



# **Review of Inclusion in Schools**

## **Children and Young People Select Committee**

**DRAFT** Final Report

**June 2018**

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Children and Young People Select Committee  
Stockton-on-Tees Borough Council  
Municipal Buildings  
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## **Select Committee membership**

Councillor Carol Clark (Chair)  
Councillor Barbara Inman (Vice Chair)

Councillor Cunningham  
Councillor Hampton  
Councillor Hewitt  
Councillor Patterson  
Councillor Rowling  
Councillor Mrs Walmsley  
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## **Acknowledgements**

The Committee would like to thank the following people for contributing to its work:

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Martin Gray, Director of Children's Services  
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Michael Robson, Principal, North Shore Academy  
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Lee Owston, Senior Her Majesty's Inspector, Ofsted  
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With thanks to all children and young people, and members of staff the Committee met during the review.

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## **Foreword**

[To be inserted]

**Councillor Carol Clark**  
Chair

**Councillor Barbara Inman**  
Vice Chair

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## Original Brief

### Which of our strategic corporate objectives does this topic address?

Council Plan 2017-20

Objective:

- Improve education and learning outcomes for all children and young people

Key activities

- Ensure sufficient school places in good or better schools
- Work to ensure all schools/academies in Stockton are good or better
- Review the model for supporting school improvement
- Develop options for alternative provision and curriculum delivery for 14-19 year olds at risk of disengagement

### What are the main issues and overall aim of this review?

The role of the local authority in education is summarised by the following:

- a) strategic convenor of the system (eg. leadership and partnership)
- b) championing the vulnerable (eg. support for SEN)
- c) children in school (eg. school place planning)
- d) enabling a self-improving system (eg. support and challenge performance of local schools)

Stockton Council has placed a continuing priority on improving educational outcomes, the concept of Campus Stockton, and commitment to 'all Stockton children'.

Within this context, the Council must operate within a rapidly changing policy landscape, the increasing academisation of schools, and the loss of the Education Support Grant during 2017-18.

To face these challenges the Council is undertaking a strategic review of education, focussing on specific service reviews, development of traded services, and sourcing external funding.

A report was considered at Cabinet in October, and a further update on progress is due in January 2018. It is proposed that the Committee assesses progress and provides further challenge to this ongoing review.

Following an overview of the main issues, it is proposed that the review focusses on the Council's role in promoting inclusion and supporting vulnerable pupils, with a focus on those at risk of exclusion.

The numbers of pupils being excluded has recently increased, as has the number of children receiving home education. The long term impacts of exclusion (for example) can affect a range of outcomes for a child. Exclusion is particularly an issue in Key Stage 4 (age 14-16).

This also links to the development of an alternative curriculum, and specialist provision.

## Executive Summary

- 1.1 This report presents the outcomes of the Children and Young People Select Committee's review of Inclusion in Schools.
- 1.2 Stockton Council has placed a continuing priority on improving educational outcomes, the concept of Campus Stockton, and commitment to all Stockton children. The Council must work within a rapidly changing policy landscape, the increasing academisation of schools, and the loss of the Education Support Grant during 2017-18. Within this context the Committee's review has focussed on the Council's role in promoting inclusion and supporting vulnerable pupils, with a focus on those at risk of exclusion.
- 1.3 At the beginning of its work, the Committee had been made aware of the significant increase in the total fixed term and permanent exclusions in the Borough, increasing numbers of in-year transfers, and limited spaces at the Pupil Referral Unit and other forms of alternative provision. The long term impact of exclusion can affect a range of outcomes for a child, and exclusion is particularly an issue in Key Stage 4 (ages 14-16). Members also found that the numbers of children in Elective Home Education had risen over recent years.
- 1.4 Conscious of the importance of this topic, the Committee has taken evidence from a wide variety of stakeholders and from all points of view.
- 1.5 Numbers of exclusions are now at unprecedented levels, and this report sets out the Committee's proposed response.
- 1.6 Following completion of its review, the Committee has agreed a set of desired Outcomes and a series of Recommendations that it wishes to see taken forward to promote an inclusive approach to education in Stockton-on-Tees.
- 1.7 The Committee remains very concerned at the increasing use of fixed term and permanent exclusion in some schools and Multi Academy Trusts (MATs).
- 1.8 In conducting this review, the Committee is aware of the limited extent to which it can influence the behavioural policies of MATs, and that these responsibilities lie with the Regional Schools Commissioner and Department for Education.
- 1.9 We have however identified a number of basic **outcomes** which we feel are important and inter-related. These relate directly to the scope of this review, and we believe should form the basis of a school system in Stockton:
  - a) We believe all children have a right to an education that enables them to achieve their potential
  - b) We believe that schools should respect children as individuals and treat them in accordance with their needs
  - c) We believe schools should avoid excluding children wherever possible, as this ultimately leads to poorer outcomes for children

- d) We believe schools should value, celebrate and promote a sense of achievement, enabling happy, healthy and aspirational young people.

1.10 It is in this context that we have set our **recommendations (in bold)** to be based on specific actions we feel are appropriate in delivering these outcomes. These are themed into the following five areas.

We will make representation locally, regionally and nationally about the implications of the increase in school exclusions and challenge policies we feel are inappropriate.

1. **We will submit a copy of the Committee's final report to the National School's Commissioner**
2. **We will continue to emphasise our concerns to schools**
3. **We will continue to write to the RSC and escalate concerns where necessary**
4. **We will work with our MPs to exert pressure on the National Schools Commissioner**
5. **We will use the Local Government Association and Association of Directors of Children's Services networks to advocate for a more inclusive approach and make representations for increased financial support to Local Authorities**

Make it more challenging for schools to pursue exclusion by providing additional guidance on alternative approaches, and being more proactive in our approach to pupils at risk of exclusion. We will be proactive in our approach to challenging schools with high numbers of FTEs.

This will include contacting schools on a regular basis to understand the numbers of pupils that have been excluded and the cases of those at risk of exclusion. We will develop a range of interventions to prevent exclusions where appropriate and audit the actions taken in individual cases.

6. **Suggest an approach to schools to assess what other support has been or could be provided**
  - a) **We will publish and circulate to all schools a statement of the Local Authority's preferred approach to behaviour management, to include: details of the support available via the Pupil Inclusion Panel (PIP), and examples of positive practice/multi-agency working that has reduced exclusions and improved outcomes for children.**
  - b) **We will promote an approach whereby schools assess what support has been arranged in each case where there are repeated fixed term exclusions.**
7. **Continue to promote attachment training to local schools and monitor the take up**



8. **Work to enhance the role of Governors in supporting inclusive practice. This will include promotion of training opportunities, awareness of SEND duties, and promotion of the role of PIP within their school.**

Make schools more accountable for their actions

9. **We will publish an annual report from the Pupil Inclusion Panel (PIP). This will include trends in the exclusion data, and school engagement with the PIP.**
10. **We will publish exclusion data on our website**

Make it easier for parents to challenge exclusions

11. **We will develop a guide for parents, highlighting their rights to appeal, and publish this on the SBC website.**
12. **We will support and advocate for parents who wish to challenge decisions, including where exclusions are potentially in breach of the Equality Act.**

Make the alternatives clearer, realistic and of high quality

13. **Provide guidance on alternative approaches to behaviour management and best practice**
  14. **We will ensure schools are engaged with Early Help, and review the offer**
  15. **Review the Alternative Provision offer, including the role of the PRU and its greater focus on early intervention and prevention, and if possible, development of a free school**
  16. **Improve the SEND offer, including the development of a free school**
- 1.11 The Committee is also concerned about the rising numbers of children and young people in Elective Home Education, and the limited nature of Local Authority powers in this regard. In addition to responding to the DfE's Call for Evidence and our call for greater powers for Local Authorities, we will:
17. **Explore development of an Elective Home Education Multi-agency Group for Stockton to better understand any gaps in services.**
  18. **Continue to monitor the number of children in EHE.**

## Introduction

- 2.1 This report presents the outcomes of the Children and Young People Select Committee's review of Inclusion in Schools.
- 2.2 Stockton Council has placed a continuing priority on improving educational outcomes, the concept of Campus Stockton, and commitment to all Stockton children.
- 2.3 The Council must work within a rapidly changing policy landscape, the increasing academisation of schools, and the loss of the Education Support Grant during 2017-18. Within this context the Review has focussed on the Council's role in promoting inclusion and supporting vulnerable pupils, with a focus on those at risk of exclusion.
- 2.4 At the beginning of its work, the Committee had been made aware of the significant increase in the total fixed term (FTEs) and permanent (PEX) exclusions in the Borough, increasing numbers of in-year transfers, and limited spaces at the Pupil Referral Unit and other forms of alternative provision. The long term impact of exclusion can affect a range of outcomes for a child, and exclusion is particularly an issue in Key Stage 4 (ages 14-16). Members also found that the numbers of children in Elective Home Education had risen over recent years.
- 2.5 Numbers of exclusions are now at unprecedented levels, and this report sets out the Committee's proposed response.
- 2.6 During the review the Committee has considered all views regarding the use of exclusions, and gathered a wide range of information including from local schools and Academy Trusts, Regional Schools Commissioner, Ofsted, and local MPs. The review has been supported throughout by officers from the Schools and SEN Service.
- 2.7 Members have undertaken a number of visits to local provision including: Outwood Academy Bishopsgarth, North Shore Academy, Northfield School and Sports College, St Michael's Academy, St John the Baptist Primary School, and Bishopton Pupil Referral Unit.
- 2.8 Members were also able to visit the SEN Support and Advisory Team, and the Attendance and Safeguarding Team. The Committee also considered anonymised case examples of recent exclusions and the steps taken in each case.

## Background

- 3.1 There has been national concern at the overall number of exclusions. Permanently excluded pupils have been shown to have significantly poorer outcomes to their peers, and there has been a rising trend in the number of fixed term exclusions. Vulnerable pupils, including those with SEN and Child in Need/Child Protection status, are particularly at risk.
- 3.2 Based on the available national data, the North East and Yorkshire region was reporting the highest number of exclusions. This data is reported with a time lag of 18 months, and exclusions in Stockton Borough have increased since the latest release of national data.
- 3.3 There is a well defined process setting out the circumstances and procedures for excluding a pupil from school. Exclusions must be made in accordance with DfE statutory guidance ( <https://www.gov.uk/government/publications/school-exclusion>), and not just school behaviour policies.
- 3.4 Any unofficial exclusions are unlawful – ie. a pupil cannot be sent home without it being formally recorded.
- 3.5 As is made clear in the statutory guidance, schools should attempt to identify any causal factors behind a pupil’s disruptive behaviour as this may be a sign of unmet needs.
- 3.6 It is unlawful for an exclusion to be made in relation to non-discipline reasons, because the pupil has needs that the school cannot meet, or in response to actions of the parents. The Special Educational Needs and Disabilities (SEND) Code of Practice needs to be taken into account during relevant cases.
- 3.7 With Fixed Term Exclusions, pupils can be excluded for one or more fixed periods, up to a maximum of 45 school days in one school year.<sup>1</sup>
- 3.8 Permanent Exclusions must be lawful, reasonable and fair. They should only be used:
  - a) as a last resort;
  - b) in response to a serious breach, or persistent breaches of the school’s behaviour policy;
  - c) and, where allowing a pupil to remain in school would seriously harm the education or welfare of the pupil or others in the school.
- 3.9 Within the process, there are defined roles for the Headteacher, Governors, and the Local Authority.

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<sup>1</sup> It is important to note that a Permanent Exclusion is not an automatic next step once 45 FTEs have been reached. Alternative provision and other approaches should still be considered.

- 3.10 Following an identified incident(s), the head teacher may decide to issue an exclusion. In relation to permanent exclusions from school, the incident needs to be thoroughly investigated and documented, with a considered judgement made. The parents and local authority must be informed of a decision to permanently exclude a child.
- 3.11 The excluded child should also be enabled to participate in the process, and their interests and circumstances taken into account.
- 3.12 The role of the school Governor is to both support and challenge the head teacher's actions, whilst ensuring the pupil's voice is heard and that SEND duties are complied with throughout the process.
- 3.13 When appropriate (and always in the case of permanent exclusions) Pupil Discipline Committees (PDCs) need to be held by a school's Governing Body in order to consider whether to reinstate a pupil. This process is not to consider whether the head teacher's original decision was correct.
- 3.14 Attached at Appendix 1 is a high level summary of the duties of the Governing Body to review a decision. Governors are also responsible for arranging Day 6 provision in the case of fixed term exclusions.
- 3.15 An Independent Review Panel (IRP) can be requested by parents following the decision of Governors to uphold a permanent exclusion. These can be requested by parents within 15 days of the decision, and whether or not parents attended the PDC meeting. The role of the IRP is to review the decision of the Governors, not the Head Teacher.
- 3.16 A SEND expert must be appointed to the Panel should the parents request it. Their role is to act as an expert witness, and provide impartial specialist advice in relevance to SEND regarding the exclusion.
- 3.17 The Panel is able to make the following decisions: to uphold the exclusion, recommend reconsideration of the original decision by the PDC, or quash the decision and direct reconsideration.
- 3.18 The Governors must demonstrate how any concerns raised by the IRP have been addressed. If a school is directed to reconsider a decision, and does not reinstate the pupil, a £4000 penalty may be applied.
- 3.19 The Local Authority's role includes:
  - a) to support, advise and challenge schools in relation to the statutory exclusion process;
  - b) provide advice to parents in relation to the exclusion process;
  - c) arrange 6th day provision for permanently excluded pupils;
  - d) attend Pupil Discipline Committee meetings;
  - e) appoint a SEND expert when requested.

- 3.20 As part of the school inspection process, Ofsted makes judgements on a school's performance across the following domains:
- a) Effectiveness of leadership and management
  - b) Quality of teaching, learning and assessment
  - c) Personal development, behaviour and welfare
  - d) Outcomes for pupils
- 3.21 In relation to Personal Development, Behaviour and Welfare, inspectors will consider:
- a) overall absence and persistent absence rates for all pupils, and for different groups in relation to national figures for all pupils.
  - b) the extent to which low attenders are improving their attendance over time and whether attendance is consistently low (in the lowest 10%).
  - c) punctuality in arriving at school and at lessons.
- 3.22 Inspectors will make this judgement using evidence seen during the inspection as well as evidence of trends over time. Inspectors will assess the school's use of exclusion, including the rates, patterns and reasons for exclusion, as well as any differences between groups of pupils.
- 3.23 The Government has begun a review of exclusions and this particularly focusses on the disparities in exclusion rates between pupils with different characteristics. A Call for Evidence ended on 6 May 2018 and the Committee submitted a response during the review.
- 3.24 The Association of Directors of Children's Services (ADCS) published its own response to the Call for Evidence and noted that although exclusion was historically used for serious acts of misconduct, the most common reason was now persistent disruptive behaviour. The ADCS highlighted the growth in exclusions at a time of increased fragmentation in the schools system and restrictions on the actions Local Authorities can take in relation to the performance of Academy Trusts.
- 3.25 Another area of focus for the Committee is Elective Home Education (EHE). EHE is a recognised option for children however the numbers in EHE have significantly increased. Ten years ago there were c. 30 EHE pupils, 15 of whom would be from the Traveller community. As of June 2018, there were 140 pupils educated at home, with the numbers from the Traveller community remaining static. During this period overall school rolls have remained relatively stable.
- 3.26 The Committee is particularly concerned that the Local Authority has limited powers to intervene to ensure education is to a good standard and all safeguarding requirements are being met.
- 3.27 The Government has also issued a Call for Evidence on the operation of EHE asking for views on the following:
- a) how local authorities can monitor the quality of home education to make sure children are taught the knowledge and skills they need;
  - b) how effective registration schemes are for children who are educated at home; and

c) how government can better support those families who choose to educate their children at home.

3.28 In addition, the Department for Education has issued revised draft guidance for Local Authorities to clarify its view that the current legislative framework could be used more effectively, ahead of any further changes.

3.29 The Committee also agreed to respond to this Call for Evidence, and the relevant sections of this will form the basis of the submission.

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## Findings

4.1 The Committee found that the situation in Stockton-on-Tees could be summarised as follows:

- a) there had been unprecedented high levels of FTEs including significant numbers approaching 45 days, and significantly higher cases of permanent exclusions;
- b) limited spaces at the Bishopton Pupil Referral Unit (PRU);
- c) limited local access to alternative provision, particularly any that contributed to accredited courses;
- d) challenges with the process in relation to Fair Access and Managed Moves;
- e) very high numbers of in-year transfers;
- f) and, rising numbers of pupils on EHE.

4.2 Trends in exclusions over recent years are shown in the following tables.

### Fixed Term Exclusions

	2014/15							
	All Pupils		Non-SEN		K*		E**	
	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR
<i>All Schools National</i>	302980	3.9%	148170	2.3%	121260	12.3%	33540	15.1%
<i>All Schools Stockton</i>	902	3.0%	471	1.8%	384	10.0%	47	5.7%
	2015/16							
	All Pupils		Non-SEN		K		E**	
	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR
<i>All Schools National</i>	339360	4.3%	181010	2.7%	125090	13.7%	33265	15.0%
<i>All Schools Stockton</i>	983	3.2%	574	2.2%	350	9.2%	59	7.5%
	2016/17							
	All Pupils		Non-SEN		K		E**	
	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR
<i>All Schools National</i>	***	***	***	***	***	***	***	***
<i>All Schools Stockton</i>	3133	10.0%	1819	6.9%	1051	27.1%	263	31.7%

(K- Pupils with SEN Support, E – Pupils with Education Health and Care Plans)

## Permanent Exclusions

	2014/15							
	All Pupils		Non-SEN		K*		E**	
	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR
<i>All Schools National</i>	5800	0.1%	2580	0.0%	2870	0.3%	350	0.2%
<i>All Schools Stockton</i>	15	0.0%	10	0.0%	5	0.1%	0	0.0%

	2015/16							
	All Pupils		Non-SEN		K		E**	
	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR
<i>All Schools National</i>	6685	0.1%	3405	0.1%	2915	0.3%	370	0.2%
<i>All Schools Stockton</i>	17	0.1%	12	0.0%	5	0.1%	0	0.0%

	2016/17							
	All Pupils		Non-SEN		K		E**	
	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR	No. of Exclusions	% of NOR
<i>All Schools National</i>	***	***	***	***	***	***	***	***
<i>All Schools Stockton</i>	34	0.2%	24	0.1%	10	0.3%	0	0.0%

- 4.3 As can be seen above, the data leading up to 2017-18 shows increases in all categories, including for pupils with SEN Support or Education Health and Care Plans. It should be noted that in Stockton, the SEN and Engagement Service would intervene to ensure pupils that have SEND and a Education Health and Care Plan in place were not *permanently* excluded.
- 4.4 During the course of the Committee's work which began in December 2017, Members have witnessed the increase in the figures for 2017-18. The position for all Stockton schools as of May 2018 is outlined at Appendix 2 and this shows exclusions within the Borough to be running at unprecedentedly high levels.
- 4.5 As of 25 May 2018, there had been 4676 FTEs to date in this school year, against a total of 3002 in 2016-17. As of 7 June 2018, there have been 37 confirmed PEX against a total of 35 in 2016-17.
- 4.6 These figures represent a substantial amount of days lost to education for local children. The following table shows the actual number of pupils that have received an FTE:



No of Secondary Pupils with Fixed Term Exclusions at 07.06.18		
School/Academy	No pupils	As % of no on roll
All Saints	17	2.34
Conyers	38	3.60
Eggescliffe	27	1.79
Ian Ramsey	40	3.40
Ingleby Manor FS	50	10.75
Northfield	67	4.89
North Shore	255	38.06
OLSB	25	3.05
Outwood Bishopsgarth	163	34.32
St Michael's	64	7.08
St Patrick's	64	12.45
The Grangefield	70	11.22
Thornaby Academy	56	15.51

NB: The numbers on roll are taken from Autumn Cenus 2017 so may differ slightly now but give a fairly accurate indication of percentages.

4.7 The following table shows the breakdown of permanent exclusions by Year Group.

**Permament Exclusions by Year Group 1 September 2017 to 7 June 2018**

Year	Y1	Y2	Y3	Y4	Y5	Y6	Y7	Y8	Y9	Y10	Y11	Total
2012/13	0	0	0	0	0	0	2	2	3	3	2	12
2013/14	0	0	0	0	0	0	5	2	6	3	2	18
2014/15	0	0	0	0	0	0	3	4	2	7	1	17
2015/16	0	0	0	0	0	0	3	4	5	5	1	18
2016/17	0	0	0	0	0	0	3	7	8	11	6	35
2017/18*	1	0	0	0	1	1	2	5	6	13	8	37

Pending (not yet ratified by Governors)

		1		1				2				4
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- 4.8 The rise has been largely due to the introduction of new behaviour management policies adopted by Academy converter schools. In particular, the 'Consequences' behaviour policy. The Trusts responsible for implementing this policy are Outwood Grange Academy Trust and Northern Education Trust which runs North Shore. Ingleby Manor Free School, under Delta Academy Trust, has also recently adopted the same policy.
- 4.9 For Outwood Bishopsgarth, Fixed Term Exclusions increased by 3815% between 2012/13 and 2016/17. The number of permanent exclusions has also increased with 9 in 2016/2017 and at the time of the Committee's report [25 May 2018], Bishopsgarth school had permanently excluded 11 pupils during 2017-18. This number has never been seen in a Stockton school before and equates to the total number across Stockton in previous years. The school has a cohort size of 475.
- 4.10 North Shore school has a very high number of fixed term exclusions but these are not yet translating into particularly high rates of permanent exclusions.
- 4.11 Notwithstanding the Trusts' belief that this approach is necessary to improve standards, we have found that there is significant variation amongst local schools as can be seen in the attached breakdown by school.

#### **Managed Moves and In-Year Transfers**

- 4.12 There are very high numbers of in-year transfers in Stockton and high numbers of managed moves. Managed Moves are a strategy to address a situation where pupils are showing signs of disaffection. With the agreement of all parties including the child and their parents, a pupil may transfer to another school for a period of up to 12 weeks, with the expectation that a successful Move would see the child permanently enrolled on the receiving school. Managed Moves should only be used as part of a measured response to a difficult situation and the threat of exclusion should not be used to influence parents to remove their child from a school.
- 4.13 Managed moves can be a method to ensure pupils are able to remain within mainstream education and benefit from a fresh start. However, given the requirements of the new GCSEs - with linear examinations, high knowledge content and many schools opting for different examination boards - moving schools presents students with significant challenge in adapting to a different syllabuses and can put them at risk of underperformance. Many in-year transfers are linked to the threat of exclusions and managed moves are increasing as students find it hard to succeed with some behaviour management systems.
- 4.14 Since 2013, there has been an escalating use of managed moves in Stockton-On-Tees secondary schools. Between 2013/14 and 2015/16 the number of managed moves recorded more than doubled from 41 to 93. For many of the students who experienced a managed move, the process was unsuccessful.

## Impact on local resources

- 4.15 Stockton Borough has a provision for excluded pupils at the Bishopton Pupil Referral Unit (PRU). This is a maintained provision and is adjacent to the Redhill Unit for children with emotional or medical needs, and which also provides the Home/Hospital service.
- 4.16 There are 50 places for permanent exclusions/at risk at Key Stage 3 and Key Stage 4, and 10 for Primary. There are 25 places between home and hospital / Redhill.
- 4.17 The PRU aims to provide short stay, therapeutic 'partnership' places in order to enable pupils to benefit from a time away from their mainstream school and to allow behaviour to be assessed. Due to the high number of permanent exclusions and children requiring their statutory entitlement, the Bishopton Pupil Referral Unit is not able to currently offer partnership places. Schools have reported to the Committee that this lack of capacity has impacted on the options they have available in managing behaviours.
- 4.18 As the PRU is at full capacity, this is impairing the quality of the support that can be offered children who are permanently excluded. Educational attainment for permanently excluded pupils at GCSE level is already of concern, with young people not making the progress that would be expected given their KS2 attainment.
- 4.19 Due to the lack of capacity, additional places need to be found to place children and the extent of alternative provision of quality that offers appropriate accreditation for children is very limited. The Committee is concerned that the Council may be in a position where some of these children are required to be placed out of the Borough; this can have a further negative impact on them for example through loss of connection with the local area.
- 4.20 There is also the issue of cost. In 2017-18, there was a budgeted cost of £500k for the places commissioned at Bishopton. The Committee found that demand for additional places purchased from other alternative provision including other PRUs and home tuition has led to an additional cost of £200k for the autumn term only. Funding for the PRU and alternative provision comes from the High Needs Block which also funds SEND services. This budget was already under strain due to the increasing numbers and complexity of cases in the Borough. This means that the number of exclusions is having a negative impact on the availability of support for children with special needs across every school.
- 4.21 During the period of the review, it was confirmed that the provision at Redhill is to be moved to an alternative site which will create 20 funded places from September 2018 for more therapeutic provision/short stay partnership places on the PRU site.
- 4.22 Schools receive an annual unit of funding for each pupil on their roll. Should a pupil be excluded and receive education from the Local Authority's alternative provision, the school's funding for that child is transferred to the Local Authority but only when the pupil's name is removed from the school's roll. However this does not cover the cost of Local Authority provision.

## **Behaviour and unmet needs**

- 4.23 Disruptive behaviour can be a sign of unmet needs, and a key issue for the review is whether all options have been considered in individual cases prior to exclusion. If children cannot access the curriculum, their learning needs are not being met and this can result in misbehaviour.
- 4.24 The Department for Education has a number of Professional Advisers for SEN and Disability. An Adviser attended the review and highlighted the impact of unmet needs, particularly in relation to Speech and Language Therapy (SLT). Pupils unable to express their thoughts and outline what happened during incidents are more likely to be marked down as being poorly behaved, potentially from an early age. There are similar trends into risky behaviour, and youth offending over the long term.
- 4.25 Research has suggested improved screening of SLT needs within school can lead to improved outcomes, and greater insight into what is driving behaviours.
- 4.26 There are children in the Borough who will have experienced types of abuse and neglect, and who will live in a state of heightened stress, including but not limited to children in our care. The impact of these adverse childhood experiences can result in their inability to regulate emotions and lead to behaviours in school that are not understood.
- 4.27 The following link provides more information on this issue:  
<https://www.youtube.com/watch?v=uMbhb2l4ut0>
- 4.28 Some schools are not yet trained in supporting children with Attachment Difficulties and Developmental Trauma. The Council is currently undertaking work to promote awareness of unmet attachment needs, and highlight the importance of positive relationships between teaching staff and pupils. The Committee strongly supports this work.

## **The Local Authority's response**

- 4.29 The Committee found that the Council has already taken a number of other steps to address the rise in exclusions and promote inclusion.
- a) The Fair Access, Managed Moves, and In-Year Transfers policies have been reviewed

These have been developed in consultation with local schools, with forms refreshed so that receiving schools gained additional information on the child. All requests were now discussed at the Pupil Inclusion Panel (see below). The Fair Access Policy had been amended so that pupils leaving Elective Home Education must return to their original school.

- b) A review of Alternative Provision has been commissioned with the aim of developing a new strategy including the provision of a better offer of alternative curriculum at Key Stage 4.
- c) The school-led Stockton Partnership Pupil Inclusion Panel (PIP) was established in Autumn 2017. This focuses efforts on early identification, intervention and support for children who are experiencing challenges that are having a negative impact on their ability to access their education. Working collaboratively the Panel develops and agrees strategies to support the child and their families, minimise disruption, support each other and secure the best outcomes for individual children at risk of exclusion.

The Panel meets fortnightly, is peer led and includes senior leaders from every secondary school in Stockton, including support services of the Council - SEN Team, Early Help, Preventions, Behavioural Support.

The Pupil Inclusion Panel will determine an appropriate way forward which could include:

- recommendations for the referring school to implement further strategies or access support from Local Authority services
- collaborative approaches between local schools to provide a full time education programme
- referral to other agencies
- managed Move to another identified school
- longer term co-ordinated Alternative Provision Placement between the school and alternative providers.

4.30 A number of wider, longer term improvement projects for local SEND services are also planned or ongoing, and should assist with this agenda. These include:

- a) the development Enhanced School model to provide additional places in mainstream and outreach support
- b) SEN Support Team to audit level of need and provide intervention for children at risk of exclusion
- c) work to secure additional specialist places for Social, Emotional and Mental Health (SEMH) needs, and Communication and Interaction needs.

4.31 In addition, multi-agency work includes: a review of Early Help services to provide more support for schools with challenging pupils; Police agreement to base more PCSOs from school buildings; a Future in Mind project to provide training on social and emotional issues and CAMHS support in school, and the attachment difficulties training outlined above.

4.32 More recently, the Committee noted that the Local Authority was undertaking work to track the status of the number of FTEs each week, and discuss each case when the student reaches 30 days. The Authority intends to discuss each case with the relevant school however this would be a resource intensive piece of work. There were currently 15-20 pupils at this threshold in the Borough as of May 2018.

4.33 The Committee also found that Bishopton PRU is developing its offer and vision, with an increasing focus on prevention. The Strategic 20/20 Vision document outlines the following key areas for development:

- a) Investing in staff (including increased in-house mental health and specialist service expertise)
- b) Aiming for excellence (including achieving outstanding academic progress, an early intervention service with local primary and secondaries, and outreach in early years)
- c) A 'Whole'istic Approach (developing parenting support programmes, and establishing a 'PRU within a PRU' model for the most vulnerable and disengaged pupils)
- d) Investing in Futures (to ensure that there are greater links with employers and Apprenticeships to create better post-16 options for those leaving the PRU)

The Committee supports this proactive approach.

### **The approach taken by local schools**

4.34 The Committee found that inclusion is clearly a high priority for the Local Authority and the local family of schools.

4.35 However, within the current accountability framework, it is individual schools and Multi Academy Trusts (MATs) that ultimately have responsibility for behaviour policy and making decisions affecting their pupils.

4.36 A key issue is the variety of behaviour policies within schools, and how they can drive exclusion. Each school/Trust has the right to set their policy as they see fit. Appendix 3 provides a number of links to a range of behaviour policies operating in the Borough. These policies are often adopted on a Trust-wide basis and cover several schools. In the case of Outwood Grange Trust, their policy called Consequences can be seen to be adopting a particularly strict approach. This policy has also been introduced by Northern Education Trust, and more recently Delta Trust.

4.37 In summary, the Consequences Policy is based on a system whereby following misbehaviour, which can in some cases be viewed as relatively minor, pupils are subject to a sanction that they must complete/comply with otherwise they progress to the next level of sanction. Pupils unwilling or unable to complete the sanctions will be unable to avoid the next sanction. Ultimately this can lead to time spent in the Consequences Room which includes a number of booths in which the pupil cannot see anyone else in the Room aside from the supervising teacher. If the session in the Consequences Room is not completed satisfactorily, this leads to a Fixed Term Exclusion.

4.38 During the visits to schools, members visited the 'Consequences Rooms' and their comments are outlined in the attached visit notes.

- 4.39 The Committee's concern at an overly strict and zero tolerance approach focuses on the lack of flexibility inherent in these policies and whether an individual pupil would be able to cope with such an approach, particularly if they have additional needs.
- 4.40 It is recognised that new leadership teams/Academy Trusts may attempt to set initial expectations when first taking over at a school and that trends need to be assessed over time. Other factors influencing behaviour policies and decisions could potentially include a general response to Government policy, and responses to specific issues such as the impact of social media and cyber bullying. This is an area where schools have reported a sharp increase in incidents.
- 4.41 As noted above, there is significant variation in the rates of exclusion and the Committee was particularly keen to discuss this with schools with higher numbers. Representatives from North Shore Academy/Northern Education Trust, and Outwood Academy Bishopsgarth/Outwood Trust attended the Committee. Both schools are in the North Stockton area.
- 4.42 Both schools have had challenging histories of low achievement and results. The Trusts highlighted that they were determined to set high standards and expectations for all children and their behaviour policies were an integral part of this approach. It was noted that although the intake of the schools was from more deprived areas this was not seen as an 'excuse' for lowering standards. Setting a strict approach was seen as being sometimes necessary if a school needed to be rapidly improved.
- 4.43 Children were described as not being able to access their learning if the school had an overall behaviour problem, and it was reported that the schools were seeing pupils returning to school who had previously stayed away. Although policies were in place to ensure standards existed around uniform and make-up for example, it was highlighted that it was the refusal to remove offending items etc when asked by senior staff that was the basis of sanctions and exclusions, not the wearing of items themselves.
- 4.44 There was general agreement that permanent exclusions should be avoided in Year 11 wherever possible.
- 4.45 North Shore gave examples of steps taken to provide for variety of needs including Personalised Learning Centre which has access to mental health support, additional Teaching Assistant investment in specific cases, and £250k investment in alternative education. Pupils on the school's Vulnerable Child Register were now attending were they had not previously.
- 4.46 It was noted that other schools within the Outwood Trust (Bydales Academy) had been rated as Outstanding by Ofsted for Personal Development, Behaviour and Welfare, and attendance had significantly improved at Outwood Academy Acklam.
- 4.47 Feedback from the subsequent school visits is attached at Appendix 4 and 5.
- 4.48 During the visits to the schools, which took place with no advance notice, Members saw that the atmosphere in the schools was calm and there was no obvious misbehaviour taking place. Several examples of support in place for students were in evidence, and further details can be seen in the reports of the visits.

- 4.49 During the period of the review, the Consequences approach was amended at Bishopsgarth on a pilot basis. Half hour detentions had been introduced which if not completed would be converted into 1 hour. It was reported that this had seen a drop in the number of pupils that were undertaking one hour detentions, and subsequently being converted into exclusions. However the overall numbers are high as can be seen in the attached figures.
- 4.50 Members were pleased to note these measures taken and examples of support found on the visits. However the substantive issue of the operation of the overarching behaviour policies remains, and as noted with Delta Trust and Ingleby Manor Free School, the number of children covered by such policies within the Borough continues to grow.
- 4.51 As the ACDS highlights, 'inflexible school behaviour policies too often do not allow for reasonable adjustments to be made when children have previously , or are currently experiencing, adversity. The growth in 'zero tolerance' policies, particularly (but not only) in academy schools, mean exclusion is almost inevitable for any learner who struggles to meet stringent expectations deployed in the name of 'consistency'. From the evidence and data seen by the Committee, Members would be in agreement with this statement.
- 4.52 The Committee is also acutely conscious of the impact of such policies on other schools in the Borough and the Local Authority.
- 4.53 The Committee has found that there is an alternative way, and schools with similar demographic intakes across the Borough are taking very different approaches to dealing with behaviour.
- 4.54 St Michael's Academy is based in Billingham and were also invited to discuss their approach. Members were impressed with the restorative approach taken to behaviour wherever possible, an approach that had been praised by Ofsted.
- 4.55 The school had developed its ethos in conjunction with parents; high standards of behaviour were in place in order to set standards for life, and there was zero tolerance for some behaviours, for example smoking (not now regarded as an issue at the school). However the school's approach focussed on understanding each student and this was key to its approach.
- 4.56 The 'Emmaus Centre' is a key element in the school's approach. Referrals to this can only be made by a member of the Senior Leadership Team, or each Year Group's Pastoral Learning Manager. The Centre is used to support pupils for a variety of reasons including poor behaviour and internal isolation, but also emotional support, time out, mental health concerns, anger management, and restorative justice. The usual rules of the school applied within the Centre. Places have been offered to pupils from other schools (St Michael's had been one of the first to offer these types of places to schools).
- 4.57 Although fixed term exclusions are used where necessary, the school aims to avoid PEX, and interacts with multi-agency partners to ensure input in individual cases.



- 4.58 The school felt that although more resources in Youth Directions Preventions would be beneficial, local support services such as Educational Psychology are available and assessments are taking place if and when requested by schools.
- 4.59 Northfield School and Sports College (maintained Secondary) was visited as part of the review. Although Northfield aims to avoid exclusions wherever possible and strives to be an inclusive school with a number of initiatives in place, it was experiencing a rise in exclusions. Identified reasons included a more challenging younger cohort of students, and reduced options to refer for support and alternative provision (including the PRU). Lack of access to the PRU for short term partnership placements was a particular issue within fixed term exclusions for Disadvantaged Pupils; these placements had previously been used to good effect in managing behaviours and turning situations around.
- 4.60 The school's recent response included the use of pre-exclusion warnings, and Governor meetings which are held prior to a PEX and involve parents to attempt to achieve resolution.
- 4.61 In addition, Northfield has invested in an Inclusion Base in a dedicated, purpose-built building. The Base is accessed by pupils who would otherwise have been excluded; it enables different strategies to be applied whilst keeping the students within the school environment. Good outcomes could be demonstrated.
- 4.62 Although the focus of the review has been on Secondary schools, Members were interested to understand the approach taken in primaries. A visit took place to St John the Baptist School in Ragworth. Although the Transition Guarantee was in place and pupils were encouraged to become more independent in Yr 5 and 6, the visit highlighted the challenges for pupils when moving from a highly inclusive primary environment to a secondary school with more rigid expectations around behaviour.
- 4.63 Feedback from the Pupil Referral Unit highlighted that there is a perception that when attempting to return pupils to mainstream, some schools need to provide more opportunity for pupils to amend their behaviours, and teachers needed to show more adaptability, including at primary level. Other challenges are that older pupils prefer the PRU to their mainstream experiences as it gives a sense of security and parents often would rather pupils stay within Bishopton. If children experience repeated negative experiences of mainstream including in managed moves, they are less likely to re-enter mainstream after attending the PRU.

### **School Accountability**

- 4.64 In conducting this review, the Committee is aware of the limited extent to which it can influence the behavioural policies of MATs, and that these responsibilities lie with the Regional Schools Commissioner (RSC) and Department for Education.
- 4.65 The Committee wanted to establish the role of the RSC in relation to the ongoing monitoring of schools and their policies. The Regional Schools Commissioner's Office responded to the review by reiterating the lead responsibility for schools to implement

decisions regarding individual children, and highlighting the Commissioner's role in holding Academy Trusts to account. Each Trust is subject to ongoing review, the level of which is determined by their performance across a range of domains, which may include exclusion rates where these have been highlighted as a concern. Local authorities were encouraged to raise concerns directly with Trusts in the first instance.

- 4.66 Ofsted inspection ratings remain a key feature of the accountability framework, and as noted above one of the key judgements made relates to Personal Development, Behaviour and Welfare. Where schools have been inspected, some example comments associated with each grading in relation to behaviour are as follows:

#### Outstanding

- Pupils value their education and rarely miss a day at school. No groups of pupils are disadvantaged by low attendance. The attendance of pupils who have previously had exceptionally high rates of absence is rising quickly towards the national average.
- Pupils' impeccable conduct reflects the school's effective strategies to promote high standards of behaviour. Pupils are self-disciplined. Incidences of low-level disruption are extremely rare.

#### Good

- Pupils value their education. Few are absent or persistently absent. No groups of pupils are disadvantaged by low attendance. The attendance of pupils who have previously had exceptionally high rates of absence is showing marked and sustained improvement.
- The school is an orderly environment. Low-level disruption is rare.
- There are marked improvements in behaviour for individuals or groups with particular behavioural needs.

#### Requires improvement

- Pupils' personal development and welfare are not yet good and/or behaviour in the school is not yet good.

#### Inadequate

- Attendance is consistently low for all pupils or groups of pupils and shows little sign of sustained improvement.
- Pupils' lack of engagement, persistent low-level and/or high-level wilful, disruption, contribute to reduced learning and/or disorderly classrooms.

- 4.67 There is rightly a focus on ensuring schools have calm environments with pupils willing and able to learn. Ofsted have however also recently stated, in 2017, that schools cannot be judged Good for this domain if there are large numbers of exclusions. There have been no inspections to test this commitment locally. Ofsted has also stated national concerns in relation to the number of pupils leaving mainstream before Year 11 through off-rolling (moves into alternative provision or home schooling). Inspectors

should be considering whether the number of pupils on roll changes across the year groups, and decreases significantly by Year 11.

- 4.68 The Senior Her Majesty's Inspector for North East, Yorkshire and Humber Region attended Committee to inform the review. He confirmed that rising numbers of exclusions was a recognised issue, and it was taking a much closer interest in 'zero-tolerance' behaviour policies. The new Ofsted Self-Evaluation Framework highlights the need for schools/inspectors to consider the reasons behind repeat exclusions. A national thematic review was due to take place over the next 18 months to consider this issue more closely. The Council was praised for undertaking an in-depth examination of this issue in order to achieve a joint solution.
- 4.69 The Committee was pleased to receive the support of the Borough's MPs for its work. Both the MPs for Stockton North and Stockton South noted that they had received comments and complaints from constituents regarding restrictive behaviour policies. The MP for Stockton South informed Members that he planned to meet the National Schools' Commissioner in order to raise the concerns identified by this review, and this would be an opportunity to highlight the Committee's evidence. The Committee welcomed this approach.

### **Developing an Inclusive Approach**

- 4.70 The Committee identified a number of key points raised in discussion with stakeholders as to how an inclusive approach to education could be further developed.
- a) A recurring theme has been whether all options have been considered in individual cases? Has there been reference to Early Help/Early Intervention services when appropriate? Have interventions been made consistently and in a timely manner? Has the school documented its approach for each child and measured the impact of interventions made? One approach to consider is whether there should be an automatic referral to support agencies after a certain number of FTEs have occurred in every school. The need for schools to reflect on their interventions and whether they were effective was highlighted by Ofsted.
  - b) The DfE Professional Adviser for SEND advocated that 'Good' schools undertake greater analysis of their cohort of challenging pupils. This would be to determine what is the behaviour? When does it take place? Which lessons? This approach can be challenging for schools but can lead to greater insight and enable an assessment of whether pupils are accessing the curriculum.
  - c) Schools are potentially open to challenge under disability discrimination legislation if all issues related to SEND are not considered during the exclusion process. Are Governors fully aware of this?
  - d) The Pupil Inclusion Panel (PIP) is seen as a key vehicle to drive greater consideration of all the options in individual cases, including where additional support would be beneficial.

The PIP has now been in place since September and is delivering benefits in terms of greater co-operation and sharing of good practice between schools. A key aim of the PIP was to develop a common ethos for Stockton schools.

Schools are engaging with the PIP and are aware of the support available through the Schools and SEN service, but they do not always engage with this support in a timely manner (there was one case where there had been no referral for support until the 43rd day of FTE).

Early learning has particularly identified that the timeliness and quality of interventions was key.

- e) Governors have key role to play in the operation of behaviour policies and the ethos of a school. Greater challenge within schools by Governors would be beneficial. To support this, Governor training and support is crucial and could be further developed. For example, development of checklists to ensure all key issues are considered at panel meetings, such as what SEN procedures have been followed. It is however recognised that following the development of MATs, there has been an increasing loss of connection between the Governors of schools and their local communities.
- f) It is conceivable that schools may focus on strict behaviour policies as part of how they see they must respond to the Ofsted inspection regime. However, Members were informed that Ofsted focus particularly on whether a school knows its pupils well enough to identify who is making progress. This can only be done well if pupils are able to access the curriculum. Ofsted's Senior Her Majesty's Inspector for the region informed the Committee that it does not have a preferred behaviour policy but would seek to understand how each school had developed its policy and whether it was effective.
- g) Raising standards and a particularly restrictive approach to behaviour do not need to go together. A focus on minor issues can also conflict with the need for young people to develop as individuals, and strict policies do not always allow for children to atone for individual situations using a restorative approach
- h) The Committee recognises the hard work of teachers in local schools and fully supports the need for them to be supported to be able to deal with challenging behaviour in class in a positive manner. This includes the training and confidence to use effective de-escalation techniques.

### **Elective Home Education (EHE)**

- 4.71 EHE is a recognised option for children. However the numbers have increased in recent years (see Background) and the Local Authority has limited powers to intervene to ensure education is to a good standard and all safeguarding requirements are met.

- 4.72 As of 8 June 2018 there were 140 children in Elective Home Education, with 46 referrals received between September 2017 and April 2018 (nb. 10 of these have moved from Out of the Area).
- 4.73 It is increasingly common knowledge that EHE is an option for all children. However, it is often the case that parents have no real knowledge of the requirements of EHE and may think that the Local Authority undertake some of the roles, for example, hosting exams, providing transport, and providing a curriculum, when this is not the case.
- 4.74 The Council is now more proactive in making sure that parents are provided with information about EHE at an early stage of their decision making. Head teachers are encouraged to signpost parents to the team for a discussion prior to removing the child from roll, and support has been provided by the Attendance and Safeguarding Team to schools to attempt to resolve issues. The Team is aware of several pupils that have remained in mainstream education following this engagement work. The schools consulted during the review all highlighted that they do not encourage EHE.
- 4.75 There is a correlation between the rise in numbers and the overall numbers of exclusions and there is evidence that this may be an alternative to exclusion. The local Fair Access Policy was amended in September so that if a parent wishes for their child to return to mainstream school from EHE, the child would return to the school they had originally been removed from the roll of (unless there was a special circumstance). Early indications show that this amendment may have had some effect on numbers of children remaining in school and not becoming EHE.
- 4.76 When a request for EHE is received, the Team sends notifications to Youth Direction, Social Care, School Health service and the SEND team in order to gather any relevant information on the child. The names of children who if they were in a school would be Year 11 are shared with Youth Direction to ensure these children have access to the same career advice and support services as their peers who attend school.
- 4.77 Parents are advised that they continue to have access to school health services and joint visits are made by the Attendance Team and School Health teams to inform parents, carers and children of the support available from the school health service.
- 4.78 However significant concerns remain regarding the powers of Local Authorities to monitor the quality of home education on an ongoing basis (monitoring visits for 19 current pupils has been refused) and there is currently no requirement on pupils who have never attended a school to be registered with, or seen by, the Local Authority. Concerns regarding EHE and the potential numbers of children missing education have been raised regionally and nationally, including by the Local Government Association.
- 4.79 The Committee found that a neighbouring Local Authority has established an EHE Multi-agency Group in order to better understand any gaps in services, and this recommended for further consideration.
- 4.80 As noted above, the Committee has responded to the Call for Evidence issued by the Department for Education on this topic, and would strongly support any further powers being made available to Local Authorities to ensure that children are safeguarded and receive an appropriate education.

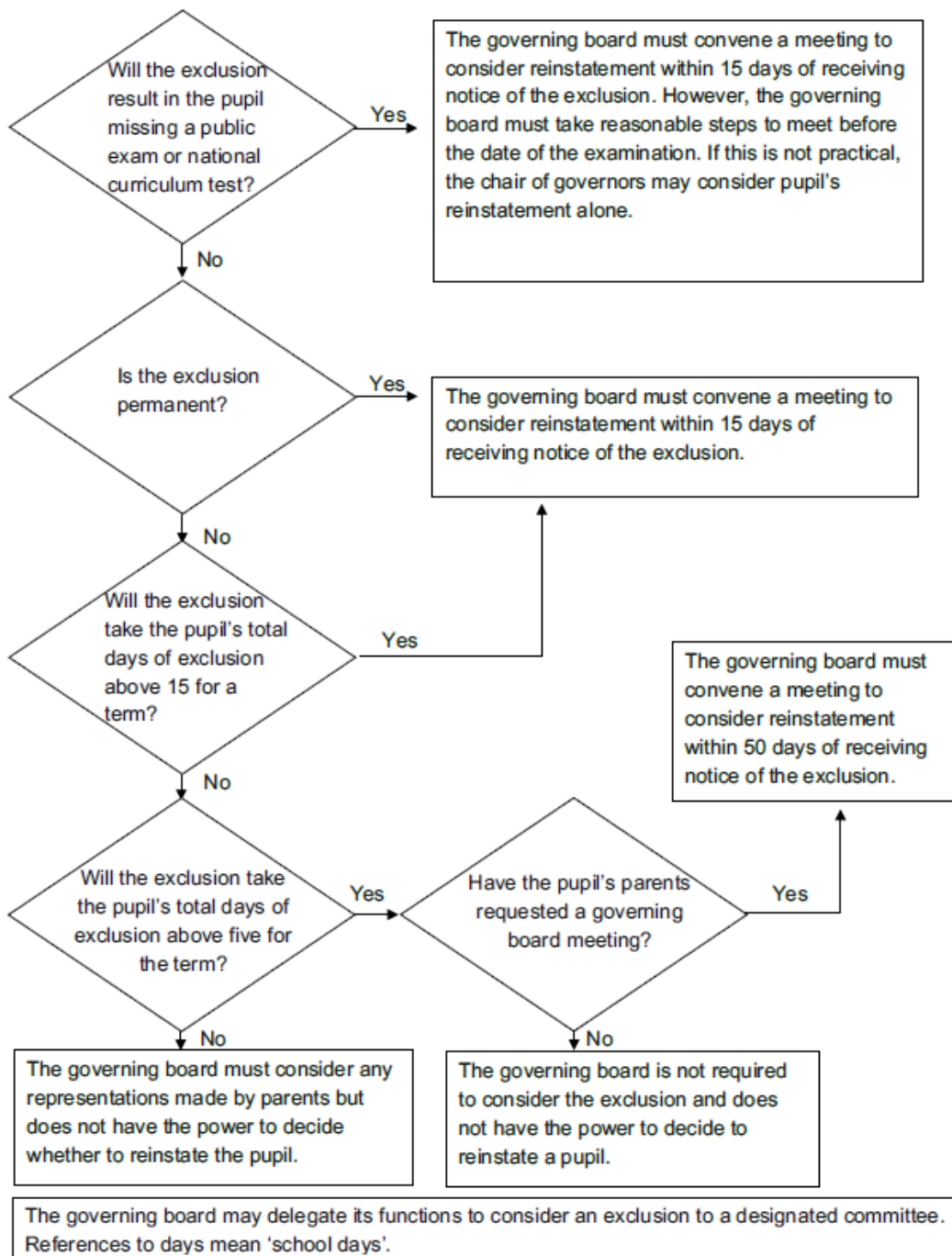
## Conclusion

- 5.1 The Committee remains very concerned at the increasing use of fixed term and permanent exclusion in some schools and Multi Academy Trusts (MATs).
- 5.2 In conducting this review, the Committee is aware of the limited extent to which it can influence the behavioural policies of MATs, and that these responsibilities lie with the Regional Schools Commissioner and with the Department for Education.
- 5.3 The Committee has however identified a number of basic outcomes which we feel are important and inter-related. These relate directly to the scope of this review, and which we believe should form the basis of a school system in Stockton:
  - a) We believe all children have a right to an education that enables them to achieve their potential
  - b) We believe that schools should respect children as individuals and treat them in accordance with their needs
  - c) We believe schools should avoid excluding children wherever possible, as this ultimately leads to poorer outcomes for children
  - d) We believe schools should value, celebrate and promote a sense of achievement, enabling happy, healthy and aspirational young people.
- 5.4 The Committee is also particularly concerned regarding the limited nature of Local Authority powers in relation to children in home education, in addition to any links between the increasing numbers and the rise in exclusions.

# Appendices

## Appendix 1

### Summary of Governing Board duties to review a head teacher's exclusion decision (Exclusion from maintained schools, academies and pupil referral units in England - Statutory guidance for those with legal responsibilities in relation to exclusion – DfE, September 2017)



# Appendix 2

TOTAL EXCLUSIONS BY SCHOOL - 5 YEAR TREND																					
SCHOOL (Secondary)	2012/13		2013/14		2014/15		2015/16		2016/17		2017/18 (to 28.11.17)		2017/18 (to Feb 17 2018)		2017/18 (to 9th Mar 2018)		2017/18 (to 25th May 2018)		NOR**	Conversion to Academy	Academy Trust
	FTE	PEX	FTE	PEX	FTE	PEX	FTE	PEX	FTE	PEX	FTE	PEX	FTE	PEX	FTE	PEX	FTE	PEX			
All Saints	27	0	43	0	40	0	39	1	70	1	1	0	7	0	16	0	26	0	728	1st May 2013	Stand-alone; ongoing negotiations to become part of Dales Academies Trust
Conyers	52	0	33	2	31	2	43	2	60	3	17	1	52	1	61	2	87	2	1056	1st Feb 2013	Formerly stand-alone; in Nov 2016 became Conyers Multi-Academy Trust
Egglescliffe	23	0	11	0	20	0	24	0	53	0	12	0	18	0	20	0	36	0	1510	1st Sept 2016	Vision Academy Learning Trust
Ian Ramsey	61	0	51	1	29	0	58	2	80	0	34	1	66	1	71	1	87	1	1175	1st Sept 2014	Dayspring Trust
Ingleby Manor Free School	0	0	0	0	0	1	0	0	0	0	0	0	25	0	39	0	96	0	465	N/A (opened 1st Sept 2014)	Delta Academies Trust
Northfield	140	1	144	3	111	1	60	2	145	4	28	3	99	3	107	4	136	4	1371	N/A	N/A
North Shore Academy	52	3	71	3	96	5	210	2	426	5	757	3	1203	4	1340	4	1776	6	670	1st Sept 2010	Northern Education Trust
Our Lady & St Bede	41	0	54	0	98	2	69	1	112	2	3	1	10	1	11	2	29	4	821	1st Sept 2014	Carmel Education Trust
Outwood Academy Bishopsgarth	40	1	83	3	105	0	412	1	1566	9	728	4	1273	7	1378	9	1701	11	475	1st Nov 2016	Outwood Grange Academies Trust
St Michael's	90	2	60	3	68	3	101	1	71	2	37	0	63	0	68	0	106	0	904	1st Sept 2013	Carmel Education Trust
St Patrick's Catholic College	62	2	60	1	43	0	67	2	74	2	87	0	152	1	161	2	206	2	514	1st Sept 2015	Our Lady of Light Catholic Academy Trust
The Grangefield	104	2	0	1	26	1	20	2	57	3	47	0	96	1	107	1	178	1	624	1st Jan 2014	Northern Education Trust
Thornaby Academy	163	1	84	1	84	2	56	2	253	4	35	0	87	0	99	0	142	0	361	1st Sept 2010	Formerly Teesside University; in Sept 2016 became Teesside Learning Trust
Bishopston Centre PRU	58	0	113	0	112	0	33	0	35	0	35	1	46	1	49	1	70	1		N/A	
<b>TOTAL</b>	<b>913</b>	<b>12</b>	<b>807</b>	<b>18</b>	<b>863</b>	<b>17</b>	<b>1192</b>	<b>18</b>	<b>3002</b>	<b>35</b>	<b>1821</b>	<b>14</b>	<b>3197</b>	<b>20</b>	<b>3527</b>	<b>26</b>	<b>4676</b>	<b>32</b>			

\*\* Taken from School Census Autumn 2017

4 overturned - St Patrick's; North Shore Academy; Outwood Academy Bishopsgarth x2



## Appendix 3

### Examples of Local School Behaviour Policies

#### Primary Academy

- <http://www.hardwickgreenacademy.co.uk/website/policies/298811>
- <http://www.nortonacademy.org/our-academy/policies>

#### Primary Maintained

- <http://www.st-johnthebaptist.org.uk/policies/>

#### Secondary Academy

- <http://www.bishopsgarth.outwood.com/policies>
- <http://www.northshoreacademy.org.uk/our-academy/policies>
- <http://www.ianramsey.org.uk/index.php/2015-11-18-11-04-22/2014-12-06-23-38-30>
- <http://stmichaelsacademy.org.uk/wp-content/uploads/2015/03/STUDENTREWARDSANDBEHAVIOURPOLICYSpring2015edited19.3.2015-1.pdf>

#### Secondary Maintained

- <http://www.northfieldssc.org/about/policies-1>

## Appendix 4

### Report of visit to North Shore Academy

#### Who did you talk to – staff / service users / family / carers?

Following the discussion with the Principal, we had the opportunity to speak with members of staff and students, including those in the Consequences Room.

We visited classrooms, the Personalised Learning Centre, and the Bridge. Members noted support available including 1:1 provision, and mental health counselling support.

During the tour Michael introduced us to various members of his team. All were very enthusiastic and seemed pleased with the progress the school and its pupils were making. When not teaching, senior staff were encouraged to undertake Learning Walks with a view to assisting all teachers to remove barriers to learning and check that Teaching and Learning is strong.

Lunchtime was supervised by staff. It appeared to be very organised and children quietly went about their business. In the dining hall there was an `Apple for the teacher` post box, where children could nominate a teacher who had been particularly helpful to them, also a `Random acts of kindness` Tree.

We also spoke to children who had in the past been disruptive or had absenteeism issues. One young man was very pleased to share with us his newly acquired certificate for his work and a young lady explained why she previously had not attended school.

All the children who we spoke to seemed to have ambition and felt responsible for their own futures. We saw evidence of visits into school being encouraged, including `Chill with the Bill` (Police), Fire Brigade life skills talks and Middlesbrough Football Club. Elections were held for the school council, and the school was considering a peer mentoring scheme to provide tutoring and emotional and mental health support.

#### What were the key issues arising from the visit?

Michael has only been in position since September 2017. He shared with us his vision for the school and the expectations he had for the children to prepare them for adult life and the world of work. The school had never received a Good rating from Ofsted. A Pre-Warning Notice had been received from the Department for Education in 2016 due to low levels of attainment. At the last Ofsted monitoring visit, prior to the current Principal's arrival stated that leaders were not taking effective actions to make the school good.

There are currently 672 children on roll. There were 110 pupils in the current Year 11, and it was projected that around 140 Year 7 pupils would be joining in September 2018. The school has undertaken Primary School liaison work and the PE department facilitates a lot of primary festivals and teaching of sport in the schools. The Principal feels that the best way to promote and boost numbers was to get good outcomes and a good Ofsted and improve the reputation in the community that way to become an establishment parents want to send their children to.

At the time of the visit the school had 98 students who were either Children in Care, or open to Child in Need

or Child Protection plans. The school employed a full time safeguarding officer. 65% of students were disadvantaged in 2017.

There was full recognition of the vulnerable nature of the community from which many of North Shore's students came from. The school was aiming to set high standards and ensure equality of opportunity.

Work had been undertaken to improve the quality of Personal Education Plans for Children in Care, and weekly meetings were held to discuss the progress of vulnerable children (including those with repeated exclusions).

It was agreed that the issue of exclusions was currently high profile.

The school believed that there needed to be a longer term comparison of the figures – focussing on FTEs and overall attendance. The school did not want to have the current number of FTEs - if the levels remained the same in a year's time, it was stated that the school would need to review the policy, however the school reported a reduction of 30% in numbers of FTEs between Term 1 and Term 2 in 2017-18.

It was stated that 10-20 students showed a repetitive pattern of poor behaviour.

Outwood Academy Acklam had implemented the behaviour policy some years ago and was now regarded as one of the most improved schools in the region.

With regard to FTEs, we discussed incidents versus sessions. The school was stated to prefer a number of ½ day FTEs rather than a week. Although this increased the school's total figures for FTE's, the Principal's view was that, under this system, the child had an opportunity every day to come into school and review his/her behaviour rather than being absent for a full week with the potential to be in further trouble.

During the visit we noted the operation of the Consequences Boards in each classroom. This was similar to Bishopsgarth. It was reported that 4-5 children per hour in the school would be on a C4 level of consequence.

It was recognised that for students already in place implementation of the new behaviour policy, this had been a culture shock.

The Trust also ran the Grangefield Academy in the Borough. Grangefield did not operate the Consequences behaviour policy (at the current time).

We were informed that there were two Consequences Rooms; we visited one on the day as the other was closed with no students in. The Attendance Office was co-located with the Consequences Room that was visited. The room visited was light and airy and the booths were painted in purple gloss rather than matt black. There 15 booths in the room and students were set work but it was not required to be completed. The school did not consider the day to be 'failed' if the work was not completed, as there may be issues around SEND, low ability and other issues that may affect the ability to complete. Pupils who were not doing work or reading were allowed to do mindfulness colouring in order to keep them engaged.

The school works in partnership with other schools (particularly Outwood Trust) and had staff on placement within North Shore in order to support its improvement. Partnership with other schools also enabled students to serve their sanctions at another school in preference to exclusion.

North Shore had invested £125k in alternative provision for eleven pupils who would have been permanently excluded elsewhere. As of the date of the visit there had been 3 PEX during the current school year. One of these had occurred after £25k spend in alternative provision.

It was stated that the school works with local services including the local authority, including the SEN and Engagement service. An example was given in relation to a LA-suggestion that had been trialled in relation to when detentions were held during the school week, although this had not been progressed.

Support measures in place included the Personalised Learning Centre which could be accessed by those needing support with repeat behaviours, and where pupils students could study alone. Support through mental health counselling was available here.

The Bridge was a dedicated area for anxious students, including those who had been out of education for some time, and some with physical needs. There was a limit of 5 or 6 pupils within the unit at any one time, and students may spend some lessons in there or the full day.

The Principal shared anonymised data showing recent Stockton school attainment, including for disadvantaged pupils. The Principal believed a key issue for the Borough was the relatively poor performance of disadvantaged children in secondary schools. One element of improving standards was stated to be a greater focus on good behaviour across the Board to allow greater time to focus on the vulnerable.

We had sight of the school's figures on Progress 8 including for disadvantaged pupils, compared with other schools (not named) in Stockton Borough. The Principal was forecasting significant improvement in the figures for 2018 for North Shore. The average progress of those who had received FTEs in Year 11 was projected to be higher than the previous year group's results.

Across the Borough it was stated that there was poor progress in English and Maths particularly in relation to disadvantaged pupils, even where schools had relatively lower levels of disadvantaged pupils attending the school, and relatively higher Average Points Scores on entry in Year 7.

One member of the visit was 'very impressed with the Principal, his passion and desire to improve outcomes was very commendable. The reality was a far different picture to that portrayed in the figures for FTEs. The projected improvement in exam results would be due to increased desire for the children to succeed not because the troublesome children have been excluded. The Principal did his level best to keep children in school and did not wish to permanently exclude any child. He always looked beneath the surface to find reasons for a child's behaviour.

Michael Robson is an extremely passionate Principal and whole-heartedly believes the children's outcomes can be vastly improved including the most vulnerable and disadvantaged'.

**Any recommendations / feedback for consideration?**

None on the day.

Consideration will be given to feedback as part of the Committee's final reporting.

## Appendix 5

### Report of visit to Outwood Academy Bishopsgarth

#### Who did you talk to – staff / service users / family / carers?

Staff and students.

We were split into two groups and each received a tour of the school. This included the Inclusion Unit, the Consequences Room, and visited classrooms to observe behaviour and see the Consequences board in operation.

One of the senior teachers leading the tour spoke to several children during the tour. Sometimes it was just a greeting and other times he commented on their behaviour. Children that were on a C3 were spoken to by outside the classroom.

There were 2 children that were on a FTE on the day of the visit.

#### What were the key issues arising from the visit?

The school has a role of 480 children with 56% in receipt of free school meals.

Bishopsgarth has historically had low results in comparison to other schools and the Principals outlined how they were determined to improve outcomes for all. Prior to the Trust taking over the school, poor behaviour and informal exclusions were reported as being evident.

Pupils were reported as now being more confident in attending the school.

It was noted that the curriculum had recently changed to become much more content focussed, with assessment purely through exams. There was evidence of this type of preparation for exams during lessons visited. Additional support was provided to pupils who needed it. 60% of Year 11 had received some form of 1:1 tuition, through tutors employed by the school.

Members felt that staff genuinely wanted to improve the outcomes of the children.

Attendance on the previous week had been 91% compared with 86% in September/October 2017. This was regarded as being a significant improvement. Should a child not attend when they were due to, a phone call is made within 1 hour of a child not arriving at school followed by the full time Attendance Officer going to knock on the door and take a child to school if they were fit to attend. We were informed that parents felt this was backing them up to ensure attendance. Alarm clocks had also been purchased.

It was pleasing to see that a Reward and Recognition scheme was in place through the `Praising Stars` boards prominently positioned in the corridor.

There was a quiet atmosphere in school with children being well behaved in class and the corridors, and appearing to be on task. We observed the playground during break time and this was also very quiet and

pupils moved in an orderly manner. The Principal is obviously well respected and has a good rapport with students. The Principal was asked how many of them are hard core badly behaved and his answer was about six. There was an example of managed moves that had broken down due to ongoing behaviour issues and the pupils had returned to Bishopsgarth.

Observing the Young People throughout the school they were found to be relaxed and comfortable. In classrooms they were working and in social areas they were enjoying time with their friends. Teachers and support staff were visible throughout.

One young girl was seen to be have anxiety problems and was in the corridor. A teacher was with her periodically. Some friends also supported her.

We spoke with several young people, one of whom had previously been excluded and was now doing well in school. None of them seemed to begrudge the treatment they had received in terms of behaviour policy.

We spoke with one teacher that was on loan from another school. She was very supportive of the regime. Morale seemed good within the school.

In relation to the behaviour policy, we were informed that the teacher would give a warning to the class or an individual before starting to issue consequences.

We were told that consequences were given to children who are causing interruptions and stopping others learning. However, in one class a child was on a C3 for chewing gum. Each classroom has a Consequences Board on which pupils names are displayed if they receive a sanction during a lesson. This is wiped clean after every lesson.

A fourth sanction (C4) would see pupils removed from the lesson and needing to attend the Matrix room. Although we did not see evidence of this during the visit, this is where a child might be removed from his/her own class and placed in another class to mitigate disruption.

Failure to complete detentions or misbehaviour in matrix, see pupils receive a C5 which is a session in the Consequences Room.

We visited the Consequence room which had 4 children in it at the time of the visit. We spoke to the four students in there. For one it was his first visit, he understood fully why he was there. Again there was an acceptance from all that they had broken the rules and been given opportunities to resolve their problem but had chosen not to do so. Some had been in the Room several times. They were all provided with work/reading.

It was not seen as a pleasant environment, the room was perceived as being very dark and dismal by those on the visit with the 12 cubicles painted in matt black. Once in a booth, the pupils could only see the supervising teacher, and not each other.

The room was staffed by a senior member of staff, working on a rotation basis. It was stated that the aim of staff was to ensure pupils remained engaged and returned to lessons as soon as possible. It was reported that the Room had been regularly full in the early days of the Academy but this was now less often the case.

It was stated that a common approach with parents was important, and in other schools buy-in was secured over the longer term as results were seen to improve. Pupils who did not necessarily have the right equipment would be provided with it, rather than punished, but overall expectations were high. It was stated that Outwood Trust has common systems in place but these can be flexed as appropriate.

The Consequences approach has recently been amended at Bishopsgarth on a pilot basis. Half hour detentions had been introduced which if were not completed would be converted into 1 hour. This had seen a drop in the number of pupils that were undertaking one hour detentions, and subsequently converted into FTEs.

Since the policy had been amended there had been 3 C6s (FTEs) in 2 weeks compared to 43 in the previous 2 week period

The Inclusion Base housed the Academy's Bridge Centre and Personalised Learning Centre. Staff stated that due to the efforts of the team there were around 30 students who were now accessing education who were not previously attending school.

There appeared to be a high number of staff within this area to support students with 14 TAs in the Base. The Trust's Regional SENCO was also based at the school.

The Personalised Learning Centre (PLC) was a quieter, safe area for more vulnerable children with predominantly SEN. They had Individual learning plans.

The Bridge was an area used to bridge the gap into mainstream e.g. If a child is recovering from a bereavement. A counsellor is employed by the school for the equivalent of 1 day per week to ensure the mental health wellbeing of children that are referred to her (1 day per week provision was described as being similar to other schools, with the counsellor working across several in the group).

Access to counselling was provided to pupils after an initial discussion with members of staff.

Overall there appeared good integration between all students, including those with additional needs resulting from physical disabilities.

**Any recommendations / feedback for consideration?**

Some of the atmosphere was felt to be harsh. When one teacher was asking for students to put their hands up or there would be a 'consequence'. One Councillor felt uncomfortable in the Consequence Room.

The school may wish to redecorate the Consequences room. It needs to be lighter. Although a form of punishment it still needs to be conducive to learning.