



IntegratED

Fewer exclusions. Better alternative provision.

2020

Annual Report

Foreword

This state of the nation report into school exclusions and alternative provision from the IntegratED partnership brings together all the research, policy and available data on this historically overlooked cohort.

Every year 8,000 children are permanently excluded from school and an even greater number are moved into alternative provision (AP) through other routes. This matters because school exclusion and education in AP both cause and are correlated with poorer life outcomes: permanent exclusion has been shown to exacerbate and provoke poor mental health; only one in 20 excluded pupils who finish their education in AP passes their English and maths GCSEs; half are not in education, employment or training six months after leaving AP; and four in ten prisoners report having been permanently excluded from school.

The children who are excluded are some of our most vulnerable and they deserve and need the best possible support that we can give them. They are more likely to live in poverty, have special educational needs or be looked after by the state. These factors, alongside school exclusion, puts them at greater risk of criminal exploitation. Yet over half of the children educated in AP are not reflected in Department for Education statistics.

This report gathers together all the data on which children are moved around the system, and how. It tracks the various routes out of mainstream schools, and conducts the most comprehensive analysis to date of how many children are educated in alternative provision, what types of setting they are educated in, and how this varies across the different local authorities in England.

It presents for the first time the extent to which children are dual rolled in AP schools and the characteristics of these children, which include much higher rates of SEND than those who are permanently excluded.

It reviews the policy landscape, and reveals that only four out of 30 recommendations of the Timpson review of school exclusion have been implemented to date.

This needs to change. As stated by Edward Timpson, MP, in his 2019 review, more must be done to ensure that all exclusions are lawful, reasonable and fair, and that permanent exclusion is used only as a last resort. More must also be done to support children upstream in their school career, to prevent them reaching the crisis point of exclusion in the first place. The government should make sure that it knows as much, or more, about the quality of education and outcomes of excluded children as their peers in mainstream, and children in AP should have access to the highest quality education and support, from highly trained professionals. We cannot allow children to be removed from mainstream schools and educated in sub-standard environments.

This is why we are proud to be setting up the All Party Parliamentary Group for school exclusions and alternative provision, to ensure that the good work already done by the Timpson review, the IntegratED partnership and many others, is followed through into policy changes that support the children most at risk of dropping out of education altogether.



Andy Carter MP

Chair of the APPG for School Exclusions & Alternative Provision
Conservative



Lord Storey

Co-Chair of the APPG for School Exclusions & Alternative Provision and Education Spokesperson
Liberal Democrat



Lord Knight

Vice Chair of the APPG for School Exclusions & Alternative Provision and former Minister of State for Schools and Learning
Labour

IntegratED Annual Report 2020

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Introduction

About IntegratED

IntegratED is a coalition of partner organisations working to reduce preventable exclusions and improve the quality of education for children excluded from school. We do this through a whole-child development lens.

It is our belief that all young people should leave school with the skills, values, aptitudes and capabilities necessary to realise their full potential and contribute to the common good.

Our 19 implementing partners are working across the education, charity and policy sectors training teachers, trialling interventions and conducting research to achieve long-term system change.

Our partners are training teachers to engage children who have challenging behaviours, and training school leaders of the future to implement whole-school strategies to reduce preventable exclusions. Working with children at risk of exclusion, we are implementing literacy programmes, raising aspirations, helping children to develop agency for their own learning, and bringing together teachers and pupils to uncover the reasons driving high exclusion rates. We are researching illegal exclusions; unexplained pupil moves into alternative provision; parental engagement; teacher awareness of whole-child development; local and national systemic drivers behind exclusions and how the quality of relationships affects outcomes in alternative provision (AP).

The work each partner is doing as part of the IntegratED programme is summarised on the following pages.

The IntegratED annual report is designed to be a “state of the nation” of school exclusion and AP. In the following chapters we review the latest data and research, as well as the year’s policy developments. For this first edition of the report, we have extended our scope beyond twelve months to include the Timpson review of school exclusion, which was commissioned by the government and published in May 2019.

Our annual report complements the online knowledge hub, available at www.integrated.org.uk, which offers an up-to-date repository of research into exclusions, AP and whole-child development. It also features the latest news articles and blogs, plus an interactive map of AP in England and a networking platform to connect with others working to reduce preventable exclusions and improve AP.

In addition to the evaluated interventions by partners, the IntegratED partnership will be producing further research, including a report on working upstream to reduce preventable exclusions.

The IntegratED programme will run in two phases over ten years with independent external evaluation by RAND and NFER.

IntegratED partners



Ambition Institute

Ambition Institute is interested in what teachers and leaders do to support the development of pupils’ non-cognitive skills. Skills such as resilience, grit, self-determination and self-efficacy are thought to be just as much a predictor of future success as traditional academically focussed metrics. We have surveyed the literature and will be conducting case studies with ten positive outlier mainstream schools to identify practices that are focused on supporting pupils beyond improving their academic outcomes.



Anna Freud Centre

The Anna Freud Centre is a children’s charity dedicated to providing training and support for child mental health services. We will be rolling out our parental engagement programme across ten alternative provision schools and 30 mainstream schools. Children exposed to domestic violence, substance abuse or physical or mental ill health are at greater risk of exclusion. For sustainable change, parents must be better involved in school-based programmes designed to help their children improve behaviour and raise their attainment.

Introduction



Aspire AP

Aspire AP is an Ofsted Outstanding pupil referral unit in Buckinghamshire providing alternative provision education and support for secondary age students. Pupils are referred to us by the local authority and attend either full-time or part-time. Our staged support model allows us to flexibly meet the needs of our students and to provide the most appropriate level of support. We also provide home and hospital tuition, outreach services and mental health and SEN-specific provision.



Centre for Social Justice

The Centre for Social Justice engages in research and political lobbying to improve policy around exclusions and alternative provision. We are the secretariat for the All Party Parliamentary Group on School Exclusions and Alternative Provision. As the "hub" organisation for IntegratED, we will disseminate the programme's findings as well as our own original research which covers unregistered provision, AP benchmarking and upstream work to reduce preventable exclusions.



The Difference

The Difference exists to improve the life outcomes of the most vulnerable children by raising the status and expertise of those who educate them. As part of IntegratED, we will be delivering our Difference Leaders Programme which places exceptional teachers as senior leaders in schools for excluded pupils, delivers leadership training and school improvement support and aims to create a new generation of mainstream school leaders specialised in educating the most vulnerable and reducing exclusion.



FFT Education Datalab

FFT Education Datalab carries out quantitative research on the education system in England primarily using the National Pupil Database and other national datasets linked to it. On behalf of the partners in the IntegratED programme, we plan to undertake a programme of research over the next 18 months to plug gaps in the evidence base to inform the partnership's work in reducing preventable exclusions, improving alternative provision and promoting the wider development of pupils.



Education Policy Institute

Thousands of pupils in England leave their school for reasons seemingly unrelated to parental choice and home circumstances. A minority will be permanently excluded, while many more will experience a 'managed move' to a different school or alternative provision. EPI research will critically examine this under-researched policy that, for two decades, has been accepted as best practice and which affects thousands of children in England, the majority of whom are vulnerable to poor outcomes.



Excluded Lives

Excluded Lives is a multi-disciplinary and multi-site research team, with members from the universities of Oxford, Cardiff, Edinburgh, Queen's Belfast and the LSE - specialising in Education, Criminology, Law, Psychiatry, Economics, Sociology and Social Policy. Our current research, funded by the Social and Economic Research Council, is focused on comparing the political economies of school exclusion and their consequences in the four UK jurisdictions, and exploring how more equitable outcomes can be achieved for pupils, families, and professionals.

Introduction



Fair Education Alliance

The Fair Education Alliance (FEA) is a coalition of over 200 cross-sector organisations that work together to tackle educational inequality. The FEA Secretariat unites its membership of educators, charities, businesses and policymakers to drive collective action, influence policy and scale impactful initiatives to create an education system that builds essential life skills, prioritises wellbeing, supports teachers and leaders, engages parents and communities, and provides support for all post-16 routes.



Inspiration Trust

Inspiration Trust, a family of schools in East Anglia, are piloting a model that integrates alternative provision into our mainstream provision, keeping children on the school roll and with an approach that ensures pupils are still part of the school community. Our alternative curriculum will include social and emotional interventions as well as an academic curriculum, largely delivered by mainstream teachers to enable the children to gradually re-join their mainstream peers in a supported transition process.



IntoUniversity

IntoUniversity's Holistic Aspirations project in Leeds, run in partnership with Leeds East Academy and the Co-operative Academy of Leeds, works with students aged 11-16 who are at high risk of exclusion and meet our eligibility criteria, including being eligible for free school meals. Delivering a targeted version of our programme, we aim to increase students' attachment to longer term goals and increase their school engagement, thereby avoiding a range of negative outcomes such as exclusions.



Jearni

Jearni exists to help people increase their learning power. We want to equip students at risk of exclusion to "learn to learn". We have developed a learning power assessment tool, the Learning Journey Platform, to help teachers to facilitate students' self-directed learning. We believe that students are more likely to engage with their learning when they understand how they can improve. We are piloting our Learning Journey Platform at Matthew Moss High School in Rochdale.



Just for Kids Law

Just for Kids Law have represented children and young people facing exclusion for a decade. They use that experience as well as their engagement with those impacted through the School Exclusions Project to campaign for policy change. In 2019, Just for Kids Law launched the School Exclusions Hub www.justforkidslaw.org/school-exclusions-hub, an online platform that provides practitioners and community organisations with the tools to support families through school exclusion reviews.



Porticus

Porticus is the philanthropic organisation supporting the IntegratED programme. We believe the most effective way to educate children, especially those in extreme adversity, is to embed a holistic whole-child development approach within education systems. The programme vision is that all children, irrespective of family income or background, should have fair opportunities to develop as socially responsible, fulfilled individuals with a strong academic grounding, able to contribute to and benefit from a just society.

Introduction



Race on the Agenda

Race on the Agenda is one of Britain's leading social policy think tanks focusing on issues that affect Black, Asian and minority ethnic (BAME) communities. As part of the IntegratED programme we will be carrying out research into the issue of illegal exclusions, with a particular focus on disproportionality and BAME youth. As a BAME-led organisation, we believe that those with direct experience of inequality should be central to the solutions to address it.



Relationships Foundation

Relationships Foundation believes that good relationships are fundamental to achieving a broad range of social and educational outcomes. As part of the IntegratED programme, we will measure and explore relationships in a range of alternative provision settings to understand how factors like closeness and trust support high performance. Relationships Foundation will also seek to identify what it is that enables good relationships within settings and in the wider system, to support sustainable improvement.



Right to Succeed

Right to Succeed's IntegratED pilot programme works with every child in the first three years of secondary school in Blackpool to close the literacy gap, giving pupils the ability to engage better with the curriculum and improving their ability to communicate with those around them. It seeks also to understand the impact of literacy, language and communication on children's whole development, looking particularly at attitudes to self and school as well as attendance and exclusion.



Social Finance

Social Finance's Maximising Access to Education programme is working in partnership with two local authorities (Cheshire West and Chester Council and Gloucestershire County Council) to transform outcomes and support, for children at risk of exclusion. The programme is building new local infrastructure through coproduction, to deliver contextual decision-making and support evidence-based interventions for at risk children. As part of this work, Social Finance has developed new data insights on who is being excluded and has created a feedback loop between local partners and national decision-makers, to support evidence-based policy.



Teach First

Teach First is seeking to embed the four main principles of whole-child development within its programmes. Whole-child development encompasses cognitive, social, emotional, and physical development. We aim to raise awareness among teachers and school leaders of how these principles can benefit pupils in their schools. Through our programmes, we hope to equip teachers and school leaders better to respond to underlying factors that impact outcomes for pupils, particularly those facing educational disadvantage.



Whole Education

Whole Education is supporting a group of schools across England to implement Spirals of Enquiry, a child-led model for professional learning. The six-stage model assists schools to take an enquiry-orientated approach to reducing exclusions. The Spiral brings the perspectives of learners at risk of exclusion to the forefront, as school teams use learner voices to focus their enquiry and plan evidence-based actions. Schools share their findings with a local network, creating communities of learning focused on reducing exclusions.



List of abbreviations

| | |
|------|---|
| ADCS | Association of Directors of Children's Services |
| AP | Alternative provision |
| BAME | Black, Asian and Minority Ethnic |
| CIN | Child in need |
| CPP | Child protection plan |
| DfE | Department for Education |
| EHCP | Education, health and care plan |
| EHE | Elective home education |
| EBD | Emotional and behavioural disorders |
| FSM | Free school meals |
| FTE | Fixed-term exclusion |
| HSB | Harmful sexual behaviour |
| LA | Local authority |
| PRU | Pupil referral unit |
| SEMH | Social, emotional and mental health |
| SEND | Special educational needs and disabilities |

Contents

1 Foreword

8 Part One: Data

8 Key facts

10 Exclusions

22 Moves off-roll

30 On-roll movement

36 AP schools

46 What we don't know

48 Part Two: Policy

48 A year (or so) in policy

52 Research

62 Westminster watch

64 What's on the horizon?

Key facts

Exclusions and Alternative Provision

Last year in England...



7,894

pupils were permanently excluded



438,265

fixed-term exclusions were given to 199,765 pupils

...of which:



84,520

pupils received multiple fixed-term exclusions



115,245

pupils were excluded just once



of leaders

said that they had used "in-school" units to support pupils at risk of exclusion in the last 12 months



of teachers

1.0 per 1,000 pupils

Recorded permanent exclusion rate

1.2 per 1,000 pupils*

Dual registration rate

(this has stayed consistent since comparable records began in 2013/14)

*Data available for state-maintained AP only

Persistent disruptive behaviour accounts for:

permanent exclusions

35%

fixed-term exclusions

31%

4.0 per 1,000 pupils are educated in AP

Highest rate: Blackpool 99 per 1,000 pupils

Key facts

There are at least 739

alternative providers operating across England, educating at least 35,818 pupils



of these pupils are in state-maintained AP – the rest are with independent providers



204 pupil referral units

the most common type of AP

Four local authorities use only state-maintained AP:



In 42 local authorities

over half of the provision commissioned is independent



8 local authorities

have no state-maintained AP at all



1 in 10 pupils experienced an unexplained exit during their time at secondary school.

Education Policy Institute estimates that managed moves account for one in eight of all unexplained exits in their 2017 cohort (an estimated 8,874 exits)



At least 60,544

pupils are electively home educated across England – up 21% on last year

Note: All figures reported here are for the 2018-19 academic year, or from the January 2020 census, for data not published by the government.

Exclusions

What are exclusions?

The term “exclusion” relates to the situation where a pupil is removed from an educational setting for reasons relating to their behaviour.

A fixed-term exclusion (FTE) is time-limited. A pupil who experiences a FTE is temporarily removed from school for a set period, which can total no more than 45 days in one school year. If a child has been excluded for a fixed period, the school is required to set work for the first five school days and from the sixth day, to arrange suitable alternative full-time education.¹

A permanent exclusion is not time limited. When a pupil is permanently excluded, their name is removed from the school's register and the local authority must arrange suitable alternative full-time education from the sixth day following said permanent exclusion.²

Last year³,

7,894 pupils were permanently excluded,⁴ and 199,765 pupils experienced a combined total of 438,265 FTEs.⁵”

How many pupils are excluded?

While 115,245 pupils experienced only one FTE, 84,520 pupils experienced multiple FTEs, which equates to 43% of all pupils who experienced a FTE.

In total, 939,878 days of education were lost due to FTEs.⁶

Overall trend in the use of exclusion

The rate of permanent exclusions has remained steady for the past three years. For the second successive year, the rate of permanent exclusion has remained at 1.0 per 1,000 pupils.⁸

Since the start of data collection in 2006/07 (when the rate of permanent exclusions was 1.2), permanent exclusions followed a downward trend. From 2012/13 the rate of permanent exclusions began to rise again and has since stabilised around the 1.0 per 1,000 rate. This is still lower than the rates seen in 2006/07.⁹

While the rate of permanent exclusions has plateaued in recent years, the rate of FTEs and multiple (more than one) FTEs has been steadily rising.

The rate of FTEs reached 53.6 per 1,000 pupils this year. This is the highest FTE recorded since 2006/07. The rise has been driven by an increase in pupils receiving multiple FTEs.¹¹

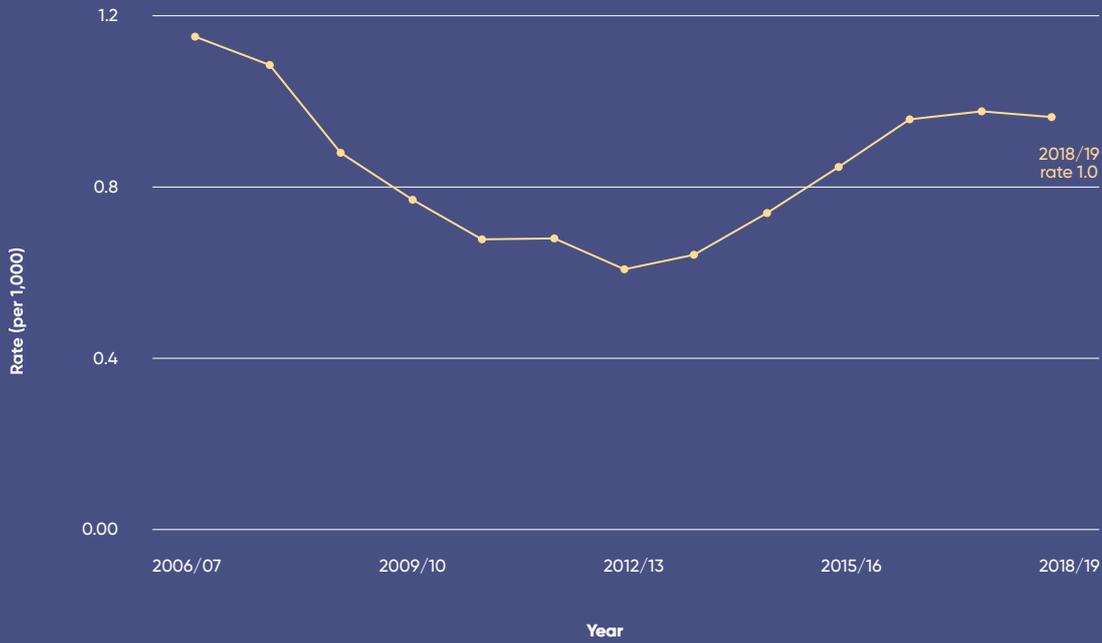
The rate of multiple FTEs has been steadily increasing for the last six years. In 2018/19 the rate of multiple FTEs was 24.4 per 1,000 pupils.¹²

In response to the Timpson review of exclusion, the government pledged to consult on reducing the total number of days a pupil can be excluded in one year, and on strengthening the requirement to arrange AP during FTEs.¹³

Exclusions

The rate of permanent exclusions in England has stayed steady for the past 3 years

Rate of permanent exclusions in England over time



Source: Department for Education, 2020.⁷

The rate of fixed-term exclusions has been steadily rising

Rate of fixed-term exclusions in England over time



Source: Department for Education, 2020.¹⁰

Exclusions

Exclusions by school phase

The increase in permanent exclusions since 2012/13 has largely been driven by secondary schools. In 2018/19, 6,753 pupils in secondary schools were permanently excluded.

This makes up 85% of the total for this academic year. Since records began, the rate of permanent exclusions in secondary schools has always been at a higher level than the rate in primary.

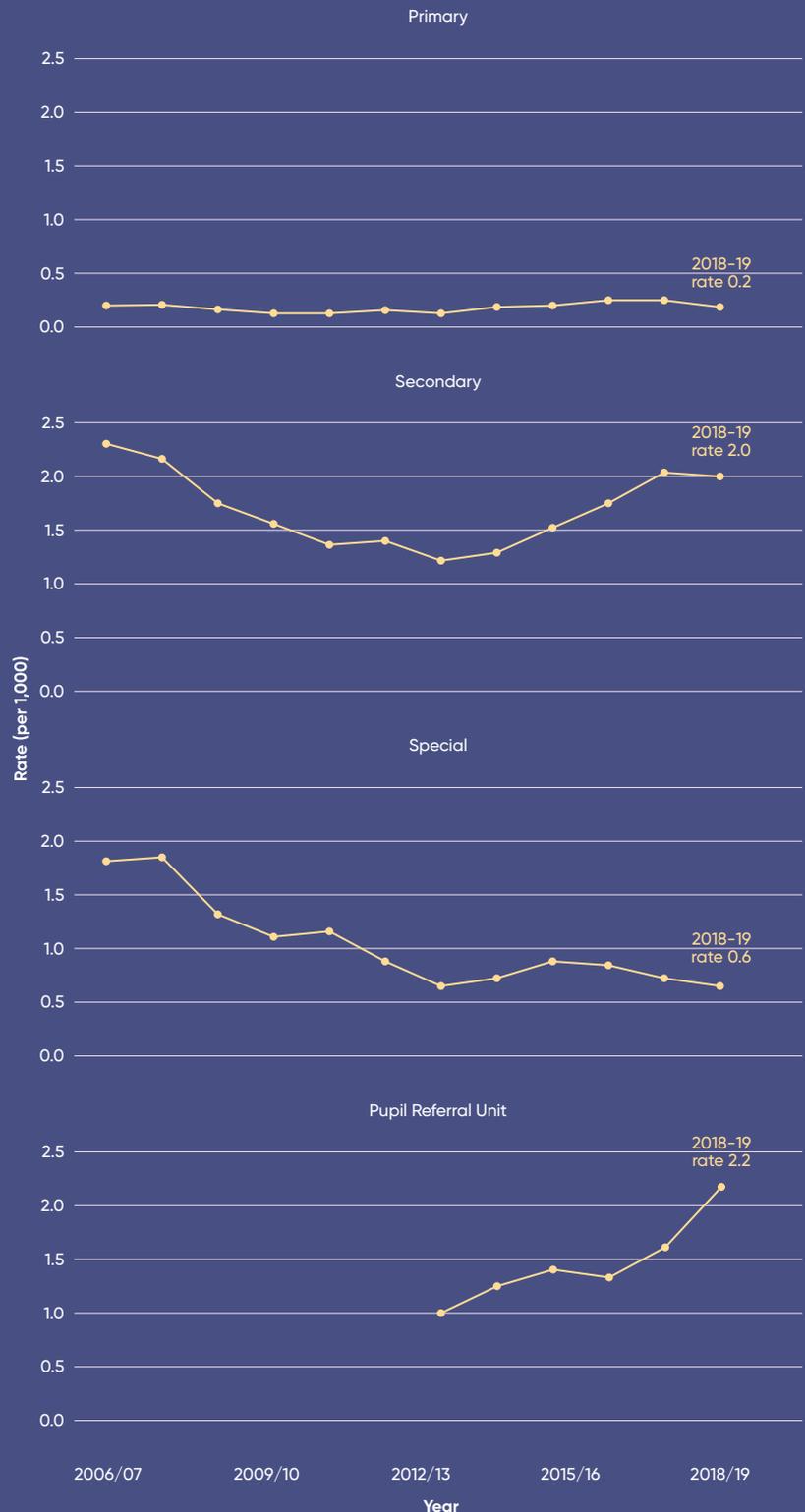
There are several theories in the exclusions literature about what motivates this discrepancy, including: a difference in culture and attitudes towards behaviour between primary and secondary schools;¹⁵ the management of transition between years 6 and 7;¹⁶ and the demands of school exam results felt by secondary schools.¹⁷

The rate of permanent exclusion from special schools has dropped dramatically over the same period and is now at a third the rate it was in 2006/07. We have not found any theories in the literature about why this might be.

Hypotheses worth exploring could be: improved practice and provision in specialist schools; the demise of "emotional and behavioural disorders" (EBD) as a category of SEND (replaced by "social, emotional and mental health needs", SEMH); increased use of AP in place of SEMH special schools; and the impact of the 2014 SEND reforms. It is noteworthy that while permanent exclusions from special schools have declined, permanent exclusions from AP schools have increased.

The rate of permanent exclusions varies considerably by school phase

Rate of permanent exclusions in England over time by school phase

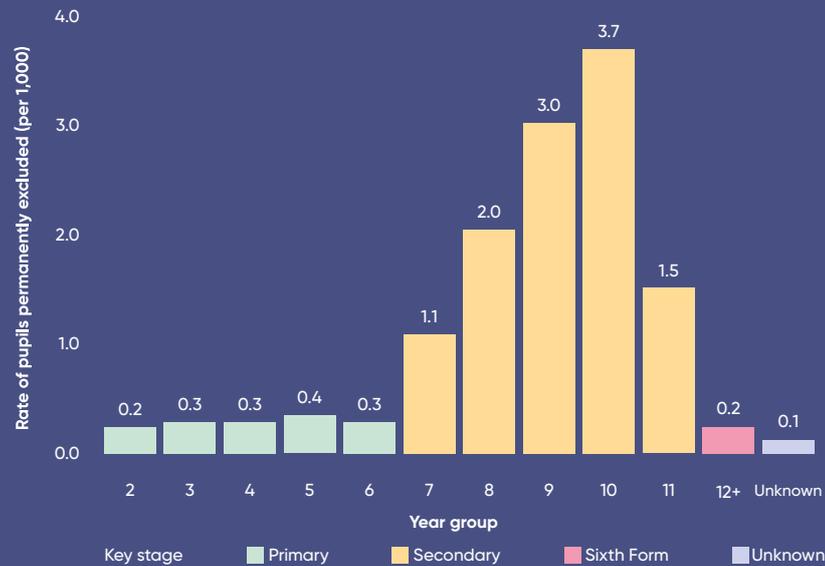


Source: Department for Education, 2020.¹⁴

Exclusions

Pupils in secondary have higher rates of permanent exclusions, peaking in Y10

Rate of permanent exclusions by year group (2018/19)



Source: Department for Education, 2020.¹⁸

The rate of exclusion has been increasing for pupils in secondary school

Rate of permanent exclusions by year group



Source: Department for Education, 2020.²⁰

Exclusions by year group

The clear distinction in permanent exclusion rates between primary and secondary schools is best illustrated by the jump between Year 6 and Year 7, where the rate more than triples (from 0.3 to 1.1).

In 2018/19, as in previous years, the rate of permanent exclusion peaked in Year 10. There is evidence that some schools permanently exclude pupils in Year 10 in the knowledge that pupils who are moved off-roll in this year will not count towards a school's overall exam results.¹⁹

Since 2012/13, the most striking rise in permanent exclusion rates has been for pupils in Year 10, with a 70% increase from 2.2 to 3.7.

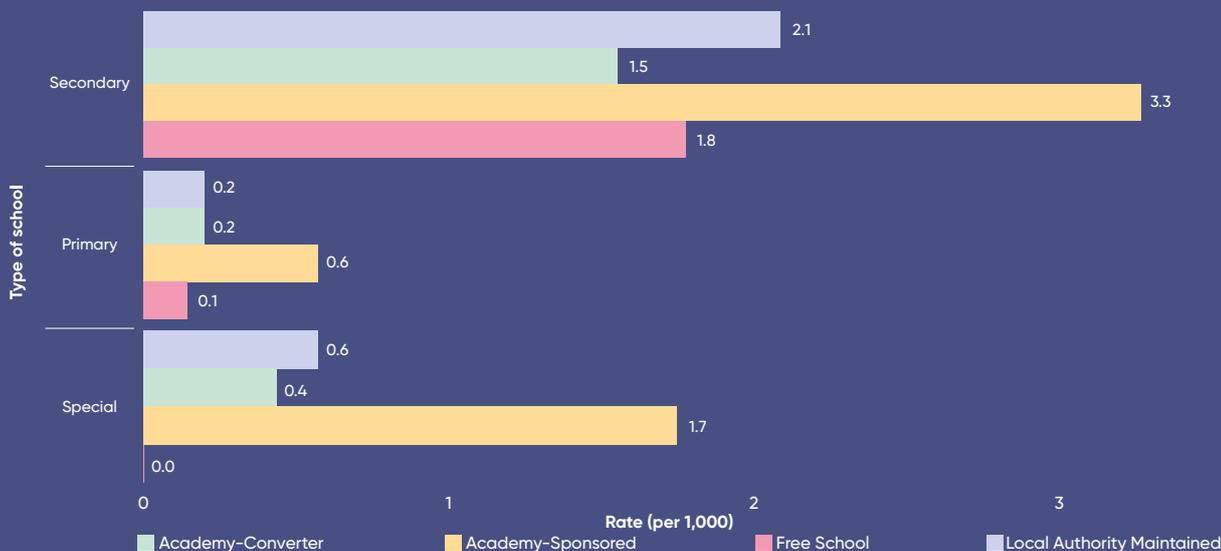
There have also been big increases for pupils in key stage 3. Permanent exclusion rates have risen by:²¹

- 66% for Year 7 (0.7 to 1.1)
- 59% for Year 8 (1.3 to 2.0)
- 61% for Year 9 (2.1 to 3.7)

Exclusions

Sponsored academies have higher rates of permanent exclusions

Rate of permanent exclusions by type of school (2018/19)



Source: Department for Education, 2020.²⁶

Exclusions by school type

Since the start of academisation, it has been suggested that some academies use permanent exclusion more extensively to manage their pupil cohorts.

A three-year study conducted by the Centre for High Performance in Oxford revealed that headteachers are excluding pupils with poor behaviour to rapidly improve the performance of failing academies.²²

Similarly, FFT Education Datalab found that academies, particularly in London, are disproportionately more likely to move pupils to another school before they sit GCSEs than local authority-maintained schools.²³

A recent study has since added nuance to this finding. Disaggregating academies by their conversion date, they found that sponsored academies that converted prior to 2010 significantly increased the permanent exclusions of pupils in year 11 compared to their control group, whereas academies that converted post-2010 drew less conclusive results. They modelled the impact that these exclusions had on exam results and argued that it was unlikely that the increased rate of exclusion was attributable to a drive for better exam results. Instead, it seemed likely that the increased rate of exclusion was reflective of a change in behaviour policies.²⁴

Looking at the raw rates of permanent exclusion, last year sponsored academies at every stage of education had higher rates of permanent exclusion when compared to local authority maintained, converter academies and free schools.²⁵

The Timpson review explored the relationship between academy status and permanent exclusions, stressing that the exclusion rates for sponsored academies should be contextualised. Sponsored academies, which are usually set up to replace under-performing schools, are more likely to have pupils with SEN or supported by social care or who are FSM eligible.²⁷

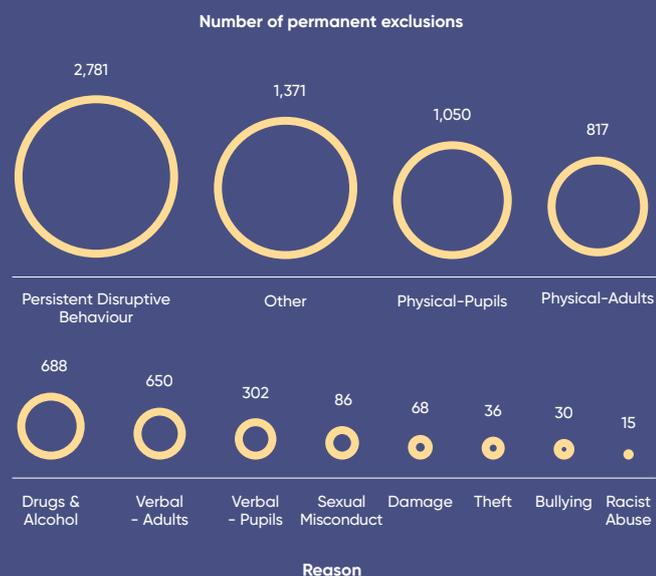
They found that when controlling for other factors, the rate of permanent exclusions remained higher for sponsored academies compared to local authority-maintained schools but the magnitude of this difference was reduced. The increased likelihood of permanent exclusion for sponsored academies, after controls were applied, remained statistically significant.

The review stated that data cannot fully control for the context in which these schools operate and that it was the view of many school leaders that rates fall once a clear culture and standard has been set. The review did not provide any analysis to test this claim.

Exclusions

The most common reason for permanent exclusions is persistent disruptive behaviour

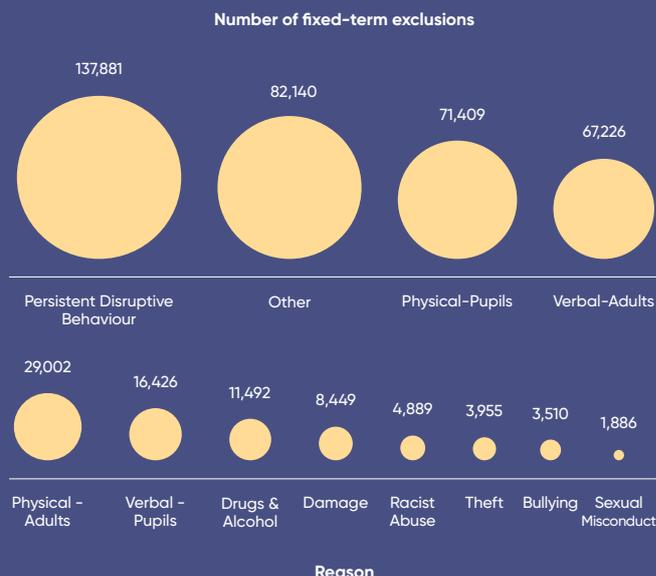
Reasons for permanent exclusions (2018/19)



Source: Department for Education, 2020.³²

The most common reason for fixed-term exclusion is persistent disruptive behaviour

Reasons for fixed-term exclusions (2018/19)



Source: Department for Education, 2020.³³

Why are pupils excluded?

When a pupil is excluded from school, the school is required to record the main reason for exclusion in the Schools Census, choosing from a set of 12 codes.²⁸

The most common reason for both permanent and FTEs is persistent disruptive behaviour, accounting for 35% and 31% of exclusions respectively.

However, the second most common reason is "Other", accounting for 17% and 19% of permanent and fixed-term exclusions respectively. The Schools Census states that this category should be used sparingly.²⁹

Timpson argued that the "Other" category was unclear and made it difficult to understand the challenges that had led to the decision to exclude. It was recommended that the Department for Education change these codes

to better reflect the range of reasons for exclusion.³⁰ As of 2020, the Schools Census has been updated. The reasons for exclusions have been expanded and "Other" no longer features as an option.³¹

New categories are: "Use or threat of use of an offensive weapon or prohibited item" (this previously fell under "Verbal abuse/threatening behaviour"), "Abuse against sexual orientation and gender identity (for example, LGBT+)", "Abuse relating to disability", "Inappropriate use of social media or online technology" and notably in the context of Covid-19, "Wilful and repeated transgression of protective measures in place to protect public health".

Which pupils are permanently excluded?

Of the characteristics that are measured, we can say that pupils who experience a permanent exclusion are more likely than their peers to:³⁴

- be male;
- be Black Caribbean or White and Black Caribbean;
- be Gypsy/Roma or Traveller of Irish Heritage;
- be on SEN support;
- have an education, health and care plan (EHCP);
- have SEN with SEMH primary need;
- be eligible for FSM.

Exclusions

Special Educational Needs

A total of 3,446 pupils who were permanently excluded last year had some form of Special Educational Need and/or Disability (SEND), this equates to two in five of all permanently excluded pupils. Of this, 3,056 were on SEN support and 390 had an EHCP.

Pupils with SEN support were 5.0 times more likely, and pupils with an EHCP 2.4 times more likely to be permanently excluded than pupils not on the SEND register.

In written evidence to the Education Committee, Brian Lamb, Chair of the Lamb Inquiry into Parental Confidence in SEND, stated that schools were managing their SEND cohort through permanent exclusions and other moves off-roll, rather than addressing need.⁵¹ The Head Teachers' Round Table gave further evidence to the committee suggesting that current progress measures were impacting upon inclusion and motivating schools to exclude pupils with SEND.⁵²

Financial incentives to exclude pupils with SEND also exist. In evidence to the education committee, Justin Cooke, Policy and Public Affairs Manager at Ambitious about Autism, argued that schools are incentivised to exclude pupils with SEND because the financial responsibility to pay for specialist support is no longer a school's responsibility once a pupil has been permanently excluded.⁵³

Similarly, government-commissioned research suggested that notional SEN budgets are not performing the function for which they were designed.⁵⁴ Social Finance recently conducted an analysis of the adequacy of notional SEN budgets, demonstrating that when a pupil has SEND but no additional funding, the money needed to provide specialist support exceeds the money allocated for that pupil.⁵⁵

In their call for evidence on SEND and AP funding, the DfE has consulted on whether changes need to be made to how SEN support funding is allocated.⁵⁶

Pupils with SEMH have the highest rate of permanent exclusions. They are 14.6 times more likely to receive a permanent exclusion compared to pupils with no SEN. Pupils with SEMH as their primary need (and previously EBD) have had the highest rate of permanent exclusions within the cohort of pupils with SEND since records began.

The relationship between mental health and exclusions is complex, according to researchers. While pupils with mental health problems are more likely to be excluded, exclusion itself has been found to trigger and exacerbate mental health problems.⁵⁷

Again, the Timpson review calculated the odds ratio of exclusion for pupils with SEND by primary need, controlling for other factors. Their results suggested that when a pupil has SEMH and an EHCP, there is no significant increased likelihood of exclusion when compared to other pupils with no SEN.⁵⁹

However, pupils on SEN support with the primary need of SEMH still retained a significantly higher likelihood of exclusion. After controlling for other factors, these pupils were around 3.8 times more likely to be permanently excluded compared to pupils with no SEN.⁶⁰

Ethnicity

Pupils from some minority ethnic groups are more likely than their White British peers to experience permanent exclusion. Whereas 1.0 per 1,000 White British pupils experienced a permanent exclusion last year, the rate for some minority ethnic groups was much higher.

Gypsy/Roma and Traveller of Irish heritage pupils

Persistently, Gypsy/Roma and Traveller pupils have been more likely than their White British peers to be permanently excluded. Research from the Traveller Movement suggests that the most common reasons for the exclusion of Gypsy/Roma and Traveller pupils have been persistent disruptive behaviour and physical assault against a pupil.³⁷

The theories behind this discrepancy relate to persistent racism and negative stereotypes of the Gypsy/Roma and Traveller communities³⁸ and to Gypsy/Roma and Traveller parents not fully understanding or trusting the education system.³⁹

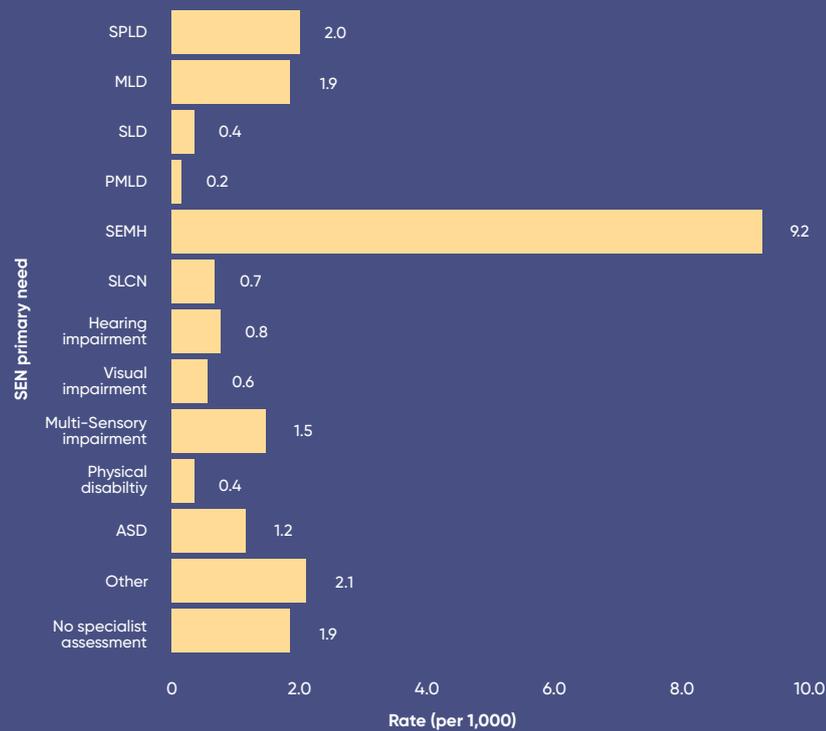
It is estimated that nine in 10 Gypsy/Roma or Traveller children have suffered racial abuse and two thirds have been attacked.⁴⁰ Evidence from The Traveller Movement⁴¹ and the Roma Support Group⁴² suggests that incidents of bullying can often go unpunished, as schools do not do enough to address this behaviour and that instead, the school only responds to the bullying when a child retaliates physically.

The Roma Support Group further argues that families lack a knowledge of the workings of the English education system. They maintain that families are not aware of what schools define as persistent disruptive behaviour and they are not fully aware of the services that can be made available to

Exclusions

Pupils with SEMH have a higher rate of permanent exclusions

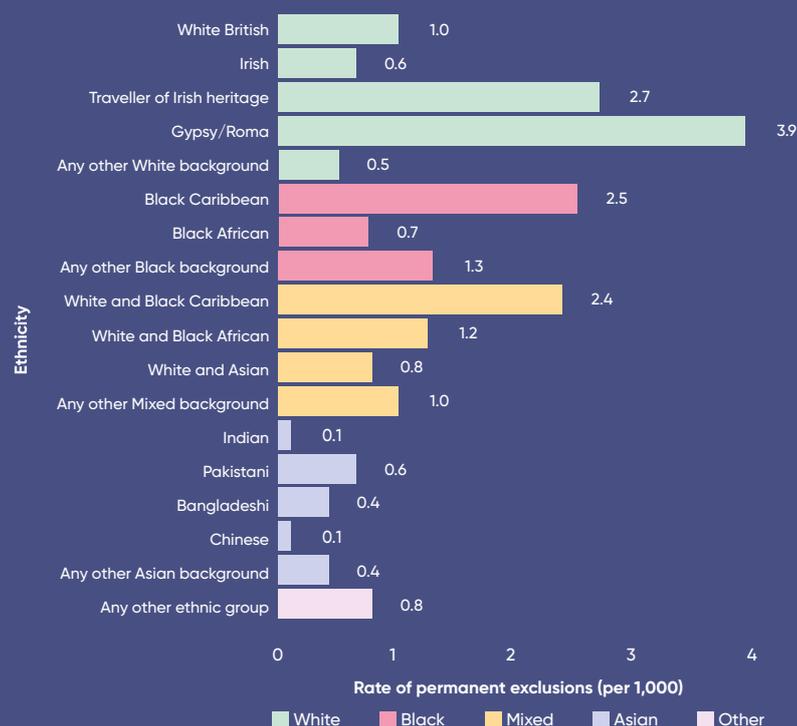
Reasons for permanent exclusions by SEN primary need (2018/19)



Source: Department for Education, 2020⁵⁸

Some ethnic groups face disproportionate rates of exclusion

Rates of permanent exclusions by ethnicity



support pupils. Parents often feel their children are being singled out and that the intervention is being made based on ethnicity rather than to address a need.⁴³

Black Caribbean and White and Black Caribbean pupils

Within the literature, teacher behaviour was perceived as playing an important role in the disproportionate levels of exclusion for Black pupils. Research suggests that racist stereotypes unconsciously bias teachers' perceptions of a pupil's behaviour and personality. This is particularly the case with Black pupils.⁴⁴

Other theories also point to institutional racism in schools, manifesting as low expectations and differential treatment of Black pupils, specifically pupils who are Black Caribbean boys.⁴⁵

A study by the Children's Commissioner found that community groups, parents and teachers believed there was inadvertent racism within the education system. Community groups stated that teachers were more ready to exclude Black boys.⁴⁶

A study of Black Caribbean and White and Black Caribbean mothers in alternative provision found that pupils believed their exclusions were underpinned by inconsistencies in behaviour policy. The pupils reported disproportionate reactions to being "loud" and "speaking their mind".⁴⁷

Children in Need and Looked After Children

Children in Need, children on CPPs and LAC are more likely to be permanently excluded than children not supported by social care. After controlling for other factors, CIN and children on CPPs are around four times more likely to be permanently excluded, whilst LAC are twice as likely to be permanently excluded compared to their non-social care supported peers.⁴⁸

Exclusions

Disproportionality by local area

In a recent analysis, researchers assessed the relative likelihood of pupils from different ethnic groups experiencing an exclusion at a local authority level.

The study looked at multiple FTEs as a proxy for the true exclusion rate at local authority level.⁴⁹

Consistent with the findings for permanent exclusions, at national level, pupils who were Gypsy/Roma, Traveller of Irish heritage, Black Caribbean and White and Black Caribbean were excluded at disproportionate rates compared to their White British peers.

Disaggregating the results to local authority level gives an insight into where in the country pupils from minority ethnic groups are facing the highest levels of disproportionate exclusion.

Last year there were 48 local authorities where a Gypsy/Roma pupil was at least twice as likely than their White British peers to experience a multiple FTE and in Sheffield, they were 9.0 times more likely.

There were 47 local authorities where a pupil of Black Caribbean heritage was at least twice as likely to experience a multiple FTE and in Gloucestershire, they were 5.6 times more likely.

Similarly, the analysis identified 62 local authorities where a pupil of White and Black Caribbean heritage was at least twice as likely to experience a multiple FTE and in Wokingham, they were 4.5 times more likely.

Pupils of Black Caribbean heritage are more than twice as likely to receive multiple FTEs in 47 local authorities

Top 20 local authorities, by odds ratio of multiple FTE for pupils of Black Caribbean heritage

| Local Authority | Number of Black Caribbean pupils | Number of multiple FTEs of Black Caribbean pupils | Rate of multiple FTEs of Black Caribbean pupils (per 100) | Relative odds ratio of multiple FTEs for Black Caribbean pupils |
|------------------------|----------------------------------|---|---|---|
| Gloucestershire | 283 | 35 | 123.7 | 5.6 |
| Brent | 3014 | 195 | 64.7 | 5.1 |
| Wandsworth | 1936 | 101 | 52.2 | 5.0 |
| Westminster | 759 | 66 | 87.0 | 5.0 |
| Lambeth | 4995 | 231 | 46.2 | 4.6 |
| Haringey | 2625 | 144 | 54.9 | 4.5 |
| Richmond upon Thames | 154 | 9 | 58.4 | 4.4 |
| Hackney | 3236 | 262 | 81.0 | 4.2 |
| Hammersmith and Fulham | 1037 | 94 | 90.6 | 4.2 |
| Waltham Forest | 2443 | 196 | 80.2 | 4.1 |
| Harrow | 996 | 52 | 52.2 | 4.1 |
| Ealing | 1749 | 126 | 72.0 | 4.1 |
| Cambridgeshire | 144 | 11 | 76.4 | 4.0 |
| Barnet | 867 | 64 | 73.8 | 3.9 |
| Bristol City of | 961 | 101 | 105.1 | 3.8 |
| Croydon | 5768 | 370 | 64.1 | 3.7 |
| Dudley | 421 | 49 | 116.4 | 3.7 |
| Oxfordshire | 350 | 29 | 82.9 | 3.6 |
| Lewisham | 5009 | 311 | 62.1 | 3.5 |
| Redbridge | 1346 | 83 | 61.7 | 3.3 |

Exclusions

Controlling for other factors

In the Timpson review, the authors recognised that exclusions are not driven solely by one factor.

Pupils who experience a permanent exclusion often face overlapping vulnerabilities such as poverty, SEN, unsafe family environments and poor mental health. Therefore, the authors of the review conducted an analysis to find the rate of exclusions by ethnicity when other factors are controlled for.⁵⁰

When other factors are controlled for, pupils who are Black African or Pakistani no longer have a statistically significant increased likelihood of exclusion. However, for pupils who are Black Caribbean and White and Black Caribbean, their likelihood of exclusion is still higher than that of their White British peers. When controlling

for other factors, pupils who are Black Caribbean are 1.7 times more likely to be permanently excluded and pupils who are White and Black Caribbean are 1.6 times more likely to be permanently excluded (compared to 2.4 and 2.3 times more likely before controls).

The likelihood of Gypsy/Roma and Traveller of Irish heritage pupils experiencing a permanent exclusion when compared with their White British peers drops from 3.8 to 0.8 when other factors are controlled for. This is not to say that we should not be concerned for this group of pupils but instead that a pupil's likelihood of exclusion is complicated and multifaceted.

Gender

76 per cent of all permanent exclusions are male pupils.

The rate for male pupils is 1.4 per 1,000 compared to 0.5 per 1,000 for females. Male pupils are therefore 3.1 times more likely to experience a permanent exclusion than female pupils.

There is not extensive literature exploring the reasons behind the gender discrepancy of permanent exclusions,³⁵ however one study conducted by the University of Sussex suggests that the difference in permanent exclusion rates is motivated by the gendered difference in how young people respond to stress.³⁶ Males are more likely to respond to stress with externalising behaviours such as aggression

and hostility whereas females more often internalise stress through anxiety and depression. These gender differences may in turn feed in to how pupils behave in the classroom and the resulting likelihood of permanent exclusion.

Recent research in West Cheshire, however, found that rates of unofficial school moves and early exits were significantly higher for girls than boys. Girls were almost twice as likely as boys to experience a school change, suggesting they may be more susceptible to informal exclusions.”

Poverty

Two in five pupils (43%) who were permanently excluded last year were eligible for free school meals (FSM).

Pupils who are FSM-eligible are four times more likely to be permanently excluded than pupils who are not FSM-eligible.

The hypothesised relationship between disadvantage and a pupil's likelihood of permanent exclusion has been examined at multiple levels. The Children's Society reported when school rules and expectations carry a financial cost, such as buying uniform and equipment, conforming with expectations can be especially difficult for children living in poverty.⁶¹

Further research has looked at the relationship between exclusions and the overall makeup of a school's population.

One study suggested that schools with a largely less advantaged cohort are more likely to be inclusive than schools that have fewer disadvantaged pupils.⁶²

Finally, research from Social Finance has found that, in Cheshire West and Chester, pupils from the top 20% deprived areas (using Indices of Multiple Deprivation) were more than twice as likely to receive multiple FTEs. Persistent absences and school moves were also more frequent among pupils from the most deprived areas.⁶³

Exclusions

Where do pupils who are permanently excluded go?

Pupils who are permanently excluded tend to be educated in AP schools following their exclusion, with nearly four in five transitioning to a state-maintained AP school.⁶⁴

Around one in 10 go on to a destination outside the state-maintained school system,⁶⁵ such as independent schools.

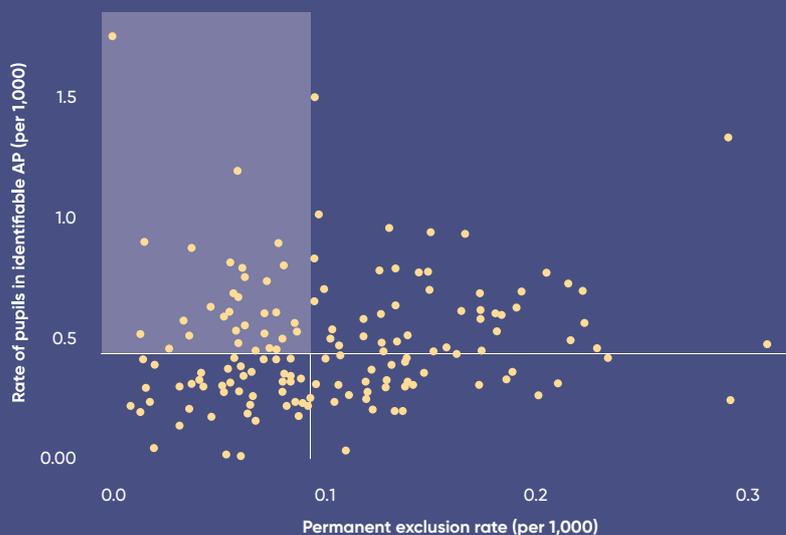
However, permanent exclusion is not the only route into AP. Analysis by FFT Education Datalab suggests that only around half of all pupils in state-maintained AP schools have been permanently excluded.⁶⁶ The other half have arrived through alternative routes.

Therefore, when thinking about movement out of mainstream education, looking exclusively at permanent exclusions may not be the best way to understand the trends that exist. A local authority may have a below-average rate of pupils being permanently excluded but a high rate of pupils in AP, via other routes (see graph).

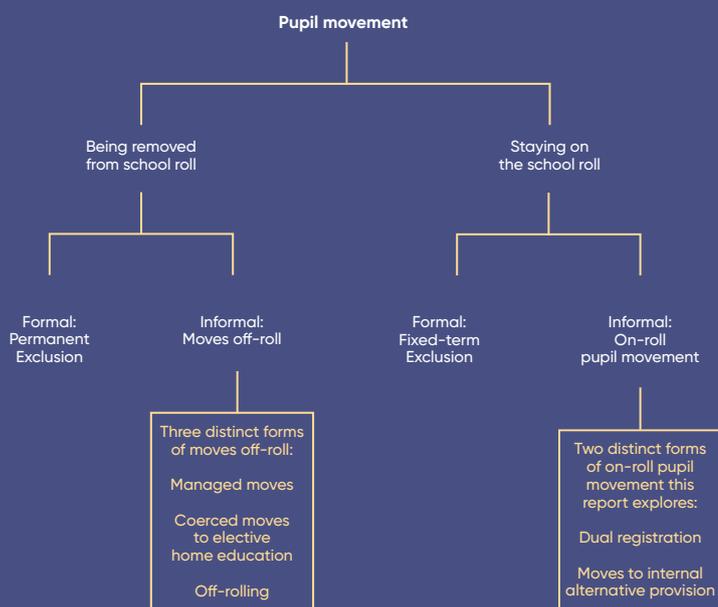
The rest of this report looks at other forms of pupil movement, categorising moves as those where a pupil ends up "off-roll" and other moves that are "on-roll", where pupils are moved from their mainstream school or classroom into AP, but remain on the register of the original school.

33 local authorities have below-average permanent exclusion rates but above-average rates of pupils in AP

Local authority rates of permanent exclusions (2018/19) by rates of pupils in identifiable AP (2019)



Source: IntegratED analysis⁶⁷



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Moves off-roll

What is off-rolling?

In recent years, the issue of off-rolling has captured the attention of the media and researchers. Off-rolling doesn't have any clear legal definition, but the definition adopted by Ofsted is:

"The practice of removing a pupil from the school roll without a formal, permanent exclusion or by encouraging a parent to remove their child from the school roll, when the removal is primarily in the interests of the school rather than in the best interests of the pupil."¹

Ofsted have also described it more frankly as:

"A pupil being taken off the school roll in order to try and manipulate reported exam results/league tables."²

”

How Many Pupils Are Off-Rolled?

It's not that easy to estimate how many pupils are being off-rolled each year.

Government data tracks how pupils move in or out of schools, but not the reason for each move.³

Ofsted has turned its attention to off-rolling, identifying 340 schools that exhibit exceptional levels of pupil movement and investigating them individually to determine the reasons.⁴ In the past year, Ofsted has investigated 100 schools with high levels of pupil movement but has found "grey areas" when analysing the reasons for pupil movements.⁵ So far, only five published inspection reports have mentioned off-rolling.

The most thorough attempt to date in the public domain to identify cases of off-rolling is the Unexplained Exits research by the Education Policy Institute (EPI) (see page 56). Their research looks at all pupil moves in and out of schools, removes from their analysis any move that could feasibly be explained as having been motivated by parental choice (e.g. house move, families migrating out of England, move to a special school) then examines the pupil characteristics of those that remain. It should be noted that not all unexplained exits will be cases of off-rolling, but their findings form a good starting point for discussions.

EPI researchers found that:⁶

1 in 10 pupils experienced an unexplained exit during their time at secondary school.

There was some evidence to suggest that the rate of **unexplained exits had increased** over time.

1.2% of pupils experienced multiple unexplained exits. Again, this appeared to be increasing over time.

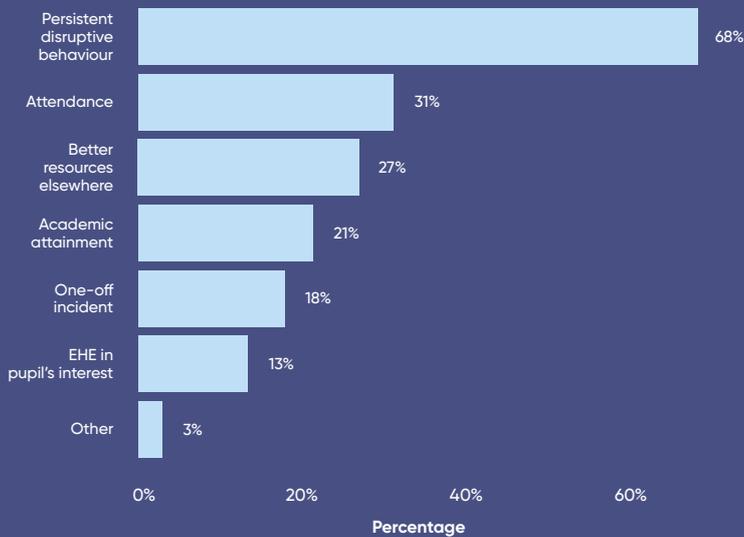
Only **4.4%** of pupils who experienced an unexplained exit had returned to their original school by year 11.

40% of pupils who experience an unexplained exit leave to an unknown destination and never return to the state school system.

Moves off-roll

The most common reason schools gave for off-rolling is persistent disruptive behaviour

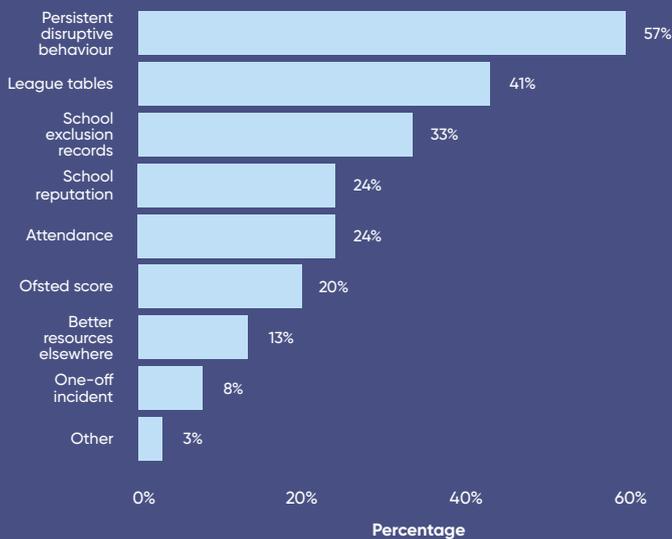
What were the reasons the school gave (e.g. to the pupil, their parents) for off-rolling this pupil?



Source: YouGov⁸

Teachers believe league tables are the second most important reason motivating off-rolling

And what do you personally think were the reasons to off-roll these pupils?



Source: YouGov⁹



1 in 10
pupils experiences
an unexplained exit

1.2%

of pupils
experience multiple
unexplained exits

Why are pupils off-rolled?

Due to the illicit nature of off-rolling, there is no official reporting of the reasons for each instance, unlike exclusions.⁷

We have to therefore rely upon survey data to get a sense of the most common reasons for off-rolling pupils.

In a poll conducted for Ofsted by YouGov, teachers reported that persistent disruptive behaviour was the most common reason given by schools to parents, which is also the reason most commonly recorded for permanent exclusions.

Schools also gave parents reasons such as poor attendance or a lack of specialist resources in the current school. Only one in five teachers said that schools had cited academic attainment as an explanation to parents for off-rolling.

However, when teachers were asked what they personally believed were the reasons motivating off-rolling, league table results were seen as the second most common reason, cited by two in five teachers. They also prioritised a desire to keep official school exclusion records low.

Moves off-roll

Unexplained exits peaked in the summer term and saw a big increase in the first term of year 11

Number of unexplained exits by academic year and term (Cohort: Pupils in Y11 in 2017)



Source: Education Policy Institute¹¹

When are pupils off-rolled?

While permanent exclusions peak in year 10, the number of unexplained exits was shown to increase over the course of key stage 3 and peak in year 9.

As is consistent with the findings from Ofsted, there was a big increase in the number of unexplained exits in the autumn term of year 11, prior to the January census. This is consistent with evidence suggesting pupil exclusions peak in key stage 4, just before GCSEs, in an attempt to improve the school's league table performance.¹⁰

Which pupils are off-rolled?

Teachers believe that pupils with behavioural issues, low academic attainment and special educational needs are particularly at risk of being off-rolled, as are those whose parents have a poor understanding of the education system.¹²

EPI researchers found that unexplained exits affected:¹³

2 in 5 pupils who had also experienced a permanent exclusion.

1 in 6 pupils ever identified with SEND.

Nearly a third of pupils who had ever been looked after.

1 in 6 pupils ever eligible for free school meals.

A quarter of all pupils with a FTE or with high levels of authorised absences.

Over a quarter of pupils with identified social, emotional and mental health needs.

1 in 5 current or former children in need.

1 in 8 pupils from black ethnic backgrounds.

Managed Moves

What is a managed move?

Managed moves are voluntary arrangements to transfer a pupil to another school with the consent of all parties, including the parents and the admission authority for the new school.¹⁴

There is usually a trial period where a pupil is put on the register of both the sending school and the receiving school. If the trial is successful, they will move to the register of the receiving school indefinitely and come off the roll of the sending school. If the trial is not successful, the pupil will be returned to the sending school.

In cases where the managed move was initiated in an attempt to avoid permanently excluding the pupil, they may face exclusion upon their return. However, legal experts advise that families should never feel pressured to accept a managed move under threat of exclusion, pointing out that this would likely be unlawful.¹⁵

How many pupils experience a managed move?

Nobody really knows how many managed moves there are.

Estimates based on census data are imperfect and do not account for unsuccessful managed moves. Nevertheless, by analysing individual pupil records, researchers from the Education Policy Institute estimate that managed moves account for one in eight of all unexplained exits in their 2017 cohort (an estimated 8,874 exits).¹⁶ In total 14.7 pupils per 1,000 in the 2017 cohort experienced a managed move at some point in their secondary school career.¹⁷

Where do pupils get moved to?

Whereas the majority of pupils who are permanently excluded go on to an alternative provider, there are a variety of next destinations for pupils who experience a managed move.

It is estimated that just over half of pupils undergoing a managed move from a special or mainstream school in years 9 or 10, move on to the roll of a mainstream school. Proportionally fewer (an estimated 45%) move on to the roll of an alternative provider. A small minority of pupils are moved to special schools.¹⁸

Which pupils are experiencing managed moves?

According to analysis conducted by FFT Education Datalab, pupils who experience a managed move are more likely than their peers to:¹⁹

- have been classified as having SEN at some point;
- be Black Caribbean or White and Black Caribbean;
- have ever been FSM or to be long-term disadvantaged (FSM-eligible for more than 80% of all terms);
- have had at least one FTE in the last three years;
- have been persistently absent in the previous year;
- have low levels of key stage 2 attainment.

However, when FFT Education Datalab compared pupils who have experienced a managed move to those who have experienced a permanent exclusion, there are some key differences.²⁰ Whereas only a low proportion of females experience a permanent exclusion, nearly half of all identified managed moves were females.

Also, when comparing managed moves to exclusions, pupils who experienced a permanent exclusion were even more likely to:

- have previous SEN;
- be disadvantaged;
- have previous FTEs;
- have low levels of prior attainment.

Coerced moves into elective home education

What is elective home education?

Elective home education (EHE) is where a pupil is educated at home – or at home and with support from an additional provider – rather than being educated at a school full-time.²¹

To be clear, in some cases the choice to home educate is made freely and based on a parental philosophy about education.²² However, in other cases, parents may feel the state is not providing adequately for their child's educational needs and that they are left with no choice but to remove their child from school. In recent years, strong evidence has emerged about a third route into home education:

Ofsted inspections²³ and local authority accounts²⁴ suggest that some pupils are being coerced into home education following the threat of exclusion from school.

EHE has thus been identified by the Department for Education²⁵ and Ofsted²⁶ as one of the methods some schools are using to off-roll pupils.

How many pupils are being coerced into home education?

As all parents are required to sign an agreement to home educate before removing their child from school, it is impossible to separate cases where parents make this choice freely from instances of coercion.

We know it is happening as, in addition to government and Ofsted reports, the press has published letters being used by schools to off-roll pupils into EHE.²⁷

According to the Office of the Schools Adjudicator, as of 29 March 2019, at least 60,544 pupils were known to local authorities as being electively home educated across England.²⁸

This number is likely to be a low estimate as parents are not required to register their child as EHE with the local authority. Fewer than one in 10 local authorities are confident that they know of all pupils who are EHE in their area.²⁹ To address this, last year the Department for Education launched a consultation to introduce a compulsory register of all children not in school.³⁰ As part of their consultation, they considered introducing a duty

As of 29 March 2019,

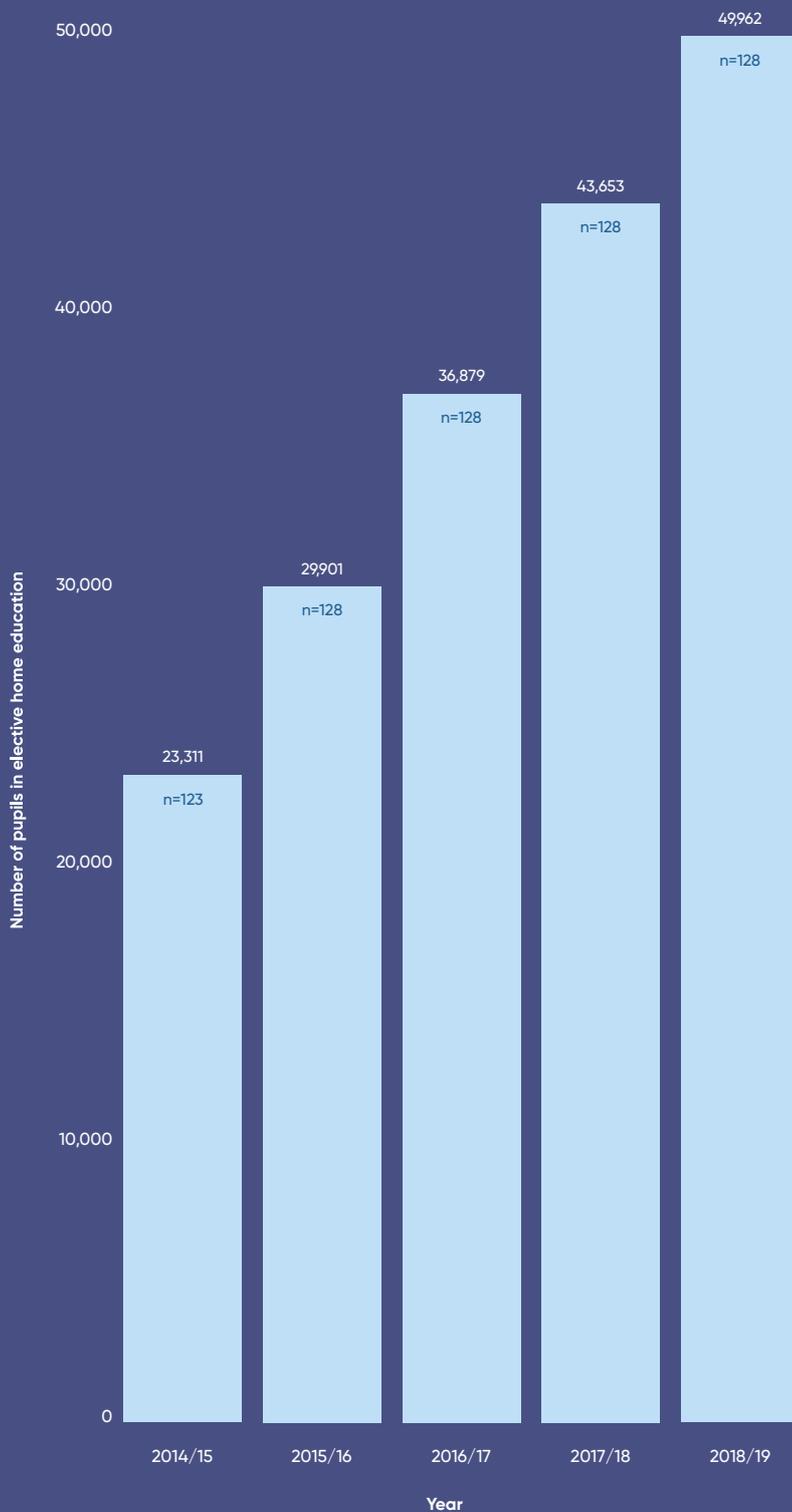
At least 60,544 pupils were known to local authorities as being electively home educated across England.²⁸

”

Moves off-roll

The number of pupils in elective home education has increased on average by 21% each year

Number of pupils in elective home education



Source: ADCS³²

on parents to inform the local authority when their child is not attending a mainstream school.

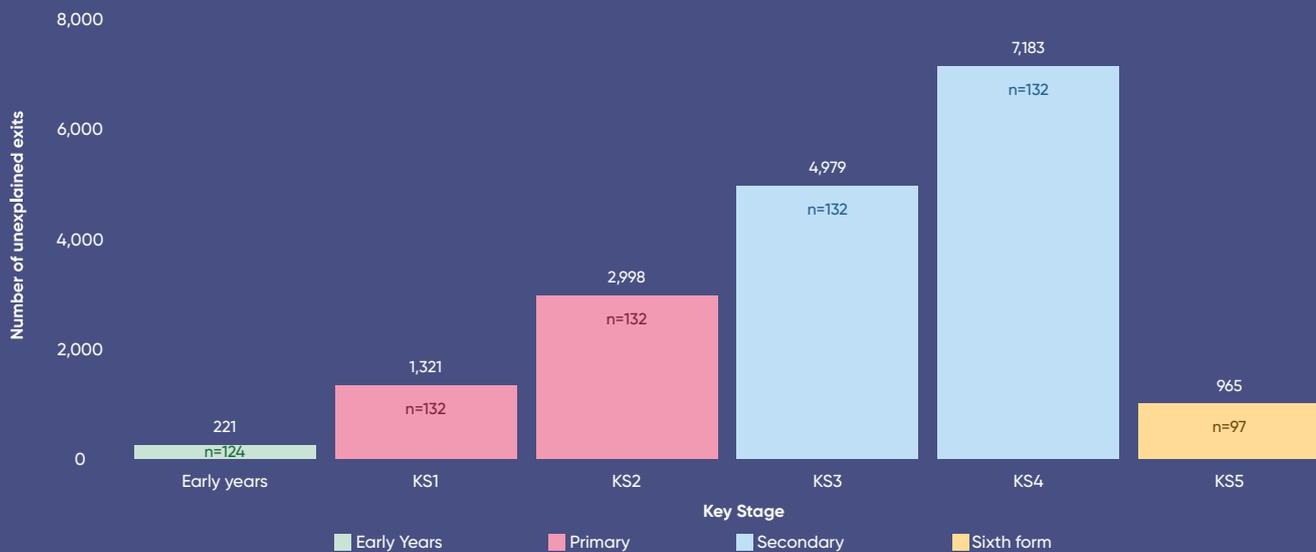
The government is still analysing the feedback from the consultation and has yet to respond.

Despite this uncertainty, there is consensus that the number of pupils being electively home educated is increasing. Analysis from the Association of Directors of Childrens Services (ADCS) based upon a sample of 128 local authorities suggests there has been a 21% year-on-year increase in EHE.³¹ (Please note that the total numbers reported in the chart are less than the total for England, as this survey covers only 84% of all local authorities.)

Moves off-roll

On average, there is a greater number of pupils in elective home education in key stage 4

Numbers of pupils known to be in elective home education taken as an average at key stage level (Survey data for ADCS-2019)



Source: ADCS³³

When are pupils moving into EHE?

Similar to the pattern of pupils being excluded, pupils in secondary school (key stages 3 and 4) are the biggest cohort of pupils in EHE.

There's also some preliminary evidence to suggest that the increase in the overall number of pupils EHE is being driven by an increase of pupils becoming EHE in key stage 4.³⁴ Local authorities raised concerns with both the ADCS³⁵ and the Office of the Schools Adjudicator³⁶ that there was a worrying trend of increasing moves to EHE in key stage 4.

Which pupils are moving into EHE?

Since there is no comprehensive survey of pupils who are being home educated, we cannot definitively discern what the characteristics are of pupils who are coerced into home education.

Instead, we must draw on indicative evidence from surveys and evidence from professionals.

It appears that the gender split of pupils being electively home educated is not as unbalanced as it is for permanent exclusions. Around half of the pupils known to be home educated are female.³⁷

In their review of home education, Ofsted stated that more children with additional needs are being home-educated.³⁸ This seems to ring true with the evidence from the annual survey of EHE which found that a third of pupils electively home educated had some contact with social services.³⁹

There is also a growing body of evidence that suggests that pupils with SEND are especially at risk of experiencing a coerced move into elective home education. In their SEND reviews, Ofsted has discovered parents who have been asked to keep their children at home because school leaders believed they could not meet their needs.⁴⁰ This is supported by local authorities in evidence to the Education Select Committee who argued that the increase in EHE in their area was mainly driven by an increase of pupils with SEND being home educated.^{41,42}

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36. Office of the Schools Adjudicator, 2018. "Office of the Schools Adjudicator Annual Report: September 2017 to August 2018"
37. ADCS, 2019. "Elective Home Education Survey 2019"
38. Ofsted, 2019. "Exploring moving to home education in secondary schools"
39. ADCS, 2019. "Elective Home Education Survey 2019"
40. Ofsted, 2017. "Local area SEND reviews: one year on"
41. Cornwall Council, 2018. "Written evidence to the Education Committee Inquiry into Special Educational Needs and Disabilities"
42. Lambeth SEND, 2018. "Written evidence to the Education Committee Inquiry into Special Educational Needs and Disabilities"

On-roll movement

The previous sections looked at pupil moves out of mainstream schools. Sometimes a pupil can be removed from the classroom on a medium- to long-term basis while staying on the roll of their mainstream school, which can make them harder to track at national level.

Examples are schools that have set up their own on-site AP; and the use of external providers for short- or long-term, part- or full-time placements.

This report will explore two types of moves on-roll: dual registration and moves to internal AP. In some instances, these moves can be part of a wider platform of behaviour interventions to avoid a permanent exclusion, but evidence cited below suggests that these avenues of pupil

movement are sometimes exploited as a way for local authorities or schools to avoid scrutiny.

The following chapters should be seen as a starting point for further research. There are other methods of on-roll pupil movement (some of which we will explore in the “What do we not know” section on page 47) and the very fact that pupils remain on-roll means that these kinds of moves are not well recorded.

Dual registration

What is dual registration?

Dual registration means that the pupil attends the second school – either part-time or full-time – to receive education that is complementary to the education they receive at their main school.

There are no time limits on dual registration. Sometimes a pupil may be dual registered at an alternative provider for a short period of time as part of a wider programme of support.

When a pupil is dual registered it means that they are on the roll of two different schools.

One is listed as their
“main” school and
the other as their
“subsidiary”.¹

”

On-roll movement

But in other instances, dual registration is used long-term and pupils can be attending their subsidiary school exclusively for a number of years while remaining on the roll of their main school.

There are benefits to children of remaining on the roll of their mainstream school while attending an alternative provider. First, mainstream schools stay accountable for their dual-registered pupils' results – even if they were to spend the whole of years 10 and 11 full-time at their subsidiary school. This means they have an incentive to help support the education of these children.

Second, it should be easier for dual-registered pupils to reintegrate into mainstream education than those that are permanently excluded, as they will be able to return to their school of origin. For this reason it is assumed that dual-registered pupils are more likely to return to mainstream education than pupils who have been permanently excluded, although the government does not collect or publish data on how long dual-registered pupils spend in AP or whether they return to a mainstream school.²

Why are pupils dual registered?

When a pupil is dual registered, the schools involved are not obliged to report the reason to the Department for Education.⁷

Upcoming analysis by the Centre for Social Justice explores some of the main reasons for dual registration between a mainstream and AP school. Although not comprehensive, the list of reasons for dual registration include:

- **To access behaviour support as part of a programme designed to prevent a future permanent exclusion.**
These pupils are dual registered (subsidiary) at the AP for a short time. It is the intention that they will return to their mainstream school at the end of the programme.
- **To facilitate a managed move to AP.**
Dual registration is often part of the process of moving a pupil off-roll, this is known as a managed move. (Managed moves are discussed in more depth on page 26). Pupils are dual registered (subsidiary) at the AP for a period before moving permanently onto the register of the AP school. Where the AP school has the freedom to do so, this also allows for those with acute behavioural problems to be sent back easily to their mainstream school if they do not manage to integrate.

How many pupils are being dual registered?

Due to the way that data is collected, there is no way to estimate the total number of pupils dual registered throughout the course of an academic year.³

Instead, we have to rely upon an approximation from how many pupils were dual registered on census day. In January 2020, 10,777 pupils were subsidiary dual registered at a state-maintained AP school.⁴ This puts the rate of dual registration slightly higher than the rate of permanent exclusion, at 1.2 per 1,000 pupils.⁵

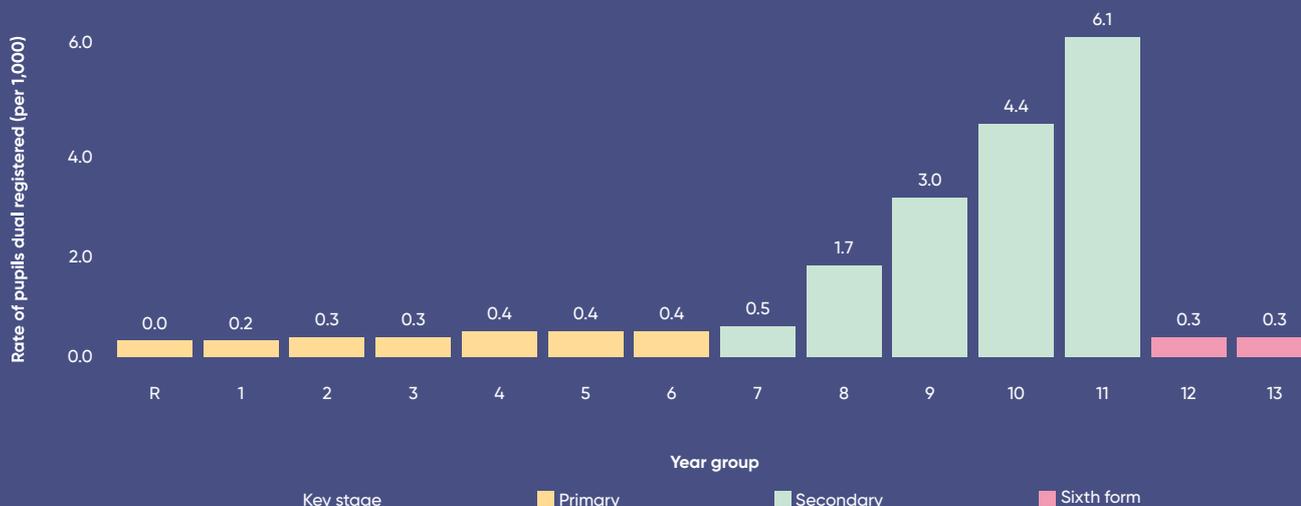
Using the January census estimates, the rate of dual registration has stayed consistently around 1.2 per 1,000 pupils since records began in 2014. The proportion of pupils in state-maintained AP who attend on a dual registration basis has also remained consistent, at around 40% of the total cohort.⁶

- **To reduce exclusion rates in a local authority.**
Some local authorities have a “no exclusions” policy and encourage their schools to dual register pupils with an AP school long-term rather than exclude.
- **To avoid a pupil's results counting towards the overall results of a mainstream school.**
In this instance, the pupil has the AP recorded as their main school and the mainstream as the subsidiary. These pupils attend the mainstream school full-time, but their GCSEs count towards the AP school's results. This can happen with pupils who arrive in the local authority shortly before their GCSEs.

On-roll movement

The rate of dual registration peaks in Y11

Rate of dual registrations by year group (Jan 2020)



Source: IntegratED analysis of Department for Education FOI⁹

The geographical variation of dual registration

Across England, around two in five pupils in state-maintained AP are dual registered.

Practices vary across the country. In one in four local authorities, the majority of pupils in state-maintained AP in January 2020 were attending as dual registered (subsidiary).⁸

In both Kent and Leeds, around 97% of all pupils in state-maintained AP were attending on a dual registered subsidiary basis. Each of these local authorities had above-average rates of pupils dual registered in AP (1.4 pupils and 1.9 pupils per 1,000 respectively) but below-average rates of all pupils in state-maintained AP.

When looking at all local authorities, there is no clear correlation between the proportion of pupils attending AP on a dual registration basis and the rate of pupils in AP.

When are pupils being dual registered?

Like permanent exclusions, the rates of dual registration are higher at secondary school than they are at primary school. As pupils progress through secondary school, their rates of dual registration increase.

However, unlike permanent exclusion rates, the rate of dual registration peaks in year 11, not in year 10, at 6.1 per 1,000 pupils.

Which pupils are being dual registered?

The groups of pupils who are more likely to experience a permanent exclusion are similarly more likely to be dual registered.

Gender

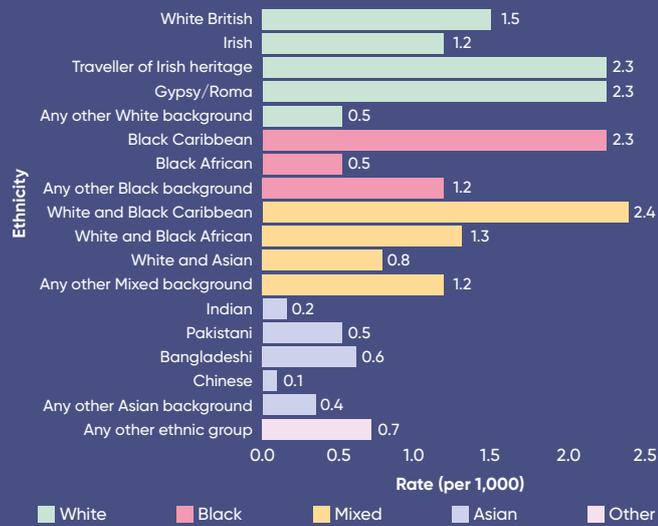
Although pupils are still more likely to be dual registered if they are male, the disparity is less pronounced with dual registrations. Consistently, around two thirds of pupils dual registered on census day have been male, whereas three quarters of pupils permanently excluded are male.¹⁰

The rate of dual registrations is 1.6 per 1,000 male pupils and 0.9 per 1,000 female pupils. Therefore, male pupils are 1.7 times more likely to be dual registered.

On-roll movement

Some ethnic groups face disproportionate levels of dual registration

Rate of dual registrations by ethnicity (Jan 2020)



Source: IntegratED analysis of Department for Education FOI¹²

Pupils with SEMH

Rate of dual registrations by year group (Jan 2020)



Source: IntegratED analysis of Department for Education FOI¹⁶

Ethnicity

The rates of dual registration for pupils of White British, Irish, White and Black African, any other mixed background and Bangladeshi ethnicity were higher than the rates of permanent exclusion, in the academic year 2018-19. For all other ethnic groups, the rate of dual registration is lower than the rate of permanent exclusion.

As with permanent exclusions, Gypsy/Roma, Traveller or Irish heritage, Black Caribbean and White and Black Caribbean pupils have the highest rates of dual registration. However, the difference in the likelihood of dual registration, relative to White British pupils, is smaller when compared to permanent exclusions for these groups.

White and Black Caribbean pupils are 1.6 times more likely to be dual registered compared to White British pupils and Gypsy/Roma, Traveller of Irish heritage and Black Caribbean pupils are 1.5 times more likely to be dual registered.¹¹

SEN

Three quarters of all pupils dual registered at state-maintained AP in 2020 had some form of SEND; around 11% had an EHCP and 63% were on SEN support.

The dual registration rates for pupils on SEN support are much higher than for pupils with no SEND. Pupils on SEN support are around 17.3 times more likely to be dual registered than pupils with no SEND and pupils with an EHCP are around 10.6 times more likely.

Interestingly, the dual registration rates for pupils with some form of SEN were much higher than the rates of permanent exclusion: 3.9 per 1,000 pupils with an EHCP were dual registered in 2020, more than twice the rate for permanent exclusion, which was 1.5 per 1,000. As noted by the Timpson Review¹³, in the exclusions guidance it is stated that headteachers should “as far as possible” avoid permanently excluding pupils with an EHCP.¹⁴ Similarly, 6.3 per 1,000 pupils on SEN support were dual registered in 2020, compared to 3.2 per 1,000 being permanently excluded.

Once more, SEMH needs make up the biggest group of pupils dual registered in AP. Over half of all dual registered pupils had either an EHCP or SEN support where the primary need was SEMH (25.2 per 1,000 pupils). Pupils with SEMH are 70.1 times more likely to be dual registered with an AP school, compared to those with no SEND.¹⁵

Poverty

FSM-eligible pupils are 2.8 times more likely to be dual registered than their peers (2.7 compared to 1.0 per 1,000 pupils).¹⁷

Moves to internal AP

What is a move to internal AP?

When a pupil is moved to internal AP they remain on their school register but are separated from other students and removed from their normal classes.

In some cases, they attend AP on the same site as where their normal classes take place. In other cases, pupils may attend sessions in an AP unit at a different mainstream school.

How many pupils are being moved into internal AP?

There is no data collected on the existence of internal AP in England and consequently we do not know how many exist or how many pupils attend them.

Some analyses have attempted to identify a sample of internal alternative providers¹⁸, but we do not have systematic oversight of their existence.

The best figures we have to estimate the prevalence of internal AP comes from the Department for Education Winter Survey. In a 2019 survey of 1,815 leaders and teachers, 91% of leaders and 81% of teachers said that they had used “in-school” units to support pupils at risk of exclusion in the last 12 months.¹⁹ This survey did not determine if these units were on-site or at a different mainstream school or if they prioritised therapeutic or punitive interventions.

Why are pupils being moved into internal AP?

Schools with internal AP are reported to believe that pupils can access some of the benefits of off-site AP without the need to move off-roll.²⁰

This includes smaller class sizes and the ability to remove pupils from a situation of conflict.

However, it is notable that this qualitative research found that the nature of provision varied substantially.²¹ Some teachers reported that the internal AP they offered was focused on inclusion and behaviour support whereas others described their provision in more punitive terms, seeing the provision as a means of isolation.

When are pupils being moved into internal AP?

Interviews conducted by IFF suggested that internal AP is more common for pupils in secondary rather than primary school. While more than half of all secondary schools reported having internal AP to support pupils at risk of exclusion, only a minority of primary schools did.²²

Which pupils are being moved into internal AP?

We cannot say definitively which pupils are being moved into internal AP because there is no pupil-level data collected on this method of pupil movement.

Concerns have been raised that the pupils most likely to be moved to internal AP share some of the characteristics of pupils most likely to be permanently excluded.

In evidence to the Select Committee on Women and Equalities, one professional stated that schools were now using “internal exclusion units”, rather than externally excluding Roma pupils. The motivation for this was claimed to be a desire to no longer have these pupils show up on the published exclusions statistics.²³

Despite anecdotal evidence of some pupil groups experiencing internal AP, due to the lack of data and monitoring in this area we cannot definitively say who is in internal AP or compare who is more likely to be moved there.

1. Department for Education, 2020. "School census 2020 to 2021: Business and technical specification version 1.4"
2. Centre for Social Justice, 2020. "Warming the cold spots of alternative provision: A manifesto for system improvement"
3. Department for Education, 2020. "School census 2020 to 2021: Business and technical specification version 1.4"
4. IntegratED analysis of an FOI to the Department for Education
5. IntegratED analysis of an FOI to the Department for Education & Department for Education, 2020. "Schools, Pupils and their Characteristics"
6. IntegratED analysis of an FOI to the Department for Education
7. Department for Education, 2020. "School census 2020 to 2021: Business and technical specification version 1.4"
8. IntegratED analysis of an FOI to the Department for Education
9. IntegratED analysis of an FOI to the Department for Education
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12. IntegratED analysis of an FOI to the Department for Education
13. Department for Education, 2019. "Timpson review of school exclusion"
14. Department for Education, 2017. "Exclusion from maintained schools, academies and pupil referral units in England: Statutory guidance for those with legal responsibilities in relation to exclusion"
15. IntegratED analysis of an FOI to the Department for Education
16. IntegratED analysis of an FOI to the Department for Education
17. IntegratED analysis of an FOI to the Department for Education
18. BBC News, 2018. "Hundreds of pupils spend week in school isolation booths"
19. Department for Education, 2020. "The School Snapshot Survey: Winter 2019-Support for pupils"
20. Department for Education, 2018. "Investigative research into alternative provision" IFF
21. Department for Education, 2018. "Investigative research into alternative provision" IFF
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23. Select Committee: Women and Equalities, 2019. "Tackling inequalities faced by Gypsy, Roma and Traveller communities"

AP schools

We've looked at the flow of pupils out of mainstream schools and into AP. Now we're going to look at the AP schools and other settings in which children are educated when they are removed from mainstream school.

In this section, we draw upon a new analysis of the AP Census. The AP Census does not just collect information about pupils in AP, a large proportion of pupils on the census are being funded by the local authority to attend specialist provision.¹ The overall figure of local authority commissioned AP therefore includes the pupils in specialist education settings.

Attempts have been made in recent years to identify the independent providers of AP. In 2018, FFT Education Datalab and The Difference produced a list of independent key stage 4 providers which appeared to be offering AP, based upon an analysis of their inspectorate reports and websites.²

How many APs are there?

There are at least 739 alternative providers operating across England and at least 35,818 pupils were being educated by them in January 2020.³

A pupil referral unit (PRU) is a school that is established and maintained by a local authority to enable it to discharge its duty to provide suitable full-time education for permanently excluded pupils and for other pupils who, due to illness or other reasons, would not otherwise receive suitable education.⁴ A PRU can convert to academy status on its own or with the support of a sponsor.⁵ Free schools are legally academies, which are state-funded educational institutions free from local authority control.⁶

Just under half of all identified alternative providers were state-maintained AP schools.

A note on numbers

The numbers in this section should be treated as lower-bound estimates. What we are unable to identify or include in this analysis, is:

- any AP that is commissioned directly by schools but not by the local authority;
- any pupils dual-rolled in independent AP.

Following their methodology, we have disaggregated the schools that appear on the AP Census from 2018 (this is the first year from which data on the provider a pupil was sent to was captured). We have therefore attempted to produce a refined figure for the total number of pupils in independent local authority commissioned AP which is used throughout this report.

There are at least

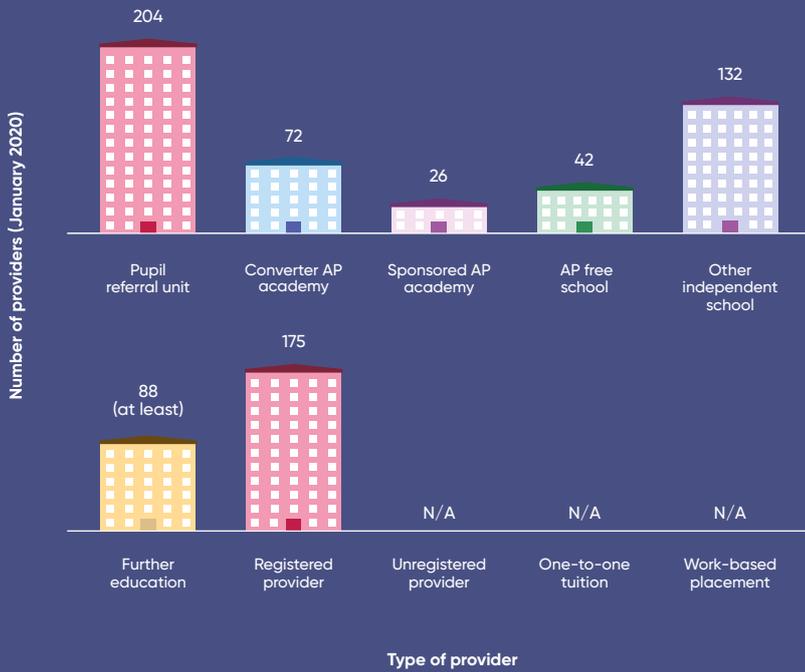
739 alternative providers operating across England.”

PRUs are the most common type of AP, accounting for over half of all state-maintained providers. The second most common type of provider is registered providers.

The government does not keep records on the total number of unregistered providers, one-on-one tutors or work-based placements commissioned for children in AP.

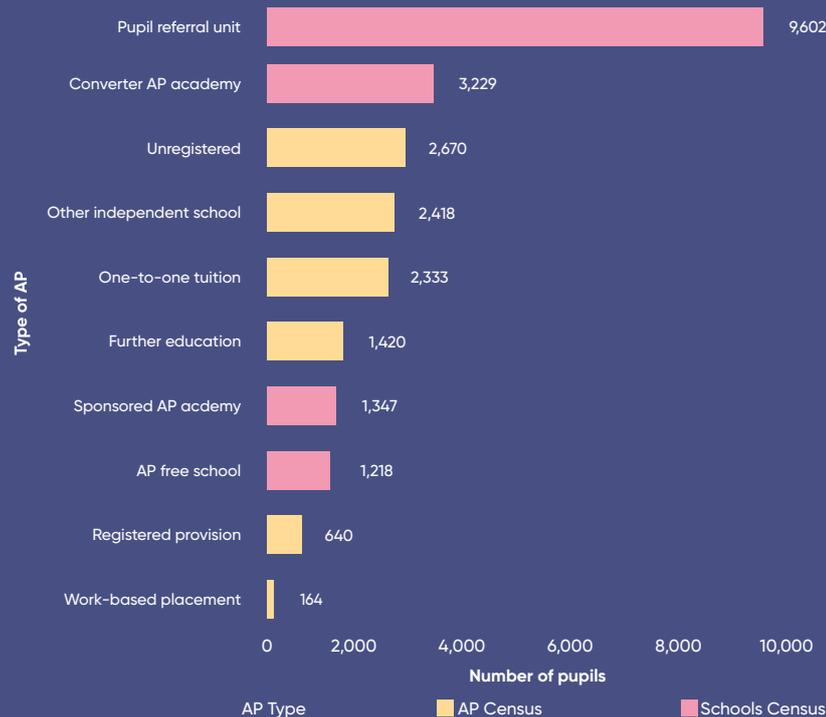
AP schools

We do not know how many unregistered providers there are
Number of alternative providers by type



The majority of pupils in AP are in pupil referral units

Number of pupils in AP by AP type (Jan 2020)



How many pupils are in each type of AP?

Around 73% of the identifiable pupil population (26,173 out of 35,818 pupils) were in state-maintained AP schools in January 2020. Of these, 15,396 were on the main roll of the AP school and 10,777 pupils were there on a dual-registration (subsidiary) basis.⁷

A further 9,645 pupils were placed in independent AP by the local authority.⁸

PRUs were the most common destination for a pupil sent to AP in 2020 followed by converter academies. The third most common form of provision that a local authority commissioned in January 2020 was unregistered, which was the most used form of independent AP.

Which kinds of AP are the largest?

The average PRU is similar in size (31 pupils) to the average converter AP academy (28 pupils). However, the average sponsor-led AP academy is much bigger (47 pupils).

Both free schools and independent schools have far fewer pupils, with AP free schools providing education for 14 pupils on average and independent AP schools, 9 pupils.

It should be noted that the analysis of pupil numbers by provider type does not account for pupils attending providers on a dual-registration basis and is taken as a snapshot of pupil population in January, rather than being reflective of the average cohort an AP provider supports throughout a given year. This can particularly skew the data in local authorities where dual registration is used as standard.

AP schools

How has the commissioning of AP changed over time?

State-maintained AP

Since 2010, the number of state-maintained AP schools has fallen from 452 to 349.

However, since 2014 there has been an increase in the number of pupils single-registered in these schools, from 12,846 in 2014 to 16,151 in 2019.⁹

In 2020, the number of pupils dipped down to 15,396, which was the first fall in single-registered pupils in five years. It remains to be seen if this is a blip or the start of a downward trend.

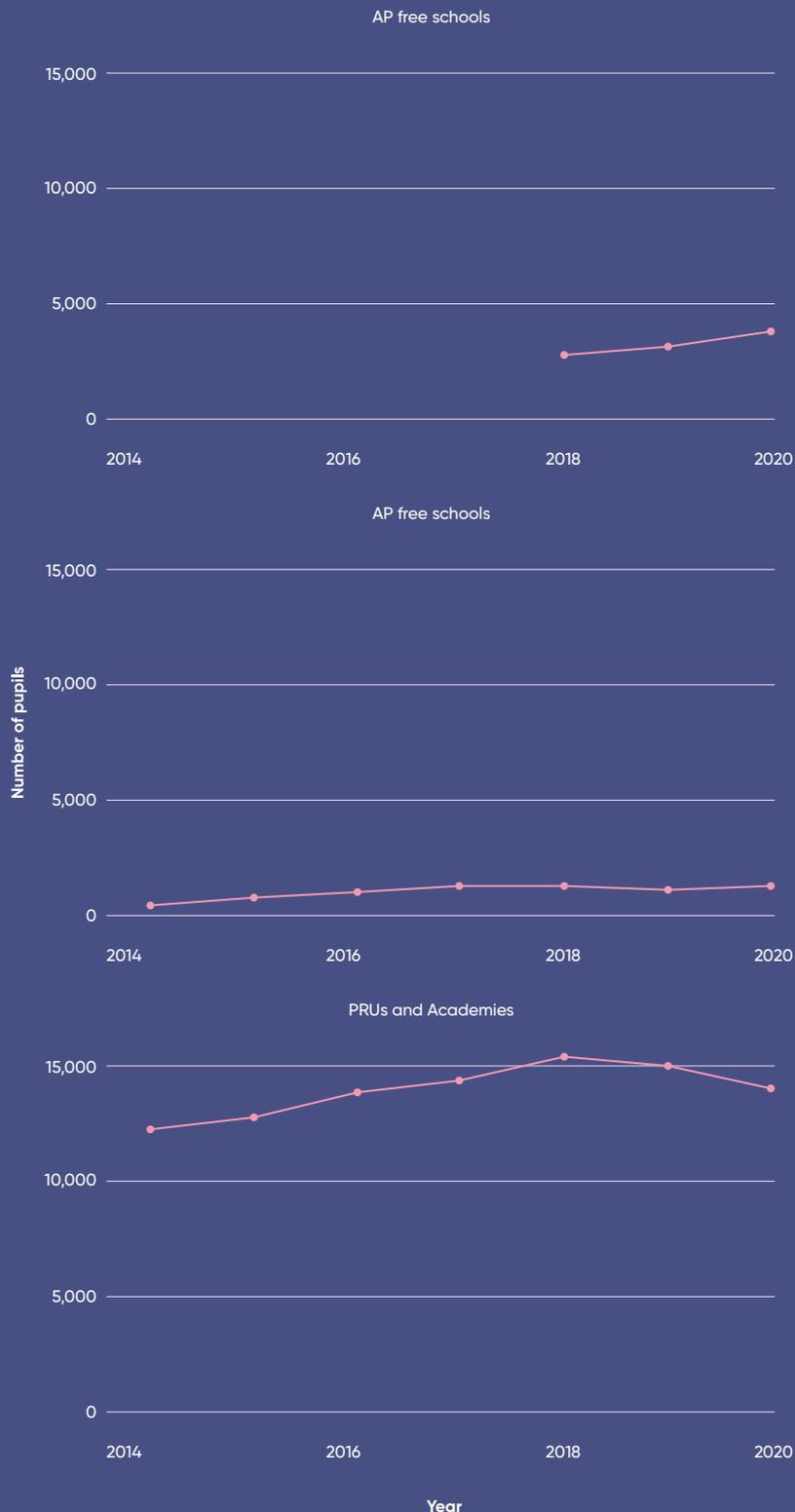
It should also be noted that this drop in places commissioned by local authorities was accompanied by an increase in places commissioned directly by schools. Including dual-registered pupils, the overall numbers dipped only marginally, from 26,279 in 2019 to 26,173 in 2020.

PRUs have consistently been the most popular form of state-maintained AP commissioned by local authorities, although their population size nationally has decreased by 18% since 2014, as some PRUs have converted to academy status.

While the overall population in PRUs and AP academies has fallen since 2018, there has been a gradual increase in the number of pupils attending free schools and a steeper increase in the number of pupils in independent local authority commissioned provision.

There has been an increase in pupils attending free schools and independent provision

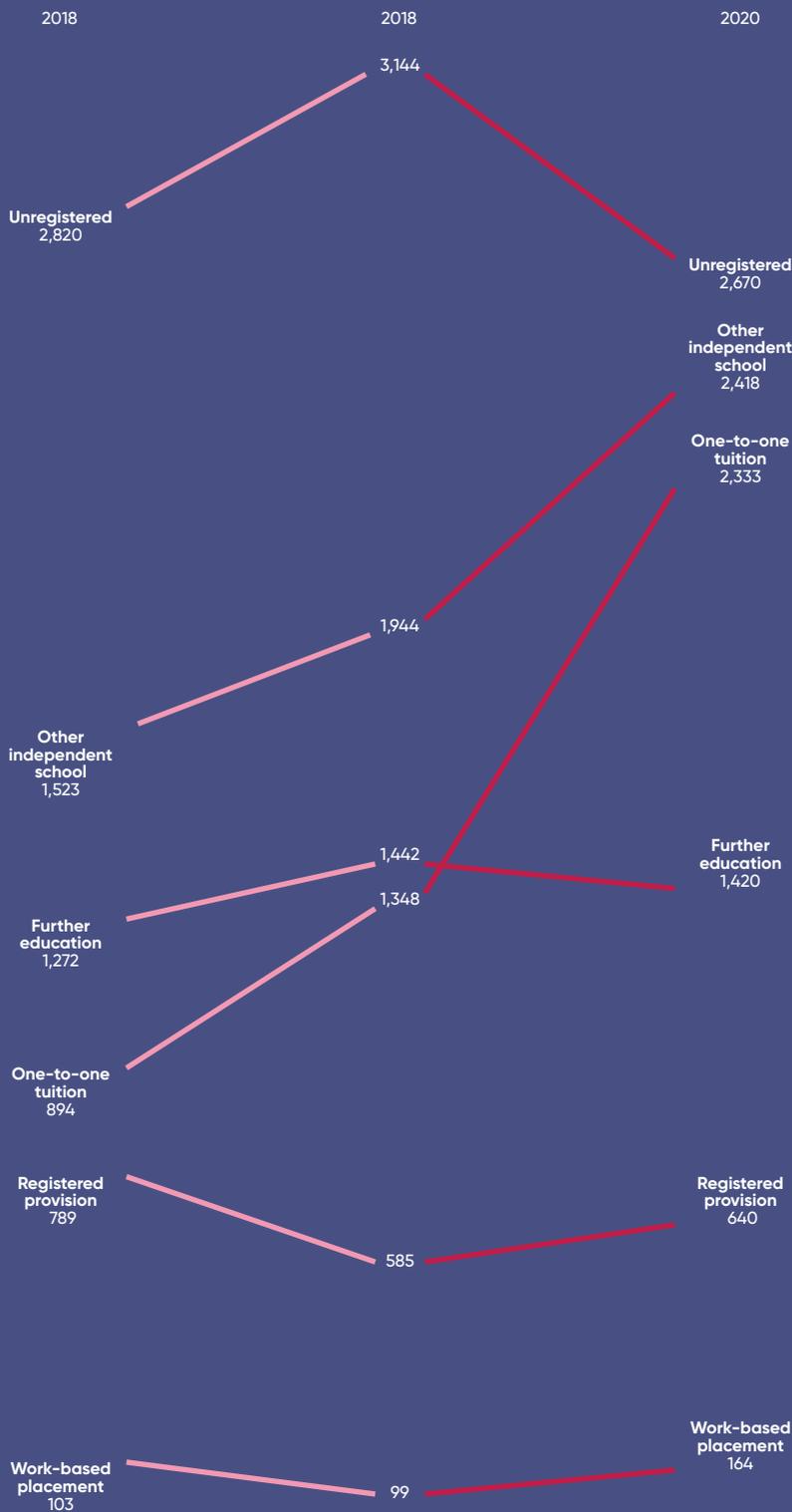
Number of pupils in different categories of AP over time



AP schools

The number of pupils in one-on-one tuition has seen a big increase since 2018

Number of pupils in local authority commissioned AP separated out over time



Independent AP

Local authorities also commission AP from independent providers.

We can only extract information from the AP census about the number of pupils in AP since 2018. From these three years of data, it appears that the number of pupils in independent AP has been increasing.

In 2018 the total number of pupils in independent AP commissioned by the local authority was 7,401, in 2019 that number increased to 8,562 and in 2020, to 9,645.

Since records began in 2018, the most common type of provider that the local authority commissions has been unregistered, averaging around 2,878 pupils.

The second most common provider is independent schools, with the number of pupils increasing on average by 26% each year. While not the most common provider, one-on-one tuition has seen the biggest rise over the last three years, from 894 pupils in 2018 to 2,418 in 2020: a 62% year-on-year increase.

AP schools

How young are AP providers?

The adjacent graph shows the open dates of all the AP schools in use today, by school type.

In the three years that encompassed 2012 to 2014 there was a large wave of free schools opening: 28 of the 47 free schools still in use today opened in this period. However, in the six years since 2014 only 19 free schools have opened.

While independent schools have a long tail (i.e. a few are very old), the average independent is newer than the average state-maintained school. The median open date for independent schools that featured on the AP Census in 2020 was 2016. One in five of all independent schools in use in 2020 had opened in the last two years.

How does AP commissioning vary by local authority?

The commissioning of AP varies considerably by local authority.

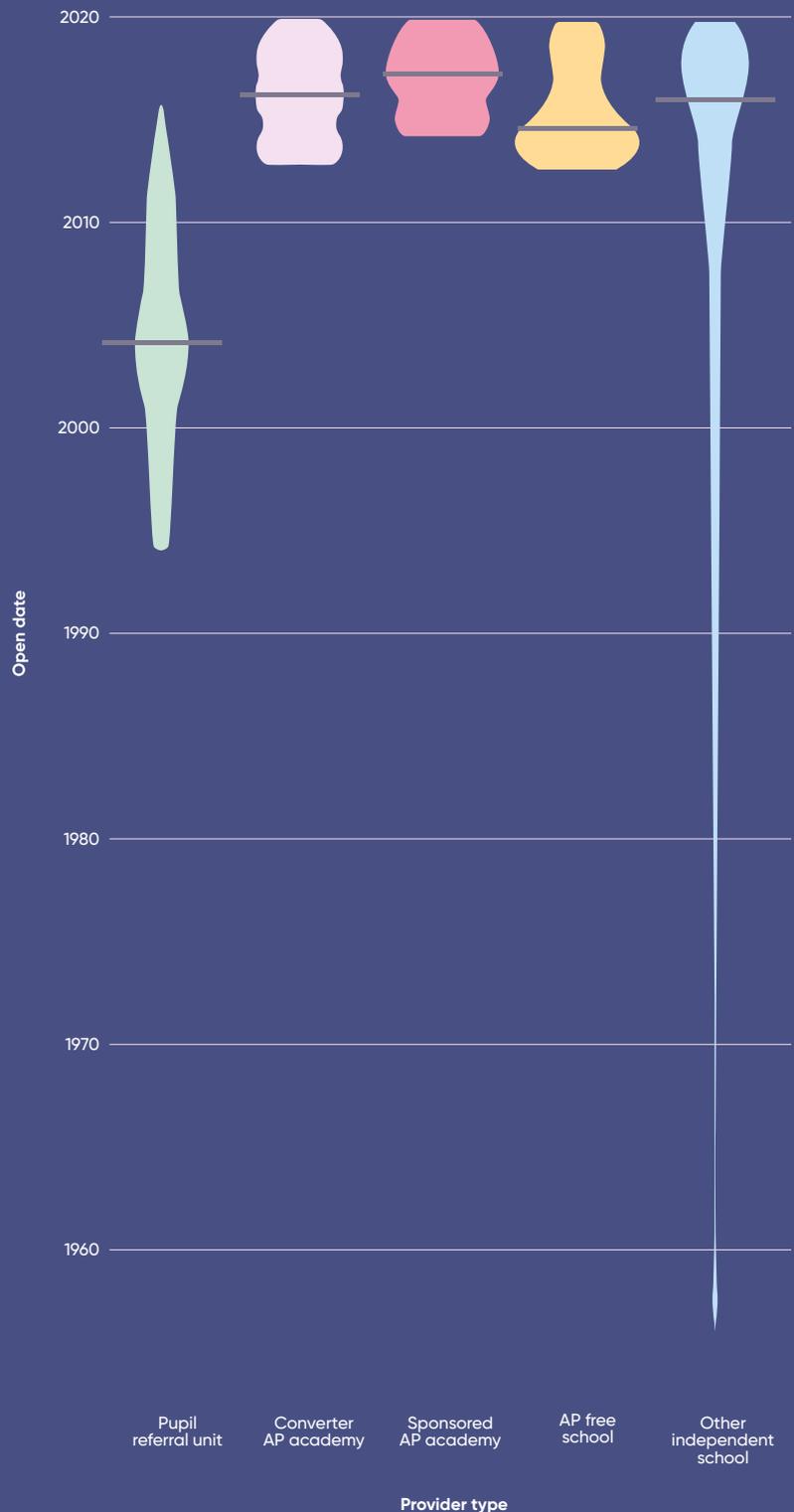
The four areas with the highest rates of identifiable pupils in AP in January 2020 were Blackpool (9.9 pupils per 1,000), Kingston upon Hull (8.3 pupils per 1,000), Lewisham (8.1 pupils per 1,000) and Knowsley (8.0 pupils per 1,000).

By disaggregating the pupil numbers by provider type at the local authority level we can gain insights into the type of AP which is most popular in different areas.

Four local authorities use only state-maintained AP (mostly PRUs): Derby, Haringey, South Tyneside and West Berkshire. In 42 local authorities, over half of the provision commissioned is independent.

On average, independent AP schools tend to be newer providers

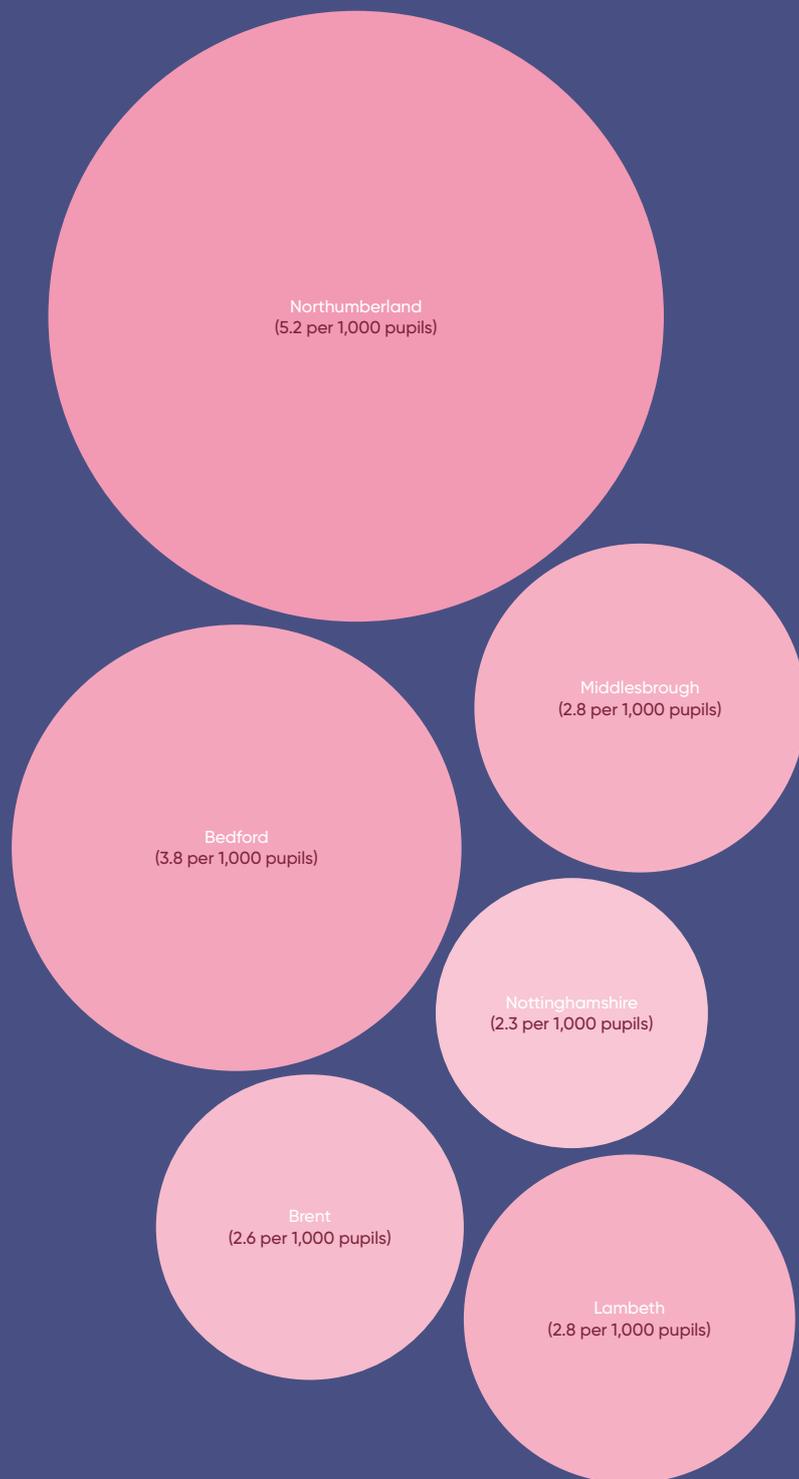
Violin plot showing the distribution of open dates by provider type



AP schools

The areas with the highest rate of unregistered provision

Nottinghamshire had the highest number of pupils in unregistered provision in 2020 and the sixth highest rate of pupils in unregistered provision



Eight local authorities have no state-maintained AP at all. Two of these local authorities rely heavily on unregistered provision: Nottinghamshire and Wiltshire. In Nottinghamshire 307 pupils were in AP, of which 283 were in unregistered provision. Of the 125 pupils in AP in Wiltshire, all but two were in unregistered provision.

The areas with the highest rate of unregistered provision include: Northumberland (5.2 per 1,000 pupils), Bedford (3.8 per 1,000 pupils), Middlesbrough (2.8 per 1,000 pupils), Lambeth (2.8 per 1,000 pupils) and Brent (2.6 per 1,000 pupils). Nottinghamshire had the highest number of pupils in unregistered provision in 2020, 283, and the sixth highest rate of pupils in unregistered provision (2.3 per 1,000 pupils).

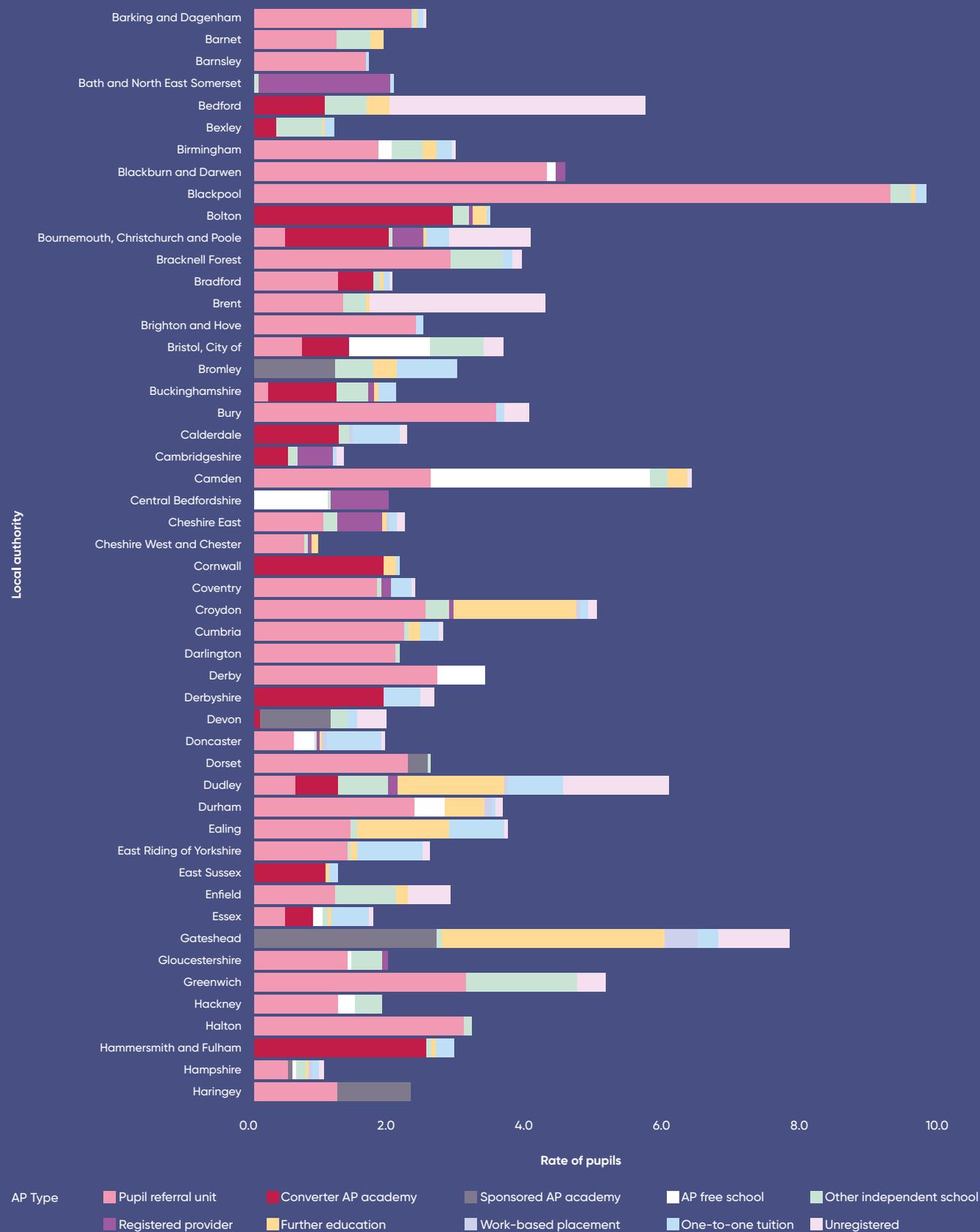
In six areas, the local authority relied on Sixth form places heavily, commissioning at least two in five of their AP placements from sixth forms. These were Knowsley (50% of their 167 placements), Rutland (50% of their 22 placements), Leeds (44% of their 75 placements), Gateshead (42% of their 238 placements), Newham (41% of their 120 placements) and Wolverhampton (41% of their 230 placements).

Work-based placements were rare and only 35 local authorities reported using them for AP. On average, only five pupils per local authority were placed in work-based placements although one local authority, Waltham Forest, recorded 34 pupils.

Lancashire reported very high numbers of pupils (524) in one-on-one tuition. This local authority accounts for 22% of all one-on-one tuition recorded in the AP Census this year.

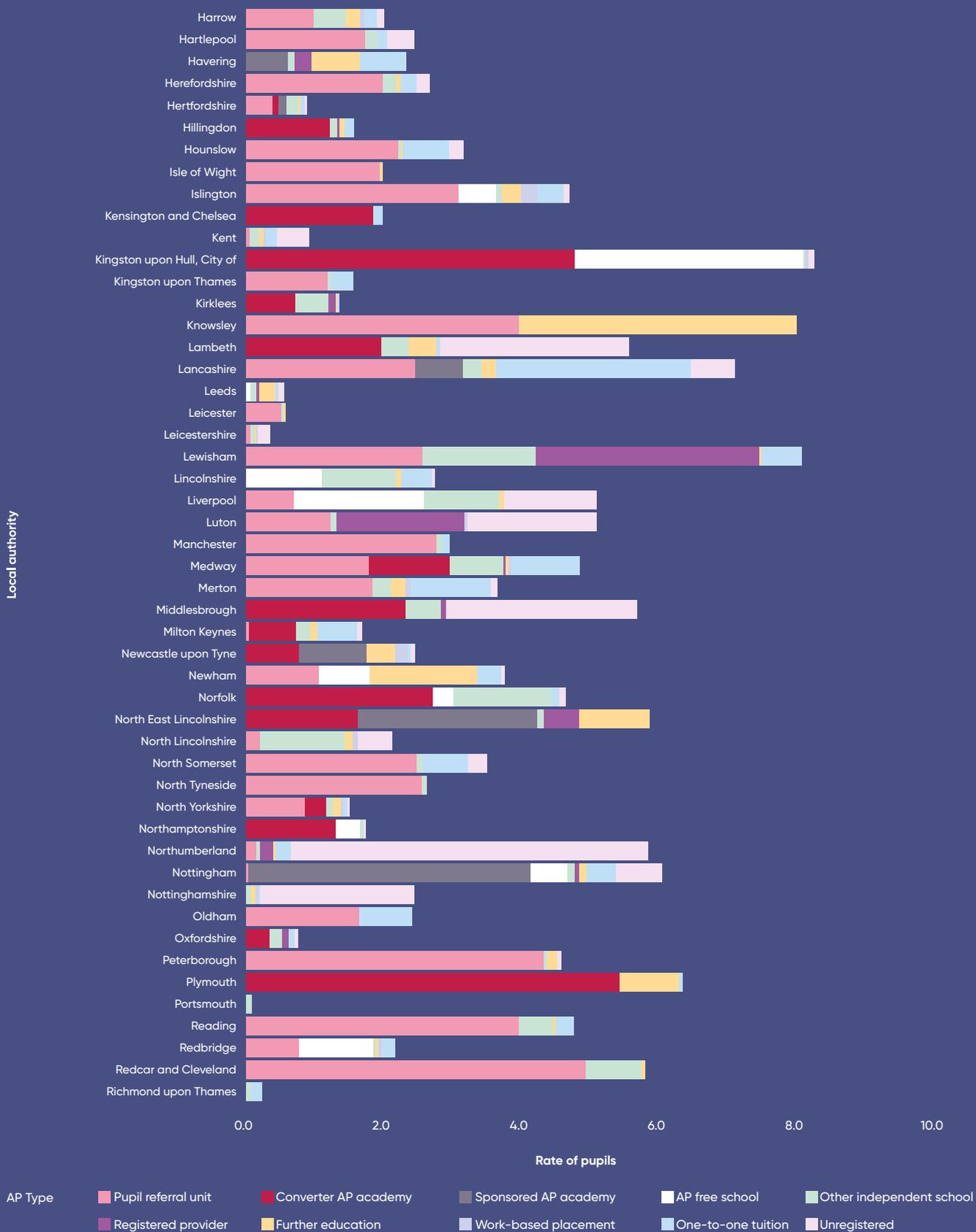
AP schools

Proportion of pupils in AP by type of provider in each local authority



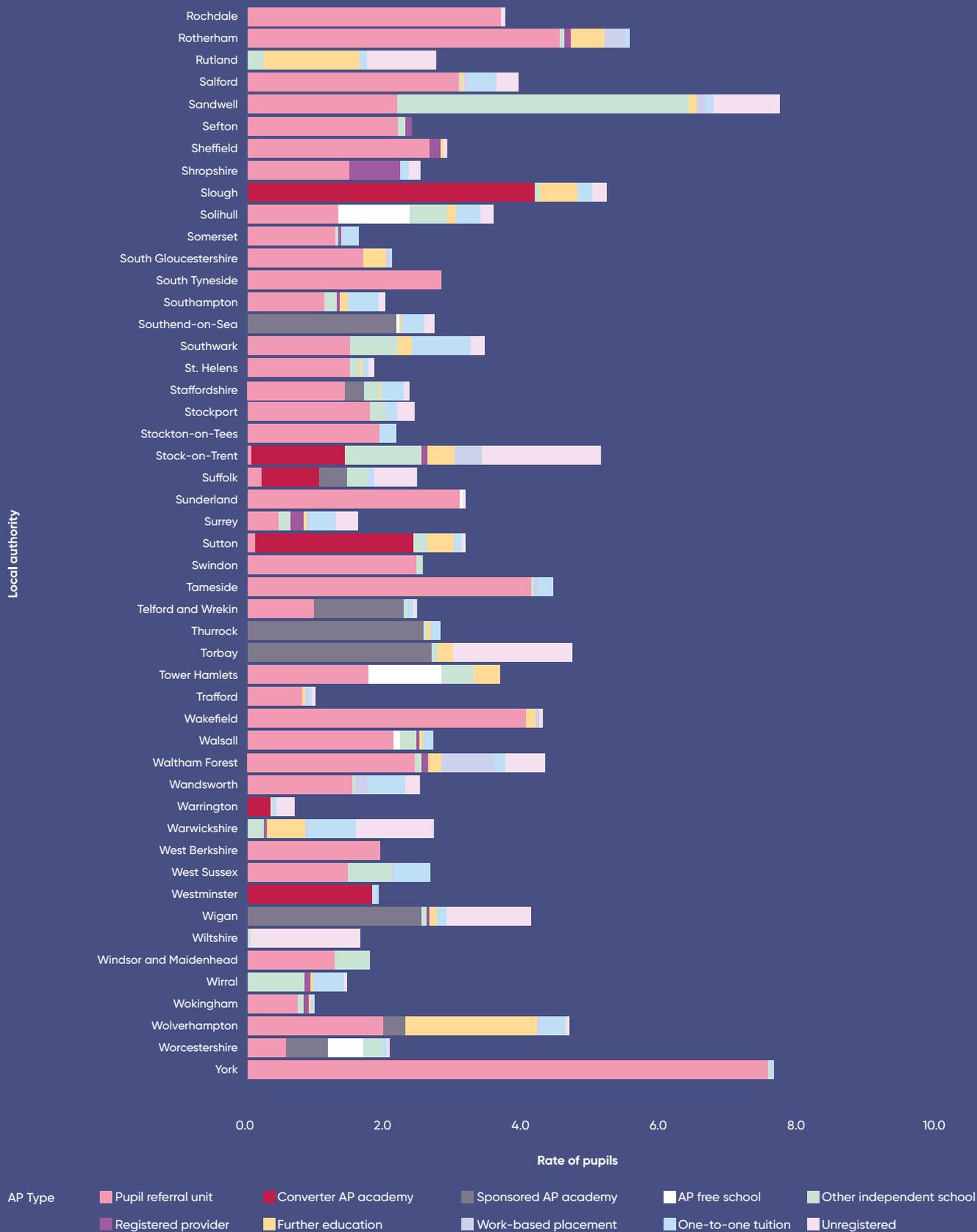
AP schools

Proportion of pupils in AP by type of provider in each local authority



AP schools

Proportion of pupils in AP by type of provider in each local authority



1. Department for Education, 2020. "AP Census guidance"
2. FFT Education Datalab, 2018. "Help us to investigate independent alternative provision"
3. Data from Schools Census and AP Census, cross-referenced with FOIs to the DfE
4. Department for Education, 2013. Alternative Provision Statutory guidance for local authorities
5. Department for Education, 2014. Pupil referral units: converting to alternative provision academies
6. Department for Education, 2020. Guidance: Apply to open a special or alternative provision free school
7. Data from Schools Census and AP Census, cross-referenced with FOIs to the DfE
8. AP census
9. FFT Education Datalab, 2019. "Timpson Review reflections, part one: Not all pupils who end up in alternative provision have been permanently excluded"

What we don't know

This report has tried to give a comprehensive oversight of everything we know about pupil movement and alternative provision, but the truth is that there is a lot that we don't know.

In this section, we outline some of the biggest blind spots.

How many pupils are informally excluded

While the government collects figures on recorded permanent exclusions, we can't provide a comprehensive figure for the number of pupils who are being excluded from school in other ways, that avoid recording fixed term or permanent exclusions.

How many pupils are internally excluded

Schools who use internal isolation, inclusion units, or on-site AP do not need to flag this in any reporting to DfE. They do not have to record which pupils are placed in such provision or how long a pupil spends out of their mainstream classroom.

How many pupils are sent to other schools' isolation units

Schools are not required to report when they send pupils to another school for short-term behavioural interventions, for example in place of a FTE. The coding categories in attendance registers are broad and are used inconsistently.

A lot of pupils who move out of mainstream schools and into alternative provision remain invisible.

”

What we don't know

How many pupils stay on their school roll but are educated full-time in AP

Some pupils will be effectively long-term educated in AP but they won't have been placed there as a consequence of a permanent exclusion.

Instead, they will be on the roll of their mainstream school but receiving all of their education from the AP. As discussed in this report, dual registration allows schools to place pupils in AP long-term without a move off-roll. Other methods include the long-term use of B-coding.

Why pupils are being excluded

In one in five cases, the reason for permanent and fixed-term exclusion is recorded as "Other".

As of 2020, the government has got rid of this category and so hopefully from next year we will be able to better define the reasons.

However, we still do not have data about why a pupil is off-rolled, dual registered or sent to internal AP. We do not know if these moves are motivated by different reasons or if they are effectively a substitute for a formal exclusion.

How many pupils are educated in AP

We can give an estimate of how many pupils are educated in state-maintained AP on a given day in January.

We cannot tell how many pupils, throughout the course of an academic year, attend state-maintained AP. This is an acute limitation given the fact that the AP population is so transient.

Beyond state-maintained AP, we have very little idea about how many pupils are placed in independent provision. We can give a refined estimate of how many pupils a local authority commissions AP for, but again this number represents only the total number of pupils on a given day in January. There is no record of local authority commissioning throughout the course of the year.

There is no systematic recording of the pupils schools place in independent AP. We cannot estimate the number of pupils schools place outside of state-maintained AP. This is not only an issue at national government level, but even in some local authorities, there is no clear information or data held about how schools are directly commissioning independent AP and how many pupils are in such provision.

How long pupils are spending in AP

There is no estimate for the average length of time a pupil spends in AP or how many times a pupil reintegrates, only to be sent back to AP again after a stint in mainstream.

How many AP settings exist

While there is a comprehensive directory of all state-maintained APs in England, there is not a full list of all independent AP settings in use.

This information is not clearly indicated on the AP Census. And even if we did have a full directory of schools and registered providers from every kind of commissioner, there is no list of all unregistered settings in England.

How schools commission AP

There is no census of the pupils for whom schools commission AP.

Ofsted has started to note down whether a school commissions AP directly and, in some instances, they list the providers. However, this data is not always collected and when it is, the detail of information collected varies substantially.

How many children in AP or experiencing multiple moves require safeguarding?

The lack of linked datasets and decision making means we do not know the extent of broader safeguarding risks of children who are experiencing multiple moves or are in AP.

The impact of Covid-19 on pupils most at risk of being excluded

We know that the pandemic has disproportionately impacted children from lower-income families, vulnerable children, those with additional learning needs and those who are digitally excluded. However the impact of the pandemic on learning and needs is still largely unknown, as is its potential impact on exclusions.

A year (or so) in policy

Taking the Timpson review of school exclusion as the starting point, the timeline below sets out the key publications, consultations and other actions taken by the government and Ofsted over the last 15 months, relating to school exclusions, children at risk of exclusion, alternative provision and education for children excluded from school, formally or otherwise.



DfE

Government response published

Timpson review of school exclusion

The government responds to the Timpson review, accepting all 30 recommendations in principle (see page 54).

MAY 19

DfE

Review published

Timpson review of school exclusion

Edward Timpson was charged by the government with examining headteachers' powers to exclude and why some children are more likely to be excluded than others. His review finds that "there is more the government can do to make sure that every exclusion is lawful, reasonable and fair".

MAY 19

DfE

Call for evidence

AP and SEND funding

The government issues a call for evidence on how SEND and AP are funded. It asks whether existing arrangements empower LAs and schools to intervene early for children at risk of exclusion, provide high quality AP and take collective responsibility for delivering value for money.

MAY 19

DfE

Consultation launched

Register of children not in school

The government opens a consultation on their proposed register for children who do not attend state-funded or registered independent schools. LAs would be required to create and maintain the register, with complementary duties on parents and proprietors to inform the LA about any children not on a school roll.

MAY 19

A year (or so) in policy

DfE

Published

Exclusions data for looked-after children published

As recommended by the Timpson review, the DfE publishes exclusions data for previously looked-after children for the first time, revealing that the permanent exclusion rate is 1.8 per 1000 pupils, compared to 1.0 for the general population.

JUL 19

DfE

Expansion announced

Mental health trailblazers

The government announces an additional 57 trailblazer sites providing mental health support to children and young people in schools. Children with SEMH are 14.6 times more likely to be permanently excluded than their peers without SEN and exclusion has been shown to exacerbate and lead to new-onset mental health conditions.

JUL 19

Ofsted

Analysis published

Off-rolling

Ofsted publishes its second annual off-rolling analysis, with 340 schools found to have "exceptional levels" of pupil movement off-roll, compared to 300 schools the year before. Ofsted uses this data to prioritise which schools to inspect.

SEP 19

Ofsted

New framework comes into force

Education Inspection Framework

Under the new framework, schools found to be off-rolling are likely to be graded "Inadequate" for leadership and management. Inspectors will look at exclusion and its alternatives including rates, patterns, reasons, repeat exclusions and any differences between groups of pupils. They will ask schools about their use of unregistered AP and visit a sample of providers.

SEP 19

DfE

Review launched

SEND review

The government launches a review of how the SEND system has evolved since the 2014 reforms, including how to "strike the right balance of state-funded provision across inclusive mainstream and specialist places". [Children with SEND are six times more likely to be excluded than their peers.]

SEP 19



DfE

Government initiative

AP Innovation Fund Year 2

The fund, worth £4 million, is now in its second year. Nine projects are funded across three areas: reintegration, post-16 and parental engagement.

SEP 19

A year (or so) in policy

Conservative Party

Manifesto published

Pledge to expand alternative provision

The Conservative Party publishes its election manifesto in which it promises to “expand alternative provision schools for those who have been excluded.

NOV 19

DfE

Consultation launched

Regulating independent educational institutions

The government launches a consultation proposing changes to the way in which independent education settings are regulated. Local authorities commission a quarter of their AP placements with unregistered providers.

FEB 20

DfE

Advisers announced

Behaviour hubs programme

Behaviour hub advisers are appointed by the Department for Education. Two of the seven appointees are former PRU headteachers.

FEB 20

Ofsted

Additional funding announced

Illegal schools taskforce

The government injects a further £400,000 into Ofsted’s illegal schools taskforce. Of the 618 referrals received since the taskforce was created in 2016, 171 were for unregistered AP.

FEB 20

DfE

Covid-19 policy response

Widening the definition of vulnerable pupils

Statutory guidance on school attendance eligibility during lockdown is updated to include pupils that schools deem “otherwise vulnerable”, widening the definition substantially.

MAY 20

DfE

Report published

Social workers in schools pilot

The pilot, which embedded social workers in schools across three LAs, saw reduced Section 47 (child protection) enquiries in two of the three LAs. Pupils that have ever needed a social worker are 2 to 4 times more likely to be excluded than their peers (see page 58).

MAY 20

DfE

Covid-19 policy response

Emergency post-16 transition funding

The Department for Education announces £7 million funding for AP schools to support year 11 pupils to transition into education, employment or training.

JUN 20

A year (or so) in policy

DfE

Review published Children in Need

The government publishes its review into improving the educational outcomes of children who have ever had a social worker, with a commitment to (i) increase the visibility of Children in Need in education, (ii) keep Children in Need in education, (iii) raise aspirations, and (iv) provide evidence-based support in and around school (see page 55).

JUN 20

DfE

Government consultation response Online schools accreditation scheme

Following consultation, the DfE confirms that online education providers will be able to register voluntarily for inspection and if successful, be included on the government's list of registered schools. Online providers will be responsible for online safeguarding only; physical safeguarding will rest with the adults at any site where online education is being provided.

JUN 20

DfE

Covid-19 policy response Catch-up funding announced

The government announces a Covid-19 catch-up fund offering £80 per pupil in mainstream schools and £240 for pupils single registered in AP. AP schools are not eligible to claim funding for dual-rolled pupils, even if they are educated full-time in AP.

JUL 20



DfE

Exclusion reporting categories updated "Other" category removed

As recommended by the Timpson review, the DfE removes the option for schools to choose 'other' as a reason for exclusion in the school census (the second-most-common reason for the past five years).

New categories include: 'use or threat of use of an offensive weapon' (which previously fell under 'verbal abuse/threatening behaviour'), 'abuse against sexual orientation and gender identity', 'abuse relating to disability', 'inappropriate use of social media', and 'transgression of protective measures in place to protect public health'.

AUG 20

Home Office

Research report published Violence Reduction Units evaluation

The Home Office finds that VRUs have generally made good progress and identifies a common set of key drivers for serious violence including adverse childhood experiences (ACEs), deprivation and austerity. ACEs are perceived to lead to school exclusions, alcohol and substance misuse, and increased vulnerability to pressures exerted via social media, which in turn are perceived to have influenced young people to become involved in violent crime. The report reveals that accurate data on school exclusions and young people not in education, employment or training is hard to come by due to the fragmented school system in many VRU areas.

AUG 20

Research

Timpson review of school exclusion

Department for Education

A review of how headteachers use exclusions in practice and why some groups of children are more likely to be excluded than others.

The review found that we cannot be confident that every exclusion is lawful, reasonable and fair and that certain

groups of pupils are more likely to be excluded than others as mentioned earlier in this report. The report made 30 recommendations to government, all of which were accepted in principle.

Progress of recommendations to date



| | |
|--|--|
| Publish exclusions data for previously looked-after children | Review reporting categories for exclusions |
| Downgrade schools' leadership and management to 'Inadequate' in cases of off-rolling | Broaden the remit of the Youth Endowment Fund to include mainstream and AP schools |
| Provide behaviour training for schools | Update statutory guidance on exclusions |
| Embed behaviour training in the Early Career Framework | Review SENCO and mental health lead training |
| Reward schools that are inclusive and use exclusions appropriately and effectively | Notify social workers and parents when a Child in Need moves out of school |
| Invest in building multi-disciplinary teams around schools | Remove financial incentives to exclude |
| Track all pupil moves out of school | Provide guidance and training for governors |
| Empower local authorities to lead on partnership working | Continue to fund diversity hubs |
| Strengthen guidance on in-school units | Raise the profile of AP to attract high quality staff |
| Establish a practice improvement fund | Rename pupil referral units |
| Facilitate sharing of expertise between AP and mainstream schools | Share real-time data on exclusions with Local Safeguarding Children Boards |
| Make schools accountable for the results of excluded children | Include AP and exclusions guidance for parents in SEND Local Offer |
| Review patterns of pupil movements out of school | Publish best practice on managed moves |
| Review the total number of days a child can be out of education | Consider how to mitigate against unintended consequences to accountability reforms |
| The School Census should record the use of off-site AP | Invest in improving and expanding AP facilities |

*For more information on each recommendation and how it has been implemented to date, please see: www.integrated.org.uk/what-needs-to-change/timpson-tracker

Exploring the issue of off-rolling

Ofsted

Ofsted-commissioned teacher polling on the extent of off-rolling in English schools.

- Teachers believe off-rolling is triggered by high-stakes accountability.
- Vulnerable students with SEN or other needs are more likely to be affected.
- Parents that are less well informed about the education system and their child's rights are at greater risk of being pressured into off-rolling and many teachers think more support is needed for them, especially for parents whose first language is not English.
- Secondary school teachers working in academies are more likely to have experienced off-rolling.
- Teachers believe pupils with behavioural issues are most at risk of being off-rolled.

MAY 19

Improving behaviour in schools

Education Endowment Foundation

Six recommendations designed to support senior leaders to make better informed decisions about their behaviour strategies.

- School behaviour strategies can be reactive or proactive. The following six strategies are key to promoting positive behaviour in lessons:
 - Know and understand your pupils and their influences.
 - Teach learning behaviours alongside managing misbehaviour.
 - Use classroom management strategies to support good classroom behaviour.
 - Use simple approaches as part of your regular routine.
 - Use targeted approaches to meet the needs of individuals in your school.
 - Consistency is key.
- More research is needed on the impact of zero-tolerance approaches on pupil outcomes as no high quality studies have yet been completed in English schools.

JUN 19

Help, protection, education: Concluding the Children in Need review

Department for Education

A review into improving the educational outcomes of Children in Need.

- At least 1.6 million children have ever needed a social worker between 2012/13 and 2017/18.
- These children are represented in 98% of schools and make up 50% of the pupil population in 80% of state-maintained AP.
- Pupils that have ever needed a social worker are 2 to 4 times more likely to be excluded and current CIN are 10 times more likely to attend AP than pupils that are not in need.
- Their educational outcomes are significantly worse. Children who needed a social worker in the year of their GCSEs are half as likely to achieve a strong pass in English and maths GCSE and educational inequalities persist beyond the end of social work involvement.

JUN 19

Autonomous schools and strategic pupil exclusion

The Economic Journal

An analysis of whether pupil performance gains in academy schools can be attributed to the strategic exclusion of poorly performing pupils.

- Exclusion rates are higher in sponsored academies than for state-maintained schools.
- Higher exclusion rates in sponsored academies are a function of the more rigorously enforced discipline procedures, as opposed to strategic performance enhancement.

JUL 19

Support for pupils with special educational needs and disabilities in England

National Audit Office

An assessment of how well pupils with special educational needs and disabilities are being supported.

- Between 2013–14 and 2017–18, high needs funding per pupil fell by 2.6% in real terms. [This budget funds education for excluded children as well as SEND provision.]
- The system for supporting pupils with SEND is not, on current trends, financially sustainable. Pressures – such as incentives for mainstream schools to be less inclusive, increased demand for special school places, growing use of independent schools and reductions in per-pupil funding – are making the system less, rather than more, sustainable.
- Four in five local authorities overspent on their high needs budget in 2017–18.
- Pupils with special educational needs who do not have EHCPs are “particularly exposed”. [This is the case for seven in ten pupils in alternative provision, one in ten in mainstream and zero in special schools.]

SEP 19

Special educational needs and disabilities

Education Select Committee

Post-legislative scrutiny of Part 3 of the Children and Families Act 2014 and human experience of the reforms.

- Supporting pupils with SEND has created problems for schools that are inclusive – they become magnet schools which puts pressure on their administrative and funding systems.
- Non-inclusive practices such as the increasing focus on attainment and behaviour have resulted in pupils with SEND becoming victims of illegal exclusions, being off-rolled, encouraged to leave school and excluded from school trips.
- Pupils with SEND are being home educated, waiting for a school place or unable to attend school due to their needs not being met.

OCT 19

An analysis of unexplained pupil exits from English secondary schools

Education Policy Institute

An analysis of unexplained pupil exits from English secondary schools.

- One in ten pupils who started year 7 in 2012 experienced an unexplained exit at some point during their time at secondary school.
- Of those pupils that experienced an unexplained exit, just 4.4% returned to their original school by the spring term of year 11.
- Certain groups of pupils are more likely to experience an unexplained exit e.g. those that have been permanently or fixed-term excluded, looked-after children, pupils with SEND or SEMH needs, those with low prior attainment or those from a Black ethnic background.
- In the 2012–17 cohort, 76% of pupils that experienced an unexplained exit had one or more of the above risk factors (compared to 57% of all pupils).
- Larger multi-academy trusts (those with at least ten schools with secondary pupils) have above average rates of unexplained exits.

OCT 19

Challenging school exclusion

JUSTICE

An exploration of the processes around school exclusion and proposals for a fairer, more efficient and procedurally robust system.

- The exclusions process suffers from a number of significant weaknesses including:
 - Schools' inconsistent understanding of the law that governs the use of their powers to exclude, combined with overly rigid application of behaviour policies.
 - Poor communication between schools and pupils' parents or carers, resulting in missed opportunities to share relevant factors prior to the exclusion decision being taken.
 - An ineffective first stage of review by school governing board panels that lacks independence, resulting in a "rubber-stamping" of the headteacher's decision.
 - The inadequacy of the second stage of review by Independent Review Panels, including their varying standards of procedure, the varying SEN expertise available, and their limited powers – they are unable to direct the mandatory reinstatement of wrongly excluded pupils.
 - Inaccessible guidance to parents/carers and pupils on the exclusions process and alienating jargon within the review process.

NOV 19

Child and adolescent mental health trajectories in relation to exclusion

Association for Child and Adolescent Mental Health

Exploring the relationship between mental health and exclusion from school in a UK population-based cohort.

- The act of exclusion may aggravate, or even precipitate, poor mental health. The study found that permanent exclusion led to new-onset mental health conditions, despite adjusting for background factors.
- Poor mental health may also contribute to exclusion from school.
- Boys who enter primary school with poor mental health are at high risk of exclusion during primary school, which may be prevented by prompt assessment and intervention.
- Children who were excluded from school often faced family adversity as well as poor mental health, which suggests the need for an interdisciplinary response and a multiagency approach.

JAN 19

Pinball Kids: Preventing school exclusions

RSA

A report looking at the system-led causes of exclusion and identifying conditions for change.

Factors contributing to rising school exclusions fall into three categories: (i) wider societal factors, (ii) direct consequences of policymaking where negative consequences for some groups were inevitable, and (iii) unintended consequences of policy and practice decisions where decision-makers had children's best interests at heart.

- Examples of each of the above include:
 - (i) Rising poverty, increasing mental ill-health and increasing numbers of children with a social worker, (ii) Curriculum reform and funding cuts

to schools and external agencies, (iii) Perverse incentives caused by the accountability regime, fragmentation of the education system and a shift in behaviour management.

Key conditions for change: (i) every child has a strong relationship with a trusted adult in school, (ii) parents/carers are engaged, (iii) schools have an inclusive ethos, (iv) children are periodically assessed for and supported with learning and other needs, and (v) we know where every child is in the system.

JAN 20

Support for children with special educational needs and disabilities

Public Accounts Committee

Scrutiny of DfE funding for pupils with SEND.

- Half of the local authority areas inspected are not supporting 1.3 million school age children and young people with SEND as well as they should.
- EHCPs have become a 'golden ticket' that parents fight for to secure access to adequate support for their children.
- Children with SEND but who do not have an EHCP risk missing out on the support they need, especially in mainstream schools that are under significant financial pressure.
- Too many pupils with SEND are excluded from school, meaning their education is disrupted. In 2017/18, pupils with SEND accounted for 45% of permanent exclusions.
- Mainstream schools have little financial incentive to be inclusive of pupils with SEND. The way that funding is allocated to mainstream schools can act as a disincentive to enrolling pupils with SEND.

APR 20

Social workers in schools: An evaluation of pilots in three local authorities in England

What Works for Children's Social Care

An evaluation of whether embedding social workers in schools across three local authorities was successful in reducing certain social care outcome indicators.

- The intervention reduced Section 47 (Child Protection) enquiries in Southampton and Lambeth and Section 17 (Child in Need) referrals in Stockport.
- Social workers in schools had a better understanding of the issues children face through being immersed within the school and regular informal contact with staff and students.
- There was no evidence that embedding social workers in schools had an impact on the number of days a child was in care.

MAY 20

Warming the cold spots of alternative provision: A manifesto for system improvement

Centre for Social Justice

An analysis of the quality of education offered by AP schools at local authority level.

- The report identified five "AP cold spots" where children in AP are consistently failing to access quality education: Tameside, Peterborough, Southend-on-Sea, Newcastle and Sheffield.
- For 69 out of 151 LAs, data is available on less than 50% of children in AP. This means many more unidentified cold spots may exist.
- There is a huge disparity between north and south, with one in 50 pupils in the North East achieving a basic pass in maths and English, compared to one in 12 in Outer London.
- From the available national data, in 13 LAs not a single child in AP has passed their English and maths GCSE in the past three years.
- In 21 LAs, over half of pupils in AP are being educated in schools rated Inadequate or Requires Improvement.
- Almost one in two young people fail to transition successfully into education, employment or training after leaving AP.

MAY 20

Hidden in plain sight

National Youth Agency

A report on the vulnerabilities of young people caused or exacerbated by Covid-19, looking in particular at gang-associated activity and child exploitation.

- 60,000 young people aged 10-17 identify as a gang member or know a gang member who is a relative, and 300,000 young people know someone who is in a gang.
- The pandemic has amplified vulnerabilities and exposed more young people to gang-associated activities and exploitation.
- Children in gangs are five times more likely to have had a permanent exclusion in the previous academic year and are six times more likely to have attended alternative provision in the 12 months prior to their assessment, compared to other children assessed by Children's Services.
- The same children are also 95% more likely to have SEMH needs identified as a primary SEND than other children assessed by Children's Services.

MAY 20

School exclusion risks after Covid-19

University of Oxford (Excluded Lives)

A report exploring the potential new and heightened risks of school exclusion caused by Covid-19.

- The following will be key areas for future practice and policy development in a post-Covid-19 environment:
 - Reintegration and re-engagement with schooling.
 - Access to learning.
 - Communication with students and their communities.
 - Longer-term implications of policy and legislative changes (e.g. behaviour and school exclusion policies and EHCP legislation).
 - The need for multi-agency working and contextual safeguarding.
 - Preparing the school community.
 - Exploring new, more flexible, ways of working.

JUN 20

Beyond referrals: Harmful sexual behaviour in schools: A briefing on the findings, implications and resources for schools and multi-agency partners

Contextual Safeguarding Network

Presenting the findings from a two-year study into harmful sexual behaviour in English schools.

- A zero-tolerance approach to HSB that is limited to a sanctions-based response, such as exclusion, fails to ask broader questions about individual responsibility and school cultures, in order to identify what is underlying the harmful behaviour and support the instigator to understand it and to change.
- In addition, research suggests that zero tolerance approaches do little to deter offenders and disproportionately affect students of colour and those with disabilities or safeguarding issues.
- The most prevalent forms of HSB between students are: sexual name calling (73%), rumours about students' sexual activity (55%), sexual harassment (36%), sharing images/videos of students' sexual activity without consent (30%) and unwanted touching (22%).
- In most cases, students are unlikely to report instances of HSB to staff (22%) but around half would tell a friend (49%).

JUN 20

Race and racism in English secondary schools

Runnymede Trust

A report on race and racism in English secondary schools, drawing on the perspectives of secondary school teachers in Greater Manchester and focusing primarily on workforce, curriculum, police in schools and school policies.

- The teaching workforce is still overwhelmingly white, and there is a need to increase the proportion of teachers from BAME backgrounds.
- School curricula too often fail to reflect the diversity of contemporary society, and the National Curriculum does not mandate for engagement with the colonial legacies – or racist underpinnings – of contemporary Britain.
- Police presence in schools is particularly detrimental to BAME and working-class students, both of which are already over-policed groups.
- Much clearer anti-racism policies are needed to embed a culture of anti-racism in schools.
- Policies that appear to be race-neutral can in fact discriminate against BAME pupils e.g. exclusions relating to hair not meeting uniform requirements that are shaped by racialised value judgements about what is 'neat', 'tidy' and 'acceptable'.
- Zero-tolerance policies are sometimes unhelpful. For example, where exclusions and isolations are applied indiscriminately to instances of racism, there is little scope for educational or reparative responses. A number of teachers felt that an education on the wrongs of racism would be a more effective response (or should at least be used in combination with a more punitive approach).

JUN 20

Schools' responses to Covid-19: Support for vulnerable pupils and the children of keyworkers

National Foundation for Educational Research

A report on schools' responses to Covid-19.

- Lack of engagement and parental support are the most important challenges that senior leaders and teachers are facing in supporting vulnerable pupils.
- Vulnerable pupils in the most deprived schools are less likely to engage in remote learning and are more difficult to keep in touch with relative to other children.
- Welfare concerns for vulnerable pupils are more prevalent in the most deprived schools.

JUN 20

Catch them before they fall: What works in supporting vulnerable children to stay in education

Centre for Social Justice

A policy paper suggesting how the government can support vulnerable young people at risk of falling out of education, employment or training in post-lockdown Britain.

In a Covid-19 context, the government needs to act fast to prevent a large influx of pupils into AP, and support the pupils leaving AP to transition to positive destinations.

To do so, it needs to:

- Allocate a dedicated budget to upstream work in mainstream schools to support pupils before they reach the crisis point of exclusion.
- Evaluate the use of the emergency post-16 transition fund, share the learnings about what works and provide transition funding for future years.
- Create AP sixth forms for children who fail to transition to positive post-16 destinations.

JUL 20

Research

Teenagers falling through the gaps

Children's Commissioner

An assessment of teenagers deemed 'vulnerable' to falling through the gaps in the education and social care systems before Covid-19.

- In 2017/18 around 100,000 teenagers were receiving high-cost statutory support (being in care or on a Child Protection Plan, having an EHCP or being enrolled in AP for an entire year).
- Nevertheless, there is mounting concern for a growing subset of pupils not receiving the support described above, but whose needs are still significant e.g. persistent absence from school, exclusion, attending AP, dropping out of the school system in year 11 or going missing from care. The Children's Commissioner describes these pupils as "falling through the gaps".
- In 2017/18, approximately 81,000 young people were at risk of falling through the gaps. These pupils are at higher risk of educational failure, unemployment, crime and criminal exploitation.

JUL 20

Maximising access to education: Who's at risk of exclusion

Social Finance

An analysis of school exclusion in Cheshire West and Chester.

- Published exclusions statistics belie a higher rate of informal exclusions, including persistent absence, early exits, school moves and managed moves.
- Girls are at higher risk of some forms of informal exclusion (school moves and early exits) than boys.
- Risk flags for permanent exclusion include: living in an area with high levels of deprivation, contact with social services, persistent absenteeism and multiple FTEs.
- Lack of extra funding for pupils with additional needs below statutory thresholds creates a perverse financial incentive to exclude.

JUL 20

Study into local school exclusions

University of Sunderland

A series of five research reports into the experiences of children at risk of exclusion or those permanently excluded from school, the factors leading to the exclusion and the impact on their lives, mental health and learning.

The studies found that:

- There are a multitude of enablers and barriers to mainstream education that are seemingly due to unidentified education and health needs.
- Isolation booths do not improve behaviour but compound mental health and learning difficulties.
- Good practice exists with children's paediatrics, though wait times across other health services are a barrier to support in schools.
- Managed moves do not work without a formalised transition structure, based on person-centered approaches.
- The development of relationships with teachers and friends is fundamental to creating a sense of belonging within the receiving school. Zero-tolerance systems that lack reasonable adjustments are a barrier to this occurring.
- Assessment and identification of learning and SEMH needs are core to ensuring that reasonable adjustments are applied in a timely manner to support successful, ongoing integration into the new school.

JUL 20

The School Snapshot Survey: Winter 2019

Department for Education

Survey of school leaders' and teachers' views on key policy areas.

- 84% of leaders report having supported pupils at risk of exclusion in the last 12 months.
- The most common activities undertaken to support at-risk pupils were parental engagement (100% of leaders) and use of in-school units (91% of leaders).

JUL 20

Youth Violence Commission final report

Youth Violence Commission

A report into serious youth violence in England and Wales.

- In 2018/19, serious youth violence across England and Wales generated a total economic and social cost of £1.3 billion. This represents a 50% rise since 2014/15.
- Over the past eleven years, serious youth violence had a total economic and social cost of £11 billion.
- A remarkably high proportion of young people committing serious acts of violence have been excluded from mainstream education - a process that further damages their self-esteem and identity, while simultaneously closing off avenues for them to pursue healthy and prosocial lives.
- Other factors associated with rising serious youth violence include funding cuts to youth services and police forces, the rise of low-paid, insecure employment, unsafe housing, the increasing rate of child poverty and growing levels of inequality.

JUL 20

Excluded, exploited, forgotten: Childhood criminal exploitation and school exclusions

Just for Kids Law

An exploration of the link between childhood criminal exploitation and exclusion from school.

- Children who are outside of mainstream education are more vulnerable to becoming victims of childhood criminal exploitation.
- Children who have experienced exploitation will be more vulnerable to exclusion and may be disproportionately impacted by exclusion.
- There is evidence to suggest that some behaviour that leads to exclusion can be orchestrated by criminal actors as part of furthering that child's exploitation.

AUG 20

Education in England: Annual Report 2020

Education Policy Institute

An examination of the state of education in England, including the attainment gap between disadvantaged pupils and their peers.

- The attainment gap between disadvantaged pupils and their peers has stopped closing for the first time in a decade.
- Disadvantaged pupils in England are 18.1 months of learning behind their peers by the time they finish their GCSEs - the same gap as five years ago.
- The gap at primary school increased for the first time since 2007 - which may signal that the gap is set to widen in the future.
- The attainment gap persists across ethnicity lines, with Gypsy/Roma pupils nearly three years behind by the end of secondary school, Traveller pupils two years behind and Black Caribbean pupils almost a year behind. The gap has widened by three months for pupils from Any Other Black background and by 4.4 months for Black Caribbean pupils.
- Progress in reducing gaps for SEND pupils has been slow. By the end of secondary school, pupils with an EHCP are three years behind their peers. Those pupils with SEND but without an EHCP are two years behind.
- Learning gaps for Children in Need are particularly concerning. By the time they sit their GCSEs, looked-after children are 29 months behind their peers, while those with a CPP are 26 months behind. Children on a Child Protection Plan (CPP) are disproportionately likely to be excluded or to experience an unexplained exit from school.

AUG 20

Westminster watch

The following pages comprise an overview of some of the ways in which parliamentarians have publicly engaged with the issue of school exclusions over the past year.

We searched the parliamentary records for all references to "Alternative provision", "Excluded from school", "School exclusion" and "Pupil exclusion", across the Houses of Commons and Lords between 1 September 2019 and 31 August 2020 and compiled a list of members and their respective contributions.

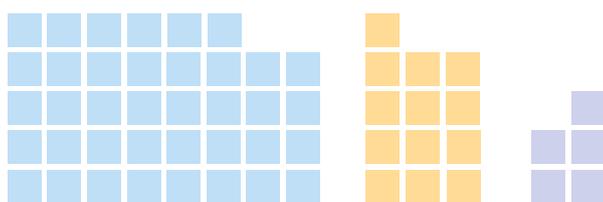
We found that:

Debates were the most common forum for discussing exclusions/alternative provision

38
Debate

13
Written
question

5
Education
Committee



We were encouraged to see the level of interest – and support for – children at risk of exclusion and those educated outside of mainstream school.

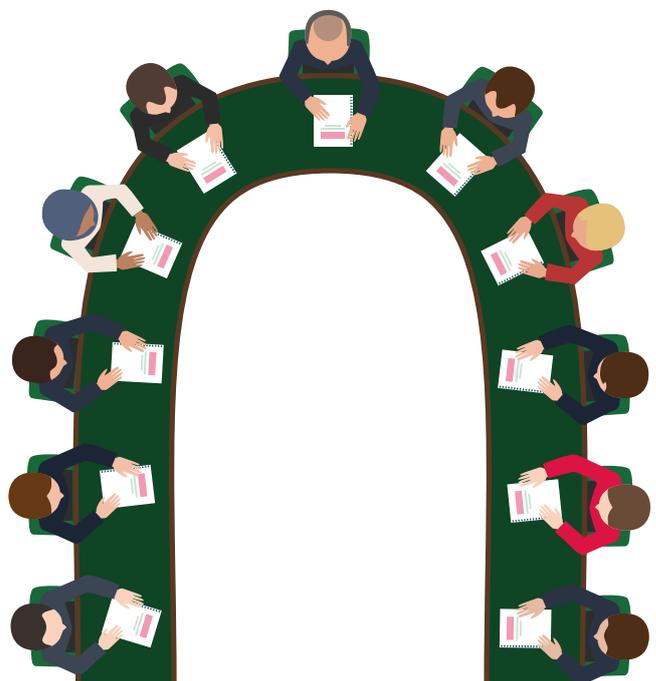
It should be noted that this is not an exhaustive summary of all parliamentary engagement on this topic: MPs and Lords often champion issues behind the scenes meaning not all contributions will be captured in public records.

Education Select Committee

The Education Select Committee is currently conducting the following four inquiries: the impact of Covid-19 on education and children's services, home education, adult skills and lifelong learning, and left-behind white pupils from disadvantaged backgrounds. In October last year the Committee published a report into special educational needs and disabilities which found that pupils with SEND are being removed from mainstream school through illegal exclusion and off-rolling.

Current membership¹:

| | |
|---------------------------------|-----------------------|
| Rt Hon Robert Halfon MP (Chair) | Kim Johnson MP |
| Fleur Anderson MP | David Johnston MP |
| Apsana Begum MP | Ian Mearns MP |
| Jonathan Gullis MP | David Simmonds MP |
| Tom Hunt MP | Christian Wakeford MP |
| Dr Caroline Johnson MP | |



APPG for School Exclusion and Alternative Provision

The APPG for School Exclusion and Alternative Provision was set up with cross-party support on 12 October 2020 with the CSJ as secretariat. The APPG will explore

how best to support pupils at risk of, or who have been, excluded from school and to improve the quality of alternative provision.



Andy Carter MP
(Chair)



Lord Storey
(Co-Chair)



Lord Knight of Weymouth
(Vice Chair)



Sally-Ann Hart MP
(Vice Chair)



Jonathan Gullis MP
(Vice Chair)



Sarah Jones MP
(Officer)



Miriam Cates MP
(Officer)



Edward Timpson
CBE MP
(Member)



Rt Hon Robert Halfon MP
(Member)



Lord Addington
(Member)



Kim Johnson MP
(Member)



Baroness Morris of Yardley
(Member)

Written questions

The following MPs and peers submitted written questions relating to school exclusions and alternative provision, including progress to-date on the Timpson

Julie Cooper MP
Vicky Foxcroft MP
James Frith MP

Imran Hussain MP
Sarah Jones MP
Layla Moran MP

recommendations and how the government is supporting excluded pupils during the pandemic.

Steve Reed MP
Tulip Siddiq MP
Julian Sturdy MP

Lord Taylor of Warwick
Edward Timpson CBE MP
Lord Watson of Invergowrie

Debates

MPs and peers also took the opportunity to speak on the issue of school exclusion and alternative provision during debates across both houses. Debate topics spanned

Rt Hon Diane Abbott MP
Lord Agnew of Oulton
Mike Amesbury MP
Victoria Atkins MP
Lord Baker of Dorking
Lord Bates
Baroness Benjamin
Baroness Blackstone
Paul Blomfield MP
Peter Bone MP
Ben Bradley MP
Lyn Brown MP
Baroness Butler-Sloss
Gregory Campbell MP
Maria Caulfield MP
Bambos Charalambous MP

Baroness Chisholm of Owlpen
Lord Crisp
Janet Daby MP
Marsha de Cordova MP
Florence Eshalomi MP
Tim Farron MP
Patricia Gibson MP
Kate Green MP
Jonathan Gullis MP
Louise Haigh MP
Rt Hon Robert Halfon MP
Sarah Jones MP
Mike Kane MP
Lord Knight of Weymouth
Baroness Lawrence of Clarendon

school exclusions, SEND, funding, county lines drugs gangs, BAME students and pupil referral units and support for left-behind pupils, to name just a few.

Rebecca Long-Bailey MP
Tim Loughton MP
Lord Low of Dalston
Lord Mann
Sandy Martin MP
Baroness Massey of Darwen
Baroness McIntosh of Hudnall
Baroness Meacher
Ian Mearns MP
Carol Monaghan MP
Layla Moran MP
James Murray MP
Baroness Nicholson of Winterbourne
Kate Osamor MP
Sarah Owen MP

Lord Patel of Bradford
Stephanie Peacock MP
Andrew Percy MP
Luke Pollard MP
Angela Rayner MP
Andrew Selous MP
Jim Shannon MP
David Simmonds MP
Lord Storey
Edward Timpson CBE MP
Lord Touhig MP
Lord Watson of Invergowrie
Baroness Whitaker
Baroness Williams of Trafford
Munira Wilson MP
Lord Woolley of Woodford

What's on the horizon?

Here are some of the areas of policy and practice to watch out for over the coming year.

Alternative provision reforms

One year ago, the government made a manifesto commitment to “expand alternative provision schools” but it is yet to define what this will look like. So what might it involve?

Education Secretary Gavin Williamson has signaled his intent to create more AP free schools¹ but has yet made no moves on that front (the two approved in July 2020² were from bids announced by the previous secretary of state, Damian Hinds³). Another possibility is that AP MATs might be allowed to expand.

The positive side of expanding existing good quality AP schools, or creating more, is that over 10% of the AP pupil population is currently in unregulated provision, often due to a lack of local capacity (see page 38). We don't know what quality of education these children are receiving, and there are broader concerns about lack of oversight (see below). Good AP schools can play an important role in the schools landscape, providing a nurturing environment and specialist support for students who have faced challenges in mainstream education.⁴ If the AP population remains stable into the future, there is an argument for expanding good AP schools, particularly to replace the use of unregulated providers.

However, if the goal is to work upstream to minimise the likelihood of exclusion and ultimately reduce the number of preventable exclusions (one of the goals of the IntegratED partnership), a note of caution should be sounded: government research has found that the AP system is supply-driven, meaning that the more AP places exist, the more are likely to be filled.

Keeping this in mind, another version of “expansion” could be to expand the reach of good AP schools, such that they are working closely with all their local schools to identify

It costs over three times more, on average, to educate a child in AP

than in a mainstream secondary school

”

children at risk of exclusion, and offer specialist training and support to the school, family and child. This would also be a fiscally prudent strategy for the government: it costs over three times more, on average, to educate a child in AP than in a mainstream secondary school.⁵

Examples exist of local systems where this kind of close partnership working is happening, and some AP schools have a dedicated budget for “outreach” or “upstream working”.⁶ It makes sense for high quality AP schools to fulfil this role, as AP practitioners are expert in building relationships with children who have not thrived in a mainstream environment, and who have statistically higher levels of social worker involvement and special educational needs, in particular social, emotional and mental health needs.⁷

What's on the horizon?

Unregulated provision

Over 4,000 children who have been excluded or otherwise removed from mainstream schools are being educated full-time by providers that fall under no statutory inspection or quality assurance regime.⁸

Moreover, the lack of definition of “full-time” education in legislation allows some local authorities to provide as little as one hour per day of private tuition as a replacement for full-time schooling.⁹

There is very little data collected on pupils who attend unregulated provision. We do not currently know how many unregistered providers exist or for how many hours children are attending these settings. If an AP provider is commissioned solely by schools and not by the LA, no data is even captured by the DfE about the existence of the provider.¹⁰

The government has held a number of consultations in the past two years on topics that touch upon this area, looking at accreditation and registration

for online schools¹¹, creating a voluntary register for children not in a school¹² and regulating independent educational institutions¹³. The government response to the online schools consultation was published in July 2020.¹⁴ The Commons Education Committee has also announced an inquiry into home education, and the use of unregulated providers to support home education falls under its scope.¹⁵

In response to the above consultations, and as part of the government’s AP reforms, we might expect improvements in data collection for children in AP, changes to the criteria for registering as a school, and to the definition of what constitutes full-time education, and potentially, a tightening of the quality assurance requirements for currently unregulated provision.

The impact of the Covid-19 pandemic

The Covid-19 pandemic has brought into sharper focus some of the long-standing challenges faced by schools to engage the most disengaged learners.

Disengagement from learning is one of the characteristics seen in children educated in AP.¹⁶

Several research reports have warned of the potential influx of children into AP over the coming year.¹⁷ To keep an eye on this, Children and Families Minister Vicky Ford has promised to publish exclusion rates in real time this year, to track any unusual increases, saying the Department will be introducing intelligence gathering and monitoring processes to identify in real time any changes in the use of exclusions and other disciplinary measures¹⁸.

However, recent polling conducted by IntegratED partner CSJ suggests that exclusions so far this term are no higher than in previous years.

While one in three schools have noted an increase in behavioural disruptions, they are not reporting more detentions or exclusions. Truancy instead has been on the rise, with nearly a third of schools reporting more persistent absences not related to illness or shielding.

It will be important for the government to track whether there is a longer-term increase in vulnerable children disappearing from schools in the context of the pandemic, and how local authorities and schools are monitoring and supporting these children.

SEND review

The government is conducting a review to understand the impact of the 2014 SEND reforms.

Four in five children in AP have identified SEND, which are often identified after they arrive: only two in five children have identified SEND at the point of exclusion. This suggests that AP schools are functioning as centres of expert assessment.

The new data on dual rolling reported earlier (page 33) suggests that AP schools may be used by mainstream schools to educate children with SEND that the mainstream school feels unable to support adequately. Three quarters of all children dual rolled in AP schools have SEND.

All the above, in addition to the joint funding stream for special and AP (see below), means that AP schools should form an integral part of the government’s SEND review and we would expect to see the needs of children in AP reflected in the government’s SEND planning going forward.

What's on the horizon?

AP and high needs funding

As part of the SEND review, the government is also examining the high needs budget, and whether existing arrangements empower local authorities and schools to intervene early for children at risk of exclusion, provide high quality AP and take collective responsibility for delivering value for money.¹⁹

Across the country, there is huge variation in per-pupil spend on AP, with no standardised offer of support for excluded pupils or those at risk of exclusion. AP MATs and schools report that the variable funding across local authorities impedes their ability to provide an education of equal quality across all schools, however it is difficult to investigate the relationship between funding and quality as the data for AP funding is very obscure.²⁰

What's more, the financial arrangements in some local areas can act as a perverse incentive for schools to exclude pupils who need additional support²¹ and conversely, financially reward AP schools to keep hold of pupils who could successfully reintegrate into mainstream schools.

Alongside structural issues, there is insufficient funding to support the growing number of pupils in AP. In 2017–18, four in five councils overspent their high needs budget – a situation the National Audit Office has called

“unsustainable”.²² Pupils with SEND but without an EHCP (which accounts for seven in ten pupils educated in AP) are those most likely to miss out on crucial support as a consequence of funding pressures.^{23 24} The government has promised an additional £780m one-off funding package, but councils and specialist organisations have warned this is not sufficient to make up historic deficits.²⁵

This is all a tricky mix to sort out; research has shown that different arrangements work well in different parts of the country – such as delegating the high needs budget to schools to commission preventative support services, or allocating each school with a set number of AP places, beyond which they have to pay from their own budget.²⁶ While there is clearly a need for both greater transparency about funding, and a better understanding of what good quality AP costs, the government will have to ensure that any national funding structure does not disturb high-functioning local systems.

Fair exclusions process

Edward Timpson, MP, in his review of school exclusion, concluded that more can be done to ensure all exclusions are reasonable, lawful and fair. And the situation appears to be getting worse.

In 2013/14, Independent Review Panels (IRPs) – whose job it is to review exclusion decisions and recommend or direct governing bodies to reconsider reinstatement – disagreed with headteachers' decisions to exclude 28% of the time.²⁷ By 2018/19, while the rate of appeals remained steady at around 8%, 43% of those decisions were found to be erroneous.²⁸ IRPs undertake an assessment of the exclusion decision applying judicial review principles.

Governors do not always follow these recommendations. In 2018/19, when directed by the IRP to consider reinstatement, governing boards offered pupils the option to return just 38% of the time (13% when reinstatement was merely recommended).²⁹

Under the current legal system, the only type of school discrimination claim that can be started free of charge and adjudicated by specialist education judges with the power to remedy the situation relates to special educational needs. The only available option for race discrimination is the County Court, where fees are required to start a case, making it difficult for most people to access.³⁰

IntegratED partner **Just for Kids Law** and law reform and human rights organisation Justice have made recommendations in this area³¹ and the **Centre for Social**

Justice is currently consulting with members of the National Governance Association on proposals to ensure that governors are making informed decisions.

A number of Timpson review recommendations touch on the issue of fair process, including the one for governing bodies, academy trusts and local forums of schools to review local exclusion trends, and for the DfE to build the capacity of governing boards to offer effective support and challenge to schools.

The **Excluded Lives** research team, also an IntegratED partner, is conducting a systematic analysis of the legal frameworks and school exclusion policy levers and drivers across the UK, in order to compare and contrast the political and institutional contexts which lie behind the differential rates of school exclusion across the four jurisdictions. The analysis will look at legislation, guidance, tribunal decisions, and relevant case law.

This is a central issue in the debate over exclusions, because it is about the fundamental principle of fairness and is likely to stay firmly on the agenda until it is addressed directly by the government.

What's on the horizon?

Upstream working

Given that educational outcomes for children in AP are so much poorer than for children in mainstream, and that exclusion has a negative impact on children, such as provoking poor mental health,³² there is a strong argument for inverting the model whereby AP schools exist principally to receive excluded children.

There is also an economic argument for early intervention: each pupil who is permanently excluded is estimated to cost the state £370,000 in lifetime education, benefits, healthcare, and criminal justice costs.³³

In 2017, the Education Select Committee found that an increase in exclusions and referrals to AP could be in part explained by a lack of early intervention and support. Witnesses described a lack of expertise and pastoral care in mainstream schools which hindered their capacity to identify and support problems upstream before a permanent exclusion.³⁴

Several Timpson review recommendations directly address this issue, including that the DfE should establish a Practice Improvement Fund to support local authorities, mainstream, special and AP schools to work together to establish effective systems to identify children in need of support and deliver good interventions for them. The fund would also be used to develop best practice on areas such as: internal inclusion units; effective use of nurture groups and programmes; transition support at both standard and non-standard transition points and across all ages; approaches to engaging parents and carers; creating inclusive environments, especially for children from ethnic groups with higher rates of exclusion; and proactive use of AP as an early intervention delivered in mainstream schools and through off-site placements.³⁵

The Covid-19 pandemic has heightened awareness of vulnerable children, and the sense that more needs to be done to support all aspects of a child's development and wellbeing, which will in turn enable them to engage with academic learning.³⁶

However, schools cannot be expected to hold high academic standards and maintain an orderly learning environment and support their most challenging pupils to stay in mainstream, without adequate resources and support. The government will need to consider how best to support schools to achieve all of these aims, and whether the current accountability and funding structures incentivise all of the above.

On the ground, many schools and third sector organisations are trialling whole-school systems and specific interventions to support children at risk of exclusion.

A number of IntegratED partners are working in this area. **Ambition Institute** is identifying practices in high-performing mainstream schools that are focused on supporting pupils beyond improving their academic outcomes, with a view to sharing good practice across the system. **The Difference** working with senior leaders across a sample of 72 schools – spanning 10 multi-academy trusts and 43 local authorities – to develop whole-school strategies in recognising, responding to and reducing pupil vulnerability and escalations to school exclusion. **Excluded Lives** is analysing how to identify students at high risk of exclusions, as well as factors associated with resilience that can aid schools in the formulation of interventions and support for particular student groupings. It is also building an inventory of exclusion reduction strategies currently used in different types of schools and by third sector organisations. **Jearn** is working with teachers to develop student agency through digital formative self-assessment in learning power. **Inspiration Trust** is developing an alternative curriculum that includes social and emotional interventions as well as academic catch-up delivered by mainstream teachers, to enable children at risk of exclusion to stay in school. **IntoUniversity** is raising aspirations among children at risk of exclusion, with the aim of increasing their engagement with schooling. **Right to Succeed** is implementing place-based change programmes to support learners with low literacy levels to access the curriculum. **Social Finance** is working in partnership with two local areas (including local authorities, schools, young people and parents/carers in each area) to transform support and outcomes for children at risk of exclusion. **Teach First** is seeking to embed the four main principles of whole-child development within its programmes, to equip teachers better to respond to underlying factors that impact outcomes for pupils, particularly those facing educational disadvantage. **Whole Education** is bringing together teachers and pupils to uncover and address the factors driving exclusions in their schools.

What's on the horizon?

Mental health support

The link between poor mental health and exclusion from school is well documented – both as cause and effect.

According to the government's 2017 mental health green paper, Transforming children and young people's mental health provision, pupils with mental health difficulties are more likely to have their education disrupted due to time off from school or exclusions, compared to children with no mental health issues.³⁷

Moreover, research suggests exclusion may aggravate, or even precipitate, poor mental health. A study by the University of Exeter found that not only were young people with mental health difficulties more likely to be excluded, but that exclusion led to new-onset mental health conditions, despite adjusting for background factors.³⁸

Adequate mental health support in schools would therefore appear to be a necessary part of upstream working to reduce the likelihood of exclusion, but schools cannot do it alone: it involves effective partnership working. For this reason, the creation of the government's mental health trailblazer programme in 2018 was a positive step towards the aim of reducing preventable exclusions. The programme, delivered jointly by the DfE and the NHS, established Mental Health Support

Teams to deliver targeted support through schools. Several more waves of trailblazer areas have followed, with 82 sites currently having been designated. **The Difference** is working with 49 mainstream schools enrolled in its Inclusive Leadership Course, to better identify and support pupils' learning, safeguarding and mental health needs. The course includes trauma-informed practice which leaders report is supporting reduced escalation of behaviour incidences.

Nevertheless, early intervention is just one piece of the puzzle. Two thirds of pupils in AP have an identified SEMH need, compared to 13% of children in special schools and just 2% of children in mainstream schools.³⁹ Moreover, specialists at the Anna Freud Centre have found that by the time a child is being educated in AP, the level of presenting mental health need tends to be much greater.⁴⁰

The outcomes of the pilot programmes, and how local areas and central government decide to act on them to provide ongoing mental health support through both mainstream and AP schools, is an area to watch.

Quality of AP

The proportion of pupils in poorly rated provision in AP is significantly worse than in other school types.

Nearly one in five pupils in AP are educated in a school rated Requires Improvement or Inadequate, compared to one in eight pupils in mainstream and only one in 20 in special schools.⁴¹

Educational outcomes in AP are also significantly poorer. While over half of all pupils in AP at the end of key stage 4 are entered for maths and English GCSEs, only 4% manage to achieve a basic pass (grade 9–4). For context, 64% of pupils in state-funded secondaries achieve a pass in these two qualifications.⁴²

Research published this year concluded that the available data for measuring quality in AP is inadequate, and does not accurately reflect the elements of high quality provision.

Several IntegratED partners are working in this area. The **Anna Freud Centre** has developed a parental engagement programme in its primary AP school, which it is now rolling out across ten alternative provision schools and 30 mainstream schools. **Aspire AP** is developing a partnership model, working closely with community

partners to improve the quality of education for its pupils. The **Centre for Social Justice** is developing a suite of AP quality benchmarks akin to the Gatsby careers benchmarks, co-created with sector professionals.

The Difference is placing expert mainstream teachers into AP schools across 18 local authorities to lead on teaching and learning. **Excluded Lives** is conducting research to explore whether school exclusion acts as a causal factor for adverse socio-economic and behavioural medium- and long-term outcome, looking at economic and labour market transitions as well as mental health, well-being, and delinquency behaviours during adolescence and early adulthood. **Relationships Foundation** is researching the impact of quality of relationships on pupil outcomes in AP. **Right to Succeed** is helping to build a local schools ecosystem where the PRU and all local secondary schools works use the same assessment tools and share data about pupils.

Given the government's recent signalling that they wish to strengthen AP, we should expect a focus on quality of education, as part of the AP reforms.

What's on the horizon?

Post-16 support

Almost half of all pupils who leave AP fail to sustain a place in education, employment, or training.

In every local authority, pupils in AP at the end of key stage 4 are less likely to stay in education, employment, or training after their GCSEs than their peers in mainstream schools.⁴³

With a view to improving these outcomes, and in light of the challenges presented by Covid-19, Children and Families Minister Vicky Ford announced in June an emergency “transition grant” of £750 per pupil, awarded to AP schools to support their pupils to successfully transition into education, employment or training. The government will be monitoring the outcomes of this initiative and if successful, we might see an extension of the scheme into future years. The minister recently held a roundtable with AP leaders on this topic, co-hosted by IntegratED partners **Centre for Social Justice** and **The Difference**, to explore the use of this grant and discuss the ongoing challenges.

While the government is supporting transition into mainstream at age 16, the plight of AP sixth forms is less certain. Alternative provision schools are funded only up to year 11 – despite the 2015 increase in the participation age.⁴⁴

At present, 17% of all APs are registered to offer 16-19 education⁴⁵ but their existence depends year-to-year on local funding decisions. We have already heard of one high-profile sixth form that has had to close this year, due to funding cuts: the TBAP 16-19 Academic AP Academy, which up to July 2020 offered the International Baccalaureate Diploma Programme, offering a pathway to university for children who have had a disrupted educational journey.

AP schools estimate that around half of their current year 11s would want to come back and sit sixth form with them, if able to do so, and nine in ten AP schools would offer sixth form provision if the funding were available.⁴⁶

Concerns about an increase in NEET rates for this cohort in light of Covid-19 should keep this issue on the agenda in the coming year.

Dual registration

A spotlight has been shone in recent years on the practice of off-rolling children, both by Ofsted and by independent organisations, with IntegratED partners **FFT Education Datalab** and **Education Policy** Institute leading the way on this research.

As Ofsted cracks down on the practice of off-rolling, with the support of the government, some local areas are making increased use of dual registration to educate children long-term in AP schools without a permanent exclusion.

One benefit of dual rolling is that both the mainstream and the AP school remain involved in the child's education. Any exam results will count in the mainstream school's statistics, giving them an additional incentive to ensure the education they commission is of high quality.

However, a concern from the pupils and parent perspective is that dual rolling is not subject to the same degree of scrutiny as permanent exclusion. Data on numbers and pupil outcomes is not published, there is no appeals process and children can be dual rolled full-time for years in AP while remaining on a mainstream roll.

As pressures mount on schools to reduce exclusion rates, we can expect the practice of dual rolling to continue, if not grow. The government needs to decide what good practice looks like and produce guidance on this topic.

In-school units

While there is no official record of the number of schools using in-school units to support children at risk of exclusion, teacher polling suggests 80-90% of schools are doing so.⁴⁷

There is no data, however, on the extent to which such facilities are remedial, therapeutic, or punitive in nature.

The Timpson review recommended that the government publish guidance on the use of in-school units.

With an increase in media interest in and support for the use of so-called “inclusion units”,⁴⁸ it is all the more urgent that research be conducted into good practice in this area.

This year **The Difference** is working with the Evening Standard Campaign to support schools developing quality internal inclusion as part of work to reduce exclusion. The work from this, and 59 other schools **The Difference** is supporting this year, will support a better understanding of what quality practice looks like.

What's on the horizon?

Disproportionate exclusions

In July 2020 the government announced a new commission on Race and Ethnic Disparities chaired by Dr Tony Sewell, an international education consultant.⁴⁶

The Commission will review inequality in the UK focussing on education, poverty, employment, health and the criminal justice system.⁴⁷

The Timpson review was commissioned in response to disparities in exclusion rates highlighted by the Race Disparity Audit in 2017.⁴⁸ The review found that, even after controlling for other factors, Black Caribbean pupils are 1.7 times more likely to be permanently excluded than their white counterparts, but it has been criticised for not sufficiently exploring the drivers behind disproportionate exclusions.⁴⁹

Factors controlled for include pupil characteristics (gender, special educational needs, Child in Need, Child Protection Plan or looked-after status, term of birth, English as an additional language, school year), school characteristics (urban or rural setting, region, school fixed exclusion rate), deprivation indicators (eligibility for free school meals, Income Deprivation Affecting Children rank of the pupil's home address) and pupil attendance and attainment factors (number of schools attended in the last nine terms, unauthorised absences in the term preceding exclusion and Key Stage 2 attainment).⁵⁰

The findings from the Race and Ethnic Disparities commission will be reported to the Prime Minister at the end of this year.

APPG for school exclusion and AP

The APPG for school exclusion and AP launched on 12 October 2020, with Andy Carter as chair and Lord Storey as co-chair, Lord Knight, Sally-Ann Hart and Jonathan Gullis as vice chairs, Sarah Jones and Miriam Cates as officers and Edward Timpson CBE, Rt Hon Robert Halfon, Lord Addington and Kim Johnson as members.

It is heartening to see the number of MPs and Lords willing to embrace this challenge and support vulnerable learners who are excluded from school. We believe it is a testament to the relentless work from educationalists, researchers and scores of dedicated individuals working in our school system who have consistently raised the flag for these children, that a group of parliamentarians has decided to form a group specifically to drive forward the policy changes that are needed to support their work on the ground.

We will be watching the work of this group with interest, over the next 12 months, and reporting on the outcomes and impact in our next annual report.

The IntegratED partners are part of a large network of educators, researchers, third sector organisations and school and system leaders. If you would like to be part of our community of research and practice, do join us at www.integrated.org.uk/our-network

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