



Report to CYP&FS Scrutiny & Policy Development Committee 11th September 2017

Report of: Executive Director People Services Portfolio

Subject: School Exclusions

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Summary:

The information presented has been requested by the Committee to enable it to scrutinise performance in the area of School Exclusion. It provides a detailed overview and analysis of Sheffield school exclusion statistics for Primary, Secondary and Special Schools. The report then provides an analysis of our understanding of the factors that contribute to exclusions. The report provides details of the exclusion appeals process including details about the number of appeals and outcomes.

Type of item: The report author should tick the appropriate box

Reviewing of existing policy	
Informing the development of new policy	
Statutory consultation	
Performance / budget monitoring report	
Cabinet request for scrutiny	X
Full Council request for scrutiny	
Community Assembly request for scrutiny	
Call-in of Cabinet decision	
Briefing paper for the Scrutiny Committee	
Other	

The Scrutiny Committee is being asked to:

The Committee is asked to consider the information provided and provide views and comment.

Background Papers:

- Department for Education. (2015). Exclusion from maintained schools, academies and pupil referral units in England. Statutory guidance for those with legal responsibilities in relation to exclusion.
- Taylor, C. (2012). Improving Alternative Provision. Department for Education.

- Sheffield Secondary Inclusion Audit, March 2016.
- Sheffield Exclusion and Risk of Exclusion Case Studies, March 2016.
- Primary Inclusion Panel end of year report 2016-17, September 2017.

Category of Report: OPEN

Report of the Executive Director of People Services Portfolio

School Exclusions

1. Context

The CYP&FS scrutiny committee have requested a report on School Exclusions in Sheffield. This report provides information about two types of exclusion, permanent and fixed term.

As a city, we are committed to providing the best start in life for all Sheffield children. One vital element of this work is supporting children at risk of exclusion from school. This involves promoting inclusion and reducing escalation through the education system by successfully meeting the needs of children in their local school and being responsive to changing needs. It is well established that school exclusion remains closely linked to deprivation factors and social vulnerability and that once exclusion occurs, outcomes, both academic and social, are poor.

Department for Education guidance on exclusions states:

“Good discipline in schools is essential to ensure that all pupils can benefit from the opportunities provided by education. The Government supports head teachers in using exclusion as a sanction where it is warranted. However, permanent exclusion should only be used as a last resort, in response to a serious breach, or persistent breaches, of the school’s behaviour policy; and where allowing the pupil to remain in school would seriously harm the education or welfare of the pupil or others in the school”.

The Department for Education recognises that exclusion data alone is an unreliable mechanism for establishing and measuring the cohort and provides a minimum estimation to work from (Taylor, 2012). This is because exclusion figures represent a partial picture due to variance in local reporting and inclusion practice. This impact should be considered at a school, academy chain and even whole Local Authority (LA) level when assessing the data in this area.

Exclusion (fixed term and permanent) remains an issue which escalates with age, and affects boys three times more than girls. Nationally overrepresentation of pupils with special educational needs and disabilities, certain ethnic groups and those from lower socio economic groups present static issues. Sheffield analysis of exclusion vulnerability factors, based on fixed-term exclusion data in 2015/16, resonates with these nationally established trends. It highlights having 3 or more fixed term exclusions, previous involvement with the MAST service, persistent absence, being male and living in the most deprived areas as key risk factors for exclusion. Sheffield has undertaken focused work to gather a

more nuanced understanding of the exclusion landscape in the City to accompany the formal data. This has included a City wide secondary school practice audit, exploring school level approaches and policies and the development of new ways of working through the Primary Inclusion Panel.

1.2 Current Strategic Priority Areas

The Sheffield approach to reducing exclusions is part of the ongoing drive for improvement within the People Services Portfolio which is seeing services moving to a 0-25 Lifecycle Approach from the early years through to adulthood. Key aspects of the provision developments are:

Local working - Operating through localities, funding is being devolving to schools, managed by groups of schools at a locality level, to support SEND/inclusion priorities. Multi-Agency Support Teams are also organised around localities and this development can further the city's objectives of having better, tailored provision available within each part of the city to build successful families and increase participation in local schools.

Establishing a continuum of provision - Commissioning provision for pupils at risk of exclusion and excluded that is that better placed to support the complexity of needs and is focused on successful reintegration into school. A greater focus on support being available locally for early intervention to prevent exclusion.

Future in Mind – This programme is aimed at improving children and young people's emotional wellbeing and mental health.

Parenting Offer - A programme of parenting support, recognising the hugely important role that parents and families play in achieving good outcomes for children to help break the cycle of vulnerability.

Joint Commissioning - collaborative work between the Council and the NHS to integrate funding and commissioning decisions to make care for Sheffield people more coordinated

Early years Centres of Excellence – Supporting children age 0-5 with SEND as early as possible and increasing school readiness for all children.

New Special School - Sheffield has been successful in the first stage of developing a proposal for a new Special School for children with some of the most complex needs, particularly around Autism Spectrum Disorder (ASD) and Social Emotional and Mental Health (SEMH).

School Improvement – Learn Sheffield is building inclusion indicators into the categorisation and school profile criteria for schools.

2. Exclusion rates

Nationally, as in Sheffield, persistent disruptive behaviour is the most commonly recorded reason for permanent exclusion. There is no common definition of what constitutes persistent disruption, and school level behaviour policy, intervention approaches and staff expectations are all factors in determining where the line would be drawn for such a circumstance. Persistent disruption by its nature provides the opportunity for on-going intervention and adaptation as part of a consistent framework.

Nationally the rate of fixed period exclusions across all state-funded primary and secondary schools is on an upwards trajectory.

2.1 Fixed Term Exclusions - Primary

In Sheffield primary fixed term exclusions have continued to rise and the City ranking has continued to fall. Further investigation is planned for 2017-18 to develop understanding of individual school policy approaches in this area. The disproportionate number of pupils excluded from a BME background is now reducing (Figure 1 & 2).

Academy Sponsor Led schools have the highest percentage of fixed term exclusion incidents per pupil in the Primary phase. Of the primary schools with the highest percentage of incidents per pupil 8 schools have a percentage of over 10%. Of these 8 schools 5 are academy sponsor led, 2 community schools and one an academy convertor school (Graph1).

Graph 1 demonstrates the variance in the number of pupils with at least one fixed term exclusion. In the top 8 excluding schools this ranges from 24 pupils to 7 pupils.

Figure 1

22/08/2017

The period the outturn relates to is shown above the outturn.

		Outturn trends			
		HT1-6 2015	HT1-6 2016	HT1-6 2017	Trend
1. Creating an inclusive system					
1.0 EMT	Rate of primary fixed-term exclusions	1.97 ↑	2.41 ↑	2.60 ↑	
1.1	Rate of primary fixed-term exclusions for BME pupils	1.79 ↑	2.62 ↑	2.38 ↓	
1.2	Rate of primary fixed-term exclusions for White British pupils	2.05 →	2.27 ↑	2.70 ↑	
		HT1-6 2015	HT1-6 2016	HT1-6 2017	Trend
1.3 EMT	Rate of secondary fixed-term exclusions	16.07 ↑	18.28 ↑	17.63 ↓	
1.4	Rate of secondary fixed-term exclusions for BME pupils	16.93 ↑	20.18 ↑	16.25 ↓	
1.5	Rate of secondary fixed-term exclusions for White British pupils	15.58 ↑	17.23 ↑	17.92 ↑	
		HT1-6 2015	HT1-6 2016	HT1-6 2017	Trend
1.6 EMT	Rate of special school fixed-term exclusions	2.55 ↓	2.80 ↑	3.80 ↑	
		HT1-6 2015	HT1-6 2016	HT1-6 2017	Trend
1.7 EMT	Rate of primary permanent exclusions	0.056 ↑	0.078 ↑	0.062 ↓	
1.8	Rate of primary permanent exclusions for BME pupils	0.081 ↑	0.111 ↑	0.068 ↓	
1.9	Rate of primary permanent exclusions for White British pupils	0.039 ↓	0.061 ↑	0.059 ↓	
		HT1-6 2015	HT1-6 2016	HT1-6 2017	Trend
1.10 EMT	Rate of secondary permanent exclusions	0.393 ↑	0.460 ↑	0.448 ↓	
1.11	Rate of secondary permanent exclusions for BME pupils	0.786 ↑	0.760 ↓	0.576 ↓	
1.12	Rate of secondary permanent exclusions for White British pupils	0.232 ↑	0.339 ↑	0.393 ↑	
		HT1-6 2015	HT1-6 2016	HT1-6 2017	Trend
1.13 EMT	Rate of special school permanent exclusions	0.00 →	0.00 →	0.00 →	

Fixed period exclusion rate definition

A fixed period exclusion refers to a pupil who is excluded from a school for a set period of time. A fixed period exclusion can involve a part of the school day and it does not have to be for a continuous period. A pupil may be excluded for one or more fixed periods up to a maximum of 45 school days in a single academic year. The fixed period exclusion rate is calculated as follows:

$$\frac{\text{Number of fixed period exclusions recorded across the academic year}}{\text{Number of sole and dual main registered pupils on roll as at January census day}} \times 100$$

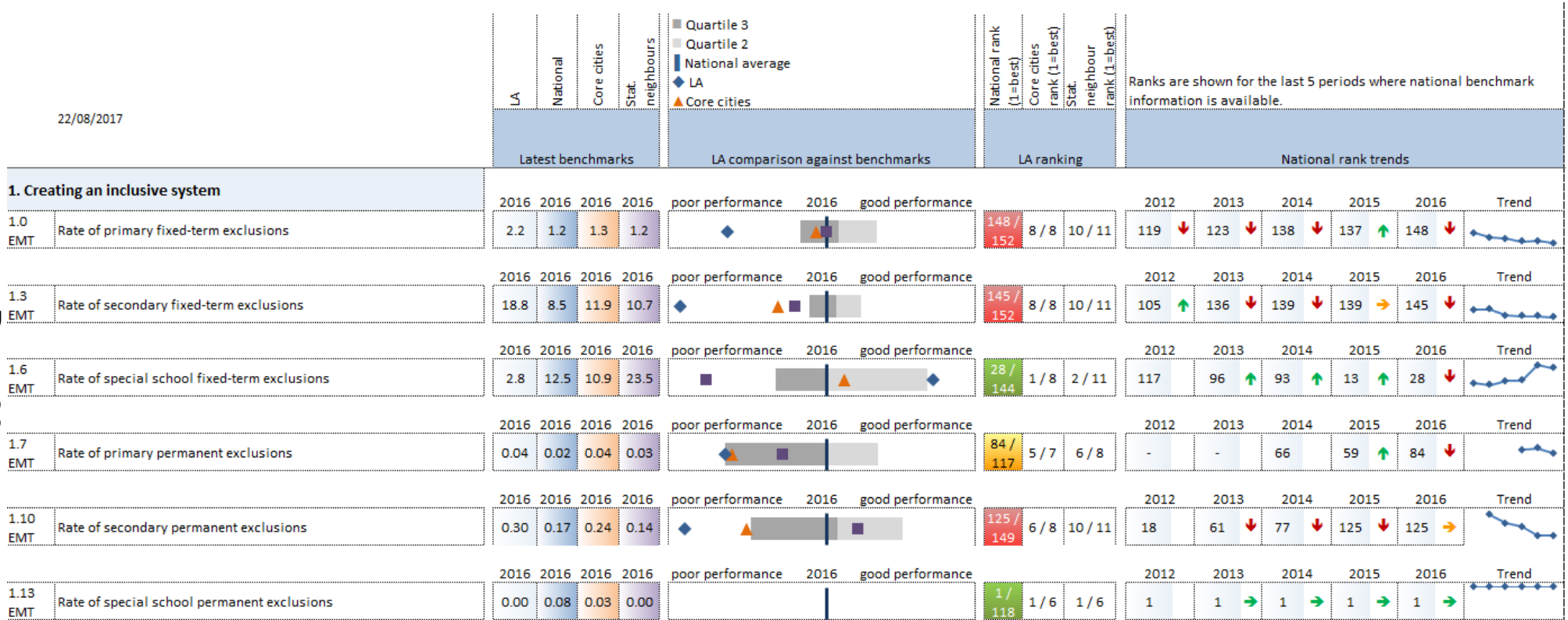
A pupil may receive more than one fixed period exclusion, so pupils with repeat exclusions can inflate fixed period exclusion rates.

Permanent exclusion rate definition

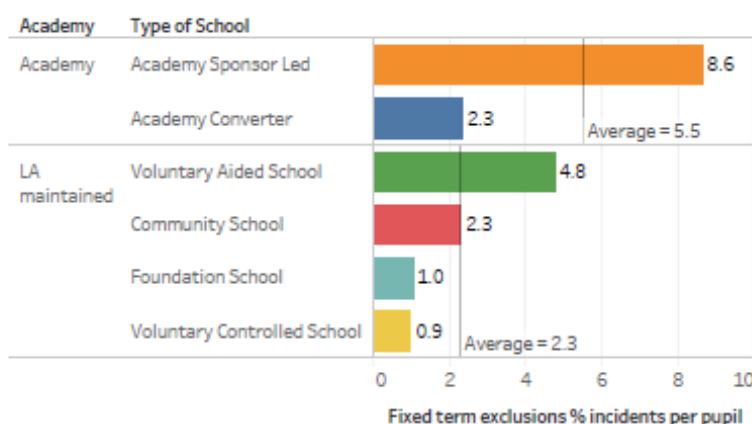
A permanent exclusion refers to a pupil who is excluded and who will not come back to that school (unless the exclusion is overturned). The permanent exclusion rate is calculated as follows:

$$\frac{\text{Number of permanent exclusions recorded across the academic year}}{\text{Number of sole and dual main registered pupils on roll as at January census day}} \times 100$$

Figure 2



2016/17 fixed term exclusions by type of school (primary schools)



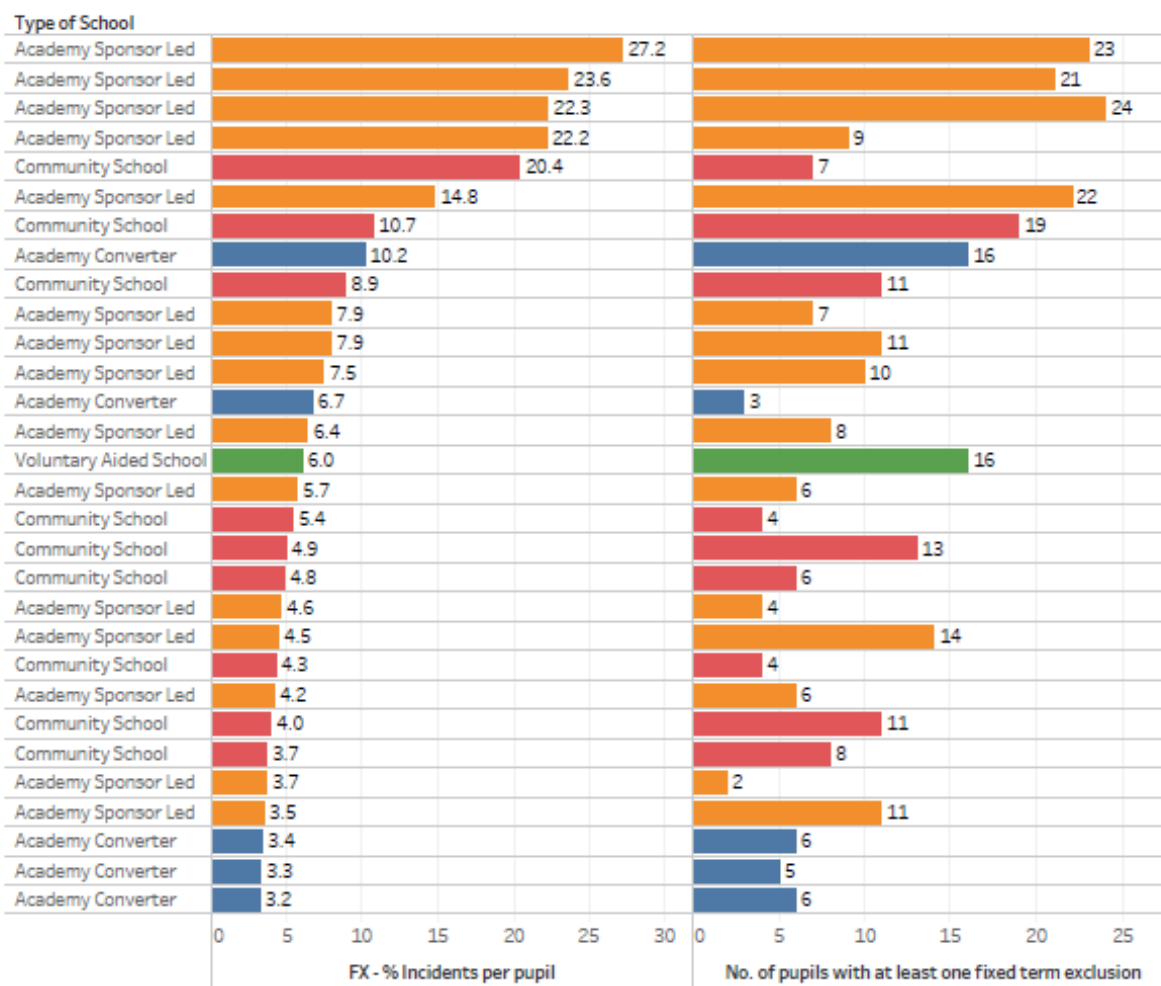
Type of School

- Academy Sponsor Led
- Voluntary Aided School
- Academy Converter
- Community School
- Foundation School
- Voluntary Controlled School

Number of schools by type (August 2017)

Academy	Academy Converter	Total
Academy Converter	32	
Academy Sponsor Led	23	
Total	55	
LA maintained	Community School	64
	Foundation School	9
	Voluntary Aided School	6
	Voluntary Controlled School	2
Total	81	
Grand Total	136	

2016/17 fixed term exclusions by type of school (top 30 primary schools)



2.2 Fixed Term Exclusions - Secondary

At Secondary the rate of fixed term exclusion has declined. The City ranking position has however continued to fall. Local audit confirms that a third of schools in Sheffield now use internal exclusion either instead of, or alongside fixed term exclusion. The disproportionate number of pupils excluded from a BME background is now reducing (Figure 1 & 2).

Academy schools now represent the majority of schools in the secondary sector. Of the secondary schools with the highest percentage of incidents per pupil 7 schools have a percentage of over 20% (Graph 2). Graph 2 demonstrates the variance in the number of pupils with at least one fixed term exclusion. In the top 7 excluding schools this ranges from 246 pupils to 12 pupils.

2.3 Fixed Term Exclusions - Special Schools

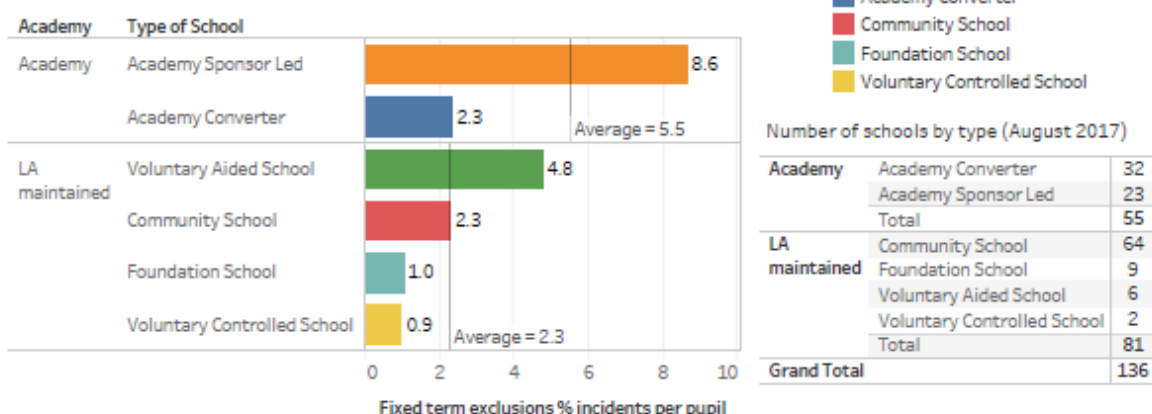
Nationally the number of fixed period exclusions continues to decrease in special schools. Although the rate in Sheffield remains low and the ranking position positive it did worsen in 2016. Local analysis indicates that this is a localised issue, relating to a small number of pupils in 2 specific schools. Work is underway to ensure the City offer is fully equipped to meet the needs of these children and families.

2.4 Autonomy and Accountability

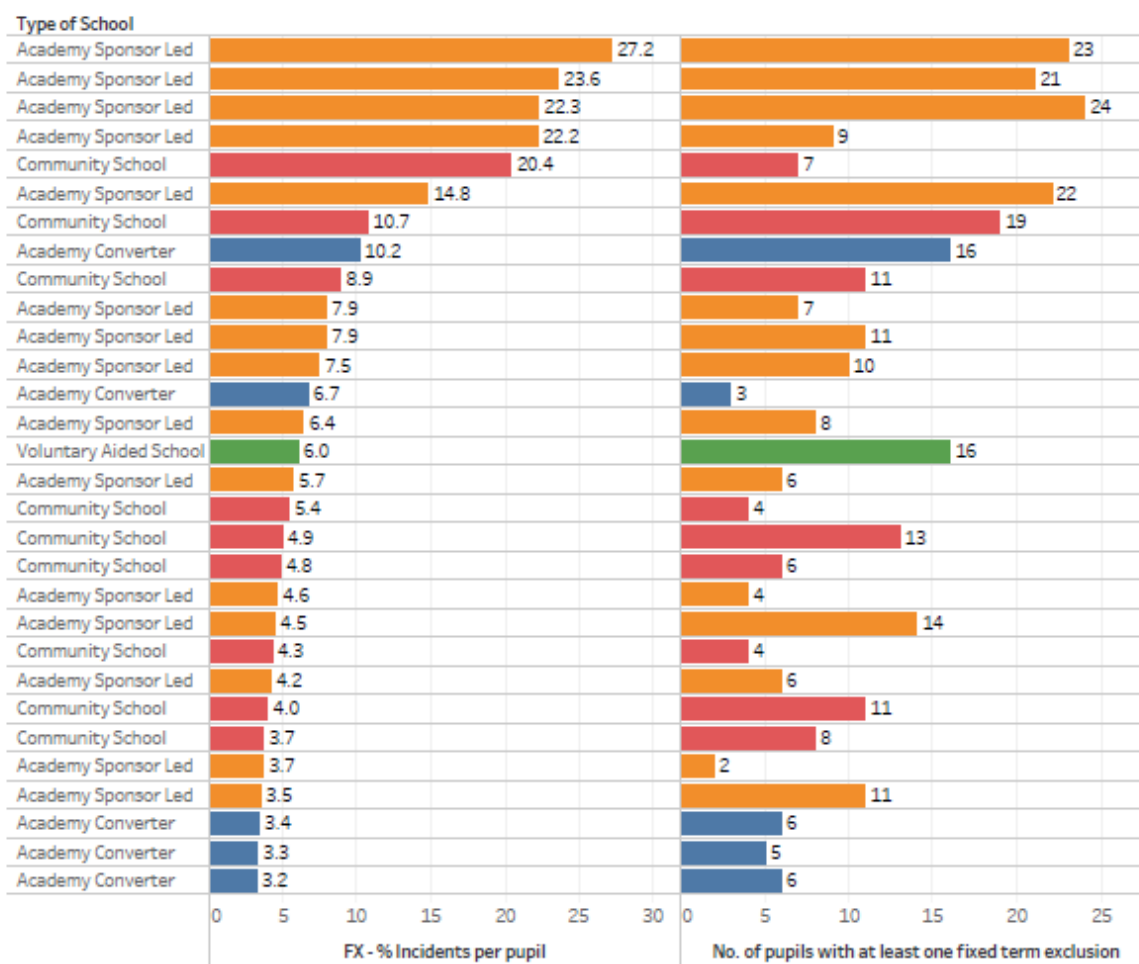
Government policy on Academies and Free Schools, maintains that autonomy drives up standards when partnered with accountability. However, in the area of exclusion accountability remains varied. Local authorities are responsible for provision once pupils are permanently excluded, local partnership arrangements responsible for making provision available for children at risk of exclusion and schools responsible for setting their individual school standards and support offers.

This demonstrates the importance of developing strong local partnership and governance arrangements which has been a priority development in 2016-17. The development of mechanisms such as Early Help meetings in localities, the Sheffield Support Grid and My Plan alongside the Primary Inclusion Panel, and Primary Reintegration Protocol are all building a local framework to support partnership activity. This work will continue to be developed and prioritised in 2017-18.

2016/17 fixed term exclusions by type of school (primary schools)



2016/17 fixed term exclusions by type of school (top 30 primary schools)



2.5 Permanent Exclusion – Primary

In Sheffield the rate of primary permanent exclusions declined in 2016-17 (Table 1).

There were only two schools with an exclusion rate of 3 or more pupils (Graph 3).

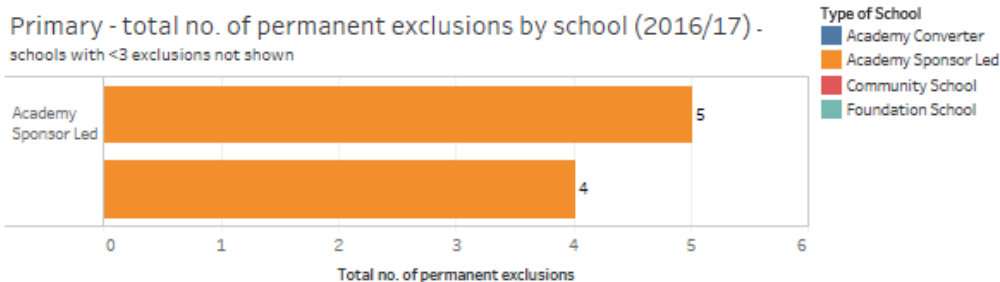
Table 1

	2014-15	2015-16	2016-17
Primary Permanent Exclusions	22	34	25
Secondary Permanent Exclusions	111	135	136

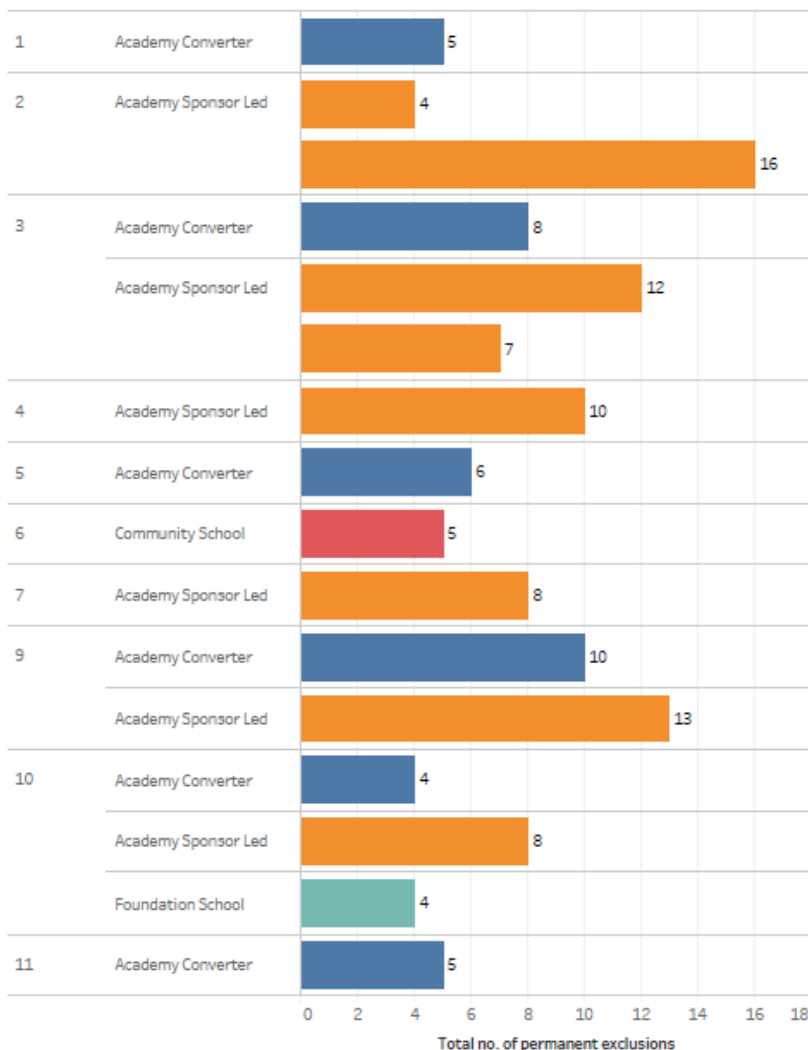
2.6 Permanent Exclusion – Secondary

In Sheffield the rate of secondary permanent exclusion has remained static (Table 1).

16 schools excluded more than 3 pupils in 2016-17 of which 5 excluded 10 or more. Variance in exclusion rates can also be seen when schools are grouped based on similar context (Graph 3).



Secondary total no. of permanent exclusions by school (2016/17) - schools grouped with similar schools, schools with <3 exclusions not shown



3. Appeals Processes

A governing body is legally required to consider exclusion if it is permanent, more than 15 days in a term or would result in missing a public exam. This is managed by a governing body meeting at which parents, the head teacher and a representative from the LA (if a maintained school) can make representations. This process is managed at a school level and the Local Authority provides advice and support to individual schools and parents as appropriate.

At the point of communicating their decision Governing bodies must notify parents' of their right to ask for the decision to be reviewed by an independent review panel. If applied for by parents within the legal time frame, the LA or (in the case of an Academy) the Academy Trust must, arrange for an independent review panel hearing to review the decision of a governing body not to reinstate a permanently excluded pupil.

Following its review the panel can decide to:

- Uphold the exclusion decision;
- Recommend that the governing body reconsiders their decision, or
- Quash the decision and direct that the governing body considers the exclusion again.

Since January 2014 18 appeals, 15 secondary and 3 primary, have been received in Sheffield of which 14 moved forward to being heard. 7 cases were upheld and 5 quashed and the governing body directed to reconsider the exclusion. Of these only 1 pupil was subsequently reinstated.

4. What does this mean for the people of Sheffield?

Excluded pupils outcomes are poor and exclusion compounds inequalities across the life course, with implications for employment, income, health and living standards. Research suggests that 25% of the attainment gap between rich and poor pupils at GCSE could be closed by policy focused on attendance, aspiration and behaviour.

The skills of the future workforce are critical in raising productivity and addressing skills gaps. Improving our approach to education support for pupils at risk of exclusion will support not only the individuals highlighted within the cohort but also those pupils on the fringes of exclusion and those children in the missing from education cohort whose provision will also be transformed.

4.1 Next Steps

In response to exclusions position in Sheffield we would like to consider establishing a continuum of provision that would better support the most complex needs and successful reintegration into school, alongside a greater focus on support being available locally for early intervention to prevent exclusion. The starting point for engagement with stakeholders is to shape proposals that would:

- Provide a smaller central provision for secondary pupils providing personalised support for the most complex and challenging children & young people
- Provide a 'middle tier' of engagement hubs (three primary and three secondary) that offer placements in partnership with mainstream schools with a view to successful re-integration of pupils through a whole family, multi professional and therapeutic approach. In order that the child, family and school can access the support they need to enable the child to be successful in a local mainstream school setting.
- In addition to the hubs, specialist outreach services could be made available to reduce school placement breakdown, improve mainstream school practice and confidence working with pupils, and improve

parental confidence in their local school's ability to successfully support pupils with complex needs.

In addition to considering the above approach the Council supports this broad area of work through its Alternative Provision Provider Network. Particularly looking at supporting the successful transition of some of the city's most vulnerable learners into a positive and meaningful post-16 offer.

We propose to take time in the next period to review provision through focussed engagement with stakeholders. This would take place over the remainder of the autumn term, with a view to concluding early in the new year.

This approach is clearly linked to the need to target resources effectively. Improvements in our overall performance targets would enable this work to be placed on a sustainable financial footing.

Whilst this work is underway we will continue to:

- Develop partnership protocols & systems based on the success in 2016-17 within the Primary Sector.
- Build the exclusion prevention provision
- Embed exclusions prevention into early help services
- Ensure strong leadership within the sector

5. Recommendation

The Committee is asked to consider the information provided and the work proposed to reconfigure the Sheffield approach to supporting children excluded and at risk of exclusion.

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