

**Report Title:**

Arrangements for the use of pupil referral units and the education of children otherwise than at school

**Author:**

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**Purpose:**

The report will update the Forum on the key issues regarding alternative provision with a view to the current position, plans and options.

**Recommendations:**

Schools' Forum are requested to express views regarding progress and plans going forward

**Date:** 20<sup>th</sup> October 2016

**1. Introduction**

1.1 Schools' Forum will recall that a report on 'Arrangements for the use of pupil referral units and the education of children otherwise than at school' was presented on 22<sup>nd</sup> October 2015. This report provides the Forum with an update on progress regarding provision arranged for children educated in alternative provision and key commissioning priorities to children, young people and schools in the borough.

**2. Background**

2.1 The Alternative Provision Commissioner's previous report highlighted the inter-related components between the strategy to reduce school exclusions in the borough and the further development of the range and type of commissioned PRU and alternative provision (AP) programmes to give local schools increased confidence in commissioning AP as a secure alternative to permanent exclusion for vulnerable learners. The programme of work initiated April 2014 – October 2015 was outlined as follows:

- 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 for alternative provision
- Creation of the Virtual Alternative Provision Forum and

- The commissioning of an alternative provision data base

### **3. Progress to date**

#### **3.1 The Octagon AP Academy (TBAP)**

In order to meet our statutory obligations (following permanent exclusion) and to ensure sufficiency of places for earlier intervention the Council has maintained 58 commissioned places at the Octagon AP Academy (OAPA).

Taking into account that numbers are small (12 YR11s in 2014/15 and 11 in 2015/16) the proportion of students getting multiple GCSEs fell compared to 2014/15. The proportion obtaining 5 GCSEs was 54% last year representing 2 students but only 18% this year representing 1 student. The good news is that there has been an improvement in the proportion of learners getting at least 1 good GCSE (the proportion getting at least 1 GCSE A\*-C) which rose from 62% last year to 82% this year. Of the 8 learners taking Home Cooking, all of them Achieved BTEC Level 2 Award and of the 7 learning taking Functional Skills Maths, 6 reached entry level 2 or higher.

Attendance averaged 81%.

#### **3.2 Fixed term and permanent exclusions**

Although there was a 15% increase (19 to 22) in the number of permanent exclusions from secondary schools between 2014/15 – 2015/16 the arrangements with OAPA contributed to keeping this increase small via access to schools for managed moves (5 secondary aged students) and short managed intervention placements based at their premises in the Irish Centre in Tottenham.

In 2015/16 68 students (38 KS3 and 30 KS4) were referred for managed interventions based at the Irish Centre in Tottenham and a 'Weapons Awareness Programme' was initiated in Summer 2015/16 which, in conjunction with the Youth Justice Service (YJS) and police, aims to reduce the number of permanent exclusions and the prevalence of knife carrying and use by young people in the borough.

17 students were permanently excluded for 'possessions of weapon' across 2013/14 – 2015/16, averaging 5 secondary aged students per year. Numbers referred for the intervention are low but in accord with the rate for children excluded for weapons as a one off incident.

Given the number of referrals for children at risk of permanent exclusion we are able to estimate that there was the potential for approximately 40 recorded secondary school permanent exclusions in the borough 2015/16 as opposed to 22. A reduction in the number of fixed term exclusions from 1 secondary school is partially attributed to the use of managed intervention places. A full evaluation to ascertain impact, i.e. reduction of fixed term exclusions and non escalation to permanent for the students who have progressed to KS4 is pending.

The Octagon AP Academy made a significant contribution to the borough's zero permanent exclusions for primary aged students in 2014/15 and in keeping numbers low (1 permanent exclusion) in 2015/16.

In the academic year 2015/16 a KS1 class was commissioned at an additional cost of 50k in order to meet demand following the high number of KS1 children at risk of permanent exclusion. Across the year 5 children on the cusp of permanent exclusion were placed. They were dual registered and returned to school after an interim period. The class had

capacity for four children but this additional support was decommissioned at the end of the academic year in order that sustainable avenues of support were pursued and secured.

### **3.3 The KS4 Alternative Provision Roll**

The ambition is to ensure a flexible, expandable alternative provision model, able to adapt to demand but also to control the need for high cost provision. It is considered that some progress towards this is being made.

Additional places have been commissioned of the type able to deliver relevant, good and outstanding education. Provision able to supply both in and outreach support to schools has also been increased alongside traditional short and long term places.

In 2015/16 of the 81 students on roll through the year 65 students were entered into an exam, 16 were not. Among the 16 who did not complete an exam, 11 had only enrolled on the programme after April 2016. Across functional skills assessments 75% of exams taken were passed. For GCSE the pass rate was higher – all of the students sitting an English, Maths and ICT GCSE passed for other GCSE subjects the pass rate was closer to 80%.

## **4. Strategic priorities 2016 – 2018**

The overarching priority is to ensure that children are supported to succeed in mainstream school but that where that is not possible (for a variety of reasons) they have access to good and outstanding education able to meet their needs. In partnership with schools, the priorities are to:

- Support the reduction of secondary school fixed term exclusions equivalent to national rates from 8.5% - 6.5% by 2018;
- Reduce pressure on the High Needs Block;
- Review of the Tuition Service and
- Support the development of SEMH provision in the borough

### **4.1 Alternative Provision and the reduction of fixed term and permanent exclusions**

The key task is to ensure that the educational, social and emotional needs of students not in mainstream and special school are met effectively.

#### **Secondary Schools**

Alternative Provision has an important part to play in bridging the achievement gap between black and black Caribbean boys who are twice as likely to be excluded from school as their peers in the borough. In partnership with head teachers the scope of alternative provision will include commissioning services able to support vulnerable children through transition and provide a continuum of opportunities for leadership, challenge, participation and academic excellence in school and the community.

To further support the reduction of permanent exclusions whilst giving children the opportunity (where appropriate) to continue their education in mainstream school the Council plans to secure and fund a rolling place at TBAP's Managed Intervention Centre (based at the Irish Centre). This placement will be available to secondary schools for 5 week assessments and managed interventions prior to implementation of a managed move (submitted via In Year Fair Access Panel IYFAP) and for children with more complex needs referred to schools by Admissions via IYFAP.

The placement will be funded by Money Following Exclusions at a cost of £11, 600 per academic year.

Collective responsibility is an integral part of the In Year Fair Access Protocol. Head teachers are asked to discuss and agree thresholds for access to provision for children experiencing multiple fixed term exclusions (i.e. more than 3 per term) or who are at risk of permanent exclusion. This group of children will also be referred to Early Help and monitored via an Exclusion/Inclusion Panel from Spring 2017.

There was limited access to secondary schools where head teachers were able to refer YR11 students to the KS4 Haringey Alternative Provision Roll if the student met the threshold for permanent exclusion but placement at OAPA was assessed as inappropriate. Schools paid the full cost of provision directly to the local authority to cover the risk of placement breakdown.

Where there is full consultation and agreement with the parent and child and where needs can be well met, this strategy would constitute a viable alternative to permanent exclusion. It is suggested that this offer can be further extended to schools but that it is held within the medium of the In Year Fair Access Panel. Head teachers will hold each other to account and evaluate whether the threshold for placement has been met but they may also wish to discuss options for a managed move. Due to limited capacity in the KS4 Alternative Provision team it is recommended that the number of children referred does not exceed 5 per academic year and is balanced with the number of children with complex needs referred in the normal way.

#### Primary Schools

The task is to encourage intervention which is sufficiently early to reduce the need for alternative provision and to reduce the number of fixed term and permanent exclusions.

This new direction moves away from a borough wide collective commissioning of behaviour support to a direct model of targeted support via commissioned services which enable children to remain included or re-integrated into main stream school. The strategy aims to use limited funding for joint commissioning between schools and the Council in order to provide direct, onsite support to the primary schools that need it most. On a strategic deployment basis, the aim is to develop the workforce and restructure provision giving children greater opportunities for building better relationships, enjoying and taking part in activities, learning new skills and becoming more mindful of their inner resources. Schools were consulted based on historic, higher than average rates of fixed term exclusions and children at risk of permanent exclusion and levels of referrals to Early Help.

In this project targeted support takes on a broader, school wide aspect towards 'universal targeting'. We will move closer to ensuring that we are able to capture a broader range of children not simply defined by their current 'exclusion' status but also those who have been identified as not having the protective factors which may put them at increased risk of exclusion at secondary school. Impact will be measured against initial school level data on attendance levels, rates of referral for external support, fixed term exclusion/ internal exclusion rates and the self assessment health survey

#### **4.2 Pressures on the High Needs Block**

The High Needs Block is under severe pressure and there is a need to reconfigure and make best use of resources in order that the provision offer is of high quality and is able to meet and control demand.

## Financial Context

The Alternative Provision budget totals 1.4M for the financial year and constitutes funding outlined in Table 1. Table 2 shows funding distribution accordance with place and pupil led funding and the number of placements commissioned by from each service.

Provision	Funding level
Octagon AP Academy	0.775
Tuition Service	0.077
SEND additional costs	0.130
Haringey Alternative Provision (IYFAP)	0.338
Additional Placement Commissioning	0.081
Commissioning costs	0.075
Total	1.4m

Table 1 Alternative Provision Budget 2016/17

	Place led funding (EFA)	Pupil Led Funding (HNB)	Number of places	Other	Total
Octagon AP Academy	580K	775K	58		1.3m
Medical Needs Tuition Service	550K	77K	55		0.625
Simmons House	180K		12		0.180
Haringey Alternative Provision			80 (Predicted)	338K Transferred from school budget shares to HNB	0.338

Table 2 Alternative Provision Placements and Funding Source 2016/17

The High Needs Block Sub Committee will be kept informed of further monitoring and budget projections which will take into account use of Money Following Exclusions in such a way that the amount designated to Additional Commissioning Placements are reduced.

### 4.3 Haringey Tuition Service

The Haringey Tuition Service currently has an interim head teacher who has led on recent risk assessments of Bruce Grove (the base for the onsite provision), admissions procedures and student placements. The need for a wide ranging review of the service has been identified to ensure that the provision made by the Service meets the current and future needs of the children and young people of our borough and also of relevant stakeholders.

Currently, referrals received are for students with a variety of complex medical, emotional and learning needs and the purpose of the provision is to help the young people return to the appropriate educational setting at the earliest opportunity. This function will not change but as indicated at Schools' Forum October 2015 there is scope for a tiered approach to

access in conjunction and the development of further links with CAHMS and other partners to shape resources.

The review of the Tuition Service is likely to cover the following areas:

- Current delivery via i) full or part time attendance on-site ii) off site tuition (in homes or named settings) and iii) at Simmons House.
- Status of the Service
- Admissions arrangements
- Location of the Service
- Purpose of Service
- Budget, including how delegated budget is managed by the Head teacher/Management Committee (including provisions of Scheme of Delegation)
- Future funding
- Curriculum offer
- Commissioning of hours/places from SEN/AP/any other

#### **4.4 Social Emotional Mental Health Needs and Alternative Provision (SEMH)**

There is an increasing level of need for provision SEMH in the borough and it is a priority that local provision is developed which effectively reflects a holistic aspect of SEMH need and does not focus solely on manifestations expressed through challenging behaviour and school exclusion. Provision must be accessible both as part of a planned early intervention offer as well as through crisis intervention and reflect comprehensive assessment, clearly expressed expected outcomes, explicit partnership roles and responsibilities as well as high quality academic/vocational curriculum and value for money.

In order to meet current and future need, provision will need to address specific groups of children, including those:

- in Child and Adolescent Mental Health Services (CAMHS) tier 2/3 with SEMH;
- missing from education with tier 2- 3 assessed SEMH;
- with SEMH and at risk of permanent exclusion;
- with an Education, Health and Care Plan who have been permanently excluded and
- on the cusp of care and school placement breakdown.

A collaborative approach designed to meet the educational, therapeutic and social needs of our most complex and hard to reach young people will be developed to bring together CAHMS (and additional local mental health community agencies), Social Services, Educational Psychology Services, creative arts and sports organisations. The aim will be to encourage organisations to work together to provide high quality, bespoke programmes and interventions which adopt a family approach.

It will be important to ensure that, through this more collaborative approach, colleges and specialist independent providers falling outside the special school category deliver a good/outstanding offer to meet the individual needs of learners with SEND. Provision will need to be used flexibly and imaginatively to ensure that students have access to a combination of elements, academic and vocational, but also specialist resources and therapeutic interventions to establish a bespoke offer to meet need.

Referral to AP for children with SEND has a significant part to play in reducing permanent exclusions for this group. However, the rate of referral (from all routes) will need to be stringently monitored as will the outcomes achieved through this approach. It is important that a clear rationale is evidenced detailing the expectations, needs and capacity of the

students referred to alternative provision and whether provision is able to meet those needs and aspirations.

## **5. Ofsted's Three Year Alternative Provision Survey**

The findings from Ofsted's three-year survey of schools' use of off-site alternative provision, published in February 2016, identified a number of areas for improvement in the delivery of alternative provision nationally. The weaknesses highlighted included:

- lack of alternative provider knowledge regarding child protection;
- poor assessment and reporting on academic progress and outcomes including target setting;
- inadequate monitoring of the quality of teaching and learning;
- poor provision evaluation and
- narrow curriculum offers

In response to the findings of this survey, which are not specific to Haringey, it is proposed that schools and AP Commissioning work together to ensure improved standards for AP.

An Alternative Provision Quality Assurance Handbook describing best practice regarding the AP Commissioning cycle will be disseminated to all Haringey secondary schools before the end of Autumn term.

## **6. Future Policy Developments**

The Secretary of State for Education announced in March 2016 the intention to reform alternative provision so that schools remain accountable for the progress and educational outcomes of students in alternative provision following permanent exclusion until such time as they are admitted to another school.

This proposal would mean that 'permanent exclusion' represents a juncture in a child's relationship with his/her school but not a complete break. This reform would represent a significant shift in the relationship between schools and the local authority in terms of support and challenge of school exclusions thresholds. Protocols for communicating rights and responsibilities parents and children have in this process will be key.

There will be an accompanying shift in the funding regime such that schools will be responsible for the budgets from which alternative provision is funded but local authorities will be responsible for ensuring sufficiency of places. (Educational Excellence Everywhere DfE March 2016). This implies that funding for AP will transfer from the high needs to the schools block and that schools will be responsible for agreeing arrangements.

It is understood that implementation of the reforms is planned for 2019. More detail will emerge over coming months and Schools' Forum will be kept informed of developments.