

# **Children's Services Scrutiny Panel**

## **Report by the Pupil Mobility Working Group**

**June 2008 (amended September  
2008)**

**London Borough of Enfield**



## 1. Chairman's Introduction

- 1.1. The growth in population mobility over the last ten years has been the subject of much comment, and both central and local government policies have struggled to keep pace. Nevertheless, it is now appreciated that this phenomenon is not just a "blip" it is an ongoing change and the best we can hope for is that it will level out rather than continue to grow.
- 1.2. Population mobility brings change, some obvious and anticipated, other changes are perhaps less so. In the earlier Education, Skills and Leisure Scrutiny Panel report on Low Attainment, pupil mobility (which follows in the wake of population mobility) was identified as one of the key factors affecting pupil attainment in Enfield. Accordingly the issue of pupil mobility was one of the early areas identified for review by the newly formed Children's Services Scrutiny Panel; it was also the reason I chose to chair the review, having been a member of the earlier Working Group Review.
- 1.3. I would like to take this opportunity to thank my fellow members of the Working Group for their engagement in this review, together with the insight and enthusiasm they brought to bear. I also thank the Working Group's support team from ECSL, HASC, Democratic Services, Corporate Scrutiny, the consultant who undertook the consultation commissioned by the Working Group and the Panel's Lead Support Officer. They consistently provided the Working Group with the material it required to undertake its work, arranged for us to interview witnesses and offered ideas and different perspectives which enabled the Working Group to develop its thinking.
- 1.4. My appreciation and thanks also go to all the witnesses who gave evidence to the Working Group, including Council officers and those from outside bodies. All of them gave cheerfully of their time, normally well outside office hours, and as the review progressed it became apparent that the issues which led the Working Group to undertake the review were growing in importance on the agendas of others as well. A brief glance at Appendix 1 Section 13, will give an indication of the nature and extent of their contributions.
- 1.5. The first meeting of the Working Group took place on 23 August 2006, to begin drafting its Scope for the Review, and its final meeting was held on 18 June 2008 to agree its report. In between, the Working Group had a further fourteen meetings, at which it interviewed 32 witnesses and received written evidence reports from another two. This range of investigation, its level of activity and timescale is indicative of the requirements for undertaking a complex review of this nature, in a thorough and detailed manner.
- 1.6. Although the recommendations in this report are targeted at Cabinet, Schools and Council departments, its proposals may

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well have a wider audience. Accordingly, once it has been considered by Cabinet, I propose that it also be referred for consideration to the Enfield Strategic Partnership, the Children's Trust Board, and the Economic Development Board, as well as the teams responsible for the Building Schools for the Future programme and the Local Development Framework.

- 1.7. Once approved, implementation of the report's recommendations will be monitored by the Corporate Scrutiny Team, on behalf of the Children's Services Scrutiny Panel.
- 1.8. This is a detailed report, which may discourage some from reading it. To avoid this fate, I recommend readers start with its Findings, (section 3), followed by the Executive Summary, (section 4) and then turn to the full list of recommendations in Appendix 4, (section 16). If you want to find out more about the evidence which led to the recommendations, you can then drill down to the relevant section of the report.

Councillor Del Goddard  
Chair of the Working Group on Pupil Mobility

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### 3. Findings

- 3.1. One thing is clear from this review that high levels of pupil mobility are here to stay for the foreseeable future.
- 3.2. What is also clear however, is there are things both the Borough and Schools can do to improve the ways in which pupil mobility is managed and thereby reduce its impact. This report makes recommendations in this regard, many of which are based on existing practice within the Borough, which has not been adequately shared hitherto. Accordingly amongst the most important of the Working Group's recommendations are those dealing with the better sharing of information (including the way it is recorded) and best practice (see Appendix 2, Good Practice Guide for Schools), along with improved integration of activity across schools and departments.
- 3.3. Finding ways of reducing levels of pupil mobility is, if anything, an even greater challenge, but one which, for the sake of Enfield's communities, must be tackled; the "do nothing option" is not an option in this case. Again this report makes appropriate recommendations, but emphasises that a greater degree of networking with other Boroughs and allied organisations will be an essential component – mobility is a national problem, which is particularly acute in London, and it will be impossible for Enfield to address it effectively, alone.
- 3.4. The Borough's Place Shaping plans are amongst the most exciting in London and will be the single most dramatic influence on pupil mobility levels over the next ten years. The newly constituted Place Shaping and Enterprise Department therefore has a unique opportunity to contribute, alongside the soon to be finalised Local Development Framework. Planning powers are blunt tools for this task, so the Place Shaping team will need to be particularly skilful if the Council's goal of stable, prosperous and sustainable communities is to be achieved across these major programmes.
- 3.5. This report makes a total of eight recommendations to Cabinet and a further twenty one main recommendations to departments, individually and severally. There are also two recommendations to schools, and another, that this report be considered by the Enfield Strategic Partnership, the Children's Trust Board and the Economic Development Board, following its approval by Cabinet.
- 3.6. The vast majority of these recommendations are about service improvements, including better sharing of information and communications, within the Council and with external bodies together with a re-focussing of attention on the ways in which the issue of pupil mobility needs to be addressed. As such, the Working Group considers that these recommendations have little

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or no financial consequences, apart from some transitional costs.

- 3.7. There are two recommendations which do have clear financial consequences however, one proposing a review of the school funding formula to take better account of pupil mobility in primary schools; and the second suggesting that a contingency fund be established to help schools who are temporarily overwhelmed by unexpected high levels of pupil mobility. In both cases, the Working Group recommends that Cabinet commission detailed reports from ECSL asking it to provide an analysis of the issues raised by this report, along with the financial consequences of implementation. Accordingly, the financial consequences do not crystallise with the approval of this report.
- 3.8. Following approval of this report, the Children's Services Scrutiny Panel is asked to monitor the implementation of its recommendations.

## 4. Executive Summary

- 4.1. This was always going to be a complex review, into an area of growing concern, both socially and academically. However, as the Working Group explored the subject matter in detail, more avenues for investigation opened up, and accordingly, it is not surprising that the review took longer than anticipated.
- 4.2. The review identified at an early stage that problems of pupil mobility had got worse since the Panel's earlier report on Low Attainment. Consultations with Headteachers whose schools suffered from high levels of pupil mobility (see the definition in section 13) in excess of 20% per annum, (which is around the average level for the Borough's Primary Schools) stressed their view that pupil mobility was the biggest single factor affecting attainment in their schools.
- 4.3. The box below contains some quotes from consultant's report commissioned by the Working Group, which highlight the magnitude of this issue:-

### ❖ A Junior School

- Only 38% (56 children) who joined the school at the beginning of Year 3 were still with the school at the end of Year 6 on transfer to secondary school.
- The mobility picture is constant across all year groups and that a fair proportion of children stay for only a relatively short time.
- 11% (17 children) actually joined the school in Year 5 and a further 3% (5 children) joined during Year 6 prior to SATs.
- This serves to illustrate the turbulence a school experiences through high mobility and this must again have a marked effect on the school

### ❖ An Infant School – Year 2 Profile

- 49 children (35%) joined in Nursery and have continued through to Year 2
- 30 children (22%) joined in Reception have continued through to Year 2
- 34 children (25%) joined in Year 1 and have continued through to Year 2
- 25 children (17%) joined in Year 2 and have continued in Year 2
- This equates to 43% of the current Year 2 being with the school for only one year and a term before national Key Stage 1 assessments are due to be completed.
- It does not take into account the leavers to the year group

..... or the joiners and leavers during the same period of time and into the one year group.

❖ **A Primary School**

- In the year September 2006 to July 2007 a total of 101 children were admitted into the school while a total of 86 left the school. There were therefore 187 changes during the year out of a school population of 348 children. This is a 53% change over one year. Instead of the school working with 348 children during the year (i.e. what they are funded for) they actually worked with a total of 535 children during the year.

- 4.4. In addition to the problems they identify, the above quotes reveal that there is no agreed methodology for recording the level of pupil mobility and tracking it by year groups as they progress through the school. Schools have responded to this vacuum by developing their own methodologies, but for the authority, and indeed nationally, the lack of a standard approach for collecting these figures makes it more difficult to analyse them and provide the quality of data for comparisons and trends information that is normal for other Children's Services functions
- 4.5. The issue of population mobility and its growth in London particularly over the last ten years is well recorded elsewhere<sup>1</sup>, and in progressing this review about the consequential issue of pupil mobility, three main themes emerged.
- 4.6. The first theme addressed the issue of managing mobility, and specifically, best practice in tackling it. It became clear that many schools had developed specialist techniques to address and better manage the problems presented by pupil mobility and the Working Group decided that a key component of this review would be the development of "best practice guidance" to be shared with schools across the Borough, based on the expertise developed within the Borough's own schools. The harvesting of this information took the form of a detailed consultation undertaken by a consultant on behalf of the Working Group, and the guidance is set out in Appendix 2 page 43 attached.
- 4.7. The second theme of this review was to explore ways in which it might be possible to stabilise and reduce the overall level of pupil mobility (and thus improve community cohesion) within the Borough. Although awareness of the adverse impact of pupil mobility on attainment is well known in academic circles, its impact is less well understood in the social housing sector, although there are some pockets of understanding. It has been

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<sup>1</sup> There are a number of recent studies about population mobility. The LSE's report "Population Mobility and Service Provision – A Report for London Councils, published in February 2007 is one of the most recent. It contains a wide range of references to other bibliography on the topic. The London Borough of Haringey was one of the contributors to the URBACT study, Building Sustainable Urban Communities, published in 2005 by the ALG and funded by the ERDF.



gratifying to see the development of awareness of the adverse impact on attainment of pupil mobility amongst Enfield's Housing staff within the Health and Adult Social Care (HASC) and Place-Shaping and Enterprise (PSE) departments and their willingness to be constructive in reducing its level, where practicable, particularly in the volatile area of temporary accommodation.

- 4.8. However the Working Group soon became aware that Enfield's own temporary housing stock was only a modest player in this sector when set against the holdings of Housing Associations, buy to let landlords and other Boroughs. Consequently, the Working Group also interviewed representatives from Housing Associations, the National Landlord's Association and the LB of Haringey.
- 4.9. Details of the Working Group's findings in this regard can be found in section 10.17.2, page 25 which includes the extending of links with the other agencies involved in provision of temporary housing, to reduce the overall level of pupil mobility, particularly as it relates to changing schools.
- 4.10. The third theme of this review drew together the remaining issues around pupil mobility which the Working Group identified. It examined the equity and effectiveness of the way the schools' funding formula reflects pupil mobility. The Working Group received evidence from schools highlighting the difficulties they encountered in resourcing peak levels of mobility which the current funding formula approach did not address. The report gives guidance on ways this might be improved and recommends an early review of the formula. Problems in the collection of pupil mobility data were identified; not least the lack of a common standard for recording it and the review asks that this be rectified. Lastly, this theme examined some of the planning issues around recent housing developments and the way they impacted on pupil mobility, highlighting some of the lessons which must be learned when planning the forthcoming developments within the new Place Shaping areas.
- 4.11. Details of its findings around this theme can be found in section 12, page 34.

## **5. Members of the Working Group and Support Team**

- 5.1. Members of the Working Group and its support team were:-
- |                                       |  |
|---------------------------------------|--|
| 5.1.1. Chair                          | Cllr Del Goddard   |
| 5.1.2. Other Panel Members            | Cllr Chris Andrew<br>Cllr Jon Kaye                                       |
| 5.1.3. Housing Scrutiny Panel engage. | Nominees were unable to<br>Role subsequently adopted<br>by Cllr Jon Kaye |
| 5.1.4. Democratic Services            | Penelope Williams  |
| 5.1.5. Corporate Scrutiny             | Claire Johnson<br>Mike Ahuja   |
| 5.1.6. ECSL                           | Neil Rousell<br>Jacqueline Martyr  |
| 5.1.7. HASC                           | Sally McTernan   |
| 5.1.8. Consultant                     | Maggie Pattison  |
| 5.1.9. Lead Support Officer           | Philip Glascoe   |
- 5.2. A complete list of witnesses interviewed by the Working Group is attached as Appendix 1, page 40.

## 6. Introduction

- 6.1. In May 2005, Cabinet received a detailed report from the Education, Skills and Leisure Scrutiny Panel which addressed the issue of "Managing Low Attainment". This study identified a range of actions to be taken to tackle the issue of low attainment, many of which were recognised as best practice in the JAR inspection held later in the year.
- 6.2. In May 2006, Cabinet approved a revised structure for Scrutiny Services within the Council, it included the formation of a specific Children's Services Scrutiny Panel, which inherited many of the responsibilities of the former Education, Skills and Leisure Scrutiny Panel, but consolidated them by incorporating the Children's Services responsibilities formerly held by the Social Services Scrutiny Panel.
- 6.3. In setting out its work programme, the Panel returned to its earlier Low Attainment Report, and specifically the issue of pupil mobility, which had been highlighted as a key factor affecting pupil attainment at that time.

## 7. Background

- 7.1. Why is pupil mobility important? Starting with the pupil, it is clear that if a child leaves one school and joins another, then the change has an impact on that child. That is not the end of it however; the pupils in the class the child leaves are also affected, as are the pupils in the class the child joins. Good teachers are able to manage a modest amount of turnover without too great an impact, but the problems increase as the level of turnover grows. The box below provides evidence of other associated problems caused by pupil mobility, and is taken from a study undertaken by the ALG in 2005<sup>2</sup>.

... [pupil] mobility created disruption within the class, often as the result of a lack of language skills among newcomers or difficulties for disadvantaged children facing the National Curriculum. Children who had recently moved, or moved frequently, were more likely to truant. "Just under half of parents in the survey [of homeless households in temporary accommodation] said that one or more of their children had missed school because of their housing circumstances. The average amount of school time missed by an individual child was 55 days". Some of the children who changed school were also likely to be pupils who were at risk of exclusion from their previous school and may have moved to avoid such a penalty. These young people were disproportionately likely to cause disruption in classes.

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<sup>2</sup> Breaking Point: Examining disruption caused by pupil mobility; published by the Association of London Government in 2005.

- 7.2. In addition there is the impact of this turbulence on the schools; it stretches and consumes resources. It impacts on the administration of schools, the need to complete basic admission forms, see and check numerous documents, including birth certificates (often not in English), provide and often complete applications for free school meals and other benefits, as well as advising on and attending to a range of other issues. In addition, it diverts staff from academic duties, all of which adversely affect the overall performance of the school. The box below gives another quote from the ALG report<sup>3</sup> which attempts to quantify the cost and time implications of this work.

... [pupil] mobility caused additional administrative costs for registering new children at non-standard times and for building links with parents. These administration costs were quantified by the study. In a primary school, enrolment of a new child, plus work with the parents and child averaged 14½ additional hours at an estimated cost of £400 each. For secondary schools, the same process represents an average of 29 hours of additional work and estimated costs of about £800. Moreover the study also reported that pupil mobility also required unquantifiable work involving teachers and others such as extra learning and teaching support staff, which has been estimated to fall within a range of zero to 62 hours per child. Maintaining a record of the educational progress of a child is likely to prove difficult if the pupil has frequently moved and/or comes from abroad. The report also pointed out that co-ordination between services of different boroughs, notably where people live and work in different parts of the city, was also problematic and generated costs.

- 7.3. Furthermore, as highlighted by the quote in the box below, taken from the consultation report commissioned by the Working Group, several schools said that high levels of mobility often take place around the PLASC count.

Schools will make sure they are as full as possible in order to attract the maximum funding for the coming year so may well offer places from their waiting lists. This has a knock-on effect until some schools will lose children in the week leading to the count, they will not have time to offer places up but will fill up again immediately after the PLASC date.

- 7.4. In short, because of their higher levels of mobility, schools can often lose out on the very funding they need to manage it.
- 7.5. Levels of pupil mobility in Enfield are normally higher in Primary Schools than Secondary Schools, not least because the latter draw on a wider area and older pupils can be expected to travel

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<sup>3</sup> Breaking Point: Examining disruption caused by pupil mobility; published by the Association of London Government in 2005.

further to school. In addition, it is widely accepted that the impact of pupil mobility is greater on children of Primary School age. However, there will always be an element of mobility during the primary years, by parents who seek proximity to a favoured secondary school.

- 7.6. The Panel's earlier report on Low Attainment<sup>4</sup> recorded levels of pupil mobility in Enfield's Primary Schools at an average level of over 20%, with one school showing pupil mobility at more than 50%.
- 7.7. Evidence to the Working Group showed that in the three years since the data recorded in the Low Attainment report levels of pupil mobility had continued to grow.
- 7.8. The box below gives some further quotes from the consultant's report commissioned by the Working Group, to illustrate the nature and extent of the problems of pupil mobility and turbulence which schools have to manage.

- ❖ From September 2007 to February 2008, one school experienced 71 leavers and 65 arrivals. Of the 65 arrivals 23 have already moved on elsewhere.
- ❖ Another school had 72 casual admissions in the autumn term alone. That is nearly one admission every day of the week for the entire term. In one year the total was 127.
- ❖ At one school, in just over one term the turnover showed that 15% (71 children) of the school population left while 17% (80 children) joined during the same period of time. Nearly 5% (23 children) had joined and left.
- ❖ Another surveyed school in just over a term experienced 40 leavers and 39 incomers making a total of 79 changes.

## 8. Defining Mobility

- 8.1. The Working Group reviewed a range of definitions for pupil mobility (see Appendix 5 page 57). After careful consideration it decided to adopt the basic definition of Pupil Mobility described by Ofsted in 2002.

### Ofsted Definition of Pupil Mobility

**The total movement in and out of schools by pupils other than at the usual times of joining and leaving.**

## 9. Methodology

- 9.1. The Working Group adopted an innovative approach to this review, starting with the definition of its scope which was agreed by the Panel in September 2006. The key aims were:-

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<sup>4</sup> The Management of Low Attainment Report prepared by the Education, Skills and Leisure Scrutiny Panel in April 2005.

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- “This review intends to examine the causes of pupil mobility, identify the agencies within the Council and externally who contribute to the problem and seek to identify methods to reduce the level of pupil mobility, in partnership with those agencies.
  - In particular, ascertain whether there is any “best practice” schools might adopt to mitigate pupil mobility, perhaps through induction techniques or other measures.”
- 9.2. It had been hoped to secure a nominee from the Housing Scrutiny Panel to participate in this review, given the housing mobility issues involved. However, Housing Panel membership changes at key points meant that it was not possible for their nominees to become engaged. Latterly, Cllr Jon Kaye, already a member of the Working Group, and more recently a member of the Housing Scrutiny Panel, took on this role.
- 9.3. An Action Plan made up of interviews and research was approved and constantly updated, reflecting the outcomes of evidence and the need to explore new avenues of enquiry opened up by the submission of evidence from witnesses.
- 9.4. A wide range of witnesses were interviewed within the Council's service, including Headteachers and Council officers from a range of departments and disciplines.
- 9.5. Interviews with external agencies were also conducted and these included:-
- 9.5.1. Senior representatives from two Housing Associations<sup>5</sup>.
  - 9.5.2. A representative from the National Landlords Association, (reflecting the importance of the “buy to let” landlord in providing temporary accommodation in Enfield).
  - 9.5.3. The Government Office for London, concerning a follow up study to their earlier report on Mobility and Young London.
  - 9.5.4. A meeting with Members and Senior Officers of the London Borough of Haringey, representing both Children's Service and Housing disciplines to discuss mutual concerns and the potential for cooperation across a range of pupil mobility related issues.
  - 9.5.5. A senior representative from the Primary Care Trust
- 9.6. A complete list of interviews is set out below in Appendix 1, page 40.
- 9.7. As mentioned above, the Working Group also commissioned research by a consultant, which involved interviewing Primary Schools with high levels of mobility, it was based on a series of

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<sup>5</sup> Christian Action Housing Trust and the Metropolitan Housing Association.

questions approved by the Working Group. There are extensive quotes from the consultant's research in this report, whilst Appendix 2, page 43 incorporates the good practice guide, which was one of the components in that report.

- 9.8. As the review progressed, three themes emerged, and this report has been structured around them:-

9.8.1. Theme 1 – Management of Pupil Mobility and Best Practice.

9.8.2. Theme 2 – Stabilisation and Reduction of Pupil Mobility.

9.8.3. Theme 3 – Other Associated Pupil Mobility Issues.

## **10. Theme 1 – Management of Pupil Mobility and Best Practice**

- 10.1. This section deals in some detail with the problems caused by pupil mobility. As in later themes, it is apparent that this is a complex area where a single senior officer in ECSL needs to have overall responsibility for the coordination, implementation and monitoring of the various pupil mobility related activities. The Working Group makes this one of its key recommendations.

### **10.2. Headteacher Feedback**

- 10.2.1. Initial interviews with Headteachers from schools with a high level of pupil mobility identified acute concerns about the impact of mobility on the individual pupils, as well as those in the classes left behind and in the classes joined by the relocated pupil.
- 10.2.2. Headteachers were mindful that whilst the level of pupil mobility had grown substantially over the last ten years, it was clear that the issue was not going to go away. They had each responded by developing techniques for managing pupil mobility, but it was clear to the Working Group that that this expertise had not been shared in a coherent way.
- 10.2.3. One of the components of the consultant report commissioned by the Working Group was to harvest this expertise and consolidate it into a local "good practice guide". Appendix 2 sets out these findings in detail.
- 10.2.4. In addition, Headteachers were also concerned about the impact of pupil mobility on the performance of their own schools. Time and resources invested in the induction of the pupil and often the involvement of their family, was largely abortive if the pupil moved again in short order.

### 10.3. Performance of Leavers and New Admissions

10.3.1 The study commissioned by the Working Group includes an analysis of the academic achieved levels of pupils leaving a sample of five Enfield primary schools alongside those of the pupils who had joined the schools during the same period. In each of the schools the average levels achieved by those who had left were greater than the average level of those who had joined.

10.3.2 In the past, there have been a number of anecdotal claims to this effect, but this is the first quantifiable evidence that has been obtained and it is set out in full below.

#### 10.4. Analysis of School Leavers from an Infants School.

Yr	Ethnicity	Language	Read	Write	Maths	SEN	Group
2	English	Other Black	2c	2c	2c		1
2	Spanish	Latin American	1a	1a	1a		2
			2a	2b	2c		1
2	Persian/Farsi	Iranian	1b	1c	1b	SA+	6
1	Portuguese	Angolan	1c	1c	1c		2
1	English	Black/Black British – Caribbean	fs ave 4.2				5
1	English	Black/Black British – Caribbean	fs ave 6.9				2
1	Portuguese	Other Black African	1b	1c	1c		2
1	English	English	1b	1b	1b		1
<b>Average for the group of leavers = 2.5. Academically this is well within the top half of each class.</b>							
<b>Key to Groups:</b> Within each class '1' is the most able through to '6' being the least able							

#### 10.5 Analysis of New Admissions to the same Infants School during the same period

Yr	Ethnicity	Language	Read	Write	Maths	SEN	Group
2	Bengali	Asian/Asian British - Bangladeshi	1c	1c	1c	SA	6
2	English	Other Mixed Background	1b	1b	1b	SA	5
2	Turkish	Turkish	1b	1b	2c		4
2	French	Other Mixed Background	1c	1c	1b	SA	6
1	Turkish	Turkish	1c	1c	1c		4
1	Spanish		p5	p5	p6	SEN ST	6
1	English	Mixed - White And Black Caribbean	p7	p7	p7	SA	6
1	Somali	Somali	p7	p8	1c	SA	5
<b>Average for the group of new admissions = 5.2. Academically this is at the bottom end of each class</b>							
<b>Key to Groups:</b> Within each class '1' is the most able through to '6' being the least able							



## 10.6 Statistical Evidence Regarding Mobility and Standards From Two Different Primary Schools

To demonstrate how children joining a school can make good progress one Primary School was able to show that 4 children who joined the school from overseas with no English in Year 5 had been able to achieve Levels 4,4,5; 3,3,4; 4,4,5 and 3,4,4 in English, Maths and Science by the end of Key Stage 2.

At another Primary School the following range of differences in National Curriculum levels were shown up between joiners and leavers to the school:

	<b>Joiners</b>	<b>Leavers</b>
Year 2	Level 3	Levels 1 – 2A
Year 3	Below L1 – L3	Levels 3 – 3A
Year 4	Levels 2C – 3C	Levels 3C+
Year 5	Levels Below 2C – 3C	Levels 2B – 4+

Apart from one child joining the school in Year 2 at Level 3 all other joiners in Years 3 to 5 had joined at a lower academic level than those who left the school.

## 10.7 Evidence from an Infants School Over a 3 Year Period

One Infants School demonstrates below how there is often an academic void at the top end in their classes as more aspirational families move away from the area. Those joining the school are at lower average levels than those leaving. This is illustrated over a period of time and is therefore more than a snapshot.

	2004 – 05		2005 – 06		2006 - 07	
	No. of Children	Average NC Level	No. of Children	Average NC Level	No. of Children	Average NC Level
Leavers	25	1B	77	2C	102	2C
Joiners	22	P8	86	P4/P6	86	P4/P5

Further to this are the most current figures for September 2007 to January 2008

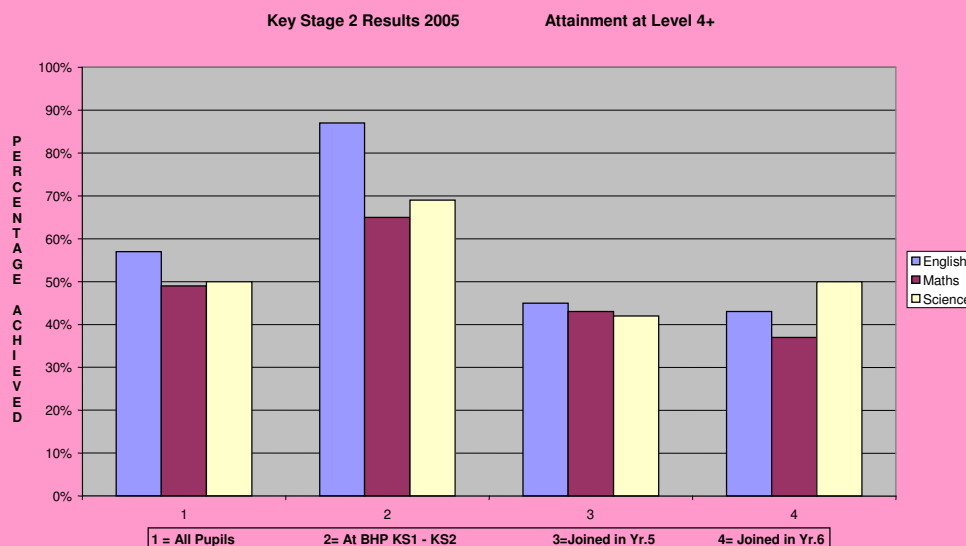
	Reception		Year 1		Year 2	
Leavers	4	P8	5	1C	5	2C
Joiners	19	P2	29	P4	12	P7

## 10.8 Performance at a Primary School in 2005

The following chart from 2005 shows how pupils who did their Key Stage 1 SATs at the Primary School (column group 2) performed better than those who joined the school later in Year 5 (column group 3) and Year 6 (column group 4). This serves to show how more

difficult it is for schools, in academic terms, where there is a great deal of mobility and pupils are joining with poorer levels of attainment.

It also shows how schools with such high levels of mobility can be penalised through mobility when national results are considered. The results of those children who were at BHP for KS1 and KS2 SATs (columns 2) are much better than those for All Pupils (columns 1).



10.8.1 As in previous examples referred to in this report, the formats for recording the above evidence vary from school to school; again this is related to the lack of standardisation about monitoring levels of pupil mobility.

10.8.2 Overall, these results reflect well on the performance of Enfield's schools in respect of the pupils with whom they worked. However the schools remind us they do not get any credit for the performance of pupils who left, only for those on their books at the time SATs are taken. The closer to the SATs a pupil joins a school, the less their results reflect the actual level of performance of the school itself<sup>6</sup>. The higher the level of mobility, the more this becomes a factor.

## 10.9 Pupil Spaces Planning

10.9.1 The Working Group interviewed officers responsible for planning the provision of school places not only to meet the challenges of population growth, but also those of pupil mobility. This is a complex area which relies on

<sup>6</sup> Schools can, under certain circumstances, seek a "Disapplication" (or omission) of an individual pupil from both the National Curriculum and their SAT results from the Performance Tables. There are a number of criteria for Disapplication, but the most commonly applied is that "a pupil arriving from another country who needs time to develop English language skills". The Government accepts that "these students are unlikely to be able to show what they can do in examinations until they have improved their English language skills and are more familiar with the school curriculum in this country" Full details can be found on the Department for Children, Schools and Families website.

historic data from censuses as well as forecasts based on planning consents for housing developments in Enfield and its hinterland.

- 10.9.2 This is not an exact science, and the Working Group endorsed ECSL's planning assumption to incorporate a contingency or buffer element of some 4%, to cope with unanticipated fluctuations in demand, to ensure pupils will be able to access schools close to their homes.
- 10.9.3 In practice however, the Working Group noted that the 4% buffer was vulnerable even to modest pressure on pupil spaces, and thus did not meet the requirement to ensure there would always be spaces available close to the homes of the children who need them. However the Working Group accepted the cost of additional school space provision to meet this requirement would be excessive.

## **10.10 Integrated Support Teams and CAPs**

- 10.10.1 The Working Group also interviewed officers from the Integrated Support Teams being developed as part of the introduction of the four Children's Area Partnerships (CAPs). It became clear that the CAPs, with their opportunity to coordinate across a wide range of local service providers, both public and voluntary sectors, should have a lead role in supporting schools in the implementation and continuing development of best practice for pupil mobility.
- 10.10.2 The range and numbers of ethnic groups within the Borough has changed in recent years; it is one of the causes and consequences of population mobility. This in turn has impacted on pupil mobility and hence the need for schools to have ready access to a range of community language speakers. Translation services are not cheap and the rarer the language, the more expensive the service. The Working Group endorsed existing best practice, where appropriate, of schools recruiting staff who not only met the job criteria, but also had relevant second language skills.
- 10.10.3 The Working Group were advised that one distinct group of mobile pupils are those of secondary age who are newly arrived in the country. They have specific needs as they may not have received any previous formal education and have little or no English, and a proposal had been explored to set up "induction units" into identified schools. The units would be for any newly arrived secondary aged pupils, and potentially those at the top of primary who would shortly be transferring to secondary.

- 10.10.4 They would be located on school sites and be managed and funded directly by schools. Initial locations suggested for these were schools in the south-east of the borough, due to the current numbers of pupils in the area meeting these criteria. If the units proved to be successful further such units would be identified to ensure coverage across the borough; and potentially to have at least one unit in each Children's Area Partnership (CAP).
- 10.10.5 Some schools have expressed interest in of the project and in particular the potential benefits to their pupils. However, they have concerns that these sites could lead to their schools attracting all future children in these circumstances and thus create further mobility. Children's Services is aware of the difficulties this could cause and the situation will be closely monitored to ensure that there is a sufficient spread of provision across all CAPs.
- 10.10.6 The Working Group endorsed the pilot proposals and noted that feasibility study has been carried out and the project is ready to progress, but were advised that difficulties have arisen with finding suitable accommodation on school sites.

## **10.11 Meetings With External Agencies**

- 10.11.1 Much of the Working Group's meeting with Haringey Members and Officers addressed housing related issues which are dealt with elsewhere in this report. However it was clear that Haringey were concerned about the problems caused by pupil mobility and had taken some steps to address them, following a review of their own two years ago. One example in this regard was an agreement with the local PCT for the sharing of addresses of children treated by local hospitals and clinics (not surprisingly, these records were often more up to date than the Borough's own), which had improved their ability to track mobile pupils.
- 10.11.2 Since the meeting, Haringey has sent the Working Group a copy of their "pupil tracking" procedure; whilst the detail is Haringey specific, it does reveal levels of cooperation between Haringey and the PCT which has reduced by two thirds, the time taken to follow up missing children, including the use of encrypted e-mails to safeguard the transmission of data. The Working Group recommends that ECSL review this document in detail, in conjunction with the PCT, to see if Enfield's own procedures can be improved, and in particular consider the use of a dedicated Pupil Tracking Officer

which is the best practice approach adopted by a number of Children's Services Authorities.

- 10.11.3 Haringey offered to share other information and procedures, and requested a copy the Working Group's report on completion. Further discussion on this matter led to a proposal that Enfield and Haringey might establish a formal Working Party to work jointly on pupil mobility and share expertise in the development of best practice.
- 10.11.4 The study, *Young London Matters*<sup>7</sup> was considered by the Working Group in detail. Queries were followed up with GOL who confirmed that their "Pan London Child Mobility Steering Group" was continuing its work with the participation of nine London Boroughs. One aspect of their work, that of "Attendance, Exclusions and Off-Loading" (AEOL) is looking at pupil mobility. Sharon Dodd, GOL's Mobility Programme Manager confirmed that it would welcome Enfield's participation (particularly given its work in this Scrutiny Review and the previous one on Low Attainment). This would give the Borough an opportunity to share information and expertise across a wider range of peer authorities and agencies.
- 10.11.5 The Working Group also interviewed a senior representative from the Primary Care Trust (PCT). During the course of this interview, it was noted that several schools were located near to Refuges and not surprisingly, children attending local schools whilst their mother was housed in a Refuge, were prone to high levels of mobility. In addition, it was noted that such children were more likely to have witnessed or been subject to domestic violence, and suffer from consequential health problems.
- 10.11.6 Mobile children often had problems re-registering with a doctor, and health problems were often not referred until a child was taken to the Accident and Emergency clinic (see also paragraph 10.11.2 above). These problems are confirmed by a study by the Lambeth Primary Care Trust in 2005, details of which are set out in the box below.

**Mobility: Characteristics of People Registering with General Practices.**  
**Commissioned by the Lambeth Primary Care Trust in**

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<sup>7</sup> Published by the Government Office for London in 2006

## 2005

### OBJECTIVES:

The aim of this study was to examine the characteristics of patients joining general practitioners' (GP) lists, and the time taken to register after a move of residence.

### STUDY DESIGN:

Questionnaire study.

### METHODS:

Staff in six London general practices administered the questionnaire to 642 newly registering adults. **RESULTS:** Nearly 40% of participants took longer than 6 months to re-register with a GP after a change of address.

About one in eight participants (13%) took longer than 1 year and one in 14 (7%) took longer than 3 years to register. The overall median time to register after a move was 4 months. The amount of time taken to register appeared to be influenced by a number of factors, including gender, age and geographical location.

### CONCLUSIONS:

Population mobility and the time taken to register with a new GP is likely to have a major impact on access to health care and the effectiveness of local preventative health programmes.

Primary care trusts need to encourage their local residents to register with a GP soon after a change of address, and develop initiatives to encourage participation in preventative health programmes amongst mobile groups. Additional measures to strengthen primary care provision, such as walk-in centres, may be required in areas with the highest levels of population turnover.

- 10.11.7 Similar conclusions are also reached in the Shelter Report, *Living in Limbo*<sup>8</sup>.
- 10.11.8 The Working Group noted that historically, the PCT had problems in the collection and sharing of data with the Council, in a format that was useful to the Borough. It was reported that this situation is now improving, with support from Borough officers, not least because of the links which had been established at senior policy making levels. These improvements had followed the designation of the Director of ECSL with statutory responsibility for all Children's Services within the Borough.

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<sup>8</sup> *Living in Limbo*, a survey of homeless households living in temporary accommodation, published by Shelter in 2004.

## **10.12 Recommendations for the Management of Pupil Mobility and Best Practice**

10.12.1 The Working Group has the following recommendations for the management of Pupil Mobility and Best Practice:-

### **10.13 Cabinet**

- 10.13.1 That the Borough should share the findings of this report with the PCT and use it as the basis for preparing and implementing a plan for better liaison and communications between the two authorities, with the specific intention of improving Children's services, particularly those for vulnerable mobile pupils.
- 10.13.2 That the findings should also be shared with the Enfield Strategic Partnership and Children's Trust Board and Economic Development Board, for reasons similar to those above.
- 10.13.3 Cabinet will wish to build upon existing policy<sup>9</sup> to ensure that its responsibilities for Place Shaping, Building Schools for the Future and the Local Development Framework support the flexible provision of school places, with particular regard to the primary sector to allow children to have access to schools closer to where they live.

### **10.14 ECSL**

- 10.14.1 Endorse, circulate and promote the Good Practice Guide to Pupil Mobility set out in Appendix 2 of this report, working jointly with the schools, CAPs and their service partners, and the Integrated Support Teams; and note that the Good Practice Guide includes the following:-
- A good induction policy for new arrivals with a clear structure and a set of procedures
  - Outgoing schools to provide a portfolio of information for the incoming school, in accordance with the pro-forma in Appendix 2, section 35.
  - All schools should ask parents to complete an exit questionnaire on a standard form, and/or exit interviews to find out the reasons for moving away. Details of the reasons for a child leaving the school should be completed within 15 days.

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<sup>9</sup> Including the planning assumption to set an overall surplus of 4% in the number of pupil places available across the borough



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- 10.14.2 That a senior ECSL officer be given specific responsibility for the coordination, implementation and management of all pupil mobility matters
- 10.14.3 That Enfield should seek to be formally represented on the Pan-London Child Mobility Steering Group hosted by the Government Office for London.
- 10.14.4 That the Borough, through ECSL, should develop links with other authorities particularly Haringey to share expertise and best practice in dealing with pupil mobility.
- 10.14.5 The Working Group endorsed existing best practice, where appropriate, of schools recruiting staff who not only met the job criteria, but also had relevant second language skills.
- 10.14.6 Review Borough's procedures for pupil tracking, including the use of a Pupil Tracking Officer, and incorporate where appropriate, improvements suggested in the procedure developed jointly by LB of Haringey and the PCT.
- 10.14.7 That further work is done with schools to identify suitable locations for "induction units" for newly arrived pupils on school sites. This would include consideration of the geographical context, suitable staffing, accommodation and the measurement of effectiveness.

#### **10.15 Schools**

- 10.15.1 Schools and their Governing Bodies to adopt the Good Practice Guide to Pupil Mobility attached as Appendix 2, and work with ECSL, the CAPs and the Integrated Support Teams in its implementation.

#### **10.16 Enfield Strategic Partnership, the Children's Trust Board and the Community and Economic Development Board**

- 10.16.1 That following approval of this report by Cabinet, this report be considered by the Enfield Strategic Partnership, the Children's Trust Board and the Economic Development Board to enable them to make comments and add to the recommendations on the broader issues concerning stabilisation of communities and the management of mobility, which impact on all organisation involved.

#### **10.17 Children's Services Scrutiny Panel**

- 10.17.1 Receive a report on the impact of the work of the Integrated Support Teams when they have been running for 12 months.



- 10.17.2 Receive a report on the implementation of all the recommendations in this report, twelve months from the date of this meeting.

## **11 Theme 2 – Stabilisation and Reduction of Pupil Mobility**

### **11.5 Borough Housing Stock**

- 11.5.1 In interviews with Headteachers, they clearly linked the problem of pupil mobility to the turnover of tenancies in temporary housing, a view shared by the Working Group. However, when the Working Group investigated the Headteachers' assumption that these problems were generated by the Borough's own housing letting policies and administration, it found they could not be substantiated following interviews with Community Housing Services (CHS) letting staff (part of the Health and Adult Social Care department (HASC)).
- 11.5.2 The Borough's own housing stock falls into two categories; conventional council rented stock providing permanent accommodation; and temporary housing stock leased specifically to meet the Council's obligations to the homeless, pending their being housed in permanent accommodation. In this context, "temporary" can mean a period of between 5 and 12 years until sufficient points are amassed, and a move to permanent accommodation achieved (family accommodation is normally allocated at the upper end of the timescale).
- 11.5.3 Not surprisingly, turnover of permanent accommodation is modest, in the Council's stock of over 10,000 homes, on average around 900 homes fall vacant for re-letting every year, the majority of these being in the eastern half of the Borough. Even adding in Housing Association accommodation for which we have nomination rights on vacation, the total number of lettings available is still less than a thousand per annum, of these, a little over half is let to families with children. This accommodation is advertised and those with sufficient points can apply for it. Accordingly, not only is the turnover in this sector modest, timing, location and choice is a matter for the individual tenant, who will be able to take into account all the factors concerned, including the impact of a potential move on their children's education. However, awareness of the implications of this latter issue does need to be improved, amongst both parents and Housing professionals.

### **11.6 Temporary Housing Leased by the Borough**

- 11.6.1 Temporary housing is leased by the Borough for a variety of periods. Presently, it has around 3,000 households in temporary accommodation and, some 768 new cases were accepted during 2006/2007.
- 11.6.2 Turnover in temporary accommodation is higher, largely because this accommodation is rented from private landlords, often on 3 year cycles. The nature of this investment business means that a percentage of landlords will always want to sell on their properties on expiry of the lease term, necessitating re-housing of the tenant. In addition, changes to tenant families can also predicate the need for re-housing.
- 11.6.3 Some tenants will wish to take this opportunity to move to another area, but for those who wish to stay in the same general area; CHS Lettings try to find local accommodation, where this is available. The Working Group did feel however that this option was not well known. One Headteacher quoted two examples of parents living in temporary accommodation, who had approached him saying they had to move but wanted to stay local to the school. He had spoken to CHS Lettings, and on both occasions, they had been able to help. None of the other eight Headteachers attending the meeting were aware that this was possible. CHS Lettings are happy for this service to be publicised more widely.

## **11.7 Temporary Housing Leased by Other Local Authorities**

- 11.7.1 Interviews with Registered Social Landlords (RSLs or Housing Associations) and CHS Letting staff identified that there are substantial portfolios of temporary rented housing held by a number of other London Boroughs. It is not uncommon for London Boroughs and indeed other local authorities outside London to rent properties from private landlords, to meet their homeless family needs. Enfield is particularly attractive to them, as property values and rents in Enfield are amongst the lowest in London, on a like for like basis. Although Enfield too places homeless families outside the borough where this is in the best interests of the family; overall it is a substantial "importer" of homeless families, which places a burden particularly on social and children's services.
- 11.7.2 The web-based system, NOTIFY is operated by the Greater London Authority (GLA) and uses information provided by London Borough Homeless Persons teams across the Capital about homeless families in temporary accommodation. The data is used by a variety of service departments and health authorities. The box

below sets out the purpose and scope of the NOTIFY project<sup>10</sup>, published in the paper, Building Sustainable Urban Communities.

**NOTIFY Project on Access to Services by Homeless People**

An example of good practice in improving homeless people's access to services is the NOTIFY project.

The NOTIFY scheme was launched in May 2004 to help homeless households losing access to basic services when they move. This pan-London service links up housing, education, health and social services departments, sharing information on movements in and out of temporary accommodation. This is particularly useful in London where the use of B&B accommodation was high.

The beneficiaries of this scheme are homeless households placed in temporary accommodation by London borough housing departments under homeless legislation.

Note: the NOTIFY project is an online system that will improve the way that housing, health, social services and education authorities are notified when a household moves. In addition, NOTIFY will improve the coverage and quality of aggregate information about homelessness in the capital.

The Greater London Authority is responsible for the day to day administration of NOTIFY, which has been developed jointly by the Greater London Authority and the Association of London Government

11.7.3 Although Enfield has had access to the records of participating boroughs for some long time, it was only during the first quarter of 2008 that data on its own holdings in other boroughs was loaded onto the system. In practice however, notwithstanding the optimism of the above quote, the operation of the NOTIFY system does give rise to concern. Data loading onto the system by some authorities can be fitful, with other local authorities "batch-feeding" their entries, infrequently.

11.7.4 The Working Group were reminded that the NOTIFY system is operated by the GLA, and thus the Borough is not able to implement improvements or develop internal software linkages to the system as this would breach

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<sup>10</sup> A quote from "Building Sustainable Urban Communities" published in December 2005, by Greater London Enterprise (GLE) as part of the URBACT Programme.

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duties and responsibilities under the Data Protection Act.

11.7.5 The Working Group understood these restrictions, but was disappointed to find a potentially sophisticated tool for tracking mobile pupils was blunted by these constraints. It recommends the Council lobby the GLA for improvements in the NOTIFY system, to make its operation more flexible, whilst still ensuring appropriate levels of data protection.

11.7.6 The following table was abstracted from the NOTIFY database on 13 March 2008. It gives details of the amount of temporary accommodation held in Enfield Borough by Borough, together with the amount of temporary accommodation placed by Enfield in that Borough

11.7.7 It is supplemented by Enfield records of its holdings in other authorities which are not on NOTIFY (in these latter cases, we have no way of knowing whether they hold temporary accommodation in Enfield, or its nature and extent).

Responsible L.A.	Temporary Accommodation in Enfield	Temporary Accommodation held by Enfield in that Borough
Haringey	591	47
Barnet	319	2
Kensington and Chelsea	210	0
Camden	100	0
Brent	72	0
Islington	72	5
Waltham Forest	40	4
Tower Hamlets	20	0
Hammersmith and Fulham	17	0
Westminster	8	0
City of London	7	0
Hackney	6	7
Harrow	5	0
Southwark	3	0
Wandsworth	3	0
Barking and Dagenham	1	0
Croydon	1	0
Merton	1	0
Birmingham	Not on NOTIFY	7
Broxbourne	Not on NOTIFY	11
Luton	Not on NOTIFY	23
Newham	Not on NOTIFY	1

Responsible L.A.	Temporary Accommodation in Enfield	Temporary Accommodation held by Enfield in that Borough
Sandwell	Not on NOTIFY	1
<b>Grand Total</b>	<b>1,476</b>	<b>108</b>

## 11.8 Meeting with Haringey

- 11.8.1 The meeting with Haringey Members and Senior Officers also embraced a range of housing issues relating to pupil mobility. Haringey too is a target for local authorities seeking to lease temporary accommodation. At the time of the meeting, Haringey thought Enfield had over 200 such tenancies in Haringey (the true figure is 47 as quoted in the schedule above). Notwithstanding the figures on NOTIFY quoted above, Haringey advised us they had around 800 tenancies in Enfield. This emphasises the point made in paragraph 11.7.3 above, expressing concerns about the reliability and "currency" of data on the NOTIFY system.
- 11.8.2 Like Enfield, Haringey is committed to reducing its level of temporary accommodation (they have around 5,400 tenancies London wide), not least because of their awareness of the problems of pupil mobility.
- 11.8.3 The meeting provided the opportunity for sharing experiences about temporary housing and opened up the possibility of a joint working forum in this sector. The Working Group considered this to be a useful initiative, worth exploring, and recommends also that where possible, similar meetings be convened with other local authorities with high levels of temporary accommodation in Enfield, using this report and its findings as the basis for an agenda, and the schedule above as a priority list for the sequence of meetings.
- 11.8.4 It was interesting to note Haringey acknowledged during the meeting that should their temporary letting staff be contacted by an Enfield Headteacher seeking their assistance relocating a family close to a school their children used, then as an "out-borough" contact, they were unlikely to be influenced by the request. This contrasts with the response by CHS letting staff (see paragraph 11.6.3), and could form one of the initial objectives of a forum.
- 11.8.5 In this regard, one of the HASC Assistant Directors is presently the Chair of the Sub-Regional Homelessness Forum, which might also be used as a basis for initial contact and discussion.

## **11.9 ECSL / HASC / PSE / Enfield Homes Interface**

- 11.9.1 One of the key outcomes of the interviews with HASC, PSE and ECSL staff was the recognition that communication between departments, particularly at operational and policy level had to be improved both vertically and horizontally. This is not to say that links do not exist at present; there are indeed both formal and informal links across the services; simply that greater integration and communication between the departments at both senior and operational levels will be of mutual benefit to the services themselves, and in particular, the overall service the Council provides to children, already disadvantaged through their mobility.
- 11.9.2 More recently, Enfield Homes (EH), the Council's ALMO became formally operational, which added another layer of complexity to the management of the Council's housing functions, and in particular, the ways in which other Council departments interact with it.
- 11.9.3 Given the range and complexity of interaction between HASC, PSE and EH, with ECSL and other departments at a variety of levels, the Working Group felt that consideration should be given to the development of web based collaboration technology, particularly designed to improve communications at an informal level, which could assist departments to meet the communication challenges this presents, both vertically and horizontally.
- 11.9.4 The following issues were identified by the Working Group as examples where benefits could be derived from better liaison, although it is anticipated that many more would flow once improved communications and understanding are in place:-
- 11.9.4.1 EH should ensure that its Housing Resident Engagement Strategy should link into other forms of engagement across the Council, particularly with ECSL.
  - 11.9.4.2 HASC/EH should provide a print out of relocated families' data for Headteachers. This could help them identify families that had moved away from their school.
  - 11.9.4.3 Officers from different departments should be represented on each others key strategy groups to ensure linkages between departments and key council strategies. PSE/HASC are already represented at the executive level on the Children's Trust Board and the CABs whilst and ECSL officers have



been active players in the Place Shaping process. However, this initiative should be extended to include areas such as the Building Schools for the Future programme, the Core Strategy of the Local Development Framework and other key areas.

- 11.9.4.4 EH/HASC should work with ECSL to ensure an early warning system to alert schools that a family may be moved; this would enable the family to be supported through the move which could then be properly planned and managed. A good internal early warning system that demonstrates benefits might well then be promoted for extension across other London authorities.
- 11.9.4.5 ECSL and HASC should work together, to expand the range of information shared with schools including the Housing Area Profiles within each CAP. This could include information on educational consequences of moving a child from one school to another, to help inform the housing choices people have to make. The Choice Advisor in the Informed Families Service already offers advice about schooling and parent support; what they can't do at this stage is advise people on making their housing choices.
- 11.9.4.6 Consideration should be given to including information on admissions and which schools had places available at the time of a move. People near the top of the housing register who had enough points to bid for properties could be sent a letter informing them of this situation and extra information about local schools could also be included.

## **11.10 National Landlords' Association**

- 11.10.1 The Working Group interviewed a representative from The National Landlords' Association (NLA), to understand more fully the perspective of private landlords, who in many cases are the majority provider of temporary rented accommodation. It was noted that many private landlords use agents to manage their lettings, and most Council's, including Enfield use these agents to source accommodation. The NLA has developed a Code of Practice for its members designed to raise standards in the private rented sector. It sets out the rights and responsibilities of each party, and is intended to promote good relations between landlord

and tenant. The NLA also provide legal advice and template documentation, including tenancy agreements for its members.

- 11.10.2 The Working Group was impressed with the work done by the NLA in getting Landlords to adopt its Code of Practice. For Enfield however, the Working Group was advised that HASC is well advanced in the establishment of its own Accredited Landlord Scheme.
- 11.10.3 This takes the form of a tendered Framework Agreement; it has been a major project for HASC, and has been in development for the past year. Landlords are required to meet specified cost and quality criteria, and are subsequently vetted to ensure compliances in delivery. The Accredited Landlord Framework Agreement will shortly be referred to Cabinet for final approval. The Working Group endorsed this initiative.

## **11.11 Registered Social Landlords**

- 11.11.1 Two senior representatives of large local Housing Associations or Registered Social Landlords (RSLs) were interviewed by the Working Group<sup>11</sup>. These sessions offered the opportunity for a useful exchange of views and to inculcate in the RSLs a greater awareness of the problems of pupil mobility. Both RSL recognised the issue and were aware in particular, of the problems generated by the extensive use of temporary housing, particularly by local authorities leasing accommodation outside their own areas.
- 11.11.2 The RSLs were supportive of Borough's concerns about pupil mobility and were willing to be of assistance in appropriate ways. They cited examples of their work in this regard which included funding investment in schools for breakfast clubs and IT suites, and were willing to consider supporting other similar facilities where appropriate.
- 11.11.3 However the RSLs also asked for the opportunity to participate more fully in the debates on these issues, perhaps by being invited as representatives on appropriate Strategic Housing Forums. This would give the Borough the opportunity to set out clearly what it expects of registered social landlords. It was also felt that a Borough led "Landlord Mediation Service" might well reduce the level of evictions and thus help reduce mobility levels.
- 11.11.4 It was also felt that the Borough was in the best position to "track housing eviction rates" across all providers.

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<sup>11</sup> Christian Action Housing Trust and the Metropolitan Housing Association.



This would provide a common data base for all housing providers, and assist them in reducing the level of evictions overall. It would also give them the opportunity to work more closely and more effectively with families who had a history of multiple moves.

## **11.12 Recommendations for the Stabilisation and Reduction of Pupil Mobility**

- 11.12.1 The Working Group has the following recommendations for the stabilisation and reduction of Pupil Mobility:-

### **11.13 Cabinet**

- 11.13.1 Commission PSE/HASC to prepare a policy setting out what the Borough expects of housing associations and registered social landlords, including arrangements for more effective joint working arrangements as proposed in this report.
- 11.13.2 That the Borough, through HASC, should develop links with other authorities who have significant levels of temporary accommodation in Enfield, particularly Haringey, to share expertise and best practice in dealing temporary housing accommodation, with particular regard to mitigating levels of pupil mobility.

### **11.14 ECSL, PSE/HASC/Enfield Homes**

- 11.14.1 Improve communications and liaison between the departments which is to include the following:
- 11.14.1.1 Ensure the Housing Resident Engagement Strategy links into other forms of engagement across the Council, and in particular, with ECSL
  - 11.14.1.2 HASC/Enfield Homes to provide a print out of relocated families for Headteachers.
  - 11.14.1.3 Officers from ECSL and PSE (together with Enfield Homes where appropriate) to be represented on each others key strategy groups to ensure linkages between departments and key council strategies. This should include the CAP Boards, the Children's Trust Board, Building Schools for the Future, the Core Strategy of the Local Development Framework and the Place Shaping process.
  - 11.14.1.4 HASC to put in place an early warning system to alert schools that a family may be moved, to enable the family to be supported through the move.

- 11.14.1.5 ECSL to provide HASC with information on local schools and admissions so people near to the top of the housing register could take this into account when bidding for permanent accommodation as part of the choice based lettings system.
- 11.14.1.6 To develop a checklist of issues to be considered when allocating temporary housing or considering evictions including consideration of the impact on families and children and how their schooling will be affected

## **11.15 HASC/PSE**

- 11.15.1 HASC should set up a Landlord Mediation Services to work with the private sector to reduce eviction rates.
- 11.15.2 PSE should establish an RSL Forum to enable strategic consideration and discussions between local authorities and other providers with particular regard to mobility issues.
- 11.15.3 HASC should lobby the GLA to make changes to the NOTIFY system, designed to improve its operational functionality for tracking mobile pupils, whilst at the same time retaining necessary levels of data protection.

## **12 Theme 3 - Other Associated Pupil Mobility Issues**

### **12.5 Funding arrangements.**

- 12.5.1 The Working Group was advised that schools received a mobility allocation per pupil, where mobility levels exceeded 7% (note that this allocation is paid for all mobile pupils, once the 7% threshold is reached). The allocation was £382 per child for Primary Schools and £573 per child for Secondary Schools. The following quote from the paper, Breaking Point: Examining Disruption Caused by Pupil Mobility<sup>12</sup>; indicates how these monies are spent in practice.

(pupil) mobility caused additional administrative costs for registering new children at non-standard times and for building links with parents. These administration costs were quantified by the study. In a primary school, enrolment of a new child, plus work with the parents and child averaged 14½ additional hours at an estimated cost of £400 each. For secondary schools, the same process represents an average of 29 hours of additional work and estimated

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<sup>12</sup> Breaking Point: Examining disruption caused by pupil mobility; published by the Association of London Government in 2005.

costs of about £800. Moreover the study also reported that pupil mobility also required unquantifiable work involving teachers and others such as extra learning and teaching support staff, which has been estimated to fall within a range of zero to 62 hours per child

- 12.5.2 As the Working Group noted earlier in this report, in Enfield not only are there higher levels of mobility in primary schools, but also the impact of mobility on children attending primary schools is greater too. The Working Group considers that the funding formula should be revised to reflect this finding by a re-alignment between the secondary and primary sector budgets. The formula should then incorporate an initial allocation where pupil mobility rises above 7%, with an additional allocation if it rises above 20%, reflecting the increasing impact on the school as the level of "churn" increases.
- 12.5.3 Accordingly the Working Group asks that this aspect of the funding formula be reconsidered to reflect the findings of this report.
- 12.5.4 The Working Group was also told that the existing additional mobility allocations to schools under the funding formula referred to above was not a responsive process. It was triggered by the monitoring of mobility levels, and it took at least 18-24 months before supplementary allocations for pupil mobility reached the schools.
- 12.5.5 The Working Group was advised of past solutions adopted by some schools facing problems of this nature funded under the formula e.g. a Primary School had employed a key worker for new families, who could spend time with the child and the family; and two Secondary Schools had set up transition groups for new arrivals.
- 12.5.6 Evidence in the consultation commissioned by the Working Group, Mobility in Enfield's Schools, (see Appendix 2) indicates that unpredictable, high levels of fluctuations in mobility levels that can take place during a school year, showing that at times, some schools can become overwhelmed by the problem.
- 12.5.7 The Working Group considered that when a school was faced with a dilemma of this nature, it would be highly desirable for them to be able to call on a central "emergency" fund held by the authority, before it reached crisis point, to help it deal with the turnover and turbulence without adverse impact on the other pupils at the school.

- 12.5.8 The Working Group acknowledged however, that as the Council passported all grant funding to the schools; if this initiative is to be pursued, then it may well have to be resourced from the General Fund. Cabinet are asked to examine the matter further.

## 12.6 Collection of Data

- 12.6.1 During the interviews on the funding formula, it was noted that data on "Free School Meals" was considered to be a better predictor of need than pupil mobility data, as the latter was felt to be unreliable and unsystematic.
- 12.6.2 The Working Group noted earlier in this report (see paragraph 4.4) that schools often keep mobility data in a variety of formats because of the lack of a common standard, which confirms its collection is unsystematic.
- 12.6.3 The Working Group also noted that the Council's records for pupils who start and leave within a short period of time are particularly poor, yet these are the pupils who often consume considerable school resources without any return to the school itself, and who are "invisible" to the annual PLASC funding count.
- 12.6.4 The Working Group considers that the methodology for recording pupil mobility needs to be standardised across the Council; additionally to enable it to develop systems to mitigate the impact of pupil mobility, schools also then need to provide the necessary data.
- 12.6.5 The Council should also encourage the adoption of national standards in this regard, and this might be promoted through membership of the Pan-London Child Mobility Steering Group hosted by the Government Office for London (see Cabinet recommendation 10.14.3 above).
- 12.6.6 The Shelter report Living in Limbo, commented upon the low level of attainment generally, of children in temporary housing. PSE monitor the numbers of children in temporary accommodation (TA) in accordance with government's P1Es. As at 31 March 2008, they advise the following levels of Enfield children in Borough leased temporary accommodation:-
- Children of 16 or under in TA 5,108
  - Children aged 4-16 in TA 3,597
  - Children aged 3 or younger in TA 1,511
  - Total 5,108
- 12.6.7 The above information was compiled to enable the Borough to submit performance indicator returns to the government. However, as indicated earlier in this

report, the data is not stored in a way that allows it easily to be extracted and cross referenced with the pupil performance data held by ECSL.

- 12.6.8 These figures provide an insight into the significant numbers of children in temporary accommodation in Enfield's own holdings. When we add the numbers in temporary accommodation, abstracted from NOTIFY, the total exceeds 7,000. Around 70% of these are likely to be in the 4-16 age range, which is approximately 4,900 children.
- 12.6.9 The PLASC count for January 2006 gave a figure of 40,646 in the 5-15 age range<sup>13</sup>. The age brackets vary slightly from the NOTIFY groupings, but overall, these figures indicate that around 12% of Enfield's pupils are likely to be housed in temporary accommodation at any one time.
- 12.6.10 These figures are worryingly high, however, as indicated above, because of the way the data is held, it is not possible to abstract the actual attainment information on the children in temporary accommodation in Enfield, other than manually, on a case by case basis.

## 12.7 Planning Issues

- 12.7.1 The Borough has ambitious Place Shaping plans which will result in major new areas of development over the next ten years. Much of this development will be new housing and will therefore bring with it initially, significant levels of mobility.
- 12.7.2 The Working Group was presented with evidence relating to two large areas of housing development over the last ten years; the Highlands and Enfield Island Village. The Highlands was developed first, in the late 1990s and early 2000s. Enfield Island Village came a little later, during the early and middle 2000s.
- 12.7.3 The following table analyses the levels of Free School Meals, School Action, School Action Plus and Statemented Pupils, across the two areas.

Category	Enfield Island Village	Highlands
Free School Meals – Eligible	44.3%	20.3%
School Action	22.1%	15.8%
School Action Plus and Statemented Pupils	4.2%	1.0%

<sup>13</sup> Enfield Observatory Families Study, published May 2007

- 12.7.4 Each of the above levels is an indicator of poverty and need, and in every case, the levels are significantly higher in Enfield Island Village than the Highlands. For a new community, these figures also raise questions about local stability.
- 12.7.5 Enfield Island Village was developed at a time when “buy to let” investors had become a major force in the housing market (during 2006, nationally, over 60% of new-build homes were bought by “buy to let” investors). With such high levels of “buy to let”, inevitably much of this accommodation was used for temporary housing, thereby increasing the potential for an “unstable community” through high levels of mobility.
- 12.7.6 The down turn in the housing market, has seen no reduction in “buy to let” investment, indeed, monitoring by HASC indicates that proportionately, it continues to grow.
- 12.7.7 The Council's Place Shaping plans are central to development in Enfield over the next ten years, but at the same time they are being progressed at a time of acute volatility and change in London. It is clear that traditional approaches to development and development control are not sufficient of themselves, to meet the challenges the Borough now faces relating to pupil and population mobility and their consequential adverse impact on the goal of providing stable, sustainable communities. This is confirmed by the evidence received by the Working Group and described in this report.
- 12.7.8 Cabinet will wish to ensure that future housing developments in the Borough provide stable, sustainable communities. The Working Group therefore recommends it commission a review of planning policies and strategies to be applied to its Place Shaping initiatives, and that these be integrated into the Local Development Framework and the Children and Young People's Plan.

## **12.8 Recommendations for Addressing Other Associated Pupil Mobility Issues**

- 12.8.1 The Working Group has the following recommendations for addressing other associated Pupil Mobility issues:-

### **12.9 Cabinet**

- 12.5.1 That the school funding formula be reviewed to take into account present day levels of pupil mobility, to review a wide range of issues, including adjustments that could be made and any other innovations, to provide an effective and efficient response to the levels of volatility

with which we are faced, and to acknowledge the greater pressure of pupil mobility in Enfield on the primary sector, as set out in this report. .

- 12.9.1 That PSE, HASC and ECSL work jointly to undertake a review of planning policies and strategies in the context of its Place Shaping initiatives focused on the need to create stable communities. That the finding of this review be integrated into the Local Development Framework and the Children and Young People's Plan, where stabilising communities is a core strategy.

## **12.10 ECSL**

- 12.6.1 The ECSL investigate the development of a more automated data collection systems to gather information from schools and thereby improve the reliability and timeliness of school mobility data, particularly those pupils who start and leave within a short period of time.



### 13 Appendix 1 - List of Interviewees

Name	Role	Date of Meeting
13.5 Lillian Sanders	Headteacher – Hazelbury Infant School	30/11/2006
13.6 Evelyn Dixon	Headteacher – Carterhatch Infant School	30/11/2006
13.7 Pauline Berry	Headteacher – Carterhatch Junior School	30/11/2006
13.8 Jackie Holder	Headteacher – Alma Primary School	30/11/2006
13.9 John Sanders	Headteacher – Highfield Primary School	30/11/2006
13.10 Sarah Turner	Headteacher – Bowes Primary School	30/11/2006
13.11 Jez Fisher	Headteacher – Brimsdawn Infants School	30/11/2006
13.12 Davindar Bhalla	Headteacher – Starks Field Primary School	30/11/2006
13.13 Sue Warrington	Headteacher – Chace Community School	30/11/2006
13.14 Jenny Jones (was not able to attend, but submitted a paper in evidence)	Headteacher – Chesterfield Primary School	30/11/2006
13.15 Mike Bedford	CHS in HASC	30/11/2006
13.16 Neil Harris	CHS in HASC	30/11/2006
13.17 Thekla Frangeskou	CHS in HASC	30/11/2006
13.18 Mark Hayes	Chief Executive – Christian Action Housing Trust	10/01/2007
13.19 Jo Fear	ECSL Service Manager Children's Access and	25/06/2007



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Name	Role	Date of Meeting
	– Children's Access and Support	
13.20 Elizabeth Brogan	The National Landlord's Association	25/06/2007
13.21 Neil Mawson	Regional Director of the Metropolitan Housing Association	13/09/2007
13.22 Darren Welsh	PSE Assistant Director – Housing Strategic Services	10/10/2007
13.23 Bob Ayton	ECSL School Organisation and Development Officer	10/10/2007 and 13/12/2007
13.24 Helen Wilson	ECSL Information and Communications Manager	12/11/2007
13.25 Ann Stoker	ECSL Development Officer, Children and Families	12/11/2007
13.26 Jenny Tosh	ECSL School Improvement Manager	12/11/2007
13.27 Sally McTernan	HASC Assistant Director - Community Housing Services	13/12/2007
13.28 Jennifer Hill	ECSL Assistant Director Strategy and Resources	13/12/2007
13.29 Isidorus Diakedes	LBH Councillor and Cabinet Member for Housing Services	07/02/2008
13.30 Liz Santry	LBH Councillor and Cabinet Member for Children and Young People	07/02/2008
13.31 Phil Harris	LBH Assistant Director of Strategic and Community Housing	07/02/2008

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Name	Role	Date of Meeting
13.32 Rupert Brandon	LBH Head of Housing Supply and Temporary Accommodation	07/02/2008
13.33 Sue Shaw	LBH Pupil Support Strategy Manager and Inclusion.	07/02/2008
13.34 Vincenta Carréra	LBH	07/02/2008
13.35 Maggie Pattison	Consultant appointed by the Working Group to provide a report on Mobility in Enfield's school, including a Mobility Best Practice Guide.	12/02/2008 and 20/03/2008
13.36 Colin Rumsey	Research Officer, Enfield Observatory	12/02/2008
13.37 Sharon Dodd (Telephone Interview, followed up with detailed information).	Government Office for London Children and Learners Division.	12/02/2008
13.38 Kathy Soderquist	Enfield Primary Care Trust	20/03/2008

## **14 Appendix 2 - GOOD PRACTICE GUIDE FOR SCHOOLS**

14.5 The Good Practice Guide for schools dealing with pupil mobility set out below, is one of the components of a consultant report commissioned by the Working Group. It is based on the outcomes of a consultation with ten Enfield schools with high mobility levels. The report consolidates and shares their expertise in this field into a unified best practice guide.

### **14.6 School to Delegate a Senior Staff Member to Lead on Mobility:**

- 14.6.1 To lead in the development of school procedures
- 14.6.2 To support and develop good practices across the school
- 14.6.3 To keep staff training under review and to develop and arrange training which is flexible and able to take into account changing situations
- 14.6.4 To co-ordinate school teams involved in different mobility procedures
- 14.6.5 To liaise with boroughs and other local agencies
- 14.6.6 To monitor procedures and practices within school
- 14.6.7 To review procedures and practices over time
- 14.6.8 To be resourced in order to do this

### **14.7 Procedures for Admitting and Inducting New Pupils and Families into the School for Consideration**

- 14.7.1 (see accompanying table as a quick guide):
- 14.7.2 At an initial enquiry administrative staff to have admissions forms ready, make copies of birth certificates, passports and proofs of address when families make initial enquiry. Also to give information on other local schools if places are not available. Arrange for information to be transferred from previous schools and or other previous LEA services. Arrange for translators for the admissions meeting if needed. This might be in-house or through organisations such as Language Line.
- 14.7.3 A dedicated time or day organised to suit the school and to include any involved staff for families to have an admissions meeting. This is considered essential for:
  - 14.7.3.1 Completing the admissions form and any other school pro-formas,
  - 14.7.3.2 Going through school expectations and daily procedures,
  - 14.7.3.3 Allowing for an early assessment towards recognising children's needs,

- 14.7.3.4 Collecting information from the family on previous education,
- 14.7.3.5 A school tour and to meet other key staff etc prior to being admitted. Families should be made aware of those members of staff who are highly visible and accessible to families e.g. those likely to be in the playground at different times etc and available as first contacts.
- 14.7.4 A family induction pack to be prepared (possibly in different languages as appropriate) ready for all families to receive and to go through at the admissions meeting. To include such items as:
  - 14.7.4.1 School based information i.e. school brochure, Home/School agreement, visually attractive school day booklet (see point 13), school uniform requirements, permissions sheet (re. trips, watching DVDs, Internet access, website photographs etc) calendar of events, school named contacts sheet e.g. point of contact office staff, welfare officer, attendance officer, PSA, Inclusion manager, child centre manager.
  - 14.7.4.2 Borough based: i.e. map of Enfield, local area contact sheet e.g. health centre, community groups, how to apply for free school meals etc
  - 14.7.4.3 Resources: pencil, pen, ruler, curriculum guidance sheets e.g. handwriting, numbers etc.
- 14.7.5 The admittance meeting may also need to include information on secondary transfer if appropriate.
- 14.7.6 A regular start day or time organised by the school so that all school staff are aware that this happens on a certain day and those involved can make time for it.
- 14.7.7 Relevant information to be passed on to the class teacher and teaching support staff plus any other members of staff as necessary e.g. Inclusion manager (if not already aware/involved), EAL staff, welfare, home liaison, PSA etc. Schools may want to develop a joiners sheet of relevant information as a way of communicating with staff.
- 14.7.8 Class preparation prior to admittance. Class teacher to be made aware of cultural background, language needs, prior experiences as known. Also early learning needs as gleaned from information received. Information and preparation shared with learning assistants. Further preparation such as coat space,

tray, learning resources got ready. Preparation of class for new arrival to include:

- 14.7.9 Buddying system in place with buddies properly trained and ready to take on the responsibility.
- 14.7.10 Where the school has adopted a **flexible and personalised learning approach** to the curriculum it is more likely to be supportive and more responsive to individual needs from the outset.
- 14.7.11 An initial assessment of learning should be undertaken within a school arranged time frame (2 weeks recommended) by the most appropriate team member e.g. Inclusion manager, EAL team, class teacher. Such assessments to be clearly defined by the school. Following this it may be necessary to include:
  - 14.7.12 A modified programme to provide an inclusive curriculum planned jointly with the teacher and learning support staff as to what is required.
  - 14.7.13 Other learning programmes developed by the school to support needs considered eg catch-up sessions, EAL support etc
  - 14.7.14 A questionnaire for parents on the induction process (example available from Capel Manor) to guide school towards future improvement in practice.
  - 14.7.15 A review of progress made after a set period of time (possibly half a term) plus a meeting with parents to check on settling in, progress, concerns etc. With children this might be a role for the school council.
  - 14.7.16 School based child and/or family support to be provided through family liaison, PSAs etc. Possibly to include areas such as breakfast club, after-school clubs, holiday clubs, ESOL classes, coffee mornings, parent/child sessions, parent learning, trips out, home visits, second hand school uniform etc.
  - 14.7.17 Visual resources to be developed for children and families to support them into the school. A DVD or video could be made by a group of children as a virtual walk around the school which could be borrowed by families or shown to them at school. A school day booklet could be developed by a group of children also as a visual representation to be given to families. Photographs of school uniform could be put in the family pack.
  - 14.7.18 The use of outside services brought into school can support newcomers to the school eg story tellers in different languages from the local library who can develop contacts with families new to the area.

- 14.7.19 Schools may want to consider special labels only for new children to wear so that they feel special (not labelled) and all staff and children would be aware that they might need special help. This could be very useful for lunch time supervisors in particular.
- 14.7.20 A school/LEA pro-forma could be developed between schools and the borough so that schools collect similar information in a similar format which means it is easier for administrative staff. Individual schools could always add to this. Suggestions would be the basic information on an admissions form (but not duplicated): photo-copies of birth certificate, utility bill, tenancy agreement, name of doctor, previous school/s, status (refugee, asylum seeker, migrant) etc.

## **14.8 Procedures for Leavers Out of the School for Consideration:**

- 14.8.1 Gathering of up to date assessments made and other pertinent information to send to the receiving school as soon as possible. Schools may want to consider using the information sheet developed for this purpose, during the writing of this report (see Section 35 – Pupil Information Sheet for Receiving School).
- 14.8.2 In certain circumstances a visit to the receiving school might be possible.
- 14.8.3 Schools should share good practice in relation to how they manage times of transition for pupils, i.e. nursery into reception, KS1 into KS2, KS2 into KS3 and especially for more mobile families.
- 14.8.4 A way established of saying good-bye e.g. in assembly, a photograph taken with friends or the class as a memento, a good-bye letter to the family.
- 14.8.5 An exit survey to indicate reasons for moving out of the school. This should be completed within 15 days of the date of leaving and included in the school's information system. It could be useful for the school itself and also in providing the borough with more up to date information on mobility.

## 14.9 Quick Guide to Good Practice as Evidenced by the Surveyed Schools: Spring 2008

QUESTIONS	RESPONSES BY 10 SCHOOLS										COMMENTS
Dedicated member of staff to lead/support Induction	✓	✓	✓	✓	?	✓	✓	?	✓	✓	Different people/roles play this part in the schools but majority of schools have a more senior member of staff who is more likely to take the lead: SLT/LSA/EMA/Parent Liaison etc
Admissions meeting/s for information, paperwork, expectations, early learning needs etc	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	Usually part administrative & part about school's expectations/procedures/uniform etc. Also early information gathered/assessments could be made for learning needs.
Communication with previous school/s, education authority	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	As needed. Usually an administrative task to chase information down.
Family shown around school and to meet key staff	✓	✓	?	✓	✓	✓	✓	?	✓	?	Most schools have a system for this. One school has produced a DVD and another a video about the school for families to watch.
Induction pack for family/child (brochure, calendar, map, pencil, ruler, guidance sheets etc)	✓	?	✓	✓	?	✓	✓	✓	?	?	Some schools have quite sophisticated packs, some made up in additional languages. A basic pack would seem to be good practice.
Receiving teacher/s briefed	✓	?	✓	✓	✓	✓	✓	?	✓	?	This was not always commented on by schools during the conversation but it is seen as good practice to brief teachers about new children being admitted to class.
Buddies trained and in place	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	100% of schools mentioned buddy systems in place & how supportive for everyone; the child being admitted & the buddies taking on the responsibility
Later meeting in term with family/child to check on how well settled child is	✓	?	✓	✓	✓	✓	✓	✓	?	?	Various ways schools did this & over different periods of time eg at the end of the 1 <sup>st</sup> week, a month after admittance, with parents, with child, with both, by certain staff, by questionnaire. Good practice would be to have a procedure in place.
Translators/translations/interpreters if needed	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	100% response that these are used as needed. Either in-house by staff in the school or bought in for languages not covered.
Early assessment of learning needs made for	✓	?	✓	✓	?	✓	✓	✓	✓	?	This was commented on to be a priority to support learning needs as soon as possible. Sometimes this would include assessments made in 1 <sup>st</sup>



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QUESTIONS		RESPONSES BY 10 SCHOOLS										COMMENTS
correct provision to be put in place												languages.
Other school based services informed/provide as needed: EAL/welfare/Inclusion etc	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	100% of schools mentioned varied in-school support teams that would be made aware of new admissions & need in order to support as soon as possible.
Changes made to curriculum – more flexibility/personalised learning	✓	✓	?	?	?	?	?	?	?	?	?	This specifically was mentioned where schools were moving to different ways of working – more individual/personalised systems. It was very much about a curriculum that could be more responsive & flexible to needs.
TA support for learning and settling etc	✓	✓	?	?	✓	✓	✓	✓	✓	✓	✓	Most schools commented on flexible support staffing patterns so that new admissions could be supported especially where it was felt need might be greatest.
Parent Support Advisor (PSA) used in induction programme	✓	?	?	?	✓	?	?	?	?	?	?	Where schools had access to PSAs and they were being used in the induction process to foster work with families this was very positive.
“Catch-up” sessions of some description in place	?	✓	✓	?	?	?	?	?	?	?	?	Some schools were very definite about these being in place, others were incorporating any catch-up needs within the school systems already in place.
Specific Induction guidelines or procedures in school	?	✓	✓	?	?	?	?	?	?	?	?	This was mainly that induction procedures were in place rather than written guidelines in most cases. Schools saw supporting new admissions as being part of all school policies.
Families informed of local community groups	✓	✓	?	?	?	?	?	?	?	?	?	Some schools strongly saw this as part of the induction process. Others were less aware of local support groups that might be available.
Dedicated start day/times or system for starting	✓	?	✓	?	✓	✓	✓	✓	?	?	?	Where there was a great deal of mobility schools tended to have created systems to deal with this so that it did not become overwhelming on staff resources.
Class made ready re. resources for new intake	?	?	✓	?	✓	?	?	?	?	?	?	This was mentioned only by a few schools although it would be seen as general good practice to have classes/resources ready for new admissions as part of the induction process.
Family/adult classes organised in school	✓	✓	?	?	?	?	?	?	?	?	?	There seemed to be quite a lot of this type of activity for families eg ESOL classes, ‘Share’ programmes, parenting sessions etc. Where PSAs & Family Liaison posts were being established this was especially

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QUESTIONS	RESPONSES BY 10 SCHOOLS										COMMENTS
											supportive.

Key



Known to be in place in school’s induction programme



Not made aware of this during meeting with school so could be in place

## **15 Appendix 3 –Bibliography and Abbreviations**

### **15.5 Bibliography**

- 15.6 Managing Low Attainment – a report prepared by the Low Attainment Working Group, on behalf of LBE's Education, Skills and Leisure Scrutiny Panel (published April 2005).
- 15.7 Mobility in Enfield's Schools: Spring 2008. A consultant report, commissioned by the Children's Services Scrutiny Panel Working Group on Pupil Mobility.
- 15.8 Living in Limbo – A survey of homeless households living in temporary accommodation, published by Shelter (published June 2004).
- 15.9 Young London Matters – Mobility and Young London, published by the Government Office for London (published January 2007).
- 15.10 Promoting Positive Futures – Enfield's Children and Young People's Plan 2006 – 2009 (published 2006)
- 15.11 London Borough of Enfield – ECSL Action Plan.
- 15.12 Enfield's Homelessness Review and Strategy 2003 – 2008 and 5 Year Action Plan. Note this strategy is to be revised and in place for July 2008.
- 15.13 The Government's Strategy for Tackling Homelessness, Sustainable Communities: Settled Homes and Changing Lives.
- 15.14 Mobility: Characteristics of People Registering with General Practices. A study undertaken for the Lambeth PCT in 2005 by: C Millett, C Zelenyanszki, K Binysh, J Lancaster and A Majeed
- 15.15 The URBACT study: Building Sustainable Urban Communities, ALG 2005.
- 15.16 Population Mobility and Service Provision - A Report for London Councils by the London School of Economics, February 2007.
- 15.17 Breaking Point: Examining Disruption Caused by Pupil Mobility; Association of London Government, 2005.
- 15.18 Families Study – Enfield Observatory, May 2007.
- 15.19 Deprivation Trend – A Report for the Corporate Management Board - Enfield Observatory, February 2008.
- 15.20 Edmonton Green – Some Evidence on Changes in Quality of Life in the Area - Enfield Observatory, March 2008.
- 15.21 Headteacher's Views About the Nature and Causes of Pupil Mobility in Lambeth Schools, published in 2002.
- 15.22 Pupil Mobility and Attainment in Lambeth Schools, published in January 2007.

## 15.23 Abbreviations

Abbreviation	Full Text
AEOL	Attendance, Exclusions and Off-Loading
ALG	Association of London Government
ALMO	Arms Length Management Organisation
CAP	Children's Area Partnership
CHS	Community Housing Services (part of the Health and Adult Social Care Department).
ECSL	Education, Children's Services and Leisure Department
EH	Enfield Homes (The Council's ALMO, set up to manage its Housing Stock).
ERDF	European Regional Development Fund
ESS	Environment and Street Scene Department
FCR	Finance and Corporate Resources Department
GLA	Greater London Authority
GLE	Greater London Enterprise
GOL	Government Office for London
HA	Housing Association
HASC	Health and Adult Social Care Department
KS1, etc	Key Stage 1, etc.
LBH	London Borough of Haringey
LSE	London School of Economics
NLA	National Landlords' Association.
NOTIFY	Information Database about homeless families in temporary accommodation across London operated by the GLA.
Ofsted	Office for Standards in Education

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Abbreviation	Full Text
PCT	Primary Care Trust
P1E	Audit Commission, Housing Performance Indicator
PLASC	Pupil Level Annual School Census
PSE	Place-Shaping and Enterprise Department
RSL	Registered Social Landlord
SAT	Standard Assessment Task
SEN	Special Educational Needs
URBACT	Urban Action Programme (An ERDF initiative in 2005).

## **16 Appendix 4 - Complete Recommendations (as amended by Chairman and Vice Chairman September 2008)**

### **16.1 Cabinet**

#### **16.1 Management of Pupil Mobility and Best Practice**

- 16.1.1 That the Borough should share the findings of this report with the PCT and use it as the basis for preparing and implementing a plan for better liaison and communications between the two authorities, with the specific intention of improving Children's services, particularly those for vulnerable mobile pupils.
- 16.1.2 That the findings should also be shared with the Enfield Strategic Partnership and Children's Trust Board and Economic Development Board, for reasons similar to those above.
- 16.1.3 Cabinet will wish to build upon existing policy<sup>14</sup> to ensure that its responsibilities for Place Shaping, Building Schools for the Future and the Local Development Framework support the flexible provision of school places, with particular regard to the primary sector to allow children to have access to schools closer to where they live.

#### **16.2 Stabilisation and Reduction of Pupil Mobility**

- 16.1.1 Commission PSE/HASC to prepare a policy setting out what the Borough expects of housing associations and registered social landlords, including arrangements for more effective joint working arrangements as proposed in the Pupil Mobility report.
- 16.1.2 That the Borough, through HASC/PSE, should develop links with other authorities who have significant levels of temporary accommodation in Enfield, particularly Haringey, to share expertise and best practice in dealing temporary housing accommodation, with particular regard to mitigating levels of pupil mobility.

#### **16.2 Other Associated Pupil Mobility Issues**

- 16.2.1 That the school funding formula be reviewed to take into account present day levels of pupil mobility, to review a wide range of issues, including adjustments that could be made and any other innovations, to provide an effective and efficient response to the levels of volatility we are faced with, and to acknowledge the greater pressure of pupil mobility in Enfield on the primary sector, as set out in this report.

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Including the planning assumption to set an overall surplus of 4% in the number of pupil places available across the borough<sup>14</sup>

- 16.2.2 That PSE, HASC and ECSL work jointly to undertake a review of planning policies and strategies in the context of its Place Shaping initiatives focused on the need to create stable communities. That the finding of this review be integrated into the Local Development Framework and the Children and Young People's Plan, where stabilising communities is a core strategy.

## **17 ECSL**

### **17.1 Management of Pupil Mobility and Best Practice**

- 17.1.1 Endorse, circulate and promote the Good Practice Guide to Pupil Mobility set out in Appendix 2 of this report, working jointly with the schools, CAPs and their service partners, and the Integrated Support Teams; and note that the Good Practice Guide includes the following:-
- 17.1.1.1 A good induction policy for new arrivals with a clear structure and a set of procedures
  - 17.1.1.2 Outgoing schools to provide a portfolio of information for the incoming school, in accordance with the pro-forma in Appendix 2, section 35.
  - 17.1.1.3 All schools should ask parents to complete an exit questionnaire on a standard form, and/or exit interviews to find out the reasons for moving away. Details of the reasons for a child leaving the school should be completed within 15 days.
- 17.1.2 That a senior ECSL officer be given specific responsibility for the coordination, implementation and management of all pupil mobility matters
- 17.1.3 That Enfield should seek to be formally represented on the Pan-London Child Mobility Steering Group hosted by the Government Office for London.
- 17.1.4 That the Borough, through ECSL, should develop links with other authorities particularly Haringey to share expertise and best practice in dealing with pupil mobility.
- 17.1.5 The Working Group endorsed existing best practice, where appropriate, of schools recruiting staff who not only met the job criteria, but also had relevant second language skills.
- 17.1.6 Review Borough's procedures for pupil tracking, including the use of a Pupil Tracking Officer, and incorporate where appropriate, improvements suggested in the procedure developed jointly by LB of Haringey and the PCT.
- 17.1.7 That further work is done with schools to identify suitable locations for "induction units" for newly arrived pupils on school sites. This would include consideration of the



geographical context, suitable staffing, accommodation and the measurement of effectiveness.

## **17.2 Other Associated Pupil Mobility Issues**

17.2.1 The ECSL investigate the development of a more automated data collection systems to gather information from schools and thereby improve the reliability and timeliness of school mobility data, particularly those pupils who start and leave within a short period of time.

## **18 ECSL, PSE/HASC/Enfield Homes**

### **18.1 Stabilisation and Reduction of Pupil Mobility**

18.1.1 Improve communications and liaison between the departments which is to include the following:

18.1.1.1 Ensure the Housing Resident Engagement Strategy links into other forms of engagement across the Council, and in particular, with ECSL

18.1.1.2 HASC/Enfield Homes to provide a print out of relocated families for Headteachers.

18.1.1.3 Officers from ECSL and PSE (together with Enfield Homes where appropriate) to be represented on each others key strategy groups to ensure linkages between departments and key council strategies. This should include the CAP Boards, the Children's Trust Board, Building Schools for the Future, the Core Strategy of the Local Development Framework and the Place Shaping process.

18.1.1.4 HASC to put in place an early warning system to alert schools that a family may be moved, to enable the family to be supported through the move.

18.1.1.5 ECSL to provide HASC with information on local schools and admissions for inclusion within housing area profiles so people near to the top of the housing register could take this into account when bidding for permanent accommodation as part of the Choice Based Lettings System.

18.1.1.6 To develop a checklist of issues to be considered when allocating temporary housing or considering evictions including consideration of the impact on families and children and how their schooling will be affected

**19 HASC/PSE**

**19.1 Stabilisation and Reduction of Pupil Mobility**

- 19.1.1 HASC should set up a Landlord Mediation Services to work with the private sector to reduce eviction rates.
- 19.1.2 PSE should establish an RSL Forum to enable strategic consideration and discussions between local authorities and other providers with particular regard to mobility issues.
- 19.1.3 HASC should lobby the GLA to make changes to the NOTIFY system, designed to improve its operational functionality for tracking mobile pupils, whilst at the same time retaining necessary levels of data protection.

**20 Schools**

**20.1 Management of Pupil Mobility and Best Practice**

- 20.1.1 Schools and their Governing Bodies to adopt the Good Practice Guide to Pupil Mobility attached as Appendix 2, and work with ECSL, the CAPs and the Integrated Support Teams in its implementation.
- 20.1.2 Share good practice in relation to pupil mobility.

**21 Enfield Strategic Partnership, the Children's Trust Board and the Community and Economic Development Board**

- 21.1 That following approval of this report by Cabinet, this report be considered by the Enfield Strategic Partnership, the Children's Trust Board and the Economic Development Board to enable them to make comments and add to the recommendations on the broader issues concerning stabilisation of communities and the management of mobility, which impact on all organisation involved.

**22 Children's Services Scrutiny Panel**

- 22.1 Receive a report on the impact of the work of the Integrated Support Teams when they have been running for 12 months.
- 22.2 Receive a report on the implementation of all the recommendations in this report, twelve months from the date of this meeting..

## 17 Appendix 5 - Definitions of Pupil and Population Mobility

17.5 The basic definition of Pupil Mobility described by Ofsted in (2002) is **“the total movement in and out of schools by pupils other than at the usual times of joining and leaving”**. This was felt by the Working Group to describe most usefully, the issue of pupil mobility which it examined.

17.6 The Working Group found that there is no single agreed definition of either pupil or population mobility between all agencies, although there are a number of common elements. Different definitions are used for different purposes. A selection of definitions and sources is set out below for information.

17.7 Dobson and Pooley's research (2004) identifies four different main types or causes of pupil mobility. These are:

17.7.1 **International migration** between countries often resulting in a movement of children and families to schools and home.

17.7.2 **Internal migration** within the United Kingdom for housing and for jobs

17.7.3 **Institutional movement** between schools of children without moving home

17.7.4 **Individual movement** of children who are taken into care or young runaways.

17.8 The paper, Population Mobility and Service Provision – A Paper for London Councils<sup>15</sup>, defined pupil mobility as follows, “pupil mobility is generally understood as the movement of pupils between schools, other than at standard times”.

17.9 The definition set out in the report Young London Matters<sup>16</sup> separated pupil mobility into two categories as follows:-

### 17.9.1 Frequent Moving

17.9.1.1 Defined as, children and young people who move home frequently, alone or with their families, within and between boroughs.

### 17.9.2 Moving between Services

17.9.2.1 Defined as, children and young people who move between boroughs for services on a day-to-day basis or as a result of particular circumstances.

17.10 The paper entitled “Headteachers' Views About the Nature and Causes of Pupil Mobility in Lambeth Schools” published by the London Borough of Lambeth in 2002, gave the following definition:

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<sup>15</sup> Published by the London School of Economics in February 2007.

<sup>16</sup> Published by GOL in 2006.

17.10.1 Pupil mobility is defined as a 'a child joining or leaving school at a point other than the normal age at which children start or finish their education at that school'.

17.11 In a subsequent study entitled "Pupil Mobility in Lambeth's Schools", published in 2007, Lambeth amended this definition as follows:-

17.11.1 The term 'Pupil Mobility' is defined as 'a child joining a school at a point other than at the start of the key stage'. To calculate the mobility rate the following formula is used:

**The Percentage Mobility Rate Equals** "*the Number of Pupils Joining School Other Than in the First Year of a Key Stage*" **Divided By:** "*The Total Number of Pupils Taking the End of Key Stage Tests*", **Multiplied by 100.**

17.12 The paper, Building Sustainable Communities<sup>17</sup>, gives various definitions of population mobility

17.12.1 **By mobility**, we refer to the movement of population which includes intra-regional, inter-regional and international migration flows and very localised movements of resident populations. Several terms are used to refer to this movement in the literature, although clear definitions of these are not available. For simplicity, the term mobility will be used.

17.12.2 **Mobility:** residential mobility rate can be considered as rate of population changing their address during a fixed period of time

17.12.3 **Churn:** highly localised and sometimes virtually circular turnover taking place, with the initial population being replaced by new arrivals.

17.12.4 **Migration:** the term migrant is used by the UK Census to refer to someone living at a different address one year previously regardless of the distance moved. In literature however this term is used to refer to moves over a longer distance, often crossing administrative boundaries.

17.12.5 **Frequent mobility:** frequent moves during the course of a fixed period of time.

17.12.6 **Transience:** staying or working in a place for a short time only

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<sup>17</sup> Published by the ALG in 2005, and funded by the ERDF Programme.