



School Exclusions Task Group: Final Report

Children and Young People's Services Overview/Scrutiny Committee

Report CX/08/78

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Preface

By Councillor Anne Fry



Chair, School Exclusions Task Group, Children and Young People's Services Overview and Scrutiny Committee

I am very pleased to be able to present this Scrutiny review on School Exclusions. It has been a great privilege to chair such a committed Task Group.

My thanks to all those who have taken part and to the schools and other facilities that we have visited for their warm welcome and for sharing the results of their hard work with us. The number of young people being excluded from our schools is falling and from what we have seen and heard during the course of this review I am confident that numbers will continue to fall.

Our recommendations are set out on the following pages and if they are adopted and acted upon then I believe our target of zero exclusions may well be realised.

Councillor Anne Fry

School Exclusions Task Group Final Report

1.0 Introduction

- 1.1 The Task Group — Councillors Anne Fry (Chair), Derek Button, Andrea Davis, Chris Haywood, Vanessa Newcombe and Saxon Spence — would like to place on record its gratitude to everyone who contributed to the review by providing information and/or being interviewed. The Task Group welcomed the responses from the public and in submitting its recommendations has sought to ensure that its findings are supported with evidence and information to substantiate its proposals.
- 1.2 This study into the use of school exclusions in the County directly links to the priorities of the Strategic Plan. A priority of the Strategic Plan 2006–2011, is that ‘Devon’s children should have the best possible start in life and gain the knowledge and skills they need to lead happy, healthy and fulfilling lives’. One of the objectives under this remit is to support parents, families and carers to help children and young people enjoy learning, aim for excellence and achieve to the best of their ability.
- 1.3 The Task Group’s terms of reference:
- 1 To establish the current number of children excluded from schools in the County and the trend in fixed term and permanent exclusions.
 - 2 To examine the use of fixed term exclusions, permanent exclusions and managed moves.
 - 3 To establish how wide-spread the use of unofficial exclusions is.
 - 4 To examine the cost of providing education and support to those children excluded from school.
 - 5 To assess whether the needs of excluded pupils in the County are being sufficiently met.
 - 6 To review the impact of effective behaviour management on exclusions and the Council’s role in promoting the former.
 - 7 To make detailed recommendations to the Children and Young People’s Services Overview / Scrutiny Committee on the findings of the Task Group.

2.0 Context

- 2.1 The Joint Inspection Team which in 2005 carried out an assessment of Devon’s Children and Young People’s Service (CYPS) made the following observation:
- “Positive action is taken to re-instate children and young people who have been excluded. Rates of exclusion of pupils with special education needs and of pupils from special schools have been an area of previous poor performance. However, the Council has made good progress in reducing overall exclusions as part of its Local Public Service Agreement”*
- 2.2 The Children and Young People’s Plan 2006 – 2009 included measures, within its vision that ‘Devon’s Children and Young People enjoy learning, aim for excellence and achieve to the best of their ability,’ to help the Local Authority (LA) to meet this challenge of further improving its exclusions rates:
- ensure that all data and other information relating to attendance, behaviour, bullying and exclusions are appropriately analysed in order to know where strengths and areas of improvement lie across the authority.
 - provide guidance and support to schools and colleges to establish effective behaviour and attendance management procedures.
 - support to all schools to develop a personalised approach to learning.

- ensure that all learners have access to high quality teaching and a relevant curriculum.
- ensure that all learners enjoy and experience an effective climate for learning. This includes developing learners' spiritual, moral, social and cultural development.

2.3 A priority long-term objective in the LA's Inclusive Education Strategy 2005-2008 is that:

"through the provision of enhanced joint-agency support...to reach agreement with schools to work towards avoidance of permanent exclusions from the primary phase and a significant decrease in secondary phase exclusions, through non-exclusion compacts with individual schools or clusters"

2.4 Following the 2007 Special Educational Needs (SEN) Task Group Review ([CX/07118](#)), Members of the Children and Young People's Services Overview / Scrutiny Committee agreed to a further review examining issues relating to school exclusions and behaviour management following concerns from some parents as to the way in which schools are using both permanent and fixed term exclusions.

3.0 Recommendations

3.1 The recommendations have been drawn up using the evidence obtained from witnesses, site visits and background material. The recommendations have been grouped into those that relate directly to the LA and those that are with schools.

Recommendations for the Local Authority

Recommendation 1

That the LA considers ways that CYPS can continue to identify and support children with behavioural problems at the earliest possible stage, and invest the resources to facilitate earlier intervention below level 3 (specialist service threshold).

Rationale

In line with policy, there is as yet no systemic early intervention below level 3. Earlier intervention at levels 1 and 2 can prevent a situation escalating to children being excluded from school and costlier forms of intervention at level 3. Social and psychological services need to be resourced to be more engaged and proactive, working systematically in and around the family.

Recommendation 2

That CYPS review alternative education and specialist school provision in the County to ensure appropriate placements within available resources.

Rationale

A strategic review of alternative and specialist education in Devon and a remodelling of provision, should lead not only to a reduction in exclusion rates but also to reductions in expensive out-of-county provision and travel times for children, which for some young people are currently at unacceptable levels. Not all children can be included in the mainstream, and it is vital that those young people with the most complex needs and challenging behaviour have their needs identified early, and are supported with the appropriate educational provision.

The Task Group acknowledged that some of the issues relating to alternative and specialist provision are being considered by CYPS through the Invest-to-Save project, but of particular concern to the Task Group is the shortage of special school places, and a lack of provision in the system for the ever increasing number of Autistic Spectrum Disorder (ASD) children and young people with Emotional and Behavioural Difficulties (EBD). Members are mindful that where there is

provision it tends to be filled and emphasis does need to be put on schools being inclusive. However, there is a need for a PRU facility for all Local Learning Communities (LLCs) in Devon, as existing PRUs in the County are operating to capacity, often with EBD pupils who would actually be suited to a more specialist provision. Consideration should be given to schools being commissioned to manage PRUs themselves.

Recommendation 3

In order to maximise the support and resources available from the LA, schools be provided with a best practice guidance model for including children with challenging behaviour in the mainstream to help ensure schools' inclusion practices for all children and young people. This guidance should offer a comprehensive menu of interim, alternative and specialist provision from social care and education in the County with costs and the criteria for accessing these services. That schools are also provided with details of training and funding opportunities for behaviour management and alternatives to school exclusions to help to ensure there is increased SEN and behaviour management training for newly qualified and experienced teachers.

Rationale

It is apparent that schools adopt greatly differing approaches to exclusions and behaviour management, often depending largely on the ethos of the headteacher. It is hoped that, with guidance points on best practice, those headteachers that do choose to exclude pupils may look at other approaches adopted successfully in schools in Devon. Mapping the range of provision available from social care and education for services will help schools access alternatives to exclusions. Providing headteachers with guidance on behaviour management, and alternatives to exclusion will also help to ensure that the vast majority of the student population can be successfully included within the mainstream. However for those pupils where the school still does not feel it is able to manage a pupil effectively then in order to try to challenge and eradicate the assumption that a pupil has to be permanently excluded to access alternative provision, headteachers need to have at their disposal a clear understanding of the types of interim, alternative and specialist provision they can access.

Trained specialist teachers are a major factor in the successful inclusion of SEN and SEBD children in mainstream schools. It is vital that schools prioritise their budgets to address the need for all teaching staff to have refresher training (at least one day a year) on managing behaviour and coping with the needs of children with SEN.

Recommendation 4

That the Communication and Autism Interaction Resource Bases (CAIRB) model of specialist provision for primary schools needs to be urgently reviewed to ensure it is easily accessible in all parts of the County. Similar CAIRB provision should be extended to secondary schools across Devon.

Rationale

The flexibility of a CAIRB with the specialist support that they are able to provide children with greatly helps schools to be inclusive. There may be less use of exclusions in secondary schools if something similar to a CAIRB is set up.

Recommendation 5

That consideration be given to additionally resourcing the Supportive Return to School (SRS) programme to ensure that where exclusions do take place these pupils be on an SRS as a matter of course, so all young people have a transition back to school.

Rationale

Every effort however needs to be made by headteachers and the LA to ensure that where exclusions are made the SRS programme facilitates the re-entry of children excluded from schools and that staffing levels are sufficient to manage these children's returns to school.

Recommendation for DCSF

Recommendation 6

That the Department for Children, Schools and Families (DCSF) undertake an urgent review of the way in which Elective Home Education (EHE) can be used unofficially as a means to exclude pupils by their parents or non-inclusive schools.

Rationale

Members expressed concern as to the use of EHE by parents as a way of avoiding being prosecuted for their child's poor attendance or their child being excluded, and that some schools might be encouraging parents to home educate in order to remove low achievers from their roll. There are also young people being home educated by parents lacking the requisite skills to teach and who may themselves have low levels of literacy. These practices also pose some disturbing safeguarding issues in relation to *Every Child Matters*.

Recommendations for Schools

Recommendation 7

That all schools and their governing bodies be reminded that the practice of unofficially excluding pupils is illegal.

Rationale

The Task Group is unable to verify, by their very nature, the extent of unofficial exclusions in the County; however, there is anecdotal evidence to suggest that they are used all too frequently, particularly to deal with difficult behaviour. Governors must try to ensure that schools deal appropriately with pupils who are at risk of exclusion.

Recommendation 8

That there is increased "nurture" type provision in secondary schools across the County.

Rationale

There is a need for nurture groups at key stages in each learning community. Evidence indicates that nurture provision can help children to develop the necessary skills to aid their inclusion, as well as aiding a child's transition from primary to secondary schools.

Recommendation 9

That consideration should be given to schools within LLCs in Devon creating a combined provision for the education of students on fixed term or permanent exclusions.

Rationale

The Task Group believes that children should be kept in school wherever possible and that it is detrimental to a child's development to be excluded either permanently or for a fixed term. Evidence indicates that a more successful measure for removing a pupil from a class is to place them in an internal exclusion facility. For those pupils where it is determined that some kind of punishment for their behaviour is necessary then a sanction should be provided that ensures these children are kept within a school environment so that they are not rewarded with time out of school.

Recommendation 10

That LLCs should collectively review school exclusion data and set improvement targets.

Rationale

LLCs should share information about exclusions and behaviour management in order to explore best practice and find collective solutions. Behaviour and Attendance Panels, as well as Headteachers' Reintegration Panels are helpful platforms for analysing data and sharing the local management of issues, helping to undermine insularity in favour of collective responsibility.

Recommendation 11

That as part of information sharing protocol consideration should also be given to schools reporting all permanent exclusions and fixed term exclusions (FTEs) of more than two days to the Police.

Rationale

An improvement is needed in the information exchange between the Police and schools. Schools should have to report all exclusions to the Community Safety Partnership, the Police and the Youth Offending Team linking in with community safety initiatives. The Police should be informed of both permanent exclusions and FTEs of more than two days, enabling them to be vigilant for these pupils and help to prevent them from getting into trouble, as well as being able to inform the LA if they pick up a young person in the first five days of an FTE.

4.0 Summary

- 4.1 The use of school exclusions is predominantly about the headteacher's leadership of that school. Good leaders recognise that children should be kept in school and work to keep them there. The Task Group received considerable evidence of schools' patience and imagination in devising means to manage pupil behaviour so that pupils could be included in mainstream education and avoid permanent exclusions, and in many cases FTEs. The vast majority of headteachers work extremely hard to be as inclusive as possible, and this is particularly evident within the primary sector.
- 4.2 For the majority of schools permanent exclusions are the last resort, which headteachers have at their disposal to deal with challenging behaviour. There are many schools in the County active in working with children, and exploring the reasons behind their challenging behaviour; while inevitably there are some that struggle. There are schools in Devon that do use exclusions as a central tool to their behaviour management strategy.
- 4.3 There are a number factors militating against good practice and the moral imperative about what schools should be doing to support children with challenging behaviour. Academic results and attendance are factors impelling some schools to exclude, which can also make reintegration into the mainstream from alternative provision problematic if the school does not want the pupil to return. It is not necessarily attractive for schools to fund those children with low base level attainment instead of allocating those resources to the mainstream class as a whole. The pressure from Government is to meet achievement targets and some headteachers permanently exclude troublesome, lower performing children in order to get them off roll and be more successful in the league tables. More emphasis needs to be placed on contextual value added, and that moral imperatives should be driving the system, not pure academic outcomes. There are schools that still see exclusions as a means of accessing the resources to provide specialist help needed by a student.
- 4.4 Schools, along with the LA, need to provide a creative model of education that caters for a spectrum of behaviour and needs. There are many children with

significant emotional problems who are not equipped to learn, who are excluded because they cannot cope with the system into which they have to fit. There is a need to look closely at what support there is that will enable better communication skills that in turn will allow pupils to access the curriculum, becoming successful learners and social beings who are less likely to become excluded.

- 4.5 The Task Group found some merit in the idea of a blanket no exclusions policy across the County, as for many pupils the ritual of exclusion is all too frequent and solves nothing, and leads to pupils falling behind in their work and ending up being disruptive, but fear that such an approach could lead to an increase in unofficial exclusions. Members however found it completely unacceptable to have children of primary school age being excluded from school at all, and that those headteachers involved with primary exclusions are failing in their duty to support children. A child's life chances can be damaged irrevocably if they are not at school.
- 4.6 The Task Group received considerable evidence to indicate that the LA's Exclusion Team was active in working with schools to prevent school exclusions. The Exclusions Officers undertake extensive work on prevention which goes beyond their statutory role and involves guidance and signposting, to minimize the number of exclusions. Evidence also indicated that the fact that the Assistant Education Officer (Exclusions and Alternative Provision) was previously a headteacher greatly helped him do excellent work, challenging headteachers in a very specific way.

5.0 Findings

The Local Authority's position in relation to its statutory duties, policies and budget relating to school exclusions.

The statistical evidence shows a significant decrease in the number of permanently excluded pupils in Devon between 2006/2007 and 2007/2008 from 116 to 88, while FTEs have reduced from 15,555.5 to 9,431.5.

5.1 Number of Exclusions Secondary Partnerships (including PRUs)

	Permanent Exclusions	Days Lost to Fixed period Exclusions
<u>2006/2007</u>		
Colyton	0	4.0
East Devon	16	2,560.5
Exeter	16	2,568.5
Mid Devon	3	1,050.0
NORDAB	40	4,365.5
South Devon	35	4,116.0
West Devon (Okehampton)	0	101.0
West Devon (Tavistock)	6	790.0
<u>Total</u>	<u>116</u>	<u>15,555.5</u>
<u>2007/2008</u>		
Colyton	0	4.0
East Devon	14	1,542.5
Exeter	11	1,523.5
Mid Devon	10	917.5
NORDAB	28	2,890.0
South Devon	23	2,212.5
West Devon (Okehampton)	2	69.0
West Devon (Tavistock)	0	272.5
<u>Total</u>	<u>88</u>	<u>9,431.5</u>

5.2

Number of Exclusions Primaries and Special Schools

	Primaries Permanent Exclusions	Primaries Days Lost to Fixed Period Exclusions	Special Schools Permanent Exclusions	Special Schools Days Lost to Fixed Period Exclusions
2006/2007	22	1,645.5	4	623.5
2007/2008	8	813.0	1	311.0

The exclusion of a child is the most powerful disciplinary tool that a school has at its disposal, whether it be a FTE or in more extreme cases a permanent exclusion. The Task Group found that exclusions are used for the following main reasons:

- As a sanction for a breach of discipline;
- To underline that certain behaviour is beyond tolerable limits for the school community;
- To send messages to other pupils, staff and parents;
- To provide some respite (fixed period exclusions);
- To access alternative provision (in some areas); and

Under Section 103(2) Education and Inspections Act 2006, parents or carers are required to take responsibility for excluded pupils in the first five days of their exclusion. Schools have been forced to focus on reducing exclusions, although a number of schools in the County were cited as excluding still for more than five days. It is the role of the LA's Exclusion Team to ensure that exclusions are carried out legally and within DCSF guidelines. The statute dictates that headteachers must take note of the legal guidelines regarding the exclusion of pupils.

As soon as the Exclusions Team is made aware of an exclusion then an officer will support the school, the pupil, and the parent/carers as well as any other agencies involved. LAs have a duty under Section 19 of the Education Act 1996 to provide suitable education for children of compulsory school age who cannot attend school after the 6th day. Placing permanently excluded pupils in Pupil Referral Units (PRUs) is one of the ways LAs can ensure that they can comply with this duty. In Devon PRUs the average cost in 2008/09 for full time education for a permanently excluded pupil is £16,130, compared to the average sum per pupil of £3,923 in mainstream secondary schools. If a pupil is not at school they are twice as likely to offend and there is also a correlation of offending with those young people who socialise with those excluded. Some 33% of young offenders in Devon are not in school, with about 20% of those excluded from school in one form or another. It is estimated that the longer term costs of a pupil being permanently excluded from school are more than £100,000.

5.3

Permanent Exclusions (Recommendations 5, 7 and 10)

Members received evidence that exclusions can be used in a positive way as a final resort. Permanent exclusions are felt by some headteachers to be necessary

There was one permanent exclusion at my school last year, but this pupil was so violent and damaged that he needed specialist provision. Unfortunately, there were no spaces at any of the County's special schools, nor in the PRUs in Exeter. The school wanted to access support for this child but were unable to do so without a permanent exclusion. A permanent exclusion is now on record against that child, when this would not have been necessary had the LA been able to support the child in the first instance. — Headteacher

for situations involving violence or drug use, while fixed exclusions are seen an effective means of defusing a situation. The Task Group also received a considerable number of representations from headteachers and other professionals indicating that some schools feel they have to make permanent exclusions in order to get support and funding for pupils with challenging behaviour. Even if a school indicates to the LA that a child is on the verge of being excluded, the support is often not provided until there has been an official permanent exclusion by the school. Officers reported that exclusions do not necessarily activate involvement by another agency or any other level of additional support to a child. The Task Group did receive anecdotal evidence from witnesses to suggest that some headteachers use permanent exclusions as a means of removing lower achieving children from a school roll.

5.4 Fixed Term Exclusions (FTEs) (Recommendations 5, 7 and 10)

Before the change to the law requiring schools to arrange full-time education from and including the sixth day of any period of fixed period exclusion of six days or longer, some schools were excluding pupils for as much as 30 days in a row. The Task Group received reports of schools still viewing FTEs as a crucial part of their behaviour strategy. Some headteachers supposedly used the change in law limiting total exclusions for a pupil to 45 days in a year effectively to have 9 periods of 5 days at their disposal to use on an individual pupil with behavioural problems.

A number of representations indicated that FTEs can be used as a mechanism for drawing a line under an incident, to work out how to address a problem and move forward. An FTE could initiate the sequence of a reintegration meeting, consideration of the problems, the setting of targets, which classes the child will go back into and how they will be supported to try to ensure that the incident does not happen again. Evidence however indicates that FTEs do not deter poor behaviour but falsely reward children by legitimately allowing them to spend time out of school, and often due to a lack of parental control, outside of their home, where they should in fact be spending the time. FTEs provide the child with no remedial work; instead, children are just temporarily removed from a situation. Evidence also indicates that FTEs are being used by schools to gain evidence for assessment processes to be started and to trigger thinking regarding the necessity of statements.

5.5 Unofficial Exclusions (Recommendations 6 and 7)

The Exclusion and Reintegration Officers advised that perhaps one or two unofficial exclusions are being made by schools in the County every week. Often headteachers think what they are doing is in the best interests of the child, and an unofficial exclusion may take the pressure out of a situation. However, unofficial exclusions are illegal, and put an enormous amount of pressure on parents who are in many cases working, but perhaps most importantly the Special Educational Team works on evidence so by making an unofficial exclusion schools are doing children a disservice in terms of statutory assessments, and are not addressing the underlying problems of a child's poor behaviour. Evidence suggests that in a few cases schools may be disguising absence records to hide unofficial exclusions, although the LA does examine the coding and patterns of absence in school registers to try to prevent this. A registration audit of Devon's 373 schools will shortly be undertaken to monitor absence coding to ensure that schools are not acting illegally and unofficially excluding pupils.

One boy in the CAIRB had been excluded 4 times at reception age. He has behavioural issues, but is in fact a very capable child who has made significant progress spending 50% of the time in the CAIRB and 50% in the mainstream class.— Headteacher

The Task Group received a number of reports regarding children in the County registered as receiving Elective Home Education (EHE), but who were not in fact being educated in any meaningful way. Members were extremely concerned about agreements made between the child, parents and the school for a pupil to be taken off roll and be educated at home. Schools could then remove low achieving children from their statistics for exams, and parents could avoid being prosecuted for attendance issues. Children educated at home did not need to follow the national curriculum and were often deprived of the opportunity to take exams. It could be difficult for the LA to establish where the choice for EHE was being used positively by parents, and where the system was being manipulated.

5.6 Supporting Exclusions (Recommendation 5)

It is frequently the young people most at risk who are excluded, and once excluded they are often left with little support and more time at their disposal to get into trouble. Schools need to fulfil their obligation to provide work for those students who have been excluded and to make sure it is completed, as at present this seemed far from apparent. There are schools across Devon which avoid engaging with the School Exclusions Team as they know that it will work to try to avoid that pupil's exclusion. There are other schools who will conversely do all that they can to liaise with the LA in order to avoid having to make any exclusions. More schools are seeking alternatives to exclusions, but individual policies depend wholly on the ethos, culture and philosophy of the school and particularly the headteacher.

Behaviour Management

5.7 Behaviour Management (Recommendation 6)

Although the nature of the evidence the Task Group received was in some cases anecdotal, school practice in terms of behaviour management and exclusions appears to vary markedly. Pupils within schools may have issues which make it more likely for them to exhibit behaviour which could lead to exclusion, such as SEN or EBD. Some children's behaviour does seem to be intractable and difficult to deal with when there is no support at all for discipline from the child and the parents.

Children know how to elicit responses from teachers and sometimes these can be emotional, which may increase the chance of an exclusion. Schools report that they are forced to make exclusions because of the effect an individual child's behaviour is having on the class as a collective. A child lacking in social boundaries can take up disproportionate teacher and Teaching Assistant time. Schools should however always approach the LA to explore all the possible options before excluding a child.

The Task Group received a number of representations to indicate that a tariff system approach to behaviour management may work initially but is not sustainable in the long term and does not seem to be an effective means of managing student behaviour. An exclusion can be something of a badge of honour among some groups of socially disaffected youngsters, with schools operating a tariff of punishment being particularly susceptible to youngsters working the system in order to get time off. Evidence indicates that detentions are most effective at lunchtimes, where children are sanctioned for poor behaviour by losing

<p><i>It is vital that schools put boundaries in place, to help students feel more secure and safe. — Teacher</i></p>
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their free time and the opportunity to socialise. Some schools find the development of an individual reward and sanction approach to reflect their student population an effective behaviour management tool.

There is an issue with parents exerting influence to try to get challenging pupils excluded from their children's school. This may in some circumstances be understandable as a consequence of the inclusion policy is that there will be children with SEN or EBD who present extremely challenging behaviour in class which may at times appear detrimental to mainstream pupils.

5.8 Headteachers (Recommendations 3 and 10)

The leadership of a school in its approach to dealing with behaviour management and exclusions is crucial. Headteachers have high levels of autonomy, and that directly affects a school's approach to behaviour management and inclusion. Headteachers have greatly differing ethos and approaches, which is evidenced in schools use of exclusions. However, the majority of headteachers understand that the life chances of a child excluded from school diminish massively and headteachers have the difficult task of balancing that with managing the reputation of their school and possible pressure from other parents and teachers unhappy with a certain child's behaviour.

The headteachers who are most effective in using behaviour strategies to avoid exclusions tend to employ a spectrum of initiatives to promote inclusion. Those who avoid making exclusions are able to be responsive to problems as they occur and are equipped with a set of tools to manage crises. There are schools with relatively modest funding which are doing a lot, the impetus being the expectation of headteachers. There is a need collectively to challenge headteachers who are less concerned about helping every child. CYPs officers are working with schools and headteachers to try to provide them with the confidence to act in a way that does not lead to them excluding a pupil.

Headteachers of rural schools could be encouraged to adopt creative models with the federating of resources in learning communities, sharing SENCOs and SEN budget, deploying Teaching Assistants and have School Support Workers as and where necessary etc.

5.9 Children with SEN (Recommendations 2, 3 and 4)

The reason behind much exclusion is where children with SEN's needs are not being met within the mainstream setting. Children are being excluded who should in fact have statements of SEN and the support that follows. It was estimated to the Task Group that in the region of 50% of pupils in PRUs should have been statemented at school, which might have addressed problems long before the pupil became at risk of exclusion. Some schools focus on getting rid of the behaviour without taking into account the factors causing the behaviour. Many children just about cope at primary level but at secondary level where expectations of work and social interaction are higher, these young people start presenting problems within school. Even schools that are inclusive find it difficult, particularly with an increasing number of children entering mainstream schools with complex needs.

Unofficial exclusion is illegal, yet the vast majority of parents are not aware of their rights and entitlements. At a secondary school in the County, one child for example had been on a part time curriculum for 2 years. — Officer

Children with ASD are probably the most challenging from a teaching point of view. At present, the County Autism Team has 1,100 pupils on file, and this number is growing. Primary schools are becoming more confident and competent at supporting pupils with ASD. Secondary schools' ability and willingness to adapt their behaviour policies to take into account the nature of autism is variable, and this is an important reason why some schools manage to maintain placements and others exclude high numbers of ASD pupils.

There are children with behavioural issues who have undiagnosed medical conditions such as APD, where a child cannot cope with a noisy classroom environment and has difficulty in processing heard information. There is often a need for a much quieter environment for learning than a classroom for some of these children with challenging behaviour. There are also significant numbers of children lacking the prerequisite development and skills to learn. Key Stage 3 and the Options stage are a difficult period for adolescents in general, particularly children with SEN, with more youngsters nationally excluded at Year 9 than in any other year group.

There are 12 boys to 1 girl with SEBD in special schools in the UK. Boys do not develop language and listening skills as well or as quickly as girls, which has a significant effect on many boys ability to integrate learning, thinking and development of emotional control and literacy. While additional resourcing has been targeted at particular schools for literacy development more focus needs to be made on understanding early child and gender development with particular regard to boys' development of language and active listening skills. This may lead to lower exclusion rates in boys because they would have a greater ability to learn and interact more positively.

5.10 Literacy (Recommendations 1 and 8)

Poor literacy is an important factor in the inability of some children to cope with the curriculum. Literacy levels often affect a child's propensity to misbehave and disrupt, children disguising their shortcomings with excessive bravado. If the root cause of the problem is not properly recognised and tackled, this type of behaviour can lead to exclusions. A return to phonics programs in schools could help to address the problem with literacy levels.

5.11 Advanced Teaching Skills (Recommendation 3)

Evidence indicates that there are problems in terms of teacher training, particularly in secondary schools. The Task Group received reports that newly qualified teachers do not seem to have a significant amount of behaviour training. It is important teachers have advanced training skills so that they understand the factors causing the presentation of challenging behaviour and have the techniques, as well as the confidence to control disruptive pupils. Some teachers are very good at helping to prevent situations in a classroom from escalating and others less so.

5.12 Pastoral Support Plans (Recommendation 3)

Pastoral Support Plans (PSPs) are a crucial aspect of pre-exclusion work. The PSP should identify precise and realistic behavioural targets for any child deemed

Headteachers need to have exclusions as a final sanction when all else has failed. I have used temporary and permanent exclusions and also 'managed moves'. All have been effective and promoted better conditions for the child – in their homes and educationally. – Headteacher

at being at risk of exclusion to work towards, detailing clearly what behaviour is expected from the child. All agencies involved sign up to the PSP, as do the parents and the child, with targets being assessed weekly and modified accordingly. The number of PSPs in a school is generally attributable to two main factors, the social demographics of the area and the school's willingness to engage in the kind of work a PSP necessitates.

5.13 Behaviour and Attendance Panels/Headteachers Reintegration Panel (Recommendation 10)

All secondary headteachers across Devon are signed up to Behaviour and Attendance Panels, with five regionally based groups that meet regularly on issues pertaining to behaviour and pupil attendance. Panels also include the headteacher of the local PRU, the Educational Psychologist for the PRU and the Exclusions and Reintegration Officer. The panels examine those children in the process of reintegration, managed moves and intervention strategies followed by a discussion of the best way to help each individual case. Task Group members who attended a meeting of the Exeter Reintegration Panel were very impressed with the commitment of all the Exeter schools and the PRU to this process.

Headteachers' Reintegration Panels are helpful in the local management of issues. Peer group pressure at Headteachers' Reintegration Panels also undermines insularity in favour of collective responsibility, reducing the number of young people excluded from school. Permanent exclusions are published ahead of every Panel meeting, so that headteachers can compare and contrast their results, which certainly helps to encourage good practice.

Inclusion

5.14 Inclusion (Recommendation 10)

For inclusion to be successful there needs to be more understanding of children who present challenging behaviour. Inclusion works if the support is right; otherwise children are being set up to fail. They cannot just be classified as naughty and punished by exclusion, although there also have to be limits of acceptable behaviour, for the welfare of the rest of the class.

Better schools have their own inclusion centres or Learning Support Units (LSU), where they can contain disaffected pupils by taking them for short periods or certain lessons when they are struggling. An LSU type provision is essential to help re-track those pupils with challenging behaviour. Schools operate a spectrum of initiatives, from intensive support, to short term extractions into a LSU or time-out facility as an alternative to an FTE. LSUs help to enable teachers' opportunity to focus on teaching rather than time consuming behaviour and general pastoral problems. Pupils can be internally excluded until they demonstrate a consistently positive pattern of work and behaviour. Evidence indicates that pastoral coordinators attached to year groups help in establishing links with children and their families, and that they aid inclusion. Pastoral workers who are non-teaching staff are then available at all times, allowing teachers to concentrate on their teaching and not a raft of other issues. Some of the most inclusive schools in the County have staff including Nurses, Education Welfare Officers, Primary Mental Health Workers, Transition and Inclusion Officers, SENCOs and Behavioural Workers.

An exclusion can be something of a badge of honour among some groups of socially disaffected youngsters. Schools who operate a tariff or a menu system of punishment are particularly susceptible to youngsters working the system in order to get time off. — Officer

5.15 Resources (Recommendation 1, 2, 3, 4 and 5)

There are wide discrepancies in the amounts schools spend on SEN and inclusion measures. Every school should, under detailed arrangements, be able to take a child out of a difficult situation and have a TA support that child until they are ready to return to the mainstream class. Some schools are however asked to do considerably more than others, while there are also issues about unevenness of provision and lack of resources in some parts of the County. There are undersubscribed schools forced to take many disaffected pupils, and the statistics for these schools can be misleading, as they may have a high number of pupils with profound behavioural problems, taking up a tremendous amount of resources and time. Schools that include a high number of children with SEN have to take resources from other parts of their budgets. There are always going to be issues for schools near the County borders or where there is selection, as in Torbay. Parental preference means a school is not legally able to refuse a child unless it is full and the Group saw evidence that in a few cases parents were “hopping” from school to school to avoid their child being permanently excluded.

It is vital that schools have properly resourced inclusion units, as it costs the LA considerably more to provide for young people excluded from school. Some schools have excellent provision and flexibility, being able to direct additional resources to pupils in crisis or at risk of exclusion while other schools demonstrate a lack of consistency and accountability in this respect. However, the LA cannot control how schools spend their SEN funding.

5.16 Transition to Secondary School (Recommendations 4 and 8)

The transition from primary to secondary school and the move away from a more nurturing environment to a larger school where pupils suddenly have a considerable number of teachers is difficult for some children, particularly those who could be deemed to be at risk of exclusion. Secondary schools do not have the flexible approach that primary schools have, nor do they have the benefit of a provision like a CAIRB.

It is vital that each pupil has a detailed transitions package and that schools take a collective approach to issues and problems, working closely with a child’s family. Some schools in the County are looking to restructure Year 7, with pupils being taught in a way much more akin to a primary school environment than a secondary school, to help smooth the transition to secondary education. The use of transitions coordinators working with feeder primary schools helps to identify those children who may have particular difficulty with their transition to secondary level.

5.17 Nurture Provision (Recommendation 8)

Some schools are setting up nurture provision in Year 7, which has been tried successfully in other parts of the country. Nurture groups are a way of providing smaller group opportunities where attachment difficulties can be assessed and deficits in skill levels addressed and resolved with the aim of phased and full reintegration into the pupil’s class without the need to attend a special school.

5.18 Curriculum

One of the main reasons why pupils misbehave is because they are not being adequately engaged in their school work and lessons. A significant issue in terms

<i>Often a school’s inability to cope with ASD/ADHD was the reason behind an exclusion. — Officer</i>
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of the 14-19 agenda is the way in which the curriculum has developed with the demise of a more practical timetable. The Task Group received considerable evidence indicating that young people do want to engage in education or vocational training, even the most disaffected, but a lack of relevance with the curriculum and problems in the family have held them back. In recognition of this, Government are looking to bring back a practical element into the curriculum, with new diplomas. It was reported that the Integrated Youth Support Service will help in having a well-matched curriculum tailored to individuals needs.

5.19 Social Skills (Recommendation 8)

Social skills training is essential, and should be a part of each young person's curriculum, in their individual education plan. There can be problems with ASD children not adapting their behaviour, and social skills training should be part of what schools do to help prevent these children being excluded. These youngsters have problems with social imagination and this should be addressed through social skills training so this type of problem can be pre-empted.

Alternative Provision

5.20 Alternative Provision (Recommendations 2 and 3)

Members expressed concern about whether the model of alternative provision in the County is effective, and whether it needs to be better mapped. There are a number of alternative provisions across the County for a child upon being excluded from a school and a PRU, but these seem to be arranged on a historic basis and a holistic overview of provision is lacking. There is no systematic distribution of information to headteachers on the various alternative means of supporting young people or the resources available for projects to keep children in school.

5.21 Special School Provision (Recommendations 2 and 3)

There is a need for special school provision in a number of parts of the County, with a particular lack of residential specialist provision. As a result, children have to travel excessive distances at a significant cost to the Council. Children with EBD are also being placed in special schools because of the lack of diversity of provision elsewhere in the system. Where special schools are not appropriate, children are sent to expensive provision outside the County. Although there are many positive initiatives in Devon, there appears to be a lack of coherence to the specialist education model.

5.22 Interim Provision (Recommendations 2 and 3)

There is a need for increased interim provision for pupils with behavioural problems. Pupils with identified difficulties could be offered provision within their school or Local Learning Community enabling timely multidisciplinary assessment to take place and appropriate family and pupil intervention, affording a better opportunity to succeed in school without the need for an exclusion. A cascade system of interim provision would be beneficial where children could move from the mainstream to such provision as and when they needed it.

<p>In terms of behaviour management, it seems evident that there are immense returns to be had from people on the ground going out and visiting children and parents in their homes. – Officer</p>

5.23 PRUs (Recommendations 2 and 3)

At present, referrals continue to be made to PRUs even though they are at capacity. Some pupils are subsequently at PRUs part-time, with children doing work experience, while others have their time made up with Link Education. As a consequence of PRUs being full, many units do not have the resources to do the valuable outreach they should be undertaking, working closely with teachers on intervention strategies. As a result of the lack of provision for EBD pupils, PRUs are being filled with the types of young people for whom they were not actually intended. PRUs need to operate a revolving door where a young person's stay is short and tailored specifically to deal with their problems. £3,000,000 has been allocated in the 2008/2009 Capital Programme to increase the capacity of PRUs in the County over the next 12 months. Some concerns were raised to the Task Group about the model for having larger PRUs and significant problems of attendance at PRUs.

5.24 Late School (Recommendations 3 and 9)

Teign School has a no exclusions policy and has had no permanent exclusions or FTEs this year. The school has adopted a Late School model in place of FTEs. Late School is staffed by 2 TAs, with work however set by teachers. Most students return successfully to the mainstream, or alternative programmes of support are established to help avoid further problems. One of the most positive aspects of Late School is the fact that it looks to work with professionals from CAMHS, Connexions and PRU outreach on issues that a particular young person might have. This provision is however only for 3 hours a day and not the statutory 5 hours. Members did express concern about these children not having 25 hours a week schooling and being marked in the register as being present all day, which was not technically correct. Officers advised that they were loathe to penalise a school actively trying to be inclusive.

5.25 Communication and Interaction Resource Bases (Recommendation 3)

Communication and Interaction Resource Bases (CAIRBs) are predominantly for children on the autistic spectrum but also for children with significant communication difficulties. The major focus of this work is to develop communication, understanding and appropriate social behaviour in order to maximise the chances of children participating in mainstream education. The flexible approach of CAIRBS means that a large proportion of children in the County who might have needed specialist education can be included in the mainstream. There are however only 4 primary CAIRBS in Devon, and no secondary CAIRBs.

5.26 Virtual School (Recommendation 2)

The LA is considering the setting up of a virtual school in order to provide education for those pupils who are not getting their statutory hours. A virtual school provision would also take some of the pressure off the PRUs. Members questioned whether a virtual school would in reality be used by many of the children it was intended for, as the domestic circumstances of a number of them did not lend themselves to any model of home working.

5.27 Supportive Return to School Programme (Recommendation 5)

The best place for children and young people to be is in school, and any other provision is also significantly more expensive. The Supportive Return to School

Pupils with SEN are over 9 times more likely to be permanently excluded from school than the rest of the school population — DCSF

(SRS) programme, with an annual budget of £45,000 works towards a plan of reintegration for any child not in school. In the last year, the scheme had an 85% success rate, supporting around 20 children into school. Link Education usually takes considerably longer to return children to the mainstream, and there are a number of young people in Link Education who would benefit from the SRS.

Intervention

5.28 Early Intervention (Recommendation 1)

The emphasis must be on improving things for children at the earliest possible stage. Resources need to be made available for invest to save initiatives, which will help to limit the need for more costly forms of intervention later in a young person's life. The cause of a child's difficulties are usually associated with poor early attachments and parenting leading to deficits in attainment, literacy and numeracy as well as social and interaction problems. There are many parents in the County with limited skills, who themselves were not brought up effectively who need to understand what is acceptable behaviour and their role in this. Parenting classes need to start at ante-natal stage, where parents see others interacting with children, modelling discipline and behaviour expectations. Poverty is an important factor with certain patterns of educational attainment and behaviour in children being depressingly predictable.

Early identification of a young person with challenging behaviours, educational and emotional needs when in primary education is vital. With the Integrated Youth Support service there will be counselling, advice and better links with Connexions and the LSC, which will also make it much easier to put together alternative curriculum pathways, which could be both temporary or more long term.

Collectively all agencies have a duty to meet a child's needs, yet sometimes it appears that children and families below the level 3 threshold are not being picked up and getting the early intervention they require. This is sometimes because schools lack a coherent approach, at other times it is about capacity and resources, while some schools simply do not want to get involved in trying to address the problems. Students are often then excluded and other agencies are left to try to resolve the issues that could perhaps have been sorted at a much earlier stage in school.

There is a need to work with young people to raise their self esteem to help them to improve their resilience and ability to cope in situations that cause anxiety and controlling behaviour. These young people seem to need something more radical than is currently being offered in the County. Evidence indicates that outward bound courses such that are truly robust and effective certainly help to restore self esteem.

5.29 Home Life (Recommendation 1)

Overall most children's behavioural problems are home based, parenting problems. A significant number of young people have not had guidelines set by their parents. Children with an unstable family background find it very hard to achieve. A holistic approach has to be taken, working with the entire family.

The escalation of days for FTEs is to the detriment of the child involved in their being kept longer out of school – Parent
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Families cannot be corrected, but they can be adjusted, while young people can be empowered with successful intervention so that they can move on with their life with or without their family. Devon Action is now selling family support for AXS Pathways in the south west of the County, which does focus on level 2 intervention, working often on parenting skills.

There are not many services in schools that seek to work with children in their own homes, schools often viewing a child's home life as being an entirely different problem from the one they are concerned with, yet it was reported to the Task Group that there are immense returns to be had from people on the ground going out and visiting children and parents in their homes. A study in the US found that for every pound spent working with children and their families in the home setting, seven pounds are saved in terms of later intervention. School staff working in pupils' homes do not necessarily need to be teachers, but people with an understanding of the school, and who can keep the teachers informed, such as TAs. Such school liaison work can help to break down barriers between the school and the community.

5.30 Managed Moves (Recommendation 3)

The use of managed moves is one method of intervention that is starting to work well. Previously it could be difficult to get a child moved into another school, but schools are working more collaboratively and appear to be taking a collective responsibility for these pupils. In the past managed moves, along with their success and failure, were not being properly recorded. Now all information on managed moves is collated, and this transparency greatly helps matters. There are however schools moving pupils that the LA does not know about, but these are not recognised as being managed moves. The Task Group received reports of schools suggesting to parents that if they move their child to another school they would get more help for them, which just shifts the problem. It is also an issue across the County that schools suggest to parents that a child might be as well to 'jump before they are pushed' and there are young people who did 'hop' from schools when they were at risk of being excluded.

5.31 Statemented Pupils (Recommendation 1, 2 and 3)

The Task Group expressed concern about the exclusion of statemented pupils and those on School Action and School Action Plus. These pupils are already identified as needing help and, and it is difficult for parents to go through the statementing and assessment processes and then for the school to fail to cope with a child by making an exclusion. Evidence indicates that there are too many children who have behaviour plans and exit strategies but still get excluded and have other sanctions imposed which can build up to an exclusion. For ASD children this can be especially confusing and lead to more aggressive and disruptive episodes. Greater consistency between assessed needs, described needs and recommended provision and delivery of the recommended provision would have an impact on exclusion rates.

Person Centred Reviews (PCRs) are being successfully used in special schools and a few mainstream sites for the reviews of children with statements. PCRs concentrate on the child both at school and at home, to provide a rounded look at all the issues that need to be addressed.

5.32 Out-of-County Placements (Recommendation 2)

Too many young people who have not had their needs met within the Devon end

When a child is excluded, it is a very stressful time for the whole family, not just the parents but the other children as well. — Parent
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up in expensive provision outside Devon. The Migration Project in Devon focuses on returning young people to Devon from out of county placements. The Task Group received evidence about a young person who was sent to an out of County provision at a cost of £220,000 a year. A foster carer in Mid Devon took on the young person with DA providing a full time programme of support around the child. At a cost of £11,000 per term this represented a significant saving to the LA, and the young person is actually happier to be back within the County. Twelve months on the young person is attending a mainstream secondary school and doing so well that DA are slowly withdrawing their specialist support as the child's needs are being met within the school.

5.33 Governor Responsibilities (Recommendation 7)

Governors have a high level of responsibility towards the pupils and their parents who are excluded or at risk of exclusion. As part of their challenge to the school they need to be satisfied that the school deals appropriately with pupils who are at risk of exclusion.

Multi-Agency Work

5.34 Multi-Agencies (Recommendation 1)

It is likely to be a combination of effects which lead to a pupil being at a prolonged risk of permanent or fixed term exclusion. The use of a multidisciplinary team approach cannot be over emphasised, as the problem may well be beyond a school's capability to deal with on its own. All the relevant professionals should meet regularly at schools to discuss cases and develop individual strategies. Social workers and the other relevant agencies need to be attached to pupils where appropriate. It is particularly important to have these multi-agency meetings as the AXS Pathways are introduced. Evidence indicates that some schools across the County are being proactive in setting up multi-agency meetings, while others are not engaging with AXS Pathways.

5.35 AXS Pathways (Recommendation 1)

An AXS Pathway is a framework to bring together a spectrum of children's services into a single system to support the early identification of additional needs and prevent needs escalating through providing a timely and preventative response, either through coordinating multi-agency services or identifying the need for specialist services. An officer is trained on the Common Assessment Framework (CAF) and undertakes the CAF on behalf of a school. The officer responsible will interview the child, family and all relevant agencies so that all the information is together on one form, and duplication of effort is minimised.

AXS Pathways appear to be working well in some parts of the County, and less so in others where integration is not as developed at point of delivery. Often where the pilot has been successful an AXS Coordinator has been accommodated on the school site, and this has resulted in there being a good multi-agency group around the school. The AXS Coordinator role is central to the Pathway model, as Educational Psychologists, SENCOs and teachers often do not have time to fulfil this specific coordinating role which can allow greater consistency in the functioning of AXS Pathways. Ilfracombe College for instance has a key worker for each year group.

5.36 Information Sharing and Integrated Working Practices (Recommendation 10)

Information sharing and integrated working practices across agencies are vital to

ASD children have a social disorder and cannot change behaviour unless they are educated to do so. — Officer

ensure that effectiveness and use of resources are maximised, particularly as CYPS and the Police do not have shared databases. The Police and CYPS advised that they will share any information to safeguard children ensuring existing legislation, protocols or a duty to disclose are followed, but reports indicate reluctance by some social workers to share information with teachers and schools. A system needs to be established whereby when a young person is excluded from school the Police are notified as a matter of course. Additionally the Police would then be better able to support the work of the EWO in respect of breaches.

5.37 Local Learning Communities and School Partnerships (Recommendation 10)

One way to reduce exclusions is to make schools more accountable for their actions, putting the emphasis on the collective responsibility of the Local Learning Communities (LLCs) responsible for keeping children in these areas. LLCs ought to look at the information available on a child to assess what has happened and then establish collectively how that might be managed most effectively. Some LLCs are doing this, while many are not yet. Evidence from National Strategies highlighted the benefit of school partnerships to improve behaviour and tackle persistent absence. Schools and PRUs in a geographical area need a shared vision which commits their staff and governors to work together to improve behaviour, tackle persistent absence and improve outcomes for pupils with challenging behaviour and attendance.

Relevant Agencies

5.38 Children and Young People's Services (Recommendation 1)

The Task Group expressed concern that social care thresholds for intervention is at level 3 which, coupled with an apparent shortage of social workers in the County, makes it difficult for schools to get specialist support for children. Social care prioritise children at level 3, concentrating on child protection, safeguarding and children in care. Many children and families at levels 1 and 2 need intervention but do not get the social worker involvement. There are also problems with social workers attending meetings in schools, as increasingly it appears that schools are left to do many of the "around a child meetings".

5.39 CAMHS

Evidence indicates that the level of support from the NHS is unreliable and that it can be difficult to engage with CAMHS. The Task Group was also told of reluctance by GPs to acknowledge and investigate mental health reasons behind poor behaviour. St Lukes has undertaken a successful pilot with CAMHS, where the school receives a half day CAMHS provision. St Lukes also buy in two extra days a week from a Primary Mental Health Worker, as part of the school's approach to looking at what the underlying problems of a child are.

5.40 Police (Recommendation 10)

Before any child is permanently excluded, headteachers should notify the Police through either the designated Youth Intervention Officer (YIO) or Neighbourhood Team. However, it appears at present that such liaison is rare, with no formal protocols, agreements or mechanisms in existence. YIOs can flag up issues and try to assess young people holistically; looking at why they commit crime and what the Police and other agencies can do to prevent it. Evidence indicated that it would be of benefit if a Police Officer could be regularly based within schools to provide guidance to young people.

When fixed term exclusions are used, one day of exclusion is enough for a punishment, not five days. – Parent

Police Community Support Officers (PCSOs) have been a consistent presence in the community and have been a major factor in the reduction in youth offending. PCSOs provide a useful link with the community, help to keep children out of trouble, and are significantly cheaper than Police Officers, with some schools part funding PCSOs.

5.41 Educational Psychology Service (Recommendation 1)

The Educational Psychology Service can take a child in crisis and draw in relevant agencies to support that child. Children can be worked with in the long term, or those with less severe needs can receive short term intervention and be re-entered back into the mainstream. Schools need continuing help, advice and support to enable them to identify and work with pupils at an early stage so that exclusions are avoided as far as possible.

5.42 Education Welfare Service

Every secondary school has an Education Welfare Officer (EWO) who covers it and its feeder primary schools. EWOs undertake case work with children and families, as well as working strategically with schools. The Education Welfare Service track children who have been excluded, working with Connexions and other agencies.

5.43 Connexions

Connexions works closely with the Education Other Than At School Service to support young people who are excluded from school. A detailed protocol is in place which sets out the joint responsibilities of Connexions and the LA. Connexions personal advisers work with young people who have been excluded from school and are educated through Link Education or PRU arrangements.

When a child has been excluded parents should be given a third party representation at meetings as it is an emotive time. – Parent

Local Government Act 1972 List of Background Papers	
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1.0 **Appendix 1 – Case Histories**

1.1 **Case History 1**

Barry was excluded several times from his village primary school while he was statemented. Eventually in October 2004 the school said they could not cope and wanted to do a managed move. Barry's parents decided to look for another school for their son. He started at his new school in their nursery in order to give him a chance to get his confidence back. He moved into a Year One class when he should have been in Year Two, but with the help of an excellent TA the school decided to move Barry into his normal year group the following September. In hindsight, this was not such a good move, as he was away from his TA, friends and had a new teacher, as a result Barry ended up being excluded again. The school then decided to put Barry in a nurture group which had worked successfully for badly behaved children but Barry is not a badly behaved child, he is a child with a medical condition.

Last March Barry was diagnosed with ADHD but this does not seem to have made any difference to how the school deal with him and he has had two exclusions this academic year. Exclusions for Barry do not do him any good whatsoever. He is still learning to control his frustration, and instead of being excluded he should be given space in the school day when he feels stressed. Barry's reading is still behind partly because he missed so many weeks in his early education from being excluded. During the time he was excluded some work was sent home, but it was only of a very basic level. Barry is doing much better at his school now, but sometimes it seems as though the school need external advice on managing ADHD children.

1.2 **Case History 2**

A parent of a 10 year old girl reported that their local primary school did not want to accept her daughter, so she had gone to a nearby primary school instead. At lunchtime every day the school phoned her up to collect her daughter as they claimed they could not cope. The school did not have the sufficient resources or expertise to handle the situation. Her daughter is now at Manor and she is doing extremely well. The CAIRB provides a huge amount of support, and allows her the opportunity to reach her academic potential. There are major concerns about where her daughter will go to secondary school, as the nearest one did not have any boundaries to its grounds and therefore the school could not guarantee her daughter's safety. A special school will provide a better level of support, and therefore her daughter is now going to go to Southbrook, even though this represented nearly a 3 hour round trip. The LAs policy is that journeys should not exceed 45 minutes each way, but this policy does not apply to children with statements of SEN who need a special school placement.

2.0 **Appendix 2 – Evidence Regarding Alternative Provision**

2.1 Chances

There are 3 Chances in the County in South Devon, Barnstaple and North Devon, financed jointly by CYPS and the local secondary schools. Chances provide educational support services, effectively operating an extension of each school's behavioural policy. Chances allow young people to address behavioural difficulties and to prepare them for reintegration into their schools. Pupils referred by schools to Chances can be supported with appropriate intervention in matter of days, which is important in avoiding permanent exclusions taking place. Depending on the nature of the problems, other agencies are contacted and brought in as necessary. There is a small, but growing number of young people presenting at Chances, who even with the appropriate level of intervention will not be able to survive in the mainstream and will inevitably be permanently excluded.

2.2 Devon Action (DA)

DA delivers statutory services across education and welfare for children from 5 years upwards who have been excluded from school or a PRU, or those on the verge of being excluded. There are 129 young people in the County that have to date been involved with DA this year. DA does intensive one-to-one work with the young people and this type of provision is expensive, but necessary at the point at which a young person has reached the end of the system. DA provides a programme that provides access to a variety of options that are flexible enough to suit each young person's needs, and help them where possible get back into school. DA breaks down a 20 hour a week provision of home education into a manageable programme with a mix of vocational work to help bring the subject matter to life and is more vocationally based than LINK Education. DA delivers accredited qualifications through the National Open College Network, working with providers, employers and sector bodies to develop flexible units to address exclusion, participation and achievement.

2.3 Frontiers

Frontiers is a social care provision catering for young people with mental health problems, ASD and for children who may have otherwise been excluded. Frontiers provides needs led, individual programmes to help resolve social and educational problems facing young people. It offers an upbeat, creative environment for children to explore and manage their issues, build relationships and express themselves. The service aims to divert young people from the care system, but also to maintain and support accommodation and foster care provision and help avoid the necessity for specialised and out-of-county arrangements. Frontiers is self-financing and charges an hourly rate for its services.

2.4 Voyager

Voyager provides full-time education for permanently excluded pupils, as well as intervention places for pupils at risk of exclusion. Voyager covers all the core subjects, but really focuses on encouraging the young people to make the right life choices. Voyager is an expensive and intensive provision.

2.5 Wolf and Water Arts Company

Wolf and Water work with children excluded from school on projects using drama, theatre, music, visual arts, film and video. One young man from Barnstaple was attending his PRU for one day a week at best, and yet in a short space of time he was attending the Street Music Project everyday. Young people are enthused to take part in these type of projects because it is doing something that they are

interested in and they get a sense of achievement which they may not often get in their lives. It is difficult to be able to quantify the success of projects Wolf and Water run in any measurable way. However from working with Exeter and Barnstaple YOTs, it is fair to say that such community art projects do help to reduce criminal activities.

3.0 Appendix 3 – Task Group Activities

- 3.1 The first meeting of the Task Group took place on **28 January 2008**. The aim of this initial scoping meeting was to determine the focus for the investigation. The Head of Strategy and Commissioning: Inclusive Education and the AEO Exclusions and Alternative Provision provided some background to the Council's position and approach to school exclusions in the County.
- 3.2 On **6 March 2008** the Task Group received evidence from Development Worker Parent Carers Voice, Devon Parent Partnership Officer, the Exclusion and Reintegration Officers, Principal Education Welfare Officer and the Interim Lead Officer: 14-19 and Youth Matters.
- 3.3 On **10 March 2008** the Task Group undertook a site visit to Manor Primary School, Ivybridge. The Task Group were joined on this visit by Ivybridge Councillor and CYPsOS Member Roger Croad. During the visit, interviews took place with the Headteacher, CAIRB Teacher, SENCO, Governor, Specialist Support Assistant (Autism), as well as a session with one of the pupils and 3 parents.
- 3.4 On **4 April 2008** the Task Group undertook a site visit to Knowles Hill School and Coombeshead College, Newton Abbot. The Task Group initially visited Knowles Hill and met with the Headteacher and the Assistant Headteacher, before later being joined by the Head of Student Support. The Task Group also met with 3 pupils who had been subject to behaviour management sanctions at the school. Members later visited Coombeshead College and met with the Vice-Principal.
- 3.5 On **14 April 2008** Members interviewed representatives from Chances and Wolf and Water Arts Company.
- 3.6 On **28 April 2008** the Task Group received evidence from the Headteacher, Tiverton High School, Vice Principal, Honiton College, County Chair, Parent Carers Voice, Team Manager (SEN & Inclusion), Schools Access Services Manager and the Headteacher, Teign School.
- 3.7 On **12 May 2008** Members undertook a site visit to St Lukes Science and Sports College, meeting with staff including the Principal, Deputy Principal, Behaviour Support Manager and the SENCO. The Task Group later visited Grenville PRU.
- 3.8 On **2 June 2008** the Task Group received evidence from the Strategic Lead School Improvement & Head of Devon Education Services, Principal Educational Psychologist, Headteacher, Fountain PRU and Strategic Project Manager (Achievement of Children In Care).
- 3.9 On **10 June 2008** Members received evidence from Principal, Queen Elizabeth's Crediton, Senior Advisory Teacher ASD, SW Regional Adviser Behaviour and Attendance, Primary and Secondary National Strategies and Misper Intervention Manager, Devon and Cornwall Constabulary.
- 3.10 On **19 June 2008** the Task Group received evidence from Headteacher and Deputy Headteacher, Ilfracombe Arts College, Educational Psychologist and Devon Youth Offending Services Manager.
- 3.11 On **23 June 2008** the Task Group received evidence from Family Services Manager, Youth Issues Manager, Devon and Cornwall Constabulary and Director of Learning and Schools.
- 3.12 On **28 July 2008** the Task Group met to consider its findings.

3.13 On **30 September 2009** the Task Group met the Director of CYPS to discuss the draft report.

4.0

Appendix 4- Witnesses / Representations to the Review

4.1

Witnesses to the Review (in the order that they appeared before the Task Group)

<u>Witness</u>	<u>Position</u>	<u>Organisation / District</u>
Ernie Lloyd	AEO Exclusions and Alternative Provision	Devon County Council
Nicky Ruane	Development Worker	Parent Carers Voice
Cath Butland	Devon Parent Partnership Officer	Devon Parent Partnership
David Archer	Exclusion and Reintegration Officer	Devon County Council
Sue Meacham	Exclusion and Reintegration Officer	Devon County Council
Beverley Dubash	Principal Education Welfare Officer	Devon County Council
Mike Young	Interim Lead Officer: 14–19 and Youth Matters	Devon County Council
Councillor Roger Croad	Ivybridge Councillor/ CYPsOS Member	Devon County Council
Ian Hemelik	Headteacher	Manor Primary School, Ivybridge
Lynda Russell	CAIRB	Manor Primary School, Ivybridge
Tania Sargent	SENCO	Manor Primary School, Ivybridge
Sandra Souness	County Autism Team	Devon County Council
1 pupil		Manor Primary School, Ivybridge
Parent		Tavistock
Parent		Thurlestone
Parent		Exeter
Emma Gibson	Governor	Manor Primary School, Ivybridge
Councillor Christine Channon	CYPs Overview/Scrutiny, Chair	Devon County Council
Gareth Davies	Headteacher	Knowles Hill School
Lesley Ring	Assistant Headteacher	Knowles Hill School
Carol Beech	Head of Student Support	Knowles Hill School
3 pupils		Knowles Hill School
Glenn Smith	Vice Principal	Coombeshead College
Mike Stevens	Senior Youth and Community Worker	Chances
Dave Shott	Senior Teacher	Chances
Peter Smith	Administrative Director	Wolf and Water Arts Company
Julie Walker		Wolf and Water Arts Company
Andrew Lovett	Headteacher	Tiverton High School
Jeannette Kemlo	County Chair	Parent Carers Voice
Tracey Amos	Vice Principal	Honiton College
Marion Argent	Team Manager (SEN & Inclusion),	CYPs
Lisa Boon	Schools Access Services Manager	CYPs

Vyv Game	Headteacher	Teign School
Terry Hammond	Principal	St Lukes Science and Sports College
Julie Phelan	Deputy Principal	St Lukes Science and Sports College
Pete Harrison	Behaviour Support Manager	St Lukes Science and Sports College
Krissy Millington	SENCO	St Lukes Science and Sports College
Mel Thompson	Headteacher	Grenville PRU
Roger Fetherston	Strategic Lead School Improvement & Head of Devon Education Services	CYPS
Bea Blair Smith	Principal Educational Psychologist	CYPS
Nigel Way	Headteacher	Fountain PRU
Deborah Booth	Strategic Project Manager (Achievement of Children In Care)	CYPS
Richard Newton – Chance	Chair of DASH/Principal	Queen Elizabeth's, Crediton
Kathy Morris-Coole	Senior Advisory Teacher for ASD	CYPS
Carolyn Waterstone	SW Cross Phase Regional Adviser Behaviour and Attendance, Primary and Secondary	National Strategies
Guy Cochran	Misper Intervention Manager, Devon Missing Unit	Devon and Cornwall Constabulary
Brian Sarahan	Headteacher	Ilfracombe Arts College
Sharon Barnes	Deputy Headteacher	Ilfracombe Arts College
Jon Maxwell-Batten	Educational Psychologist	CYPS
Martin Spragg	Devon Youth Offending Services Manager	
Leon May	Family Services Manager	CYPS
Gerry Williams	Youth Issues Manager	Devon and Cornwall Constabulary
Judith Johnson	Director of Learning and Schools	CYPS
Anne Whiteley	Director	CYPS

4.2

Written and Telephone Representations (in the order that they were received)

<u>Witness</u>	<u>Position</u>	<u>Organisation / District</u>
Colette Palmer	Grade 2 Learning Support Assistant	Knowles Hill School, Newton Abbot
Richard Sampson	Headteacher	Chulmleigh Primary School
Angela Browning	MP	MP for Tiverton and Honiton
Kim Baker	Headteacher	St Helen's Primary School, Abbotsham
Patrick Bromley	Vice Chair of Governors	King Edward VI College,

		Totnes
Parent		
Keith Ronson	Head of Year	King Edward VI College, Totnes
Anne Whiteley	Director	CYPS
John Davey	Director of Service Delivery, Devon & Torbay	Connexions Cornwall and Devon
PC Martyn Rees	Youth Intervention Officer, Exeter	Devon and Cornwall Constabulary
PC David Woodland	Force Youth Issues Training and Development Officer	Devon and Cornwall Constabulary
Inspector Jacqueline Hawley	Youth Issues Manager	Devon and Cornwall Constabulary

Appendix 5 - Glossary

Annual Review

The review of a statement of special educational needs which an LEA must make within 12 months of making the statement or, as the case may be, of the previous review.

Auditory Processing Disorder (APD)

APD is an umbrella term for communication disorders.

Autistic Spectrum Disorder (ASD)

ASD is a relatively new term which recognises that there are a number of sub-groups within the spectrum of autism. Pupils with ASD cover the full range of ability and the severity of their impairment varies widely. Some pupils also have learning disabilities or other difficulties, making diagnosis difficult. Many are delayed in learning to speak and some never develop meaningful speech.

Communication and Autism Interaction Resource Bases (CAIRBs)

Some mainstream primary schools include CAIRBs staffed by specialist teachers and support assistants who help facilitate inclusion into the mainstream for children with more significant problems.

Inclusion

In education, "inclusion" has become the term used to describe the right of parents and children to access mainstream education alongside their peers, where parents want it and children's needs can be met.

Learning Support Assistant

Learning Support Assistants (LSAs) support teachers in schools. Duties can vary depending on the age of the children, but the main nature of an LSA's work is to support children with SEN.

Mainstream school

An ordinary school, which is for all children, not just those with SEN. This will normally be a state school.

Parent

Parent in relation to a child or young person includes any person who is not a natural parent of the child but who has parental responsibility for him or her, as their carer.

School Action

School Action could be further assessment, additional or different teaching materials or a different way of teaching and it might sometimes, but not always, be additional adult support. Teachers use Individual Education Plans to record the different or additional provision to be made for the child, teaching strategies, short-term targets for the pupil, success criteria, and what they have achieved.

School Action Plus

School Action Plus is where School Action has not helped the child to make adequate progress, and the school asks for outside advice from the LEA's support services, or from health or social work professionals.

Special Educational Needs

Some pupils need additional help at school because they have learning difficulties or disabilities which significantly affect their access to the curriculum. They are described as having special educational needs.

SEN Coordinator

The SEN Coordinator (SENCO) is a member of staff of a school who has responsibility for coordinating SEN provision within that school.

Special School

A school which is specially organised to make special educational provision for pupils with special educational needs.

Statutory Assessment

A detailed examination of a child's SEN. It may lead to a statement.

6.0 Appendix 6 - Bibliography

Back on Track: A strategy for modernising alternative provision for young people (DCSF, 2008)

Devon Children and Young People's Plan 2006 – 2009 (DCC, 2006)

Every Child Matters: Change for Children (DCSF, 2004)

Every Special Child Matters: Special Educational Needs Task Group Final Report (DCC, 2007)

Strategy for the Inclusion of Pupils with Emotional, Behavioural and Social Difficulties (DCC, 2003)

Strategy and Provision for Pupils with Needs on the Autistic Spectrum (DCC, 2003)

Pupils Excluded from Schools: Information for Parents and Carers (Devon County Council, 2003)

Toward Zero Exclusion: An action plan for schools and policymakers (Institute for Public Policy Research, 2005)

Worcestershire County Council

Norfolk County Council

Hampshire County Council

Middlesbrough Council

Wakefield Metropolitan District Council