

<p><b>Report Title:</b> Arrangements for the use of pupil referral units and the education of children otherwise than at school</p>
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<p><b>Purpose:</b> This report provides the Schools' Forum with an overview of current PRU and alternative Provision arrangements, related financial implications and strategic direction of travel.</p> <p>The report will update the Forum on the key issues regarding budgets and commissioned places at the Octagon AP Academy, Haringey's Tuition Medical Needs Service and the KS4 Alternative Provision Roll with a view to the current position, plans and options from April 2016.</p>
<p><b>Recommendations:</b></p> <ol style="list-style-type: none"><li>1. Schools' Forum notes the number, configuration and costs commissioned places across the Octagon, Haringey Tuition Service and the Alternative Provision Roll.</li><li>2. In line with Priority 1 the Forum supports plans for the use of Money Following Exclusions to commission behaviour and well being interventions and cross phase transition for targeted primary schools.</li><li>3. Views are expressed regarding consultation for school based alternative provision.</li></ol>

## **Background and context**

### **1.1 Alternative Provision Commissioning Budget**

- 1.1.1 The Alternative Provision (AP) Commissioning Budget was created after the transfer of the Octagon and Primary PSC to academy status. The remit encompasses guaranteeing provision for children following permanent exclusion, children who are unplaced and targeted support for children at risk of school and social exclusion.
- 1.1.2 The reduction of school exclusions in the borough is an inter related component of the commissioning strategy as the further development of the range and type of commissioned PRU and AP provider programmes will give local schools increased confidence in commissioning AP as a secure alternative to permanent exclusion for vulnerable learners. (Table 4)
- 1.1.3 The 2014-15 budget of £1.498m was reduced by £0.132m to £1.366m to reflect the increase in recoupment for the Octagon and delegated budgets for the Tuition Service. £0.264m was transferred to Pathway to Early Support.
- 1.1.4 Agreed use of the 2015-16 budget:
- Octagon top-up £0.823m
  - Tuition Centre £0.123m
  - Other AP placements £0.081m
  - Commissioning costs £0.075m
- The total of £1.102m together with the IYFAP £0.338m makes up the £1.440m SAP Income DSG budget.
- 1.1.5 Under Section 19 of the Education Act 1996 local education authorities are expected to 'make arrangements for the provision of suitable education at school or otherwise than at school for those children of compulsory school age who, by reason of illness, exclusion from school or otherwise, may not for any period receive suitable education unless such arrangements are made for them.'
- 1.1.6 A program of work has already been initiated and evidenced via:
- Closure of the Octagon Secondary PRU in April 2014
  - Securing the reconfiguration of the primary and secondary PRU under the auspices of the Octagon AP Academy, Tri Borough Alternative Provision Academy
  - The creation of the Haringey KS4 Alternative Provision Roll
  - The creation of an Alternative Provision Commissioning budget
  - Improved quality assurance and performance monitoring systems
  - The commissioning of an alternative provision data base

## **The Octagon AP Academy (OAPA)**

### **1.2 Background**

- 1.2.1 In order to meet our statutory obligations (following permanent exclusion) 58 places have been commissioned at OAPA, with a 20% contingency. On average the roll exceeds this number due to interim/intervention placements.

1.2.2 In the academic year 2014/15 12 places are designated to KS2 students and 46 places to KS3 – KS4. From September 2015 16 primary and 44 secondary places have been assigned for Haringey students.

1.2.3 Placements are an amalgamation of children who have been permanently excluded from school (63%) and those on interim or managed move placements (33%).

### 1.3 Referral Routes/Access

1.3.1 There are three main referral routes into OAPA. Via permanent exclusion, SEND Panel and In Year Access Panel for new arrival YR11 students.

1.3.2 Schools are also able to access support from OAPA via a School's Service Level Agreement. (Appendix 2)

### 1.4 Curriculum (Appendix 1)

### 1.5 Academic outcomes 2013/14

1.5.1 The Octagon PRU converted to academy status in April 2014 under the auspices of the Tri Borough Alternative Provision Academy. However, significant changes in respect of the appointment of a head teacher, changes to the senior leadership team, governance and strengthening of the curriculum did not occur until September 2014.

1.5.2 Achievement represented in examination results improved from 0% 5 GCSEs (A-G) in 2014 (only 5 of 14 students entered for exams) to 54% 2014/15 (representing 13 students).

1.5.3 The 15% realisation of 5 GCSE grades A\*-C is well above the national and inner London comparative data for PRUs (1.8%).

### 1.6 Attendance

In Year 1 of OAPA conversion attendance has increased by 16.1%. Authorised and unauthorised absences are down by 9.7% & 6.4% respectively on the previous academic year. (Table 2)

Table 2 Attendance data over the last 4 years

Term	OAPA %
2014/2015 May	80.8
2013/2014	64.7
2012/2013	64.4
2011/2012	85.5

**1.7 Cost of Commissioned Places**

- 1.7.1 2014/15 calculations were based on EFA funding of £464,000 (58 x £8000) with a top up from the AP Commissioner of £890, 800 (58 x £15,358). The total cost per rolling place £23,358 across an academic year.
- 1.7.2 From 1 September 2015 the guaranteed place funding for PRU’s increased from £8,000 to £10,000. This increase has been offset by reducing the top-up funding by £2K per placement, from £15,358 to £13,358 resulting in savings of £116K from September 2015 and representing an adjusted cost of 775k.

**1.8 SEND Funding**

- 1.8.1 SEND places are not specifically commissioned at OAPA. Academic year 2014/15, all placements were commissioned as AP placements with a top up of £11,642. The total cost per rolling place £35,000 a year.
- 1.8.2 The LA has negotiated a revised funding model for the academic year 2015/16. A broad banding system deployed as a mechanism to gauge and agree funding levels which better reflects the variation of need has been agreed ranging from a £0 cost core offer to £11,642.

Table 1 Projected costs - Octagon AP Academy

	Costs 2014/15	Costs 2015/16	Costs 2016/17
Commissioned Places	890K	823K/ 775K	722K*
SEN top up	£11, 642 x 15 students pro rata	£0 – 11,642 x 10 students pro rata	£0 – 11,642 x 10 students pro rata

\*772K represents a proposed reduction of places with saving transferred to ‘Other AP Places’

- 1.8.3 Schools, as commissioners, will be expected to fund the SEND top up for children who remain on their roll but are on interim placements at OAPA. Transfer of the Element 3 top up funding to the provision would be more equitable for schools than the banding negotiated for the LA. However, the average cost of additional support for students attending OAPA 2014/15 was £5, 700. Representing a potential disincentive to schools.
- 1.8.4 The LA will need to ensure that systems and funding arrangements are not so prohibitive that children with SEND are more likely than their non SEND peers to be excluded and that they have fair access to commissioned services.

**1.9 Access and costs for schools**

- 1.9.1 Via OAPA’s service level agreement schools are able to directly commission both long and short term interventions:
  - assessment places
  - day 6 provision
  - managed interventions
  - managed moves
  - behaviour intervention team – outreach support (Appendix 2)

**1.10 Future developments**

1.10.1 Parallel to actively ensuring that the Octagon AP Academy continues to show improvement the aim is to increase the capacity and range of effective and sustainable provision able to deliver on statutory expectations both internal to OAPA but also in terms of Haringey and cross borough provision

## 1.11 KS1 Support

1.11.1 Academic year 2014/15 evidenced an exponential rise in the number of KS1 students at risk of permanent exclusion.

1.11.2 They were, without exception, vulnerable students who had been referred to Social Care/Early Help at some point in the previous 3 terms or who had historical support from services and experiencing degrees of familial disruption. As these students did not meet the age related threshold for OAPA arrangements were made with bespoke full or part time provision and specialist provision at the Haringey Tuition Service. Placement for this group was supported by a combination of school/ LA funding but costs for bespoke provision is high, ranging from £170 per day or £68 per hr. (Table 3)

Table 3 Permanent exclusions 2011 - 2015

Haringey School Exclusions	2011/12	2012/13	2013/14	2014/15 (as of 26 <sup>th</sup> June)
Primary	4	3	5	0
Secondary	28	25	36	19
Total	32	28	41	19

Table 4 Placements made as alternative to permanent exclusions\*

Permanent Exclusion (Secondary)	19
Permanent Exclusions (Primary)	0
Managed Moves to the KS4 AP Roll (Secondary)	6
Managed Intervention to the Octagon AP Academy (Secondary)	13
Managed Intervention to the Octagon AP Academy (Primary)	9
Interim Placements – KORI and Tuition Service (Primary)	6

\*Data does not include school to school managed moves

1.11.3 A proposal has been presented via Primary Head Teacher's Forum which details school funded support from OAPA and TBAP services encompassing a new KS1 class and outreach behaviour support model. A full response is expected end of autumn half term 2015. Improved collaboration and planning with Early Help and Health will contribute to the framework.

## **1.12 Planned decrease in commissioned OAPA places**

- 1.12.1 PRU places cost more than other alternative provision offering behaviour support and academic and vocational qualifications (£3, 600 - £9, 960 compared to £27,000 - £35,000 2014/16).
- 1.12.2 A more cost efficient and focused model of service delivery is planned whereby places commissioned at OAPA by the LA (for KS4) are reduced by 4 places and planned places in other provision is increased from September 2016.
- 1.12.3 Savings of 53K will be recouped by in order to ensure specialist placements are available to highly vulnerable young people. 38k of the reduction in top up fees, September 2015 – August 2016 will be transferred to the Tuition Service to support planned provision expansion.

### **The Haringey Tuition Service**

## **1.13 Background**

- 1.13.1 Haringey Tuition Service (HTS) is an integrated service incorporating a Medical Needs PRU and Tuition Service. It provides an interim service with the aim of enabling young people to return to an appropriate mainstream or special school. The provision caters for KS1 – KS4. In exceptional circumstances older students may be placed at HTS. Learners are taught in a variety of settings according to need. These include the Tuition Centre, the students' homes, public buildings such as libraries and local schools.
- 1.13.2 The medical needs provision also includes the Classroom at Simmons House (CASH) which is an Adolescent Psychiatric Unit with 12 planned places for patients aged 13- 18. This provision is based at Simmons House in Muswell Hill and provides places for students from outside Haringey.

## **1.14 Referral route/access**

- 1.14.1 Referrals to HTS come via Haringey's Early Help, SEND Panels and AP Commissioner. Referrals include a range of medical and mental health conditions and are generally supported by an intervention from a medical consultant. SEND referrals can encompass the whole range of physical, learning and behavioural needs.

## **1.15 Curriculum** (Appendix 1)

## **1.16 Academic outcomes**

Students spend short amounts of time with the service. Progress across groups of students and the ability range, particularly those with high ability, is consistently good.

## **1.17 Funding**

- 1.17.1 55 places were commissioned by the LA in the financial year 2014/15. The LA has responsibility for top up which was set at £123K, primarily acting to sustain a permanent staff group with the expertise to support schools. (Table 5)

Table 5 Haringey Tuition Service Income

Income 15-16	
DSG	524K
Additional funding from AP commissioner	123K
Total	627K

## 1.18 Future Developments

- 1.18.1 The HTS head teacher and management committee are exploring possibilities for enrolling students on a permanent basis from schools i.e. paid managed move or via SEN placements. This model could develop as an income stream for the HTS but also produce savings for Haringey SEND budgets by keeping children with EHCPs in high quality, cost effective specialist provision within Haringey.
- 1.18.2 A scoping exercise is underway to develop further links with CAHMS and other partners to shape resources and training for targeted schools. Discussion includes extended use of the Bruce Grove Youth Centre. The top up will increase from 123K to 161K in support of this expansion taking into account that proposed income streams will be offset by a reduction in top up 2017/18.

## The Haringey KS4 Alternative Provision Roll

### 1.19 Background

- 1.19.1 In the summer term 2011-12 Haringey's secondary school head teachers asked the local authority to find a viable solution for placing children at YR11 who were new arrivals to the country and to the borough.
- 1.19.2 From Autumn 2012 the LA has provided a strategic mechanism (The KS4 Alternative Provision Roll) for commissioning targeted, quality assured alternative provision that effectively enables newly arrived YR11 students to access full time academic, vocational and English as Additional Language courses. 75% of students need access to an ESOL curriculum.

### 1.20 Placements

- 1.20.1 Young people are placed on full time courses with educational providers who have successfully completed a thorough quality assurance procedure. They are registered colleges of further education or small bespoke providers registered as an independent or free school\*. In order to ensure that Alternative Provision Roll students are formally on the roll of a registered establishment they are placed on the roll of the Haringey Tuition Service and counted in their school census. An average of 75 students have been placed via the AP Roll September 2012 – July 2015.

\*Where the threshold for registration has been met

## **1.21 Referral routes**

1.21.1 Currently referrals are made via Admissions/IYFAP in consultation with parents and children. Schools are also able to place students and have them monitored via the AP Roll but they are expected to pay the full cost of the placement.

## **1.22 Curriculum** (Appendix 1)

## **1.23 Academic outcomes**

1.23.1 2014/15 65% made progress by one level, i.e. EL1 to EL2 (ESOL) and passed their BTEC courses. 35% made incremental progress. The majority of students enrol from the beginning of the spring term.

1.23.2 Attendance averaged 85%. 92% had identified post 16 destinations.

## **1.24 Funding**

1.24.1 Haringey secondary schools have agreed to meet the full placement costs. Initially funding was met via individual school sign up to the borough's SLA.

1.24.2 Schools' Forum subsequently agreed that from April 2015 funding would be top sliced from the Secondary School block and transferred £0.338m to the AP Commissioner's budget to cover placement costs. This figure is based on a projected placement of 80 full time students in placements ranging from £3,600 - £9, 990 per academic year pro rata. Additional support via an additional member of staff is accounted for in the IYFAP budget, representing 32K. (Appendix 3 ).

1.24.3 Any underspend resulting from a reduction in the number of YR11s entering the borough will be carried over to the financial year 2016/17.

## **1.25 Future developments 2016/17**

1.25.1 There are no plans to extend the number of AP places for new arrival YR 11 students. Going forward focus and energy will be centred on improving the quality of provision and ensuring that, alongside academic achievement, students' social, emotional and health need are addressed.

## **1.26 SEN and Alternative Provision**

1.26.1 It is proposed that in order to extend the offer, where needs can be met and placement is cost effective, KS4 students with EHCPs not on the roll of a school are placed and monitored via the KS4 AP Roll. Haringey SEND Team would fund the full cost of provision. An Alternative Provision Map indicating those alternative providers able to enroll students with SEND has been created and disseminated to partners.

1.26.2 Development of school based alternative provision

Consultation with secondary school head teachers will be progressed locally to explore scope for developing specialised 'school site' BESD provision. This



model will serve as a home grown centre of excellence, allowing schools access to high quality and cost effective places. The host school might choose to enrol students (pre PLASC) and charge a commissioning fee top up or dual register students charging a commissioning fee at a higher rate.

## **2016/17 Proposed Budget**

It is proposed that there is no decrease in the Alternative Provision Commissioning budget. Instead the budget will be reconfigured. (Table 6) Savings of 48K are projected from the reduced Octagon AP Academy rates 2016/17. 38K will be transferred to the Haringey Tuition Service for an expanded offer to the borough. 10K will transfer to Commissioning Costs.

### **1.27 Money Following Exclusions**

- 1.27.1 The School Finance Regulations 2012 make provision for both the Age Weighted Pupil Unit (AWPU) funding and the Pupil Premium to follow pupils who are permanently excluded from schools, including special schools and academies.
- 1.27.2 Where possible funds follow the child when she/he is reintegrated to school for teaching assistant time, mentoring etc. Local authorities are also able to designate to targeted, specialist, interventions which support improved behaviour and emotional health needs for children most at risk of school and social exclusion.
- 1.27.3 Work will be commissioned which places a focus on preventative work in primary schools and transition work between primary and secondary schools, with access to a wider range of support to address behavioural, social and mental health issues.
- 1.27.4 Stronger links between Early Help Services and CAHMS in order to identify and address concerns holistically will be essential.
- 1.27.5 The amount of MFE available is entirely dependent on the number of in and out of borough permanent exclusions of children resident in Haringey. Delivery of additional support will, therefore, be implemented from spring 2016 based on funds recouped April 2015 – December 2016 estimated at 70K. (Table 6)

Table 6: Projected Budget 2016/17

Commissioned Services	Description	Cost
Octagon AP Academy	54 commissioned places	775K 722 (from September 2016)
Haringey Tuition Service	55 commissioned places	161K
Additional places	Commissioned places for students unable to attend the Octagon AP Academy or Haringey Tuition Service	81K
AP Commissioning Unit	AP Commissioning costs	85k
	<b>Total</b>	<b>1.102m</b>
Money Following Exclusion payments to schools	To provide schools with additional support to meet costs associated with In Year Fair Access placements. E.g. teaching assistant time or other specialist support	15K
Targeted Support via commissioned services	Provision of Health Mentors to targeted schools using exclusion and referral data and Money Following Exclusion funding	55K
	<b>Total</b>	<b>70k</b>

High Needs Block
MFE

**APPENDIX 1  
Alternative Provision Curriculum Map**

Qualifications	The Octagon AP	Haringey Tuition	KS4 Alternative
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		Academy	Service	Provision Roll
GCSE	Maths	√	√	√
	English	√	√	√
	Science	√	√	√
	Art	√	√	√
	Citizenship			√
	ICT	√	√	√
	Drama and Performance			√
	Travel & tourism		√	
	Catering/Hospitality		√	
	Statistics	√		
	French	√		
	Religious Studies	√		
BTECs	Science			√
	Sport and Leisure	√		√
	Media			√
	Health & Social Care			√
	Business			√
	Art and Design			√
	Music/ Technology	√		√
	Public Services			√
	Travel & Tourism		√	√
	Home Cooking			
	Animal Husbandry			√
Vocational Options	Motor Mechanics			√
	Hair and Beauty	√		√
	Catering			√
	Childcare			√
	Construction	√		√
	Drama and Performance	√		
	Nutrition & Health	√	√	
	Home Cooking	√	√	√
Open College Network	Hair and Beauty			√
	Catering			√
	Sport			√
	Drama and Performance			√
	Cookery			√
Functional Skills	English	√		√
	Maths	√		√
	Science	√		√
	ICT	√		√
City & Guilds	Horticulture			√

## APPENDIX 2

### TBAP Service Offer to Schools

<b>Primary Provision via TBAP</b>	<b>Cost</b>	<b>Secondary Provision via TBAP</b>	<b>Cost</b>
<b>Permanent Exclusions &amp; managed interventions</b>	No charge (loss of AWPU from school for PEX)	Core Offer: place by place basis  Permanent Exclusion  Managed Move to avoid permanent exclusion	AWPU to follow pupil  £5516 ( in autumn term) £3979 (in spring term)
Behaviour Intervention Team Support Level 1 <ul style="list-style-type: none"> <li>• 1 x initial meeting</li> <li>• 2 x observation</li> <li>• 1 x feedback meeting</li> </ul>	£650 per individual or whole class	Early Intervention and Support  Additional places if bought into scheme  Spot purchase of days if not bought into the SLA	£11,300 per rolling place  £175 per day  £275 per day
Level 2 <ul style="list-style-type: none"> <li>• 1 x initial meeting</li> <li>• 3 x observation and feedback</li> <li>• Collation of information</li> <li>• 1 x joint planning meeting</li> </ul>	£1750 per individual or	Professional Development  Specialist Leader of Education  Individual pathway module  Option1: 5 places on pathway modules	£350 per day  £60  £275
Combined Package (in a single school) <ul style="list-style-type: none"> <li>• Level 2 in school support for up to 2 learners</li> </ul> Plus additional support for a further four learners at level 1	£6,000 per year		
Professional Development Middle and Senior Leadership Coaching CPD 1 day 1/2 day	£800 per day £500 up to a group of 30 £350 up to a group of 30 £140 up to a group of 30 £157 per person or £1,800 for a group of 12 staff		

### APPENDIX 3

#### KS4 Alternative Provision Roll Budget 2015/16

Autumn Term PLASC* 39 Places	
31x Band 1 College ESOL	£110,215
4x Band 2 College GCSE/FS/Vocational	£21,100
4x Band 3 Independent	£35,520
Total	£166,835

\*funding drawn down via PLASC

Autumn Term Post PLASC 15 Places	
11 ESOL	£40,650
2 GCSE/FS/Vocational	£8,568
2x Band 3 Independent	£14,800
Total	£64,018

Spring Term 19 Places	
10 ESOL	£24,500
7 GCSE/FS/Vocational	£23,989
2 Independent	£11,840
Total	£60,329

Summer Term 7 Places	
5 ESOL	£6,125
2 GCSE/FS/Vocational	£3,426
Total	£9,551

Grand Total Student Placements via the KS4 Alternative Provision	£300,733
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Additional Support Costs	
Alternative Pathways	£5,000
Additional Support	£32,000
Total	£37,000

Grand Total Student Placements and Support	£ 337,733
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