

# Mr Simon Constantinou: Professional conduct panel outcome

Panel decision and reasons on behalf of the Secretary of State for Education

December 2024

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# Professional conduct panel decision and recommendations, and decision on behalf of the Secretary of State

Teacher:	Mr Simon Constantinou
Teacher ref number:	7748792
Teacher date of birth:	17 May 1951
TRA reference:	14987
Date of determination:	10 December 2024
Former employer:	River House School, Warwickshire

## Introduction

A professional conduct panel ("the panel") of the Teaching Regulation Agency ("the TRA") convened between 2 to 10 December 2024 by way of a virtual hearing, to consider the case of Mr Constantinou.

The panel members were Mr Terry Hyde (teacher panellist – in the chair), Mr Ian Hylan (teacher panellist) and Mr Paul Millett (lay panellist).

The legal adviser to the panel was Miss Sarah Price of Blake Morgan LLP solicitors.

The presenting officer for the TRA was Ms Heather Andersen of Browne Jacobson solicitors.

Mr Constantinou was present and was represented by Ms Zahra Ahmed of Counsel at 33 Bedford Row Chambers, instructed by Thompsons Solicitors.

#### [REDACTED]

The hearing took place in public and was recorded.

# Allegations

The panel considered the allegations set out in the Notice of Proceedings dated 23 September 2024.

It was alleged that Mr Constantinou was guilty of unacceptable professional conduct and/or conduct that may bring the profession into disrepute in that:

- 1. He caused and/or permitted and/or failed to prevent the improper use of school funds, in that;
  - a. Between 2006 and 2015 he claimed for and received 'overtime' payments in the sum of approximately £174,000;
    - i. When he was not entitled to do so;
    - ii. Without provision of supporting evidence;
  - b. Between 2006 and 2015 he claimed for and received payment for travel expenses in the sum of approximately £21,000;
    - i. At a rate higher than that which he was entitled to;
    - ii. Without provision of supporting evidence;
    - iii. Which were unnecessary and/or travel expenses which did not exist;
  - c. Between 2004 and 2015 he obtained and/or retained a vehicle through the "Warwickshire County Council car Lease Scheme" at a cost of approximately £16,700 to Warwickshire County Council;
    - i. When he was not entitled to do so in 2004 and/or 2006
    - ii. When he failed to notify the Council in 2004 that his eligibility had ended;
    - iii. Without appropriate approval;
  - d. Between 28 April 2014 and 27 March 2015, he received a payment in the sum of approximately £4,967 for Acting Head Teacher duties;
    - i. Which he was not responsible for;
    - ii. Which he was not performing;
    - iii. Without notifying his employer he had ceased as acting Head Teacher;

- e. Between 2014 and 2015 he claimed for and received payment for hotel accommodation in the sum of approximately £739.56, when he was not entitled to do so because it was not reasonably required;
- 2. He failed to comply with the Warwickshire County Council and/or River House School financial policies and/or procedures, including by;
  - a. Introducing a guidance document dated 23 March 2011 titled "23 March 2011";
    - i. Which was contrary to the Warwickshire County Council Travel Code of Conduct;
    - ii. Without appropriate consultation and/or approval from the Governing Body;
    - iii. Which placed the School at financial detriment when compared to the Local Authority policy;
    - iv. Which enabled him and/or other staff to benefit financially in comparison to the local authority policy.
- 3. He failed to follow appropriate recruitment practices and/or failed to appraise the school's governance in the employment of Individual D including by;
  - a. Failing to advertise the role;
  - b. Failing to convene and/or record any interview with Individual D;
  - c. Failing to seek the prior approval from the Governing Body;
- 4. His conduct as may be found proven at Allegations 1-3 above lacked integrity and/or was dishonest.

Mr Constantinou denied the allegations.

# **Preliminary applications**

#### Application to proceed in Individual A's absence

At the outset of the hearing, the panel considered an application made by the TRA to proceed in the absence of Individual A. The panel decided to proceed in Individual A's absence. A copy of the panel's decision on that application can be found in the separate written decision about Individual A.

#### Application for additional documents

The panel heard applications for additional documents to be admitted.

The TRA applied for a further version of the hearing bundle (with additional redactions) to be admitted, along with a statement from Individual A dated 10 November 2023 and a letter from Individual A's [REDACTED] dated 7 November 2023.

Counsel on behalf of Mr Constantinou made an application to admit a bundle of evidence, comprising of Mr Constantinou's witness statement dated 2 December 2024, exhibits and some testimonials.

The panel carefully considered the documents, and the submissions made. It accepted the legal advice provided.

The panel was satisfied that all of the documents were relevant.

The panel was disappointed that there had been disclosure of evidence so late, particularly in regards to Mr Constantinou's witness statement. There was some duplication of documents, and this was also the third version of the hearing bundle that had been provided to the panel. However, the panel concluded that all of the documents should be admitted in the interests of fairness and justice.

The documents were admitted.

#### Application for privacy

The panel heard an application on behalf of Mr Constantinou for part of the hearing to be heard in private. It was submitted that where matters relating to his [REDACTED] arise, these should be in private. The application was not opposed by the TRA.

The panel carefully considered the submissions made by both parties. It accepted the legal advice provided.

The panel recognised that there is a presumption that hearings should be held in public and that it was in the public interest to proceed in public. However, the panel may exclude the public from a hearing or any part of it if, given the reasons put forward, it does not consider it would be contrary to the public interest to hold part of the hearing in private.

The panel concluded that it would not be contrary to the public interest and in the interests of justice to hold part of the hearing in private.

The panel determined that those parts of the evidence pertaining to Mr Constantinou's [REDACTED] were private matters and should not be placed in the public domain.

The panel has decided that this hearing should take place in public, but that parts of the hearing relating to the [REDACTED] of Mr Constantinou will be heard in private.

#### Amendment to the allegation

At the outset, the panel noted that allegation 1.d required an amendment. There appeared to be a typographical error in the labelling of the sub-particulars. The panel invited submissions from both parties, neither of which objected to the amendment. The panel accepted the legal advice provided.

The panel considered that it had a discretion to make amendment to the allegations at any point before it makes its decision. In this case, it was a straightforward typographical amendment to the description of the sub-particular, which should be changed from (i) to (ii).

Therefore, the panel decided to amend allegation 1.d as follows:

*d.* Between 28 April 2014 and 27 March 2015, he received a payment in the sum of approximately £4,967 for Acting Head Teacher duties;

i. Which he was not responsible for;

ii. Which he was not performing;

iii. Without notifying his employer he had ceased as acting Head Teacher;

#### Application to admit hearsay

At the end of the TRA's case, the TRA made an application to admit the witness statement of Witness A as hearsay evidence.

The TRA submitted that the statement of Witness A was relevant to the case and therefore the issue was about fairness. In brief, the TRA submitted:

- this is not the sole or decisive evidence;
- there is considerable other evidence in support of the documents;
- there has not been much challenge to the evidence;
- there is no reason why Witness A would fabricate their evidence;
- these are serious charges, but the teacher is retired so it cannot be said that it will affect his career;
- the TRA cannot give a good reason for Witness A's non attendance because none has been given by Witness A;
- the TRA have made numerous efforts to contact Witness A;

• the teacher had been given prior notice that Witness A may not attend the hearing.

The application was opposed by counsel instructed on behalf of Mr Constantinou. In summary, it was submitted:

- None of the statements have been agreed, and all witnesses were required to attend for cross examination;
- An opportunity to cross examine Witness A has been lost;
- Witness A's evidence is not the sole evidence, but could be decisive. Witness A was the [REDACTED] and only they could answer questions in relation to the [REDACTED] in the School;
- Unless the evidence is tested, the unreliability cannot be established;
- It is not agreed that just because a teacher is retired that a serious outcome would not have an adverse impact. These are very serious allegations and have potential for reputation damage;
- The TRA may have taken steps to secure attendance, but there is no good reason for non-attendance of the witness. The witness' decision not to attend is of their own volition. There is no evidence of ill health or bereavement for example that a panel could consider to be a good reason for non attendance;
- The panel should approach hearsay evidence with caution. The panel should consider admissibility before determining weight to be attached.

The panel carefully considered all of the evidence and the parties' submissions. It accepted the legal advice provided.

The panel decided that the application should be allowed for the following reasons:

- Witness A's evidence was not the sole and decisive evidence in support of the allegations.
- The panel was satisfied that the TRA had made every effort to engage Witness A and secure their attendance.
- The panel was not provided with any good reason for the absence of Witness A but accepted that this was because the TRA had not heard from them. The panel noted that Witness A was not a teacher and was not under the same obligation as teachers to engage with their regulator.

- The panel noted that a concern had been raised regarding the credibility of Witness A but concluded that no evidence to support this had been provided.
- The panel was satisfied that any prejudice to the teacher could be adequately addressed by assessing the weight to be attached to Witness A's hearsay evidence.

#### Further application to admit additional document

During the proceedings, the panel heard a further application for additional documents to be admitted on behalf of Mr Constantinou, namely a copy of the Ofsted Report in 2013. The TRA did not object to the application. The panel accepted the legal advice provided. The panel was satisfied that the Ofsted Report was both relevant and fair. Therefore, it decided to admit the document as evidence.

## Summary of evidence

#### **Documents**

In advance of the hearing, the panel received a bundle of documents which included:

Section 1: Notice of Proceedings and Response - Individual A - pages 9 to 21

Section 2: Notice of Proceedings and Response - Simon Constantinou - pages 23 to 48

Section 3: Anonymised Persons List – page 50

Section 4: Teaching Regulation Agency witness statements - pages 52 to 356

Section 5: Teaching Regulation Agency documents – pages 358 to 753

Section 6: Teacher documents – Simon Constantinou – pages 756 to 814

Section 7: Teacher documents – Individual A – page 818

Supplementary bundle consisting of 712 pages.

In addition, the panel agreed to accept the following:

- A further version of the final hearing bundle. The content of this bundle was the same as set out above (Sections 1 to 6), save for some additional redactions;
- Individual A's comments, dated 10 November 2023;
- A letter from Individual A's [REDACTED] dated 7 November 2023;

- Bundle comprising of Mr Constantinou's witness statement dated 2 December 2024, exhibits and some testimonials.
- 2013 Ofsted Inspection Report.

The panel members confirmed that they had read all of the documents within the bundle, in advance of the hearing and the additional documents that the panel decided to admit.

In the consideration of this case, the panel had regard to the document Teacher Misconduct: Disciplinary Procedures for the Teaching Profession 2018, (the "Procedures").

#### Witnesses

The panel heard oral evidence from:

- 1. Witness B, [REDACTED];
- 2. Witness C, [REDACTED].

Mr Constantinou also gave evidence to the panel.

### **Decision and reasons**

The panel announced its decision and reasons as follows:

The panel carefully considered the case before it and reached a decision.

Mr Constantinou began employment with Warwickshire County Council ("WCC") in 1988. In 2004, Mr Constantinou was seconded to River House School ("the School") as a Deputy Headteacher. He was tasked to set up an education programme for boys who were struggling in school. This programme became the Individual Learning Programme ("ILP"). In 2008, Mr Constantinou became a permanent Deputy Headteacher at the School.

Witness C, an [REDACTED] was asked to work with the School, as a [REDACTED]. He began this post in March 2015. Witness C discovered potential financial irregularities which he reported to the [REDACTED]. In April 2015, the [REDACTED] requested an audit.

An initial audit was carried out by WCC. During this, a number of concerns were identified which required further investigation. A detailed audit was then commenced and a report was produced by Witness B, dated 28 October 2015.

Mr Constantinou was suspended on 14 May 2015.

Mr Constantinou was referred to the TRA in January 2016.

#### Findings of fact

The findings of fact are as follows:

The panel considered the allegations as follows:

- 1. You caused and/or permitted and/or failed to prevent the improper use of school funds, in that;
  - a. Between 2006 and 2015 you claimed for and received 'overtime' payments in the sum of approximately £174,000;
    - i. When you were not entitled to do so;
    - ii. Without provision of supporting evidence;

The panel heard oral evidence from Witness B. Witness B was [REDACTED] and prepared a detailed investigation report, which the panel had sight of. In their written statement, Witness B stated "...payments made to him referenced overtime payments were being paid from the ILP budget. Alarm bells started as they appeared very high." In their oral evidence, Witness B stated that in their experience they had only seen occasional low value claims for overtime made by teachers. In their oral evidence, Witness B did accept that if a teacher completed overtime, then they should be paid for it.

The panel also heard oral evidence from Witness C, who had been brought into the School as a consultant to help drive the School forward. On one occasion, Witness C stated that they had been asked by Mr Constantinou to sign an overtime claim in the sum of £2,200 for one month. Witness C thought that deputy headteachers did not get overtime, so they asked Mr Constantinou to put more detail in the claim form. Witness C stated in their written statement *"I discussed the overtime claims with [REDACTED], and it came to light that this had been happening regularly over a long period of time..."*. Witness C further stated *"the previous claims made had no details to explain why they had been made and only included the figures requested."* 

Mr Constantinou denied this allegation. He stated that he did do the overtime and that he was entitled to claim for it. In his statement, Mr Constantinou stated *"I was working these extra hours and I felt justified in claiming for them. In effect, I had two jobs, one in the school and one leading off-site provision. With my additional hours payments I felt I was earning an amount which was justified in terms of my work and responsibilities".* 

In his oral evidence to the panel, Mr Constantinou stated that amongst other duties, he was providing one to one teaching to pupils in their homes on a weekly basis.

The panel was provided with a copy of the Teacher Pay and Conditions Document. It was submitted on behalf of Mr Constantinou that there were contradictions within this document regarding payment to deputy headteachers.

Paragraph 5 of the initial fixed term contract (Appendix Q) sets out the Hours of Work as being those included in the School Teachers' Pay and Conditions Document as follows:

"The School Teachers' Pay and Conditions Document does not prescribe a working year or number of hours to be worked in a year, for Deputy Head Teachers. However, it is expected that you will be available for work on such days a year, including those days which pupils will be taught in school, as maybe needed to discharge effectively your professional duties as set out in Part X of the document".

Paragraph 52 of the Teacher Pay and Conditions Document set out the following:

52. The relevant body may make such payments as they see fit to a teacher, including a head teacher, in respect of-

(a) continuing professional development undertaken outside the school day;

(b) activities relating to the provision of initial teacher training as part of the ordinary conduct of the school;

(c) participation in out-of-school hours learning activity agreed between the teacher and the head teacher or, in the case of the head teacher, between the head teacher and the relevant body.

Mr Constantinou relied on paragraph 52(c) above to support his overtime claims which he said was an exception to the general rule that headteachers and deputy headteachers do not get paid overtime.

The panel was satisfied that Mr Constantinou did claim and receive payments for overtime. The panel had been provided with evidence that these claims amounted to the sum of approximately £174,000, as per the calculation set out in the investigation report prepared by Witness B dated 28 October 2015.

In his oral evidence, Mr Constantinou told the panel that the activities he was undertaking for which he was claiming overtime included dealing with issues arising from pupils' behaviour and staff wellbeing. The panel concluded that these activities were management/leadership activities which fell squarely under the role of a deputy headteacher and could not therefore be claimed as overtime.

In his interview as part of the School's investigation, Mr Constantinou stated *"the educational parts would have been during the day 9-3"*. The panel considered that to some extent this contradicted what Mr Constantinou had said in his oral evidence, when he said that he would have carried out educational work out of school hours.

The panel accepted that the Teacher Pay and Conditions Document contained contradictory descriptions of what deputy headteachers were allowed to claim. However, as an experienced teacher, the panel considered that Mr Constantinou should have known that he was not entitled to claim for overtime for the work that he was undertaking.

The panel had been provided with copies of overtime claims. Within the claim form template, the panel noted that it included the following wording:

"*Please note*: teachers' involvement in any out-of-school-hours learning activity is entirely voluntary and so cannot be counted as directed time and that teachers should be paid for the additional work. In addition, Head Teachers, Deputy Head Teachers and Advanced Skills Teachers are not eligible for OSLA [out of school learning agreements] payments."

The panel was therefore satisfied that by virtue of Mr Constantinou's position as a Deputy Headteacher, he was not entitled to the claims.

The panel noted that Mr Constantinou claimed regular overtime payments, which were rounded figures, often 8-10 hours per week. The panel was told that there were around 20 children in the ILP provision. The panel felt that the time claimed by Mr Constantinou was beyond credibility. Mr Constantinou confirmed that he did not require the other staff working in the ILP provision to work overtime. He said that he undertook all of the overtime work himself.

The panel had been taken to comments made by [REDACTED] in a letter dated 11 November 2014. This letter stated "*We would like to confirm that you continue to organise the ILP. We will continue to pay your overtime from the ILP budget for this role.*" The panel did not accept that this was a form of retrospective or permanent approval for the overtime payments because the evidence suggested that [REDACTED] had only recently taken over that role and had taken the information provided to her in good faith. It was clear that the [REDACTED] wanted to re-visit the ILP role once she had been able to take time to assess it and said that would happen in the following month. The panel also noted the comments made in the School's investigation, where in response to a question about overtime, the [REDACTED] stated "*I've been had. He was already paid for the deputy role*".

The panel was provided with copies of overtime claim forms for Mr Constantinou.

The panel found that there was insufficient evidence in support of the overtime claims made. Simply stating the time spent was not enough detail. The panel would have expected more information such as what, where, with whom and for how long the claims related, making specific reference to the learning activities.

Mr Constantinou told the panel that he was very busy in his role and that dealing with money and administration were not his strong points. The panel did not accept Mr Constantinou's evidence that there was insufficient space to add details of the claims.

For the reasons set out above, the panel concluded that Mr Constantinou caused and/or permitted and/or failed to prevent the improper use of school funds, in that between 2006 and 2015 he claimed for and received 'overtime' payments in the sum of approximately  $\pounds$ 174,000, when he was not entitled to do so and without provision of supporting evidence.

The panel considered that the amount of overtime payments received during this period were significant. This was a huge loss to the School's budget.

Allegation 1.a is therefore found proved.

- b. Between 2006 and 2015 you claimed for and received payment for travel expenses in the sum of approximately £21,000;
  - i. At a rate higher than that which you were entitled to;
  - ii. Without provision of supporting evidence;
  - iii. Which were unnecessary and/or travel expenses which did not exist;

Witness B stated that Mr Constantinou did not provide detail in relation to the journeys which were made, including no detail about destinations or records to and from, any dates or pupils involved.

In their statement, Witness C stated "*Mr Constantinou received approximately* £21,000 *in travel expense without the provision of supporting evidence. The claims had been scribbled onto a standard claim form and been signed off by Individual A.*" This is for the period between 2006 and 2015.

Mr Constantinou admitted that he had claimed at a higher rate than appropriate as he had a lease car and was only entitled to claim at a lower rate for petrol only. The panel noted that as part of his settlement agreement with the School, there was an agreement that he would pay this back. Mr Constantinou told the panel that with hindsight he wished that he had not signed that agreement. The panel concluded that Mr Constantinou was responsible for completing the entire claim form. The panel was mindful of the evidence that Mr Constantinou had been warned in 1999 for not completing the claim forms in full, including the rate claimed, and had agreed to repay these previous overpayments. Despite this, Mr Constantinou repeated this behaviour. The panel did not accept Mr Constantinou's evidence that he had simply forgotten about the previous incident. The panel concluded that Mr Constantinou had claimed at a rate higher than that which he was entitled to.

In relation to supporting evidence, the panel was provided with evidence of claim forms which demonstrated that Mr Constantinou did provide supporting evidence.

The panel was not provided with evidence that demonstrated that the claims Mr Constantinou made were not necessary.

For the reasons above, the panel found the fact at allegation 1.b.i proved. It did not find 1b.ii and 1.b.iii proved. The panel went on to consider whether, in regards to its finding in relation to 1.b.i, that Mr Constantinou caused and/or permitted and/or failed to prevent the improper use of school funds. The panel was satisfied that Mr Constantinou did cause the improper use of school funds in that he claimed at a higher rate than he was entitled to, which in turn diverted public money away from the pupils.

Allegation 1.b is proved in respect of sub paragraph 1.b.i only. Allegation 1.b.ii and 1.b.iii were not proved.

- c. Between 2004 and 2015 you obtained and/or retained a vehicle through the "Warwickshire County Council car Lease Scheme" at a cost of approximately £16,700 to Warwickshire County Council;
  - i. When you were not entitled to do so in 2004 and/or 2006
  - ii. When you failed to notify the Council in 2004 that your eligibility had ended;

#### iii. Without appropriate approval;

In Witness B's report, they stated that Mr Constantinou had chosen to be part of the WCC car lease scheme when he was employed by WCC. Witness B confirmed that when Mr Constantinou was employed by WCC, he was deemed an essential car user. However, when Mr Constantinou joined the School in 2004, this did not include the entitlement to the essential car user allowance.

Mr Constantinou denied this allegation. He told the panel that he was very surprised about this allegation as he had been provided with a car lease for many years without any issues being raised.

The panel noted that Witness B's oral evidence had changed from their investigation report. They had confirmed to the panel that Mr Constantinou was entitled to a car lease until 2008 because he was seconded to the School by his employer, WCC. The panel was satisfied that Mr Constantinou was entitled to a car lease in 2004 and/or 2006. It therefore follows that he had nothing to notify in 2004, as alleged.

The evidence suggested that from the point Mr Constantinou became a permanent member of staff at the School, he was no longer entitled to the car lease.

The panel understands that the figure set out in the allegation was calculated for the full period between 2004 and 2015. However, given the panel's finding that Mr Constantinou was clearly eligible for a car lease up to 2008, the figure would be incorrect. The panel did consider whether to amend the allegation, but found that in doing so, it would be a material change to the allegation in order to fit the facts. The panel considered that this would be unfair to Mr Constantinou.

Allegation 1.c is not proved in its entirety.

- d. Between 28 April 2014 and 27 March 2015, you received a payment in the sum of approximately £4,967 for Acting Head Teacher duties;
  - i. Which you were not responsible for;
  - ii. Which you were not performing;
  - iii. Without notifying your employer you had ceased as acting Head Teacher;

In their report, Witness B stated that Mr Constantinou took on the responsibilities as Acting Headteacher whilst Individual A was off sick between September 2013 and January 2014. Individual A then completed a phased return to work and was back to full duties by April 2014. Witness B stated that during this time, Mr Constantinou received additional payments for this post, but the payments did not stop when Individual A returned to the School.

Mr Constantinou stated that it had been suggested to him by [REDACTED] for School Improvement at WCC that Mr Constantinou should extend his Acting Headteacher role when Individual A returned to the School following their period of sickness absence. Mr Constantinou said that he believed that the extension had been agreed by the Governing Body. In his evidence, Mr Constantinou told the panel that Individual A was not effective when he returned to the School.

In the Acting Headteacher's report dated 10 February 2014 it record that "*the substantive Headteacher commenced a phased return to work on 6th January 2014*".

The panel was provided with copies of payslips beyond April 2014 to at least March 2015 which clearly stated 'Acting head' on them. In his evidence, Mr Constantinou told the panel that he did look at his payslips, so would have seen that he was receiving the payments when he was not entitled to them.

The panel considered that a Deputy Headteacher's role is to deputise for the Headteacher in their absence and that there is no additional entitlement to extra money

for that. Whilst Mr Constantinou stated that he continued to undertake the role of Acting Headteacher, the evidence of Governing Body minutes on 10 February 2014, which was after the period Individual A returned to the School, which was evidence that Individual A was attending these meetings, not Mr Constantinou.

The panel did not consider that it was Mr Constantinou's responsibility to notify his employer that he had ceased the role of Acting Headteacher. However, the panel did consider that Mr Constantinou should have informed his employer that he was receiving the additional payments when he was not entitled to do so.

For the reasons set out above, the panel concluded that Mr Constantinou received payment for Acting Headteacher duties for which he was not responsible, which he was not performing and without notifying his employer.

Further, and for the same reasons as above, the panel was satisfied that Mr Constantinou had caused and/or permitted and/or failed to prevent the improper use of school funds by accepting payment for acting headteacher duties.

Therefore, allegation 1.d is proved in its entirety.

# e. Between 2014 and 2015 you claimed for and received payment for hotel accommodation in the sum of approximately £739.56, when you were not entitled to do so because it was not reasonably required;

In Witness B's report, they stated that Mr Constantinou had claimed and received payment for hotel accommodation when he was not entitled. The panel was provided with evidence that Mr Constantinou claimed for 11 overnight stays at a total cost of around £739.56.

Witness C told the panel that he was aware that Mr Constantinou had booked "*executive* rooms at a golf hotel".

Mr Constantinou denied this allegation. He stated that he had permission to claim back the costs for overnight stays from Individual A. Mr Constantinou stated that he had stayed in a local B&B or the [REDACTED], not executive rooms at a golf hotel as alleged by Witness C.

The panel was of the view that it might have been deemed reasonable to claim for hotel accommodation as a one-off, but that Mr Constantinou had claimed for 11 overnight stays, when there was little or no evidence that this was reasonably required. The panel was satisfied that by claiming and receiving payment for hotel accommodation, when not entitled to do so, Mr Constantinou had caused and/or permitted and/or failed to prevent the improper use of school funds.

Allegation 1.e is found proved.

- 2. You failed to comply with the Warwickshire County Council and/or River House School financial policies and/or procedures, including by;
  - a. Introducing a guidance document dated 23 March 2011 titled "23 March 2011";
    - i. Which was contrary to the Warwickshire County Council Travel Code of Conduct;
    - ii. Without appropriate consultation and/or approval from the Governing Body;
    - iii. Which placed the School at financial detriment when compared to the Local Authority policy;
    - iv. Which enabled you and/or other staff to benefit financially in comparison to the local authority policy.

In Witness B's evidence they stated that Mr Constantinou had failed to comply with WCC's and the School's financial policies. Witness B exhibited a copy of the WCC Travel Code of Conduct. The panel was provided with a copy of the document dated 23 March 2011 produced by Mr Constantinou.

Mr Constantinou denied this allegation. He stated that he had introduced the guidance to *"remedy a problem of inconsistency*". Mr Constantinou was unable to identify how the document was contrary to WCC's Travel Code of Conduct, and in fact he had based his guidance on the WCC's code.

The panel noted that it had been provided with a copy of a Travel Code of Conduct which was dated after Mr Constantinou's guidance document was introduced. The panel could not be certain what WCC Travel Code of Conduct was in place at the relevant time. It could not, therefore, establish if the guidance introduced by Mr Constantinou was contrary to WCC's Travel Code of Conduct, placed the School at financial detriment nor whether it enabled Mr Constantinou or staff to benefit financially in comparison to the Local Authority policy.

The panel was provided with a copy of minutes of a Governor's meeting dated 11 April 2011. Within that document, it is recorded that: *"MT distributed to Governors a recommendation (attached) from Simon Constantinou (Deputy Headteacher) regarding travel claims. Governors agreed to accept the recommendation."* 

The panel was therefore satisfied that the Governing Body had been informed and approved the guidance document.

For the reasons set out above, the panel found allegation 2 not proved.

- 3. You failed to follow appropriate recruitment practices and/or failed to appraise the school's governance in the employment of Individual D including by;
  - a. Failing to advertise the role;
  - b. Failing to convene and/or record any interview with Individual D;
  - c. Failing to seek the prior approval from the Governing Body;

In their investigation report, Witness B stated that in August 2014, Mr Constantinou was required to take on the permanent role of the only Deputy Headteacher in the School. In order to allow Mr Constantinou to undertake those duties in the School, Individual D was asked to undertake the duties of the [REDACTED] and an agreement was reached to provide Individual D with a temporary honoraria to reflect the additional work.

Witness B stated that on 24 April 2015, Mr Constantinou instructed Witness A to cancel the honoraria and regrade the post on an increased salary. This would have resulted in Individual D being appointed in that post without any recruitment process being carried out or with the new post being approved by the Governing body.

On 29 April 2015, [REDACTED] ("[REDACTED]") HR department contacted the School to say that the job evaluation identification ("JEID") did not match the scale. Following this, there were a number of discussions between [REDACTED] and the [REDACTED]. It was explained that the new job had not been graded by WCC and could be open to an equal pay claim. A stop was therefore put on the appointment.

Witness C stated that Mr Constantinou had made an arbitrary decision to upgrade Individual D. Witness C stated that "*I had told Mr. Constantinou to fill in the questionnaire and I would have a look. However, on one of my days off he instigated this himself by sending it to HR.*"

Mr Constantinou denied this allegation. He stated that Individual D's new responsibilities needed to be acknowledged and placed on a permanent footing. Mr Constantinou also stated that he believed that he had the approval of the [REDACTED], Witness C to make the change.

In his witness statement, Mr Constantinou stated *"I had no experience of recruiting, promoting or upgrading a member of staff. On reflection, I should have consulted the governing body or at least the chair and sought their approval before starting the process."* 

The panel was not taken to any evidence that there was a requirement to seek the approval of the Governing Body down to the time the appointment process was stopped.

In regards to 3.a, 3.b and 3.c, the panel was not satisfied that the TRA had discharged its burden in regards to this allegation. There was no evidence that Mr Constantinou was required to advertise the role, convene and/or record an interview, nor seek prior approval from the Governing Body.

The panel decided that Witness C had advised Mr Constantinou not to proceed with the appointment, but that he went ahead with it anyway and when Witness C was not in School. Mr Constantinou believed that he was entitled to make the decision at a time when he thought he had the appropriate authority. However, the panel concluded that Mr Constantinou was not entitled to take that decision without the approval of Witness C at the very least. For this reason, the panel concluded that Mr Constantinou had failed to follow appropriate recruitment practices in the employment of Individual D.

Therefore, the panel found allegation 3.a, 3.b and 3.c not proved.

The panel found the stem of allegation 3, namely 'You failed to follow appropriate recruitment practices in the employment of Individual D' proved.

# 4. Your conduct as may be found proven at Allegations 1-3 above lacked integrity and/or was dishonest.

Having found the facts of allegations 1.a.i and 1.a.ii, 1.b.i, 1.d.i, 1.d.ii and 1.d.iii, 1.e and 3.c proved, the panel went on to consider whether Mr Constantinou's conduct demonstrated a lack of integrity and/or was dishonest.

When considering the issue of dishonesty, the panel first considered the actual state of knowledge or belief of Mr Constantinou as to the facts before determining whether his conduct was dishonest by the standards of ordinary decent people.

As regards lack of integrity, the panel had regard to the decision of the Court of Appeal in *Wingate v SRA; SRA v Malins* [2018] EWCA Civ 366. The Committee recognised that integrity denotes adherence to the standards of the profession and the Committee therefore considered whether, by his actions, Mr Constantinou failed to adhere to those standards.

#### The panel first considered allegation 1.a.i and 1.a.ii.

The panel had found that Mr Constantinou claimed overtime payments when he knew, or should have known, he was not entitled to do so and without provision of supporting evidence. The panel concluded that Mr Constantinou's state of knowledge at the time was that he was entitled to be paid overtime.

There was clear documentary evidence that stated Deputy Headteachers were not entitled to claim for overtime payments for the type of work that was being done. Mr Constantinou should have been aware of this and should not have made the overtime claims as he was not entitled to them. The panel noted that the overtime payments amounted to a significant amount of money which equated to around 25% of his basic salary. In the panel's view, this was dishonest behaviour by the standards of ordinary decent people.

For the same reasons, the panel concluded that Mr Constantinou's actions lacked integrity. The panel also felt that Mr Constantinou had breached the Nolan principles, in particular the second principle, namely: "*They should not act or take decisions in order to gain financial or other material benefits for themselves, their family, or their friends. They must declare and resolve any interests and relationships.*"

The panel was particularly mindful of the volume of public money that had been taken away from pupils.

Accordingly, allegation 4 is proved in relation to allegation 1.a.i. and 1.a.ii.

#### The panel next considered allegation 1.b.i.

The panel had been provided with evidence that Mr Constantinou had acted in the same manner previously, resulting in clear advice being given to him not to repeat the conduct. The panel concluded that Mr Constantinou's state of knowledge at the time was that he knew he should not have left the claim form blank and should have completed the rate himself. In the panel's view, this was dishonest behaviour by the standards of ordinary decent people.

For the same reasons, the panel concluded that Mr Constantinou's actions lacked integrity. He should not have left the rate on the claim form blank, particularly in light of the previous incident where he was warned not to do that again in future.

Accordingly, allegation 4 is proved in relation to allegation 1.b.i.

#### The panel next considered allegation 1.d.i, 1.d.ii and 1.diii.

The panel was provided with copies of the payslips which clearly stated "Acting head" on them. In his evidence, Mr Constantinou confirmed that he reads his payslips. The panel did not accept Mr Constantinou's argument that he was covering the Headteacher's duties, even when Individual A had returned to the School. The panel concluded that Mr Constantinou's state of knowledge at the time was that he knew that he was not the Acting Headteacher and that he should not therefore have received payment for those duties. In the panel's view, this was dishonest behaviour by the standards of ordinary decent people.

For the same reasons, the panel concluded that Mr Constantinou's actions lacked integrity. He should not have accepted additional payments for Headteacher duties.

Accordingly, allegation 4 is proved in relation to allegation 1.d in its entirety.

#### The panel next considered allegation 1.e

The panel accepted that Mr Constantinou had made at least one claim with the support of Individual A and that he had genuinely held the belief that he was subsequently able to claim for the hotel accommodation. The panel considered that Mr Constantinou's conduct at allegation 1(e) was ill-advised, but by the standards of ordinary decent people, was not dishonest.

The panel concluded that Mr Constantinou's actions lacked integrity. He should not have claimed for hotel accommodation and in doing so he had taken advantage of an unclear situation.

Accordingly, allegation 4 is proved (in regards to integrity only) in relation to allegation 1.e.

#### The panel next considered the stem of allegation 3

The panel considered whether Mr Constantinou's decision not to follow Witness C's instructions regarding the appointment was dishonest and lacked integrity because whilst it is not specified in the sub particulars of the allegation, it nevertheless fell squarely in the stem of the allegation. The panel found that Mr Constantinou knew or should have known that he did not have the authority to ignore Witness C's instruction and that in doing so he was dishonest by the standards of ordinary decent people. It also follows that Mr Constantinou lacked integrity.

Accordingly, allegation 4 is proved in relation to the stem of allegation 3.

# Findings as to unacceptable professional conduct and/or conduct that may bring the profession into disrepute

Having found a number of the allegations proved, the panel went on to consider whether the facts of those proved allegations amounted to unacceptable professional conduct and/or conduct that may bring the profession into disrepute.

In doing so, the panel had regard to the document Teacher Misconduct: The Prohibition of Teachers, which is referred to as "the Advice".

The panel was satisfied that the conduct of Mr Constantinou, in relation to the facts found proved, involved breaches of the Teachers' Standards. The panel considered that, by reference to Part 2, Mr Constantinou was in breach of the following standards:

- Teachers uphold public trust in the profession and maintain high standards of ethics and behaviour, within and outside school.
- Teachers must have proper and professional regard for the ethos, policies and practices of the school in which they teach.

• Teachers must have an understanding of, and always act within, the statutory frameworks which set out their professional duties and responsibilities.

The panel also considered whether Mr Constantinou's conduct displayed behaviours associated with any of the offences listed on pages 12 and 13 of the Advice.

The Advice indicates that where behaviours associated with such an offence exist, a panel is likely to conclude that an individual's conduct would amount to unacceptable professional conduct.

The panel found that the offence of serious dishonesty was relevant.

The panel considered that the findings against Mr Constantinou were serious. The panel noted that there had been a significant amount of public money being re-directed over a long period of time and taken away from pupils that were deemed to be the most vulnerable. Mr Constantinou was the Deputy Headteacher and should have prevented money being taken away from resources. Mr Constantinou should not have ignored the instructions of Witness C.

The panel was satisfied that the conduct of Mr Constantinou amounted to misconduct of a serious nature which fell significantly short of the standards expected of the profession.

Accordingly, the panel was satisfied that Mr Constantinou was guilty of unacceptable professional conduct.

In relation to whether Mr Constantinou's actions amounted to conduct that may bring the profession into disrepute, the panel took into account the way the teaching profession is viewed by others. It considered the influence that teachers may have on pupils, parents and others in the community. The panel also took account of the uniquely influential role that teachers can hold in pupils' lives and the fact that pupils must be able to view teachers as role models in the way that they behave.

The findings of misconduct are serious, and the conduct displayed would be likely to have a negative impact on the individual's status as a teacher, potentially damaging the public perception.

The panel therefore found that Mr Constantinou's actions constituted conduct that may bring the profession into disrepute.

In conclusion, the panel found that Mr Constantinou's conduct amounted to both unacceptable professional conduct and conduct that may bring the profession into disrepute.

# Panel's recommendation to the Secretary of State

Given the panel's findings in respect of unacceptable professional conduct and conduct that may bring the profession into disrepute, it was necessary for the panel to go on to consider whether it would be appropriate to recommend the imposition of a prohibition order by the Secretary of State.

In considering whether to recommend to the Secretary of State that a prohibition order should be made, the panel had to consider whether it would be an appropriate and proportionate measure, and whether it would be in the public interest to do so. Prohibition orders should not be given in order to be punitive, or to show that blame has been apportioned, although they are likely to have punitive effect.

The panel had regard to the particular public interest considerations set out in the Advice and, having done so, found a number of them to be relevant in this case, namely, the safeguarding and wellbeing of pupils and the protection of other members of the public, the maintenance of public confidence in the profession and declaring and upholding proper standards of conduct.

There was a strong public interest consideration in respect of the safeguarding and wellbeing of pupils, given the panel's finding that Mr Constantinou had a relaxed attitude towards to handling of public funds which fell short of being a role model to vulnerable pupils. In that sense, the panel found that this was a safeguarding and wellbeing issue as he had been a poor example as to how to behave.

Similarly, the panel considered that public confidence in the profession could be seriously weakened if conduct such as that found against Mr Constantinou were not treated with the utmost seriousness when regulating the conduct of the profession.

The panel was of the view that a strong public interest consideration in declaring proper standards of conduct in the profession was also present as the conduct found against Mr Constantinou was outside that which could reasonably be tolerated.

In addition to the public interest considerations set out above, the panel went on to consider whether there was a public interest in retaining Mr Constantinou in the profession. The panel had not been provided with any evidence that he had made an exceptional contribution to the education profession. The panel concluded that the other public interest factors outweighed any public interest in retaining Mr Constantinou in the profession.

In view of the clear public interest considerations that were present, the panel considered carefully whether or not it would be proportionate to impose a prohibition order, taking into account the effect that this would have on Mr Constantinou.

In carrying out the balancing exercise, the panel had regard to the public interest considerations both in favour of, and against, prohibition as well as the interests of Mr Constantinou. The panel took further account of the Advice, which suggests that a prohibition order may be appropriate if certain behaviours of a teacher have been proved. In the list of such behaviours, those that were relevant in this case were:

- serious departure from the personal and professional conduct elements of the Teachers' Standards;
- misconduct seriously affecting the education and/or safeguarding and well-being of pupils, and particularly where there is a continuing risk;
- abuse of position or trust;
- dishonesty or a lack of integrity;

Even though some of the behaviour found proved in this case indicated that a prohibition order would be appropriate, the panel went on to consider the mitigating factors. Mitigating factors may indicate that a prohibition order would not be appropriate or proportionate.

There was evidence that Mr Constantinou's actions were deliberate and over a long period of time.

There was no evidence to suggest that Mr Constantinou was acting under duress.

The panel concluded that Mr Constantinou did not demonstrate exceptionally high standards in both personal and professional conduct nor that he had contributed significantly to the education sector. The panel was shown evidence of [REDACTED] on the part of Mr Constantinou.

The panel was provided with testimonial evidence. However, it was not provided with evidence to attest to Mr Constantinou's abilities as an educator.

The panel was of the view that the TRA's procedures for Mr Constantinou had been pending for almost 10 years. The panel had not been provided with any explanation as to why the matter had taken so long to be put before this panel. Mr Constantinou is now over 70 years old and has not taught for almost 10 years. The panel took these matters into account but did not consider that these factors were sufficient to outweigh other public interest considerations present.

In terms of aggravating features of this case, the panel had in mind the significant amount of money that Mr Constantinou had benefited from during the period in question. The panel considered that this was in excess of £210,000. This was not a one-off, the panel had made findings about a pattern of dishonest conduct over a number of years. The panel was not reassured that the conduct would not be repeated.

The panel concluded that Mr Constantinou had a cavalier attitude to laws and regulations.

The panel first considered whether it would be proportionate to conclude this case with no recommendation of prohibition, considering whether the publication of the findings made by the panel would be sufficient.

The panel was of the view that, applying the standard of the ordinary intelligent citizen, it would not be a proportionate and appropriate response to recommend no prohibition order. Recommending that the publication of adverse findings would be sufficient would unacceptably compromise the public interest considerations present in this case, despite the severity of the consequences for Mr Constantinou of prohibition.

The panel was of the view that prohibition was both proportionate and appropriate. The panel decided that the public interest considerations outweighed the interests of Mr Constantinou. The serious nature of the proven allegations was a significant factor in forming that opinion. Accordingly, the panel made a recommendation to the Secretary of State that a prohibition order should be imposed with immediate effect.

The panel went on to consider whether or not it would be appropriate for it to decide to recommend a review period of the order. The panel was mindful that the Advice states that a prohibition order applies for life, but there may be circumstances, in any given case, that may make it appropriate to allow a teacher to apply to have the prohibition order reviewed after a specified period of time that may not be less than 2 years.

The Advice indicates that there are certain types of case where, if relevant, the public interest will have greater relevance and weigh in favour of not offering a review period. None of the listed characteristics were engaged by the panel's findings.

The Advice also indicates that where a case involves certain other characteristics, it is likely that the public interest will have greater relevance and weigh in favour of a longer period before a review is considered appropriate. One of these includes 'serious dishonesty'. The panel had made a number of findings that Mr Constantinou had been dishonest over a period of time. This weighed in favour of a longer review period.

Whilst the panel accepted that Mr Constantinou was entitled to deny the allegations against him, the panel was not satisfied that Mr Constantinou had provided reassurance that his conduct would not be repeated. The panel noted that Mr Constantinou had not indicated or acknowledged that he was aware of the effect of his conduct upon the vulnerable children at the School.

The panel decided that the findings indicated a situation in which a review period would be appropriate and, as such, decided that it would be proportionate, in all the circumstances, for the prohibition order to be recommended with provisions for a review period. The panel considered that the review period should be 4 years.

## Decision and reasons on behalf of the Secretary of State

I have given very careful consideration to this case and to the recommendation of the panel in respect of both sanction and review period.

In considering this case, I have also given very careful attention to the Advice that the Secretary of State has published concerning the prohibition of teachers.

In this case, the panel has found some of the allegations proven and found that those proven facts amount to unacceptable professional conduct and/or conduct that may bring the profession into disrepute.

In this case, the panel has also found some of the allegations not proven. I have therefore put those matters entirely from my mind.

The panel has made a recommendation to the Secretary of State that Mr Simon Constantinou should be the subject of a prohibition order, with a review period of four years.

In particular, the panel has found that Mr Constantinou is in breach of the following standards:

- Teachers uphold public trust in the profession and maintain high standards of ethics and behaviour, within and outside school.
- Teachers must have proper and professional regard for the ethos, policies and practices of the school in which they teach.
- Teachers must have an understanding of, and always act within, the statutory frameworks which set out their professional duties and responsibilities.

The panel finds that the conduct of Mr Constantinou fell significantly short of the standards expected of the profession.

The findings of misconduct are serious as they include a teacher claiming for and receiving overtime payments of approximately £174,000 when they were not entitled to do so. They also include the same teacher displaying conduct that that lacked integrity and/or was dishonest.

I have to determine whether the imposition of a prohibition order is proportionate and in the public interest. In assessing that for this case, I have considered the overall aim of a prohibition order which is to protect pupils and to maintain public confidence in the profession. I have considered the extent to which a prohibition order in this case would achieve that aim taking into account the impact that it will have on the individual teacher. I have also asked myself, whether a less intrusive measure, such as the published finding of unacceptable professional conduct and conduct that may bring the profession into disrepute, would itself be sufficient to achieve the overall aim. I have to consider whether the consequences of such a publication are themselves sufficient. I have considered therefore whether or not prohibiting Mr Constantinou, and the impact that will have on the teacher, is proportionate and in the public interest.

In this case, I have considered the extent to which a prohibition order would protect children and safeguard pupils. The panel has observed that:

"There was a strong public interest consideration in respect of the safeguarding and wellbeing of pupils, given the panel's finding that Mr Constantinou had a relaxed attitude towards to handling of public funds which fell short of being a role model to vulnerable pupils. In that sense, the panel found that this was a safeguarding and wellbeing issue as he had been a poor example as to how to behave."

A prohibition order would therefore prevent such a risk from being present in the future.

I have also taken into account the panel's comments on insight and remorse, which it sets out as follows:

"Whilst the panel accepted that Mr Constantinou was entitled to deny the allegations against him, the panel was not satisfied that Mr Constantinou had provided reassurance that his conduct would not be repeated. The panel noted that Mr Constantinou had not indicated or acknowledged that he was aware of the effect of his conduct upon the vulnerable children at the School."

In my judgement, the lack of evidence that Mr Constantinou has attained insight into and remorse for his behaviour means that there is some risk of the repetition of this behaviour and this puts at risk the future wellbeing of pupils. I have therefore given this element considerable weight in reaching my decision.

I have gone on to consider the extent to which a prohibition order would maintain public confidence in the profession. The panel observes that: "The findings of misconduct are serious, and the conduct displayed would be likely to have a negative impact on the individual's status as a teacher, potentially damaging the public perception." I am particularly mindful of the finding of a teacher acting in a way that lacked integrity and/or was dishonest to misuse school funds in this case and the impact that such a finding is likely to have on the reputation of the profession.

I have had to consider that the public has a high expectation of professional standards of all teachers and that the public might regard a failure to impose a prohibition order as a failure to uphold those high standards. In weighing these considerations, I have had to consider the matter from the point of view of an "ordinary intelligent and well-informed citizen." I have considered whether the publication of a finding of unacceptable professional conduct and conduct likely to bring the profession into disrepute, in the absence of a prohibition order, can itself be regarded by such a person as being a proportionate response to the misconduct that has been found proven in this case.

I have also considered the impact of a prohibition order on Mr Constantinou himself. The panel records that:

"The panel concluded that Mr Constantinou did not demonstrate exceptionally high standards in both personal and professional conduct nor that he had contributed significantly to the education sector. The panel was shown evidence of [REDACTED] on the part of Mr Constantinou.

The panel was provided with testimonial evidence. However, it was not provided with evidence to attest to Mr Constantinou's abilities as an educator."

A prohibition order would prevent Mr Constantinou from teaching. A prohibition order would also clearly deprive the public of his contribution to the profession for the period that it is in force.

In this case, I have placed considerable weight on both the serious nature of the misconduct found and the lack of evidence that Mr Constantinou has developed insight into and remorse for his actions.

I have given less weight in my consideration of sanction therefore, to the contribution that Mr Constantinou has made to the profession. In my view, it is necessary to impose a prohibition order in order to maintain public confidence in the profession. A published decision, in light of the circumstances in this case and in the absence of evidence of full remorse and/or insight, does not in my view satisfy the public interest requirement concerning public confidence in the profession.

For these reasons, I have concluded that a prohibition order is proportionate and in the public interest in order to achieve the intended aims of a prohibition order.

I have gone on to consider the matter of a review period. In this case, the panel has recommended a four-year review period.

In doing so, the panel has referred to the Advice as follows:

"The Advice also indicates that where a case involves certain other characteristics, it is likely that the public interest will have greater relevance and weigh in favour of a longer period before a review is considered appropriate. One of these includes 'serious dishonesty'. The panel had made a number of findings that Mr Constantinou had been dishonest over a period of time. This weighed in favour of a longer review period." I have considered the panel's concluding comments:

"The panel decided that the findings indicated a situation in which a review period would be appropriate and, as such, decided that it would be proportionate, in all the circumstances, for the prohibition order to be recommended with provisions for a review period. The panel considered that the review period should be 4 years."

I have considered whether a four-year review period reflects the seriousness of the findings and is a proportionate period to achieve the aim of maintaining public confidence in the profession. In this case, factors mean that I agree with the panel that a four-year review period is a proportionate and appropriate response in order to achieve the aim of maintaining public confidence in the profession. These elements are the serious nature of the misconduct found, which included the misuse of a significant sum of school funds and involved behaviour that lacked integrity and/or was dishonest, as well as the lack of evidence of insight and/or remorse.

I consider therefore that a four-year review period is required to satisfy the maintenance of public confidence in the profession.

This means that Mr Simon Constantinou is prohibited from teaching indefinitely and cannot teach in any school, sixth form college, relevant youth accommodation or children's home in England. He may apply for the prohibition order to be set aside, but not until 20 December 2028, four years from the date of this order at the earliest. This is not an automatic right to have the prohibition order removed. If he does apply, a panel will meet to consider whether the prohibition order should be set aside. Without a successful application, Mr Constantinou remains prohibited from teaching indefinitely.

This order takes effect from the date on which it is served on the teacher.

Mr Constantinou has a right of appeal to the High Court within 28 days from the date he is given notice of this order.

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**Decision maker: Marc Cavey** 

Date: 13 December 2024

This decision is taken by the decision maker named above on behalf of the Secretary of State.