



**Rt Hon Justine Greening MP**  
Secretary of State

Sanctuary Buildings Great Smith Street Westminster London SW1P 3BT  
tel: 0370 000 2288 [www.education.gov.uk/help/contactus](http://www.education.gov.uk/help/contactus)

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Dear Tom

I would like to take this opportunity to thank you for your review of behaviour in schools, *Creating a culture: how school leaders can optimise behaviour*, which focuses on school leadership, culture and ethos.

This report can help make a real difference to school leaders, and to children. I know the report draws on the experience; of the many school leaders and experts who have assisted you during the review.

As you are aware this government wants a country that works for everyone, not just the privileged few. Just as we need a world-class education system that works for everyone.

My department has already made progress in empowering teachers to tackle bad behaviour and we know from teachers themselves, that this has been very welcome and long overdue. We have done this by strengthening teachers' powers to tackle disruptive behaviour, making clear teachers can use reasonable force to maintain behaviour, extending their searching powers and allowing teachers to impose same-day detention. In relation to exclusions, we have also introduced a system of independent review panels that strikes a balance between providing parents an avenue for review, and putting the final decision about exclusions with the school.

Your report highlights the important role played by school leaders to create, maintain and sustain a school culture that encourages good behaviour. The practical advice set out in the report will no doubt support school leaders in this regard. I welcome your recommendations and attach the government response in the annex to this letter. I am pleased to highlight the following areas of work my department is currently undertaking that address a number of your recommendations:

- It is our ambition to give schools control of AP budgets to enable them to commission AP for pupils who require it (including those who have been permanently excluded) as well as accountability for pupils' educational outcomes whilst they are in AP. This will ensure that schools arrange AP in the best interests of the child and also incentivise schools to take earlier

action to address behaviour which could result in exclusion.

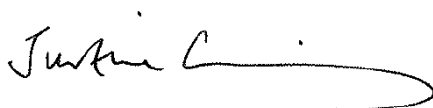
- Reforms to the National Professional Qualifications (NPQs) for school leadership which will be delivered from academic year 17/18. These include provision for aspirant and serving middle leaders, senior leaders, headteachers, and executive leaders. The new NPQ Content and Assessment Framework requires accredited providers to deliver evidence-based content that equips participants with the knowledge and skills they need to address behavioural issues in all pupils, including those with particular needs (e.g. SEND pupils).

In light of your recommendations, I have asked my officials to explore further the support we can provide to schools to manage the most challenging behaviours. One of the underlying causes of challenging behaviour can be mental health issues. We will therefore be reviewing our existing mental health and behaviour in schools guidance in parallel with developing the joint green paper on children and young people's mental health with the Department of Health. We will ensure it reflects the changing context resulting from the implementation of the SEND reforms and changes that are happening in children and young people's mental health following the *Future in Mind* report.

I understand that HM Chief Inspector, Amanda Spielman, will respond separately on the recommendations for Ofsted.

Once again, thank you for your extensive efforts in compiling this review, which I know school leaders will find beneficial as they endeavour to shape behaviour and a culture in their schools that maximises the learning experience of all pupils.

I am placing a copy of your report and copies of our correspondence in the libraries of both Houses of Parliament. I am also copying this letter to Amanda Spielman HMCI.

A handwritten signature in black ink, appearing to read 'Justine Greening', with a long, sweeping underline that extends to the right.

RT HON JUSTINE GREENING MP

## **Annex: Response to recommendations set out in *Creating a Culture: How school leaders can optimise behaviour***

The following sets out a detailed response to each of the recommendations where it is for the Government to act.

### **1. Funding for internal inclusion units**

#### **Recommendation 1**

Fund schools to create internal inclusion units to offer targeted early specialist intervention with the primary aim of reintegrating students back into the mainstream school community. This funding should be focused on schools with higher than average levels of challenging behaviour, and should also be focused on schools that have already demonstrated reasonable efforts to create this provision using their existing budgets and resources.

The Government's planned changes to alternative provision (AP) support the spirit of this recommendation. Under these measures, it is our ambition to give schools control of budgets for AP, alongside introducing stronger lines of accountability for schools when placing pupils in AP. Schools would be responsible for commissioning AP for pupils who need it and for the pupil's educational outcomes. This will incentivise schools to take earlier action, which can include through supporting pupils in internal inclusion units where pupils are at risk of exclusion, and ensure that where AP is required it is in the best interests of the child.

### **2. Revised certification process for headteachers**

#### **Recommendation 2**

Design a revised certification process for all headteachers that includes a requirement to demonstrate an appreciation of behavioural cultural levers and how to use them.

We believe it is important that school leaders are supported to develop their knowledge and skills, including in behaviour management, and that the reformed, voluntary, National Professional Qualifications (NPQs) will help to deliver the desired outcomes of this recommendation.

The new qualifications, to be delivered from academic year 17-18, include provision for aspirant and serving headteachers, as well as middle leaders, senior leaders and executive leaders. The reformed NPQs will support participants to develop the range of core knowledge, skills, and behaviours set out in the new NPQ Content and Assessment Framework. This includes the knowledge and skills they need to address behavioural issues, including amongst those with particular needs (e.g. SEND pupils).

### 3. National, standardised method for capturing data on school behaviour

#### **Recommendation 3**

Support the use of a national, standardised method for capturing data on school behaviour that goes beyond present formal recording methods. For example, in order to capture staff and student experiences of behaviour in school, an anonymised survey, with both quantitative and qualitative yardsticks, could be trialled as a way to produce an anonymised data map of school behaviour. This could then be used as a comparative metric between schools, and over time. An example of questions that should be included in such a questionnaire is given in the appendix of this report.

We are pleased that the report recognises that measures and strategies to manage behaviour should not add to teachers' workloads. The message that different ways of working can address pupil needs, making effective use of teacher time rather than adding burdensome processes, is most welcome.

Therefore, rather than launching a new national survey, we would encourage school leaders to monitor staff and pupil views on behaviour regularly. We will look to update our guidance to schools to reflect this and explore further the merits of providing schools with an example or template on how they could collect and record their own behaviour data (in the form of an annex in existing guidance).

### 4. Training for school leaders on behavioural strategies

#### **Recommendation 4**

Ensure school leaders have access to training in a range of behavioural strategies and examples of best practice in the school system, by the creation of an optional training scheme. School leaders should be encouraged to visit other schools of similar structure and demographic where excellent behaviour is apparent.

As set out above, it is important that school leaders are supported to develop their knowledge and skills, including in behaviour management.

Under our reforms to NPQs, providers will be required to deliver evidence-based content that equips participants with the knowledge and skills they need to address behavioural issues, including amongst those with particular needs (e.g. SEND pupils). In addition, they will have the freedom to develop original, context-based course materials around these core requirements, tailoring their qualifications to the needs of school leaders working in particular contexts. This could include, for example, content that offers an enhanced focus on behavioural issues or qualifications that specifically target SEND or PRU school leaders, or visits to and coaching from schools where excellent practice is taking place.

In addition, we announced the first bidding round of the £75m Teaching and Leadership Innovation Fund on 16 February. We will expect bids to have an overall focus on improving the quality of teaching and leadership in challenging areas and schools with the aim of improving the outcomes of children and young people through professional development. Therefore, if there are specific needs that are unmet by NPQs, schools and other organisations could consider bidding for funding to develop and run professional

development for leaders in challenging areas on behavioural cultural levers and how to use them to improve the quality of teaching and leadership.

## 5. Pilot in Opportunity Areas

### **Recommendation 5**

A pilot scheme of the above to be trialled in areas of identified need; including consideration of Opportunity Areas, and evaluated after one year.

The Department is working with a range of partners in each opportunity area to determine priorities and actions for improving access to good quality education provision and outcomes in the area, including drawing in business and the voluntary sector. In addition to improving access to national programmes for opportunity areas, we will be investing in projects to improve teaching and leadership through the Teaching and Leadership Innovation Fund.

As part of this work, we will explore the possibility of piloting a training scheme on behaviour management for school leaders in opportunity areas, where this meets the identified needs in the area.

## 6. Funding for SEND and alternative provision

### **Recommendation 6**

Further discussion is needed about the way SEND and alternative provision is funded, both inside mainstream schools, and in specialist sites. Schools, particularly in clusters such as multi-academy trusts could be incentivised to pool resources and share expertise.

It is our ambition to give schools control of AP budgets to enable them to commission AP for pupils who require it (including those who have been permanently excluded) as well as accountability for pupils' educational outcomes whilst they are in AP. Giving schools responsibility for commissioning AP and accountability for pupils' educational outcomes will incentivise them to take preventative approaches and to achieve value for money when identifying the best and most suitable alternative provision for any child that needs it.

## 7. Guidance on how to manage and support the most challenging students

### **Recommendation 7**

Greater guidance for schools about how to manage and support the most challenging students. This could take the form of a follow up report, as an annexe to this, for example to investigate best practice in PRUs and alternative provision.

We already expect schools to have clear processes to support pupils who present challenging behaviour, including how they will manage the effect of any disruptive behaviour so it does not adversely affect other pupils.

With some pupils, such challenging behaviour may of course reflect a wide range of social and emotional difficulties, including underlying mental health difficulties or disorders such as

attention deficit disorder, attention deficit hyperactive disorder or attachment disorder. The SEND Code of Practice spells out the approach we would expect schools to take in relation to SEND.

To provide further support to school practice, we will be reviewing our existing mental health and behaviour in schools guidance to ensure it reflects the changing context for support with the implementation of the SEND reforms and changes that are happening in children and young people's mental health following the *Future in Mind* report.

In addition, we will support new research into how pupils arrive in AP including PRUs, and develop and disseminate new evidence on what works.