



OFFICE FOR STANDARDS  
IN EDUCATION

**INSPECTION OF  
HARINGEY  
LOCAL EDUCATION AUTHORITY**

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in conjunction with the  
AUDIT COMMISSION**

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## INTRODUCTION

1. This inspection is the second inspection of Haringey Local Education Authority. The report of the first inspection, which was conducted in summer 1999, was published in September 1999. Both inspections were carried out by OFSTED in conjunction with the Audit Commission under section 38 of the Education Act 1997. This 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 used the *Framework for the Inspection of Local Education Authorities*, which focuses on the effectiveness of local education authority (LEA) work to support school improvement. This was a short inspection that primarily followed up on the LEA's progress in implementing the recommendations of the first inspection and did not cover all aspects that are included in the Framework for Inspection.

3. The inspection was partly based on data, some of which was provided by the LEA, on school inspection information and audit reports, on documentation and discussions with LEA elected members, staff working in the directorate for education, including those who are employed by the strategic partner and in other council departments. In addition, a questionnaire seeking the views on aspects of the LEA's work was circulated to all schools. The response rate was 71 per cent.

4. The inspection also involved studies of the effectiveness of particular aspects of the LEA's work through discussions with small groups of headteachers and short visits to four primary schools, one secondary school and the pupil referral unit. The discussions tested the views of governors, headteachers and other staff on the key aspects of the LEA's strategy. The discussions also considered whether the support that is provided by the LEA contributes, where appropriate, to the discharge of the LEA's statutory duties, is effective in contributing to improvements in the school, and provides value for money.

## COMMENTARY

5. Haringey is among the most diverse and disadvantaged boroughs in England. Among the many challenges it faces is a very high percentage of recently arrived refugees.

6. School performance is well below that of similar authorities and national averages. The rate of improvement, despite a rise in results at Key Stage 2 in 2001 in English and mathematics, is also comparatively low. Haringey needs an effective LEA. The report of the summer 1999 inspection showed that it did not have one. In the two years since then, intervention by the Secretary of State for Education and Skills has led to major changes in the structure, organisation, management and staffing of the LEA.

7. Insufficient progress has been made in the time that has elapsed since the last inspection owing to the lack of progress in the first eighteen months following the first OFSTED inspection. There was a period of uncertainty when a number of staff left, including the director of education. In this climate, important areas of the LEA's work such as budget setting, the implementation of the Education Development Plan and the approach to monitoring, challenge, intervention and support deteriorated. Other aspects where improvement was needed stood still. The interim management lacked the capacity to conduct the two tasks of making the progress that was required and negotiating the outsourcing arrangements to strengthen the services.

8. In April this year, the Secretary of State for Education and Skills directed the head of paid services to appoint Capita as a strategic partner to build the capacity for providing effective support to schools. Since then, the pace of change has accelerated, and it is clear that the conditions for improvement are being created. In many respects the work that the strategic partner has conducted to date has set sensible priorities and, by developing realistic plans and sound systems, has started the process of recovery. Planning and management systems are improving, and the trust between the staff of the education department and elected members and other departments of the council is growing. The LEA's capacity for effective and timely decision-making has benefited from discussion with and advice from the education management board. However, insufficient action has been taken to improve the capacity of members to take decisions in an effective way.

9. The trust of schools is being rebuilt, as they recognise the quality of the staff employed by the strategic partner. However, the schools believe, rightly, that there is still a long way to go. The improvements that have been made in the short time since the strategic partnership commenced are not at a stage where they have become secure and embedded and not all the improvements are visible to schools. In many respects, the long-term sustainability of the improvements will depend on rebuilding the partnership with schools. Three factors are deterring some of them from making a full commitment to the new arrangements. Firstly, the short duration of the contract of seven school terms with an option of a further year, secondly, the certainty that staff will change and thirdly, the strong presumption that full responsibility will in the end return to the council. Schools' caution is understandable and more can be done to instil confidence that improvements will have permanence and continuity. Nevertheless the current management arrangements constitute Haringey's best hope

for recovery and the schools' involvement in developments is essential in bringing about sustained improvement.

10. The performance of the LEA remains unsatisfactory. However the following are good:

- the quality of leadership of senior officers employed by the strategic partner and the strategic partner's discharge of the contractual responsibilities; and
- support to schools for the use of performance data.

The following have improved and are satisfactory:

- Excellence in Cities;
- the leadership and management of services to support school improvement;
- support for literacy;
- support for numeracy;
- support for schools causing concern;
- support for school management;
- support for governors;
- support for pupils who have no school place;
- support for behaviour;
- support for minority ethnic pupils; and
- support for the very able and gifted.

The following remain unsatisfactory but the weaknesses which have been identified are being addressed and improvement has taken place over the last six months:

- the Education Development Plan and its implementation;
- the implementation of monitoring, challenge, intervention and support;
- the extent to which the LEA targets resources on priorities;
- the expertise of staff in services to support school improvement and, particularly the senior school improvement officers;
- support for the curriculum use of information and communications technology;
- financial support services;
- property services;
- child protection;
- the effectiveness of measure to combat racism; and
- the leadership of elected members;

The following remain unsatisfactory, and have not improved:

- strategy for 14-19;
- Best Value;
- fostering better relationships between social workers and schools; and
- the strategy for special educational needs.

11. Overall, the council continues to face a daunting agenda for improvement. The recent acceleration in the pace of progress gives some grounds for optimism about the future, but a further inspection will certainly be required, to check whether improvement can be sustained. Provided the current management arrangements remain stable, the LEA has the capacity for further improvement.

## **SECTION 1: THE LEA'S STRATEGY FOR SCHOOL IMPROVEMENT**

### **The Context**

12. The social and economic context of Haringey LEA is one of the most challenging nationally. About half the wards in Haringey LEA are among the most disadvantaged 10 per cent; most of the remaining wards show low average socio-economic conditions. Almost nine per cent of the adult population who are eligible for work are unemployed and 37.9 per cent and 42.1 per cent of primary and secondary aged pupils respectively are eligible for free school meals.

13. Almost half the population is of minority ethnic heritage. The remarkable diversity of ethnic groups is matched only in a few other London boroughs. The minority ethnic groups include Greek and Turkish Cypriot, African and Caribbean, Indian, Pakistani and Bangladeshi, Irish and Chinese. Kurdish and Somali refugee communities have settled recently in Haringey. Twelve per cent of the pupils in the borough (4000) are refugee children. Haringey pupils speak 160 languages with 51 and 47 per cent of primary and secondary aged pupils respectively having English as an additional language.

14. High rates of movement within the borough add turbulence to the complexity of this context. Overall 29 per cent of pupils change primary schools at times which differ from the usual points of transfer. The rates range from 3 to 71 per cent for individual schools. Haringey makes the highest use of temporary accommodation (4667) households of any London borough. In addition to this, 3481 secondary aged pupils are being educated outside the borough and 1862 pupils from other boroughs attend Haringey schools.

15. Haringey maintains 70 primary schools, 11 secondary schools, five special schools<sup>1</sup> and one pupil referral unit. Secondary schools are mostly large and nine have sixth forms. The LEA maintains four under fives and three nursery centres, the latter forming the Early Excellence Network. A higher percentage of three and four year olds attend maintained nursery schools and classes than nationally. The proportion of primary-aged pupils with statements is lower than is the case nationally, and the proportion of those pupils who attend special schools is low. However, the proportions are in line with national averages for secondary aged pupils

### **The Performance of Schools**

16. Standards at each key stage are consistently low and until this year rising below the national rate of improvement. At Key Stage 2 in 2001, results in English and mathematics show an improvement. The target in mathematics has been reached, but in English, results are eight per cent below the projection. At Key Stage 2, the results of Kurdish, Somali, Turkish and white European children are very low.

17. In 2001, at GCSE, the percentage of pupils achieving five passes at grades A\* - C has improved to a provisional figure of 31 per cent, which is five percent below the

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<sup>1</sup> At the time of the inspection, one special school was closed.

target. Seven per cent of Year 11 pupils who are on the roll of secondary schools leave school without a qualification. This is two per cent more than the target.

18. The number of schools that either are currently or have been at some time, causing concern, is high. Currently two schools require special measures and three have serious weaknesses. Approximately 20 per cent of schools are either subject to formal warning by the LEA or have been identified by OFSTED as causing concern.

## **The Council**

19. The council has 59 members with 54 seats being held by the Labour party. The council introduced a new decision-making structure in May 1999, in advance of the requirements for modernising local government. This consists of an executive whose decisions are ratified by a Policy and Strategy Committee. The Scrutiny Committee's detailed work is managed through seven scrutiny panels, each of which covers the work of a directorate.

20. In April 2001, under section 497A(4) of the Education Act 1996, the Secretary of State for Education and Employment directed the head of paid services to fulfil the functions as defined in section 497A (1) of the Education Act 1996 by securing a contract with a company in the private sector. The council, however, remains responsible for the proper discharge of its statutory duties. The head of paid services is nominated as the statutory chief education officer. The contract of seven terms with an option of a further year has been drawn up to comply with this direction. It has developed a strategic management partnership between the contractor and the LEA. The contractor and officers who are employed by the contractor and work in Haringey, and who include the director of education, are referred to as the strategic partner throughout this report.

21. The direction by the Secretary of State establishes an education management board. The contract defines the composition and terms of reference of this board. It comprises seven members; the statutory chief education officer, another officer or employee of the council, the strategic partner's director of education, an individual nominated by the strategic partner and three others. The education management board meets at least monthly. It acts as a forum to discuss matters relating to the contract.

22. The major features of its role include:

- to make recommendations to the council on the required strategic education decisions and provide advice to the statutory chief education officer;
- to discuss operational and strategic issues in connection with the performance of the services which are detailed in the education services specification and to facilitate provision by the strategic partner;
- to review the operation of the strategic management plan and seek to agree any recommendations to the council, proposing amendments and revision to it;
- to review the performance of the strategic partner; and
- to resolve any disputes and settle them without the need to invoke Stage 3 or 4 of the dispute resolution procedure.



## Funding

23. Haringey LEA plans to spend £125m on education in this financial year (2001-02), just at the level of the Standard Spending Assessment (SSA). In 2000-01, the latest year for which an analysis is available, Haringey's SSA per pupil was in the highest 10 per cent for English LEAs. In 1996-97, Haringey planned to spend five per cent above the SSA and in each succeeding year has moved closer to the SSA. In 2000-01 the LEA planned to spend 27 per cent (£3m) above the SSA subset for Under 5s and 6 per cent (£2.4m) below the SSA subset for 11-15 year olds. In the current year, the LEA delegates 85 per cent of the local schools budget (LSB) through the individual schools budget (ISB), compared to 81 per cent 2000-01.

24. On a per pupil basis, Haringey's planned total expenditure in the LSB for 2000-01 (£3343) was below that of its statistical neighbours (£3506), but higher than the national average (£2755). However, LEA activities within the LSB, were planned to cost more in Haringey than in either of those two other groups on average, £638 compared to £603 in statistical neighbours and £446 nationally. Consequently, the LEA's average funding per pupil delegated to primary and secondary schools through the ISB was marginally lower than that for comparable authorities<sup>2</sup> (see table below) although around £500 per pupil higher than national figures. Special school delegation per pupil was higher than both national and statistical neighbour averages. In addition, Haringey received a Standards Fund Grant which per pupil was, marginally above that of its statistical neighbours and notably higher than national averages. It devolved a proportion of this grant (76 per cent) midway between national (74 per cent), and statistical neighbours' averages (78 per cent).

2000-01	Primary ISB per pupil	Secondary ISB per pupil	Special ISB per pupil	Standards Fund per pupil devolved	Standards Fund per pupil non-devolved
<b>Haringey</b>	£2,189	£3,031	£12,230	246	80
<b>Statistical Neighbours</b>	£2,367	£3,112	£10,213	262	77
<b>All LEAs in England</b>	£1,869	£2,559	£7,743	156	54

25. Central costs for strategic management including statutory/regulatory duties were, per pupil, higher than the average for statistical neighbours or nationally (£132: £115: £104). The cost of school improvement including preparation of the Education Development Plan (EDP) was also markedly higher than its comparable authorities (£84: £45: £26). Capital expenditure per pupil was well below the same comparable authorities (£177: £348: £207).

26. Expressed as a cost per pupil in the LEA, central costs of provision for pupils with statements (£57: £49: £44), and for behaviour support plans (£6; £3: £3) were high in comparison with the statistical neighbour and national averages. Haringey like its statistical neighbours paid above the national average (£69: £71: £42) for the

<sup>2</sup> Haringey's comparable authorities include Hammersmith and Fulham, Lewisham, Islington, Wandsworth, Camden, City of Westminster, Lambeth, Southwark, Brent and Ealing

use of independent special schools. The per pupil cost of pupil referral units was at the national average and less than half the statistical neighbour average (£14; £33; £14). The comparable central costs for specialist (SEN) services (£7: £21: £25) and for education welfare (£10; £25: £12) were low in Haringey.

### **The Education Development Plan**

27. The previous inspection identified weaknesses in the feasibility and clarity of the Education Development Plan (EDP). Schools did not understand the plan. The costs were well above the Department for Education and Skills (DfES) guidelines.

28. Overall, the first EDP and its implementation have been poor. Following the inspection, progress was poor and little was done to address its weaknesses or to implement the plan. On taking up appointment in April 2001, the strategic partner took an appropriate decision in the final year of the plan's duration to concentrate on implementing four of the original eight priorities. Satisfactory work plans have been drawn up. These priorities are:

- raising standards in literacy;
- raising standards in numeracy;
- supporting leadership and management; and
- supporting schools causing concern.

29. Schools are aware of the work plans that are guiding the action of the relevant services and commented that they are more familiar with these documents than the original EDP. Reading these with other service plans provides a clear picture of the LEA's current short-term priorities and relevant activities. Structural changes have been made which link social inclusion and special educational needs (SEN) more closely to school improvement but there has been little time for this to have had visible impact in schools.

30. The production of the second EDP, covering 2002 to 2007, is taking place although the time-scale is tight for submission to the DfES by 31<sup>st</sup> January 2002. No work took place on this prior to the appointment of the strategic partner and, in reality, the process commenced in earnest in September 2001. To date, the LEA has identified appropriate priorities, which reflect national priorities and local circumstances, and secured the support of headteachers through a focused consultation conference which was well received. Provisional targets have been agreed with the DfES. The approach which is to be adopted recognises the need to tackle the two major contextual features of mobility and ethnic diversity in a way that is closely related to the strategies for SEN and social inclusion. However, the detailed work in devising a programme for school improvement has only recently started and thus it has not been possible to evaluate the quality and comprehensiveness of the proposals.

31. Working groups of officers, some advised by headteachers, intend to draw up detailed activity plans for each priority for further consultation by schools. In discussions during this inspection, some headteachers implied their unwillingness to invest time and effort because of their previous experiences where they had seen no positive outcomes in this process. However, the current level of involvement of

schools in planning, implementing, monitoring and evaluating the programme for school improvement is not sufficient to guarantee sustained improvement. The lack of comprehensive evidence from monitoring and evaluation of impact of the first EDP in schools has inhibited the development of a new programme. In addition, the period during which the plan will be implemented may extend beyond the term of the contract with the strategic partner and therefore the need for schools to contribute actively at this very early stage is imperative to future success.

### **Excellence in Cities**

32. The management of the Excellence in Cities programme has improved in the past year, particularly since the involvement of the strategic partner, and is now satisfactory. The progress in the first year of the Excellence in Cities programme was hampered by weaknesses in the early stages of planning and by the lack of effective leadership and management. Some of these earlier weaknesses were addressed by the appointment of an Excellence in Cities co-ordinator in September 2000, who is also a senior school improvement officer.

33. However, despite improvement some weaknesses remain. Linkages between Excellence in Cities and with other school improvement and social inclusion strategies have improved but the overall coherence with EDP priorities and the LEA's provision of monitoring, challenge and intervention has been unsatisfactory. Target setting and the monitoring of progress against these targets have not been consistently integrated into the work of the senior school improvement officer so that these can be monitored. The central Excellence in Cities team has not yet implemented a common framework for monitoring and evaluation and as a result, the Excellence in Cities partnership board has not been in a position to carry out its overall strategic management role effectively. These weaknesses have been recognised by the LEA and a clear and appropriate action plan has now been agreed. A recent proposal to review the structure and role of the Excellence in Cities partnership board has been accepted and has the potential to lead to a more meaningful involvement of schools and to a more appropriate strategic role for the LEA within the partnership.

#### **Recommendation**

- Draw up with schools an agreed approach which develops an effective long term partnership for the planning, implementation and monitoring of the strategy and programmes for school improvement, special educational needs and social inclusion. The agreed approach should set out clearly the role and responsibilities of both LEA and schools in developing and maintaining the partnership.

### **The extent to which resources are targeted on priorities**

34. At the time of the last inspection, the budget-setting process in Haringey was characterised by last-minute decisions by councillors which caused considerable uncertainty in service departments and schools, and discouraged effective forward

planning. Low levels of delegation to schools and high central expenditure were barriers to the schools' developing responsibility for their own budget planning. Recommendations were made to improve the clarity and timeliness of budget decisions and to improve school's management of their budgets.

35. Since the appointment of the strategic partnership progress has been made. Some determined steps to improve financial monitoring and planning have been taken and the capacity for further improvement is high but at the time of the inspection the function is still discharged in an unsatisfactory way. The LEA has increased the delegated proportion of the local schools budget to an acceptable level and increased the level of internal audit, but progress on other aspects of these recommendations has been poor. Eighty five per cent of the LSB is now delegated and the council has maintained a commitment to pass increases in education SSA to its education budget. It consulted in reasonable time on the budget arrangements for 2001-02 and again, this year, consultation is timely. Schools' final budget shares were also advised in reasonable time for 2001-02. Nonetheless, although a majority of secondary schools think that the LEA's consultation on budgets and the school funding formula are satisfactory, none think that it is better than that and the majority of primary schools think that it is poor or worse. The latter in particular do not think the LEA has listened to their concerns. The continuation of arrangements for budget 'clawback' if pupil numbers fall below expectation has precipitated some, particularly small, schools into budget deficits, is one illustration of this. Officers have recognised this and are consulting on an appropriate change.

36. The education department has recently managed to reach a clear assessment of its own budget arrangements. In recent years its budget out-turns have been characterised by significant over and underspends on individual budgets. These appear to have been tolerated, provided that the final balance for the department as a whole was close to the overall budget. It is not easy to determine the extent to which this was the result of poor budget planning or poor budget management or both. In any case, it is not acceptable to the strategic partner who has committed some effort to determining the true position. The exercise revealed a range of miscoding and wrong allocation that has now been corrected. Managers were able to advise the education management board of a potential overspend of £735,000 in this year if no action was taken. Action is being taken to control spending. The education management board was also advised of a potential gap between resources and requirements of £643,000 for 2002-03 and this is being considered as part of the planning cycle.

37. Prior to the appointment of the strategic partners, schools have not been encouraged to manage their budgets more actively. They have not been able to plan budgets well ahead because the three-year cycle adopted at the start of 2000-01 was not continued in 2001-02. The support and software to enable schools to monitor their own budgets has not been introduced. The consequence is that 21 per cent of primary schools and 55 per cent of secondary schools had a deficit at the end of 2000-01 financial year. Ten per cent and 36 per cent of the primary schools and secondary schools respectively held a deficit of over 2.5 per cent. A surplus of over 5 per cent of budget was held by 42 per cent and 27 per cent of the primary and secondary schools respectively. In addition, schools have not been helped to

become informed purchasers of services, and this is dealt with elsewhere in this report.

38. The present senior officers employed by the strategic partner will not tolerate this state of affairs. In the first instance they have asked schools with larger deficits to provide recovery plans and they recognise the need to examine other deficits and also high surpluses. There are plans to revive three-year budget planning at the start of the next financial year. All schools will move to chequebook accounting by September 2002 in three tranches, accompanied by training and provision of software packages. They will no longer have to be dependent on central systems that are widely acknowledged as inappropriate to their needs. There are plans to deal with the shortcomings in the budget formula. Finance officers also refer to an improving relationship with school improvement officers with an increased understanding of what good financial information and management can contribute to raising standards.

39. Although these developments have had little or no impact yet on schools they represent a significant improvement in the capability of the education department and the council to understand how resources are being deployed and to focus resources on agreed priorities. They represent the necessary basis for further improvement.

### **Best Value**

40. The education department's approach to best value had until very recently been so poor that it called into question the council's overall commitment to the principles and practice. The education department had not been effectively engaged in the corporate best value programme which, in turn, had not clearly identified the focus of reviews well enough to show the full range of education services which would need to be reviewed. The planned programme of reviews had been allowed to slip, resources had not been identified to support reviews and the provision of relevant data had been inadequate. Completed pilot reviews rarely led to action and improvement. Many staff had no experience of performance management of any kind, and a wide range of services for schools and pupils across the council were allowed to provide poor value for money. Schools have not been given adequate support and leadership to use best value principles, particularly in their purchase of services.

41. The external auditor found that the Best Value Performance Plan for 2001-2002 provides a balanced picture of the Authority's current performance and its priorities for the future. It was compliant in most significant respects with the statutory guidance. However, the plan responded only partially to the recommendations made in last year's statutory audit report. A corporate best value and performance monitoring team has now been established, and guidance for managers has been published to foster a consistent approach to the conduct and management of reviews. An employee of the strategic partner has been attached to the corporate team to ensure that education-related services will be included in the council's plans for best value in service development and reviews, and to lead one corporate cross-cutting review on regeneration. The management of data, including financial information, within the education department is improving with the introduction of new systems. Accurate data has been provided on the 2000 - 2001 education

performance indicators reported in the Best Value Performance Plan. These welcome, though belated, developments are not sufficient in themselves and the requirement is currently discharged in an unsatisfactory way.

### **Recommendation**

**Ensure that the principles and practice of best value permeate the work of the education services by:**

- amending the Best Value Performance Plan to ensure that education priorities receive due weight; and
- employing the principles of best value and particularly of continuous improvement in the development of the education department's working practices.

## **SECTION 2: SUPPORT FOR SCHOOL IMPROVEMENT**

### **Implications of other functions**

42. In many respects, the work that the strategic partner has conducted to date has started the process of recovery. Three key aspects, however, could have a negative effect on the extent to which sustainable improvement in the medium term is possible. Firstly, insufficient action has been taken with and by members to improve their capacity to be effective in their role and provide good political leadership. Secondly, schools are uncertain about the permanence of the current management arrangements within the education department and this is deterring some of them from entering fully into an active partnership with the LEA. Thirdly, while there is an awareness that the strategies and provision for SEN and social inclusion are crucial in the drive to raise standards, there has been little visible strategic development.

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

43. At the time of the first inspection monitoring, challenge, intervention and support were unsatisfactory. They still are. Over the period since the inspection, there has been too little progress. However, since the appointment of the strategic partner the foundations of a sound approach are being developed, but it is too early for this to have had much tangible effect. However, the changes made and those planned, offer the prospect for improvement, but two issues still need to be tackled: the inconsistent quality of work of the senior school improvement officers employed by the LEA, and the lack of adequate emphasis placed on self-evaluation.

44. Schools are being consulted on the LEA's definitions for monitoring, challenge, intervention and support and on the practical implications for the LEA's work with them. Most headteachers have responded with a cautious optimism and the majority are clear about the definitions but not about the practical implications. Others have concerns about continuity and sustainability of the LEA's approach.

45. As this consultation takes place, senior school improvement officers are beginning a series of planned termly visits which are the main monitoring instrument. Headteachers have responded positively to the visits and have welcomed the discussion about the school. They have recognised the very detailed and thorough preparation that had been conducted with the senior school improvement officers before making the visit. They endorse the use of a common format for reporting the visit, though the reports vary greatly in their incisiveness. Some headteachers have doubts that the senior school improvement officer allocated to their school had the expertise and experience that are necessary to conduct the challenging debate about raising standards. Headteachers welcomed the invitation to complete a quality review of the value of visit, although the number that had been returned was lower than expected.

46. Quality standards have been drawn up. A 'standards forum' made up of heads of service are using them to make judgements about schools in order to identify schools causing concern and then allocate them to categories with different levels of support. However, the headteachers had reservations about the application of the draft quality standards which varied between caution and suspicion. Ultimately, the

LEA intends that the outcomes of school self-evaluation will become more prominent in the process of categorisation. However, schools are not fully aware of this intention or of how this relates to school self-evaluation training, which has been based on the OFSTED model. Currently, headteachers feel that their schools are being assessed without their involvement and they do not always have confidence in the capacity of officers to make the necessary judgements.

### **Management of the inspection and advisory service**

47. At the time of the last inspection the work of the school effectiveness branch was very variable. It still is. Insufficient progress has been made since the last inspection. The prospect of further improvement, however, is now good, but improvement is heavily dependent on the expertise and leadership of the staff employed by the strategic partner.

48. Since the appointment of the strategic partner very rapid progress has been made. The leadership and management of services to support school improvement are now good. Sound strategies to target the work better and to plan and evaluate the work of the services and of individuals are systematically being put into place. These developments are sensibly phased and supported by appropriate training and support. Some improvements in the effectiveness of the support services especially for literacy, numeracy and ethnic minorities have taken place but overall these strategies have had insufficient time to take effect. At present the service remains expensive and is insufficiently effective. In particular, the quality of work of the senior school improvement officers is still too variable.

49. A new interim service structure, put in place in September 2001, attempts in a potentially valuable way to integrate work on school improvement with the exercise of the LEA's functions in support of social inclusion and SEN. The structure is rational and sensible steps are being taken to develop a strong third tier of management. Responsibilities within the structure are clear and appropriate. There are clear indications that the LEA is becoming better able to focus attention on issues of importance locally, such as the very large numbers of pupils who move unpredictably between schools.

50. The leadership provided by the strategic partner's senior officers for school improvement is good. Progress has been made despite the high degree of staff change and the number of vacancies and 'acting up' arrangements which remain. The senior management team contains staff employed by the LEA and the strategic partner. Effective teamwork that is an objective of the contract is developing successfully.

51. The deployment of staff to support school improvement is satisfactory and increasingly well focused on areas of greatest need. However, senior strategic managers act as senior school improvement officers to schools causing most concern. While this ensures that those schools receive effective support and models of effective practice are developed, in view of the extent of strategic development that is required, too much of the time of the strategic managers is spent on operational issues.



## **Use of performance data**

52. The last inspection found that recent improvements had been made in the quality of data provided to schools, but that more needed to be done to improve the use made of it in schools by providing further training and guidance. In particular, using data to support target setting, to evaluate “added value” and pupils’ progress, and in the evaluation of the curriculum and teaching, was in need of further development. Necessary developments were required in benchmarking arrangements and a common record system to support the LEA’s analyses of added value, coupled with better guidance to schools on using tests other than the statutory National Curriculum assessments for tracking pupils’ progress.

53. The quality of performance data and the uses made of it are good at both school and LEA levels, and there are no weaknesses. Continuous improvements have been made in this function since the last inspection. Further extension of data provision and training to help schools to make better use of it has continued since the beginning of the partnership.

54. Good progress has been made in improving the content and presentation of the data profiles produced for each school, in consultation with headteachers and other teachers. These are now of very high quality and, in addition to displaying the data in accessible formats, they contain a helpful analysis, commentary and questions that help schools use the data both analytically and in planning. Recent developments include the provision of data analysis by ethnic group and gender, and also relate pupils’ performance to the length of time pupils have spent in the school, to enable schools to identify the effects of the movement of pupils.

55. Improved training in the interpretation and analysis of performance data for headteachers and deputies is now being extended to heads of department and subject co-ordinators to enable them to use data more confidently for evaluation and for planning improvement. Work is also underway with some primary schools to help them develop systems for tracking the performance of individual pupils, using both internal assessments and tests and non-compulsory National Curriculum assessments in addition to the end of key stage results. Sound progress has been made on value added analysis, although the high level of pupils’ mobility is limiting the use schools can make of this.

56. The LEA has also developed a central database of individual pupils’ performance data, and is currently in the process of equipping schools with electronic data collection software. Consistency in the target setting arrangements is much greater now than formerly. The LEA extensively uses the database in planning and in the identification of development needs, for example, effective use of data has assisted the establishment of the new Key Stage 3 strategy.

## **Support for literacy**

57. Support for literacy was judged to be sound at the time of the last inspection. The training and support for the introduction of the national literacy strategy had been effective, but there had been insufficient support for secondary schools.

58. Weaknesses in leadership and management of the implementation of the literacy strategy that already existed were highlighted during the period of uncertainty in the LEA between the last inspection and the appointment of the strategic partner. As a result the LEA is only now putting into place strategies that have already been better established in other LEAs. Most primary schools receiving intensive support have improved performance in the Key Stage 2 tests though overall progress is at a slower rate than other London boroughs. The rate of improvement varies significantly between schools.

59. The LEA has made satisfactory progress, particularly with better leadership since April, in planning a more coherent strategy for support to schools. Planning of the service overall is more systematic and now includes better integration of support for pupils who have English as an additional language. The literacy strategy is now linked with the work of other teams concerned with school improvement, for example the ethnic minority achievement and early years teams. School improvement officers are better informed about what is expected of schools. Links with Excellence in Cities are at an early stage, but some joint training has taken place.

60. The primary consultants have much clearer guidance on targeting their work. As a result action planning with primary schools this year has been based on a more systematic analysis of the schools' performance data. Specific targets for action by each school and training needs have been identified. A secondary consultant, appointed in April 2001 has begun a well-planned programme of support for the extension of the literacy strategy to secondary schools, based on a thorough analysis of need and clear plan of action. Liaison with English departments is good and the response to the secondary strategy has been positive.

61. If current levels of leadership and support are sustained, and links between the literacy strategy, Excellence in Cities, the support for pupils with English as an additional language and low attaining pupils are developed further, the service has the capacity to challenge and support schools to raise standards more rapidly.

### **Support for numeracy**

62. The previous inspection found support for numeracy to be satisfactory in the organisation and initial delivery of training. A priority was to appoint a second numeracy consultant.

63. There have been continuing difficulties in sustaining a full team of consultants since the last inspection and pressures on the serving consultants have been considerable. Nonetheless, the school survey conducted for this inspection and discussions with schools reflect a significant increase in satisfaction with the level and quality of support. Although a second primary consultant has been appointed, the team still has 0.5 of a post vacant. It has not been possible yet to appoint a permanent consultant for Key Stage 3 though a suitable consultant, redeployed within the team, is supporting secondary schools.

64. Since September 2001, much improved leadership of the team has clarified roles and enabled consultants to manage and monitor their work more effectively and to identify key priorities for the service. Action planning with schools is now based on

a detailed analysis of performance. A clear strategy is in place to link support to specific targets for improvement. Expectations of schools are much clearer. The Key Stage 3 strategy has been launched successfully and a planned programme of implementation is under way. An assistant director/head of service, employed by the strategic partner, oversees the strategy. He has provided a clear direction for the work of the team and identified its future priorities, including the need for more consistent strategies to raise the achievement of minority ethnic pupils.

65. A recent analysis of the impact of intensive support for schools has demonstrated its effectiveness in accelerating improvement. Although standards are rising at Key Stage 1 and 2, the performance of individual schools varies widely and much remains to be done. If the current quality of leadership is sustained the service should improve still further its capacity to challenge and support schools to raise standards

### **Support for Information and Communication Technology**

66. The curricular use of ICT was not inspected at the time of the last inspection. Although a number of developments have taken place in the last two years, and some progress has been made, support for ICT in the curriculum has a number of unsatisfactory features. These have been recognised by the strategic partner which in its current planning and approach is showing determination to remedy them.

67. The implementation of the National Grid for Learning combined with initiatives taken by several schools has resulted in improved provision. The overall computer-pupil ratios in primary, secondary and special schools are on track to meet national targets. All primary and secondary schools have suitable arrangements for internet connection, though as yet the use made of this is limited. In some aspects, notably arrangements to provide all schools with broadband internet connection next spring, developments are ahead of these targets. With guidance from the LEA, most schools now have ICT development plans and school inspections indicate that most of these are good. The majority of schools have set targets for achievement in ICT alongside those for literacy and numeracy. Training funded by the New Opportunities Fund, supplemented by basic ICT skills training organised in partnership between the teachers associations and the College of Further Education, has contributed to enhancing the confidence and competence of many teachers. The LEA has recently provided good guidance and training to help teachers develop more effective ways of assessing the attainment and progress of pupils in ICT.

68. However, section 10 inspection evidence and schools' own assessments indicate that standards of achievement are low. Two thirds of the reports of schools inspected last year identified improving the quality of work in ICT as a key issue for action. Many pupils have too little opportunity to use ICT as part of their learning, and many schools do not have a reliable means of assessing pupils' competence and progress.

69. The LEA's resources to support the development of ICT in the curriculum are limited, and the strategic partner has wisely taken the decision to focus these on specific aspects of work initially in order to optimise their impact. The strategy that has been developed concentrates on improving the quality of the ICT contribution to

the two core activities of literacy and numeracy in primary schools and working intensively with a group of primary schools judged to be in particular need of this help. In addition, there are plans to increase the number of training centres for teachers, and developing the quality of ICT is part of the newly developed Key Stage 3 strategy.

70. Insufficient time is available to conduct the important work of developing the ICT strategy. Communication of this ICT strategy to schools has not been as good as it might have been, and contacts with headteachers indicated that many do not understand what is being done. While this strategy as designed is a satisfactory way to optimise the use of the limited resources that are available, it is unlikely to achieve the improvement needed to enable the quality of all aspects of ICT in Haringey schools to attain national levels. While the development plan is likely to lead to needed improvement in some aspects of this work, the range of work needs expanding to bring it in line with the range of work that QCA intends and without further support, improvement will be too slow.

### **Recommendations**

- ensure that the current strategy for providing support in the curricular uses of ICT and the reasons for it are fully explained to schools; and
- as quickly as possible implement the plans to increase the number of training centres to support teachers in using ICT.

### **Support for schools causing concern**

71. The previous inspection found that the LEA had a good policy for identifying and supporting schools causing concern, but that this was not well understood by schools. Support for secondary schools was less effective than that received by primary schools. In the period between the inspection and the appointment of the strategic partner, the policy was not fully implemented.

72. Overall, support for schools causing concern remains satisfactory. In the period since the last inspection, four schools were removed from special measures and three from the category of serious weaknesses, although one primary school continues to require special measures four and a half years after identification. This is an unsatisfactory situation. Satisfactory arrangements for the co-ordination and monitoring of support are in place

73. The LEA's own identification of schools causing concern is developing but still has some way to go before it is secure in its knowledge of schools. In the period since the last inspection, one primary school was identified as requiring special measures, one secondary and two primary schools were judged to have serious weaknesses and another school has been identified as underachieving. Recently improvements have taken place. Triggers for intervention are appropriate and clear to schools. The LEA is now better placed to identify schools requiring additional support. Thirty-one schools have been identified and allocated to one of five categories for which differentiated levels of support are planned. The capacity for

improvement, however, is not completely secure because of the variability in the work of senior school improvement officers.

### **Support for School Management**

74. The last inspection found that while the LEA had a suitable strategy linked to school improvement to help schools improve their management, in practice the quality of support was variable and the strategy had not been communicated sufficiently clearly to schools. While the programme of training for middle managers was good, there was no equivalent systematic support for senior managers.

75. Some steps were taken to respond to these findings. Work done to improve leadership and management in schools is now generally sound, though it is more effective with primary than with secondary schools. The need to provide support for management in ways that contribute to the schools' capacity to become more autonomous is fully recognised by the strategic partner and underpins much of the work being done. There are clear indications that these strategies to support management are effective and are likely to continue to be so.

76. An emphasis has been placed on developing school self-evaluation, and a strategy for this was developed as a result of consultation with headteachers and used in 10 schools (6 primary, 4 secondary). Headteachers were encouraged to undertake the OFSTED school self-evaluation training, led by LEA inspectors, and a draft manual, based on the OFSTED course papers, with slight modifications made in the light of experience gathered in running the training courses, was produced in August 2000. It is of good quality, and forms part of a well-structured toolkit for evaluation and planning. A parallel set of guidance on school improvement planning of similar quality was produced by a working party of headteachers and officers, with some help from an external consultant. The LEA has facilitated this work in individual schools through using headteacher consultants. A third area of support to school managers is the work on the provision, analysis and interpretation of performance data. There is some evidence in inspection reports that these initiatives have led to improvements in the management of some schools, both primary and secondary. This work, which was well in hand before the strategic partner's arrival in the authority, has been continued and extended since then, and plans are currently being made to update the development programme for middle managers using the same three elements.

77. In addition to this management support strategy, the LEA provides effective support for newly appointed headteachers, and this has been strengthened and extended by the strategic partner. Good use is made of national training and development schemes for headteachers and deputies. The induction arrangements also provide good support for newly qualified teachers.

78. Until recently, little has been done to support headteachers in recruiting teachers, and headteachers comment that this is consuming increasing time and effort on their part. The high cost of housing is a factor that inhibits both recruitment and retention of staff. Steps are now being taken by the strategic partner to explore ways in which more support can be provided, including discussions with the housing department about possibilities of assistance with accommodation. With the aid of a

grant from the Teacher Training Agency, a recruitment and retention officer has been appointed and took up the post in the week prior to the inspection.

## **Other areas**

### **The Key Stage 3 Strategy**

79. The strategic partner has undertaken an evaluation of the arrangements in secondary schools to extend the work of the literacy and numeracy strategies into Key Stage 3, to develop work in ICT, to co-ordinate aspects of the Excellence in Cities initiative and to improve the attainment of minority ethnic pupils. This, coupled with concern about the widespread dip in the progress made by pupils revealed by analysis of performance data, has led to the recognition of the need for an overall coherent approach to managing improvement in this key stage. As a result, a decision has been reached to establish an overall Key Stage 3 strategy to encourage and support secondary schools in developing an integrated approach to improving the overall quality of teaching and learning throughout the Key Stage 3 curriculum. This is a new development, and work to date has consisted of laying foundations to support the implementation of a strategy in schools as quickly as possible.

80. A central strategy group has been established and a meeting of secondary headteachers and deputies has taken place to examine broad needs and issues. The need for senior managers in schools to be closely involved in this has been widely accepted, and guidance on steps to be taken by heads of subject departments in secondary schools agreed. A checklist of key strategic questions that schools should ask about the interaction of Excellence in Cities and Key Stage 3 strategies has also been published. This considers both the overall management issues, the interaction of Excellence in Cities with the work of the literacy and numeracy strategies and with ICT developments, and the implementation of the Key Stage 3 strategy through the Excellence in Cities strands.

81. The LEA intends to appoint a Key Stage 3 strategy manager at a senior level in the improvement service, but the first attempt to make such an appointment was not successful. The strategy is at too early a stage of development to have had any impact on schools' practice as yet. There is however a determination in the LEA to move as quickly as possible with this development, which is being given a high profile.

### **Educational Provision 16 - 19**

82. In spite of its being an EDP priority, the last inspection identified an urgent need for improvement in the 14 -19 curriculum. In particular it emphasised the need to find a better framework for post-16 provision that is at the same time more economic and offers better curriculum opportunities.

83. No improvement has taken place. The recommendations of the last report have not been met, and the position is little different from then. The only change is that a group of schools in the east of the LEA are operating a consortium arrangement for some aspects of post-16 work. It is acknowledged that this is proving difficult to operate, and it has not made any significant contribution to improving curriculum

opportunities or to resolving the resource problems that the inspection identified. The proportion of level 3 work is small in comparison with most other parts of the country, and the smaller sixth forms are reducing in size.

84. Very recently, the strategic partner has initiated discussions with headteachers of schools, the college principal and with officers of the Learning Skills Council to explore ways in which the position can be improved. The issue of 14 -19 provision was considered as part of the discussions about the revisions to the EDP. Meetings have also been held to explore ways in which it might be possible to improve the working of the consortium arrangements. A working group has been set up to define a curriculum entitlement for 16-19 that subsequently can be used in evaluating the potential of different organisational approaches to 16-19 provision. Discussions are also taking place about possibilities for broadening the range of curriculum opportunities in Key Stage 4, particularly through extending opportunities for vocational course provision in partnership with colleges and to provide access to vocational courses for newly arrived pupils from other countries.

#### **Recommendation**

- extend the range of the 14-16 curriculum, using both schools and other resources, to encompass a suitable range of vocationally-related courses for pupils in Key Stage 4.

### **SECTION 3: STRATEGIC MANAGEMENT**

85. The previous inspection report was highly critical of members. Schools neither trusted them, nor believed in their commitment to education.

86. Little progress was made in the eighteen months following the first OFSTED inspection. The action plan that was drawn up to respond to the recommendations of the previous inspection report was not implemented. A number of staff, including the director, left during this period, and the attention of the interim management was largely focused on negotiating outsourcing arrangements as a way of strengthening services. In this climate of uncertainty important areas of the LEA's work deteriorated in effectiveness while other aspects where improvement was needed stood still.

87. Since the appointment of the strategic partner, improvements have been made. The role of the strategic partner, as defined in the contract, is initially to manage services but over the term of the contract to shift from that to building the LEA's capacity to manage itself, through support, training and advice. That role is well understood, as are the strategic objectives defined for the partner.

88. The contract clearly specifies the staffing allocated by the partner, and the points at which each of the posts identified may pass to the council. Headteachers understand the temporary nature of the staff employed by the partner, and though they regard those staff as of high calibre, some are reluctant to invest the time required to develop an effective working relationship with them. They also, drawing on their previous experience of Haringey, have little confidence that staff of equal quality will ultimately replace them. As a result they are doubtful that the improvement they currently see will be sustained. The role of the strategic partner in ensuring the calibre and expertise of senior staff and the function of the education management board in ensuring continuity and permanence in the implementation of policies and plans are not understood by headteachers.

#### **Recommendation**

- Take steps to ensure greater stability for the staffing of the top management posts in the education department and greater continuity and permanence of the strategies that are currently under development. Involve governors and headteachers in these discussions and developments so that they have greater confidence that the improvements will be sustained.

89. The strategic management plan spells out clearly what the partner is expected to do, but under-emphasises the improvements which are required in special educational needs and in promoting social inclusion. Timescales have required amendment. For instance the development of a brokerage system has rightly required a more urgent priority. Scheduling the development of the EDP and social inclusion strategy in the same term creates considerable pressure on schools if they are to be able to devote the time required to contribute and respond as a partner.

90. The plan is being effectively implemented. Its emphasis is rightly on establishing effective management systems in the education department, and there are early



signs that this is leading to improvement, for example in service planning, and in the monitoring of the implementation of plans.

91. Monitoring the delivery of the contract and progress in implementing the strategic management plan is one of the functions of the education management board. Reports of progress are made at each meeting. Although a formal strategy for monitoring and evaluation has not been defined, there is a planned programme of meetings with stakeholders. Those meetings have not so far included governors, headteachers or teachers, and an important opportunity to build schools' confidence in the new arrangements has therefore not been taken.

#### **Recommendation**

- Develop a coherent monitoring and evaluation strategy which takes account of the views of schools; the strategy should provide schools with information about the importance of their role in monitoring and how and when their views will be obtained.

92. The educational management board also acts as a buffer between the education department and elected members so that the time of the strategic partner is not unduly taken up with members' concerns and also ensures that strategic decisions are taken in a timely way. Members understand their redefined role, at least in broad terms, and abide by it; they have not been excessively closely involved in the management of the department. In doing so they have fulfilled not only the requirements but also the spirit of the Secretary of State's direction. Members recognise that the staff employed by the strategic partner serve them better than they sometimes were served previously.

93. The contract clearly specifies the strategic decisions the council must make. Members know this, and are well aware of the role of the education management board in advising them on those decisions. Responsibilities for taking decisions are well defined at all levels. The council has made the limited number of strategic decisions which have been required in line with the advice of the educational management board and in a timely way, since the letting of the contract.

94. However, there are potentially three weaknesses in the current arrangements that could reduce the LEA's capacity to improve. These are especially important in view of the strong presumption that is prevalent throughout Haringey that the council will resume full responsibilities for education following the relatively short duration of the current contract. Firstly, too little effective action has been taken to build the capacity of members to provide effective leadership. For instance, the lead member for education meets the chair of the education management board and director of education regularly and has recently been involved in a range of activities. However, this is not a sufficient basis for the dissemination of understanding or to provide members with first-hand experience of sound decision-making, based on the consideration of evidence. Members are not represented on the education management board and do not hear the discussions which underpins the advice although a recent procedure has been developed to enhance members' participation as the contract draws nearer to completion. The lines for decision-making are clear

but the lines of communication, which will help to provide members with the information they require to fulfil their democratic role and to be able to answer the questions of their ward residents about education, are not well defined. Arrangements have, however, improved recently.

95. Secondly, there is no agreed protocol for preventing or handling a dispute, should members be reluctant to accept the board's advice. Finally, the relationship between the board and the scrutiny committee is ill-defined. This has not been helped because of the way in which the scrutiny panels have defined their role and function. This has focused primarily on investigating issues that may lead to the further distillation of policy rather than scrutinising the decisions that have been taken by the council's cabinet and executive board.

#### **Recommendation**

Draw up a protocol in consultation with the education management board, the strategic partner and elected members which continues to protect the strategic partner from diverting the focus of the work away from providing effective support to schools but which ensures that:

- the information which members require and the way in which they receive it are clearly specified;
- members understand the rationale for the decision and the processes which lie behind sound decision-making;
- clear steps are agreed and identified to avoid situations where members do not take the advice of the education management board; and
- the appropriate role and function of the scrutiny committee are reinforced.

96. Haringey has a huge task of improvement ahead of it, and not only in education. Despite the progress already noted and the commitment to raise standards of attainment for Haringey's children, members have not taken all the steps which will equip them to undertake that task. They have not embarked on a planned a comprehensive member development programme, and their failure to do so puts what has been achieved to date in jeopardy, and undermines the capacity-building objective of the contract. Very recently the improvement and development agency has prepared a proposal for member development at the request of the Assistant Chief Executive. It is intended that this will be implemented from May 2002.

#### **Recommendation**

- Take steps to provide a member development programme which develops members' understanding of their role in supporting autonomous schools in raising standards of attainment.

97. Overall, the new arrangements are providing for effective and timely decision-making, but are doing too little to build decision-making capacity in the council. In those circumstances, sustainable improvement cannot be guaranteed.

98. The officers employed by the strategic partner are effective and have quickly gained the confidence of members and the LEA's staff. The interim management structure they have established puts school improvement at the heart of the department's work, and links it to the council's support for social inclusion and provision for special needs. This is in principle right, but places too great a responsibility on one officer, notwithstanding the recent up-grading of two senior inspectors to assistant director/head of service. In relation to special needs particularly there are complex tasks to undertake, and not enough management capacity deployed to conduct them with sufficient urgency.

#### **Recommendation**

- Provide sufficient strategic capacity to make the required improvements in the strategy for special educational needs and its implementation.

99. Relationships and trust are being rebuilt with schools, but slowly, and there is still a long way to go. Schools recognise the quality of the officers now in place. The improvement in the clarity, focus and organisation of support is recognised and welcomed; so too is the enhanced quality of discussion with officers. Headteachers, however, are cautious: they have seen false dawns before in Haringey. Three things give them pause for thought: the short duration of the contract, the certainty that staff will change and the strong presumption that full control of education will in the end return to Haringey council.

#### **The management of services**

100. The previous inspection found that the high level of buy-back of the LEA's services did not reflect schools' views of their quality. The LEA had a long way to go in tailoring its services more closely to the needs of schools. Primary schools rated **personnel** support and advice as more than satisfactory overall while secondary schools were less positive and rated it unsatisfactory. The majority of schools purchased **the finance service** according to a service level agreement and most found the service to be generally satisfactory. The inspection recommended that trading arrangements were developed with schools and these arrangements are informed by regular consultation on the services that are provided.

101. Progress on this recommendation has been poor. Haringey schools give the LEA's approach to the procurement of services some of the lowest ratings in any of the LEAs surveyed in the past year. Discussions with schools confirm this widespread dissatisfaction.

102. The service booklet for 2001-02 is not as muddled as previous editions and some service level agreements – for example ICT support – show an attempt at improved clarity. Overall however, there is no significant progress in choice of service level and services are poorly specified. The LEA has provided very little information to schools about alternative providers and only when they have asked directly. There is very limited evidence of service reviews and a lack of service standards or benchmarking.

103. The school survey shows that some services are deeply unpopular, notably those concerned with property, while some are generally regarded as at least satisfactory, for example personnel and financial services. Even when services are described as satisfactory or better by a majority of schools, it is common for a significant minority (at least a fifth and often more) to rate them as poor or very poor. In conversation, schools repeatedly say that quality depends on the particular individual allocated to the school by the service provider. The relatively slow introduction of ICT systems to support the work of service providers has hindered service development.

104. Senior managers are aware of these difficulties and have recently begun to deal with them. The quality of service planning in the education department has improved in recent months with each service having a plan from which individual targets and performance can be measured. Performance management is being introduced for all staff; some of whom report working for the council for a decade or more without any kind of formal appraisal. The services booklet for 2002-03 containing service level agreements will be produced with professional help to Best Value standards and published in February. Importantly, the education department is committed to commissioning, as soon as possible and certainly before April 2002, a brokerage service from independent providers. The broker will work with schools to specify their needs, encourage market development, and identify providers who represent best value for schools, and negotiate, manage and monitor contracts for schools. A steering group of school representatives will help to prepare the tender for the brokerage service.

105. The adoption of a best value approach to its own services and the introduction of a brokerage give the education department the capacity for quick improvement from April 2002 onwards.

### **Property and asset management planning**

106. The last inspection found that schools regarded this service poorly. Schools received very little support with property issues, and this has decreased over the last year. Schools had little or no information on the condition of buildings. The Asset Management Plan was, effectively, non-existent with no evidence for its preparation. The 1999-00 service level agreement could not be delivered with the then staffing levels. Recommendations were made to rectify some of these difficulties.

107. The LEA has not produced a comprehensive condition survey as the necessary first stage in an Asset Management Plan and so cannot yet fulfil any aspect of the recommendations. However, since April 2001, the strategic partner with Haringey officers has approached this state of affairs with a sound sense of purpose. On the wider, strategic point, agreement has been reached with the DfES for an accelerated route to a conditional approval of the LEA's asset management planning subject to timetabled targets for a sample of conditions surveys to be completed. Contracts have been agreed with the strategic partner for these surveys and other aspects of asset management planning which fall outside its primary contract with the LEA. Conditional acceptance had been anticipated and already tenders have been invited and agreed for the associated work in schools. Schools

have been advised about these developments and consulted on a local policy statement.

108. The post of Head of Property Services has been advertised and a new structure has been proposed to senior managers. Current managers believe this new structure will significantly improve the service to schools, but remain concerned that there are aspects of duplication between corporate and education services which might lead either to inefficiency or even confusion. Officers are also aware that the development of success criteria for property services will contribute to improving the relationship with schools though these have not yet been fully developed.

109. Papers have been prepared for the education management board which set out a capital strategy which has the raising of standards as its first objective. This includes the £50 million private finance initiative (PFI) project which is now underway, the Asset Management Plan, the importance of education in regeneration, individual initiatives and the general poor state of building stock as its key resource issues.

110. Although the current approach to property matters, with the exception of the PFI arrangement, has had only limited impact in schools to date, it has the potential, if fully and effectively implemented to bring considerable benefits.

#### **Recommendation**

Give priority to the implementation of the approach to improve school buildings, which has been adopted since April 2001. This includes:

- gaining the approval for a capital strategy;
- the completion of all aspects of the Asset Management Plan;
- restructuring of property services to ensure that it can fulfil the requirements;
- publishing a service level agreement for schools in 2002-03 with a clear service specification and standards;
- adopting specific, measurable success criteria for the monitoring and evaluation of service delivery;
- counting property services in the proposed brokerage service; and
- eradicating any service duplication including, for example, the ' term contract for consultancy' with other council technical services.

## **SECTION 4: SPECIAL EDUCATIONAL NEEDS**

111. The last inspection found that SEN support overall was broadly satisfactory, although for many years, it had been characterised by high spending and a lack of transparency. However, recent changes were judged as positive and future plans satisfactory. No recommendations were made. However, in the school survey conducted for this inspection, schools rate the strategy and support as less than satisfactory.

112. Since the last inspection and before the appointment of the strategic partner, important developments had taken place. The value of these developments has been reduced because they have been made in a piecemeal way that lacks coherence. There is no clearly articulated written strategy for SEN. The policy for special educational needs is out-of-date and relates to the operation of administrative features rather than to strategic issues. It does not provide a vision of what is planned or a strategic overview in which developments can take place in a coherent way. Producing an LEA Inclusion Plan based on borough wide and thorough consultation is a priority of the strategic management plan and scheduled for completion by December 2001. At the time of the inspection, it was at a very early stage of development. The recent closure of a special school for pupils with emotional and behavioural difficulties is an example of a difficult decision that was taken in a timely way. Interim full time educational provision has been secured for all but two of the children. However, this closure increases the urgency with which a strategy for pupils with SEN including those with emotional and behavioural difficulties is developed.

113. The strategic partner has developed an interim management structure that provides the potential for better integration of strategies for school improvement, special educational needs and social inclusion. However, the timetable for development of the inclusion plan coincides with the formulation of the Education Development Plan and both are being led by the same senior officer. Although recent developments have taken place to make both developments compatible, this places a considerable burden on both staff and schools to give sufficient time for appropriate involvement and consultation. At the time when the fieldwork took place for this inspection, headteachers, including those of special schools were unclear about the timetable for development and the way in which they would be involved and consulted.

114. There are no other priorities in the strategic management plan which relate specifically to special educational needs. The LEA takes reasonable steps to meet its statutory duties. However, there are a number of issues that are in urgent need of development work. Before the appointment of the strategic partner about £2million of the special educational needs budget for support from statements was delegated to schools. Most schools continue to purchase support from the support service, in some cases even though the headteachers and special educational needs co-ordinators are not convinced that this arrangement necessarily provides them with support which is sufficiently flexible to meet pupils' needs. The delegation has not helped to reduce the management capacity that is required or the costs that are involved in the LEA maintaining a large support service. In addition the service is facing recruitment difficulties.

## **Recommendation**

- Monitor the impact of the new arrangements for delegation of funding for special educational needs and take action on the basis of the findings to improve the way in which funding and support is targeted to meet needs.

## **SECTION 5: ACCESS TO EDUCATION**

### **Education for pupils who have no school place**

115. The provision for pupils who have no school place is broadly satisfactory although strategies that promote greater social inclusion for these children are weak. Sound progress has been made in developing a centralised system for tracking refugees and homeless children in order to monitor movement in and out of the borough. Revisions to the working practices of the admissions team, and more effective co-ordination of information about pupils from across services, are beginning to ensure that all pupils are now offered school places as soon as possible. Additional reception classes are being provided in the east of the borough to accommodate increased numbers.

116. A recent initiative with a local further education college has resulted in a pilot project to assess the educational needs and offer some provision, including vocational education, for older arrivals in Year 11. In addition, the development of closer working links with the borough's housing department has resulted in better methods for sharing data on changes in accommodation for mobile families.

117. Provision for pupils who are excluded or are without a school place is available in the pupil referral unit. Pupils currently attending the pupil referral unit have been excluded one or more times or are waiting for alternative placements to become available. This provision is all-age but it is not available on a full-time basis. Proposals to extend provision at the pupil referral unit towards full-time education for September 2002 have been set out in the recently published draft Behaviour Support Plan 2001-2004. However, these plans currently lack sufficient detail and are contingent upon extensive changes in staffing, curriculum and accommodation needs at the pupil referral unit.

118. Reintegration rates are low. A recent change in the management of the pupil referral unit has resulted in a sharper focus on the unit's role in relation to mainstream schools and to a commitment to revise its reintegration policy and procedures. To date, the pupil referral unit has not benefited from involvement in Excellence in Cities developments in relation to promoting greater social inclusion.

#### **Recommendation**

- develop and implement detailed plans which translate the intention to make full time provision at the pupil referral unit into feasible and costed proposals; and
- improve the rates of reintegration of pupils attending the pupil referral unit into mainstream provision.

### **Behaviour Support**

119. The provision of behaviour support is satisfactory. The rate of permanent exclusions is above the national figure for primary schools and broadly in line for



secondary schools. At secondary level, there has been a reduction in the number of exclusions and the LEA met its target for 2000-2001.

120. Support for improving the behaviour of pupils in primary and secondary schools has been significantly enhanced by the appointment of learning mentors as part of the Excellence in Cities programme. The LEA has provided suitable support to ensure that schools use this initiative productively. LEA staff, including educational psychologists, education welfare officers and staff from the behaviour support team and the ethnic minority achievement team, conducted training for learning mentors. The LEA co-ordinated the successful appointment of a pool of 93 learning mentors for primary schools. The appointment of learning mentors has enabled schools to recruit additional staff from a wide range of highly trained people, including those with community language expertise. Link learning mentors in both the primary and secondary sectors support and co-ordinate the work of mentors across the borough and disseminate good practice. In particular, there is a strong and appropriate focus on sharing practice across the primary and secondary phases, enhancing the transfer arrangements and developing common systems to record and evaluate the impact of the learning mentor role.

121. The impact of the learning support units has been more variable. The secondary units were rapidly established, but in two of the secondary schools, the original learning support unit has been abandoned and re-started, following difficulties in the first year. These difficulties related in some cases to staffing problems but also to a lack of clarity regarding the role of the unit. In contrast, following a section 10 inspection, one of the primary learning support units has been commended for its good practice and for the speed and efficiency with which it was established. Plans are in place to disseminate good practice across the borough.

## **Attendance**

122. Attendance rates this year have declined in primary, secondary and special schools and are below the national figure. Unauthorised absence is well above the national figure for primary and secondary schools and targets for 2000-2001 have not been met. Action to improve attendance will be included in the new EDP which is currently being drafted. This is an appropriate development.

123. Since Haringey became part of the DfES pilot for the devolution of the education welfare service to secondary schools, there have been some radical changes in the management and deployment of the education welfare service. In April 2001, the service formally transferred from the social services department to the education department. However, while satisfactory progress has been made in recent months in re-focusing the work of education welfare officers in order to target resources more effectively, this has yet to develop a consistently effective service to schools. The LEA's attendance policy and service procedures have been revised recently. Attendance targets have been agreed but with only three-quarters of the schools in the authority. Recently, a post of head of service has been advertised after a long period of interim management.

### **Recommendation**

- Give higher priority to developing ways of improving rates of attendance and providing a consistent standard of service to schools.

### **Child protection**

124. The LEA's procedures and support for protecting children from significant harm have improved recently but remain unsatisfactory in two key ways: promoting regular training for designated teachers and developing effective communication between schools and social workers. In both, there have been recent discussions that are at an early stage, but do show that the need for improvement has been recognised, although both issues will require a great deal of work to ensure satisfactory practice.

125. The education department has played a part in the recent development of a newly formed Area Child Protection Committee which is intended to ensure a shared responsibility for child protection policies, procedures and training across all agencies. A financial contribution from each agency has helped to put the new arrangements on a sound financial basis that will help to provide dedicated support to the Area Child Protection Committee. The lead responsibility for child protection in the education department has been clarified and this is appropriately placed with the Head of Access. In addition, the post of attendance manager is advertised and it is expected that this post holder will provide additional support at a more operational level. A very good feature of the membership of the committee is that it includes representation from headteachers.

126. On taking up post, the officers of the strategic partnership assessed that a secure system for protecting children was not in place and identified this as an immediate priority. Since then the LEA, with the agreement of the Area Child Protection Committee, has recently circulated new guidelines. These are satisfactory and detail clearly and succinctly the responsibilities of governors and school staff. Procedures for referral are clear and give appropriate advice about providing written confirmation of a referral. An appropriate and feasible procedure is included for checking the whereabouts of pupils who have had a period of unauthorised absence for ten days or more. A useful checklist is included for the school to use in self-evaluation. The procedures do not include advice to schools on attending and contributing to child protection case conferences or on more specific procedures which are necessary for monitoring the welfare of pupils who are on the at risk register.

### **Recommendation**

- In discussion with headteachers and social workers, draw up appropriate guidance for schools on contributing to case conferences and monitoring the welfare of pupils who are on the at risk register

127. The LEA keeps a list of designated teachers in schools and the dates when they last attended training. These records show that a significant number of teachers have not received recent training. The new procedures stress the importance of training but do not say how often it should be undertaken. However, the covering letter sent to headteachers with the new procedures states appropriately that it is a duty of headteachers to ensure that the designated teachers receive training which is up-dated every three years. Two two-day courses provided by external trainers have been arranged for designated teachers and these have been advertised. It is too early to identify whether teachers will apply to attend these courses. It is not yet clear what action the LEA proposes to take if they do not. Many designated teachers, particularly in primary schools, are headteachers, and in discussions, they express a general confidence in identifying and referring cases of abuse that is broadly borne out by the statistics on referral. The course programme is comprehensive but does not illustrate a fresh perspective that is likely to attract an experienced headteacher who acts as a designated teacher. Nevertheless, there are training issues, such as appropriate liaison with social workers, which require discussion and development and could attract a larger number of participants if these had a higher profile in course information.

#### **Recommendation**

- In discussion with headteachers , identify training needs more precisely and devise and publish in association with the Area Protection Committee an appropriate training strategy for education and school staff which makes use of both single and multi-agency training to develop a firmer foundation of good working procedures between social workers and teachers

128. Part 8 reviews have been conducted on the death of a child or where there are serious concerns about the effectiveness of liaison between services. The recommendations from these reviews have helpfully been drawn together. Within these recommendations are references to improving the liaison between social workers and schools. Discussions with headteachers confirm that the liaison, and in particular communication between social workers and schools, is currently poor and is in need of very urgent action to improve it. Strategic liaison between the education department and social services is improving. The Directors of Education and Social Services meet on a regular basis and there are no obvious factors that will impede the development of this strategic interface. Both directors have a realistic view of the factors that contribute to the poor liaison and communication between schools and social workers. Initial steps in developing more productive relationships include a meeting between the Director of Social Services and headteachers. However, this is an area that will require a great deal of work to make the improvements which are required to reach a level which is satisfactory.

## **Recommendation**

- In discussion with headteachers and social workers identify the issues which require improvement in the liaison between social workers and teachers, identify ways in which these can be improved, develop greater opportunities for headteachers and social workers to discuss progress jointly and devise ways of monitoring and evaluating whether improvements are taking place.

## **Support for very able and gifted pupils**

129. Support for very able and gifted pupils is satisfactory. It is developing effectively through the Excellence in Cities programme and is supported in both the primary and secondary phase by the LEA lead co-ordinator. The initial reluctance in some secondary schools to identify the gifted cohort in English, mathematics and science has been largely overcome. A number of secondary schools have developed effective systems for tracking the performance of the cohort of gifted and talented pupils. Secondary headteachers interviewed during this inspection were very positive about the work with gifted and talented pupils, and in particular its impact on curriculum practice throughout the school.

130. In primary schools responsible teachers are supported well through training provided by higher education and by the network run by the lead co-ordinator. Local Education Authority support has included guidance on the identification of the very able and gifted cohort, the setting of targets and the development of a model policy available for adaptation by primary schools. Schools greatly value the support of the lead co-ordinator.

## **Support for minority ethnic pupils**

131. In the last inspection, support for minority ethnic pupils was satisfactory, reflecting the high priority given to it in the EDP. Improvements in the quality of the service included better co-ordination and management of the secondary team and the use of data to target support to underachieving groups, though this was not consistent across groups. Targets for improvement were: better monitoring of the quality of provision in primary schools; more guidance on target-setting for minority ethnic groups and clarification of proposals for devolving funds for the Ethnic Minority Achievement Grant.

132. The recommendations of the report have been addressed and other changes have taken place, including increased devolution of funding. Overall, the support for minority ethnic pupils is satisfactory and has improved since the last inspection. Most schools interviewed felt they had suitable staff and some had found funding to offer permanent contracts. There are, however, still some shortages of suitable staff.

133. More detailed performance data is provided for schools on pupils from particular minority ethnic groups. The use of this data in schools to set targets is at an early stage. The data has the potential to help address intransigent and complex patterns of under-performance. Training is well regarded and most schools value the

support and advice but a small minority of schools were dissatisfied, expressing concerns that it was based on inflexible views of what was effective

134. Improvements have taken place in the co-ordination of the support for minority ethnic pupils with other LEA strategies. The service supports and initiates projects in schools to address underachievement, but the evaluation of the impact of its projects is not sufficiently rigorous.

135. Monitoring of the work of the Ethnic Minority Achievement Service in schools is more systematic; joint reviews have taken place in three-quarters of primary schools and the majority of secondary schools. Most schools have found the reviews helpful but a minority considers that the monitoring is still inconsistent and not sufficiently rigorous.

136. Support for Travellers is effective in promoting enrolment and attendance, and to some extent in improving standards. Support for refugees and asylum seekers has been made more effective by better liaison with the housing department and the admissions service to limit the time it takes newly arrived pupils to obtain a school place. Assessment procedures are well thought through. However, guidance on effective strategies for planning and teaching transient pupils is insufficient.

### **Effectiveness of measures taken to combat racism**

137. The LEA's strategy for promoting racial harmony and monitoring racist incidents was not inspected in 1999. While work has taken place to promote racial harmony in the LEA and its schools, the lack of reliable information to facilitate the systematic monitoring of racist incidents by the LEA is unsatisfactory.

138. A review has been undertaken of the education service against the recommendations of *The Enquiry into the death of Stephen Lawrence* and a draft action plan drawn up. The review revealed the need to restate principles and ensure the effectiveness of procedures. A well-received conference on inclusion 'Learning for All' included information on monitoring race equality policies and practices within schools. The review also established that procedures for reporting racist incidents in schools were not being implemented by schools and that few schools submitted returns in 2000-1. Discussion with headteachers confirmed this. Headteachers feel they are alert to racism and record incidents within school, but some admitted that they failed to make regular reports to the LEA. Others wanted clearer guidance on what constituted a racist incident and were concerned at the use that might be made of information in these returns. The LEA has recently alerted schools to the requirement to report racist incidents regularly, but acknowledges that more needs to be done to make its policy effective and to bring schools on board. This needs to be addressed as a matter of urgency.

### **Recommendation**

- Take action to improve the monitoring of racist incidents and analyse the results and to build on the developments that have been put in place already to foster harmonious relationships between different ethnic groups.

## APPENDIX: RECOMMENDATIONS

**This report makes a number of recommendations. However, the following are fundamental in that they affect the LEA's capacity for improvement.**

- Take steps to ensure greater stability for the staffing of the top management posts in the education department and the greater continuity and permanence of the strategies that are currently under development. Involve governors and headteachers in these discussions and developments so that schools develop greater confidence that improvement can be sustained.
- Draw up with schools an agreed approach which develops an effective long term partnership for the planning, implementation and monitoring of the strategy and programmes for school improvement, special educational needs and social inclusion. The agreed approach should set out clearly the role and responsibilities of both the LEA and schools in developing and maintaining the partnership.
- Draw up a protocol in consultation with the education management board, the strategic partner and members which continues to protect the strategic partner from diverting the focus of the work away from providing effective support to schools but which ensures that:
  - the information which members require and the way in which they receive it is clearly specified;
  - members understand the rationale for the decision and the processes which lie behind sound decision making;
  - clear steps are identified to avoid situations where members do not take the advice of the education management board; and
  - the appropriate role and function of the scrutiny committee is reinforced.
- Take steps to provide a member development programme which develops members' understanding of their role in supporting autonomous schools in raising standards of attainment.
- Provide sufficient strategic capacity to make the required improvements in the strategy for special educational needs and its implementation.
- Develop a coherent monitoring and evaluation strategy that enables the education management board to take account of the views of schools; the strategy should provide schools with information about the importance of their role in monitoring and how and when their views will be obtained.
- Ensure that the principles and practice of best value permeate the work of the education services by:
  - amending the Best Value Performance Plan to ensure that education priorities receive due weight; and

- employ the principles of best value and particularly of continuous improvement in the development of the education department's working practices.

**We also make the following recommendations:**

- Ensure that the current strategy for providing support in the curricular uses of ICT and the reasons for it are fully explained to schools.
- As quickly as possible implement the plans to increase the number of training centres to support teachers in using ICT.
- Extend the range of the 14 – 16 curriculum, using both schools and other resources, to encompass a suitable range of vocationally-related courses for pupils in key Stage 4.
- Give priority to the implementation of the approach to improve school buildings which has been adopted since April 2001. This includes:
  - gaining the approval for a capital strategy;
  - the completion of all aspects of the Asset Management Plan;
  - restructuring of property services to ensure that it can fulfil the requirements;
  - publishing a service level agreement for schools in 2002-03 with a clear service specification and standards;
  - adopting specific, measurable success criteria for the monitoring and evaluation of service delivery;
  - counting property services in the proposed brokerage service; and
  - eradicating any service duplication including, for example, the ' term contract for consultancy' with other council technical services.
- Monitor the impact of the new arrangements for delegation of funding for special educational needs and take action on the basis of the findings to improve the way in which funding and support is targeted to meet needs.
- Develop and implement detailed plans which translate the intention to make full time provision at the pupil referral unit into feasible and costed proposals.
- Improve the rates of reintegration of pupils attending the pupil referral unit into mainstream provision.
- Give higher priority to developing ways of improving rates of attendance and providing a consistent standard of service to schools.
- In discussion with headteachers and social workers, draw up appropriate guidance for schools on contributing to case conferences and monitoring the welfare of pupils who are on the at risk register.

In discussion with headteachers, identify training needs more precisely and devise and publish in association with the Area Protection Committee an appropriate training strategy for education and school staff which makes use of both single and multi-agency training to develop a firmer foundation of good working procedures between social workers and teachers.

In discussion with headteachers and social workers, identify the issues which require improvement in the liaison between social workers and teachers, identify ways in which these can be improved, develop greater opportunities for headteachers and social workers to discuss progress jointly and devise ways of monitoring and evaluating whether improvements are taking place.

Take action to improve the monitoring of racist incidents and analyse the results and to build on the developments that have been put in place already to foster harmonious relationships between different ethnic groups.



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