



Format for submitting reports to Board and LSCB Sub-Groups

Reporting to:	Suffolk Local Safeguarding Children Board
Chair:	Sue Hadley
Meeting Date:	22 nd January 2019
Meeting Venue:	Landmark House
Report Title:	A strategy to ensure children have access to a full-time education offer
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Report Status: <i>Please indicate as appropriate</i>	This report is confidential and for the attention of LSCB Members only	<input type="checkbox"/>	This report can be shared without further reference following approval by the LSCB	X
How does this report contribute to protecting/safeguarding children?	Children are at a greater risk of harm, exploitation and failure to meet their potential if they are not in full-time education. Ensuring there is a clear line of accountability and a cross directorate strategy is the most effective way to make all parts of the system operate in an integrated manner.			
Impact/Evidence 'What will the impact of safeguarding arrangements be and how will this be evidenced'?	Measurable reduction in the numbers of children not accessing full time education			
Where does this report link into the LSCB Forward Delivery Plan/work of the LSCB?	Policies and procedures Influence and Impact			
	Governance Arrangements	Policies & Procedures	Information Sharing	Influence & Impact
'Ofsted will consider how effectively the LSCB evaluates and monitors the quality and effectiveness of the local authority and statutory partners in protecting and caring for children, including the provision of improvement advice'				
What are the key issues for consideration and/or discussion?	<ul style="list-style-type: none"> The Suffolk context and the background to why some children are not accessing a full-time education. The work that has been done to date by children's services. A new strategy to build on this work and create a single point of accountability 			
What is the Board or Sub-Group being asked to decide/agree/support?	<ul style="list-style-type: none"> To support the proposed strategy To be part of the challenge to the wider fragmented education system where the council has less leverage 			
What are the timescales associated with this report?	The proposed strategy will be in place from February 2019 and reviewed in January 2020. It is proposed that an update report is brought back the board in 6 months highlighting the progress to date and then reporting on an annual basis.			
What are the recommended actions and/or dissemination arising from this report?	The report should be shared as the board sees fit.			

A strategy to ensure all children have access to full-time education

Contents

	Page
Executive Summary	3
Introduction	4
Not in Education – A review of the Suffolk Context	4
Non-Attendance at school	4
Formal Exclusion from School	5
Unofficial Exclusion	7
Part Time Timetables	7
'Off Rolling'	8
Inappropriate EHE	9
Awaiting Placement	10
Children Missing Education	11
Summary of the context	11
Strategy to ensure all children have access to full-time education	13
A request to the LSCB	15
References	16
Appendix	
1. Formal Exclusion Data	17

Executive Summary

For a variety of reasons some children do not access a full-time education. Not receiving a full-time education significantly limits a child's life chance, puts them at additional risk to exploitation and reduces their chance of fulfilling their potential.

The educational landscape has become progressively more complex and fragmented since 2010 and all councils lost their powers to overturn school exclusions. The power to exclude a child rests solely with school leaders. Independent exclusion appeals panels also lost their powers to reinstate a child to a school if the exclusion was deemed to be inappropriate.

Many schools in Suffolk of all types, operate in an inclusive manner and go the extra mile for children, but it is not the case for all. Casework, parental feedback and anecdotal evidence all point to a rise in the 'unofficial' removal of children from school rolls or the removal of a child's right to full-time attendance at school. The paper sets out the context in Suffolk regarding how a child might find themselves not receiving a full-time education and highlights the lack of data locally and nationally. Although not exhaustive, the paper provides a summary overview that has informed the development of a new strategy.

Responsibility for various aspects of work on inclusion sits in different parts of the Directorate of Health, Wellbeing and Children's Services. In spite of much effective work, we are not being as joined up as we might be and this paper offers a strategy to build on best practice, but to work in a fundamentally different way to better ensure all children receive a full-time education.

The strategy builds on and enhances the council's Raising the Bar ambitions and sets out four key priorities:

- *A single point of accountability*
- *A single central record*
- *Communicating expectations*
- *Targeted intervention*

Additionally, the strategy describes what success would look like, how it will be measured and what reporting arrangements will be required.

The paper concludes with a formal request for support to the Suffolk Local Safeguarding Children Board to assist in holding publicly funded institutions to account for their roles and responsibilities for all children.

Introduction

The protective factors of full-time attendance in education are well documented and there is considerable research which sets out the detrimental effects of persistent absence, missing education, exclusion from school and the more recent rise in illegal 'off rolling' of children¹.

Put simply, children are safe and can thrive and develop when they have the protection of regular attendance at a school or education setting. For the purposes of this paper the term school is used throughout to refer to schools and appropriate educational settings.

A paper prepared by the Inclusion and Skills Team came to the board in summer 2018 that looked at the trend in formal exclusions and the board requested an inclusion strategy to address the issues relating to that original paper. This paper picks up the issues raised by the board in 2018, but extends the remit much further, looking at all the groups of children, who for a variety of reasons may not attend school regularly or are denied access to full time education.

In a progressively more complex and fragmented educational landscape where the council has considerably less leverage than it once had, the paper sets out the current context in Suffolk, considers the data available and highlights a fundamental weakness in our work to date. Although there has been much work, often successful, to ensure children have a school place and attend regularly, this work can still exist in silos and as a result there is no single line of accountability. In addition, reporting is fragmented and the risk of children slipping through the net is greater than it should be. The paper addresses this issue and sets out a new strategy, that builds on the existing positive work in many teams but creates a single integrated response with a single accountable officer.

Not in education - A brief review of the Suffolk Context

There are a variety of reasons for children not being in school regularly of which exclusion is just one. In order to develop and implement an effective integrated strategy to address the issue it is important to first consider the Suffolk context and what we know about the reasons for this, the work to date and the areas of risk. Although a summary, what follows is a headline review of the potential reasons why a child might not be in school regularly.

All the reasons cited have different antecedents and all need to be tackled in different ways. Also, the current responsibility for different aspects of work rightly sits with different teams within the children's services directorate, however this has created some unintended consequences, not least a lack of join up. The paper highlights the need for better integrated working in this area and the need for a single point of accountability. A clear proposal and way forward is set out in the strategy at the end of the paper.

NON-ATTENDANCE AT SCHOOL

Absence from school through non-attendance is an area of concern and there have been concerted efforts to tackle this at school and council level. It is important to note that the statutory responsibility for children to attend school rests with their parents and the majority meet this requirement through ensuring their children attend school regularly. A child is deemed absent from school if they have a place on a school roll but are not attending regularly. All schools have a responsibility to tackle absence in a timely manner and the

¹House of Commons Select Committee -Education (2018) *Forgotten children: alternative provision and the scandal of ever increasing exclusions*

Children's Commissioner (2016) *"They never give up on you"* Office of the Children's Commissioner School Exclusions Inquiry
Children's Commissioner (2017) *"They Go The Extra Mile"* Reducing inequality in school exclusions

Department for Education sets clear guidance² for all schools and councils. Although there are different types of absence from school this paper focuses specifically on persistent absence. A child is deemed to be persistently absent if they miss 10% or more of the time they should be in school.

What does the data tell us?

Persistent absence rates in Suffolk are slightly lower than the national and regional averages for all schools, based upon DfE comparative data (*Suffolk 10.1%, Regional 10.2%, National 10.8%*)³. This is the result of robust attendance expectations and the councils effective use of its statutory powers. Although the headline figures are positive there is a concern locally and nationally about persistent absence rates in Pupil Referral Units (PRUs) and Alternative Provision (AP).

What are we doing to tackle absence from school?

There is a robust attendance strategy in place with regular reporting to the directorate management team, key elements of the strategy include:

- Clear messaging to parents about their responsibilities
- Clear messaging to schools about their duties and the need for timely intervention
- Supporting schools through the deployment of attendance officers
- Traded offer of Attendance Officer support to academies
- Effective use of the statutory processes to ensure regular attendance
- Use of commissioning powers to tackle part time tables

Areas of Risk

There is a significant issue about attendance in PRUs and AP settings. It is highly likely that the use of part time timetables is a feature of these statistics. This is a national issue and in Suffolk PRU and AP commissioners are taking bold steps to tackle this by linking attendance and funding. This has already seen a positive impact with the 17-18 with provisional data suggesting a drop to 47% persistent absence in PRUs and AP. This is however still very high and further work is required to address the issue.

FORMAL EXCLUSION FROM SCHOOL

Formal exclusion from school falls into two categories, permanent and fixed term. School leaders are solely responsibility for the decision to exclude and governors are asked to ratify or dismiss the leader's decision, based upon the veracity of evidence presented. In recent years the process to exclude a pupil has been made simpler. Since 2011, independent exclusion appeals panels no longer have the power to reinstate a child that has been permanently excluded. Although the Department for Education's statutory guidance⁴ is clear that permanent exclusion should be a last resort, anecdotal evidence suggests there are varying levels of tolerance to challenging behaviour and there is likely to be some

² DfE (2018) *School Attendance -Guidance for maintained schools, academies, independent schools and local authorities*

³ *Statistics: pupil absence 2016-17 (the most recent full year comparative data)*

<https://www.gov.uk/government/collections/statistics-pupil-absence>

⁴ DfE (2017) *Exclusion from maintained schools, academies and pupil referral units in England Statutory guidance for those with legal responsibilities in relation to exclusion*

inconsistency in how different schools use this sanction. The same is true about the use of fixed term exclusions.

What does the data tell us?

This is an area where there is significant local data. National data runs in arrears with the most recent being 2016-17. For this reason, local data is used in this review. A detailed summary is provided in Appendix 1. Although headlines suggest that the level of permanent exclusion in Suffolk is slightly lower than the national (67⁵ in 2017-18 with national being approximately 1/10,000 the Suffolk figure equates to 0.7/10,000) there is still an increasing trend locally and nationally. Headline issues in Suffolk include:

Permanent

- In the last five years, the number and rate of permanent exclusions for all pupils has been increasing.
- Most permanent exclusions (73%) occurred in secondary schools
- 82% of all permanent exclusions in 2017 occurred in academies an increase from 81% in 2016. Provisional figures for 2018 show the upward trend continues with an increase of 5% to 86%.
- Between 2016 and 2018 the number of permanent exclusions for Drug & Alcohol related incidents increased by 260%. Exclusions for Physical Assault against Pupils and Verbal Abuse/Threat against adults increased by at least 100%
- Pupils with EHCPs are more likely to be permanently excluded compared with pupils with SEN support or no SEN, disadvantaged pupils and Children in Need (CIN). The rate of exclusion in 2017 was 0.83% for EHCP pupils, 0.41% for SEN Support, 0.31% for disadvantaged pupils and 0.64% for CIN. Provisional data for 2018 shows the same trend.
- Over half of SEN pupils with a permanent exclusion in 2017 were also receiving free school meals

Fixed Term Exclusions

- The number of fixed period exclusions has risen over the last five academic years. In 2017, there were 4,047 exclusions an increase of 48% from the level it was in 2013.
- Secondary schools have the highest number and rate of exclusions, however primary schools have shown an increase of 160% in the number of fixed period exclusions from 592 in 2013 to 1,535 in 2017. The rate of exclusions in primary schools also doubled to 3% in 2017, the second highest in the country.
- Pupils known to be eligible for and claiming free school meals accounted for 41% of all fixed term exclusions in 2017, up 1% from 40% in 2016. They were also over four times more likely to receive an exclusion than pupils who are not eligible.
- 2016 data shows Children in care are 50% more likely to have a fixed period exclusion than Children in need (CIN), provisional data for 2017 indicates this rose to 95%. The rate of exclusion in 2017 was 12% for CIC and 7% for CIN.
- 37% of SEN pupils with at least one fixed term exclusion in 2017 were also receiving free school meals.
- EHCP pupils had the highest fixed period exclusion rate in the years 2014 to 2018, this peaked in 2015 at 10 times

⁵ Source: Capita One - EMS Exclusion Data

What are we doing to tackle exclusion from school?

A detailed analysis of the exclusion data is undertaken on a half termly basis. Schools with higher levels of exclusion than the national average are highlighted. Where these are maintained by the council; direct intervention is undertaken by LA officers. This includes a programme of visits offering challenge and support. In the case of academy schools there is a termly meeting with the Deputy Regional School's commissioner to plan joint action between the DfE and the council. A termly 'Inclusion Pathways' meeting is held with the officers of the Regional School Commissioner to address issues in academies.

Areas of Risk

There is a disproportionately high number of pupils from disadvantaged groups in the exclusion cohort. This reflects the national position but needs local solutions to address this situation. There is also a hidden issue which presents a concern, that of the reported exclusion figures being lower than the reality because of the use of unofficial exclusion and 'off rolling'

UNOFFICIAL EXCLUSION FROM SCHOOL

Unofficial exclusion is where a child is sent home from school for a 'cooling off' period and there is no formal record made by the school of the exclusion. This process is not legal, and the council and the Department for Education are clear that it should not happen. Parents are sometimes encouraged to accept this sanction because the alternative presented is permanent exclusion. Schools have been reminded that this is not acceptable practice, it denies a child and a family the legal protections that come with a formal exclusion and places school leaders in a position of risk with regard to safeguarding.

What does the data tell us?

There is no formal data in the area given its covert nature. Anecdotal information from parents confirms this activity does go on.

What are we doing to tackle unofficial exclusion from school?

In 2017-18 the local authority worked closely with the Suffolk Parent Carer Network (SPCN) to establish a system by which parents could report to the council cases where they felt their child had been unofficially excluded. This involved a communication with parents through SPCNs social media, setting out the regulations around exclusion in plain English. A whistle blowing e-mail address was set up to alert the council. Although numbers were not high (8-10 alerts a year) all of these were followed up. Messaging to school leaders and governors continues regarding the legal basis for exclusion and the need for transparency.

Areas of Risk

Although anecdotal, information suggests this activity has reduced, we have no way of knowing definitively that children are not being unofficially excluded from schools in Suffolk.

PART TIME TIMETABLES

In the recent years council officers have identified a perceived rise in the use of 'Part Time Timetables'. This is a grey area in the law for several reasons. Firstly, there is no legal

definition of what constitutes a full-time timetable. Uncertainty is further compounded by Department for Education guidance regarding school attendance⁶. The guidance also states:

“Can a school place a pupil on a part-time timetable? As a rule, no. All pupils of compulsory school age are entitled to a full-time education. In very exceptional circumstances there may be a need for a temporary part-time timetable to meet a pupil’s individual needs. For example, where a medical condition prevents a pupil from attending full-time education and a part-time timetable is considered as part of a re-integration package’ pp18

Evidence collected through individual casework suggests that some children are being placed on part time timetables for long periods of time and for inappropriate reasons. The same cases also suggest that some schools either do not know the law or are not having due regard for it. The council takes the view that full time education is attendance for five days a week with an AM and PM session. It also cites the attendance regulation expectation that all children are entitled 190 days a year of full-time education. Whilst there will be some exceptions these need to be for appropriate reasons and for a time limited period.

What does the data tell us?

There is no national or local data given that schools do not have to inform anyone if they place a child on a part time timetable. The exception to this is that the Virtual School for Children in Care. The Virtual Head and his team formally collect data and have used this to ensure that this approach is challenged with regard for children in care.

What are we doing to tackle the inappropriate use of part time timetables?

Suffolk County Council commissioners are reviewing financial arrangements that may lead to a reduction in funding going to settings with children on part time programmes given they are not receiving a full-time education. In 2019 work is planned with the two headteacher associations to look at how best to support and challenge school leaders to ensure that part time timetables are appropriate and are time limited.

Areas of Risk

The greatest area of risk is that we do not know the scale of this issue. Tackling this is however a priority for a number of teams and under the new strategy this will be managed in an integrated manner

OFF ROLLING

‘Off Rolling’ is a term coined relatively recently for schools illegally removing children from the school register, usually with the consent of parents. More recently it has been linked to ‘gaming’ in the Key Stage 4 exam system and the Chief Inspector of Schools in England has highlighted concerns⁷ around this issue and Ofsted’s intention to tackle it.

⁶ DfE (2018) *School Attendance -Guidance for maintained schools, academies, independent schools and local authorities*

⁷ Robertson, A (2018) *Spielman warns off rolling ‘could get worse’ after sharp rise in pupils leaving school before GCSE, Schools Week August 2018*

There are clear legal expectations about how and when a child can be removed from a school roll and these are set out in the Departments for Education statutory guidance⁸. Although the scale is unknown in Suffolk and nationally, there were 8 cases in 2017-18 that came to the local authority's attention through the Elective Home Education Team. Each of these was followed up with the school or with the Regional School Commissioner's team.

What does the data tell us?

There is no national or local data on this activity. The first the council knows is usually through enquiries made when parents make contact about elective home education.

What are we doing to tackle 'off rolling'?

There is a challenge to schools if the council is made aware that this has happened. The challenge is also made to the Regional School Commissioner in the case of academies.

Areas of Risk

The greatest area of risk is that we do not know the scale of this issue. Tackling this is a priority for a number of teams and under the new strategy this will be managed in an integrated manner

INNAPPROPRIATE ELECTIVE HOME EDUCATION

Parents have a right to electively home educate (EHE) their children at home as set out in Section 7 of the Education Act 1996⁹ and a minority of parents in Suffolk choose this option. Within that minority there are parents who take the responsibility seriously and meet the statutory requirements associated with the decision.

There is an increasing concern however about the numbers of parents electing to home educate but who do not meet the expectations the duty places upon them. In some cases, it has become apparent that they have been encouraged to take this approach with no real understanding of what electing to home educate means. Regulations are clear that schools cannot encourage parents to home education, the statutory guidance states:

Schools must not seek to persuade parents to educate their children at home as a way of avoiding an exclusion or because the child has a poor attendance record. In the case of exclusion, they must follow the statutory guidance. 3.12 pp10

The EHE team have identified cases where parents have been encouraged to take this route as an alternative to exclusion or where there are issues about attendance. In addition, there are increasing numbers of parents not happy with the system, who elect to home educate but then do not meet the expectations of the act. Inappropriate EHE is a term the team are using to highlight these cases.

What does the data tell us?

At the time of writing there are 828 children registered as being electively home educated. Overall numbers continue to rise in Suffolk, at a rate that is higher than the national trend.

⁸ DfE (2018) *School Attendance -Guidance for maintained schools, academies, independent schools and local authorities*

⁹ *Education Act 1996* <https://www.legislation.gov.uk/ukpga/1996/56/contents>

Between 2014 and 2017 cases of EHE increased nationally by 40%, compared to an increase of 52% in Suffolk. Many, but not all are coming out of academy schools. There is also an emerging pattern of cases where the school has taken a child's case to the council's 'In Year Fair Access Panel' to seek alternative provision and where this is not possible the same names turn up as soon after becoming EHE. Further work is underway to collect robust data on this issue to inform formal challenges to schools and the Regional Schools Commissioner

What are we doing to tackle Inappropriate EHE?

The EHE team ask parents to share evidence of the education they are providing. Where this is not forthcoming or appropriate then statutory processes are used, including the use of school attendance orders. However, there is a deeper issue about the inclusivity of some schools and challenge is being given to those schools that appear to be encouraging parents to take this route. The issue is also being raised with both Ofsted and the Regional Schools Commissioner. Evidence suggests that at present this approach is not stemming the flow of children coming out of school.

Areas of Risk

This group is at particular risk because some parents are simply not equipped to be able to provide the education required. This is a national issue, but it is particularly acute in Suffolk and needs further work.

AWAITING PLACEMENT

Children awaiting placement are those for whom a placement is being sought and either there isn't an immediate start date, or a suitable placement has not yet been found. In the case of children awaiting a specialist setting, home tuition should be in place to ensure the child is receiving education until a suitable place is available. In the case of children waiting for a mainstream place the situation is not clear given that more than half the schools in the county are 'own admission authority' establishments and not obliged to share their data. Although many do, there are still significant gaps.

What does the data tell us?

The Inclusion and Skills Team have put systems in place to know precisely the numbers of children awaiting a specialist placement. At the time of writing there are 32 children with Education Health and Care Plans awaiting an appropriate placement and 1 child on SEND support awaiting placement. In mainstream maintained schools where the council is the admissions authority there are 7 children with pending school applications. There is no data locally or nationally of the numbers of children in mainstream academies with pending applications

What are we doing to ensure children are not awaiting placement?

For Education Health and Care Plans, SEND support and LA maintained schools, children awaiting placement are known and teams in Inclusion and Skills and the Admissions team respectively monitor the progress of applications to ensure admission is timely. If that is not possible in the case of specialist settings, temporary provision is put in place. It is not known how many children are awaiting placement in 'own admissions authority' schools.

Areas of Risk

The lack of information about children awaiting placement in 'own admissions authority' schools is an issue and further work is required on this.

CHILDREN MISSING EDUCATION

A child missing from education is defined as being, between the compulsory school age of 5 to 16 years old, not registered on a school roll or attending an alternate education provision or known to be home educated.

A child may be missing from education because:

- they failed to start in Reception Year at a school
- they failed to transfer from primary to secondary phases
- they did not move from one school to another. For example, when moved to / from another local authority area
- they have been permanently excluded from school and moved area
- they have failed to register in a school after travelling / living overseas
- they are part of a travelling community

What does the data tell us?

Data is collected from a variety of sources and at the time of writing there are 442 open cases. Changes to recording regulations for schools meant there was a sharp increase in case numbers in June 2017, when case levels were at 1281. Suffolk's data is broadly in line with regional statistics.

What are we doing to ensure children missing education are identified and found a school placement as quickly as possible?

The Attendance team have a clear set of processes for interrogating school census data to identify children that failed to transfer and in each case, this is then followed up. There are also clear processes for professionals and members of the public to alert the council if they believe a school age child is not going to school. Such cases are followed up. The impact of this work is demonstrated in the 66% reduction in open cases between June 2017 and September 2018.

Areas of Risk

Where a child has been taken out of school in another part of the country and not registered in Suffolk, the council relies on these children being identified by professionals in other services such as health and by members of the public. A further risk is created in the lack of requirement for parents to inform the council if they choose to home educate. There is currently no requirement in England for home educating parents to inform the council.

Summary of the context

The paper highlights the variety of reasons for children not accessing a full-time education and the work Suffolk children's services teams are doing to address this. Although the current work is valuable and having impact it is not as joined up as it might be and there is no single point of accountability or a single record of the children we know are not in receipt of a full-time education.

It is also clear that some children are at greater risk than others of not receiving a full-time education. For example, a permanently excluded child will be known to the council and there will be plans and legal protections in place to ensure they receive a suitable education. Although we would like to see lower rates of formal exclusion, we at least have data and intelligence on this issue. Contrast this with the 'grey' areas of unofficial exclusions, 'off rolling', part-time timetables and inappropriate Elective Home Education and it is easy to see, as the paper highlights, these children exist in a 'limbo' where there is no local or national data at all. The council has less direct leverage than it used to, however the strategy set out below suggests a methodology to use its influence on the whole system to tackle these issues. There is also a request to the board to assist the council in holding publicly funded institutions to account for how the most vulnerable children in the system are treated.

Strategy to ensure all children have access to full-time education

Set out below is the draft strategy for building on the existing work of the council but creating a more integrated approach with a single line of accountability. A strategy working group is being convened with senior managers from all the teams that have a role in increasing inclusion and tackling the issues set out in this paper. It is envisaged that the group will meet monthly, chaired by the accountable officer and the first task will be to refine and agree the strategy, create a single central record and plan and implement appropriate actions to ensure children have access full-time access to school.

Our ambitions

- All children receive a full-time education offer in all but the most exceptional of circumstances
- All parts of the system; schools, the Regional Schools Commissioner, Ofsted and local authority work collaboratively to ensure all children receive a full-time education
- All parts of the system; schools, the Regional Schools Commissioner, Ofsted and local authority work collaboratively to ensure an inclusive ethos that supports all children
- Only parents genuinely committed to EHE undertake this approach to education
- The diverse range of schools in Suffolk all support an inclusive approach that puts children first and ensures they fulfil their potential and are well prepared for their life beyond school.

Our goals

Building on the council's Raising the Bar ambitions; to be in the top 25% of all local authorities for:

- low rates of exclusion for vulnerable children and young people
- Low rates of exclusion for all children
- Low rates of persistent absence in all settings, particularly PRUs and AP

In addition:

- A measurable reduction in the numbers of EHE cases to at least the national average
- A measurable reduction in the number of Children Missing Education cases
- No school using part time table timetables unless it is a genuinely exceptional circumstance
- The ending of 'off rolling' and unofficial exclusions in publicly funded schools in Suffolk
- A more refined and robust data set better informs the council's commissioning strategy with regards to specialist placement and the continuum of provision available to meet children's needs

Our priorities

Priority One: A single point of accountability

The creation of a single point of accountability for children and young people who for whatever reason are not receiving a full-time education. A named officer with a clear mandate from the directorate management team to hold managers to account for their role in ensuring that all children are identified quickly and then have access to a full-time education

To support the accountable officer, a cross directorate strategy group is being established to ensure all parts of the system operate in an integrated and collective manner.

Priority Two: A single central record

The development and implementation of a single central record of all children that we know are not in receipt of full-time education. Building on existing records and working with the intelligence hub, the single central record of children not in receipt of a full-time education will form the basis of the intervention activity to secure full-time education for all.

Priority Three: Communicating Expectations

A robust communications strategy to all schools including academy trusts and national academy chains to ensure that there is a clear understanding of the law and schools' responsibilities both legal and moral.

A robust communication campaign to assist parents understand their child's rights and how they can seek assistance in the event that their child is not receiving a full-time education.

Priority Four: Targeted Intervention

To enhance and further develop the current intervention strategy when schools are not being inclusive. Using the council's statutory powers in the case of maintained school and increasing the challenge to the Department for Education in the case of academy schools, given the departments in this area. To particularly target the grey areas of 'off rolling, unofficial exclusion and part time timetables.

A development and information sharing programme for all members of children's services to ensure they are equipped to challenge and escalate issues they become aware about.

What success will look like

- The council will have a robust record of the children in the county not in full-time education
- There will be a measurable downward trend in the number of children not in full-time education
- Leaders and governors in all schools set the highest aspirations for children and young people. They promote equality and equity, challenge each other to achieve, and ensure no child or young person is left behind.

- All children and young people have an educational and pastoral experience that ensures they can achieve their full potential, develop resilience, and build the self-confidence and interpersonal skills needed to apply their knowledge.
- Parents will have a better understanding of their children's rights
- All Suffolk Schools will be inclusive with low rates of exclusion and high levels of parental satisfaction

Key Performance indicators

- Permanent and fixed term exclusion rates
- Persistent Absence Rates
- EHE trend data
- CME trend data
- Parental feedback through the annual SPCN Survey

Review and Reporting arrangements

Monthly meetings of the cross directorate 'Not in Education' Strategy Group, chaired by the Accountable Officer. An Action record of the meeting will track progress and activity by all teams within children's service's and the partner agencies involved in this work

Quarterly Report by the Accountable Officer to the Children's Services Directorate Management Team as part of the regular performance monitoring process

An Annual Report to the LSCB of actions, progress, impact, that will also be shared with councillors, schools, academy trusts, the DfE/RSC and Ofsted

Request for support from the LSCB

The council would welcome support from the board in 3 key areas:

1. The challenge to the Regional Schools Commissioner about the inclusivity and behaviour of some academies in Suffolk. The boards support would lend weight to the challenge that the council is already making.
2. It would be helpful to have the boards support in the council's discussions with Ofsted about inclusivity and behaviour of some academies in Suffolk with particular regard to how these issues could be addressed as part of the school inspection process.
3. It would also be helpful for the board to call in the chief executives of those trusts where 'off rolling', inappropriate EHE requests, part time timetables and or high levels of exclusion area a feature and that they are required to come to the board and set out how they are addressing the issues and safeguarding children.

References

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DfE (2017) Exclusion from maintained schools, academies and pupil referral units in England Statutory guidance for those with legal responsibilities in relation to exclusion - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/641418/20170831_Exclusion_Stat_guidance_Web_version.pdf

DfE (2018) School Attendance -Guidance for maintained schools, academies, independent schools and local authorities - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/739764/Guidance_on_school_attendance_Sept_2018.pdf

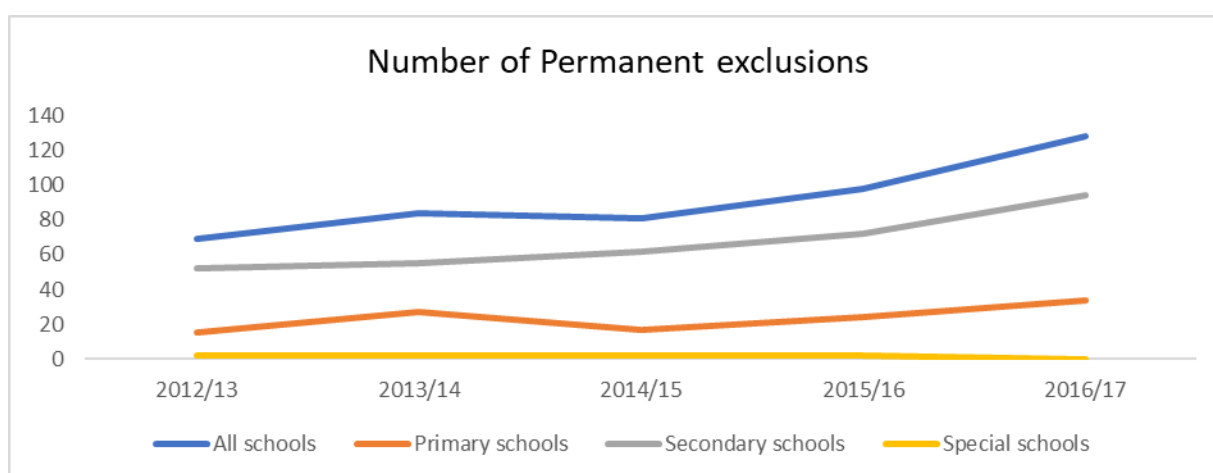
House of Commons Select Committee -Education (2018) Forgotten children: alternative provision and the scandal of ever increasing exclusions <https://publications.parliament.uk/pa/cm201719/cmselect/cmeduc/342/34202.htm>

NGA (2018) Forgotten children: NGA responds to Education Select Committee report on exclusions - <https://www.nga.org.uk/News/NGA-News/July-2018-Sept-2018/Forgotten-children-NGA-responds-to-Education-Select.aspx>

Robertson, A (2018) Spielman warns off rolling 'could get worse' after sharp rise in pupils leaving school before GCSE, Schools Week August 2018 - <https://schoolsweek.co.uk/spielman-off-rolling-could-get-worse-after-sharp-rise-in-pupils-leaving-school-before-gcses/>

Perm exclusions 2018 data is provisional

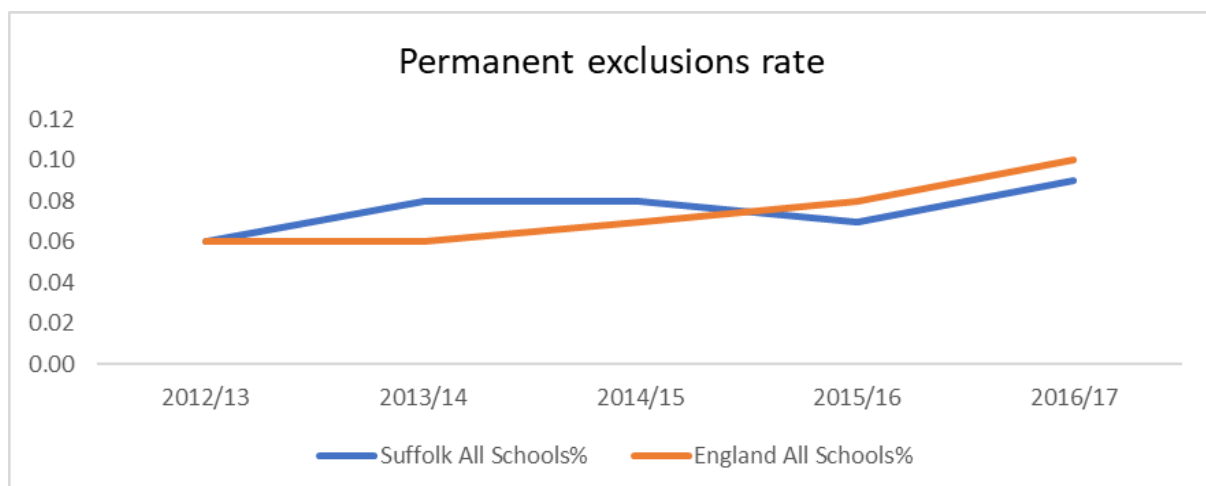
- In the last five years, the number and rate of permanent exclusions for all pupils has been increasing.
- The number of permanent exclusions increased by 86% in 2017 from the level it was in 2012/13.
- The rate increased from 0.07% of all pupils in 2016 to 0.09% in 2017, equivalent to 9 pupils per 10,000.
- Figures for England show the same rate of increase.
- Most permanent exclusions (73%) occurred in secondary
- 82% of all permanent exclusions in 2017 occurred in academies an increase from 81% in 2016. Provisional figures for 2018 show the upward trend continues with an increase of 5% to 86%.
- Boys make up the majority of excluded pupils. The permanent exclusion rate in 2016 was 5 per 10,000 girls and 16 per 10,000 boys. In 2017, the rate for girls decreased but increased for boys to 22 per 10,000.
- In 2017, the Ipswich North and East and Coastal locality had the highest number of schools with permanent exclusions, 2018 data shows a decrease with Ipswich South West having the highest number of schools with permanent exclusions.
- On average in the last three years: 46% of all permanent exclusions were for persistent disruptive behaviour.
- 22% were for physical assaults against pupils and adults.
- Local data from the Suffolk Youth Justice Service caseload for 2017 shows that 26% of those of statutory school age (SSA) had been permanently excluded
- 45% of all permanent exclusions in 2017 were for pupils eligible for free school meals
- In 2018 there were 0.7 exclusions per day an increase from 0.5 in 2016
- *Pupils with EHCPs are more likely to be permanently excluded compared with pupils with SEN support or no SEN, disadvantaged pupils and Children in Need. The rate of exclusion in 2017 was 0.83% for EHCP pupils, 0.41% for SEN Support and 0.64% for CIN. Provisional data for 2018 shows the same trend.
- Over half of SEN pupils with a permanent exclusion in 2017 were also receiving free school meals.



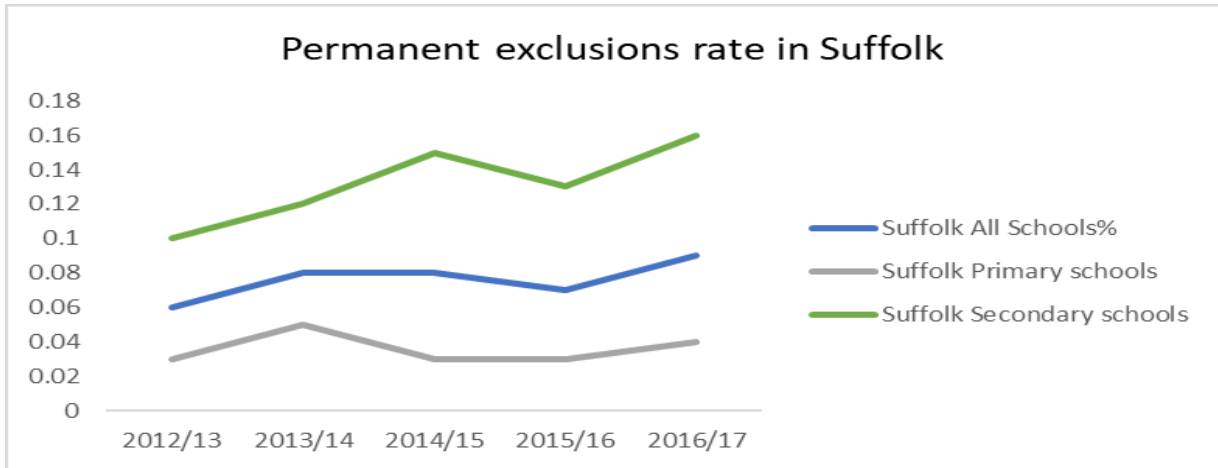
number of perm exclusions				
Academic Year	All schools	Primary schools	Secondary schools	Special schools
2012/13	69	15	52	2
2013/14	84	27	55	2
2014/15	81	17	62	2
2015/16	98	24	72	2
2016/17	128	34	94	0
2017/18	140	34	105	1

Proportion of permanent exclusions-Academies/LA Maintained

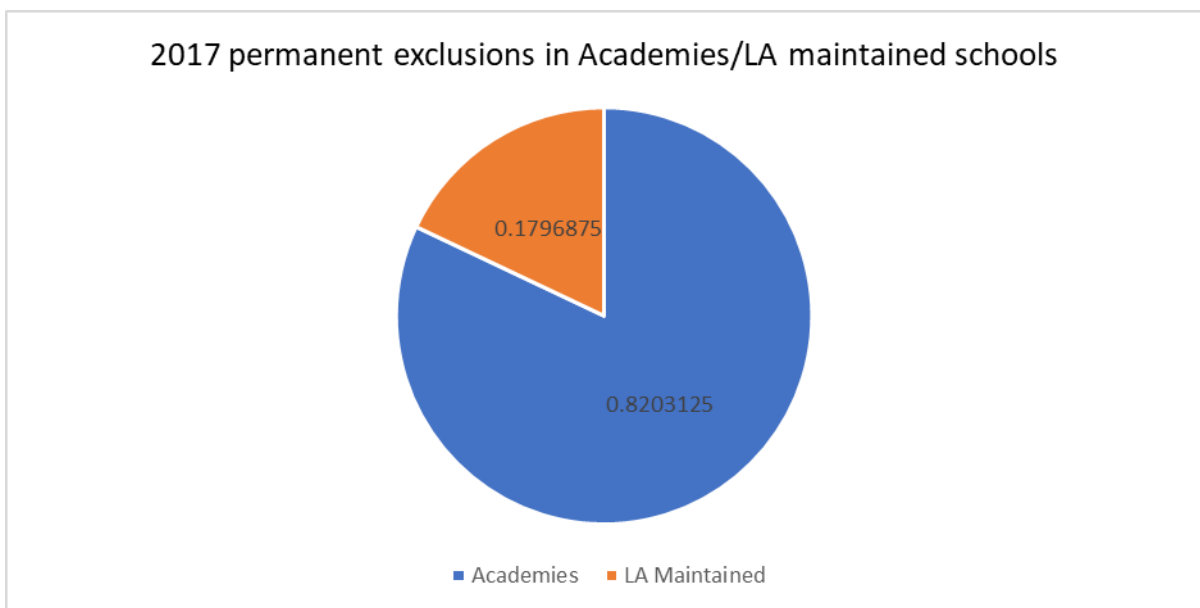
Academic Year	2015/16	2016/17	2017/18	Trend
Academies	81%	82%	86%	
LA Maintained	19%	18%	14%	



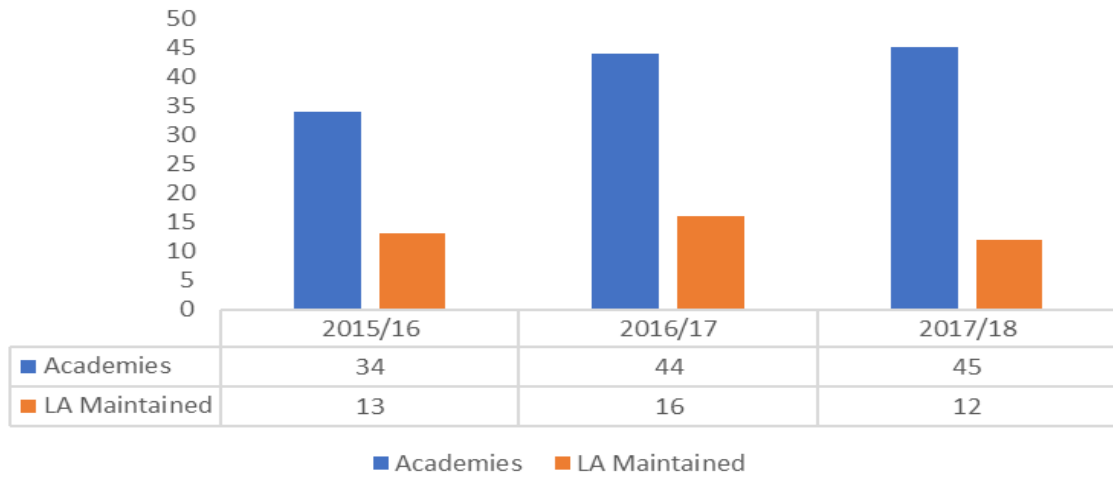
Permanent exclusions rate		
	Suffolk All Schools%	England All Schools%
2012/13	0.06	0.06
2013/14	0.08	0.06
2014/15	0.08	0.07
2015/16	0.07	0.08
2016/17	0.09	0.1
2017/18	0.11	



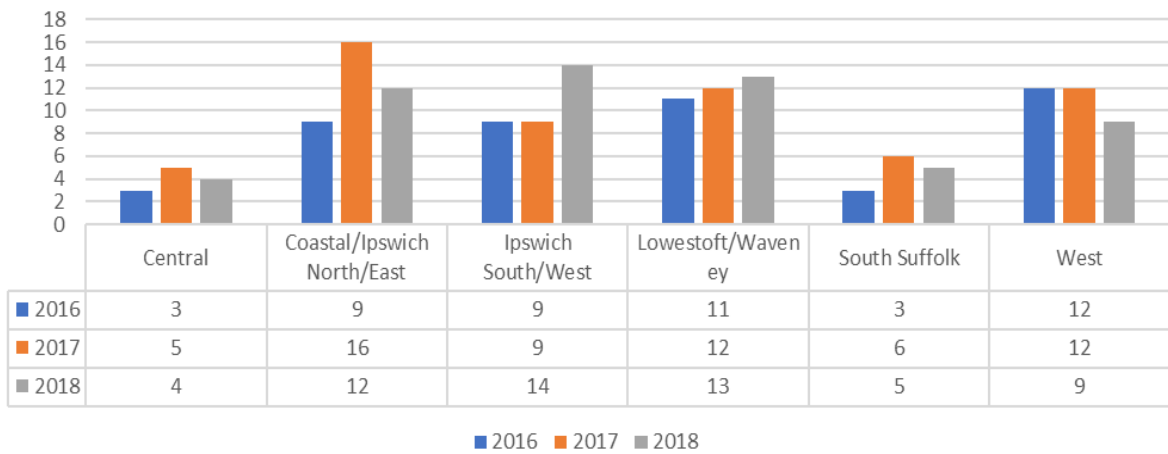
Permanent exclusions rate-School phase								
Academic Year	Suffolk All Schools%	England All Schools%	Suffolk Primary schools	England Primary schools	Suffolk Secondary schools	England Secondary schools	Suffolk Special schools	England Special schools
2012/13	0.06	0.06	0.03	0.02	0.1	0.12	0	0.07
2013/14	0.08	0.06	0.05	0.02	0.12	0.13	0	0.07
2014/15	0.08	0.07	0.03	0.02	0.15	0.15	0	0.09
2015/16	0.07	0.08	0.03	0.02	0.13	0.17	0.3	0.08
2016/17	0.09	0.1	0.04	0.03	0.16	0.2	0	0.07
2017/18								



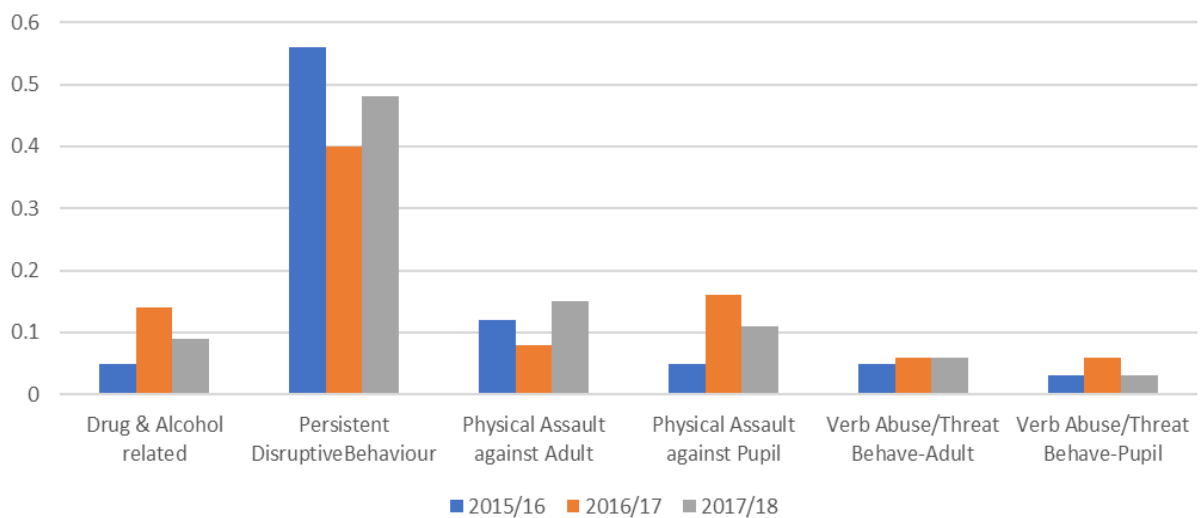
Number of schools with permanent exclusions



Number of schools with permanent exclusions by locality

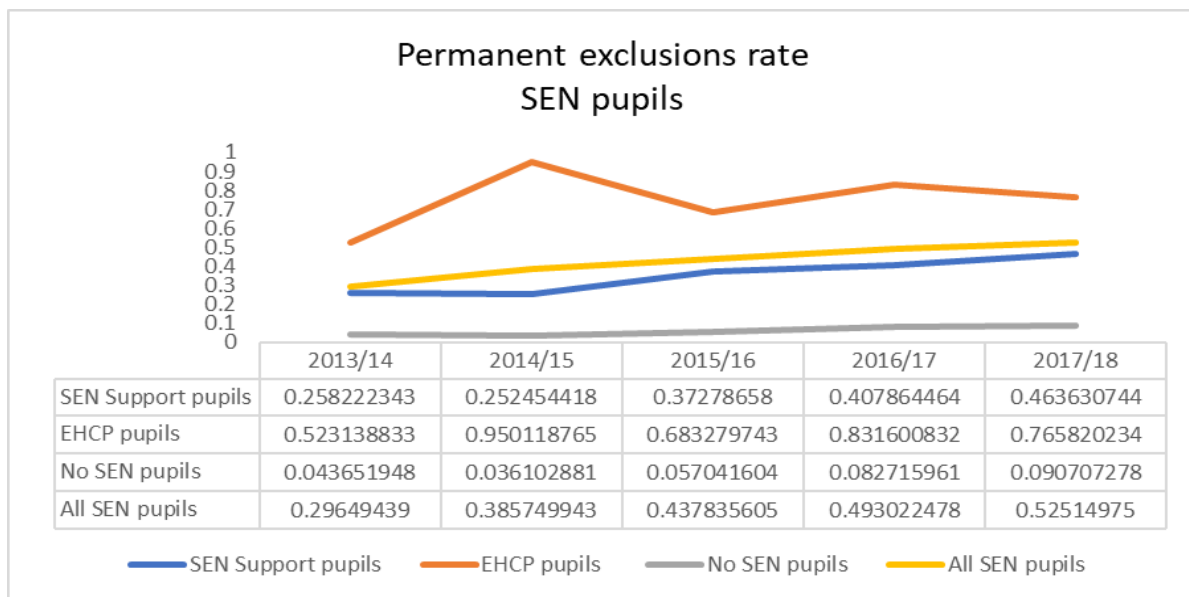
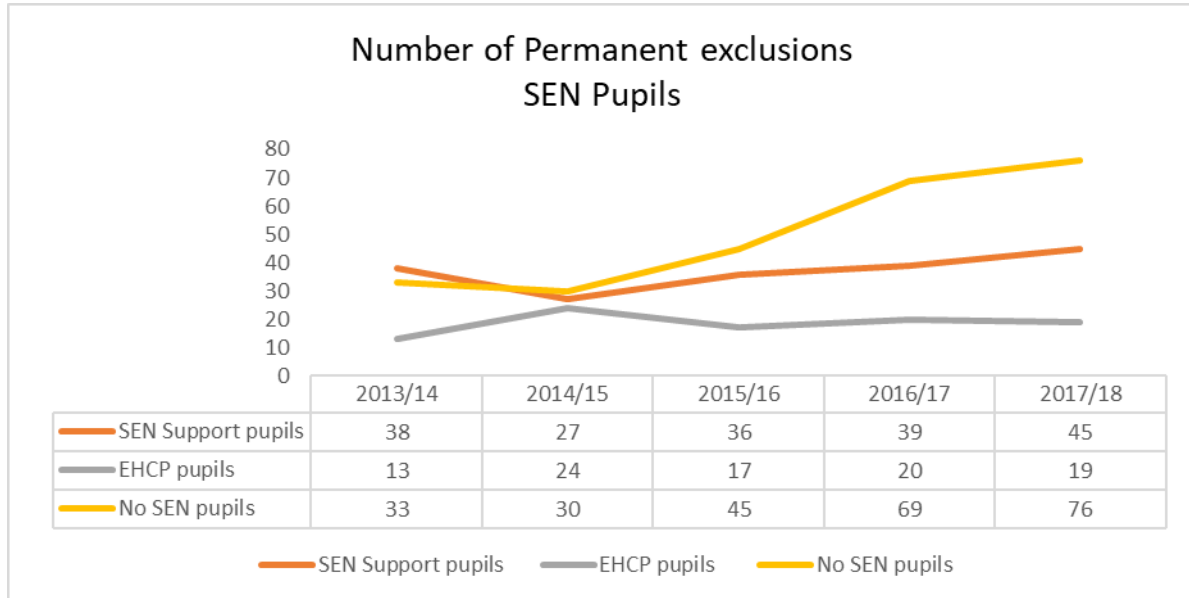


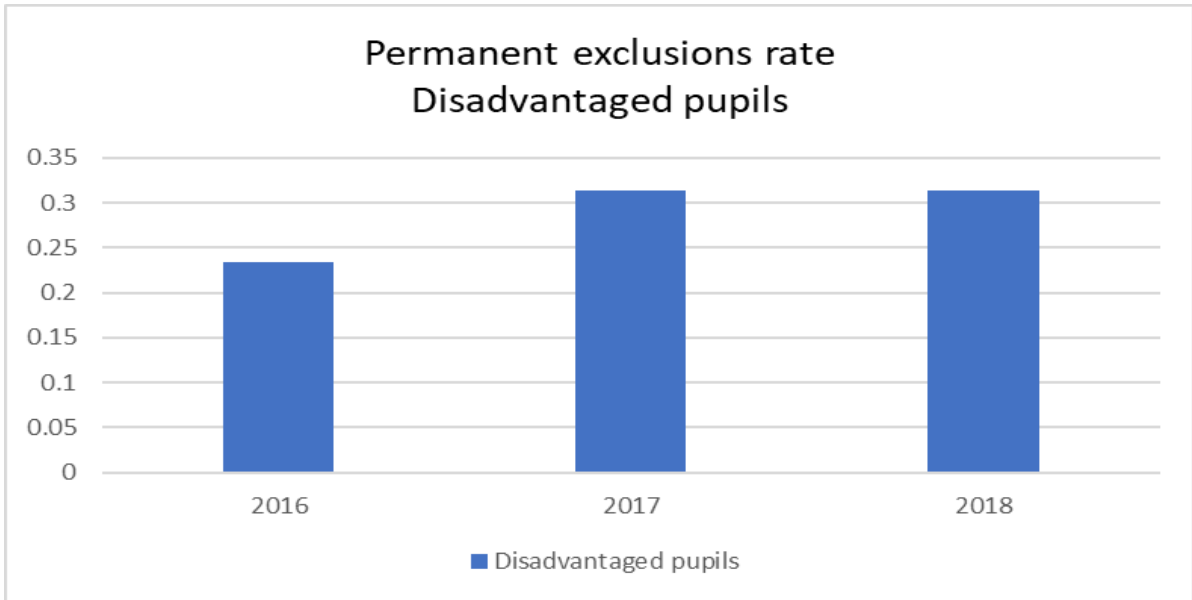
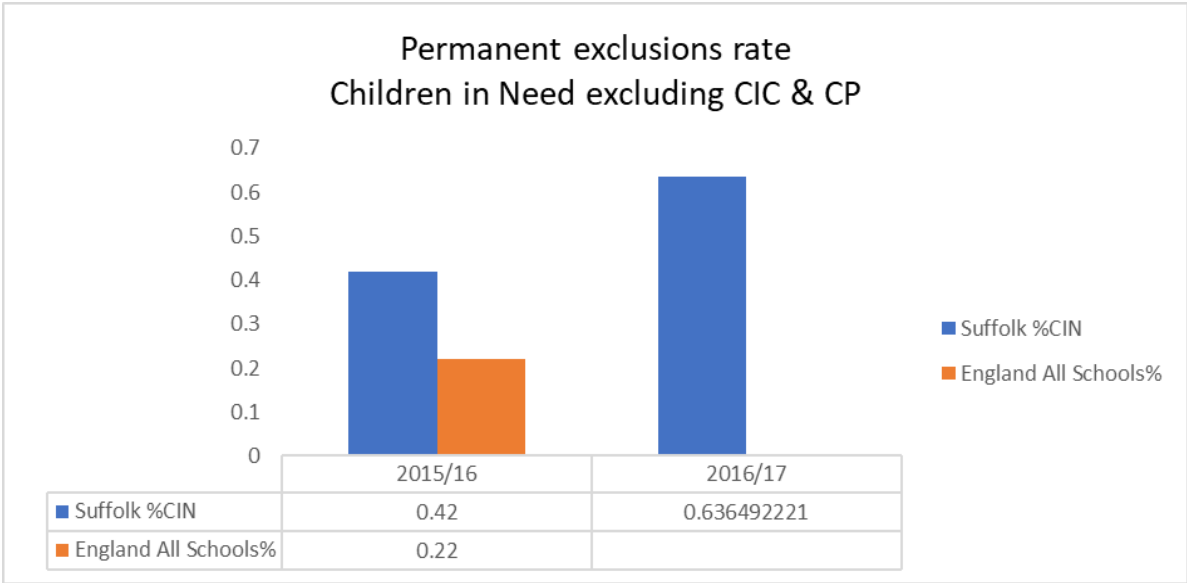
Proportion of permanent exclusions by reason



* On average 46% of all permanent exclusions in the last three years were for persistent disruptive behaviour and 22% for physical assaults against pupils and adults.

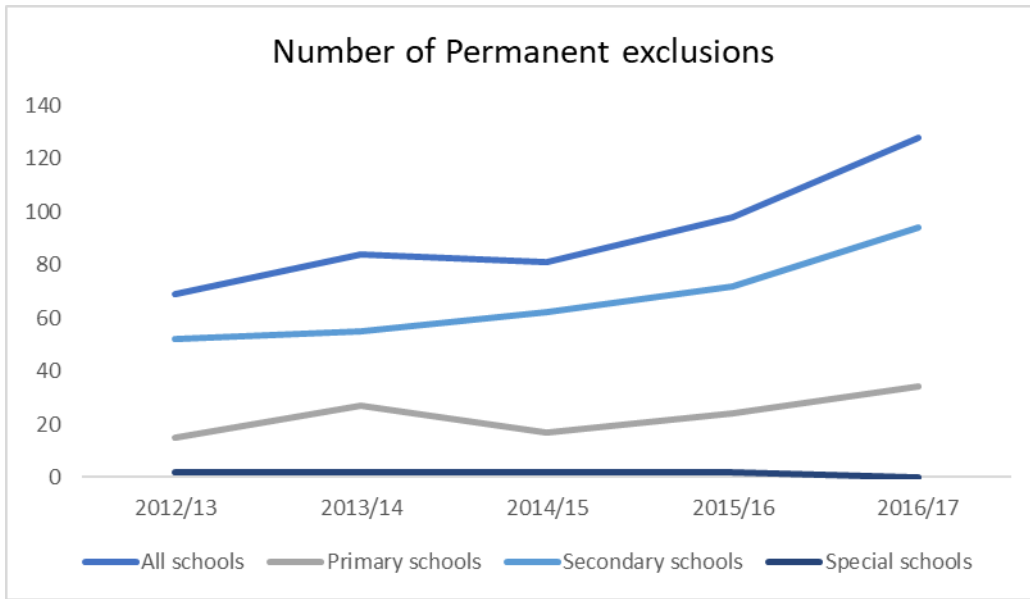
Vulnerable Groups



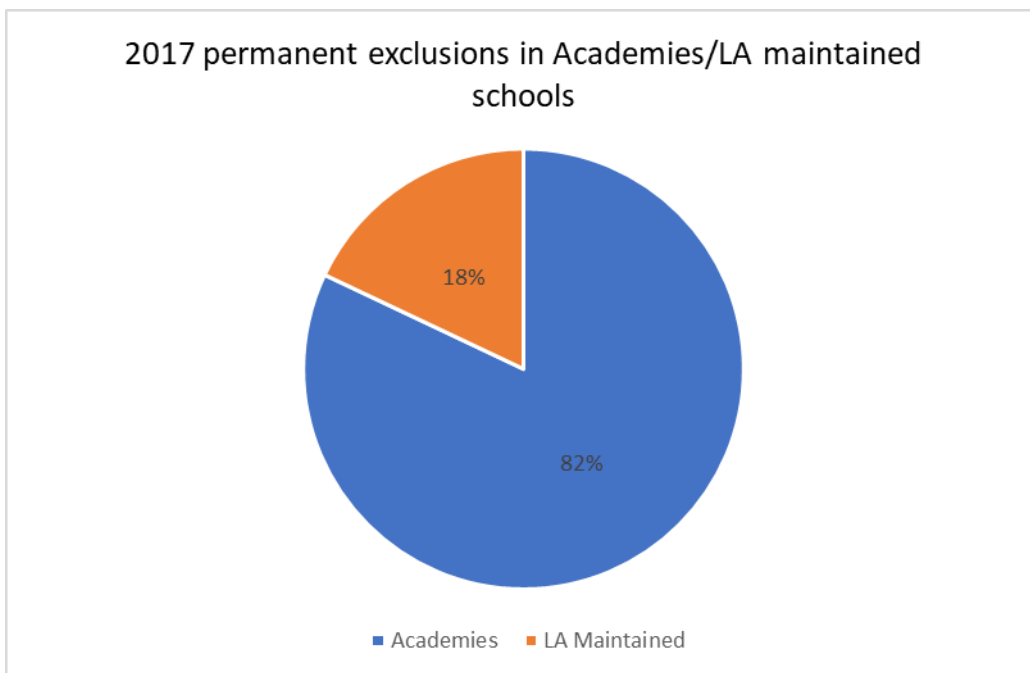


PERMANENT EXCLUSIONS – 2018 DATA IS PROVISIONAL

- In the last five years, the number and rate of permanent exclusions for all pupils has been increasing.
- The number of permanent exclusions increased by 86% in 2017 from the level it was in 2012/13.
- The rate increased from 0.07% of all pupils in 2016 to 0.09% in 2017, equivalent to 9 pupils per 10,000. Figures for England show the same rate of increase.
- Most permanent exclusions (73%) occurred in secondary schools
- 82% of all permanent exclusions in 2017 occurred in academies an increase from 81% in 2016. Provisional figures for 2018 show the upward trend continues with an increase of 5% to 86%.
- Boys make up the majority of excluded pupils. The permanent exclusion rate in 2016 was 5 per 10,000 girls and 16 per 10,000 boys. In 2017, the rate for girls decreased but increased for boys to 22 per 10,000.
- In 2017, the Coastal, Ipswich North and East locality had the highest number of schools with permanent exclusions, 2018 data shows a decrease with Ipswich South West having the highest number of schools with permanent exclusions.
- On average in the last three years: 46% of all permanent exclusions were for persistent disruptive behaviour.
- Between 2016 and 2018 the number of permanent exclusions for Drug & Alcohol related incidents increased by 260%. Exclusions for Physical Assault against Pupils and Verbal Abuse/Threat against adults increased by at least 100%
- 22% were for physical assaults against pupils and adults.
- Reporting from the Suffolk Youth Justice Service caseload for 2017 shows that 26% of those of statutory school age (SSA) had been permanently excluded mainly for persistent disruptive behaviour. 98% of the exclusions were from mainstream schools.
- 45% of all permanent exclusions in 2017 were for pupils eligible for free school meals
- In 2018 there were 0.7 exclusions per day an increase from 0.5 in 2016
- Pupils with EHCPs are more likely to be permanently excluded compared with pupils with SEN support or no SEN, disadvantaged pupils and Children in Need (CIN). The rate of exclusion in 2017 was 0.83% for EHCP pupils, 0.41% for SEN Support , 0.31% for disadvantaged pupils and 0.64% for CIN. Provisional data for 2018 shows the same trend.
- Over half of SEN pupils with a permanent exclusion in 2017 were also receiving free school meals.



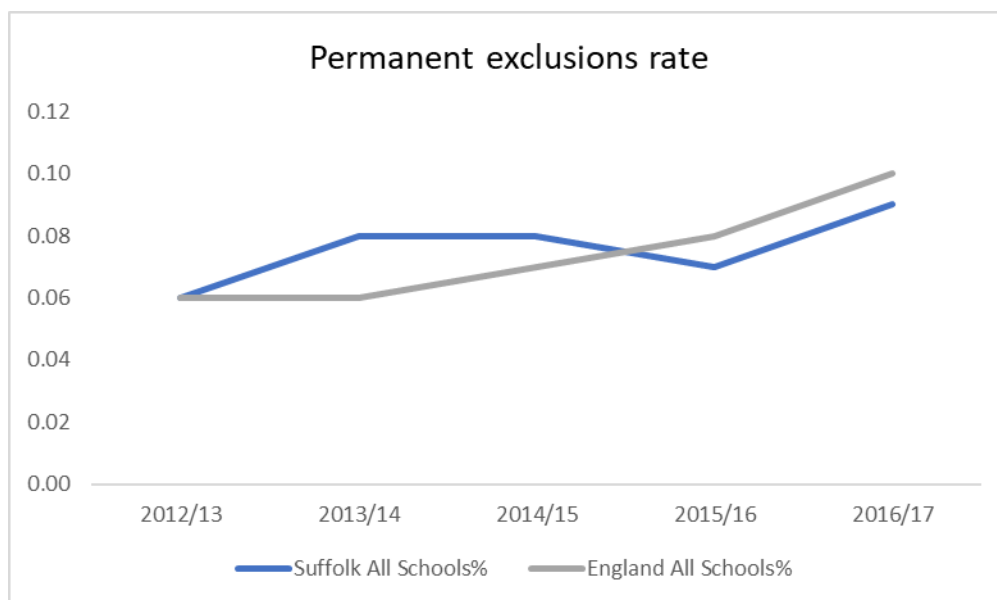
number of perm exclusions				
Academic Year	All schools	Primary schools	Secondary schools	Special schools
2012/13	69	15	52	2
2013/14	84	27	55	2
2014/15	81	17	62	2
2015/16	98	24	72	2
2016/17	128	34	94	0
2017/18	140	34	105	1



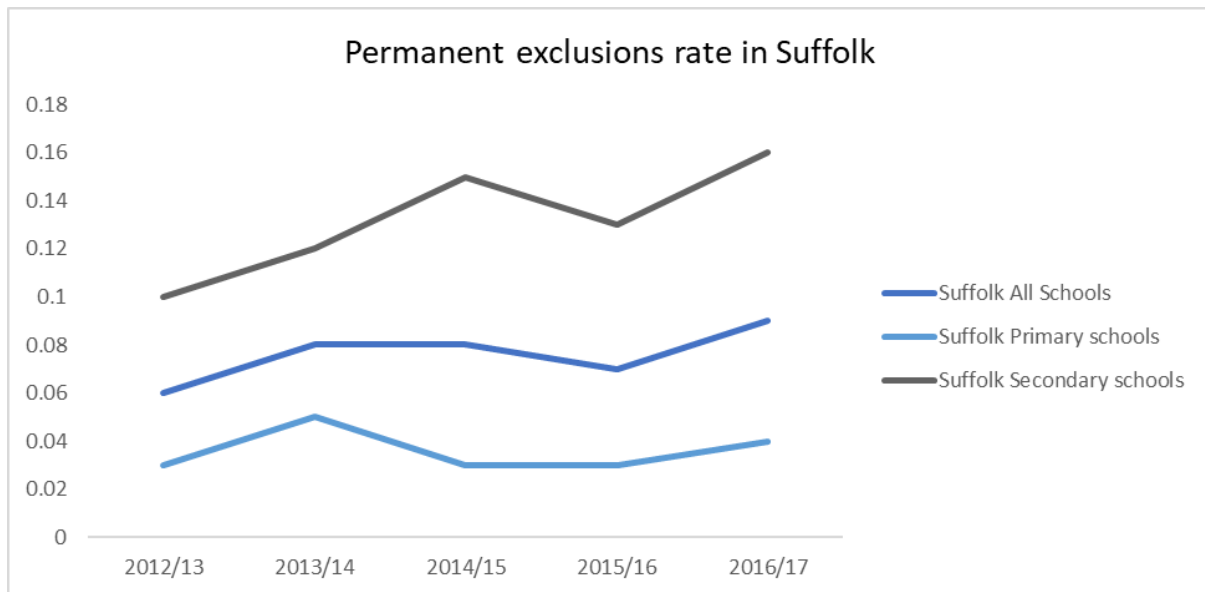
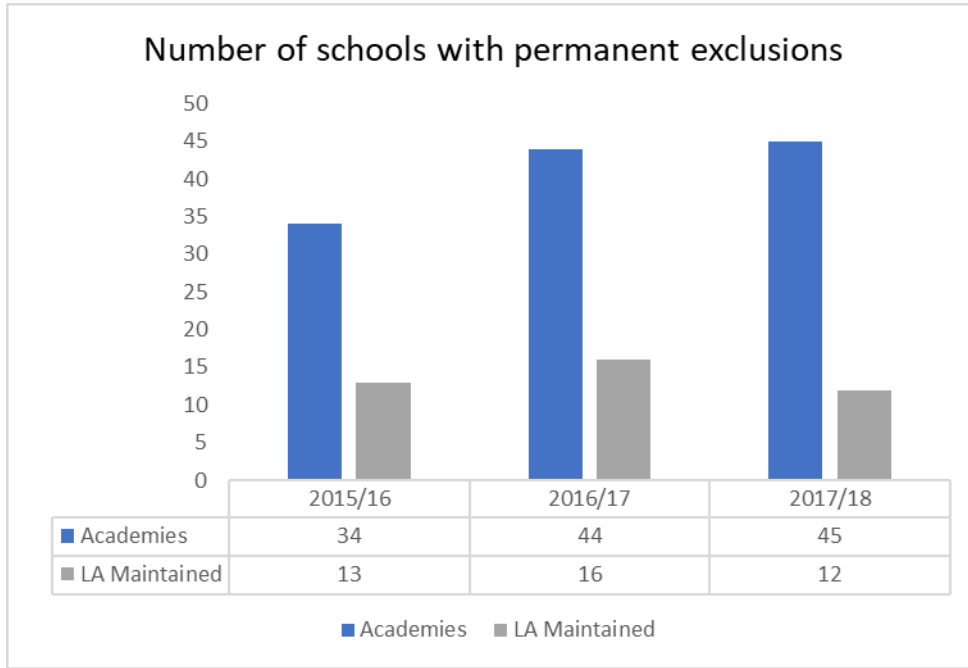
* 82% of all permanent exclusions in 2017 occurred in academies an increase from 81% in 2016.

Proportion of permanent exclusions-Academies/LA Maintained

Academic Year	2015/16	2016/17	2017/18	Trend
Academies	81%	82%	86%	
LA Maintained	19%	18%	14%	

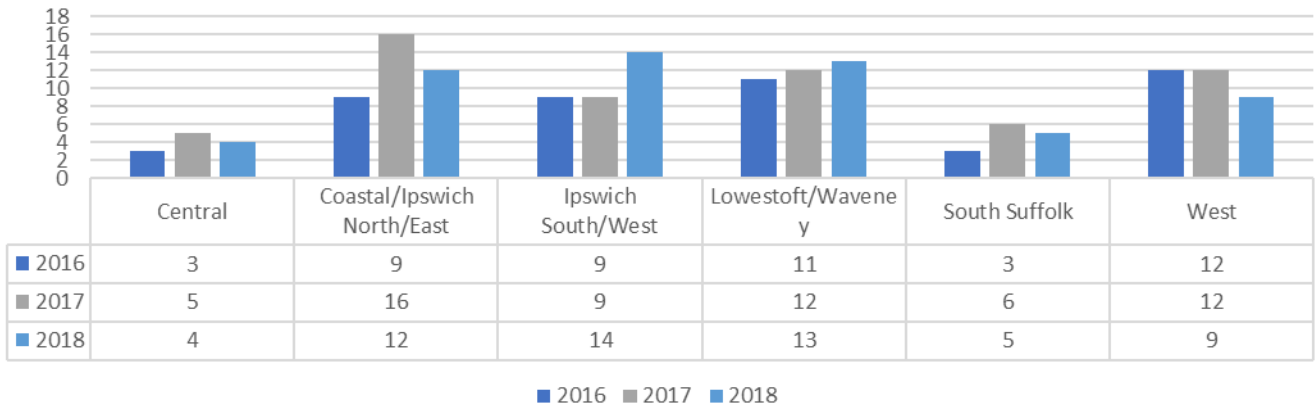


Permanent exclusions rate		
	Suffolk All Schools%	England All Schools%
2012/13	0.06	0.06
2013/14	0.08	0.06
2014/15	0.08	0.07
2015/16	0.07	0.08
2016/17	0.09	0.1
2017/18	0.11	

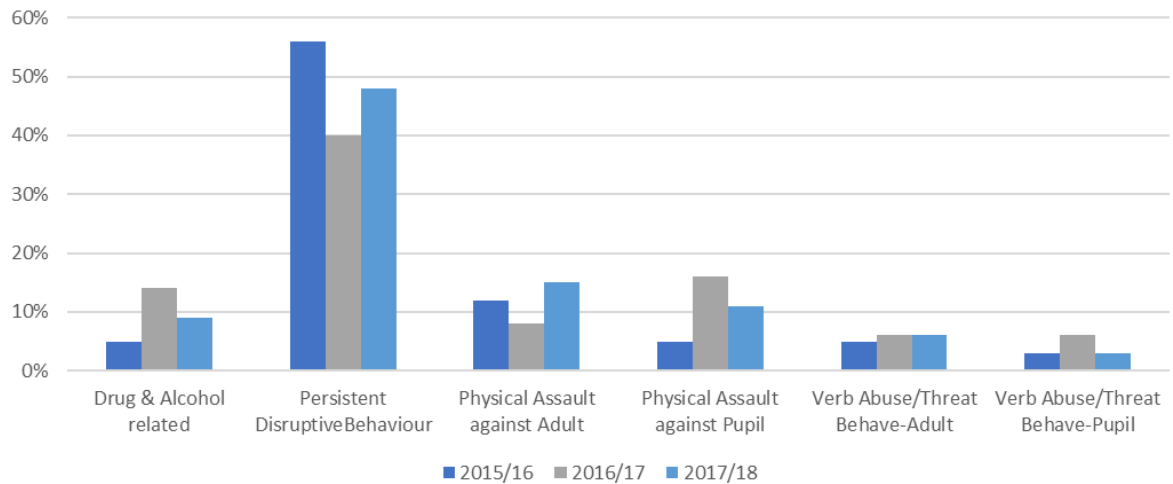


Permanent exclusions rate- School phase								
Academic Year	Suffolk All Schools	England All Schools	Suffolk Primary schools	England Primary schools	Suffolk Secondary schools	England Secondary schools	Suffolk Special schools	England Special schools
2012/13	0.06	0.06	0.03	0.02	0.1	0.12	0	0.07
2013/14	0.08	0.06	0.05	0.02	0.12	0.13	0	0.07
2014/15	0.08	0.07	0.03	0.02	0.15	0.15	0	0.09
2015/16	0.07	0.08	0.03	0.02	0.13	0.17	0.3	0.08
2016/17	0.09	0.1	0.04	0.03	0.16	0.2	0	0.07
2017/18								

Number of schools with permanent exclusions by locality

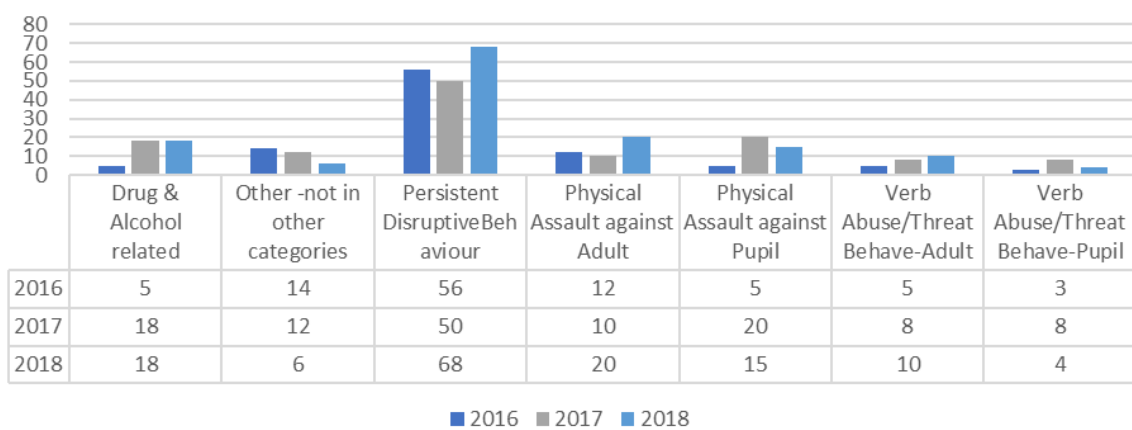


Proportion of permanent exclusions by reason

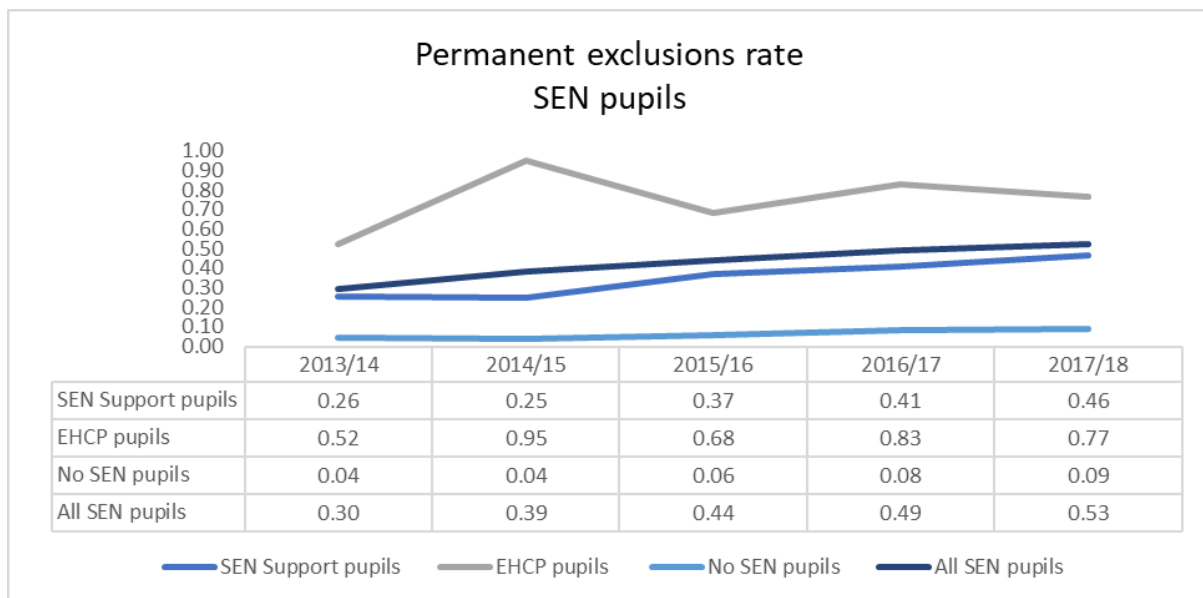
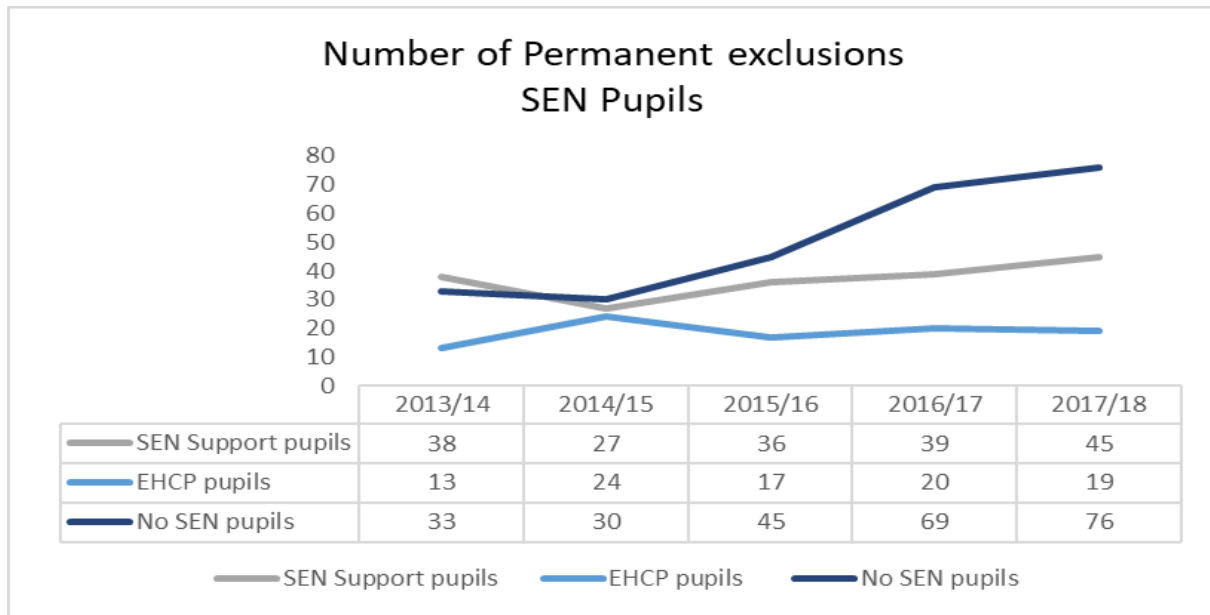


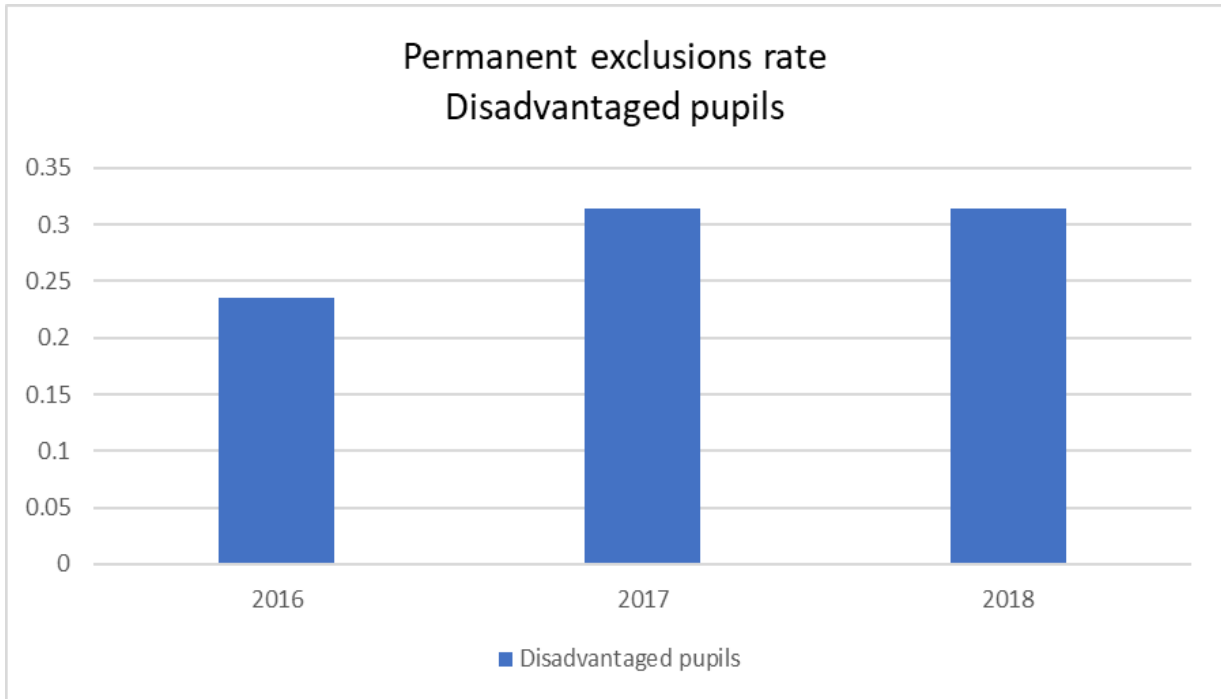
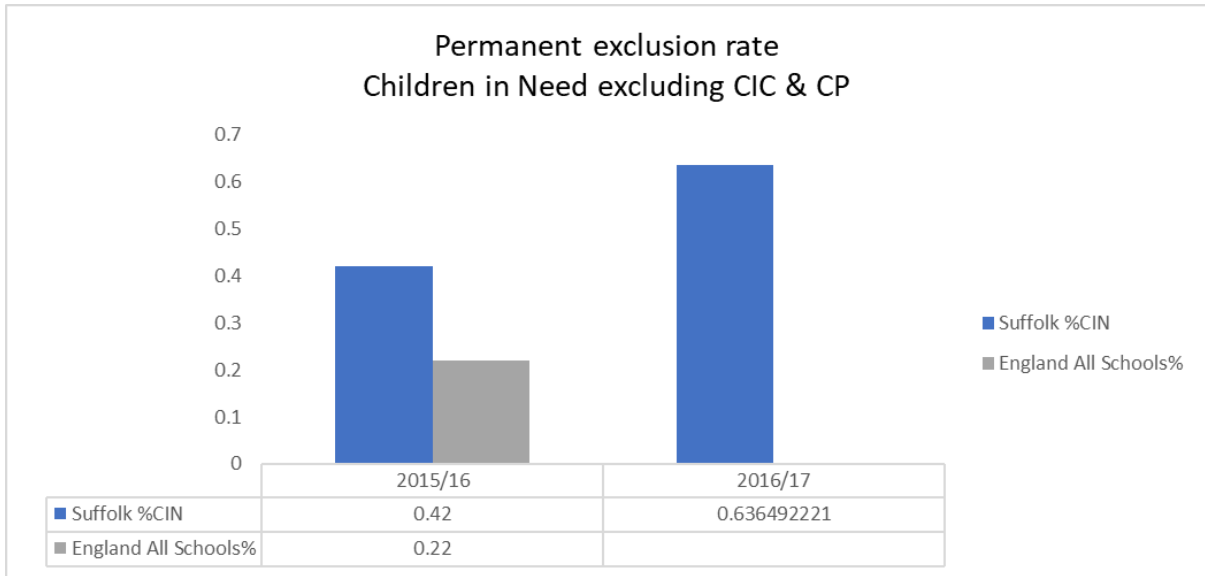
* On average 46% of all permanent exclusions in the last three years were for persistent disruptive behaviour and 22% for physical assaults against pupils and adults.

Number of permanent exclusions by reason



Vulnerable Groups

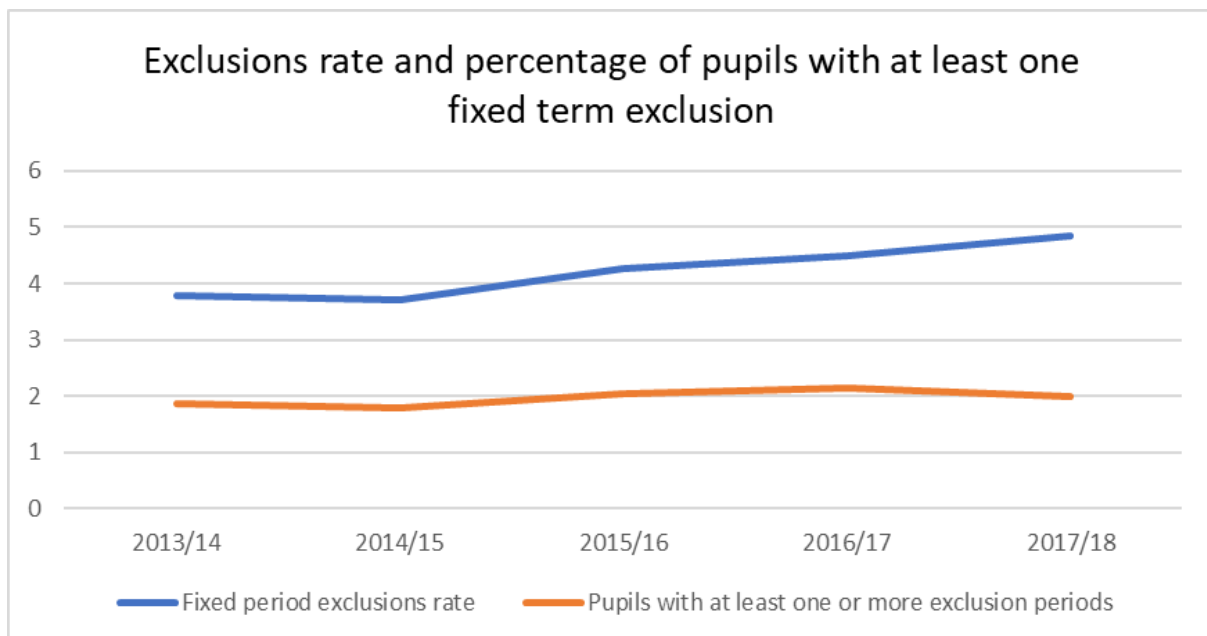
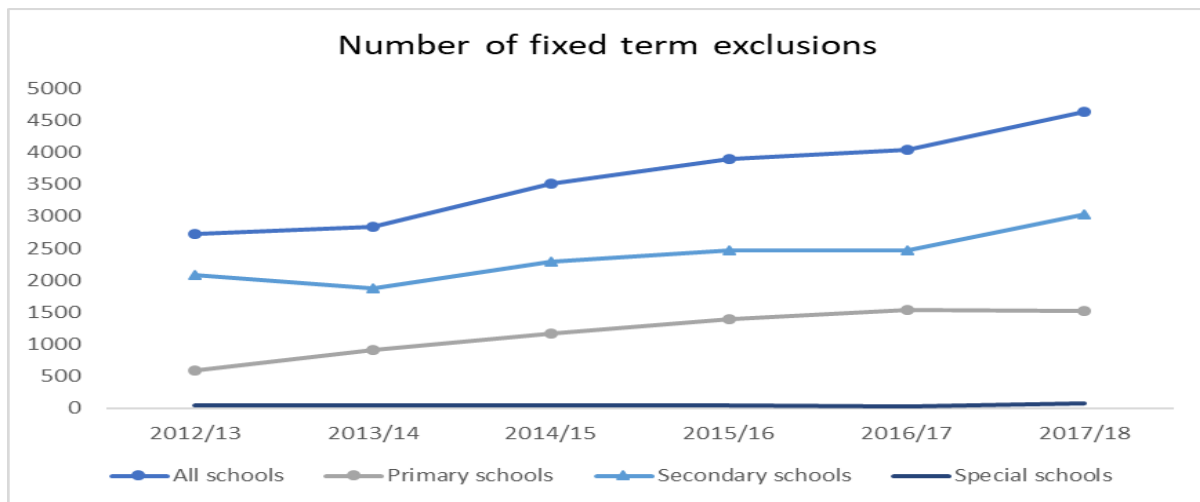




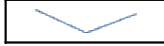
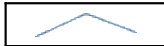
FIXED TERM EXCLUSIONS – FIGURES ARE BASED ON DATA REPORTED DIRECTLY TO THE LA VIA EMS. 2018 DATA IS PROVISIONAL

- The number of fixed period exclusions has risen over the last five academic years. In 2017, there were 4,047 exclusions an increase of 48% from the level it was in 2013.
- The rate of exclusions in 2017 was 4.5%, an increase of 1.5% since 2013. Figures for England show an increase of 1.2% for the same period. Provisional data for 2018 shows further increase to 4.8% for Suffolk, equivalent to 480 exclusions per 10,000 pupils. Secondary and Special schools have shown significant rises in 2018.
- Secondary schools have the highest number and rate of exclusions, however primary schools have shown an increase of 160% in the number of fixed period exclusions from 592 in 2013 to 1,535 in 2017. The rate of exclusions in primary schools also doubled to 3% in 2017, the second highest in the country.
- 14 and 15 year olds have the highest proportion of fixed period exclusions.
- Over half of all pupils with a fixed term exclusion are between 13 and 16 years old. Figures over the last five years show they are four times more likely to be excluded compared to 11-12 year olds, 13 and 16 year olds are three times more likely to be excluded.
- In 2017, there were 21 fixed period exclusions per day in Suffolk schools and on average an excluded pupil has an average of 2.6 exclusions.
- The average length of fixed period exclusions across all schools in 2017 was 2.5 days, slightly longer than in 2016. 2018 data indicates no change at 2.5 days.
- The number of fixed period exclusions in special schools has doubled from 37 in 2017 to 75 in 2018.
- Data submitted directly to the DfE by pupil referral units show there were 174 pupils with at least one fixed term exclusion in 2016/17 up from 128 in 2015/16. Provisional data submitted to the local authority indicates this figure was reduced by half in 2017/18.
- 61% of fixed term exclusions in 2017 occurred in academies a decrease from 70% in 2016. Provisional figures for 2018 show an increase of 7% to 68%.
- In each of the last three years, the Coastal, Ipswich North and East locality has had the highest number of schools with fixed term exclusions.
- Persistent disruptive behaviour was the single main reason for fixed term exclusions in the last three years. Around 30% of fixed term exclusions in each year. Around 27% were for both physical assaults against pupils and against adults.
- Between 2016 and 2018 the number of fixed term exclusions for persistent disruptive behaviour and for physical assault against pupils both increased by 13%. Exclusions for physical assault against adults decreased by 14%.
- Pupils known to be eligible for and claiming free school meals accounted for 41% of all fixed term exclusions in 2017, up 1% from 40% in 2016. They were also over four times more likely to receive an exclusion than pupils who are not eligible.
- 2016 data shows Children in care are 50% more likely to have a fixed period exclusion than Children in need (CIN), provisional data for 2017 indicates this rose to 95%. The rate of exclusion in 2017 was 12% for CIC and 7% for CIN.
- 37% of SEN pupils with at least one fixed term exclusion in 2017 were also receiving free school meals.
- EHCP pupils had the highest fixed period exclusion rate in the years 2014 to 2018, this peaked in 2015 at 10 times higher than those without SEN and 3 times higher than those with SEN support.

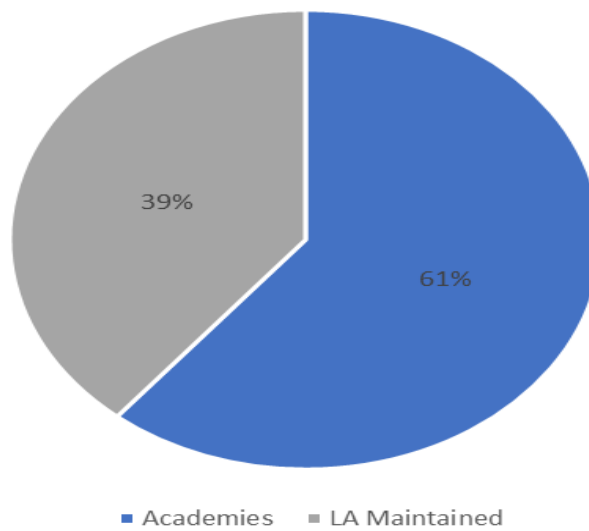
Number of Fixed term exclusions				
Academic Year	All schools	Primary schools	Secondary schools	Special schools
2012/13	2733	592	2091	50
2013/14	2836	907	1877	52
2014/15	3516	1176	2296	44
2015/16	3901	1394	2465	42
2016/17	4047	1535	2475	37
2017/18	4639	1529	3035	75



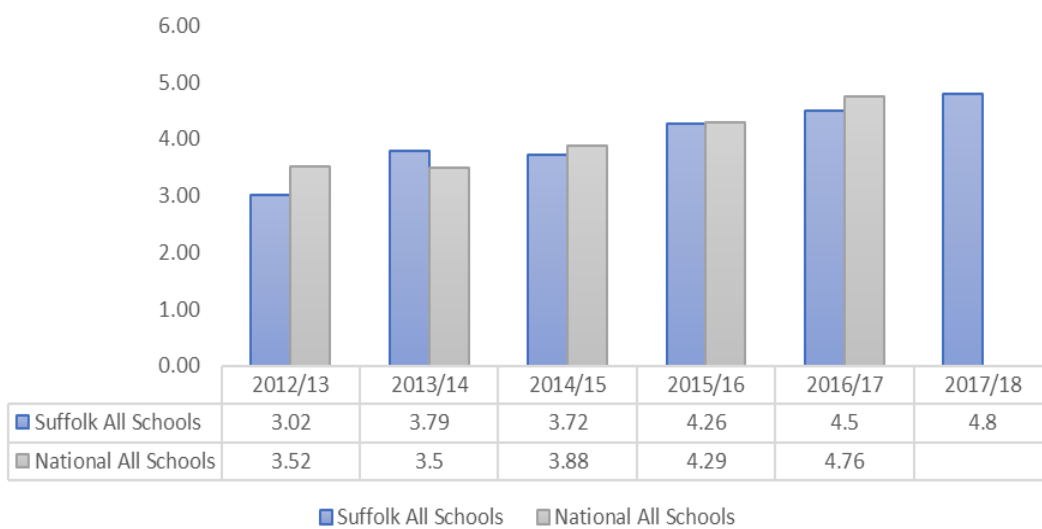
Proportion of fixed term exclusions-Academies/LA Maintained

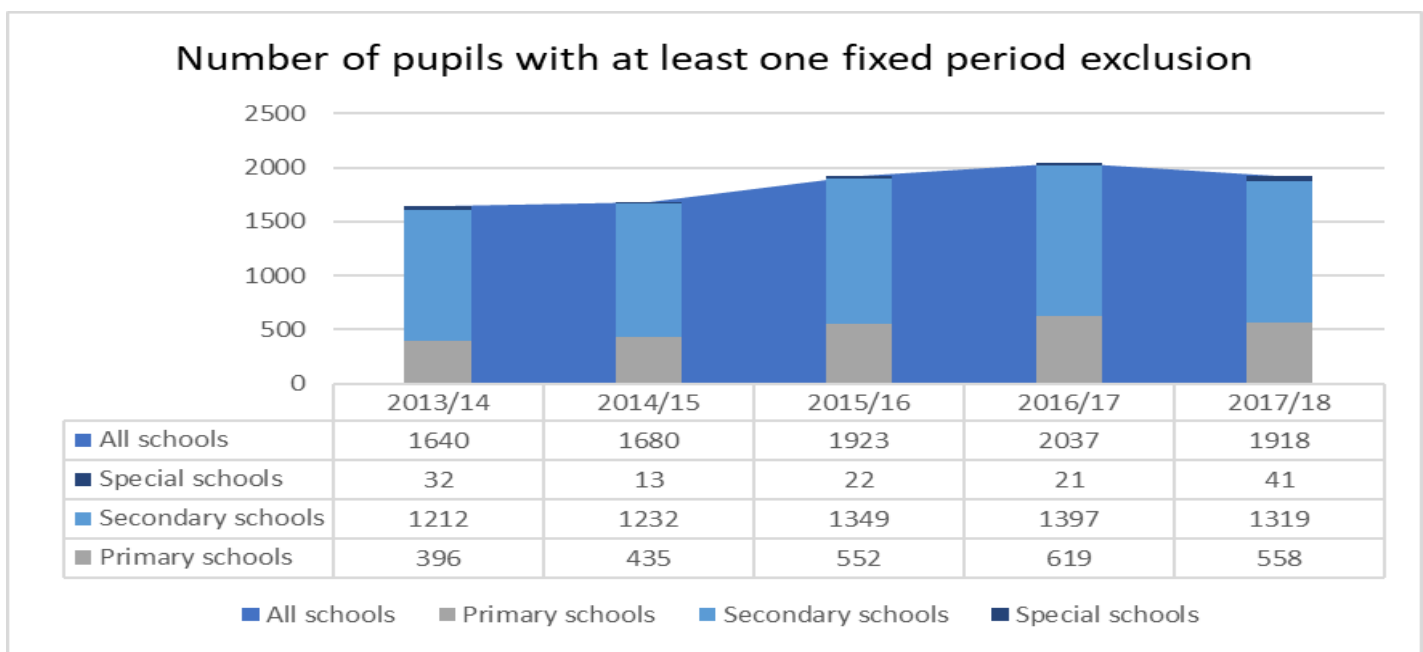
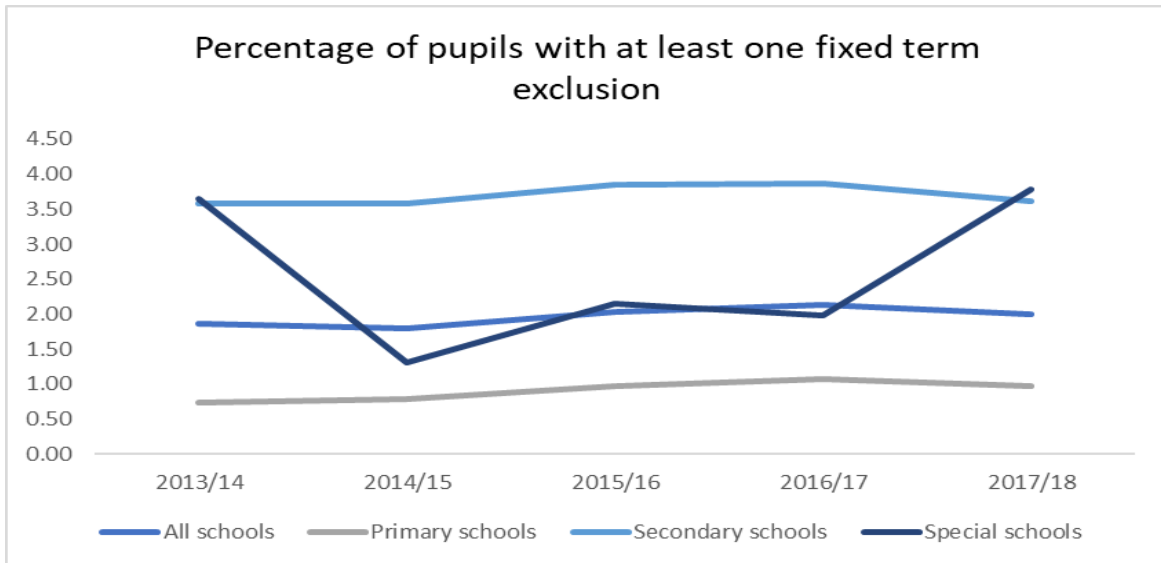
Academic Year	2015/16	2016/17	2017/18	Trend
Academies	70%	61%	68%	
LA Maintained	30%	39%	32%	

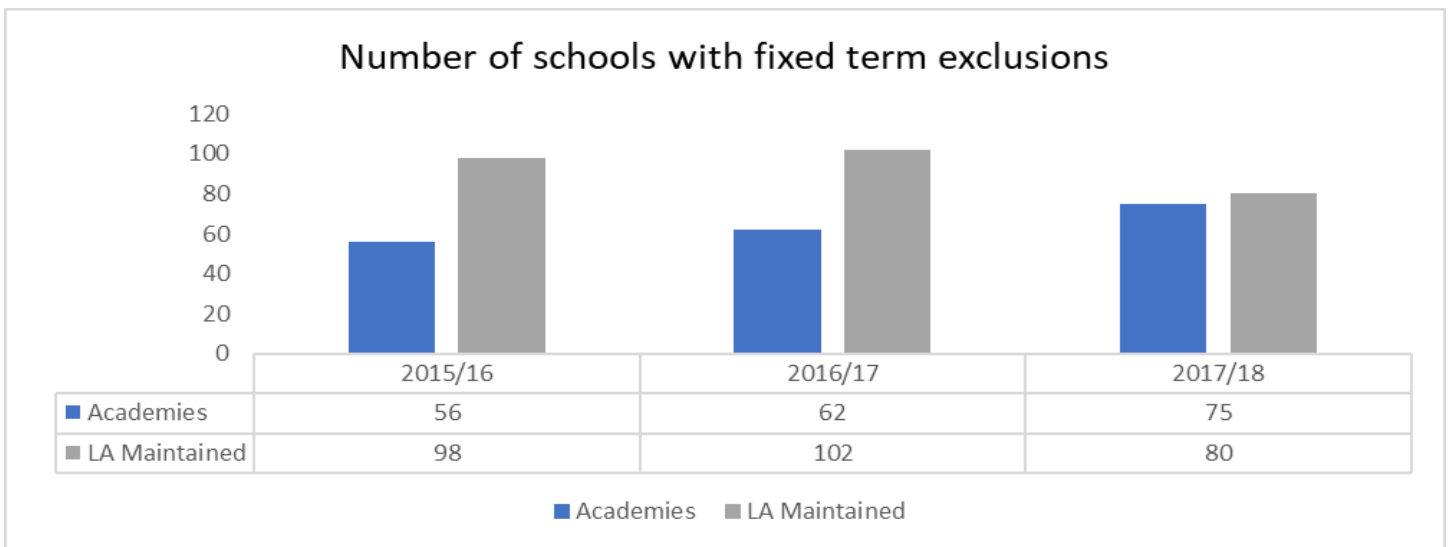
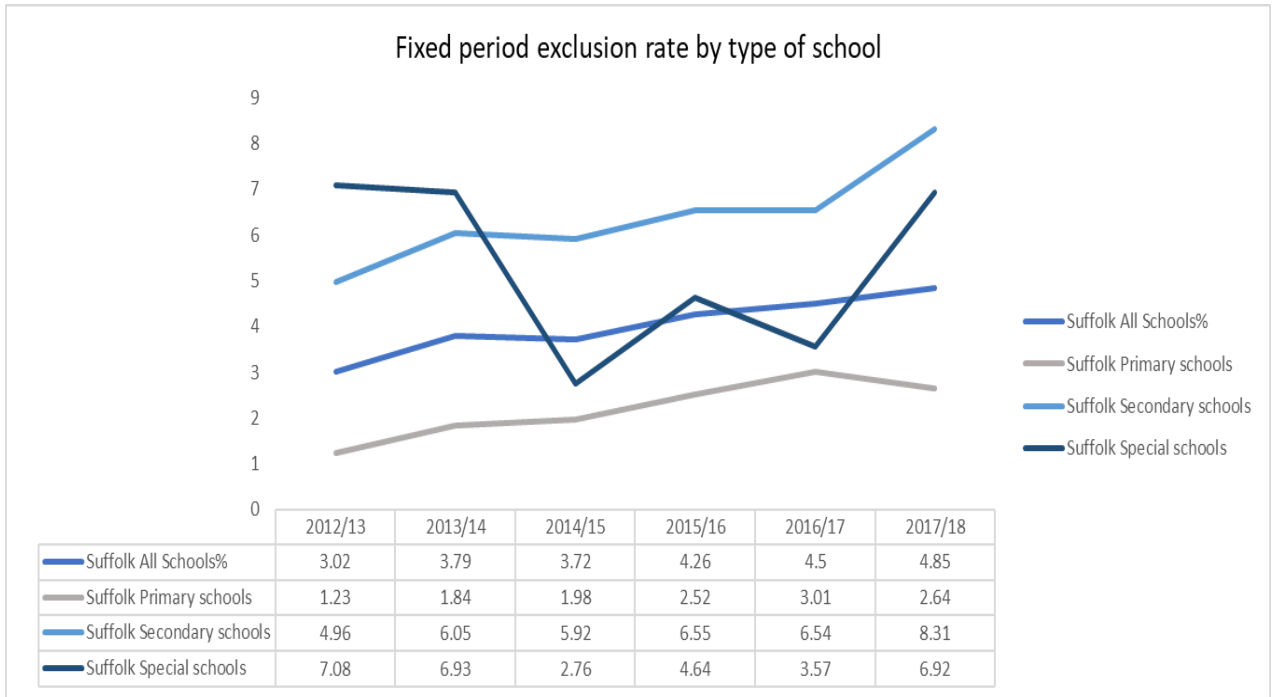
2016/17 fixed term exclusions in Academies/LA maintained schools

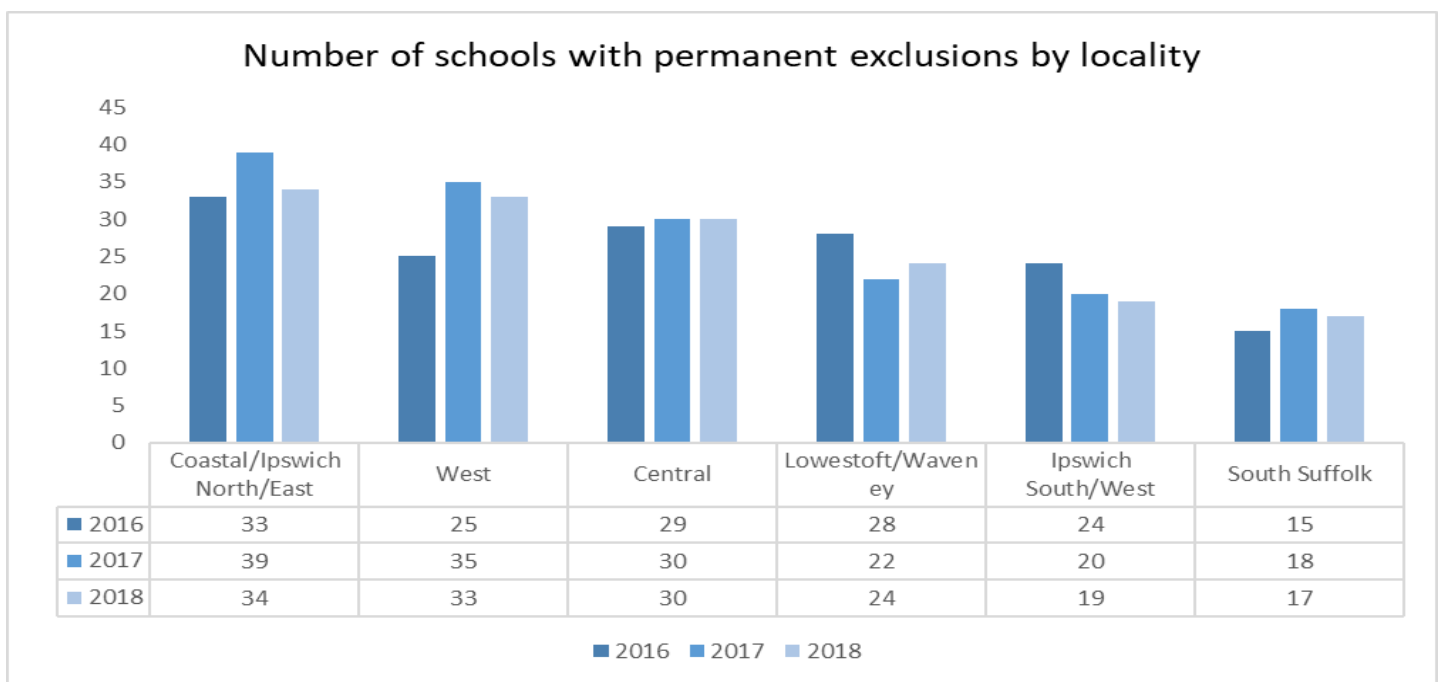
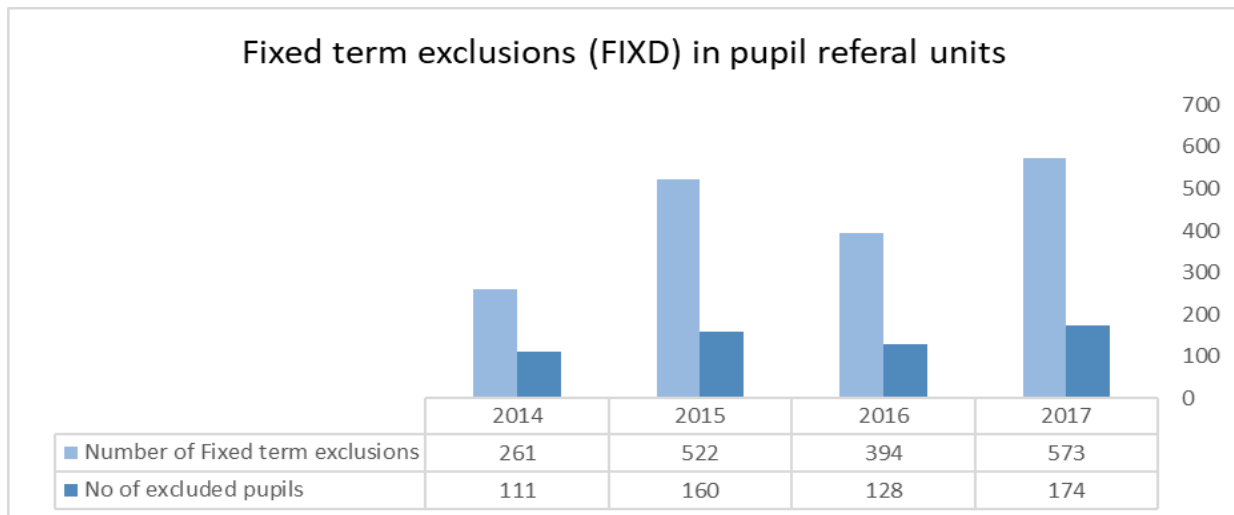


Fixed period exclusion rate - All schools







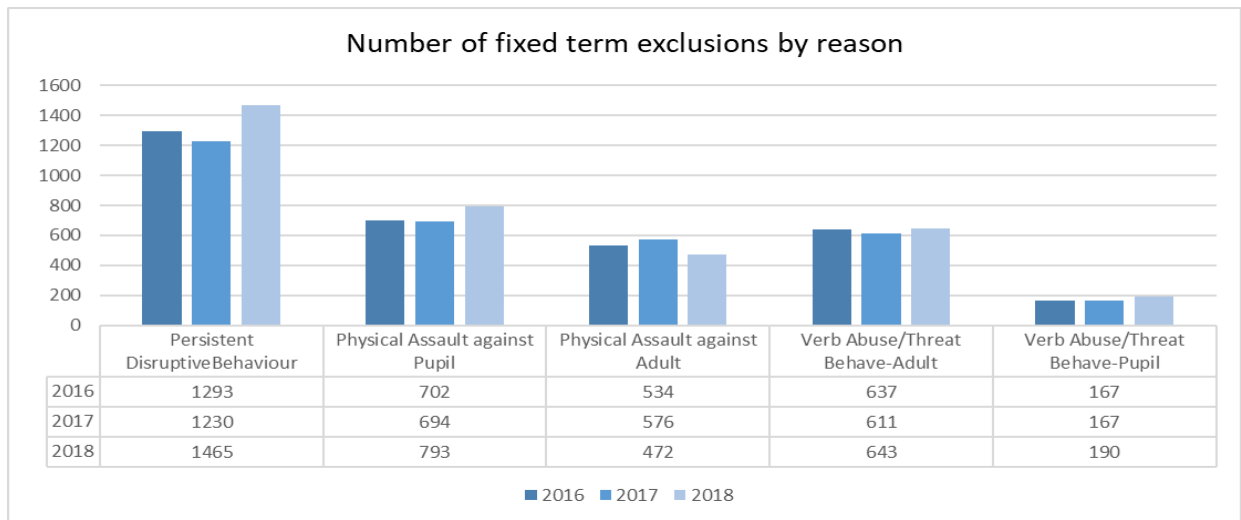


Locality	2016	2017	2018	Trend 2016-2018
Lowestoft/Waveney	25%	23%	21%	-4%
Ipswich South/West	24%	21%	21%	-3%
West	18%	22%	22%	3%
Coastal/Ipswich North/East	17%	14%	15%	-3%
South Suffolk	8%	9%	11%	3%
Central	7%	10%	10%	3%

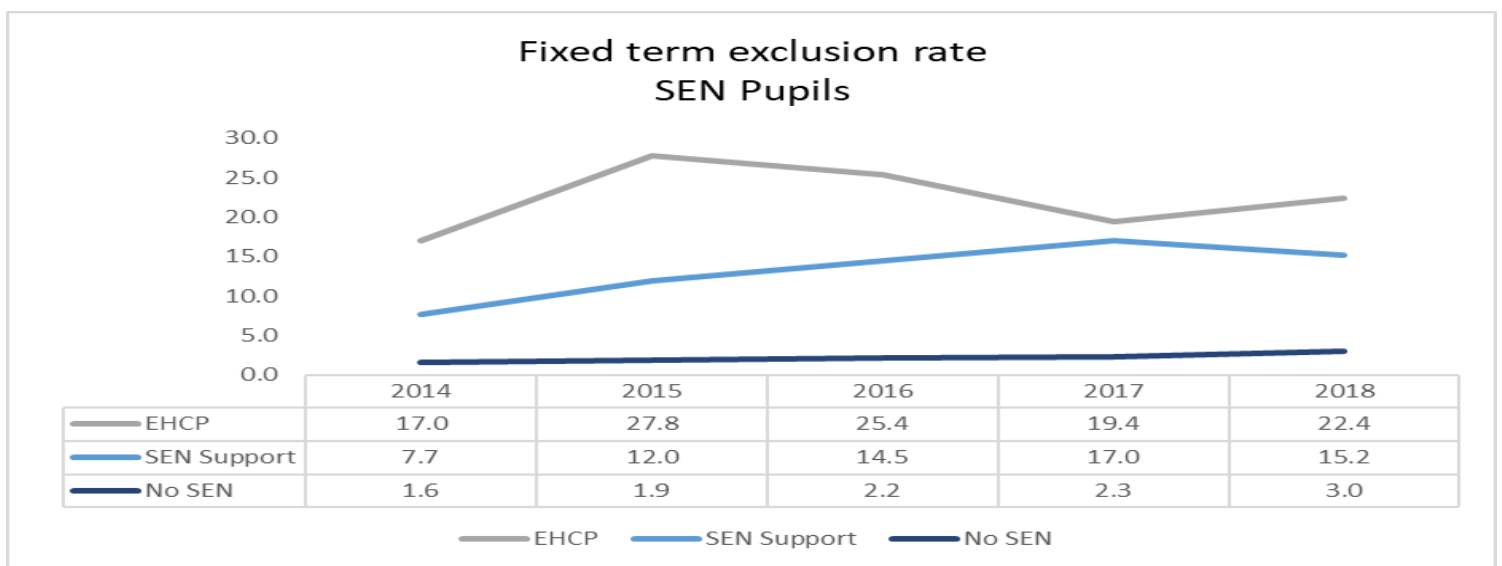
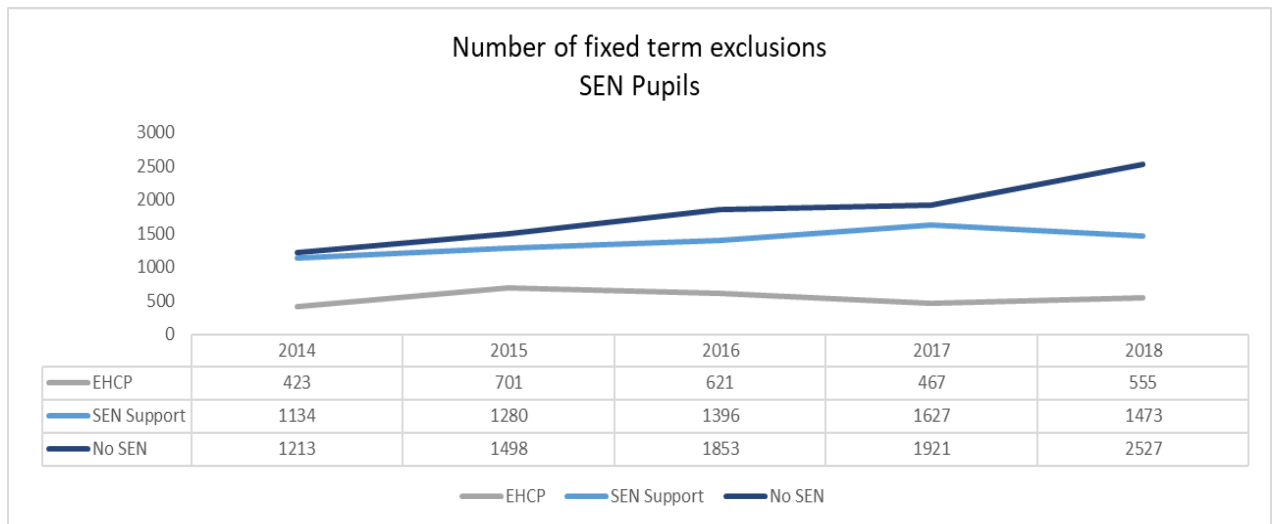
A quarter of fixed term exclusions in 2016 and 2017 occurred in Lowestoft/Waveney, 2018 data shows a 4% drop to 21%.

Ipswich South West had 24% in 2016 but dropped by 3% in 2017 with no movement in 2018.

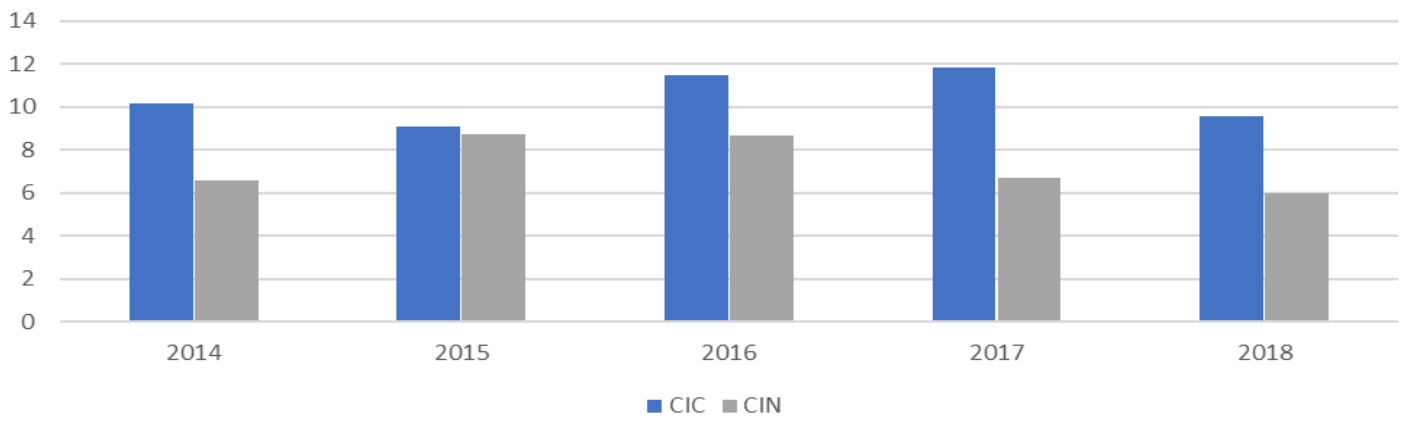
South Suffolk, West and Central localities have each increased by 3% between 2016 and 2018.



Vulnerable Groups



Fixed term exclusion rate Children in Need



Fixed exclusion rate FSM eligible pupils

