

Prime Minister ②

Findings Summarised in paras 64 onwards

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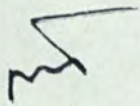
DEPARTMENT OF EDUCATION AND SCIENCE

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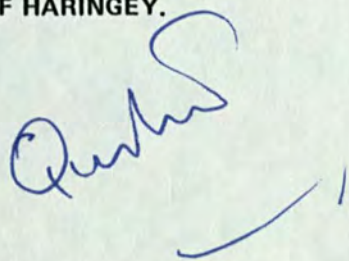
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EDUCATIONAL PROVISION AND RESPONSE



IN SOME HARINGEY SCHOOLS.

LEA: LONDON BOROUGH OF HARINGEY.



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DEPARTMENT OF EDUCATION AND SCIENCE 1984

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EDUCATIONAL PROVISION AND RESPONSE IN SOME HARINGEY SCHOOLS

INTRODUCTION

1. In the Spring term of 1984 some 400 HMI days were devoted to inspecting educational provision in the London Borough of Haringey, as part of a wider programme of inspecting education in inner urban areas. Visits were paid to four mixed comprehensive schools and ten of their main contributory primary schools; all classes in these primary schools were visited as well as four nursery classes and an early childhood unit. A number of other educational centres were also visited: special schools and units; an outdoor education centre in Wales; youth clubs and an environmental education centre. Although there was some consideration of links between schools and non-advanced further education, no further education institutions were inspected. The visits were supplemented by discussions with many people involved with education in Haringey, including parent and community groups, the Authority's senior officers and advisers, and members of the educational welfare service and the schools psychological service.

FEATURES OF THE AREA AND POPULATION

2. Haringey's population which has declined in recent years, is now about 200,000. The Borough is composed of the former boroughs of Hornsey, Wood Green and Tottenham. It lies across several of the main road and rail routes leading northwards out of London and is predominantly residential, its industrial base having contracted in recent years although a number of trades

continue to operate, mainly in clothing, footwear and fashion goods as well as in printing and furniture-making.

3. Haringey is a small authority, but within its borders there exist some wide and marked social variations. The west of the Borough is the more prosperous part; the east and the centre contain areas of social disadvantage. For example, one third of households in the central part of Haringey are privately rented and between a fifth and a quarter of these are without exclusive use of basic amenities. In some ways the social composition of Haringey is not unlike that of Greater London as a whole, for example in the socio-economic structure of its population. However, there are also some distinctive features of its social structure which have a bearing on the provision of education.

4. The unemployment rate in Haringey was 14.9% in January 1984, compared with 10.8% for the Greater London area as a whole. The unemployment rates for young people in Haringey are higher than the Borough average. Among those 16-19 year olds not in full-time education, 30% of males and 23% of females have been unemployed for between one and three years. There are no statistics available to show the extent of unemployment among young people from ethnic minority backgrounds in Haringey.

5. There has been considerable migration into Haringey, and in parts of the Borough between 45% and 55% of the population is from ethnic minorities, mainly of Caribbean and Greek or Turkish Cypriot origins, but also with Asian or African backgrounds. Other ethnic minority groups

also live in Haringey, although they are more widely dispersed across the Borough.

PROVISION FOR EDUCATION IN HARINGEY

6. In January 1984 there were 28415 pupils in Haringey's primary and secondary schools, and 2152 pupils receiving full or part-time education in nursery schools and classes. Primary school pupil numbers have fallen by 41% since 1973. Secondary school rolls are already a quarter below those of 1978 and will continue to fall for most of this decade. In addition to coping with falling numbers, the Local Education Authority (LEA) has to provide for a population living in a Borough which is classed with three others (out of a total of 97 LEAs) as having the highest levels of pupils likely to have additional educational needs. The indices used in arriving at this judgement were: children born outside the United Kingdom or belonging to non-white ethnic groups; children living in households whose head is a semi-skilled or unskilled manual worker; children living in households lacking exclusive use of one or more of the standard amenities, or living in a household at a density of occupation greater than 1.5 persons per room; children in one-parent families; children in families with four or more children; and pupils receiving free school meals in maintained schools.*

7. At the time of the inspection the LEA maintained three nursery schools and 43 nursery classes attached to primary schools, with 258 pupils and 2,002 pupils respectively. There were

*DES Statistical Bulletin 8/82

also 81 primary schools with 14,470 full-time and 1,709 part-time pupils; children are admitted to these schools at the beginning of the year in which they become 5 years old. At the age of 11 pupils transfer to one of the Authority's 10 secondary schools; these schools had 12,236 pupils up to the age of 19 in January 1984. Six of the secondary schools are mixed comprehensives, one is a girls' comprehensive, one a boys' voluntary controlled comprehensive and two are mixed voluntary aided comprehensives. The fall in secondary school rolls has led to school amalgamations, which took effect shortly before the inspections and are still in the transitional phase. The fall in pupil numbers has not been matched by a pro-rata reduction in teacher numbers.

8. In addition to its ordinary schools the LEA maintains six schools for pupils with special educational needs, and provides three tutorial units and three tutorial groups for pupils of secondary age. The 1981 School Language Survey, which was part of the Linguistic Minorities Project at the University of London Institute of Education, found that over 100 languages were spoken by children in Haringey and that nearly one third of pupils there used at least one language other than English. There is substantial provision in the Borough for the teaching of English as a second language (ESL) by means of an English language centre. The work of this centre and of all schools in the Borough is supported by an educational welfare service, a schools psychological service (which also directs the work of a small group of remedial reading teachers), a centre for reading, an English studies centre, a mathematics curriculum support group, a multi-

cultural curriculum support group and the centres for outdoor and for environmental education.

9. Haringey employs 1981 (full-time equivalent) teachers in its schools and supporting services, including some appointed under Section 11 of the Local Government Act 1966 to meet the needs of ethnic minority groups. In January 1983 the ratios of pupils to teachers in the various parts of Haringey's education system were better than the respective national averages (shown in brackets): in nursery schools it was 13:1 (20.1:1); in primary schools 19:1 (22.3:1); and in secondary schools 14.1:1 (16.5:1). In each case only three LEAs had better ratios. The Borough's 1983-84 budget implied unit costs for primary, secondary and special schools which were the second highest for English authorities. This budget provided for expenditure of 20% more on education (excluding school meals and milk) than the assessment of Haringey's Grant Related Expenditure for Rate Support Grant purposes.

10. To administer its education service, Haringey employs a chief education officer and a deputy; three further officers have overall responsibility for schools, for further education and for development, and there are six assistant education officers concerned with special needs, primary education, further education, secondary education, administration, and personnel. Assistant development officers deal with major works, minor works, furniture and equipment. There are fourteen advisers: a chief adviser, a secondary adviser, two primary advisers, ten specialist adviser posts (covering: mathematics, multi-cultural curriculum, craft, design and technology, languages, home economics, physical

education, science, English, special educational needs, music) and an advisory head teacher with responsibility for equal opportunities.

PRE-SCHOOL EDUCATION

11. By aiming to provide one nursery class for each form of entry to primary schools Haringey makes extensive provision for pre-school education. Work was seen in four nursery classes and in an early childhood unit, and for the most part it is of sound quality, well-guided and organised by the staff. The pre-school provision seen in Haringey is well-matched to need and generally of an acceptable quality, judged by national standards.

12. The main aims of pre-school education are to meet the educational, social and emotional needs of 'under fives' and to prepare them appropriately for full-time schooling. These aims are of particular importance in a Borough like Haringey with its cultural complexity and social deprivation. They were being met satisfactorily in most of the classes visited. The teachers had devoted considerable thought to planning pre-school work and they were often helped in their tasks by parents, for example where work involved the use of languages other than English. The best work was organised in such a way as to relate indoor and outdoor activities in a systematic way and to keep sessions moving at a lively pace. There was a noticeable link between this work and the fact that the teachers involved had taken advantage of the LEA's in-service training programme. These teachers were able to ensure, for example, that there was a wide and appropriate variety of materials with which children could

work and that there were distinct and helpful themes around which work was arranged. In spite of this generally sound pattern, there were one or two examples of poor or undemanding work.

13. Some work in reception classes was particularly effective and was clearly meeting the aim of easing the transition of children under five into full-time education. However, in one or two cases, more thought could have been given to achieving greater co-operation between nursery and reception classes to realise the full benefit and value of pre-school education.

14. The nursery classes in Haringey have a pupil to adult ratio of 8.5:1 compared with the national average of 10.4:1. However, the LEA reports difficulties in recruiting and keeping qualified nursery teachers and assistants. In offering nursery education, the LEA does not apply specific catchment areas, although understandably the majority of nursery pupils come from the immediate neighbourhood of the nursery classes. Admission to these classes is after a child's third birthday by arrangement with the school head.

THE PRIMARY SCHOOLS

15. The range of work and organisation of the ten primary schools was typical of that in the majority of English primary schools.* Although similar in organisation to that elsewhere and well provided for in terms of resources, the work rare-

*"Primary Education in England". A Survey by HM Inspectors, HMSO 1978

ly reached high standards and some of it was poor. There were, however, sufficient examples of good quality work to suggest that the wherewithal exists to bring more to the high level of the best.

16. Many of the pupils in Haringey primary schools, as in other inner urban areas, depend heavily on schools to supply them with emotional support, and the personal and social guidance more usually afforded by families. Such demands on teachers, while quite proper and understandable, may cause other aspects of school work to receive less attention than they need and deserve. In particular, this may be an underlying cause of the lack of pace noted in these Haringey primary schools; a lack of confidence and of self-esteem among pupils of all backgrounds may be another and related cause of poor performance.

17. Most of the teaching and learning took place in mixed ability groups. Occasionally, small groups were organised on the basis of their abilities in English or in mathematics. Similarly, groups of pupils were withdrawn in nearly all schools visited for remedial reading purposes, or for the teaching of ESL. In some cases the width of ability found in mixed ability classes has been exaggerated by a number of factors: the effect of falling school rolls, and the fact that there has been little reorganisation of primary schools, has brought about some classes containing pupils with age differences of more than one year; and the conscious decision in some schools to arrange classes in this way so that younger pupils may be able to learn from older ones. These arrangements, however arrived at, may inhibit the achievement of good standards of work.

18. All the schools took the development of language seriously and gave it a high priority. In addition to the language development normally found in primary schools, the LEA has correctly recognised the challenge of providing for the broad spectrum of ESL needs, stretching from those pupils who require to be taught English from the earliest stages to those whose home language, although English, is different from that normally used in schools. A variety of approaches to the teaching of ESL was seen, but an over-emphasis on reading (and occasionally on writing) at the expense of listening and speaking reduces the effectiveness of the LEA's ESL initiatives, valuable though they are.

19. The strong commitment to English language development in the LEA's primary schools fails to produce work of commensurate standards. Although some lively and successful work was seen with younger children, that pace and style seemed to peter out in the later primary years, and there were in use too many poorly conceived or unimaginative reading schemes depending on narrow selections of books. Also, only rarely was the opportunity taken to use poetry in developing the language and imagination of children. Work seen in one school, however, suggested that it is possible to improve standards and performance if different strategies are employed. In this case, a class of junior school pupils responded sensitively to a reading of Thomas Hardy's 'Snow in the Suburbs', delivered appropriately during snowy weather. The class went on to explore Hardy's imagery and to offer its own imaginative descriptions and interpretations on the theme of snow and the environment.

20. Work in mathematics was mainly acceptable, tending to follow commercially published schemes which were usually supplemented by materials developed by the schools. The strongest elements in mathematical education were the careful and planned progression, with the youngest children, from an understanding of the concept of magnitude to decimal fractions and to work concerned with money. As in the case of language there was some evidence that pace and demand faltered with older children who were too often engaged in undemanding or repetitive exercises when they were capable of rising to more serious challenges, particularly those concerned with the analysis and solution of real and practical problems.

21. Science of some kind was found in all the schools visited. Some of this was promising, although generally neither the schemes of work nor the performance of pupils was of an acceptable quality. There were some examples of work which indicated the standards that might be achieved, such as the class of six year-olds who were motivated and excited by relating a story about a 'magic mirror' to a scientific investigation of reflection and the elements of bi-lateral symmetry. Work of this kind which related language, science, practical skills and mathematics was not common.

22. There were other areas of the primary curriculum where indifferent schemes of work contributed to dull or undemanding class work. The treatment of history, geography and of social or environmental studies through topic work is a clear case in point. Work from year to year in this broad humanities field was often uncoordinated. Consequently, there was a lack of

properly paced progression from stage to stage and therefore of suitable and demanding work. Good work was associated with careful planning, as in the case of the class of 11 year-olds studying the water cycle, making visits to a local reservoir and recording weather patterns over a given period of time. Teaching religious education in an area containing such a mixture of religious beliefs is complex. Even allowing for this, the standards being achieved were poor, partly because few schools had developed schemes of work to assist the teachers, and the Authority's Agreed Syllabus gives little guidance.

23. Although there was concern about the teaching of religious education, school assemblies provided occasions when pupils could work on themes which brought together elements of music, drama and art. Some of these assemblies were imaginative and inspiring. They reflected standards of music and art which appeared on the whole to be higher than those prevailing in the humanities, although there was evidence of a lack of continuity between the generally good standards of music in infant schools and the more intermittent efforts observed in junior schools. Art work was broadly satisfactory, even though some slipshod results were noted when art was associated with ad hoc topic work.

24. The primary schools visited are well provided for by national standards. They are amply supplied with books, though some library collections require improvement. The Authority's art and craft loan collections support and encourage some good art work. All the schools visited had video-recorders, and four of them were adjusting to new curricular responsibilities

following their acquisition of micro-computers with associated word processors, in one such case with some outstandingly successful results in the teaching of ESL. Although the LEA gives good material support to these schools, the buildings are generally poorly maintained and occasionally shabby, despite the praiseworthy efforts of caretaking staff.

25. The schools are well provided with non-teaching staff who give valued assistance to teachers. A further resource is the help afforded by parents whose assistance is actively sought by the schools themselves. Parents were offering help in a wide variety of areas: home and school reading programmes, art, craft, cookery, school visits and work in mother tongues.

26. The overall picture in the primary schools visited is one of work which lacks sparkle and which fails to make appropriate demands on pupils who consequently tend to under-achieve. This cannot be ascribed to lack of resources. It is due in part to a lack of clear and consistent thinking by the LEA and by individual schools, about curriculum and organisation. There was some excellent and inspiring work which suggests that there is nothing peculiar to Haringey which prevents the wider achievement of such goals except, possibly, the absence of such standards being regarded as the norm across the Authority. While many classes seemed pedestrian in their goals and achievements, there were a few highly successful classes where teachers presented pupils with clear goals, helped them to know the difference between excellence and mediocrity, and assessed their work in helpful and constructive ways. It was in these classes that good work was

affirmed by being displayed, and that the resources made available by the LEA were used to good effect to motivate pupils and to stimulate their interest; these classes were also models of good behaviour. They would stand favourably in comparison with classes anywhere and ways should be found of generalising their achievements.

THE SECONDARY SCHOOLS

27. Four of Haringey's ten secondary schools were inspected by teams of HMIs, for one week each. Although not a representative sample, these schools clearly exemplified some of the LEA's problems: two of them had been amalgamated in 1983 and were currently operating on split sites; two had marked imbalances between girls and boys; and three served areas of social and economic deprivation. The schools all had to face the educational challenges of considerable ethnic and cultural variety among their pupils, though only one was found to have any hard information on the ethnic origins of its pupils. The curriculum in these schools was similar to that commonly found in secondary schools,* although the standards of work were generally below those found in comparable schools elsewhere.

28. The four secondary schools inspected were reasonably resourced and well staffed. However, whether in relation to examination results or to the general quality of work and life within these schools, the picture is rather depressing. All four are affected by one or more of: a higher than

* "Aspects of Secondary Education in England." A Survey by HM Inspectors of Schools. HMSO 1979

average incidence of non-attendance; disruptive or unacceptable behaviour; and undemanding work. This is not to deny the presence of some work of real promise and some courteous and civilised behaviour. The central problem is how to make these instances of commendable work and behaviour the norm in all of these schools.

29. The intakes of the schools tended to reflect the social composition of their immediate neighbourhoods. Nevertheless they drew their pupils from fairly wide catchment areas: one secondary school took pupils from as many as 40 primary schools and another from about 30 primary schools. Having such a large number of contributory schools places a high priority on the planned continuity of curricula, and makes successful practice hard to achieve. This consideration appeared to have received insufficient attention. As with the primary schools, the secondary schools tend to serve a wide variety of ethnic groups. There is no evidence to suggest that any ethnic group is disproportionately represented in lower ability classes, or in non-examination courses. The fact seems to be that many pupils in these schools, whatever their ethnic or social origins, are likely to achieve less than they might. Overall, little work of distinction was seen. In all four schools, work in no more than half the subject areas was of broadly acceptable quality and half that seen was unsatisfactory or poor.

30. Nonetheless, there were examples of effective work. English was satisfactory in all four schools and occasionally was outstanding. Dance and drama, even if limited in scope, reached high standards in two of the four schools. Mathematics displayed some promise, notably where

the teaching was in the hands of enthusiasts. Satisfactory and occasionally good work was recorded in some other areas: music, computer studies, science and religious education. Careers education was generally under-developed, although there was good work in related fields. For example, in one school contact with the Schools Council Industry Project had helped pupils to develop an understanding of local industry by visiting places of work and listening to outside speakers. However, for some pupils in other schools, opportunities for work experience were limited and, where they existed at all, required improvement in their administration. Work in science was not uniformly acceptable. It was found to be one of a number of subjects (physical education, music, craft, design and technology, the humanities, art, home economics, modern languages, economics and business studies) where standards were poor in one or two of the four schools visited.

31. The examination results in the General Certificate of Education (GCE) Ordinary level and the Certificate of Secondary Education (CSE), obtained by pupils in Haringey schools generally in 1983, showed a slight improvement over those obtained in 1982. But they were disappointing, and those in most of the schools inspected extremely so. In the Borough as a whole the percentage of fifth year pupils gaining no graded

result was 18% against 10% nationally;* 42% of fifth year pupils achieved one or more GCE grades A-C or CSE grade 1 (the higher grades) compared with 52% nationally; and 11% gained five or more higher grades compared with 23% in the country as a whole. Performance in English and mathematics reflected these levels: the proportion of Haringey pupils obtaining a higher grade in English language was 21% and in mathematics 16% compared with national figures of 30% and 23%; the figures for the schools inspected were 15% for English and 11% for mathematics. Taking account of socio-economic factors, examination results in Haringey were below the levels that might be expected.**

32. One reason for poor standards was the general absence of broad and coherent curricular planning. For example, although mathematics was showing signs of improvement, nevertheless the range of numerical skills being developed was rather limited and pupils lacked confidence in handling numbers. This is a problem which would affect the quality of their work in some other subjects. In one home economics department, for example, the teachers performed most of the weighing and measuring tasks and failed to develop the mathematical skills of pupils in ways that

* The national figures in this paragraph are drawn from the DES School Leavers' Survey 1983, are based on a 10% sample and are not directly comparable with fifth year figures alone since they apply to all leavers including sixth formers. See also paragraph 43 of this report.

** DES Statistical Bulletin 16/83

would build upon and reinforce the work done in mathematics. Similarly, while oral work was encouraged in English classes, there was far too little of it in most other subjects.

33. Another cause of poor quality work was the fact that in two schools pupils' work had not always been marked, which was especially disheartening when that homework had been carried out as required. In one school staff absence was at a serious level and occasionally full curricular cover had proved impossible, even though the PTR was 12.8:1 and the LEA allocated further teachers to cover absence. Whatever the reasons for this state of affairs, it threatened the quality of work in the school and set questionable standards for pupils.

34. In spite of the presence of such serious problems, the evidence of the visits is that many of the teachers perform their duties conscientiously. They are not helped in their efforts, however, by various organisational deficiencies which almost certainly contribute to the poor standards of work described. Some aspects of staff and curricular organisation illustrate good practice and it could be more common than it is. The responsibilities of senior academic and pastoral staff are usually clearly described in staff handbooks and there are arrangements for meetings to bring these two interests together. These arrangements are valuable, although some are unduly elaborate and may occasionally produce misunderstandings. The attempts by three of the four schools to bring together different individual subjects in faculties appear to have been less successful, although their ultimate aim of ensuring that all pupils have broad and balanced

curricula is a praiseworthy one and should be pursued.

35. Most pupils in the schools visited followed a broad and common programme in their first three years, often in mixed ability groups with some selection by ability in certain subjects (modern languages and mathematics in particular), followed by a more limited and specialised programme in years 4 and 5. When pupils come to make their choice of a course of study for years 4 and 5, they are offered advice and help by teachers who try to encourage them to maintain a balanced curriculum, usually consisting of English, mathematics, a science, one of the humanities, a creative subject, and a programme of social, moral and health education. In spite of these efforts, there are some unwise choices, as in the case of those pupils who chose to do no science in the fourth or fifth form - an important omission in a society increasingly dependent on science and technology.

36. A responsibility taken seriously by the schools was that of ensuring that, where appropriate, their curricula reflected the multicultural nature of the communities they serve. The schools took this into account in: the selection of appropriate books and themes for treatment in classes; appropriate in-service training for teachers; and, in one case, a conscious policy of acquiring Afro-Caribbean and Asian magazines and journals. Initiatives of this kind may well have contributed to the harmonious and friendly relationships observed between pupils of different ethnic backgrounds.

37. The good relationships in the ethnic field were not always mirrored elsewhere. In at least two of the secondary schools inspected there were social and behavioural problems of a kind that rightly caused concern to parents. These problems took a variety of forms: poor attendance rates (about 80% in the fourth and fifth forms of two schools); unreasonable disturbances in lessons in one school; open hostility and disaffection by members of the fourth and fifth years in another school. In one of the four schools relationships between pupils and between pupils and staff were good. But in a further school reasonable relationships appeared to be maintained by the staff not demanding high standards of work and behaviour and allowing matters to drift - a dangerously counter-productive policy in the longer term.

38. It would be of immediate benefit to the secondary schools inspected if they had clearer aims and objectives, in both pastoral and curricular matters, and devoted more time and thought to the question of assessment; that is to say how the teachers, pupils and parents as well as other interested parties might know what is intended and how it is to be pursued and achieved. The approach to clarifying and setting such objectives should be a wide one, but sufficiently detailed for the debate to be about defined issues rather than diffuse generalities. Pupils of all abilities have a wide range of needs and there are signs that some of the under-performance noted arises from inadequate perceptions by the teachers of the potential and needs of individual pupils and teaching groups. This applied to some extent in all kinds of groups but was particularly noticeable in mixed ability classes where much of

the work tended to be undifferentiated, slow in pace and lacking in variety.

39. The under-performance noted does not appear to result from inadequate resources. The many problems associated with split-site accommodation, still very evident at the early point in reorganisation when the inspection visits were made, undoubtedly make the effective deployment of teachers and other resources more difficult than is usually the case. The schools are well supplied with staff by national standards; they had pupil:teacher ratios better than the national average of 16.3:1-16.5:1 (for schools of 1,001-1,500 pupils such as the ones visited), and contact ratios* of 67%-76% compared with the national average of 78%. Two-thirds of the teachers are graduates, and of these three-quarters have formal teaching qualifications. There is a good and appropriate match between the qualifications of the teachers and the subjects they are asked to teach. There is also a degree of ethnic mix in the teaching force that reflects the ethnic diversity of Haringey. There is no formal LEA induction programme for new entrants to teaching, but this is offset to some extent by the schools' own efforts in this direction. However, new teachers are not given time for induction programmes on the timetables; induction work has to be carried out at the end of a school day. This may play a part in reducing the effectiveness of the LEA's numerically ample teaching force.

* Contact ratio is a measure of the proportion of the timetabled week that teachers spend in teaching contact with pupils as distinct from administration, preparation, marking etc.

40. While overall levels of resources are satisfactory, there are some gaps, occasioned partly by wear and tear and partly by an under-estimation of requirements, probably arising from the complex process of amalgamation. Levels of capitation are adequate and could be more so if the husbanding and disposition of material were more systematic and more regularly evaluated. For example, some of the duplicated material seen during school visits was of an indifferent quality and made trivial demands upon the pupils. One school had an adequately stocked library, but the remaining three seemed to offer a selection of books below the expected quality and quantity for schools of their type and size. On the other hand, increasing use is being made of videotapes and microcomputers, sometimes where expected (for example, in mathematics and in the sciences) and occasionally where not, such as in art.

41. The accommodation of these secondary schools is deficient in a number of ways. Three of the schools were on split sites (two, transitionally, as a result of the recent reorganisation) and journeys from one site to another can take up to half an hour with a consequent disruption to school life. Whether on split-sites or not, the fabric of the schools gives rise to concern. Most interiors and exteriors require decoration, and there are defects because of a backlog of maintenance. The prolonged confusion brought about in one school by the necessary attention to problems associated with asbestos, affected standards of work and behaviour. Some departments had good accommodation which was grouped in adjacent rooms. On the other hand, there were examples of shabby interiors aggravated by poor or unimaginative

display policies, which set low aesthetic standards for the pupils. Sixth form accommodation in three of the schools visited was bad and lowered the morale of the sixth formers concerned, who spoke of the depressing effects of poor accommodation, particularly in social and library areas.

42. In addition to the varied and valuable contribution made by the adequate number of non-teaching staff, these secondary schools, like the primary schools visited, are fortunate in enjoying the help and support of parents. Parents welcome invitations to attend evening meetings in order to meet teachers; a further reason why it is necessary for the schools to have clear teaching and learning objectives and systems of assessment by which they can describe clearly what is intended and how pupils are progressing. One school had been designated a community school; there were some promising developments here, although there was also uncertainty in the school about the LEA's policy concerning the nature of community schools, including for instance: regarding the particular curricula they should offer; how staffing contracts should be designed; and how best to manage dual-use facilities.

Sixth Forms

43. There was some work of good quality though little of distinction in the sixth forms of the schools visited. They were making conscious efforts to cater for a growing range of pupils wishing to stay at school after the age of 16. Staying-on rates to school sixth forms in Haringey as a whole for 1983-84 were 40%, as compared with a national average of 28% (although in other

authorities there is greater transfer to FE). The schools offered sixth formers a reasonable range of courses based on the requirements of GCE O level; the CSE and, in one or two cases, the pilot Certificate of Extended Education (CEE). This is reflected in the proportion of O level candidates in the sixth form: 28% in the schools visited, compared with 30% in Haringey as a whole and only 15% nationally. This might suggest that some Haringey students take longer than is usually the case to achieve results at a particular level.

44. Between them the four schools also offered fifteen GCE Advanced level courses; this is a small number by national standards. The relatively small numbers on A level courses in each sixth form inevitably either caused the offer of subjects to be limited to the popular ones attracting economically sized groups; or, if a wider range of courses were provided, led to small groups which were undesirable on educational and economic grounds. Generally, group sizes were acceptable (the average was about nine pupils), but there were a few classes which were far too small (for example with only one pupil). None of the schools visited has cooperative arrangements with other schools for A level teaching, except in music. The proportion of the A level entries gaining grades A-E was 52% in these schools, compared with 66% in Haringey as a whole and 68% nationally. Thus, while the LEA's schools generally seem to do relatively well by the small number of students who stay on to take A levels, the performance of the schools visited is again disappointing.

Links between the Schools and Further Education
(FE)

45. In one of the schools, some sixth formers spent part of each week at a nearby college of FE studying for the Business and Technician Education Council (BTEC) General Certificate. Occasionally, pupils from the same school follow GCE Advanced level courses at the same college. However, within Haringey, the biggest single initiative in the field of school/FE links concerns the City and Guilds (CGLI) 365 Foundation Course where six of the ten secondary schools are involved in links with FE. A further initiative is planned in which all secondary schools will link with FE in a strategy built around the proposed Certificate of Pre-Vocational Education (CPVE).

46. At the moment there are about 100 secondary school pupils working on CGLI 365 courses at either Haringey College or at Tottenham College of Technology. College staff need to be more clearly aware of the backgrounds and previous experiences of the pupils if the full value of these courses is to be realised. However, one of the factors adversely affecting this valuable initiative is the low level of attendance of some of the students involved. For example, only 6 students out of a possible 13 were present at a session on a Science Industries option. There is also a lack of imaginative planning, for example in the general failure to arrange visits to places of work in industry and commerce, a gap in provision which leaves the courses rather flat and unattractive.

THE SPECIAL SCHOOLS AND TUTORIAL UNITS

47. The Authority offers a wide and varied set of opportunities in ordinary schools for children with special needs of one kind or another. In addition, there are six special schools: four which operate independently and two which work in collaboration with ordinary schools. The first group includes: a school for children with moderate learning difficulties; one for children with severe learning difficulties; another for children with emotional and behavioural difficulties; and a fourth, on Hayling Island, for children deemed likely to benefit from residential experience. These four schools are adequately staffed but are indifferently accommodated. Some aspects of their curricula have been planned with care, but there are some clear deficiencies in the general education of older pupils, notably in art, craft, home economics and science, and particularly so in the case of the school for emotionally and behaviourally disturbed pupils. The quality of care shown in these schools is good; the need now is for better planning of the curriculum to provide the necessary degree of progression and more challenging work.

48. Haringey also maintains a school for physically handicapped pupils a number of whom, while on the nominal roll of this school, are integrated into the life and work of one of the secondary schools visited. This integration is commendable in intent and shows promise in its effects, although the toilet accommodation for these physically handicapped pupils is poorly situated. Some of the administrative complexities arising from the dual status of these pupils (on the roll of one school while working in another)

appear to result in unnecessary anomalies regarding capitation and the disposition of resources.

49. There is a most unusual arrangement for hearing impaired pupils in Haringey: a dispersed special school. The arrangements made possible by this school (which also receives pupils from the London Boroughs of Enfield and Barnet) are varied and flexible. For example, pupils may be taught in their own local primary or secondary school while being given daily help from teachers of the hearing impaired who are based at the special school. Other pupils divide their time between ordinary schools and the dispersed school. It appeared that these suitably staffed arrangements worked well and that hearing impaired pupils were accepted readily in ordinary classes with the teachers there paying appropriate attention to their needs. Hearing impaired pupils were also enabled to attend the LEA's outdoor education centre in Wales.

50. Haringey operates three tutorial units (with a maximum of 12 pupils each): one for children with a history of school refusal; another for pupils over the age of 15 who are felt unlikely to integrate into the life of the secondary schools; and a third for older pupils who have been suspended from school and are felt unlikely to return. The staff at the two last mentioned units have arranged curricula which offer some GCE and CSE courses. There are also three tutorial groups providing part-time education for up to 12 pupils for 12 hours per week. These groups are staffed in each case by two part-time teachers and a part-time youth worker.

51. The staffing and accommodation of these tutorial units and groups are generally satisfactory, but there have been difficulties in designing coherent and appropriate curricula for pupils, as is often the case in units of this kind. Science in the curriculum of these small units presents particular difficulties because of its highly specialist demands. Generally, there tends to be too much reliance on work associated with undemanding and repetitive tasks. Nevertheless, there is evidence that the pupils in these units and groups are developing more positive attitudes to education than might have been the case before they were referred to these centres, and it is encouraging to find that a significant number of older pupils seek entry into FE. These are creditable achievements and reflect the good working relationships established by staff and pupils.

THE YOUTH SERVICE AND THE SCHOOLS

52. One of the schools visited has both a head of community education and a youth tutor. At this school there is a range of adult educational activities as well as youth club activity five times a week. A second school has a head of community education and the appointment of a youth tutor is being considered. In one other school in the Borough, there is a youth tutor. The LEA's youth and community service supports a number of school-based clubs in which both staff and members come from a variety of ethnic backgrounds and where relationships seem friendly and behaviour is responsible. One youth group which exemplifies this successful and positive approach to youth work is a girls' club which provides the kind of environment which enables Muslim girls of Turkish

Cypriot and Asian family origin to attend and take part in the activities. Other initiatives include the Duke of Edinburgh's Award Scheme for older pupils, and an arrangement whereby 400 junior school pupils, from 15 schools, are involved in a junior citizens' award scheme.

53. Within the range of youth service activities, there is considerable scope for continued development, given appropriate policies and the related management structure. Both would have to take into account: the better use of recreational facilities; the need for more systematic links between schools and youth clubs; and the need for policy and practice to set out to use the youth service as a bridge between school and out-of-school life.

PROFESSIONAL SUPPORT AND DEVELOPMENT

54. The advisory service of the Haringey LEA has a wide set of responsibilities and a demanding workload. The pressures of work necessarily arising in recent years from school amalgamations and other administrative matters have reduced the capacity of the advisers to devote time to the professional development and support of teachers. It is to their credit that some have found the time to maintain an in-service training programme for Haringey's teachers.

55. The work of the advisory service has not always been helped by a tradition of advisers working independently, which prevailed until recently and which may have inhibited the development of systematic procedures for identifying in-service training needs and designing a continuing programme to meet them. The evidence

from the visits to the schools suggests strongly that many of the teachers are in need of professional assistance with regard to such matters as classroom management and the design of appropriate schemes of work. Since some advisers appear to visit schools more than others (a state of affairs which must reflect their varying responsibilities and workloads as well as the lack of an agreed policy and practice on this question) it follows that teachers working in some areas of the curriculum, and in some schools, may not have their professional needs identified with the requisite speed and clarity. It is a high priority for Haringey's advisory service to develop a more systematic framework for identifying such needs.

56. The in-service training which is arranged by the LEA is administered, for the most part, by the Haringey teachers' centre. The courses are numerous and they cover a wide variety of themes with the balance of provision leaning towards the primary sector. The range of courses offered, however, tends to embody the individual perceptions of given advisers. There is additional in-service training available to teachers in Haringey, occasionally based on schools and sometimes taking place on courses outside the Borough.

57. While there are in practice many helpful opportunities for in-service training it is not clear that the pattern of courses reflects the actual needs of teachers. Nor is it clear that the follow-up of these courses is as methodical as it should be in order to ensure that teachers who attend courses actually make their training effective in the classroom, or share their experiences with their colleagues.

58. One area in which Haringey has a clear and coherent support policy for its teachers is in the field of multi-cultural education. The LEA employs a multi-cultural curriculum adviser and maintains a multi-cultural curriculum support group. All teachers in this latter group are assigned schools which they are expected to visit at least once each term. Consultative help is available for teachers requiring assistance, and the multi-cultural curriculum support group reinforces these initiatives by developing a wide range of materials to support classwork at all levels. These materials are often of a high quality. However, their adoption by teachers in the schools concerned can be fitful, possibly because the teachers are not always sufficiently involved with those designing and publicising the materials. Bringing producers and consumers together in this way might bring about a more effective return on the time and effort expended in this enterprise, in terms of improved teaching and learning.

59. The language and reading centre appears to be well used and it is claimed that teachers from about half Haringey's primary schools have used the centre at one time or another. The centre offers a wide stock of reading materials and schemes, as well as an in-service training capability and a consultancy service. The LEA also runs an English Language Resource Centre to assist schools in their ESL work. This centre has a head and some 34 full-time equivalent teachers, divided equally between primary and secondary. Although the ESL service emphasises its philosophy that the teaching of ESL is a responsibility to be shared between it and the teachers in the schools, the success of this approach is rather limited at

present, and the LEA may need to make these shared responsibilities more explicit.

60. The Campsbourne environmental education centre in the Borough is a modest resource which appears to be effective and very popular, particularly with teachers and pupils in primary schools. Work seen at Campsbourne was of a good quality. As well as making realistic demands on pupils who were studying animal life, it afforded some in-service training for the teachers involved and also enabled parents to make a contribution to school work. Pendarren House, the LEA's residential outdoor education centre in Wales, offers a somewhat broader and more adventurous range of experiences, and contributes significantly to the education of primary and secondary pupils.

OTHER SUPPORT SERVICES

61. Haringey's educational welfare service (EWS) consists of a chief education welfare officer (CEWO) and 14 other officers (EWOs), and is mainly concerned with ensuring pupils' attendance at school in a fit state to benefit from the education provided. Over half of the Borough's EWOs have attended courses appropriate to their work, and most of them are men and women of long service and experience. The EWS provides constructive and effective help to schools. While its duties have been clearly set out by the CEWO, the service might be still more effective if proper criteria were established for referral, particularly in the primary and early secondary years, and if the effectiveness of home visiting were more carefully monitored. At present, the LEA has no planned in-service training programme

for the service, nor a policy of staff development for its individual members.

62. In each of the secondary schools visited there were school-based qualified social workers from Haringey's social services department, who provided a much valued link between schools and the pupils' families. These social workers sometimes shared premises in schools with EWOs, to the benefit of both parties.

63. The schools psychological service (SPS) consists of 7.5 full-time equivalent educational psychologists (EP) who have administrative responsibility for six peripatetic remedial teachers and seven teachers working in 'opportunity classes' in primary schools. Unlike some services described in this report, the work of the SPS is based on a policy set out in a substantial document, published in 1983. This policy states that each EP should work on a consultancy basis from one of three clinics and should visit a given group of schools regularly. Schools appear to appreciate and value this service. A number of instances were seen when there was effective intervention by a skilled EP. In spite of the indications of the establishment of an effective policy, the schools visited were unclear as to its precise nature. The Authority is currently taking steps to publicise and explain the policy, so as to derive the maximum benefit.

COMMENTARY

64. Haringey, as well as having to cater for the broad mass of responsibilities that fall to any LEA, has to face challenges that in kind and degree are peculiar to a minority of inner urban

authorities: sharply falling pupil numbers, great ethnic diversity, a shrinking industrial base, high unemployment (particularly among young people), and widespread economic and social deprivation. The nursery classes, primary, secondary and special schools inspected constitute only some of Haringey's schools. How far what is said in this report is typical of the larger number of schools in the Borough is for the LEA to decide in the light of its much more detailed and long-standing knowledge.

65. There was some good work in the schools inspected, particularly in the pre-school classes and in the younger classes of the primary schools. English in the secondary schools was generally good, some of it notably so; and multi-cultural developments in the first three years of the secondary schools were characterised by careful planning and attention to detail. But, with a few notable exceptions, the quality of the rest of the education being received by older junior and secondary pupils ranged from mediocre to poor.

66. The examples of effective teaching and learning were closely associated with a clear identification of pupils' needs and potential, and high expectation of them by their teachers. But this good practice was not common. More usual was poor quality work characterised by low expectations of the pupils, a general failure to stretch them to reveal or reach their potential, and poor behaviour by some secondary pupils. External examination results were poor by national standards, even allowing for the many difficulties facing schools in an area like Haringey. Understandably, some parents are seriously concerned

about the quality of the education being received by their children.

67. The Authority provides well for education, by national standards, in both human and material terms. Its pupil:teacher ratios are bettered by only three other English LEAs and its unit costs per pupil, in all types of school, are the second highest in the country. In addition, the authority provides a substantial network of advisory and support agencies to assist and guide teachers in their work. Despite this level and range of provision, much of what was taking place in the schools and classrooms inspected was failing to prepare many of the pupils appropriately or adequately for the next stage of their education, or for adult and working life. As neither the Authority nor its schools keep pupil records that indicate ethnic groupings, it was not possible to determine whether any particular group fared better or worse than others. The impression gained in the schools inspected was that, regardless of ethnic background, few pupils were receiving overall the quality of education they need and have a right to expect.

68. The causes of this state of affairs are not to do with a shortage or absence of resources. Rather they lie with the quality of much of the teaching; a shortage of effective leadership and planning at many points in the system; inadequate checks on whether or not available resources and support agencies are being used to best effect; and shortcomings in the oversight of teaching and learning.

69. Bringing about improvements will not be easy. It calls for a raising of the sights of all

those involved in providing for education in the schools visited, coupled with guidance, action and evaluation aimed at translating objectives into effective practice. There is an urgent need, at LEA, school and classroom levels, for clarity and agreement about priorities and for the speedy development of programmes that clearly identify where responsibilities lie for specific action aimed at improving educational practice and raising standards.

70. Among these priorities, LEA guidelines for nursery education, agreed job descriptions for the numerous primary school postholders, curricular objectives for the curriculum in junior and secondary schools, and an in-service training programme targetted on the identified needs of particular groups of teachers, should all feature prominently. More particularly, the secondary advisers need to develop an in-service programme, comparable to that provided for primary and pre-school teachers, that focusses on such matters as classroom management, particularly in relation to mixed-ability groupings, and on the differentiation of teaching to cater for pupils of different ages and abilities.

71. Each of the schools, with support and guidance from LEA officers and the advisers, should establish its priorities for action to raise the standards of teaching and learning. For example, there needs to be a thorough-going review of the overall curricula and syllabuses to clarify aims and objectives and to identify areas in need of change; and to devise patterns of organisation, teaching styles and methods thought likely to achieve them. Particular attention should be paid to: encouraging the practical applications of

knowledge and skills; the continuity of teaching and learning within and across courses and phases; pace, progression and the means by which pupil learning is to be assessed and the work of schools and teachers evaluated. Once agreed, all this needs to be explained to all who have a part to play as well as all those who will be affected by what is planned.

72. Poor attendance is a serious problem, particularly among older secondary pupils, and the LEA, in co-operation with the schools and the EWS should develop particular strategies intended to improve attendance. The effective work of one of the secondary schools inspected, in devising and carrying out such a programme, provides both a clear indication that improvement is possible and a model for others to examine and build upon.

73. There is no shortage of suitably qualified teachers in Haringey's schools nor mismatch between their qualifications and tasks. But more of their work needs to be characterised by the features of the best that was seen. That teaching showed that the teachers had: sound understanding of and enthusiasm for what they were called upon to teach; high expectations of pupils; a refusal to settle for slipshod work; an informed and understanding perception of pupils' learning needs; the ability to vary teaching styles to suit particular purposes; the ability to sustain enthusiasm despite frequent setbacks and disappointments; and a sense of purpose exemplified in their plans of work and in their teaching. To make the most of such good teaching and to bring the rest nearer to it calls for good leadership and management at every level of the schools and of the LEA.

74. Means need to be found to achieve a situation in which those who work at every level in the education service in Haringey are capable of maintaining high expectations and standards, and do so. This is not a problem unique to Haringey. It is shared by other authorities, particularly those with similar urban environments and the attendant difficulties which, in their immediacy, press hard upon the work of senior officers and heads, often limiting their scope to appraise where things stand now and how they might be improved.

75. In terms of the levels of teachers and other resources, Haringey is well placed to discharge its current responsibilities to its pupils and their parents. It has a good record of identifying needs and providing the resources to meet them. Necessary as this action is, it is not sufficient. The work seen in the schools inspected demonstrated repeatedly the gap between intentions at one level and outcomes at another. Across the LEA as a whole, there is a need to raise the levels of educational thinking and practice so as to establish, as a norm, high expectations of adults and children and a conviction that the mediocre or the second rate will not do, and cannot be justified by listing the difficulties of the area.

76. Like schools elsewhere, those in Haringey have to meet the educational demands currently made on the education service and also the challenges created by changing circumstances and developing national expectations. In these circumstances schools cannot stand still, and those inspected in Haringey have not only to resolve their problems in the interests of their present pupils, but need to do so to provide a

sound basis of practice and achievement upon which
to build necessary changes and development.