



# IntegratED

Fewer exclusions. Better alternative provision.

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## 2021

Annual Report

# Foreword

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

Every year around 8,000 children are permanently excluded from school and an even greater number are moved into alternative provision (AP) through other routes. The rate of exclusion is much lower in other parts of the UK. In the academic year 2018-19, 3 pupils were permanently excluded in Scotland, 246 pupils were permanently excluded in Wales, and 30 were permanently excluded in Northern Ireland.

School exclusions are a social justice issue as much as it is an education one. Children that are excluded from school and those that are educated in AP have much worse outcomes than their peers. Just 1 in 20 pupils in AP achieve a pass in their English and maths GCSEs and half are NEET post-16. There are health ramifications as well: exclusion has been shown to exacerbate, as well as lead to, new onset mental health conditions. With Covid-19 and lockdowns thrown into the mix, young people are struggling now worse than ever – and education is a vital protective factor.

Not only does school exclusion pose risks to our young people – but its effects are felt most acutely by those already worse off. Excluded children are some of our most vulnerable. They are more likely to be on free school meals, more likely to have a special educational need (the vast majority of which are mental-health related) and are more likely to have social care involvement. This creates a maelstrom of danger that leaves excluded pupils at greater risk of criminal exploitation and long-term unemployment. This affects everyone: from the individual and their family and their communities.

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 continues last year's analysis of 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, tracks major changes to the Timpson review of school exclusion, explores the research published in this space and sets out the work of the All-Party Parliamentary Group on School Exclusions and Alternative Provision.

Covid-19 may have appeared to be the most pressing matter for the school year 2019/20, but even the briefest of glances at our figures or the latest research shows that school exclusion remains as great a concern as ever. Termly analysis reveals that the number of exclusions are increasing and the list of what we don't know, including the overall number of children in AP and the location of educational provision for many children, remains stubbornly opaque.

This has to change. We will continue to shine the light on this social justice matter, working tirelessly to ensure that there is adequate support for the children at greatest risk of dropping out of education altogether and exploring ways to support staff and families to work together to help their all children to flourish and access high quality education.

**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 2021**

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# 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 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.

Our annual report complements the online knowledge hub, available at [www.integrated.org.uk](http://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.

The IntegratED programme is designed to run in two phases over 10 years with an evaluation year after 4 years (2023).

# IntegratED partners



## Ambition Institute

Ambition Institute is conducting qualitative research which seeks to explore how schools who are likely to have effective inclusive practices (based on the **School Quality Index**) approach the development of pupils' non-cognitive skills.

### Progress to date

During 2020–21 they have:

- Worked with IntegratED partner, FFT Education Datalab, to identify the 100 schools nationwide who score most highly on the School Quality Index 2019;
- Recruited 7 schools (including both primary and secondary) to participate in their research;
- Conducted fieldwork in these schools; and
- Drafted initial case studies which profile each school's approach to developing pupils' non-cognitive skills.

### Next steps

Over the next few months, they will be looking to share a report which summarises the findings of the research, providing insights into how these outlier schools approach the development of non-cognitive skills. They hope to utilise these findings to further inform programme design and delivery at Ambition Institute.



## Anna Freud Centre

The Anna Freud Centre has been developing staff training focused on parent and carer engagement which aims to reduce school exclusions. This training has been delivered to 10 alternative provision schools and 30 mainstream schools. An OCN Level 2 accredited qualification in Parental and Carer Engagement in Child Mental Health has also been developed and introduced during this training.

### Progress to date

This year, Anna Freud has begun to deliver this training to a further 200 schools and 400 senior education leaders. In line with recommendations from the Timpson Review of School Exclusions, the training will be used to support pupils upstream to reduce the number of exclusions of children struggling with mental health difficulties.

Teachers have reported that this approach encouraged the authentic voice of parents and carers to be heard within the school, as well as helping to foster trusted partner relationships between the school and home. Their practice has been highlighted in the evaluation of the DfE's Alternative Provision Innovation Fund, as well as in a TES article "Get parents to help reintegrate excluded pupils".

### Next steps

Over the next few years, The Anna Freud Centre will be collecting data to monitor the impact of improved parent and carer partnerships with schools in a number of domains: academic progress, emotional wellbeing and improved inclusion.

Additionally, they would like to encourage further discussions with the DfE, Ofsted and teacher training organisations to recognise the importance in a teacher's early career development of skills and knowledge in parent and carer engagement.



## 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 Aspire AP by the local authority and attend either full-time or part-time. Their staged support model allows us to flexibly meet the needs of their students and to provide the most appropriate level of support. They also provide home and hospital tuition, outreach services and mental health and SEN-specific provision.

# Introduction



## Centre for Social Justice

The Centre for Social Justice (CSJ) engages in research and political advocacy to improve policy around exclusions and alternative provision. They are the secretariat for the All Party Parliamentary Group (APPG) on School Exclusions and Alternative Provision. As the “hub” organisation for IntegratED, they disseminate the programme’s findings as well as producing their own original research which covers unregistered provision, AP Quality Toolkit and upstream work to reduce preventable exclusions.

### Progress to date

This year, the CSJ has conducted research into the quality of alternative provision, upstream support for children at risk of exclusion, pupil movement beyond school exclusion and the relationship between mental health and exclusions. This research will be published later this year.

Earlier in 2021, the CSJ released their initial phase of research on AP quality. As part of this research, the CSJ has launched project pilots to evaluate how a new AP quality framework could be implemented and, specifically, how an AP quality toolkit could improve the use of alternative provision.

CSJ has also provided further support to grow the All Party Parliamentary Group on School Exclusions and Alternative Provision. This included supporting a group of parliamentarians to hold a debate on the progress made on implementing recommendations from the Timpson Review.

### Next steps

In the coming year, the Centre for Social Justice will publish its aforementioned reports. As part of their work, they hope to host a consultation on effective methods of supporting pupils upstream. They will also launch a new inquiry through the APPG on school exclusions and alternative provision.



## The Difference

As part of IntegratED, The Difference has been running the Viability Pilot of the Difference Leadership Programme. This is a two-year career development programme for aspiring school leaders that combines intensive training in evidence-led inclusive practice with a placement in an AP school. Difference Leaders progress to senior leadership roles where they work to tackle rising exclusions and to improve outcomes for vulnerable learners across England.

### Progress to date

During 2020/21:

The pioneering cohort of Difference Leaders completed their two-year AP placement. 60% achieved mainstream promotions to senior school leadership roles, including one Headteacher. Another 30% are now senior leaders within AP.

The Difference also partnered with 42 mainstream schools (across 28 local authorities and 10 multi-academy trusts) to train existing school leaders through their Inclusive Leadership Course. 60% of participating schools reported a reduction in exclusions before the end of the 1-year course.

The Difference has promoted the positive effects of inclusive action by Difference Leaders, AP and mainstream partners by securing national press features, presenting to leading politicians and policymakers in education, and growing their online community to 6,000+ educators.

### Next steps

Guided by an emerging strategy for 2021-25, The Difference will be using the next few months to set the implementation plan for a newly explicit goal: falling exclusions across England by 2030. The Difference will be investing more resources in understanding the impact of their programmes, conducting research with a growing coalition of schools and third-sector partners, and influencing more key education stakeholders including Multi-Academy Trusts.

# Introduction



## Education Policy Institute

The Education Policy Institute is using data on all secondary pupils in England to examine the relationship between local policies governing the mobility of vulnerable pupils, including managed move protocols, and levels of non-family driven mobility around the school system.

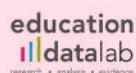
### Progress to date

During 2020–21 they have:

- Collected and analysed fair access protocols and managed move protocols from all local authorities in England; and
- Graded protocols based on the level of agency of parents / carers and children in decision-making, whether measures are taken prior to initiating a managed move, the extent to which the needs of vulnerable children are considered when determining placements, and the amount of local oversight, amongst other factors.

### Next steps

Over the next few months, they will be testing the relationship between features of these protocols and levels of non-family related moves out of schools at the local level. They will be analysing education outcomes for children who experience managed moves or another type of school exit that is not recorded as a permanent exclusion.



## FTT Education Datalab

FTT Education Datalab has undertaken analysis of the National Pupil Database and other administrative datasets to fill in some of the quantitative evidence gaps the exist in our understanding of pupils who experience permanent exclusion and alternative provision.

### Progress to date

During 2020–21 FTT Education Datalab has published several reports, which have worked to:

- Quantify the extent to which pupils access alternative provision during their school careers;
- Develop a broad measure of attainment (Attainment5) that is relevant to and can be used by the AP sector;
- Examine the overlap between the children in need, special educational needs and AP populations;
- Measure the degree to which pupils that spend some time in AP are re-integrated into both mainstream or special schools; and
- Study the post-16 educational destinations of pupils that have experienced alternative provision before the age of 16.

### Next steps

Over the coming months FTT Education Datalab will complete the project by examining the longer-term outcomes associated with spending time in alternative provision. The research will focus on the educational outcomes, the employment statuses, and the earnings of these pupils.

## 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 their mainstream provision, keeping children on the school roll and with an approach that ensures pupils are still part of the school community. Their 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 at risk of exclusion.

By delivering a targeted version of their Secondary FOCUS programme (a series of aspiration-raising workshops designed to improve soft-skills and knowledge of future options) and tailored one-to-one support, they aim to increase students' attachment to longer-term goals and increase their school engagement, thereby avoiding negative outcomes such as exclusions.

#### Progress to date

During 2020-21 they undertook 140 one-to-one meetings/pastoral phone calls with students at high risk of exclusion. These meetings took place both in person and virtually depending on the COVID-19 restrictions in place at the time. As a result of disclosures made during these meetings/calls, 11 safeguarding cases were opened and they found four key themes regarding the challenges young people faced over this period. These were: poor mental health, bereavement, bullying and lack of routine. IntoUniversity staff in Leeds used trauma-informed practices to support young people through these adverse experiences.

Additionally, they ran 14 workshops as part of their Secondary FOCUS programme which supported young people to develop the knowledge and skills to fulfil their educational and career ambitions. These sessions are also run both in person and face-to-face depending on COVID-19 restrictions.

#### Next steps

Over the next year they aim to support 24 students at risk of exclusion from Leeds East Academy and the Co-operative Academy of Leeds through their Secondary FOCUS programme and one-to-one support sessions. They hope to run all delivery face-to-face with young people and to be able to run the full series of Secondary FOCUS workshops, some of which were unable to take place in 2020/21 due to the impacts of the COVID-19 pandemic and resulting restrictions.



## Introduction



IPPR

IPPR is the UK's leading progressive think tank. They give voice to progressive ideas and policies to successfully influence policymakers from all political parties and none (civil servants, the media, employers and civil society). In recent years they have conducted significant work on education and learning,

including incubating the charity, The Difference, which looks to prevent school exclusion in England. They are currently establishing an ambitious new programme of work on the future of learning with Big Change called Subject to Change.



Just for Kids Law

Just for Kids Law have continued to work with children and young people to help give voice to their experiences of school exclusions with officials, parliamentarians, and in the media.

In October 2020 they published research setting out new evidence on the links between race, poverty, and school exclusions in London, alongside practical recommendations for change.

### Progress to date

During 2020-21 they have:

- Worked with anti-poverty group 4in10 London Child Poverty Network to publish a report into race, poverty, and school exclusions in London;
- Raised concerns about high rates of school exclusions to inform the UN Committee on the Rights of the Child's current examination of children's rights in the UK;
- Helped young people with experience of exclusions to influence the Department for Education's call for evidence on behaviour and school discipline; and
- Supported parliamentarians to highlight the need for better protections for victims of criminal exploitation throughout the exclusions process.

### Next steps

Over the next year they will be working to build momentum for reform of the exclusions system. They will be focusing on the need for a fairer and more independent process, action to tackle racism and discrimination, and protection for children who are at risk of criminal exploitation.



KPMG Foundation

KPMG Foundation works with others to improve the lives of the most vulnerable children and young people in the UK, by investing in partners and programmes for children in their early years, in school and through adolescence, wherever, whenever and however the greatest benefits can be achieved. The Foundation is proud to support the Anna Freud Centre's work on reducing school exclusions through a whole family approach, in collaboration with Porticus and the IntegratED initiative.

PORTICUS Porticus

Porticus works closely with other funders to support organisations who aim to reduce preventable exclusions and improve the quality of alternative provision. They 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



## Relationships Foundation

Relationships Foundation is studying the role of relationships in the quality of Alternative Provision. They are working with a range of providers to assess relationships with local system partners, among staff, and between staff and pupils. Understanding the factors that enable or hinder those relationships will inform policy and practice.

### Progress to date

During 2020–21 they published a comprehensive literature review on the role of relationships in AP and completed an initial survey of AP staff. They found that local AP systems have evolved in different ways, reflect distinct local geographies, and vary in their commissioning processes leading to complex patterns of collaboration and system leadership. The contribution of AP often extends beyond commissioned roles for example around post-16 support or the engagement of families relied on by system partners. The impact of policy and funding decisions on these relationships is not always fully considered.

### Next steps

Relationships Foundation is working with 10 AP settings that have been identified as outliers of outstanding provision and/or are located in local authorities that have been rated as 'hot' or 'cold' spots in terms of quality of provision. They will explore variations in the experience of local system relationships and those between pupils and staff, and the interaction of both of these with the ways in which the basic psychological needs of staff are met. From this they will develop recommendations for policy and practice on ways to create an environment that sustains the relationships that underpin quality of provision.



## 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.

### Progress to date

For the Key Stage 3 (KS3) Literacy programme, they began by assessing all year 7 and 8 pupils in Blackpool for reading ability and found a strong correlation between low literacy levels and exclusion. Following this, they supported six mainstream secondary schools, two all-through schools, and the pupil referral unit to work collectively to improve literacy in KS3 across the town.

To date 6,763 pupils have had access to universal literacy intervention. They have surveyed over 300 teachers from the schools participating and there has been an 11% rise in confidence in literacy CPD.

In 2019–20 (latest government data), there was a 75% reduction in permanent exclusions across all secondary schools in Blackpool, compared to 37% nationally. Days lost to fixed-term exclusion fell by 53% compared to 29% nationally.

### Next steps

Over the next 6–12 months they will be working with every secondary school in Blackpool to embed the town-wide approach to literacy throughout the curriculum at KS3. They will also be supporting the town's schools to develop a cross-phase approach to inclusion, literacy, and reducing NEET. This work will all feed into the new town-wide 10-year education strategy, for which they are providing implementation support.

# RSA

## The RSA

The RSA is working in Oldham, East Sussex, and Worcestershire over the course of three years to facilitate stronger multiagency collaboration to make local education systems more inclusive and reduce preventable exclusions.

### Progress to date

During 2020-21, they began their system-mapping work, which includes open forums, interviews with key stakeholders, including parents and young people, observations of existing multiagency forums to better understand the existing infrastructures around multiagency collaboration, and the nature of multiagency working in each of the three areas.

### Next steps

Over the next few months, they will collate this data to produce a system map of multiagency working in each of the three localities. The system map will inform a co-design process, where they will bring together a core group of local partners to agree a renewed vision and action plan for joint working. In the following two years, the RSA will support local partners to pilot the approaches detailed within the action plan and share learnings and insights with the wider sector on this approach to multiagency working.



## Social Finance

Social Finance's Maximising Access to Education programme is working in two local areas (Gloucestershire and Cheshire West and Chester) to coproduce a pilot model to support children and young people at risk of exclusion

### Progress to date

During 2020-21 they have:

- Finalised the pilot model in partnership with local stakeholders. This includes three core functions (school liaison, multi-agency working, 'what works' directory), which are held accountable to common co-produced outcomes and ongoing local participation in the model.
- Published a report **It's time to ACT: countering the impact of Covid-19 on pupils and schools**, which found:
  - The attendance gap widened.
  - 25% increase in persistently absent pupils (from 13% to 16%).
  - 61% of persistently absent pupils were experiencing disadvantage before the pandemic (eligible for FSM, with previous or current contact with children's services or with SEND).
  - 50% increase in first time fixed-term exclusions.
  - 1 in 4 pupils with previous fixed-term exclusion missed a day a week of school or more (20% or more).

from school. The model will improve inclusion across local services and schools, while scaling learning to influence national approaches.

### Next steps

Over the next year they will launch the pilot model and launch evaluation to support evidence-based practice. They hope to support up to 100 young people before the end of 2022, reducing their risk to exclusion and improving inclusion in their local area.

## Introduction

### SHINE Shine

SHINE wants to see all children leave school with real choices in their future. They believe that children should be given the best possible chances in education, no matter what their backgrounds or starting points. Their mission is to raise the attainment of children from disadvantaged backgrounds across the Northern Powerhouse.

They do this by supporting innovations in education which have the potential to transform education outcomes for the most disadvantaged children. Shine is proud to support Right to Succeed in their work to close the literacy gap in Blackpool, in collaboration with Porticus and the IntegratED initiative.

### Teach First Teach First

As part of Teach First's work fighting to make the education system work for every child, they are committed to embedding the key principles of whole child development, focusing particularly on cognitive, physical, social, and emotional development, into their programmes and raising awareness amongst their trainee teachers and school leaders.

#### Progress to date

During 2020–21 they have:

- Reviewed the impact of COVID on the areas that they identified as key to their approach: cognitive, physical, social and emotional development and wellbeing;
- Incorporated whole child approaches into their research reviews that are used to inform the design of their programmes for trainees and leaders;
- Partnered with AXA to deliver a coaching programme for school staff supporting the wellbeing of pupils; and
- Partnered with BUPA to support the wellbeing of school staff working in the most challenging circumstances.

#### Next steps

Their priorities for the coming year are:

- To review their programmes again to see where they have been able to make whole child development principles more explicit, and where there is room for further improvement.
- To continue raising awareness of the benefits of a whole child development approach with their programme members and partner schools, through events and content, showing how they are integrating whole child outcomes in their work.

Looking further ahead, they are exploring opportunities to understand how schools can measure whole child outcomes to understand more about how these interact with traditional academic outcomes.

### Whole Education 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.

#### Progress to date

During 2020–21 academic year they supported schools to use Spirals of Enquiry in the context of the continuously evolving pandemic including:

- Extending the enquiry process to wider groups of young people at increased risk of disengaging with learning and as such increasing future risk of exclusion.
- Taking into account the increased pressures and challenges on staff, alongside supporting the process virtually with students and staff.
- Held a series of one to one calls with schools alongside some group sessions to review learning and progress.

#### Next steps

They will be hosting more calls with each of the participating schools in Spring 2022 (delayed from Autumn 2021) and a group learning call, culminating in a full learning report in Spring 2022.



## Wild Learn

Wild Learn explores how to use learning power with students and teachers to reduce preventable exclusions. A networked community of four secondary schools and two AP providers have worked together to investigate how learning design, pedagogies and assessment technologies can enhance students' engagement in learning and thereby their retention in schooling.

### Progress to date

In December 2021 Wild Learn published a report on their school-based trials which shows that:

- Learning power profiles display patterns that can identify students at risk of disengagement and underachievement well BEFORE typical identifying behaviours become manifest;
- There is some evidence that already disadvantaged students are amongst the most passively disengaged in their learning;
- Learning Power provides a language and assessment technology for self-leadership, learning relationships and problem-solving skills, which demonstrably enhance students' curriculum experience and performance; and
- Student self-leadership is a key driver of deep and authentic engagement in learning.

### Next steps

Over the next year Wild Learn plans to make their learning power analytics affordably available for any school.

They have designed programmes in 'Learning Power and Systems Thinking' which are integrated with the demands of the workplace for teachers and leaders and focus on using learning power analytics to do things differently.

They are training a 'coaching bank' of experts who can supplement provision for selected students in schools as well as privately.

They are pioneering a new form of alternative provision with a Multi-Academy Trust in Manchester, which uses this authentic pedagogy to focus on student led contributions to 'net zero' for their community.



## List of abbreviations

ADCS	Association of Directors of Children's Services
AP	Alternative provision
BAME	Black, Asian and Minority Ethnic
CIN	Children in Need
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
LA	Local authority
PRU	Pupil referral unit
SEMH	Social, emotional and mental health
SEND	Special educational needs and disabilities
VSH	Virtual school heads

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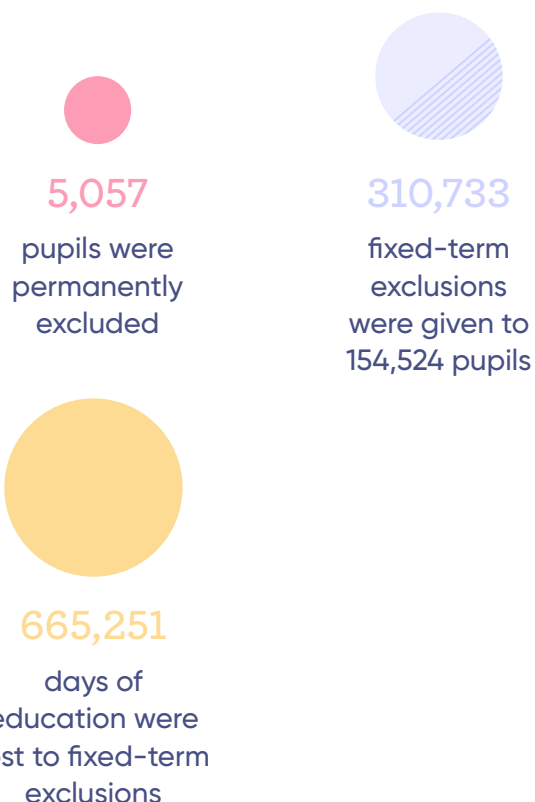
66 Research

78 Westminster watch

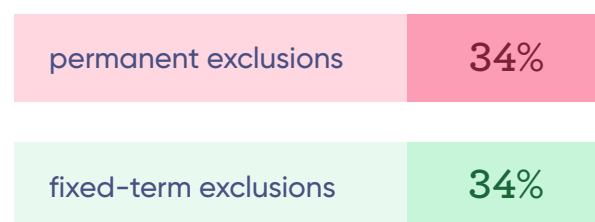
# Key facts

## Exclusions and Alternative Provision

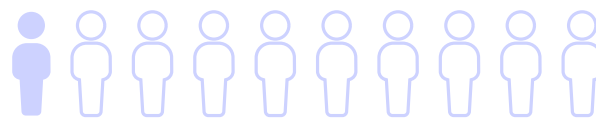
Last year in England...



### Persistent disruptive behaviour accounts for:

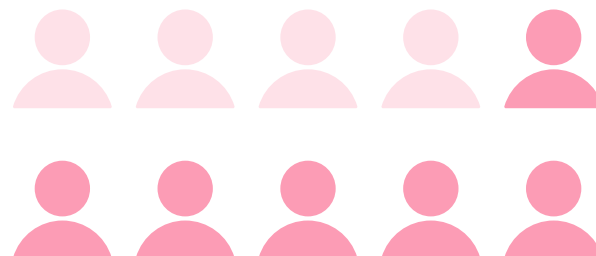
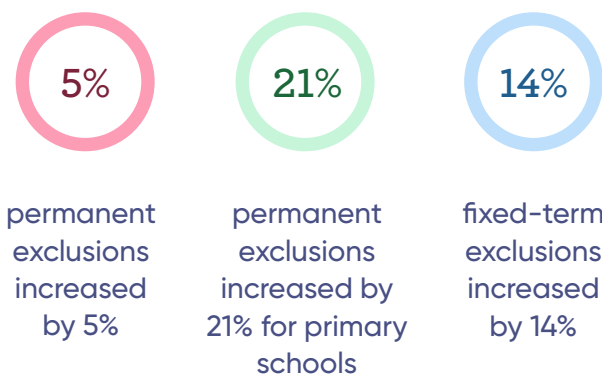


\*Persistent disruptive behaviour is not a clinical term. It is a reason code used by the Department to categorise reasons for exclusion. It is described as "challenging behaviour", "disobedience" or "persistent violation of the school rules".



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

In Autumn term 2019 the only term unaffected by the pandemic

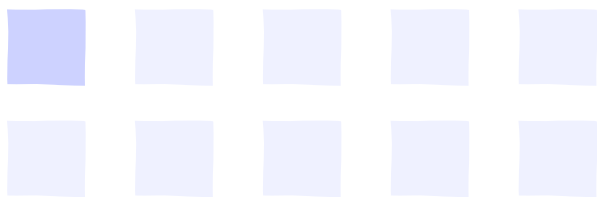


### 40% of pupils

who experience an unexplained exit leave to an unknown destination and never return to the state school system



## Key facts



### Fewer than one in 10

local authorities are confident that they know of all pupils who are EHE in their area

There are at least

**761 alternative providers**

operating across England educating at least

**32,083 pupils**



**2.7 per 1,000  
pupils are  
educated in AP**

The area with the highest rate of pupils in AP was North East Lincolnshire with 7.7 per 1,000 pupils in AP

Pupil Referral Units are the most common AP destination. This year...



**7,665**

pupils were  
educated



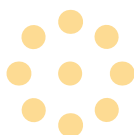
**196**

Pupil Referral  
Units were used



### In 50 local authorities

over half of the provision commissioned is independent. This is up compared to 2020, when the same was true for 42 local authorities



### 9 local authorities

have no state-maintained AP at all

The second most common AP destination was unregistered provision, which in January 2021 accounted for a total of



**3,128**

pupils



### At least 81,196

pupils are electively home educated across England – up 7% on last year

# Exclusions

## Impact of Covid

The exclusions data used in this report covers the 2019/20 academic year.

Over this period, the outbreak of Covid-19 affected the end of the Spring term and the whole of Summer term 2020. These two terms are therefore unusual and cannot be compared like for like with other years. Autumn term 2019 provides us with data for the only period untouched by Covid.

As a result, where possible, our analysis will focus on the available termly data. Where we have used analysis that relates to the whole year, any inferences are caveated. We must use data for the whole year carefully when trying to ascertain what it may tell us about longer-term trends.

## What are exclusions?

A fixed-term exclusion (FTE) is time-limited. The term "suspension" has been used by the DfE this year, which has the same meaning as "fixed-term exclusion". 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. For context, there are a total of 190 days in each 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.<sup>1</sup>

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.<sup>2</sup>

The term "exclusion" relates to

the situation where a pupil is removed from an educational setting for reasons relating to their behaviour.

”

## How many pupils are excluded?

### Termly analysis

#### Permanent exclusions

In the first term of 2019/20, Autumn 2019, there were 3,167 permanent exclusions. In the same term of 2018/19, there were 3,015 permanent exclusions. Therefore, in the Autumn term permanent exclusions increased by 5%.<sup>3</sup>

In Spring 2020 there were 1,850, this is a reduction of 33% compared to the 2,751 permanent exclusions in Spring 2019.

In Summer 2020, only 40 pupils were permanently excluded. This is a reduction of 98% compared to the previous year where 2,128 pupils were excluded in the Summer term.<sup>4</sup>

#### Fixed-term exclusions

A similar pattern can be seen in fixed-term exclusions. In the Autumn term, there was an increase in FTEs compared to previous years. In Autumn 2019, there were 178,412 FTEs. In the same term, in 2018/19, the total was 157,138. Therefore, in a non-Covid context, there was a 14% increase in FTEs.

However, in both Spring and Summer terms the overall number of FTEs decreased considerably.<sup>5</sup> On average, pupils who experienced an FTE in 2019/20 received 2.0 FTEs and miss an average of 4.0 days per suspension. These figures were slightly down compared to previous years where previously pupils received 2.2 FTEs on average and missed 4.4 days per FTE.

# Exclusions

## Annual analysis

### Permanent exclusions

In 2019/20, 5,057 pupils were permanently excluded. In comparison, in 2018/19 7,894 pupils were permanently excluded.<sup>6</sup>

### Fixed-term exclusions

The total number of FTEs given, this year, has also decreased. 154,524 pupils received a combined total of 310,733 FTEs in 2019/20. Before this, 199,765 pupils experienced a combined total of 438,265 FTEs. Overall, last year 665,251 days of education were lost to FTEs.<sup>7</sup>

## Overall trend in the use of exclusion

### Termly

#### Permanent exclusions

In the first term of 2019/20, the rate of permanent exclusions increased compared to 2018/19. However, in both Spring and Summer terms, the rate of permanent exclusions were much lower than the rates in 2018/19.<sup>8</sup>

If we only analyse the rate of permanent exclusions in the Autumn term (as this is the only term unaffected by Covid in this analysis), the rate of permanent exclusions increased this year from 0.37 per 1,000 pupils in Autumn 2018/19 to 0.38 per 1,000 pupils in Autumn 2019/20.<sup>9</sup> This equates to around 1 in every 2,700 pupils who were excluded in the first term of the year.

Since 2012/13, the rate of Autumn permanent exclusions has been gradually increasing. 2019/20, before school closures, continued with this trend.

#### Fixed-term exclusions

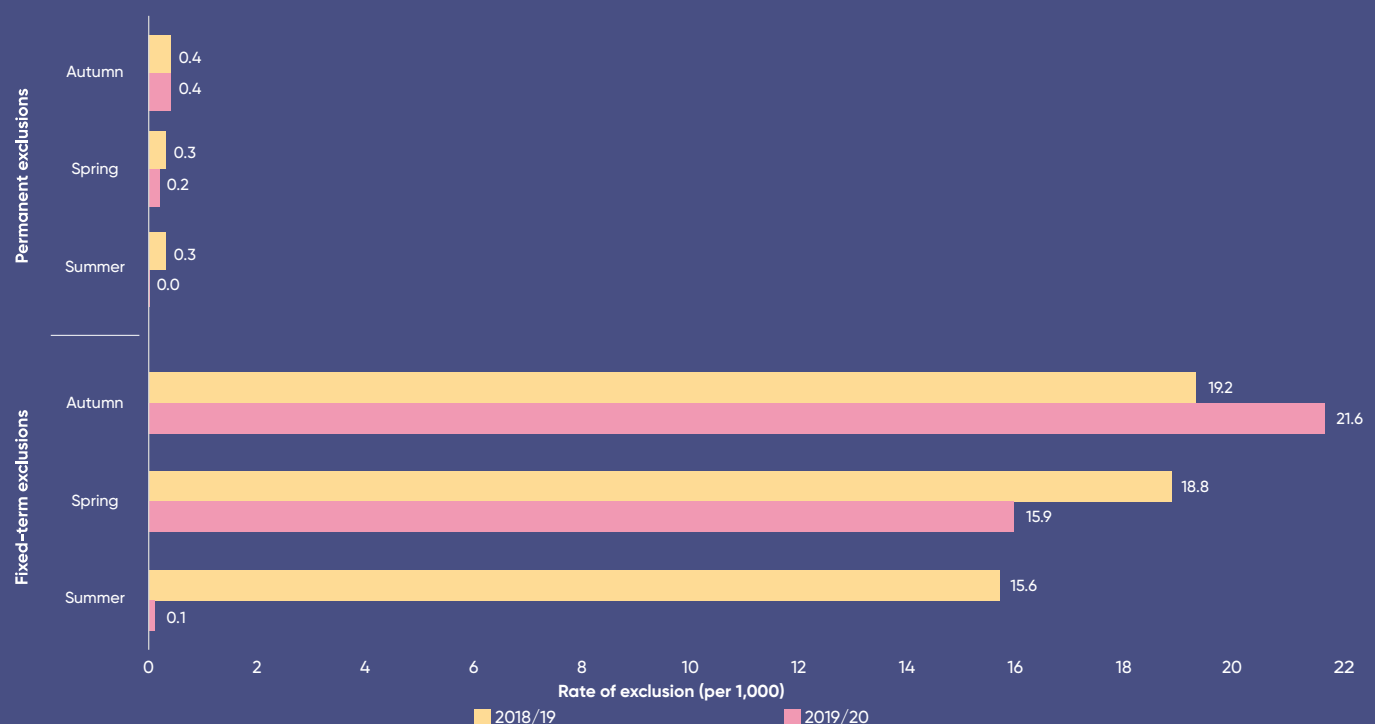
Similarly, the termly rate of FTE in 2019/20 was initially higher in the Autumn term, when compared to the same term in 2018/19. However, in Spring and Summer the rate of FTEs were much lower in 2019/20 when compared to 2018/19.<sup>10</sup>

If we only analyse the rate of fixed-term exclusions in the Autumn term (as this is the only term unaffected by Covid in this analysis), the rate of FTEs increased this year from 19.21 per 1,000 pupils in Autumn 2018/19 to 21.61 per 1,000 pupils in Autumn 2019/20.<sup>11</sup>

The rate of FTEs and multiple FTEs in Autumn term has been steadily increasing since 2012/13. Autumn 2019/20 saw the highest rates on record since 2012/13 for these types of exclusion.<sup>12</sup>

### The rate of exclusions increased in Autumn but fell during school closures

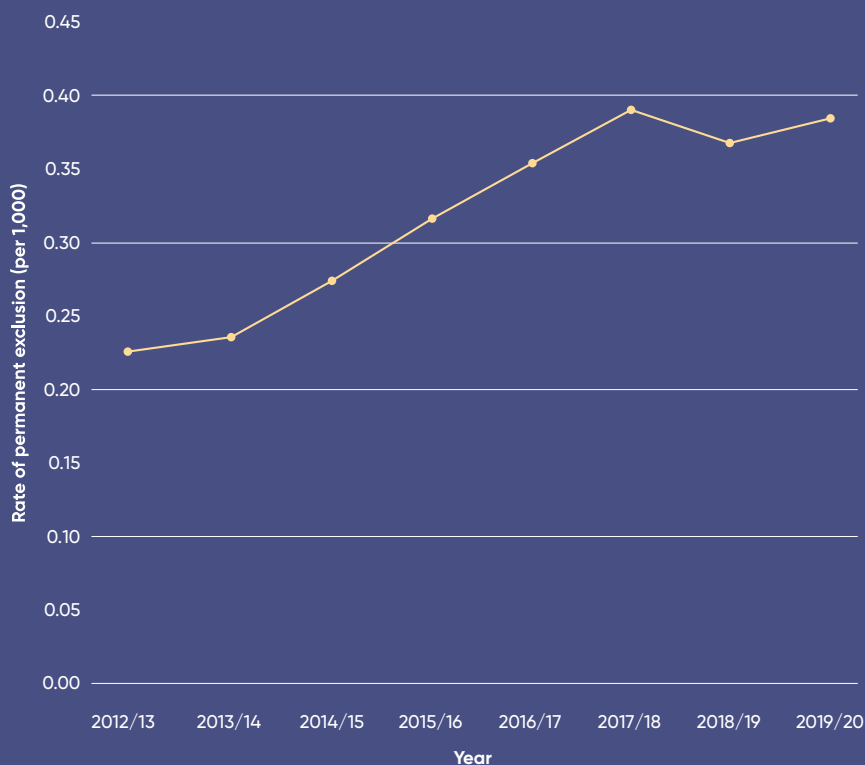
Rate of exclusions in England since 2018/19 broken down by academic term



# Exclusions

## The rate of permanent exclusions in Autumn term has been increasing

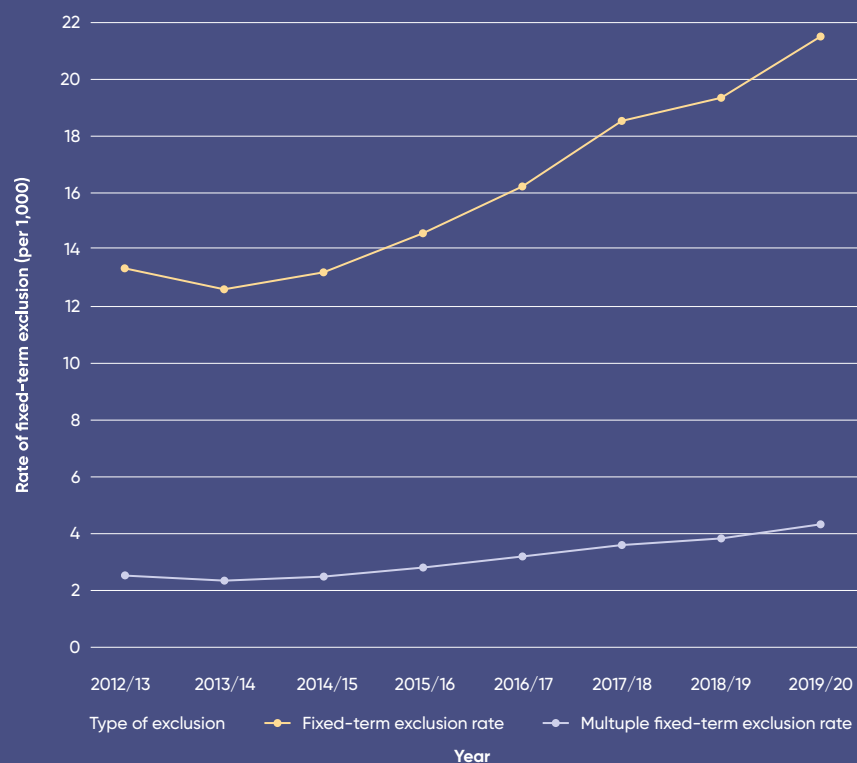
Rate of Autumn permanent exclusions in England over time



Source: Department for Education, 2021.

## Autumn 2019/20 saw the highest rates of fixed-term exclusions for this term since 2012/13

Rate of Autumn fixed-term exclusions in England over term



Source: Department for Education, 2021.

## Annual

### Permanent exclusions

The rate of permanent exclusions for the whole year in 2019/20 was 0.6 per 1,000, representing a decrease when compared to previous years.<sup>13</sup>

In the three years preceding 2019/20, the rate of permanent exclusions remained steady. For the latter two years, the rate stood at 1.0 per 1,000 pupils.

The overall yearly rate for permanent exclusions this year is the lowest recorded rate of exclusions for a school year. However, given the disruption to schools this year, we cannot infer much from this finding.

### Fixed-term exclusions

Prior to last year, the rate of FTEs and multiple (more than one) FTEs had been steadily rising. This year, both fell to 37.6 and 18.7 respectively.<sup>14</sup>

In response to the Timpson Review, 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.<sup>15</sup> Following on from the Timpson debate (16 September 2021), Minister Ford stated that the Government would be looking into reducing the number of days that a pupil could be FTE.<sup>16</sup>

## Exclusions

### Exclusions by school phase

In last year's Annual Report, our figures showed that secondary schools excluded at higher rates than primary schools and that special schools had seen a decline in the rate of permanent exclusions.

While primary schools continue to permanently exclude at lower rates than secondary schools, this year the overall rate of Autumn term permanent exclusions in primary school has risen by 21%. In secondary schools, the Autumn term permanent exclusion rate in 2019/20 was broadly the same as the rate in 2018/19.<sup>17</sup>

As is consistent with the analysis in last year's report, special schools saw a reduction in the rate of permanent exclusions in Autumn 2019/20 compared to the previous year.

Across the course of 2019/20, each school type saw exclusion rates drop in Spring and Summer, relative to Autumn, in accordance with the national trend.<sup>18</sup>

The rate of permanent exclusions has risen by 21% in primary schools in Autumn 2019/20

Rate of permanent exclusions in England by school phase



Source: Department for Education, 2021.

# Exclusions

## Exclusions by year group

Last year, our report demonstrated that pupils in secondary school experience much greater rates of permanent exclusion relative to pupils in primary school.<sup>19</sup>

Even when the data is disaggregated by terms, in the first term unaffected by the pandemic the rate of exclusion in secondary school was higher than in primary school. In Autumn 2019/20, 0.15 Year 6 pupils per 1,000 were permanently excluded from school whereas 0.25 Year 7 pupils per 1,000 were permanently excluded.<sup>20</sup>

However, notably, the increase in permanent exclusions in Autumn 2019/20 seems to have been driven by an increase in the rate of pupils excluded from primary school.

If the data is broken down further, it becomes evident that while pupils in Years 7, 11 and 12+ experienced a lower rate of permanent exclusion, every other year group saw an increase in the rate of permanent exclusions in Autumn 2019/20. A similar pattern is observable for fixed-term exclusions.<sup>21</sup>

As in previous years, the rate of permanent exclusions in Autumn 2019/20 peaked for pupils in Year 10.<sup>22</sup>

### The rate of permanent exclusions has increased in most year groups

Rate of Autumn term permanent exclusions in England by year group

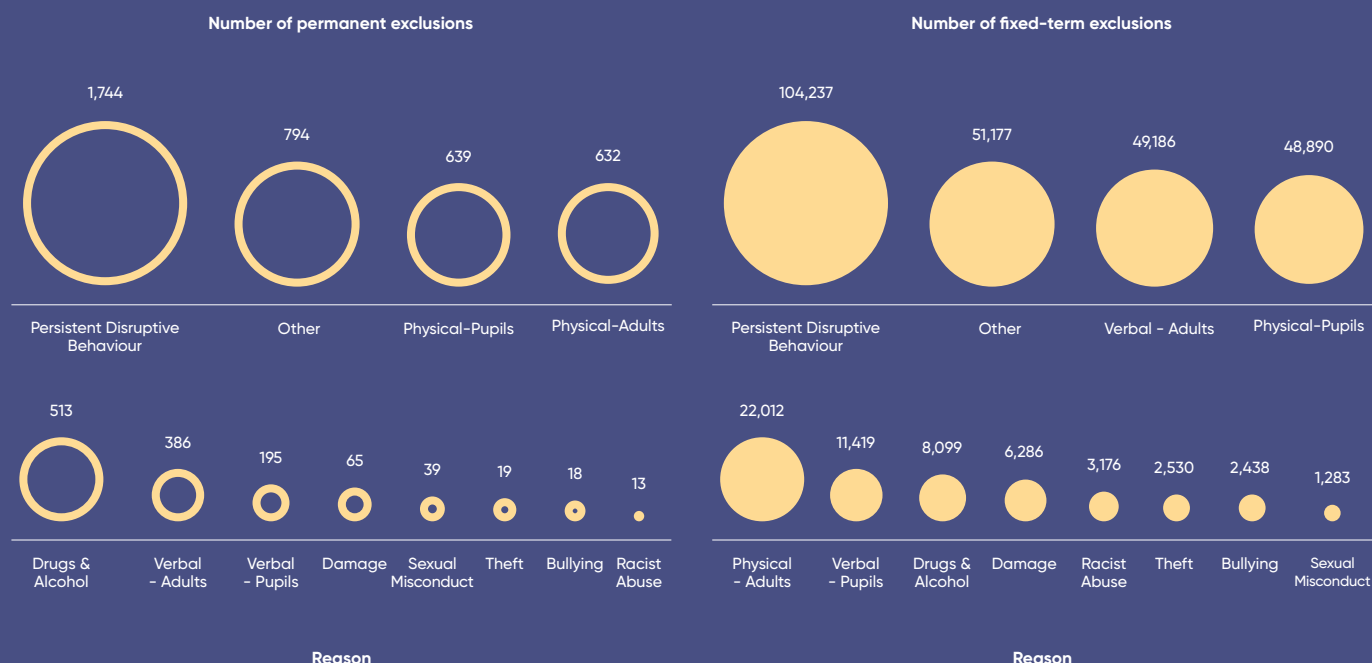


Source: IntegratED Analysis of an FOI to the Department for Education

# Exclusions

## Persistent disruptive behaviour continues to be the most common reason for permanent exclusions

Reasons for exclusion (2019/20)



Source: IntegratED Analysis of an FOI to the Department for Education

## Why are pupils excluded?

When a pupil is excluded from school, schools are required to record the main reason for exclusion in the Schools Census, choosing from a set of 12 codes.<sup>23</sup>

In 2019/20, the most common reason for both permanent and FTEs was "persistent disruptive behaviour", accounting for 34 per cent of both permanents and FTEs.<sup>24</sup> While not an exhaustive definition, the Department for Education guidance describes "persistent disruptive behaviour" as – challenging behaviour, disobedience or persistent violation of school rules.<sup>25</sup>

However, the second most common reason is "Other", accounting for 16 per cent of both permanent and FTEs.<sup>26</sup> The Schools Census states that this category should be used sparingly.<sup>27</sup>

The Timpson Review 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.<sup>28</sup> As of 2020, the Schools Census has been updated. The reasons for exclusions have been expanded and "Other" no longer features as an option.<sup>29</sup>

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".<sup>30</sup>

Despite the fact that both the number of permanent and FTEs declined over the pandemic, the proportion of exclusions by reason in 2019/20 have remained broadly the same as in 2018/19.

In permanent exclusions, the only change to note was the fact that "sexual misconduct" fell from the 8th most cited reason, to the 9th, while "damage to the school premises", rose from 8th to 9th.<sup>31</sup>

For FTEs, the only change in 2019/20 was the fact that "physical assault against an adult" fell from 3rd to 4th, whereas the "verbal abuse against an adult" rose from 4th to 3rd most cited reason.<sup>32</sup>



## Exclusions

### Which pupils are permanently excluded?

In this section, all of the data that we use applies to the whole academic year of 2019/20, rather than a termly analysis.

While the overall number of pupils who were excluded last year decreased dramatically when schools closed, the characteristics of the pupils most likely to experience an exclusion remained the same.

Pupils who experience a permanent exclusion are more likely than their peers to: <sup>33</sup>

- 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;
- be in secondary school.

### Children known to social services

The Timpson Review found that pupils supported by social care have some of the highest chances of being excluded.<sup>52</sup>

Even controlling for other factors, pupils with a Children in Need Plan are around four times more likely to be permanently excluded compared to their peers, pupils with a Child Protection Plan are 3.5 times more likely and Looked After Children are 2.3 times more likely.

Looked After Children are more than five times more likely to have a fixed-term exclusion than all children whereas Children in Need are about three and a half times more likely to be excluded for a fixed-term.<sup>53</sup>

Looked After Children have lower rates of permanent exclusion compared to other children who are known to social services. The Timpson Review theorised that the lower rates of permanent exclusion for Looked After Children may be accounted for by the success of Virtual School Heads (VSHs). Since the introduction of VSHs, the permanent exclusion rates for looked after children have fallen considerably.<sup>54</sup> In September 2021, Minister Ford announced that the role of VSHs was to be expanded to support all children who have a social worker.<sup>55</sup>

The recent analysis by IntegratED partner FFT Datalab also looked at the patterns of permanent exclusion for pupils who ever received a Child In Need (CIN) referral. They found that of the 6,700 pupils excluded in the cohort they analysed, only 2,000 were never referred to CIN.

Even controlling for other factors,

**pupils with a Children in Need Plan are around four times more likely to be permanently excluded**

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58% of all pupils who were permanently excluded were, at some stage, referred to identified as having SEN. 10% were looked after at some stage.

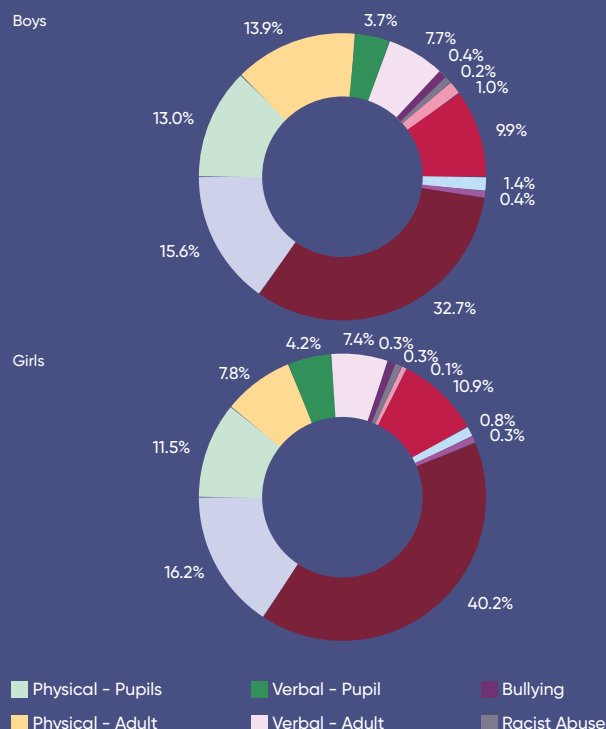
The Timpson Review also recommended that the government begin to release statistics on the exclusion rates for pupils who were previously looked after and have left local authority care.<sup>56</sup> The government has provided this data from the academic year 2017/18.

Over the 2019/20 academic year, 21.5 per 1,000 pupils with a child arrangement order, 19.5 per 1,000 pupils with a special guardianship order, and 6.6 per 1,000 adopted children experienced a permanent exclusion. The rate of permanent exclusion for pupils who were not previously looked after was lower at 6.1 per 1,000 pupils. This trend is consistent with previous years' worth of data.<sup>57</sup>

# Exclusions

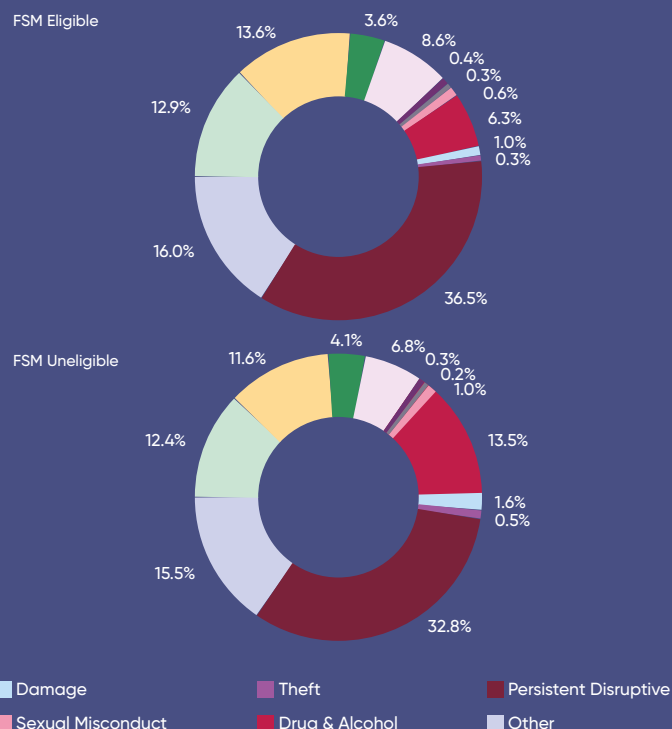
## Persistent disruptive behaviour is the most common reason for exclusion for both boys and girls

Reasons for exclusion by gender (2019/20)



## The reasons for permanent exclusions for pupils in poverty vs their more affluent peers is similar to the national trends

Reasons for exclusion by FSM eligibility (2019/20)



## Gender

In 2019/20, boys continued to experience permanent exclusions and fixed-term exclusions at a higher rate than girls.<sup>34</sup>

The rate for permanent exclusions for boys in the whole academic year of 2019/20 was 0.9 per 1,000 pupils. This rate was more than quadruple the rate for girls which stood at 0.2 per 1,000 pupils.

Similarly, the rate of fixed-term exclusions for boys was much higher than for girls. For boys the rate of fixed-term exclusions last year was 53.0 per 1,000 whereas for girls it was 21.6 per 1,000.

The overall yearly rates of exclusions for both boys and girls has decreased compared to 2018/19. However, we cannot infer from this as Covid severely disrupted our education system over this year.

Historically, persistent disruptive behaviour has been the most common reason for permanent exclusion for both boys and girls. In the academic year 2019/20, persistent disruptive behaviour accounted for 33% of all permanent exclusions for boys and 40% of all permanent exclusions for girls.<sup>35</sup>

Just like with national figures, Other was the second most common reason for both boys and girls. A greater proportion of permanent exclusions for boys, compared to girls, were for physical assault.<sup>36</sup>

## Poverty

As in previous years, the rate of permanent exclusion for pupils eligible for free school meals was four times the rate of permanent exclusions for pupils not eligible for free school meals.<sup>58</sup>

In 2019/20, persistent disruptive behaviour is the most common reason for exclusion for both pupils eligible for free school meals and for those not eligible (accounting for 36% and 33% of permanent exclusions respectively). Similar to national trends, both cohorts have "Other" as their second most common reason for permanent exclusion.<sup>59</sup>

13% of all permanent exclusions for pupils not eligible for free school meals were for drug and alcohol related incidents whereas for pupils eligible for free school meals this figure stands at 6%.<sup>60</sup>

# Exclusions

## Special Educational Needs

### Exclusions by SEN Provision

A total of 2,284 pupils who were permanently excluded in 2019/20 had some form of Special Educational Need and/or Disability (SEND), this equates to 45% of all permanently excluded pupils. Of this, 2,008 were on SEN support and 276 had an EHCP.

In 2018/19 a total of 3,446 pupils with some kind of SEN were permanently excluded. They accounted for 44% of all exclusions. While the overall number of pupils excluded in 2019/20 was lower, the proportion of pupils who had some form of SEN was higher relative to 2018/19.<sup>40</sup>

Pupils on SEN support are more likely than their peers to experience a permanent exclusion. In 2019/20, the rate of permanent exclusion for pupils on SEN support was 2.0 per 1,000 pupils, 1.0 per 1,000 for pupils with an EHCP and 0.4 for pupils without SEND.<sup>41</sup>

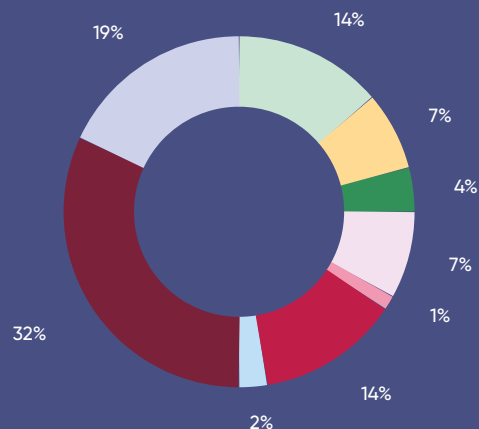
When it comes to fixed-term exclusions, pupils with an EHCP have the highest rates compared to their peers. In 2019/20, 117.1 pupils per 1,000 with an EHCP experienced an FTE. 53.8 per 1,000 experienced multiple FTEs. Pupils on SEN support also had high FTE rates, with 11.0 per 1,000 pupils on SEN support experiencing an FTE and 48.9 experiencing multiple FTEs. For comparison, pupils with no form of SEN provision experienced FTEs at a rate of 24.4 per 1,000 and multiple FTEs at a rate of 13.1 per 1,000 in 2019/20.<sup>42</sup>

While persistent disruptive behaviour is the most common reason for permanent exclusion for pupils on SEN support and for pupils with no SEN provision (accounting for 39% and 32% of exclusions respectively) it is only the second most common reason for pupils with an EHCP (accounting for just 26% of permanent exclusions for pupils with an EHCP). The most common reason for excluding a pupil with an EHCP in 2019/20 was for physical assault against an adult. This accounted for 33% of all permanent exclusions for pupils with an EHCP.<sup>43</sup>

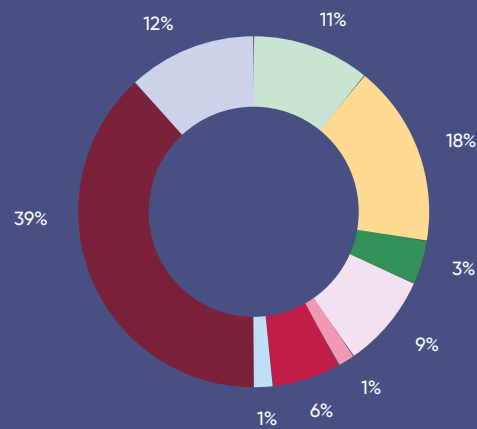
### Pupils with an EHCP are most likely to be permanently excluded for physical assault against an adult.

Reasons for exclusion by SEN provision (2019/20)

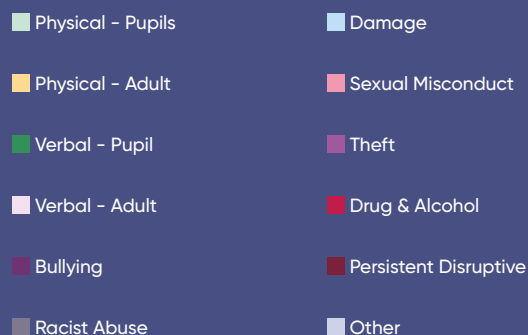
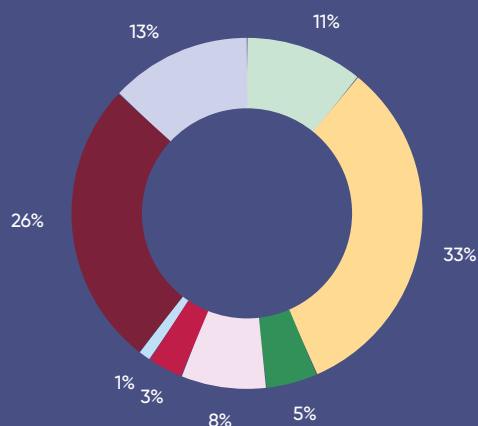
No SEN provision



SEN provision with no EHC plan



SEN provision with EHC plan



# Exclusions

## Exclusions by SEN primary need

The rate of exclusions also varies by the primary need of pupils with SEN.

Pupils with SEMH continue to have the highest rate of permanent exclusions. Of the 5,057 permanent exclusions in 2019/20 1,363 pupils had SEMH, this equates to more than 1 in 4 of all permanent exclusions. In the academic year 2019/20 6.1 per 1,000 pupils with SEMH needs received a permanent exclusion. 330 in every 1,000 received an FTE.<sup>44</sup>

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.<sup>45</sup>

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.<sup>46</sup>

However, pupils on SEN support with the primary need of SEMH still retained a significantly significant 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.<sup>47</sup>

Earlier this year, IntegratED partner, FFT Education Datalab, conducted an analysis on the overlap between social care, special educational needs for pupils who experienced a permanent exclusion and alternative provision at some point in their educational career.<sup>48</sup>

They found that of the 6,700 pupils identified in their cohort as ever experiencing a permanent exclusion, 6,000 had some form of SEN. Of these, 4,500 were diagnosed with either behavioural, emotional and social difficulties or SEMH. 600 pupils were diagnosed with SEN but never had their need identified and 900 pupils had some other form of SEN.<sup>49</sup>

Permanent exclusions for pupils with SEMH and pupils with no diagnosed SEN were both most commonly explained by persistent disruptive behaviour, accounting for 38% and 32% of permanent exclusions respectively.<sup>50</sup>

However, whereas the second most common reason for pupils with no SEN was "Other", in accordance with the national trend, for pupils with SEMH the second most common reason was for physical assault against an adult. This accounted for 22% of all permanent exclusions for pupils with SEMH, whereas it only accounted for 7% of all permanent exclusions for pupils without SEN.<sup>51</sup>

## Ethnicity

Pupils from some minority ethnic groups are more likely than their White British peers to experience permanent exclusion.

Whereas 0.7 per 1,000 White British pupils experienced a permanent exclusion in 2019/20, the rate for some minority ethnic groups was much higher.<sup>37</sup>

While the pandemic has deeply disrupted our education system, the disproportionate exclusion of Gypsy/Roma, Traveller of Irish Heritage, Black Caribbean and White and Black Caribbean pupils has remained consistent with previous years.<sup>38</sup>

Gypsy/Roma pupils had the highest rate of permanent exclusions in 2019/20 (2.3 per 1,000 pupils). Pupils of mixed White and Black Caribbean ethnicity had the second highest rate of permanent exclusion (1.5 per 1,000 pupils). Both Traveller of Irish Heritage and Black Caribbean pupils had a permanent exclusion rate of 1.4 per 1,000 pupils.

While persistent disruptive behaviour was the most common reason for most pupils, regardless of ethnicity, the overall proportion of pupils excluded for this reason varied by race. 38% of all White British pupils who were permanently excluded this year were given the reason of persistent disruptive behaviour, whereas for Black Caribbean and White and Black Caribbean pupils the proportion stood at 25% and 30% respectively.<sup>39</sup>

## 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.<sup>61</sup>

Around one in 10 go on to a destination outside the state-maintained school system,<sup>62</sup> such as independent schools.

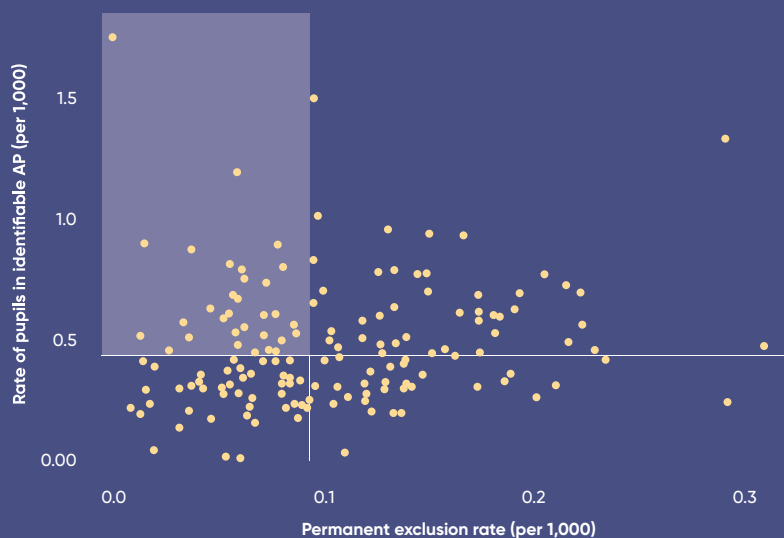
However, permanent exclusion is not the only route into AP. Analysis by FFT Education Datalab suggests that only around half of all pupils in state-maintained AP schools have been permanently excluded.<sup>63</sup> The other half have arrived through alternative routes.

Therefore, when thinking about movement out of mainstream education, looking exclusively at permanent exclusions may not be the best route. 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. The graph on the right hand side shows the rate of pupils in identifiable AP by the rate of permanent exclusions. The white lines show the average rates for each axis. The areas in the highlighted quadrant have below average permanent exclusions but an above average rate of pupils in AP.

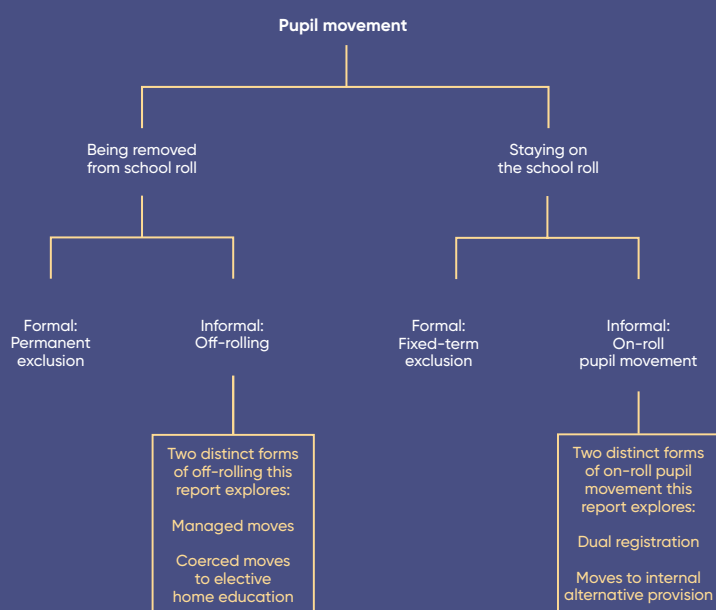
The rest of this report looks at other forms of pupil movement, categorising moves as those where a pupil ends up "off-roll" and other moves that are "on-roll", where pupils are moved from their mainstream school or classroom into AP, but remain on the register of the original school.

### 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 analysis<sup>64</sup>



1. Department for Education. "School discipline and exclusions"
2. Ibid.
3. Department for Education, 2021. "Statistics: Permanent and fixed-period exclusions in England: Academic year 2019/20"
4. Ibid.
5. Ibid.
6. Ibid.
7. Ibid.
8. Ibid.
9. IntegratED Analysis of a Department for Education FOI.
10. Department for Education, 2021. "Statistics: Permanent and fixed-period exclusions in England: Academic year 2019/20"
11. IntegratED Analysis of a Department for Education FOI.
12. Ibid.
13. Department for Education, 2021. "Statistics: Permanent and fixed-period exclusions in England: Academic year 2019/20"
14. Ibid.
15. Timpson, 2019. "Timpson Review of School Exclusion"
16. Hansard, 2021. "That this house has considered the implementation of the Timpson Review"
17. Department for Education, 2021. "Statistics: Permanent and fixed-period exclusions in England: Academic year 2019/20"
18. Ibid.
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20. IntegratED Analysis of a Department for Education Freedom of Information Request.
21. Ibid.
22. Ibid.
23. Department for Education, 2019. "School census 2018 to 2019: Guide, version 1.7"
24. Department for Education, 2021. "Statistics: Permanent and fixed-period exclusions in England: Academic year 2019/20"
25. Department for Education, 2017. "Guide to exclusions statistics"
26. Ibid.
27. Department for Education, 2019. "School census 2018 to 2019: Guide, version 1.7"
28. Timpson, 2019. "Timpson Review of School Exclusion"
29. Department for Education, 2020. "Schools Census Guidance: Data items"
30. Department for Education, 2021. "School Census Technical Guidance, 2021."
31. Department for Education, 2021. "Statistics: Permanent and fixed-period exclusions in England: Academic year 2019/20"
32. Ibid.
33. Department for Education, 2021. "Statistics: Permanent and fixed-period exclusions in England: Academic year 2019/20"
34. Ibid.
35. IntegratED Analysis of a Department for Education Freedom of Information Request.
36. Ibid.
37. Department for Education, 2021. "Statistics: Permanent and fixed-period exclusions in England: Academic year 2019/20"
38. Ibid.
39. IntegratED Analysis of a Department for Education Freedom of Information Request.
40. Department for Education, 2021. "Statistics: Permanent and fixed-period exclusions in England: Academic year 2019/20"
41. Ibid.
42. Ibid.
43. IntegratED Analysis of a Department for Education Freedom of Information Request.
44. Department for Education, 2021. "Statistics: Permanent and fixed-period exclusions in England: Academic year 2019/20"
45. Ford et al, 2018. "The relationship between exclusion from school and mental health: A secondary analysis of the British Child and Adolescent Mental Health Surveys 2004 and 2007" (Psychological Medicine)
46. Timpson, 2019. "Timpson Review of School Exclusion"
47. Timpson, 2019. "Timpson Review of School Exclusion"
48. FFT Education Datalab, 2021. "The overlap between social care, special educational needs and alternative provision: Part two"
49. Ibid.
50. IntegratED Analysis of a Department for Education Freedom of Information Request.
51. Ibid.
52. Timpson, 2019. "Timpson Review of School Exclusion"
53. Ibid.
54. Ibid.
55. Hansard, 2021. "That this house has considered the implementation of the Timpson Review"
56. Timpson, 2019. "Timpson Review of School Exclusion"
57. Department for Education, 2021. "Statistics: Permanent and fixed-period exclusions in England: Academic year 2019/20"
58. Ibid.
59. IntegratED Analysis of a Department for Education Freedom of Information Request.
60. Ibid
61. FFT Education Datalab, 2019. "Managed moves vs permanent exclusions: Do outcomes differ?"
62. Ibid.
63. FFT Education Datalab, 2019. "Timpson Review reflections, part one: Not all pupils who end up in alternative provision have been permanently excluded"
64. Department for Education, 2021. "Statistics: Permanent and fixed-period exclusions in England: Academic year 2019/20" & FOI of the AP Census

# 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."<sup>1</sup>

## How many pupils are Off-rolled?

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

Over the last year, no new analysis has been produced on the number of pupils off-rolled. Therefore, the figures we can talk about in this section do not account for the impact of Covid.

Government data tracks how pupils move in or out of schools, but not the reason for each move.<sup>3</sup> These pupils may be moved off-roll completely and end up out of the education system or they may be moved off-roll from one school to another.

We do not know about where children who are moved off-roll, but not to another state-maintained school, go to. This problem has been highlighted through Education Datalab's series "Who's Left". Their analysis found that around 20,000 children leave the state school system in secondary school. Some of these children will have moved to independent schools or moved countries but others will have left the school system altogether. Their analysis showed that pupils who complete KS4 outside of the state school system are more likely to be disadvantaged, have some form of SEN, have a history of absence or have a history of exclusion. Not all of these pupils will have been off-rolled but this analysis gives us a further insight into the pupils who leave the state school system.<sup>4</sup>

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."**<sup>2</sup>

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.<sup>5</sup> 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.<sup>6</sup> 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). 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, move to a school rated more highly by Ofsted, 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: <sup>7</sup>

**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.

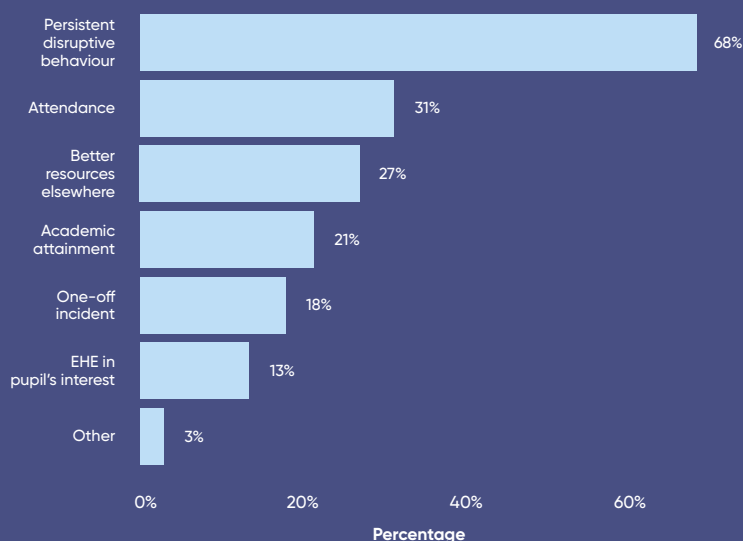
**40%** of pupils who experience an unexplained exit leave to an unknown destination and never return to the state school system.



## Moves off-roll

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

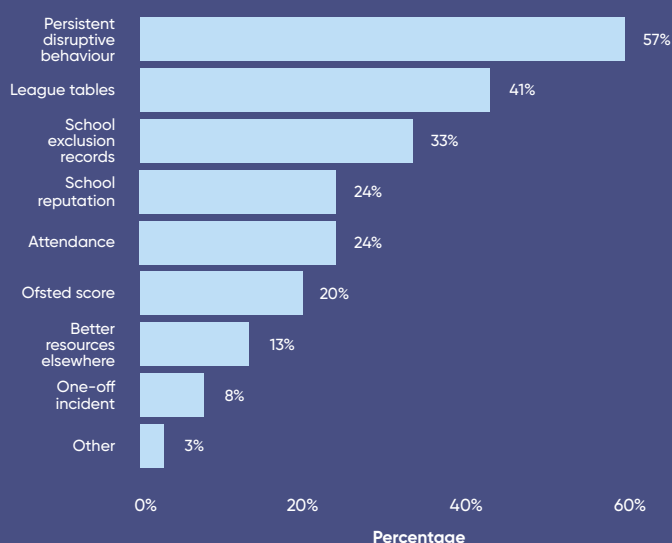
What were the reasons the school gave (e.g. to the pupil, their parents) for off-rolling this pupil?



Source: YouGov<sup>9</sup>

### 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: YouGov<sup>10</sup>

## 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.<sup>8</sup>

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.



**1 in 10**  
pupils experiences  
an unexplained exit

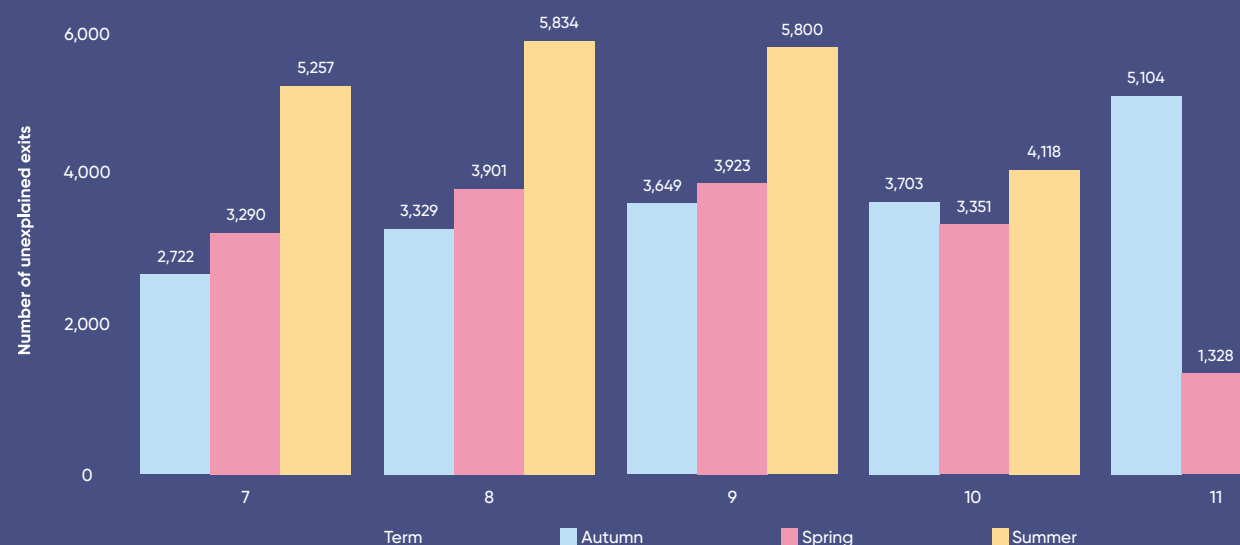
**1.2%**

of pupils  
experience multiple  
unexplained exits

# 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 Institute<sup>12</sup>

## When are pupils off-rolled?

While 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 KS4, just before GCSEs, in an attempt to improve the school's league table performance.<sup>11</sup>

## 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.<sup>13</sup>

EPI researchers found that unexplained exits affected:<sup>14</sup>

**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 fixed-term exclusion 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.<sup>15</sup>

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.<sup>16</sup>

## How many pupils experience a managed move?

Nobody really knows how many managed moves there are.

To this end, a consultation was launched in June 2021, by the DfE – ‘Behaviour management strategies, in-school units and managed moves’, assessing the way in which schools are currently using managed moves.<sup>17</sup> The call for evidence ran until the 10 August 2021, with the date for the publication of its findings, yet to be confirmed.

Over the last year, no new analysis has been produced on the number of pupils who experienced a managed move. Therefore, the figures we can talk about in this section do not account for the impact of Covid.

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).<sup>18</sup> In total 14.7 pupils per 1,000 in the 2017 cohort experienced a managed move at some point in their secondary school career.<sup>19</sup>

In total

**14.7 pupils per 1,000  
in the 2017 cohort  
experienced a managed  
move at some point  
in their secondary  
school career.<sup>19</sup>**

”

## Moves off-roll

### 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 per cent) move on to the roll of an alternative provider. A small minority of pupils are moved to special schools.<sup>20</sup>

### 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:<sup>21</sup>

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 per cent 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.<sup>22</sup> Whereas only a low proportion of females experience a permanent exclusion, nearly half of all identified managed moves were females. This is a similar finding to that of Social Finance who found that girls were more likely than boys to experience 'informal' types of exclusion.<sup>23</sup>

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.

Ofsted has recently stated that off-rolling will be deemed to have occurred if its inspectors find evidence of an inappropriately used managed move.<sup>24</sup> It has renewed its commitment to being tough on schools when such instances are found to have occurred, stating that schools' leadership and management will likely be deemed inadequate, if managed moves have been used inappropriately.<sup>25</sup>

# 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.<sup>26</sup>

To be clear, in some cases, the choice to home educate is made freely and based on a parental philosophy about education.<sup>27</sup> 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 inspections<sup>28</sup> and local authority accounts<sup>29</sup>

suggest that some pupils are being coerced into home education following the threat of exclusion from school. This research has been built upon this year, by the Education Select Committee.<sup>30</sup>

EHE has thus been identified by the Department for Education<sup>31</sup> and Ofsted<sup>32</sup> 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.

Crucially, we know that schools have been known to push pupils into EHE. In addition to governmental as well as Ofsted reports, the press has published letters being used by schools to off-roll pupils into EHE.<sup>33</sup>

It is estimated that a total of 81,196 pupils were known to be electively home educated across all 151 LAs as at the 7<sup>th</sup> of October 2021.<sup>34</sup> This number is likely to be a low estimate, as parents are not required to register their pupil as EHE with the local authority.

As of 7<sup>th</sup> October 2021, it is estimated that

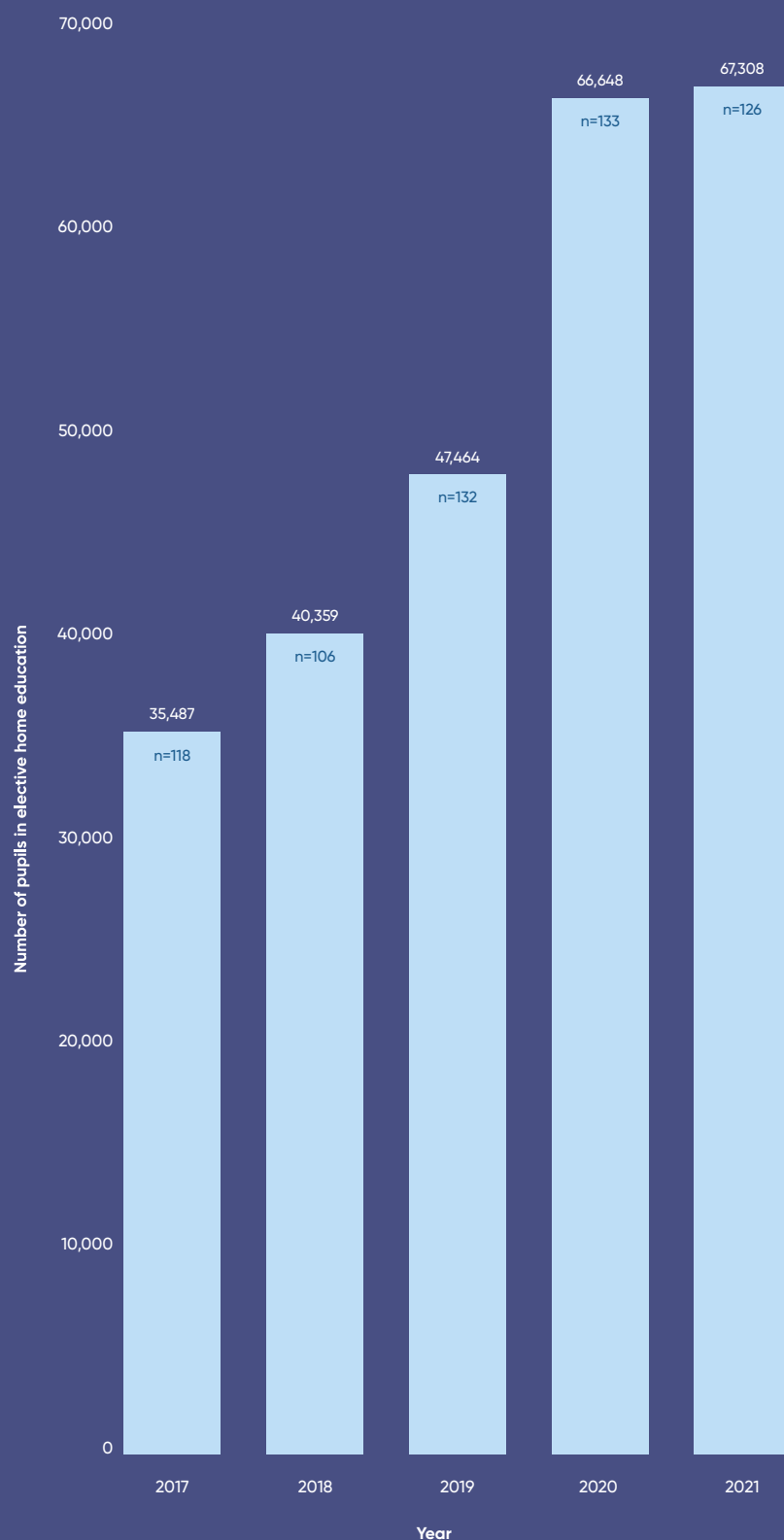
**a total of 81,196 pupils were known to be electively home educated across all 151 LAs.**

”

# Moves off-roll

**This year, it is estimated that the total number of pupils in elective home education has increased by 38%**

Number of pupils in elective home education



Source: ADCS, 2021.

Fewer than one in 10 local authorities are confident that they know of all pupils who are EHE in their area.<sup>35</sup> To address this, in April 2019, the Department for Education launched a consultation to introduce a compulsory register of all children not in school.<sup>36</sup> As part of the consultation, they considered introducing a duty on parents to inform the local authority when their child is not attending a mainstream school. In response to the Education Select Committee's inquiry on Elective Home Education, in November 2021 the government reiterated its commitment to a register for children not in school and confirmed that the consultation response would be published in the coming months.<sup>37</sup> In February 2022, the government announced that it would be introducing a register for children not in school."<sup>38</sup>

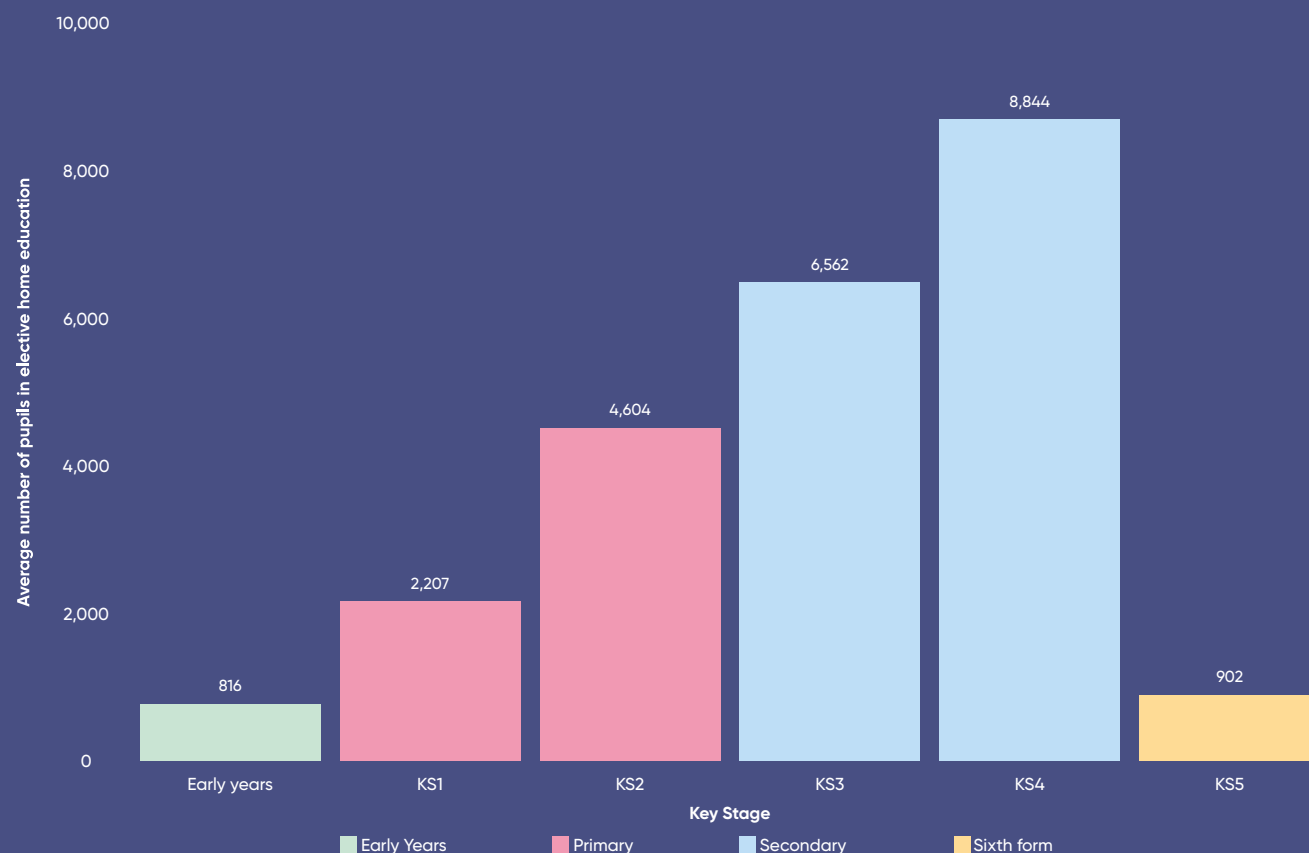
There is consensus that the number of pupils being electively home educated is increasing. Compared to October 2020, there has been a 7% rise in the number of pupils being EHE in October 2021.<sup>39</sup> The Local Government Association has shown that, in September 2021, EHE uptake increased by as much as 180% in some LAs.<sup>40</sup> The extent to which these new pupils in elective home education have been coerced is unknown.

(Please note that the total numbers reported in the chart are less than the estimated total for England. These figures show the total number of pupils in EHE according to the survey responses).

## Moves off-roll

### On average, a greater number of pupils are educated through Elective Home Education in KS4

Numbers of pupils known to be in elective home education taken as an average at key stage level (Survey data for ADCS 2020)



Source: ADCS, 2021.

## When are pupils moving into elective home education?

In 2020, the highest number of pupils in EHE by year group were those in KS4.

8,844 pupils per year group in KS4 were identified as being in EHE.<sup>41</sup> This remains consistent with the trends noted in 2019.<sup>42</sup>

The way in which ADCS collects data on the use of EHE by Key Stage has changed this year, which means that the above chart represents 2020 and does not encompass the 2021 intake.

In 2021, ADCS asked LAs to rank Key Stages by the proportion of EHE children in each Key Stage. Respondents to their survey noted that the cohort of EHE pupils is getting younger with more referrals from Key Stage 2.<sup>43</sup>



### 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 statements from professionals working with EHE pupils. This year, ADCS noted that an increasing number of pupils with multiple layers of vulnerability were moving into EHE.

It appears that the gender split of pupils being electively home educated is not as unbalanced as it is for permanent exclusions. In 2019 half of the pupils known to be home educated were female.<sup>44</sup> Data has not been collected on this for 2021.

In 2021, the majority of local authorities (82% of the 114 who responded) said that between 0-5% of their EHE cohort were currently known to children's services. However, only 44% of local authorities said a similar proportion were known to wider children's services through historic cases. 15% of LAs said that at least a quarter of the children in elective home education were historically known to children's services. In 2020, ADCS found that the average percentage of EHE children known to wider children's services, either historically or as a current case, was 14%.<sup>46</sup>

There is also a growing body of evidence supporting the suggestion that pupils with special educational needs 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.<sup>47</sup> 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 in pupils with SEND being home educated.<sup>48 49</sup> The school closures effected by the pandemic have caused many pupils with SEND to stay as being educated from home.<sup>50</sup>

Excluded Lives has recently shown that there is a cohort of pupils that now no longer wish to return to school – 'the happier at home'. A new category of parents also no longer wish for their children to return.<sup>51</sup> IntegratED partner, Relationships Foundation, has also found there to be pupils no longer wanting to go back.<sup>52</sup> These cohorts typically have SEND.<sup>53 54</sup>

In their review of home education,

**Ofsted stated that more children with additional needs are being home-educated.<sup>45</sup>**

”

It is important to note that those with physical disabilities have been showing a greater tendency to move into EHE, during the pandemic, given the threat posed by Covid. Some parents/carers were reluctant to send their children back, whilst some pupils, too, have been concerned about their welfare.<sup>55</sup> ADCS found that LAs were reporting a noticeable increase in children who are EHE with an EHCP or requiring SEN support.<sup>56</sup>

Local authorities have also reported that the number of EHE pupils on FSM has also risen.<sup>57</sup> Again, more data on this is required.

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# 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 section will explore three types of moves on-roll: dual registration, moves to internal AP, and the use of B codes. 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 sections 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 we don't know” section on page 55) 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?

That means that the pupil attends the second school – either part-time or full-time – to receive education that is complimentary 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. 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.

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”.<sup>1</sup>

”

For this reason it is assumed that

**dual-registered pupils  
are more likely to return  
to mainstream education.**

”

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.<sup>2</sup>

### 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.<sup>3</sup>

Instead, we have to rely upon an approximation from how many pupils were dual registered on Census day. In January 2021, 9,201 pupils were subsidiary dual registered at a state-maintained AP school.<sup>4</sup> The rate of dual-registration this year remained at 1.2 per 1,000 pupils.

Compared to January 2020, the number of pupils dual registered in alternative provision has decreased. In January 2021, 10,777 pupils were subsidiary dual registered at a state-maintained AP school.<sup>5</sup>

### 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.<sup>6</sup>

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 32). 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 return easily to their mainstream school if they do not manage to integrate.

- **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.

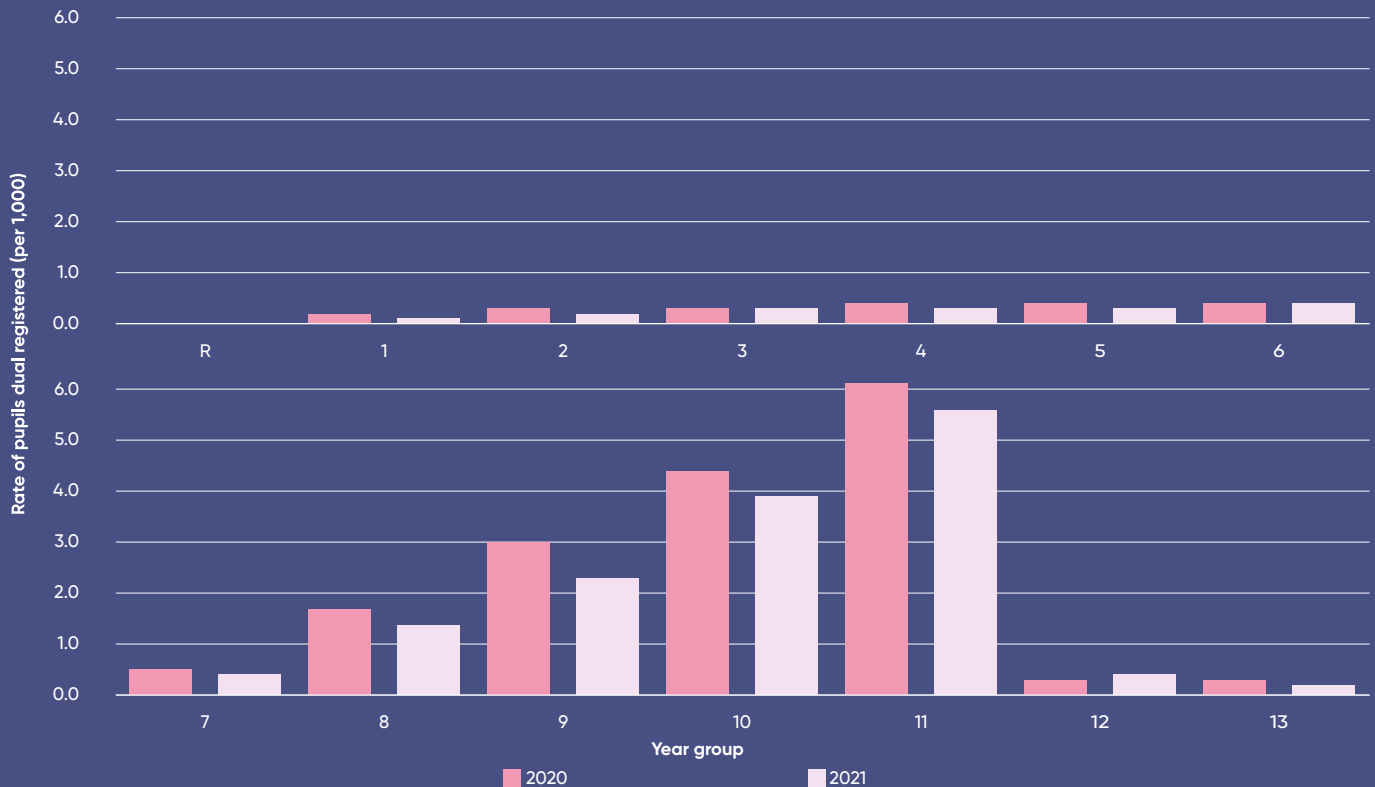
- **To avoid a pupil’s results counting towards the overall results of a mainstream school.**

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-registration by year group (Jan 2021)



Source: IntegratED analysis of Department for Education FOI<sup>7</sup>

## 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.

Notably, the rate of dual-registration in 2021 was the same for pupils in Year 6 and Year 7: for both year groups, 0.6 per 1,000 pupils were dual-registered in January 2021. This observation is consistent with the findings in last year's Annual Report. Whereas for school exclusions the rate of exclusion increases dramatically between Year 6 and Year 7, this is not the case for dual-registrations. There is instead, a big increase in the rate of dual-registration for Year 8s when compared with Year 7s.

Also unlike permanent exclusion rates, the rate of dual registration peaks in Year 11, not in Year 10. This year the rate of dual-registration in Year 11 was 5.6 per 1,000 pupils. This is a reduction compared to in 2020 when dual-registration rates stood at 6.1 per 1,000 pupils for Year 11s.

## 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

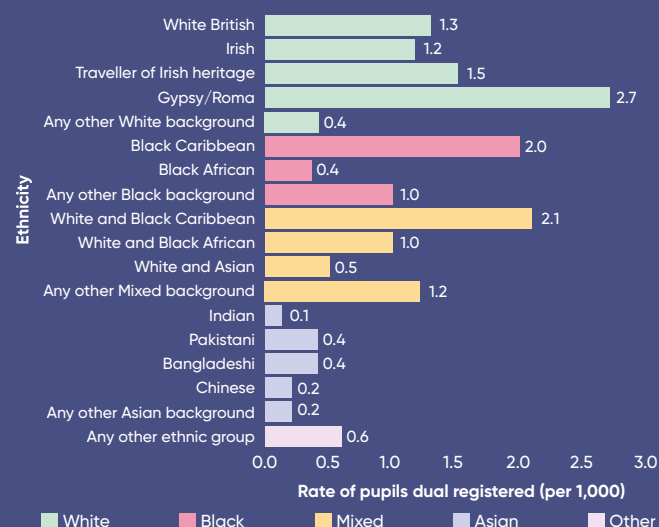
Although pupils are still more likely to be dual registered if they are male just like with school exclusions, the disparity is less pronounced with dual registrations. Consistently, around two thirds of pupils dual registered have been male, whereas three quarters of pupils permanently excluded are male.<sup>8</sup>

Even when the number of dual-registrations and exclusions have decreased, this observation holds true. In 2021, the rate of dual registrations was 1.4 per 1,000 male pupils and 0.8 per 1,000 female pupils. For both genders, the rate of dual registration had decreased compared to 2020.

# On-roll movement

## Some ethnic groups face disproportionate levels of dual registration

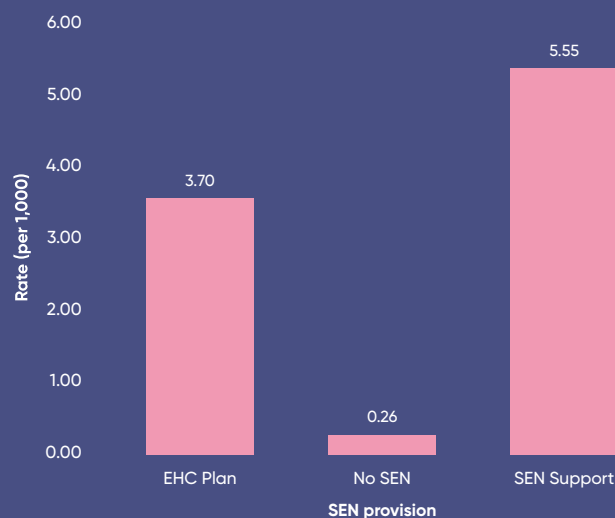
Rate of dual-registration by ethnicity (Jan 2021)



Source: IntegratED analysis of Department for Education FOI<sup>9</sup>

## The majority of pupils who are dual-registered have some form of SEN

Rate of dual-registration by SEN provision (Jan 2021)



Source: IntegratED analysis of Department for Education FOI<sup>10</sup>

### Ethnicity

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.

### SEN

Four in five of all pupils dual registered at state-maintained AP in 2021 had some form of SEND; around 13 per cent had an EHCP and 65 per cent were on SEN support. The proportion of pupils dual registered with either an EHCP or on SEN support were slightly higher in 2021 when compared to 2020.

The dual registration rates for pupils on SEN support are consistently much higher than for pupils with no SEND. 5.6 per 1,000 pupils on SEN support and 3.7 per 1,000 pupils with an EHCP were dual registered in 2021. This compares with 0.3 per 1,000 pupils with no form of SEN provision.

Once more, SEMH needs make up the biggest group of pupils dual registered in AP. Nearly three in five of all dual registered pupils had either an EHCP or SEN support where the primary need was SEMH (22.3 per 1,000 pupils).<sup>11</sup>

# 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 providers<sup>12</sup>, but we do not have systematic oversight of their existence.

To this end, a consultation was launched in June 2021, by the DfE – 'Behaviour management strategies, in-school units and managed moves', assessing the way in which schools are currently using in school units.<sup>13</sup> The call for evidence ran until the 10 August 2021, with the date for the publication of its findings yet to be confirmed.

No new analysis had been produced on the number of children moved into internal AP.

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 per cent of leaders and 81 per cent of teachers said that they had used "in-school" units to support pupils at risk of exclusion in the last 12 months.<sup>14</sup> 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.<sup>15</sup>

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.<sup>16</sup> 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 Research Ltd 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.<sup>17</sup>

## 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.<sup>18</sup>

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.

# B codes

## What is B coding?

Schools use absence and attendance codes to record and monitor attendance patterns and reasons for absence.

When a pupil is present at an off-site educational activity that has been approved by the school, their attendance is denoted by a B code.<sup>19</sup>

Pupils with code B are counted as present in the attendance data unless the off-site educational activity provider notifies the school and informs them that they are absent. When a pupil is educated off-site, schools remain responsible for the child's safeguarding and welfare.<sup>20</sup>

B codes should not be used in the instance where a child is at home completing schoolwork or where a child is unsupervised.<sup>21</sup>

While many pupils whose attendance is denoted by a B code will not be attending alternative provision and will be partaking in a short-term educational activity, some children will be B-coded long term while they are attending alternative provision or as another form of alternative provision. B coding therefore can count as another form of pupil movement where a child is kept on roll but is, in fact, attending alternative provision rather than being educated in a mainstream school environment.

## How many pupils are B coded?

There are no national statistics produced on the number of pupils who experience a B code throughout the academic year.

FFT Education Datalab has provided the first comprehensive insight into the scale of B coding. Their analysis takes data from nearly 8,000 schools and estimates that the number of pupils who received a B code in the first full week of October in 2021 was 37,000.<sup>22</sup>

B coding therefore

**Can count as another form of pupil movement where a child is kept on roll but is, in fact, attending alternative provision.**

”

## When are pupils B coded?

Whereas school exclusions increase gradually by year group and the rate of school exclusions increases dramatically between Year 6 and Year 7, this pattern is not replicated in the data for B codes.

The number of B codes was higher in 2020 and 2021 for pupils in Year 6 than for pupils in Year 7.<sup>23</sup>

2021's data for B codes in Year 6 appears to be anomalous as it was unusually high and seems to have been explained by pupils visiting secondary schools, mainly for reasons to do with transitions.<sup>24</sup>

As with exclusions, the rate of B codes peaks in Years 10 and 11.<sup>25</sup>



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
6. Department for Education, 2020. "School census 2020 to 2021: Business and technical specification version 1.4"
7. IntegratED analysis of an FOI to the Department for Education
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10. IntegratED analysis of an FOI to the Department for Education
11. IntegratED analysis of an FOI to the Department for Education
12. BBC News, 2018. "Hundreds of pupils spend week in school isolation booths"
13. Department for Education, 2021. "Behaviour management strategies, in-school units and managed moves: call for evidence"
14. Department for Education, 2020. "The School Snapshot Survey: Winter 2019–Support for pupils"
15. Department for Education, 2018. "Investigative research into alternative provision" IFF
16. Department for Education, 2018. "Investigative research into alternative provision" IFF
17. Department for Education, 2018. "Investigative research into alternative provision" IFF
18. Select Committee: Women and Equalities, 2019. "Tackling inequalities faced by Gypsy, Roma and Traveller communities"
19. Department for Education, 2020. "School attendance: Guidance for maintained schools, academies, independent schools and local authorities"
20. Ibid.
21. Ibid.
22. FFT Education Datalab, 2021. "How many pupils from mainstream schools are educated off site each week?"
23. Ibid.
24. Ibid.
25. Ibid.

# AP schools

This report has looked at the flow of pupils out of mainstream schools and into AP. This section investigates the AP schools and other settings in which children are educated when they are removed from mainstream school.

FFT Education Datalab has found that the majority of children who experience a permanent exclusion spend time in some alternative provision, but not every child who has spent time in alternative provision has been excluded. Of the 6,609 pupils who experienced an exclusion in the 2019 cohort, 89% spent time in some form of AP.<sup>1</sup>

In this section, we draw upon a new analysis of the AP Census, using January 2021 data. 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.<sup>2</sup> 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

## 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.

independent KS4 providers which appeared to be offering alternative provision, based upon an analysis of their inspectorate reports and websites.<sup>3</sup>

Following their methodology, in last year's Annual Report<sup>4</sup>, for the first time we attempted to produce a refined figure for the total number of pupils in independent local authority commissioned AP. This year, we have repeated that exercise to get a refined estimate of the number of pupils in alternative provision in January 2021.

## How many APs are there?

There are at least 761 alternative providers operating across England and at least 32,083 pupils were being educated by them in January 2021.<sup>5</sup>

Like last year, just under half of all identified APs were state-maintained AP schools.

PRUs are the most common type of AP, accounting for over half of all state-maintained providers. Like last year, 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.

From the 2021/22 academic year, the DfE will begin to collect data on AP that is commissioned directly by schools on a voluntary basis, via the School Census.<sup>6</sup>

There are at least

**761 alternative  
providers operating  
across England.**

”

# AP schools

We still do not know how many unregistered providers there are

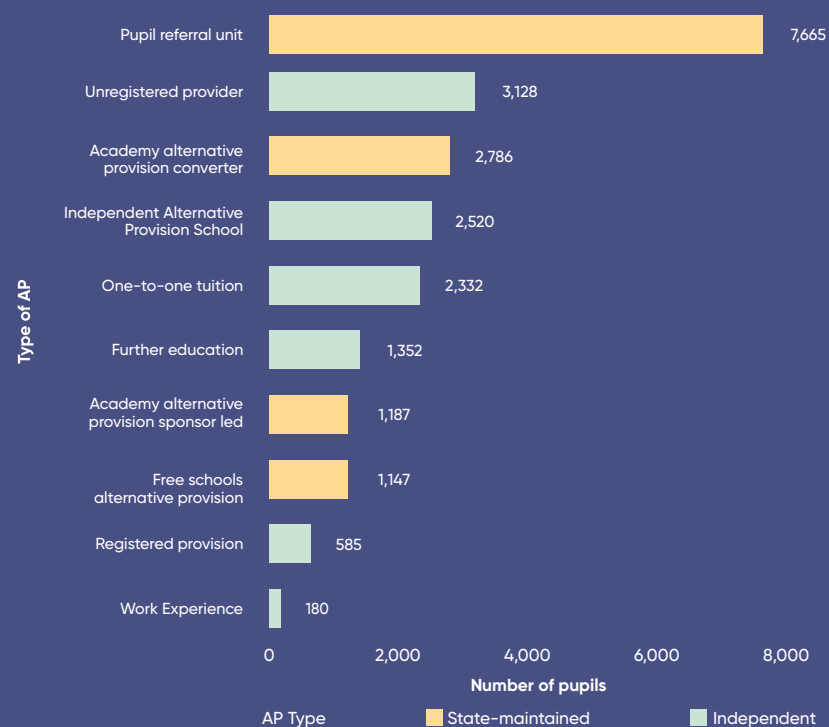
Number of alternative providers by type



Source: IntegratedED Analysis of a Department for Education Freedom of Information Request

This year unregistered provision was the second most common form of provision

Number of pupils in AP by AP type (Jan 2021)



## How many pupils are in each type of AP?

Around 69 per cent of the identifiable pupil population (21,986 out of 32,083 pupils) were in state-maintained AP schools in January 2021. Of these, 12,785 were on the main roll of the AP school and 9,201 pupils were there on a dual-registration (subsidiary) basis.<sup>7</sup>

A further 10,097 pupils were placed in independent AP by the local authority.<sup>8</sup>

As last year, PRUs were the most common destination for a pupil sent to AP in 2021. However, this year, the second most common destination for pupils was unregistered provision, which accounted for a total of 3,128 pupils in January 2021. Converter academies were the third most common type of provision, with 2,786 pupils.

FFT Education Datalab has analysed the patterns of movement of pupils who enter state-maintained AP. They found that time spent in AP is related to age on first entry. Most pupils enter for the first time when they are in Year 10 or 11. Half of all pupils who enter AP aged 13 are enrolled in AP in the Summer of Year 11 and a third stay continuously on roll up until then.<sup>9</sup>

## AP schools

### How has the commissioning of AP changed over time?

#### State-maintained AP

This year, the number of pupils single-registered in state-maintained AP schools fell considerably from 15,296 in 2020 to 12,785. This could be part of a longer-term trend as the number of pupils single-registered in state-maintained AP has been falling since 2018, however it is difficult to make any assumptions from this year's data because of the impact of Covid-19.

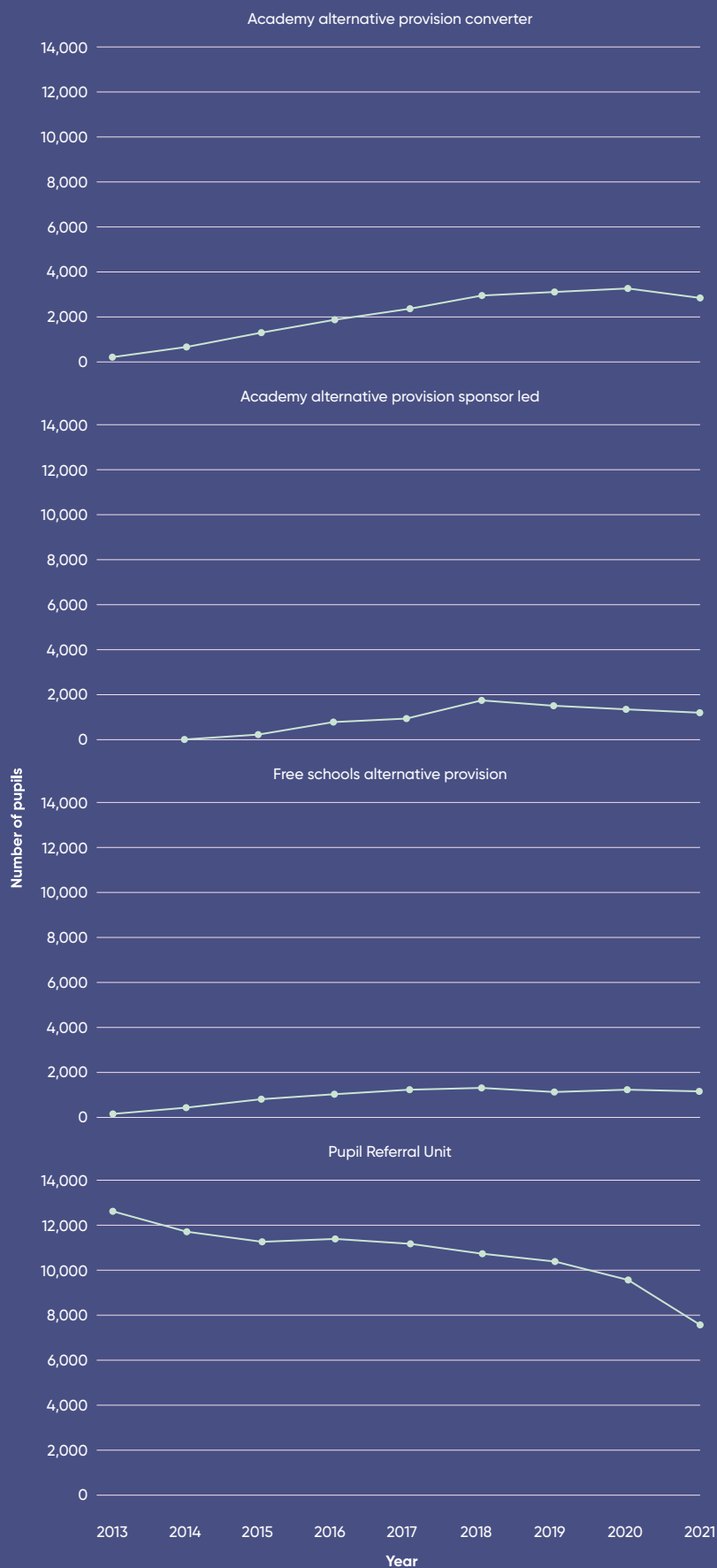
Even when accounting for dual-registered pupils, the number of pupils in state-maintained alternative provision was lower this year compared to 2020.

Looking solely at single-registered pupils, it appears that the decrease in pupil numbers relative to 2020 has largely been felt by pupil referral units. In 2020, 9,602 pupils were enrolled in pupil referral units in January, whereas this year only 7,665 pupils were. This is a 20% decrease.

Every provider type has experienced a fall in pupil numbers this year relative to 2020. However, the total number of providers has not changed dramatically over this period. In 2020, there were 356 state-maintained APs and in 2021 there were 356.

The number of pupils in pupil referral units has fallen by 20% compared to last year

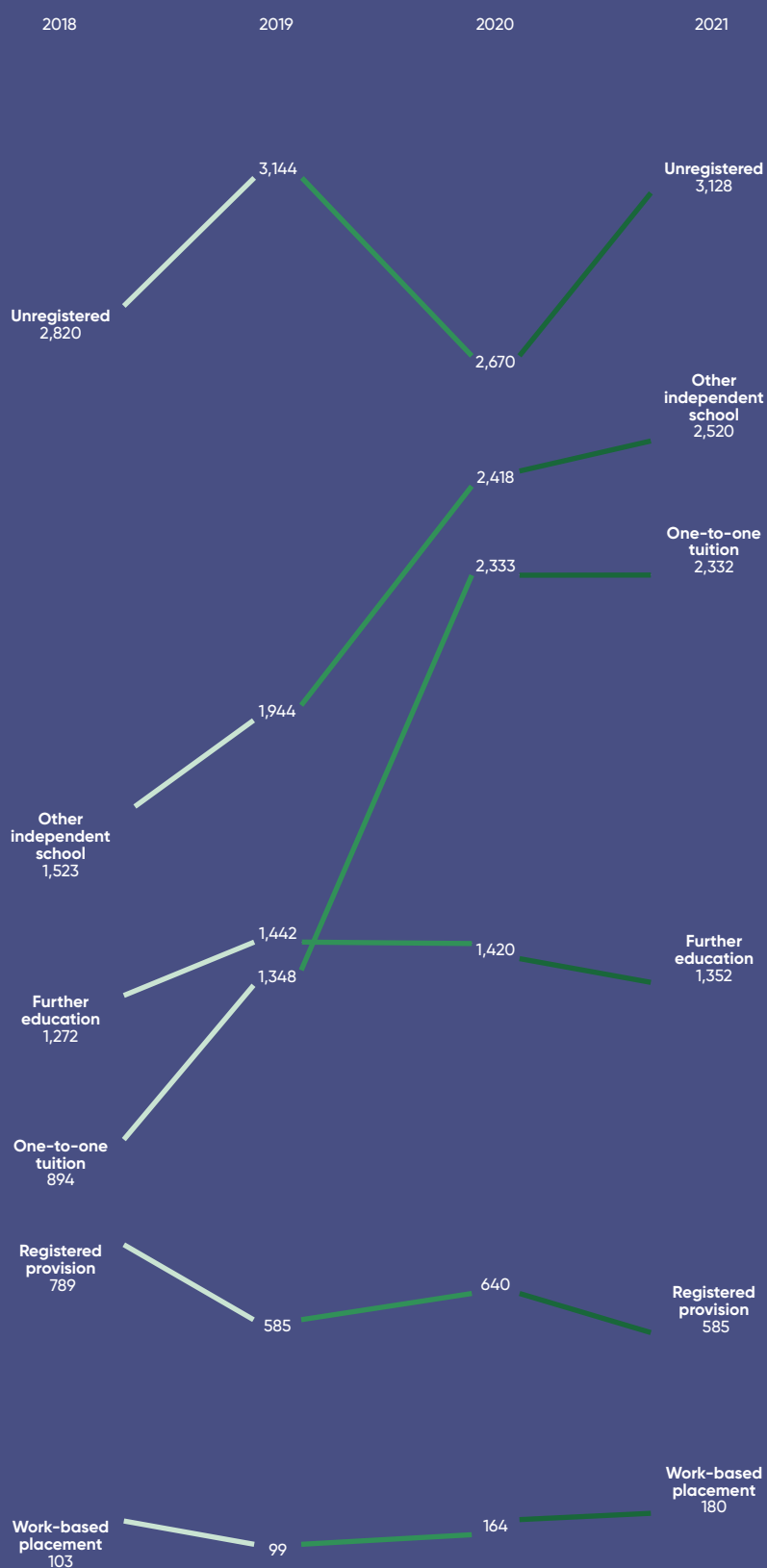
Number of pupils in different categories of state-maintained AP over time



# AP schools

The total number of pupils in independent AP has increased each year 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.

The overall number of pupils recorded as being in independent AP has increased from 7,401 pupils when records began in 2018 to 10,097 pupils in 2021.

FFT Education Datalab has hypothesised that the increase in placements in independent AP can be, in part, explained by an increase in the number of pupils with EHCPs. There does not appear to be enough space in the state-funded sector to accommodate these pupils and as a consequence the use of independent AP has been increasing.<sup>10</sup>

Unlike state-maintained AP, the number of pupils in independent AP have increased this year. Our estimate for the number of pupils in independent AP commissioned by the LA last year was 9,645. Therefore, the number of pupils in independent AP on census day grew by 5% between 2020 and 2021.

Since records began in 2018, the most common type of provider that the local authority commissions has been unregistered. This year, the number of pupils in unregistered provision has increased by 17%. Now unregistered provision accounts for 31% of all placements in identifiable independent AP.

Compared to last year (2020), independent schools and work-based placements are the only other categories of independent AP that have seen any growth in pupil numbers.

The number of pupils using one-on-one tuition as a form of AP is broadly the same as in 2020 and the number of pupils using registered provision and further education providers this year has fallen. This could be due to the disruption caused by Covid-19.

### How does AP commissioning vary by local authority?

The commissioning of AP varies considerably by local authority.

In January 2021, the area with the highest rate of identifiable pupils in AP was North East Lincolnshire with 7.7 pupils per 1,000 in AP. These pupils were largely split between further education and alternative provision academies.

In last year's Annual Report, we identified Blackpool as having the highest rate of pupils in AP. Their rate in 2020 was 9.9 pupils per 1,000. While this year Blackpool is still in the top four areas with the highest rate of identifiable pupils in AP, their rate of pupils has decreased to 7.2 per 1,000 pupils.

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 common in different areas.

In 2021, three local authorities used only state-maintained AP (mostly PRUs): Derby, South Tyneside, and Darlington.

Ten areas relied heavily on unregistered alternative provision, commissioning at least half of their identifiable AP places in January 2021 from unregistered provision.

#### Local authorities with the greatest proportion of children in unregistered AP

Local Authority	Proportion of pupils in unregistered AP	Number of pupils in unregistered provision	Rate of pupils in unregistered provision (per 1,000)
Nottinghamshire	95%	328	2.63
Northumberland	90%	193	4.23
Leicestershire	81%	60	0.60
Wiltshire	78%	81	1.15
Brent	76%	233	4.83
Doncaster	74%	121	2.56
Bedford	58%	115	3.89
Kent	54%	247	1.02
Essex	52%	220	1.01
Middlesbrough	51%	68	2.72

In 50 local authorities, over half of the provision commissioned is independent, this means that the provision is not a state-maintained school and instead the school follows the Independent School Standards. This is an increase compared to 2020, when the same was true for 42 local authorities. Nine local authorities have no state-maintained AP at all.

Despite the fact that the overall number of pupils in further education were down this year, we still found six local authorities who relied heavily on further education places (note we define relied heavily as the areas who commissioned at least 40% of all places in AP from further education providers). This is the same number as last year, however the local authorities identified were different in 2021. This year the six local authorities who commissioned at least two in five of their AP placements from further education were: Rutland (52% of their 31 placements),

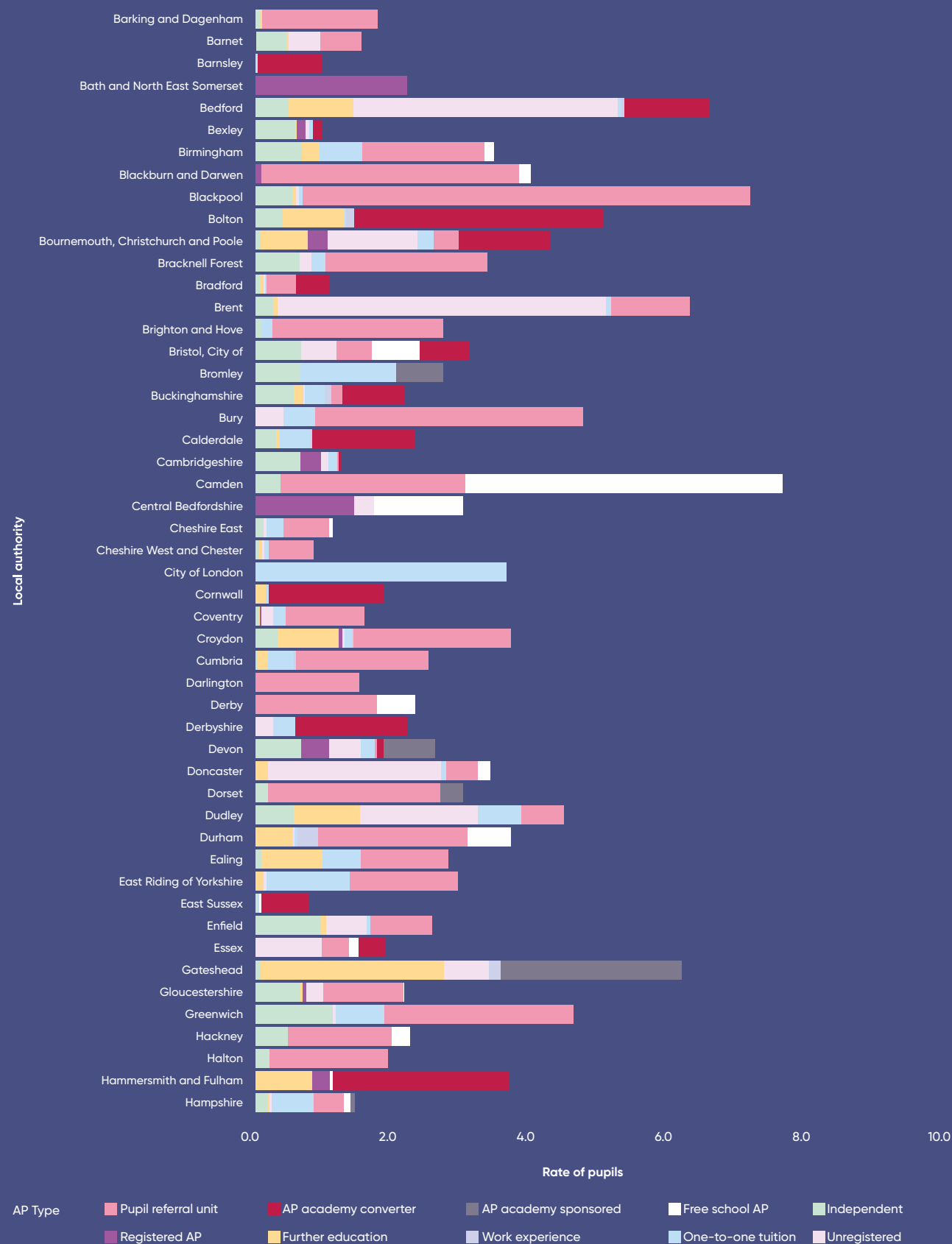
Leeds (47% of their 91 placements), Gateshead (43% of their 172 placements), Thurrock (42% of their 135 placements), Wolverhampton (40% of their 225 placements), and Warrington (40% of their 20 placements).

Work-based placements remained rare with only 35 local authorities reported using them for AP.

Once more, Lancashire had the highest number of pupils recorded in one-on-one tuition, however it was notably a lot fewer pupils when compared with last year. Last year, we identified 524 pupils in Lancashire in one-on-one tuition, this year (2021) there were 292 pupils. At a national level, the number of pupil in one-on-one tuition has stayed broadly the same, despite this huge decrease in Lancashire. This can be explained by the increased prevalence of one-on-one tuition across different local authorities.

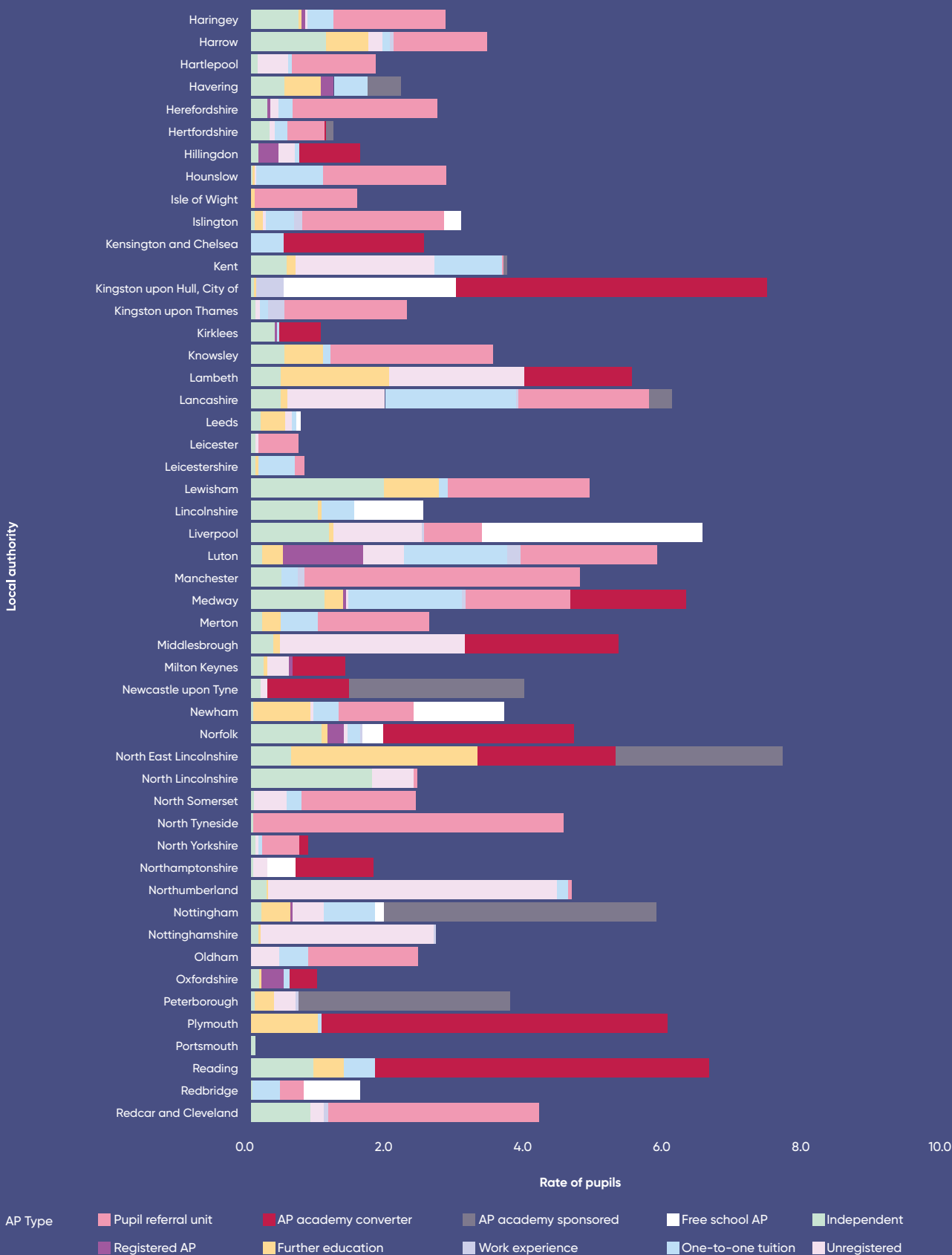
# AP schools

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



# AP schools

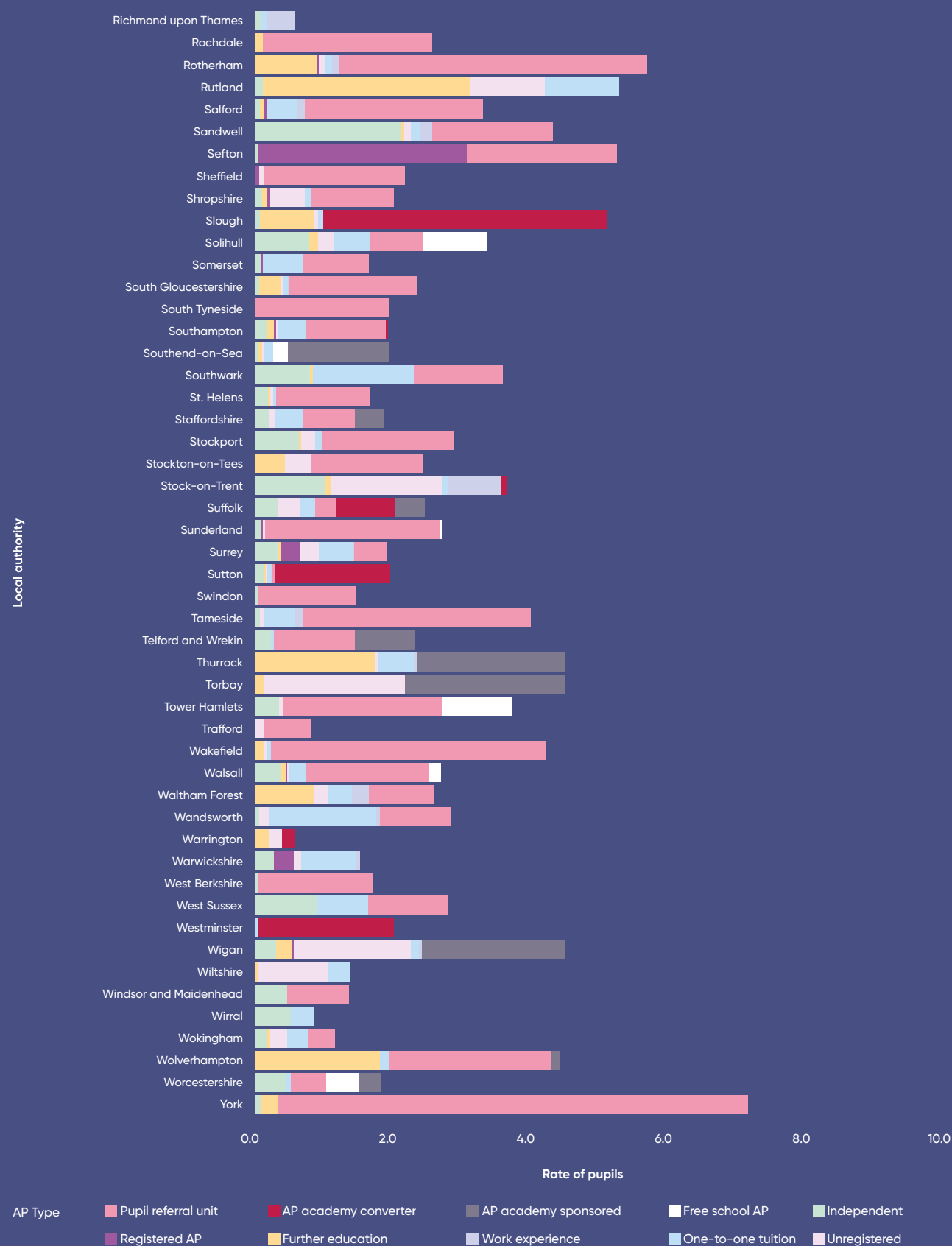
Proportion of pupils in AP by type of provider in each local authority





# AP schools

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



1. FFT Education Datalab, 2021. "Working Paper: Returning to state schools following permanent exclusion or alternative provision"
2. Department for Education, 2020. "AP Census guidance"
3. FFT Education Datalab, 2018. "Help us to investigate independent alternative provision"
4. IntegratED, 2020. "Annual Report"
5. Data from Schools Census and AP Census, cross-referenced with FOIs to the DfE
6. Department for Education, 2021. "School Census 2021 to 2022"
7. Data from Schools Census and AP Census, cross-referenced with FOIs to the DfE
8. AP census
9. FFT Education Datalab, 2021. "Working Paper: Returning to state schools following permanent exclusion or alternative provision"
10. FFT Education Datalab 2021. "The SEND Review ought to find out why so many young people are in local authority commissioned alternative provision"

# 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 there is a lot we do not know.

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

## How many pupils are informally excluded

While the government may collect figures on recorded permanent exclusions, we can't provide a comprehensive figure for the number of pupils who are being moved off-roll as a substitute for a permanent exclusion.

## 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 due to behaviour reasons, 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.

”

## 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.

From 2021/22, the DfE will start to capture some data on schools' use of off-site alternative provision. In the first data collection, data will be collected on a voluntary basis.

## What we don't know

### Why pupils are being excluded

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

The government has since got rid of the "Other" category on their data collection so in future exclusions statistics it should be possible to get a full and more accurate analysis of the reasons for exclusion.

However, at present, 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.

at present,

**we still do not have  
a data about why a  
pupil is off-rolled**

”

### 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 record whether a school commissions AP directly and, in some instances, they list the providers. However, not all Ofsted inspectors do capture this information and when they do, the detail of information collected varies substantially.

From 2021/22, the DfE will start to capture some data on schools' use of off-site alternative provision. In the first data collection, data will be collected on a voluntary basis.

### How many pupils are educated in AP settings

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

Our figures only represent a snapshot of the population in AP settings. As the population in AP is incredibly transient, these figures likely underestimate the total number of children in all forms of AP across a given academic year.

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 number of pupil places in independent AP schools. We therefore cannot estimate the number of children educated in a school

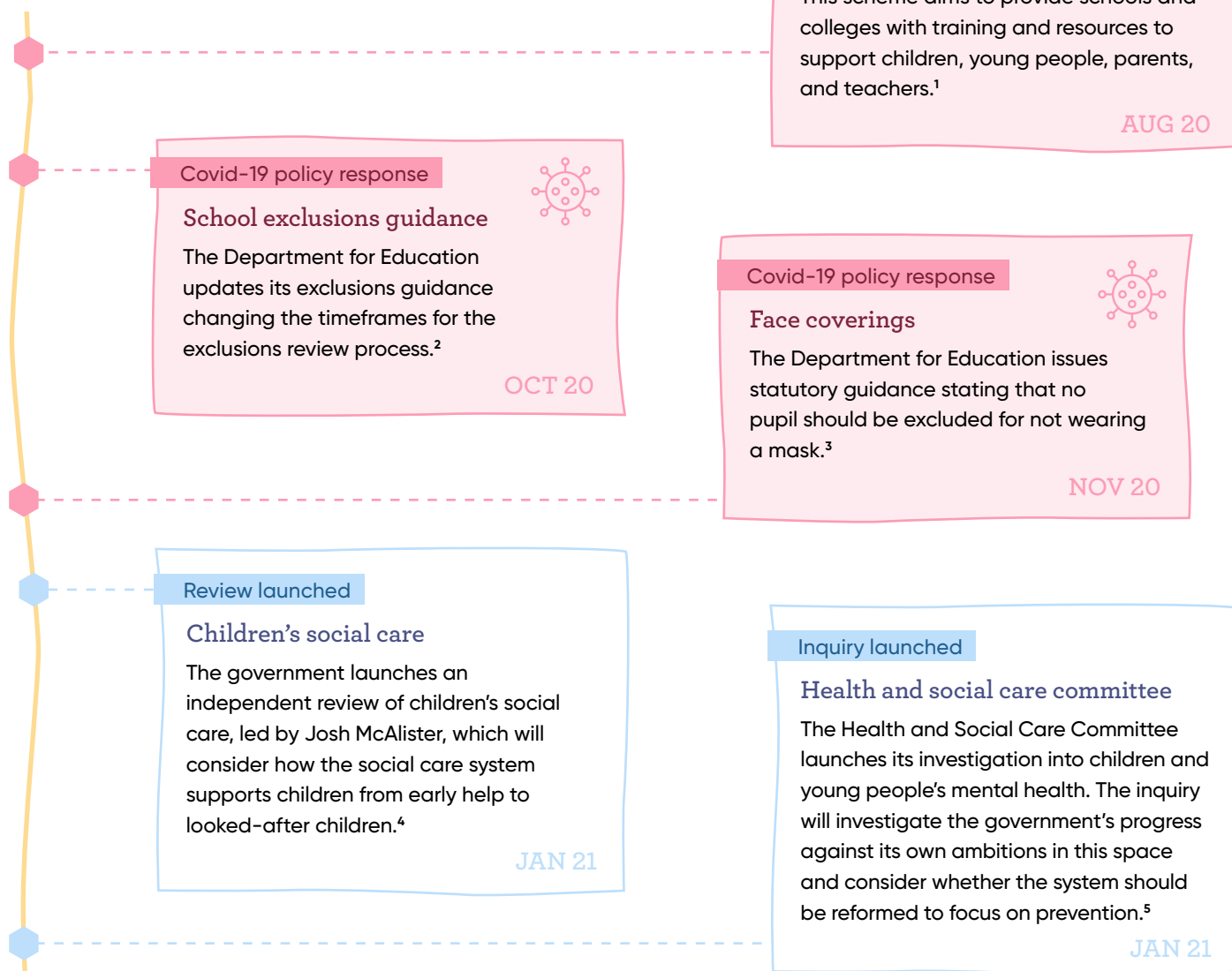
but outside of state-maintained AP. This is not only an issue at national government level, but even in some local authorities, there is no clear information or data held about how schools are directly commissioning independent AP and how many pupils are in such provision.

Similarly, we have no reliable information on the total number of unregistered AP settings which are offering education to children in England. A setting is unregistered if it does not meet the threshold of registering for a school. Our report explains what we know so far about the number of children in unregistered AP but we do not know the total number of providers that make up the unregistered AP market and the figures we quote do not encompass the use of unregistered AP which is commissioned by schools or parents.

Due to the scarcity of data, it is impossible to form a reliable estimate of the total number of children educated in AP.

# A year (or so) in policy

Following on from where last year's Annual Report left off, the timeline below sets out the key publications, consultations and other actions taken by the government and Ofsted since the last annual report relating to school exclusions, children at risk of exclusion, alternative provision and children otherwise excluded from school – whether formally or otherwise.



## A year (or so) in policy

### Programme launched

#### Behaviour hubs

The Department for Education launches the Behaviour Hubs Programme. This programme pairs schools and MATs with exemplary behaviour practices with partner schools or MATs that are struggling with pupil behaviour. Six of the 22 lead schools or MATs were AP or special.<sup>7</sup>

FEB 21

### Covid-19 policy responses



#### Education recovery commissioner

The Government appoints Sir Kevan Collins as the Education Recovery Commissioner to oversee education catch up for young people that have lost out on learning due to the pandemic.<sup>6</sup>

FEB 21

### Covid-19 policy responses



#### Mental health in education action group

Gavin Williamson and Vicky Ford MP chair the first meeting of the Mental Health in Education Action Group. The group was set up to explore how best to respond to the most pressing mental health and wellbeing issues facing young people and education staff.<sup>10</sup>

MAR 21

### Covid-19 policy responses



#### Education recovery package

The government announces a further £700 million package of support to help pupils catch up with lost learning. This is in addition to the £1 billion already promised in June 2020. As part of the 'Recovery Premium', AP schools will receive £290 per pupil for the academic year 2021-22, while mainstream schools will receive £145.<sup>8,9</sup>

FEB 21

### Appointment

#### New children's commissioner

Dame Rachel de Souza takes up her appointment as the new Children's Commissioner. Dame Rachel was previously CEO of IntegratED partner Inspiration Trust, a MAT based in Norfolk.<sup>11</sup>

MAR 21

### Funding announced

#### Capital funding boost for AP and SEND

The Department for Education guarantees every local authority £500,000 in capital funding for SEND and AP as part of an overall package of support of £280 million. This funding will improve existing buildings or contribute to the costs to create new schools.<sup>14</sup>

APR 21

### Covid-19 policy responses



#### REACT teams

The Department for Education pledges to assess the impact of REACT teams. REACT teams were set up over the pandemic to coordinate activity across local authorities, children's services and the DfE to support vulnerable children.<sup>12</sup>

APR 21

## A year (or so) in policy

### Data collection

#### Recording the use of off-site AP

The Department for Education announces that it will be including the use of off-site AP in the next School Census for the academic year 2021/22.<sup>13</sup>

APR 21

### Survey announced

#### Student behaviour survey

The DfE announces that schools will take part in termly student behaviour surveys to provide a national picture of behaviour in schools.<sup>15</sup>

APR 21

### Funding announced

#### AP transition fund

Following the success of last year's AP transition fund, the Department for Education announces that it will be extended to support students into the 2021-22 academic year. The funding, which amounts to £750 per Year 11 pupil, allows AP schools to support their pupils into positive post-16 destinations and avoid becoming NEET.<sup>18</sup>

MAY 21

### Covid-19 policy responses



#### Mental health funding

The Department for Education announces a £17.4 million package of support for improving mental health and wellbeing in schools and colleges. £9.5 million was allocated at the last spending review and will allow up to 7,800 schools and colleges to train a senior mental health lead. £7 million will be used to launch a new Wellbeing for Education Recovery Programme, building on the success of the previous iteration launched in the summer.<sup>16 17</sup>

MAY 21

### Evaluation published

#### AP innovation fund

The Department for Education publishes its evaluation of the AP Innovation Fund. The nine projects focused on three key themes: reintegration back into mainstream school, transition to positive destinations from AP and increasing parental and carer engagement.<sup>19</sup>

MAY 21

### Consultation launched

#### Behaviour management

The DfE launches its consultation on behaviour management strategies, in-school units, and managed moves.<sup>20</sup>

JUN 21

### Funding announced

#### Gypsy, Roma and Traveller Children

The Department for Education announces a £1 million education programme for GRT pupils focussed on boosting attainment, tackling exclusion and drop-out rates, and improving pathways to employment.<sup>22</sup>

JUL 21

### Education Committee

#### Report published

#### Elective Home Education

The Education Select Committee publishes its findings from their inquiry into elective home education. The report offers a series of recommendations focused on ensuring the suitability of elective home education.<sup>21</sup>

JUL 21

## A year (or so) in policy

### Programme announced

#### AP taskforces

The Department for Education announces a two-year long programme aimed at re-engaging AP pupils in education and preventing them from being drawn into gang-related activity or involved in serious crime. AP taskforces comprising experts in mental health, family work and speech and language therapy will be available to work with pupils in AP schools in 21 areas across the country.<sup>24</sup>

SEP 21

### Programme announced

#### SAFE taskforces

The Department for Education announces the launch of new "Support, Attain, Fulfil, Exceed" (SAFE) taskforces for mainstream schools to support young people at risk of violence to re-engage in education.<sup>23</sup>

JUL 21

### Programme announced

#### Virtual school heads

The Government expands the Virtual School Heads programme, so that the virtual school heads can support all pupils with a social worker.<sup>26</sup>

SEP 21

### Cabinet reshuffle

#### New education ministers

A cabinet reshuffle sees a series of new ministers appointed at the Department for Education. For more details see page 79.<sup>25</sup>

SEP 21

### Guidance published

#### Illegal schools

Ofsted publishes guidance on the way in which a member of the public can report an illegal school and calls for anyone with concerns about a given setting to refer it to the body.<sup>28</sup>

NOV 21

### Funding announced

#### Budget and spending

The Government uses the Autumn Budget and Spending Review 2021 to announce:

- £2.6 billion in capital investment to create new school places;
- the putting of £560m into youth services and;
- that £82m of the £560m will be used to create a network of 'family hubs' in 75 LAs across England.<sup>27</sup>

OCT 21

### Education Committee

#### EHE register

The Education Select Committee publishes the Government's response to its 'Strengthening Home Education' report. Within, the Government commits to a 'form of' statutory registration for those children not in school.<sup>29</sup>

NOV 21

### Steering group established

#### SEND review

The SEND review is said by the DfE to be most likely published in the 'first quarter' of 2022. A SEND review steering group is established by the DfE to monitor its progress and guide its policy solutions.<sup>30</sup>

NOV 21



## A year (or so) in policy

### Programme announced

#### AP specialist taskforces

The Government announces the 22 schools to benefit from the 'AP Specialist Taskforce' initiative – the Taskforce comprises mental health professionals, family workers, and speech and language therapists, all working to support AP pupils.<sup>32</sup>

DEC 21

### Programme announced

#### SAFE taskforces

The Government commits £30m to the rolling-out of 10 'SAFE' (Support, Attend, Fulfil, Exceed) taskforces across England, to be placed areas where incidence of youth violence is at its highest. They aim to reduce permanent exclusions.<sup>31</sup>

DEC 21

### Inquiry launched

#### Attendance inquiry

The Children's Commissioner launches an inquiry into the 'missing pupils of lockdown'. She will be liaising with LAs and safeguarding boards, across England, to ensure that they are found and their experiences better understood.<sup>34</sup>

JAN 22

### Consultation launched

#### School attendance

The DfE takes a number of steps to boost school attendance:

- LAs and MATs will be expected to have clear plans on how to support absent pupils and must ensure that good practice is shared across the school system;
- Schools are asked to sign-up to a daily attendance data collection trial and;
- The 'School attendance: improving consistency of support' consultation is launched.<sup>33</sup>

JAN 22

### Funding announced

#### Supporting families

An additional £200m is invested into the Supporting Families Programme in England, helping those families facing significant challenge build nurturing environments which will promote school attendance.<sup>35</sup>

FEB 22

### Consultation announced

#### Behaviour consultation

The Government announces a consultation on revised guidance, to give headteachers clearer support on their dealing with both in-school and online behavioural incidents, to promote "calm, orderly, safe and supportive environments" for pupils to learn in.<sup>36</sup>

FEB 22

### Green Paper

#### SEND and Alternative Provision Review

The government publishes the SEND Review which outlines a new role for alternative provision with a focus on early intervention and a vision for mainstream schools to become more inclusive in both culture and practice. The SEND Review promises more funding stability for alternative provision. The government will consult on the adoption of a statutory pupil movement framework and open a consultation on the use of unregistered provision. They will also introduce a new performance framework for AP.

MAR 22

### White Paper

#### Schools White Paper

The government states that all APs must become part of a multi-academy trust, or be in the process of joining one, by 2030. LAs given new powers to direct MATs to admit children, if necessary. Ofsted to be given new powers to inspect schools suspected of operating illegally. The introduction of a register for children not in school is confirmed.

MAR 22

# The SEND and Alternative Provision Review

In March 2022, the Government published the SEND and Alternative Provision Review. The document outlined a set of far-reaching reforms. Their proposals included:

## **Creating a new national vision for the role for alternative provision**

The Review outlines a new role for alternative provision. APs will be integral to the new local SEND partnerships and will be refocused to offer early intervention to children at risk of school exclusion.

As part of this new vision, the Review outlines a new framework for AP, within which mainstream inclusion is prioritised. These three tiers are:

1. targeted support in mainstream schools;
2. time-limited placements in AP;
3. transitional placements for pupils who will not return to their previous school but will transition to another school or to a post-16 destination.

The government has committed £70 million to a SEND and AP change programme to deliver these reforms. They have stated that the SEND Review will be followed by a detailed government response to the consultation about how these changes will be implemented.

## **Shifting towards a more inclusive culture in mainstream schools**

Mainstream schools will become more inclusive and better at identifying and supporting needs. This will be achieved through a greater focus on early intervention and improved targeted support.

## **Providing greater funding certainty for APs**

To ensure APs have the funding stability they need to deliver early intervention support, local authorities will be required to create an AP specific budget. Local partnerships will also be required to agree a multi-year budget to be spent on AP. The SEND Review states that ideally this budget would be for a minimum of three-years.

APs will be integral to the new local SEND partnerships

”

## **Improving oversight of pupil movement**

The Department will review how pupils move around the school system with a view to introducing a new statutory framework for pupil movements. This will ensure that all stakeholders are aware of the movements being made by pupils in AP.

The White Paper also outlines a new backstop power for local authorities to direct trusts to admit children with a right for MATs to appeal to the Schools Adjudicator.

## **New performance framework for AP**

A new performance framework will be introduced for AP. This framework will be based on five key outcomes:

- Effective outreach support;
- Improved attendance;
- Reintegration;
- Academic attainment (with a focus on maths and English); and
- Successful post-16 transitions.

## **Unregistered provision**

The government will be issuing a call for evidence on the use of unregistered alternative provision in England.

1. <https://www.gov.uk/government/news/8m-programme-to-boost-pupil-and-teacher-wellbeing>
2. <https://www.gov.uk/government/publications/school-exclusion>
3. <https://www.gov.uk/government/publications/face-coverings-in-education/face-coverings-in-education>
4. <https://www.gov.uk/government/news/education-secretary-launches-review-of-childrens-social-care>
5. MPs seek evidence on mental health services offered to children and young people – Committees – UK Parliament: <https://committees.parliament.uk/work/1001/children-and-young-peoples-mental-health/news/138837/mps-seek-evidence-on-mental-health-services-offered-to-children-and-young-people/>
6. <https://www.gov.uk/government/news/new-commissioner-appointed-to-oversee-education-catch-up>
7. <https://schoolsweek.co.uk/revealed-first-22-lead-schools-for-dfes-10m-behaviour-hubs-project/>
8. <https://www.gov.uk/government/publications/recovery-premium-funding/recovery-premium-funding>
9. <https://www.gov.uk/government/news/new-education-recovery-package-for-children-and-young-people>
10. <https://www.gov.uk/government/news/new-action-group-to-boost-mental-health-education>
11. <https://schoolsweek.co.uk/dame-rachel-de-souza-childrens-commissioner/>
12. <https://schoolsweek.co.uk/react-the-team-putting-the-covid-response-on-a-proactive-footing/>
13. [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1012044/2021-22\\_School\\_Census\\_Business\\_and\\_Technical\\_Specification\\_Version\\_1.4\\_publishing.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1012044/2021-22_School_Census_Business_and_Technical_Specification_Version_1.4_publishing.pdf)
14. <https://www.gov.uk/government/news/280m-capital-funding-boost-for-children-and-young-people-with-send>
15. <https://schoolsweek.co.uk/gavin-williamson-plans-behaviour-survey-and-urges-sensible-exclusion-debate/>
16. <https://www.gov.uk/government/news/schools-and-colleges-to-benefit-from-boost-in-expert-mental-health-support>
17. <https://schoolsweek.co.uk/17m-school-mental-health-support-boost-what-you-need-to-know/>
18. <https://www.gov.uk/guidance/alternative-provision-year-11-transition-funding>
19. <https://www.gov.uk/government/publications/evaluation-of-the-alternative-provision-innovation-fund>
20. <https://www.gov.uk/government/consultations/behaviour-management-strategies-in-school-units-and-managed-moves-call-for-evidence>
21. <https://committees.parliament.uk/publications/6974/documents/72808/default/>
22. <https://www.gov.uk/government/news/1-million-education-programme-for-gypsy-roma-and-traveller-children-announced>
23. <https://schoolsweek.co.uk/crime-violence-duty-schools-funding-support/>
24. <https://www.gov.uk/government/news/targeted-support-for-vulnerable-young-people-in-serious-violence-hotspots>
25. <https://www.gov.uk/government/news/ministerial-appointments-september-2021>
26. Department for Education, 2021. "Virtual school head role extension to children with a social worker"
27. HM Treasury, 2021. "Autumn Budget and Spending Review"
28. Ofsted, 2021. "Report an unregistered school"
29. Department for Education, 2021. "Strengthening Home Education: Government's Response to the Committee's Third Report"
30. Department for Education, 2021. "SEND Review Steering Group"
31. Department for Education, 2021. "SAFE Taskforce: £30 million targeted support to keep most vulnerable young people engaged in education and attending lessons"
32. Department for Education, 2021. "SAFE Taskforce: £30 million targeted support to keep most vulnerable young people engaged in education and attending lessons"
33. Department for Education, 2022. "New measures to increase school attendance"
34. The Telegraph, 2022. "Thousands of children have fallen off the radar during lockdown, warns Dame Rachel De Souza"
35. The Department for Education, 2022. "Package to transform education and opportunities for most disadvantaged"
36. Department for Education, 2022. "Consultation on Revised Behaviour in Schools Guidance and Suspension and Permanent Exclusion Guidance"

# The Timpson Review

## Timpson review of school exclusion

Department for Education

The Timpson Review of School Exclusion (2019) explored how headteachers use exclusions in practice and why some groups of children are more likely to be excluded than others.

It concluded 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.

While all 30 recommendations were accepted in principle, our Timpson Tracker demonstrates how far the government had come and how much further they still need to go.

On 16 September 2021 the APPG for School Exclusions and Alternative Provision organised a **Westminster Hall debate** to discuss the progress to date on the Timpson Review. The debate received cross-party interest and was attended by Andy Carter MP (Con), Edward Timpson CBE MP (Con), Rachael Maskell MP (Lab), Tom Hunt MP (Con), Sally-Ann Hart MP (Con) and Peter Kyle MP (Lab).

2020

30

Recommendations

4

Implemented

10

Some action taken

16

No action

2021

30

Recommendations

9

Implemented

17

Some action taken

4

No action

## Progress on recommendations to date

Publish exclusions data for previously looked-after children	Implemented
Downgrade schools' leadership and management to 'Inadequate' in cases of off-rolling	Implemented
Review reporting categories for exclusions	Implemented
Broaden the remit of the Youth Endowment Fund to include mainstream and AP schools	Implemented
<b>Provide behaviour training for schools</b>	<b>Implemented</b>
<b>Track all pupil moves out of school</b>	<b>Implemented</b>
<b>Review SENCO and mental health lead training</b>	<b>Implemented</b>
<b>Review the total number of days a child can be out of education</b>	<b>Implemented</b>
<b>The School Census should record the use of off-site AP</b>	<b>Implemented</b>
Embed behaviour training in the Early Career Framework	Some action taken
Reward schools that are inclusive and use exclusions appropriately and effectively	Some action taken
Invest in building multi-disciplinary teams around schools	Some action taken
Update statutory guidance on exclusions	Some action taken
Notify social workers and parents when a Child in Need moves out of school	Some action taken
Remove financial incentives to exclude	Some action taken
Provide guidance and training for governors	Some action taken
<b>Empower local authorities to lead on partnership working</b>	<b>Some action taken</b>
<b>Strengthen guidance on in-school units</b>	<b>Some action taken</b>
<b>Facilitate sharing of expertise between AP and mainstream schools</b>	<b>Some action taken</b>
<b>Review patterns of pupil movements out of school</b>	<b>Some action taken</b>
<b>Raise the profile of AP to attract high quality staff</b>	<b>Some action taken</b>
<b>Share real-time data on exclusions with Local Safeguarding Children Boards</b>	<b>Some action taken</b>
<b>Include AP and exclusions guidance for parents in SEND Local Offer</b>	<b>Some action taken</b>
<b>Publish best practice on managed moves</b>	<b>Some action taken</b>
<b>Consider how to mitigate against unintended consequences to accountability reforms</b>	<b>Some action taken</b>
<b>Invest in improving and expanding AP facilities</b>	<b>Some action taken</b>
Establish a practice improvement fund	No action
Make schools accountable for the results of excluded children	No action
Continue to fund diversity hubs	No action
Rename pupil referral units	No action

Recommendations in bold indicate change from last year's annual report.

\*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](http://www.integrated.org.uk/what-needs-to-change/timpson-tracker)

# Research

The reports featured below all explore the issue of school exclusion or alternative provision – either directly or indirectly.

Some are entirely devoted to the topic while others refer more generally to pupils that we know to be vulnerable to exclusion e.g. children with SEND or children who have

interacted with the social care system. For further reports on exclusions and AP, head to the IntegratED website: [integrated.org.uk/research](https://integrated.org.uk/research).

## Childhood in the time of Covid

The Children's Commissioner

A report from the Children's Commissioner looking at the experiences of children during the pandemic.<sup>1</sup>

- 575 million schooldays were lost between March 2020 and September 2020.
- From March to June 2020, only 6% of children with an EHCP attended school.
- There are fears that children with SEND will be at increased risk of exclusion when schools reopen and that some CIN may never return to school.
- 41% of children are more stressed about their schoolwork and exams since schools closed in March 2020.
- Less than half of eligible children received a laptop as part of the Government's laptop scheme during the period from March to September 2020.

SEPT 20

## Seeking a balance

Excluded Lives

A report outlining insights from policy makers and others about the need for contextual safeguarding to reduce school exclusions.<sup>2</sup>

- One size fits all policies are unlikely to be adequate for the types of complex challenges schools and pupils face.
- There is a need to get the balance right between high standards and inclusion, attainment and wellbeing, and competition and collaboration.
- The National Funding Formula should take greater account of the additional support some students need to help them thrive.
- Accountability measures should be accompanied by other more holistic measures such as wellbeing, parental engagement, and transition support.
- There is a need for greater joined up working and contextual safeguarding approaches.

OCT 20



## Getting the balance right

Excluded Lives

A report summarising policy recommendations flowing from conversations with education stakeholders on reducing the risk of exclusion.<sup>3</sup>

- We can work to reduce exclusions by intervening upstream using a range of strategies including early intervention, prevention and contextual safeguarding.
- To mitigate exclusion risks, policies need to: foster a nuanced understanding of vulnerability, recognise and promote wellbeing as fundamental for all children and young people, and identify, as well as resolve, policy and practice contradictions.
- We need to strengthen Initial Teacher Training and CPD to ensure that teachers: (i) understand the social and emotional aspects of learning, (ii) are able to effectively practice trauma-informed approaches and (iii) can support pupils' mental health needs.

OCT 20



### Race, Poverty and School Exclusions in London

Just for Kids Law

Research undertaken by Just for Kids Law, assessing the relationship between race and school exclusion in London.<sup>4</sup>

- Black Caribbean children in London are nearly three times as likely to be excluded and children who are Mixed White and Caribbean are more than twice as likely.
- Children eligible for FSM were around three times more likely to be excluded.
- Children on free school meals are twice as likely to have SEN and Black children face a higher chance of living in poverty.
- Traveller of Irish heritage children are four and a half times as likely to receive a fixed-term exclusion than the overall rate. For Gypsy and Roma children it is nearly four times as likely.
- The report reveals that inequality is not uniform across the capital and practice varies across schools within a local area – therefore a united response between local authority leaders, schools and academies is key to tackling the challenge.

OCT 20



### They have just given up on me

NASEN

An examination of how pupils with emotional difficulties experience school exclusion.<sup>5</sup>

- Pupils with social, emotional and behavioural difficulties (SEBD) felt they were regarded as 'culprits' rather than victims by mainstream teachers. It was suggested that, in some cases, the 'SEBD' label was used to remove unwanted pupils from the classroom.
- High standards and a preoccupation with results pose a particular challenge for more inclusive working.
- Teachers suggested that mainstream schools need to change their whole ethos and approach to successfully engage pupils with SEBD.
- Both parents and pupils felt rejected by the education system and helpless to challenge exclusion decisions.
- Following an exclusion, pupils with SEBD experience a range of educational placements and few reintegrate back into mainstream school.

JAN 21

### Young people's emotional health

Education Policy Institute

An investigation of how mental and emotional health changes as children move through adolescence.<sup>6</sup>

- Poor mental health in adolescence is strongly associated with poor mental health in adulthood, which, in turn, can affect relationships, societal engagement and productivity.
- The transition from childhood to adolescence marks a decline in personal wellbeing and self-esteem, alongside a rise in levels of psychological distress.
- The transition from primary to secondary school is also associated with an increase in worry and pressure for young people.
- Statistically significant relationships were found between mental and emotional health and family income, exercise, heavy social media use, being overweight, bullying, frequent fighting with parents and being placed in the bottom stream at school.

JAN 21



### Children excluded during lockdown are being left behind

The Difference

Insights into AP and exclusions from a Difference Leader.<sup>7</sup>

- Being permanently excluded during a lockdown period can mean that students further disengage, not just from school but also from other key support services.
- The relationships between staff and students, which are so vital to learning, are incredibly difficult to build through a computer screen.
- During the pandemic, some mainstream schools did not check in with students and their families and did not work with AP schools to offer support for the family.

JAN 21



### Family engagement in alternative provision

Leeds Beckett University

A report examining family engagement in AP schools.<sup>8</sup>

- AP schools work tirelessly to involve families, moving beyond usual methods of parental engagement such as parents' evenings and towards family learning and daily conversations with parents.
- With pupils in AP and their families often living in areas of high deprivation, AP schools regularly engage in family support work, providing highly pragmatic and individualised strategies to engage children in learning.
- The extent and depth of family engagement is typically determined by the size of the school and the resources available within the settings.
- Acknowledging parental loneliness flowing from school exclusion is a key element of AP schools' family engagement work.

FEB 21

### The hidden crisis

Transforming Lives for Good

A briefing paper outlining some of the ways that Covid-19 has impacted children's emotional health and wellbeing.<sup>9</sup>

- The deterioration in children and young people's wellbeing during the pandemic requires a therapeutic response. Without it, greater numbers of children will be at risk of exclusion.
- Any impact of Covid-19 on wellbeing is likely to have a snowball effect on a child's ability to assimilate back into school.
- LAs must work with schools (including non-state schools) to incorporate a trauma-responsive approach into the exclusions process, with every LA employing a trauma-responsive therapist/coach.
- Teachers need to be trained to understand the impact of Adverse Childhood Experiences on child development and approach each child's behaviour in a trauma-responsive way.
- Fixed-term or permanent exclusions in the recovery period should be used as a very last resort.

MAR 21



### Alternative approaches to school exclusion

University of Sunderland

A thematic analysis of 46 headteachers' alternative approaches to school exclusion in Sunderland. <sup>12</sup>

- Alternative approaches to school exclusion form three distinct categories: (i) exclusionary systems, processes and practices, (ii) limbo and (iii) inclusionary systems, processes and practices.
- Exclusionary systems include the use of isolation and segregation, with children placed in isolation booths or in detention.
- Schools holding children in their care without explicitly inclusionary or exclusionary practices are described as being in 'limbo'. This might include using reduced timetables, for example. Some headteachers used reduced timetables for students awaiting an EHCP, those with significant mental health needs or where full-time attendance was thought to be unrealistic.
- Schools with inclusionary practices focussed on helping children regulate their behaviour so they could participate in school life e.g. through the use of sensory rooms, nurture groups, reflection rooms and forest schools.

MAR 21

### A report examining how pupils with SEN are identified in primary schools

Education Policy Institute

Identifying pupils with special educational needs and disabilities. <sup>10</sup>

- As many as 4 in 10 pupils are recorded as having SEND at some point during their time at school.
- Children living in the most disadvantaged areas of the country are less likely to be formally recognised as having SEND.
- Some vulnerable pupils are more likely to be subject to SEND "under-identification", including those frequently out of school or suffering from abuse or neglect.
- Access to SEND support is a post-code lottery, with the chances of receiving support largely dictated by the school a child attends, rather than individual circumstances.
- The SEND system is not adapted to the lives of children. It requires them to remain in one place and stay visible over long periods of time to access support.

MAR 21



### How can taking a child-centred approach to professional learning help reduce the number of preventable exclusions?

Whole Education

An article outlining the 'Spirals' approach to developing inclusive and nurturing practice. <sup>11</sup>

- Many young people at risk of exclusion do not have the strength of relationships with staff that they need to thrive at school.
- Students often believe that staff are present because it is their job to be there and not because they care.
- In some cases, there is a lack of trust between pupils and teachers, especially for at-risk learners who often associate 1:1 time with staff with being in trouble.
- Existing behaviour and other policies can sometimes have unintended consequences e.g. at-risk students having strong relationships with pastoral or senior staff but poor relationships with classroom teachers.

MAR 21



### A literature review of relationships in alternative provision

Relationships Foundation

A review of the literature on relationships in alternative provision.<sup>15</sup>

- AP schools are well placed to bridge cultural misunderstandings between the home and school, and parental engagement with the AP can aid engagement with other services.
- There are concerns about the equivalence, breadth, and depth of qualifications available to young people in AP settings compared with mainstream schools.
- There is considerable variation in the ways and extent to which AP schools track their pupils after they leave, making it difficult to understand what happens next.
- Many are calling for contextualised measures of success for AP schools.
- Current government guidance supports a 'repair and return' view of AP schools, rather than viewing them as places to better understand the support required to enable students to succeed in education.

MAR 21



### Learning power

Wild Learn

An article exploring student learning styles as a predictor for disengagement.<sup>13</sup>

- Patterns in students' learning power profiles can help schools to identify students at risk of disengaging.
- Analysis of data drawn from participating schools during the pandemic revealed four distinct learning archetypes.
- Cluster 1: The most actively engaged learners, those who have a clear sense of agency and confidence in their ability to learn new things.
- Cluster 2: The most disaffected and disengaged learners with the lowest levels of learning power. These students typically present as lacking confidence when faced with challenges that push them out of their comfort zone.
- Cluster 3: 'Willing workers' in the classroom. They often have a drive to please and work well with others.
- Cluster 4: 'Passive disengaged workers'. These students are compliant and task engaged, though they are rarely emotionally invested in their learning.
- Students in cluster 2 received targeted interventions to address their particular learning needs.

MAR 21



### School exclusions in Wales: policy discourse and policy enactment<sup>31</sup>

Excluded Lives

A comparative paper looking at the differences between the experiences of excluded pupils in England and Wales.

- Wales looks to reduce school exclusions by understanding the causes of student disengagement and by focusing on wellbeing, favouring these approaches to those emphasising the importance of discipline and behaviour management.
- In Wales, the retention of 'difficult' students within the school often entails exclusion from the mainstream classroom and placement in some kind of on-site isolation unit.
- Schools' capacity to 'manage' student behaviour varies widely and depends not only on professional values, but on material resources and support both inside and outside the school.
- It is unlikely that the student will receive the same quality of learning experience in these isolation units.
- Building targets around exclusions masks various practices, makes them less visible, and prevents more effective targeted resources and structures from being made available.

MAR 21



### School exclusion disparities in the UK: a view from Northern Ireland

#### Excluded Lives

A research report looking obtaining the insight of 9 Northern Irish stakeholders, on the state's exclusions processes.

- Schools in Northern Ireland often feel committed to retaining pupils in their schools and using suspension or exclusion only as a last resort.
- Funding cuts are reducing the capacity of schools and making it harder to deal with the causes of school exclusion.
- The burden of supporting pupils with less 'extreme conditions', who cannot access psychology services, falls upon schools. They must use their own limited resources, to meet pupils' needs.
- More training for teachers and resources for schools, with regards to SEND-identification, across the system is urgently required.
- Nurture units help schools address social, emotional and behavioural difficulties and helped children develop positive attachments.

MAR 21



### Conflicts in professional concern and the exclusion of pupils with SEMH in England

#### Excluded Lives

Excluded Lives assesses whether there are incentives in the current school system, that may lead to the disproportionate exclusion of pupils with SEMH.<sup>33</sup>

- Increasing exclusion rates for SEMH pupils have been caused by a greater focus on the managing of challenging behaviour and by empowering head teachers with greater exclusion powers.
- The introduction of the Progress 8 benchmark in 2016 has led to an unhelpful narrowing of schools' curriculum offer, causing the disengagement of pupils with SEMH.
- Cuts made to education welfare, family link, behaviour support, and educational psychology services, have exacerbated the problem of SEMH exclusion.
- Erosion of communication links between professionals in schools and relevant LA officers, has caused SEMH need to not be met.
- Inclusion officers say that they now struggle to change academies' views about the inevitability of a pupil's exclusion.

MAR 21



### The current state of the care system and proposing a new, relational approach

#### The Centre for Social Justice

Safely reducing the number of children going into care.<sup>14</sup>

- Children that had social care involvement between 2012/13 and 2017/18 were, on average, two to four times more likely to be excluded than their peers.
- Post-lockdown, there is danger of a spike in exclusions once schools re-open, as they struggle to reintegrate children who have experienced trauma or a lack of support.
- A better understanding of trauma and attachment among teachers is likely to lead to a reduction in exclusions, absenteeism and NEET rates for young people. In Wolverhampton, for example, LA-wide attachment and trauma training for schools led to a 50% reduction in permanent exclusions.

APR 21



### Evaluation of the Alternative Provision Innovation Fund

Department for Education

An independent evaluation of the AP Innovation Fund.<sup>16</sup>

- Effective and sustainable AP provision requires early consideration of how best to engage and recruit staff with the required dispositions, skills and experience.
- Successful approaches to supporting pupils' transition into post-16 settings incorporate opportunities to explore future options, support for bridging the gap in learning and routine experienced during summer holidays as well as practical steps to prepare staff in post-16 settings to effectively support pupils leaving AP.
- AP schools need to build effective relationships with pupils, families and other professionals.
- Young people's reintegration into mainstream education from AP settings works well when there is a commitment to close collaboration between the two.

MAY 21

### Alternative provision quality toolkit

IntegratED

A summary of the components of good quality alternative provision.<sup>18</sup>

- At present, there is no consensus on the characteristics of good quality AP or on the best ways to measure it.
- The toolkit proposes a number of areas for AP school improvement across three categories: community, currency and curriculum.
- The community category comprises workforce development and wellbeing, home and family engagement, partnership working and research and innovation.
- The category of curriculum comprises pupil induction, attendance and engagement, supporting pupils' needs and quality of education.
- Currency includes personal development, qualifications, assessment of need, transitions and post-16 destinations.

MAY 21



**IntegratED**

### The benefits of school exclusion

University of Sunderland

An analysis of Sunderland headteachers' views of school exclusion.<sup>19</sup>

- Half of headteachers felt that there were benefits to excluding a child.
- The benefits of school exclusion included the safety of children and staff, time for the child to reflect, the opportunity to find external solutions and the chance for caregivers to reflect.
- The drawbacks to school exclusion included children wanting to be excluded and the feeling that exclusions didn't solve anything – either because they don't change a pupil's behaviour or because they allow mainstream schools to abdicate responsibility.

MAY 21

### Responsibility-based models of decision-making, funding and commissioning for alternative provision

ISOS Partnership

An assessment of what makes a good AP system at the local authority level.<sup>20</sup>

- There is no 'right model' for organising local AP structures. Instead, it is crucial to listen to school, AP and LA leaders.
- Cultivating a sense of responsibility amongst LAs and schools for AP pupils provides important protection against some of the funding pressures currently placed on APs.
- School, AP and LA leaders feel that there are too few incentives in the current system for schools and AP providers to always operate in the best interests of the pupil.

MAY 21

### It's time to ACT

#### Social Finance

An analysis of the effect of Covid-19 on exclusions in Cheshire and Cheshire West in the autumn term 2020.<sup>17</sup>

- Repeat exclusions in Cheshire and Cheshire West declined, but there was a significant increase in the number of first time fixed-term exclusions. Over half of pupils that received a fixed-term exclusion in the autumn term 2020 had never received one before.
- In Cheshire and Cheshire West, 1 in 10 pupils living in the most deprived areas and a quarter of pupils with previous fixed-term exclusions were missing the equivalent of 1 day per week or more of school.
- Schools in the area reported rising levels of poor mental health among students alongside changes in behaviour and greater risk of exclusion.



MAY 21

### Interventions to prevent school exclusion

#### Youth Endowment Fund

A report reviewing evidence on the effectiveness of school-based programmes to reduce school exclusion as an indirect prevention strategy for youth offending.<sup>21</sup>

- The most effective types of interventions for exclusions were: (i) violence reduction, (ii) mentoring/monitoring, (iii) counselling/mental health and (iv) improvement in academic skills.
- Interventions aimed at improving students' social and emotional skills may help students to better manage their behaviour and therefore avoid involvement with the criminal justice system.
- Successful in-school programmes require strong commitment from school leadership, in-school support from teachers and children, connections with local services, and family buy-in.

JUN 21

### Vulnerable children's right to education, school exclusion, and pandemic law-making

#### Excluded Lives

Excluded Lives's article focuses on the impact of the pandemic on vulnerable children's right to an education.<sup>32</sup>

- Excluded Lives argues that, pre-pandemic, the right of the child to an education was often only protected by the goodwill of benevolent decision-makers, in the school system.
- During the pandemic, informal exclusion increased in frequency. Pupils were left without the resources necessary for remote learning and those with SEND without the wrap-around services they so require to learn effectively.
- The changed guidelines and the speed of the Government's changing of these guidelines, caused parents/carers to deregister their child, who would then struggle to be re-enrolled.
- The pandemic's starkly exposed the pre-existing failings of the current system. It requires legalistic reform.
- Legal reform to the admission direction process, including tight time limits for action by the Education Skills and Funding Agency, is capable of achieving much more for children excluded from the education process than can be achieved by reviewing the exclusions guidance alone.

MAY 21



### Defining, identifying, and recognising underlying causes of SEMH difficulties

University of Sunderland

An analysis of how headteachers in Sunderland understand SEMH.<sup>22</sup>

- Schools can be reluctant to accommodate children with disruptive behaviour due to the impact on the teaching and learning of other children, which is often reflected in high exclusion rates.
- AP headteachers believe that early identification is fundamental to supporting children with SEMH difficulties to prevent further school exclusion.
- The current description of SEMH is ambiguous, omitting any thresholds for schools to determine whether a child does in fact have unmet SEND needs.
- Headteachers need better guidance to provide timely identification and assessment of SEN and SEMH.
- Schools ought to properly assess pupils for SEN or SEMH needs early on in their academic careers so schools can put in place the right support at the earliest possible stage.

JUN 21

### Lessons from inclusive and nurturing schools

The RSA

A summary of lessons from RSA's inclusive and nurturing schools project.<sup>23</sup>

- There are many stakeholders involved who experience and respond to the challenge of school exclusions in different ways, bringing different perspectives and approaches to change. A 'systems thinking' approach can help to understand how these different perspectives and approaches relate to one another and identifying underlying patterns can help to look for opportunities to intervene early and reduce the likelihood of escalation.
- Inclusive and nurturing practice is context-dependent, but it tends to feature: trauma-informed practice, consistent & restorative approaches to behaviour, relational practice, early ID, therapeutic support, family engagement, multiagency support, academic engagement – all of which is enhanced by collaborative teacher networks and an inclusive school leadership.
- Sharing examples of promising practice at different levels of the system can inspire and motivate practitioners to think creatively about what is possible within prevailing constraints, leading to action and positive change.

RSA

JUN 21

### Covid-19 mental health and wellbeing surveillance report

Public Health England

A report outlining emerging findings relating to the mental health of children and young people during Covid-19.<sup>27</sup>

- Between March 2020 and February 2021, the pandemic negatively affected the health and wellbeing of children with SEND.
- However, the lockdown period from January 2021 to February 2021 appeared to have been beneficial to some pupils with SEND, with some parents/carers reporting their children were better motivated and more engaged.
- Some children and young people reported that accessing counselling at school was more difficult after the first lockdown due to long waiting lists.
- Pupils from BAME backgrounds experienced a higher rate of mental health and wellbeing concerns during the pandemic.

JUL 21

### The overlap between social care, SEND and AP

FTT Education Datalab

An analysis of the school and social care histories of a single cohort of young people using the NPD.<sup>25</sup>

- In total, 25,000 pupils accessed AP at some point, this accounts for 4.0% of all pupils.
- Most pupils in AP (15,000) were also identified as having SEN and had a CIN referral during their school career. Just 2,000 had neither.
- CIN referrals tended to precede entry to state-funded AP schools.
- For pupils who are identified as having SEN in AP, SEN identification tends to take place several years before their referral to AP. However, there is a spike for some pupils where the two events coincide in the same year. This may be a case of pupils having SEN identified once they have entered AP.

JUL 21

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### Strengthening home education

Education Select Committee

A report from the Education Select Committee addressing the rising number of pupils in EHE.<sup>24</sup>

- Over the last five years, the number of pupils estimated to be in EHE has increased by around 20% year on year.
- There is a lack of data available to accurately assess how many pupils end up in EHE due to off-rolling.
- Schools should publish their termly permanent and fixed-term exclusion rates by year group. This data would include information about pupils with SEND and LAC, alongside information on the number of children that have left the school.
- The DfE should consider creating an independent advocate responsible for coordinating all statutory SEND processes and supporting families through the EHE process.

JUL 21

### Recovering from Covid-19

National Foundation for Educational Research

An analysis of key findings from qualitative interviews of 50 school leaders serving deprived populations.<sup>26</sup>

- There are widespread concerns for pupils' wellbeing and mental health, including a significant rise in emotional and behavioural difficulties amongst primary school children following school closures in 2020.
- Schools have noticed different trends in pupil behaviour since returning to school, with some pupils glad to be back at school whereas others are struggling with emotional regulation and trauma.
- Schools that reported low engagement during lockdown are working hard now to overcome barriers to attendance and engagement.

JUL 21



### Investigating alternative provision: Part 1

FTT Education Datalab

An analysis of pupil movement into AP using the NPD.<sup>28</sup>

- Among the cohort born in 2002/03, around 22,000 pupils had experienced AP schools by the time they were 16.
- The report at how administrative data on attainment and attendance available from the NPD could be used to assess AP schools for quality and build a picture of the educational histories of those accessing alternative provision.
- They created their own overall measure of attainment ('Attainment 5'), based on qualifications that are routinely used by AP schools.

SEP 21

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### Long-term labour market and economic consequences of school exclusions in England

University of Oxford & University of Edinburgh

A report modelling the economic effects of school exclusion.<sup>30</sup>

- School exclusion increases the risk of becoming NEET at the age of 19/20, and then remaining economically inactive at 25/26.
- School exclusions can have negative effects on a pupil's life and can exacerbate inequality and social exclusion through unemployment.
- Lifelong learning programmes could reduce the risk of a pupil becoming NEET, help pupils into the labour market and make them fully active members of society.

SEP 21

### Investigating alternative provision: Part 2

FTT Education Datalab

An examination of the characteristics of pupils in AP, reintegration and post-16 destinations.<sup>29</sup>

- Just under half of pupils who attend state-funded AP schools before the age of 16 complete Key Stage 4 at a state-funded mainstream or special school.
- 5% to 9% of pupils drop out of the education system before Key Stage 4.
- DfE statistics reveal that less than 40% of pupils who complete KS4 in AP sustain education, employment or training destinations.
- Looking at all pupils who experience AP schools pre-16, around 57% are observed in education in Autumn at age 16. This falls to 36% by summer at age 17. Equivalent figures for pupils who don't experience AP pre-16 are 94% and 82% respectively.

SEP 21

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# Westminster watch

## 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.



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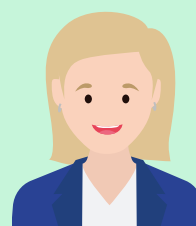
**Andy Carter MP**  
(Chair)



**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)



**Rob Butler MP**  
(Member)

## Westminster Watch

### APPG: First Inquiry

Following an initial meeting with experts in alternative provision and school exclusions, which detailed the key issues facing the sector, the APPG decided to focus its first inquiry on the quality of alternative provision.

The APPG launched a call for written evidence which received over 70 responses. It also held two oral evidence sessions which were attended by over 200 professionals working in education. The first of two separate sessions explored the concept of a "quality education" in AP schools and the second looked at how we might look to measure it.<sup>1</sup>

#### Session 1, 18 March 2021

What is makes up high quality AP?

Panel:

Mark Vickers MBE, CEO at Olive Academies

Deborah Barnett, Education Policy Lead at Transforming Lives for Good

Sai Patel, Secondary Improvement Partner at Learn Sheffield

Shirley, Parent and Governor at The Bridge Short Stay School

In the first session panellists agreed that good quality alternative provision seeks to meet the needs of every child, recognising them as an individual and getting under the skin of their educational journey.

Participants said that AP needed to be seen as part of a continuum of provision that could also assist mainstream schools to support pupils in their classrooms before a permanent exclusion. Panellists said that outcomes had to be considered in the round and should include pupil's personal development, their personal development and their transition to other destinations.

The APPG also explored the need for greater funding consistency, recruitment challenges facing the AP sector, and the idea of a register for all alternative providers.

#### Session 2, 10 June 2021

How to we measure quality AP?

Panel:

Wendy Casson, Headteacher of Educational Diversity, Blackpool

Vicky Birkwood, Social, Emotional and Mental Health for Schools (SEMHS) Manager at Doncaster Council

Dave Thomson, Chief Statistician at FFT Datalab

Vanessa Joshua, Trainee Associate at the Centre for Education and Youth and former pupil with a history of school exclusion.

Panellists discussed options for measuring and assessing the quality of AP, which included: contextualised and non-contextualised league tables, a kitemark, and AP quality toolkit.

Contributors agreed that we need to look beyond academic results. The qualities stated in the first session were said to be important. Panellists agreed that any assessment of AP quality had to centre around their ability to respond to their cohort's varied needs.

### Westminster Hall: Timpson debate

In September 2021, Andy Carter MP, chair of the APPG, and Edward Timpson CBE MP co-chaired a Westminster Hall debate on school exclusions.

The debate specifically focused on the implementation of the Timpson Review of School Exclusion recommendations.

MPs raised concerns about the number of recommendations still to be enacted, and, in particular, highlighted the need

for a Practice Improvement Fund, teacher training, AP workforce development and greater investment in AP capital improvement.

## New education ministers

### The Department for Education

In September 2021, Boris Johnson carried out his second major reshuffle since he took over as Prime Minister in July 2019.

At the Department for Education, five out of six ministers were replaced. The portraits below offer a brief background to each of the new ministers and their portfolios.



**Nadhim Zahawi MP**  
Education Secretary

Nadhim Zahawi MP replaced Gavin Williamson MP as the new Secretary of State for Education.<sup>2</sup>

Formerly of the Department for Health and Social Care, Zahawi oversaw the successful rollout of the Covid-19 vaccination. His previous roles in government include Children's Minister between January 2018 and July 2019. As Children's Minister, he commissioned research into holiday hunger which led to the launch of the government's holiday activities and food programme.<sup>3</sup>

He has been highly critical of off-rolling in the past, vowing in a School's Week interview to "take action against any school found to be doing it". He will now preside over the ongoing implementation of the Timpson Review of School Exclusion, which was published in 2019.



**Will Quince MP**  
Children's Minister

Will Quince MP replaces Vicky Ford as Children's Minister.<sup>4</sup>

Quince joins the DfE from the Department for Work and Pensions where he was Parliamentary Under-Secretary of State for Welfare Delivery.<sup>5</sup>

Quince's portfolio spans the breadth of childhood vulnerability and disadvantage, from alternative provision and mental health to families, SEN, free school meals and high needs funding.



**Robin Walker MP**  
Schools Minister

Robin Walker MP replaces Nick Gibb MP as Schools Minister.<sup>6</sup>

Formerly Minister of State for Northern Ireland, Walker was also parliamentary private secretary to Nicky Morgan at the Department for Education.

Walker has long campaigned for fairer school funding and was Vice Chairman of f40, a cross-party body which campaigned for fairer funding for pupils in the most disadvantaged areas of the UK.

In his role as Schools Minister, he will lead on behaviour, attendance, exclusions and accountability.



**Baroness Barran**  
Academies Minister

Baroness Barran replaces Baroness Berridge as the new Academies Minister.<sup>7</sup>

She joins the Department for Education from the Department of Digital, Culture, Media and Sport, where she was Minister for Civil Society, Youth and Loneliness.

She has extensive experience of the third sector, having founded SaveLives, a charity focused on supporting the victims of domestic abuse. She is also a former trustee of Comic Relief.

Her brief encompasses academies, MATs and free schools, independent schools, home education, capital funding, and safeguarding.

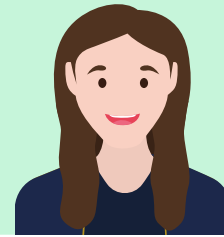


**Alex Burghart MP**  
Minister for Skills

Alex Burghart MP replaces Gillian Keegan MP as the new Skills Minister.<sup>8</sup>

Burghart is a former teacher and previous private secretary to the Prime Minister. He was adviser to former Children's Minister Tim Loughton and worked on the Munro Review of Child Protection at the DfE in 2010-2011.<sup>9</sup>

Burghart's portfolio includes reducing the number of young people who are not in education, employment or training, widening participation in higher education, apprenticeships and skills.



**Michelle Donelan**  
Universities Minister

Michelle Donelan, who remain in-situ as Universities Minister, has held the position since February 2020.<sup>10</sup>

Her responsibilities include the strategy for further education (held jointly with the Skills Minister), universities and higher education and the Opportunity Areas programme.

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# 2021

## Annual Report