Leeds
CITY COUNCIL

SCRUTINY BOARD (ENVIRONMENT AND NEIGHBOURHOODS)

**Meeting to be held in Civic Hall, Leeds, LS1 1UR on
Thursday, 2nd December, 2010 at 10.00 am**

**A pre-meeting will take place for ALL Members of the Board
in a Committee Room at 9.30 am**

MEMBERSHIP
Councillors

|		
B Anderson (Chair)	-	Adel and Wharfedale;
A Barker	-	Horsforth;
G Driver	-	Middleton Park;
P Ewens	-	Hyde Park and Woodhouse;
P Grahame	-	Cross Gates and Whinmoor;
R Grahame	-	Burmantofts and Richmond Hill;
G Hyde	-	Killingbeck and Seacroft;
M Iqbal	-	City and Hunslet;
J Marjoram	-	Calverley and Farsley;
L Mulherin	-	Ardsley and Robin Hood;
P Wadsworth	-	Guiseley and Rawdon;

Please note: Certain or all items on this agenda may be recorded.

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Produced on Recycled Paper

A G E N D A

Item No	Ward/Equal Opportunities	Item Not Open		Page No
7			**SCRUTINY INQUIRY INTO GYPSY AND TRAVELLER SITE PROVISION IN LEEDS** Further to the Board's previous considerations, to receive the attached report of the Head of Scrutiny and Member Development and to receive further evidence from witnesses as part of the Board's formal Inquiry.	1 - 216
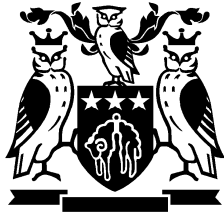
Leeds
CITY COUNCIL

Originator: Richard L Mills

Tel: 2474557

Report of the Head of Scrutiny and Member Development

Scrutiny Board (Environment and Neighbourhoods) Gypsy & Traveller Working Group

Date: 29th November 2010

Subject: Written Evidence Submitted by Councillor M Dobson

Electoral Wards Affected: All	**Specific Implications For:**	
	Equality and Diversity	X
☐ Ward Members consulted (referred to in report)	Community Cohesion	☐
	Narrowing the Gap	☐

1.0 Written Evidence

1.1 Written evidence submitted by Councillor M Dobson has been circulated to the Working Group for consideration at today's meeting.

1.2 The Head of Community Services and Litigation has made the following comments with regard to Councillor Dobson's written submission:

"Garforth unauthorised encampments summer 2010 - Ninelands Lane - 30.6 possession forthwith, Ash Lane, White House Lane - left shortly before we issued so we got the papers back from court, School Partnership Trust (private land).

Ash Lane - We were represented by counsel at the initial hearing before Recorder Fairwood. The other side were represented by Alex Offer who asked for directions for a public law defence. He claimed there had been a failure to carry out welfare enquiries and there had been insufficient consideration of toleration. He raised the issue of lack of alternative sites, referring to history of evictions of this family. The judge said these arguments must have been raised previously. Tom Tyson confirmed that he had seen the same defence before and they had not been successful. Recorder Fairwood gave the order for possession rather than allow them to defend but made an order for possession forthwith but not to be enforced for 7 days so they could seek permission to appeal him if they wished.

School Partnership Trust land - the police were on site with the representative from the trust and travellers services and a councillor. The police said they were going to consider using section 61. This was communicated to the travellers by travellers services, the travellers left."

2.0 Recommendations

2.1 Members of the Working Group are asked to note this report.

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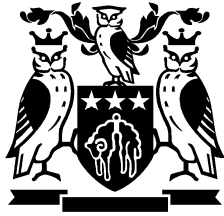
Leeds CITY COUNCIL

Originator: Richard L Mills

Tel: 2474557

Report of the Head of Scrutiny and Member Development

Scrutiny Board (Environment and Neighbourhoods) Gypsy & Traveller Working Group

Date: 29th November 2010

Subject: Any Other Business – Inquiry on Gypsy and Traveller Site Provision Within Leeds

Electoral Wards Affected: All	**Specific Implications For:**
	Equality and Diversity [X]
	Community Cohesion [ ]
[ ] Ward Members consulted (referred to in report)	Narrowing the Gap [ ]

1.0 Information Requested Previously by the Working Group

1.1 The following information and papers have been received for consideration at today's meeting under agenda item 4:

(a) Gypsy Roma Traveller data of pupils in school provided by the Manager of the Gypsy Roma Traveller Achievement Service.

(b) National Association of Teachers and Travellers and other Professions (NATT) final report and impact study 2009/10 provided by the Director of Equality and Entitlement, Education Leeds.

(c) Legal Costs provided by the Head of Community Services & Litigation.

(d) Consultation response on implementing the Mobile Homes Act 1983 on local Authority gypsy and traveller sites provided by the Head of Community Services & Litigation.

(e) Improving the outcome for Gypsy Roma and Traveller pupils and the research brief provided by the Head of Community Services & Litigation.

(f) Proposals to reorganise Cottingley Springs to reduce pitch size provided by the Head of Community Services & Litigation.

(g) Manchester City Council V Pinnock provided by the Head of Community Services & Litigation.

2.0 Recommendations

2.1 Members of the Working Group are asked to consider and comment on the further information which has been provided.

Background Papers - None used

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GRT pupils in Leeds November 2010								
NC	In school		Roadside		EHE		CME	
	Female	Male	female	Male	Female	Male	Female	Male
Rec	29	16						
Yr 1	26	33					2	5
Yr 2	30	20					1	4
Yr 3	29	23					5	6
Yr 4	28	26					4	4
Yr 5	27	27					3	4
Yr 6	25	28					2	2
Yr 7	19	21		1	1		6	2
Yr 8	35	23	3	1	2		4	6
Yr 9	16	20			5		8	1
Yr 10	14	23			3	1	7	9
Yr 11	25	20	1		2	2	12	6
Totals	303	280	4	2	13	3	54	49

	Left Leeds		Unknown			
	Female	Male	Female	Male	Totals	
	1			4	50	
	1	3	2	1	73	
		2	1	1	59	
		2			65	
	3	3			68	
	1	1			63	
	3	2			62	
					50	
	1	3			78	
	1	3			54	
	1				58	
	2	4			74	
	14	23	3	6	754	

National Association of Teachers of Travellers +Other Professionals

ELAMP Strand A: Final Report and impact study (2009-10)

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October, 2010

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Acknowledgements

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Executive Summary (including an overview of results)

The ELAMP project has piloted a number of developments since its inception in 2003.   One of the main thrusts of its work (referred to within the project as 'Strand A') has been to explore the use of laptops with internet access to provide enhanced, school-supported distance learning for mobile Traveller families whilst they are away from their normal bases and base-schools.   From 2008 the terms of reference for this strand of the project were broadened to include non-mobile Traveller families. ELAMP, along with other governmental initiatives, has meant that over 2,000 Traveller families now have laptops with internet access.   It was therefore decided that the final evaluation of the project should centre on an impact study, collecting information about pupil progress via the 36 English Traveller Education Service (TES) partners who have been the engine room of ELAMP.   For 2008-09 and 2009-10 these services had been supporting over 500 Traveller families in different parts of the country. As ELAMP comes to an end, it is hoped that the evidence from this study will prove of value to those who continue to support Traveller children, and indeed other educationally disadvantaged children within the schooling system. This is especially important given the long tail of underachievement in literacy and numeracy; with 20% of pupils still leaving school functionally illiterate and/or innumerate.

The study is divided into two parts: one looking at mobile Traveller children, the other at those who did not travel extensively.   The exercises differ slightly but both centre on data about National Curriculum sub-level gains over a two year period, complemented by contextual and impact information.   They also include information on school attendance.

Results from the mobile-pupil survey

From the early days of ELAMP this work developed much more quickly with Occupational Travellers; i.e. Fairground and Circus families   However, a small but increasing number of Gypsy, Roma and other Traveller (GRT) children have also become involved in school-supported distance learning.   The evidence contained in the report is based on a survey of 162 pupils with a 77% return rate, and separates out commentary for each of these Traveller groupings.

The results outlined in Section 2.1 focus on Occupational Travellers and show a very encouraging profile. Most KS2 and KS3 pupils were meeting formal SATS targets and making good sub-level gains. At KS2 progress did not appear to be affected by mobility, but this was a factor for KS3, possibly

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supporting distance learning at the secondary level.   Boys and girls were also making similar progress within each of these Key Stages.   However this situation changed at KS4. Girls were reported to be much more likely to achieve a good GCSE profile, whilst boys had lower expected grades and tended to be away with their families for significantly longer periods of time.   Comments about improved attendance and the impact on pupil/family commitment to schooling were positive, and the cumulative evidence suggests that the use of laptops with internet access can have a very significant impact on school-supported distance learning; although the progress of 14-16 year old boys would seem to remain a challenge.   The other note of caution relates to numeracy gains at KS2 where the evidence suggests more needs to be done by some partner schools.

Section 2.2 centres on the smaller number of GRT learners, including two New Travellers. In overall terms these youngsters were less mobile than their Occupational Traveller counterparts. However they were all away from school for at least six weeks and were all receiving distance learning results are very encouraging; again with a possible cautionary note about numeracy at KS2. However there was one major difference.   These youngsters had generally **not** met previous Key Stage SATS targets, but their learning at KS2 and KS3 had often **accelerated** once they started using the ICT equipment and receiving distance learning support. They were also, of course, using the equipment whilst attending school and this would have contributed to progress.   Such progress was demonstrated through generally good sub-level gains over the last two years, as well as by comments from staff.   Comments about attendance were more mixed with only a third of respondents reporting improvements.   However there was a strong impact on pupil/family commitment to learning and schooling.

Results from the non-mobile pupil survey

Where the clear majority of mobile pupils being supported within ELAMP were from Occupational Traveller backgrounds, the opposite is true for non-mobile participants.   With the change in terms of reference in 2008 there was a massive increase in participation from the GRT community. different and tighter deadline for this part of the survey, with the ELAMP project finishing in July, 2010.   This meant that eight of the 31 TES partners supporting non-mobile pupils were not able to complete their returns in time to be included. The return rate for the 23 who did make returns was 83% but the return rate for the project as a whole was therefore reduced to 55%.   There were only 10 returns for Occupational Travellers. These are discussed in the report but not in this summary

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which will focus on the experiences of 116 ELAMP pupils from GRT communities, including those of 12 New Travellers.

This part of the report, Section 3, draws together data on NC sub level gains and more specific information about attendance patterns.   Again progress for KS2 was generally good for both girls and boys.   They had a range of Key Stage 1 SATS scores and most had not previously met the Level 2 targets.   However, there was evidence of accelerated progress once they were using the ICT equipment, evidence which was also supported by staff comments.   The situation at KS3 was significantly different, with girls generally progressing well, again with evidence of accelerated learning, but most boys having, in the aggregate, lower previous SATS attainment scores and not meeting the two sub-level gain target.   The reasons for this are discussed in Section 3 and probably relate to recruitment decisions taken by TES staff in 2008, as well as the broader challenge of engaging GRT boys effectively in secondary education. Key Stage 4 progress was again rather better for girls than boys, but not to the extent reflected at KS3. Over 40% of KS4 GRT pupils (excluding those with SEN) were expected to get at least 5 GCSEs (A* to C) with Maths and English and another 12% were expected to achieve 5 GCSE's (A* to C) without both Maths and English. Here staff comments made a clear connection with ELAMP; the ICT equipment had been invaluable for schoolwork, coursework, research and revision.

Whilst progress data was generally encouraging apart from the performance of boys at KS3, the attendance data was disappointing.   Where figures were available for previous years it was clear that ELAMP intervention had not made a significant impact on attendance and, in particular, it had not impacted on the most problematic patterns. There were some notable exceptions, backed up by positive staff comments. However, across the Key Stages about a quarter of the boys and a sixth of the girls had less than 75% attendance records for 2009-10 with little sign of progress since 2007-08 and 2008-09.

This is an interesting result, even more so when comments from staff about pupil and family commitment are taken into account.   Almost 60% of individual staff responses across the Key Stages made positive comments about the impact of ELAMP, and many of these indicated greater commitment to schooling; for example to the improved likelihood of transferring from primary to secondary, to completing KS4 and to going on to take up post-16 options.

It seems that there was often no clear association between increased commitment and actual progress on the one hand, and day-to-day attendance patterns on the other.   In a sense this highlights some of the difficulties of interpreting data where a range of factors and 'variables' influence outcomes.   However the weight of evidence from this study suggests that the overall impact of supported access to ICT equipment

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- Can provide effective distance learning for mobile pupils
- Can accelerate the performance and improve the general commitment of GRT pupils and families to schooling opportunities; encouraging in the light of generally poor attainment figures for these children.

However it would be misleading to conclude this summary without adding that progress has not been just about the provision of equipment.   TES have played a critical role in supporting families as they engaged with new technology, and in supporting distance learning TES have played a critical role in supporting schools.

Distance learning is not a panacea for all mobile families. It has only worked well with committed families and schools underpinned by the continuing work of TES. Similarly TES have been there to ensure that all families, including non-mobile families, who are beginning to use laptops and the internet are aware of safeguarding issues, as well as having enough awareness and skills to understand and support their children's use of laptops and the internet.

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Section 1:   An Introduction

The ELAMP project started with a research initiative funded by the Nuffield Foundation during 2003-04 which looked at ways of using ICT to enhance the learning of Traveller pupils, especially mobile Traveller pupils.   This led to a series of pilot projects funded by the then DCSF and coordinated by the National Association of Teachers of Travellers and other professions (NATT+). These projects helped to reinforce school-supported distance learning for pupils with a travelling lifestyle who would otherwise have missed out on significant periods of schooling.   Initially the project attracted mainly 'Occupational Travellers' from the Fairground and Circus communities.   However, families from Gypsy Roma and other Traveller communities (GRT) became increasingly involved; especially from 2008.

The history of project development can be traced on the NATT+ website.[1] The essence of what became known as Strand A of the programme was to establish the use of laptops and internet access to strengthen communication links between schools, pupils and parents; and local authority based Traveller Education Services (TES) played the key role in developing this approach.   The terms of reference were expanded from 2008 to include all Traveller children, not just those who were mobile. This decision was taken as part of the run up to the then government's Home Access programme (see below) which was due to start in 2009.   This meant that over 500 families were receiving not just equipment but TES support from the 36 ELAMP project partners.

At the same time (2008-09), 'very mobile pupils' were recognized as a vulnerable group for the purposes of the Standards Fund, and 870 laptops with internet connectivity were issued to mobile pupils via 32 Local Authorities (LAs) who applied for resources under this heading.
21 of these LAs were not ELAMP partners so that over fifty TES became involved in supportive work to enable families to make best use of the ICT equipment.

The subsequent Home Access programme actually started from January, 2010 and set out to provide ICT equipment to low income families with children in Y3 through to Y9, as well as encouraging all families to pursue the benefits of a computer with internet access to support home learning.   TES were very active in encouraging and supporting families in applying for Home Access funding.   Figures from Becta show that 478 Gypsy and Roma families with a low income benefited, as well as 262 families of Irish Heritage. Another 30 Traveller families had previously benefited from the separate Home Access pilots.

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[1] www.natt.org.uk

Taken together this means that something over 2,000 Traveller families across England now have access to ICT equipment to enhance learning, and that a large number of TES are offering supportive involvement.   In a sense this is a small proportion of Traveller families. On the other hand it has created a platform for development, and there is evidence that other Traveller families are beginning to invest in similar equipment. This raises important questions about potential effectiveness.

Earlier qualitative evidence from ELAMP indicated that having laptops and internet access had the potential to improve learner progress,[2] but given the step increase in the numbers of families becoming involved, and the new non-mobile focus, it was felt appropriate to use the final year of ELAMP to attempt a quantitative approach to evaluating the impact of this type of ICT enhancement.

Earlier work had also indicated that progress was dependent on committed schools and families.   Equally it was dependent on the underpinning role of local TES in preparing parents by highlighting safeguarding issues and developing the skills they would need to support their children.   TES also played a key role in working with schools to develop appropriate approaches, especially where they were supporting distance learning, and then continued to support both learners and schools over time. ICT is not in itself a panacea and it is important to appreciate that the positive results outlined below are the result of the three-way partnership between schools, families and TES.

The report and the approach used

The information contained in this brief report is based on returns from 36 TES which participated in Strand A of the ELAMP project during 2008-09 and 2009-10.   As noted above, this part of the project facilitated the provision of laptops and internet access to over 500 named Traveller pupils during this period. The equipment was also used by siblings and parents, and well over 1,000 school-age children benefited. However this report focuses on the experiences of named project pupils.

The main body of the report is written in two sections. The first of these looks at information about support for 'mobile' pupils, and the second is focused on 'non-mobile' pupils.   In this context mobility is defined in terms of family time away from base which resulted in missed school days. For the purposes of this study the cut off point was set at 30 days absence due to travel during the period February 2009 to February, 2010.   In a sense the chosen cut off is an arbitrary divide, but it has was introduced to try to ensure that the mobile study (Section 2 of this report) was clearly focused on families who travelled away for work purposes for a significant amount of time. Here school-supported distance learning was a crucial part of educational

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[2] See for example the ELAMP phase 4 report available on the NATT+ website and dated February, 2008

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continuity, with internet access a key feature in maintaining effective contact between schools and families.

Equally clearly some children who travelled away for shorter periods, including travel to community events as well as for work purposes, may also have benefited from some distance learning support from their schools. However, the main focus of Section 3 of this report is on the way in which having a laptop and internet access at home complemented experiences at school and impacted on the general school progress of the 'non-mobile' Traveller pupils who participated in the project.

There were 520 pupils registered with ELAMP in December 2009 and at that stage 226 were listed as likely to be mobile and 294 likely to be non-mobile, using the 30 day cut off definition. These pupils spanned every Key Stage (KS) as well as Post-16 options, but the clear majority were in the KS2 to KS4 range which was therefore chosen as the focus for this study. 30 of the 36 ELAMP TES were working with local partner schools to support mobile learners, and 31 TES were working to support non-mobile pupils in the school context.

The approach taken for the survey itself was to look at National Curriculum (NC) sub-level progress for pupils in KS2 and KS3 across a two year period, and to look at GCSE entry profiles for KS4 pupils who had been active with the project for at least two years. Both criteria are related to the progress standards set for selected minority ethnic groups (including two specific Traveller communities) in the 2008 DCSF documents 'Guidance for Local Authorities on setting educational performance targets' (Part 1 and Part 2). In broad terms KS2 pupils need to improve by a target of six sub-levels over a four year period, whilst KS3 pupils need to make the same sub-level gains over three school years. For the purposes of the survey average sub-level gains over a two year period were collated and checked for consistency with progress and context comments made by staff and then tabulated unless there were inconsistencies. For KS4, entry profiles were compared with KS3 SATS scores, again after consistency checks. Feedback was also requested relating to the impact of ELAMP equipment on pupil/family commitment. Finally, information was sought about attendance, including the pattern of attendance for non-mobile participants; c.f. the 20% 'persistent absence' level outlined in the same 2008 DCSF documents.

As in any survey of this kind a number of contextual factors and other 'variables' come into play so that the evidence can only point to 'associations' and possible trends. These are discussed in the relevant sections of the report. Each section is also divided into two parts, one focused on Occupational Travellers (the Fairground and Circus communities) and the other on GRT (Gypsy, Roma and other Traveller communities). Here it is important to appreciate that traditional (paper and pack based) distance learning was already a feature of work with some Occupational Travellers prior to ELAMP, so that the new project offered an enhancement to practice. On the other hand GRT families were rarely involved with any form of distance learning prior to ELAMP, partly because their travel patterns were reported

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to be far less predictable and partly because attitudes to schooling were reported to be generally less positive.   This may go some way to explaining the relative numbers of mobile ELAMP participants (see Section 2).   However, there is also evidence that mobility has been decreasing within GRT communities, and it is interesting that GRT learners were the clear beneficiaries when the terms of reference of the project were widened to include non-mobile learners in 2008 (see Section 3) .

Section 2:   The mobile returns

To be eligible for inclusion in the survey, named pupils had to be in Key Stages 2 to 4, to have been actively involved with ELAMP for the 2008-09 school year, and then through to February 2010 when data was sought.[3] These criteria reduced the potential survey total from the 226 provisionally identified in December 2009 to 173. When the survey returns were collated 27 pupils turned out to have been less mobile than expected, whilst 16 pupils originally listed as non-mobile had, in fact, travelled for more than the 30 day threshold over the survey period[4].   The corrected figure for this part of the survey was therefore 162.

TES partners were asked to contact schools and report on the progress of each of these children with an Easter deadline for making returns. One TES had, in effect, been dissolved by Easter and was unable to complete returns for eight learners.   13 other returns had not been obtained by the final survey deadline and when analysed 17 returns did not provide sufficient consistent information to be included.   This means that the mobile survey is based on 124 responses (a 77% response rate). 91 of these relate to Fairground and Circus families, and 33 to Gypsy, Roma and other Travellers (GRT) including one new Traveller (NT).

Data was collected to look at mobility, as well as NC sub-level gains for Key Stages 2 and 3 and expected GCSE grades for KS4. Previous Key Stage SATS scores were requested as well. TES and schools were also asked to make general comments about the context and progress of individual pupils in order to check that gains and estimates were in line with their broader expectations for each child. There were also questions about the impact of ELAMP ICT support on school attendance and on pupil/family commitment to learning.   As indicated above the commentary which follows is divided into two subsections, Occupational Travellers and GRT.

2.1   Fairground and Circus families

There were 38 learners being supported at Key Stage 2, 32 at Key Stage 3 and 21 at Key Stage 4. Almost all these learners had joined the project prior to 2008-09.   The tables which follow give mobility patterns, as well as progress indicators, for each

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[3] The February date was chosen as most mobile pupils are at their base school at that time of year; making progress reporting more direct.   Information was requested about sub-levels for February 2010, and also estimates for February 2008 and February 2009.
[4] The 27 children were subsequently included in the non-mobile survey and the 16 'mobile' children removed from that survey

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Key Stage. They are followed by more general comments, including feedback about attendance and commitment.

2.1.1 KS2 (Occupational Travellers)
Mobility

	30 to 60 days away	60 to 90 days away	More than 90 days away
Numbers of families	6	11	21

KS2 NC gains

	Two sub-levels gain per year	One sub-level gain per year	Pupil made little progress in NC terms
English*	26	10	2
Maths*	18	19	1

*One pupil was on the school SEN register

It is interesting to note that (in the aggregate) literacy gains were rather better then numeracy gains. There were similar numbers of boys and girls and the pattern of progress was similar for both genders. There was no clear association between progress and time away from school.   The profile of previous KS1 SATS results for these learners (where given) was generally good. Two thirds had obtained at least a Level 2 in English and four fifths had at least a Level 2 in Maths.   There were no reported scores below level 1.   75% of these learners were now in Y5 or Y6.   For these pupils the reported gains were an encouraging snapshot of progress some three years later.

2.1.2 KS3 (Occupational Travellers)
Mobility

	30 to 60 days away	60 to 90 days away	More than 90 days away
Numbers of families	4	15	13

KS3 NC gains

	Two sub-levels gain per year	One sub-level gain per year	Pupil made little progress in NC terms
English**	16	14	2
Math**	19	7	6

**Two pupils with SEN statements and two others on school SEN registers.

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There was less very-high mobility in evidence for this age group, but evidence suggesting an association between mobility and progress in terms of the profile of NC sub-levels. Pupils with the highest mobility were proportionately more likely to miss the two sub-level target. There were more girls involved than boys (ratio 3:2) but no obvious differences in the overall gender attainment pattern.

The profile of KS2 SATS results, where given, had again formed an encouraging baseline. Two thirds of the pupils had previously achieved at least Level 4 in English, whilst three quarters had achieved at least Level 4 in Maths. The other non-statemented pupils had all achieved Level 3s.

2.1.3 KS4 (Occupational Travellers)
Mobility

	30 to 60 days away	60 to 90 days away	More than 90 days away
Numbers of families	4	3	14

Expected grades

One student had refused to be entered for formal examinations but was still being supported and hoped to go on to college to pursue vocational interests. Expectations for the other 20 learners were as follows:

- Six were expected to achieve the equivalent of at least 5 GCSEs (A* to C) including English and Maths
- Four more were expected to achieve the equivalent of at least 5 GCSEs (A* to C) but without both English and Maths
- Two had substantial SEN and were expected to achieve the targets set
- Three were mainly aiming at C/D grades for selected GCSEs and taking additional vocational qualifications
- The other five had lower targets.

It was not surprising to find a general relationship between SATS results achieved at KS3 and these target expectations. Those, for example, who were aiming at 5 GCSEs A*-C were much more likely to have achieved Levels 5 and 6, whilst those with the lowest targets were more likely to have achieved Level 3s and Level 4s. However there were some notable exceptions, with some pupils clearly 'taking off' in KS4 and one or two not progressing in line with their earlier SATS results. There were twice as many girls as boys with girls far more likely to achieve 5 GCSE's. There was no clear association between targets and mobility for girls, but almost all the boys were highly mobile with lower anticipated results.

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2.1.4 Further commentary (Occupational Travellers)

The data outlined in the previous subsections is encouraging, especially as there were mitigating circumstances for some pupils who had not met the two sub-level target; for example ill health and family issues at home.   Similarly there were positive comments for some pupils who hadn't met the target but were felt to be achieving in line with their potential.

 This is, of course, a small amount of data, but it does suggest that linking mobile children to their base schools via the internet, and making good use of laptops in other ways, can make a significant impact on the potential progress of pupils. Although it is not possible to make a direct comparison with the impact of traditional distance learning prior to ELAMP, the reported experiences of TES staff confirm that ICT enhancement has made a very significant difference to what can be achieved.

 The data also suggest some important messages.   At KS2 distance learning support seems to have worked quite well across the board, although some schools may need to be paying more attention to numeracy (KS2 is a phase characterized by the need to cover a number of significant concepts).   At secondary level mobility seems to have had more of an impact at KS3. This may, at least in part, reflect the more complex challenge of supporting distance learning for significant periods of time in the secondary setting.   More attention may also be needed to literacy/English.   For KS4 there was evidence of a gender split, with girls far more likely to go on to achieve a good GCSE profile than boys, and with almost all the boys highly mobile.

As noted above, further data was also collected on attendance and commitment, and this provides additional evidence for the value of the approach.   Just over half the returns indicated that having a laptop and internet access had had a positive impact on school attendance. Families were reported to have felt 'closer' to the school community and were, for example, more likely to return briefly from their run[5] for SATS tests, or for the start of the school year.   Some families had also changed working patterns so that pupils could attend more, and older children, especially girls, were sometimes left with a relative whilst the family was away.

In terms of the overall impact of ELAMP it was also interesting to note two strands. Some staff-respondents commented that most actual progress was made in school during the winter, whilst ongoing distance learning support had proved important to consolidate and avoid regression.   Others reported that the enhanced links had allowed progress throughout the school year.   Family commitment was clearly seen by a majority of respondents as a key success factor and ELAMP was seen as having a strong potential impact on pupil commitment.   A small illustrative selection of related staff comments follows.

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[5] The term used by families to describe their travel pattern over a season.

> "Loves having the laptop and very positive impact on *(her)* work"
>
> "Much more engaged. Now *(she)* really works at keeping up whilst travelling"
>
> " Progress whilst in school is now maintained whilst the family is away"
>
> "Very good progress. *(He)* uses *(the school)* VLE to access work, returns it and maintains good communication"
>
> "Much more work completed whilst travelling. Greater contact with school and any problems sorted out much quicker"
>
> "*(He)* is now more likely to complete KS4 and go on to college"

2.2   Gypsy and other Traveller families

There were 17 learners being supported at Key Stage 2, 12 at Key Stage 3 and just four at Key Stage 4. Again this sub-section sets out tabulated data followed by more general comments, including feedback about attendance and commitment.

2.2.1 KS2 (GRT)

Mobility [data missing for one learner]

	30 to 60 days away	60 to 90 days away	More than 90 days away
Numbers of families	9	5	2

KS2 NC gains

	Two sub-levels gain per year	One sub-level gain per year	Pupil made little progress in NC terms
English*	9	6	2
Maths*	6	10	1

*One pupil was on the school SEN register

Approximately two thirds of the pupils were girls. Almost all these learners had joined the project for 2008-09 and their (previous) KS1 results had been disappointing; only one was known to have previously gained Level 2 for both English and Maths at KS1.   Comments from their TES and teachers suggest that

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many of them were now making 'accelerated' progress[6]; i.e. since having the ELAMP equipment.   Progress for boys and girls was similar.

2.2.2   KS3 (GRT) [includes one New Traveller (NT)]
Mobility:

	30 to 60 days away	60 to 90 days away	More than 90 days away
Numbers of families	5 + 1(NT)	4	2

KS3 NC gains includes 1 NT

	Two sub-levels gain per year	One sub-level gain per year	Pupil made little progress in NC terms
English	6 + 1(NT)	4	1
Maths	7 + 1(NT)	3	1

About a third of these learners had joined the project before 2008-09 and two thirds during that year. Two thirds were boys including the New Traveller.   The previous KS2 SATS results for pupils from the traditional communities, where indicated, spread across NC Levels 2 to 4.[7]   Again results for boys and girls were similar, and again there were four reports relating to accelerated progress

2.2.3   KS4 data (GRT) [includes one New Traveller (NT)]
There were just 4 pupils currently being supported. Three had joined the project prior to 2008-09 and one during that year.   All had high mobility (more than 90 days away from school).   Two Gypsy pupils were on target for 5 GCSEs including English and Maths.   Another pupil from a traditional community was aiming at 4 GCSEs with an F/G spread and a Level 1 ASDAN qualification. The other pupil was a New Traveller and was aiming at 3 Cs and 3 Ds together with vocational awards.   Projected achievements were consistent with attainments at KS3.

2.2.4   Further commentary (GRT)
As already indicated, GRT communities had no tradition of distance learning prior to ELAMP and the numbers who became involved with the project remained relatively small.   However, the results are very encouraging, more so when mitigating teacher comments are taken into account, and suggest significant potential for the future. Perhaps what stands out most as distinctive, as compared with Fairground and Circus participants, are the references to 'acceleration' .   It appears that many of

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[6] There was no specific question about accelerated progress on the schedule but four responses included comments which specifically suggested acceleration, and others made implicit reference to the same phenomenon.
[7] The NT pupil had obtained a Level 4 in English and a Level 5 in Maths.

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these pupils had disappointing attainment levels at Key 1 or Key Stage 2, even though they were not travelling so extensively, but really took off in terms of learning progress once they had access to laptops to use both at school and via internet contact with their schools whilst actually away.   It is also interesting to see the same dip in numeracy attainments at KS2; reinforcing the message that this is a key area for improvement.

Messages relating to attendance and commitment were more mixed. Only a third of respondents confirmed improvements in attendance since pupils had become involved with ELAMP.   However, overall family commitment was again seen as a key success factor and having a laptop and internet access had proved significant for several of the learners and their families.

> "It has made a big difference, the families are amazed by the skills their children now show. Maintaining contact with school *(whilst travelling)* has also made a big difference to progress"
> "*(The pupil's mother)* is now much more positive about school"
> "Laptop a Godsend! Encouraged *(the pupil)* to carry on working while away"
> "Having a laptop encouraged transfer from primary school"
> "(*She)* stayed on at school and is now considering going to college"
> "There is now a greater likelihood that siblings will stay on to complete KS4"
> "*(His)* self confidence has improved and this has made a big difference to

Section 3:   The non-mobile returns

There were 294 non-mobile ELAMP pupils listed in the December, 2009 return.   As noted previously this figure had to be adjusted at Easter 2010 as some families had been more or less mobile that anticipated.   The effect was to increase the non-mobile figure to 305.

However, once again, the survey was restricted to Key Stages 2 to 4 and to those pupils who had been active with ELAMP over a two year period; 2008-09 and 2009-10[8]. This meant that 229 named pupils met the criteria for the survey.   140 returns were received for 23 of the 31 TES involved, with a return rate of 83% after allowing for forms which were unobtainable, or had insufficient or inconsistent data.

However eight TES were unable to meet the relatively tight deadline for returning data (as the project came to an end in July 2010 and completed forms needed to be in early in the autumn term).[9]   These eight TES would have been supporting 76

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[8] For non-mobile pupils it was decided to collect data related to the end of each academic year, to fit with normal school practices.
[9] Some partners were under additional pressure due to reorganizations and in two instances key staff absence was also a factor.

eligible pupils.   This gives an adjusted overall return rate for the project as a whole as 55%.

14 of the 140 forms received had insufficient or inconsistent data so that the analysis which follows is based on 126 returns from 23 partner TES. The vast majority relate to GRT families with only ten non-mobile Fairground and no Circus families represented, reflecting the upsurge of GRT involvement when the terms of reference of the project were changed in 2008. The section is, again, divided into two parts, one for GRT and a small number of New Travellers, and the other for the Fairground families.   The information collated remains centred on sub-level gains and expectations for KS4 pupils, but the focus on mobility is replaced by a stronger focus on attendance data.   This information is again complemented by feedback related to the impact of the project on pupil and family commitment.

3.1   Gypsy and other Traveller families

The information which follows comes from returns for 29 KS2 learners, 54 KS3 learners and 33 KS4 learners. Only nine of the 83 KS2 and KS3 learners had joined the project before 2008-09, although a third of the older learners (KS4) had already been involved with ELAMP prior to that academic year.   12 of the 116 learners were New Travellers and the rest were from traditional GRT communities.   The tables which follow give sub-level and attendance data and associated notes. The final sub-section again provides further commentary

3.1.1   KS2 (GRT and New Travellers)

KS2 NC gains *[includes 4 NT pupils]*

	Two sub-levels gain per year	One sub-level gain per year	Pupil made little progress in NC terms
English*	11 + 1NT	12 + 3NT	2
Maths*	14 + 2 NT	9 + 2 NT	2

* One boy and two girls had an SEN statement and two other boys were on the school SEN register.

There were slightly more girls than boys (in the ration 4:3). There was no evidence of a marked difference between the aggregate progress of boys and girls, although girls had a slight edge in literacy gains.   Information about KS1 SATs literacy scores did, however, show a clear difference with only one boy having achieved Level 2 whilst six of the girls had attained to this target level. However, this total of just 7 pupils who had achieved Level 2 is a low attainment base, as was the total of just 10 pupils who had achieved Level 2 in numeracy. In this context it was interesting to note that 9 of the staff comments (approximately 30% of the responses) implied 'accelerated' progress for both boys and girls since they had joined ELAMP.

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Attendance data 2009-10 (KS2 GRT and New Travellers)

95% plus attendance	85% to 95% attendance	75% to 85% attendance	Less than 75% attendance
5 + 1NT	9 + 2NT	5 + 1NT	6

Attendance data gave a similar pattern for both boys and girls. About half the families did travel away for short periods of time, with schools mainly using the special 'T' code, and this 'authorized absence' in a sense distorts the figures when set against the persistent absence indicator of 80%. However progress with attendance was disappointing. Schools were asked, wherever possible, to provide attendance data for the previous two years as well as for 2009-10. Where data was available there was little evidence of improved attendance and only four staff responses mentioned a positive ELAMP impact on attendance per se.

3.1.2   KS3 (GRT and New Travellers)
KS3 NC gains GRT [includes 4 NTpupils]
There was a marked difference in the progress performance of girls and boys, and two separate tables are therefore included.

KS3 sub-level gains (girls only)

	Two sub-levels gain per year	One sub-level gain per year	Pupil made little progress in NC terms
English	21	7 + 1NT	2
Maths	23	6 + 1NT	1

KS3 sub-level gains (boys only)

	Two sub-levels gain per year	One sub-level gain per year	Pupil made little progress in NC terms
English	4 + 1NT	12	4 + 2 NT
Maths	9 + 1NT	7 + 1 NT	4 + 1 NT

The gender variation was also illustrated by previous formal SATS results at KS2. Where information was given (for 46 of the 54 learners) there was a clear distinction in aggregate figures for girls and boys:

English
- Girls: 14 GRT pupils plus one NT pupil had achieved 4+ for literacy/English, seven GRT pupils had achieved level 3, and just two less than level 3
- Boys: six GRT pupils plus 1NT pupil had achieved 4+ for literacy/English, seven GRT pupils had achieved level 3 and seven together with one NT pupil had scores below level 3

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Maths
- Girls: 11 GRT pupils plus one NT pupil had achieved 4+ for Maths, nine GRT pupils had achieved level 3, with just three achieving less than level 3
- Boys: eight GRT pupils plus one NT pupil had achieved 4+ for Maths, five GRT pupils plus one NT pupil had achieved level 3 and seven GRT pupils had achieved scores below level 3

Ten response comments (of 54 and mainly related to the progress of girls) referred to evidence of accelerated progress.

Although there were some reported issues for girls and one was on the school SEN register (at action plus), staff comments indicated that such issues were much magnified for boys involved with the project at KS3. Issues included learners who had evidenced behavioural problems, had very poor attendance records and/or had been temporarily excluded. Two boys also had SEN statements (including 1 NT) and another two were on the school SEN register at action plus). This gender variation may well have been influenced by local decisions about which children might benefit from involvement with ELAMP, and this is further discussed in subsection 3.1.4. At the same time it may also reflect the challenge of engaging GRT boys positively in secondary education.

Attendance data 2009-10 (KS3: GRT and New Travellers)

	95% plus attendance	85% to 95% attendance	75% to 85% attendance	Less than 75% attendance
Girls (30 returns)	5	13	6	6
Boys (19 + 3NT returns)	4 + 1 NT	5 + 2 NT	5	5

Two thirds of these families didn't travel away at all, and the rest for short periods with schools normally using the 'T' code. There is therefore slightly less distortion than with KS2 participants when comparing this data with the persistent absence target. Just seven returns out of the 54 mentioned an ELAMP impact on attendance and, with some notable exceptions, comparisons with attendance data for previous years did not generally indicate significant improvement.

3.1.3   KS4 (GRT and New Travellers)
The profile of expected grades for the 33 KS4 pupils involved with ELAMP includes data from returns for 29 GRT pupils and four NT pupils.
- Eleven GRT pupils plus one NT learner were expected to achieve the equivalent of at least 5 GCSEs (A* to C) including English and Maths
- three more GRT pupils were expected to achieve the equivalent of at least 5 GCSEs (A* to C) but without both English and Maths

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- Three GRT pupils had substantial SEN and were expected to achieve the targets set for them. A fourth SEN pupil had not yet had targets set as there were behavioural and attendance issues
- Eight GRT pupils plus two NT pupils were mainly aiming at C/F grades for selected GCSEs with some taking additional vocational qualifications
- The other three GRT pupils and one NT pupil had lower targets.

It was again not surprising to find a general relationship between SATS results achieved at KS3 and these target expectations.   Those, for example, who were aiming at 5 GCSEs A*-C were much more likely to have achieved Levels 5 and 6, whilst those with the lowest targets were more likely to have achieved Level 3s and Level 4s.   However there were some notable exceptions, especially in terms of what appears to be accelerated progress; for example, youngsters with low scores at Key Stage 3 who were now in Y11 and expected to achieve 5 GCSEs (A* to C) including English and Maths.

In terms of gender there were almost equal numbers of boys and girls. Seven of the nine GRT pupils who were expected to meet the 5 GCSE (A* to C) including English and Maths target were girls.   The pattern of expectations was then similar for boys and girls except that all four SEN pupils (two statemented and two at Action Plus) were all boys.

Attendance data 2009-10 (KS4: GRT and New Travellers)
Where data was available, 22 of the 27 learners didn't travel at all (approximately 80% of the total) so there is a relatively small distortion in relating the figures set out below to the persistent absence target. .   Girls within the GRT community had a better attendance profile than boys, but comparisons with earlier years were again disappointing except for a few individuals, and only two returns suggested a direct ELAMP impact on attendance.

	95% plus attendance	85% to 95% attendance	75% to 85% attendance	Less than 75% attendance
Girls (12 returns)	3	4	4	1
Boys (11 + 4NT returns)	1 + 1NT	2 + 1NT	5	3 + 2NT

3.1.4 Further commentary (GRT and New Travellers)
With the exception of KS3 boys, and to a lesser extent of KS4 boys, the results outlined above are generally encouraging and, as with mobile pupils, the interpretation of progress scores is improved when mitigating comments about individual learners are taken into account.   Many of these youngsters had previously missed Key Stage SATS targets and the clear theme of 'accelerated progress' after joining ELAMP is also a positive indicator.

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As noted above, the relatively poor showing of boys at Key Stage 3 may well relate to recruitment decisions in 2008. A breakdown of priorities used by TES is set out in the Strand A report for 2008-09 (available on the NATT+ website) and this shows that a small number of TES deliberately set out to involve challenging pupils, on the fringes of schooling, in order to see if the motivational impact of having ICT equipment could make a difference. If that is the case it appears that these efforts, at least where targeted at KS4 boys, may well have failed.

Whilst progress data was generally encouraging apart from KS3 boys, the attendance data showed some disappointing trends. There were some notable exceptions, backed up by positive staff comments, but the overall attendance patterns across the Key Stages had remained basically unchanged when compared to previous years and about a quarter of the boys and a sixth of the girls had remained well below the 80% persistence absence target. It seems that there is no clear association between better progress and the motivation to attend school on a day-to-day basis.

This is an interesting result especially given the wealth of positive comments made by staff about pupil and family commitment. The survey had also asked about the impact of ELAMP on pupil and family commitment to schooling. 19 of the 29 Key Stage 2 responses, 26 of the 54 Key Stage 3 responses and 22 of the 33 Key Stage 4 responses included positive comments. The emphasis of these comments varies across the key stages, and references to accelerated progress have already been noted. Most of the others relate to improved self-esteem and self-confidence amongst learners, more positive attitudes towards schooling, an increased likelihood of pupils moving from Key Stage 2 to Key Stage 3, staying on to complete Key Stage 4 or moving on to F.E. A selection of other comments is set out below.

"The computer has been a great resource. It has helped with school set work and *(the mother)* has a much greater commitment to ensuring that homework is completed."
"This has allowed *(the pupil)* to extend her learning in areas which would not have been possible before ELAMP"
"Having the laptop has involved *(the father)* in supporting schoolwork for the first time ever!"
"The laptop enabled her to continue study whilst in hospital"
"The laptop helped positively with continued study when this pupil was temporarily excluded."
"This has been an amazing resource for schoolwork, coursework and GCSE revision."
"Having the laptop has had a huge impact on the reading age *(of this Key Stage 4 pupil).* He is making real progress for the first time since primary school*".*
"This student is now about to start an F.E. course and can't envisage post-16 learning without having a laptop and internet access."
"*(The pupil)* could never stay on to use the open learning ICT facilities as she was reliant on school transport. Access to ICT at home has made a very significant difference and she will now go on to the VIth form. She is even thinking about university"

3.2 Fairground families

There were returns for just ten non-mobile Fairground families, partly reflecting the high levels of mobility characteristic of this community.   Eight families had been given access to ELAMP equipment when the terms of reference were changed in 2008, and two families had previously had equipment but become less mobile.

There were two **KS2 pupils**, both boys and both making 2 sub-level increments for English and maths. Both families travelled occasionally (but for less than 30 days).

There were four **KS3 pupils,** three boys and one girl.   However the form for one of the boys contained insufficient data to analyse.   The other three were all achieving a mixture of one and two sub-level increments.   None of these families were travelling and attendance was 85% plus for all the pupils. 'Education City' was noted as having made a particular literacy impact for one pupil.

There were four **KS4 pupils**, two boys and two girls. Both boys were expected to achieve at least 5 GCSEs (A* to C) including English and Maths. One girl was on the SEN register and had agreed targets for 5 GCSEs in the D to G range.   The other girl was aiming at 5 GCSEs in the C to E range together with BTEC options.   One of the boys and one of the girls were reported as being much more likely to attend college having had the ELAMP support. The IT dimension had also helped to encourage the SEN pupil to complete KS4. One family travelled occasionally. The attendance given for two of the others was 85% and 98% respectively.

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Appendix 1: A list of Strand A partners (2009-10)

Partners	Involvement in the phases
The Avon Consortium (ACTES)	Original E-LAMP$_2$ partner (from 2004)
Bolton	Original E-LAMP$_2$ partner (from 2004)
Cambridgeshire	Original E-LAMP$_2$ partner (from 2004)
Derby & Derbyshire	New partner from E-LAMP$_3$ (from 2005)
The Devon Consortium (DCTES)	New partner from E-LAMP$_3$ (from 2005)
Hertfordshire	New partner from E-LAMP$_3$ (from 2005)
Northants	New partner from E-LAMP$_3$ (from 2005)
Northumberland	New partner from E-LAMP$_3$ (from 2005)
Gloucestershire	New partner from E-LAMP$_4$ (from 2006)
Leeds	New partner from E-LAMP$_4$ (from 2006)
Leicestershire[10]	New partner from E-LAMP$_4$ (from 2006)
Manchester	New partner from E-LAMP$_4$ (from 2006)
Norfolk	New partner from E-LAMP$_4$ (from 2006)
Oxfordshire	New partner from E-LAMP$_4$ (from 2006)
St Helens	New partner from E-LAMP$_4$ (from 2006)
Sunderland	New partner from E-LAMP$_4$ (from 2006)
Wiltshire	New partner from E-LAMP$_4$ (from 2006)
Buckinghamshire	New partner from E-LAMP$_5$ (from 2007)
Cheshire East	New partner originally from E-LAMP$_5$ (2007)
Cheshire Halton	New partner originally from E-LAMP$_5$ (2007)
Cheshire West	New partner originally from E-LAMP$_5$ (2007)
Cornwall	New partner from E-LAMP$_5$ (from 2007)
Kent	New partner from E-LAMP$_5$ (from 2007)
Oldham	New partner from E-LAMP$_5$ (from 2007)
Tameside	New partner from E-LAMP$_5$ (from 2007)
West Sussex	New partner from E-LAMP$_5$ (from 2007)
Bedford	New partner originally from E-LAMP$_6$ (2008)
Bedfordshire Central	New partner originally from E-LAMP$_6$ (2008)
Blackpool	New partner from E-LAMP$_6$ (from 2008)
Bradford	New partner from E-LAMP$_6$ (from 2008)
Bury	New partner from E-LAMP$_6$ (from 2008)
Dorset	New partner from E-LAMP$_6$ (from 2008)
Hampshire	New partner from E-LAMP$_6$ (from 2008)
Nottinghamshire	New partner from E-LAMP$_6$ (from 2008)

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[10] Leicestershire had developed their own project which ran in parallel with E-LAMP and also made a valuable contribution to developmental efforts. The TES then linked with E-LAMP more formally from 2006

Salford	New partner from E-LAMP$_6$ (from 2008)
Somerset	New partner from E-LAMP$_6$ (from 2008)

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LEGAL COSTS

1   In cases where proceedings are issued through the County Court, Leeds City Council applies for a Costs Order against any named Defendant. Where an Order for costs is made against a number of named Defendants, each individual is jointly and severally liable for the full extent of the Costs Order.

2   It is not possible to enforce a Costs Order against persons unknown.

Enforcement

3   There are various methods of enforcement of Orders that the Defendant pay the Council's legal costs including a writ of fieri facias / warrant of execution, attachment of earnings, charging order, third party debt orders, order to obtain information from judgment debtors.

Oral Examination

4   Where insufficient information is known about a Defendant it is possible to apply for oral examination of the Defendant, the debtor is required to attend Court and provide details about his assets and income.

Attachment of Earnings

5   The Claimant can apply for an attachment of earnings order, to recover payments by instalments by deduction from earnings where the debtor is in regular employment but not where they are unemployed or self-employed.

Charging Order

6   The Claimant can apply for a Charging Order against land. When a charge has been obtained, an application can be made for sale of the land. This is at the discretion of the Judge. It is unlikely the judge will order sale if the defendant is willing to pay by instalments.

7   The Court fee for applying for the Charging Order is £100.00; there is a Land Registry fee to register the charge of £50.00 and £4.00 for a Land Registry search fee. There will also be legal costs incurred in preparing the necessary applications and attending Court Hearings. There will be an additional court fee on applying for an Order for sale.

8   Legal are currently applying for charging orders to secure costs on traveller possession claims against 2 defendants.

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<u>Writ of fieri facias/warrant of execution</u>

9   A writ of fieri facias (in the High Court) or a warrant of execution (in the County Court) enables the bailiff to enter the Defendant's premises and take possession of his goods to the value of the judgment debt plus costs and expenses of enforcement (but see restrictions below). The goods are then sold at public auction and the proceeds of sale (minus costs and expenses) sufficient to discharge the judgment debt are paid to the Claimant.

10   It may be that the Defendant has goods of insufficient value to justify the cost of removal and sale, or a Defendant may enter into an agreement of walking possession and make arrangements to pay.

11   A bailiff cannot enter a property to seize goods unless he has first been allowed to enter and has taken walking possession.

12   It is possible to levy against vehicles registered to a named Defendant. It is not possible to enforce against a vehicle which is not owned by the Defendant (eg subject to a hire purchase agreement or was obtained through the mobility scheme) or is used for towing a caravan or used as a work vehicle.

13   The bailiff gives five days notice of his intention to levy the vehicle, during which the vehicle is left with the Defendant. The Defendant can challenge the levy on the basis that the vehicle is not a vehicle against which the bailiff is entitled to levy. Alternatively, the owner can contest ownership of the vehicle by writing to the Council. The Council would then have to take the matter to Court to determine ownership of the vehicle.

14   A bailiff cannot recover white goods, beds, bedding, the necessities needed to maintain day to day living eg. the caravan in which he lives, generators if needed for power supply / charging of batteries for their caravan.

15   There would be no additional court fee payable should we instruct the bailiff to enforce in this manner. There would be additional costs incurred by legal and the bailiff's time and any DVLA searches, etc.
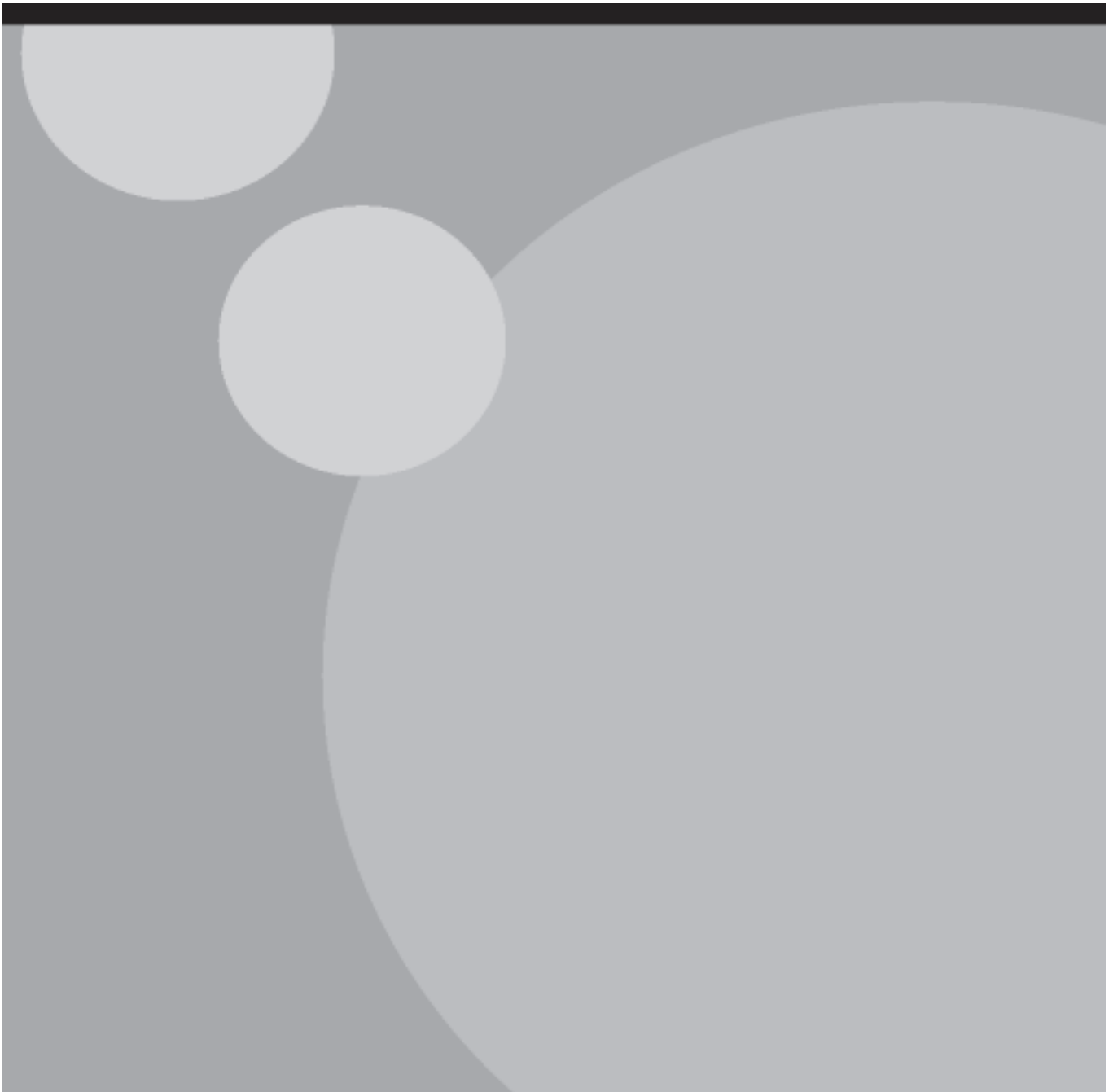
Conclusion

Save in respect of a Charging Order where we are aware that travellers own land, taking enforcement action is likely to increase the costs incurred with little or no benefit.

<u>KAREN BLACKMORE</u>

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Consultation on Implementing the Mobile Homes Act 1983 on local authority Gypsy and Traveller Sites

Summary of responses

Contents

Introduction

The Housing and Regeneration Act 2008

Section 318 of the Housing and Regeneration Act 2008 will amend the definition of a protected site in the Mobile Homes Act 1983 to remove the exclusion of land occupied by a local authority as a caravan site providing accommodation for Gypsies and Travellers – referred to throughout this document as a 'local authority Gypsy and Traveller site'.

This will mean that the Mobile Homes Act 1983 will apply to these sites and rights and responsibilities of residents living on them will be brought into line with those of residents living in similar caravan site accommodation, such as private Gypsy and Traveller sites and park home sites. This is in response to the ruling by the European Court of Human Rights in the case of *Connors v United Kingdom* (2004) that the lack of procedural safeguards to eviction on local authority Gypsy and Traveller sites breached article 8 of the European Convention for Human Rights, which provides a right to respect for private, family and home life.

The consultation

During the passage of the Housing and Regeneration Act 2008 through Parliament, Communities and Local Government held a number of events across the country with both local authorities and Gypsies and Travellers to explain the provisions of the Mobile Homes Act 1983, and to seek feedback on applying them to local authority Gypsy and Traveller sites. The feedback from these events helped inform the consultation paper *Implementing the Mobile Homes Act on local authority Gypsy and Traveller sites*. The consultation closed on 19 December 2008.

The consultation paper sought views on:

- whether some of the provisions of the Mobile Homes Act 1983 needed to be amended for local authority Gypsy and Traveller sites

- how we move from a position where existing residents have licences under the Caravan Sites Act 1968 to one where they have agreements under the Mobile Homes Act 1983

- other transitional provisions that we may need in applying some of the provisions of the Mobile Homes Act 1983 to existing site residents.

There were 52 responses to the consultation, these came from:

- 30 local authorities
- four county councils
- two groupings of local authorities
- one regional grouping of local authorities and a Registered Social Landlord
- one Arms Length Management Organisation
- seven organisations representing Gypsies and Travellers (including one that responded jointly with other organisations)
- one academic
- one professional organisation
- one group representing park home residents
- four responses from legal service and advice organisations or individual lawyers.

Respondents were generally supportive of the proposals put forward in the consultation. In addition, many raised points or commented on issues that were relevant to the implementation of the Mobile Homes Act on local authority Gypsy and Traveller sites, but went beyond the confines of the consultation questions.

The Government's response

This response is divided into five parts. The first three parts summarise the consultation questions and responses to them, and set out the Government's response. These follow the order in the consultation paper:

Part 1: Applying the Mobiles Homes Act 1983 provisions to local authority Gypsy and Traveller sites

Part 2: Moving from licences to agreements

Part 3: Other transitional provisions

Part 4 summarises and responds to additional comments or concerns raised by respondents and Part 5 addresses the issue of transit sites under the Mobile Homes Act 1983.

Jurisdiction for determining disputes

In July 2010 the Government announced that (subject to approval of Parliament) it will transfer jurisdiction for dispute resolution and other

proceedings arising out of the provisions of the Mobile Homes Act 1983 from the county court to Residential Property Tribunals.[1]

This response therefore refers to the Residential Property Tribunal where appropriate.

County council Gypsy and Traveller sites

Since January 2005 the Mobile Homes Act 1983 has applied to agreements to station a caravan on a county council Gypsy and Traveller site.

The Mobile Homes Act 1983 applies to an agreement to station a mobile home on a 'protected site' where it is to be occupied as the person's only or main residence (section 1 of the 1983 Act). In section 5 of the 1983 Act, the definition of 'protected site' excludes land occupied by 'local authorities' (borough and district councils) as a caravan site providing accommodation for Gypsies and Travellers. Until 2005 county council sites in England were not 'protected sites'; the definition of 'protected site' was amended by section 209 of the Housing Act 2004 to include county council sites, with effect from January 2005.

The Government is aware that there has been some debate about whether or not county councils in England are currently excluded from the Mobile Homes Act 1983 – as other 'local authorities', district and borough councils in England certainly are. That the definition of a 'local authority' in the Act does not include county councils in England is certain, however, what is less clear is the Parliamentary intention in not including county councils in the definition of 'local authority'. In considering the implementation of section 318 it has been necessary for the Government to decide what the current legislative position is and to consider the powers it has in relation to the implementation of section 318.

Following detailed consideration of the issue, the Government has concluded that it does not have the power to apply the modified form of the Mobile Homes Act 1983 proposed in our consultation to existing occupiers of county council Gypsy and Traveller sites in England.

When issued, the consultation was understood by the Department to include county councils as well as district and borough councils. County councils were consulted. Therefore, applying the amendments to the Mobile Homes Act 1983 set out in this summary of responses to new agreements to station a caravan on a county council Gypsy and Traveller site (made after the commencement of section 318 of the Housing and Regeneration Act 2008) would be possible and we will do this. However, the Government cannot implement any transitional

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[1] See, *Dispute resolution under the Mobile Homes Act 1983: Summary of responses and further consultation* and, Written Ministerial Statement - 14 July 2010: *Park Homes Reforms*, Hansard column 28WS.

arrangements for existing residents of county council sites in England when it brings section 318 of the Housing and Regeneration Act 2008 into force.

This is the Government's interpretation of the Mobile Homes Act 1983 and the Government cannot impose this view on county councils. County councils should consider seeking their own legal advice as to the best way forward in relation to the agreements they have with existing residents on their Gypsy and Traveller sites.

Part 1

Applying the Mobile Homes Act 1983 to local authority Gypsy and Traveller sites

Questions 1 to 5 asked for views on applying certain provisions in the Mobile Homes Act 1983 to local authority Gypsy and Traveller sites.

Assignment

The implied terms of the Mobile Homes Act 1983 enable a resident that either sells their caravan, or gives it to a family member, to pass on (or assign) the agreement to live in the caravan on the pitch to the person that buys it or it is given to, providing that the site owner approves of that person. Where the caravan is sold, the site owner can claim a commission up to a maximum rate fixed by law (currently 10 per cent of the sale price).

At the engagement events held during the passage of the Housing and Regeneration Act 2008 concerns were expressed about the right to assign. These views were set out in the consultation document and are as follows:

- a market in local authority pitches could be created, with pitches being occupied by those most able to pay, rather than those most in need of a pitch

- assignment could undermine or cut across local authority allocation policies

- that the decision by a site owner to refuse approval for someone to occupy a pitch might result in court proceedings

- that it would not be appropriate for a local authority (as the site owner) to charge commission on the sale of a caravan.

In response, the consultation paper offered two options for dealing with assignment:

- **Option 1:** to not apply the implied terms of the Mobile Homes Act 1983 dealing with assignment to local authority Gypsy and Traveller sites; or

- **Option 2:** to amend the implied terms of the Mobile Homes Act 1983 to require that, in considering whether to approve a person to whom a resident on one of their Gypsy and Traveller sites proposed to assign their agreement, the local authority would be required to consider the needs of other Gypsies and Travellers in their area, as well as those of the proposed assignee.

> **Question 1: Which of these two options do you think the Government should pursue to deal with the issues raised by assignment?**

Of the 42 respondents that answered this question, 26 preferred Option 1 (15 local authorities, four county councils, four organisations representing Gypsies and Travellers, one academic, one professional organisation, one legal advice organisation) while a smaller but not insignificant minority of 16 (all local authorities and county councils) preferred Option 2.

Most respondents to the consultation agreed with the assessment of the issues that could arise if assignment was allowed on local authority Gypsy and Traveller sites. Respondents also made a number of additional comments in opposition to assignment in general:

- assignment could result in conflict with sites becoming dominated by one family or group, with pressure possibly being brought to bear on other residents to assign their agreements

- there are already problems with people attempting to buy pitches from current residents and assignment could exacerbate this

- the existing test in the Mobile Homes Act 1983, which provides that approval for an assignment can only be withheld where reasonable, probably does not reflect the need catered for by local authority allocation policies or practical site management concerns

- potential site residents might have to wait longer on the waiting list for a local site

and against the second option in the consultation paper:

- it would be very difficult and impractical for the local authority to weigh up the circumstances of the proposed assignee and those on the waiting list for a pitch and the decision could result in judicial review.

Amongst those that supported Option 2 the main reason given was local discretion with the ability for local authorities to allow assignment but with safeguards. However, respondents called for there to be clear guidance from central government on acceptable grounds for refusing a potential assignee. One local authority said it already operated a similar policy; another that

problems would only arise when people from outside the area appeared to be jumping the queue through assignment. One local authority said that residents on its sites were in favour of the right to assign, another that to take away a right that is available to park home residents could be regarded as discriminatory.

Other options

Six respondents (one local authority, one legal practice, one advice organisation and three organisations representing Gypsies and Travellers) argued that residents on local authority Gypsy and Traveller sites should have options for assigning agreements similar to those available to local authority secure tenants. They referred particularly to the possibility of assigning an agreement to someone who would be entitled to succeed to it. One of these six respondents (a local authority) also argued that residents should also be allowed to assign pitches through exchange (which would be subject to the agreement of the relevant local authorities). This would facilitate movement between sites without the need for anyone to lose their pitch agreement and security of tenure.

A further option suggested by one respondent (from the legal profession) was to leave the implied terms relating to assignment unchanged. This respondent argued that there need to be very good reasons to treat Gypsies and Travellers differently in this respect. They argued that there was no hard evidence to back up some of the claims about the negative effects of assignment and that assignment will be to those in need of a pitch or else the transaction would seem to be an unlikely one.

Government response

The purpose of removing the exclusion for local authority Gypsy and Traveller sites from the Mobile Homes Act 1983 is to bring rights and responsibilities on these sites into line with others living on residential caravan sites. We have only suggested changes to the provisions where we believe they could have an adverse impact on these sites, or to fully reflect circumstances on them. The Government is concerned about the potential for the provisions on assignment as they currently exist having an adverse impact on local authority Gypsy and Travellers sites, and therefore believes that the case for not applying these provisions is justified.

The Government will adopt Option 1 and not apply the provisions in the implied terms of the Mobile Homes Act 1983 on assignment to local authority Gypsy and Travellers sites.

Not including the right to assign in the implied terms is a simple way to protect pitches on local authority sites as a valuable resource for those who are unable to develop their own sites or afford pitches on privately rented sites and who

might otherwise end up on unauthorised sites. Not applying the provisions on assignment will ensure that the implied terms are consistent with local authority allocation policies. Local authorities, site managers and current and potential site residents will know where they stand. The majority of respondents agreed with this approach.

If they wished, local authorities could include, in the <u>express terms</u> of new agreements, provisions on assignment – whether the same rights as in the Mobile Homes Act 1983 or one of the other options proposed by respondents. Where local authorities have already included a similar right in the terms of their licences on their sites, the relevant terms will remain valid (see Part 2).

Succession

The Mobile Homes Act 1983 provides that if a resident dies then their spouse, or another member of their family living with them when they die, will inherit the agreement to live in the caravan on the pitch. If there is no family member living with the resident when they die, the person that inherits the caravan (either through a will, or under the laws of intestacy) can sell the caravan and assign the agreement to live in the caravan on the pitch to the person that buys it, with the approval of the site owner. The person that inherits the caravan does not have the right to live in it on the pitch, or give it to a member of their family, unless the site owner agrees.

The right for a person who inherits a caravan to sell it and assign the agreement raises similar issues to the general right to assign. If the site owner doesn't approve the assignment, or doesn't approve the person that inherited the caravan living on the pitch, it could also mean that pitches are left empty at a time when there is a chronic shortage.

We therefore proposed that the provision relating to succession where no family member is living with the resident when they die should not be applied to local authority Gypsy and Traveller sites. The right for a family member living with the resident when they die to succeed to the agreement would remain.

> **Question 2: Do you agree with the proposal that the provision in the Mobile Homes Act 1983 relating to succession where no family member is living with a resident when they die should not be applied to local authority Gypsy and Traveller sites whichever option we pursue in respect of assignment generally?**

A majority, 44 out of a total of 47 respondents, agreed with this proposal for the reasons given in the consultation.

Two respondents (an organisation representing Gypsies and Travellers and a local authority), did not agree with the Government's particular proposal because they did not think any provision for succession in the Mobile Homes

Act 1983 should apply to local authority Gypsy and Traveller sites. The organisation representing Gypsies and Travellers argued that pitches could be passed on within families in perpetuity, taking them out of circulation as public provision. The local authority argued that succession would reduce the site owner's ability to allocate pitches according to need. One other respondent (a local authority) did not agree with the Government's proposal but did not give a reason.

A small group of respondents thought that the issue of empty pitches could be avoided by removing the bar on the person inheriting the caravan having the right to live on the pitch. However, they still agreed with the consultation proposal as it would stop people who have not been living on the pitch and who may have no pressing need for it being able to succeed to it.

Respondents who supported the consultation proposal (as well as those who disagreed with succession) also highlighted the fact that the Mobile Homes Act 1983 does not limit the number of successions to an agreement. These respondents argued that this could result in an agreement being passed down within a family in perpetuity, regardless of any changes in circumstance or of any need for that pitch amongst the wider Gypsy and Traveller community. Various proposals were offered for limiting succession and suggestions for different limits on the number of times a pitch could be passed on.

Respondents also suggested that a family member (other than a spouse or civil partner) in order to qualify as the successor to the pitch should have lived with the resident before they died for a minimum period of time, as under a local authority secure tenancy. The minimum period suggested varied from 3 to 12 months.

Some respondents raised concerns about whether a 'common-law husband or wife' could succeed to an agreement. Others maintained that step children should be able to succeed to the agreement, while others asked for confirmation that children under 18 years of age could not succeed as they cannot enter into a legal agreement.

There was acknowledgement that better records had to be maintained about who was actually living on a pitch in order to avoid disputes about succession, but also concern that these changes should be properly communicated to residents, through Citizens Advice for example.

Government response

After careful consideration, the Government will not amend the terms of the Mobile Homes Act 1983 (Section 3 (3)(b) and 4) relating to succession, where no family member is living with a resident when they die.

This is because the Government does not believe that Section 318 of the Housing and Regeneration Act 2008 provides the powers necessary to amend

the main body of the Mobile Homes Act 1983 in this way. The other amendments set out in the consultation, such as the amendment to the right to assign an agreement, will be made by an Order under section 2A of the Mobile Homes Act 1983 as they are amendments to the implied terms of the Act. Section 2A allows the implied terms of the Act to be amended by the Secretary of State following a period of consultation.

The Government is aware that respondents supported the proposal in the consultation to amend the terms on succession where no family member is living with the resident when they die and that there were concerns about succession in general. It is unlikely that succession (by its nature) will be a frequent issue on local authority Gypsy and Traveller sites (unlike, potentially, assignment), however, the Government will keep the succession provisions in the Mobile Homes Act 1983 (as it relates to social site provision for Gypsies and Travellers) under review and will consider what further measures it can take if there is evidence that they are proving to be problematic on public Gypsy and Traveller sites.

Response to other comments on succession

While it would be theoretically possible for a family to pass on an agreement in perpetuity, the Government does not propose at this time to limit the number of times an agreement can be passed on through succession or require that a family member must have lived with a resident for a certain period prior to their death in order to succeed to the agreement.

Restricting the number of successions to an agreement, or requiring that the family member must have lived with the resident for a certain period of time prior to their death in order to succeed to the agreement could result in a resident that has been living on a pitch having to move to an unauthorised site. Although this would potentially free up the pitch for allocation to someone from the waiting list for the site, this will not necessarily help reduce levels of unauthorised camping overall.

The Mobile Homes Act 1983 does not include (as the term is not recognised in law) 'common-law husband or wife' in the list of family members in section 5(3) but it does include those who 'live together as husband and wife or as if they were civil partners'. It also includes step children.

In relation to whether a minor can be granted, assigned or succeed to an agreement under the Mobile Homes Act 1983, landowners and occupiers ought to seek their own legal advice. However, the prohibition against a minor only applies to ownership of legal estates; it does not apply to licences.

The Government will ensure that advisory organisations, such as Citizens Advice, are informed of the changes that will take place on local authority Gypsy and Traveller sites, including those with regard to succession.

Re-siting a caravan

We are aware from the bids that we have received for Gypsy and Traveller Sites Grant that the repair and improvement works necessary on some local authority sites can be extensive, in some cases requiring residents to be temporarily relocated whilst repairs are undertaken.

We therefore proposed that as well as being able to require a resident to move their caravan to a pitch on the same site, local authorities should be able to require residents on Gypsy and Traveller sites to move their caravan to a pitch on a different site.

> **Question 3 – Do you agree with the proposal to amend the implied terms to enable local authorities to require a resident on one of their Gypsy and Traveller sites to move their caravan to a pitch on another site as well as another pitch on the same site, for example when they need to carry out repairs?**

A large majority of respondents agreed with this proposal, 42 out of 46.

The four respondents (two organisations representing Gypsies and Travellers and two legal service and advice organisations) who were not wholly in favour of the proposal argued that there seemed little point in changing a provision that had presented no problems before. However, they considered that if this amendment was implemented, safeguards should be in place in the Mobile Homes Act 1983 to protect residents.

Many of those in favour of the proposal, in principle, were also concerned that there should be safeguards in the implied terms of the Mobile Homes Act 1983 to protect the interests of residents on local authority Gypsy and Traveller sites.

The proposed safeguards were:

- a presumption should be that residents will be moved within their own site

- the move should be time-limited

- there should be a guaranteed right to return

- local authorities should maintain responsibility for the residents that are temporarily relocated

- the site to which residents are temporarily relocated should be within reach of schools, hospitals and other services

- local authorities should pay the financial costs of relocation

- home loss and disturbance payments should be made to residents

- residents should be fully consulted.

One respondent suggested that the local authority would need to ensure that people are moved to sites where they will be compatible with existing residents in order to comply with the duty on the local authority under the Crime and Disorder Act 1998 to do all it can to reasonably prevent crime and disorder in its area. If necessary there should be the ability to move residents to sites outside the local authority area.

One respondent was concerned that changing this implied term should not weaken the protections for those living on park homes sites that are already covered by the Mobile Homes Act 1983.

Government response

The Government will amend the implied terms of the Mobile Homes Act 1983 to enable local authorities to require residents on their Gypsy and Traveller sites to move their caravan to a pitch on another site, as well as another pitch on the same site to provide the flexibility necessary to undertake extensive refurbishment works.

Where caravans are already re-sited under the terms of the licence on the date section 318 comes into force, the implied terms in the Mobile Homes Act 1983 relating to re-siting of caravans would not apply to those caravans (see Part 3).

While the desire for safeguards is understandable, the Act already has safeguards in place:

- There is already a form of guaranteed right to return. Paragraph 10(2) of Part 1 of Schedule 1 specifies that if the owner requires a resident to station their caravan on another pitch in order to carry out repairs to the base, if the resident requires, or the court (or in future, the Residential Property Tribunal) on the application of the resident orders this, the caravan must be returned to the original pitch on the completion of the replacement or repairs. However, putting a time limit on a re-location could result in residents being moved back on to a site even if the refurbishment works are not complete, which could endanger their health and safety.

- Paragraph 10(1)(a) and 10(1)(b) of Part 1 of Schedule 1 also specifies that pitches to which residents are moved should be broadly comparable to their original pitch, and that it should be reasonable for the mobile home to be stationed on another pitch for that period.

- Paragraph 10(3) of Part 1 of Schedule 1 also specifies that the owner shall pay all the costs and expenses incurred by the occupier in connection with his mobile home being moved to and from another pitch. Residents would need to take legal advice if they felt they were due other financial compensation as a result of the move.

It will be for the local authority to consider, in consultation with residents, whether it is more practicable for residents to be relocated temporarily to other pitches on the site or to another site based on the extent of the works and the welfare of residents. However, we understand that where residents have been temporarily relocated to another site, residents are usually moved to the same temporary site, rather than being disbursed to any vacant pitches on existing sites in the area.

The Mobile Homes Act 1983 requires residents to be consulted about improvements to sites and the Government expects residents to be fully consulted about improvements to sites, including temporary relocation. As with all the other amendments we are making to the Mobile Homes Act 1983, this will only apply to Gypsy and Traveller sites; the rights and responsibilities of park home residents will not be affected.

Site owner's responsibilities for repairs

The Mobile Homes Act 1983 requires the site owner to repair the base (or hardstanding) on which the caravan is stationed. However, on Gypsy and Traveller sites, other facilities, such as amenity blocks, will usually be provided by the local authority on the pitch. We therefore proposed to amend the implied terms to clarify that authorities will be responsible for repairing any amenities provided by them on the pitch, as well as the base.

Question 4: Do you agree with the proposal to amend the implied terms to clarify that local authorities will continue to be responsible for repairing any amenities provided by them on the pitch as well as the base?

Every respondent to the question agreed with this proposal, most without comment. However, some respondents wanted some clarification about who would be held responsible for repairing shared facilities or communal areas, boundary walls and fences, and who should pay for damage caused by residents that was beyond 'fair wear and tear'.

Government response

The Government will amend the implied terms in the Mobile Homes Act 1983 to clarify that local authorities will continue to be responsible for repairing any amenities provided by them on the pitch, as well as the base.

Paragraph 21(c) and (d) of Part 1 of Schedule 1 specify that the resident is responsible for keeping the mobile home in a sound state of repair and for maintaining the outside of the mobile home, and the pitch, including all fences and outbuildings belonging to, or enjoyed with it and the mobile home, in a clean and tidy condition.

Paragraph 22(c) specifies that the site owner is responsible for repairing the base, maintaining utilities or other services supplied by them to the pitch or caravan.

Paragraph 22(d) specifies that the site owner is responsible for maintaining in a clean and tidy condition those parts of the site, including access ways, site boundary fences and trees, which are not the responsibility of any of the residents. This would normally include any shared facilities or communal areas.

We have also proposed to amend the definition of 'essential repair and emergency works' to specify that these works include repairs to amenities provided by the local authority on the pitch, as well as to the base (see Question 5).

Question 5: Do you agree with the proposal to amend the definition of 'essential repair and emergency work' in the implied terms to specify that these works include repairs to amenities provided by the local authority as well as the base (or hardstanding)?

As with Question 4, all respondents agreed with this proposal while requesting clarity about who would be responsible for paying for repairs that are beyond 'fair wear and tear'. One respondent wanted the definition extended to include works essential to conform to other legislation such as the Disability Discrimination Act.

Government response

The Government will amend the definition of 'essential repair and emergency work' in the implied terms to specify that these works include repairs to amenities provided by the local authority, as well as the base (or hardstanding).

Paragraph 10(4) of Part 1 of Schedule 1 defines 'essential repair or emergency works' as works or repairs needed to comply with any relevant legal requirements.

Part 2

Moving from licences to agreements

Gypsies and Travellers currently occupy pitches on local authority sites under licences under the Caravan Sites Act 1968. The terms of these licences are a matter for individual local authorities. Under the Mobile Homes Act 1983 pitches will be occupied under an agreement. This agreement will consist of the implied terms that are in Part 1, Schedule 1 of the Mobile Homes Act 1983 and any express terms already included in the existing licence (eg the location and size of the pitch, the services provided, the pitch fee etc). Where a new agreement is entered into, a written statement of the terms of the agreement must be given to the resident 28 days before the agreement is made, or less if the resident agrees.

Where residents move onto a site after section 318 has been commenced the local authority will need to make an agreement with them, and provide a written statement 28 days before this. However, the provisions of the Mobile Homes Act 1983 also need to be applied to existing residents on sites. The consultation presented two options for moving from licences to agreements:

- **Option 1:** Local authorities would be required to make agreements under the Mobile Homes Act 1983 with existing licence holders by a specific date. If a local authority failed to make an agreement by the specified date residents would be deemed to have an agreement (as in Option 2).

- **Option 2:** All existing licences would be deemed to be agreements to which the Mobile Homes Act 1983 applies from the date section 318 of the Housing and Regeneration Act 2008 is brought into force. They would therefore include all of the implied terms in the Mobile Homes Act 1983, as well as the terms already in the licence.

The consultation paper also referred to a working group the Department proposed to establish to prepare a model agreement for local authority Gypsy and Traveller sites. The model agreement would seek to include some standard express terms on issues that are frequently covered in licences, such as behaviour on site and short term absence from site.

> **Question 6: Which of the two options do you think is the better option for moving from licenses to agreements? Do you agree with the assessment of the pros and cons of each option? Is there a further option we have not identified?**

Out of the 48 respondents who answered this question, 46 preferred Option 1. One respondent (a local authority) preferred Option 2, but gave no reason. One respondent disagreed with both options arguing that licences should be maintained (see Part 4).

There was general agreement with the assessment of the pros and cons of each option.

The model agreement

Many respondents expressed their support for the idea of producing a model agreement and there was a consensus that it should be ready in advance of when residents would have agreements under the Mobile Homes Act 1983.

One respondent was concerned about the costs that could result from the provision in the Act that enables the resident to apply to the court for an order to change the express terms in the agreement during the first six months of an agreement. They proposed that the model agreement working group should therefore agree to any changes to the express terms rather than the court.

Government response

Having considered the responses and practicalities of both Options, upon reflection, the Government plans to proceed with a modified Option 2.

Existing residents on local authority Gypsy and Traveller sites

On the date section 318 of the Housing and Regeneration Act 2008 comes into force all existing licences will automatically become agreements to which the Mobile Homes Act applies. The implied terms of the Mobile Homes Act 1983 will be automatically incorporated into existing licences and the terms of the licence will automatically become the express terms of the agreement.

A requirement to provide a written statement to existing residents

In order to ensure that existing residents on local authority Gypsy and Traveller sites are aware of their rights and responsibilities under the Mobile Homes Act 1983, the Orders will include a requirement that local authorities provide existing residents with a written statement of the agreement within 28 days of section 318 coming into force. **If the written statement is not provided within 28 days of section 318 coming into force, the express terms of the agreement will be unenforceable.** This requirement will not apply to county councils.

A model agreement

A model agreement that would provide a set of standard express terms was suggested by the Department in the consultation as a way to reduce the burden on local authorities if the Government required that new agreements, containing new express terms, were made with existing residents (Option 1 of Q6). There will be no requirement to agree new express terms with existing residents and this takes away the need for a centrally produced model agreement. Instead, local councils will be compensated for fulfilling the requirement to issue a written statement to residents and to amend agreements for new residents on county council sites.

The Government is aware that terms in some existing licences may, as they become express terms, conflict with the implied terms of the Mobile Homes Act 1983. The implied terms strengthen residents' rights and the Government believes that disputes over terms are unlikely. Although there will be no right for existing residents to apply to the Residential Property Tribunal to vary or delete express terms in the agreement (as provided for in section 2(3) of the Act for new residents), in the event of a dispute either party will be able to apply to the Residential Property Tribunal for resolution under section 4 of the Mobile Homes Act 1983.

The local authority will only be able to vary or delete the express terms in the agreements of existing residents if the resident agrees to re-negotiation of the terms.

New residents on local authority and county council sites

Residents who move onto a pitch and make a new agreement on a local authority or county council site after section 318 comes into force will have an agreement that consists of the implied terms of the Act and any express terms agreed between the local authority and the resident.

Local authorities and county councils have an opportunity between now and the commencement of Section 318 to consider whether the terms used in their licences would still be appropriate as express terms in agreements with new residents.

If potential new residents agree, the written statement can be given to them on a date that is less than 28 days before the agreement is made. We suggested in the consultation paper that local authorities could provide the written statement to Gypsies and Travellers on their waiting lists to help meet this requirement.

Part 3

Other transitional provisions

The consultation outlined a number of additional transitional provisions that it was envisaged would be required when the implied terms in the Mobile Homes Act were applied to existing residents of local authority Gypsy and Traveller sites.

However, as set out in Part 2, as the implied terms of the Mobile Homes Act 1983 will be incorporated into existing licences, actions being undertaken under these licences when section 318 comes into force remain valid. Transitional provisions will also be required for actions under the licence that are ongoing when section 318 comes into force. Other transitional provisions will deal with those situations where the site owner or occupier cannot comply with certain obligations in the Mobile Homes Act 1983 on 'day 1'.

The transitional provisions are as follows:

- The implied terms in the Mobile Homes Act 1983 relating to termination will not apply to existing occupiers or to site owners where termination proceedings started before the commencement date.

- The terms relating to re-siting of a mobile home will not apply to a mobile home that is re-sited on the commencement date or where the process of re-siting it has already begun.

- Terms relating to pitch free reviews will not apply where the pitch fee review date in the licence falls within 28 days of the commencement date.

- Matters to be considered when determining the new pitch fee will not include works relating to improvements to the site carried out before the commencement date.

- Obligations on the occupier to keep the mobile home in a sound state of repair and to maintain the outside of the mobile home and the pitch in a clean and tidy condition will only apply 3 months after the commencement date – although any terms relating to this in the licence (that will become the express terms in the agreement) may still apply.

- The requirement on the occupier to provide documentary evidence of any costs or expenses for which the occupier seeks reimbursement will not apply in relation to costs or expenses incurred before the commencement date.

- The requirement on the site owner to consult residents on improvements to the site or to consult a residents' association on matter relating to the site will not apply to improvements or matters that took place within the first 28 days following commencement.

Below is a summary of responses to the questions in the consultation that related to transitional provisions. The Government's response to each highlights any actions local authorities should take before or around the time when section 318 comes into force.

Breaches of licence relevant to the agreement

In order to ask the court to terminate the agreement, the local authority would be required, under the implied terms of the Mobile Homes Act 1983, to write to the resident asking them to remedy the breach. We proposed that where a local authority had written to a resident asking them to remedy a breach of a licence before the commencement date, that the local authority could begin proceedings, if necessary, to terminate an agreement without having to write to the resident again after that date.

> **Question 7: Do you agree with this approach to breaches of a licence relevant to the agreement?**

Respondents agreed with this proposal mostly without comment. However, some respondents were concerned that the process of making an agreement only to terminate it would be a difficult concept to explain to those affected.

A few respondents thought the resident should still be written to again. One respondent (a group of local authorities) maintained that it would be more reasonable to write to the resident again.

Three local authorities raised the question of determining whether the term that was breached in the licence was also in the agreement but as the terms in the licence will automatically become the express terms in the agreement this will not be an issue.

Where a term of the licence has been breached and the local authority has written to the resident, but has not begun termination proceedings when section 318 is commenced the local authority would have to write to the resident again. This is because the implied terms of the Mobile Homes Act 1983, which require that the resident is written to, would apply once section 318 comes into force.

In order to avoid the confusion that could be caused by a resident receiving a written statement about the Mobile Homes Act 1983 agreement and then receiving a notice seeking to terminate it, we would recommend that the local authority accompany the written statement on the agreement with a letter. This should remind the resident that their licence had been breached and that while the local authority was obliged to provide them with a written statement they would still be pursuing the breach.

Overpayments

We proposed that any overpayments made under a licence which might cover the period after an agreement was terminated could be recovered under the implied terms of the Mobile Homes Act 1983 when the agreement was terminated.

Question 8: Do you agree with the proposal that residents should also be able to use the implied terms to recover any payments made under a licence that might cover the period after an agreement is terminated?

All those who responded to this question agreed with the proposal mostly without comment.

One respondent wanted assurance (to ensure that all rent and other payments were paid) that the termination date of the agreement is the date when the resident actually leaves the pitch.

Some respondents agreed to the proposal on the condition that any payments owed by the resident to the local authority, or money to pay for repairs to damage beyond 'fair wear and tear' could be deducted from any overpayments due to be paid back to the resident.

As the licence will automatically become an agreement, paragraph 7 of Part 1 of Schedule 1 of the Mobile Homes Act 1983 will provide for recovery of overpayments. Residents will be able to use the implied terms to recover any payments made under the licence that might cover the period after an agreement is terminated.

The termination date of the agreement is the date the agreement ends. Under the Mobile Homes Act 1983 residents are required to give notice of not less than four weeks to terminate the licence or agreement. It may therefore be unlikely that there will be an overpayment where a resident moves on after giving notice. If a resident moves on before the end of the notice period any payments made covering the period until the notice expires would not be an overpayment unless the site owner waives the notice requirement.

Where the agreement has been terminated by the court, the site owner is likely to have sought a possession order at the same time, and so the date the agreement ends is likely to be the date the court decides the resident is no longer entitled to remain on the pitch.

Pitch fees – review dates

The implied terms of the Mobile Homes Act 1983 require the pitch fee to be reviewed annually, on the review date, and include a presumption that the pitch fee will not change by more than any percentage increase or decrease in the retail price index (RPI) since the last review date.

We proposed that where a licence included a pitch fee review date this would continue to be the review date in the agreement, to ensure that there would not be more than one pitch fee review in a year. If the licence did not include a review date then for the purposes of calculating the change in RPI, we proposed that the last pitch fee review date should be a year prior to whatever review date is included in the agreement.

Question 9: Do you agree with the proposal that if a licence includes a review date for the pitch fee, this date should continue to be the review date in the agreement?

Do you also agree that if no review date is included in a licence then the last review date for the purposes of calculating the change in RPI should be a year prior to whatever review date is included in the agreement?

All except one response to this question agreed with both proposals. One respondent disagreed with the second part of the proposal, but gave no reason. Of those who commented many said they had a review date in their licences and would continue to use the same date in the agreement.

Respondents took the opportunity to set out their own policies on pitch fee reviews, for example, carrying out reviews on 1 April, or at the same time as social housing rent reviews. One respondent thought that changes in pitch fees should be allowed at other times of the year, with appropriate notice, if required in an emergency.

One respondent was concerned about the need for the agreement of residents to any proposed change to the pitch fee and expected that any proposed increase would attract objections.

Two respondents were concerned about an increase being in line with RPI, one respondent said they currently fixed their increases to the Housing Revenue Account increase which is usually higher than RPI. Another thought that the increase would need to be higher than RPI to pay for any damage caused by residents.

Government response

Licences will automatically become agreements. This means that where the licence includes a review date that date will continue to be the pitch fee review date in the agreement.

The implied terms of the Mobile Homes Act 1983 require the site owner to serve on the occupier a written notice setting out the proposals in respect of the new pitch fee. Where the licence included a pitch fee review date this will be in the express terms of the agreement. If the review date in the express terms falls within the first 28 days following commencement of section 318 the requirement to serve notice will not apply.

The pitch fee review date must be included in the written statement. Where the licence does not include a written review date**:**

- If the licence is verbal or the pitch fee review date has been agreed verbally that will be the review date in the agreement.

- If there is no review date in the licence but the local authority has previously reviewed the pitch fee, the date that review took place should be taken as the pitch fee review date and included in the written statement.

- If there has never been a pitch fee review, the local authority should use a date that is reasonable, for example the anniversary of the date when the pitch was first occupied.

The Mobile Homes Act 1983 protects residents from having their pitch fee reviewed more than once a year; it would be difficult to define what emergency situation would justify the local authority increasing the pitch fee more frequently and to justify putting the burden of this emergency on to residents.

There is scope for the site owner to increase the pitch fee above RPI if this increase is to cover expenditure on site improvements which were for the benefit of the residents (site improvements must have been consulted upon and a majority of residents must not have disagreed with them in writing). If residents do not agree to the pitch fee increase then the local authority can refer the matter to the Residential Property Tribunal for a decision. It would be unlikely that there would be any justification for disputing a proposed increase which was limited to the RPI, unless the resident identified (and the tribunal agreed) that there had been a decrease in the amenity of the site.

The implied terms which allow the site owner to take into account expenditure on site improvements when considering the pitch fee review will not apply to improvements made before section 318 comes into force.

Pitch fees – housing benefit

Question 10: Do you agree with the proposal to delay applying the implied term in the Mobile Homes Act 1983 that makes the presumption about pitch fee changes and the RPI to county council Gypsy and Traveller sites until after the Department for Work and Pensions has made the changes necessary to resolve the anomaly in the way housing benefit is paid for these sites?

Government response

The Housing Benefit and Council Tax Benefit (Amendment) (No. 2) Regulations 2008 were laid in Parliament by the Department for Work and Pensions on 6 November 2008 and came into force on 6 April 2009. Rents on county council sites will now only be referred to the rent officer for determination if the local housing authority considers them to be excessive. In the event, these regulations have come into force before section 318 is commenced.

Improvements proposed before agreement

The Mobile Homes Act 1983 requires the site owner to consult residents about improvements to the site in general and, in particular, about those which the owner wishes to take into account when determining the amount of any new pitch fee. We proposed that improvement works already proposed prior to the Mobile Homes Act 1983 being implemented on local authority sites and which residents had been consulted on could be continued without the further consultation that would be required under the Act.

> **Question 11: Do you agree that where a local authority has already consulted residents on proposed improvements to a site prior to an agreement being made they should not have to consult them again, as the implied terms would require?**

All respondents to this question agreed to the proposal. Those who did comment thought that further consultation could delay planned site improvements.

> **Government response**

A transitional provision will provide that further consultation will not be required for improvement works that start before or within 28 days of the commencement of section 318.

In some circumstances local authorities may be required to consult again under the terms of the Mobile Homes Act 1983 on improvements that were proposed, but not started, before the commencement of section 318.

The implied terms of the Act state that the site owner must give 28 days notice in writing of the proposed improvements which:

- describes the proposed improvements and how they will benefit the occupier in the long and short term

- details how the pitch fee may be affected when it is next reviewed; and

- states when and where the occupier can make representations about the proposed improvements and takes into account any representations made by the occupier about the proposed improvements.

Local authorities should already be consulting residents about site improvements as a matter of good practice. Consultation with residents in advance of improvements proposed to start between now and when section 318 comes into force should ensure that any delays can be kept to a minimum.

Other transitional provisions

Question 12: Do you think there are any other implied terms under the Mobile Homes Act 1983 which may require transitional provisions?

Respondents suggested five additional transitional provisions. These proposals are set out in italics below along with the Government's response.

Where a local authority has already commenced legal action for eviction against a current licensee and the legal action has not been concluded at the date the new agreement is due to take effect, there should be a provision that enables the legal action to continue in its present form notwithstanding the changes which are about to or have come into effect.

Government response

Where the local authority has terminated the licence before the commencement date the person would not therefore have a licence on the date that section 318 is commenced and would not have an agreement when section 318 comes into force. Without an agreement the person will not be covered by the terms of the Mobile Homes Act 1983. **As already indicated, where termination, rather than eviction or possession, proceedings are underway when section 318 comes into force, these proceedings can continue.**

The 14 days notice, referred to in paragraph 14 of the implied terms, needs to be suspended as in the lead up to implementation local authorities may need to enter at shorter notice to, for example, bring non-essential repairs up to scratch.

Government response

Although paragraph 14 of Part 1 of Schedule 1 to the Mobile Homes Act 1983 requires the site owner to give the resident 14 days notice of entry to their pitch for any reason other than delivering written communication, reading utility or service meters or carrying out essential or emergency works, where the occupier agrees, less notice can be given. We do not therefore think that such a transitional provision will be required.

Paragraph 21 of Part 1 of Schedule 1 to the Mobile Homes Act 1983 may need a 'lead in' time for occupiers to bring the outsides of mobile homes and pitches up to standard.

Government response

Paragraph 21 of part 1 of Schedule 1 to the Mobile Homes Act 1983 requires residents to maintain the outside of the mobile home, and the pitch in a clean and tidy condition.

As already indicated, the Government will put in place transitional provision that will provide that this requirement will not be enforceable for 3 months after section 318 comes into force – this will ensure that occupiers do not find themselves immediately in breach of the agreement.

Arrangements will have to be put in place to address those licence-holders who will not/do not sign the new agreements. The licence should be negated and the new agreement should not come into effect until it is signed. If licensees do not sign or cannot be found, then their licences should be automatically revoked by the new legislation and they become illegal occupants.

Government response

When section 318 comes into force, licences will automatically become agreements with the implied terms of the Mobile Homes Act 1983 incorporated into them.

There may be scope for transitional arrangements on the introduction of approval of pitch fees by the occupier. The requirement for the occupier to agree to the rent increase may cause local authorities some issues. Firstly there would be a requirement for the residents to understand the process they need to go through. Also for local authorities who run a number of sites there is a risk of an increased administrative burden in dealing with residents who do not agree to the increase in charges and therefore managing the collection of different amounts of rent or notifying housing benefit of rent changes.

Government response

A transitional provision will provide that the requirement on the site owner to consult the occupier will not apply to consultation on any improvements that start before or within 28 days of the commencement of section 318. A transitional provision will also provide that the requirement on the site owner to consult a recognised residents' association about matters relating to the running of the site will not apply to consultation on any matters before the commencement date, or within 28 days of the commencement date.

As explained in the Government response to Question 9 the date set in current licences for the pitch fee review will remain after section 318 comes into force. Local authorities should therefore use the time available before their next pitch fee review to explain to residents the processes that they have to go through in relation to pitch fees.

The costs of implementation are addressed in the final section of this summary of responses.

Part 4

Additional comments

A number of respondents had additional comments that went beyond the confines of the consultation questions. This section summarises these comments under a series of headings, followed by the Government's response.

The suitability of the Mobile Homes Act 1983 for local authority Gypsy and Traveller sites

Two respondents disagreed with the Government's decision to remove the exclusion for local authority Gypsy and Traveller sites from the Mobile Homes Act 1983. Both felt the Act was inappropriate but offered different alternatives. Some of the issues raised by these two respondents have already been included in Parts 1-3, and will be covered later in this section, but their general views are set out below.

One respondent argued that the Mobile Homes Act 1983 will make it very difficult for site owners to evict residents who may be causing problems on sites, who may drive other residents away and cause sites to close, and that the changes brought in as part of the Housing Act 2004 (which allowed the courts to suspend a possession order) should not have been implemented.

The other argued that the better option would have been to have brought local authority sites into line with local authority housing, as this would better meet the needs of Gypsies and Travellers living on these sites.

Other respondents, while supportive of the changes, contributed some further general comments. One thought that it would have been better to have had a 'Gypsy and Traveller Accommodation Act' rather than using existing legislation. Others wanted to see further implied terms added to the Mobile Homes Act 1983 to, for example, allow commercial vehicles to be parked on pitches or to allow space on sites for visitors, extra space for growing families.

Government response

The legislative changes in the Housing Act 2004, allowing the courts to suspend possession orders on local authority caravan sites, and the removal of the exclusion in the Mobile Homes Act 1983 for local authority Gypsy and Traveller sites are in response to the European Court of Human Rights judgement in *Connors v UK*. This ruled that the current lack of procedural

safeguards on these sites breached article 8 of the Convention (right to respect for private, family and home life).

These measures have and will increase the protection available to residents on local authority Gypsy and Traveller sites, but local authorities will still be able to terminate an agreement and obtain a possession order in the event of a breach of agreement and do this with less risk of legal challenge. Gypsies and Travellers are now gaining the right to defend themselves against eviction in the same way as those living on other residential caravan sites, and socially rented bricks and mortar housing.

Local authority Gypsy and Traveller sites share characteristics with other types of residential caravan sites, and with local authority bricks and mortar housing. The amendments proposed in this consultation were designed to ensure that the Mobile Homes Act 1983 will work on local authority Gypsy and Traveller sites and that the changes do not exacerbate some of the problems currently experienced due to a lack of authorised sites. The proposed amendments (although we will not adopt all of them) were generally supported in this consultation, alongside our response to the issue of transit sites, which is dealt with in Part 5, should ensure that the needs of those Gypsies and Travellers who are living on or travelling between local authority sites are met.

Costs

Some respondents were concerned that the Mobile Homes Act 1983 could impose additional financial burdens on local authorities and on Legal Aid. Concerns included:

- proving to a court that a resident has breached the terms of his or her agreement would be difficult and therefore costly

- the opportunities available for redress through the courts under the Mobile Homes Act 1983, coupled with the likelihood that Gypsies and Travellers will qualify for Legal Aid will lead to lengthy and expensive litigation for local authorities

- it would be difficult to recover court costs or rent arrears from nomadic Gypsies and Travellers

- if residents leave their pitches permanently without terminating the agreement there will be an additional cost of going to the court to do this and income would be lost from an empty pitch in the meantime

- the ability for a resident to challenge any proposed change to the pitch fee could lead to additional burdens in collecting different pitch fees for different sites and notifying housing benefit administrators of rent changes

- the costs of moving from licences to agreements had been underestimated (although no alternative estimate, or suggestion for calculating such an estimate was offered)

- pitch fee increases being pegged to RPI rather than decided by the local authority could cause problems covering running costs.

Government response

The impact assessment included in the consultation paper recognised and sought to quantify the additional costs that may arise from the need to terminate agreements through the courts; as a result of the other matters that could be considered by the courts (which will in future be considered by the Residential Property Tribunal); and the cost of the transition from licences to agreements. The impact assessment will be reviewed and finalised before the Orders making the amendments to the Mobile Homes Act 1983 are laid before Parliament and it will be kept under review.

The impact assessment took into account that there may be more work, and therefore additional cost, involved in proving breach of an agreement under the Mobile Homes Act 1983, compared to terminating a licence under the Caravan Sites Act 1968. However, this needs to be balanced against both the fact that fewer possession actions should end up in the higher courts (as a result of challenge under Convention rights, as currently happens) and the fact that fewer such actions may arise as a result of the need to prove grounds and reasonableness.

As already indicated in the introduction to this summary, the Government has decided that the jurisdiction for certain matters dealt with by the courts under the Mobile Homes Act should be transferred to low cost residential property tribunals. Where cases are heard in tribunals, legal help is available to provide advice and assistance (though not advocacy) for those who qualify; Legal Aid for legal advocacy can be granted but only in exceptional circumstances. This has been raised as in issue in itself by some stakeholders (see below).

Any difficulties experienced by local authorities in recovering court costs or rent arrears from nomadic Gypsies and Travellers are likely to exist irrespective of the implementation of the Mobile Homes Act 1983 on local authority sites. The Residential Property Tribunal does not routinely award costs against a losing party.

Under the Mobile Homes Act 1983 it is possible that different sites owned and managed by the same local authority could have different pitch fees if residents disagree with proposals for changes. However, we are aware that where local authorities run a number of sites they may already charge different pitch fees depending on the facilities available on the site. Pitch fees may also differ on the same site, for example between single and double pitches.

There is a presumption that the pitch fee will increase or decrease by no more than any retail price index since the last review date. However, the pitch fee can be increased by a higher rate if this restriction is unreasonable; that is, if the money spent by the owner on improvements which were not dissented to by a majority of the residents, were the subject of consultation and were for the benefit of the residents.

Consultation with residents

One respondent thought additional consultation with residents and residents' associations on improvements, as required under the Mobile Homes Act 1983, would not work as there would be no agreement about improvements and this will only make more work for local authorities. At worst residents' associations could, this respondent argued, lead to sites being broken up through disagreements over the way the site is run.

Another respondent however wanted to see the Government doing more to encourage the setting up of residents' associations.

Government response

The Mobile Homes Act <u>requires</u> site owners to take account of representations made in respect of proposals for improvements, but consultation with residents should not be an additional task for many (if not all) local authorities who would consult residents as a matter of good practice. It would be unusual in any consultation for every respondent to agree with what is proposed.

Jurisdiction

Changes planned to the way disputes are resolved under the Mobile Homes Act 1983 were set out in the Communities and Local Government consultation: *A new approach for resolving disputes and to proceedings relating to Park Homes under the Mobile Homes Act 1983 (as amended)*. This consultation proposed that jurisdiction for dealing with the majority of disputes under the Act should be transferred from the county court to the Residential Property Tribunal.

The Government has decided to transfer dispute resolution and other proceedings arising out of the provisions of the Act to Residential Property Tribunals.

A number of groups representing Gypsies and Travellers commented on these plans in response to this consultation, in particular on the fact that Legal Aid may not be available for all cases in the Residential Property Tribunal.

These comments are addressed in the summary of responses to the consultation *Dispute resolution under the Mobile Homes Act 1983 - a summary of responses* which includes an Equality Impact Assessment and an action plan for ensuring that any differential impact on Gypsies and Travellers as a result of these proposals is mitigated.

Sites run by Registered Social Landlords and privately-rented Gypsy and Traveller pitches

Some respondents were concerned that residents on Gypsy and Traveller sites, both public and private, were not aware of the agreement or licence they should have in order to live on their site or pitch. Respondents particularly wanted clarification about whether or not Gypsy and Traveller sites owned privately or by Registered Social Landlords (RSLs) are covered by the Mobile Homes Act 1983.

Government response

The Government wants to ensure that residents on all types of caravan site are aware of their rights and responsibilities. The Mobile Homes Act 1983 already applies to private Gypsy and Travellers sites (although it will not normally be applicable to family owned and occupied sites) and RSL sites, however, we believe that awareness of this is low, and we will consider the best way of increasing awareness.

Part 5

Transit sites

A number of local authority respondents pointed out that the consultation did not address transit sites and they asked for clarification about how this type of site would be affected by the implementation of the proposed amendments to the Mobile Homes Act 1983.

One respondent argued that the Mobile Homes Act 1983 does not facilitate 'nomadism' and therefore undermines equalities duties. They argued that the Act assumes the mobile home will be a static caravan, does not allow for exchanges and says nothing about transit, or short term, provision.

One local authority said it maintained a transit site in order to temporarily accommodate people who pass through the area, particularly in the summer, picking up temporary work on the way. These sites are not usually designed for permanent settlement (and planning permission may state that the site cannot be used as a permanent settlement) and local authorities do not want them to become unavailable to other people who want to use them as temporary accommodation. If these sites do become unavailable there is a risk that unauthorised camping could increase.

Government response

The Government agrees that applying the full implied terms of the Act to transit sites would undermine the purpose of such sites. We have considered how this issue should be reflected in the Order and made further enquiries with the National Association of Gypsy and Traveller Liaison Officers and with local authorities that have told us, through their caravan count return, that they have transit sites and/or pitches.

Six local authorities and the National Association of Gypsy and Traveller Liaison Officers responded to the Government's enquiries on transit sites.

The Act will apply to transit pitches but we plan to dis-apply certain implied terms in the Act in relation to these pitches to help ensure that they are able to continue to fulfil their important role. **Transit pitches will have different implied terms to residential pitches and as a consequence, a different written statement.**

Definition of 'transit accommodation'

In order to provide regulations specifically for transit pitches it is necessary to define them. We asked those we contacted to indicate their preferred definition of 'transit accommodation' from two options:

Option 1
"'transit accommodation' means accommodation provided for a fixed period of up to 3 months, renewable for further periods of up to 3 months, up to a maximum total duration of [6 months/12 months]"

Option 2
"'transit accommodation' means accommodation provided for a fixed period of up to 3 months, renewable for further periods of up to 3 months, and under which there is no intention for the person to station the mobile home for an indefinite period on the site."

Of those that responded directly to this question, two respondents opted for Option 1 arguing that it provided more certainty and two opted for Option 2 as it provided more flexibility. A fourth respondent disagreed with both options but argued that the time limit for this accommodation should be 3 months.

Respondents confirmed that where there was a time limit for staying on their transit pitches the limit set locally was anything up to 3 months. One respondent told us that their licence was open-ended.

One respondent wanted the renewal period to be 'in exceptional circumstances' only. Three respondents wanted the regulations to include a time frame during which there could be no return to the pitch which ranged from 6 to 18 months.

Three respondents specifically mentioned that their transit sites had planning permission restricting the use of the site to non-permanent accommodation.

The majority of respondents were concerned that there should be a limit on the length of stay. One respondent argued that the reliance on 'intention' in Option 2 was not robust enough. One respondent did think that it would be possible for local authorities to show they had no intention of allowing indefinite stays.

Government response

The Government plans to define transit accommodation as a 'transit pitch' rather than 'transit accommodation' as this is a term that is likely to be more widely understood.

After considering the responses received, we plan to define a 'transit pitch' in the regulations as a pitch where the agreement relating to the occupation of the pitch is for a fixed period of up to 3 months.

Local authorities have told us that licences on transit pitches are sometimes open-ended – allowing the resident to stay as long as they like until another person wants to move on to the site. It is likely that under the Mobile Homes Act 1983 these agreements would be regarded as agreements for permanent accommodation. Therefore, local authorities who offer open-ended licences on their transit pitches may wish to consider renegotiating these licences before section 318 comes into force.

The Government plans also to include an implied term providing that where there is a planning permission which restricts occupation of the site any agreement granted may not extend beyond that restriction.

If local authorities consider that it is necessary to include a timeframe for return to the site, this is a policy that should be set by the individual local authority rather than in the implied terms of the Act.

This means that for transit pitches:

- there would be an agreement to station the mobile home on the site

- the owner would have to provide a written statement of the terms of the agreement

- the terms of the agreement would include certain implied terms

- the agreement would be binding on any person that succeeds the site owner

- if the resident named on the agreement died during the period of the agreement, those entitled to, could succeed to the agreement but only for the remainder of its fixed term.

As on permanent pitches, licences held by residents living on transit pitches on the day section 318 comes into force, will have the implied terms for transit pitches incorporated into them and the terms of the licence will become the express terms of the agreement.

Implied terms for transit pitches

We also plan to dis-apply certain implied terms in Part 1 of Schedule 1 to the Mobile Homes Act 1983 to transit pitches. We originally proposed leaving, as a minimum, the three implied terms set out below. This would have essentially mirrored the provisions on licences in the Caravan Sites Act 1968.

Duration of agreement
1. The right to station the mobile home on land forming part of the protected site shall subsist until the agreement expires, or is determined under paragraph 2 or 3 below.

Termination by occupier

2. The occupier shall be entitled to terminate the agreement by giving not less than four weeks' notice to the owner.

Termination by owner

3. The owner shall be entitled to terminate the agreement by notice given not less than four weeks before the date on which it is to take effect.

Respondents did not agree with the proposed implied terms on termination. They argued that the four weeks notice period for the site owner would not work on transit sites as it would constrain local authorities who wanted to terminate agreements more quickly, particularly in the event of anti-social behaviour. They also argued that a four week notice period for termination by the occupier did not reflect the reality on transit sites where residents are currently able to give much shorter notice.

We also asked whether any of the other implied terms in the Mobile Homes Act 1983 could be equally applicable to transit provision – in particular paragraph 7 about overpayments and those terms (paragraphs 11 -15) on quiet enjoyment of the mobile home, and the owner's right of entry to the pitch.

One local authority did not agree with the proposal to apply further implied terms to transit pitches, while two others (of the three who answered this question) were happy for the additional terms mentioned to be included – one suggested additional terms that it felt would be applicable.

One respondent wanted the regulations to state that only touring caravans can be stationed on transit sites, not static caravans.

Government response

After consideration of these responses we plan for the implied terms on termination for transit pitches to be as follows:

Early termination by occupier

The occupier may terminate the agreement before the expiry of the fixed period set out in the agreement by giving written notice.

Termination by owner

The owner may terminate the agreement before expiry of the fixed period set out in the agreement:

(a) without being required to show any reason, by giving written notice not less than four weeks before the date on which that notice is to take effect, or

(b) forthwith where the occupier has breached a term of the agreement and after service of a notice to remedy the breach, has not complied with the notice

within a reasonable time, and the owner considers it reasonable for the agreement to be terminated.

Possession orders, where required, would continue to be granted by the Courts under the provisions of the Caravan Sites Act 1968. Where termination proceedings are already ongoing under the licence when section 318 commences transitional provisions would provide for those proceedings to continue, as on permanent residential pitches.

In addition to the implied terms already highlighted, we plan to apply the following additional implied terms in the Mobile Homes Act 1983 to transit pitches:

- where there is a planning permission which restricts occupation of the site any agreement granted may not extend beyond that restriction

- recovery of overpayments by occupier in the event of early termination of the agreement

- quite enjoyment of the mobile home

- owner's right of entry to the pitch

- owner's name and address.

While in theory static caravans could be stationed on a transit site, the local authority will have the right to deny these caravans entry to a transit site and can indicate in the express terms that transit pitches are not open to static caravans. By definition all caravans must be capable of being moved and it would be difficult to satisfactorily distinguish between static and touring caravans in the regulations.

Part 6

List of respondents

Consultation responses were received from:

Eden District Council
Worcestershire County Council
Dorset County Council
Swindon Borough Council
Community Law Partnership
Gypsy Council Romani Kris (Hughie Smith)
Newark and Sherwood Homes
Bolton Council
UK Association of Gypsy Women
Tonbridge and Malling Borough Council
Pat Niner
Taunton Deane (Somerset Strategic Housing Partnership)
Gateshead Council
Brighton and Hove
Portsmouth City Council
Leeds City Council
Surrey Traveller Community Relations Forum
Barnsley Metropolitan Borough Council
Derbyshire Gypsy Liaison Group in agreement with:
      The National Federation of Gypsy Liaison Groups
      East Midlands Gypsy and Traveller Forum
      West Midlands Gypsy and Traveller Forum
      Northern Network
      Cheshire Voice
      Leeds Gate
      Society for the Promotion & Advancement of Romany Culture
      Southern Network
      Star Hill Association
      South Western Gypsy Liaison Group and Romany Advisory Service
      East Anglia Gypsy Council
North Housing Market Area West Midlands Authorities
Dartford Borough Council
London Borough of Sutton
London Borough of Hammersmith & Fulham
London Borough of Kensington and Chelsea
Wiltshire County Council
Mole Valley District Council
Independent Park Homes Advisory Service
Herefordshire Council
Irish Traveller Movement in Britain
Lancaster City Council
Telford Council

East Cambridgeshire District Council
Law Society
David Watkinson/Marc Willers - Barristers (HLPA)
Equality and Human Rights Commission
Friends Families and Travellers
Redcar and Cleveland Borough Council
Stockton on Tees Borough Council
Northampton Borough Council
London Borough of Tower Hamlets
Cheshire Partnership
Kent County Council
London Gypsy and Traveller Unit
York City Council
Bristol City Council
National Association of Gypsy and Traveller Liaison Officers
Hackney Homes
Harrogate Borough Council
London Borough of Brent
Epsom and Ewell Borough Council
Birmingham City Council
South Norfolk Council

Further responses on the issue of transit sites were received from:

The National Association of Gypsy and Traveller Liaison Officers
Stoke on Trent City Council
Wiltshire County Council
Brighton & Hove City Council
Swindon Borough Council
Fenland District Council
Halton Borough Council

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Improving the outcomes for Gypsy, Roma and Traveller pupils: final report

Anne Wilkin, Chris Derrington, Richard White, Kerry Martin, Brian Foster, Kay Kinder, and Simon Rutt

Department for
Education

Contents

Executive summary

Introduction

- The issue of improving educational outcomes for Gypsy, Roma and Traveller[1] pupils has been a focus of research and policy for some time and is particularly serious for secondary age pupils. Evidence suggests that where Gypsy and Traveller pupils do transfer successfully to secondary school, their attendance is unlikely to continue beyond the age of 14 (DfES 2006a; Derrington and Kendall, 2004).

- Although there is some evidence of growing economically and educationally successful Gypsy, Roma and Traveller communities (Ryder and Greenfield, forthcoming), there is still concern that Gypsy, Roma and Traveller pupils are reported to be amongst the lowest achieving ethnic groups within schools in England, are more likely to be identified as having special educational needs (SEN), and are four times more likely than any other group to be excluded from school as a result of their behaviour (DfES, 2005; DCSF, 2009a).

- It is within this context that the Department for Children, Schools and Families (DCSF) (now the Department for Education [DfE]) funded the present study, which examined the issues faced by Gypsy, Roma and Traveller pupils and what can be done to improve educational outcomes for this group.

- The study had four distinct methodological strands:

  - Strand one: analysis of national attainment, attendance and exclusions data for Gypsy, Roma and Traveller pupils (Key Stage 2-4) compared to a control group of similar pupils.
  - Strand two: progress mapping through questionnaires sent twice to primary and secondary schools with relatively high numbers of Gypsy, Roma and Traveller pupils during the course of the study (in 2007 and 2009).
  - Strand three: A review of UK and international literature over the last ten years.
  - Strand four: In-depth case-study visits to 15 schools (ten secondary and five primary) and five alternative education providers. Researchers conducted face-to-face interviews with senior leaders and other key staff from schools and local authorities and held focus group discussions with pupils, parents and teachers.

- This report draws on the findings from all four strands of the research conducted. More detailed information on the contextual history of Gypsy, Roma and Traveller communities can be found in the review of literature (which has been published:http://publications.dcsf.gov.uk/eOrderingDownload/DCSF-RR077.pdf).

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[1] Throughout the report, Gypsy, Roma and Traveller is used as an umbrella term embracing all Gypsy and Traveller groups as well as Roma from Eastern and Central Europe. Within this, Roma is a generic term used to describe many different groups of Romani people including, for example, Gypsies, Tsiganes, Sinti Kalé, and Romanichal.

Attainment

- The literature review confirms that Gypsy, Roma and Traveller pupils have lower levels of achievement than other ethnic groups at all key stages. This is due to a complex range of factors, including barriers that prevent them from fully accessing the curriculum, such as lack of engagement, interrupted education and negative experiences of school.

- Our statistical analysis using the National Pupil Database (NPD) shows that Gypsy, Roma and Traveller pupils usually attend schools with lower than average rates of achievement. Forty per cent of Gypsy Roma and Traveller pupils with only Key Stage (KS) 2 SAT results (suggesting they had disrupted education) attend schools in the lowest quintile (fifth) of attainment.

- Pupils with missing key stage test data had higher rates of Free School Meals eligibility, suggesting a connection between poverty and disrupted educational experience. Gypsy, Roma and Traveller pupils are reported to have the highest level of Special Educational Needs of all ethnic minority groups, and this may be the result of families lacking information or experiencing problems accessing appropriate health care, or schools failing to respond appropriately to cultural difference. Overall, the fact that Gypsy, Roma and Traveller pupils tend to have low prior attainment, have Special Education Needs and are entitled to Free School Meals is likely to be affected by cultural factors.

- The NFER surveys of secondary and primary schools showed that specific support was in place for Gypsy, Roma and Traveller achievement. In 2007, the most common type of strategy highlighted by both primary and secondary headteachers was the use of additional dedicated support, (for example, from Teaching Assistants, Traveller Education Support Service (TESS) staff) and curriculum learning/support.

- In the 2009 survey, headteachers rated specific strategies which directly address Gypsy, Roma and Traveller attainment: 'performance data being routinely tracked and analysed by ethnicity' was very well established in half of the secondary sample and two-thirds of the primaries. 'Staff valuing and celebrating Gypsy, Roma and Traveller culture' was reported as very well established in half of the primary sample, but nearly half of the secondary headteachers stated this was in need of some development in their school. A third of both samples suggested that 'using positive role models' as a strategy to relay high expectations to Gypsy, Roma and Traveller pupils was in need of some or significant development. Nearly all the secondary school headteachers reported vocational opportunities were quite or very well established.

- Case-study schools identified a tension between family aspirations and those of the school, with pupils sometimes caught in the middle. Most schools noted that the attainment outcomes for Gypsy, Roma and Traveller pupils were low because of parental and community attitudes. Parents' aspirations were influenced by cultural expectations and their own limited educational opportunities.

- The case-study schools recognised they needed to encourage parents to engage in dialogue. Gypsy, Roma and Traveller pupils who made most progress and were most likely to remain in education post-16 were those who had parental support. Many of the schools made reference to raising expectations of pupils, their families and their own staff.

- Pupil tracking and analysis allowed schools to identify pupils achieving below their potential. Other strategies to address attainment highlighted in the case-study schools included focusing on transition support at KS 3; being flexible and creative in personalising the curriculum to keep pupils engaged and achieving, (including elements of a work-related curriculum); and providing mentoring support. Working in partnership with the TESS was also highlighted.

Attendance and exclusion

- Nationally, in both the primary and secondary phases, Gypsy, Roma and Traveller pupils have significantly higher levels of absence from school than pupils from other ethnic groups.

- Travellers of Irish heritage in both primary and secondary schools have slightly more absences than either Gypsy/Roma pupils[2], or Roma pupils with English as an additional language (EAL). Gypsy/Roma pupils have the lowest level of overall absence.

- In primary schools, levels of absence for Travellers of Irish heritage and Roma pupils with EAL are very slightly higher for girls than for boys. In contrast, for Gypsy Roma pupils, girls have very slightly lower levels of absence than boys.

- In secondary schools, levels of absence for Travellers of Irish heritage and Gypsy Roma pupils are slightly higher for boys than for girls, while for Roma pupils with EAL, girls still have a slightly higher absence rate than boys.

- In our first questionnaire in 2007, the most common type of strategy for maintaining and improving the attendance of Gypsy, Roma and Traveller pupils, at both primary and secondary level, was reported to be the provision of dedicated support for attendance, in particular the Education Welfare Officer (EWO), TESS, or through a member of school staff with responsibility for attendance issues, followed by contact with parents/families for primary headteachers, and curriculum support for secondary headteachers.

- The majority of primary and secondary headteachers responding to the second questionnaire in 2009 reported that the above strategies were either well- or quite well-established features of their school's current ethos and practice. The least well-established strategy reported by primary and secondary headteachers responding to the 2009 questionnaire was home/site visits by senior members of staff (highlighted in the literature review for this study as being effective in enhancing the quality of home-school relationships).

- The case-study data echoed a number of the strategies identified as effective in the school survey. These included: having an identified key individual in school (who was instrumental in building positive relationships with pupils and families, thus facilitating feelings of safety and trust); increased monitoring and analysis of attendance (including first-day absence calls, contact with parents over attendance issues, and rewards for good attendance); a more flexible approach to the curriculum; and engaging Gypsy, Roma and Traveller parents with the school in

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[2] Gypsy/Roma pupils include Romany Gypsies, English Gypsies, Welsh Gypsies/Kaale, Scottish Gypsies/Travellers

jointly addressing attendance issues (through dialogue and clearly communicated high expectations of good attendance and punctuality).

- The rate of permanent exclusion in 2007/08 was highest for Gypsy/Roma (0.56 per cent of the school population) and Travellers of Irish heritage (0.53 per cent of the school population) ethnic groups. A breakdown by gender clearly reveals the over-representation of boys in these figures.

- Similarly, the rate of fixed-term exclusion in 2007/08 was highest for Gypsy/Roma (18.71 per cent of the school population) and Travellers of Irish heritage (16.65 per cent) ethnic groups. Again, boys are over-represented in these figures.

- The numbers of permanent and fixed-term exclusions reported by headteachers in the first questionnaire to our survey schools in 2007 were small. The vast majority of respondents did not feel that Gypsy, Roma and Traveller pupils were disproportionately excluded from their schools.

- The findings from our 2007 questionnaire would appear to contrast with those reported in the national data for 2007-2008. It may well be, however, that the schools responding to our questionnaire were those likely to have an inclusive ethos, implicit in their policies and practice, which was reflected in the exclusion figures they reported.

Transfer and transition

- The findings from the 2007 and 2009 questionnaires and case-study interviews indicate that there is a whole range of strategies being implemented by schools to improve the transfer of Gypsy, Roma and Traveller pupils.

- Strategies that survey schools found particularly successful in supporting the transition of Gypsy, Roma and Traveller pupils between phases included: additional dedicated support for Gypsy, Roma and Traveller pupils and their families (for example, the allocation of Teaching Assistant (TA) support, buddying systems, nurture groups, help with paperwork/form filling, and using a speaker of the home language); liaison with the feeder school; and liaison with other agencies (for example, through close links with Traveller Education Support Services (TESS)).

- There are a range of variables that obstruct and support the transfer and transition of Gypsy, Roma and Traveller pupils. One of the biggest challenges was the common responses, or scripts, used consistently by Gypsy, Roma and Traveller communities to justify actions for non-transfer.

- Potential areas for the development of effective practice in the primary phase emerged. This included the need for staff development to understand the importance of, and techniques for, communicating high expectations for the progression of Gypsy, Roma and Traveller pupils into further education as early as possible in their educational journey.

- The case studies highlighted a great deal of good practice around dialogue with parents for transfer in the primary phase. To maximise this success, this may be an area in which secondary school staff could increase their involvement.

- From case-study interviews there emerged a sense that community attitudes were (in some cases) beginning to shift and there was a greater recognition among parents and pupils of the need for a secondary and post-16 education. There may be opportunities for school staff and other professionals to build on this and contribute to changing 'hearts and minds' in relation to attitudes and behaviours surrounding non-transfer.

Retention

- Just over half of the cohort of Gypsy, Roma and Traveller pupils identified in Year 6 in 2003, and recorded as white Irish Traveller (WIRT) or white Roma/Gypsy (WROM) at some point during their secondary school experience, were still attending school in Year 11 (in 2008). This finding represents a substantial improvement in comparison to the earlier and smaller scale study conducted between 2000-2005 by Derrington and Kendall (2007) in which less than a third of the sample reached Year 11.

- Roma pupils with EAL had the highest retention rate, with just over 63% remaining in school until statutory leaving age. However, Travellers of Irish heritage left school earlier than the other groups, with only 38.3 per cent reaching statutory leaving age.

- Travellers of Irish heritage and Gypsy/Roma boys tend to leave school earlier than girls from these communities. Roma boys with EAL, on the other hand, are more likely to reach Year 11 than their female counterparts.

- Based on analysis of a single cohort of Gypsy, Roma and Traveller pupils, almost 80 per cent of them transferred from primary to secondary school[3].

- The period of transition between Year 6 and Year 7 is the most vulnerable time in terms of retention. Around one in five Gypsy, Roma and Traveller pupils left the school system at this point in their education.

- Following transfer, the number of Gypsy, Roma and Traveller pupils who dropped out of school early was noticeably higher in Year 8 and, to a lesser extent, in Year 10. Lower numbers dropped out in Years 7, 9 and 11.

- Almost 30 per cent of Gypsy, Roma and Traveller pupils attended more than one secondary school (compared to 18 per cent of pupils not in these groups). A slightly higher proportion of female Roma pupils with EAL (36.8 per cent) changed secondary schools at least once.

- In the case-study schools, successful retention was associated with inclusive schools that reach out to parents and families, communicate high expectations and offer flexible curriculum arrangements.

- Staff perceptions about the social inclusion of Gypsy, Roma and Traveller pupils were more positive than those of the pupils themselves. In focus group discussions, Gypsy, Roma and Traveller pupils often maintained that other pupils were unfriendly towards them. Coping responses included hiding their true identity and relying on social support from their cultural peer group.

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[3] This figure is based on tracing one cohort of 1,389 pupils who were in Year 6 in 2003 and identified themselves as Gypsy, Roma or Traveller at any time between Years 6 and 11. The analysis does not include all possible forms of alternative provision.

- For most of those that do stay in school to take GCSEs, the prospect of continued progression into FE colleges to study for vocational qualifications is attractive and schools work hard to establish this expectation and open up new horizons for these young people.

- The case-study evidence suggests that staying on in school to gain qualifications is beginning recognised as a means of broadening employment opportunities. However, unless challenged, prejudice and discriminatory practice by employers may negate this encouraging development.

'Soft' outcomes

- Although difficult to define, soft outcomes were said to encompass a range of desired states or results that could be achieved for Gypsy, Roma and Traveller pupils whilst at school. Some interviewees spoke in terms of Every Child Matters (ECM) outcomes such as enjoyment and health and well-being. Other softer, affective outcomes include attitude, motivation and engagement.

- Gypsy, Roma and Traveller pupils were said to face a range of social, cultural, economic and systemic barriers to maximising their experience of school and education. Interviewees highlighted the need to pursue softer outcomes as an essential basis for generating success in the more quantifiable outcomes, especially attendance and attainment.

- Case-study schools sought to achieve a variety of successful softer outcomes through multi-faceted approaches, entailing the provision of packages of support to meet the needs of different pupils. Often, the importance of meeting this wide range of pupils' needs was seen to be taken for granted and embedded in the everyday culture, ethos and practice of a school.

- Schools were often central in partnership approaches to promoting the health and well-being of Gypsy, Roma and Traveller pupils. As well as direct provision (such as operating healthy eating programmes), schools worked in partnership with TESS and other local authority providers to signpost and support access to relevant provision and services. The expanding remit of schools acting as community-based organisations with increased commitment to full-service delivery was seen as a suitable context in which to work towards meeting the wider, non-educational/learning needs of pupils.

- School staff were well placed to act as intermediaries in relationships between health/social care provision and Gypsy, Roma and Traveller families.

- There is a central role for key, identifiable personnel in fostering and enhancing pupil well-being; providing consistency and familiarity within the school for families. Gypsy, Roma and Traveller pupils' feelings of safety and comfort in the school could be enhanced when pupils and families knew there was someone in the school they could approach with any issues and problems.

- Attempts to make the school experience more attractive and welcoming were shown to have enhanced the engagement of Gypsy, Roma and Traveller pupils. At school level this involved the promotion of a school-level ethos and identity and inclusion to support integration and feelings of attachment. The employment of community members was identified as a particularly effective means of promoting pupil engagement and connection with the school.

- At the individual pupil level, interviewees highlighted the value of placing significant emphasis on circle-time, Personal, Social, Health and Economic education (PSHE) and Social and Emotional Aspects of Learning (SEAL) activities to directly support inclusion and personal and social development. Pastoral support in schools was also seen as key in supporting Gypsy, Roma and Traveller pupils (and families' engagement and relationships with the school).

- Engaging Gypsy, Roma and Traveller family and community members in the life of the school could lead to closer relationships between pupils and the school, evidenced by increased participation in educational visits and extra-curricular activities.

- Increasing the apparent relevance of school, through offering individualised and accessible activities and curriculum content was regarded as an effective means of securing increased Gypsy, Roma and Traveller pupil (and family/community) engagement with school. Efforts to determine the needs and curriculum/learning interests of pupils were seen to be particularly effective in ensuring that relevant provision was put in place, e.g. an enterprise-related curriculum. In addition, the need to track levels of involvement was also highlighted as necessary.

- Whilst interviewees recognised the importance of improving softer outcomes, a challenge for schools relates to the selection of appropriate indicators that can effectively evaluate progress in relation to these outcomes.

The TARGET model: Traveller And Roma Gypsy Education Tool

- The Traveller and Roma Gypsy Education Tool (TARGET) shown diagrammatically below emerged as a result of our analysis of the case-study data and was first introduced as an analytical model in the interim report (Wilkin *et al.*, 2009)

Figure 1:   The TARGET model
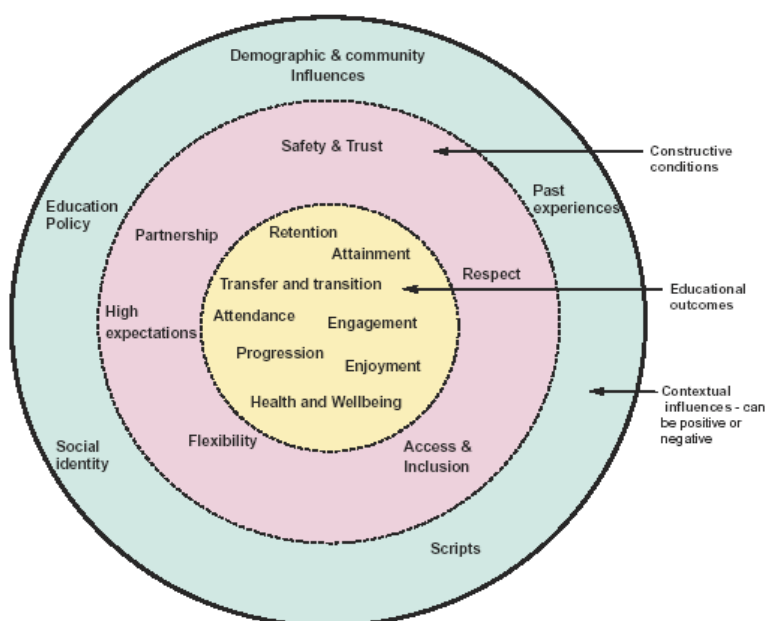
- Analysis of the case-study data has highlighted the complexity of issues associated with measuring outcomes for Gypsy, Roma and Traveller pupils. It has also identified many variables that need to be considered when identifying approaches and strategies for improving a range of outcomes. Each school operated within its own unique demographic, organisational, political and historical context, and each of these influences could potentially support or impede efforts to improve educational outcomes for Gypsy, Roma and Traveller pupils.

- At the core of the TARGET model are eight outcomes against which progress can be evaluated: five of which are considered to be 'hard' outcomes (Attainment; Attendance; Transfer and transition; Progression; and Retention) and three 'softer' affective outcomes (Engagement; Enjoyment; and Health and Well-being).

- The research confirms that these outcomes are essentially inter-dependent and it is important for schools to consider pupil progress holistically across all eight outcomes, maintaining a composite overview of academic and pastoral indicators in order to identify support needs and target interventions.

- Moving out from the core, the inner ring of the model contains six constructive conditions which were perceived to impact positively on all eight educational outcomes: Safety and trust; Respect; Access and inclusion; Flexibility; High expectations; and Partnership.

- Taken together, the six conditions can be said to characterise the inclusive ethos of a school and their effects are inevitably inter-woven. The research suggests that each of the conditions is important but it is their cumulative effect that is necessary for educational outcomes for Gypsy, Roma and Traveller pupils to be improved. The key to improving outcomes therefore, may lie in achieving an appropriate balance between these constructive conditions.

- The outer circle of the model acknowledges the context within which individual schools are working to improve outcomes for Gypsy, Roma and Traveller pupils. This aspect of the model is distinctive in that it takes account of external variables that lie outside the immediate influence of the school, but which can either support or obstruct the raising of outcomes for these groups of pupils.

- The contextual influences contained in the TARGET model are related to: Demographics and communities (e.g. the impact of community values and attitudes); Education policy (e.g. Academies or faith schools and schools in areas with single sex or selective systems); Social identity (e.g. the impact of individual and group identities); Scripts (e.g. the impact of common responses/phrases used consistently to justify actions); Past experiences (e.g. the impact of prior experiences in shaping attitudes).

- In recognising the existence of these influences and their impact, it is suggested that schools may feel better equipped to target their efforts on overcoming certain contextual barriers whilst capitalising on other positive influences.

Concluding comments

- This study confirms that whilst focused efforts and targeted interventions aimed at improving low educational outcomes for Gypsy, Roma and Traveller pupils are beginning to make an impact, as a group, these pupils remain amongst the most

vulnerable (a term used in this report to refer to academic underachievement) in the education system.

- The national data collected as part of this research is the most comprehensive and illuminating to date, tracking an entire cohort of Gypsy, Roma and Traveller pupils over a five-year period.

- Whilst there is some evidence that, as a community, there is a growing Gypsy, Roma and Traveller middle class with a number of educationally successful pupils (Ryder and Greenfield, forthcoming), our data reveals that Gypsy, Roma and Traveller pupils tend to be concentrated in schools with below average results, and that, even when controlling for gender, free school meals, deprivation and special educational needs, they make considerably less progress than their peers.

- This research reveals that an estimated 80 per cent of Gypsy, Roma and Traveller pupils nationally transfer between primary and secondary school[4]. Despite encouraging evidence from the research that support for transition was a high priority for schools and the TESS, overall, it remains a serious concern that around one in five pupils from these communities continues to leave the school system at this point in their education.

- Just over half the Gypsy, Roma and Traveller pupils in the national cohort were successfully retained in school until Year 11. This finding is more positive than those reported in the past (e.g. by OFSTED and in previous smaller-scale studies) and suggests that progress is being made towards the greater educational engagement of these communities. The study shows that a small majority of Gypsy, Roma and Traveller pupils are now completing statutory schooling rather than leaving early.

- However, the pattern of retention is still far from satisfactory for almost half of Gypsy, Roma and Traveller pupils and only 38 per cent of Traveller pupils of Irish heritage reach statutory leaving age. Furthermore, the data shows that pupils from all Gypsy, Roma and Traveller communities are still likely to withdraw from the school system at particular points during KS 3 and, to a lesser extent, during Year 10.

- This report has identified common conditions or principles which appear to be instrumental in raising pupil outcomes. Collectively, these conditions can impact positively on all the identified outcomes. The unique context of each school has also been shown to enhance or impede the improvement of educational outcomes for these groups of pupils and although generic guidance is helpful, one size does not fit all.

- What is clear from all the responses is that change is achieved through a gradual process that responds to identified needs and challenges: there is no simple one-to-one correspondence between inputs and outcomes. The research found that there are complex, inter-related reasons why the outcomes for Gypsy, Roma and Traveller pupils fall significantly below those for other children, and that schools are employing a range of strategies in response.

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[4] This figure is based on tracing one cohort of 1,389 pupils who were in Year 6 in 2003 and identified themselves as Gypsy, Roma or Traveller at any time between Years 6 and 11. The analysis does not include all possible forms of alternative provision.

- National achievement targets provide little evidence of the efforts being made to improve outcomes and attention needs to be given to establishing a system for monitoring the progress of these communities using indicators and targets relevant to the challenges.

Key messages from the research:

The current situation:

- Findings from this study are a further reminder to policy makers and those responsible for providing education that much more needs to be done to achieve equality in educational opportunities for Gypsy, Roma and Traveller pupils. Without a framework of targeted support at both local and national levels, the improvement of outcomes for these pupils is likely to remain unacceptably slow.

- Local authorities need robust strategies to engage with pupils who are not on the rolls of schools, to ensure that their educational entitlement is safeguarded. Policy makers, schools and other agencies also need to consider a variety of ways of increasing the expectations of all stakeholders (including teachers, pupils and parents) and maximising pupils' emotional well-being, both of which are believed to underpin improvements in attainment, attendance and retention.

- The maintenance of scripts can have a positive or a limiting effect on outcomes. Developing relationships of trust through dialogue with families and community groups is important, so that community and parental scripts can be used as a way of opening positive discussion, rather than acting as a barrier to it.

- The concentration of Gypsy Roma and Traveller pupils in schools that achieve below average results needs to be addressed at strategic and policy levels. Future research could usefully examine the characteristics and educational experiences of high attaining pupils from these communities.

The issue of transfer:

- A co-ordinated response between primary schools, secondary schools and local authorities is essential in order to further improve transfer rates and maintain pupil engagement through the secondary phase. Consistent messages and expectations relating to secondary transfer need to be coupled with targeted support for families and pupils, including those with a history of non-transfer in the immediate and/or extended family and those who are highly mobile.

- Attention needs to focus on challenging the negative impacts of scripts and assumptions accepted by both schools and communities around perceptions and beliefs of the inevitability and appropriateness of attitudes, decisions and actions in relation to non-transfer. Sensitive outreach work and proactive relationship building between secondary schools and communities are fundamental pre-requisites to address non-transfer.

- There may also be greater potential for school staff and other professionals to take the opportunity to work with Gypsy, Roma and Traveller communities to increase understandings of the importance of transfer (as well as educational achievement and attainment). Key elements of this should include: increased dialogue; the employment of community members in schools; and the

promotion of 'success stories' of young people who have benefited from effective transition and progression through different phases of educational provision.

Retention:

- There is a need for a continued and consistent emphasis on high expectations and aspirations. This finding could be useful in challenging common scripts used by both families and schools. Alongside challenging the barriers and scripts that prevent or limit continued educational engagement, there remains the need to stress the importance and value of completing education.

- In the future, the message of education's validity and relevance to young people is helped by offering a personalised, vocational and flexible curriculum, as well as opening minds to professional career routes (that can be supportive and useful to their own community).

- The use of Gypsy, Roma and Traveller role models to promote this message of aspiration and achievement in schools and in the community is a particularly important strategy, and one that could be further developed. Above all, given that successful retention was associated with inclusive schools that reached out to parents, working with Gypsy, Roma and Traveller parents in equal partnership remains crucial.

Ascription:

- TESS coordinators who represented LAs in the case-study visits made it clear that they were not dependent on ethnic ascription alone to identify families. Usually they had close links with families, extended family groups, community organisations and other agencies. In any reorganisation of LA services, it is important that these services are able to respond with the same flexibility based in relationships of trust and broad safeguarding objectives.

Social and emotional well-being:

- Psycho-social factors are central to the question of raising outcomes. Schools need to fully recognise that, if Gypsy, Roma and Traveller pupils are unhappy in school, they are unlikely to attend or achieve. Social difficulties may lead pupils to self-exclude or behave in a manner that results in exclusion.

- It is crucial that schools seek and listen to the voices of pupils who are vulnerable to academic underachievement in order to monitor the effectiveness of their inclusion policy. Ensuring appropriate levels of funding to facilitate effective pastoral support for such pupils is likely to be important.

The principles for improvement:

- Each school will need to understand the impact of its context and focus its efforts accordingly. The TARGET model described within this report may thus be helpful to schools in analysing and determining their next steps.

- Local authorities and central government may need to monitor levels of engagement, exclusion and SEN identification to establish whether progress is being made locally and nationally to ensure pupils from these communities have the opportunities to reach their full potential.

1. Introduction

1.1 Background

The issue of improving educational outcomes for Gypsy, Roma and Traveller pupils has been a focus of research and policy for some time and is particularly serious for secondary age pupils. 'Whilst increasing numbers are registered in the primary phase, this pattern is not maintained in the secondary sector' (Derrington and Kendall (in Shevlin and Rose, 2003) p.206). Evidence suggests that where Gypsy, Roma and Traveller pupils do transfer successfully to secondary school, their attendance is unlikely to continue beyond the age of 14 (DfES 2006a). Even those pupils who have been 'settled' in the same area for a number of years are unlikely to complete their education and have little engagement with the secondary phase of schooling (Derrington and Kendall, 2004). Ofsted described Gypsy, Roma and Traveller pupils as 'the group most at risk in the education system' (Ofsted, 1999, p.7).

There are also issues regarding the monitoring of Gypsy, Roma and Traveller attainment, given families' and pupils' reluctance (due to fears of discrimination) to ascribe to these ethnic categories on the school census. Despite the acknowledged restrictions and limitations of the data and the small numbers recorded (many pupils are not entered for, or are absent during tests and examinations), it is clear that Gypsy, Roma and Traveller pupils are amongst the lowest achieving ethnic groups within schools in England. Although there is some evidence of growing economically and educationally successful Gypsy, Roma and Traveller communities (Ryder and Greenfield, forthcoming), there is still concern that Gypsy, Roma and Traveller pupils are also more likely to be identified as having special educational needs (SEN) (Derrington and Kendall, 2004) and are four times more likely than any other group to be excluded from secondary school on account of their behaviour (DfES, 2005; DCSF, 2009a). Exposure to racism; the impact of having to cope with conflicting cultural expectation and norms; low teacher expectations and a curriculum which often fails to acknowledge the existence of their culture are all contributory factors that can affect young Gypsy and Traveller pupils' educational engagement (Derrington and Kendall, 2004).

It is within this context that the Department for Children, Schools and Families (now the Department for Education (DfE)) funded the present study, which examined the issues faced by Gypsy, Roma and Traveller pupils and what can be done to improve educational outcomes for this group. This report draws on the findings from all four methodological strands of the research conducted. More detailed information on the

contextual history of Gypsy, Roma and Traveller communities can be found in the review of literature conducted for this study (Wilkin *et al*., 2009).

1.2   Aims and objectives

The overall aim of the study was to explore the issues faced by Gypsy, Roma and Traveller pupils and to offer parents, schools and local authorities a range of possible methods for improving the outcomes for this group. In order to achieve this overarching aim, the research sought to:

- maximise the information to be derived from the National Pupil Dataset (NPD) to identify and quantify the impact of issues affecting outcomes for Gypsy, Roma and Traveller pupils;

- separate out the effects of social and economic factors from issues specifically relating to Gypsy, Roma and Traveller learners through comparison with a carefully matched sample from the NPD;

- develop statistical models to analyse data, taking account of evidence from the other strands of the research (e.g. progress mapping through the school surveys);

- explore the interrelationships between educational outcomes and other aspects of the Every Child Matters (ECM) agenda (via case-study and progress mapping work);

- explore issues known to impact on educational outcomes but not currently identified within the NPD, such as accommodation type and Gypsy, Roma and Traveller learners not identifying as white Irish Traveller (WIRT) and white Roma/Gypsy (WROM) (via case-study and progress mapping work);

- draw on the relationships and expertise developed by TESS to analyse complex interrelationships between social and cultural values, and educational outcomes;

- establish the contribution of a strategic approach, at school and LA level, to improve outcomes for Gypsy, Roma and Traveller learners.

1.3   Methodology

The study involved four strands of research activity:

Strand one: National data analysis (autumn 2007–spring 2010);

Strand two: Progress mapping (through questionnaires to schools (autumn 2007–spring 2010);

Strand three: Literature review (summer 2008–autumn 2008)[5];

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[5] The full literature review was published in February 2009 and is accessible from:
http://publications.dcsf.gov.uk/eOrderingDownload/DCSF-RR077.pdf.

Strand four: Case studies (spring 2009–summer 2009)[6].

1.3.1 National data analysis

The development of the National Pupil Database has provided a rich source of data to allow researchers to undertake quantitative analysis without the need to return to schools to collect additional data. This data source enabled examination of a number of issues around pupil attainment, absence, exclusion and progression through the education system. In this study, attainment analysis primarily looked at Key Stage (KS) 2 results over a number of years to assess the progress made by Gypsy, Roma and Traveller pupils and whether this progress was in line with the progress made by other 'similar' pupils. A comparative sample of non Gypsy, Roma and Traveller pupils was randomly selected from the full database so that comparisons were based on a similar cohort of pupils, based on their KS1 outcomes, in similar types of school, based on the schools' KS2 outcomes.

In exploring the national datasets and creating datasets that were suitable for analysis, it was evident that there was a large amount of missing data for our cohorts of interest, and much more so than the levels of missing data for other pupils. One issue that was raised during the course of the project has been the accuracy of the ethnicity information contained within the NPD. A concern raised by the steering group for this research was that there is an issue with how ethnicity is recorded by parents, particularly at the major transfer point when moving from primary to secondary school. In view of this, we tracked a single cohort of pupils through their entire secondary education to see whether a pupil's ascribed ethnicity changed over this six-year period. It is accepted that there would be recording errors but these should be randomly distributed through all ethnic groups.

To understand more about other pupil behaviours, use was made of other national datasets to look at variations in absence and exclusions. Analysis of absence data looked at authorised and unauthorised absence, whilst also trying to identify the impact of absence attributed to travelling (not holidays). Exclusions analysis explored variations in the length of exclusion, as well as the reasons for exclusion.

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[6] A report on the case-study phase of the project was published in October 2009 and is accessible from: http://publications.dcsf.gov.uk/eOrderingDownload/DCSF-RR170.pdf.

1.3.2 Progress mapping

Questionnaires were sent out twice during the course of the study to headteachers and governors in primary and secondary schools with relatively high numbers of Gypsy, Roma and Traveller pupils. The questionnaires gathered information on a range of themes on the engagement of Gypsy, Roma and Traveller pupils, including for example, transition, maintaining and improving attendance, raising achievement, race equality and inclusion.

Copies of the first questionnaire were sent out in the autumn of 2007 to headteachers and governors in 400 primary schools and 455 secondary schools. Table 1.1 below presents the responses of primary and secondary schools to the survey.

Table 1.1 Response rates to the NFER survey of primary and secondary schools, 2007

Instrument type	Number despatched	Number returned	Percentage returned
Primary headteacher	400	161	40
Primary governor	400	79	20
Secondary headteacher	445	128	29
Secondary governor	445	59	13

Source: NFER survey of primary and secondary headteachers, 2007.

Although the number of desired responses was achieved (200 schools: 125 secondary and 75 primary), the number of secondary school responses, in particular, did not allow for drop-off in the second round of the questionnaire, which was an area of concern. At the same time, the governor response rate was disappointingly low.

The pattern of non-response, particularly at secondary level, was continued in the second round of the survey. Follow-up questionnaires were sent in the autumn of 2009 to headteachers and governors in the 163 primary schools and 136 secondary schools from which a response was received to the first round of the survey. Table 1.2 presents the responses to the second round of questionnaires.

Table 1.2 Response rates to the NFER survey of primary and secondary schools, 2009

Instrument type	Number despatched	Number returned	Percentage returned
Primary headteacher	163	80	49
Primary governor	163	47	29
Secondary headteacher	136	39	29
Secondary governor	136	17	13

Source: NFER survey of primary and secondary headteachers, 2009.

As Table 1.2 shows, around half (49 per cent) of primary headteachers who replied to the first questionnaire responded this time around, but unfortunately, only just over a quarter of secondary headteachers who responded to the first questionnaire responded this time. The governor response rate was also substantially lower than expected.

1.3.3 The literature review

Acquiring the relevant sources

Parameters for the review were established and NFER's Library staff searched a range of education, social care and sociological databases, focusing chiefly on literature concerning the United Kingdom but including relevant international studies. Studies to be considered for the review dated from 1997 to the present. Search strategies were developed using the controlled vocabulary pertinent to each database. Terms were searched both as keywords and as free-text.

The review sought to identify relevant findings, evidence and discussion in the literature on Gypsy, Roma and Traveller pupils and their parents, from 1997 onwards, in relation to the following criteria:

- empirically-based research;
- policy documents;
- evidence exploring academic and social issues;
- evidence on improving educational experiences and outcomes;
- good practice examples;
- implications for future policy and practice.

Identifying the research for inclusion

Initial searches identified 322 sources as relevant to the literature review. However, when research abstracts were examined, it was evident that a number of sources were focused predominantly on issues relating to social and educational disadvantage, ethnicity, mobility and vulnerable groups, but not necessarily in relation to Gypsy, Roma and Traveller communities. These, along with opinion pieces, were therefore eliminated from the review. In addition, a list of relevant European literature provided by the Steering Group for the project identified another 12 sources. Detailed examination of all these sources led to the final inclusion in the review of 91 pieces of literature fitting the required criteria.

Summarising the literature

Information and findings from these publications were then summarised according to a number of pertinent themes (including: attitudes; expectations; aspirations; relationships; parental involvement; attendance and mobility; behaviour; achievement etc.), which subsequently formed the structure of the review.

1.3.4 Case studies

During the spring and summer of 2009, case studies were undertaken in ten secondary schools, five primary schools and five alternative education provisions. The sample was selected from schools with Gypsy, Roma and Traveller pupils on roll that responded to the first questionnaire sent out in the autumn term 2007 as part of the national survey. The schools were chosen because of the good practice they were demonstrating in working with Gypsy, Roma and Traveller pupils. The main aim of the case studies was to explore in greater depth some of the strategies and approaches described by schools in the questionnaire returns. Researchers conducted face-to-face interviews with senior leaders and other key staff from schools and local authorities and held focus group discussions with pupils, parents and teachers.

1.4   The report

This final report draws together all the findings from each strand of the research. Following this introduction to the study, the report is divided into seven subsequent chapters.

Chapter two considers the attainment and progress of Gypsy, Roma and Traveller pupils.

Chapter three presents findings relating to attendance and exclusion of Gypsy, Roma and Traveller Pupils from school.

Chapter four focuses on the transfer of Gypsy, Roma and Traveller pupils from primary to secondary school.

Chapter five contributes to, and expands, the existing body of evidence on the retention of Gypsy, Roma and Traveller pupils in secondary education.

Chapter six explores the value of promoting softer outcomes for Gypsy, Roma and Traveller pupils and considers the ways in which they can be pursued.

Chapter seven presents the Traveller and Roma Gypsy Education Tool (TARGET) model. It explains how the tool can be applied and provides five illustrative examples to demonstrate how case-study schools in different contexts targeted their efforts accordingly in order to improve educational outcomes.

Chapter eight concludes the report and identifies key messages for policy makers, schools and Gypsy, Roma and Traveller families.

2.   Attainment

We have to maintain the focus on getting them some good exam results – it's not enough to just get them to read and write. We need to equip them to be able to go off and get a trade, or work on getting them to go into 6th form. Raising aspirations is what we try to do here.

Assistant headteacher

2.1   Introduction

In 2006, an analysis of school census data concluded that 'Gypsy/Roma, Traveller of Irish heritage, Black, Pakistani and Bangladeshi pupils consistently have lower levels of attainment than other ethnic groups across all Key Stages' (DCSF, 2006). Furthermore, Gypsy/Roma and Traveller of Irish heritage pupils 'make less progress at (primary and) secondary school than similar White British pupils'. Documentation published three years later by the National Strategies to support the Raising Gypsy, Roma and Traveller Achievement Programme, confirmed the same trend (DCSF, 2009b).

The literature review conducted for this study identified a number of barriers preventing Gypsy, Roma and Traveller pupils from fully accessing the curriculum including lack of engagement, interrupted education, negative experiences and lack of continuity. The National Strategies guidance pointed out that even where pupils have relatively stable school experiences 'their achievement rates are still significantly lower than those of their peers' (DCSF, 2009b, p.13). The guidance found that 'poverty indicators (free school meals [FSM] eligibility) are only marginal contributors to the underachievement of Gypsy, Roma and Traveller pupils; the causes of their underachievement lie beyond these factors' (DCSF, 2009b).

2.2   The national data

The statistical analysis undertaken as part of this project confirms that a complex range of factors contribute to the underachievement of these groups. When compared to a matched cohort of non-Gypsy, Roma and Traveller pupils the levels of progress achieved between KS1 and KS2 were equivalent. However, the raw scores of Gypsy, Roma and Traveller pupils were approximately one sub-level (two points) lower at both KS1 and KS2. Furthermore, the matching process may effectively exclude factors that are determined by culture and lifestyle. For example, the analysis discovered that Gypsy, Roma and Traveller pupils tended to be concentrated in

schools with below average results. Such schools are more likely to have vacancies than schools with better results and there is likely to be less competition for places. Accordingly, new arrivals, more mobile and less assertive families (e.g. those unlikely to challenge school placement decisions) are more likely to find themselves in these schools. Results showed that 41 per cent of Gypsy, Roma and Traveller pupils with only KS2 SAT results (suggesting they had disrupted education), were in schools within the lowest quintile (1/5) of attainment.

Although those pupils in school for KS1 and KS2 tests showed equivalent levels of progress to a matched cohort of non-Gypsy, Roma and Traveller pupils, albeit from a lower baseline, the greater concern is the high proportion of Gypsy, Roma and Traveller pupils for whom a progress score could not be calculated because they had not been assessed at KS1. In 2008, just over half (52 per cent) of the Gypsy, Roma and Traveller KS2 cohort did not have KS1 scores, and their average KS2 points score was 2.1 lower than those with KS1 data (the equivalent figures in 2007 were 35 per cent without KS1 data and 3.0 points lower scores). Pupils with missing KS test data had higher rates of FSM eligibility, suggesting a connection between poverty and disrupted educational experience.

Analysis also controlled for SEN, but it is important to recognise that Gypsy, Roma and Traveller pupils are defined as having the highest levels of SEN of all ethnic minority groups. This may be the result of interrupted schooling, families lacking information or experiencing problems accessing appropriate health care, or schools failing to respond appropriately to cultural difference.

Establishing pupil progress in the secondary phase presented additional difficulties. The KS4 sample was found to be much smaller than the equivalent KS2 sample. This is caused by three factors:

- the non-transfer of Gypsy, Roma and Traveller pupils to secondary school;
- drop-out of Gypsy, Roma and Traveller pupils during the secondary school phase;
- change of self-ascribed ethnic code by pupils.

In the 2008 National Pupil Database, there were 955 pupils in Year 11 that could be considered Gypsy, Roma or Traveller, because they had ascribed to one of the categories at some point between KS2 and 4. Of these, 568 (60 per cent) had Gypsy, Roma and Traveller ethnicity codes, whilst 387 (41 per cent) had other codes. The statistical analysis examined the data on the whole group and concluded that,

controlling for gender, FSM, deprivation and SEN, Gypsy, Roma and Traveller pupils made, on average, less progress. Including Gypsy, Roma and Traveller pupils in the analysis who had changed their ascription made no overall difference to this effect, although, Roma pupils with EAL who were categorised as such in Year 11, made significantly more progress than those who were not identified as such in Year 11.

Nine per cent of the Gypsy, Roma and Traveller cohort (85 pupils) were in the upper two quartiles of attainment at KS4. Compared to the cohort of lower performing Gypsy, Roma and Traveller pupils, a higher proportion of the higher attaining pupils Gypsy, Roma and Traveller pupils were female, a lower proportion had FSM and lower proportions also had SEN.

2.3   Findings from the survey schools

In the **first questionnaire** to primary and secondary schools in 2007, the most common type of strategy highlighted by both primary and secondary headteachers to raise the achievement of Gypsy, Roma and Traveller pupils was the use of additional dedicated support, for example, in the form of TA or TESS support, employing staff who speak the home language, and by curriculum development/support. Where particular members of staff had designated responsibilities for Gypsy, Roma and Traveller pupils 'Data analysis: monitoring and tracking' was identified as a key role (64 per cent of primary and 51 per cent of secondary headteachers).

As part of the **second questionnaire** in 2009, primary and secondary headteachers were asked to rate the extent to which a number of factors felt to impact positively on attainment were established features of their school's ethos/practice (see Table 2.1).

Table 2.1 Established features of current ethos/practice impacting on Gypsy, Roma and Travellers attainment

	Very well established		Quite well established		In need of some development		In need of significant development	
	Primary Headteachers (n=80))	Secondary Headteachers (n=39)	Primary Headteachers (n=80))	Secondary Headteachers (n=39)	Primary Headteachers (n=80))	Secondary Headteachers (n=39)	Primary Headteachers (n=80)	Secondary Headteachers (n=39)
Performance data routinely tracked and analysed by ethnicity	52	20	23	14	2	4	1	0
Using positive role models	17	12	27	15	23	5	7	5
Personalised learning	28	13	35	21	13	5	1	0
Parents support school activities and offer services	16	3	39	5	19	19	6	9
Staff value and celebrate Gypsy/Roma Traveller culture	40	5	31	15	8	16	1	2
Distance learning for mobile pupils*	5	2	13	7	14	6	13	1
Learning support interventions available/used appropriately	29	17	36	12	11	8	3	1
Option of vocational curriculum **	-	13	-	21	-	5	-	0
Option of Blended Learning (e.g. FE, EHE) ***	-	9	-	12	-	5	-	1

* – 21 secondary heads and 35 primary heads responded "not applicable"

** – 2 secondary heads responded "not applicable"

*** – 9 secondary heads responded "not applicable"

Source: NFER survey

'Performance data being routinely tracked and analysed by ethnicity' was said to be very well established in half of the secondary schools and two-thirds of the primary schools surveyed. Only four secondary headteachers and three primary headteachers indicated this needed any further development in their school. 'Using positive role models' to improve attainment was less well established: roughly a third of both samples (ten of the 39 secondary headteachers and 30 of the 80 primary headteachers) suggested this needed some, or significant, development.

Curriculum flexibility, as evidenced by Gypsy, Roma and Traveller pupils having personalised learning opportunities, was seen as very well or quite well established in almost all the secondary schools (34 of the 39 secondary headteachers stating this). In primary schools, 14 of the 80 headteachers indicated this was an area in need of development.

The statement 'parents support school activities and offer services' was an example of where secondary headteachers noted the need for some, or significant, development. Well over two-thirds (28 out of 39) of secondary headteachers responded in this way, whereas this was the case for less than a third of the primary headteachers (25 out of 80).

In addition , the statement 'distance learning is provided for mobile pupils' was deemed 'not applicable' by 21 of the 39 secondary headteachers and 35 of the 80 primary headteachers, perhaps suggesting that many of our sample of schools worked with non-mobile families. Nevertheless, a third of primary headteachers who responded noted this as an area for some, or significant, development, as did a total of only seven secondary respondents. Nearly a quarter of secondary headteachers (nine out of 39) indicated their school needed some development relating to the statement 'a wide range of learning support interventions are available and used appropriately', compared to fewer than one in five of their primary counterparts (11 out of 80).

When comparisons are made between primary and secondary headteachers' responses to the questionnaire statement 'staff value and celebrate Gypsy/Roma Traveller cultures', there are marked differences. Half of the primary headteacher sample felt this was 'very well established' in their school compared with only five of their secondary counterparts. Nearly half of the secondary headteachers stated this aspect of respect for different cultures was in need of some development, but only nine out of the 80 primary headteachers responded this way.

Secondary headteachers were also asked to comment on statements about alternative curriculum opportunities, namely a vocational curriculum and blended learning. In the majority of secondary schools (34 of the 39 schools that responded), vocational opportunities were quite, or very well, established. Blended learning was less evident across the sample, with about half of the secondary headteachers in total indicating this opportunity was established, and nine stating that this was not applicable to their school.

Although headteachers believed parents felt comfortable to come into school to discuss their children's progress, only a minority of headteachers felt parental engagement was well established. Table 2.2 shows responses to a specific question asking about parental involvement in parents evenings or consultations. Just ten of the 39 secondary headteachers who responded said that more than half of their Gypsy, Roma and Traveller parents attended parents evenings or consultations, compared with almost half of primary schools.

Table 2.2 Proportion of Gypsy, Roma and Traveller parents involved in parents evenings/consultations

	None	Less than 25%	25-50%	51-75%	76-100%	No response
Primary schools (80)	3	14	21	10	29	3
Secondary schools (39)	4	14	10	4	6	1

Source: NFER survey of schools, 2009

2.4   The case-study data

Case-study interviewees including school staff, LA staff and parents were asked to comment on the challenges, key factors and successful strategies associated with the attainment of Gypsy, Roma and Traveller pupils.

2.4.1 Factors which support and obstruct attainment of Gypsy, Roma and Traveller pupils

> *Why are* [Gypsy, Roma and Traveller pupils] *underachievers? Probably, persecution and racism. They are very self-sufficient, and not trustful of routes society provides for progression.*
>
> Secondary headteacher

In our interviews with school staff, it was clear that attainment was being addressed in the context of a wide range of issues relating to inclusion, engagement, attendance, behaviour, identity, partnership working and culture. In many cases attainment targets, particularly the national threshold targets of five or more GCSEs at level C or above (including English and Maths), were regarded as unachievable for Gypsy, Roma and Traveller pupils on roll, but schools adopted personalised targets to maintain engagement and realistic expectations.

Most of the schools felt that the attainment outcomes for Gypsy, Roma and Traveller pupils were low in academic terms because of parental and community attitudes. Several mentioned that parents did not attach the same priority to formal education as the schools did. One senior teacher suggested that:

> *Parents are colluding, sabotaging aspirations. Achieving undermines community engagement. They could access the curriculum but from Y10 on they start sabotaging their own success…. Its just cultural. If no-one in the community goes out and gets a* [mainstream] *job, they don't know where they're going.*

Some pupils who were on track to achieve reasonable GCSE grades, had been withdrawn from school because 'they feel old enough to be out working' (Traveller parent) and because the family business in which they plan to work has no requirement for formal qualifications. The decision to remain in formal education is often left to the pupil, with the parent, in this example, making clear what their preferred option is.

> *She wants to go* [to University]*; if she said she didn't want to, that would be easy, but she's asking me to go and I don't feel I've got any right to stop her. There's certain things she wants to do and she'll need to go to college or university. I'll never ever stop them, I'll be there for them, but if I had my way then no, she wouldn't go.*

The aspirations of parents were felt to be limited by their own experiences of education resulting in their children experiencing difficulties making informed choices.

> *Mam says we need to come to learn how to read and write 'cos you need to read to do the driving theory test. ... I want to be a lawyer, but I don't have the education – I can't read and write.*
>
> <div align="right">Female pupil</div>

An assistant headteacher recognised there is a mismatch between the nature of the education system and the way of life of the communities.

> *Many Travellers move around which disadvantages the children – they move from school to school so the easy way out is not to go to school and this means that they don't achieve. National tests are geared towards children who are stable in one school so the system isn't set up for Traveller children to achieve.*

Schools also recognised diversity among their Gypsy, Roma and Traveller populations and were more inclined to adopt approaches that took account of different needs.

> *There is a very large number of* [Gypsy, Roma and Traveller] *pupils in the school and therefore there is diversity within this group. Varied experiences help to challenge and breakdown stereotypes of* [Gypsy, Roma and Traveller].
>
> <div align="right">Headteacher</div>

> *It varies from family to family really. You know I have a chap in my class, his mum reads with him every night and does all the work that is sent home, whereas opposed to another one who they don't have the resources at home and obviously literacy skills to do so.*
>
> <div align="right">Teacher</div>

Unfortunately, where the attitudes of pupils and families to education conformed to that expected by the school, there was a danger their identity could be overlooked.

> *People don't tend to think of* [name of pupil] *as a Traveller, because she's quiet, she works hard, she's never any bother, she helps out.*
>
> <div align="right">Teacher</div>

One school noted a positive, generational change.

> *The daughters seem to be staying at school longer and there's a recognition by some in the community that education is valuable. For example, two mums*

of current pupils [who also attended this school] *are now going back to college to get basic literacy and numeracy qualifications, and accept that they didn't work hard enough in school at the time. But their daughters are doing well at school and they fully support and encourage them.*

<div align="right">Assistant headteacher</div>

Parents in one primary school, who also had children attending a local secondary school, were clear they wanted all their children to complete the secondary phase. They felt that qualifications were now essential for Gypsy, Roma and Traveller pupils to compete on an equal footing, in the areas of work with which they were familiar.

2.4.2 Strategies to improve the attainment of Gypsy, Roma and Traveller pupils

Case-study schools were asked to identify strategies to improve the attainment of Gypsy, Roma and Traveller pupils. They included:

- engaging parents;
- raising expectations;
- personalised approaches;
- additional support;
- school ethos;
- role of the LA.

Engaging parents

Schools recognised that they needed to encourage parents to engage in dialogue. It was suggested that those Gypsy, Roma and Traveller pupils who made most progress and were most likely to remain in education beyond 16 were those who had parental support. Targeting of specific pupils and families was necessary because the communities did not know what was available or how they might support their children's learning. Staff visited parents at home and made particular efforts to encourage them to attend parents' evenings.

The parents' evening for Roma families will be run in conjunction with the TESS and they will offer community transport to the event – it will be an open door session welcoming them to the school but also giving an insight into the school, the education system and examinations and expectations.

<div align="right">SENCO</div>

Another school in a challenging locality cancelled lessons for the whole day in order that (all) parents could come in at a time convenient to them and staff had sufficient time to engage families appropriately.

In other cases, because of external factors, such as the parents' own experiences of school, it was felt to be necessary to engage in outreach work.

> *We have to educate the parents that the children have potential and we want that potential to be fulfilled here. Sometimes that is really hard, especially if they have had bad experiences. We have joined up working with the family link worker going out to talk to parents, and the learning mentor mentoring the kids. It means that the school can get out to them, rather than relying on the parents coming in.*
>
> <div align="right">Transition coordinator</div>

One school noted that some Gypsy, Roma and Traveller pupils are high achievers and their parents have taken steps to not travel in order to support their learning.

Raising expectations

> *Most of our students are not underachieving if you look at where they have come from and what they have done.*
>
> <div align="right">EMA coordinator</div>

Many of the schools made some reference to raising expectations of the pupils, their families and even their own staff. Successful role models were used to raise self-esteem and make pupils more aware of the options available to them through school.

In several cases, the expectations related to the pupil becoming an independent learner and finding the right skills they need for work and life, rather than necessarily achieving national target grades at GCSE.

In most cases, it seemed that Gypsy, Roma and Traveller pupils maintained friendship groups from within their own community and they preferred to spend time with friends who understood their lives. This understandable approach tended to minimise access to role models with raised expectations. Some of the Roma pupils interviewed felt they might learn better in a school with no other Roma pupils although there was no consensus in the focus group on this.

A member of staff with knowledge of Romania felt that the pupils' low expectations were a symptom of the discrimination Roma had suffered before coming to the UK.

In Romania pupils feel they won't have same opportunities. This school gives a sense of value and high expectations. In Romania, no pressure is put on pupils to achieve. It is not expected of Roma families to send their children to school; nobody puts pressure on them, nobody questions them.

EMA teacher

Through pupil tracking and data analysis, schools have sought to identify pupils who are achieving below their potential. Such exercises generated other questions, such as why more mobile Showmen's families achieved better than site-based Gypsies, and in another case, whether the strategies the school planned to raise achievement would be acceptable to the communities.

The families are supportive but the community works in a slightly different way in terms of expectations after you are 16.

EMA coordinator

A TESS coordinator offered an alternative view where a school with more modest expectations could be more inclusive.

Attainment is also generally low and [this works] *in the favour of Traveller kids in that the school does not view them as a drain on results. It's not hugely 'pushy' academically and maybe that suits some of the Travellers. As a group, they don't stand out in this school as achieving lower than anyone else. There are no discernible differences in exclusions either.*

Personalised approaches

Several secondary schools adopted versions of primary practice at the start of KS3 to ease transition and offered nurture groups to help pupils cope with school. These arrangements were not designed specifically for Gypsy, Roma and Traveller pupils but they were able to benefit from them.

The school has a [name of group]. *Pupils are identified whilst still in primary on the basis of academic needs not behaviour. A group of pupils are taught in a separate building in a primary school type setting. Several Traveller pupils are in this provision. The pupils do join in some mainstream lessons like music, PE etc. The aim is to get them up to a higher standard of attainment so they can cope better in mainstream lessons.*

Headteacher

In other schools, classes stayed with the same teacher for core curriculum subjects, which was felt to contribute to good relationships between staff and pupils, and added

security for those who might feel vulnerable. One school operated an EAL unit, available to all EAL learners, which aimed to establish fluency as rapidly as possible through a very structured, grammatically-based course taught through curriculum subjects.

> *The kids do love* [the lessons] *because they are so structured. They can see what they're doing, where they're going and the can see some outcome.*
>
> EMA coordinator

Schools have adopted strategies for supporting pupils capable of higher achievement, identified through pupil tracking and analysis and given monthly personal interviews with senior members of staff to check progress and give encouragement.

> *This makes the child feel important and there has been a difference in them... giving time to children who normally don't get that value in education really is important to them because I'm not treating them from an ethnicity or a culture, I'm treating them as an individual person and I think that they have all responded positively to that.*
>
> Assistant Headteacher

In other cases, pupils who might struggle with the GCSE curriculum are offered 'a bespoke curriculum' which allows them to study construction, hair and beauty, painting and decorating, alongside learning leisure pursuits and life-skills in the community.

> *When* [Gypsy, Roma and Traveller] *pupils arrive part-way through the year if they have been travelling this programme will allow them to slot into a particular programme or set of interests they have.*
>
> Assistant head teacher

Another school was prepared to persevere in its efforts to find a curriculum option that worked for the student.

> *Where students have struggled, a range of strategies have been used to keep them engaged including changed timetables, part-time attendance and reintegration. Use is made of the school counsellor, PSPs* [Personal Support Plans]*, external agencies and mentors. ...we exhaust all options before we resort to an ultimatum.*
>
> ECM support staff

A specialist college believed that the business and enterprise culture it promoted made a difference, helping Gypsy, Roma and Traveller pupils and 'make them see that

education can help them increase their future opportunities – help them set up on their own'.

One school offered a flexible curriculum from 14-19 with all students choosing a VTEC first diploma (equivalent to four GCSEs) and involving 8-10 hours per week input from students. Courses were offered in health, business, sports, performance, art and design, travel and construction. In addition, Roma pupils were able to elect an EAL option.

The personalised curriculum generally offered at KS4 and beyond seemed to meet with the expectations of parents interviewed. The consensus of opinion was that a flexible, work-related curriculum would encourage Travellers to attend more regularly and stay in school longer. Parents suggested a school timetable where half of the week pupils spent in school and the other half at college would enhance learning opportunities.

A mix of curriculum support and alternative certification was used to meet the needs of learners, keep them engaged and lay the foundations of future learning.

> *Access to the curriculum is supported by the presence of specialist provision. For example, curriculum support for Year 10/11 and a non-GCSE English class. JET qualifications* [Junior English Tests] *and Senior English Tests. Hopefully this will prepare them for GCSEs when they go to college.*
> SENCO

Additional support

Schools used interventions, particularly those developed through the National Strategies programmes, to boost the attainment of Gypsy, Roma and Traveller pupils. Those schools engaged in the National Strategies' Gypsy, Roma and Traveller Achievement programme targeted underachieving pupils and used funding from the programme to offer extra support to boost their attainment.

Most schools used pupil tracking to identify underachieving pupils and offered appropriate support. This was usually the offer available to all children in the school and was not particularly targeted on Gypsy, Roma and Traveller pupils.

Booster sessions and basic skills support [are offered] *as soon as any need is identified* [through data monitoring/tracking]. *Particularly vulnerable children can also work one to one with a teaching assistant. In addition, a psychologist is available.*

<div align="right">Deputy headteacher</div>

In some schools, additional support in the form of a more flexible curriculum was put in place for pupils identified as being capable of higher achievement, to enable them to reach their full potential. An interviewee noted:

Travellers are becoming more successful in our school – we are working harder at it. They are more successful academically, and in sport and in drama. Success has come from increasing flexibility in the curriculum.

<div align="right">Headteacher</div>

Schools found extended school activities, such as homework clubs and holiday courses supported achievement. An assistant headteacher gave the following example, highlighting the risk for the school.

The school offered the young person [with very poor attendance] *the opportunity to attend a holiday course in the half term holidays to do a BTEC course worth four GCSEs and another computer course equivalent to one GCSE. She will attend a holiday course but will not attend during term time for a number of reasons.*

School Ethos

One of the schools was a lead in the area for the SEAL (Social and Emotional Aspects of Learning) programme. The school felt that this approach had an impact on all areas of learning. Other schools adopted similar principles:

We have a reward system, each week, for most-improved, best answers and overall. [Each term we have] *celebrations of academic, personal social achievement.*

<div align="right">SENCO</div>

One school stressed the importance of good teaching and learning.

[The key is] *providing an accessible curriculum delivered in an interesting way – lessons need to be enjoyable and kids will learn.*

<div align="right">Assistant headteacher</div>

Another school noted how its offer of a flexible curriculum with other efforts to engage pupils had resulted in improved attendance and achievement.

Role of the LA

Schools worked in partnership with TESSs to raise the achievement of Gypsy, Roma and Traveller pupils.

> *As part of the National Strategies, the school is being asked to monitor all GRT pupils' academic progress. Looking at the children where they are now and the TESS will work with the school to analyse what can be put in place by the school to help to raise this.*
>
> TESS coordinator

Schools also valued the outreach work undertaken by the TESS although they believed it was more effective when the service helped build direct relationships between families and school staff. In other cases, services organised activities on sites to support achievement in school.

One LA had parallel projects to raise achievement with Roma and Somali pupils across a number of schools, where staff would plan together and discuss pupil outcomes.

3.   Attendance and exclusion

3.1   Introduction

As the literature review conducted for this research has shown, the attendance of Gypsy, Roma and Traveller pupils continues to be identified as a significant problem, particularly in the secondary phase (Ofsted, 1999; 2001; 2003). Day-to-day attendance is regarded as problematic throughout the literature and as Lloyd et al. (1999) and Derrington and Kendall (2004) point out, this applies to housed or otherwise settled Gypsy, Roma and Traveller pupils, as well as those that maintain a mobile lifestyle. Persistent absenteeism has been found to lead to incremental discontinuity in terms of academic attainment which, in turn, can lead to further absence and disaffection (Reynolds *et al.*, 2003).

The literature also consistently highlights the over-representation of Gypsy, Roma and Traveller children in official statistics on exclusion (Ofsted, 1996; Save the Children, 2001; Parker-Jenkins and Hartas, 2002; DfES, 2006; ACE, 2007; Lloyd and McCluskey, 2008). Parker-Jenkins and Hartas (2002) argue that the use of exclusion as a sanction for these groups is especially 'ironic' given that their attendance is shown to be so poor. At the same time, these pupils are said to be particularly vulnerable to being excluded – school is seen as an institution in which differences in culture can often lead to Gypsy, Roma and Traveller pupils being seen as 'different' from the norm and their behaviour as 'problematic' (Lloyd and Norris, 1998, p. 362).

This chapter firstly discusses attendance, presenting the national picture for Gypsy, Roma and Traveller pupils, and then reporting on the findings relating to attendance from our survey of primary and secondary school headteachers and governors, as well as from the case-study phase of the research. Secondly, the chapter explores the national picture in terms of the exclusion from school of Gypsy, Roma and Traveller pupils, before presenting the findings on exclusion from the first questionnaire in the survey of primary and secondary school headteachers and governors. Exclusion rates were not a specific focus of either the second questionnaire or discussions in the case-study visits, which were very much concerned with 'what works' in terms of improving educational outcomes for Gypsy, Roma and Traveller pupils. However, improving levels of exclusion was implicit in the accounts of inclusive ethos and the range of strategies identified in the individual schools.

3.2   Attendance: the national data

Table 3.1 below presents the official figures from the 2008 National Pupil Database for absence from primary schools, firstly for all pupils, then for Travellers of Irish heritage, Gypsy/Roma pupils and Roma pupils with EAL.

Table 3.1 Average absence rates in primary schools for 2007/08

	All pupils	Travellers of Irish heritage	Gypsy/ Roma	Roma (EAL)
	%	%	%	%
Total absence	5.3	24.2	19.0	20.2
Authorised absence	4.7	17.8	14.5	11.0
Unauthorised absence	0.6	6.5	4.5	9.2

Source: National Pupil Database, 2008
Percentage of half day sessions missed

Table 3.2 then presents the official figures in the same format in relation to absence from secondary schools.

Table 3.2 Average absence rates in secondary schools for 2007/08

	All pupils	Travellers of Irish heritage	Gypsy/ Roma	Roma (EAL)
	%	%	%	%
Total absence	7.4	27.3	23.5	25.9
Authorised absence	5.9	17.9	14.4	11.8
Unauthorised absence	1.5	9.4	11.8	14.0

Source: National Pupil Database, 2008
Percentage of half day sessions missed

The above tables clearly show that, nationally, in both the primary and secondary phases, Travellers of Irish heritage, Gypsy/Roma pupils and Roma pupils with EAL have significantly higher levels of overall absence from school than pupils from other ethnic groups. Within that (again in both primary and secondary schools), Travellers of Irish heritage have slightly more absences than either Gypsy/Roma pupils, or Roma pupils with EAL. Of these three groups, Gypsy/Roma pupils have the lowest level of overall absence.

When we consider the levels of authorised and unauthorised absence in the primary phase (see Table 3.1), for all pupils, as well as for Travellers of Irish heritage, Gypsy/Roma pupils and Roma pupils with EAL, levels of authorised absence are

higher than levels of unauthorised absence (although much less so for the latter group of pupils).

Interestingly, when we compare levels in the secondary phase (see Table 3.2 above), for all pupils, for Travellers of Irish heritage, and for Gypsy/Roma pupils, levels of authorised absence remain higher than levels of unauthorised absence, although the difference has reduced (particularly so for the latter group). However, for Roma pupils with EAL, the situation has reversed – levels of unauthorised absence are higher than levels of authorised absence in the secondary phase. One explanation for this could be that Roma parents might be less likely to contact the school due to a lack of confidence or fluency in English.

Absence tables were also broken down by gender. In the primary phase, levels of absence for Travellers of Irish heritage and Roma pupils with EAL are very slightly higher for girls than for boys. In contrast, for Gypsy/Roma pupils, girls have very slightly lower levels of absence than boys. At secondary level, the picture changes – levels of absence for Travellers of Irish heritage and Gypsy/Roma pupils are slightly higher for boys than for girls, while for Roma pupils with EAL, girls still have a slightly higher absence rate than boys. This situation is reflected in the retention figures shown later in Chapter 5 (see Table 5.2) which show that Roma boys with EAL are more likely to reach Year 11 than their female counterparts. We suggest in Chapter 5 that this might be due to fewer opportunities for the boys to join established family businesses – thus the incentive to attend and stay on in order to gain vocational or academic qualifications may be greater.

3.3   Attendance: findings from the survey schools

In **the first questionnaire** in autumn 2007, primary and secondary school headteachers were asked to state the percentage of Gypsy, Roma and Traveller pupils in their school that travelled during the school year because of their parents' work and/or cultural activities, thereby missing periods of school. Table 3.3 presents headteachers' responses.

Table 3.3 Percentage of Gypsy, Roma and Traveller pupils that travel during the school year because of their parents' work and/or cultural activities

Percentage	Primary Headteachers		Secondary Head teachers	
	(n)	(%)	(n)	(%)
Less than 1%	26	16	52	41
1–5%	9	6	6	5
5–10%	6	4	3	2
10–20%	15	9	11	9
20–35%	16	10	12	9
35–50%	8	5	3	2
50–70%	15	9	7	6
More than 70%	43	27	8	6
Missing	23	14	26	20

Base: Primary headteachers: 161; Secondary headteachers: 128
Source: NFER survey of primary and secondary headteachers, 2007.

Table 3.3 reveals that responses of primary and secondary headteachers to this question differed quite considerably. Of most interest is the fact that two-fifths of secondary headteachers (41 per cent) stated that less than one per cent of their Gypsy, Roma and Traveller pupils travelled during the school year, compared with one in six (16 per cent) primary headteachers. In contrast, over a quarter of primary headteachers (27 per cent) reported that more than 70 per cent of their Gypsy, Roma and Traveller pupils travelled during the school year, whereas only six percent of secondary headteachers stated that this was the case. There are a number of possible explanations for this, for example, families sending their children to secondary school may be less nomadic, or it may be that primary teachers have closer relationships with Gypsy, Roma and Traveller families and therefore code cultural absences more accurately.

Headteachers were also asked to indicate the length of time pupils generally travelled for. The most common response, reported by over a third of primary headteachers (36 per cent) and just under a quarter (23 per cent) of secondary headteachers was that the time spent travelling during the school year varied. However, around one in five primary and secondary headteachers (22 per cent and 19 per cent respectively) stated that their Gypsy, Roma and Traveller pupils could be away travelling for months during the school year.

Previous studies have reported that absence is not always followed up quickly by schools (Kiddle, 1999; Derrington and Kendall, 2004) with inconsistencies reported in

the way non-attendance is recorded, often owing to a lack of understanding of the regulations, particularly to the use of the 'T' code (DfES, 2006b), which should relate to the act of travelling for occupational purposes as opposed to being a Traveller. As part of the second questionnaire in 2009, primary and secondary headteachers were asked to report the percentage of absences during the school year that had been recorded as travelling-related absences (i.e. using the 'T' code), as authorised family holidays or as unauthorised absences. Headteacher responses to this question are shown in Table 3.4 overleaf.

Looking at Table 3.4, we can see that one-third of both primary and secondary headteachers (29 and 14 respectively) reported that over 80 per cent of absences were recorded as travelling-related absences. In contrast, fewer than one-fifth (13) of primary headteachers and one in ten (4) secondary headteachers reported that 20 per cent or less of Gypsy, Roma and Traveller absences were recorded as authorised family holidays, while just over a fifth (17) of primary headteachers and just over one in ten (5) secondary headteachers reported that 20 per cent or less were recorded as unauthorised absences.

Table 3.4 Percentage of Gypsy, Roma and Traveller pupil absences recorded as Travelling-related absences, authorised family holidays or unauthorised absences

Percentage of recorded absence	Travelling-related absences		Authorised family holidays		Unauthorised absences	
	Primary headteachers	Secondary headteachers	Primary headteachers	Secondary headteachers	Primary headteachers	Secondary headteachers
	(n=80)	(n=39)	(n=80)	(n=39)	(n=80)	(n=39)
0	5	2	8	4	5	3
1 – 20	5	2	5	0	12	2
21 – 40	2	1	1	1	4	2
41 – 60	1	1	0	0	2	0
61 – 80	8	0	1	0	2	0
81 – 100	29	14	1	0	3	2

Base: Primary headteachers: 80; Secondary headteachers: 39
Source: NFER survey of primary and secondary headteachers, 2009

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3.3.1 Strategies for maintaining and improving attendance

The **first questionnaire**, in the autumn of 2007, asked headteachers and governors to identify the strategies that they had found to be particularly successful in relation to maintaining and improving the attendance of Gypsy, Roma and Traveller pupils, and these are shown in Table 3.5 below.

Table 3.5 Strategies to maintain and improve the attendance of Gypsy, Roma and Traveller pupils

Strategy	Primary headteachers		Secondary headteachers	
	(n)	(%)	(n)	(%)
Dedicated support re attendance	143	89	102	80
Contact with parents/families	124	77	44	34
School organisation/ethos	59	37	46	36
Curriculum support	5	3	57	45
Out-of-school hours support	5	3	4	3
Other	24	15	13	10
No response	16	10	12	9

Headteachers cited more than one strategy, so percentages do not sum to 100.
Base: Primary headteachers: 161; Secondary headteachers: 128.
Source: NFER survey of primary and secondary headteachers, 2007.

The most common type of strategy for maintaining and improving the attendance of Gypsy, Roma and Traveller pupils, at both primary and secondary level, was the provision of dedicated support for attendance, in particular from the EWO, TESS or through a member of staff in school with responsibility for attendance issues. This was highlighted by almost nine out of ten (89 per cent) primary headteachers and four-fifths (80 per cent) of secondary headteachers in the survey schools.

The second most common response from more than three-quarters (77 per cent) of primary headteachers was contact with parents/families, including procedures for contact on the first day of absence and site visits and/or meetings to explain and encourage attendance. In contrast, this was highlighted by slightly over a third of secondary headteachers (34 per cent), with, perhaps surprisingly, only six per cent of these headteachers reporting procedures for contact on the first day of absence. For secondary headteachers,

the second most common response was curriculum support, for example, an individualised or flexible curriculum and the provision of distance learning packs. This was highlighted by almost half (45 per cent) of secondary headteachers compared with only three per cent of primary headteachers.

The remaining types of strategies shown in Table 3.5 were mentioned by similar proportions of survey primary and secondary headteachers. School organisation/ethos including, for example, data monitoring, permitting late arrivals, encouragement/rewards, flexible/reduced timetables and support with uniforms, were highlighted by more than a third of primary and secondary headteachers (37 and 36 per cent respectively). Out-of-school hours support for attendance, such as breakfast/after school clubs and walking buses, was highlighted by only three per cent of primary and secondary headteachers. The 'Other' category in Table 3.5, in the main, includes comments made by primary and secondary headteachers as opposed to suggestions for specific strategies, for example, 'attendance is good when they are not travelling' and 'nothing works with some'.

In the **second questionnaire** in the autumn of 2009, primary and secondary headteachers were asked about the extent to which a range of factors were established features of their school's current ethos/practice. Included in this were a number of the strategies that primary and secondary headteachers had reported in the initial 2007 survey to be particularly successful in relation to maintaining and improving the attendance of Gypsy, Roma and Traveller pupils (as shown in Table 3.5). The charts overleaf set out primary and then secondary headteachers' responses in the 2009 questionnaire, indicating the extent to which these strategies were established features of the school's current ethos/practice.

Strategies to maintain and improve attendance
Primary headteacher responses

Number of responses

Legend:
- Very well established
- Quite well established
- In need of some development
- In need of significant development
- Not applicable

Categories (axis labels):
- Distance learning for mobile pupils
- SLT make home/site visits
- Personalised learning
- Flexible approach to homework/uniform, transport)
- Practical support (e.g. with uniform,
- Excellent home-school relationships
- TESS work together effectively
- School and TESS work together an...
- Key members of community an...
- Sensitive response to demands of staff
- Rigorous monitoring of attendance
- School proactive in communicating with parents

Strategies to maintain and improve attendance

Secondary headteacher responses

Legend:
- Very well established
- Quite well established
- In need of some development
- In need of significant development
- Not applicable

Y-axis: Number of responses (0, 5, 10, 15, 20, 25, 30, 35)

X-axis categories:
- School proactive in communicating with parents
- Rigorous monitoring of attendance
- Key members of staff
- Option of vocational learning (secondary)
- Excellent home-school relationships
- Practical support (e.g. with uniform, transport)
- School and TESS work together effectively
- Personalised learning
- Sensitive response to demands of community an...
- Option of blended learning (secondary)
- SLT make home/site visits
- Flexible approach to homework/uniform
- Distance learning for mobile pupils

The strategies that the vast majority of both primary and secondary headteachers felt were either very well- or quite well-established features of their school's current ethos and practice were having key members of staff who have developed close working relationships with Gypsy, Roma and Traveller pupils and parents, proactive communication with parents, providing a sensitive response to the demands of the community and extended family, and rigorous monitoring of attendance. However, a higher proportion of secondary headteachers did report that these strategies were in some need of development in their school.

More than three-quarters of primary and secondary headteachers stated that excellent home-school relationships were a very well- or quite well-established feature of their school's ethos and practice. However, more than a quarter (11) of secondary headteachers reported that this was a feature in need of some development. Indeed, the literature review for this study highlighted how positive home-school relationships often change once pupils transfer to secondary school (Derrington, 2005).

A much higher proportion of primary than secondary headteachers reported that a flexible approach to homework or uniform was an established feature of their school's ethos and practice. What is interesting is that a quarter (10) of secondary headteachers did not feel that having such an approach was applicable to their school. In the case-study schools (see Section 3.4), a more flexible approach to homework (such as giving project-based and/or practical tasks in certain subjects) was appreciated by both Gypsy, Roma and Traveller pupils and their parents, and was found to increase the engagement and motivation of pupils. Primary headteachers were also more likely to report that working proactively with their TESS was an established feature of the school's ethos and practice.

A higher proportion of secondary than primary headteachers highlighted practical support with, for example, uniform or transport as an established feature of their school's ethos and practice. This was identified in our case-study schools as being effective in facilitating pupils' access to school. Interestingly, one in three primary headteachers felt such assistance was not applicable to their school, perhaps suggesting that Gypsy, Roma and Traveller pupils do not always come from poorer family backgrounds. Indeed, some families are economically well off.

The strategy in the charts that primary and secondary headteachers reported to be the least well established in primary and secondary schools was home/site visits by senior members of staff. The willingness to engage in outreach work with Gypsy, Roma and Traveller communities was highlighted in the literature review for this study as being effective in enhancing the quality of home-school relationships. Given this, and the fact that in the case-study schools, home/site visits were found to be an important way of showing respect for Gypsy, Roma and Traveller communities, as well as a key element in building effective partnerships with parents and thus engendering mutual trust, the finding that a fifth of primary headteachers (16) and almost a third (12) of secondary headteachers did not feel such visits were applicable to their school is perhaps worrying.

3.4   Attendance: the case-study data

In each of the 15 case-study school visits (which included five primary and ten secondary schools), school staff, governors, pupils and parents were asked to reflect on the strategies employed in their school to encourage the attendance of Gypsy, Roma and Traveller pupils, many of which have been highlighted in the survey responses described in the previous section.

3.4.1   Key individuals in schools

Interviewees in the majority of the case-study schools referred to the benefits for attendance of having an identified key individual in school; someone who was instrumental in building positive relationships with pupils and their parents and thus facilitating feelings of safety and trust.

In several of the schools, this was the role of a home-school/family liaison officer who often undertook home visits (sometimes together with TESS workers or Ethnic Minority and Traveller Achievement Service (EMTAS) staff), which was felt to demonstrate understanding of, and respect for, Traveller culture. In one of the case-study primary schools, the home-school liaison worker met the Gypsy, Roma and Traveller children from the school bus and accompanied the KS1 children to their classrooms. In this way, she

was able to deal with any concerns that the children might have and then liaise with the school's pastoral team, acting as a 'go-between'.

In two schools, the presence of specialist Teaching Assistants (TAs) was felt to be particularly beneficial. One TA, in the nursery of a primary school, was from the local Traveller community, which was reported to have been a major factor influencing attendance. Parents were said to feel safe and thus more comfortable about letting their children come into school at a younger age, which had implications for both children's attendance and their subsequent retention in school.

> *Getting them in nursery is a big thing – if we get them young, it's better and easier for them in the rest of school. That's when they progress.*
>
> Teaching Assistant

Some schools had a dedicated Education Welfare Officer (EWO) working in the school for at least part of the school week, while interviewees in others referred to attendance officers and, in one case, a senior member of school staff having responsibility for attendance.

For Roma pupils, especially those with EAL, having a member of staff who could speak their home language and had a good understanding of their cultural experiences was reassuring, and much welcomed by their parents.

3.4.2 Monitoring of attendance

References to greater monitoring and tracking of attendance, in order to identify patterns and put the most appropriate strategies in place, featured in a number of accounts: 'We can try and ensure that nobody slips by the wayside, and we can access all the support that is in place across the school' (deputy headteacher). First-day absence calls, usually conducted by the dedicated staff highlighted in the previous section, were seen to be influential in increasing attendance.

Once patterns of absence had been identified, several interviewees referred to following this up with parents, either through targeted telephone calls or invitations to come into school where parents' attention was drawn to the

number of days their child had been absent. This was said to have surprised a number of parents and to have promoted much discussion about attendance. In one secondary school which ran attendance 'clinics' with individual parents to discuss poor attendance, local Gypsy, Roma and Traveller parents had been invited to attend as a group so that they would feel more comfortable about coming into school; 'It's about breaking down barriers for parents' (headteacher). However, as one primary headteacher pointed out, there was a delicate balance to be found, 'If you push it too hard you undo a lot of the good we have done'.

References were also made to the use of stickers and certificates for individual pupils where good attendance had been identified.

3.3.3 Flexible curriculum

A more flexible approach to the curriculum was seen by a number of case-study interviewees to be an effective strategy for improving the attendance of Gypsy, Roma and Traveller pupils and was one that was particularly welcomed by their parents. There were examples of primary schools incorporating a thematic approach to teaching and learning, in some cases developed in conjunction with the pupils. Several of the secondary schools offered a flexible, work-related or vocational curriculum which was perceived by both parents and children to be more relevant to their way of life and culture, and therefore more likely to engage pupils. Where such opportunities could be offered at an earlier age, this was seen as particularly effective, providing a focus for pupils and improving both attendance and retention.

Also highlighted were 'enrichment' activities, often offered through clubs before and after the traditional school day, as well as, in one primary school, through a 'university' day where a wide range of different activities were on offer to pupils with an emphasis on independent learning. Such activities were identified by teachers in the school as a good opportunity for children to discover new talents, thus increasing engagement and motivation. In another primary school, drama had proved to be an influential medium in engaging Gypsy, Roma and Traveller pupils, with parents becoming involved in attending performances at the school.

3.4.4 Engaging parents

Several interviewees referred to the importance of 'getting parents on board' in order to engage them, with the school, in jointly addressing attendance issues.

> *Those* [parents] *that are supportive of school, are engaged, and you can have great discussions with them about standards ... their children are having an easier life in school – they attend well, they are doing well – those children are engaged and see the purpose and value of school. Where we struggle to engage with the parents, those are the children that struggle.*
>
> Headteacher

Schools that were successful in raising the attendance of Gypsy, Roma and Traveller pupils were the ones that had been able to build up such positive partnerships with parents. This was achieved through ongoing dialogue with parents and clearly communicated high expectations of good attendance and punctuality.

There were also examples of parents being directly involved in ensuring that their children arrived at school, for example, by operating a rota system for dropping off and picking up children, and the employment as a school bus escort who was a Traveller parent. In the latter case, the provision of transport for Gypsy, Roma and Traveller pupils was perceived to be particularly influential in improving levels of attendance in the primary school involved.

In one of the case-study secondary schools, a 'parents' forum' had been established where parents could come into school to talk about the issues affecting them (one of which might be their children's attendance), and what the school could do to try and improve the situation. In a recent drive to increase the numbers of parents from ethnic minorities attending this forum, particularly those with EAL, specific sessions had been set up, for example, for Somali parents. There were plans in place at the time of our visit to set up a similar session for Gypsy, Roma and Traveller parents.

3.5 Exclusion: the national picture

Statistical First Releases (SFRs) provide information about permanent and fixed-term exclusions from primary, secondary and special schools and

exclusion appeals in England. The chart below is based on data for 2007/08 when, for the first time, a breakdown of fixed-term exclusions by ethnicity at Local Authority level was included.
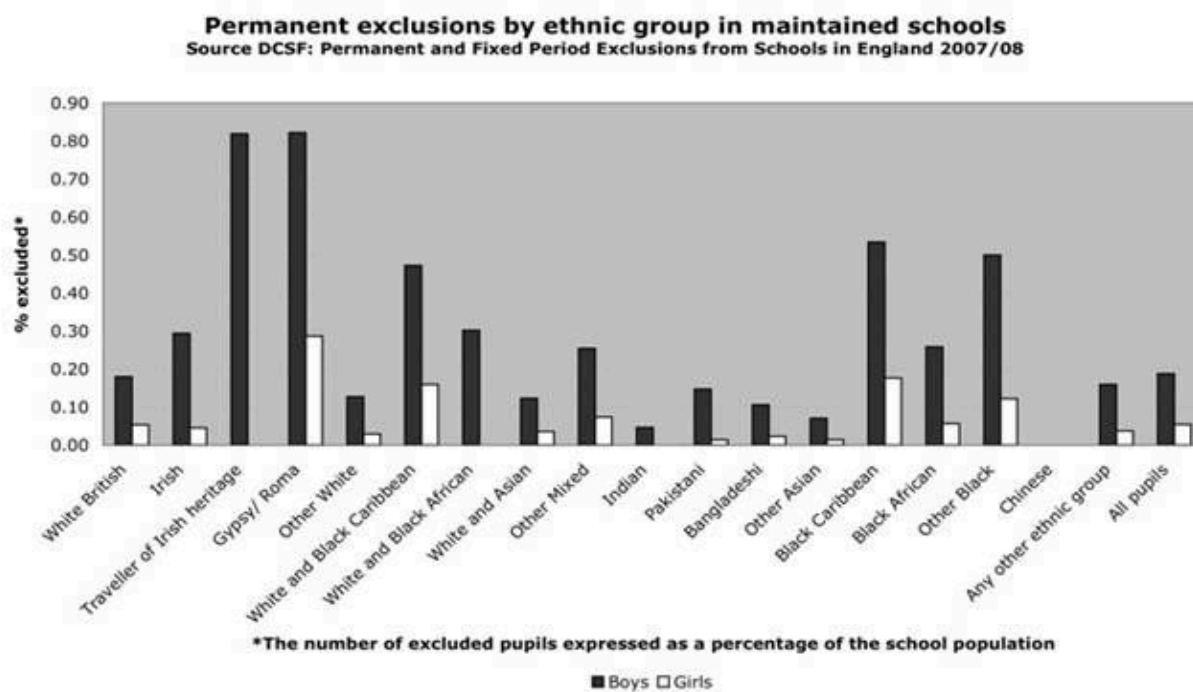
Permanent exclusions by ethnic group in maintained schools
Source DCSF: Permanent and Fixed Period Exclusions from Schools in England 2007/08

*The number of excluded pupils expressed as a percentage of the school population

■ Boys □ Girls

The rate of permanent exclusion in 2007/08 was highest for Gypsy/Roma (0.56 per cent of the school population) and Traveller of Irish heritage (0.53 per cent of the school population) ethnic groups. The breakdown shown in the charts clearly reveals the over-representation of boys in these figures. The figure for permanent exclusions of Travellers of Irish heritage relates solely to boys, while the permanent exclusion rate for Gypsy/Roma boys was almost three times higher than that for Gypsy/Roma girls.
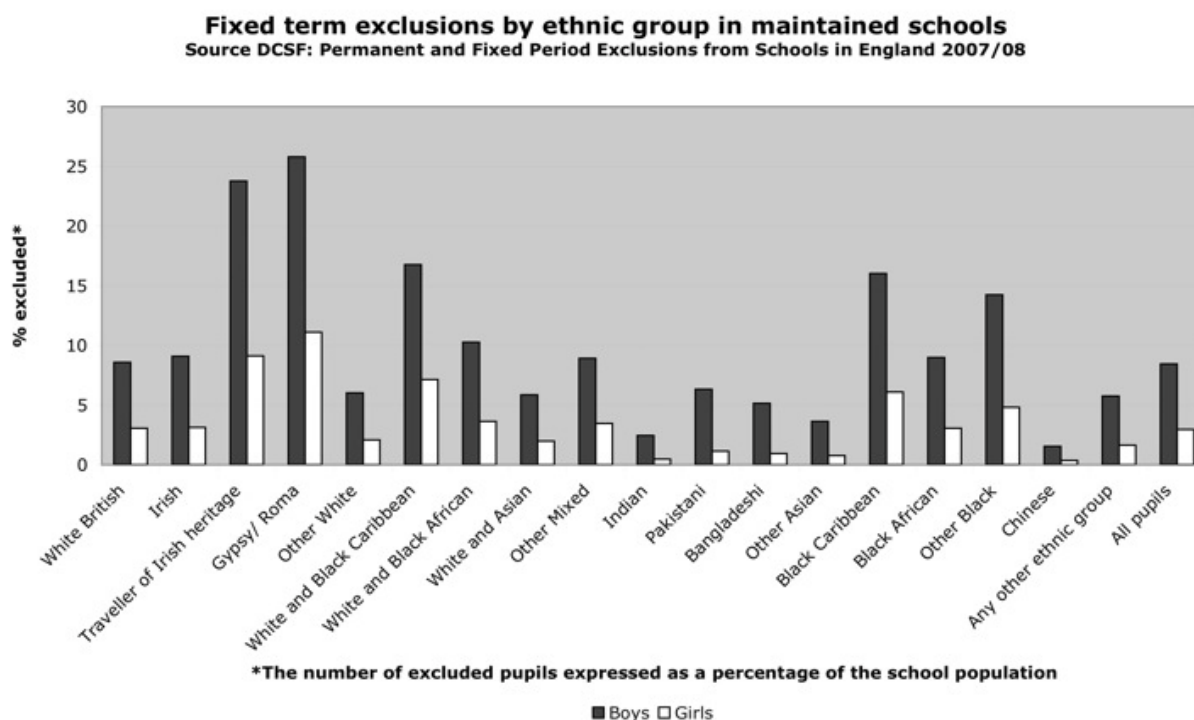
Fixed term exclusions by ethnic group in maintained schools
Source DCSF: Permanent and Fixed Period Exclusions from Schools in England 2007/08

*The number of excluded pupils expressed as a percentage of the school population

■ Boys □ Girls

The rate of fixed-term exclusion in 2007/08 was highest for Gypsy/Roma (18.71 per cent of the school population) and Traveller of Irish heritage (16.65 per cent) ethnic groups. Again, boys are over-represented in these figures. The fixed-term exclusion rate for Traveller of Irish heritage boys was more than 2.5 times higher than that for Traveller of Irish heritage girls, while the fixed-term exclusion rate for Gypsy/Roma boys was more than twice that of Gypsy/Roma girls.

For all groups of pupils, the most common reason given for exclusion (both permanent and fixed-term) was persistent disruptive behaviour.

However, as DCSF note, and our literature review confirms, parents and pupils from Gypsy, Roma and Traveller communities are often reluctant to disclose their identity on official documents and therefore, 'Caution is recommended in interpreting the data for Traveller of Irish heritage children and Gypsy/Roma children due to potential under-reporting for these ethnic classifications' (DCSF, 2009a).

3.6   Exclusion: findings from the survey schools

In the **first questionnaire** in 2007, primary and secondary headteachers were asked to state the number of permanent exclusions received by Gypsy, Roma

and Traveller pupils in the academic year 2006-2007. Table 3.7 sets out headteachers' responses.

Table 3.7 Numbers of permanent exclusions received by Gypsy, Roma and Traveller pupils in the survey schools during the academic year 2006 to 2007

Number of permanent exclusions	Primary headteachers		Secondary headteachers	
	(n)	(%)	(n)	(%)
None	136	85	96	75
1	5	3	5	4
3	-	-	1	1
No response	20	12	26	20

Base: Primary headteachers: 161; Secondary headteachers: 128.
Source: NFER survey of primary and secondary headteachers, 2007.

As Table 3.7 shows, the numbers of permanent exclusions received by Gypsy, Roma and Traveller pupils were reported to be low. More than four-fifths (85 per cent) of primary headteachers and three-quarters (75 per cent) of secondary headteachers responding to the first questionnaire stated that no permanent exclusions had taken place in their schools during the academic year 2006-2007. Only three per cent of primary headteachers and four per cent of secondary headteachers reported one permanent exclusion during this time, while one per cent (representing one single respondent) reported three. However, one in five (20 per cent) secondary headteachers did not respond to the question.

Looking at the number of fixed-term exclusions received by Gypsy, Roma and Traveller pupils in the academic year 2006-2007, nearly three-quarters (71 per cent) of primary headteachers and just over two-fifths (41 per cent) of secondary headteachers in our survey schools reported that there had been none.

The numbers of fixed-term exclusions that *were* reported to have taken place over that time period in primary schools were small, with only five per cent of headteachers reporting one, and six per cent reporting two. In the secondary schools, one in 6 (16 per cent) of headteachers reported one fixed-term exclusion during the academic year 2006-2007, while fewer than one in ten

reported two. It should be noted that headteachers were not asked in the 2007 questionnaire to report on the prevalence of the numbers of Gypsy, Roma and Traveller pupils receiving 'unofficial' exclusions where they may be sent home to 'cool off', as reported in Derrington and Kendall's (2004) study.

In the first questionnaire, we also asked headteachers whether or not they thought disproportionate numbers of Gypsy, Roma and Traveller pupils were excluded from their school (a 'Don't know' option was also provided). In spite of this being the case nationally, the vast majority of the survey primary and secondary headteachers (94 and 84 per cent respectively) stated that they thought Gypsy, Roma and Traveller pupils were not disproportionately excluded from their school. Only two per cent of primary and six per cent of secondary headteachers indicated that they thought they were.

The findings from our 2007 questionnaire would appear to stand in contrast to those reported in the national data for 2007-2008 above. It may well be that the schools responding to our questionnaire were those likely to have an inclusive ethos, implicit in their policies and practice, which was reflected in the exclusion figures they reported.

4.   Transfer and transition

4.1   Introduction

The transfer of Gypsy, Roma and Traveller pupils from primary to secondary school is variable, with some families opting for Elective Home Education after Year 6. Gypsy, Roma and Traveller communities often have fears and concerns about children's transfer to secondary school and in some families there is a tradition of non-transfer. The expectations and responses from schools are an essential part of the success of the transfer process. While there is evidence from the 2008 national data (see Chapter 5) which suggests that Gypsy, Roma and Traveller pupils are more likely to transfer than in the past (i.e. 80 per cent of the national cohort transferred from primary to secondary school[7]), ongoing attention is required to improve this trend further in order to bring this in line with transfer rates for other pupils.

This chapter presents results from the 2007 and 2009 headteacher and governor surveys and sets out strategies for the successful transfer of Gypsy, Roma and Traveller pupils. Case-study interviews with school staff, LA staff, parents and pupils illustrate the factors which support and obstruct the transfer of pupils and highlight good practice for effective transition.

4.2   Findings from the school survey

In the **first questionnaire** to primary and secondary headteachers in 2007, respondents were asked to highlight examples of strategies that they had found particularly successful in supporting the transfer of Gypsy, Roma and Traveller pupils between phases. Primary and secondary school governors were also surveyed and asked how they contributed to their school's strategies to support transition.

Table 4.1 sets out an overview of the types of strategies identified by primary and secondary headteachers in the 2007 survey.

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[7] This figure is based on tracing one cohort of 1,389 pupils who were in Year 6 in 2003 and identified themselves as Gypsy, Roma or Traveller at any time between Years 6 and 11. The analysis does not include all possible forms of alternative provision.

Table 4.1 Strategies to support transfer between phases

Strategy	Primary Headteachers		Secondary Headteachers	
	(n)	(%)	(n)	(%)
Additional dedicated support for Gypsy, Roma and Traveller pupils and families	73	45	68	53
Liaison with feeder schools	71	44	64	50
Liaison with other agencies	46	29	29	23
Increased communication with parents	36	22	11	9
School organisation/ethos	20	12	13	10
Specific programmes/projects	17	11	17	13
Other	20	12	14	11
No response	32	20	21	16

Headteachers cited more than one strategy, so percentages do not sum to 100. Base: Primary headteachers: 161; Secondary headteachers: 128
Source: NFER survey of primary and secondary headteachers, 2007.

Table 4.1 shows that the responses of primary and secondary headteachers were fairly similar, with one interesting exception. Increased **communication with parents** including, for example, home visits prior to admission to provide greater information and meetings with Gypsy, Roma and Traveller parents to encourage retention at transfer, was mentioned by nearly a quarter (22 per cent) of the survey primary headteachers, but by fewer than one in ten (nine per cent) of the survey secondary headteachers. Given the fact that many Gypsy, Roma and Traveller parents are often extremely anxious about their children transferring to secondary school, either because of negative or limited personal experiences (Kiddle, 1999; Ofsted, 2003; Derrington and Kendall, 2004), this would seem to be an area worthy of greater attention.

The most common type of strategy, used in both primary and secondary survey schools, to support transfer between phases was **additional dedicated support for Gypsy, Roma and Traveller pupils and their families**. This was reported by almost half of primary headteachers (45 per cent) and just over half of secondary headteachers (53 per cent) and included, for example, the allocation of TA support, buddying systems, nurture groups, help with paperwork/form filling, and using a speaker of the home language.

The next most common response, from both primary and secondary teachers' survey schools, was **liaison with feeder schools**, which involved both Gypsy, Roma and Traveller pupils and their parents visiting secondary schools, as well as secondary

pupils visiting the primary school to share their experiences. Over two-fifths (44 per cent) of primary headteachers and half (50 per cent) of the secondary headteachers highlighted this strategy. **Liaison with other agencies** (e.g. through close links with TESS, the Minority Communities Achievement Service (MCAS), and through multi-agency planning meetings) was identified by more than a quarter (29 per cent) of primary headteachers and by just under a quarter (23 per cent) of secondary headteachers.

Very similar proportions of primary and secondary headteachers (12 and 13 per cent respectively) highlighted the **school organisation/ethos**, which included extending time in Year 6 to avoid drop-out at transfer, ensuring an inclusive ethos and environment, flexible approaches to starting school and, for secondary headteachers only, a modified or reduced timetable and an alternative/flexible curriculum.

Specific transition programmes or projects were reported by a small number of primary and secondary headteachers (11 and 13 per cent respectively) perhaps indicating that further support is required for schools to develop and resource such initiatives.

In the **second questionnaire** in 2009, primary and secondary headteachers were asked about the extent to which a range of factors were established features of their schools current ethos/practice. Included in this, headteachers and governors were asked to rate how well established expectations were in relation to the transfer and progression of Gypsy, Roma and Traveller pupils. Table 5.2 sets out an overview of primary and secondary headteachers responses.

The majority of primary and secondary headteachers felt that **liaison to maintain expectations through transitions** were either a very- or quite-well established feature of current practice in their schools. Results do, however, indicate that further liaison around Gypsy, Roma and Traveller transfer may be required in primary schools, as 11 of the 80 primary headteachers who responded felt this was an area in need of either some or significant development. Research has shown that the transfer and retention of Traveller pupils in the secondary phase is of widespread concern and is not restricted to mobile families. Parents' apprehension at this stage about negative cultural influences, bullying and racism contribute to a cumulative negative effect on attendance (Marks, 2006).

Table 4.2 Established features of current ethos/practice in relation to Gypsy, Roma and Traveller pupil's transition and progression

	Very well established		Quite well established		In need of some development		In need of significant development		Not applicable	
	Primary Headteachers	Secondary Headteachers	Primary Headteachers	Secondary Headteachers	Primary Headteachers	Secondary Headteachers	Primary Headteachers	Secondary Headteachers	Primary Headteachers	Secondary Headteachers
	(n)	(n)	(n)	(n)	(n)	(n)	(n)	(n)	(n)	(n)
Liaison to maintain expectations through transitions	41	25	27	11	8	2	3	0	1	0
School staff communicate high expectations for progression into FE	6	20	10	14	6	1	2	0	49	3

Base: Primary headteachers: 80; Secondary headteachers: 39
Source: NFER survey of primary and secondary headteachers, 2009.

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In order to overcome issues around transfer it is important for schools to address concerns and communicate high expectations as early as possible. Results from our survey suggest that this is an area which is currently overlooked in some primary schools.

Similarly, while **communicating high expectations for progression into FE** was an established feature of current practice in secondary schools, this was less so in primary schools, with only six primary headteachers reporting this as well-established practice. Perhaps unsurprisingly, over half of primary headteachers reported that communicating high expectations for progression into FE was not applicable to their current ethos/practice in relation to Gypsy, Roma and Traveller pupils. However, staff training and guidance to understand the need for, and importance of, communicating high expectations for the progression of Gypsy, Roma and Traveller pupils as early as possible in their educational journey could be a useful area of development.

4.3 The case-study data

Case-study interviewees including school staff, LA staff and parents were asked to comment on the challenges and key factors associated with the transfer of Gypsy, Roma and Traveller pupils. They were also asked to report any successful strategies to support the transfer of Gypsies, Roma and Travellers from primary to secondary school, KS3-KS4 and post-16 destinations.

The following sections outline the variables that may obstruct and support effective transfer and emerging good practice.

4.3.1 Factors which support and obstruct the transfer and transition of Gypsy, Roma and Traveller pupils

Case-study interviewees identified a range of variables which may lie outside the immediate influence of the school and can either support or obstruct the transfer and transition of Gypsy, Roma and Traveller pupils.

There were a number of **common responses and phrases** or 'scripts' used by both Gypsy, Roma and Traveller parents and pupils (and occasionally education professionals) to justify actions for non-transfer of children from primary to secondary school (see Chapter 7). A number of Gypsy, Roma and Traveller parents for example talked about secondary school attendance not being commonplace in

their cultures. One parent commented that: 'it's natural for our children not to go to secondary school'.

Although some parents recognised that numeracy and literacy skills are important for Gypsies, Roma and Travellers, other academic knowledge and qualifications were of little relevance or value to them. Hence, once these abilities were established at the primary stage there was little value in children transferring to secondary.

There was strong feeling from many of the Gypsy, Roma and Traveller parents interviewed that secondary school was not for girls, as it coincided with their transition into adulthood. This was a common theme used by members of Gypsy and Traveller communities in particular as reason for the non-transfer of female pupils. One Traveller mother described how secondary education was of little relevance as her daughter had a useful role within family to develop:

> *I don't think she needs to learn any more than she's learnt here because she's not going to have a job, she'll do what I do, cook, wash, clean, be a housewife, have kids. It's the hardest job of all really. And I think the high schools, they seem to be like men and women and it's too much for her at this stage. I don't think she needs to go any further. She can read, she can write that's it. Learning about volcanoes and things is not going to get her no fantastic job.*
> Traveller mother

For boys, developing their role within the family business was perceived to be important and secondary school was often said to be unnecessary as 'they need to learn from their fathers and grandfathers' rather than receive a formal education. Young people themselves often gave standardised rationales for why they would not transfer, which included: 'I am not going to big school because my brother didn't go'.

Fear of cultural erosion including the negative influence of peers was another common response offered by several Gypsy, Roma and Traveller parents involved in the study. Secondary schools were often perceived as 'dangerous places', where young people could be introduced to drugs and alcohol and/or subjected to racist bullying by other pupils.

There were, however, a number of common replies from parents and pupils which were supportive of transfer. For example, there was a growing recognition from interviewees that 'you need exams to go to college and get a good job'.

> *My husband and me supported our daughter, we wanted her to get on at school and get qualifications and get a good job, but a lot of the other families don't want that. She's 23 now, and in most families, she'd be married and staying at home cleaning. We don't want that for her. It's a big world out there.*
>
> Traveller parent.

There was some acknowledgment that traditional Gypsy, Roma and Traveller lifestyles could be too restrictive. Several parents acknowledged that they wanted to give their children 'the things I didn't have', which included a secondary education. There were also references to the changing economic climate and the need for improved capabilities to gain employment in new areas.

There were particular challenges for school staff where **relatives and other community members (particularly those from Gypsy and Traveller communities) discouraged transfer to secondary school**. There were examples of where some primary pupils (and occasionally their mothers) had expressed a desire to teachers that they would like to transfer to secondary, but their fathers had prevented them from doing so. One Traveller mother noted: 'I'd let my girls come if it was up to me, if they wanted to, I wouldn't hold them back but their dad won't let them so that's the end of that.' In some cases, education professionals were reluctant to challenge parents' plans for non-transfer in the future in case they withdrew their children from school even sooner. They also commented on the 'knock on effect' that non-transfer had on pupils in the last few months of Year 6 as some pupils did not see any value in remaining at school. There were also influences from the wider community for example, when relatives and community members living on a site did not transfer to secondary and instead were home educated. This sent a message out to other families that they should/could do the same.

There were, however, examples of where community influences were having a positive influence on transfer. For example, where Gypsy, Roma and Traveller families would 'spread the word' amongst their community that a local secondary school was particularly welcoming and supportive of Gypsies, Roma and Travellers, and that staff could be trusted. Based on feedback from other members of the Gypsy, Roma and Traveller community, some parents sent children to secondary schools many miles away from where they were living simply because of its good reputation.

There were certain aspects of **education policy** that deterred Gypsy, Roma and Traveller parents at the point of transfer. These included, for example, selective schooling and sex education. There were also challenges for education professionals

working with Gypsy, Roma and Traveller communities due to aspects of education policy such as the right to Elective Home Education (EHE). There was a professional view that EHE was a major hurdle in discussions with families about transfer to secondary school. Yet, single sex schools and faith schools were often preferred by Gypsy, Roma and Traveller families and the policies of these schools facilitated transfer in some cases.

The **social identity of Gypsies, Roma and Travellers** was also a factor in parents' decisions about whether or not they would allow their children to transfer. There were examples where parents would not allow transfer to secondary despite children wanting to, because no other Gypsy, Roma or Traveller pupils attended. One parent commented:

> *What we tend to do is put them all together [...]One, they can look out for each other. Two, they're friends anyway, they're amongst each other, they play with each other, [...] they know each other and three, so they're all in the one area in case one of us is unable to get to the school we will say 'can you fetch?*
>
> Traveller mother

In one of the case-study areas, the high demand for secondary places presented a challenge for transfer. Where Gypsy, Roma and Traveller pupils were allocated places in different schools to their friends, relatives and other members of their communities, parents threatened to withdraw and home educate unless their children were able to attend the same school.

Some of the parents recalled **past experiences** of the unsuccessful transfers of Gypsy, Roma and Traveller pupils from primary to secondary school which made them reticent to send their own children. Several parents for example talked about their own unhappy and negative experiences of secondary school and wanted to protect their children from potential harm. For some Roma families, previous experience of different education systems in their home countries (e.g. where pupils would attend the same school from 6-17 years old) led to some concerns about transfer. The primary and secondary divide in the UK was unusual for some families, many preferring children not to be separated from siblings and other family members throughout school.

Equally, there were also examples of schools where most/all Gypsy, Roma and Traveller pupils had transferred to secondary school in the past and there was an expectation and established pattern for transfer. This was particularly the case where

Gypsy, Roma and Traveller pupils attended from Foundation Stage to Year 6, as there was found to be less divergence between schools' and parents' expectations.

4.3.2 Good practice for the effective transfer and transition of Gypsy, Roma and Traveller pupils

Case-study schools were asked to identify emerging good practice in the successful transfer of Gypsy, Roma and Traveller pupils. Much of the practice was akin to strategies previously identified by headteachers and governors in the 2007 and 2009 surveys (see section 4.2.).

The emerging good practice identified included:

- partnership working between schools;
- liaison with parents;
- dedicated member(s) of staff;
- role models;
- practical assistance;
- flexible approaches to the curriculum.

One of the key elements of emerging good practice around the successful transfer of Gypsy, Roma and Traveller Pupils is **effective partnership working between schools**, particularly between secondary schools and their feeder primaries, and primary schools and early years providers. The likelihood of successful transfer is increased where there is good early exchange of information about the potential difficulties/needs of pupils so that they can be identified and acted on in advance of the child's arrival. In addition, ongoing liaison with staff who have established relationships with families from these communities and have experience of the young person can be valuable, and help with the transfer and subsequent retention of pupils.

Visits to secondary schools prior to transfer were commonplace for all pupils but were often more intensive for Gypsy, Roma and Traveller pupils to get the students used to coming to the school. They included additional visits in small groups, and taster sessions of a variety of activities. These visits not only made pupils themselves more at ease with the new school but also their parents (e.g. where children spoke about how much they had enjoyed the visit and how they wanted to be allowed to transfer). There was also an example where Traveller pupils who had transferred successfully,

returned to their primary school as role models and talked to other pupils from their communities about secondary transfer.

Supporting the progression of Gypsy, Roma and Traveller pupils into post-16 education, some secondary schools arranged visits for pupils to local FE colleges. In other cases, effective use was made of role models from these communities who had progressed successfully onto further and higher education and returned to secondary school to talk about their experiences. In one school with a large number of Roma pupils who arrived late in key stage 4, young people were offered alternative provision and ESOL courses delivered by a local college. Attendance at these sessions built up pupils' familiarity with the college and facilitated progression.

Much of the emerging practice to facilitate the successful transfer of Gypsy, Roma and Traveller pupils into secondary school focused on **liaison with parents**. One primary school for example ran meetings for all Year 5 parents to provide information and practical help (e.g. who to contact, how to complete forms). There were also examples of home visits and coffee mornings to facilitate communication with parents and encourage secondary transfer. One school was particularly proactive and supportive in terms of transition choices for Gypsy, Roma and Traveller pupils and invited secondary headteachers to meet with families in order to discuss which might be the most appropriate school for their children to transfer to. In another school, Gypsy, Roma and Traveller parents attended admission interviews with the EMA coordinator to build up relationships and open up lines of communication as early as possible.

Additional support to facilitate the effective transfer and integration of Gypsy, Roma and Traveller pupils was often provided by **dedicated members of staff**, including key workers and learning mentors. In one case-study school for example, the in-house connexions worker specifically supported and encouraged the transfer of Roma pupils into post-16 learning. It was particularly effective where such staff were members of Gypsy, Roma or Traveller communities themselves. In these cases, parents were more willing to engage as there was a feeling they had similar beliefs and values. A teaching assistant at a primary school who was a Traveller noted:

> *When I first came in, a boy in Year 6 said 'I'm not going to secondary school, we don't believe in it, but you're a Traveller so you know we don't believe in it'. I said, 'Well I send my children to secondary school'. He looked at me and said, 'Can I get my mum to come in and talk to you?' She came in, she felt comfortable because she knew I understood her [...] we are the only ones that really understand the culture. I told her that my kids were doing really well*

and were enjoying it. She agreed, and he went to school and has got his GCSEs.

Partnership working with the TESS is often essential for the successful transfer of Gypsy, Roma and Traveller pupils. TESS' were involved in a variety of activities to raise transfer rates and set high expectations around transition. School staff acknowledged that they would be unable to give the same amount of time and support offered by TESS staff (which included for example, accompanying young people on induction days and staying with them for the first few days of transfer to the new school). In one case-study area, more rigorous tracking and monitoring of Year 6 destinations data by the TESS was taking place, to ensure that Traveller pupils did not 'slip through the net' at the point of transfer.

Practical assistance, including providing new uniforms for secondary, and transport to collect and return pupils to a nearby site when attending pre-transfer visits, was identified as being effective in facilitating pupils' transition to secondary school, as well as removing access barriers borne out of possible 'safety and trust' concerns from parents.

The importance of offering a **personalised and flexible curriculum at secondary school** and ensuring young people and their families are aware of it whist in primary is key. It is important that school staff explain to parents how the curriculum can be applied so that it has meaning to them. It is also important that schools are aware of, and recognise skills that are valued by Gypsy, Roma and Traveller communities (e.g. construction) and develop relevant programmes around these skills whilst including core subjects such as English and Maths within them.

One of the case-study schools has been successful in achieving this through a combination of vocational and work-related learning and extended work-placements. Teachers liaise with Gypsy, Roma and Traveller pupils and their families to ascertain pupils' intended/preferred career direction and try to arrange a relevant training/experience opportunity. This usually equates to two days in school and three days placement.

In supporting transfer, case-study schools recognised that Years 5 and 6 were important in 'hooking children into learning' and engaging them in activities that they wanted to continue with at secondary school. Sometimes transfer was aided where children (and their families) were offered the opportunity to work in small groups in

secondary schools until they felt more comfortable to integrate into the wider school community.

5.   Retention

5.1   Introduction

The term 'retention' is used in this report to refer to the continued enrolment and engagement of Gypsy, Roma and Traveller pupils in school until the statutory school leaving age[8]. As a group, Gypsy, Roma and Traveller pupils are less likely to complete secondary education than their peers and many are believed to withdraw from school altogether by the age of 14 (DfES, 2005; Derrington and Kendall, 2004). The main focus of this chapter is retention in secondary school which, according to LA data, is particularly problematic (DCSF, 2009b).

A previous longitudinal study which tracked the progress of 44 Gypsy and Traveller students over five years (Derrington and Kendall, 2007) found that more than two-thirds had left school before the end of Key Stage 4. This finding was particularly noteworthy given that the majority of the sample lived permanently on local sites or in housing. Data from the same study indicated Year 8 to be a particularly vulnerable time in terms of retention and suggested that boys were proportionately more likely than girls to drop out of school early. Whilst several commentators have identified cultural influences that might encourage young Gypsy, Roma and Traveller people to leave school early (Reynolds et al., 2003; Padfield, 2005; Levinson and Sparkes, 2006; Lloyd and McCluskey, 2008), Derrington and Kendall (ibid) concluded that psycho-social factors (affecting the pupils' emotional well-being) could be more important than cultural 'pull' factors in ensuring continued engagement.

Derrington and Kendall also noted that students who were successfully retained in school to 16 were likely to have demonstrated:

- a regular pattern of attendance;
- involvement in extra-curricular activities;
- secure friendship networks that included both Gypsy/Traveller and non-Gypsy/Traveller peers (and other indicators of bi-culturalism);
- high aspirations;
- having older brothers and/or sisters successfully completing their secondary education;
- having parents with a sustained positive attitude about the value of secondary education.

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[8] As opposed to the practice of placing pupils in year groups below their chronological age, to which the term is sometimes applied.

This chapter contributes to and expands the existing body of evidence on the retention of Gypsy, Roma and Traveller pupils in secondary education. Firstly, it presents the national data and then reports on the findings from our survey of headteachers and governors. Finally, examples of practice are considered from the case-study phase of the research.

5.2   The national data

In order to discover more about Gypsy, Roma and Traveller pupil retention on a national scale, data from the Pupil Level Annual School Census (PLASC 2003-2008 [now known as the School Census]) was used to identify a single academic cohort of 687,594 pupils born between 1 September 1991 and 31 August 1992 and attending maintained schools. Within this cohort, it was established that 1,706 pupils ascribed their ethnicity as either Gypsy Roma (WROM) or Irish Traveller (WIRT) at some stage during the six-year period; representing 0.3 per cent of the total cohort.

In tracking the movement and progression of these pupils between Year 6 and Year 11, the study aimed to compare patterns of retention between Gypsy, Roma and Traveller pupils and those not in these groups. However, as the literature confirms (Padfield, 2005, Lloyd and McCluskey, 2008, DCSF, 2008), parents and pupils from Gypsy, Roma and Traveller communities can be reluctant to disclose their ethnicity on official documentation such as school enrolment and data collection forms and therefore closer analysis is necessary in order to obtain more reliable data. Analysis at the individual pupil level revealed that a very high proportion of Gypsy, Roma and Traveller pupils, almost 70 per cent, ascribed themselves differently at some point over the six year period and approximately 50 per cent of pupils changed their ascribed ethnicity at the point of transfer between primary and secondary school. The pupils most likely to change their recorded ethnicity were male Roma whereas male Travellers of Irish heritage were least likely to (National Pupil Database, 2008). This finding underlines the importance of capturing accurate data for effective ethnic monitoring of all educational outcomes.

A breakdown of the PLASC data revealed that just over half the cohort of Gypsy, Roma and Traveller pupils identified in Year 6 (50.9 per cent), and recorded as WIRT or WROM at some point during their secondary school experience, were still attending school in Year 11 five years later. This finding represents a substantial improvement in comparison to the earlier and smaller-scale study conducted by Derrington and Kendall (2007) in which less than a third of the sample reached Year

11. As Chapter 4 has noted, the national data also demonstrated that almost 80 per cent of the cohort successfully transferred from primary to secondary school.

The national data shows a steady and disproportionate decline in the progression of Gypsy, Roma and Traveller pupils from one year group to the next throughout Key Stages 3 and 4. The table below (5.1) provides a comparison between Gypsy, Roma and Traveller and non-Gypsy, Roma and Traveller pupils' progression from the end of KS2 (Year 6) to the end of KS4 (Year 11), by identifying the proportion of the Year 6 pupils that remain in each year. The figures show that the overall pattern of dropout from year to year is broadly similar for both groups, although the percentage of Gypsy, Roma and Traveller pupils missing from the data set at each stage is by far higher. By Year 11, only 50.9 per cent of Gypsy, Roma and Traveller pupils were recorded on school rolls compared with 92.4 per cent of non-Gypsy, Roma and Traveller pupils.

Table 5.1 Retention of Gypsy, Roma and Traveller pupils between end of KS2 and end of KS4 compared to non-Gypsy, Roma and Traveller pupils

Year group	% of all Gypsy, Roma and Traveller pupils	% non-Gypsy, Roma and Traveller pupils
Year 6	100	100
Year 7	79.5	96.4
Year 8	73.4	95.7
Year 9	63.6	93.9
Year 10	61.0	94.2
Year 11	50.9	92.4
Base (n)	*1389*	*606368*

Source: National Pupil Database, 2008

Figure 5.1 show this data in graphical form

Figure 5.1 Retention of pupils between Y6 and Y11

The most vulnerable point (as far as retention is concerned) appears to be the transition between Year 6 and Year 7 which almost always involves a change in school from primary to secondary. Just over 20 per cent of Gypsy, Roma and Traveller pupils were missing from the data by the end of the first term in Year 7. Since the PLASC data is collected in January each year, the proportion of pupils who failed to transfer altogether cannot be determined as some pupils may have transferred but then dropped out within the first term. The data also suggests that Year 8 may be a potentially vulnerable time (confirming earlier findings), as is Year 10, when pupils reach the age of 14 and may be considered adults within their communities with occupational opportunities to hand.

When this data is analysed further, some differences are apparent between different Gypsy, Roma and Traveller communities.

Figure 5.2:   Retention of Gypsy, Roma and Traveller pupils between end of KS2 and end of KS4 by sub-groups
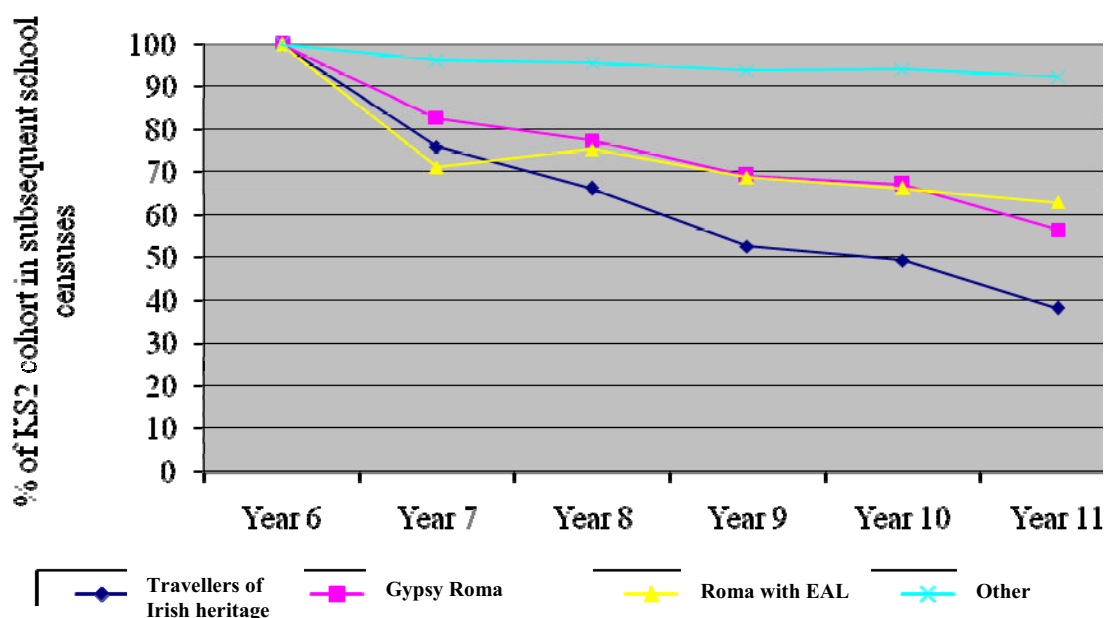
The data here indicates that Roma pupils with EAL have the highest retention rate, with just over 63 per cent remaining in school until Year 11. Travellers of Irish heritage, on the other hand, left school earlier than the other groups, with only 38.3 per cent reaching Year 11.

Again, the data suggests that there are potential hot spots linked to slight increases in pupil drop-out at the point of secondary transfer and, to a lesser extent, during Year 8 and Year 10.

In considering whether boys are proportionately more likely than girls to drop out of secondary school early (as suggested in earlier studies, for example Derrington and Kendall, 2004; 2007), the national data was analysed by gender and ethnicity.
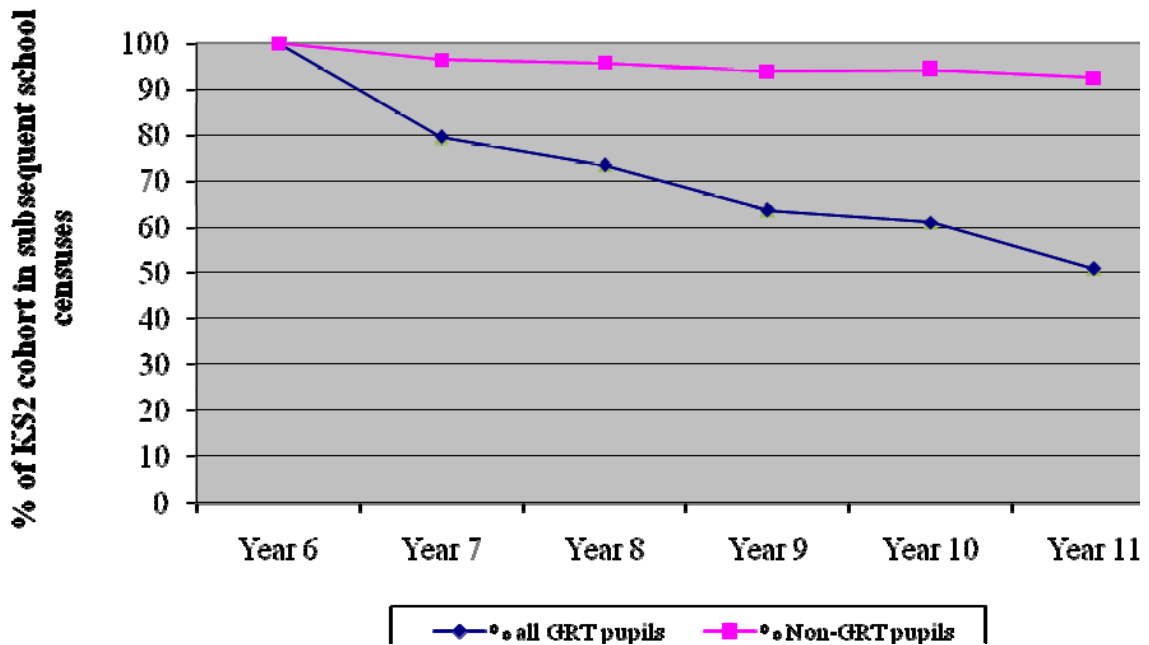
Table 5.2 Retention of Gypsy, Roma and Traveller pupils between end of KS2 and end of KS4 by different Gypsy, Roma and Traveller communities

Year Group	Travellers of Irish heritage		Gypsy/Roma		Roma - EAL		National	
	m	f	m	f	m	f	m	f
	%		%		%		%	
Year 6	100	100	100	100	100	100	100	100
Year 7	74.2	78.0	82.3	83.4	71.9	70.8	96.4	96.3
Year 8	65.4	67.2	76.8	78.2	73.7	76.9	95.6	95.8
Year 9	50.0	55.6	68.3	70.5	68.4	69.2	93.7	94.1
Year 10	47.5	51.5	64.0	70.5	68.4	64.6	93.9	94.4
Year 11	35.0	41.5	52.3	61.4	64.9	61.5	91.9	93.0
Base (n)	*240*	*241*	*400*	*386*	*57*	*65*	*310244*	*296124*

Source: National Pupil Database, 2008

The data presented in the above table indicates that boys may be more vulnerable than girls in terms of their retention in school to the age of 16, with the exception of Roma (with EAL) boys who were slightly more likely to reach Year 11 than their female counterparts. This pattern of retention could be linked to fewer opportunities for Roma boys (whose families may have only recently arrived in this country) to join established family businesses, hence a greater incentive to gain vocational or academic qualifications.

The national data shows that almost 30 per cent of Gypsy, Roma and Traveller pupils attended more than one secondary school over the five-year period (compared with 18 per cent of non-Gypsy, Roma and Traveller pupils). A slightly higher proportion of Roma girls with EAL (36.8 per cent) changed secondary schools. It is not clear from the data obtained, however, whether this movement between schools was related to voluntary or enforced family travelling patterns or whether it was a result of 'managed moves' to avoid permanent exclusion.

Possible explanations for the drop-out of almost half of all Gypsy, Roma and Traveller pupils between Year 6 and Year 11 are explored later in the chapter.

5.3   Findings from the survey schools

Headteachers surveyed in 2007 were asked to estimate the total numbers of Gypsy, Roma and Traveller pupils in each year group (irrespective of whether they have officially self ascribed or not) who would regard themselves as being from those

communities. Table 5.3 below provides a breakdown of the data collected from the sample of 128 secondary school headteachers that responded.

Table 5.3 Numbers of Gypsy, Roma and Traveller pupils reported in each year group

	Y7	Y8	Y9	Y10	Y11	Y12	Y13	Total
Gypsy	40	44	37	44	32	4	3	204
Roma	24	26	29	29	20	4	3	135
Irish Traveller	27	26	22	17	13	0	1	106
Fairground/Show People	3	5	6	5	8	1	0	28
Circus families	0	0	0	0	0	0	0	0
New Travellers	1	0	0	1	0	0	0	2
Total	95	101	95	96	73	9	6	475

Source: NFER survey of primary and secondary headteachers, 2007

The data presented here shows a substantial drop in numbers of pupils reported in Years 12 and 13 (sixth form), although it should be pointed out that many schools that participated catered for pupils up to Y11 only.

5.4   The case-study data

Visits were made to ten secondary schools as part of the case-study phase of the research. The number of Gypsy, Roma and Traveller pupils in each year group provided by case-study schools (in the 2007 questionnaire), and confirmed at the time of our visit, are shown in the table below:

Table 5.4 Number of Gypsy, Roma and Traveller pupils by year group in the case-study schools

Schools	Y7	Y8	Y9	Y10	Y11	Y12	Y13	Gypsy, Roma, Traveller groups
1	7	2	16	10	11	7	6	All Roma
2	3	4	4	3	2	N/A	N/A	Mainly Roma
3	7	4	6	4	0	0	0	All Gypsy
4	1	4	5	1	3	N/A	N/A	Mainly Roma
5	4	6	2	0	0	0	0	All Irish Traveller
6	4	6	6	6	5	N/A	N/A	Mainly Gypsy
7	12	10	6	14	6	N/A	N/A	All Roma
8	6	7	2	3	4	N/A	N/A	All Gypsy
9	8	2	3	7	4	N/A	N/A	All Roma
10	10	11	9	10	2	N/A	N/A	Mainly Irish Traveller

Source: NFER survey of primary and secondary headteachers, 2007

Table 5.4 shows that seven of our ten secondary schools did not cater for Year 12 and 13 pupils. Of the three that did, one, an Academy, had successfully retained a number of its Roma pupils in the sixth form. The figures for most of the schools show a drop in numbers as pupils progress into KS4, although, interestingly, figures for some of the schools, particularly those with Roma pupils, show higher numbers of pupils in Years 10 and/or 11. In line with the national data, figures for the case-study schools with all, or mainly, Travellers of Irish heritage as a group, show very few pupils in Year 11.

Interviews and focus group discussions were conducted in each school with staff, governors, local authority representatives, pupils and parents. The following section identifies factors perceived to encourage retention as well as perceived barriers that may prevent pupils from staying in secondary school to Year 11 and beyond.

5.4.1   What helps to encourage retention?

Inclusive ethos

When reflecting on the reasons why some Gypsy, Roma and Traveller pupils buck the historical trend and continued to engage in secondary education, several school staff members and governors that were interviewed referred to a culture, or climate, of inclusion that permeated policy and practice in their organisations. These interviewees presented a positive view of 'difference' in which diversity was seen as a form of enrichment for the school community, rather than a disadvantage or problem to be overcome or passed on to other more 'specialist' colleagues. As one TESS teacher put it; 'there is no feeling of 'we don't want these Travellers here' and this message was, in his opinion, directly linked to the school's success in retaining pupils.

In some schools, a strong and distinctive inclusive ethos was clearly driven by school leaders who acted as proponents of inclusive practices, fostered a vision where individuality is celebrated and who were prepared to take risks and look for innovative solutions to include all students. One school leader, for example, took outreach action to make links with the Roma community and encouraged a large number of 'out-of-school' children to enrol as a result. In another school, the headteacher was described by staff who were interviewed as inspirational in her commitment to inclusion: 'I've never heard the head say we can't afford a person who can help students' progress... computers may not get upgraded, but never when it's the human side'. This 'can do' approach, fostered and supported by senior leadership teams and external agencies, seemed to encourage a collegiate culture; 'the school is like a family' in which multiple identities were acknowledged and celebrated. The

climate of inclusion was perhaps more obvious in those schools with diverse populations, where staff and students spoke many different languages between them and where there was empathy for new arrivals.

An emphasis on developing emotional literacy and social skills was also identified in descriptions of inclusive practice in culturally-responsive schools. Several interviewees mentioned peer support initiatives such as mentoring and, in one school, all members of staff had received Social and Emotional Aspects of Learning (SEAL) training. Elsewhere, a nurture group type of provision had been established specifically for pupils in Year 8 who were considered to be 'vulnerable' and in a different school, a horticultural therapist provided one-to-one provision where pupils could engage in practical activities whilst talking through their problems.

In some schools, interviewees described comprehensive induction programmes that had been introduced to help and prepare newly arrived pupils with limited English, or Year 7 pupils with weak basic skills. In these cases, pupils would be taught separately as a group before being integrated into mainstream classes. Whilst the aim of this approach was to help pupils cope more easily and therefore feel more included and confident in the longer term, some interviewees suggested that it could serve to reinforce a sense of separateness if pupils spent too much time in such provision 'the longer it goes on ...the harder it is to get back in'. Whilst pupils and parents were supportive of the targeted provision and felt that pupils would not otherwise receive the help they needed in mainstream lessons, some commentators may question whether this complies with inclusive principles.

Interestingly, focus group discussions with Gypsy, Roma and Traveller pupils did not always reflect the optimistic perspectives of the staff in relation to inclusive practice. Although some pupils agreed that the other children in the school were friendly towards them or that they had a mixture of friends including 'Gaujes'[9] and those from their own community, it was more common for pupils to say that 'other' pupils were unfriendly and that they were 'picked on.' The majority of pupils maintained that their friends at school were other Travellers (including those in different year groups), 'we just get on better with them'. The pupils also mentioned that they are not always allowed out by their parents after school, which limited social contact with non-Traveller peers.

This notion was borne out by staff who acknowledged that Gypsy, Roma and Traveller pupils 'stuck together' which did not help with social cohesion. However,

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[9] A Romani term used to describe a non-Traveller.

this was not seen as particularly problematic, with the exception of one example where a teacher recalled a time when Roma pupils walked around the school 'crocodile fashion' in a large extended friendship group and where individual disputes could easily escalate into community conflicts. This teacher reflected that the situation had 'improved a lot' since that time and one response had been to set up a Boxercise club in school to tackle inter-racial tension and encourage friendships between Roma and white working class pupils.

Safety and trust

Descriptions of inclusive practice also included examples of staff investing in relationships with parents and families, to help reduce barriers to learner participation and encourage pupils to stay and progress through the school. Parental anxiety about their children's physical and emotional well-being in secondary education is well evidenced in the literature and, as Derrington and Kendall (2004) concluded, the onus on secondary schools to win the trust of Gypsy and Traveller parents is commonplace. Unlike the experience in most primary schools, parents typically find it more difficult to gain direct access to secondary school leaders and subject teachers to discuss their concerns. Equally, not all Gypsy, Roma and Traveller parents have spent time as pupils in the secondary school environment, which can seem alien and daunting. A feature of the case-study schools was that certain individual members of staff seemed to work tirelessly and went 'the extra mile' to build and foster relationships with Gypsy, Roma and Traveller parents who, as a result, felt able to come into school to discuss their children's needs and progress.

> *In some schools parents can be wary of coming into school but because of* [name] *they come in here. They trust the school but it's been a long journey, it's not happened overnight.*
>
> Teacher

In the case of schools with Roma pupils, multilingual teachers or family workers were able to converse freely with parents who had little or no English.

Winning the trust of parents and reassuring them that their children were safe in school was regarded as crucial by the staff interviewed. By adopting a proactive stance and developing strong partnerships in this way, a sense of loyalty became apparent which enabled a more open and trusting dialogue to be held when tensions arose and needed to be resolved amicably. In this respect, these key members of staff often took on the role of mediator. However, the case studies also confirmed the suggestion (ibid) that whilst parental support is important (and examples were cited where parents had supported the school and refused to allow their children to leave

school early), responsibility for deciding whether or not to remain in secondary school is sometimes passed to the young people themselves and, if they are unhappy, then parents will not compel them to attend. The following quote from one of the parents in a focus group discussion illustrates this well.

> *I can see the benefits, as a parent, but he's got itchy feet and was feeling a bit pressured 'cos he knew he could leave. If he said 'Mam I've had enough', he knows that we'd support him in that. So he was fighting with his own self. He was having to do things in school that he didn't think was necessary, baking and dance and that and he's a big old butch fella you know! He was saying 'I feel like I'm a Gauje and I should be going out to work with me dad' and he was arguing with his own self and he was quite depressed. It was hard for him emotionally. So we had a meeting in the school and I said 'come out of school then baby and get home education until you can go to college at 16'... but he took it on his own and said 'no I done this much, I'll see it through to the end now.' He does regret coming here in the first place but he won't pull out now. But he has said to me 'I wouldn't let me brother come though Mam to be honest.' He feels like he don't fit in properly.*

This extract also highlights issues around identity and pressures relating to cultural dissonance. This phenomenon has been examined in the previous chapter and was a feature recognised widely by staff and parents in discussions around retention. One support assistant for example observed:

> *There is a point where they go past their 'sell-by date'. They have a different culture, they're older beyond their years ... their maturity. They must feel it in their blood that it's time to work and it's time to be doing something else.*

The mother quoted above implied that her son's mental health was being affected as a result of this dissonance. Derrington (2007) has suggested that cultural dissonance may be inevitable, but that Gypsy, Roma and Traveller pupils generally avoid psychological discomfort (manifested by depression or anxiety) by adopting particular coping strategies for dealing with this (as well as experiences of racism) in secondary school. Adaptive (or productive) coping strategies include seeking social support from cultural peers, 'who understand me basically', or mixing freely with peers from the dominant culture, by working hard and through cognitive re-framing. Maladaptive coping strategies include responding with physical or verbal defence (Fight), self-exclusion (Flight) and denial, or masking, of their ethnic identity (Playing White).

Examples of these maladaptive coping strategies were identified during interviews and focus groups. One group of Gypsy pupils claimed that they would stay in school and attend every day if they could be taught separately as a discrete group away from other pupils (self-exclusion). Others said they hid their identity and 'Played White.' In

the case of European Roma pupils, this particular protective strategy may be related more to their experiences of racism in their home countries.

> *No one knows I'm a Gypsy.*
>
> Slovakian Roma girl, Year 11

> *When I came here I never said I was Roma. I was always Polish in school. Basically I was worried 'cos when I listen to other kids' conversations they say 'look at him, he's a Gypsy!' and they laugh at him. So I think if I say I'm a Gypsy they'll laugh at me as well.*
>
> Roma support worker

Interestingly, in the same school, pupils said they were happy to describe themselves as 'Roma', 'but if you say Gypsy the other students cuss you and say "I can't be your friend".' This suggests that other pupils have not made a connection between Roma and Gypsy people.[10] Some of the staff interviewed showed a heightened awareness of the potential issues and sensitivities around identity. 'We have just done the Holocaust and I did ask them if they wanted to look at Travellers within that and they didn't want to do it because they didn't want to suddenly be the centre of attention. It is about sensitivity'. Another teacher spoke about the need to 'get the balance between acknowledging and celebrating their [Gypsy, Roma and Traveller] culture, but not making them stand out as being different.' As one family support worker put it:

> *Traveller pupils are very proud of their heritage and culture and need to be given the opportunity to value and celebrate this, but this is only just one part of their entire school experience. They are Travellers, but they are also school pupils.*

Psycho-social factors are important to consider. If Gypsy, Roma and Traveller pupils are unhappy in school, they are unlikely to achieve and may well self-exclude or behave in a manner that leads to exclusion. Self-exclusion includes the option of elective home education which, according to one teacher, was starting to be seen as an easier (and legitimate) way out of a difficult situation. Another teacher concurred and warned of a snowball effect, 'if one of those goes home-ed, others are likely to follow. Especially if some are having 'wobbles' at school'.

Promoting high expectations

Despite cultural pressures to leave school early and take up adult roles in the community, the study shows that just over half of the national cohort tracked, did stay

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[10] Roma is a generic term used to describe many different groups of Romani people including, for example, Gypsies, Tsiganes, Sinti Kalé, and Romanichal.

in school until at least the age of 16. In the parent focus groups, several participants said they recognised that times had changed and that it was important for their sons and daughters to obtain GCSE qualifications that would open up more opportunities for further education and securing 'a good job' in the future. There were also instances reported of families choosing not to travel during term time in order to maximise opportunities for success. In the focus group discussions with pupils, these views were largely echoed, although in one school, the majority of pupils in the focus group said that there was little point in them being in school and claimed that they only stayed to avoid their parents from being prosecuted.

More commonly, staying on in school to take GCSEs was seen as a means to an end, even though there was a scripted perception that 'English and maths are all you need ... and ICT'. One mother predicted that her son would pass his GCSEs but then, 'put 'em in his back pocket and just sit on 'em for a couple of years and go out hawking with his dad. I don't think he's going to use what he's got immediately'. If the prognosis for achievement in GCSE examinations seemed doubtful, then this could jeopardise retention. In one case, a pupil was pulled out of school because his parents thought he would not achieve good enough grades to get into a further education (FE) college and follow a vocational course there. This may go some way to explain the apparent rise in drop-out rates during Year 10.

Tracking data from the national cohort also suggests that Gypsy Traveller boys are more likely than girls to leave school before Year 11. This perception was confirmed in some of the focus group discussions, for example, one of the boys expressed the opinion that Gypsy fathers want their girls to get a good education and get a job, but sons are expected to join their fathers and male relatives at work. Another male Gypsy pupil told the researchers that his brother had left school at 13 to work with their father and that he intended to do the same when he was 15. Most of the parents of Gypsy and Traveller boys said they wanted their sons to have a trade of some sort.

When considering destinations beyond Year 11, most participants in the case-study phase talked about vocational courses at FE college or, in the case of one school, at sixth form. School staff noted that where pupils had older brothers and sisters who had gone on to college, this served as a motivating effect and drove them on to succeed. One school planned to invite former pupils back to talk to pupils about their experiences and achievement in college:

> *If we have these role models of boys going through school, being successful and going on to college, that's breaking the cycle, developing an ethos of staying on.*

Headteacher

In another school, a young Roma male was employed as a support assistant and provided a very effective role model for students.

Few references overall were made by pupils or their parents to academic aspirations, including options for Higher Education and professional careers. Staff in one school emphasised the need to raise aspirations and had been working closely with local universities to encourage pupils to aim higher. More commonly, colleges of Further Education were the expected destination. 'They know they can get into the local college with very low GCSEs, they have no ambition to go on to university so they are very easily satisfied which is really frustrating'. One Year 9 pupil told the researchers that he was in high sets for all subjects but really wanted to be in the vocational group because they were doing construction.

In the meantime, for those that do stay in school to take GCSEs, the prospect of continued progression into FE colleges to study for vocational qualifications does appear to be attractive to the pupils and their parents, and there is evidence that schools work hard to establish this expectation and open up new horizons for these young people. Close partnership working with Connexions in one of the schools ensured that all the Roma pupils applied for a college course. They would be reminded about their college appointments and when the young people collected their examination results, a member of staff and the Connexions worker were on hand to give immediate advice about accessing and securing college placements. These pupils were also given an EAL option which allowed them to drop one GCSE subject and have extra time to do coursework and catch-up sessions in the EAL unit to boost their grades.

Another school claimed to overcome the pattern of drop-out amongst Gypsy, Roma and Traveller pupils by using mentors and counsellors to raise the pupils' awareness of the labour market and explaining that they may need a 'fall back' position in case they are not able to go into the family business. 'We do a lot of taster sessions and often the children see things at college that they want to do, for example, equine studies ... hair and beauty'.

Vocational curriculum

Improvements in retention rates may be linked to a more flexible approach to the curriculum in KS4. As one school leader put it, 'the curriculum is the heart of the school but is it appropriate [for all pupils]?' In this school, which was in an area

where the selective education system existed, all students took part in a vocational 'round robin' in Year 9 and were able to choose from a menu of vocational options from Year 10. Elsewhere, the intention to provide an effective vocational (or alternative) route relied strongly on funding streams and available options in local FE colleges. In some cases this could lead to rather ad hoc packages designed to engage the young people throughout the week. A TESS coordinator explained:

> *The reality is the kids may spend one or two days in college and the rest of the time they are doing ASDAN[11] type courses and that can be hard to 'sell' to parents and it's not quite what a lot of the kids might be expecting.*

This problem was also raised by a parent in one of the focus groups who was angry that her son (along with a number of other Travellers) did not get onto the over-subscribed construction course he applied for and was put on a motor mechanics course instead. This parent felt let down and misled:

> *That was the whole reason for him to come here – to do the college, what he wanted to do. And what me and his dad wanted him to do and that were the only reason he were allowed to come to this school.*

In this and in another case-study school, teachers took it upon themselves to champion the rights of their Gypsy, Roma and Traveller pupils and challenge existing policy and practice in their partner FE colleges in order to achieve more equitable outcomes, 'We fought that battle and won it'. In both cases, necessary developments were achieved and relationships between the school and college were restored.

A lot of the parents wanted greater flexibility in the curriculum at an earlier age than schools usually offer. It was generally agreed by all groups of participants that offering vocational or alternative provision in Year 9 rather than Year 10, would be the ideal scenario. In two of the case study schools, pupils in Year 9 were offered three year vocational pathways (which they opted for in Year 8) and could study a bespoke curriculum with options in construction, hair and beauty, painting and decorating, leisure pursuits, life skills and community work. In a different school, pupils were able to access extended work placements in establishments which were related to family businesses.

There was a feeling amongst staff that the 14-19 reform and the personalisation agendas were helping pave the way for schools, whereas in the past it was often left

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[11] The Award Scheme Development and Accreditation Network (ASDAN) is a curriculum development organisation and awarding body. It provides opportunities for learners to develop their personal and social attributes and levels of achievement through ASDAN awards and resources.

up to the TESS to push for alternative provision for Gypsy, Roma and Traveller pupils. However, with these developments comes the need to heighten the awareness of all providers, as well as employers, if young Gypsy, Roma and Traveller people are to enjoy the same opportunities as their peers.

> *One thing we have found is that when they leave school and apply for a job, the employers don't want to know because they are Travellers. It's the address, at the site. It's wrong...it's just how it is.*
>
> Traveller parent

6.   'Soft' outcomes

If we are turning out students who are emotionally well balanced, happy, confident, know where they are going, are sure of their roots and culture, then have we done a good job? (Teacher)

6.1   Introduction

Alongside impacts on attendance, attainment, transfer and retention, interviewees discussed various 'softer outcomes' during case-study visits. Although difficult to define, soft outcomes were said to encompass a range of desired states or results that could be achieved for Gypsy, Roma and Traveller pupils whilst at school. Some interviewees spoke of softer outcomes in terms of the outcomes specified in the Every Child Matters agenda, including a focus on enjoyment and health and well-being, in addition to the focus on affective outcomes such as attitudes, motivation, engagement and emotional literacy. This chapter explores case-study interviewees' thoughts on the value of considering/promoting softer outcomes for these groups of pupils and then considers the ways in which they can be pursued.

6.2   The value of improving softer outcomes for pupils

As noted in the literature review conducted for this research, it is widely acknowledged that, (as with other individuals and groups of pupils), Gypsy, Roma and Traveller pupils (and communities) face a range of social, cultural, economic and systemic barriers to maximising their experience of school and education. Interviewees highlighted the need to pursue softer outcomes as an essential basis for generating success in the more quantifiable outcomes, especially attendance and attainment. When discussing softer outcomes, a variety of issues arose including what constitutes 'soft outcomes' and how they could be measured/monitored. Typical elements of soft outcomes included improvements in behaviour and attitude, engagement with peers and school/other agency staff, as well as developments in self-confidence and self esteem, motivation and aspiration.

Frequently, the importance of meeting this wide range of pupils' needs was seen to be taken for granted and embedded in the everyday culture, ethos and practice of a school. Hence, the pursuit of softer outcomes, and other impacts more easily identifiable and directly measurable, was seen to be heavily interdependent.

6.3   Promoting health and well-being

In terms of health and well-being, school staff, and other agency interviewees noted that some Gypsy, Roma and Traveller pupils faced significant difficulties and disadvantages in accessing appropriate support and services.

> *It is holistic, it is not just an education problem, it's everything, housing is wrong, health is wrong, access to just about every agency you can think of is wrong, we have to get back to basics and create a responsibility and a belief that they belong before we can do anything else.*
>
> <div align="right">Police representative</div>

Hence, the link between meeting wider needs and increasing educational attainment was highlighted, and it was suggested that 'better quality sites give them [pupils] a better quality of life in terms of education', because of security of tenure and the lower likelihood of disturbance or unplanned moves. As a result, a partnership approach had been developed in this context in which a whole range of statutory and third sector agencies were working together, closely with the school, to pursue a range of softer outcomes for pupils and their families.

Other schools also employed a variety of strategies to improve wider outcomes, including whole-school level approaches, such as the provision of healthy meals and the promotion of active lifestyles. In addition, there was close working with other specialists, namely TESS and other local authority partners, to signpost and support access to relevant provision and services. The expanding remit of schools acting as community-based organisations, with increased commitment to full-service delivery, was seen as a suitable context in which to work towards meeting the wider, non-educational/learning needs of pupils.

Some interviewees did, however, note that there were still difficulties in accessing input and provision from other non-educational agencies, such as specialist health-related services. Interviewees from several schools suggested that school staff were well placed to act as intermediaries in relationships between health/social care provision and Gypsy, Roma and Traveller families.

> *Recently, I was involved in the Joint Area Review and picked up that there were issues to do with health. Addresses were not often correct so letters were not reaching families and appointments were not going through. We have to be advocates for the families.*
>
> <div align="right">SENCO</div>

In addition, it was recognised that there were also challenges in encouraging buy-in from the families themselves. Hence, involving families in early years provision was seen as an effective way of encouraging parents to access some of the health-related services on offer in, or through, the school setting.

Fostering relationships with Gypsy, Roma and Traveller families, including home and site visits provided effective means of developing school staffs' understanding of the contexts and backgrounds of their pupils. The role of key, identifiable personnel (either from the school or from the TESS) was seen as essential in this. Well-being could be enhanced when pupils and families knew there was someone in the school they could approach with any issues and problems. The importance of this was stressed at both primary and secondary level.

> *All the other children have someone of their own to go to in school, but Gypsies don't have anyone. There needs to be a Gypsy working in schools.*
>
> Gypsy parent

6.4   Engagement

Alongside health and well-being related outcomes, interviewees highlighted the need to work towards increasing the two main (and not mutually exclusive) elements of pupil engagement and pupil enjoyment of school. These were seen to be crucial elements underpinning all other strategies, approaches and attempts to improve educational outcomes for these pupils. Fundamentally, if pupils enjoyed school, they were more likely to have better attendance, and when at school, were more likely to engage and participate in the activities and experiences it offered. As such, their achievement and attainment could benefit.

Attempts to increase pupil engagement with school and learning included the following strategies:

- make the school experience more attractive and welcoming;
- engagement of family and community members in the life of the school;
- make the life and work of the school appear more relevant.

6.4.1 Make the school experience more attractive and welcoming

Maximising pupils' relationships with, and experience of, school, including the extent to which they felt part of the wider school community, was identified as a key soft outcome to be achieved.

School-level approaches

Interviewees, particularly those from schools with the most diverse ethnic groupings, highlighted the need to support integration and cohesion within the school. This could be achieved by fostering and developing **a school ethos and identity** which welcomes and celebrates diversity, encouraging feelings of safety and belonging for different pupils – including those from Gypsy, Roma and Traveller communities.

> *We have a strong pastoral structure. We are described as a welcoming school, we are more confident now.*
>
> Headteacher

> *The school has a reputation for being a very caring, supportive school that embraces difference. As a parent you feel reassured, you know they will get a good education but they will also be looked at individually for what they need.*
>
> School governor

Several interviewees highlighted the development of comprehensive induction programmes for newly arrived (or returning) pupils. This was seen to be of particular value to Roma pupils in easing their transition into the school, the education system, and into the structures and processes of a new country. A key part of this in the school is the buddy system – having someone speaking the same language in the school is seen as highly effective in helping students to settle and adjust to their new contexts.

The need to **track** levels of involvement and participation in the life of the school was raised as a means of identifying where additional attention was required to ensure pupils' engagement:

> *We have compiled a report to governors on equality and diversity. We have checked how many of our vulnerable groups access school life, so how many Gypsy, Roma and Traveller pupils go on the school residential, how many take up activities, how many access more expensive activities to see if we need to support financially. It's to check that we are fully inclusive.*
>
> SENCO

The **employment** of community members was also seen as an effective means of supporting pupils' engagement and connection with the school. In order to maximise

the impact of this, community members need to be employed in significant roles and positions of responsibility. Hence, acting as learning mentors and role models, community members can assist in consolidating pupils' attachment to the school, increasing their confidence that they belong, can achieve at and can enjoy school. In one case-study school, a Traveller parent employed as a teaching assistant was also a member of the school's governing body. Several school and local authority interviewees in other areas noted that, despite encouragement, they had been unsuccessful in their attempts to secure Gypsy, Roma and Traveller community members' involvement in this way.

Representatives of a primary school noted that considerable efforts had been made to build trusting relationships with parents and the approachability and credibility of the school had been enhanced by the employment of community members. It was contended that parents felt happier, so were more likely to support pupils' attendance. Visits from ex-pupils with successful post-school progression were seen as an effective means of increasing pupil **motivation and aspiration**. A third sector representative noted that in one secondary school, for example, pupils' engagement with school was increasing because of the growing awareness of the success and progression experienced by other Traveller pupils:

> *There are now good role models with young people who have gone through school and done well, so the underlying message is that school is good.*
>
> Third sector representative

Similarly, in another secondary school, several current pupils were said to be fulfilling highly effective roles as mentors for others:

> *Some of these kids are now role models – they are not the trouble-makers they would have been seen as a few years ago. They are achieving and enjoying coming to school and they are helping to make the school an attractive place to be.*
>
> Headteacher

Participation in national schemes and programmes could enhance a school's ability to promote feelings of inclusion and cohesion amongst Gypsy, Roma and Traveller pupils. Several primary school representatives noted their schools' involvement in the National Strategies' Gypsy, Roma and Traveller Achievement Programme, with a special focus on early years. In terms of soft outcomes, increased engagement in early years settings could be a potentially significant factor in (i) maintaining a connection with the school and education in general, and (ii) empowering pupils to engage and

achieve in relation to literacy and numeracy at primary school, so increasing their potential to successfully transfer to, and remain at, secondary school. Initial presence at primary school (often based on a successful experience in an early years setting) is an essential building block for subsequent positive educational experience and performance.

Individual pupil-level approaches

Pupil-level approaches included schools placing significant emphasis on circle time activities to directly support inclusion and personal, social development, complemented by strict moral and behaviour codes. In one primary school, these strategies were said to be made more effective by the presence of a large on-site unit for children with SEN, including many with physical disabilities. This was seen to help to promote positive and anti-discriminatory thoughts and behaviours throughout the whole school community, and as such, Traveller pupils were said to feel a greater connection to the school.

In another primary school, staff and parents of Traveller pupils noted that families feel that their children are safe in this particular school. Whilst parents highlighted the atmosphere of the school as a key part of this, some staff identified the school's focus on working with pupils on an individual level. It was suggested that the school's commitment to providing high levels of pastoral support, again complementing a 'tight behaviour policy', supported the drive to nurture pupils and address the emotional roots of challenging behaviour. Developing pupils' emotional literacy was seen as an essential basis for all other work and relationships in the school.

Similarly, interviewees from another primary school stressed the importance of the school's emphasis on developing pupils' emotional intelligence, through PSHE education and SEAL, the ECM agenda and approaches such as Webster Stratton[12]. A key underlying principle of this school's approach to increasing pupils' self esteem involved a focus on generating understandings and applications of different cultures, on individual pupil- and whole-school levels. Interviewees from a primary school cited the example of a pupil who, following 11 fixed-term exclusions for aggressive and bullying behaviour, was at risk of permanent exclusion. The school had deployed significant resources to enable one-to-one support to help the pupil celebrate elements of his culture and background as a basis for increasing his self-esteem and tackling the roots of his bullying behaviour.

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[12] A positive parenting programme.

Hence, interviewees from different schools supported humanistic perspectives on learning and promoted the assertion that if pupils are not happy, their attainment will be negatively affected. As a result, these schools employed staff in support roles to ensure that individual needs are met and pupils receive individual one-to-one attention. One interviewee noted that, 'children are made to feel valued, whatever stage they are at with their learning'. In this particular school, two teaching assistants had special responsibility for supporting Gypsies and Travellers as part of the school's inclusion agenda. In this way, schools were demonstrating a commitment to fulfilling softer outcomes through the direct deployment of resources.

Training

The softer outcomes of integration, cohesion and feeling safe can be supported where the school is committed to providing quality **training and awareness-raising for staff** – often delivered by specialists from TESS. Interviewees suggested that pupils will feel more settled if staff have, and demonstrate, genuine understandings of their backgrounds and cultures. One primary school, for example, had taken part in a local authority-run equalities project, and the SENCO from a secondary school had the opportunity to travel to the country of origin of a group of Roma pupils.

Similarly, interviewees from another secondary school suggested that securing and improving pupils' engagement with, and trust of the school required firm demonstrations that staff understood them as individuals:

> *We recognise that the Traveller community is not a homogeneous one … The way we work with them is not to define them as a group.*
>
> Headteacher

6.4.2 Engagement of family and community members in the life of the school.

Interviewees from some case-study schools highlighted the need to secure improved parental involvement with the school. Staff from a primary school, for example, noted that there had been an increase in both the quantity and quality of parental interaction with the school. Improved relationships were evidenced by improved attendance at parents' evenings and greater support for school activities. Interviewees highlighted parents' increasing willingness to allow their children to attend school trips and events as a key part of this. The school had achieved this situation through building trust and respect, demonstrating understanding of Traveller culture(s) and reasons for parents' worries and concerns and supplying quality information in a timely fashion. In terms

of outcomes for pupils, interviewees suggested that this improved school-parent relationship led to greater integration into the wider social and cultural life of the school, with possible implications for inclusion and mixing of Travellers and non-Travellers. Pupils' experiences are enhanced and their potential for benefiting from school opportunities can be increased.

Similarly, staff at a secondary school were said to 'work very hard at nurturing and mentoring [Roma] pupils' to increase their engagement with school. Much of this stems from the joint working of school and TESS staff with mentors working with families (especially newly-arrived families) to help them settle. Hence, a key soft outcome necessary for successful pupil engagement relates to increased engagement of, and relationship-building with, parents, families and the communities.

6.4.3   Make the life and work of the school appear more relevant

> *It is about making the curriculum relevant and making school welcoming, as well as making sure Traveller culture is incorporated into the whole-school ethos.*
>
> TESS teacher

In terms of pursuing softer outcomes of engagement and enjoyment, interviewees from both primary and secondary schools noted that certain areas of the curriculum were particularly attractive to Gypsy, Traveller and Roma pupils. Drama activities were seen as particularly effective in engaging students and were also regarded as an effective means of increasing self-esteem, supporting attendance (as noted in Chapter 3), and also for encouraging parents to come into school (increasing their connection and strengthen relationships) by attending performances.

In order to successfully engage pupils, lessons and curriculum content (and means of delivery) need to be accessible and seen as relevant and interesting to them. Interviewees spoke of the effectiveness of devising bespoke curriculum pathways for each pupil, based on their interests, strengths and possible progression intentions. Alternative, work-related and vocational provision, as well as out-of-hours activities – such as sports and leisure activities – were seen as effective approaches which could be used to foster pupil engagement and enjoyment.

> *We recognise their strengths and give them things to work to that lets these talents come out, like drawing, or working in the school garden – parents are really grateful that we give them these opportunities.*
>
> Teacher

Several secondary school staff also noted the importance of having sufficient scope and flexibility within the curriculum to allow the school to, 'work to the strengths of the pupils to raise their self esteem'. In practice, this entailed conducting initial assessments of newly arrived pupils to find out about the person and their interests, rather than just focussing on past academic performance. Having gained some background information on individuals, school staff could use this to encourage pupils to participate in related activities at school. An example of this involved finding out what languages particular pupils spoke, then trying to find an appropriate GCSE so that they could achieve straight away, boosting their self esteem, so encouraging engagement with school and learning.

In another secondary school, it was suggested that the pursuit of an enterprise-related curriculum supported Traveller pupils' engagement as pupils and families recognised the value and relevance of the content available to them:

> *The business and enterprise culture that we're promoting here is making a difference. It is helping to engage them and make them see that education can help them increase their future opportunities – help them set up on their own.*
>
> Headteacher

Several primary school interviewees highlighted the effectiveness of curriculum enrichment days whereby practical examples of Traveller cultures and lifestyles were used to explore areas of the curriculum. This helped to promote integration and improved the self-esteem and confidence of the Traveller pupils involved. Firstly, it was suggested that using such curriculum content could help make newly-arrived pupils feel more welcome in the class. Secondly, it could encourage all class members to understand more about each others' cultures and backgrounds.

In addition, following the learning outside the classroom agenda, for example, which can include the transfer of learning activities to spaces outside the classroom environments, was seen as particularly effective. Many pupils, including Traveller pupils, may feel increased levels of comfort and confidence in such non-traditional learning environments.

6.5   Increasing enjoyment

> *Over previous decades, there is a feeling that Travellers have had a good experience here, and it's not all been about exams.*
>
> Teacher

Although inextricably linked with engagement, interviewees also highlighted the importance of trying to make the school experience enjoyable for pupils. Efforts to increase enjoyment of school and education were seen to be especially important at specific times, such as the time surrounding the transition from the primary to secondary phase. As a result, one secondary school, for example, invested heavily in terms of school staff and TESS staff time in visits for prospective Traveller pupils: 'If they enjoy these visits, they'll be more likely to pester their parents to let them transfer' (teacher).

> *The kids like coming here. It's a fun place to be and the atmosphere makes them want to attend. They enjoy it.*
>
> Teacher

Interviewees highlighted a series of direct measures to provide students with 'enjoyable' activities/content whilst at school as a means of building their relationship with school and fostering their engagement. As highlighted in the literature review, a key concern was the low level of participation in after school and extra-curricular activities. Given the evidenced relationship between involvement in such activities and increased attendance and retention at school (Derrington and Kendall, 2004), this is clearly an area where schools were focusing increased attention. Interviewees, from both primary and secondary schools, noted their schools' commitment to after school clubs. It was said that, once trusting relationships had been established, Traveller parents really appreciate and value these events. The key to promoting engagement with, and enjoyment of, these activities stemmed from the identification of individual pupils' strengths and skills, and giving them the opportunity to participate, enjoy and excel. Activities mentioned included gardening/horticulture, music, drama, art, and sport. One primary school teacher interviewed suggested that pupils' attendance was closely related to the provision of such activities, as their fear of 'missing out' encouraged pupils to want to stay and attend them.

In one secondary school, the extended school day enables extra-curricular activities to take place during school hours. Elsewhere, interviewees noted the effectiveness of a lunchtime club/group designed to give Traveller pupils access to advice and support in school, as well as providing opportunities for other pupils to participate and find out more about Traveller culture. Developed as a result of requests from Traveller pupils in the school, this club provided pupils from different year groups with the opportunity and resources to meet and interact whilst at school. Pupils interviewed in

all the other case-study schools suggested that they would welcome similar opportunities in their schools.

7 The TARGET model (Traveller And Roma Gypsy Education Tool)
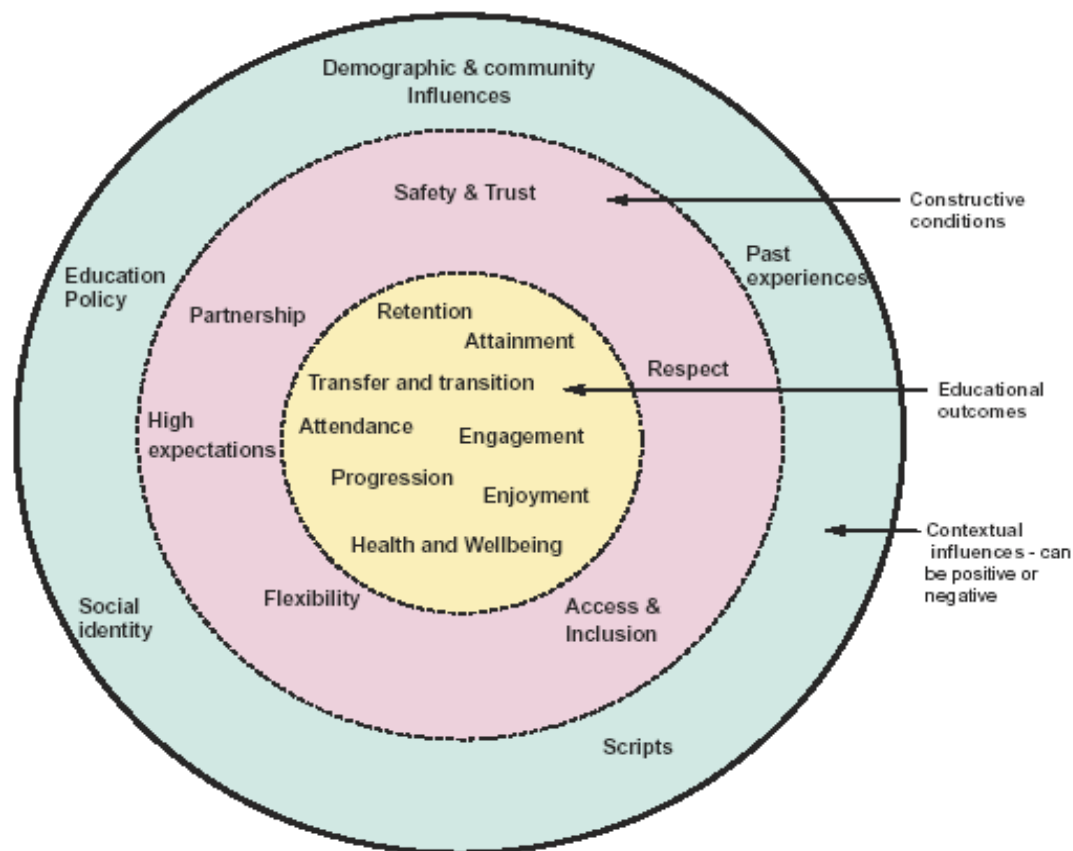
Figure 7.1: The TARGET model

7.1 Introduction

The Traveller and Roma Gypsy Education Tool (TARGET) shown diagrammatically in Figure 7.1 above emerged as a result of our analysis of the case-study data and was first introduced as an analytical model in the interim report: *Improving Educational Outcomes for Gypsy, Roma and Traveller Pupils: What Works?* (Wilkin *et al.*, 2009).

The collection and analysis of data for this study has highlighted the complexity of issues associated with the measurement of outcomes for Gypsy, Roma and Traveller pupils. It has also identified many variables that need to be considered when attempting to identify approaches and strategies for improving a range of outcomes. It was found that acknowledged success in improving different educational outcomes (shown at the core of the model above) was variable within, as well as across, different schools. For example, a school might offer flexible and cultural responses in its approach to the curriculum or in supporting pupils' access to the school, but may

not communicate particularly high expectations in relation to transfer or retention, or vice versa. Thus, a school's approach and response could be effective in improving certain outcomes at the expense of others.

Furthermore, no two schools visited were alike in terms of their demographic, organisational, political and historical context, and each of these influences could potentially support or impede efforts to improve educational outcomes for Gypsy, Roma and Traveller pupils. Some schools we visited had long and established relationships with the Gypsy community in their local area, others worked with a large and recently arrived group of Roma pupils, there were faith schools and those that served socio-economically deprived or highly diverse catchment areas. Because of this diversity, specific interventions and approaches may lead to quicker results in some schools than others which are operating under very different circumstances. The TARGET model emphasises the significance of these **contextual influences** which may lie outside the immediate influence of the school, and which can either support or obstruct the raising of outcomes. This said, conceptual analysis of the types of approaches and strategies described by case-study schools identified a broad pattern of common themes which were believed to be important for improving outcomes. These are referred to in the TARGET model as **constructive conditions**.

This chapter explains how the tool can be applied and provides five illustrative examples, taken from the case-study phase of the research, to demonstrate how schools in different contexts targeted their efforts accordingly in order to improve educational outcomes.

7.2   Applying the TARGET model to audit and improve outcomes

The TARGET model is an evidence-based tool that can be used to help schools and policy makers analyse their current position and identify where effort should be placed to further improve all educational outcomes for Gypsy, Roma and Traveller pupils. The model, which comprises three concentric circles is based on the following four assumptions:

- Educational outcomes take different forms and include affective as well as cognitive foci. 'Hard' outcomes are more apparent and readily measurable (for example, attendance or attainment in national tests) whereas other, 'softer' outcomes, are less discernable and quantifiable (e.g. attitude, enjoyment and emotional well-being), as discussed in Chapter 6.

- Educational outcomes are essentially inter-dependent and improvement in one area inevitably impacts on another.

- The unique context of the school can enhance or impede the improvement of educational outcomes for these groups of pupils. Schools may need to focus their efforts on different aspects more strongly than others, depending on their context.

- Despite the existence of these contextual differences, there are some common conditions which can impact positively on all educational outcomes, but it is important that these are balanced.

7.2.1 Evaluating educational outcomes

At the core of the TARGET are eight outcomes against which progress can be evaluated. Five of these are considered to be 'hard' outcomes, the remaining three are 'softer' affective outcomes. As mentioned above, the research confirms that these outcomes are essentially inter-dependent. For example, the link between attendance and attainment is already widely acknowledged and progression into Further Education usually depends on retention into Key Stage 4. In turn, retention may be determined by levels of enjoyment and engagement, and so on. It is important, therefore, for schools to consider pupil progress holistically across all eight outcomes and maintain a composite overview of academic and pastoral indicators, to identify support needs and target interventions.

As a first step, schools may find it useful to evaluate strengths and areas for development across the eight outcomes and review and develop success criteria for each.

Figure 7.2 Achieving outcomes – strengths and areas for development

OUTCOME	STRENGTHS	AREAS FOR DEVELOPMENT
Transfer and transition		
Attainment		
Attendance		
Retention		
Progression		
Engagement		
Enjoyment		
Health and well - being		

7.2.2 Constructive conditions

Moving out from the core, the inner ring in the TARGET contains six constructive conditions:

- Safety and trust;
- Respect;
- Access and Inclusion;
- Flexibility;
- High expectations;
- Partnership.

These fundamental conditions emerged from the data analysis and were perceived to impact positively on all eight educational outcomes. Taken together, they can be said to characterise the inclusive ethos of a school and their effects are inevitably inter-woven. For example, where a school works hard to establish principles of *safety and trust* it can further facilitate *access and inclusion* for Gypsy, Roma and Traveller pupils. Conversely, where there is imbalance, school responses may be effective in improving certain outcomes at the expense of others.

Strengthening each of the constructive conditions through the implementation of national strategies and approaches such as SEAL, the Mid-term Arrivals Project and the National Strategies' Gypsy, Roma and Traveller Achievement Programme

(GRTAP) to achieve greater balance can improve educational outcomes. This research suggests that each of the conditions is important, but their cumulative effect is necessary for educational outcomes for Gypsy, Roma and Traveller pupils to be improved. The key to improving outcomes, therefore, may lie in achieving an appropriate balance between these constructive conditions. The constructive conditions have been explored in our previous work (Wilkin et. al 2009) which also contains an audit tool to help schools reflect upon and evaluate their development against each condition. Key points for effective practice outlined below may also be helpful in this respect.

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1. Safety and trust

- Feelings of safety and trust can be encouraged if school staff members demonstrate understanding and awareness of the experiences over time of Gypsy, Roma and Traveller communities in wider society.

- Trusting relationships between Gypsy, Roma and Traveller communities and schools can stem from, or be enhanced by, building on the existing interactions that community members have with TESS professionals. Collaboration between school and TESS personnel can increase a school's ability to engender and nurture trusting relationships with community members.

- Schools effectively advocating and demonstrating defined and strict behaviour policies are often attractive to Gypsy, Roma and Traveller families.

- Key individuals in schools, whether formally designated or not, can act as accessible and approachable human points of contact for Gypsy, Roma and Traveller families. It is important that such capacity is developed throughout the school.

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2. Respect

- Respect needs to be promoted as a two-way process – mutual respect between the school and Gypsy, Roma and Traveller families.

- Vision and leadership are central to creating a culture of mutual respect in the school, whereby cultural differences could be accepted and celebrated in the school's whole systems and values. Parents were seen as more likely to be respectful of school rules and policies that were clearly defined and fairly applied.

- Locating responsibility for raising the achievements of Gypsy, Roma and Traveller students with a senior member of school staff can signal to families that they are valued and respected members of the school community.

- Knowledge of, and respect for, Gypsy, Roma and Traveller communities could be enhanced in schools through building on training and development work by TESS and community organisations. Increased emphasis on different cultures and lifestyles at initial teacher training stage could also promote increased awareness and respect amongst school staff in the future.

3.   Access and inclusion

- Access and inclusion can be supported via offering practical assistance, such as help with transport and uniform requirements. Accessibility can be increased when schools are proactive in assisting parents with the admission process.

- The active promotion of, and support for, distance learning opportunities can contribute to the maintenance of pupils' engagement in learning and relationships with the school when travelling. Re-admission and reintegration of pupils on their return can also be made easier if such links have been maintained.

- The integration of culturally-specific resources and programmes into wider curriculum areas for all pupils could serve to support and communicate Gypsy, Roma and Traveller pupils' inclusion and belonging in the school.

- The promotion of a 'school identity' can be an effective way of encouraging all pupils to interact and integrate, breaking down social and cultural barriers.

- Schools can also be seen to be more accessible through the provision of additional services, resources and facilities, including for example, family learning opportunities. The employment of community members can be a key element in increasing a school's accessibility to Gypsy, Roma and Traveller pupils and their families.

4.   Flexibility

- Flexibility in the curriculum approach of a school can be effective in engaging many Gypsy, Roma and Traveller pupils, responding to their needs and offering individual pathways, skills and opportunities that have direct relevance to their aspirations and futures.

- Work-related curriculum opportunities are often particularly valued by pupils and families at secondary school level. The offer of accredited, vocationally orientated courses can furnish pupils with relevant learning experiences and provide schools with the means to sustain motivation and engagement, as well as facilitating onward progression. Offering such experiences to appropriate pupils at an earlier age may be particularly beneficial in encouraging, engaging and retaining pupils.

- A school's willingness and ability to negotiate and pursue a 'problem solving approach' to policies, such as behaviour, attendance and homework policies, based on dialogue with parents and understandings of cultures and lifestyles, can be particularly valuable, often indicating a commitment to meeting families and pupils 'half way'.

5.   High expectations

- Generating and sustaining high expectations and aspirations are key elements underpinning improvements in outcomes for Gypsy, Roma and Traveller pupils.

- Communication of such expectations (including attainment, attendance and behaviour) throughout the school and communities, represents a key element of success. This could involve the promotion of joint 'scripts' (between schools and

communities) that can be evidenced, supporting the message that, for example, 'Gypsy, Roma and Traveller pupils do well at this school'.

- The use of role models from within the communities can be effective in communicating and embedding high expectations and aspirations, evidencing the positive relationships between schools and members of Gypsy, Roma and Traveller communities, and so encouraging others.

- Performance data needs to be monitored in order to track the progress and achievement of Gypsy, Roma and Traveller pupils, to ensure that the most appropriate provision is made available (reinforcing the need for flexibility and relevance of curriculum content and delivery).

6. Partnerships

- The development of partnerships at individual, parent, school and community level are crucial drivers in the access and engagement of Gypsy, Roma and Traveller pupils and communities.

- Effective collaboration between pupils and school staff can be facilitated through, for example, pupil-led initiatives to promote greater understandings of Gypsy, Roma and Traveller culture in the school.

- Maintaining and enhancing links with previous pupils who have left the school and progressed to higher or further education destinations can be an effective way of helping to support school-pupil partnership approaches.

- School-parent partnerships are important. Employing community members provides crucial links into, and for the communities, as well as fulfilling official roles in the school. Schools can be more successful in building a partnership approach with parents when they proactively reach out to the communities. This might include senior members of school staff visiting families, sites and attending various community events and occasions.

- Within the school, partnerships between staff are important so that the responsibility for supporting Gypsy, Roma and Traveller pupils is not seen to rest with a specific individual. Whilst certain key individuals can be essential in supporting these pupils, it is important that **all staff** take a joint ownership approach to meeting the needs of all pupils in the school.

- The development of strong and supportive partnerships between primary and secondary schools are essential in ensuring effective transfer. These partnerships need to be based on dialogue and communication between staff at the different schools. In this way, secondary schools can, for example, capitalise on the often good relationships developed between primary schools and community members.

- School partnerships with TESS are valuable, with TESS often able to broker partnerships between schools and communities, based on their long-standing relationships with Gypsy, Roma and Traveller communities. In practice, this could involve joint home visits (involving school and TESS staff) and TESS's role in developing capacity and expertise within schools to effectively engage with Gypsy, Roma and Traveller families and their communities.

7.2.3 Contextual influences

Finally, the outer circle of the model acknowledges the context within which individual schools are working to improve outcomes for Gypsy, Roma and Traveller pupils. This aspect of the model is distinctive in that it takes account of external variables that lie outside the immediate influence of the school, but which can either support or obstruct the raising of outcomes for these groups of pupils. The contextual influences contained in the TARGET model are related to:

- Demographics and communities;
- Education policy;
- Social identity;
- Scripts;
- Past experiences.

In recognising the existence of these influences and their impact, it is suggested that schools may feel better equipped to target their efforts on overcoming certain contextual barriers, whilst capitalising on other positive influences.

Demographic and community influences

As noted by Myers and Bhopal (2009), where there are established Traveller sites in close proximity to schools, Gypsy, Roma and Traveller communities can exhibit strong and loyal attachments to the school and its staff. This attachment is likely to be further strengthened if there is a large presence of other Gypsy, Roma and Traveller pupils, and if previous generations have attended the school in the past. In some schools visited, long-serving members of staff had developed good working relationships with families over a number of years and families felt reassured that their culture was respected and understood. In some areas, Gypsy, Roma and Traveller families were seen as well-established and integrated members of the local community rather than being viewed as 'outsiders'. Within this context, Gypsy, Roma and Traveller parents might express their trust and confidence in the school (to keep their children safe) by recommending the school to other families, allowing their children to take part in off-site activities and ensuring that their children attend school as regularly (and for as long) as possible. For schools operating within this context, where relationships are secure, there is great potential for focusing efforts on partnership working, creating open dialogue, and communicating even higher expectations in relation to issues such as transfer and retention.

However, community influences can also present challenges. Word can travel quickly within a close-knit and mutually supportive community and, if a parent or pupil feels they have been let down or treated unfairly by staff, this can affect relationships between the school and other members of the Gypsy, Roma or Traveller community. Similarly, isolated accounts of unhappy experiences in secondary school can be transmitted and preserved by community members (see 'scripts' below), acting as a barrier to transfer and retention. In these situations, the re-establishment of safety and trust is a priority but can take time to be restored. Elsewhere, community cohesion in the local area may be problematic. Where open hostility and racism directed towards Gypsy, Roma or Traveller families from the wider community is apparent, this is likely to be reflected in school and could have a detrimental effect on every outcome. In this context, a whole-school emphasis on respect, human rights, inclusion and safety is an important starting point.

Demographic and community influences: case-study illustration

Background

This secondary school is located in an urban inner city area. Around half of its pupils are eligible for FSM. The school has over 40 Gypsy, Roma and Traveller pupils on roll (mainly Travellers of Irish heritage), drawn from a number of local sites. This represents the highest proportion of Gypsy, Roma and Traveller pupils across all the city's secondary schools. The school also experiences a high percentage of pupil mobility (this includes Gypsy, Roma and Traveller pupils and other pupils).

Contextual consideration: Difficult/complex relationships between the school and local communities

There were tensions between the school and some Gypsy, Roma and Traveller families around the engagement of pupils in the school. On occasion, the school's management of particular behaviour-related incidents (for example, through the use of permanent exclusions) were seen to have led to inappropriate and unhelpful reactions from family and other community members. This compounded the difficult relationships between the school and some members of the local Gypsy, Roma and Traveller communities.

Response: Developing mutual respect

The school implemented a number of strategies to counteract these tensions and develop informed relationships with Gypsy, Roma and Traveller pupils, their families, and members of the wider communities. This involved the development of a strong pastoral structure where the pastoral manager and heads of year had pro-active roles in liaising with Gypsy, Roma and Traveller parents. This pastoral ethos in the school was broadened out and encompassed, for example, by the school Chaplin working with local churches and the local Irish centre (which were attended by Irish Travellers) to enhance school-community relationships.

Within the school, efforts were also made to recognise, understand and meet the needs of individual pupils. For example, members of the pastoral team invested time to uncover the reasons behind the barriers to one Traveller pupil's participation in an overseas school trip. This culminated in the school providing appropriate financial and

logistical support and the family subsequently consenting to the visit, thus demonstrating the development of mutual understanding of, and respect for, each other's positions, with the needs of the child at the centre.

The school also demonstrated its respect and understanding for the community's needs and desires for a certain curriculum offering. It did this by providing a broader range of subjects and activities including vocational and work-related learning opportunities that would give pupils skills in areas that were relevant and useful to them.

Lots of the Traveller boys like the engineering courses, brick-laying and joinery… The families will support them when it is something practical… It has to be seen as beneficial for the family unit… The aim was to give them something that will give them credibility in the job market (Headteacher).

Within this, whilst respecting families' desires for a vocational curriculum, there was also strong emphasis on raising aspirations and promoting wider academic pathways and opportunities.

We have to maintain the focus on getting them some good exam results. It's not enough to just get them to read and write. We need to equip them to be able to go off and get a trade, or work on getting them to go into 6th form. Raising aspirations is what we try to do here. In the whole school, hardly anybody knows anybody who has been to university. We're doing a lot of work with the local universities to get them to think higher, aim higher, get them to think that there are other jobs out there. (Headteacher)

Impact: Increased engagement

There was evidence that the strategies implemented were leading to better relationships with Gypsy, Roma and Traveller pupils and families. Anecdotal evidence suggested that there was an increasing confidence within the communities that education is worthwhile. For example, two parents of current pupils have returned to college to achieve literacy and numeracy qualifications, accepting that they did not maximise learning opportunities whilst at school themselves. Significantly, their daughters are said to be achieving well at the school and are fully supported by their parents in this endeavour.

Another family changed their intentions to travel for a prolonged period because of the academic progress their children were making. Demonstrating respect for the importance of education, the family decided to defer travel plans until their children had completed their examinations at key stage 4.

It was suggested that achievement and attainment were increasing. Similarly, attendance, which was previously below average had improved to match the national average. 'That's down to the flexible curriculum and other efforts to help engage pupils' (Headteacher).

Pupils are staying in school longer especially now that the traditional trades and skills are changing. There is increased commitment from the community. Girls still want to get married, but might delay this for a couple of years until they have increased their education/training. They retain their culture, but engage more with education (Headteacher).

Past experiences

As implied above, parental and community expectations of, and attitudes towards, school and education can be a powerful influence on the improvement of outcomes. Equally important are the attitudes (and expectations) held by all members of the school community.

Attitudes are shaped either directly through personal experience or indirectly through observational learning and, once established, are not always easy to change. A number of interviewees (parents, pupils and staff) made reference to either direct or indirect experiences when explaining or justifying their beliefs and actions. For example, some parents who themselves experienced a difficult or unhappy time at secondary school, tended to communicate anxiety about the prospect of secondary schooling for their own children.

> *I chose to put* [name] *into an all girls' school because I didn't want her to communicate with people from the area that go to the other secondary school and I'd been to one of the other secondary schools in the area and didn't have a very good time, we used to get bullied.*

Similarly, the less than positive experiences of other family members or acquaintances could be enough to put the continued engagement of some pupils in Key Stages 3 and 4 at risk. Where good relationships had been developed between parents and a key member of staff, these anxieties were reportedly overcome and parents were persuaded to place their trust in the individual. In other cases, social influence can be more effective than persuasion, particularly if the source is perceived as credible. Stories of success, where pupils had achieved good qualifications in school and progressed to college or university, were used effectively to motivate others and raise the aspirations of parents. Several teachers interviewed spoke about the value of engaging former or senior pupils to act as role models and describe their own experiences of secondary school or college to younger students. This could be particularly helpful as part of preparation for transfer or in encouraging KS4 students to further their education.

The literature has consistently shown that positive teacher attitudes and expectations are crucial to the achievement of Gypsy, Roma and Traveller pupils and these too are shaped by experience. The expectations of some teachers may be borne out of limited insight into Gypsy, Roma and Traveller culture, which could impact negatively on outcomes. For example, low expectations in relation to pupils' attendance, behaviour or retention may be grounded in fairly limited prior experience and left unchallenged.

In one school that had a very high proportion of Gypsy, Roma and Traveller pupils, the varied experiences were said to have helped to challenge and break down stereotyped attitudes.

Past experiences and impacts on pupil outcomes: case-study illustration

Background

This school is an 11-16 business and enterprise college. The number of pupils from ethnic minorities is small but increasing. There are 24 Gypsy, Roma and Traveller pupils (ascribed) on roll (mainly Gypsy). Many of the pupils are from disadvantaged backgrounds.

Contextual consideration: Poor past experiences

In the past, the school was said to have had a poor reputation in the local area. There were perceived to be bullying and behaviour problems and there were also negative connotations regarding Gypsy, Roma, and Traveller pupils attending the school. Some parents believed that the school was not meeting the needs of Gypsy, Roma and Traveller children and was not an environment in which their children felt safe. This was said to be reflected in low attendance figures for Gypsy, Roma and Traveller pupils. There was a low level of engagement between school and community.

Response: Development of safety and trust

In response to the issue of poor past experiences, the school went about developing safety and trust through a wide range of approaches and interventions. Central to this was the appointment of a key member of staff to nurture and develop a liaison/support function within the school to help (re)engage the Gypsy, Roma and Traveller pupils and families. In addition, the second key element for developing feelings of safety and trust took the form of the establishment of a comprehensive multi-agency approach which involved input from a diverse range of key partners from the school, the LA (e.g. TESS, Housing, Connexions), the Police, and third sector organisations.

What we've gradually done is deal with issues of racism, of bullying. We've turned behaviour around significantly. There has been a massive change in the culture and operation of the school. We've built up trust (Headteacher).

Examples of how this was achieved included:

- Site visits from the school and partners (e.g. around transition);

- Group attendance 'clinics' for Gypsy, Roma and Traveller pupils and parents (rather than sessions for individual parents);

- Appointment of a specialist TA (who has previous established relationships with Gypsy, Roma and Travellers in the local community);

- Programme of peer mentoring (to support transition from primary and to post 16);

- Ongoing support and relationships (e.g. assistance with post-school progression opportunities such as help with writing job applications and CVs);

- Better established post-16 progression routes working with local colleges and employers.

Impact: Improved educational outcomes

There was said to be 'an extremely inclusive ethos embedded across the school'. This was reflected in the school being awarded 'outstanding' in relation to care and guidance in its last Ofsted inspection report. As a means of redressing the difficulties associated with past histories, advances in safety and trust were said to have led to the following impacts:

- Improved relationships with, and engagement of, parents and pupils;

- Increased inclusion and integration in the school (including participation of Gypsy, Roma and Traveller pupils in residential trips and school visits);

- Reduced bullying incidents;

- Improved attendance of Gypsy, Roma and Traveller pupils (69 per cent in 2004 to 94 per cent in 2009);

- Role models who have successfully completed post-16 transfer into college have helped 'to break the cycle (of not completing secondary school), developing an ethos of staying-on'.

Through its approaches and responses, the school has tackled issues and difficulties associated with past experiences and is now in a situation where it has an enhanced reputation in the local area, including Gypsy, Roma and Traveller communities. It is this more positive situation that is beginning to inform the experience and perceptions of, as well as impact on, future generations. Previous negative histories have been transformed into positive experiences and the enhanced reputation of the school as a safe, welcoming and relevant place underpins the new messages being transmitted and promoted within the Gypsy, Roma and Traveller communities in the area.

Scripts

Scripts were used by staff in schools, as well as by members, both pupils and adults, of Gypsy, Roma and Traveller communities. In the TARGET model, the term 'script' is used to describe a common response or phrase which may be consciously or unconsciously applied as a form of personal or cultural observation, defence or protection. Scripts can be used, therefore, by any community members in response to perceived challenge to cultural norms or organisational practices. They are a collective way of spelling out, justifying, or negotiating shared cultural conventions and boundaries or school responses and, because the wording used is frequently identical, there is a sense that responses are pre-prepared answers to questions which may or may not be asked. Previous studies into the education of Gypsy, Roma and Traveller pupils have consistently revealed parental scripts which are used to defend decisions against sending children to secondary school, or to justify reasons for allowing children to leave school before the age of 16. These scripts often refer to the prevalence of substance abuse; 'We heard there was children taking drugs there'; the irrelevance of the curriculum; or the maintenance of traditional gender roles, and are echoed by the children and young people themselves. One mother said that she told her daughter, 'you belong to me and you say what I say'.

In some school contexts, scripts such as these can be promoted widely and potentially create a barrier to improving outcomes. Scripts may even be met with passive acceptance by staff who feel unable or unwilling to challenge cultural values and who may adopt parallel scripts themselves to explain, or justify, gaps in attainment or

differences in attendance, engagement, transfer and retention between Gypsy, Roma and Traveller and non-Gypsy, Roma and Traveller pupils: 'Travellers don't go to secondary school' or 'Their parents won't allow them to go on trips' and 'Education is not seen as a priority at home'.

Alternatively, cultural scripts can have a positive impact on outcomes. Several school staff indicated that they were seeing glimpses of changing scripts about secondary education, and some parents were articulating that they were desperate for their children to get qualifications from secondary schools, because they acknowledged that their work life would look very different in the future. This perception also featured in many of the parent focus group discussions: 'Travellers need exams these days – times have changed' or 'I want them to have the education that I didn't have'. In these cases, scripts were felt to have a positive impact on the achievement of outcomes.

Scripts and the impact on educational outcomes and transfer: case-study illustration

Background

This Church of England primary school is located in a predominantly white working class area experiencing severe socio-economic deprivation. Gypsy, Roma and Traveller groups are well established in the local community living in houses and on a local site. There is a long history of Gypsy, Roma and Traveller pupils attending the school and community relationships are generally said to be good.

Contextual consideration: Common scripts used by Gypsy, Roma and Traveller communities

Within this context of good school/community relationships, scripts are often used by parents (and pupils) to create barriers and place limitations on the extent to which Gypsy, Roma and Traveller pupils engage in school, education and learning. In particular, the application of these scripts often relates to the non-transfer of pupils from primary to secondary school.

Response: Developing partnerships with Gypsy, Roma and Traveller communities

In order to counter the detrimental impact associated with these scripts, the school invested in developing partnership approaches with the communities to increase mutual understanding and respect. It was seen as essential to develop this level of understanding and trust as a basis for then unpicking negative effects of the scripts. The school employs several members of Gypsy, Roma and Traveller communities to work in the school in various support roles (e.g. teaching assistant). These members of staff are well placed to tackle scripts because they understand them and are able to challenge them 'from within'.

They [parents] *come and open up to us more. They feel like they've got someone on the inside. They tell us things that they can't tell anyone else in the school* (Teaching Assistant).

Challenging scripts, and overcoming the barriers to education that they can

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perpetuate, occurs on various levels, but it was seen as especially powerful when the challenge is made by somebody who is trusted and respected by the community. Hence, examples were given where a community member employed by the school was able to share her own and her family's experiences of school with other parents. This individual noted that she had challenged the script that her son had used when he had wanted to leave school at the age of 15 as all his friends had done, because that was what was expected. In response to this script: 'I said yes you can leave if you want to sit at home all day and have no money and no car then leave school'. The result of this challenge was that this young person remained at grammar school, completed GCSEs and was engaged in further education. 'I tell the other parents, if my children can do it so can yours' (Teaching Assistant).

This position of being employed by the school, and known, trusted and respected by the rest of the community, mean that this TA was able to draw upon her own experiences and knowledge of the community to challenge scripts she herself knew and understood.

A key element in successfully challenging scripts stemmed from the need to ensure that the challenge centered on securing the 'best' outcomes for the child. Hence, when a parent suggested she would be taking her daughter out of the school because she had been confronted about wearing large earrings, the TA was able to speak from a position of knowledge in both the community and the school, and suggested that wearing smaller earrings would carry less of a risk for the child.

Her mother said, 'they're part of our religion and she has to wear them, and I said – it's not. She just wears them because you tell her she can, and I'm a Traveller and I know. She said, Oh, Ok then. They need educating. Attitudes will change slowly' (Teaching Assistant).

Similarly, scripts underpinning parents' 'cultural' rights to take children out of school during term time could also be successfully challenged in relation to protecting the right of the child to education, as well as the potentially detrimental effect on friendship networks and social opportunities that long periods away from school could have.

Institutional scripts were also said to need challenging – even though potentially well-meaning, attempts to make life easier for certain groups of children could have a detrimental impact on them. For example, colluding with parents around the threat of taking pupils out of school if they were required to participate in sex education lessons was seen as a script that schools often perpetuated. Similarly, another Traveller working in this school noted that as a child, she was automatically given easier work than her classmates as it was expected, by teachers, that she would not be able to cope with more difficult work, and that she would probably soon be moving on. Scripts, therefore, need to be challenged in terms of children's rights and the promotion of high expectations.

Impact: Improved engagement and educational outcomes

The quality and nature of relationships and partnership approaches between the school and Gypsy, Roma and Traveller communities, in this context, were said to have contributed to high levels of sustained pupil engagement and achievement at school. This was seen to be underpinned by challenging scripts and barriers to participation and achievement and the promotion of high expectations, centered on meeting the needs of the child. The employment of community members who could demonstrate understandings of Traveller culture, and then negotiate elements of school policy and practice, provided a context that supported and encouraged greater involvement with the school. Hence, parents were seen to be more likely to work with the school in supporting their children's attendance and attainment. Of central importance here were the small, but significant transformations in attitudes towards transition from primary to secondary school.

> *Traveller families are moving back into this area because they want their children to come to this school. Some families who used to move around now stay in the area so they can come to this school. They can see the children are progressing and want them to stay in* (Teaching Assistant).
>
> There is an increase in the number of Gypsy, Roma and Traveller pupils participating in after school activities and trips, including residential trips. Much of this was said to stem from the impact of Travellers working in the school, as well as changing attitudes: 'The kids used to be told by their parents, you won't enjoy it, so you're not going. Now, we have won them round and they go, and they enjoy the trips' (Teacher).

Education policy

Contextual differences in terms of education policy were also found to impact positively or negatively on schools' efforts to improve outcomes for Gypsy, Roma and Traveller pupils. Included in the case studies were faith schools, 'National Challenge' schools and schools in areas with selective systems and/or single sex provision in place.

Some parents expressed implicit trust in faith schools, linking high expectations of pupil behaviour and a sense of justice with the ethos of a faith school, especially in the secondary phase. Staff interviewed in a Catholic secondary school believed that Gypsy, Roma and Traveller parents were particularly attracted by the values of the school, including the promotion of the ethos of inclusion and safety. In another faith primary school, it was felt that parents were reassured by the regular presence of a priest wearing a cassock at the school although this was 'probably not as important a factor as the proximity of the school [to the site]'. Faith schools therefore may have a slight advantage as far as the establishment of safety and trust is concerned.

Two National Challenge schools (where fewer than 30 per cent of pupils attained 5 A*-C grades at GCSE) were included as case studies. By the nature of these schools, there were inherent challenges in improving outcomes for all pupils, not just Gypsy, Roma and Traveller pupils. Interviews with staff, however, revealed some perceived advantages as well as challenges. Although pupil attainment was generally low, one TESS teacher saw this as working in the favour of Traveller pupils in that the school did not view them:

> *...as a drain on results. It's not hugely 'pushy' academically and maybe that suits some of the Travellers. As a group, they don't stand out in this school as achieving lower than anyone else.*

The attendance of Gypsy, Roma and Traveller pupils was also considered 'less of an issue' given the circumstances of the school. Another TESS co-ordinator believed that:

> ... schools going into special measures doesn't have the same impact on Traveller parents as it does on middle class parents – as long as their kids are happy and they have some positive contact with the staff, it doesn't make a huge difference.

Views about single sex schools and grammar schools were inconclusive. Although no single sex secondary schools were visited, interviews with parents and staff in feeder primary schools suggested that proximity factors and the presence of other Traveller pupils were probably more important than single sex provision, particularly if these schools were selective: 'The area has single sex grammar schools but many of the Gypsy, Roma and Traveller pupils choose to go to the local comp' (Headteacher).

Finally, it was suggested that where schools had Children's Centres attached, this could be advantageous in making early links and developing good relationships with Gypsy, Roma and Traveller families.

Education policy: case-study illustration

Background

This Academy has around 800 pupils on roll. It has almost 60 Gypsy, Roma, Traveller pupils (most of which are Roma). With a new open plan building, it is a well resourced 21st century extended school and, as such, works within a multi-agency framework. The local library, Adult Education, Youth and Social Services and a Police Liaison Officer are all based at the school. It has a dual specialism in performing arts and business enterprise. Pupils are mainly drawn from local areas of high socio-economic depravation. The proportion of students entitled to FSM is well above the national average and attendance is below 90 per cent. The school supports large numbers of new arrivals, particularly those from Eastern Europe.

Contextual consideration: Education policy – area of selection/Academy status

The academy is located in a local authority which operates a selective school system. It inherited a legacy of underachievement and pupils continue to arrive at the school with well below average attainment, particularly in literacy. There are low levels of engagement. Many of the new arrivals have EAL support needs. Being an Academy, the school has state-of-the-art facilities and greater flexibility in the use of resources. As an Academy, it is not bound by the National Curriculum.

Response: Flexible arrangements in terms of school organisation and the curriculum

The school challenges traditional educational approaches and has introduced some innovative responses to drive up standards and engage young people. Longer lessons of two hours were introduced to reduce movement and enable more in-depth vocational studies and out of school visits. The school day is extended from 8.30am-5pm (with the addition of a breakfast club from 7.30am) and all pupils benefit from a daily two-hour supervised study session. This ensures that every pupil has access to ICT facilities and homework is completed in the school environment so as not to disadvantage any child. There are no

school bells and no generic break-times (where pupils are all together on a playground) instead, subject teachers determine when to offer 20 minute breaks for pupils within learning sessions and there are staggered half hour lunch breaks scheduled in. At the heart of the building is a communal café area where staff and students have breaks and eat lunch together. This provides an adult learning environment.

The school has a holistic ethos where personalisation of the curriculum is key. Pupils enjoy learning because the flexible curriculum 'captures their interest' and 'prepares [them] for the world of work very well' (Ofsted). Courses are designed around pupils' needs and all students have access to VTEC first diplomas. There is a wide-ranging menu of extra-curricular activities which can be accommodated during the official school day.

Impact: impact on enjoyment, attainment and retention

The following impacts were highlighted:

- Greater engagement of pupils in extra-curricular activities that are held during the extended school day;

- Improved achievement at GCSE/equivalent level;

- Engagement, participation and retention of Gypsy, Roma and Traveller pupils supported by the 'college-style' learning environment and approach, in which learners feel they are treated more as adults;

- Increasing numbers of pupils are continuing into the sixth form.

Social identity

As suggested previously, most parents and almost all pupils interviewed said that they preferred to be in a school with other children from their own ethnic community.

> *It makes a big difference for them to be together ...Children who've been brought up the same as them. It's hard to explain but it's how they interact with each other.*
>
> Gypsy parent

This has implications for transfer and retention and schools with few Gypsy, Roma and Traveller pupils on roll may find it more difficult to 'sell' the idea of secondary school if pupils are isolated culturally. One Gypsy parent, for example, was quite adamant that her daughter would not be transferring to a high school where there were no other Gypsy pupils. Where there are several Gypsy, Roma and Traveller pupils in the school, the research confirms that they tend to stay together as a social, mixed age-group outside the classroom. Staff were aware of this and, in some cases, made determined efforts to widen friendship groups through the provision of lunch time and after school clubs which brought different pupils together with a common purpose. Parents confirmed that there was very little mixing between their children and non-Traveller peers out of school and the pupils themselves also mentioned that they are not always allowed out after school either. Often, this is because Traveller sites are

separated geographically. One parent told a story of when a little girl came to play with a school friend on the site and the cry went up from one of her nephews, 'Auntie, there's a Gauje on the camp!'

On the other hand, Gypsy, Roma and Traveller communities may be well established in the local area. In these contexts, community cohesion can impact positively on peer and home-school relationships. Similarly, a school might serve a diverse population with many different community groups and pupils with a variety of needs. In these situations, Gypsy, Roma and Traveller pupils may be less likely to feel like 'outsiders.'

Social identity: case-study illustration

Background

This large, diverse inner city primary school has over 400 pupils on roll, of which around 16 percent are Gypsy, Roma and Travellers. There is a higher than average percentage of pupils with statements of SEN, EAL and a higher proportion of pupils eligible for FSM. There is a large, well-established Gypsy, Roma and Traveller site situated on the outskirts of the town.

Contextual consideration: large cohort of Gypsy, Roma and Traveller pupils with a strong social identity around non-transfer

There is a large local Gypsy, Roma and Traveller community exhibiting unified sets of beliefs, actions and behaviours in relation to school attendance, transition and retention. There is a strong whole-school ethos of inclusion and there is no evidence of racial, ethnic and cultural tensions and difficulties in the school. However, it is said that the impacts of the strong cohesive identity among local Gypsy, Roma and Travellers, which originates in the home environment, may also be felt in the school. For example, it was said that when attending school events, such as parents' evenings, community members tended to remain as a group, and also gather as a group each day when collecting their children from school. Similarly, Gypsy, Roma and Traveller pupils tend not to mix with other pupils at playtimes and assemble as a large group. One teacher commented:

[Gypsy, Roma and Traveller] *pupils all stick together in the playground. Only rarely do they play with other children. Sometimes they go round in a really large group which can be quite daunting for other children. They like each other's company and know each other inside out and they get comfort from that so it's partly a protective thing.*

Pupils reinforce this view noting that: 'We all live on [name of place]… we go down each others' [homes] all the time'. These young people noted that they had never been to play at non-Gypsy, Roma and Traveller class peers' houses or attend birthday parties. They commented: 'We wouldn't feel safe'; 'My mum she says 'you can't play with them because I don't know them.' When discussing transition, these pupils also reported that they would like a secondary school for Gypsy, Roma and Traveller pupils only.

Several implications or impacts of this situation were identified:

- Attendance: It was suggested that many of these parents do not work outside the home so attitudes towards non-attendance were fairly relaxed. There was said to be less of an imperative to attend school as there was always someone on site

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to look after the children. This has a potential multiplier effect whereby the absence of one pupil could quickly spread to include siblings and friends.

- Transfer: It was suggested that there was a history of non-transfer among the local communities, partly due to the possible employment of young people in successful family businesses. According to school staff, of the 13 pupils in Year six, only two were expected to transfer.

Response: Efforts to promote access and inclusion

A series of strategies and approaches were implemented to try and develop pupils' and families engagement with school and education. This included:

- School involvement in the National Strategies' Gypsy, Roma and Traveller Achievement Project (GRTAP).

- School-level promotion of high level expectations of attendance facilitated by the headteacher meeting and greeting parents at the beginning and end of the school day. This provided opportunities for parents to raise any areas of concern and for the headteacher to try and resolve them as soon as possible. 'It's not the work you do with the pupils so much as the work you do with the parents' (TESS).

- Attendance in the school was also supported through the presence of a dedicated EWO for two and a half days per week. This included a focus on efforts to improve understandings surrounding the importance of continued and regular attendance at school. However, when travelling was undertaken, distance learning packs and support were provided to help families maintain engagement.

- The establishment of a programme of support prior to transfer, including partnership working between primary and secondary headteachers and the opportunity to undertake additional visits to the secondary schools. There is also a dedicated TA to work on support for transition.

- Key members of the community who have had successful experiences with the school have a role to play in promoting and facilitating the engagement of other families in the life of the school.

Impact: Improved attendance and engagement

Several impacts were identified from the responses implemented:

- The work of the school and EWO was beginning to challenge parents' views on attendance and transfer.

- There was greater engagement of Gypsy, Roma and Traveller pupils and their families in the life of the school. For example, parents were more likely to allow children to participate in school trips and afterschool activities.

- There was anecdotal evidence of improved integration and informal mixing of Gypsy, Roma, and Traveller pupils and other pupils.

- Greater involvement of Gypsy, Roma and Traveller parents in promoting their cultures in the school (e.g. their involvement in cultural displays), helping to build relationships.

Contextual influences, such as those outlined above, are important to consider and there are inevitably other local effects not discussed in this report. Although some are potentially challenging and may lie outside the immediate control of the school, their

identification may help schools to target efforts in specific ways in order to improve educational outcomes.

8.　Conclusion and key messages

8.1　The current situation

This study confirms that whilst focused efforts and targeted interventions aimed at improving low educational outcomes for Gypsy, Roma and Traveller pupils are beginning to make an impact, as a group, these pupils remain amongst the most vulnerable (a term used in this report to refer to academic underachievement) in the education system. The national data collected as part of this research is the most comprehensive and illuminating to date, tracking an entire cohort of Gypsy, Roma and Traveller pupils over a five-year period. Whilst there is some evidence that, as a community, there is a growing Gypsy, Roma and Traveller middle class with a number of educationally successful pupils (Ryder and Greenfield, forthcoming), our data reveals that Gypsy, Roma and Traveller pupils tend to be concentrated in schools with below average results, and that, even when controlling for gender, free school meals, deprivation and special educational needs, they make considerably less progress than their peers. Gypsy, Roma and Traveller pupils have significantly lower levels of attendance and one in five pupils from these communities fails to make the transition between primary and secondary school. Almost half of those who do transfer leave school before the end of Key Stage 4. Those not in the education system are even more vulnerable to disengagement and/or academic underachievement.

Key messages

- Findings from this study are a further reminder to policy makers and those responsible for providing education that much more needs to be done to achieve equality in educational opportunities for Gypsy, Roma and Traveller pupils. Without a framework of targeted support at both local and national levels, the improvement of outcomes for these pupils is likely to remain unacceptably slow.

- Local authorities need robust strategies to engage with pupils who are not on the rolls of schools, to ensure that their educational entitlement is safeguarded. Policy makers, schools and other agencies also need to consider a variety of ways of increasing the expectations of all stakeholders (including teachers, pupils and parents) and maximising pupils' emotional well-being, both of which are believed to underpin improvements in attainment, attendance and retention.

- The maintenance of scripts can have a positive or a limiting effect on outcomes. Developing relationships of trust through dialogue with families and community groups is important, so that community and parental scripts can be used as a way of opening positive discussion, rather than acting as a barrier to it.

- The concentration of Gypsy Roma and Traveller pupils in schools that achieve below average results needs to be addressed at strategic and policy levels. Future research could usefully examine the characteristics and educational experiences of high attaining pupils from these communities.

8.2 The issue of transfer

This research reveals that an estimated 80 per cent of Gypsy, Roma and Traveller pupils nationally transfer between primary and secondary school[13]. The Literature Review and case studies suggested that support for transition was a high priority for schools and the TESS. In many areas, Gypsy, Roma and Traveller pupils transfer to secondary school as a matter of course, with the pattern of transfer gradually becoming embedded. This is an encouraging development. However, overall, it remains a serious concern that around one in five pupils from these communities continues to leave the school system at this point in their education. Patterns of resistance are found where parental anxieties and social pressures are manifested through transmissible scripts, for example: 'Our children don't go to secondary school'. Sometimes, scripts are accepted by school staff who feel unable or unwilling to challenge cultural values. They may adopt parallel scripts themselves to explain or justify gaps in attainment or differences in attendance, engagement, transfer and retention. Schools recognised that the TESS played a key role with pupils who were disengaged from education, in the post statutory phase and where they move between local authority areas.

> **Key messages**
>
> - A co-ordinated response between primary schools, secondary schools and local authorities is essential in order to further improve transfer rates and maintain pupil engagement through the secondary phase. Consistent messages and expectations relating to secondary transfer need to be coupled with targeted support for families and pupils, including those with a history of non-transfer in the immediate and/or extended family and those who are highly mobile.
>
> - Attention needs to focus on challenging the negative impacts of the scripts and assumptions accepted by both schools and communities around perceptions and beliefs of the inevitability and appropriateness of attitudes, decisions and actions in relation to non-transfer. Sensitive outreach work and proactive relationship building between secondary schools and communities are fundamental pre-requisites to address non-transfer.
>
> - There may also be greater potential for school staff and other professionals to take the opportunity to work with Gypsy, Roma and Traveller communities to increase understandings of the importance of transfer (as well as educational achievement and attainment). Key elements of this should include: increased dialogue; the employment of community members in schools; and the promotion of 'success stories' of young people who have benefited from effective transition and progression through different phases of educational provision.

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[13] This figure is based on tracing one cohort of 1,389 pupils who were in Year 6 in 2003 and identified themselves as Gypsy, Roma or Traveller at any time between Years 6 and 11. The analysis does not include all possible forms of alternative provision.

8.3   Retention

Just over half the Gypsy, Roma and Traveller pupils in the national cohort were successfully retained in school until Year 11. This finding is more positive than those reported in the past (e.g. by OFSTED and in previous smaller-scale studies) and suggests that progress is being made towards the greater educational engagement of these communities. The study shows that a small majority of Gypsy, Roma and Traveller pupils are now completing statutory schooling rather than leaving early. There was evidence that Gypsy, Roma and Traveller families increasingly recognise that changing economic contexts mean that their young people will need to achieve better educational outcomes in order to be economically viable and successful. This finding goes some way to challenging the general assumption (and script) that children from these communities do not engage in secondary education.

However, the pattern of retention is still far from satisfactory, for almost half of Gypsy, Roma and Traveller pupils and only 38 per cent of Traveller pupils of Irish heritage reach statutory leaving age. Furthermore, the data shows that pupils from all Gypsy, Roma and Traveller communities are still more likely to withdraw from the school system at particular points during KS 3 and, to a lesser extent, during Year 10.

Key messages

- There is a need for a continued and consistent emphasis on high expectations and aspirations. This finding could be useful in challenging common scripts used by both families and schools. Alongside challenging the barriers and scripts that prevent or limit continued educational engagement, there remains the need to stress the importance and value of completing education.

- In the future, the message of education's validity and relevance to young people is helped by offering a personalised, vocational and flexible curriculum, as well as opening minds to professional career routes (that can be supportive and useful to their own community).

- The use of Gypsy, Roma and Traveller role models to promote this message of aspiration and achievement in schools and in the community is a particularly important strategy, and one that could be further developed. Above all, given that successful retention was associated with inclusive schools that reached out to parents, working with Gypsy, Roma and Traveller parents in equal partnership remains crucial.

8.4   Ascription

The research also indicated that Gypsy, Roma and Traveller pupils were significantly more likely to change their ethnic ascription than pupils in other minority groups.

Where pupils change their ascriptions to larger groups such as White British, White Irish and White European, data analysis is unlikely to indicate whether schools and local authorities are being effective in improving outcomes. It was clear that the case study schools did not rely on ethnic ascription to identify pupils from these communities and part of the culture of respect they engendered included the right of pupils to choose how to identify themselves and to whom. In most schools, sensitivity to ethnic identity was seen as a component of personalisation.

> **Key message**
>
> - TESS coordinators who represented LAs in the case-study visits made it clear that they were not dependent on ethnic ascription alone to identify families. Usually they had close links with families, extended family groups, community organisations and other agencies. In any reorganisation of LA services, it is important that these services are able to respond with the same flexibility based in relationships of trust and broad safeguarding objectives.

8.5 Social and emotional well-being

It has been confirmed in this study that Gypsy, Roma and Traveller pupils exhibit a strong need for social support from their community peers and make efforts to stay together in school. Some pupils, who are unable to rely on social support from their cultural peer group, resort to hiding their ethnic identity. Where Gypsy, Roma and Traveller pupils were allocated places in different schools to their friends, relatives and other members of their communities, parents threatened to withdraw and home educate unless their children were able to attend the same school. This type of response may indicate emotional insecurity, perhaps rooted in the fear of prejudice and discrimination and, in recognition of this, some schools make targeted efforts to develop greater social cohesion. The study also revealed that, outside of school, there is often little or no social contact between Gypsy, Roma and Traveller pupils and their peers. The data suggests that this segregation is consciously or unconsciously endorsed by parents and this may be contributing to pupils' feelings of social exclusion in school. Staff perceptions about the successful inclusion of Gypsy, Roma and Traveller pupils tended to be more positive than those expressed by the pupils themselves.

> **Key messages**
>
> - Psycho-social factors are central to the question of raising outcomes. Schools need to fully recognise that, if Gypsy, Roma and Traveller pupils are unhappy in school, they are unlikely to attend or achieve. Social difficulties may lead pupils to self-exclude or behave in a manner that results in exclusion.

- It is crucial that schools seek and listen to the voices of pupils who are vulnerable to academic underachievement in order to monitor the effectiveness of their inclusion policy. Ensuring appropriate levels of funding to facilitate effective pastoral support for such pupils is likely to be important.

8.6 The principles for improvement

This report has identified common conditions or principles which appear to be instrumental in raising pupil outcomes. Collectively, these conditions can impact positively on all the identified outcomes. The unique context of each school has also been shown to enhance or impede the improvement of educational outcomes for these groups of pupils and although generic guidance is helpful, one size does not fit all. What is clear from all the responses is that change is achieved through a gradual process that responds to identified needs and challenges: there is no simple one-to-one correspondence between inputs and outcomes. The research found that there are complex, inter-related reasons why the outcomes for Gypsy, Roma and Traveller pupils fall significantly below those for other children, and that schools are employing a range of strategies in response. National achievement targets provide little evidence of the efforts being made to improve outcomes and attention needs to be given to establishing a system for monitoring the progress of these communities using indicators and targets relevant to the challenges.

Key messages
- Each school will need to understand the impact of its context and focus its efforts accordingly. The TARGET model (as described in Chapter 7) may thus be helpful to schools in analysing and determining their next steps.
- Local authorities and central government may need to monitor levels of engagement, exclusion and SEN identification to establish whether progress is being made locally and nationally to ensure pupils from these communities have the opportunities to reach their full potential.

Technical Appendix
by
Simon Rutt

A1 Gypsy, Roma and Traveller and comparative samples

An aim of the project was to carry out analysis on national data sets to understand variations in attainment at Key Stage 2. Many analyses of national outcomes currently have 'Gypsy/Roma' and 'Traveller of Irish Heritage' as independent explanatory variables within their models and this regularly results in large negative coefficients. Compared to similar pupils 'Gypsy/Roma' and 'Traveller of Irish Heritage' pupils, on average, made less progress. As the cohort of Gypsy, Roma and Traveller pupils is relatively small, we were requested to select a comparison group of non Gypsy, Roma and Traveller pupils that would be similar in number and background characteristics.

The following describes the process carried out on the Year 6 cohort of 2005/06 but a similar process was carried out for the subsequent analyses on the 2006/07 and 2007/08 datasets. After removing pupils that were missing either Key Stage 2 results or Key Stage 1 prior attainment results, we were left with a cohort of 692 Gypsy, Roma and Traveller pupils, from an original cohort size of 1,119. Therefore, due to missing prior attainment or outcome data, 38 per cent of this cohort was excluded from the analysis. This compares to a national figure of around eight per cent. In 2006/07 there were 1,438 Gypsy, Roma and Traveller pupils of which 912 remained in the analysis and in 2007/08 there were 1,187 Gypsy, Roma and Traveller pupils of which only 566 remained in the analysis.

For the 2005/06 dataset a random selection was carried out to obtain a comparison group of 692 non- Gypsy, Roma and Traveller pupils. The main analysis was to identify any difference in average rates of progression between Key Stage 1 and Key Stage 2. To obtain a comparison group that was as similar as possible to our cohort of interest, whilst also keeping a degree of randomness in its selection, use was made of two variables. Average Key Stage 1 points score at pupil level was put into quintiles and these identified low and high attaining pupils. The 2003 average key stage 2 points score at school level was also placed into quintiles and these identified low and high performing schools. This allowed us to identify the number of pupils that were low performing and were also in a low performing school, as well as the number of high performing pupils in high performing schools. There were 25 permutations of pupil ability and school performance.

After randomly selecting the 692 pupils needed for the comparison group we obtained the following cohorts of pupils;

Table 1:   2006 Cohorts of Gypsy, Roma and Traveller and non-Gypsy, Roma and Traveller pupils

	Gypsy, Roma and Traveller Pupils	Non Gypsy, Roma and Traveller Pupils
Gender		
Male	48.0%	57.4%
Female	52.0%	42.6%
Special Educational Needs		
No SEN	42.5%	51.4%
SEN	51.2%	40.6%
Statement of SEN	6.4%	8.0%
Government Office Region (GOR)		
North East	4.0%	4.3%
North West	8.8%	14.8%
Yorkshire	6.5%	9.3%
East Midlands	5.3%	6.8%
West Midlands	9.2%	12.6%
Eastern	17.3%	12.0%
London	17.9%	16.5%
South East	24.1%	15.2%
South West	6.6%	8.4%
KS2 Average Points Score 2003 (School Level quintiles)		
Lowest performing schools	31.7%	31.7%
Second lowest	21.2%	21.2%
Middle	17.4%	17.4%
Second highest	13.9%	13.9%
Highest performing schools	9.7%	9.7%
No data	6.1%	6.1%

The table above clearly shows that our comparison group of pupils have similar characteristics to our Gypsy, Roma and Traveller pupils and have been drawn from exactly the same types of school, as measured by KS2 results in 2003. It is noticeable that a high proportion of Gypsy, Roma and Traveller pupils attend the lower performing schools. For the 2007 and 2008 data analysis the same methodology was followed in selecting comparative datasets of non- Gypsy, Roma and Traveller pupils, except, that the sample of non- Gypsy, Roma and Traveller pupils was created five times in an attempt to reduce any bias introduced during the sampling process. Tables 2 and 3 highlight the distribution of a number of characteristics for the sample of Gypsy, Roma and Traveller pupils and the five samples of comparative pupils.

Table 2 - 2007 Samples

	Gypsy, Roma, Traveller Pupils	Non Gypsy, Roma, Traveller Pupils (sample 1)	Non Gypsy, Roma, Traveller Pupils (sample 2)	Non Gypsy, Roma, Traveller Pupils (sample 3)	Non Gypsy, Roma, Traveller Pupils (sample 4)	Non Gypsy, Roma, Traveller Pupils (sample 5)	Non Gypsy, Roma, Traveller Pupils average
Gender							
Male	49.5	49.7	49.0	50.3	46.9	52	49.6
Female	50.5	50.3	51.0	49.7	53.1	48	50.4
Special Educational Needs							
No Sen	41.3	78.2	78.5	77.4	77.1	78.7	78
SEN	52.3	18.8	18.8	20	20.5	17.8	19.2
Statement of SEN	6.4	3	2.7	2.6	2.4	3.5	2.8
GOR							
North East	4.6	6.4	4.3	4.6	5.3	3.7	4.8
North West	7.9	14.2	12.8	16.2	13	12.9	13.8
Yorkshire	6.9	10.7	13.1	11.3	11.7	11.9	11.7
East Midlands	5.9	9.8	10.1	8.8	10.2	8.4	9.5
West Midlands	7.5	11.3	10.8	9.4	10.1	11.8	10.7
Eastern	16.9	10.0	10.5	10.4	9.9	12.5	10.7
London	20.6	12.2	14.2	15.2	13.2	13.7	13.7
South East	21.4	16.0	13.9	14.5	16.1	15.6	15.2
South West	8.3	9.4	10.3	9.6	10.6	9.6	9.9
KS2 Average Points Score 2006 (School Level quintiles)							
Lowest performing schools	32.5	32.5	32.5	32.5	32.5	32.5	32.5
Second lowest	20.9	20.9	20.9	20.9	20.9	20.9	20.9
Middle	19.4	19.4	19.4	19.4	19.4	19.4	19.4
Second highest	11.6	11.6	11.6	11.6	11.6	11.6	11.6
Highest performing schools	8.1	8.1	8.1	8.1	8.1	8.1	8.1
No data	7.5	7.5	7.5	7.5	7.5	7.5	7.5

(figures are percentages)

Table 3 - 2008 Samples

	Gypsy, Roma, Traveller Pupils	Non Gypsy, Roma, Traveller Pupils (sample 1)	Non Gypsy, Roma, Traveller Pupils (sample 2)	Non Gypsy, Roma, Traveller Pupils (sample 3)	Non Gypsy, Roma, Traveller Pupils (sample 4)	Non Gypsy, Roma, Traveller Pupils (sample 5)	Non Gypsy, Roma, Traveller Pupils average
Gender							
Male	54.1	59.0	60.2	57.6	59.0	54.2	58.0
Female	45.9	41.0	39.8	42.4	41.0	45.8	42.0
Special Educational Needs							
No Sen	43.5	47.3	44.6	46.6	45.6	46.8	46.2
SEN	51.4	45.1	45.2	44.9	45.4	45.2	45.2
Statement of SEN	5.1	7.6	10.2	8.5	9.0	8.0	8.6
GOR							
North East	3.4	5.6	4.8	5.2	6.5	5.2	5.5
North West	11.6	18.5	15.7	15.7	14.4	18.2	16.5
Yorkshire	8.4	11.1	10.2	8.7	8.6	11.0	9.9
East Midlands	5.2	8.7	6.1	7.9	9.2	9.4	8.3
West Midlands	10.2	8.5	12.1	10.5	12.1	9.5	10.5
Eastern	13.6	8.5	10.0	8.1	10.5	8.5	9.1
London	15.9	15.8	17.3	17.1	14.8	16.8	16.4
South East	24.0	14.9	15.9	15.2	12.1	13.5	14.3
South West	7.5	8.3	8.0	11.6	11.9	7.9	9.5
KS2 Average Points Score 2007 (School Level quintiles)							
Lowest performing schools	29.2	29.2	29.2	29.2	29.2	29.2	29.2
Second lowest	21.6	21.6	21.6	21.6	21.6	21.6	21.6
Middle	19.1	19.1	19.1	19.1	19.1	19.1	19.1
Second highest	13.4	13.4	13.4	13.4	13.4	13.4	13.4
Highest performing schools	8.7	8.7	8.7	8.7	8.7	8.7	8.7
No data	8.1	8.1	8.1	8.1	8.1	8.1	8.1

(figures are percentages)

As previously identified there were a large number of cases excluded from the analysis due to missing Key Stage data. As this was much larger than the level of missing data found in the rest of the year 6 population it was important to determine whether the missing data resulted in particular pupil types being excluded from the

analysis. For the 2006/07 and 2007/08 analyses further work was undertaken to explore this issue. Tables 4 and 5 illustrate small differences in the characteristics of those included and excluded from the GRT cohort of pupils.

Table 4 – 2006/07 Data

Variable	Label	Neither KS1 or KS2 results	Only KS2	Both KS1 & KS2 results
Free school meal eligibility	No	65.8	46.6	46.8
	Yes	34.2	53.4	53.2
Ethnicity	Gypsy/Roma	58.1	58.3	70.8
	Irish traveller	41.9	41.7	29.2
Gender	Female	49.4	51.0	50.5
	Male	50.6	49.0	49.5
Region	North East	5.0	3.1	4.6
	North West/Merseyside	13.1	12.3	7.9
	Yorkshire & The Humber	13.7	14.8	6.9
	East Midlands	9.0	7.4	5.9
	West Midlands	7.5	8.0	7.5
	Eastern	19.6	15.8	16.9
	London	12.2	17.7	20.6
	South East	14.6	12.0	21.4
	South West	5.3	8.9	8.3
SEN with Statement	No	95.3	95.1	93.6
	Yes	4.7	4.9	6.4
SEN with no statement	No	55.9	43.6	47.7
	Yes	44.1	56.4	52.3
KS206 school achievement band	Missing	7.1	7.4	7.5
	Lowest quintile	39.4	39.7	32.5
	2nd lowest	18.9	14.7	20.9
	Mid point	17.4	23.5	19.4
	2nd highest	12.7	10.3	11.6
	Highest quintile	4.3	4.4	8.1
Urban/rural	Rural	10.6	9.8	13.2
	Non rural	89.1	89.2	84.9

(figures are percentages)

Table 5 – 2007/08 Data

Variable	Label	Neither KS1 or KS2 results	Only KS2	Both KS1 & KS2 results
Free school meal eligibility	No	66.7	51.6	41.5
	Yes	33.3	48.4	58.5
Ethnicity	Gypsy/Roma	54.8	69.9	70.1
	Traveller of Irish heritage	45.2	30.1	29.9
Gender	Female	50.0	49.0	54.1
	Male	50.0	51.0	45.9
Region	North East	2.4	3.6	3.4
	North West/Merseyside	2.4	8.5	11.6
	Yorkshire & The Humber	9.5	10.6	8.4
	East Midlands	4.8	4.9	5.2
	West Midlands	4.8	9.1	10.2
	Eastern	28.6	15.9	13.6
	London	4.8	15.7	15.9
	South East	21.4	24.4	24.0
	South West	21.4	7.2	7.5
SEN with Statement	No	85.7	94.1	94.9
	Yes	14.3	5.9	5.1
SEN with no statement	No	33.3	47.5	48.6
	Yes	66.7	52.5	51.4
KS207 school achievement band	Missing	11.9	9.9	8.1
	Lowest quintile	26.2	40.6	29.2
	2nd lowest	19.0	18.6	21.6
	Mid point	11.9	12.9	19.1
	2nd highest	26.2	12.3	13.4
	Highest quintile	4.8	5.7	8.7
Urban/rural	Rural	26.2	18.7	12.2
	Non rural	73.8	81.3	87.8

(figures are percentages)

A2   Results

The 2008 analysis combines the three datasets to provide analysis that looks at changes over time. The selection of a comparison group of similar pupils from similar schools remained the same as described above. A number of regression models were run looking at pupil performance in English, mathematics and for an overall performance measure. Pupil-level characteristics in the model included gender, eligibility for a free school meal, English as an additional language, pupil mobility, age, ethnicity, special educational needs and prior attainment, as measured by a pupils' points score at Key Stage 1. School-level factors included average school performance at Key Stage 2, the percentage of pupils eligible for free school meals and the schools government office region (GOR). Year variables were also included as well as the interactions between the Gypsy, Roma and Traveller variables and year. The purpose of the model was to identify the relationship between all these variables and the outcome in question. Once this relationship had been identified, additional analysis identified whether there was any variation in performance that could be further explained by a pupil's ethnicity.

To provide robustness to the analysis and confidence in any effects that may appear in the models, four other comparison groups were selected and the analyses run a further four times. Only independent variables that were significant in a number of models were reported. Effects that only appeared once may be a result of the cohort rather than any true difference and are therefore not reported.

The main report contains details of the 2008 analysis but the main highlights are that the most significant variable for all pupils was prior attainment at Key Stage 1. Other significant effects were:

- all pupils with a statement of special educational needs made, on average, less progress than all other pupils, as did pupils with special educational needs but with no statement;
- girls made, on average, less progress than boys;
- pupils on free school meals made, on average, less progress;
- pupils with similar characteristics in schools with higher levels of free school meal eligibility made slightly more progress, on average, than similar pupils in schools with lower levels of free school meal eligibility;
- the better the school performed in previous Key Stage 2 assessments the more progress, on average, a pupil made between KS1 and KS2. (It is worth remembering that a high proportion of Gypsy, Roma and Traveller pupils go to schools that had lower levels of performance);

- pupils in 2008 made, on average, more progress than similar pupils in other years;
- pupils in London, on average, made more progress than other similar pupils.

The above effects are for all pupils and are irrespective of whether a pupil is categorised as a Gypsy, Roma and Traveller or non-Gypsy, Roma and Traveller pupil. Apart from a couple of very minor ethnicity/regional interactions there were no significant differences for the Gypsy/Roma or Irish Traveller pupils over other similar pupils. This was consistent for the three year period analysed and for individual years within it.

Although we have found no significant difference between the average progress made by Gypsy, Roma and Traveller pupils when compared to the average progress of non- Gypsy, Roma and Traveller pupils it is worth remembering that this is a particular sub group of the year 6 population. We have specifically selected a low attaining cohort of non- Gypsy, Roma and Traveller pupils from low attaining schools to directly compare their performance with that of the Gypsy, Roma and Traveller cohort of pupils. The average performance of these pupils is fairly low when compared to national outcomes.

Exclusions Data

Data was provided by the then Department for Children, Schools and Families (DCSF) relevant for all fixed term and permanent exclusions for the academic year 2006/07. Pupils came from primary, secondary and special schools and covered all year groups. Analysis was split into the school types and was to look at the amount of time pupils were excluded for and the reasons for those exclusions and whether there was any difference between Gypsy, Roma and Traveller pupils and non- Gypsy, Roma and Traveller pupils. Pupils were categorised as Gypsy, Roma and Traveller if they were identified as either Gypsy/Roma or Irish Traveller on the exclusions dataset. Of the data available for analysis, 11 per cent of exclusions were in primary schools, 85 per cent were from secondary schools and 4 per cent were from special schools.

Table 6   Exclusions by ethnicity

	Primary schools	**Secondary schools**	**Special schools**
Gypsy, Roma and Traveller Pupil	1.0%	0.5%	0.8%
White UK	75.8%	79.5%	81.3%
Other ethnicity	20.7%	17.2%	14.4%
Unknown	2.5%	2.8%	3.5%
N	*47,420*	*363,766*	*16,718*

The following tables look at the length of exclusion by ethnicity. These tables identify, for each school type, the national breakdowns compared to those for Traveller of Irish heritage pupils, Roma pupils with English as a first language and Roma pupils with English as an additional language. Additional tables break these results down by gender.

Table 7a   Length of exclusion: Primary school pupils

Length of exclusion	Traveller of Irish heritage	Gypsy/Roma Not EAL	Roma EAL	National
0 to 3 days	37.8%	41.3%	33.3%	46.7%
4 to 5 days	25.9%	24.0%	16.7%	21.7%
6 to 7 days	14.6%	12.8%	16.7%	12.6%
8 to 10 days	11.4%	11.2%	16.7%	11.0%
11 to 20 days	5.4%	6.2%	8.3%	5.1%
20+ days	4.9%	4.5%	8.3%	2.8%

Table 7b   Length of exclusion: Primary school pupils by gender

Length of exclusion	Traveller of Irish heritage		Gypsy/Roma Not EAL		Roma EAL		National	
	m	*f*	*m*	*f*	*m*	*f*	*m*	*f*
0 to 3 days	37.3%	50.0%	41.4%	40.9%	33.3%	0	46.1%	52.4%
4 to 5 days	26.0%	25.0%	23.7%	25.0%	16.7%	0	21.8%	20.0%
6 to 7 days	14.1%	25.0%	11.6%	18.2%	16.7%	0	12.7%	11.3%
8 to 10 days	11.9%	0	11.1%	11.4%	16.7%	0	11.2%	10.4%
11 to 20 days	5.6%	0	7.1%	2.3%	8.3%	0	5.2%	3.8%
20+ days	5.1%	0	5.1%	2.3%	8.3%	0	2.9%	2.1%
Number of cases	**177**	**8**	**198**	**44**	**12**	**0**	**42314**	**4243**

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Table 8a   Length of exclusion: Secondary school pupils

Length of exclusion	Traveller of Irish heritage	Gypsy/Roma Not EAL	Roma EAL	National
0 to 3 days	24.6%	27.0%	21.7%	30.8%
4 to 5 days	26.1%	23.8%	21.7%	23.5%
6 to 7 days	18.2%	18.6%	13.3%	18.5%
8 to 10 days	16.2%	18.8%	22.9%	16.6%
11 to 20 days	9.2%	8.2%	14.5%	7.2%
20+ days	5.7%	3.7%	6.0%	3.4%

Table 8b   Length of exclusion: Secondary school pupils by gender

Length of exclusion	Traveller of Irish heritage		Gypsy/Roma Not EAL		Roma EAL		National	
	m	*f*	*m*	*f*	*m*	*f*	*m*	*f*
0 to 3 days	25.9%	21.1%	23.7%	32.6%	19.7%	29.4%	30.0%	32.9%
4 to 5 days	26.6%	24.8%	23.8%	23.7%	22.7%	17.6%	23.5%	23.7%
6 to 7 days	18.8%	16.5%	18.0%	19.5%	13.6%	11.8%	18.6%	18.2%
8 to 10 days	15.7%	17.4%	21.9%	13.4%	24.2%	17.6%	16.9%	15.8%
11 to 20 days	7.5%	13.8%	8.5%	7.7%	16.75	5.9%	7.4%	6.4%
20+ days	5.5%	6.4%	4.0%	3.1%	3.0%	17.6%	3.5%	3.0%
Number of cases	**293**	**109**	**667**	**389**	**66**	**17**	**258885**	**97956**

Table 9a   Length of exclusion: Special school pupils

Length of exclusion	Traveller of Irish heritage	Gypsy/Roma Not EAL	Roma EAL	National
0 to 3 days	26.5%	42.7%	75.0%	49.8%
4 to 5 days	35.3%	29.2%	25.0%	19.3%
6 to 7 days	20.6%	14.6%	0	12.0%
8 to 10 days	17.6%	10.1%	0	10.9%
11 to 20 days	0	2.2%	0	5.0%
20+ days	0	1.1%	0	2.9%

Table 9b   Length of exclusion: Special school pupils by gender

Length of exclusion	Traveller of Irish heritage		Gypsy/Roma Not EAL		Roma EAL		National	
	m	*f*	*m*	*f*	*m*	*f*	*m*	*f*
0 to 3 days	27.3%	0	43.9%	28.6%	100%	0	49.7%	51.2%
4 to 5 days	36.4%	0	28.0%	42.9%	0	100	19.3%	19.5%
6 to 7 days	21.2%	0	13.4%	28.6%	0	0	12.3%	8.1%
8 to 10 days	15.2%	100%	11.0%	0	0	0	10.8%	12.7%
11 to 20 days	0	0	2.4%	0	0	0	5.0%	4.3%
20+ days	0	0	1.2%	0	0	0	2.8%	4.1%
Number of cases	**33**	**1**	**82**	**7**	**3**	**1**	**15349**	**1203**

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