

**Inspection report**  
**HARINGEY**  
**Local Education Authority**

Date of inspection: September 2003

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## **Basic information about the LEA**

Name of LEA:	Haringey Local Education Authority
Address of LEA:	Haringey Education Services 48, Station Road Wood Green LONDON N22 7TY
Lead inspector:	Kevin Jane
Date of inspection:	September 2003

## Introduction

1. This inspection of Haringey local education authority (LEA) was carried out by Ofsted in conjunction with the Audit Commission under section 38 of the Education Act 1997. The inspection used the *Framework for the Inspection of Local Education Authorities (December 2001)*. The inspection focused on the effectiveness of the LEA's work to support school improvement. The inspection also took account of the Local Government Act 1999, insofar as it relates to work undertaken by the LEA on Best Value.

2. The inspection was based on a range of material, which included self-evaluation undertaken by the LEA, and data, some of which was provided by the LEA. That material also included school inspection information; HMI monitoring reports; audit reports; documentation from, and discussions with, LEA officers and members, focus groups of headteachers and governors, staff in other departments at that local authority and diocesan representatives. Other agencies and LEA partners participated in focus groups. In addition, the inspection team considered the earlier Ofsted/Audit Commission report on this LEA (published in February 2002). A questionnaire, seeking views on aspects of the work of the LEA, was circulated to 85 schools, and its results were considered by the inspection team. The response rate to the questionnaire was 53%.

3. The inspection also involved a thematic study of particular aspects of the LEA's work, including attendance, support for behaviour, and the education of those other than at school, through visits to four secondary schools, one special school and the pupil support centre. Those visits tested the views of headteachers and other staff on key aspects of the LEA's strategy. They also considered whether the support that is provided by the LEA contributes, where appropriate, to the discharge of the LEA's statutory duties, and is effective in contributing to improvements in the school and provides value for money.

4. For each inspected function of the LEA, an inspection team makes a judgement that is converted into a numerical grade. The inspection team may make up to 52 key inspection judgements. An inspection judgement is made against criteria for each inspected function of the LEA. These criteria (and the guidance notes on functions of an LEA that may be inspected by Ofsted) can be found on the Ofsted website. The numerical grades awarded for the judgements made in this inspection are appended to this report, along with short explanations of what each numerical grade represents. Judgements on inspected functions of an LEA are made during the inspection of the LEA and indicate the effectiveness of the LEA's performance of individual functions at the time of the inspection. The numerical grades awarded by the inspection team complement the areas of the report that comment on the individual functions scrutinised on this inspection, and, as such, must be considered in the light of those comments.

5. Some of the grades are used in the Audit Commission's Comprehensive Performance Assessment (CPA) profile for the education service. It is intended that the CPA for education will be regularly updated, so the grades from this inspection will contribute to the next assessment.

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6. The CPA for the education service takes account of the performance of several aspects of the local service, including pre-school and adult education. The CPA for education is composed of a number of inspection judgements, as well as other performance indicators, such as improvement trends at Key Stage 3. The assessment, published in December 2002, gives star ratings for each local authority for a range of local services, for example social services, benefits, and environment, whereas this report focuses on the local authority's work to support school improvement.

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## Commentary

7. The London Borough of Haringey has a richly diverse population, with over half of its residents from minority ethnic communities and more than 190 languages spoken by people for whom English is not their first language. It continues to be among the most disadvantaged boroughs in England and faces many challenges, including high unemployment, an increasing population of refugee and asylum seekers, and a highly mobile school population.

8. These matters, in part, account for the fact that school performance remains well below national averages and below the average for similar authorities, as they were at the time of the previous two inspections. Over the last three years rates of progress in national tests have improved, particularly at Key Stage 3, although not rapidly enough overall. The proportion of highly effective primary and secondary schools remains below that nationally and of similar LEAs.<sup>1</sup>

9. The second inspection of the LEA, reporting in the spring of 2002, concluded that the LEA's performance remained unsatisfactory despite an accelerated pace of change and the creation of conditions for improvement. As a result of the first inspection in 1999 a private company was appointed by the Secretary of State for Education. This progress since the first inspection has been brought about through the strategic partnership between the private company and Haringey council, which has built capacity for providing effective support for schools. Nevertheless, improvement noted at that time was countered by remaining fragility in the capacity of elected members to make decisions in an effective way and the need to rebuild trust and partnership with schools.

10. Since the second inspection, the LEA has made good progress and strengths outweigh weaknesses by a much wider margin. The LEA is now at least competent in almost all of its functions, though it is good in only a few. Central to this progress have been the energy and commitment of the leadership of the senior officers and the support and challenge of the education management board. Schools welcome the continuity brought about by key officer appointments and, while they remain cautiously optimistic about future developments, overall they endorse the direction being taken. In particular, there has been good progress made in the strategic planning for school improvement and special educational needs (SEN); in support for aspects of school improvement such as the use of performance data and targeting support at schools in greatest need. Elected members have also reconfirmed their commitment to education as a key priority in Haringey's community strategy. Corporate planning is now satisfactory, and the council has demonstrated its improved capability to lead education effectively through its good funding arrangements, sound decision-making processes and the regained trust of schools.

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<sup>1</sup> The statistical neighbours for Haringey are: Brent, Camden, Westminster, Ealing, Hammersmith and Fulham, Islington, Lambeth, Lewisham, Southwark, Wandsworth

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There are particular strengths in:

- the strategy for school improvement;
- the targeting of resources on priorities;
- the focusing of support on areas of greatest need;
- the use of performance data and the monitoring of schools;
- support for numeracy in primary schools;
- planning of school improvement services; and
- the quality of leadership by senior officers.

The following weaknesses remain:

- the support for gifted and talented pupils in all schools;
- the provision for pupils who have no school place;
- the support for improving school attendance;
- the achievement and attendance of looked after children; and
- partnership arrangements and support for early years education.

11. Overall, Haringey is now a satisfactory LEA. It has sound operational performance in many areas of service provision that were previously unsatisfactory. The LEA recognises that there remains a considerable agenda for improvement, particularly in raising attainment in schools and in meeting its own high aspirations for performance. The progress made gives cause for optimism nonetheless. There is a sense of common purpose among elected members, senior officers and schools that was only just emerging at the time of the last inspection. Partnership and trust are now more firmly embedded.

12. The LEA knows its own strengths and weaknesses well and there is a close correlation between the findings of this inspection and the LEA's own self-evaluation. However, there is a difference between the findings of this inspection and the CPA for education which, in December 2002, awarded Haringey one star for progress and capacity for further improvement. This inspection demonstrates that progress has been more significant than the current CPA grade indicates. The difference is explained, partly, by the fact that the CPA is based on judgements from the last inspection and other indicators.

13. The sound structures and well planned succession arrangements to secure the council's unsupported leadership for education at the conclusion of the Capita contract in August 2004 give further grounds for optimism. Ofsted is confident that the LEA has the capacity to respond to the recommendations within this report and to lead education in line with the council's vision for the borough.

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## Section 1: The LEA's strategy for school improvement

### Context

14. Haringey is located in North London and has a population of 223,700 covering an area of 11.5 square miles. The social and economic context of Haringey continues to be one of the most challenging nationally. It is ranked as the 20th most deprived borough in England, although there are extremes of wealth and poverty. The east of the borough is substantially more deprived than the west. Eight Haringey wards are in the top 5% of most deprived wards in the country. The rate of unemployment, at 7%, is significantly higher than the London average of 4%. The borough has one of the most culturally and ethnically diverse populations in London. Haringey has a large number of refugees and asylum seekers. Currently the number stands at just over 5,000 (double the number of 1998) and now accounts for approximately one in six pupils in schools, with the major growth located in primary education.

15. The school-age population of the LEA is approximately 27,775 and rising slightly. The percentage of pupils in all schools from minority ethnic groups is 75%, an increase since the last inspection and more than four times the national average. The proportion of primary school pupils eligible for free school meals is 38%, double the national average. In secondary schools, the proportion of pupils eligible for free school meals is 39%, again well above the national average of 15%. The percentage of pupils below school age who are on the roll of a primary school is 12%. In the last inspection there was a higher percentage of three and four-year-olds attending maintained nursery schools and classes than nationally – this still remains the case. The percentage of pupils in primary schools with a statement of special educational needs is 2.3%, below the national average of 2.6%. Similarly, in secondary schools, 3.9 % of pupils have a statement of special educational needs, below the national average of 4.1%.

16. High pupil mobility in the borough depresses the impact on standards of attainment significantly. In primary schools, 23% of pupils at Key Stage 1 and 22% at Key Stage 2 have not been at the same school continuously for the full key stage. In Key Stage 3 it is more than 13%, and in Key Stage 4 it is 28%.

17. The LEA now provides education in three nursery and 66 primary schools, of which 13 are infant and 13 are junior schools. This is a slight reduction since the previous inspection, because of the amalgamation of one pair of infant and junior schools into a primary school. There are 11 secondary schools; two provide education for 11-16 year olds and the remainder also have sixth forms. One is a city academy. There are four special schools and one pupil referral unit.

### Performance

18. Ofsted inspection data indicate that attainment on entry to Haringey's primary schools remains well below national averages and statistical neighbours' averages. In Key Stages 1 and 2, attainment in all core subjects is well below national averages and below those for similar LEAs, except for science at Key Stage 2 where it is well below. Rates of progress in Key Stage 1 are also below national averages and those of similar LEAs in all

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subjects, except in reading attainment, which is well above the average. Rates of progress in Key Stage 2, however, over the last three years are in line with national averages for English and science and above for mathematics. When compared with similar LEAs, rates of progress are above average in all core subjects.

19. Attainment at Key Stage 3, in all core subjects, is well below the national average. Compared with similar LEAs, however, attainment in English and mathematics is in line with statistical neighbours' averages, although it is below in science. Rates of progress, however, are well above national and similar LEAs' trends in all core subjects.

20. At the end of Key Stage 4, the percentage of pupils achieving at least five A\*-C General Certificate of Secondary Education (GCSE) or GNVQ equivalent grades in 2002 was well below that nationally and below that of similar LEAs. However, rates of improvement over the last three years are in line with national and similar LEAs' averages. Unverified data for 2003 shows pupils' attainment continuing to rise for this key stage. At age 18, the Advanced Level average point score for students is well below that nationally and below that of statistical neighbours' scores.

21. Between Key Stages 1 and 2 and between Key Stages 2 and 3, pupils consistently make below average progress. The progress of pupils transferring between Key Stage 3 and 4, however, is in line with average progress.

22. Ofsted inspection data show that the percentage of good or very good primary and secondary schools in Haringey is well below the national average and below that of similar LEAs. The number of schools in special measures and with serious weaknesses in the borough is below the level of statistical neighbours and the national average.

23. Rates of attendance in primary schools, though improved, remain well below the national average, and in secondary schools they are below the national average. Both primary and secondary attendance rates are below those of similar LEAs. Levels of unauthorised absence are above the national and similar LEAs' averages. Permanent exclusions are above the national average for primary schools, but low overall, and broadly in line for secondary schools nationally, but lower than for similar LEAs.

### **Council structure**

24. Haringey council is composed of 57 councillors of whom 42 are Labour and 15 are Liberal Democrat members. The executive of the council, responsible for day-to-day decisions, comprises the leader and nine executive members. The overview and scrutiny committee oversees the councils' scrutiny panels. One of these, the lifelong learning scrutiny panel, is responsible for education policy review.

25. Intervention by the then Secretary of State for Education and Employment following the first Ofsted inspection in January 2000 led to a strategic partnership between Haringey council and a private sector company. At the time of this inspection, the contract was entering its final year. Throughout the period of the contract, the council has remained responsible for the discharge of its statutory responsibilities in relation to education. An education management board was established as a key component of the contract and continues to act as a forum to monitor progress against contract outcomes and reports to the

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council executive. In November 2002, the council extended the membership of the education management board to enable a smoother transition at the end of the contract in matters relating to decision-making and executive functions within the LEA. It now has three elected members and other key stakeholders including three headteachers and three governors.

## Funding

26. Haringey is a well-funded authority. It both receives and spends considerably more money than the average for authorities nationally and for other outer London boroughs. However, the authority has many of the characteristics of an inner London borough and its funding and spending patterns are generally in line with, or a little below, statistical neighbours, most of which are inner London boroughs.

27. The Schools Formula Spending Share, at £3,459 per pupil in 2003/04, is well above the national average of £2,801 but below that of statistical neighbours (£3,740). Haringey is currently spending a little above Formula Spending Share, continuing the pattern of the previous four years, when spending has been at or a little above the Standard Spending Assessment.

28. Funding for schools in 2002/03 was substantially above the averages for England and outer London authorities, as shown in the table below. Funding for primary schools was below the average for statistical neighbours, while that for secondary schools was very close to the statistical neighbour average.

	<b>Haringey £ per pupil</b>	<b>Statistical neighbours £ per pupil</b>	<b>Outer London authorities £ per pupil</b>	<b>England £ per pupil</b>
<b>Primary individual schools budget (ISB)</b>	2,705	2,816	2,395	2,223
<b>Secondary ISB</b>	3,545	3,539	3,183	2,929

*Data source: CIPFA Section 52 data 2002-2003.*

29. Haringey has increased its level of delegation to schools in recent years and this is now in line with the national average. Centrally retained funding in 2002/03 was again well above the average per pupil for outer London authorities and for England as a whole, but overall was broadly in line with statistical neighbours. Higher than average spending on special educational needs was characterised, in particular, by high spending on independent special school fees.

	<b>Haringey £ per pupil</b>	<b>Statistical neighbours £ per pupil</b>	<b>Outer London authorities £ per pupil</b>	<b>England £ per pupil</b>
<b>Strategic management</b>	97	115	99	101
<b>School improvement</b>	53	50	37	30
<b>Access</b>	149	151	125	130
<b>SEN</b>	259	231	196	160
<b>Total</b>	558	547	457	422

*Data source: CIPFA Section 52 data 2002-2003.*

30. Given the high levels of social and economic disadvantage in the borough, Haringey is able to benefit from higher than average additional grant funding, including, in particular, initiatives funded through the New Deal for Communities, the Neighbourhood Renewal Fund, Sure Start and the European Social Fund.

31. Capital expenditure in Haringey has increased significantly in recent years, partly as a result of successful bids for such programmes as the Targeted Capital Fund. The 2003/04 capital budget at £24.6 million is nearly double that of 2001/02. To this must be added significant investment arising from a major Private Finance Initiative (PFI) scheme to renew the secondary school building stock. Capital spending under PFI was £13.5 million in 2002/03 and is projected to be £5.6 million in 2003/04.

### **The LEA's strategy for school improvement**

32. At the time of the last inspection, the implementation and progress made against the first Education Development Plan (EDP) were poor. The focus for improvement was concentrated too narrowly on a small number of priorities. Implementation and monitoring of the strategy did not include the wider partners, including schools, in the process. Good progress has been made since that time and those key weaknesses have been addressed. The LEA's overall strategy for school improvement, as set out in the LEA's plan, is good. A greatly improved audit process, informed by effective consultation and strong performance data, has underpinned the production of the current EDP2. This plan is a very good one and was approved unconditionally by the Secretary of State for Education and Skills.

33. The plan has eight priorities that cover the five national priority areas, plus three appropriate local priorities for aspects of social inclusion, provision for SEN and recruitment and retention of teachers. The priority outcomes, actions and success criteria were produced following wide consultation and, as a result, schools view the priorities as relevant to their own school improvement plans.

34. The school improvement programme and related service plans link well together. The EDP incorporates other strategic plans, including those for Excellence in Cities and the

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Early Years Development and Childcare Plan. The actions and success criteria within the EDP are clearly written. Individual service plans for each priority generally integrate well with the EDP.

35. The statutory targets in the EDP are very challenging for the LEA. Local public service agreements and Excellence in Cities targets provide further challenge in certain priorities. A particular strength of EDP2 is the quality of performance and other data and its analysis. Performance data on all minority ethnic groups, for example, inform robust target setting. Nevertheless, it is very unlikely that all the 2004 performance targets will be met because in some cases they are not sufficiently based on pupils' prior attainment and are consequently unrealistic. However, the LEA is employing appropriate strategies in striving to meet them where possible.

36. The LEA is developing effective systems for monitoring and evaluating the implementation of the school improvement strategy. Procedures for monitoring progress against priorities are clearly laid out in the EDP. A very thorough evaluation of its first year was conducted and the findings informed the writing of the detailed planning for 2003-04. Each priority leader monitors progress against success criteria on a termly basis. The LEA intends that EDP progress reports will be produced twice a year with the findings being used to inform the annual school improvement programme. The reports are referred to the strategic management plan consultation group first. They are then discussed in full at the education management board and finally by the council executive.

37. Some of the evaluation timescales outlined in the EDP are not well aligned with the production of annual improvement plans. In addition, some points for development identified through the recent evaluation process are not clearly embedded under related priority areas in the current annual plan. Nevertheless, the LEA is developing an effective system for monitoring the implementation of school improvement strategies, and published reports show the LEA to be making highly satisfactory progress in this area of work.

### **The allocation of resources to priorities**

38. The allocation of resources to priorities was poor at the time of the last inspection. Nevertheless, the strategic partner had clear plans to transform ways of working and the capacity for further improvement was high. That optimism was well founded: significant improvement has been made and the function is now good.

39. Education is demonstrably a high priority for the council. It is established policy to pass on the increases in education funding to the education budget and in 2003/04 an additional £600,000 was allocated to education from corporate resources.

40. The council has established robust financial planning processes. These begin with a pre-business plan review, which clearly articulates the links between policy objectives and anticipated resources. Medium-term financial plans have been produced both corporately and for the education service and schools have helpfully been provided with indicative three-year budgets.

41. Consultation with schools on budget planning and review has improved significantly. It begins early, using the pre-business plan review as a basis, and the schools'

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forum is now well established. At the time of the last inspection a majority of primary schools regarded budget consultation as poor or worse. Now over 90% think it is satisfactory or better, with over 40% judging it good or very good.

42. This sound grasp of the financial context, along with close working relationships with schools, resulted in the LEA responding early and effectively to the significant implications of a low financial settlement for education and the council as a whole in 2003/04. Careful budget modelling was undertaken in collaboration with individual schools and a persuasive case was made to government for additional resources. As a result, a further £4.1 million was secured for schools' budgets.

43. Reviews of the funding formula, conducted over the past three years, have been far-reaching, resulting in a simplified formula and a new methodology for funding additional and special educational needs. According to the school survey, more than 80% of schools regard the educational rationale behind the funding formula as satisfactory or better and consequently there has been no need for fundamental restructuring.

44. Both budget making and budgetary control are sound and improved. Some areas of special needs expenditure, particularly out-of-borough independent school fees, have exceeded budget but effective monitoring has ensured that appropriate and timely action has been taken.

45. Schools' management of their budgets has also improved, with effective support from the LEA, although there is little evidence of co-ordinated support to schools on grant bidding. The high percentage of schools in deficit, noted at the time of the last inspection, though reduced the following year, was still higher than average. It reduced still further at the end of the 2002/03 financial year. There are clear procedures for the approval of licensed deficits and good support available for the preparation of recovery plans.

### **Strategies to promote continuous improvement, including Best Value**

46. The strategy to promote continuous improvement was poor at the time of the last inspection. Indeed, the education department's commitment to the principles and practice of Best Value over most of the period leading to that inspection was fundamentally questioned, and many staff were found to have no experience of performance management of any kind. Concentrated efforts have been made to improve this function both corporately and within education and it is now highly satisfactory.

47. A comprehensive performance management framework has been established across the council. It is being implemented purposefully within the education directorate. However, implementation is relatively recent, with a number of new teams established, and the approach is not yet fully embedded across the organisation as routine working practice. The planning structure ensures that service objectives and activities are clearly linked to the priorities of the strategic plan. In turn, individual work plans, developed through the appraisal process, are clearly focused on service priorities as well as personal development but it is too early to demonstrate clear impact in terms of improved service delivery. The use of performance information is increasingly systematic, with regular reporting on key indicators corporately, to elected members and within the department.

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48. The council has a good understanding of its strengths and weaknesses. The Corporate Assessment in December 2002 found the self-evaluation for that exercise candid, comprehensive and accurate, and a good foundation for progress. Similarly, there is a strong correlation between the authority's own evaluation for this inspection and subsequent inspection findings. Part of the reason for this level of understanding is the sustained approach to self-evaluation over the past two years, which has been formalised in a framework for self-evaluation. This uses, in particular, the routine monitoring of service effectiveness and regular feedback from a strategic management plan consultation group, involving key stakeholders.

49. The corporate approach to Best Value provides a good basis for improvement. The external auditor found the Best Value Performance Plan complies in all significant respects with statutory guidance. The council's overall Best Value review programme has been considerably simplified and there is sound corporate support for the Best Value review process. The education directorate, far from being disengaged from the Best Value programme, as noted at the last inspection, has used the process to good effect. It was the lead department for a cross-cutting review of regeneration and a major review of provision for children with additional and special educational needs has recently been completed. This was a very thorough and challenging piece of work, with an action plan in place, which is already bringing about improvements.



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## **Section 2: Support for school improvement**

### **Summary of the effectiveness of the LEA's support for school improvement**

50. At the time of the last inspection it was concluded that support for school improvement had begun the process of recovery. Good progress has been made. All functions, with the exception of support for gifted and talented pupils, are now at least satisfactory and four are good. The strategic partnership has continued to prioritise strengthening support for school improvement, which schools have greatly welcomed. Their confidence in the local authority has grown and they now feel that it knows its schools far better than before. Schools are confident in leadership by senior officers and recognise that education is now a high priority for elected members. The national strategies, including literacy, numeracy, Key Stage 3 and Excellence in Cities, are being addressed vigorously, mostly with increasing success.

51. Schools have a secure understanding of what the LEA is seeking to achieve and how it relates to them. Priorities are clear and schools have been fully engaged both in their identification and development. The high quality of the EDP and most underpinning plans has greatly improved the focus on support for school improvement. The LEA's relationship with schools is now based on a clear vision of its role, especially in respect of monitoring, challenge and intervention. Supported by good performance data, the LEA's school improvement agenda is leading to the development of school self-evaluation. Increasingly, its services are coming together in providing both integrated services and a more coherent view of the performance of schools.

52. While rates of progress are improving, there remains much to be done given the poor levels of attainment. Sustaining improvement is a challenge for the LEA, and some schools are cautious in their optimism that the improved levels of support and challenge will be maintained as the contract with the strategic partner concludes, and some concerns also persist about staffing continuity.

### **The effectiveness of services to support school improvement**

53. At the time of the last inspection, leadership of services to support school improvement was highly satisfactory and deployment of these services was satisfactory. On the basis of the LEA's own evaluation and key indicators they remain so. No fieldwork in these areas was undertaken during this inspection.

54. The quality and effectiveness of strategic planning of services were highly satisfactory at the time of the last inspection. Significant progress has been made and they are now good. Service plans relate accurately both to the EDP and the strategic management plan. Schools have been closely involved in the development of the new planning processes. They feel that they are now working with a local authority prepared to listen to their views and take them into account both in developing policies and in their implementation. Action plans for teams set out actions that are coherent and are evaluated against the current position. Outcomes are targeted at raising standards both in schools and for individual learners. Some

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team plans are unnecessarily detailed and it is intended to reduce their complexity when teams have greater experience.

55. Performance management is well established throughout the organisation and was highly satisfactory at the time of the last inspection. No fieldwork was undertaken but, on the basis of key indicators, it continues to be highly satisfactory.

56. Schools consider that the quality of service provided by the local authority has improved greatly since the introduction of the strategic partnership. The partner has introduced high levels of expertise and has led major improvement in services to support school improvement. In addition to staff appointed for the duration of the contract, very effective consultants have been identified and employed where skills have been scarce or lacking. Schools have appreciated that approach and have also benefited from advice to them about alternative providers where the local authority and its strategic partner have been unable to help. Schools now express great confidence in the quality of support that is provided, although some still express some caution about long-term sustainability.

57. The continuity of staff remains a problem. For example, in the key role of senior school improvement officer, there were six new appointments at the start of the 2003-04 academic year. These appointments were made with care and the involvement of schools. However, they present turbulence in a system that is just bedding down successfully and is fundamentally dependent on mutual professional respect between schools and the local authority. Nevertheless, the expertise of staff is now satisfactory, an improvement on the unsatisfactory situation at the time of the last inspection. The potential for further improvement is promising, given the effort being invested into the further development of staff skills and recruitment.

58. Schools are now clear through service agreements about the quality of support purchased and the mutual expectations of school and provider. They are beginning to receive information about alternative providers and value that advice. However, brokerage is at an early stage and further work is necessary if services are to remain competitive as schools become more discerning purchasers. The level of expenditure on school improvement services is close to the average for similar authorities and overall can be considered satisfactory value for money.

### **Monitoring, challenge, and intervention**

59. The LEA's definition of monitoring, challenge, intervention and support for school improvement was unsatisfactory at the time of the last inspection. Schools were cautious about the LEA's proposals. There is now clarity about the procedures for monitoring, challenge and intervention together with far greater confidence in the LEA's competence to undertake its role. Good progress has been made and procedures are now highly satisfactory.

60. Senior officers have worked effectively in partnership with schools to embed the approaches that were in their infancy at the time of the last inspection. Schools have been consulted thoroughly on the criteria for intervention and feel that the LEA has listened to their views and reflected them in procedures. The LEA now knows its schools well and is in a position to target interventions accurately, although it has not been completely successful in

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preventing schools from falling into special measures and serious weaknesses categories. However, it has made progress on the major task of reducing the number of schools causing concern. Relationships with schools have, to a large extent, been transformed and there is now optimism about the direction of the LEA's strategy for school improvement.

### **The focusing of the LEA's support on areas of greatest need**

61. The LEA's ability to focus support on areas of greatest need was good at the time of the last inspection, and remains so. The LEA is increasingly able to focus its support on those schools and targeted pupils where support and challenge are most needed. The use of quality standards, supported by an effective database, enables need to be assessed effectively in collaboration with schools in order to focus on areas of greatest need. Most schools are clear about the distinction between their entitlement and their ability to purchase additional support, although this is more secure in secondary schools.

62. The availability of good performance data allows access to information about groups of pupils in need of specific support, for example by gender or ethnic group. Thus, identification of need extends beyond the whole school level. The monitoring of school performance is suitably differentiated on the basis of need and is undertaken regularly and at a senior level, involving key elected members and the leadership team. A standards forum, chaired by the director of education services, comprises heads of service and headteachers. It uses the quality standards system to identify schools causing concern and allocate them to categories of effectiveness with different levels of support. Schools have become increasingly well informed and confident in this process and the differentiated approach to levels of support.

### **The effectiveness of the LEA's work in monitoring and challenging schools**

63. The effectiveness of the LEA's approach to monitoring and challenging schools remains good. Since the last inspection it has further improved its very good performance management information. An annual profile of performance is produced in the autumn term, based on indicative attainment information, and amended when final results are available. The data enable schools to view relative and value-added performance. The profile is a powerful tool in extending school self-evaluation and links very effectively with the annual programme of visits by senior school improvement officers.

64. Pupil level data by key year groups are available and work is in hand to extend the scope to include subject information. The LEA recognises that performance data need to extend beyond senior management level in schools if it is to be used effectively to meet the needs of individuals and specific groups of learners. Effective training in the use of performance data is available through the professional development programme and to individual schools. Groups of learners with particular needs are referenced on the LEA's database and identified in the school level data. The level of school confidence in this data is very high, which greatly facilitates discussion between schools and officers, especially when linked to the quality standards approach. Schools have electronic access to an increasing range of data and there are plans to provide such access to the whole school profile information this year.

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65. In addition to the use of data, the principal means of monitoring school progress is through a programme of annual visits. Currently all schools receive two visits from their senior school improvement officer, with careful preparation and follow-up. Schools welcome these visits as they provide an opportunity for informed discussion about school development issues and as a basis for monitoring. A third visit is made to address key issues in those schools facing significant challenge and also to 25% of all schools, in order to extend school self-evaluation. It was intended to further differentiate support this year by reducing to a single visit for successful schools. However, two visits have been retained, partly to assist the induction of six new senior school improvement officers. The quality of documentation provided to schools is high. Notes of visits are also generally well focused with outcomes and recommendations for improvement clearly expressed. Copies are sent routinely to governing bodies.

66. The LEA's quality standards framework provides a very effective means of both monitoring the performance of schools and developing self-evaluation. It includes 22 indicators, ranging from key stage performance to school welfare and ethos. Schools were initially wary of this approach by the LEA. In its first year there were some challenges to the accuracy of the judgements, while the LEA was seeking to establish its credibility and improve its knowledge of schools. Good progress has been made and quality standards are acknowledged by most schools as the basis for effective monitoring of performance. Importantly, a significant number of schools have adopted them as the basis of their own self-evaluation, often following self-evaluation training, based on the Ofsted model.

### **The effectiveness of the LEA's work with under-performing schools**

67. This area of work remains satisfactory with some weaknesses, as it was at the time of the previous inspection. Sound progress has been made in identifying schools that are underperforming in order to assist early intervention and to prevent further decline. Education Development Plan targets to reduce the number of schools causing concern have been met and more challenging targets have been set for future years. During 2002 there were no schools in special measures for the first time since 1999. However, in late 2002, two schools were placed in special measures, one from the serious weaknesses category. The LEA had been aware of weaknesses at these schools but had been unable to bring about rapid and sustained improvement prior to inspection. The LEA recognises that effective early warning systems, together with well co-ordinated support, are crucial to prevent this happening again.

68. Monitoring arrangements for schools causing concern are currently sound, they are based on good performance information and with regular review involving all support services. Schools comment that the LEA is sensitive to ensuring that challenge and support are carefully planned and achieve a balance between intervention where necessary, and encouragement of school responsibility for improvement. The LEA supports schools in the preparation of their action plans and its own plans to support recovery are mostly thorough. However, exit strategies are not always specifically stated in action plans but are part of the review process.

69. Criteria and procedures for identifying schools causing concern have been developed in consultation with schools and they are well aware of the LEA's role and their own

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position. The standards forum is closely involved in the review of schools causing concern. The leadership team regularly reviews all schools that are underperforming and there is also regular involvement of relevant elected members. The LEA has used its legal powers appropriately where schools have not made progress. Although the withdrawal of delegated powers has not been used, additional governors have been appointed and the formal warning procedure has been used.

### **Support for literacy**

70. The implementation of the National Literacy Strategy and support for literacy was highly satisfactory at the time of the last inspection. On the basis of key performance indicators and the LEA's own evaluation this remains the case and no fieldwork was undertaken.

### **Support for numeracy**

71. Previously, support for numeracy was highly satisfactory. It is now good. A full team of consultants has now been recruited and is making an increasing impact both on the quality of teaching and learning and on the leadership of mathematics in schools. The team's objectives and the work of individual consultants are clear in their action plans that relate well to the EDP objectives. Progress in targeting their work has continued to develop through the systematic use of performance data and collaborative work with other support teams.

72. Good support from the numeracy team has resulted in effective implementation of the National Numeracy Strategy. There was a significant rise in attainment at Key Stages 1 and 2 in 2002. Unconfirmed results for 2003 present a more mixed situation, reflecting the national picture. The LEA predicts a slight deterioration in results at Key Stages 1 and 2. Nevertheless, the overall rate of improvement is better than national and statistical neighbours. Haringey is beginning to catch up on levels of attainment, but requires a much faster rate of progress if it is to meet its own challenging targets.

73. Schools value the individual skills of team members, both as expert teachers in, for example, exemplar lessons, and as consultants developing subject leadership and management. The quality of training is high, confirmed by evaluations of all sessions. The work of leading mathematics teachers is also developing well, working in focused areas such as support programmes, curriculum planning and thinking skills. A leading mathematics teaching assistant is central to an innovative programme to develop the deployment and skills of teaching assistants. An increasing strength of the numeracy team is their productive collaboration with other national strategy teams within the LEA. They are now working far more closely with the senior school improvement officers, both in the analysis of school performance in order to target support and in team reviews of schools. There is also increased collaboration with the inclusion team, especially in respect of minority ethnic achievement.

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**Support for information and communication technology**

74. At the time of the previous inspection, support for curriculum information and communication technology (ICT) was unsatisfactory. There were weaknesses in the strategy for ICT and in training and support for teachers. Since that time good progress has been made and support is now highly satisfactory.

75. The LEA has a clear ICT strategy, which is supported by a detailed service development plan, and actions are appropriately integrated throughout the EDP priorities. The strategy, focused on improving the quality and use of ICT in teaching and the raising of attainment, is understood by schools. Links between the LEA's ICT strategy and corporate ICT are limited and not clearly defined to all partners.

76. The strategy is effectively led and managed and a competent ICT support team is effective in supporting, advising and monitoring schools in raising standards in ICT across the curriculum. The primary consultants work for a total of five days in targeted schools, focusing on applying ICT in core subjects and developing the use of new technologies in the classroom. Notes of visit are produced for each school visit and are of a highly satisfactory standard. The support in secondary schools is rightly focused on the implementation and delivery of the Key Stage 3 strategy. The training and support for the strategy have been well received by schools and are already starting to have a positive effect on standards in ICT.

77. The LEA holds good data on standards in ICT in schools that are rising steadily in all key stages. In addition, standards are well monitored through Ofsted inspection reports and the LEA's monitoring visits. The LEA has agreed challenging attainment targets for each key stage and has prioritised support and training to schools in assessing attainment in ICT.

78. The LEA has met the great majority of national targets for ICT. Department for Education and Skills (DfES) targets for pupils-to-computer ratios are met in primary, secondary and special schools. E-learning credit funding has been devolved to schools and teachers are completing New Opportunities Fund training on schedule. Broadband provision to all secondary schools did not happen by the 2002 deadline but a large part of this was due to problems within the regional broadband consortium. At present, 57% of schools are connected to broadband and the LEA has exceeded its own target.

79. A highly satisfactory start has been made in supporting the application of ICT across the curriculum in both primary and secondary schools. Primary schools in particular are continuing to need technical support for their curriculum networks. At present, the LEA does not offer a service to schools for this; however, it is in the process of compiling a service level agreement on this aspect of support.

**Support for raising standards at Key Stage 3**

80. The strategy for raising standards at Key Stage 3 was not evaluated at the time of the last inspection. It is now highly satisfactory. Early in the strategy's implementation there were doubts in secondary schools about the LEA's capacity to undertake the Key Stage 3 strategy effectively. However, schools report confidence in the team's competence and

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effectiveness in working with them, although it is recognised by the LEA that further work is required to establish the strategy effectively in every secondary school.

81. With the exception of a behaviour and attendance consultant the team is now at full strength. Ensuring the quality of recruits to the team has been given high priority and care has been taken to appoint consultants with sound expertise. The team is well managed and has the advantage of an electronic handbook that provides each team member with extensive information about schools, their performance and other aspects of the strategy. The team plan is sound with clear objectives and monitoring procedures. Training and professional development of the team are high priorities.

82. Schools report that training in the implementation of the Key Stage 3 strategy is of high quality and support has been effective. For example, the team has produced a starter pack for literacy lessons that was acclaimed enthusiastically by school staff as a means of adopting new approaches in teaching and learning. There was a strong feeling of enthusiasm and optimism among those consulted about the potential to bring about the major change in the rate required to bring the borough into line with other authorities.

83. Ensuring continuity between Key Stage 2 and Key Stage 3 has been given priority and is generally satisfactory, based on good data and support from the performance management unit. Some schools report continuing problems in obtaining data about pupils transferring between Key Stage 2 and Key Stage 3 from schools outside the borough.

84. Increasing use is being made of data to identify target groups for intensive support and middle managers in schools are becoming more engaged in the use of performance data. Links with other initiatives are sound, especially through the Excellence in Cities partnership, which is the focus for many developments. Funding for support of Key Stage 3 is transparent. Schools increasingly see the interconnections between a range of initiatives intended to raise standards. The focus on attendance and behaviour has developed at a slower rate but the integration of the Excellence in Cities, the behaviour improvement programme and the Key Stage 3 strategies have promising prospects for further improvement.

### **Support for minority ethnic groups, including Travellers**

85. Previously the LEA's support for minority ethnic groups including Travellers was satisfactory. There were no major weaknesses, but some areas for development were identified. In particular, staff shortages, the evaluation of projects and the lack of adequate guidance for planning and teaching transient pupils were highlighted. Since the last inspection the LEA has addressed the majority of areas for development and made further sound progress. Consequently, support for this area is now highly satisfactory, although there is presently no specific expertise in the team to support raising the attainment of pupils of African Caribbean heritage.

86. The percentage of minority ethnic pupils across the LEA remains high at approximately 75%. The EDP, rightly, has a separate priority area focussed on developing minority ethnic attainment. This, along with service plans, provide clear actions and success criteria against which to monitor progress. The collection and analysis of attainment data for

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minority ethnic and Traveller pupils are comprehensive. The LEA uses these data effectively to identify under-achieving groups, monitor progress and set targets. The LEA has set challenging targets for 2004 for each of the minority ethnic groups in Key Stages 2 to 4, although many will require a greater rate of progress if they are to be achieved. While the analysis and use of attainment data by the LEA are good, they are not yet well used by schools at the individual pupil level as a means for target setting. The collection of data on attendance and exclusions for minority ethnic and Traveller pupils is developing but is not yet as detailed as those for attainment.

87. The LEA recently undertook a very thorough monitoring and review of minority ethnic provision across the borough. The report has clearly identified groups that are now the focus of additional support. The minority ethnic and Traveller support teams both offer a comprehensive range of high quality training and school-based support work for a wide audience of participants including school staff and LEA officers. Some combined training is taking place with members of the numeracy and literacy support teams, which is proving effective in helping to raise standards in core subjects.

88. The procedures and criteria for allocating funds are efficient and transparent to schools. For example, 85% of minority ethnic funding is devolved to schools using the criteria of achievement, mobility and English as an additional language. Schools also receive additional guidance on effective use of the funding through a comprehensive LEA handbook. Funding for Traveller education is held centrally to provide a support team employed in target areas and schools. .

89. The LEA has responded well to the Race Relations (Amendment) Act 2000. It has provided guidance to schools on the production of a race equality policy. The ethnic minority achievement team, together with the corporate equalities officer, has been monitoring the completion and content of each school's policy. At the time of the inspection only one school's policy remained incomplete.

### **Support for gifted and talented pupils**

90. At the time of the last inspection, support for gifted and talented pupils was satisfactory. The LEA continues to offer satisfactory support for such pupils within the Excellence in Cities and Education Action Zone initiatives. However, overall, its support is unsatisfactory as it does not extend in any systematic way to the significant number of primary schools outside these initiatives.

91. In primary schools within the Excellence in Cities and Education Action Zone, school co-ordinators continue to be well supported by the LEA co-ordinator. They rightly value his enthusiastic and knowledgeable assistance, as well as the challenge provided through regular school monitoring. Well-attended conferences are held each term, and these provide valuable networking opportunities. Wisely, the LEA co-ordinator offers school-based support to new co-ordinators who are often prevented by limited funding from taking up the national training scheme. Primary schools believe that the sharing of good practice is successfully promoted by the LEA, although the education service's website is not used to its full potential.

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92. Satisfactory support is given to secondary schools, all of which are included within the Excellence in Cities initiative. There have been weaknesses in the continuity of staffing, but a recently appointed part-time co-ordinator is establishing a programme of support that responds appropriately to schools' needs. Monitoring by the LEA has been less systematic than in primary schools, but an encouraging start has been made on introducing a common system of school self-evaluation.

93. The LEA has organised and facilitated a good range of successful summer workshops. These were well attended by pupils from a wide range of schools. One workshop for secondary pupils was based at the City Learning Centre, enabling the use of advanced ICT in music technology and drama.

94. The LEA has been slow to secure developments in support for gifted and talented pupils in the half of its primary schools that are outside the Excellence in Cities/Education Action Zone projects. The EDP identifies gifted and talented pupils as a target group, but there is no effective plan to develop this area of provision in schools. Schools are not monitored or challenged on their provision through the routine school improvement visits. Schools beyond the Excellence in Cities and Education Action Zone are not encouraged to set targets for their gifted and talented pupils, and the LEA itself has no targets for the attainment of these pupils across the borough.

#### *Recommendation*

##### **In order to improve the support to schools for gifted and talented pupils:**

- urgently establish a strategy for gifted and talented pupils covering all schools, setting out:
  - arrangements for the dissemination of existing good practice to all primary schools; and
  - arrangements for setting school-based higher level targets for gifted and talented pupils.

#### **Support for governors**

95. At the time of the last inspection, support to school governors was satisfactory and continues to be so. The LEA has a satisfactory policy and range of strategies to support the recruitment of governors, including locally agreed targets for 2004 and 2007. There has been some improvement in filling vacancies; however, 13% of governor places remain unfilled. The LEA is keen to improve its strategies and success rate for recruiting governors; for example, the governor services manager has recently used the local media as a new strategy in attempting to recruit from the local community.

96. At present, the proportion of governors from minority ethnic communities is not representative of the total population across the borough. However, the LEA makes good use of recruitment literature provided by the DfES for targeting minority ethnic communities. The literature presently covers about 11 languages across the borough and the LEA intends to develop this further.

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97. The LEA has used its formal powers to appoint additional governors to schools causing concern when necessary. While the LEA has identified a small number of sources to provide extra governors on a short-term arrangement, there is no systematic approach or register of governors to deploy to schools in such circumstances.

98. Communication systems are highly satisfactory. The director of education services produces a very detailed termly report for all governors and this is supported with a termly briefing meeting for all chairs of governors. In addition, governors receive a half-termly newsletter and there is a website dedicated to supporting the role of governors. Chairs of governors routinely receive notes of visit following each visit to the school by senior school improvement officers. The LEA provides each school with a good profile containing performance data in national and local contexts. However, the presentation and analysis of financial data are less well developed for governors.

99. Governors are rightly seen as key stakeholders in the decision-making process and are regularly involved in consultation procedures and working groups. For example, they are now represented on the education management board and strategic management plan consultation group.

100. The centrally organised training programme is comprehensive and covers national and local issues. The LEA is flexible in its provision of training, which ranges from central courses to those that are based on the individual school. The training for new governors is received positively. The LEA regularly reviews the programme content and makes good use of link governor termly meetings to review provision and identify training needs. The quality of training is monitored through end-of-course evaluations, and feedback is generally good. However, governors express concern that they never see the results of course evaluations. Governing bodies are very positive about the improved clerking arrangements provided through the service level agreement with the LEA. This agreement is seen as at least highly satisfactory and often good.

101. The LEA monitors the quality of governance in each school well. Each governing body is awarded a quality standard grade as part of the self evaluation framework for whole school effectiveness. The criteria for this process are presently being revised. Once completed, the LEA will be carrying out an awareness raising and training programme for governors. Where weak governance is identified, the LEA employs a number of effective intervention strategies that aim to support the school and governing body.

### **Support for school management**

102. Previously, the LEA's support for school management was satisfactory and it remains so. In 2002, the strategic partnership had begun to address weaknesses in the quality of support and the poor communication with schools. Satisfactory progress has been made in both. Although some variability in quality still exists, schools comment that the LEA now listens to their concerns more readily and is far more responsive to needs. That has meant that schools feel more engaged in the shaping of their support. They now feel that they are critical stakeholders rather than reluctant participants.

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103. Support for leadership and management remains a vital aspect of the school improvement strategy. That is especially evident in the programme of monitoring, challenge and intervention, since the quality of leadership is rightly regarded as critical in reducing the number of schools causing concern. The quality standards process, undertaken annually with all schools, has a specific focus on leadership and management. Schools receiving intensive support have management support that is of high quality and focused on developing strong self-management. It links closely with the development of school self-evaluation, which is also a key aspect of the quality standards process and also the successful promotion of the Ofsted-validated self-evaluation course run by the LEA.

104. The programme of professional development for middle managers continues to develop, and greater attention has been given to the senior management programme, which was weak at the time of the last inspection. Support for primary school leadership is progressing well, with the introduction of the primary leadership programme that will focus on strengthening collaborative leadership in literacy and numeracy. At secondary level the Leadership Incentive Grant plan has the support of all secondary schools and aims to develop school leadership at all levels, with particular consideration of the five schools in challenging circumstances. At all levels, schools are developing collaborative working, including the use of advanced skills teachers, although this is at an early stage of development.

105. Newly appointed headteachers and deputies receive good support, including a designated mentor. Information to help headteachers with management issues on taking up post is comprehensive, and complemented by a specific programme of professional development both for headteachers and deputies, including annual conferences. Senior staff report that this has been successful in building an ethos of enthusiasm and excitement around the challenges of raising achievement in the borough. Although very recent, the London Challenge initiative is seen by schools as an important vehicle for future development and a recent local conference was widely praised as an important component in moving education forward in Haringey.

### **The effectiveness of services to support school management**

106. The overall approach to, and effectiveness of, management services did not receive a specific judgement at the time of the last inspection, although the report drew attention to weaknesses in service choice and specification and to the lack of information on alternative providers. Some progress has been made in these areas and this function is now satisfactory.

107. The prospectus of services to schools sets out clear and concise specifications of what the LEA offers. Schools generally have a choice as to the level of service they can buy and they are not tied in to unreasonable contracts. There are good arrangements through subgroups of the strategic management plan consultation group for gathering and responding to schools' views on service effectiveness. Improvements in the quality of service planning, noted in the last report, have been sustained. Progress on helping schools to gain access to alternative service providers, however, has been less satisfactory. There have been protracted attempts, overseen by a brokerage working party that includes school representatives, to secure a partner to provide a brokerage service to schools. The working party, reasonably in the circumstances, decided to reject the only bid forthcoming and

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consultation is now usefully taking place on how best to extend the council's approved list of service suppliers, making it more helpful for schools.

108. The provision of **financial services** to schools was unsatisfactory at the time of the last inspection. It is now satisfactory. The LEA offers a traded service to schools, separately organised within the finance and support sections, and bought by all secondary schools and the great majority of primary schools. Around three-quarters of schools regard the service as satisfactory or better, although staffing problems in the past year, while now resolved, have contributed to some concerns on responsiveness.

109. Schools receive budget information in good time to plan for a new financial year and are helpfully provided with three-year indicative budgets. The LEA's own 'profiler' computer software to aid school budget making is well used and well regarded, and the financial manual supplied to schools is up-to-date and comprehensive. However, support for schools to benchmark financial information is not provided and training for headteachers and governors on wider issues of resource management is relatively undeveloped.

110. Financial systems have been overhauled since the last inspection, both at the centre and in schools. A school cheque-book system and associated computer software has been successfully introduced. The council's main ledger system has been replaced but there have been problems with data transfer, particularly in respect of payroll information, which have yet to be fully resolved.

111. Support to schools on **human resources** was not subject to fieldwork during this inspection. When last inspected, this function was satisfactory and the indications are that it remains so.

112. Poor at the last inspection, **property services** were found to be deeply unpopular with schools at that time. Good progress has been made and this service is now highly satisfactory. Schools generally speak very positively of the strengths and enthusiasm of the new team and its new leadership and of the quality of the support they receive. The service level agreement gives schools access to a professional property team and to a list of suggested contractors, updated annually.

113. The recommendations made at the time of the last inspection have been implemented successfully, including the eradication of service duplication with other council technical services, the establishment of a clear service specification, and the adoption of specific, measurable success criteria. Schools now have access to practical and expert support on school buildings issues from new school liaison officers, who are a first point of contact on all property matters and have been proactive in supporting successful school bids under, for example, the seed challenge initiative. While there has been some variability in the management of the ever-increasing number of major projects, the majority have been completed satisfactorily.

114. At the time of the last inspection **ICT in school administration** did not receive an inspection judgement; it is currently highly satisfactory. The authority's ICT strategy is sound and its communication to schools, criticised as ineffective at the time of the last inspection, has improved considerably. More than 70% of schools regard the strategy as

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good or very good, which places the authority in the top quarter of those responding to the school survey.

115. Technical support to schools is generally good. All primary, special and nursery schools subscribe to the schools support unit, which offers a well-specified service at a number of levels. Schools generally report a prompt level of responsiveness, and feedback on the quality of training is positive. Half of secondary schools have chosen alternative software systems and so purchase their support elsewhere.

116. Departmental information systems are relatively fragmented, which prevents them being used to maximum effectiveness. The LEA is aware of the need for improved co-ordination and has plans for the introduction of new compatible software systems. Electronic communication with schools is satisfactory and e-mail communication both within the LEA and with schools is becoming increasingly routine.

117. **Cleaning and grounds maintenance** services were not inspected at the time of the last inspection and are currently satisfactory. For most secondary schools the services are part of the facilities management contract under the Private Finance Initiative scheme and all but a very small number of primary schools make their own arrangements. There is no demand from schools for the council to extend its activity in this area. Of those who buy back these services, the majority find them satisfactory.

118. **Catering services** were not inspected at the time of the last inspection and overall this function is satisfactory. There is a flexible service level agreement on offer and planning and quality monitoring arrangements are sound, although there are relatively limited initiatives in respect of healthy eating. A lengthy attempt to outsource the service has recently been abandoned because the single tender was judged not to offer value for money. The principal objective of the initiative was to secure additional investment in the renewal of kitchen plants and equipment, and the council is currently consulting schools on new proposals, which include new capital investment and which aim to resolve the issue, while keeping the service in-house.

### **The LEA's work in assuring the supply and quality of teachers**

119. Support for the supply and quality of teachers was not previously inspected. The current provision is satisfactory. The LEA's percentage of unfilled teacher vacancies is higher than its statistical neighbours and national averages, and, in response, the LEA has set a number of targets and key actions within the EDP to address the issue.

120. A recruitment strategy manager is the main point of contact for schools and is responsible for overseeing and implementing strategies for improving recruitment. Some recent strategies, including creating a 'teachers in Haringey' website, a careers fair, starter home initiatives and supporting qualified refugee teachers' routes into teaching in Haringey, provide schools with satisfactory levels of support. However, the manager has identified the need to improve further communication with, and increase his profile in, schools. Nevertheless, the LEA provides at least satisfactory support for schools and governors in the recruitment of teachers and good support for the recruitment of headteachers and deputy headteachers. Newly appointed headteachers and newly qualified teachers are well supported by good induction programmes, training and mentor support. The proportion of newly

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qualified teachers staying in the same post for a second year is higher than those nationally or for statistical neighbours.

121. The LEA employs a company to collect data from schools on vacancies and unfilled teaching posts. This is a relatively new development that currently receives responses from three quarters of the borough's schools. At present, the LEA carries out little work on mapping patterns of vacancies or predicting trends across the borough and is taking steps to use the collected data more effectively.

122. The LEA provides a satisfactory range of continuing professional development (CPD) programmes. The training courses are linked to EDP priorities and published annually to assist schools in their long-term planning. However, the CPD programme does not make systematic provision for a career progression programme for all school staff in the borough.

123. There has been reluctance in the past to take up funding for the creation of advanced skills teachers and the LEA has been slow in promoting the potential benefits of this initiative. The number recruited across the whole borough is currently very low. The LEA has recognised this and has secure plans within the EDP to improve this situation.

### **Section 3: Special educational needs**

#### **Summary of the effectiveness of the LEA's special educational needs provision**

124. The LEA's strategy for SEN was very poor at the time of the last inspection. The LEA was, however, taking reasonable steps in meeting its statutory obligations. Well co-ordinated action has led to highly satisfactory progress. A clear SEN policy has been adopted and closer links have been created between SEN and school improvement. The EDP provides an effective mechanism to deliver the policy objectives. A much greater proportion of SEN funding is now delegated to schools. Statutory procedures have been improved in line with the expectations of the revised Code of Practice. The LEA is rightly concentrating efforts on strategic development and direct support that cannot readily be delivered by individual schools. The LEA now makes highly satisfactory provision for SEN and prospects for further improvement are satisfactory. New staffing structures are too recent to demonstrate significant effect at the time of this inspection.

#### **The LEA's strategy for special educational needs**

125. Previously, the lack of a clearly-articulated written strategy made the LEA's effectiveness in this area very poor. Very good progress has been made and the LEA now has a highly satisfactory strategy for SEN. It is founded upon a set of fundamental principles that are widely agreed among elected members, officers, schools and other partners. The strategy is built around a very clear policy that fully reflects the intentions of the national programme of action to promote inclusion and raise achievement.

126. The SEN policy was published in April 2002. It provides a clear vision for the borough by including a set of entitlement principles for an inclusive education service. The policy sets out 10 key objectives and responds effectively to the weaknesses reported in the last inspection. The new EDP was published at the same time, and this includes a major priority aimed at improving provision for pupils with SEN. Schools are generally aware of the major thrusts of the LEA's policy, and rightly see the EDP as the key document expressing intended action. However, their understanding is not aided by the additional overlapping plans that exist. The improvement plan from a Best Value review of services to children with additional educational needs covers some important areas of SEN provision. Consultation is also taking place on a more wide-ranging inclusion policy.

127. The EDP action plans are closely linked to the objectives of the SEN policy. The plans include significant developments in provision, particularly in relation to autism and sensory impairments. These developments are based on sound analysis of trends in pupils' needs, and show evidence of the good strategic relationships that have been developed with health and social services. Specific outcomes are stated in each action plan for the end of the current year, and actions are subject to regular monitoring. The leading elected members are well informed about progress and are able to guide action to address difficulties that have arisen, for example the resistance of individual parents to reduce the use of out-borough placements.

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128. Good progress is being made on many aspects of the planned actions. The proportion of pupils in special schools is in line with national figures but low compared with similar authorities. Capital plans are now in place to secure the location of all special school provision on sites shared with mainstream schools. The individual schools involved are committed to the more inclusive provision that is resulting from changed partnerships between special and mainstream schools. Other schools have yet to be fully convinced about the LEA's capacity to provide the resources that they feel are necessary to support a significant move towards greater inclusion.

### **Statutory obligations**

129. At the time of the last inspection this function was satisfactory. Sound progress has been made and the LEA has taken all reasonable steps to meet its statutory obligations. It is now highly satisfactory. Criteria for statutory assessment have been improved and procedures substantially amended to reflect the revised national Code of Practice. The administration of assessments has improved significantly and provision in statements is specified more precisely. Nevertheless, further improvement is needed in the process for reviewing statements and to secure the future of parent partnership services.

130. The LEA's procedures for conducting and monitoring the statutory assessment process have improved significantly. Currently, almost all assessments proceed to a draft conclusion within the required 18-week period. However, only just over half of first statements are drafted within this time, because of long-standing difficulties with obtaining medical advice. The LEA has recognised this difficulty and, in order to support parents of children undergoing statutory assessment, has taken all reasonable steps to assist the local primary care trust to meet its legal obligations. Statements of SEN are now much more closely aligned to the specification in the revised Code of Practice. In particular, the nature of provision to be made and the respective responsibilities of schools and the LEA are clearly specified. However, objectives in some statements are insufficiently precise to allow for effective review each year. The annual review process also has two key weaknesses. The programme of LEA officer attendance was inadequate in the last year, largely because of the shortage of educational psychologists. In addition, despite an ambitious target to process all review reports within four weeks, too many are still taking several months to consider, especially when changes in provision are suggested. All statements for pupils about to transfer to secondary school were revised by the new required date.

### **Recommendations**

#### **In order to improve the process of statutory reviews of statements:**

- increase the precision of objectives in statements, so that it is easier to measure progress of individuals; and
- ensure officer attendance at reviews is prioritised on those which are likely to lead to recommendations for significant change, and ensure prompt processing of any agreed outcomes.



131. There has been a very significant rise in the number of appeals lodged with the SEN and Disability Tribunal – from eight in 2001-02 to 27 in 2002-03. However, over 80% of these did not proceed to a hearing; many were resolved locally, some through the successful use of mediation sessions. Parent partnership services have been provided since 1998 through a voluntary sector agency. The standard of service provided exceeds the minimum specified in the Code of Practice, and its independence is valued by parents. However, the LEA has repeatedly extended its agreement with the agency pending the completion of a full review. The consequent uncertainty has weakened its effectiveness.

#### *Recommendations*

##### **In order to secure a continued high quality independent parent partnership service:**

- urgently complete the review of the current service, and publish a revised service specification; and
- secure arrangements to tender for the purchase of services for a sufficient time span to allow for necessary continuity and development.

#### **School improvement**

132. The LEA provides highly satisfactory support to school improvement in relation to SEN. Services and functions for SEN have been brought together in the restructured school improvement and inclusion service. There have been major changes in the funding of schools, and the monitoring of provision made by schools is more rigorous.

133. The large majority of the resources associated with SEN are delegated to schools using a combination of formula indicators and panel decisions. The formula provides a good match to the needs of school populations, and provision for pupils with high levels of need is safeguarded through increased specificity of statements. A consultation group played a lead role in developing the proposals, and schools were adequately consulted on this major development. The LEA has issued clear information about the implementation of the new system.

134. Haringey's quality standard approach to school improvement includes assessment of performance in inclusion. School self-evaluation, using the inclusion quality standard, is becoming more widespread. More intensive monitoring, developed with the regional SEN partnership, has been piloted and is to be extended to all schools. Together with the growing use of assessments to measure the progress of pupils performing outside age-related expectations, these initiatives provide a very good basis for monitoring and targeting support to schools that need it most.

135. The SEN handbook provides good guidance and aspects have been updated to take account of local and national developments, but not all schools are using it. There is a good range of local SEN professional development opportunities for both teachers and teaching assistants. A conference for school SEN co-ordinators is held each term. This is well attended by primary co-ordinators. Additional termly events have been organised for secondary co-ordinators, but attendance has not been high. Initial training for new co-

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ordinators is offered through a higher education provider but it is not always well matched to local needs and circumstances.

### **Value for money**

136. The LEA carries out its SEN functions in a way that provides highly satisfactory value for money. Previously, the LEA was recommended that it should monitor the impact of delegation and improve the targeting of funding and support. This has been addressed well. Funding is now allocated according to clear criteria that match well to pupils' needs. The respective responsibilities of the LEA and schools are clearly defined.

137. Central spending on SEN is relatively high. In 2002/03 spending per pupil was £259 (compared with £231 in similar authorities, and £160 nationally). This is a substantial rise compared with the previous year and the percentage of the education budget spent on SEN is now very close to the average for similar authorities. The LEA's monitoring of central SEN budgets is good. Haringey delegates a relatively high level of funding for SEN and additional educational needs to schools. Performance management in SEN services is developing well. Consultation is currently under way about changes to update the funding mechanism for special schools and for specialist resource provision in mainstream schools.

138. The LEA no longer offers schools a general support service for SEN on a traded basis. Buy-back rates declined, and the brave decision was taken to close the service from August 2003. All schools are not yet fully clear about the implications of the change and of the consequent movements of key staff within the LEA. Support services for low incidence needs have sensibly been retained and an innovative speech and language support service, run jointly with the health service, is regarded well by schools.

## **Section 4: Promoting social inclusion**

### **Summary of effectiveness in promoting social inclusion**

139. Since the last inspection there has been considerable progress in some aspects of work promoting social inclusion namely, behaviour support, health & safety, welfare, child protection, and combating racism. Support for these functions is now highly satisfactory. However, weaknesses remain in support for attendance, education other than at school and looked after children. In these areas there is general concern over the number of pupils without educational provision, and the proportion of looked after children who are placed out of borough. Attendance levels, while showing slight improvement, remain well below those of national rates and similar authorities.

140. Support for behaviour has improved. The restructured behaviour support team, the provision at the pupil support centre and the effective relationships between partners are all key factors in the improvement. Similarly, the strengthening of support arrangements, improved policies and the better relationships between schools, social services and the education department have contributed to improved support for child protection.

141. The LEA and council recognise the importance of developing strong partnerships between the various agencies who play a major role in developing social inclusion, and this area of work is being recognised as a high priority across the borough.

### **The strategy to promote social inclusion**

142. The strategy to promote social inclusion was not inspected previously. It is now satisfactory. Social inclusion is given a high priority across the council and within education services. Many of the strategic plans, including the community strategy, children and young people development plan and the youth justice plan, have priorities that include social inclusion objectives and action points. Within the education department, the service plans for areas of support such as SEN and minority ethnic achievement are integrated into the priorities of the EDP and strategic management plan that fully support the social inclusion agenda.

143. The LEA has recently produced an educational inclusion policy that is awaiting full council approval. The policy provides a framework that cuts across all services and departments and will promote an effective partnership approach to social inclusion. While the approach being taken is not yet fully co-ordinated across the authority, the policy will be a major trigger for helping to achieve this. The LEA has developed good partnerships that contribute well to the areas of development, examples of which include children and young people strategic partnership, police, and the raising achievement board. The LEA has a successful record in bidding for and acquiring external funding to support initiatives, for example, Single Regeneration Budget initiatives to support excluded pupils and the behaviour improvement programme.

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144. The LEA has recently changed its admissions criteria to ensure that looked after children have highest priority, and children assessed by social services as 'in need' are phased into educational provision as soon as possible.

145. The LEA has well-developed systems in place for the collection and analysis of data that are used to identify pupils requiring intervention and support. The LEA is monitoring the performance of groups of pupils and statutory targets are set in the EDP. Senior managers in each respective service have an overview of the performance and monitor progress against outcomes and targets each term.

### **The supply of school places**

146. The supply of school places was satisfactory at the time of the previous inspection and remains so. No fieldwork was carried out.

### **Asset management**

147. The previous inspection did not evaluate the effectiveness of asset management planning in detail. Nevertheless, it drew attention to serious weaknesses in data collection. The report recommended, however, that the LEA implement the approach to improving school buildings that had been adopted in the previous six months. This approach has been pursued with considerable vigour and enthusiasm and the function is now performed satisfactorily.

148. The LEA was slow to develop an effective asset management plan. Over the last year there has been significant and rapid progress facilitated by new leadership and a new team of officers. Data on the condition, suitability and sufficiency of buildings is now in place and used systematically to inform the prioritisation of projects.

149. The LEA now has a good understanding of the investment needs of its building stock and the capital strategy makes clear links to other plans and a range of funding streams. There remains an identified funding gap before all the needs in the primary and special sectors can be met but secondary school condition needs are being successfully tackled through a major Private Finance Initiative scheme, worth over £100 million. The Private Finance Initiative capital works are now virtually complete and have transformed condition needs in all of the LEA's secondary schools, although the external auditor identified some problems with the management of the contract, for example in terms of the length of time taken to resolve problems or agree variations. The LEA has been successful in attracting capital from other sources, notably two major projects under the targeted capital fund to promote inclusion. Plans are also well advanced for proposals under the government's 'Building Schools for the Future' initiative.

150. Schools are appropriately consulted on asset management matters mainly through a working group, involving all relevant partners. Since the last inspection, schools' view of the transparency of the asset management planning process, as shown in the school survey, has improved from poor to well above satisfactory. However, action to promote a genuine coherence between schools' and the LEA's asset management is relatively recent and undeveloped. Schools do not yet all have their own school premises plans, although guidance

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on developing them has been issued. Schools receive regular visits from the new school liaison officers and the LEA has improved the information available to schools with plans for on-line access to school building data. The LEA is rightly taking an active approach to monitoring schools' spending of devolved capital.

### **Admissions**

151. Arrangements for admissions were satisfactory at the time of the previous inspection and remain so. No fieldwork was conducted in this area.

### **Provision of education for pupils who have no school place**

152. Provision for pupils with no school place was satisfactory at the time of the last inspection, with plans to ensure that all pupils permanently excluded or excluded for more than 15 days would receive full-time education by September 2002. The special school for pupils with social and emotional difficulties has since closed and the pupil referral unit, now known as the pupil support centre, admits most pupils who have more complex behaviour needs and are unable to remain in mainstream schools for a range of reasons. This makes good full time provision including, for some pupils, part-time attendance at a college of further education or a training provider. A multi-agency social inclusion panel meets weekly to consider the placement of pupils. Carefully planned arrangements are made, based on thorough assessments of need. Despite these developments, the current provision of education for pupils who have no school place is unsatisfactory because a significant number of children (over 200) from Year 8 upwards are without a school place and for some this has extended over more than one term. More than 50% of these pupils are newly arrived from a wide range of countries with widely differing needs and the LEA is in discussion with headteachers to try to resolve this issue without destabilising secondary schools, but there is currently no strategy to ensure that all children who move into the LEA have a school place.

153. The number of permanent exclusions has shown a slight reduction since the last inspection. Reintegration rates are improving and some pupils are successfully returning to mainstream schools after a period in the pupil support centre. For pupils on fixed-term exclusions from behaviour improvement plan schools, there is an immediate offer of alternative education provision at a centre away from the school. While this enables pupils to continue in full-time education, many are not taking up this opportunity and attendance rates are often unsatisfactory. There is no alternative provision for pupils who have fixed-term exclusions from schools that are not included within the behaviour improvement programme unless their exclusion extends beyond 15 days. The LEA is unaware of the full range, quality and suitability of alternative provision used by schools. The LEA does not yet have sufficiently robust systems in place to monitor how promptly pupils return to their schools after short fixed-term exclusions as information from schools is often insufficient; the LEA is also unable to analyse data for trends. There is a particular problem with pupils being excluded from schools outside the borough as support for pupils before exclusion is not always evident, and exclusions often occur with very little warning.

154. Appropriate monitoring arrangements are made for children who are educated at home, and suitable education provision is made for pregnant and schoolgirl mothers and for those pupils with medical needs who may require more flexible arrangements.

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*Recommendations***In order to improve the provision for pupils who have no school place:**

- urgently secure short and long-term strategies to enable all pupils to have a school place in secondary schools;
- develop robust monitoring systems to analyse data on fixed-term exclusions and to ensure that pupils have a prompt return to school; and
- ensure that all schools use only alternative provision that is registered, suitable, and of good quality.

**Attendance**

155. Previously, support for attendance was unsatisfactory and continues to be so. The last report recommended that the LEA should give a higher priority to developing ways of improving rates of attendance and providing a consistent standard of service to schools. Since then, the service has been restructured and has concentrated on reorganisation, recruitment and training of staff; and the funding of support for attendance and welfare has been devolved to secondary schools. Specialist education welfare officers have been appointed to monitor and support attendance for refugee and asylum seekers, looked after children and those without a school place. Schools are now more positive about the support that they receive and a greater rigour and focus on attendance issues are now more apparent in the LEA and in schools.

156. Nevertheless, insufficient progress has been made on improving attendance rates that remain stubbornly low. The LEA has fallen short of its targets for both primary and secondary phases. The LEA has taken a positive step in linking the monitoring of attendance and achievement in schools by joint working of education welfare officers and senior school improvement officers. Their liaison is beginning to enable individual schools to focus on attendance and its impact on standards. Targets are set in all schools but they are not always robust. The LEA has sought advice and guidance from the DfES and other sources in setting targets and analysing data.

157. The newly-appointed managers of the education welfare service give appropriate emphasis on training both their phase teams and in schools. Secondary schools, with their devolved funding, are in the process of appointing and inducting staff. The LEA has recognised the need for advice and guidance on procedural matters, contracts, monitoring of attendance and making prompt returns to the LEA. The allocation of support to primary schools is clear and based on good assessment of need.

158. The draft attendance policy has not yet been subject to consultation with schools. It provides guidance about taking pupils off the roll but more emphasis is needed about schools gaining certainty with regard to next destinations, to ensure that pupils move on to a new school roll and do not go missing. Some secondary schools are not yet clear about the extent of their responsibilities and those of the LEA. More guidance is needed to ensure that all schools monitor attendance matters related to prompt returns by pupils after a fixed-term exclusion, part-time attendance with other providers and for those pupils who have flexible

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packages at Key Stage 4. Returns from schools are sometimes delayed and information is often insufficient for the LEA to make thorough analyses of the data.

### *Recommendations*

#### **In order to improve support for attendance:**

- with schools, secure a sense of greater urgency to improve rates of authorised and unauthorised attendance across all schools in the borough; and
- ensure all schools are clear about their responsibilities with regard to taking pupils off roll and monitoring attendance and exclusions.

### **Behaviour support**

159. Behaviour support was satisfactory previously, with the LEA meeting its targets for rates of exclusion. It is now highly satisfactory. Learning mentors' support, funded by Excellence in Cities, had made a significant contribution to improving behaviour in primary and secondary schools, but learning support units were more variable and continue to be so. Many changes have been introduced by the LEA since then, although the behaviour support plan has yet to be updated. After the closure of the special school, the pupil support centre experienced a more turbulent period in trying to meet the diverse needs of a wide range of pupils; the head of the centre was also responsible for the behaviour support team to schools in both phases. The LEA recognised that this was inappropriate and the pupil support centre now has more distinct responsibility for admitting pupils with more complex behaviour difficulties, many of whom have experienced exclusion from mainstream schools. The provision now includes access to the National Curriculum and a growing number of exam courses in Key Stage 4. All pupils at the pupil support centre have 25 hours of education provision and there is an improving rate of reintegration back into mainstream schools. This is good provision.

160. The LEA is not receiving sufficient timely and detailed returns from schools on fixed-term exclusions to be able to make suitable analyses of the reasons for exclusion and is unsure that suitable alternative provision is made.

161. The behaviour support team has been reorganised and is line managed by the access and pupil support strategy manager, bringing better cohesion to service delivery. A quality standard grade for behaviour management has been established setting a level of challenge for each school to enable better self-evaluation. Delegated funding to schools covers all forms of SEN including behaviour difficulties; this is supplemented by further delegated funds to targeted schools for those pupils with severe and challenging behaviour.

162. Good model policies are in place for aspects of behaviour, anti-bullying, care and restraint and drugs, to help schools to develop policies and procedures of their own.

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*Recommendations***In order to improve support for behaviour:**

- review and update the behaviour support plan; and
- ensure that suitable use is made of learning support units and good practice is disseminated to all schools.

**Health, safety, welfare and child protection**

163. At the time of the previous inspection, procedures and support for health, safety, welfare and child protection, though improved, remained unsatisfactory with recommendations made to promote regular training and develop effective communications between schools and social workers. Since that time, important improvements have been made and these functions are now highly satisfactory. The LEA is taking all reasonable steps in fulfilling its statutory duties.

164. The LEA has maintained senior officer representation on the area child protection committee and its three main sub-groups. The education services department has strengthened its capacity to support arrangements with the appointment of a senior child protection co-ordinator in addition to the LEA's named officer for child protection. Education liaison officers have also been appointed to improve relationships between schools, social services and the education department. Policy, procedure and guidelines for safeguarding children have been revised, updated and distributed to all schools. They contain clear referral guidance, state responsibilities and legal requirements explicitly and contain a useful self assessment checklist for schools. The LEA has effectively improved its monitoring of attainment, progress and attendance of pupils on the child protection register through cross-service arrangements.

165. The LEA maintains a current list of designated teachers responsible for child protection. It is updated every term, and staff who are new to this position receive priority training within one term. The LEA has significantly improved the range of single and multi-agency training opportunities for all designated teachers and governors. A comprehensive training programme, based partly on a school needs analysis, is published and attendance monitored rigorously.

166. From a poor previous position, significant progress has been made in improving relationships between social workers and teachers. Primary schools, in particular, acknowledge an improving situation, although secondary schools remain more critical and the LEA recognises that more needs to be done to counter criticisms. The education and social services working group was established to identify difficulties and devise plans to improve the situation. As a result, improvements have been made to the timings of case conferences and there has been joint attendance at training events and case conferences. Senior social services officers are now adopting a higher profile with headteachers, which has proved effective in building trust and confidence.



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167. Since the last inspection, the LEA has taken highly satisfactory steps to improve the management and support for health and safety policy and practice. The LEA's revised policy and guidelines have been published to schools and include guidance and training opportunities related to risk assessment for school trips. The LEA has strengthened its capacity to support schools in their management responsibilities with the recent appointment of dedicated health and safety staff and through effective partnership with the fire service and police. Many of the improvements have been too recently implemented to determine any significant effect at this stage, though prospects for further improvement are promising and should serve to counter the less than satisfactory response of schools in the school survey.

### **Looked after children**

168. This function was not inspected previously. The LEA's support for looked after children is unsatisfactory. Levels of attainment are unacceptably low and the LEA does not have an effective strategy to bring about the rapid improvement needed. The council has taken corporate responsibility to promote educational achievement of children in the authority's care, but is not yet effectively discharging its responsibility in respect of attendance and exclusions. An officer to take co-ordinating responsibility for work in this area is soon to be appointed and this will provide necessary managerial capacity.

169. There are 547 children in the care of Haringey council; over half of these are of statutory school age and a large proportion are placed outside the borough. Looked after children in Haringey are much more likely to have many changes in care placement than in comparable authorities. These features raise particular challenges for the effective provision of education.

170. The education team dealing with looked after children has expanded and now includes a part-time educational psychologist, a full-time education welfare officer, and administrative posts. Two more temporary teaching posts have recently been added, focusing mainly on direct support to children approaching examinations in Key Stages 3 and 4. The team has provided a satisfactory programme of training, which last year reached representatives from all schools with looked after children on roll.

171. Effective liaison and data exchange between social services and education have been developed. However, information on the current educational placement of looked after children remains incomplete because of difficulties in keeping this data current on the social services client index system. Appropriate steps have been taken to provide schools with basic information about looked after children when placements are known. Personal education plans had been established for 79% of looked after children by April 2002, although quality varies.

172. The LEA has committed appropriate resources to the needs of looked after children. In addition to the team of staff in the education service, over £90,000 is allocated to schools through a factor in the funding formula. However, there are no plans to monitor or evaluate the use made by schools of this delegated funding.

173. The attainment of looked after children is extremely low in comparison with other children in the borough. The EDP includes action aimed at improving educational outcomes

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for looked after children, and ambitious targets for their attainment. However, the targets are not consistent with the much lower targets adopted by the social services department. The activities do not demonstrate sufficiently close working with social services and are not sufficiently focused. Members have received reports on attainment through the children's service working group, and from the Best Value review of services for children with additional educational needs. However, the improvement plan resulting from the review does not include any significant action that is likely to bring about the improvements needed.

174. In the last two years there has been some improvement in Key Stage 2 results, but GCSE results have declined. Provisional data for 2003 show that 36% of looked after children gained at least one GCSE, compared with 42% in 2001. The proportion gaining five higher grades at GCSE fell from 12% in 2001 to 8% in 2002, and to 5% in 2003. The most recent data indicate that a significantly smaller proportion of young people leaving care in Haringey have any GCSE qualifications or enter education or employment than in similar authorities. Some of the poor results among older children are attributable to the large proportion of young people admitted to care during Key Stage 4. Nearly half of the looked after children in the current Year 11 came into care within the last year, many as unaccompanied minors.

175. The LEA has no satisfactory baseline data for the attendance of looked after children. The work of the education welfare officer has been concentrated in the last year on securing educational placements for all of the children. The LEA intends to collect data in the coming year, to enable focused work to begin on improving attendance. Although the LEA reports that there are very few permanent exclusions of looked after children, officers have no data about the level of fixed-term exclusions.

### *Recommendations*

#### **In order to raise standards for looked after children:**

- agree compatible targets between education and social services departments for improved attainment and put in place realistic actions for achieving them;
- establish baseline data for attendance and fixed-term exclusions; and
- monitor and evaluate, in partnership with schools, the effectiveness with which delegated and centrally held budgets are being used to raise achievement.

### **Measures to combat racism**

176. Previously, this aspect of the LEA's work was unsatisfactory. The LEA needed to improve the monitoring and analysis of racist incidents returned by schools. Considerable progress has taken place and support for this area is now highly satisfactory.

177. The council and education department has responded to the statutory requirements in the Race Relations (Amendment) Act 2000 and the standards outlined by the Council for Racial Equality (CRE) in producing the required policies and guidelines for combating racism. The council has achieved level three on the CRE standard.

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178. Schools have received comprehensive guidance including dealing with and reporting racist incidents. The LEA expects all schools to report incidents on a termly basis but returns from schools are still well below the target of 100% and stand at 54%. While this figure represents an improvement since the last inspection, there is reluctance on the part of some schools to offer the data to the LEA. This area of work remains a major concern for the LEA and it is currently analysing reasons for low returns. On data received, an annual report is produced and this helps to inform future development planning. Good quality training is offered to school and LEA-based staff and the monitoring of racial equality is included on the agenda for school monitoring visits.

179. Co-operation across departments and between the LEA and other external agencies is developing well. A corporate equalities management team comprising directors, deputy directors and equalities officers from all directorates meet to monitor corporate policies and priorities. Each department has an equalities forum for monitoring its own policies and progress. A multi agency harassment panel reviews data from incident returns and identifies areas for concern. Each of these groups is effective in its operation. In addition, minority ethnic communities are represented on several corporate groups including the Haringey race equality council and race equality joint consultative committee, both of which play an effective role in reviewing and discussing policy.

## **Section 5: Corporate issues**

### **Introduction to corporate issues**

180. The council has set suitably ambitious aspirations for education in Haringey as one of its key priorities within the recently published community strategy. This renewed commitment is appreciated and understood by schools, who are now better consulted and involved in decision-making processes where elected members are demonstrating a willingness to improve their strategic leadership role. Corporate planning for education is satisfactory and systems for its implementation are working well, including improved alignment with budget-planning arrangements. Similarly, there has been significant progress made in the decision-making processes of the council. Members receive good advice from officers and they are prepared to take difficult decisions. Relationships between officers and members are professional. Good progress has been made overall against the recommendations of the previous inspection report where these issues were more fragile and there was doubt about the council's capacity for effective leadership. Greater involvement in the education management board of the strategic partnership, and improved capacity for improvement following the appointment of good quality officers, are resulting in a sense of common purpose in leading and managing the education services. A similar rate of progress is needed, as the contract with the strategic partnership enters its last year, if Haringey is to resume unsupported leadership for education.

### **Corporate planning**

181. Corporate planning is satisfactory. The council has clearly set out its vision and priorities for improvement in Haringey's community strategy. The strategy is a shared vision for the borough based on a relatively new partnership arrangement that has brought the council, police, the primary care trust, local businesses, faith communities, and educational organisations together to improve local services over a four-year period.

182. Education is one of five key priorities for the council set out in the strategy. Appropriately, it aims to address low levels of achievement and increase participation for all children and young people. The priority for education is suitably ambitious but intentions are not always presented as practical strategies for improvement. Nevertheless, the vision of the elected members and their renewed commitment to education is understood and welcomed by most schools.

183. Links between the community strategy, and statutory and other major plans within the education services department are stated clearly. The strategic management plan for 2003-04 sets out succinctly the key actions related to the five functions of education services and includes the planning for the education development plan. The lead officer with responsibility for implementation and the source where detailed planning is found is set out clearly in this overarching plan. Similarly, in the strategic plans for education, the relationships between service plans are also suitably cross-referenced. Nevertheless, while corporate priorities can be tracked through into the strategic management plan, some important links, chiefly caused by the presentation styles and vocabulary used to describe intentions are missed, and this limits cohesion.

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184. There are highly satisfactory systems within the education services department for implementing plans. The pre-budget planning review process is well established and linked effectively with planning cycles, ensuring that priorities and actions are affordable at education services level. The education management board, which now includes elected members and school representatives, meets frequently to monitor the implementation of the strategic management plan. Progress is reviewed systematically and plans adjusted as necessary. Those responsible for implementing plans are clearly identified at corporate and service level and lines of communication are clear. Plans are implemented within designated timescales.

### **Decision-making**

185. The speed, transparency and effectiveness of decision-making were satisfactory at the time of the last inspection. They are now highly satisfactory.

186. A clear framework exists for all key decision-making. The education management board plays a key strategic role in evaluating progress against the priorities of the strategic management plan and in contributing to policy. Proposals are referred to the council executive for decision-making and approval. The forward programme of the lifelong learning scrutiny committee ensures that important policy developments are subject to democratic scrutiny and that decision-making is timely. Improving consultation arrangements with schools and ensuring transparency in decisions have been key characteristics of the progress made in this area, and they are regarded well by schools and other stakeholders and partners. As a consequence of this, the council has been able to confirm its commitment to education, improve its trust with schools and take difficult decisions such as school closure, school amalgamations, restructuring of additional and special educational needs budgets and embrace the Private Finance Initiative to bring about improvements to schools.

187. Officers provide members with good advice and the scheme of delegation gives appropriate powers to officers. This, together with improved and robust financial planning processes, secures effective forward planning arrangements, so that priorities for education are well articulated and informed by good consultation arrangements.

### **The leadership provided by elected members**

188. At the time of the last inspection, the leadership of elected members was poor. Signs of limited improvement were weakened because too little action was taken to build capacity for effective leadership. At that time, members were not represented on the education management board and lines of communication were not well defined. Protocols for dispute resolution were not developed and the relationship between the board and the scrutiny committee was ill-defined. Finally, members were not involved in a planned programme of development which was jeopardising the prospect of sustainable improvement.

189. Since that time, significant progress has been made and the leadership of elected members is now highly satisfactory. The council is now well placed to resume unsupported leadership for education if the current rate of progress is sustained. Elected members have restated their commitment to education as a high priority within the Haringey community

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strategy. Schools understand this and welcome the enhanced profile members now have. The trust by schools in members is now more firmly founded than at the time of the last inspection.

190. In order to support succession arrangements as the contract enters its final year, the executive member for lifelong learning, the deputy executive member for lifelong learning, the chair of the lifelong learning scrutiny committee and opposition spokesperson for education are substantive members of the education management board. This enables key members and deputy directors to gain substantial experience and insight and to make a contribution to the progress and policy development of the strategic planning priorities of the education services department. Furthermore, relationships between lead members for education and senior officers are good. Councillors have confidence in the senior officers and in their ability to secure further developments. Relationships have developed appropriately so that information and communication flow freely and regularly and operate within a continuum of support and challenge. Education management board and directors reports to the council executive are comprehensive, informative, and timely. Policy options are thought through well, are subject to informed debate, and focus on priorities. For example, in line with the councils objectives to raise standards of attainment and narrow the gap in achievement, the education management board, council executive and lifelong learning scrutiny panel analyse school performance in detail.

191. The scrutiny function in education works effectively. Procedures for regularly scrutinising policy decisions are developing well. The programme is published 12 months in advance and includes key policies that are most helpful in contributing to policy development.

### **The leadership provided by senior officers**

192. At the time of the last inspection, the quality of leadership of senior officers employed by the strategic partner and their discharge of contractual responsibilities was good. The process of providing effective support to schools, through setting sensible priorities and developing realistic plans and sound systems, had started the process of much needed recovery. Nevertheless, schools remained cautious in their optimism about the future leadership of the education services due to the temporary nature of staff and the relatively short-term duration of the contract. Since that time, substantive senior officer appointments have been made. The newly appointed director of education services, who was a strategic partner employee (and is now a joint employee of the council and the strategic partner until the conclusion of the contract), has ensured important continuity in the leadership, which remains good.

193. Central to this effectiveness are the vision, drive and energy shown by the director. Within the terms of the contract, and in collaboration with elected members and schools, an effective and purposeful leadership team has been appointed although, for some very recently appointed senior officers, it is still too early to detect significant impact of their work. Nevertheless, the leadership team display a common purpose and a determined commitment to work in partnership with schools and key stakeholders in order to raise attainment, improve school effectiveness, and ensure inclusion. Strategic plans for school improvement, most notably the strategic management plan and EDP, are well articulated, challenging, and based on high expectations.

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194. The trust and relationship with schools, being rebuilt at the time of the last inspection, are now more firmly rooted. Schools appreciate the quality of senior staff that have been appointed, particularly in respect of the continuity brought about by the director's appointment. They welcome the involvement they now have in decision-making, through consultation arrangements and their representatives on the education management board and on consultative and working groups. Communications have improved and schools endorse the direction that the LEA is taking. Transparency in decision-making, funding arrangements, and progress against priorities is developing a culture of trust and mutual appreciation of respective roles and responsibilities.

### **Partnership**

195. The effectiveness of partnership working was not evaluated previously. Since the last inspection, significant progress has been made and the LEA's arrangements for partnership work are satisfactory.

196. Improving strategic partnerships between the education services department and other council departments and external agencies is one of the council's stated key aims and is resulting in productive relationships at strategic and operational levels. Key partners such as those in health, social services, the police and fire services, post-14 education including the Connexions service, diocesan groups and from community groups recognise a fundamental change in attitude and commitment in the education service department's approach since the last inspection. For example, collaboration between education and social services has led to important improvements in child protection policy and procedure and is resulting in improving relationships between schools and social workers. Similarly, partnership work with the police and the youth offending team in a range of activity regarding community safety, police in schools, and citizenship initiatives is enhancing the delivery of services for vulnerable children. In addition, the development of the children and young people's strategic partnership is bringing together agencies and departments in order to improve the planning and monitoring of services involved with social and educational inclusion.

197. Satisfactory structures exist for strategic and operational working to be effective. Care has been taken to involve partners in joint meetings to avoid duplication in service planning and delivery. Most key partners are aware of the priorities of the council and education services department in those specific areas related to their work. Central to the success of this has been the leadership provided by senior officers at strategic levels and this is leading to greater consistency in partnership working at operational levels.

198. Local and school level partnerships, however, have been more variable. There has been some success in the development of network learning communities and in the Excellence in Cities initiative. However, partnership development work related to advanced skills teachers, Beacon and specialist schools has been slow and is not securely embedded within the LEA's approach to school improvement.

### **Support for early years**

199. Partnership with, and support for, early years education has been poor. Support for the Early Years and Childcare Development Partnership has been inadequate, especially in

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relation to the provision made by the private and voluntary sectors. Furthermore, there are significant weaknesses in the early years development and childcare plan where key targets have been missed; unfilled vacancies in the partnership's staffing has led to insufficient training, support and advice and significant amounts of grant funding returned unspent. The LEA has recognised the weaknesses in this aspect of partnership work and the personal intervention of the director of education services has resulted in some improvement. An interim manager has now been appointed within the education service and a revised implementation plan is currently in preparation. Proposals have been made for structural and staffing changes, and budgetary management is only now receiving adequate attention. Plans are also in place to include wider participation in future training for voluntary and private sector providers. Nevertheless, better use of external funding and a faster rate of progress will be required if the partnership is to achieve its targets for childcare places.

### *Recommendations*

#### **In order to improve partnership and support for early years provision:**

- agree and implement a revised strategic plan with the early years and childcare partnership; and
- ensure that more comprehensive training and advice for private and voluntary sector providers is implemented.

### **Support for 14-19 education**

200. Previously, support for 14-19 education was weak. The 2002 report noted that no improvement had taken place, apart from a group of schools in the east of the borough operating as a consortium. There is now clear evidence of significant activity intended to bring about change. However, the delay between planning and outcomes means that there is, as yet, little impact on achievement. The critical comments and recommendations of an area-wide review of 16-19 inspection have been followed up with vigorous collaborative activity by the LEA and the London Learning and Skills Council principally through a joint steering group, chaired by the director of education. Following the production of a detailed joint action plan, that group has now been succeeded by a 14-19 forum with suitably wider representation.

201. Raising attainment at Key Stage 4 and post-16 is a priority within the EDP. The recent rate of improvement at Key Stage 4 GCSE has been faster than the national rate and that of statistical neighbours, but from a very low base. Arrangements to develop the curriculum post-16 are at an earlier stage and critically dependent on proposals for the establishment of a sixth-form provision currently under consultation. A great deal of effort has been put into planning change and engaging with stakeholders, but the new institution will not be in place before 2005 at the earliest and there is current uncertainty about responsibility for taking a lead in curriculum planning. Nevertheless, the development of partnership between those who recognise the urgency of the need for change are encouraging and prospects for improvement are highly satisfactory. However, the current curriculum provision remains unsatisfactory especially in the east of the borough as it is not yet possible to see secure outcomes from work in hand.



## **Appendix 1: Recommendations**

The report makes a number of recommendations:

### **In order to improve the support to schools for gifted and talented pupils:**

- urgently establish a strategy for gifted and talented pupils covering all schools, setting out;
  - arrangements for the dissemination of existing good practice to all primary schools;
  - arrangements for setting school-based higher level targets for gifted and talented pupils.

### **In order to improve the process of statutory reviews of statements:**

- increase the precision of objectives in statements, so that it is easier to measure progress of individuals; and
- ensure that officer attendance at reviews is prioritised on those which are likely to lead to recommendations for significant change, and ensure prompt processing of any agreed outcomes.

### **In order to secure a continued high quality independent parent partnership service:**

- urgently complete the review of the current service, and publish a revised service specification; and
- secure arrangements to tender for the purchase of services for a sufficient time span to allow for necessary continuity and development.

### **In order to improve the provision for pupils who have no school place:**

- urgently secure short- and long-term strategies to enable all pupils to have a school place in secondary schools;
- develop robust monitoring systems to analyse data on fixed-term exclusions and to ensure that pupils have a prompt return to school; and
- ensure that all schools use only alternative provision that is registered, suitable, and of good quality.

### **In order to improve support for attendance:**

- with schools, secure a sense of greater urgency to improve rates of authorised and unauthorised attendance across all schools in the borough; and
  - ensure all schools are clear about their responsibilities with regard to taking pupils off roll and monitoring attendance and exclusions.
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**In order to improve support for behaviour:**

- review and update the behaviour support plan; and
- ensure that suitable use is made of LSUs and that good practice is disseminated to all schools.

**In order to raise standards for looked after children:**

- agree compatible targets between education and social services departments for improved attainment and put in place realistic actions for achieving them;
- establish baseline data for attendance and fixed-term exclusions; and
- monitor and evaluate, in partnership with schools, the effectiveness with which delegated and centrally held budgets are being used to raise achievement.

**In order to improve partnership and support for early years provision:**

- agree and implement a revised strategic plan with the early years and childcare partnership; and
- ensure that more comprehensive training and advice for private and voluntary sector providers is implemented.

## Appendix 2: Record of Judgement Recording Statements for the inspection

No.	Required Inspection Judgement	Grade	NI
<b>SECTION 1 SCHOOL IMPROVEMENT STRATEGY</b>			
1	The socio-economic context of the LEA	7	
2	The performance of schools	7	
3	Funding, including the co-ordination of external funding	2	
4	The LEA's strategy for school improvement including the EDP and EiC	2	
5	The progress on implementing the LEA's strategy for school improvement including the EDP and EiC	3	
6	The extent to which the LEA targets its resources on priorities	2	
7	The extent to which the LEA has in place effective strategies to promote continuous improvement including Best Value	3	
<b>SECTION 2 SUPPORT FOR SCHOOL IMPROVEMENT</b>			
8	The extent to which the LEA has defined monitoring, challenge, and intervention and shared those understandings with schools	3	
9	The extent to which the LEA's support to schools is focused on areas of greatest need	2	
10	the effectiveness of the LEA's work in monitoring schools and challenging them to improve, including the use made of performance data	2	
11	The effectiveness of LEA identification of and intervention in under-performing schools	4	
12	Support to schools for raising standards in Literacy	3	NI
13	Support to schools for raising standards in Numeracy	2	
14	Support to schools for raising standards in and the curriculum use of information and communications technology	3	
No.	Required Inspection Judgement	Grade	NI
15	Support to schools for raising standards at Key Stage 3	3	

16	Support to schools in raising standards of ethnic minority and Traveller children including the effective deployment of the ethnic minority and Traveller achievement grants	3	
17	Support to schools for gifted and talented pupils	5	
18	Support for school leadership and management including support for schools effort to achieve Best Value	4	
19	Support to school governors	4	
20	The effectiveness of its services to support school management	4	
20a	Financial services	4	
20b	Human resources	4	NI
20c	Property services	3	
20d	Services for ICT in school administration	3	
20e	Cleaning and caretaking	4	
20f	Grounds maintenance	4	
20g	Catering	4	
21	The extent to which the LEA is successful in assuring the supply and quality of teachers	4	
22	The effectiveness of leadership of services to support school improvement	3	NI
23	The effectiveness of the deployment of staff to support school improvement	4	NI
24	The effectiveness of strategic planning of services to support school improvement	2	
25	The effectiveness of the performance management of services to support school improvement	3	NI
26	The standard of expertise of staff to support school improvement	4	
27	The effectiveness of services to school improvement	4	
28	Value for money of services to support school improvement	4	
<b>SECTION 3 SPECIAL EDUCATIONAL NEEDS</b>			
29	The effectiveness of the LEA's strategy for SEN	3	

30	The effectiveness of the LEA in taking steps to meet its statutory obligations in respect of SEN	3	
31	The effectiveness of the LEA in exercising its SEN functions to support school improvement	3	
32	The extent to which the LEA has exercised its SEN functions to meet the requirements of value for money	3	
<b>SECTION 4 PROMOTING SOCIAL INCLUSION</b>			
33	The overall effectiveness of the LEA in promoting social inclusion	4	
34	The effectiveness of the LEA in relation to the provision of school places	4	NI
<b>No.</b>	<b>Required Inspection Judgement</b>	<b>Grade</b>	<b>NI</b>
35	The effectiveness of the LEA in discharging asset management planning	4	
36	The effectiveness of the LEA in relation to admissions to schools	4	NI
37	The extent to which the LEA meets its statutory requirements and achieves value for money in relation to provision for pupils who have no school place	5	
38	The extent to which the LEA meets its statutory requirements and achieves value for money in relation to school attendance	5	
39	The extent to which the LEA meets its statutory requirements and achieves value for money in relation to behaviour at school	3	
40	The extent to which the LEA meets its statutory requirements and achieves value for money in relation to health and safety, welfare and child protection	3	
41	The extent to which the LEA meets its statutory requirements and achieves value for money in relation to children in public care	5	
42	The effectiveness of the LEA in combating racism	3	
<b>SECTION 5 CORPORATE ISSUES</b>			
43	The clarity, consistency, coherence and feasibility of corporate plans	4	
44	The effectiveness of the procedures for implementing and evaluating corporate plans	2	
45	The speed, transparency and effectiveness of decision-making (particularly financial decision-making)	3	
46	The quality of leadership provided by elected members	3	

47	The quality of the leadership provided by senior officers	2	
48	The quality of advice given to elected members	2	
49	The effectiveness of the co-ordination of actions in support of priorities involving collaboration between several agencies	4	
<b>OVERALL JUDGEMENTS</b>			
50	The progress made by the LEA overall	2	
51	The LEA's capacity for further improvement and to address the recommendations of the inspection	3	
52	The overall effectiveness of the LEA	4	

JRS numerical judgements are allocated on a 1 to 7 point scale:

- Grade 1 - Very good
- Grade 2 - Good
- Grade 3 - Highly satisfactory
- Grade 4 - Satisfactory
- Grade 5 - Unsatisfactory
- Grade 6 - Poor, significant weaknesses
- Grade 7 - Very poor, fails to provide effective support to schools