

Delivering the behaviour challenge

Our commitment to good behaviour



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1. Every parent wants to know that their child will be safe and happy at school and every child has the right to learn in a well-run, orderly school, with good behaviour in every classroom. In the White Paper 'Building a 21st century schools system' we have set out a guarantee to every pupil and parent (underpinned by legislation) that in their school there will be good behaviour, strong discipline, order and safety. As a result of the steps already taken, the great majority of schools already have good or outstanding behaviour and the number of schools with inadequate standards of behaviour is at the lowest level ever recorded. However, it is unacceptable for the learning of any class to be disrupted by the bad behaviour of one or two pupils.
2. As Sir Alan Steer recognises in the concluding report of his behaviour review, recent years have seen significant progress in standards of behaviour overall and in schools' capacity to manage behaviour issues:
 - 93% of primary schools achieve a good or outstanding rating on behaviour;
 - the proportion of secondary schools judged good or better on behaviour has risen to 72% in 2007/08 and is on track to reach around 80% in the 2008/09 academic year;
 - the proportion of schools judged by Ofsted to have unsatisfactory behaviour is the lowest ever recorded – less than 2% of secondary and less than ½% of primary schools compared with 6% and 2% in 1997/98.
3. Furthermore, these improvements need to be seen in the context of Ofsted demanding progressively higher standards on behaviour: in September 2007 Ofsted raised the bar on the measurement of behaviour in schools.
4. The vast majority of schools now have good or outstanding behaviour because:
 - schools now have the clear powers that they need to enforce school rules, put pupils in detention and secure parental cooperation;
 - schools have been given practical support and guidance to improve pupil behaviour and deal with bullying, including intensive support for schools identified by Ofsted as inadequate or only satisfactory on behaviour;
 - schools are working to improve the skills underpinning good behaviour and positive attitudes to learning through the Social and Emotional Aspects of Learning (SEAL) programme which promotes a positive school ethos and targeted additional support for pupils who need it;

- new legislation requires secondary schools to work together and with other services in partnership to strengthen their capacity to improve pupil behaviour; and
- we have reformed alternative provision to improve the quality of support offered outside mainstream schools.

5. Good behaviour and strong discipline go hand in hand with effective teaching and learning. Teachers cannot teach effectively and pupils cannot learn effectively in classes disrupted by poor behaviour. One child behaving badly can undermine learning by the whole class. By the same token, excellent teaching that engages pupils can reduce the likelihood that disruptive behaviour will occur. Disruptive or bullying behaviour by even a small minority of pupils can create a school environment in which pupils feel unsafe, undermining effective teaching and learning.
6. Behaviour is fundamental to standards and pupils' ability to learn and that is why the new Ofsted inspection framework makes clear the strong contribution that behaviour standards will make towards the final judgement on a school's overall effectiveness. A school will not normally be rated good overall if it is only satisfactory on behaviour.
7. Parents tell us that they want their children to learn in an orderly school, with a head teacher who will not tolerate bullying, and who sets clear boundaries for behaviour and high expectations for everyone. Parents are very clear that they want schools to take firm action to manage behaviour and that all parents share responsibility with school staff and pupils for making sure that learning in any class is not disrupted. All parents should understand what is expected of them and their child and the consequences of not acting to support the school in addressing their child's behaviour issues.
8. That is why it is right to set the standard on behaviour higher still and it is why we are guaranteeing to pupils and parents good behaviour in every school so that:
 - all schools achieve good or outstanding standards of behaviour;
 - schools tackle earlier issues raised by the minority of pupils who disrupt the learning of others and make life difficult for staff in schools.

To achieve this we will encourage all parents to support their child's school in achieving and maintaining high standards of behaviour. And we will encourage schools to address at the earliest opportunity underlying learning difficulties which can lead to challenging behaviour.

The Pupil Guarantee

Good behaviour, strong discipline, order and safety

Schools are already expected to:

- have effective policies in place to promote good behaviour and discipline;
- have effective policies in place to prevent and tackle all forms of bullying;
- involve pupils in developing and reviewing the school behaviour policy;
- engage with parents when a pupil fails to attend school regularly, persistently misbehaves, or is excluded; and
- maintain a safe environment and take measures, where appropriate, to keep weapons out of school.

The new Pupil Guarantee will now also ensure:

- that pupils know what behaviour is expected of them and the consequences of misbehaving;
- that all pupils have the opportunity to have their say about standards of behaviour in their school; and
- that pupils who need support for their behaviour outside the ordinary classroom have access to high-quality learning opportunities.

The Parent Guarantee

A Home School Agreement that outlines their rights and responsibilities for their child's schooling

Schools are already expected to:

- have a home school agreement that outlines the school's and family's responsibilities

The new Parent Guarantee will also ensure:

- that all parents understand the expectations of them and their child and the consequences of not acting to support the school in addressing their child's behaviour issues

9. We agree with Sir Alan Steer that "satisfactory" behaviour should no longer be good enough. Teaching staff, parents and pupils deserve better, so we intend to raise the bar further – we want all schools to achieve good or outstanding behaviour as assessed by Ofsted. Such schools have high expectations of all their pupils, apply firm, fair and consistent discipline and set high standards of behaviour, good manners and personal appearance. The great majority of secondary schools find that a smart uniform helps to underpin the school's authority and their pupils' sense of belonging.

Why satisfactory is not good enough

1 In a school where behaviour is “satisfactory”, pupils are generally polite and well-behaved. If a child misbehaves staff tackle the issue promptly and ensure other children’s learning is not disrupted. Pupils’ behaviour around the school is orderly and corridors, play and social areas are generally calm and safe. Incidents of poor behaviour, for example fighting, swearing, or directly challenging teachers’ authority only occur occasionally. Where pupils’ behaviour is challenged by the school, most recognise and understand why they are being punished.

But there is a significant difference between a school that is “satisfactory” on behaviour and one that is “good”: in a good school, the staff use their teaching skills to ensure that young people are actively engaged and motivated to learn and achieve. Staff interact well with pupils and as a result pupils feel valued and respected. Pupils’ behaviour makes a strong contribution to good learning in lessons: for example listening skills are well developed and young people pay attention to what others say and are not disrespectful of others’ ideas or views. They are encouraged to participate in activities at break, lunchtime and after school which reinforce opportunities to take leadership roles, work in teams to a common end and value the contribution others make. As a result, disruptive behaviour, name calling, using put downs and bullying is minimal, and where it does occur is addressed quickly and effectively by staff.

- 2** Good pupil behaviour does not happen by chance. It requires good teaching together with strong leadership from a Headteacher who sets high expectations for all and who makes clear that securing good behaviour must be central to teaching and learning in the school. Good schools:
- make sure every child and their parents are clear about the limits of acceptable behaviour and their responsibilities. They spot the potential for bad behaviour early and intervene quickly to stop it; fully involving parents and giving help where it is needed with underlying problems like dyslexia that are barriers to learning.
 - know the full extent of their legal powers and use them confidently and wisely; they have a strong relationship with local police and work with them to ensure children behave well when they are outside school as well as in it, including on public transport to and from home.
 - never tolerate classroom disruption and take swift action where necessary with children who misbehave to get them back on track, using a range of graduated approaches for dealing with ill-discipline within the school.

- 10.** This strategy sets out how we intend to deliver our guarantee on behaviour across schools in England, acting upon the recommendations of Sir Alan Steer's behaviour review.
- We will launch a new drive to help schools graded as satisfactory on behaviour to improve their behaviour management with an expectation that at their next Ofsted inspection they progress to good. Schools will have the opportunity to learn from established good practice on what works in improving behaviour and we will establish a new national network of lead behaviour schools to advise and support others. Schools can also draw upon support from partners including support from the police.
 - Good behaviour is fundamental to school standards and so we expect local authorities to prioritise behaviour support to help schools raise their game. We will write to all local authorities to reinforce this and set out our expectations for improvement. Ultimately, if behaviour standards do not improve we will look at whether the local authority's overall performance on this and other school improvement matters justifies issuing an improvement notice.
 - It is vital that parents understand the powers that schools have to enforce school discipline and tackle bullying and what they can do if they have any concerns that these are not being used effectively. So we are launching a new leaflet for parents, "Working Together for Good Behaviour in Schools". We must ensure head teachers and teachers are fully aware of and make appropriate and effective use of their new powers and at the same time ensure that parents and pupils also understand their own responsibilities to support the school's behaviour policy.
 - Prevention is always better than cure and schools should intervene early with pupils who are not behaving well, so that good overall behaviour standards are not undermined and disruptive pupils are brought back on track. We will ask Ofsted to evaluate the impact of nurture groups, and expect all secondary schools to have access to a withdrawal facility through their behaviour and attendance partnership.
 - In situations where exclusion is the right option alternative provision needs to be available and of high quality. We will build on our reforms to improve the quality of provision by legislating to require local authorities to provide suitable full-time education for those young people not able to attend school.
- 11.** The specific actions we propose in each of these areas are set out below. Annex A sets out a more detailed point by point response to the recommendations in Sir Alan Steer's final report and Appendix B reproduces our responses to the recommendations in his earlier reports.

Supporting good behaviour in all schools

12. We want to achieve a step change in the rate of improvement. **Our ambition is that by 2012 all schools will either have a good or outstanding Ofsted rating on behaviour, or be on track to reach one at their next inspection.**
13. The key to achieving our goal of all schools being rated good or better on behaviour is raising expectations all round – on the part of school heads and governors, local authorities and parents. While many local authorities and schools have worked hard in recent years to improve standards of behaviour, reflected in the rising trend of schools rated good or better on behaviour by Ofsted, improving behaviour from satisfactory to good is currently not sufficiently high up the agenda of some local authorities and some schools. We agree with Sir Alan Steer that where Ofsted judge a school to have only satisfactory standards overall, this should normally be seen as a trigger for action to improve the school's standard to good or better.
14. To impress upon all concerned the importance attached to good behaviour the Secretary of State is writing to all local authorities to ask them to prioritise supporting schools with satisfactory behaviour standards to achieve good or outstanding behaviour as part of their work to support school improvement. The vast majority of local authorities have relatively low numbers of schools with behaviour rated only satisfactory. In the first instance, we will therefore target support at those local authorities where there is a higher proportion of schools where standards of behaviour are satisfactory and where there has been insufficient improvement in those standards. We expect these local authorities to drive a significant and sustained increase in the number of their schools graded good for behaviour.
15. We will expect these targeted local authorities to develop a comprehensive plan, with support from the National Strategies, to work with their satisfactory behaviour schools to achieve good behaviour status. They will also be asked to set a trajectory against which progress can be monitored. We are also arranging for the performance on behaviour issues to be covered in this autumn's school standards performance management meetings with these local authorities
16. Behaviour improvement is not an optional extra. It is part of the core business of schools. Unless classes are orderly, safe and disciplined, teachers will not be able to teach to best effect and standards of learning will not improve. Similarly, good standards of teaching and clear expectations of learners will promote improved behaviour. We therefore agree with Sir Alan that each school should develop a teaching and learning policy, making clear how good teaching and classroom management promote both effective learning and positive behaviour. We will issue guidance in 2010 for all schools on the development and review of teaching and learning policies, including examples of teaching and learning policies already operated in successful schools. This guidance will promote teaching and learning policies as important for all schools for establishing a common understanding throughout a school of what is expected of the staff and pupils. We will make clear to School Improvement Partners (SIPs) that particularly serious consideration should be

given to this by any school with satisfactory behaviour standards that currently lacks a teaching and learning policy.

- 17.** We will provide additional help to drive up standards by providing support for behaviour management, so we will:
- provide expert advice and guidance on best practice in behaviour management that is proven to work;
 - support partnerships between schools so that they can work with one another and learn from best practice and share expertise;
 - support partnerships between schools and wider children’s services and the police in particular; and
 - support teachers in developing their confidence and skills in tackling challenging behaviour.

If however despite this support schools do not make progress then we will not hesitate to act.

- 18.** We are proposing to introduce legislation so that if a SIP does not think a school is addressing behaviour issues or giving them sufficient priority he or she will be able to advise the local authority to hold back the school improvement element of the school’s budget unless and until the SIP is confident about the school’s plans. We would also expect any school with behaviour difficulties to accept support from the local behaviour and attendance partnership and the local authority.
- 19.** If a school that has been rated satisfactory on behaviour is still only satisfactory at its next inspection (which would normally be within three years) we will take further action:
- the local authority would be expected to consider whether the school’s failure to improve behaviour, taken with other evidence about the safety of pupils and staff, the leadership and management of the school and overall standards in the school, would justify issuing a warning notice to the school, foreshadowing further intervention;
 - the Secretary of State if necessary and where appropriate would use his proposed new powers to direct a local authority to consider issuing a warning notice;
 - we will also expect local authorities to consider asking Ofsted to re-inspect the school within one year and, if necessary, the Secretary of State may require Ofsted to do this.

These arrangements for maintained schools (and Pupil Referral Units) will be reflected in similar arrangements for Academies.

Expert advice and guidance on behaviour

- 20.** In the first instance we will encourage all these schools to engage with the ‘Securing Good Framework’¹. The Framework has been a successful part of the intervention

¹ “The Securing Good Framework” is a structured framework for school self-evaluation and improvement in promoting positive behaviour, based on the headings in the school Self Evaluation Form (SEF) and informed by the Ofsted inspection framework and effective practice on behaviour management, as recommended by Sir Alan Steer and others.

strategies, co-ordinated by the National Strategies with local authorities, which have enabled over 60% of schools with satisfactory behaviour to achieve a good behaviour judgement at their next inspection – within an average of two years. In their new expanded role School Improvement Partners will work with schools with satisfactory behaviour standards to assess what action is needed to improve behaviour standards further and how this fits into their overall strategy for school improvement. They will then be able to draw upon a range of quality-assured providers (operating within a national system of accreditation).

- 21.** Working with their SIP we expect every satisfactory behaviour school to produce an action plan setting out how they will improve to “good” and this should include serious consideration of the development of a teaching and learning policy if the school does not already have one.

Schools learning from one another

- 22.** We will enable schools with particular expertise in behaviour management and the promotion of positive pupil behaviour to take the role of system leaders. So we will establish a new national network of Lead Behaviour Schools to spread good practice and provide expert advice so that every school needing support is able to access this within a short period of time. This network will be part of our Good and Great programme from September 2010. We will be consulting on the practicalities of this as part of our consultation on the overall programme later this autumn.
- 23.** Schools also access support from other schools in their area through Behaviour and Attendance Partnerships which enable strong schools to support weaker ones and good practice to be shared and embedded in all schools. As Sir Alan observed, the partnerships are still a relatively new development but as they become more established, they will enable schools both to improve behaviour standards generally and to deal with the most challenging pupils. That includes, as Sir Alan has highlighted, schools co-operating in the vital area of staff training and sharing resources in order to appoint specialist staff to extend the services they offer. We want every Behaviour and Attendance Partnership to include at least one school judged by Ofsted to have good or better behaviour and will make this clear in our new statutory guidance.

Tower Hamlets

Tower Hamlets has 15 secondary schools working together in a single Behaviour and Attendance Partnership. In summer 2007 the schools agreed to:

- ensure alternative educational provision is in place from the sixth day of any exclusion;
- develop a consistent approach to behaviour management;
- develop a fair access protocol and review the use of managed moves; and
- review the impact of pupils taking holidays in term time and develop a consistent approach to these across the borough.

Due to the high levels of deprivation in the borough, head teachers committed to using internal exclusion wherever possible for the first five days of any exclusion as an alternative to sending children home. They also agreed that, where a managed move has been arranged or where a pupil has been permanently excluded, the pupil should spend time in a Pupil Referral Unit before joining their new school in order to address the issues that led to the exclusion or managed move and prepare for re-entry. Where parents and pupils agree, managed moves are always substituted for permanent exclusion. This has all resulted in a substantial reduction in the need to exclude pupils: in 2007/2008 permanent exclusions dropped by 26%, fixed term exclusions dropped by 13%, and the number of days of exclusion dropped by 41%.

Cornwall

All schools are actively engaged with their local Behaviour and Attendance Partnership. The Partnerships also include a range of other groups from Children and Young People and Families Services such as the Education Welfare Service, reintegration officers, Behaviour Support Services, Educational Psychology Service, Common Assessment Framework Co-ordinators, local colleges, social/family services and Integrated Youth Support Services/targeted youth team.

Comparative data on pupil behaviour and attendance is increasingly being used, both at school and partnership level, to inform discussions and target setting for the partnerships. Improved behaviour is reflected in reduced levels of fixed-period and permanent exclusions. Data for persistent absence and overall attendance continue to improve.

- 24.** We will work with local authorities over the next two years to pilot the use of the "Securing Good Behaviour" framework in Behaviour and Attendance Partnerships with a high proportion of schools are judged satisfactory. They will also explore how partnerships to improve behaviour can best link with work on wider school improvement issues.

- 25.** To ensure that the Behaviour and Attendance Partnerships are clear about their role, we will set out their key features in new statutory guidance. We will be publishing this guidance in consultative form on our website. The key features are based on Sir Alan's recommendations and are summarised below.

Key features of Behaviour and Attendance Partnerships

- 1** The active engagement of all member schools and other bodies within the partnership reflecting their ownership of the partnership and their commitment to all local children.
- 2** The inclusion within the partnership of the local pupil referral unit (soon to be renamed short stay school), if any, together with other major providers of Alternative Provision.
- 3** Engagement of the partnership with primary schools and further education.
- 4** Alignment with the local Safer School Partnership. There should be full engagement with the police so that each partnership has at least one allocated SSP officer.
- 5** Engagement with extended services to improve support to pupils and parents in the partnership and to facilitate re-integration into mainstream provisions as required.
- 6** Clear protocols for pupil managed moves and for the placement of 'hard to place' pupils, operated by all members of the partnership.
- 7** A focus on behaviour and attendance and on effective early intervention.
- 8** The use of 'pooled' resources to enable the partnership to buy in specialist support.
- 9** The transparent use of data so that the partnership can monitor its performance and identify strategic objectives.
- 10** A staff training programme related to behaviour and attendance to provide opportunities for ongoing continuous professional development and joint networking.

Schools working in wider partnership

- 26.** External events, a sense of grievance felt by a particular group or tensions between different groups of pupils within the school or in the local area can lead to inappropriate behaviour or poor school discipline. As part of the partnership approach, we encourage schools to work with local authorities and the police to contribute to local tension monitoring arrangements and to review the work they are doing to promote community cohesion as a way of addressing issues which may be driving poor behaviour. Safer School Partnerships provide a good vehicle for such arrangements.
- 27.** Partnership working between schools and the police reduces the risk of pupils being drawn into crime or anti-social behaviour, either as victims or perpetrators. Police can provide advice and support to schools so they understand issues or tensions affecting their local community, promote good citizenship and improved relations between pupils

and the local community. Police can also bring their own legal powers to bear, for example if there is a problem of drug dealing outside the school gate or a need to screen or search pupils for weapons. Police have an important contribution to make in delivering our pupil guarantee about all pupils attending a school where there is good behaviour, strong discipline, order and safety.

- 28.** In the Youth Crime Action Plan last year, we said that every school would have a named police contact and that Safer School Partnerships between schools and police should become the norm rather than the exception in schools. Our goal is that every school that wants one should have one, subject to local resources. There are now over 5,000 Safer School Partnerships across the country and we are working with local authorities, police and schools to raise awareness, to disseminate good practice (for example through conferences, new practical guidance and a DVD) and to promote further expansion. As a result, Safer School Partnerships are now being established or expanded in more and more areas of the country.

Uniformed organisations

- 29.** We also aim to encourage links between schools and young people's uniformed organisations such as the scouts, guides, boys and girls' brigades and the cadet forces. These organisations play a key role in promoting good behaviour and discipline among young people. We will encourage closer links between the Prince's Trust project 'YOU' (Youth Organisations Uniform) and schools. The YOU project membership includes the scouts and guides, the girls' and boys' brigades, all the cadet forces, and others such as the St John Ambulance, volunteer police cadets, the mountain rescue service and the fire service. The YOU project aims both to increase the capacity of young people's uniformed organisations by attracting more adult volunteers and to increase participation by young people themselves, particularly those from more disadvantaged backgrounds.

Supporting and empowering teachers

- 30.** Support at school level needs to be complemented by support for classroom teachers. Sir Alan emphasised the key role that professional development plays in equipping teachers with the skills to manage behaviour. We will drive forward improved professional development and support for school staff.
- 31.** We will support teachers so that they are aware of how to achieve improved standards of pupil behaviour, as set out in the "What Works" document produced by the former Practitioners' Group on School Behaviour and Discipline. We will be working further with the teacher professional associations and other key stakeholders to raise awareness of the "What Works" document.

What works in improving behaviour: ten key principles identified by the Practitioners' Group

- Consistency of approach by all school staff
- Effective school leadership
- Good classroom management, learning and teaching
- A range of clear, appropriate rewards and sanctions
- Behaviour strategies and the teaching of good behaviour
- Staff development and support
- Pupil support systems
- Liaison with parents and other agencies
- Effective arrangements for managing pupil transition
- Organising the school day and its facilities to take account of behaviour issues

- 32.** Second, it is important to develop highly skilled professional leaders in behaviour improvement and we are discussing with the Teacher Development Agency how a Masters Level credit could be developed.
- 33.** Third, as we consult on the Licence to Practice we will consider whether the updating of skills and expertise in pupil behaviour management should be integral to the core professional standards required for teachers. Behaviour management and the promotion of positive behaviour should be recognised as a core professional skill for all teachers. To support teachers in gaining the appropriate skills and competencies we are developing a comprehensive and sustainable network of cluster-based professional development provision, with the help of the Training and Development Agency for Schools and National College for Leadership of Schools and Children's Services. This will include the sharing of best practice and expertise of lead behaviour schools that we plan to make available under the Good and Great programme.
- 34.** Fourth, we shall roll out the Inclusion Development Programme, which will improve the knowledge, skills and confidence of all those working in schools about children with behaviour, emotional and social difficulties. This will help to prevent and address behavioural difficulties which can escalate into significant problems.
- 35.** In addition, we will work with the professional associations to produce a plan to raise awareness of and improve training in good practice in behaviour management. We are also refreshing our website on pupil behaviour, providing schools with clearer and easier access to key guidance documents and resources for the professional development of their staff.

The right powers to enforce discipline – well understood and effectively used

- 36.** As Sir Alan Steer has pointed out, schools have all the legal powers they need to promote good behaviour and enforce discipline. Sir Alan recommended that we raise schools' awareness of their legal powers to discipline. It is vital that schools understand the powers that they have and use them appropriately. We have already with NASUWT taken action by issuing information to teachers entitled "School Discipline: Your Powers and Rights as a Teacher". Copies of the leaflet have been sent to every school in England and are also available as a poster.

School discipline – schools' legal powers

- Power to discipline pupils for breaking rules, failing to follow instructions or other unacceptable behaviour – using a range of punishments
- Power to discipline pupils for misbehaviour outside the school gate, including journeys to and from school
- Detention – including in the evening and at weekends if the school wishes
- Confiscation of inappropriate items (e.g. mobile phones)
- Searching pupils for weapons (power currently being widened to include drugs, alcohol and stolen property)
- Exclusion (fixed-period or permanent)
- Use of force to control or restrain pupils

- 37.** We will work further with NASUWT to assess the impact of the leaflet and poster. We will also work with other professional associations to ensure that all school staff and governors have clear information about the powers available to them and how to use them. This includes publicising schools' power to regulate the conduct of pupils when outside school.

Parents and schools working together

- 38.** Parents raise children and it is vital that parents and their children understand the powers that schools have and support schools in promoting good behaviour and discipline. We will work to ensure they understand both their rights and their responsibilities. We will also help schools secure their engagement.
- 39.** To help parents understand the powers that schools have and how they can be used we are launching a leaflet, "Working Together for Good Behaviour in Schools", intended for schools to distribute to parents, setting out clearly the responsibilities which schools have to provide a safe and orderly environment for their child, the statutory powers available to schools in order to maintain good standards of discipline, and the responsibilities which parents have to support schools in maintaining those standards. We will work with the teacher professional associations and other stakeholders to raise awareness and understanding of these issues across the school system. We will also develop similar advice for young people.

- 40.** Our intention is that parents should have the opportunity to influence the behaviour policies of their child's school. That way, if their child misbehaves, they understand the approach of the school in dealing with that misbehaviour and are able to support it effectively. This should include parents of children with special educational needs which can lead to challenging behaviour, to ensure that schools understand and are able to prevent and respond rapidly to behavioural difficulties. Parents should expect to be consulted every two years on the school behaviour policy by the governing body. The majority of parents positively reinforce the behaviour and discipline policies of the school. However, in rare cases where parents deliberately obstruct a school's disciplinary policies, we would expect the school to use the powers at their disposal to require parental cooperation.
- 41.** We will promote the role of parents, learners and school governors in supporting and challenging schools where behaviour is only satisfactory by ensuring that Ofsted's judgment of a school's behaviour standards appears on the front of the School Report Card. We would expect schools with satisfactory behaviour standards to communicate their improvement plans to parents.
- 42.** If parents do not believe that their school is delivering the entitlements in the Pupil Guarantee on behaviour, then they must have a right of redress and the ability to require action to improve standards. In the first instance parents can complain to their head teacher or governing body either directly or through a parent governor. We expect the governing body to respond setting out the measures they are taking to address the issues raised. Most complaints should be relatively straightforward to resolve in this way. However, if parents feel that their concerns have not been taken seriously and that the action proposed is inadequate then they can complain to the Secretary of State.
- 43.** The new Home School Agreement will ensure that parents understand their role in supporting school behaviour policies. When applying for a school place, parents will receive a copy of each school's behaviour policy and will be expected to indicate that they will support that policy. Parents will sign a Home School Agreement with their child's school on entry and will be expected to sign an updated Home School Agreement each year, which may include expectations tailored specifically to their own child if there are behaviour problems and where relevant, additional support for their child. If the parents refuse to sign the Agreement, or if they fail to fulfil their side of it, the school will be able to refer to this as evidence of lack of cooperation if they subsequently decide to apply for a compulsory parenting order.
- 44.** Our new pupil guarantee will ensure that pupils know what is expected of them and the consequences of misbehaviour and have the opportunity to have their say about behaviour standards in their school. We shall remind schools of their statutory obligation to involve pupils in the formulation of their behaviour policy and to ensure that pupils are informed about the behaviour policy on a regular basis. We will also develop revised statutory guidance for schools about consulting pupils on how well the school is doing and how it could be improved, which will steer schools to ensure that pupils have an opportunity to offer a view about standards of behaviour in their school.

Tackling behaviour issues early

45. Sir Alan recommended that a key focus for Behaviour and Attendance Partnerships should be improving the capacity of schools to carry out effective early intervention work. Through monitoring and reviewing schools' data, partnerships can identify, for instance, where particular groups of children are over-represented among those excluded or with poor attendance. We know that children with special educational needs are more likely to be excluded than their peers, but that some local authorities are significantly less likely to have disproportionately high exclusions than others. Schools will want to work together to improve their strategies for identifying and meeting underlying learning needs in order to prevent challenging behaviour from escalating and eventually resulting in exclusion.
46. Sir Alan also advised that Behaviour and Attendance Partnerships can pool resources to enable schools to buy in essential specialist support at the moment it is required. This can ensure more timely and cost effective responses, which can prevent problems becoming entrenched and difficult to resolve.
47. No child or teacher should have to put up with disruption in the classroom or elsewhere in the school. All schools should have clear arrangements for taking pupils out of class if this is necessary to avoid disruption to learning, be it on a temporary or permanent basis and we agree with Sir Alan that withdrawal from lessons should be for the minimum time necessary to address the problem that caused the withdrawal. Pupils need to be brought back on track as quickly and as early as possible.
48. For younger children in particular, nurture groups can play a valuable role in addressing issues of social and emotional disturbance. They provide a structured environment in which the child can begin to trust adults and to learn more effectively, ensuring the child remains included in the school community. Some schools fund nurture groups from the resources available to them for providing SEN services. However, as Ofsted indicated in a report in June this year, there is further potential to make use of nurture groups. We will be asking Ofsted to evaluate the impact of nurture groups, as Sir Alan recommended.
49. There is a range of other provision outside the ordinary classroom that can help young people with problem behaviour get back on track. Such provision may be, for example, through a Learning Support Unit or withdrawal room within the school. We will expect every secondary school to have access, through its Behaviour and Attendance Partnership, to a withdrawal facility to use if necessary. We welcome schools using these strategies as part of a planned, positive school policy to improve pupil behaviour. But their use must be balanced and proportionate: we also recognise that weak behaviour management systems often rely on the frequent removal of pupils from classrooms which leads to neither pupils nor teachers learning to manage behaviour properly. We are therefore encouraging schools to monitor the effects of pupil withdrawal from the classroom in order to inform and improve practice.
50. Our 21st Century Schools White Paper set out our commitment to drive forward more consistent, systematic and effective approach to early intervention. Schools should be ready to spot quickly where extra help may be needed and to provide it in partnership with other local services. The White Paper set out a commitment to develop a new

framework for early intervention. It identified the key features which should be part of every early intervention model for pupils, including identifying for every child a trusted adult who knows them well. Typically this would be a personal tutor for secondary school pupils and a form tutor for primary school pupils. The White Paper also said that schools should have swift access to a broad range of professionals for pupils needing more specialist support, including Child and Adolescent Mental Health Services. In the autumn we will issue a consultation document setting out proposals to develop a national framework for early intervention. This will set out clear systems, roles and responsibilities backed up by evidence-based approaches.

Effective Alternative Provision

51. While exclusion is unfortunate, it is right that schools use their powers to exclude disruptive pupils when this is in the interests of other pupils. Behaviour in schools is vastly improved and schools are getting better at managing pupil behaviour and addressing problems earlier to prevent exclusion becoming necessary. As a consequence permanent exclusions from maintained primary, secondary and special schools are at the lowest level recorded since 1997, down 34 per cent on 1997-98. In our Children's Plan we committed to never give up on any child so where exclusion is necessary we need to ensure that all children continue to receive a good education and that no child is left behind.

Early intervention, using Alternative Provision

"Carl was sent to us from a school directly as a result of extreme violence against a classmate, resulting in repercussions from other students and his disengagement from school in general. As a recent refugee to this country his lack of English made communication difficult. He started attending alternative provision 2 days per week and soon excelled in all practical activities. Within weeks he became more at ease at home (he is cared for by the local authority) and at school, and is now able to attend school 4 days per week."

52. Pupil Referral Units and other alternative provision are vital tools for early intervention and prevention for pupils with serious behavioural difficulties. We agree with Sir Alan the need to set out clear minimum entitlements for pupils in Pupil Referral Units and other alternative provision. The Pupil Guarantee announced in the White Paper on 21st Century Schools will ensure that all schools provide pupils with a good standard of education. This applies to Pupil Referral Units – or Short Stay Schools as we are renaming them – along with other types of school. New legislation on the Pupil Guarantee will be applied to Pupil Referral Units through the PRU enactment regulations. In addition, we are introducing new statutory guidance setting out a core entitlement for pupils both in Pupil Referral Units and other forms of alternative provision as regards the curriculum and hours of education they should be offered. The new guidance will make clear our expectation that most pupils should be offered full-time education and a core curriculum, in line with the Pupil Guarantee. We also intend to legislate to require local authorities to provide suitable full-time education for those young people in alternative provision.

53. We are also piloting new models of alternative provision, to help drive up the quality of provision. We want to capture good practice and, as promised in the *Back on Track* White Paper last year, we will work with local authorities to evaluate examples of innovative practice that develop. In addition, we are legislating to give the Secretary of State power to close a Pupil Referral Unit in special measures and replace it with a specified alternative. The Secretary of State will consult with relevant local authorities before making any direction under the new power, which will come into force in autumn 2010.

Examples of the new models of alternative provision currently being piloted

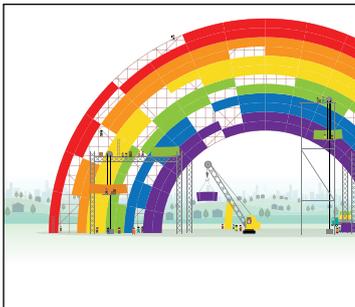
Darlington local authority is working in collaboration with Clervaux Trust, mainstream schools and a special school. This pilot caters for 16–19s not in, or at risk of not being in employment, education or training, including disabled, looked after, young carers and young offenders. A new rural eco-centre is being developed and young people are also involved in woodland clearing.

Knowsley Council has a programme following the Army Cadet Force syllabus but formulated to fit BTec. It is aimed at young people involved in youth crime and anti-social behaviour, with poor educational outcomes, a high proportion of whom are NEET.

Oxfordshire has a peripatetic Pupil Referral Unit using youth, private and voluntary sector sites across Oxfordshire, including some theatres, and working with Thames Valley Police. These facilities are particularly aimed at KS3 pupils aged 11–14, those requiring supported transition from KS2–3, those at risk of exclusion, persistent absentees and young offenders.

Conclusion

54. This new strategy is grounded on our beliefs that no child or teacher should have to put up with disruption in the classroom and that no child should be left behind. Because the numbers of schools with inadequate behaviour standards are now at the lowest level ever recorded, the focus of our new behaviour improvement strategy is on encouraging schools with satisfactory standards, particularly those that have been content to accept this for some years, to unlock their potential to move to good or better standards. We do not underestimate the scale of the challenge but we believe that schools will want to provide the best for their pupils, and that working in partnership with other schools and with support from their SIP, they have the capacity to deliver this.



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