

SECONDARY SCHOOL
EXCLUSIONS AND THE PUPIL
REFERRAL SERVICE

SCRUTINY

TASK GROUP

—

FINAL REPORT

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Executive Summary.

It has been apparent for a number of years that the permanent exclusion rate in Richmond is out of line with its neighbouring boroughs and it has now reached the point where it is the highest in the country for secondary school exclusions. The rate of permanent exclusions from Richmond secondary schools is twenty six times higher than that of the neighbouring borough of Kingston upon Thames. The cost of this to Richmond is high, but as yet has not been quantified. Excluded pupils on average are only attending for part of the time on offer, and if they followed the national pattern, some may take part in anti social behaviour and criminal activities when they are not attending their assigned unit. Society therefore has to pick up the additional costs resulting from our high exclusion rates. Many of these pupils do not access the statutory 20 hours per week of education, and if some way was found to make them attend, the borough would need to budget for this increase in costs.

In response to this situation the Education and Culture Overview & Scrutiny Committee recommended that a task group be set up to investigate the exclusions of pupils from Richmond Borough Schools and to determine what examples of good practise from our neighbouring boroughs could be usefully applied in Richmond schools. The LEA had already set up a Pupil Referral Unit (PRU) in September 02, and is now in the process of implementing some of the successful strategies employed in the Borough of Kingston. There are encouraging indications that these policy changes may be bearing fruit; so far in this academic year the numbers of permanently excluded pupils has decreased, as has the numbers of excluded SEN pupils compared to last year. Our recent exclusion rates may have been exacerbated by the fact that in the last three years half our secondary schools have had newly appointed head teachers, and for two of these schools new appointments have been required.

Exclusion should not be considered in isolation. It is meant to be a deterrent, designed to encourage good behaviour by pupils. A comprehensive study would need to consider all contributory factors: overall classroom behaviour, the long term effects of exclusion on the excluded child, the training and skill levels of teachers and senior school management, the effects on teachers and other pupils of continued disruptive behaviour; the facilities and funding of support centres and pupil referral centres, and finally, the policies of the LEA itself. The task group appointed by the borough, which consists of only two people and with a target deadline of six to nine months, has little prospect of covering all these topics comprehensively. Instead the task group has had to make extensive use of national reports and studies, in addition to the extensive visits to local schools and analysis of the borough's own statistics and policies, in compiling this report.

The task group came across much good practice in our schools. However, it is apparent that other agencies, such as Social Services, need to work far more closely with our schools. This is actively prevented by factors such as difficulties in IT systems, and restrictive internal procedures, and it is clear that many barriers remain which prevent full co-operation between all the agencies involved.

This report reviews many of the published reports on exclusions, and examines why the reduction in the numbers of pupils receiving permanent and fixed term exclusions is a worthwhile objective. It notes the funding allocated to improving behaviour in borough schools and the Council's associated policies to improve behaviour and reduce exclusions. Although additional funding had now been given to all schools, the report concluded that this was insufficient for schools to fully fund a Learning Support Centre without having to make up the short fall from their general budget.

The report then examined how SEN children are dealt with in the exclusion process. It found that, unlike Kingston, which does not exclude SEN pupils, similar Richmond pupils were three times more likely to be excluded last year than other pupils. In the year 2002/03, some SEN children in Richmond had also been excluded from a special behaviour unit. We exclude more younger children from our secondary schools than most other local authorities. A year 8 pupil is four times more likely to be excluded from a Richmond secondary school than a similar child in the average English secondary school.

The report looks in detail at the differences between schools in Richmond and Kingston. It and notes that a significant difference between the two school populations is that Richmond has a much larger number of children receiving free school meals.

The report sets out a number of recommendations. These recommendations should assist our schools in taking full ownership and responsibility for the problems identified, and provide a "one stop" solution for their pupils. The objective is to create a support framework in which the number of exclusion cases is reduced while strategies designed to tackle disaffected youth and their subsequent drift into anti social behaviour are put in place. Although the LEA is responsible for drawing together education strategies and delivering improvements, it cannot do this without the support of teachers, governors, parents and other agencies. The main recommendations, which call for a collaborative approach from all the groups mentioned, are as follows:-

- Every school should set up a Learning Support Centre.
- Alternative Education Provision, based around a group of schools, should be considered as an alternative to fixed term exclusions and placements to a PRU.
- A combined education and social services group should be set up without delay, to cover the Youth service, the Connexions service, the Social Inclusion and Education Welfare Office (EWO), and the associated areas from the Social Services department. This would provide an integrated department, which could focus on a multi-team approach to problems and have a unified management structure, with one assistant director responsible for the whole area.

1. Introduction

- 1.1 On the 15th of October 2003 the Education and Culture Overview & Scrutiny Committee recommended that a task group be set up to investigate the exclusions of pupils from our Borough Schools and examine the work of the Pupil Referral Service (PRS), which manages the Borough's two Pupil Referral Units (PRUs). The Committee asked Councillor Eady and Dr Gillian Venn to carry out this review.
- 1.2 The background to the recommendation was that the number of permanent exclusions from the Borough's schools had been rising steadily for a number of years despite targets having been set to reduce these numbers.

	The number of permanently excluded (% of school population)				
	1998/99	1999/00	2000/01	2001/02	2002/03
Richmond upon Thames	0.1	0.13	0.15	0.16	0.26

The most recent data for the borough's permanent and fixed term exclusion rates show that the number of permanent exclusions has decreased this year and there has been a corresponding rise in fixed term exclusions – see Tables 1 and 2 (pages 11 and 12). Even though a considerable effort has been put in to trying alternative strategies, the 03/04 permanently exclude rate will be above that for 01/02.

- 1.3 An analysis of the exclusion data presented in Tables 1 and 2 (pages 11 & 12) shows that there is not a racial factor present. The proportion of white pupils excluded from our schools is approximately in line with the proportions within the schools, taking into account the numbers being analysed are relatively small.
- 1.4 The typical pupil excluded from our schools is male, white and aged between 12 to 14 years old
- 1.5 Last year Richmond LEA was ranking 3rd in the country in terms of the most excluded children as a percentage of their school population. Richmond topped the table when only secondary schools were considered. The table below shows the top 5 LEAs on the DfES list. (Kingston is bottom of the list.)

NUMBER OF PERMANENT EXCLUSIONS BY TYPE OF SCHOOL 2002/2003 (Provisional)

	Primary			Secondary			Special			Total		
	Number of permanent exclusions	Percentage of the school population	Rank	Number of permanent exclusions	Percentage of the school population	Rank	Number of permanent exclusions	Percentage of the school population	Rank	Number of permanent exclusions	Percentage of the school population	Rank
ENGLAND	1300	0.03	Rank	7690	0.23	Rank	300	0.32	Rank	9290	0.12	Rank
Derby	10	0.04	46	90	0.59	3	*	*	*	100	0.27	1
Croydon	20	0.07	12	100	0.54	4	10	0.88	4	120	0.25	2
Richmond upon Thames	*	*	*	50	0.64	1	0	0	16	50	0.25	3
Hartlepool	10	0.07	7	30	0.49	5	0	0	16	40	0.25	4
Harrow	10	0.06	14	60	0.62	2	0	0	16	70	0.24	5

1.6 Over the same time period the numbers of pupils permanently excluded from Schools in Kingston decreased drastically.

	The number of permanently excluded (% of school population)				
	1998/99	1999/00	2000/01	2001/02	2002/03
Kingston upon Thames	0.12	0.08	0.04	0.01	0.02

Note, during the period 98 to 03 the LBRUT had a 160% increase in permanent exclusions, while RBKUT had a 83% decrease.

1.7 The two boroughs have very similar secondary school populations, with about 7,400 pupils under the age of 16. The table below shows the number of Fixed Term exclusions from secondary schools between 2000 and 2003.

	2000/01	2001/02	2002/03
Richmond upon Thames	483	612	828
Kingston upon Thames	659	414	543

Although Kingston has a smaller number of Fixed Term Exclusions (FTE) than Richmond, the difference is not of the same magnitude as those for Permanent Exclusions (PE). Over the three year period, Richmond's FTE rate increased by 71%, while Kingston's FTE rate decreased by 18%.

(Note, Table two (page 12) contains the Richmond 03/04 end of year data, and our FTEs have risen to 966)

1.8 Until 2002, it was the government policy that exclusions rates from our schools should be reduced. The Borough, in line with this policy, set targets to reduce fixed and permanent exclusions in its Education Development Plan (EDP). Following the government's decision to remove targets, the EDP for 2003/04 was amended accordingly, but it remained the aim of Cabinet member and the O & S committee that the exclusion rates be reduced. This year's (04/05) EDP reintroduces targets and the importance of reducing our fixed and permanent exclusion rates.

1.9 From September 2002 LEAs were obliged to provide permanently excluded pupils with 25 hours of full time education (Subsequently reduced to 20 hours). This meant that resolving behaviour problems by making use of the PRS would require a considerable increase in funding in order to pay for the extra teaching time.

2. Background to the report

Exclusion from school is just one of many sanctions which schools use to encourage good behaviour by its pupils. It is meant to be a deterrent, and when implemented seeks to influence, and change the behaviour of the pupil. Exclusion can therefore not be considered in isolation. A detailed study of exclusion should consider overall classroom behaviour, the long-term effects of exclusion on a child, the training and skill levels of

Permanent Exclusions from Richmond Schools

Secondary school	% of white pupils in the school	Previous years permanent exclusion data			Permanent Exclusions to date* 26 Jul 04	Characteristics of 2003/04 permanent exclusions							
		2000/01	2001/02	2002/03		Gender		Ethnicity		% of white pupils excluded	SEN pupils with statements	In-Borough	Out-Borough
						Girls	Boys	White	Minority Ethnic				
Christ's	41	1	2	6	2		2	1	1	50			2
Grey Court	79	1	1	7	3		3	3	0	100		3	
HCC	87	8	3	6	2		2	2	0	100	1		2
Orleans Park	78	7	4	6	3		3	3	0	100		2	1
Shene	63	5	5	9	9	1	8	5	4	56		2	7
Teddington	82	5	4	3	8	2	6	6	2	75		4	4
Waldegrave	71	2	2	1				0	0				
Whitton	87	1	4	7	3		3	3	0	100	1	1	2
Total secondary	77	30	25	45	30	3	27	23	7	77	2	12	18
% of total secondary exclusions						10%	90%	77%	23%		7%	40%	60%
Comparative % for secondary sector (Jan 2004)						50%	50%	80%	20%		3.5%	61%	39%
Total primary		1	3	2	2		2	2	0		2	1	1
Total special		0	3	2				0	0				
Total PRS				0				0	0				
Total all sectors		31	31	49	32	3	29	25	7		4	13	19
Targets		36	32	28									

* Including exclusions being processed which could subsequently be reinstated.

Note: Care needs to be taken when interpreting statistics on permanent exclusions because of the small number of pupils.

Fixed Term Exclusions from Richmond Schools

	% of white pupils in the school	Previous years fixed term exclusion data			Fixed Exclusions to date 26 Jul 04	Characteristics of 2003/04 fixed exclusions							
		2000/01	2001/02	2002/03		Gender		Ethnicity		% of white pupils excluded	SEN pupils with statements	In-Borough	Out-Borough
						Girls	Boys	White	Minority Ethnic				
Christ's	41	15	50	115	137	58	79	48	89	35	3	23	114
Grey Court	79	54	91	125	218	74	144	186	32	85	17	162	56
HCC	87	62	112	119	145	31	114	128	17	88	21	71	74
Orleans Park	78	85	86	106	103	28	75	94	9	91	2	67	36
Shene	63	43	45	89	130	28	102	80	50	62	3	26	104
Teddington	82	86	105	88	96	22	74	77	19	80	14	52	44
Waldegrave	71	53	20	21	33	33		21	12	64		24	9
Whitton	87	85	103	165	104	23	81	96	8	92	8	41	63
Total secondary	77	483	612	828	966	297	669	730	236	76	68	466	500
% of total secondary exclusions						31%	69%	76%	24%		7%	48%	52%
Comparative % for secondary sector (Jan 2004)						50%	50%	80%	20%		3.5%	61%	39%
Total primary		34	44	45	44	5	39	42	2		14	31	13
Total special		9	23	24	16	5	11	11	5		16	11	5
Total PRS				24				0	0				
Total all Sectors		526	679	921	1,026	307	719	783	243		98	508	518

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Table Two

teachers and senior school management, the effects on teachers and other pupils of continued disruptive behaviour, the facilities and funding of support centres and pupil referral centres, the policies of the LEA and a detailed study of the Children and Families division of our Social Services department and how it interfaces with the schools.

Clearly a study as detailed as that outlined above was beyond the scope of a two-person task group, especially with a limited time in which to report. The behaviour policies of schools are the responsibility of school governors, and these vary, reflecting the complex relationship between the school and the main players such as the governors, the local LEA and the members of the Council.

2.1 Survey of national studies

The task group looked at the many national reports that have been produced in recent years on the subject of exclusion from schools. Full details are listed in Appendix 4.

The introduction to the recently published DfES paper on "Working Together on Exclusions" (see Appendix 4) contains the following sentences, which highlight why we should be concerned about high exclusion rates and bad behaviour in our schools:-

- It is in everyone's interests to prevent a downward spiral of poor behaviour.
- Pupils who behave badly and attend school infrequently do not just damage their own education and life-chances. They disrupt the life of the school and make it harder for teachers to teach and for other pupils to learn.
- Parents, pupils and teachers see bad behaviour as an important issue.
- Teachers have reported that bad behaviour is one of the main reasons for them leaving the profession

The report contains a detailed analysis of overall policies for managing and funding the exclusion process, methods of prevention, the need for collective ownership of the problem, for schools to work together and details of good practice.

Another very detailed report was produced by Ofsted in Feb 2001 on "Improving Attendance and Behaviour in Secondary Schools" (see Appendix 4). This looked at a range of urban secondary schools across the country and looked not only at behaviour and exclusions, but also teaching, the curriculum, and support for pupils. The task group considered the findings from this study to be very relevant to solving our very high exclusion rates, and have been included them in Appendix 3.

The report also highlighted data taken from Ofsted inspection reports. Two findings were considered were of particular interest by the task group:-

- As much as 10% of all permanent exclusions are attributable to just 100 secondary schools. In contrast, 41 % of all secondary schools recorded no exclusions at all in the last reporting year (99/00).
- **The relationship between socio-economic context and exclusions shows no clear pattern.** The table below lists three sets of 10 schools, with each set taken at a different free school meals band (FSM), listing the number of exclusion incidents for each school.

0% FSM	Incidents of exclusion		21% FSM	Incidents of exclusion		69%-86%FSM	Incidents of exclusion
0	0		21.16	22		69.10	8
0	4		21.18	15		69.80	56
0	5		21.30	3		76.00	91
0	10		21.32	112		76.92	0
0	15		21.35	13		77.50	136
0	15		21.37	56		78.72	3
0	22		21.39	4		81.94	21
0	32		21.45	9		84.20	43
0	74		21.52	19		85.85	77
0	114		21.53	63		86.60	0

2.2 Reasons for reducing the numbers of Permanent exclusions

2.2.1 Exclusion can very severely affect the life chances of excluded pupils

A recent study from Birmingham University (DfES Research Report No. 405 2003) investigated the impact of pre- and post-exclusion processes, provision and outcomes on the life-chances of a group of young people during the two years following their exclusion.

The key findings were:-

- Of the 141 young people who could be tracked for the full two-year period, approximately **50% were not engaged in education, training or employment two years after** their permanent exclusion. The following factors were important in achieving 'engagement'
 - That the young people had **belief in their own abilities**;
 - **That they received ongoing support** from a link-worker or other skilled local authority staff after the permanent exclusion;
 - **That they had supportive family members or friends who helped to 'network'** the young people into their communities.
- When the excluded **young people consistently refused to engage** with or proved themselves unable to avail themselves of the services offered, the post-exclusion **outcomes were disappointing**.
- No one type of provision was associated with achieving more successful outcomes. **Various post-exclusion pathways were followed** resulting both in successful outcomes and disengagement or refusal to take advantage of available services.
- The **provision** offered to the young people after exclusion tended to be **determined by the vacancies available** in local facilities rather than a careful matching of a young person's needs to appropriate provision. There was wide variation in the quantity of each kind of provision across the LEAs sampled.
- **Re-integration into mainstream schools often failed**. However, when well supported by the LEA reintegration was **possible in highly inclusive schools**, or when the young person was determined to make a success of the new mainstream school placement.

2.2.2 Children will engage in crime

The Birmingham University study (see above) also looked at the patterns of offending by the group of excluded young people.

- Those who had offended prior to exclusion usually continued to offend post-exclusion, and those who had no history of offending began to offend after they had been excluded. **About half of the sample were believed to be post-exclusion offenders** (this data was based on accounts from staff, young people, and parents - not police records).

A similar study was carried out for the Home office in 2001 and reported in RDS occasional paper No. 71. The study aimed to establish whether, and to what extent, permanent exclusion from school had an independent effect upon the offending careers of 343 young people in 6 English local authorities. The study analysed school and offending data held on official records as well as information from a number of voluntary sector 'exclusion' projects. **This information showed that offending levels almost doubled after a young person is excluded from school.**

This phenomena has been well documented in a number of national reports, as demonstrated below:-

- **“Those who have been excluded from school achieve less well, and are much more likely to engage in criminal behaviour than other pupils.** Formal exclusion is therefore an important event for a pupil — especially permanent exclusion, which requires a change of institution. – *DfES discussion paper Working Together on Exclusion (2003)*.
- **A Metropolitan Police study found that some 40 % of robberies, 25 % of burglaries, 20 % of thefts and 20 % of criminal damage offences were committed by 10 to 16 year olds at times when they should be at school.** - *The Job, Volume 36, Issue 908, July 2003*
- According to the Audit Commission, nearly **half of all school age offenders have been excluded from school**; and a quarter truanted significantly. - *Audit Commission, 'Misspent Youth', 1996*
- **In 1995-96, the Metropolitan Police arrested 748 excluded children, some of whom had committed between 20 and 40 offences before arrest.** -*Metropolitan Police, Performance Information Bureau*
- **There is evidence that sentencing of those who have truanted or been excluded is severe:** one study showed that pupils who have a poor attendance record were much more at risk of a custodial sentence than those with more positive reports. - *Parker, 'Unmasking the Magistrates: the 'custody or not' decision in sentencing young offenders', 1989*

2.3 Reasons for reducing the numbers of “Fixed Term” exclusions

In this academic year, up to the end of May Richmond secondary schools had issued 3,410 days of fixed term exclusions on a school population of 7,609. This is equivalent to nearly half a day per pupil. By the end of the academic year, the total number of FTE was 966. Richmond schools have therefore recorded some of the

highest fixed term exclusion rates in the country. Except for Waldegrave School, the FTE rates vary between 96 to 218, which puts most of Richmond schools above the schools listed in the Ofsted table in section 2.1

The main benefit in reducing the numbers of FTEs is that improved school attendance will help pupils make the most of their educational opportunities, and thereby improve overall school performance. Pupils receiving FTE are often those who already have a poor attendance record and an FTE will only worsen an already poor educational performance. As with permanent exclusion, children who do not attend school are more likely to be involved with crime and other anti social behaviour activities.

2.4 The Role of the LEA

In the Audit Commission's 1999 briefing "Missing Out" – an analysis of management by LEA's school attendance and exclusion, a number of recommendations were listed to enable LEAs to improve outcomes for excluded pupils by managing the exclusions process more effectively. The aim was to minimise the time these pupils had out of education, by ensuring that all pupils out of school received a suitable alternative education. The recommendations are listed below. Richmond has already implemented many of these – see section 12.1.

- LEAs should make better use of data to identify local problems - the schools with poor attendance levels, the pupils most at risk of exclusion from school - and use this data to plan effective interventions
- LEAs should support schools by providing a strategic framework and placing greater emphasis on helping schools to develop their capacities to manage attendance and behaviour
- LEAs should improve the way they work with other agencies and LEAs to ensure that children with multiple problems are helped effectively
- LEAs should improve the effectiveness of their education welfare service by ensuring a clear focus on improving school attendance and by reviewing working arrangements with schools

2.5 The effects on children with SEN

The task group were concerned to discover how SEN children were represented in the population of exclude children. The Audit Commission report in 2002 produced a report on "SEN: a mainstream issue" (see Appendix 4 for details). The report states:- "Disproportionately high levels of non-attendance and exclusion among children with SEN suggest that some are having a poor time. Action is needed at both a local and a national level to ensure that schools and early years settings have the necessary skills and resources to make inclusion work for today's young people, with their many and varied needs."

Data from other reports back this statement:-

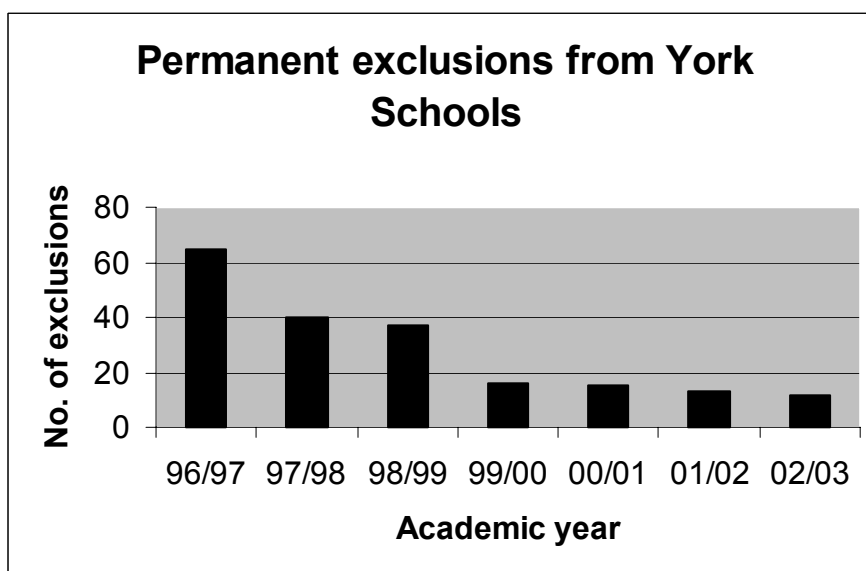
- English data show that children with statements are three times more likely to be permanently excluded from school than other children. Although high, this represents a considerable improvement on previous years – in 1996/97, pupils with statements were eight times more likely to be excluded and in 1999/2000, seven times more likely. However, it is not known how far the improvement arises from recent changes in data collection methods. - *DfES, 2001. The rate of exclusion for pupils with statements was 0.3 per cent compared to 0.1 per cent for pupils without statements*

- The latest data from Wales indicate that children with statements remain eight times more likely to be permanently excluded than their peers. - *WAG, 2001. The rate of exclusion for pupils with statements was 0.6 per cent compared to 0.07 per cent for pupils without statements.*
- National statistics in England and Wales also demonstrate a consistently higher rate of permanent exclusions among pupils in special schools and a strong gender bias; boys account for almost nine-tenths of all permanent exclusions.- *Audit Commission survey of LEAs .In 2000/01, boys represented 83 per cent of permanent exclusions in England and 87 per cent in Wales.*

2.6 Performance of other LEAs

Part of the task group's brief was to examine how other LEAs had tackled the problem of exclusion.

- Kingston has managed to reduce its permanent exclusion rate and now has one of the lowest in the country.
- The City of York embarked on a similar drive to reduce exclusions, and their number of permanent exclusions has dropped dramatically from 65 to 12; this is shown in the graph below. (The Education Network Sept 2003).



- Surrey have recently introduced a novel approach to reducing exclusions¹. (They exclude 0.11% of the school population compared to Richmond's 0.25%). The county's 53 secondary school head teachers have signed up to a "points" system for dealing with excluded pupils.

Each school is awarded 1,000 "points". A School would lose some points if it has a high number of pupils with special needs or qualifying for free school meals. They schools are then ranked in a league table, with the highest scoring at the top of the table. Schools have points added if they exclude children and lose points if they accept excluded children. Those at the top of the league are first to take in excluded pupils, irrespective of how over-subscribed they are. In this way, the worst-behaved are not simply dumped on the under-subscribed schools, which may have the most problems to deal with in the first place.

The press statement from Surrey includes the following quotation from

David Watkinson, one of the County Council's reintegration advisory teachers: "The system here is working very well. It's down to the selflessness of the heads involved and is a great tribute to them. The system used to be much more ad hoc, but now schools know where they stand."

1. *Story from BBC NEWS:*

<http://news.bbc.co.uk/go/pr/fr/-/1/hi/education/3754343.stm>

Published: 2004/05/27 16:19:45 GMT

Note:- The task group is not recommending the approach adopted by Surrey, but has included it as an example of the differing approaches being employed nationwide.

- **The success of these other boroughs and the cost to Richmond of not succeeding, demonstrated to the task group the importance of developing and implementing a successful borough policy that reduces the levels of exclusions from schools.**

2.7 Social Workers in Schools

In the mid 1990s the Home office funded a three-year project with the title "Meeting Need and Challenging Crime in Partnership with Schools"¹. The aim of the project was to look at the effect of placing trained social workers in schools and to see if it helped reduce school exclusions and also helped looked after children². The work was carried out in two LEAs in the North East of England.

1. *Graham Vulliamy and Rosemary Webb, Reducing School Exclusions: an evaluation of a multi-site development project, Oxford Review of Education, Vol. 29, No. 1, 2003*

2. *Looked after Children – These are children who are looked after by a local authority through a care order made by a court or by an agreement with their parent(s), whether in a residential home, with other members of their extended family or with foster cares. These are the children for whom the council is the corporate parent.*

The project found that exclusions rates were cut, attendance went up and teacher morale improved, as the social workers took over the liaison with external agencies. Fixed term exclusions rose, but this was because truants returning to school found it hard to adjust to discipline. The report suggested that placing social workers in schools was helpful in alleviating the conflict between the Government's Standards and its Inclusion agenda.

The 2001 Ofsted report on "Improving attendance and behaviour in secondary schools" (Appendix 4) showed, as expected, that there are pupils from certain groups in society who are more likely to have poor attendance records or to be excluded from school. Richmond monitors the exclusion records for children with SEN, looked after children and children from ethnic minority groups and travellers, but the borough does not keep records of vulnerable groups such as children looking after sick or disabled relatives or from families under stress. To do this would require much closer cooperation between our schools and our social services division. Richmond is therefore unable to tell how many of permanent and fixed term exclude pupils come from such groups. Social workers in schools would keep track of such pupils.

This problem was also examined in chapter 3 – "A Joined up Problem" of the Social Exclusion Unit report "Truancy and Social Exclusion" (1998) (see Appendix 4). The report states **"Schools often find themselves having to deal with problems that should have been dealt with by families, or by other public agencies. Similarly,**

when schools fail to keep children on their premises, or exclude them, the costs spill over onto other agencies and onto the wider community.”

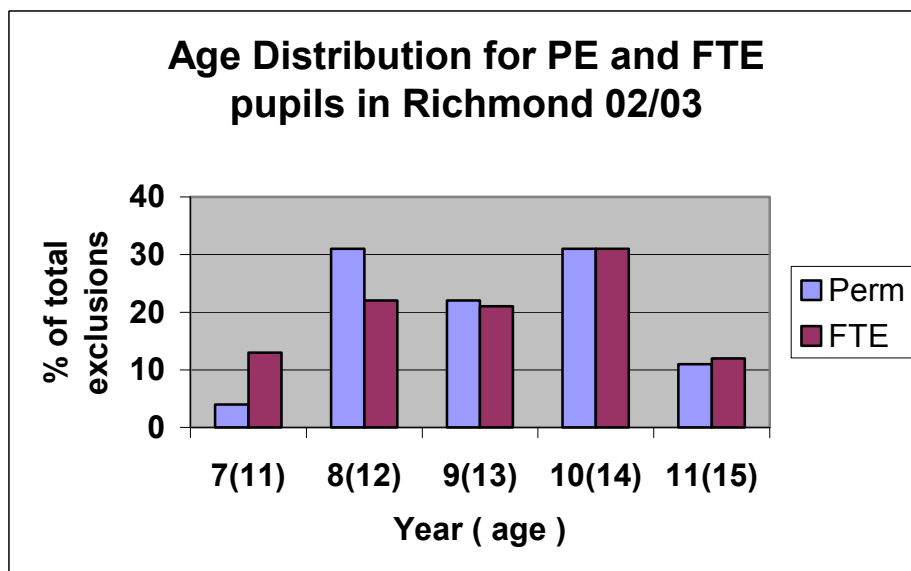
Closer cooperation between our Education and Social Services departments within our schools should help with some of the problems and also reduce overall costs to society. The two departments work together in the “Education of Children Looked After Team” which was established in December 2002. The recent exclusion data for these children is shown below in terms of recent academic years:-

There are about 60 looked after children in full time education, and if 2 are excluded per year, this is a rate of 3.3%, which compares with 1.9% for SEN (see section 9.11) and 0.61 for all secondary school aged pupils. (The numbers are so small that comparative percentages are of very little value and presented just as an indication.)

Year	Exclusion details
01/02	1 child excluded from an in borough EBD unit. 1 child excluded from an out of borough school
02/03	1 child excluded from an in borough school. 1 child excluded from an out of borough school
03/04	1 child excluded from an out of borough school

2.8. Age range of excluded children

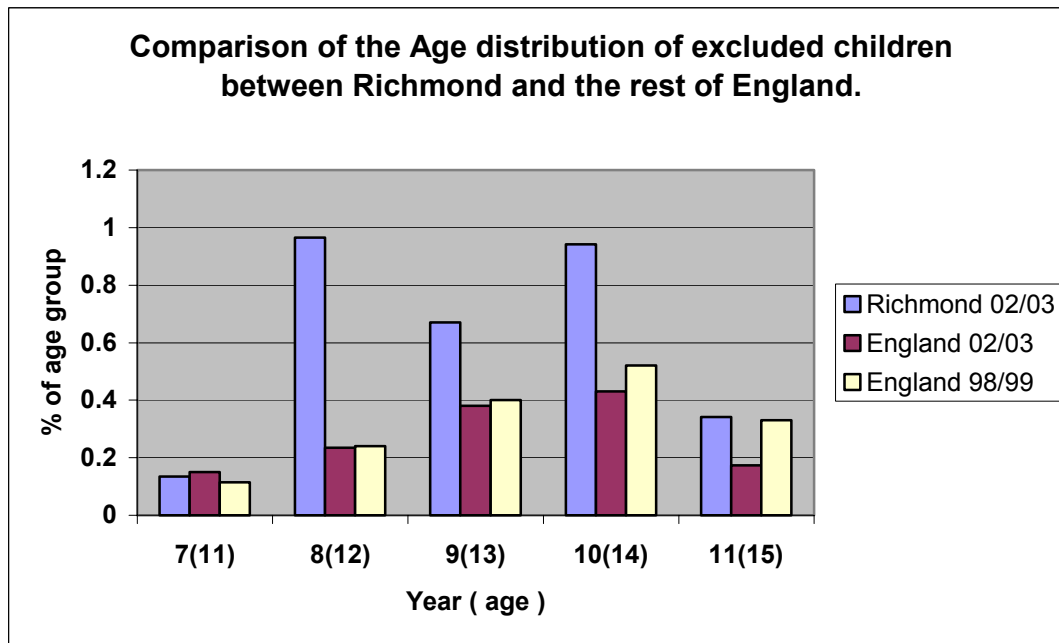
Borough schools reported that the age at which children were being excluded is decreasing. Although the task group did not look through past data, it did compare the 02/03 Richmond exclusion data with that nationally from DfES. The two are shown in graphs below. The first graph shows the permanent and fixed term exclusions for Richmond expressed as a percentage of all exclusion. Although the numbers of permanently excluded pupils are small, both types show similar trends – low in year 7, and then constant over years 8 to 10, with a fall in year 11.



NB. The Age in brackets is the pupil’s age at the beginning of the autumn term.

The graph below compares permanent exclusion data for Richmond last year with similar national data and then with the national data for 1998/99 to note if there is a change with time. The data shows that nationally there has been recently a slight fall in Y11 exclusions, which is probably due to the introduction of a more flexible course

structure at GCSE level. The graph also shows that a **pupil in year 8 is 4 times more likely to be excluded from one of our secondary schools than a child of the same age in the average school in England.** This confirms the comments the task group received from teachers, and is a trend, which the task group consider should be a cause for concern.



2.9 Out of Borough Children exclusion rates

The data on in-borough and out-of-borough permanent and fixed term exclusions for 03/04 has been taken from tables 1 and 2 (pages 11 & 12) and summarised below.

Secondary schools	Permanent exclusions			Fixed term exclusions			% of out of borough pupils in the school (2001/2) B	A-B
	In-Borough	Out-Borough	% of excluded pupils who are from out of the borough	In-Borough	Out-Borough	% of excluded pupils who are from out of the borough A		
Christ's		2	100.0	23	114	83.2	86	-2.8
Grey Court	3		0.0	162	56	25.7	39	-13.3
HCC		2	100.0	71	74	51.0	39	12.0
Orleans Park	2	1	33.3	67	36	35.0	30	5.0
Shene	2	7	77.8	26	104	80.0	67	13.0
Teddington	4	4	50.0	52	44	45.8	31	14.8
Waldegrave				24	9	27.3	17	10.3
Whitton	1	2	66.7	41	63	60.6	44	16.6
Total secondary	12	18	60.0	466	500	51.8	40	11.8
% of total secondary exclusions	40%	60%		48.2	51.8			

2.9.1 The permanent exclusion data shows that 60 % of those excluded are out of borough children, yet they only make up 40% of the school populations. As the numbers involved are small general conclusions are therefore very difficult to draw. However, if the out of borough pupils were excluded at the same rate as in borough children, then the number of exclusions would fall considerably and this year would stand at 20 instead of 30.

2.9.2 As the fixed term exclusion numbers are much higher, firmer conclusions can be drawn. **52% of FTEs issued were to out of borough pupils, yet out of borough children made up only 40% of the school population**

The task group visited only two of Richmond secondary schools, both located in the west of the borough. At these schools out of borough pupils were not perceived to present a particular problem in terms of behaviour. The only relevant comment was from Whitton, which reported difficulty in obtaining co-operation from agencies in Hounslow. Whitton also reported that there were attendance problems with a few of their out of borough children. The task group suspects that there are local issues for each school and this would explain the differences between Grey Court and Teddington, or Shene and Christ's.

3.0 The task group's terms of reference

- **To evaluate current practice** - are the structural changes introduced last year working, and are they reducing the number of exclusions in our secondary schools?
- **How do the differences in school behaviour policies affect the exclusion rates?** The School and its governors write and own their behaviour policy. These policies define expected standards of good behaviour, the reward systems, and procedures for managing the behaviour in schools (i.e. an anti-bad behaviour policies). These policies vary from school to school.
- **Investigate local "best practice"** – is there good practice that could be adopted from boroughs with similar school populations but much lower exclusion rates?
- **Investigate the feasibility of exclusion rate objectives and targets.** Should targets be set borough wide and be set by the LEA, or should schools have individual targets set by their governors.
- **Consider methods which may reduce the numbers of fixed and permanent exclusions**
- **Evaluate the Pupil Referral Service (PRS)** – is it operating effectively?
 - Are the two PRS centres working satisfactorily?
 - How is their work viewed by the schools?
 - What is the workload of the service?
 - What is the magnitude of the "in school" work?
 - How effective is their co-operation with other agencies?

4. Methodology

4.1 Documentation

A list of reports and web sites that were examined is included in Appendix four.

4.2 Interviews

The following officers were interviewed:-

Geraldine Herage	Education Officer – Social Inclusion
Judith Baskerville	Re-Integration Officer
Hilary Dodman	Head of Pupil Referral Service
Jill Roucroft	Directorate Head of Social Inclusion - for the Royal Borough of Kingston Upon Thames. (Equivalent to Ass. Director in Richmond).

4.3 Visits

Visits were made to:-

1. Pupil Referral Unit on the Oldfield site
2. Pupil Referral Unit at Strathmore Centre
3. Whitton School – Whitton
4. Orleans Park School – Twickenham
5. Beverley School – New Malden
6. Hounslow Manor School – Hounslow
7. Exclusion Seminar - Richmond

4.4 Meetings

Meetings of the following panels were observed:-

- Planning and Placement Panel (PPP)
- Permanent Exclusion Panel (PEP).

4.5 Acknowledgements

The task group would like to thank all those listed above for their assistance in carrying out this assessment.

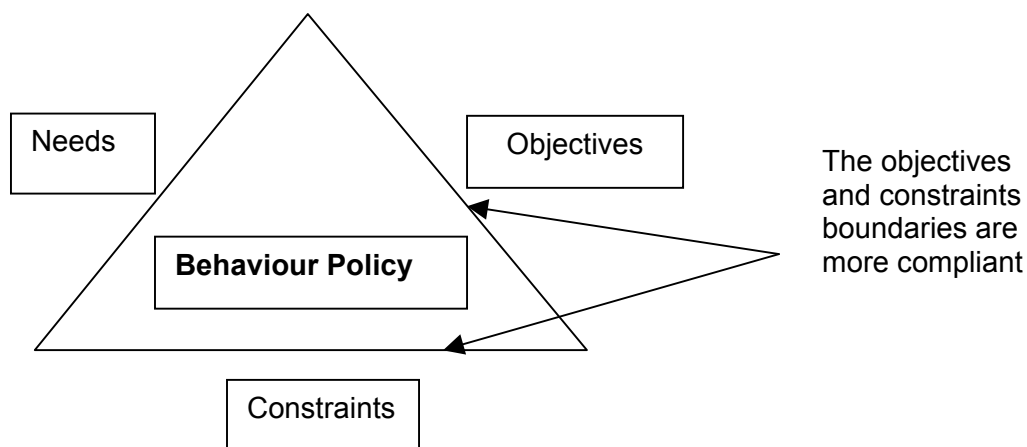
5. The objective of a Behaviour Policy

The DfES Circular 10/99 “Social Inclusion: Pupil Support” explains the law and good practice for producing a behaviour policy. The following topics are covered:-

- Pupil behaviour and discipline
- Reducing the risk of disaffection
- School attendance and registration
- Detention
- Proper use of exclusion and re-integration of excluded pupils

The DfES recommend early intervention and prevention through multi-agency working, and through partnership with parents. The Borough’s schools’ behaviour policies are all based on this circular. They usually contain a general overall policy statement and a set of procedures which detail how the policy will be applied. They define what are the boundaries of acceptable behaviour, the hierarchy of sanctions, arrangements for their fair and consistent application, and a linked system of rewards for good behaviour. The task group were interested to discover if differences in these policies had any direct effect on the exclusion rates.

Although the policies do not generally specify or describe the criteria that have influenced the setting of the procedures, the task group has attempted to list some of those that might have been considered (with exclusion in mind), so that a framework to compare these policies could be produced. The criteria can be considered in three groups: needs, objectives and constraints, and these can be represented pictorially in the form of a triangular composition envelope. A successful policy can be considered to be one that manages to balance the often-conflicting requirements of the criteria, and so produces a procedure that is flexible enough to deal with the wide range of problems faced by the schools.



Needs	Objectives	Constraints
<ol style="list-style-type: none"> 1. To comply with DfES Circular 10/99. 2. To produce a safe and peaceful working environment for all pupils and staff. 3. Protect teachers & other pupils from unnecessary disturbance and stress. 	<ol style="list-style-type: none"> 1. To improve classroom behaviour. 2. Raise standards and attainments for all pupils 3. To keep more children in full time education. 4. To reduce the number of exclusions. 	<ol style="list-style-type: none"> 1. Lack of money at the centre to fund improvements in PRS. 2. Lack of money in schools to fund Learning Support Centres. 3. LMS – makes borough wide policies difficult to implement.

Needs	Objectives	Constraints
<p>4. Clearly defines non-acceptable student behaviour, procedures for staff, the hierarchy of sanctions, the rewards for good behaviour, and procedures, for when this breaks down.</p> <p>5. To make sure that the education fits the needs & abilities of all children, especially those at risk of exclusion.</p> <p>6. To take into account borough policies to reduce exclusions.</p>	<p>5. To successfully integrate children with SEN into a conventional school environment.</p> <p>6. To improve the education of children at risk (looked after children)</p> <p>7. To improve the education & future life chances of pupils at risk of exclusion.</p>	<p>4. Standard of parenting decreasing?</p> <p>5. Lack of social services provision?</p> <p>6. Lack of joined-up provision for various services.</p>

The “Needs” criteria are fixed and should be universal requirements for all schools. The “Objectives” and “Constraints” are more variable, and are dependant on the philosophy of the school, the resources available and the structure and availability of support services.

Appendix two contains notes on the policies of some of the schools visited. Section 13 contains the task group’s comments and finding relating to behaviour policies.

6. Policies and funding.

6.1 Policies

The Education Development Plan (EDP) contains various priority areas. Priority C - “Ensuring access to a socially inclusive education for all pupils” is the area where targets for exclusions have been specified.

The 2002 plan contained school targets for exclusions, and an activity was included whose purpose was “To reduce exclusions...”.

The following year the plan was modified and no mention was made of exclusions. This probably coincided with the Government removing its targets on the maximum numbers of pupils being excluded.

This year, exclusion targets are back in the plan and the purpose of the first activity in priority C area is to reduce exclusions.

6.2 Funding

In 2000 the Government, through its standard fund, provided money by which schools could set up learning support centres. Whitton and Shene Schools obtained money from this source. The Governors at Whitton School provided extra money from the main school budget so that a Learning Support Centre could be fully funded. The table below shows the monies that the schools have received from various sources over the last four years to run learning support centres. **It can be seen that the amounts are not enough to fully staff a support centre and therefore any such centre established by a school requires topping up from the school budget.**

Assuming that an average secondary school in the borough employs about 55 fully qualified teachers, and that a disproportionate effort always goes in to solving the small number of very difficult problems (i.e. the 70/30 or 80/20 rules), **it seems reasonable, in the opinion of the task group, for a school with a Fixed Term Exclusion rate of about 100, to employ at least one full time teacher, if not two, to help deal with behaviour problems with pupils. This should be over and above any SEN provision.** (This year schools are receiving about 50% of the costs for one teacher for a Learning Support Unit - see the table below. Appendix five sets out the source or fund from which this money originated.)

		Financial years.				
		00/01	01/02	02/03	03/04	04/05
Teddington	Running costs				£11.7K	£20.8k
	Setting up & Capital					£45k
Waldegrave	Running costs				£11.7K	£20.8k
	Setting up & Capital					
Orleans Park	Running costs		£12k	£19.5k	£20k	£20.8k
	Setting up & Capital		£13k			
Grey Court	Running costs				£11.7K	£20.8k
	Setting up & Capital					£45k
HCC	Running costs		£12k	£19.5k	£20k	£20.8k
	Setting up & Capital		£13k			
Shene International	Running costs	£5.6k	£18.6k	£19.5k	£20k	£20.8k
	Setting up & Capital	£14.8K	£13k			
Christ's C of E	Running costs		£6.2k	£19.5k	£20k	£20.8k
	Setting up & Capital		£10.3k			
Whitton	Running costs	£5.6k	£18.6k	£19.5k	£20k	£20.8k
	Setting up & Capital	£14.8K	£13k			

6.3 Targets

Although the Government removed exclusion targets for the last academic year 03/04, the Cabinet member for education and the Chief Education Officer held discussions with the Secondary Head teachers to persuade them that minimising exclusions should still be considered an area for improvement. This, together with the work of the Social Inclusion team, appears to have had some effect. Permanent exclusions in 2003-04 were reduced from 45 to 30 in the Secondary sector (from 49 to 32 in all sectors) and there were 11 managed moves during this period.

During the year 2003/04 the FTEs increased by 16.6% from 828 to 966 in the

Secondary sector and by 11.4% from 921 to 1026 in all sectors.

For the year 2004/5, targets have been set for PEs at 36 and FTEs at 650. If these targets were achieved, Richmond would still be in the top six of the list of secondary school permanent exclusions (based on 02/03 results), and would require our FTE rate to be reduced by 33%. It is not clear how these targets are to be allocated to each school, or how they relate to perceived problems and borough wide solutions.

The Task group considered that targets should not interfere with the management of behaviour problems within the schools, but should be used as an indicator of success of an overall policy. For example, are more behaviour problems being solved within the school by use of alternative teaching programmes? Targets are probably best set following discussions with Governors, Senior Management teams and Headteacher; in this way they are owned by the school. They should be seen as a way of ensuring resources are allocated to the necessary areas, rather than process which could interfere with school behaviour management decisions.

7. Continuity of senior staff

The borough has recently had changes of head teacher in a number of its secondary schools. The table below shows that half the schools changed their head teacher in the last four years.

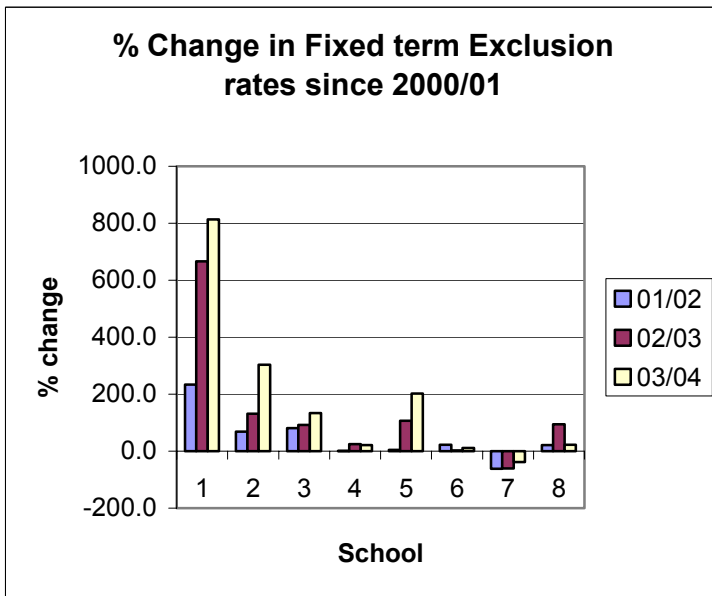
School	Head	Start date	Length of service as of Sept 04 (Years)
Waldegrave	Heather Flint	Jan-92	12.5
Orleans Park	David Talbot	Sep-99	5
Whitton	Sue Raynor	Sep-99	5
Teddington	Richard Weeks	Sep-00	4
Shene	Rhian Lloyd-Thomas	Sep-03	1
Christ's	Richard Burke	Sep-04	0
	<i>Gareth Long</i>	<i>Aug 01</i>	3
HCC			0
	<i>Ian Flintoff</i>	<i>Sep -01</i>	2.5
Grey Court	Rachel Jones	Aug-04	0
	<i>Kristina Haveland-Smith</i>	<i>Jan-02</i>	1.5
	<i>Robert Corlett - acting head for one term (Sept to Dec 03)</i>	<i>Sep-03</i>	0.3

The table also shows that in some of the schools that have experienced more than one change in the Headteacher in that three-year period.

The arrival of a new Headteacher often results in an increase in Fixed Term Exclusions. The graph below uses data from table 2 (page 12) and compares the last 3 years Fixed Term Exclusions with those of 2000/01. (*If there is an increase this is expressed as a positive % and a decrease as a negative %.*) It can be seen that schools with the biggest percentage change are schools, 1,2,3 & 5. The adjacent table illustrates that it is these schools that have experienced a change in Headteacher during the last three years.

To demonstrate this point the arrival of a new Headteacher at HCC in September 01 saw a rise in the exclusion rate of 80% in the first year, and 90% in the second year when compared to 00/01 exclusions. Following the arrival of the new Headteacher at Grey Court

in January 02, the exclusion rate increased initially by 70% and then by 130% in the second year, compared to the 00/01 rates. When the school was put into special measures and a temporary acting head was appointed, this percentage rose to 300.



School	Name	Date of HT change.
1	Christ's	Aug 01
2	Grey Court	Jan 02 & Sept 03
3	HCC	Sept 01
4	Orleans Park	
5	Shene	Sept 03
6	Teddington	
7	Waldegrave	
8	Whitton	

These increases are understandable, as any new Headteacher will strive for improved levels of behaviour. However, the by-product of this is an increase in the borough's exclusion rates.

8. Reasons for exclusions

The table below shows the reasons for fixed term exclusions from Richmond secondary schools during 2002/2003, with numbers expressed as a percentage.

Persistent disruptive behaviour	31%
Physical assault against fellow pupil	22%
Verbal abuse against adult	19%
Verbal abuse against fellow pupil	6%
Theft	6%
Damage	5%
Drug & alcohol related	4%
Physical assault against adult	3%
Racist abuse	2%
Bullying	1%
Sexual misconduct	1%

Nearly all the exclusions were related to physical and verbal behaviour problems. Drug, racist abuse, bullying and sexual misconduct accounted for only about 8% of the total cases.

(Fixed Term Exclusions were used as an illustration as they amount to 10 times the permanent exclusions, so providing a better database from which more accurate conclusions can be drawn, and better comparisons made as to the reasons for exclusions).

9. Exclusion of SEN pupils

9.1 SEN Permanent Exclusions

The table below shows the numbers of permanent exclusions of SEN pupils last year. In 2002/3 there were 7 stated pupils, and 9 non-stated permanently excluded out of a total of 45 exclusions. In this academic year to 11 June, 2 stated and 6 non-stated SEN pupils have been permanently excluded, which is a significant reduction. Note, in 2002/3, 2 pupils were permanently excluded from our EBD unit Richmond House, on a roll of 20. (N.B. Kingston does not exclude any SEN stated pupils).

PERMANENT (2002/2003)				
SCHOOL	STATEMENTED	SCHOOL ACTION PLUS	SCHOOL ACTION	Total SEN
Total secondary school exclusions	5	6	3	
Richmond House	2			
Total all secondary	7	6	3	16

PERMANENT (September 2003 to 11th June 2004)				
SCHOOL	STATEMENTED	SCHOOL ACTION PLUS	SCHOOL ACTION	Total SEN
Total secondary school exclusions	2	1	5	8

9.1.1 Comparison between SEN and Non -SEN permanent exclusion rates

In 02/03 45 pupils were permanently excluded from Richmond secondary schools. On a total roll of all the schools of 7,378 this amounted to an exclusion rate of 0.61% (the DfES figure for the borough is 0.64%). The equivalent for SEN stated pupils is 5 on a roll of 262, which amounts to an exclusion rate of 1.9%. SEN pupils are therefore three times more likely to be permanently excluded from school than other pupils. This is the same as the national ratio (see section 2.2.3).

This year to date (June) Richmond has permanently excluded 30 pupils, (a rate of 0.41%), and 2 SEN pupils, (a rate of 0.76%). Both rates are a significant decrease on the previous year's figures.

9.2 SEN Fixed Term Exclusions

The numbers of FTEs for SEN pupils has shown an increase over the last two years. FTE rates in 2002/3 amounted to 57 in respect of stated pupils and 198 in respect of SEN pupils in total, out of a total of 828. In this academic year to 17 May, FTE rates amounted to 71 for stated pupils and 221 for SEN in total - a significant increase.

FIXED (2002/2003)				
SCHOOL	STATEMENTED	SCHOOL ACTION PLUS	SCHOOL ACTION	Total SEN
Total all secondary	30	57	84	
Richmond House	13			
Clarendon	6			
Strathmore School	3			
PRS	5			
Total exclusions	57	57	84	198

FIXED (Sept 2003/May 2004)				
SCHOOL	STATEMENTED	SCHOOL ACTION PLUS	SCHOOL ACTION	Total SEN
Total all secondary	58	56	94	
Clarendon	4			
Richmond House	9			
Total exclusions	71	56	94	221

10. History of exclusions

The task group investigated whether pupil, who received a permanent exclusion had a history of fixed term exclusion. Permanent exclusions for the 2003 autumn term were analysed for this purpose.

Pupil number	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
No. of previous fixed term exclusions from 01.09/03 until 31/12/03	3	6	3	3	3	2	2	5	1	2	4	1	4	1	0

The average number of previous fixed term exclusions for such pupils was between 2 and 3. One pupil had none, whilst another had 6. There is no simple pattern followed by these permanently excluded pupils. Some pupils have persistent behaviour problems, probably the result of a number of other contributing factors, while some are the result of an extreme "one off" incident.

11. Comparison between Kingston and Richmond schools

The task group was interested to uncover the reasons why two neighbouring boroughs, with very similar school populations, produced such different results in respect of pupil exclusion from schools. Richmond also seemed to be out of step with other nearby LEAs - last year (02/03) the percentage of pupils excluded by Surrey was 0.11%, Sutton 0.04%, Kingston 0.02% and Hounslow 0.15%, compared to Richmond's 0.25%.

To determine if there was any significant difference within the school population between Kingston and Richmond that might account for this difference, the task group

looked in detail at the school statistics for the two boroughs.

Although the boroughs are very similar in size and both take a high percentage of out of borough pupils, Richmond schools are more economically and academically mixed than Kingston's. There is a difference in school performance and in the number of SEN statemented pupils within mainstream schools. It will be noted that although the prior attainment levels of pupils entering schools is about the same, there is a significant difference in the numbers requiring free school meals. Richmond has 74% more FSM children than Kingston in its secondary schools. The data for each school is derived either from the DfES LEA web site or from the table in Appendix one.

Section Number	Borough Statistics	Kingston	Richmond
11.1	Secondary school 11-16 populations	7408	7383
11.2	Percentage of out of borough children	40	39
11.3	Prior Attainment band -obtained by placing the schools in bands according to the average point score of their pupils at Key Stage 2 – see Appendix one for more details.		
a)	Range of school values across the LEA Schools	4 to 9	4 to 7
b)	Average value for pupil attainment prior to entering Borough secondary school	5.96	5.75
11.4	% pupils eligible for free school meals		
a)	Range of school values across the LEA	1 to 18%	10 to 31%
b)	% of secondary school pupils eligible for free school meals.	9.3	16.2
11.5	LEA school performance data		
a)	KS2 to KS3 Value Added Score for 2003	101	99.3
b)	KS3 average point score	37	34.6
c)	KS4 average capped point score	40.6	36.4

11.6 Numbers of SEN pupils at Key Stage 3 (KS3) and Key Stage 4 (KS4)

The tables below show that based on 2003 data for KS 3 & KS4 that: -

- **Richmond has about 150% more pupils with SEN statements in its mainstream schools than Kingston.**
- **Richmond has less SEN pupils without statements in its main steam schools than Kingston**
- **The two boroughs have about the same numbers of total SEN pupils (with and without statements) in their schools.**

SEN Pupils with Statements

	Key Stage 3			key stage 4		
	Main stream	Special	Total	Main stream	Special	Total
Richmond	58	16	74	56	19	75
Kingston	24	12	36	21	28	53
Difference	34	4	38	35	-9	22

	SEN Pupils without Statements		SEN Pupils with & without Statements	
	Key Stage 3	key stage 4	Key Stage 3	key stage 4
	Main stream	Main stream	Total	Total
Richmond	207	164	281	183
Kingston	236	200	272	228
Difference	-29	-36	9	-45

11.7 Effect on LEA performance of a reduction or an increase in permanent exclusion rates

In the academic year 98/99 Kingston and Richmond had similar rates for permanent exclusions. Now they are very different. In the last 5 years (98/03) Richmond's permanent exclusion rate has increased from 0.10% to 0.26% of the overall school population. Kingston for the same period has decreased from 0.12% to 0.02, a 83% decrease. The table below shows the annual results at GCSE level. It can be seen that over the last 4 years the difference between the two boroughs has stayed constant.

Kingston's decision to exclude fewer children from its schools has had a negligible effect on attainment.

	% of 15 year old pupils achieving 5 or more grades A*- C			
	00	01	02	03
Richmond	51	55	51	57
Kingston	61	61	60	67
Difference	10	6	9	10

12. Findings from Interviews and Visits

12.1 Interviews with the Richmond Social Inclusion team

- The task group met the education officer in charge of the Social Inclusion Team (Geraldine Herage) and the Re-Integration officer (Judith Baskerville). They have been in post since Feb 2000 and June 2000 respectively.
- They have based their approach to exclusions on the successful Kingston model, see section 12.7.
- In Jan 2004 a Pupil Placement Panel was set up. Its purpose is to consider how to deal with various pupils who are giving cause for concern. The meeting

is attended by the head teachers of all the secondary schools, or their appointed representatives, members of the Social Inclusion team, the Behaviour Support team, the Head Deputy of the Pupil Referral service, the Education Welfare Service, Education Psychological service, the representatives of the Connexions service and members from various Social Service's Youth departments. If it is felt that a change of school would help the pupil this can be arranged through the panel. The Panel provides a forum in which problems might be solved, rather than simply having to deal with the consequences of disruptive behaviour as has been the recent experience. The Panel also provides an important and much needed link between the education and social services departments.

- The task group attended two PPP meetings and noted the following points
 - o The concept of the meetings seemed very sound. There was constructive discussion about particular pupils, and transfers were arranged if necessary.
 - o Sometimes not enough pre-meeting work seemed to have been carried out by the schools representatives.
 - o More pre-meeting work might have necessitated the attendance of fewer people. At times the meeting seemed too large for good decision-making.
 - o On occasions, some schools were not represented while others only sent junior members of staff.
 - o Information would be shared during the meeting, which highlighted the current gap between school staff and the social services departments.
 - o The meetings supported and valued the work of the pupil referral service, and there seemed to be very good cooperation between the schools and PRS staff.

- The task group attended a meeting of the Permanent Exclusion Panel. This was attended only by staff on a "need to" basis, and by staff who had the authority to make decisions. It was focused, there was a good spirit of co-operation, and the system seems to work very well.
- During the academic year 03/04 the Social inclusion team have arranged 11 "Managed Moves". This is where pupils move to another school without having to go through the exclusion process.
- The Education Officer (Social Inclusion) produces the Borough's "Behaviour Support Plan", which contains information on advice and resources for schools on behaviour problems. The task group considered it a very useful and well-produced report that brought together important information.
- The Social Inclusion Team also supervises excluded key stage 4 pupils, who are "looked after" children. This seems a strange anomaly and unsatisfactory arrangement, considering the current very high workload of the department.

12.2 Pupil Referral Service (PRS)

12.2.1. Service Profile

The manager, Hilary Dobson, was appointed in September 2003. The service, which was registered in September 2002, operates a Pupil Referral unit which is on two sites; at Oldfield for Key Stage 3 pupils, and at the Strathmore Centre for Key Stage 4 pupils. The division between the two key stages is not rigid, and can be altered if circumstances suggest a pupil would be better off at the other site.

Breakdown of pupil numbers

PRS	Boys	Girls	Total
Sole registration at PRS	10	3	13
Joint registration between the PRS and another school	14	10	24

12.2.2 The Oldfield Key Stage 3 Unit

This is on the site of the old Oldfield school and shares the site with the Key Stage 2 Oldfield EBD Unit managed by Clarendon School. It is in Hampton, at the western edge of the borough. It has been refurbished to make it suitable to operate as a PRU, and it has large grounds. It is away from tempting town centre distractions, but is not very accessible from many parts of the borough or by public transport.

12.2.3 Range of work carried out by staff at Oldfield

- There are two groups of clients: - Pupils with behaviour problems, who have been referred from secondary schools, and pupils with emotional or physical problems (i.e. medical reasons for not attending school).
- Onsite tuition for children who have been excluded or are in danger of exclusion. It provides their statutory education provision.
- Offsite tuition (for medical reasons). This is carried out at an appropriate location, which is suitable both to the pupil and teacher.
- Staff also provide support for pupils within the secondary schools, and organise special training courses. (*Some of these service could be provided by an in-house Learning (behaviour) Support Centre (LSC).*)
- Two outreach KS2 Behaviour Support teachers are based at the site and are managed by the Education officer (Social Inclusion).
- There seemed to be a very wide range of services offered at the PRU and high flexibility of staff allocation and activities.
- Attendance by pupils at the PRU seemed to be mixed. It is difficult for Staff to predict who will turn up, and this made workload planning very difficult. There are some persistent non-attendees, who have been referred to the Education Welfare Service, and there are some very good attendees. There are about one third who seemed not to attend between 10% and 60 % of the time, while the rest miss less than 10% of their allocated sessions. This is probably not that surprising if we consider the reasons why the pupils were referred to the unit, also more might attend if the unit was centrally located within the borough.
- It was unclear if there is a regular input from our Social Services department into provision of services on the site.
- Funding seemed to come from a variety of sources, and the manager appears to be very good at making this spread across a variety of needs.
- Although excluded children require 20 hours of statutory education provision this seemed flexibly interpreted. The task group was concerned that it may be difficult to get the arrangements accepted by Ofsted, in the manner that was achieved by the Kingston PRU (see

section 12.7.3). (Note during the last academic year 03/04, the DfES reduced the number of hours requirement from 25 to 20.)

- The PRS seemed to have a large workload and there was demand from schools for the Unit to provide extra part time support.

12.2.4 Strathmore Centre visit findings

- The building is managed by Social Services and is on a Social Services site.
- The Pupil Referral Service at KS4 is jointly funded by the Education and the Social Services Departments.
- Historically this was a Social Service operation, providing just a basic education provision. It is now a jointly managed service providing, in theory, a full education provision. Because of the nature of the problems presented by the pupils attending the centre this provision is very flexible in terms of hours attended and education content.
- There are 12 pupils on role. They are all entered for at least one basic entry level GCSE course. They also take part in Duke of Edinburgh activities and ASDAN.
- As with the KS3 unit, attendance is very patchy - probably for the same reasons. The attendance figures for Sept 03 to 04 showed that only one of the Y11 pupils attended more than 50% of the time, and most attended about 25% of the time. Attendance for Y10 pupils was much better with 80% attending more than 50% of the time, and 40% with 100% attendance records.
- The site also contains the Youth Offending Team (managed by Robert Henderson), which is part of the Services for Children and Families Division of the Social Services and Housing Directorate. The YOT have run a Prevention Team to identify 'at risk' young people at the earliest stage and an Adolescent Resource Team (managed by Julie Martin).
- The section dealing with young offenders is on a separate part of the site.
- The site is run down and lacks even basic signage. (It gives the impression of wishing to keep a low profile, and not to upset the neighbours.)
- As the PRU is sharing the site with the various Social Service activities listed above, there is a possibility that pupils might feel an added stigma, because they could be seen attending a site for young offenders.
- The centre staff were: - 3 Teaching staff (1 full time, and 2 part time), 1 Instructor (paid by social services) and 3 Social Services project workers (managed by Julie Martin).
- Although the centre provides a fully integrated service staffed by education and social service personnel, it has not solved some of the basic problems of combined operations. The two departments use different computer systems and databases, have different auditing systems, and have different targets and expectations. Information about a child/pupil is probably kept on a number of systems, and not accessed by all the staff. This does not represent joined up thinking and could present difficulties when the centre has an Ofsted inspection. These problems need to be addressed by senior managers in both departments.
- Funding comes from a variety of sources. The PRS has to invoice the schools, when children are dual registered, (i.e. the funding for each pupil is split between the PRU and the school). This process

consumes a significant part of the unit administrator's time, and would seem unnecessarily bureaucratic.

12.3 Whitton School

12.3.1 School profile

- Boys 427, Girls 372, total 799
- Maximum number of places 1,000
- 44% out of Borough pupils
- 21.4% on Free school meals
- 7.36% designated needing SEN provision
- 1.88% on statement
- Prior attainment band:- level 4 (The KS2 average point score is greater than or equal to 25 but less than 26)

02/03 Exclusions rate per 1000 pupils

Permanent	8.76
Fixed term	206

12.3.2 Visit Findings: -

- The school has a higher than average proportion of students whose main presenting need includes emotional and behavioural difficulties.
- It set up a Learning Support Centre (LSC), which has been partly funded from its own budget.
- The LSC is in the same block as the Student Support Centre, and the two units share some of the same staff.
- The Head's reported that they cannot afford to buy in as much outside support from the PRS as they would like.
- Very poor support from Hounslow Social Services and Education Support Services. These departments will only get involved if the pupil is permanently excluded.
- The behaviour policy is owned by the staff and is well supported. It is inclusive in tone.
- School rules are very clear and there is a consistent approach by all the staff to deal with low-level disruption.
- There is a clear hierarchy of punishments/deterrents, through to fixed term exclusions. A card system is in operation; similar to the yellow and red cards employed in football.
- To help with transfer from primary (Y6) to secondary school (Y7), pupils, with the potential to experience behavioural problems at the time of transfer, were identified by the primary schools. These pupils were then invited, just before the start of the autumn term, to come into school and learn practises & procedures. At beginning of Y7, these pupils 'inducted' other classmates thus establishing them with positive status with peers and high self-esteem.
- Through co-operation with Brentford Football club, and with support from the PRS and funding from Connexions, there is a football trainer course, which has been developed for disaffected Y10/11 boys. This has been

very successful in reducing fixed term exclusions and improving attendance. A similar specialist course for girls is being developed.

The table below shows the effect the course had on attendance and on exclusions. Except for one pupil, the reduction in the number of exclusions was very impressive, and showed that providing this specialist course has had a positive effect on the group's behaviour and attendance at school.

Pupil	Attendance 2002/3	Attendance 2003/4	Percentage improvement	Days excluded 2002/3	Days excluded 2002/3
1	62.2	85.8	38.1	25	0
2	79.4	63.3	-20.2	3	0
3	77.5	80.8	4.3	5	0
4	83.9	95.8	14.3	8	0
5	78.8	86.7	9.9	4	18
6	94.4	99.0	4.8	5	0
7	61.1	85.8	40.5	32	0
8	87.0	97.5	12.0	0	0
9	77.0	70.0	-9.1	4	3
10	91.3	96.7	5.9	3	0
11	87.6	97.5	11.3	10	0
12	78.3	93.3	19.1	3	0
13	54.8	35.8	-34.6	0	2

12.4 Orleans Park School

12.4.1 School profile

- Boys 631, Girls 389, total 1,020
- Maximum number of places 1,020
- 30% out of Borough pupils
- 13.7% on Free school meals
- 1.18% on statement.
- 4.08% designated needing SEN provision
- Prior attainment band:- level 6 (The KS2 average point score is greater than or equal to 27 but less than 28)

02/03 Exclusions rates per 1000 pupils

Permanent	5.88
Fixed term	104

12.4.2 Visit Findings:-

- New Behaviour Policy approved in 2001 based on assertive discipline, the key principles of which are consistency and persistence. (2 teachers are trained as trainers and there is an induction package for all new teachers.)
- There is an internal exclusion room manned by member of SMT who decides how long each pupil should stay (max 1 day)
- If a pupil has had 2 FTE, a Pastoral Support Plan (PSP) is generated. This is a 16-week programme, which involves pupil, parents, SENCO, HOY, LEA. The aims of the programme are: -
 - o Identify concerns
 - o Set targets

- o Provide support mechanisms, e.g. life skills sessions (paid for by school)
- Children for whom the academic route is not suitable are provided with alternative courses.
- Better co-operation is obtained from Hounslow than is achieved by Whitton School - this is mainly the result of one particular member of staff having previously worked for Hounslow.

12.5 Beverley School, New Malden, Kingston upon Thames

12.5.1 School profile

- All Boys School.
- Roll 11 to 16:- 477, 11 to 18:- 500 (03/04)
- Maximum number of places 835
- 18.4% on Free school meals
- 1.25% on SEN statement
- 21.8% designated needing SEN provision
- Prior attainment band:- level 4 (The KS2 average point score is greater than or equal to 25 but less than 26)
- There is a mixed sixth form. In September 2003, Beverley School and Coombe School amalgamated their sixth forms, with the vocational courses being offered on the Beverley site.

12.5.2 Visit Findings: -

- A school with previous history of difficulties. New head teacher September 2000. It will take any pupil who has been excluded from another school. It has pupils from Peckham, Lambeth and Wandsworth.
- It has a learning support unit, which like Whitton School was set up by standard fund money and is now funded out of the school budget.
- It appointed a school welfare officer, (funded out of school budget), and it has very good relationships with the PRU and the educational psychologist.
- It has a very clear and strict behaviour policy. Initially a zero tolerance policy, resulting in a high Fixed Term Exclusion rate, but with various alternative provisions in place has now been substantially reduced

	2000/01	2001/02	2002/3	2003/to date
Fixed term exclusions.	314	120	158	94

- **No permanent exclusions for the last three years.**
- Card system for behavioural problems (similar to Whitton School).
- A suspended FTE system has recently been introduced. (½ term free of trouble then revoked -haven't had to implement one to date.)
- For pupils with known problems there are "time out" cards, so they have a chance to reflect about their behaviour and calm down away from the classroom.
- Pupils with appropriate difficulties can be time tabled to attend fewer hours.
- The implementation of the behaviour policy is very clearly in the hands of the senior management team (SMT). Pupils are not referred to year leaders, but directly to the SMT. The SMT will collect pupils from a class,

- and meet with the parents when required. A very “hands on” approach.
- CCTV is in place in potential hot spots. Has improved behaviour as pupils know they cannot deny transgressions and evidence can be shown to parents.
- Walkie-talkies held by 8 staff inc. HT, for instant communication & trouble-shooting.
- Initially a high turn over of middle ranking staff. This has now declined.
- From Y8 pupils are streamed:-
- Yellow (academic) CAT score +90;
- Green (vocational) CAT score –90.
- Equipment provided for break time football and basketball. De-selection from sports teams is used as a punishment.

12.6 Visit to Hounslow Manor

12.6.1 School profile

- Roll Boys 527, Girls 430, total 957
- Y7-Y11:- 816, post 16:- 141
- 37.3% on Free school meals
- 3.12% on SEN statement
- 25.5% designated needing SEN provision
- Prior attainment band:- level 3 (The KS2 average point score is greater than or equal to 24 but less than 25)
- Hounslow Manor is in the centre of Hounslow.
- It is a mixed comprehensive, with a deprived part of Hounslow as its catchment area
- It will take pupils who have been excluded from other schools.
- It has a very high number of pupils for whom English is their second language (70 different languages spoken in the school).
- Sizeable asylum-seeker and refugee community in the school
- DfES categorised the school as “challenging”
- There used to be a large turn over of pupils. 60 of Y11 were not in Y7
- It has received money from the Excellence in Cities programme.

12.6.2 Visit Findings

- The school has recently drastically reduced its numbers of exclusions:-

Year	98/99	99/00	00/01	01/02	02/03
Fixed term exclusions	220	102	105	159	31

- It has a Learning Support Centre, with a staff of two. It will also take children with SEN into the centre. Pupils can come here for set length of time, or for certain timetable periods. e.g. once a day. It can also be used as a “cooling off” unit, for certain children with particular problems.
- It has an area Behaviour Education Support Team (BEST) based at the school, which supports local schools in the Y5 –Y9 age range. It has a staff of 5 and each has a caseload of about 15. It is in a new special purpose building, which also contains rooms for the “Connexions” services, and other support teams.
- There is a Behaviour Improvement Programme (BIP). Part of this programme is an Alternative Education Provision, which is similar to an

internal exclusion unit in that it takes pupils from 2.30pm to 5.30pm – in the mornings they stay at home. For the first hour it is staffed by two members of the senior management team, and for the last two hours by teachers from the school at a rate of £25 per hour. It operates on a “when required” basis, which is about 50% of the school year.

- It is in place of fixed term exclusion, and it has been very successful in keeping some pupils out of trouble – key crime time in Hounslow is between 3.00pm and 5.00pm. It has been found that Pupils only need to be placed on the alternative education plan in the BIP for a few days for the scheme to work.
- If a pupil needs to be removed from class, a senior member of the management team will take them to another class, where the pupil must then write up an incident report. They are given work to do by their original teacher.
- There appeared to be very strong support for the idea of mixed ability classes and for mixed ability groups within the classes. This is seen not only to improve the average level of learning but also the average level of behaviour, as pupils are found tasks appropriate to their ability level. (The idea seemed to have worked well in subjects such as English and Humanities, but was being resisted by the Maths, Science and Foreign Language departments.)
- Wide use was made of non-academic subjects such as catering, and these were seen as a great success.

12.7 Meeting with Jill Roucroft – Head of the Social Inclusion Directorate for the Royal Borough of Kingston upon Thames (*Equivalent to Ass. Director*).

12.7.1 LEA structure

Kingston has five Assistant Directors of Education. Jill is responsible for The Social Inclusion Directorate. This includes: - Education Welfare Services, Support in Schools (Learning Support and Behaviour Support teams), Pupils out of School (PRUs and Tuition Services), Equality Support Services, Youth Services, Connexions, Children in Public Care, and Early Years & Child Development.

12.7.2 Pupil Referral Units. (PRU)

- There are two PRUs in Kingston and they operate under one head teacher. Malden Oaks, which is for pupils of secondary age with emotional and/or behavioural difficulties, (often necessitating ongoing therapeutic provision), and Mecklenburg, which is for both full and part-time education of secondary school students, whose challenging behaviour is frequently the major presenting problem.
- Many of the students have had a number of fixed term exclusions or have been permanently excluded from mainstream schools.
- Malden Oaks has 21 places for students and the majority are dual registered (i.e. the funding for each pupil is split between the PRU and the school).
- Mecklenburg has places for 24 students many of whom are dual registered. It is not a “dump” facility for excluded pupils.
- Integration of pupils from the Mecklenburg PRU (i.e. placing back into a conventional school). In 1997/98 only 3 pupils were partially or fully integrated, compared to 26 in 2000/01.
- The children at the PRU are dual registered. The money is split between

the PRU and the school. The PRU does not need the money from the pupils to cover its budget. Attendance at the PRU is seen only as temporary. Except for a few Y11 pupils, the main task of the PRU is to help the pupils to manage their reintroduction into the mainstream school. This is achieved by carefully targeted onsite support and by outreach in the schools

12.7.3 Exclusion Policy

- Five years ago Kingston introduced a new policy to drastically reduce the number of permanent exclusions in its schools. This coincided with Jill taking up her post.
- Kingston now has the lowest exclusion rate in the country and a reintegration rate from their PRU of between 70% to 80%.
- No child on a statement has been permanently excluded in the last 3 years.
- If a stated child is in danger of getting a permanent exclusion, then they will be given a 10 day FTE followed by an early annual review to sort out the problem. Jill Roucroft has a representative on the SEN panel.
- Four years ago Kingston had 40 pupils on individual tuition and 15 with no placements. Now there are just 10 pupils on individual tuition, some for medical reasons and others as part of an interim solution prior to agreeing longer-term placement.
- There is only one pupil currently not on a school roll.
- If tuition is required while an assessment is carried out, only 6 hours per week is available. This will normally last for only a short time. This arrangement was approved by the Ofsted inspectors, who agreed to accept this limited education provision as it would only last very a short duration and was part of a of a structured plan.
- There are no permanent exclusions without prior consultation with Jill Roucroft.

12.7.4 “Ownership and Responsibility”

The key to the success of the programme seems to be the “hands on” approach at Assistant Director level by Jill Roucroft and her team and the ownership of any problems by Headteachers. Jill directly manages the groups that need to be involved, except for the Educational Psychology Service. The Headteachers all seem to be satisfied that the scheme works fairly, and is uniform in its approach to the various schools. The team are able to organise some transfers between schools without going through the exclusion process. The secondary pupil planning & placement panel (PPP), which considers the future of children requiring support, meets every three weeks in term time and is chaired by Jill Roucroft. (This is very similar to the approach now being adopted in Richmond). All the Headteachers used to attend the PPP, but now most send their deputies. The list of children under consideration was 50 is now about 20. Part of the success of the panel is that the Headteachers consider that they own and control the process, i.e. it is not imposed from the outside. In addition Jill’s team meet fortnightly to discuss pupils at risk (these are nominated by schools) in a more informal manner.

12.8 Notes on Exclusion Seminar organised by Richmond's Social Inclusion Team

The Seminar was held on the 16 June 2004 and was aimed at disseminating effective practise and generating new ideas for implementation in Richmond secondary schools. The facilitator was Mr. Trevor Averre-Beeson, who is Headteacher of Islington Green School.

Islington Green is a mixed 11-16 comprehensive with 1,005 pupils, of whom 5.9% are statemented, a further 20% are SEN without statements, and 50% are on Free School Meals. The school was put in special measures in 1998, and still had 'serious weaknesses when Mr. Averre-Beeson took over in the summer term of 2002.' By February 2003 the Ofsted report described the school as improving and praised the Headteacher as a visionary and transformational leader who is working strategically to move the school forward." The report contained the following section on exclusions:-

Exclusions have dropped dramatically since the last inspection, due largely to a major change in the school's policy. Pupils are now referred to an internal 'exclusion' room and other support areas, rather than being excluded from school. In the year prior to the inspection, only two pupils were permanently excluded, and the school anticipates that fixed period exclusions, which amounted to 233 last year, will fall to below fifty in the current year, based on figures so far.

When Mr. Averre-Beeson joined, permanent exclusion rates were high and FTE were running at 200 per year. These are now under 40. Academic standards have improved, and attendance has improved. During the seminar Mr. Averre-Beeson explained that teachers were encouraged to use assertive discipline techniques (as used at Orleans Park), together with a "Positive Discipline" system. This system is based on offering a series of achievable rewards, and must be open to everyone. This system can be embedded to run alongside the current behaviour policy of the School (i.e. an addition not a replacement). There are also rewards for the staff.

The classroom rules must be simple, clear, achievable, consistent and positive. The aim is to "catch them being good". Sanctions are stepped and applied consistently. Punishments are taken in small steps. Rewards are the most powerful tool. Praise is public and private, and teachers are encouraged to give immediate feedback at the end of lessons.

The school has set up an internal exclusion zone and a Learning Support Centre. There is a fresh start programme for KS 4, with over 100 pupils on a work experience programme. One of the key factors in improving standards is getting and keeping the pupils in schools. Cash prizes are given for the year class with the best attendance. This pays for a trip out for the whole class. By drastically reducing exclusion total learning time for these pupils has increased, and this has raised standards.

13. Analysis of the Behaviour Policies

13.1 Appendix two contains details of the behaviour policies of the schools visited. Although they vary in style, there is nothing in the policies that would explain the difference in exclusion rates. They are all aimed at providing a safe and peaceful work environment for pupils and staff, so that all pupils could achieve their maximum potential. In general they read like procedure manuals, rather than policy documents. The behaviour policy from one school emphasized strongly the discipline technique used in the school, and parts of it contained a behaviour management manual for the staff.

13.2 Those schools with the greatest problems of behaviour tended to have simple, clear

policies so that there was no scope for any ambiguity in what was expected from the pupils while providing staff with a well defined set of procedures. These schools have usually sent copies of the policy to parents. These are also the schools that have Learning Support Centres in place, and are often already embarked on alternative education programmes, designed to fit the needs and abilities of the children most at risk of exclusion.

13.3 The policies are strong, on discipline and behaviour management. What they do not normally contain are ways of meeting some of the other objectives which the task group considered in section 5 of this report –

- To raise standards and attainment levels for all pupils
- To keep more children in full time education.
- To reduce the number of exclusions.
- To successfully integrate children with SEN into a conventional school environment.
- To improve the education of children at risk (looked after children)
- To improve the education & future life chances of pupils at risk of exclusion.

Although a behaviour policy document aimed at pupils and parents is not the place to list the school's policy on integration and alternative education programmes, these should be considered when the policies are written and should be "embedded into"/ "linked-to" the policy.

13.4 The task group concluded that although there were many very good ideas and techniques detailed in these policies, there was no "Best Practice" emerged that could be recommended. The main common factor evident was the skill of the teachers in their classroom behaviour management, and that a good support framework for pupils presenting behaviour problems was in place.

14. Comments on Teaching skills and support from other agencies

The various reports on exclusions from school and on pupil behaviour identify teaching skills and multi agency support as critical factors. Based on their visits and interviews the task group would agree with these conclusions. Comments on these subjects were normally meant to be non-attributable. The task group considered that the report would be unbalanced if no record was made about the subject of these remarks.

In all the schools visited pupil behaviour in the classrooms and between classrooms was very good. Even in schools with a problem of overcrowding, or with high levels of children with behaviour problems, the task group never observed situations that gave cause for concern.

The most common comments made were about other members of staff. These comments fell into two groups:-

- a) Concern about a teacher's ability to produce engaging and stimulating lessons - "when I went to pick up pupil A from the class and saw what he had been asked to do I understood why he blew his top"
- b) Staff who were poor at controlling classes and used expulsions from the classroom as a way of solving their problems.

Senior Managers usually recognised the problems, and one claimed that in a school that used to have high exclusions and discipline problems, solving the staffing issues was half the battle towards achieving good behaviour from the pupils. Another senior manager required reports from teachers, who had had pupils removed from their class, on how they were going to improve their lessons and discipline techniques. When the task group

asked if more fixed term exclusions resulted from certain members of staff, they were usually met with a smile or no comment.

The second main theme was the poor relationship between schools and other agencies. While visiting one school, an out of borough 'looked after pupil', who had been absent from school for a few days came into school. It seemed she had been moved the previous week to a foster carer who lived in a neighbouring borough. The school had not been informed of the changes. This was not an unusual event.

15. Findings

15.1 Kingston has a clear central policy on exclusion. It has been in place for 5 years, during which time the permanent exclusion rate has fallen steadily, and it is now the lowest in the country. It has also reduced its fixed term exclusion rate during the last 3 years.

15.2 The Richmond social inclusion team now operates a similar policy to Kingston.

- The main differences between Kingston and Richmond are:
- How SEN pupils are treated. .
- The much longer time the procedures have been in place in Kingston. *(The task group suspected that as the system in Richmond gets fully developed, the schools will become more confident in taking ownership of the problems that are presented, and will attempt to solve as many of these problems as possible "in house".)*
- Although the Permanent Exclusion rates for this year are down on the corresponding time last year, the Fixed Term Exclusion rates have increased. It is therefore too early to decide whether the policy changes have had the desired effects.

15.3 The schools with the most challenging conditions and comparatively low exclusion rates had clear Behaviour Policies which delineated the required behaviour standards, and also defined clearly and sequentially the steps that would be taken to deal with poor behaviour.

15.4 Some schools in neighbouring boroughs, which have pupils with much greater entry needs profiles and lower academic entry profiles than are usual in Richmond schools, do not exclude as many children as Richmond schools do, and are still able to maintain discipline and academic levels. This seems to be achieved by having a very flexible reaction to those pupils with behaviour problems, by operating Learning Support Centres, and having a very strict and clear discipline code, which is operated uniformly and consistently throughout the school. In addition the Senior Management Team are committed to a low exclusion policy.

15.5 There was no evidence that more pupils from ethnic minority groups are being excluded.

15.6 SEN pupils in Richmond were three times more likely to be permanently excluded than other Richmond pupils.

15.7 The permanent exclusion rate in 02/03 for year 8 is nearly 1% compared to 0.24% nationally.

15.8 Although some schools excluded more out of borough children compared to the proportion of out of borough pupils in the school, the task group could find no common factor that would account for this effect. Two schools excluded less.

15.9 The difference in make up of the total school populations between Kingston and

Richmond was relatively small and the task group did not think that this factor could account for the very large difference in exclusion rates.

15.10 Staff in all the schools visited commented that many of their problems were the result of a noticeable reduction in parenting skills, and that the age at which children were being excluded was decreasing.

15.11 There still seems to be evidence of poor co-operation and communication between schools and social services departments. Examples were found where changes in circumstances of “looked after” children were not reported to the schools, and where information held by social services were not shared with the schools.

15.12 The Pupil Referral Service

15.12.1 The PRS seems under resourced and to have too many tasks and responsibilities

15.12.2 The staffing of the PRUs by two separate departments still presents major problems in communications, IT, and pupil expectations. This will probably result in complications when audited by an outside organisation.

15.12.3 The task group had serious reservations about the inconvenient siting of the PRUs, especially Oldfield, and the consequent effect on attendance. As teaching is carried out in very small groups the accommodation that is required is probably nearer that found in an office environment than in a school. If the PRS are successful in arranging for pupils to spend only a short time at the PRU, it may be possible to rent accommodation in a more central location.

15.12.4 The schools are highly supportive of the PRS and PRUs and of their staff.

16. Recommendations

1: Every secondary school should be encouraged to set up and resource a Learning Support Centre (LSC). The social workers and other agency staff could also be located within these units.

2: Consideration should be given to the setting up of a number of Alternative Education Provision (AEP) units based in some of our secondary schools, which would operate in a similar manner to the one at the Hounslow Manor BIP Centre (an advanced internal exclusion unit). These units could serve a group of 2 to 3 secondary schools. They would operate as a “half way house” between school and PRU, and as a greater deterrent than normal fixed exclusion. As the pupil would be attending their own or a nearby school, it might overcome some of the problems with the current PRU attendance figures.

Pupils attending would have a 50% timetable, and this would overcome some of the problems associated with providing full time education at the existing PRUs, and the disruption caused to a pupil’s education when on a fixed term exclusion. Pupils would also receive, if necessary, an intensive programme from partner agencies. The AEP units should be separate from the LSC, but would probably occupy the same location as an internal exclusion unit. The cost of an AEP unit is about £25,000 per year, but two or three schools could share this. A case could be made for the capital or refurbishment costs to be provided by the LEA.

3: In order to achieve closer working between the schools and the Social Services department, social workers should be timetabled into the LSC programme and have specified service level agreements with the schools on times, case loads, and

reporting and recording methods. This recommendation needs to be considered together with the proposals from the 2004 Children's Bill and also recommendation 16.7. *A joint education and social services schools division would help overcome some of the existing IT and communications problems which are currently evident between the two divisions.*

- 4: The LEA should issue a very clear policy statement on exclusions to schools, and this should be one of the main objectives in the priority C section of the Education Development Plan.
- 5: The Exclusion Policy for each school should have a clear statement concerning exclusion of children on the SEN register.
- 6: Pupils on a statement should not normally be permanently excluded. If they are, it should be only in very exceptional circumstances and then only in agreement with the Director of Education.
- 7: Pupils on the SEN Register who are in line to receive fixed term exclusion, should be dealt with within an LSC, and should only receive a permanent exclusion in exceptional circumstances.
- 8: There are good examples of alternative programmes for disaffected KS4 pupils in some Richmond schools. These should be shared, and if necessary, pupils should be offered places at another school under the current managed move programme, if there is not a sufficient requirement to run the course at the school in question.
- 9: Although the task group would not claim to have carried out a detailed investigation into the structure of the Education Department, it suspects that there may be a case for an additional Assistant Director, who would take over the Youth Service, Connexions, the Social Inclusion and EWO departments, and associated areas from the Social Services department. This would provide an integrated department, which could focus on a multi team approach to problems and have a unified management structure, with one assistant director responsible for the whole area. This would be ahead of any Borough wide Children's Trust, which will be set up following the recommendations of the 2004 Children's Bill.

17 Recommendations for School Governors

Although the role of school governors in exclusion cases is in the area of reviewing, they do have an influence on formulating the behaviour policy and on how money is spent on Learning Support Units and other similar schemes aimed at reducing exclusion. Most of the funding for dealing with children with behaviour problems is now included in school budgets and Governors should be required to give specific attention to how that element of funding, which is provided for such children, is used. This could usefully be set out in the Governor's annual report

A School's Headteacher and Senior Management Team are unlikely to embark upon a policy to minimise exclusions without the agreement of the Governors. It is therefore important that the views of Governors are considered and the reasons for reducing the numbers of exclusions fully explained. If the Overview and Scrutiny Committee agree with the above recommendations, then it is recommended that the report should be discussed with the chairs of the secondary school governing bodies.

It is requested that the governing bodies of each secondary school agree to the following **recommendations**: -

10: Adopt recommendations 1, 2 and 5 – see section 16.

11: Establish internal exclusion areas - assuming they do not already have one in place.

12: Set targets for the reduction of fixed term and permanent exclusions.

13: Detail in their Annual Report how money made available for behaviour support has been used.

The evidence from Beverley, Hounslow Manor and Islington Green schools show that a reduction in exclusion rates is only achieved if the school takes ownership of the targets and allocate the necessary resources to deal with the problem. Hopefully this will also arrest the trend to exclude younger children.

Appendix one

Source data for the Comparison between Kingston and Richmond schools.

The table below lists some of the key schools data from the two boroughs, and ranks the schools in order of percentage of pupils known to be eligible for free school meals. Most of the data comes from "The London Challenge – Families of Schools" report, which is produced by the DfES, the rest from the two borough's School organisation, plans 02/03.

School	Prior Attainment band	% pupils eligible for free school meals	Borough	Gender	Roll 11 to 16 (02/03)
Tiffin girls'	9	1	K	G	599
Tiffin Boys'	9	1	K	B	722
Richard Challoner	6	5	K	B	604
Tolworth Girls'	6	7	K	G	1017
Coombe Girls'	6	9	K	G	1019
Southborough	5	9	K	B	723
Teddington	7	10	R	M	1140
Holy Cross	6	11	R	G	738
Waldegrave	7	11	R	G	1035
Orleans Park	6	14	R	M	1019
HCC	5	15	R	M	926
Hollyfield	5	17	K	M	914
Chesington	3	17	K	M	622
Grey Court	6	17	R	M	1025
Whitton	4	18	R	M	868
Beverley	4	18	K	B	450
Shene International	5	24	R	M	983
Christ's C of E	5	31	R	M	389

The prior attainment band was obtained by placing the schools in bands according to the average point score of their pupils at Key Stage 2. The bands are as follows:

Band Number	Prior attainment: Key Stage 2 average point score
1	Less than 23
2	Greater than or equal to 23 but less than 24
3	Greater than or equal to 24 but less than 25
4	Greater than or equal to 25 but less than 26
5	Greater than or equal to 26 but less than 27
6	Greater than or equal to 27 but less than 28
7	Greater than or equal to 28 but less than 29
8	Greater than or equal to 29 but less than 30
9	Greater than or equal to 30

Appendix Two Analysis of the Behaviour Policies.

1.0 Whitton School

- The policy is prefaced by the school's core values, aims and school rules
- The key philosophy is +ve reinforcement rather than –ve criticism
- It emphasizes that success requires full support & cooperation of parents and good attendance.
- Application must be consistent; to ignore is to condone

1.1 Rewards

- Combination of personal praise and public recognition.
- Ascending scale of merits and 'good news slips' (KS 3) or commendations (KS 4) and attendance certificates.
- Gold slips for outstanding performance by an individual or group. All signed and recorded by group tutor (GT).

1.2 Systems

- Bad news slips Issued for low level poor behaviour
- Green cards Issued by teacher following verbal warning, seen by HOD. HOY, GT
- Purple slips Extreme bad behaviour, student goes to Sanctuary. HOD, HOY and GT involvement.
- Pastoral Support Programme Students at risk of/following FTE initiated by letter and information to parents, prior to interview and formulation of program with multi-agencies.

- Student Support Centre
 - No more than 10 students.
 - For students at risk of PE or FTE.
 - For students with long term behavioural difficulties who can be withdrawn from all lessons or from one subject, for up to 3 weeks.
 - For students returning from FTE.
 - For students on internal exclusion, for up to 5 days.
 - Students attending are on SA+. They are closely monitored. An agreement is drawn up between student, parents and school and there is daily/weekly feedback to parents.
 - The Centre operates zero tolerance on failure to follow instructions or adhere to rules.

1.3 Sanctions

- Detentions
 - For unacceptable behaviour in lessons.
 - For unacceptable behaviour at breaktimes.
 - For unacceptable standards of work.
 - In receipt of 3 green cards.
 - Range of different detentions according to misdemeanor.
 - Internal exclusions -1 day, parents informed.

- Sanctuary - immediately after receipt of purple slip
 - via accumulated green cards (up to 1 week)
 - after 'zero tolerance' infringement (fighting, rudeness bullying, dangerous behaviour) (1 day)

2.0 Beverley Boys

Policy drawn up by head immediately after appointment and the subject of many subsequent revisions.

The policy document sent home to all parents outlines the roles of class teacher, form tutor (FT), pastoral administrator and SMT in managing behaviour.

It lists the sanctions available to each of these and support strategies both for pupils identified as at risk and after transgression(s) have taken place.

It also provides samples of the cards used to record incidents of poor / unacceptable behaviour and the standard letters to parents.

Students are required to sign a behaviour acceptance code, which clearly states that failure to follow may result in student being detained/excluded.

2.1 Systems

- Green slips Issued for poor behaviour, poor standard/lack of home work.
- Yellow cards Used to record serious incident, dealt with by SMT - 5 in a half term = FTE
- Red slips Given to all students sent out of class to specific location (reception, SMT office), details misdemeanor
- SMT callout Following a serious incident. SMT called to classroom or student goes to SMT office with red slip
- Time out card Issued by Headteacher to students who are have difficulty controlling their behaviour. The student is allowed to leave the lesson and report to office.
- Early Intervention For students giving cause for concern there are slips, cards, SMT callouts etc. -Multi disciplinary team consisting of SENCO, SSC, SI, EWO, & EP who meet half termly to discuss helpful strategies and consistent approach. Members may work individually with student and family.

The Early intervention strategies appear to be a kind of PSP involving multi-disciplinary approach, but with less formal structure.

- Student Support Centre For students returning after FTE or students who have been recommended by SENCO, EWO or identified through sanction systems. Mainly KS 3 students. They are Timetabled not drop-in service.
Max 2 terms, min ½ term, 1 lesson/week
- Subject/behaviour support for student
- Behaviour management strategies for staff
-1:1 target setting and review
-Communication with all stakeholders

The Student Support Centre (SSC) offers short-term teaching and support systems aiming to reduce exclusions and improve attendance. Eligibility by one or more of following:- SA+, less than 80% attendance, 1 FTE, more than 2SMT callouts, lower than a C behaviour grade on school report.

2.2 Sanctions

- Detentions
 - o Escalating series according to severity of infringement, or failure to attend previous detentions.
 - o After 2 yellow cards in 1 week.
- Daily report
 - o Issued for specific reason i.e. behaviour/homework.
 - o Following 5 green slips /fortnight.
 - o 2-week duration.
 - o Parents contacted at beginning and end.

3.0 Orleans Park School

A Behaviour Policy was published in 2001 and is annually reviewed. It is based on Assertive Discipline the key principles of which are consistency, persistence and a calm approach (2 teachers are trained to induct staff in its implementation). It emphasises that praise should always outweigh criticism (+ves : 1-ve)

The policy is essentially a guide for staff on classroom standards and management and standards expected in more unstructured situations. It gives advice on rewards, sanctions and the monitoring and reporting thereof. A short document comprising extracts of this was circulated to parents in Nov. 2002. Although emphasising the school's core values and school rules, as well as the importance of good behaviour on achievement and attainment, it gives little information on; how rewards are gained, when and why sanctions are imposed and the support systems in place for helping students, families and staff overcome behavioural problems.

3.1 Rewards

Award	Awarded for
Merits (KS 3), & Credits (KS 4)	Attainment
	Achievement
	Progress
	Effort
	Contribution
	Good behaviour

Certificate awarded to student gaining 'large number.'

- Attendance certificates - More than 95% lessons attended
- Subject awards - Given termly for effort & attainment

3.2 Sanctions

- Reprimand Get student to acknowledge and reflect
- Detentions Short preferred (5-15 mins).
Up to 60mins (parent informed) given by teacher, HOD, SMT, Pastoral staff
- Internal exclusion Up to 1 day following a serious classroom incident leading to SMT callout

3.3 Systems

- Reports :- these should have clear focus & review date, be taken home daily (parents sign), overseen by identified staff member & record kept on board in staffroom.
 - Subject (monitoring progress)

- Contract- for specific behaviour targets, ✓/x
 - Attendance-for truanting (EWO informed)
 - General-traffic light system, report to more senior staff as green→red
- PSP - Following 2x FTE or at risk of PE. 16-week programme.

4.0 Teddington School

The task group obtained a copy of Teddington's behaviour policy after an informal visit by one of the members.

The policy is most similar to that of Orleans's Park. A 2-page summary is given to parents, which emphasises the importance of attendance and punctuality on attainment. It lists the rewards and sanctions available and how these are reported and monitored by staff, and how parents are made aware through the school diary, which it is their responsibility to check daily.

4.1 Rewards

- Verbal praise
- Positive comments in diary and workbooks
- Merits (KS3) Certificates from progressively senior staff for 25, 50, and 100. For over 150, the work is shown to governors and they paid for the end of year visit
- Commendations (KS4)
- Praise Postcards -sent to home
- Prizes & Certificates - awarded annually

4.2 Systems

- Slips -given by teacher detailing work to be done if student sent out of lesson to referral room.
- Yellow slips -Completed by teacher at end of lesson detailing above incident.
-Reporting or monitoring area of concern passed by teacher to relevant member of staff.
- Resolution -End of day meeting between student and teacher in referral room to repair and rebuild relationship.
-Can be supervised by SMT.
-Teacher brings yellow slip, student brings 'putting it right' form.
-Form ticked if agreement reached.
-Failure to attend leads to detention and letter home.
- PSP -Students referred by HOY to Individual Learning Team.
-Drawn up by Individual Learning Team after meeting with parents and student.
-Key worker appointed who draws up targets and sees student regularly.

4.3 Sanctions

- 3 stage warning -Verbal warning.
-Verbal warning and name on board.
-Referral room for 1 lesson or personal detention.
- Referral room - student sent for 1 lesson to reflect on incident and complete 'put things right' form
-Staff on duty record time, staff involved, incident

- Detentions
 - Zero tolerance on persisting disruption.
 - Short 30mins break or 10 mins after school.
 - Escalating series identified by coloured stickers in diary.
- Daily report
 - Monitor, improve or raise awareness of specific aspect or work/behaviour.
 - Students report to FT, HIY or LT.

Appendix Three
Findings from Improving Attendance and Behaviour in Secondary Schools
(Ofsted February 2001)

Action on behaviour

- The great majority of teachers in the schools in the survey manage the behaviour of most pupils well most of the time. In all schools there is a minority of pupils who are less inclined to co-operate with teachers, although their behaviour often varies from teacher to teacher. In almost all of the schools visited a few pupils - sometimes very few - were clearly deeply troubled and their behaviour was very difficult to manage, putting severe pressure on staff unless special provision was in place and functioning well.
- Many pupils who behave badly have learning needs and often just fail to qualify for help from special educational needs staff. Their learning needs are often compounded by poor social skills. Some pupils mask their academic failings by a 'don't care' bravado.
- Clear expectations and routines, based on policies and procedures that are agreed, monitored and kept under review, are keys to improving behaviour. Most schools have explicit behaviour policies with sound guidance on how to exercise discipline, but, too often, lack of consistency in applying them allows some pupils to exploit situations and disrupt the experience of others.
- Effective schools use rewards consistently from Year 7 to Year 11 to encourage pupils to manage their behaviour. Consistency of approach means that pupils can see sanctions as reasonable. Where the application of both rewards and sanctions is seen to be idiosyncratic, pupils may become cynical and resentful of an over-emphasis on the latter.
- Very few pupils are permanently excluded from the schools as a result of an isolated major incident. Much more usually, exclusion is the outcome of an accumulation of problems over time. The level of tolerance of pupils' behaviour is variable from school to school. Over half the schools inspected use a wide range of sanctions to avoid excluding pupils. As a general rule, the greater the range of sanctions the fewer pupils are put out of school.
- Exclusions of black pupils continue to be at a higher level than those of white pupils and are more often for what is termed 'challenging behaviour'. In some schools the length of fixed-period exclusions received by black and white pupils for similar offences is different. Few schools appear to have developed the confidence to discuss such issues straightforwardly.
- Bullying continues to be a factor in school life. Increasingly, the schools in this survey are vigilant and vigorous in following up reported incidents, though there are parents who are unhappy about the outcome of investigations. Engaging pupils themselves in discussions of bullying and in countering it can have considerable impact.

Support for pupils

- Form tutors frequently have a significant influence on pupils' attitudes and progress, although more often than not tutors are not trained specifically for the tasks they are asked to undertake.
- The use of tutorial time varies across the schools in the survey. Some schools inspected have clear programmes to follow in tutorial periods, but in too many cases these periods provide a ragged start to the day and do not have a positive effect on attitudes to learning.
- Special educational needs staff work hard at meeting the needs of pupils who have been identified but subject teachers do not always appreciate their part in meeting pupils' needs. Assessment in relation to emotional and behavioural difficulties is relatively rare in the schools. The lack of it is a particular problem where pupils with difficult behaviour are admitted after Year 7.

- In-school centres or learning support units work well if, among other things, their role in promoting effective re-integration is clearly defined, the interventions they provide are matched to the pupils' needs, and pupils are deliberately taught to manage their own behaviour better. Where such features are lacking, the provision can rapidly become overwhelmed, disconnected from the mainstream school and ineffectual.

Appendix Four

Documents and publications consulted.

1. Circular 10/99 Social Inclusion: Pupil Support. Issued July 1999, latest update January 2003. <http://www.dfes.gov.uk/publications/guidanceonthelaw/10-99/>
2. DfES Discussion paper Feb 2003, Working together on Exclusions:- a discussion paper on the prevention, management and funding of school exclusions.
3. Ofsted report Feb 2001, Improving Attendance and Behaviour in Secondary Schools. <http://www.ofsted.gov.uk/publications/index.cfm?fuseaction=pubs.summary&id=1021>
4. DfES Research report N^o. 405, March 2003, Study of young people permanently excluded from school. Daniels,H., Cole,T., Sellman,E., Sutton,J., Visser,J., Bedward,J.
5. Home Office Research Development and Statistics Division, Occasional Paper N^o. RDS 71, The Independent effects of permanent exclusion from school on the offending careers of young people. Berridge, D., Brodie, I., Pitts, J., Porteous, D., Tarling, R.,
6. Cabinet office Social Exclusion Unit Report, 1997, Truancy and School Exclusion. http://www.socialexclusionunit.gov.uk/publications/reports/html/school_exclu/trhome.htm
7. Audit Commission Report Nov 2003, Children with special educational needs-national research project. <http://www.audit-commission.gov.uk/Products/national-REPORT/D3265D20-FD7D-11d6-B211-0060085F8572/SEN-report.pdf>
8. Audit Commission Briefing Report Oct 1999, Missing Out – LEA Management of School Attendance and Exclusion.
9. The Educational Network Sept 2003, Tackling Exclusion.
10. Vulliamy, G., Webb, R., Reducing school Exclusions: An evaluation of a multi – site development project. Oxford Review of Education Vol. 29, N^o. 1 2003.
11. DfES Families of Schools. The London Challenge 2003.
12. DfES May 2004, Permanent Exclusions from Schools and Exclusion Appeals in England 2002/2003.
13. DfES Teachernet 2003 Guidance, Improving behaviour and attendance: guidance on exclusion from schools and Pupil Referral Units. <http://www.teachernet.gov.uk/wholeschool/behaviour/exclusion/2003guidance/>
14. DfES Teachernet 2004 Guidance, Part 1: Promoting positive behaviour and early intervention <http://www.teachernet.gov.uk/wholeschool/behaviour/exclusion/guidance/part1/>
15. Positive alternatives to exclusion Cooper, P., Drummond, M.J., Hart, S., Lovey, J., McLaughlin, C., Routledge, London 2000.

Appendix Five
School funding details for Learning Support Centres.

Year	Source	Details
2000/2001	Standards Fund	The first LSUs were established at Whitton and Shene International in January 2001. The Standards Fund grant available was £5,566 (part year) each for running costs and £14,842 each towards set-up costs
2001/2002	Standards Fund	Continued funding for Whitton and Shene. Later that year the DfES made further Standards Fund available to establish an additional LSU at Christ's. The Funding was as follows: Whitton and Shene received running costs of £18,552 each and £12,987 each towards set-up costs. Christ's was established later that year and received running costs of £6,156 and £10,259 towards set-up costs.
	Public Service Agreement	The PSA funded the establishment of 2 LSUs at Orleans Park and Hampton Community College (HCC). The funding for each school consisted of running costs of £12,000 each and £13,000 each towards set-up costs.
2002/2003	The Standards Fund	The Standards Fund grant funded LSUs at Christ's, Whitton and Shene at £19,500 each
	Public Service Agreement	The PSA continued to fund the LSUs at Orleans Park and HCC at £19,500 each
2003/2004	School Budget Share - ex Standard fund.	Christ's, Whitton and Shene received £20,000
	Public Service Agreement	Orleans Park and HCC at £20,000 each
	School Budget	Grey Court, Teddington and Waldegrave received £11,667 to operate a unit from September 2004.
2004/2005	School Budget	All Secondary schools received funding in their School Budget Share of £20,800 for their LSU provision.
	Money available from unsuccessful Target Capital fund bid.	£45,000 to Teddington to provide 2 new LSU teaching demountables with 5/6 desks in each, plus conversion of a storeroom to create a further teaching area. £45,000 to Grey Court for refurbishment work to be carried out in Newman House.

Appendix Six Table of Recommendations

N.B. For more detailed explanation of the recommendations please see Sections 16 and 17 on pages 44-6.

Rec. No.	Recommendation
1.	That every secondary school be encouraged to set up and resource a Learning Support Centre (LSC).
2.	That consideration be given to the setting up of a number of Alternative Education Provision (AEP) units based in some of our secondary schools, which would operate in a similar manner to the one at the Hounslow Manor BIP Centre (an advanced internal exclusion unit).
3.	That, in order to achieve closer working between the schools and the Social Services department, social workers be timetabled into the LSC programme and have specified service level agreements with the schools on times, case loads, and reporting and recording methods.
4.	That the LEA issue a very clear policy statement on exclusions to schools, and that this be one of the main objectives in the priority C section of the Education Development Plan.
5.	That the Exclusion Policy for each school have a clear statement concerning exclusion of children on the SEN register.
6.	That pupils on a statement not normally be permanently excluded. If they are, it should be only in very exceptional circumstances and then only in agreement with the Director of Education.
7.	That pupils on the SEN Register who are in line to receive fixed term exclusion, be dealt with within an LSC, and should only receive a permanent exclusion in exceptional circumstances.
8.	That the good examples of alternative programmes for disaffected KS4 pupils in some Richmond schools be shared, and if necessary, pupils be offered places at another school under the current managed move programme, if there is not a sufficient requirement to run the course at the school in question.
9.	That the Education Department examine the case for an additional Assistant Director, who would take over the Youth Service, Connexions, the Social Inclusion and EWO departments, and associated areas from the Social Services department.
10.	That School Governors adopt recommendations 1, 2 and 5.
11.	That School Governors establish internal exclusion areas if there is not already one in place.
12.	That School Governors set targets for the reduction of fixed term and permanent exclusions.
13.	That School Governors in their annual report detail how money made available for behaviour support has been used.