education for all. We have witnessed in our schools significant improvements in educational attainment across all age groups over the past decade. Although welcome, the pace of change still leaves us frustratingly behind the national average in some areas.

Over the past decade we have also seen major changes to governance arrangements for schools with the introduction of academies and more recently free schools. Throughout the course of the last year debate on the management arrangements for schools has intensified. What is clear is that the configuration of our schools is irrevocably changing. So too is the relationship between schools, the Council and the local community.

As well as looking at broader educational trends and emerging issues in Haringey, the Commission is invited to come forward with radical proposals on both accelerating the pace of school improvement and the Council's future role in a changing education landscape.

The Commission is asked to confine its remit to the education provision for 5-18 year old students in Haringey.

Key areas of investigation

The following three themes have been identified for the Commission and under each key areas of investigation.

Achieving excellence for all

- How can all schools make profound improvements in attainment which surpass national performance measures?
- In the event of school failure what will be the most effective mechanisms for addressing or preventing such problems?
- Expectations of Haringey standards for school leadership and governance

Empowering parents and guardians

- What information and advice do parents and carers need to be empowered to access outstanding education for their children?
- How might the role of championing pupil and family interest be best undertaken in the reformed network of schools?

A changing network

- What mechanisms need to be in place to maintain a family of schools, made up of different types of provision, to ensure schools are rooted in and responsive to their local community?
- How should the scrutiny of schools be undertaken locally in the absence of direct powers of intervention for the Council?

Context

In reaching its recommendations, the Commission should consider: current and future direction of government education policy, the Council's statutory duties with regard to safeguarding and promoting the well-being of vulnerable children and best practice in education provision across other local authorities.

Next steps

As part of the review, the Commission is invited to produce an interim report by the end of July/August 2012.

This should provide an evidence base of current education performance and outcomes across Haringey's schools. The Commission is asked when building this evidence to seek out as broad a range of views as possible. The Commission is asked to actively seek out the views of teachers, parents, governors and students.

The evidence should provide a basis on which the Commission can formulate an initial set of

recommendations on future priorities and outcomes to test via public consultation in September/October.

Following the public consultation the Commission is asked to produce and publish its final report by the end of the calendar year December 2012.

In addition to the time given voluntarily by the commissioners the work of the Commission will be supported by Haringey Council officers and a budget of £12k has been allocated for expenses related to the work of the Commission which will be accounted for in its final report.



Call for evidence

Questions for adults:

1. What are the key things that enable children to succeed and do their best at your school?
2. How could your school get better at helping children do their best?
3. What information and advice do you think all parents / carers would find useful to have to help them access outstanding education for their children?
4. What do you think are the best ways to ensure the educational interests of children and families in Haringey's communities are met?
5. What does your school do to ensure relationships between teachers, pupils and their families are successful?
6. What major challenges do you think Haringey schools face in their aim to provide an outstanding education for all their pupils?
7. Any other comments you think are relevant to our inquiry that have not been covered above.

Questions for pupils:

1. What does an 'outstanding education' mean to you?
2. How does your school make it easy for you to learn?
3. What, if anything, makes it difficult for you to learn?
4. Is there anything your school could do to help you learn or achieve more?
5. How are your parents or carers involved in your education?
6. What does your school do to make sure you, your teachers and your parents work well together?
7. What kind of things does your school do to teach you about the different backgrounds and cultures of you and your friends?
8. Any other comments about your education in Haringey

The full summary of the responses to the call for evidence can be found on the Commission's website, www.outstandingforall.org.uk

Data and briefings received by the Commission

Information provided by the Council included data on:

- GCSE results broken down by school, Free School Meals (FSM) levels, ethnicity and gender
- Key Stage 2 results broken down by school, FSM levels, ethnicity and gender
- Key Stage 2 and GCSE results with value added
- Haringey data compared to statistical neighbours
- Data on outlying schools in deprived areas
- Data on outlying schools in non-deprived areas
- Breakdown of Ofsted results by school
- Numbers of children in temporary accommodation
- Schools budgets outturn for 2009-2011

The Commission received briefings and other information on:

- Haringey School Improvement Service's offer for schools
- Haringey's Networked Learning Communities
- Haringey Head teachers' Conference documents
- Haringey school governors
- Private, Voluntary and Independent (PVI) early education and care provision
- Inclusion and special educational needs
- Youth provision
- Supplementary and language schools
- Digital connectedness of young people in Haringey
- Schools and fuel poverty
- Recruitment and retention
- The Human Resources Service and its relationship with schools
- The Teachers' Negotiating Group
- Special Educational Needs and Disability support
- Special schools in the Borough
- Haringey Cabinet report: Accountable for Some, Responsible for All, 16 October 2012

Reports and other documents considered by the Commission

Analysis: Unsure about Sure Start: Fran Abrams, Richard Knight, Innes Bowen. Radio 4 transcript, July 2011.

The Annual Report of Her Majesty's Chief Inspector of Education, Children's Services and Skills: Ofsted, November 2012.

Developing primary leadership in England: adopting an interpretivist perspective; Wei Zhang, Mark Brundrett. Education 3-13: International Journal of Primary, Elementary and Early Years Education; February 2011.

Families of Schools 2011, London Secondary Schools: Department for Education: 2011

The Future Role of the Local Authority in Education: Jonathan Crossley-Holland. Association of Directors of Children's Services, 2012

Led by schools for schools; Harrow School Improvement Partnership. Harrow Council; 2011

The Mayor's Education Inquiry: Mayor of London, October 2012

National Curriculum Review; Letter from Rt Hon Michael Gove MP, Secretary of State for Education to Tim Oates, Director of Research and Assessment at Cambridge Assessment. June 2012.

Oceans of innovation: Michael Barber, Katelyn Donnelly and Saad Rizvi, Institute for Public Policy Research, August 2012

Schools that stay satisfactory; Ofsted; December 2011

The Schools Report: Defining the future role of London local authorities in education: London Councils, October 2012

Toolkit of Strategies to Improve Learning; Professor Steve Higgins, Dr Dimitra Kokotsaki, Professor Robert Coe. The Sutton Trust; May 2011.

Towards a self-improving system: the role of school accountability; Christine Gilbert. National College for School Leadership; 2012.

Commission costs

Commissioners provided their time and expertise on a voluntary basis. The remaining costs associated with the Commission and its inquiry are outlined below.

Item	Date	Cost
Report Writer	Duration of Commission	£14,400
Design and print of report	December 2012	£2,200.30
Commissioner transport expenses	Duration of Commission	£96.35
Commission meetings costs	Duration of Commission	£117.28
Total		£16,813.93

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