

Report to Haringey Schools Forum – 17th January 2018

Report Title: Arrangements for the use of pupil referral units and the education of children otherwise than at school
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Purpose: The report updates the Schools' Forum on the Pupil Referral Provision and the provision of Primary Outreach (behaviour support for vulnerable children) at the Octagon Alternative Provision Academy.

Recommendations: Schools' Forum is asked to note the report and to comment on progress and plans going forward.

1. Introduction

Under the Education Act 1996 (Section 19), local authorities are required to make arrangements for the provision of suitable education at school or otherwise than at school for those children of compulsory school age who, due to illness, exclusion from school or otherwise, may not for any period receive suitable education unless such arrangements are made for them.

This report provides an update on the current provision at the Octagon Alternative Provision (AP) Academy and on recent commissioning activity resulting in:

- An increase in the number of Pupil Referral Unit (PRU) placements commissioned to accommodate specialist SEMH provision at the Octagon AP Academy;

- A Primary Outreach service commissioned to support vulnerable pupils in primary schools

A report will be presented to a future Schools' Forum setting out the wider AP landscape including the needs to be addressed, the range of providers currently being commissioned, any gaps in provision and any developments being initiated. As part of this paper, there will be an analysis of Social, Emotional and Mental Health (SEMH) needs, gaps and provisions.

2. Provision commissioned from the Tri Borough Alternative Provision Trust (The Octagon Alternative Provision Academy)

In order to meet its statutory duties to ensure education provision following permanent exclusion, Haringey Council entered into a 3-year contract over the period 2014 – 2017 with the Tri Borough Alternative Provision Trust (TBAP) to manage the Octagon Alternative Provision Academy (Pupil Referral Unit) based in Wood Green.

Arrangements for re-tender prior to the end of the three-year contract would have required that the Council initiated a procurement/commissioning process by March 2016, only two years into the original contract. The Council did not believe that it was in the best interests of the vulnerable cohort referred to PRU provision to re-tender for services without first stabilising the setting and testing the current model through the Ofsted inspection framework. The Octagon AP Academy were inspected in February 2017 and achieved a rating of 'Good'.

On the basis of this, the contract with TBAP has been extended for an additional two years, September 2017 – August 2019, as allowed for in the original contract.

At the heart of the vision is the aim to ensure that all students have in-borough access to a high quality and appropriate curriculum, achieve their potential and are not disadvantaged in comparison to their peers accessing education in mainstream settings. This model will support the aspiration to become a fully inclusive borough, and will support the delivery of our priorities around prevention and early intervention.

Provision will accommodate a 3 phase admission and exit strategy made explicit in each student's placement plan at enrolment.

- Revolving door – children permanently excluded for one off incidents reintegrated within a 6-week period
- Longer Term Placements – children managed moved and permanently excluded with complex needs reintegrated within a 24 – 36 week period
- Bespoke SEMH provision for children with EHCPs (interim and longer term)

Centralised systems have been developed, via IYFAP, to monitor and scrutinise access to and reintegration from PRU provision.

3. September 2017 – August 2018 (year 1)

a. Place numbers

The academic year 2016/17 and this academic year so far 2017/18 have seen an increased demand for PRU placements. This cannot solely be explained by the rise in permanent exclusions, which in the preceding 4 years saw the highest number at 41 (2013/14) and the lowest at 19 (2014/15). Requests for managed moves, PRU to PRU transfers and placements for children newly arrived in the borough, at high risk of permanent exclusion from their previous school, have increased significantly, resulting in the provision being at capacity from the start of the academic year 2017/18.

The reduction of places for September 2017 (from 58 to 54) indicated in the report to Schools' Forum, October 2016, did not occur due to continued high demand for placements and 58 places are now commissioned from TBAP for student enrolments at The Octagon AP Academy.

Based on numbers of permanent exclusions and referrals for interim provision in recent years, 8 places are allocated to primary and 50 to secondary.

b. SEND provision at the Octagon AP Academy

Of the 58 places commissioned for 2017/18, 10 will be designated to students with EHCPs. SEND top up will be agreed by Haringey SEND Panel.

Funding amounts for children with EHCPs will fall within a banding of £0 – £11, 642 according to additional support needed whilst in attendance at the Octagon AP Academy. Agreements will be reached by the provision and the local authority in terms of the bands individual children meet.

4. September 2018 – August 2019 (year 2)

a. Place numbers

Placements will increase from 58 to 68 in Year 2 of the contract in order to accommodate specialist bespoke provision for students with EHCPs on the site.

Of the 68 places, 14 will be designated to students with EHCPs. 4 of the placements will be designated to primary students who will receive their education in classes designed for their age group but with additional support to meet their needs.

10 secondary aged students will receive their specialist support in separate, onsite, bespoke provision with its own identity (and name) staffing and entrance/exits points.

b. Specialist in-borough SEMH provision at the Octagon has been commissioned to start from September 2018 and will play a part in the borough's graduated response to and support for children at risk of social exclusion and will:

- Maximise the potential for KS2 and KS3 students with SEMH needs to transfer successfully to mainstream secondary schools (having received the right interim support) thus reducing referrals to special and independent schools
- Support students to reintegrate successfully back into the referring school and interim placement;
- Give Haringey students an opportunity to access specialist provision in their own community;
- Improve parental confidence in the continuum of provision available within Haringey and thus increase parental choice;
- Give parents greater opportunities for involvement in their children's education and to develop their capacity to support their child's development and progress.

c. Access to the curriculum

The provision will deliver a broad and balanced curriculum where students can make clear progress. The curriculum will be built on a philosophy of meeting the holistic needs of the students with mental health, literacy, communication and the development of independence as key principles. Key features include:

- A personalised curriculum offer to meet the specific needs of individuals
- Small class sizes.
- Opportunities for 1:1 and small group work in a quiet environment, arranged flexibly according to individual need.
- Further appropriate provision to take account of any additional student needs
- An enhanced social and emotional curriculum.
- Progress towards individual outcomes are rigorously monitored and reviewed in consultation with parents.
- A strong pastoral support system with an emphasis on emotional health and well-being.
- Support from a primary mental health worker from the Child and Adolescent Mental Health Services (CAMHS).
- Experienced and well trained staff who are expert at working with emotionally

The building blocks of this curriculum will include:

Confidence	Identity	Family
Participation	Self expression	Leadership
Self management	Resilience	Altruism i.e. volunteering

d. Family Learning Model

A family learning model which requires participation of a parent or significant adult family member classroom sessions with their child and in 'multi-family' group sessions.

e. Staff Expertise

Highly trained staff working with students and who are empathetic to the challenges faced by young people with SEMH. Teaching will be very structured and will include:

- Opportunities to develop students' tolerance to working in whole class, small groups and 1:1 situations
- Well managed movement between activities to reduce unstructured time
- Support to develop sustained engagement and attention skills
- Opportunities to develop in students' problem solving skills and self-advocacy
- An emphasis on language enrichment to support social skills as advised by a speech and language therapist
- Explicit teaching of negotiation and conflict resolution skills
- Explicit teaching of life and leisure skills
- Preparation for adulthood with a focus on developing independence and life skills
- Readiness for work programs

f. Accommodation Remodeling

The Octagon site will be redesigned to accommodate 10 secondary aged students in the area currently used for the primary cohort and will include:

- Discrete provision not accessed by other students on roll students
- Designated calming areas/safe spaces for time and space to allow for emotional self-regulation
- Carefully planned outside spaces conducive to relaxation and recreation
- Designated area for multi agency/therapeutic interventions
- Separate entrance

- Three classrooms with play area
- Shared access to gym
- Access to open air atrium

A prefabricated building will be rectified in a suitable open space adjacent to the main Octagon AP Academy site for 8 primary students. Primary students will have separate entrances/exits and play areas.

Funding for the remodelling is being sourced through s. 106 funding. S. 106 (Town and Country Planning Act 1990) agreements are drafted when it is considered that a development will have significant impact on the local area that cannot be moderated by means of conditions attached to a planning decision (i.e. regeneration).

In effect, the s.106 funding has been identified to build additional education capacity to provide additional educational facilities within the area borough required as a consequence of the development. Funds can be spent on capital projects to improve or extend the buildings at an eligible school. This could include special educational needs or other school based facilities for the benefit of children. A feasibility study of the works to be carried out is planned for December 2017 and a predictive timetable of works will follow with the intention that students are in provision by September 2018.

g. Financial Model

The additional spend for the SEMH provision on the Octagon site is part of an Invest to Save strategy based on offering children provision in-borough which is part of their local networks, can offer improved outcomes and will realise savings against out of borough spend.

The funding level for 12 children currently placed in out-of-borough provision 2017/18 and whose needs could, in future, be met through in-borough specialist provision is £728, 000. There are 10 – 14 children whose needs would be met within the Octagon SEMH provision.

The cost of proposed SEMH in-borough provision totals £140,000 for up to 14 children with Education Health and Care Plans. The proposed increase from 58 to 68 places represents an additional increase of £133, 344 pupil placement top up. The cost of SEMH provision will total £273, 344 (Appendix 1) which is a considerable saving against out of borough provision.

h. Primary Outreach

Primary Behaviour Outreach is already offered to schools via Service Level Agreement with TBAP. Evidence indicates services are purchased regularly by 6 Haringey primary schools. Feedback regarding impact on pupil behaviour has been positive. The Council has commissioned the Octagon to ensure that a significant minority of vulnerable children across the borough have access to this additional support in their mainstream setting.

The aims of the provision will be:

- To support primary schools in developing their own capacity to respond even more effectively to the needs of students with social, emotional and behaviour needs
- To work with school staff to plan and implement programs of support and interventions at individual pupil, whole class or whole school level

Priority will be given:

- To support Children in Need, pupils subject to a Child Protection Plan and Looked after Children who are at risk of or who have been excluded
- To help stabilise provision in mainstream school for pupils with SEN who are at risk of exclusion
- To support transition for YR6 pupils who have experienced multiple fixed term exclusions and would be at risk of exclusion at secondary school

Referrals will be prioritised according to the thresholds described above via Primary IYFAP. School Admissions will convene monthly IYFAP from January 2018.

Primary Outreach will be funded via the Alternative Commissioning budget at a cost of £63,120 for the academic year, resourcing 0.8 teacher and 0.6 Learning Support Professional. Based on school feedback and evaluation, schools will be asked to match fund the service for 2018/19 thereby doubling staff capacity and the support available. Schools will be consulted February 2018.

5. Conclusion

This paper has set out the services being commissioned from the Octagon from September 2017 – July 2019. The Octagon forms part of the wider AP offer for Haringey's children, young people and schools and is commissioned alongside a range of other provisions. In order to set out the wider AP landscape, it is intended to bring a future paper to Forum which will present a needs assessment, a clear set of outcomes and current activity in order to consider the future commissioning intentions for AP in Haringey. A part of the paper will be devoted to SEMH provision, including a needs assessment across the spectrum of needs, key outcomes and provisions.

The Council is planning to engage with key stakeholders including children and young people, parents, schools and local authority partners in order to determine the best options for AP provision after August 2019. Decisions will be made to take into account:

- a. Local need
- b. Performance of current provision
- c. Budget Restrictions
- d. Future legislation*

*Excellence Everywhere White Paper (2016). Proposal to devolve responsibility for students, post permanent exclusion, to schools.

Appendix 1 Octagon AP Academy Financial Model

Contract Value	Original contract			2017 – 2019 Contract Extension		High Needs Block Cost / (Savings)
	£2,618,000			£2,056,344		£(314,656)
	2014-15	2015-16	2016-17	2017-18	2018-19	2018-19
58 Placements	£810,000	£775,000	£775,000	£775,000	£775,000	
10 SEMH Placements					£133,344	£133,344
SEND Top Up	£90,000	£84,000	£84,000	£84,000	£140,000	£140,000
Outreach Provision				£63,000	£63,000	
Additional Rolling Placement				£11,500	£11,500	
Assume 4 children is still placed out of borough at £56k a place						224000
Cost of current Octagon AP						£(84,000)
SEND Top up for up to 10 places						£(728,000)
Cost of current out of borough SEMH placements						
Total	£900,000	£859,000	£859,000	£933,500	£1,122,844	£(314,656)

2017-19 Contract Value **£2,056,344**
Decision report value for 2 year extension includes contingency for rise in cost of placements of 4% **£2,138,598**