# Education inclusion project

Crest

Background

Crest have partnered with the West Yorkshire VRU to explore the impact of school exclusions (and other attendance factors) on a young person's vulnerability to serious violent crime

Overview of project

Crest advisory have worked with the West Yorkshire VRU on a research project spanning 6 months (Oct 2020 - Feb 2021) designed to understand the impact of school exclusions on a young person's vulnerability to serious violence. In the first phase, local stakeholders and data were mapped and a communication plan developed whilst an interim report was created from the published datasets and evidence, peer reviewed literature, and some preliminary interviews with strategic stakeholders.

The second phase of the project involved comparing the national findings to the local insight and bringing the findings forward with the contemporary data provided covering the academic year 2019/20. Combined with a systematic review of evidence surrounding various intervention types and supplemented by expert and local interviews, Crest had produced this second and final report, bringing together the various strands of analysis and using the insight to develop a set of practical recommendations.

Aim

As well as looking into the trends and drivers of exclusions in West Yorkshire, the research is guided by two specific research questions:

1. To what extent are school exclusions a risk factor for increased vulnerability of young people being involved in serious violent crime and exploitation?
2. What impact have school closures relating to COVID-19 and home-schooling had on school exclusion rates, and how (if at all) will this be affected by the reopening of schools?

COVID-19

COVID has had a significant impact on the local provision of education, exclusions, and the other drivers of serious violence that interact with them. The pandemic also provides an important time for measurement and reflection, **we have only been able to begin to assess the impact of COVID with local data provided at the local authority level, but some of this is incomplete and no data has yet been verified.**

Framework for assessing the relationship between educational inclusion and serious violence in West Yorkshire

Data Type	**Published data** *Publically available metrics for school attendance factors in the UK*	**Locally held/produced data** *Contemporary data and insight held /produced by local agents*	**Good practice guide** *Evidence review and Strategic interviews with high level stakeholders*
	Literature and Evidence Review (cross cutting to enhance / contextualise all data collected)		

| Metrics/ sources | **Education** • Permanent and fixed-term exclusion rates • Pupil demographics: age, gender, FSM eligibility, ethnicity • SEN status, LAC status, CIN status • Alternative Provision data | **Serious violence** • Knife crime injury (hospital data) • Violent offences • Police recorded crime • Domestic abuse incidents • First time entrants • Class A drug arrests | **School exclusions data for the academic year 2019/20** • Permanent exclusions: for each LA, including reasons, ethnicity, FSM and SEN • Fixed term: for each LA except Leeds, including reasons only • Elective home education: From Leeds and Kirklees only **Survey data** • November 2020 Youth Engagement Survey for 11-16 year olds in mainstream school. Over 1000 responses, • March 2021 Crest survey for 11-16 year olds in PRU's and AP's. 20 - 25 responses. | **YOT data with offence data and educational status/exclusions history** • One cohort from each local authority, 678 young people total, including demographic information, offence information, ETE hours and provider **Interviews with local practitioners in Wakefield and Leeds:** **Survey data** • 12 semi-structured interviews recorded and thematically analysed | **Interviews with stakeholders:** • Research in Practice • The Difference • SHINE (national and West Yorkshire) • The Youth Endowment Foundation **Resources used for the evidence review**: • Mielke (2021): School-based interventions to reduce suspension and arrest: A meta-analysis | • DfE (2019) School Exclusions: a literature review on the continued disproportionate exclusions of certain children • Valdebenito et al (2018) School-based interventions for reducing disciplinary school exclusion: a systematic review • RSA (2000) Preventing School Exclusions |

Executive summary

Patterns and trends in school exclusions

- The permanent exclusion rate has increased over the last 5 years in West Yorkshire, but it remains below national average largely due to the low rates in Bradford and Leeds.
- The fixed term rate is above the national average, but this is driven by unusually high levels in Wakefield, who is an outlier in both permanent and fixed term exclusions.
- There is correlation between years in which a local authority in West Yorkshire reports lower rates of permanent exclusions and years with higher rates of temporary exclusion (and vice versa).
- As with permanent exclusions, for fixed-term exclusions in Leeds and Wakefield, what seems to differentiate years with low rates from years with high rates is how frequently pupils are excluded due to persistent disruptive behaviour.
- The reasons for exclusion in West Yorkshire are similar to nationally, persistent disruptive behaviour continues to be the most frequently used reason for permanent and fixed term exclusion.
- Most students from the Youth Engagement Survey thought that fixed-term exclusions should be issued for disruptive behaviour, indicating the negative impact behavioural issues have on the wider school experience, the opinions of pupils in APs were more mixed.

Education inclusion and vulnerable learners

- Schools are disproportionately likely to exclude children with social, emotional and mental health needs, special education needs (SEN), children eligible for free school meals (FSM), those from Black backgrounds and GRT children. This disproportionality is mirrored in the criminal justice system.
- In West Yorkshire, pupils eligible for FSM and those with SEN are disproportionately excluded, both permanent and fixed-term.
- Nationally, the rate of permanent exclusion is consistently higher for Black pupils compared to majority White and Asian pupils. There appears to be a similar pattern in West Yorkshire (but the numbers are small).
- Data on elective home education (EHE) may be key to understanding deeper problems in educational inclusion and the potential risks young people may face due to Covid-19, but very little is systematically collected.

Executive summary

COVID-19

- Calderdale, Kirklees and Leeds have all seen increases in the rate of permanent exclusions during Covid-19, despite the unprecedented lack of time spent in school by most students.
- Analysis of the reasons for exclusion shows that 'persistent disruptive behaviour' and 'other' has seen the largest growth.
- Whilst Bradford and Wakefield saw decreases, the number of pupils excluded for persistent disruptive behaviour still grew. **This suggests the pandemic may present some behavioural challenges for students and schools in the near future.**
- Every area in West Yorkshire except Leeds (who didn't provide data) saw decreases in fixed-term exclusions in 2019/20.
- Calderdale and Kirklees have both excluded more pupils with SEN provisioning and pupils eligible for FSM. Whilst Bradford and Leeds have made some improvements, data on fixed-term exclusions this year was not provided. This composition for fixed-term exclusions should be monitored as soon as data is available.
- Kirklees and Leeds provided data on elective home education in the previous academic year showing disproportionate rates for children with SEN and those eligible for FSM. No other local authority provided this data.

Education inclusion and serious violence

- In line with the national trend, West Yorkshire has seen a fall in the number of children entering the criminal justice system, but the offences committed are becoming more serious and more violent.
- Young people on the joint West Yorkshire Youth Offending Team (YOT) cohort with serious and/or violent offences were considerably less likely to be in mainstream education, training, or employment (ETE) than the rest of the cohort.
- Most of the young offenders in the cohort were attending ETE full time, but 25% were attending 0 hours a week.
- There is a strong relationship between attending Alternative Provision (AP), Pupil Referral Units (PRU), and Special Units, and serious and/or violent offending in the YOT cohort.
- There is a link between not attending ETE full time and having committed a serious violent offence, but no relationship was found between attending 0 hours a week or being registered as not in education, employment, or training (NEET).
- There were large differences in mainstream education rates for most ethnic groups compared to White British, though numbers are small.
- The YOT data had some significant gaps in terms of capturing education inclusion and its impact.

Evidence Review: Summary

	Universal support for students	Targeted support for students	Support for the family	Training/ support for teachers/ staff	Whole school approaches
Overview	Interventions delivered to address issues perceived as making children more likely to be excluded which are available to all children in the school, regardless of personal circumstances.	Interventions which identify children who may be more likely to be excluded and provide support, addressing disruptive behaviour and other drivers of exclusion before problems become entrenched.	Engagement and support is provided to a pupil's family unit in order to get their 'buy in' in the child's education, equip them with certain skills, and foster good relations with the school.	This can involve training for teachers in maintaining discipline, creating inclusive environments, and identifying certain behaviours and concerns among students for intervention.	These interventions usually involve systematic changes across the whole institution to create a positive environment with clear and just rules. These tend to focus on early intervention and are preventative in nature.
Weight of evidence	Evidence of impact is mixed, counselling and alternative curriculums yield promising results in UK studies.	Evidence of impact is very varied and successes are rare, but the task is harder (as it targets at risk students).	Significant small-N and anecdotal evidence of success, especially in certain communities and integrated with other interventions/ services.	Significant evidence of success when skills / support are based around inclusion and identification of additional needs/support.	Strong theoretical backing but lack of evidence due to the fact most approaches are new.
Potential impact	Impact on exclusions are often small but other positive impacts are tangible.	Potential impact is significant given the target is vulnerable pupils.	Potential impact is significant given the target is vulnerable pupils.	Potential impact is very large as teachers interact with thousands of children over their career.	Largest potential impact, reforms are also sustainable and impactful outside of education.
Ease of implementation	Requires **little structural change** but a **long-term commitment** is essential to achieve even limited successes.	Requires **little structural change** but a **long-term commitment** is essential to achieve even limited successes.	Coordinating family engagement and integrating with other services requires **substantive labour.**	**Several barriers to implementation** - chiefly, small budgets, large workloads and lack of pastoral staff.	**Several barriers to implantation** - school /staff ethos, policies, lack of budget, large classes etc.

Recommendations

1. To meaningfully increase education inclusion, schools, local authorities and other major players need to be brought together to act beyond their current obligations under a strategic cross-cutting agenda, **the VRU is well-placed to facilitate this.**
2. To know what kind of interventions is necessary at which level, **more data needs to be collected about key markers of education inclusion, a regular whole-force area ask will encourage this**. A West Yorkshire dashboard of education inclusion could then be created.
3. **Local forums with schools and relevant local services which discuss and plan for children moving out of mainstream education** may help to foster a joint responsibility, whilst providing the local authority with a platform to advocate on the pupils behalf.
4. **An education inclusion SPOC with a specific remit to coordinate conferences with the school, the family, the pupil, and any local authority advocate when key risks of exclusion emerge** could work to repair broken relationships which drive up exclusions
5. No young person should be allowed to fall off the radar, **safeguarding partnerships should be provided up to date information about all pupils who are out of school (for whatever reason) to ensure their journey back into meaningful education.**
6. **Local authorities should be encouraged to conduct investigations into the use of all kinds of educational exclusion during 2019/20** in order to evaluate the individual behavioural policies and post-Covid strategies of each ETE provider.
7. **Any strategy for helping pupils 'catch-up' after Covid-19 must be explicit about how it will (at minimum) not act to worsen the inequalities exacerbated by the pandemic**. ETE providers should be compelled to demonstrate this.

The National Policy Context

2003

Every Child Matters government initiative launched, promoting collaborative and inclusive practices in children's care and education.

2007

Comparable records for exclusion rates begin to be published (2006/07 academic year).

↓ Fall in exclusion rates

2012

Charlie Taylor's *Improving Alternate Provisioning* report is published, outlining serious issues with Alternative Provisioning (AP's) and the flawed system around it.

2013

New guidance on exclusions released. Among other changes, the power to overturn exclusions was removed from Local Authority officers.

In response to the Taylor report, the government releases statutory guidance on AP.

↑ Rise in exclusion rates

2015

SEND code of practice: 0-25 Years published. This provided updated guidance on how schools should support young people with SEND.

The National Policy Context

Progress 8 introduced as the main indicator to assess school performance. It measured how much progress pupils made from the end of primary school to the end of key stage 4.

Government publishes the *Alternative Provision: Effective practice and Post 16 transition* literature review, to find effective strategies to increase attainment in APs.

IPPR publishes *Making a Difference*, a report detailing the outcomes for excluded children. The *Difference Leaders Programme*, emerged from this report.

Progress 8 is updated to minimise the disproportionate impact that a few pupils with extreme scores can have on a schools average.

Pioneer cohort of Difference Leaders placed in nine local authorities across Greater London to improve outcomes for vulnerable children.

Changes to the statutory guidance on school exclusions to account for Covid-19. This mostly covered the use of remote access technology and deadline extensions for appeals.

2016

2017

2019

2017

2018

2020

Government White Paper *Educational Excellence Everywhere* released, setting out some reforms for improving AP - many of which were not taken forward.

Revision to the statutory guidance on exclusions. Clarity is added to the role and responsibilities of the independent review panel and governing body.

Launch of the House of Commons *Forgotten children: alternative provision and the scandal of ever increasing exclusions* inquiry.

AP Innovation Fund launched. Building on the 2017 literature review, the fund aimed to develop projects that could deliver better outcomes and educational attainment in APs.

Timpson Review of School Exclusions published, identifying areas of disparity in school exclusions and making recommendations to ensure exclusions are used appropriately.

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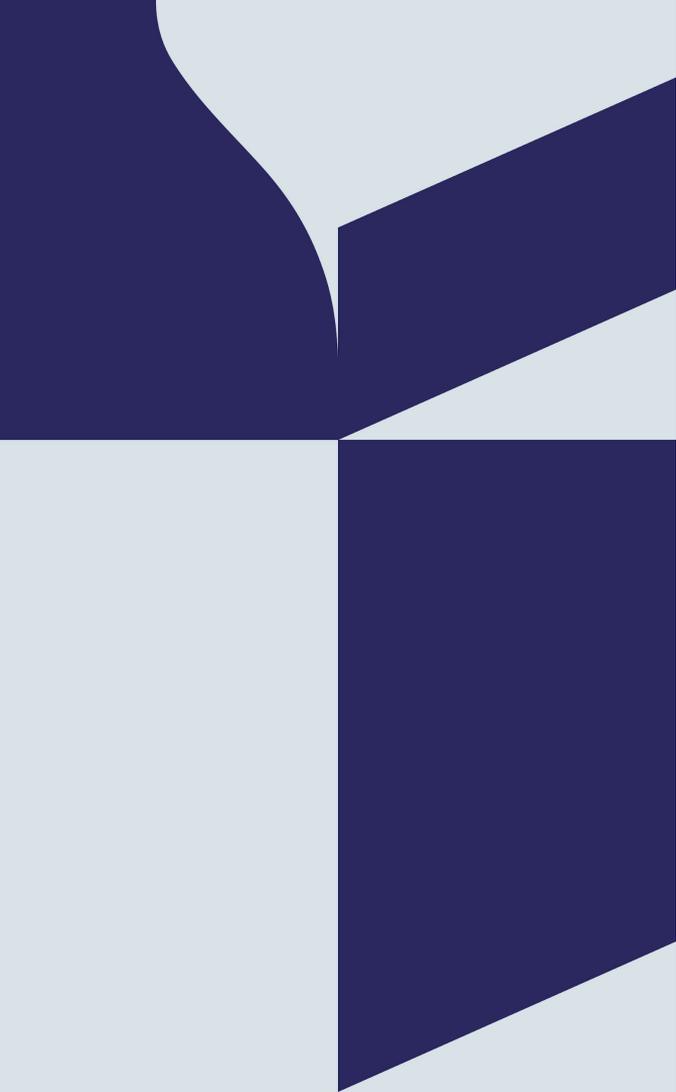
Patterns and trends in school exclusions

Patterns and trends in school exclusions: section summary

In this section we have reviewed a combination of **publicly available data on school exclusions** and peer-reviewed **literature and research** to understand the wider context of school exclusions, **data provided by the five local authorities in West Yorkshire on school exclusions** in the last year to understand the impact of Covid-19, and qualitative insights from **interviews with local practitioners** and **responses to survey questions completed by school-aged children.**

Overview of findings

- Formal exclusions have rose nationally between 2013-2017 then plateaued whilst remaining high, but informal exclusions like managed moves, elective home education, off-rolling, and internal exclusions are less well recorded and increasingly common. Within this context, education inclusion is a pressing policy issue.
- The permanent exclusion rate has increased over the last 5 years in West Yorkshire, but it remains below national average largely due to the low rates in Bradford and Leeds.
- The fixed term rate is above the national average, but this is driven by unusually high levels in Wakefield.
- There is correlation between years in which a local authority in West Yorkshire reports lower rates of permanent exclusions and years with higher rates of temporary exclusion (and vice versa).
- For both permanent and fixed-term exclusions, what seems to differentiate years with low rates from years with high rates is how frequently pupils are excluded due to disruptive behaviour.

- Most surveyed students thought that exclusions should be issued for disruptive behaviour, but the opinions of the pupils in APs were more mixed, and research evidence suggests that punitive behaviour management can undermine inclusion for vulnerable learners.

Covid-19

- Covid-19 restrictions are likely to have a negative impact on educational inclusion and may leave a legacy of heightened risk of exclusions and trauma amongst vulnerable learners particularly.
- Calderdale, Kirklees and Leeds have all seen increases in the rate of permanent exclusions during Covid-19, despite the unprecedented lack of time spent in school by most students.
- Analysis of the reasons for exclusion shows that 'persistent disruptive behaviour' and 'other' has seen the largest growth.
- Whilst Bradford and Wakefield saw decreases, the number of pupils excluded for persistent disruptive behaviour still grew.
- Every area in except Leeds (who didn't provide data) showed improvements in fixed-term exclusions during 2019/20

Educational inclusion has become a pressing policy issue

Across the UK, **formal exclusions rose between 2013/14 and 2016/17 — and have remained roughly stable ever since**. Though informal exclusions are by nature less well-recorded, surveys suggest that **off-rolling and elective home education have become more common**. Off-rolling and home education are partly caused by **schools failing to meet children's needs**. In some cases, **schools illegally pressure parents to withdraw children with low attainment**.

Within this context, **educational inclusion has been recognised as a pressing policy issue**. In 2018, the DfE announced that Edward Timpson — a former children's minister — had been commissioned to review the rise in exclusions. The Timpson Review, which was published last year, included recommendations for **staff training on trauma, attachment and speech, language and communication needs**; a shift in how schools were incentivised to behave, making them **accountable for the educational outcomes of children who they exclude**; and greater **transparency and monitoring of pupil moves and schools' use of Alternative Provision**.[1] Alongside the review, the DfE commissioned a **literature review on disproportionality in exclusions.**[2]

Young people who have committed criminal offences, including violent offences, have often experienced permanent and fixed-term exclusions. The Ministry of Justice's analysis of young people convicted of knife possession offences found that **85% had experienced fixed-term exclusions, and 21% had been permanently excluded**. Though the relationship is complex, exclusions — particularly permanent exclusions — appear to destabilise the lives of young people who are already marginalised, some of whom have **multiple complex needs**. Exclusions frequently occur when a young person is experiencing trauma, and can exacerbate the experience and impact of that trauma (see slide 44)

1. Timpson, Edward (2019), *Review of School Exclusion.* 2. Graham, Berni et al (2019), *School exclusion: a literature review on the continued disproportionate exclusion of certain children.*

The literature on school exclusions highlights failures in inclusive practice, especially for disadvantaged students

Children can be excluded from school **temporarily or permanently,** and **formally or informally**. Since 2016/17, schools have been required to inform the local authority before removing a pupil from their admissions register. However, the Children's Commissioner has found that schools continue to **pressure parents to withdraw their children,** and that **a growing number of children are home educated because schools are failing to meet their needs** (e.g. are failing to respond appropriately to SEN, mental health issues or bullying).[3]

Fixed-term exclusion	Permanent exclusion	Managed moves	Elective home education	Off-rolling
This means a child is **temporarily removed** from school. The school should set and mark work for the first week, and arrange alternative education if the exclusion is longer. Pupils **cannot be excluded for more than 45 school days in a year,** including if they have moved school.[4]	This means a child is **expelled from school**. The local authority has a legal duty to arrange alternative full-time education from the sixth day of the exclusion. **The governing board of the school must hold a meeting to consider the exclusion** before it takes place.[4]	Managed moves are **agreed between headteachers**. A child remains on the register of both schools during an initial **trial period**. If they meet certain conditions in this period, e.g. good behaviour or achieving certain grades, they are removed from the sending school's register.[5]	Families can choose to **opt out from local authority educational provision** and educate their children at home. However, they will not necessarily receive any support from the local authority. Legally, **schools should not pressure a family to withdraw their children** and educate them at home.[6]	Off-rolling means a child being **removed from a school roll for reasons which are in the school's best interests, not the child's**. It is usually done in response to a child's low attainment, to improve a school's league table position.[7]

3. Children's Commissioner (2019), *Skipping School: Invisible children*. 4. Department for Education, *School discipline and exclusions*. 5. Just for Kids Law, *Quick-Guide: Managed Moves.* 6. House of Commons Library (2019), *Home education in England*; Just for Kids Law, *Elective Home Education.* 7. YouGov (2019), *Exploring the issue of offrolling*; Ofsted (2019), *What is off-rolling, and how does Ofsted look at it on inspection?.*

There is not one clear definition of educational inclusion - as a result practise varies between and within local areas

Government publications are vague on inclusion, often using the term without clear definition. For students with SEN, education inclusion is synonymous with placement in mainstream schools where adjustments are made to ensure those pupils can 'achieve and participate fully in the life of the school'.[8] For pupils with other protected characteristics (for example, ethnic origin, religion and sexual orientation), education inclusion is tied to the idea of 'equal opportunities', where pupils are given a fair chance to fully participate, learn and achieve in the educational process as well as wider school life.[9]

Against this background of ambiguity, Sikes et al (2007) investigated how mainstream teachers and teaching assistants understood inclusion, specifically with regard to SEN pupils. Visiting three schools in the south-west of England, they found that each teacher's experience of inclusion was unique, and based on a **complex interplay between specific contextual factors and day to day work with individual pupils.**[10]

For groups with other protected characteristics, Bhopal and Myers (2009) found that **the success of inclusive measures depended on the leadership and ethos of the school, specifically the commitment of teachers to understand and build relationships with diverse communities.** Looking at Gypsy, Roma and Traveller pupils, they found that schools were inconsistent in this area.[11] Indeed, Bhopal (2010) found that measures by some schools only emphasised the difference and outsider status of Gypsy, Roma and Traveller pupils.[12]

8. DfE (1998), Meeting special educational needs: a programme of action. 9. Ofsted (2001), Evaluating educational inclusion, *HMI 235 e-publication.* 10. Sikes et al (2007) Voices on: teachers and teaching assistants talk about inclusion, *International Journal of Inclusive Education*, *11*(3), 355-370. 11. Bhopal and Myers (2009), Gypsy, Roma and Traveller pupils in schools in the UK: inclusion and 'good practise', *International Journal of Inclusive Education*, *13*(3), 299-314. 12. Bhopal (2010), 'This is a school, it's not a site': teachers' attitudes towards Gypsy and Traveller pupils in schools in England, UK, *British Educational Research Journal*, *37*(3), 465-483.

Covid-19 restrictions are likely to have a negative impact on educational inclusion and may leave a legacy of heightened risk of exclusions and trauma amongst vulnerable learners particularly.

Nationally, whilst most young people were happy to return to school for the autumn term of 2020/21, attendance between September and December was still lower than pre-pandemic levels, hovering between 80% and 90%. In line with infection rates, attendance also fluctuated throughout the term, rising in September, only to fall in November (as England went into Lockdown 2 and rise again in December (as infections ebbed).[13]

This was mirrored in West Yorkshire, where **attendance in the autumn term of 2020/21 was 82% in Bradford, 84% in Calderdale, 80% in Kirklees, 84% in Leeds and 79% in Wakefield[14]**. Reflecting the fluctuations at national level, all five local authorities in West Yorkshire saw increases in attendance in September, followed by a drop in November and an increase in December. This was noted by one of our interviewees who said that at one point their school was only at 10% capacity as students were off **"because their parents didn't want to send them in, or they were isolating or they had COVID"**.

The imperfect and fluctuating attendance during the autumn term 2020/21 can be explained by COVID-19 transmission rates or concerns around it. Indeed, **51 respondents of the Youth Engagement Survey who said they did not attend school regularly cited COVID-19 related concerns as a reason[15]**. As the Ofsted COVID-19 series shows, these fears are more pronounced among certain groups, such as those living in intergenerational households or from minority ethnic backgrounds hit particularly hard by the pandemic.[16]

A University of Oxford study argues that this disruption to education - including the closure of schools since January - has **"produced potential new and heightened risks for school exclusions"[17].** The social and emotional cost of the pandemic has made many young people more vulnerable, and exacerbated the issues facing young people with pre-existing vulnerabilities. This doesn't just include young people with social care or SEN support, but also those that have not yet been formally identified as vulnerable or fall beneath the threshold for support.

13. Children's Commissioner, (2020), School attendance since September. 14. Department of Education, Attendance in education and early years settings during the coronavirus (COVID-19) outbreak. 15. Survey produced and circulated by the West Yorkshire VRU in November 2020 (see slide 24). 16. Ofsted, COVID-19 series: briefing on schools November 2020. 17. Daniels, Harry et al (2020), School Exclusion Risks after COVID-19.

The rate of permanent exclusions in West Yorkshire has risen over time. Although rates in West Yorkshire are below the national average, this is driven by consistently low rates in Bradford and Leeds.

The rate of permanent exclusions in West Yorkshire broadly follows the trend for England - sharply rising since 2014 and beginning to stagnate in 2017 - with **Kirklees** rising much more quickly and **Leeds** bucking increasing trend. In **Bradford**, permanent exclusion rates have remained consistently low, but are beginning to rise. **Calderdale** saw a vast improvement in 2018/19, but there is evidence this may be reversing. Permanent exclusion rates in **Wakefield** have remained consistently higher than the national average since 2013.
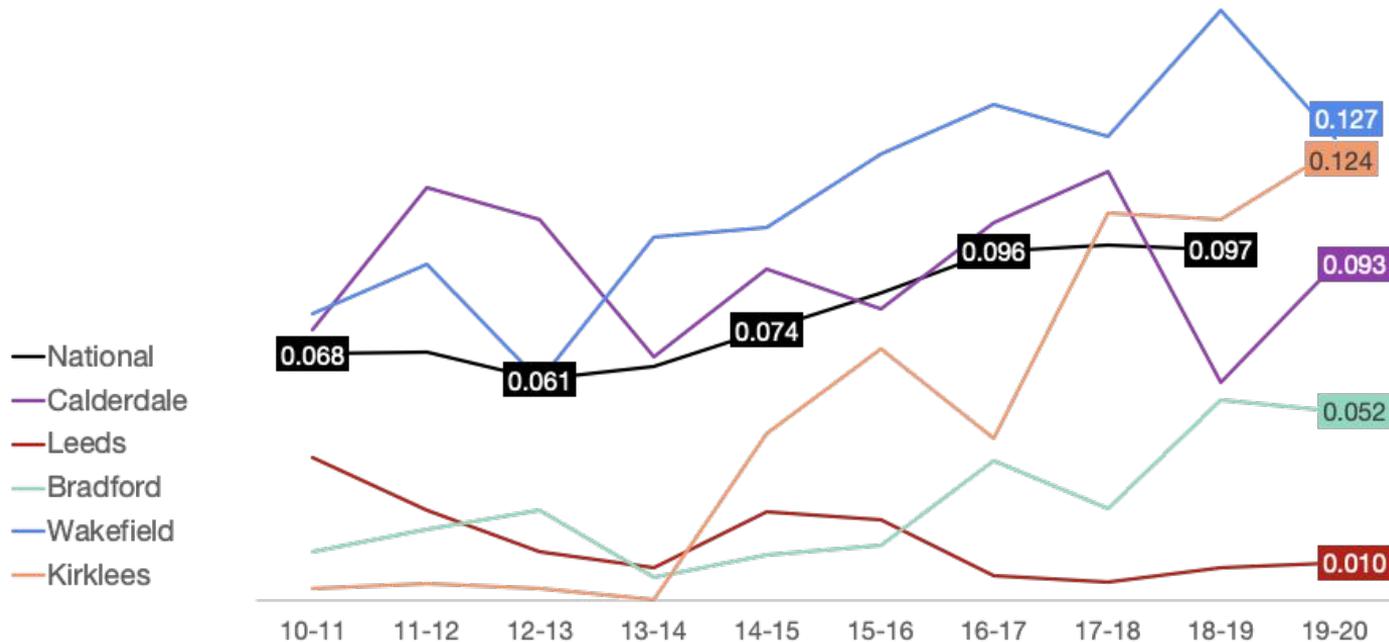
Calderdale, Kirklees, and Leeds have all seen increases in the rate of permanent exclusions during Covid, despite the lack of time pupils have spent in schools

Leeds, Calderdale, and Kirklees had low rates of permanent exclusions in 2018/19, either reversing upward trends or continuing a low rate (as for Leeds). And, whilst Bradford and Wakefield saw reductions, this only took the rate down from a peak to 2017/18 levels (or higher). **Given the unprecedented lack of time spent in schools by most pupils this year, this is an interesting finding**.

Local authority	Average rate of change 13/14 -18/19	% change 18/19 -19/20
Calderdale	-3%	+54%
Kirklees	+10%	+18%
Leeds	+19%	+16%
Bradford	+47%	-6%
Wakefield	+20%	-21%
National	+8%	Unknown

Why did permanent exclusion rates either rise or not fall by much during Covid-19?

We don't yet have the national data to see if what happened in West Yorkshire also happened on a national scale, but understanding how in a year with record-breakingly low attendance permanent exclusion didn't plummet will be key to understanding the lasting impact of the pandemic on young people. **Based on interview data with local stakeholders, we have reached two potential (and not mutually exclusive) explanations for this phenomenon in West Yorkshire:**

(1) **The pupils who remained in school were children identified as 'vulnerable' who are, as the data shows, disproportionately excluded anyway** due to more frequent behavioural problems, learning and communication difficulties, and potentially more difficult home lives, among other things, so Covid-19 made little difference to exclusion rates, but more students were excluded in some instances and for specific reasons.

(2) **The shift in boundaries and structures that occurred for most children during the pandemic led to difficulties re-entering a rigid school structure, which produced more behavioural exclusions**. If this second explanation holds, we should (and do) see a continued use of persistent disruptive behaviour as a reason to exclude children during the last academic year despite limited time spent in the classroom (see next slide).

Analysis of the reasons for exclusion in the areas where the permanent exclusion rate grew during Covid-19 showed that 'persistent disruptive behaviour' and 'other' categories showed the the largest growth

In Calderdale during Covid-19, 12 more pupils were permanently excluded than in the previous year. Comparing the lowest year - 2018/19 - to other years with higher rates of permanent exclusions, the difference seems to be driven by an increase in persistent disruptive behaviour. **This is also the case in Leeds which saw a large increase in pupils excluded permanently for behavioural concerns in 2019/20**. This suggests that a different strategy for the management of lower-level behavioral issues that may have arisen due to the trauma of the pandemic will be necessary to stop exclusions growing when schools return to normality.

Unlike Leeds and Calderdale, persistent disruptive behaviour decreased in Kirklees in the most recent year, this was also the highest year for permanent exclusions. **The bulk of the increase seems to have come from the verbal/physical abuse of adults in the school**. This suggests that those children who remained in school throughout the pandemic were those more vulnerable to being excluded due to more severe behavioural difficulties. It may also be the case that those who returned after extended periods had difficulties reintegrating to the more authoritative structure of school. In either case, it will be essential for schools in Kirklees to provide a strategy for dealing with more severe behavioural problems from vulnerable children post-Covid.

Permanent exclusions in Calderdale broken down by reason, 2017/18 (highest rates since 2014), 2018/19 (lowest rates since 2014), 2019/20 (Covid period)

Permanent exclusions in Kirklees broken down by reason, 2014/15 (lowest non-0 rate since 2014), 2018/19, 2019/20 (Covid period and highest rates since 2014)

The continued and frequent use of the category 'other' as a reason for exclusion in both Calderdale and Kirklees is concerning, as it is very difficult to regulate, and thus raises questions about how the exclusion is explained to the family and child.

Persistent Disruptive Behaviour   Other   Physical Assault (pupil)   Verbal abuse (pupil)   Drugs/ Alcohol   Theft   Racist Abuse   Sexual Misconduct   Damage   Physical Assault (adult)   Verbal abuse (adult)

Bradford and Wakefield both saw reductions in permanent exclusions during Covid-19, but the number of pupils excluded for persistent disruptive behaviour *still* grew. This suggests the pandemic may present some behavioural challenges for students and schools in the near future

Interestingly, **Bradford goes against the trend in so far as persistent disruptive behaviour does not seem to be driving notable increases in permanent exclusion rates**. Much like Kirklees, Bradford has high levels of permanent exclusions caused by physical assaults on adults, combined with assaults between students, these factors drive the difference between a low exclusion rate year and a year with high exclusions in Bradford, which suggests the potential efficacy of future interventions aimed at teaching conflict resolution and emotional regulation.

In Wakefield, permanent exclusions during the Covid-19 period decreased. Despite this, **more pupils were excluded for persistent disruptive behaviour** in 2019/20. Given that the pupils in attendance are those identified as vulnerable, permanent exclusion on behavioural reasons should be investigated, as should the behavioural policies post-Covid, after most children have experienced extended periods of turmoil and potential anxiety. The 'other' category was not used in this academic year which is helpful in turning a high exclusion rate year (2018/19) into a lower rate year (2013/14).

Permanent exclusions in Bradford broken down by reason, 2012/13 - 2018/19

Permanent exclusions in Wakefield, broken down by reason, 2013/14 (lowest rate since 2014), 2018/19 (highest rate since 2014), 2019/20 (Covid period)

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The rate of fixed-term exclusions is higher in West Yorkshire nationally, but this is driven by high levels in Wakefield. Without Wakefield, West Yorkshire rates are similar to England as a whole

The acceleration of permanent exclusions in **Kirklees** was not matched by an acceleration in fixed-term exclusions, which have increased since 2014 but more gradually, although Kirklees has always had a higher rate of fixed-term exclusions than the national average. **Leeds** continuously had a higher fixed-term exclusion rate, but the rate plummeted in 2017. **Bradford** has performed similarly well in terms of fixed-term exclusion rates, with 2018/19 being a particularly high year for fixed-term exclusions. While **Calderdale** saw improvements in permanent exclusion rates in 2018/19, this was a high year for fixed-term exclusions. The rate of fixed-term exclusions in **Wakefield** appears to have peaked in 2018/19, and has shown significant reductions in the last academic year.

Though there is relatively little evidence about the impact of fixed-term exclusions in the UK, US studies show that **suspensions cumulatively increase a young person's risk of arrest** and **are a significant risk factor for homicide offending**.[18] As slide 42 shows, the vast majority of young people convicted of knife possession offences in the UK have experienced fixed-term exclusions.

Every area in West Yorkshire except Leeds (who didn't provide data) showed vast improvements in fixed-term exclusions during the first year of the pandemic.
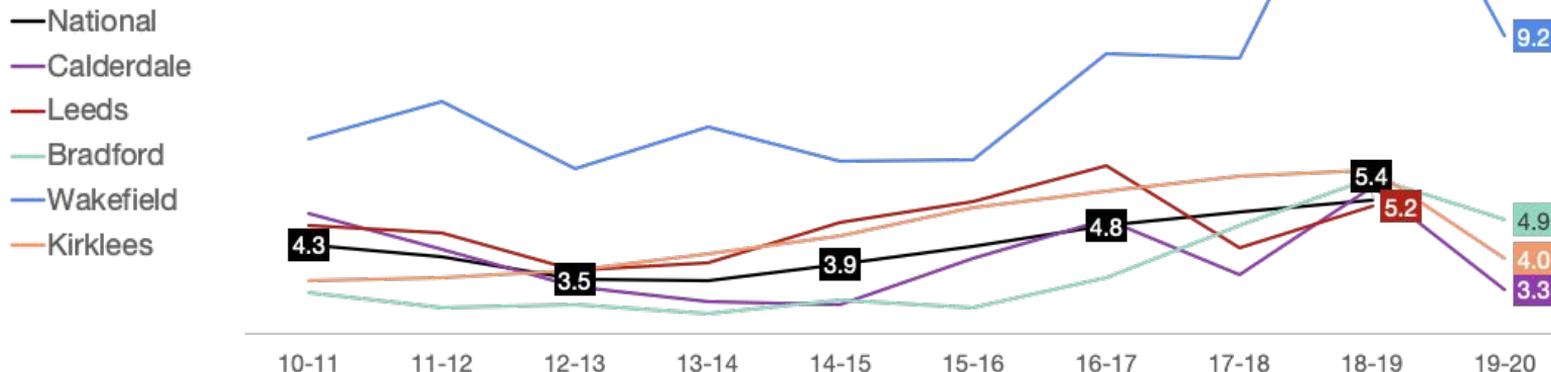
Legend:
- National
- Calderdale
- Leeds
- Bradford
- Wakefield
- Kirklees

Data labels: 4.3, 3.5, 3.9, 4.8, 5.4, 5.2, 9.2, 4.9, 4.0, 3.3

X-axis: 10-11, 11-12, 12-13, 13-14, 14-15, 15-16, 16-17, 17-18, 18-19, 19-20

There is correlation between years in which a local authority in West Yorkshire reports lower rates of permanent exclusions and years with higher rates of temporary exclusion (and vice versa), but other factors are clearly at play

Local authority	% change 13/14 - 14/15		% change 14/15 - 15/16		% change 15/16 - 16/17		% change 16/17 - 17/18		% change 17/18 - 18/19		% change 18/19 -19/20	
	PX	FX	PX	FX	PX	FX	PX	FX	PX	FX	PX	FX
Calderdale	+36%	-2%	-12 %	+36%	+30%	+23%	+13%	+26%	-49%	+56%	+54%	-42%
Kirklees	+5%	+9%	+52%	+14%	-36%	+8%	+139%	+7%	-2%	+2%	+18%	-34%
Leeds	+175%	+24%	-9%	+10%	-70%	+16%	-26%	-31%	+80%	+23%	+16%	Unknown
Bradford	+96%	+11%	+24%	-5%	+151%	+24%	-34%	+34%	+119%	+24%	-6%	-17%
Wakefield	+3%	-11%	+20%	+14%	+11%	+8%	-6%	+7%	+27	+2%	-21%	-34%
National	+16%	+11%	+14%	+10%	+14%	+11%	+2%	+7%	-1%	+6%	Unknown	Unknown

The observed correlation may suggest that where schools are under pressure to reduce one type of exclusion they overuse another. This may also be the case with informal exclusions which aren't measured in the same way.

There is also a (predictable) pattern whereby low exclusion years follow higher exclusion years and vice versa. This is likely to reflect the relatively low number of students who are actually excluded

22

As with permanent exclusions, for fixed-term exclusions in Leeds and Wakefield, what seems to differentiate years with low rates from years with high rates is how frequently pupils are excluded due to persistent disruptive behaviour

Leeds and Wakefield have very different fixed-term exclusion rates, yet in both local authorities a rise in fixed-term exclusion rates seems to be almost exclusively driven by the number of pupils excluded for persistent disruptive behaviour. This may suggest the efficacy of teaching low-level behavioural management skills and other behaviourally driven interventions, but **given the timings of the two lowest exclusion years and two highest (below), this may also reflect the reduction in school staff, increase in class sizes and shift toward performance structures in English schools all of which make it more difficult for teachers to manage disruptive behaviour without needing to remove these pupils.** This is a conclusion that shone through in our interviews with local stakeholder and practitioners.

Fixed-term exclusions in Leeds, broken down by reason, 2013/14 (lowest rate since 2014), 2016/17 (highest rate), 2018/19 (most recent year the local authority provided data for)

Fixed-term exclusions in Wakefield, broken down by reason, 2014/15 (lowest rate since 2014), 2018/19 (highest rate)
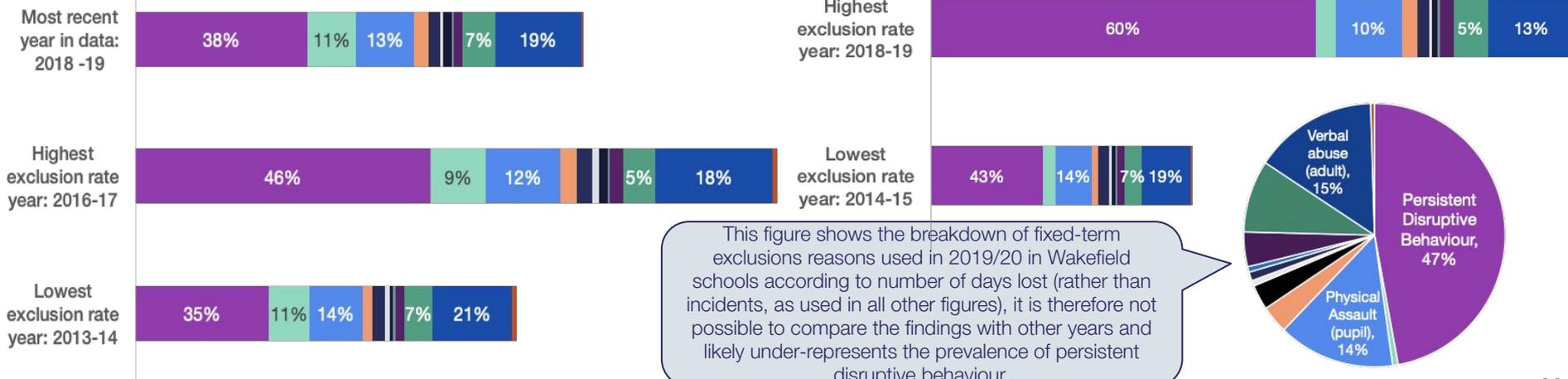
This figure shows the breakdown of fixed-term exclusions reasons used in 2019/20 in Wakefield schools according to number of days lost (rather than incidents, as used in all other figures), it is therefore not possible to compare the findings with other years and likely under-represents the prevalence of persistent disruptive behaviour.

23

Most students from the VRU's Youth Engagement Survey agreed that FTEs should be issued for disruptive behaviour. This indicates the negative impact behavioural issues have on the education and the wider school experience…

In November 2020, the West Yorkshire VRU produced and circulated a Youth Engagement Survey to schools across West Yorkshire. Aimed at 11-16 year olds, the survey sought pupils' views and perceptions on community safety, support, violent crime, exclusions and the impact of COVID-19. Just over 1000 responses were received.

Most students in the VRU's Youth Engagement Survey agreed that **bullying or verbally threatening students and teachers should result in a fixed-term exclusion. 60% thought the same for disruptive behaviour.** This matches survey results from the Timpson Review, which found **some support for exclusions from students when behaviour impacts class learning or warnings have repeatedly been ignored.** This broadly matches data on the main reasons behind permanent and fixed-term exclusions in West Yorkshire, which includes persistent disruptive behaviour and verbal abuse.

The Youth Engagement Survey also highlighted instances where students felt that schools were too strict or too lenient. For example, **some students felt that the use of exclusions for relatively minor matters, such as incorrect uniform or repeatedly being late, was excessive.** Students also felt that **schools did not take issues such as racism and offensive behaviour seriously enough, and that these behaviours should warrant harsher punishments.**

"If it's a serious thing like a fight or someone bullying, then they should get temporary exclusion, but if someone doesn't have the right uniform or is sometimes late then they shouldn't."

"Racism should be taken more seriously, as well as homophobia and sexism."

"People with really bad behaviour in lessons (constantly) should be excluded temporarily as it annoys students (like me) who just want to get on with the work."

...however, evidence suggests that rigid school structures, low expectations and punitive behaviour management undermine educational inclusion for vulnerable learners, increasing their risk of exclusion

Alongside the **Timpson Review** (see slide 13), Graham et al (2019) carried out a literature review on the characteristics which left children especially vulnerable to exclusion. The vulnerabilities which they identified were **SEN**, **poverty**, **low attainment**, **ethnicity (for Black Caribbean and GRT children)**, **bullying**, **poor relationships with teachers**, **trauma and difficulties at home**. They also identified negative and positive influences on the inclusion of children with these vulnerabilities (see below).[19]

In our survey to young people in PRU's and AP's, the vast majority thought that pupils shouldn't be excluded if teachers know they are having problems at home. The minority who did think they should be excluded, only thought they should be temporarily excluded, not permanently.[20]

Negative influences on educational inclusion	Positive influences on educational inclusion
Rigid school structure which focuses solely on academic performance; punitive behavioural policy	Positive school ethos where staff understand the reasons for challenging behaviour
Low expectations and/or explicit prejudice from teachers	Pupils feel that they 'belong' and have strong relationships with school staff
Teachers overreact to misbehaviour from GRT and Black Caribbean children	Students and families are supported; early intervention is in place for those who need it

19. Graham, Berni et al (2019), *School exclusion: a literature review on the continued disproportionate exclusion of certain children.* 20. In March 2021, Crest disseminated a survey to 11 – 16-year-olds in PRUs and APs in West Yorkshire. Between 20 – 25 responses were received.

Educational inclusion and vulnerable learners

Crest

Educational inclusion and vulnerable learners: section summary

In this section we have reviewed a combination of **publicly available data on school exclusions** and peer-reviewed **literature and research** to understand the wider context of school exclusions and vulnerable learners and how this impacts serious violence, **data provided by the five local authorities in West Yorkshire on school exclusions** in the last year to understand the impact of Covid-19, and qualitative insights from **interviews with local practitioners** and **responses to survey questions completed by school-aged children.**

Overview of findings
- Schools are disproportionately likely to exclude children with social, emotional and mental health needs, special education needs (SEN), children eligible for free school meals (FSM), those from Black backgrounds and GRT children. This disproportionality is mirrored in the criminal justice system.
- In West Yorkshire, pupils eligible for FSM and those with SEN are disproportionately excluded, both permanent and fixed-term.
- Nationally, the rate of permanent exclusion is consistently higher for Black pupils compared to majority White and Asian pupils. There appears to be a similar pattern in West Yorkshire (but the numbers are small).
- The rates of exclusion among looked after children and children in need are higher than the national average. This data is not yet widely available at the local level but is likely to have been collected, we recommend this is analysed going forward, as West Yorkshire has a higher rate of looked after children as a proportion of all pupils.

- Data on elective home education (EHE) may be key to understanding deeper problems in educational inclusion and the potential risks young people may face due to Covid-19, but very little is systematically collected.

Covid-19
- Covid-19 has posed a particular challenge for vulnerable and disadvantaged learners.
- Calderdale and Kirklees have both excluded more pupils with SEN provisioning and pupils eligible for FSM. Whilst Bradford and Leeds have made some improvements, data on fixed-term exclusions this year was not provided. This composition for fixed-term exclusions should be monitored as soon as data is available.
- Kirklees and Leeds provided data on elective home education in the previous academic year showing disproportionate rates for children with SEN and those eligible for FSM. No other local authority provided this data.

Schools are disproportionately likely to exclude children with social, emotional and mental health needs, but relational and developmentally-informed work can effectively support these young people

As slide 30 shows, **children with special educational needs are disproportionately excluded from school. This is especially true for children with social, emotional and mental health difficulties**.[21] As a result, it is particularly important that schools are able to meet the needs of these children. SEN also interact with other disproportionalities: a report by the Children's Commissioner showed that '[i]n 2009-10, if you were **a Black African-Caribbean boy with special needs and eligible for free school meals you were 168 times more likely to be permanently excluded** from a state-funded school than a White girl without special needs from a middle class family'.[22]

Ford et al (2017) carried out **secondary analysis of two waves of the British Child and Adolescent Mental Health Survey** (2004 and 2007). They found that mental ill-health significantly predicted a child's likelihood of exclusion, even adjusting for confounding factors, and that exclusion itself was associated with increased psychological distress. **Children with existing mental ill-health were more likely to be excluded, and exclusion in turn had a further (negative) impact on their mental health.** Parental mental health was also related to exclusion.[23] These findings are echoed by secondary analysis of the Avon Longitudinal Study of Parents and Children.[24]

Carroll and Hurry (2018) reviewed **best practice in supporting students with social, emotional and mental health needs (SEMH)**. They concluded that nurture group frameworks, positive behavioural support and functional behaviour analysis — all of which **avoided a deficit-based approach and focused on building good relationships** — left pupils more engaged and motivated, reducing their risk of exclusion.[25] We discuss the evidence base for these approaches in the evidence review section.

In the Youth Engagement Survey (see slide 24), several students argued that schools should try and understand the full circumstances of a child's behaviour before they took the decision to exclude: **"mental health issues, friendship issues or problems with home life... I think these are very important to take into account to help the student, rather than punish them".** This is in line with relational and trauma-informed approaches.

21. Graham, Berni et al (2019), *School exclusion: a literature review on the continued disproportionate exclusion of certain children.* 22. Children's Commissioner (2017), *"They never give up on you": Office of the Children's Commissioner School Exclusions Inquiry*. 23. Ford, T. 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* 48(4), 629—641. 24. Tejerina-Arreal, María et al (2020), 'Child and adolescent mental health trajectories in relation to exclusion from school from the Avon Longitudinal Study of Parents and Children', *Child and Adolescent Mental Health* 25(4), 217—223. 25. Caroll, Catherine & Hurry, Jane (2018), 'Supporting pupils in school with social, emotional and mental health needs: a scoping review of the literature', *Emotional and Behavioural Difficulties* 23(3), 310—325.

Disproportionality in exclusions is mirrored by disproportionality within the criminal justice system

Exclusions are associated with eligibility for free school meals, SEN status, ethnicity (particularly for Black Caribbean and GRT children) and social care history. Children from these groups are also **more likely to be criminalised, and more likely to receive punitive sanctions in court**.

For example, Black Caribbean pupils are **3.5 times more likely to be permanently excluded** from school, are **disproportionately stopped by police** (while the figures are not broken down by both age and ethnicity, Black Caribbean people of all ages are around 8 times more likely to be stopped), and are **overrepresented among children in custodial settings**. In contrast, there is no difference in self-reported criminality among Black Caribbean and White British young people. Black children are especially overrepresented among unsentenced children in custody (i.e. those on remand).[26]

Children from low-income backgrounds are also overrepresented in both exclusions and criminal justice sanctions. In 2018, the Ministry of Justice **analysed the educational background of children who had committed knife possession offences, and found that 41% were eligible for free school meals** — higher than the proportion of children who had committed any offence, or with theft offences.[27] **Children sentenced to custody are more likely to be eligible for free school meals** than children given rehabilitation orders or cautions.[28]

The same is true for children with a social care status. Children in need are **more than twice as likely to be permanently excluded**, while looked after children are **more than five times as likely to have a fixed-term exclusion**.[29] Meanwhile, looked after children are **five times as likely to receive a caution or conviction**. While less than 1% of children are in care, 33% of boys and 61% of girls in custody report having been looked after.[30]

26. Demie, Feyisa (2019), 'The experience of Black Caribbean pupils in school exclusion in England', *Educational Review*, 1—16; National Statistics (2020), *Stop and Search*; Youth Justice Board (2010), *Exploring the needs of young Black and Minority Ethnic offenders and the provision of targeted interventions*. 27. MoJ (2018), *Examining the Educational Background of Young Knife Possession Offenders*. 28. MoJ and DfE (2016), *Understanding the educational background of young offenders*. 29. Timpson, Edward (2019), *Review of School Exclusion*. 30. Shaw, Julie and Greenhow, Sarah (2019), 'Professional perceptions of the care-crime connection: Risk, marketisation and a failing system', *Criminology & Criminal Justice*, 1—17.

In West Yorkshire, as nationally, pupils eligible for free school meals (FSM) and those with special education needs (SEN) are disproportionately excluded, both permanent and fixed-term

"if a young person isn't able to concentrate, to do the work, if they don't understand it, then [bad] behaviours can be a helpful avoidance mechanism."
- West Yorkshire family support worker

Students eligible with SEN provisioning only make up 15% of the 2018/19 headcount in West Yorkshire, but they account for 47% of permanent exclusions and 42% of fixed-term exclusions. SEN are disproportionately found in young offenders and, increasingly, among those groomed into criminal exploitation. In our YOT data analysis we found 43% of Leeds' YOT cohort had identified SEN. Students eligible for free school meals only make up 18% of the 2018/19 headcount in West Yorkshire, but they account for 53% of permanent exclusions and 43% of fixed-term exclusions. We know this disproportionality is mirrored amongst those committed and cautioned for violence offences nationally.

Permanent exclusions (PX) in West Yorkshire, by SEN eligibility and headcount, 2018/19

Fixed-term exclusions in West Yorkshire, by SEN eligibility and headcount 2018/19

Permanent exclusions (PX) in West Yorkshire, by FSM eligibility and headcount, 2018/19
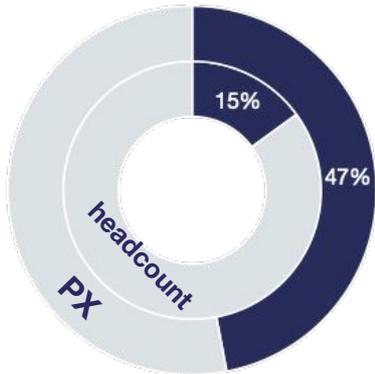
Fixed-term exclusions in West Yorkshire, by FSM eligibility and headcount 2018/19

■ SEN ■ No SEN
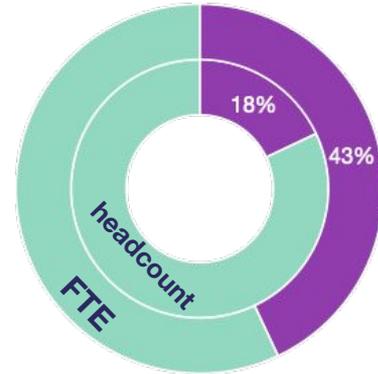
■ Eligible for FSM ■ Not eligible

The rate of fixed-term exclusions among both students eligible for FSM and students with SEN provisioning in West Yorkshire is rising, and is consistently higher than the national rate

For children eligible for FSM in West Yorkshire, the rate of fixed-term exclusions has risen by over 50% since 2012/13; although the rate in West Yorkshire remains higher than the national rate, the disproportionality is actually slightly less pronounced, as is the increase. The same is true for pupils with SEN provisioning, their fixed-term exclusion rate has increased by 65% since 2012/13, but, despite higher rates, this is less growth the the national increase (over 70%) and less disproportionality. However, all this means is that West Yorkshire has higher overall fixed-term exclusion rates and higher proportions of children eligible for FSM and SEN provisioning, which means this area must put additional effort and funding into ensuring educational inclusion for these groups who are vulnerable to violence and exploitation.
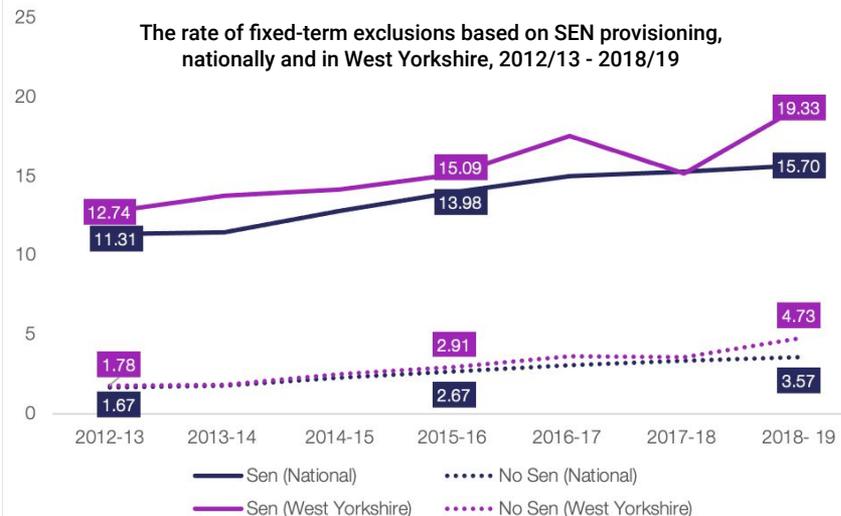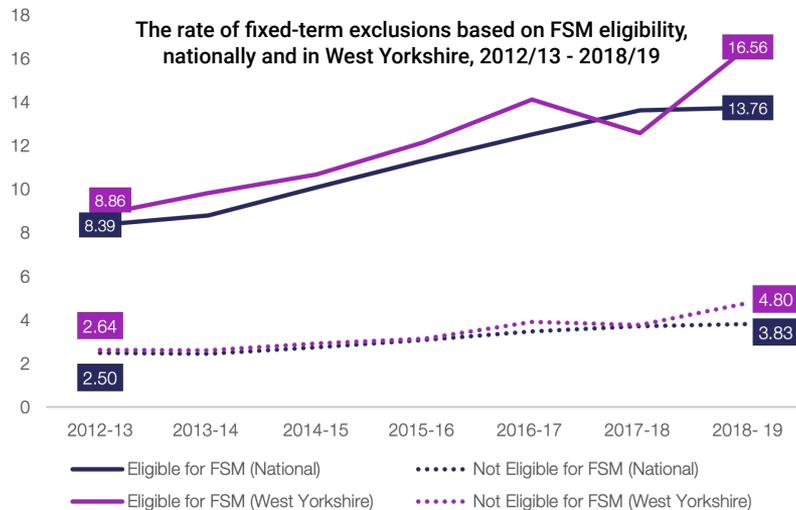
The rate of fixed-term exclusions based on FSM eligibility, nationally and in West Yorkshire, 2012/13 - 2018/19

Eligible for FSM (National): 8.39 → 13.76
Eligible for FSM (West Yorkshire): 8.86 → 16.56
Not Eligible for FSM (National): 2.50 → 3.83
Not Eligible for FSM (West Yorkshire): 2.64 → 4.80

The rate of fixed-term exclusions based on SEN provisioning, nationally and in West Yorkshire, 2012/13 - 2018/19

Sen (National): 11.31 → 13.98 → 15.70
Sen (West Yorkshire): 12.74 → 15.09 → 19.33
No Sen (National): 1.67 → 2.67 → 3.57
No Sen (West Yorkshire): 1.78 → 2.91 → 4.73

Nationally, the rate of permanent exclusion is consistently higher for Black pupils compared to majority White and Asian pupils. There appears to be a similar pattern in West Yorkshire, (but the numbers are small)

The rate of permanent exclusions in England and West Yorkshire, based on ethnic group, 2018/19
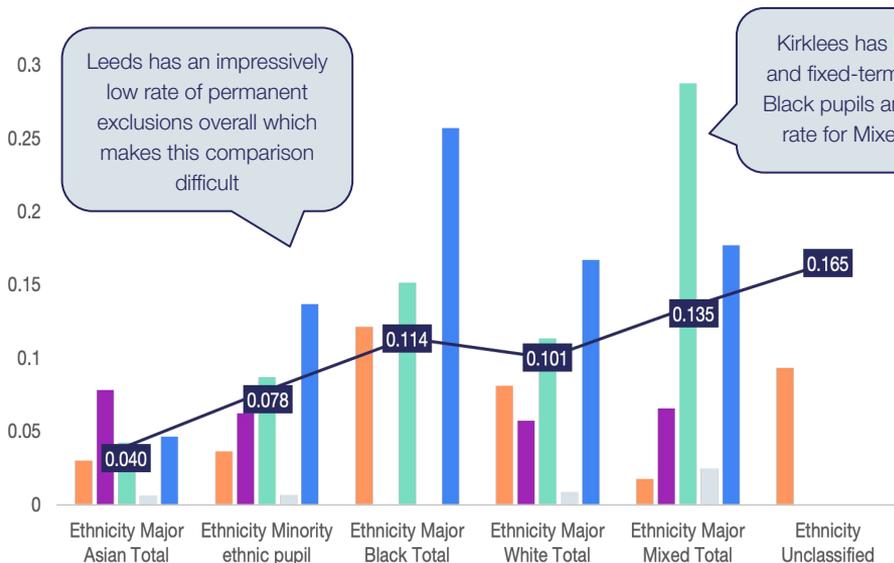
The rate of fixed-term exclusions in England and West Yorkshire, based on ethnic group, 2018/19

Leeds has an impressively low rate of permanent exclusions overall which makes this comparison difficult

Kirklees has higher permanent and fixed-term exclusion rates for Black pupils and a very high fixed rate for Mixed ethnicity pupils

Calderdale has higher permanent and fixed-term exclusion rates for Asian pupils
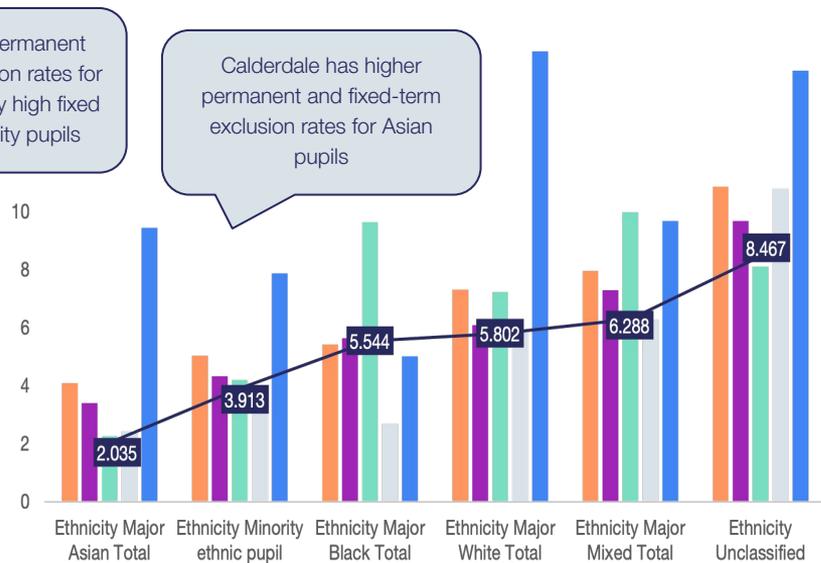
Bradford — Calderdale — Kirklees — Leeds — Wakefield — National

32

The rates of exclusion among looked after children (LAC) and children in need (CiN) are higher than the national average. This data is not available at the police force area or local authority level

Statutory guidance for schools and headteachers advocates that every measure is taken to avoid excluding looked after children (LAC) permanently, which explains the recent drop in permanent exclusion rates among this group. However, the guidance does not warn against the use of fixed-term exclusions, so the rate for pupils with post-looked after arrangements remains much higher than the rate for all other children - those with Child Arrangement Orders are the most impacted. The guidance also does not mention children in need, who are permanently excluded at a significantly higher rate than other children. And, whilst LAC consistently have the highest levels of fixed-period exclusions, children in need have seen the greatest increase, more than tripling between 2012/13 and 2018/19. As this data is not yet widely available at the local level, it should be a priority to collect and analyse this data going forward, particularly as **West Yorkshire had a higher rate of looked after children as a proportion of all pupils in 2019/20.**

The rate of fixed-term exclusions in state-funded and special schools in England in 2018/19, by post looked after arrangements

The percentage of looked after children, children in need, and all children, permanently excluded, 2012-13 - 2017/18
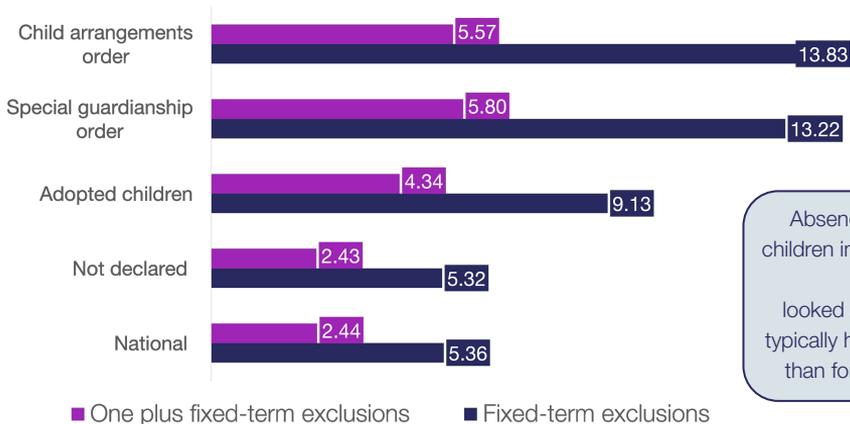
Absences are highest for children in need, and generally lowest for looked after children who typically have lower absences than for all other children.

- One plus fixed-term exclusions
- Fixed-term exclusions

- Children looked after
- Children in need
- All children
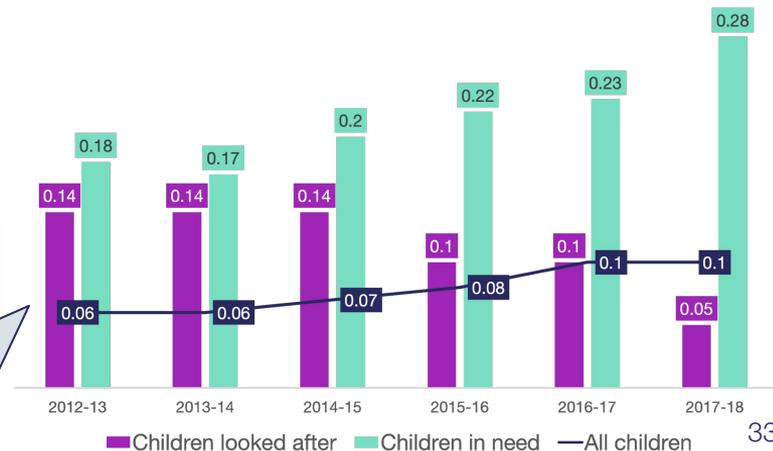
Covid-19 has posed a particular challenge for vulnerable and disadvantaged learners. Any recovery plans / policies aimed at reducing exclusion that do not take these vulnerabilities into account specifically, will likely be insufficient

During the first Covid-19 lockdown, children's experiences of education differed by income and ethnic background. Pupils on free school meals were more likely to attend schools which did not provide distance learning during the pandemic, as were pupils from Pakistani and Bangladeshi backgrounds. Most teachers report that the disadvantage gap has widened.

Though children who were known to social care were allowed to stay in school through the first stage of the Covid-19 pandemic, **relatively few vulnerable learners continued to attend**.[31] Meanwhile, **face-to-face education was suspended for all children in custody**, a decision which has been criticised by the Chief Inspector of Prisons.[32]

Using the Understanding Society Covid-19 dataset, Bayrakdar and Guveli (2020) have shown that **children had very different experiences of home learning during the first Covid-19 lockdown**. Children receiving free school meals and children from Pakistani and Bangladeshi backgrounds spent significantly less time on schoolwork than their peers. However, differences in schools' provision of distance learning **fully explained the learning gap for children of Pakistani and Bangladeshi heritage**, and **partially explained the gap for children on free school meals**. The research also found that **children with Black Caribbean and Black African heritage spent more time on schoolwork than children from any other ethnic group**, even though Black Caribbean children are overrepresented in school exclusions. This difference was partly, but not fully, explained by their schools' provision of distance teaching and learning materials.[33]

In July, **the National Foundation for Educational Research surveyed staff in mainstream primary and secondary schools** about the impact of Covid-19. They received responses from 1,176 senior leaders and 1,782 teachers. **More than half of the teachers (61%) reported that the learning gap for disadvantaged pupils had grown** since the previous year.[34]

31. Education Policy Institute (2020), *Education policy responses across the UK to the pandemic*. 32. HMIP (2020), *Aggregate report on short scrutiny visits by HM Chief Inspector of Prisons (21 April – 7 July 2020* 33. Bayrakdar, Sait & Guveli, Ayse (2020), *Inequalities in home learning and schools' provision of distance teaching during school closure of COVID-19 lockdown in the UK*. 34. National Foundation for Educational Research (2020), *The challenges facing schools and pupils in September 2020*.

Despite government guidelines allowing vulnerable children to attend school, attendance by vulnerable learners has remained low since schools closed in early January

Since January, primary, secondary, alternative provision and special schools have remained open for vulnerable children and young people. This includes children and young people with a social worker, and EHCP or "otherwise vulnerable" (vulnerable for another reason at local discretion). This is important for educational inclusion, as **school closures can disproportionally affect these vulnerable learners, who may have additional learning requirements.** The government and schools therefore strongly encourage vulnerable children and young people to attend. However, attendance remains low.

Nationally, attendance of vulnerable children (those with a social worker or EHCP) has not risen above 50%. For pupils with an EHCP, on site attendance increased from 34% on 13 January to 38% on 11 February and 45% on 25th February. For pupils with a social worker, attendance increased from 40% on 13th January to 44% on 11 February and 50% on 25 February. Whilst we do not have data up until March 8th, when schools reopened, **this does indicate that attendance for vulnerable learners has been increasing through the third lockdown.**

West Yorkshire follows this pattern of attendance. Whilst data isn't available for 25 February, for pupils with EHCP, all local authorities except for Kirklees saw an increase in attendance from 13 January to 11 February. Leeds saw the most dramatic recovery, from 33.2% to 43.6%. For pupils with a social worker, all local authorities except for Calderdale saw an increase in attendance between 13 January and 11 February. Kirklees saw the largest increase from 40.3% to 50.3%.

Proportion of pupils with a social worker attending school

13/01/2021   11/02/2021
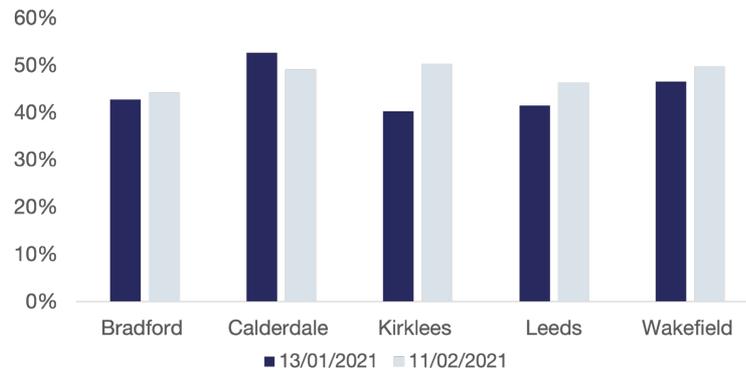
Proportion of pupils with a EHCP attending school

13/01/2021   11/02/2021
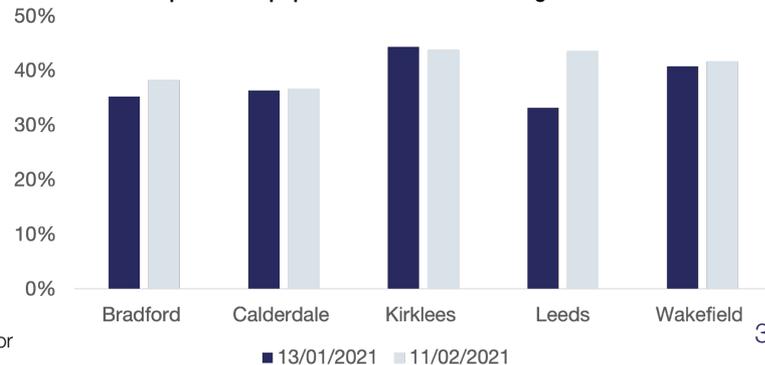
Calderdale and Kirklees have both excluded more pupils with SEN provisioning during the first year of the pandemic. This composition for fixed-term exclusions should be monitored as soon as data is available

The number of pupils that receive SEN support without a statement or EHCP permanently excluded as a proportion of the total number of permanently excluded pupils, 2006/07 - 2019/20

	06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20
Bradford	69%	65%	61%	60%	58%	67%	26%	67%	75%	40%	63%	64%	65%	52%
Calderdale	56%	56%	54%	51%	62%	55%	78%	50%	55%	48%	37%	26%	23%	53%
Kirklees	76%	77%	73%	57%	50%	67%	50%		80%	63%	47%	53%	35%	53%
Leeds	61%	74%	82%	76%	67%	67%	73%	50%	46%	58%	13%	17%	36%	8%
Wakefield	66%	68%	83%	56%	72%	85%	63%	76%	67%	44%	39%	42%	42%	
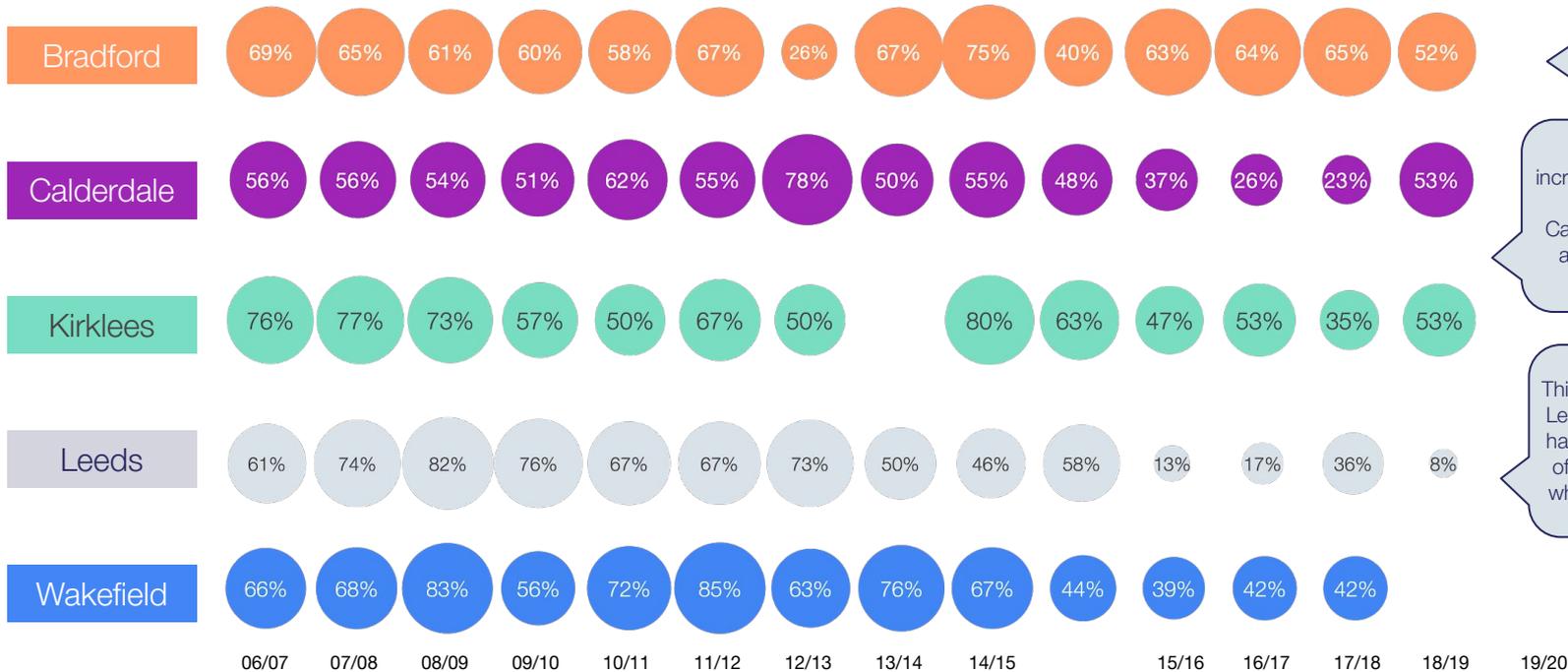
Bradford reduced both the number and proportion of SEN exclusions in Covid-19

These are substantial increases proportionally *and* in absolute terms as both Calderdale and Kirklees saw an increase in permanent exclusions this year

This is a dramatic reduction in Leeds, but the local authority has typically had higher rates of fixed-term exclusions, for which they provided no data

19/20 data for Wakefield was not provided

Similarly, Calderdale and Kirklees have both excluded more pupils eligible for FSM in the last academic year. Whilst Bradford and Leeds have made significant improvements, data on fixed-term exclusions this year is required

Data for Wakefield was not provided which should be remedied, given the very high rate of exclusion among children eligible for FSM in the area

The number of pupils eligible for FSM permanently excluded as a proportion of the total number of permanently excluded pupils, 2006/07 - 2019/20

	06/07	07/08	08/09	09/10	10/11	11/12	12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20
Bradford	52%	37%	48%	35%	42%	44%	22%	67%	42%	33%	42%	52%	58%	40%
Calderdale	44%	41%	37%	51%	46%	40%	32%	42%	45%	55%	39%	37%	55%	79%
Kirklees	50%	36%	47%	29%		33%			70%	59%	50%	60%	59%	70%
Leeds	61%	47%	46%	49%	53%	37%	53%	30%	39%	35%	38%	33%	45%	15%

Kirklees and Leeds provided data on elective home education in the previous academic year showing disproportionate rates for children with SEN and those eligible for FSM. No other local authority provided this data.

The figures below show that in Leeds and Kirklees, **pupils whose parents have requested to remove them from local authority provided education in 2019/20 are disproportionately likely to come from lower income families** (proxied with eligibility for free school meals) **and have special educational needs**. These are also two of the groups who are **most vulnerable to decreasing attainment and potential future educational problems due to Covid-19** and the disruptions to learning. Lower socioeconomic families and SEN are also **two prominent risk factors for violence and offending**. To prevent these groups of children from becoming extremely vulnerable, a **plan to re-engage them and their families in formal education post-Covid will be required in many cases to regain the protective factor of school and the opportunities offered by educational attainment.** It is therefore troubling that no similar information was made available by Bradford, Wakefield or Calderdale.

Leeds 330 new notifications for elective home education, 2019-20, by SEN and FSM eligibility
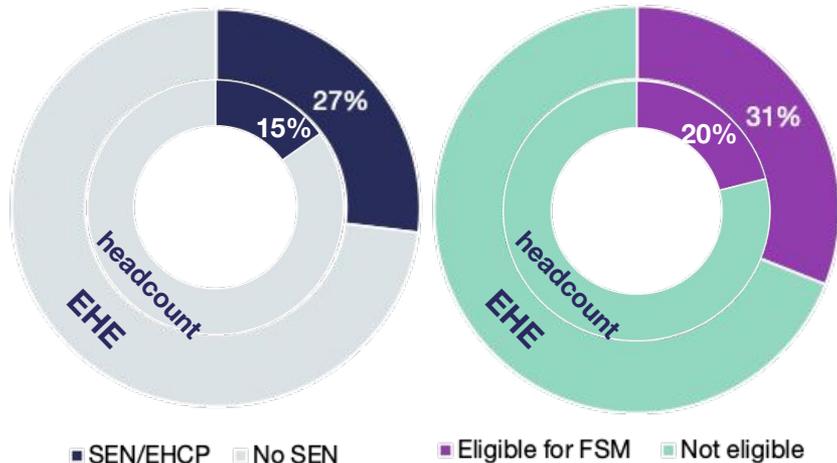
Kirklees 281 ETE new notifications for elective home education, 2019-20, by SEN and FSM eligibility
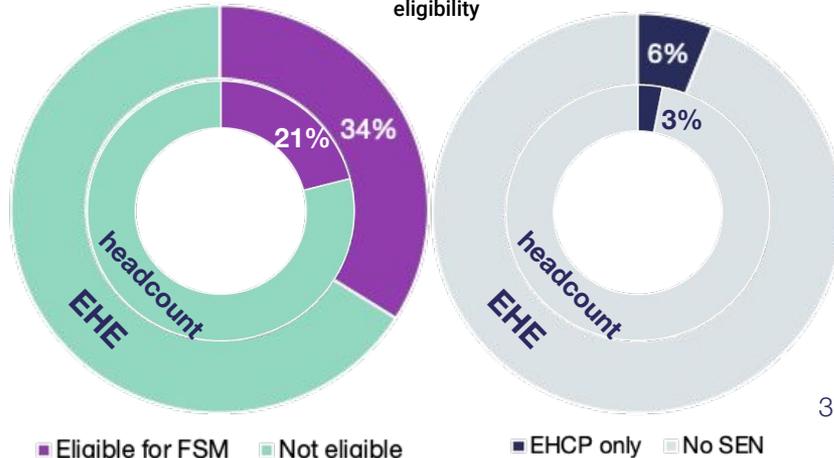
38

Data on elective home education (EHE) may be key to understanding deeper problems in educational inclusion and the potential risks young people may face due to Covid-19, but very little is systematically collected

Children in home education have reduced access to services available via school and safeguarding support provided by teachers and staff, **their environment is unregulated** and in some cases unstructured, and **there is no duty to ensure the quality of their education**. Although the numbers remain small, there is evidence they are rising in England and Wales, and the true figure is likely to be even higher given that parents have no requirement to register their home educated child with the local authority. There is a concern that for children in secondary school particularly, schools may pressure parents to home educate to avoid exclusion, parental sanctions, **or poor exam results.** This is an illegal practice called **off-rolling** which is exceptionally difficult to prove**.**

There is also a concern that some local authorities have been reporting **much larger numbers of EHE requests in the last academic year due to Covid-19** and the accompanying restrictions. Some of this, argued the Chief Inspector of Schools in England in November 2020, will be driven by parents enjoying home education, but a lot will also be due to the **anxiety and safety concerns which arose during the pandemic** and the **frustration some parents felt at a lack of support**. For children whose education has been interrupted at a critical period, there will be a **significant gap to close in terms of their learning**, **particularly for those with difficult home environments.** It is essential that, where possible, these vulnerable learners are brought back into mainstream education when schools re-open.

Only Leeds, Wakefield, and Kirklees provided information about elective home education in the last academic year. **Leeds and Wakefield both reported increases in the *number of pupils* who were home educated**, but these are cumulative totals which build on figures from the previous year. In terms of new notifications, **Wakefield reported a 200% increase in referrals** (143 from 45 last year), whilst **Leeds saw a slight drop in referrals,** but Leeds had an exceptionally high number of referrals in 2018/19 (333 from 386 last year). Kirklees reported 281 new notifications but gave no information on previous years. Bradford and Calderdale gave no information at all. Both the Leeds and Wakefield information referenced **Covid-19 and related public health concerns as a new reason provided by parents, but strikingly little was known in this area.**

Sources: Forrester et al (2017) *An evidence based review of the risks to children and young people who are educated at home.* LeedsLive (2019) *Fears Leeds schools are 'pressuring' parents into home-schooling vulnerable children.* The Guardian (2020) *Rise in pupils in England being home-schooled due to Covid fears, says Ofsted chief.* SchoolsWeek (2020) *38% rise in elective home education, and 'stretched' councils can't keep track*

Educational inclusion and serious violence

Crest

Educational inclusion and serious violence: section summary

In this section we have reviewed a combination of **publicly available data on violence and offending** and peer-reviewed **literature and research** to understand the wider context of education inclusion and serious violence, demographic, offence, and education **data provided by the youth offending teams (YOT) in the five local authorities in West Yorkshire on their 678 young people**, and qualitative insights from **interviews with local practitioners**.

Overview of findings

- Young people who commit offences, including violent offences, have often been excluded from school. In most cases, however, these offences do not immediately follow exclusion.
- The underlying factors which lead to exclusion, and the impact of exclusion on a child's prospects, relationships and identity place them at greater risk of violence and exploitation.
- In line with the national trend, West Yorkshire has seen a fall in the number of children entering the criminal justice system, but the offences committed are becoming more serious and more violent.
- Young people on the joint YOT cohort with serious and/or violent offences were considerably less likely to be in mainstream education, training, or employment (ETE) than the rest of the cohort
- The YOT data had some significant gaps in terms of capturing education inclusion and its impact. This data and will be essential as an indicator of vulnerability when building back from Covid-19.

- Most of the young offenders in the cohort were attending ETE full time, but 25% were attending 0 hours a week.
- There is a strong relationship between attending Alternative Provision (AP), PRUs, and Special Units, and serious and/or violent offending
- There is a link between not attending ETE full time and having committed a serious violent offence, but no relationship was found between attending 0 hours a week. This is likely to reflect an active and effective safeguarding system around young offenders keeping serious and/or violent young offenders in *some* hours of ETE.
- There were large differences in the rates of mainstream education for most ethnic groups compared to White British, though numbers are small. The disproportionality in the NEET subcohort was prominent.
- No relationship between being listed as NEET and committing a serious and/or violent offence was found, which suggests that if there is a relationship, it's a long-term one, in which being excluded from the labour market impacts your likelihood of involvement in serious and/or violent crime.

Young people who commit offences, including violent offences, have often been excluded from school. In most cases, however, these offences do not immediately follow exclusion

Young people who have committed offences are disproportionately likely to have been excluded. However, where young people are excluded *before* they have committed an offence, the existing evidence suggests that there is a **significant time lag between the exclusion and the offence**.

The **Ministry of Justice's analysis of young people who committed knife possession offences** — based on linked school and justice data from 2012/13 — found that **for three quarters of young people who committed their first offence after exclusion, there was a time lag of more than a year between exclusion and offending**. However, where young people had committed the offence *before* exclusion, most exclusions took place within a month of the offence — suggesting **young people were excluded because of knife possession**.[35]

A **Home Office study** found something similar: where (all types of) offending began after exclusion, there was **a time lag of a year or more for half of the young people**.[36]
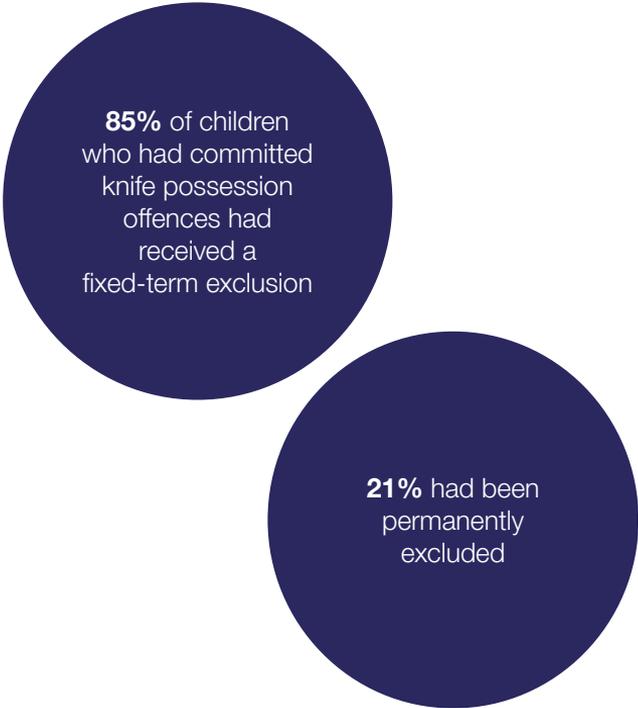
85% of children who had committed knife possession offences had received a fixed-term exclusion

21% had been permanently excluded

35. MoJ (2018), *Examining the Educational Background of Young Knife Possession Offenders*. 36. Berridge, David et al (2001), *The independent effects of permanent exclusion from school on the offending careers of young people*.

For vulnerable young people, schools can act as an important protective factor against offending and victimisation

By staying in school, young people are not only kept off the streets, but also protected from environmental risks associated with offending and victimisation such as unstable homes and negative community influences. As one of our interviewees argues, exposure to these risks can pull vulnerable young people into criminal exploitation and grooming. It is therefore crucial that they **"are in school every single hour of the day, and doing extra-curricular activities, and all that extra stuff on the weekend".**

Schools also play a crucial role in safeguarding. On a statutory level this is part of their duty to promote the wellbeing of every child.[37] In a more practical sense, schools can help identify vulnerable children who may be involved in, or at risk of being involved in, criminal and sexual exploitation. In doing this, they are able to direct children towards relevant interventions and services – often also providing a safe space to engage with those services. **Schools are consistently the second largest referrers to social care, after the police.** In 2019/20, 18% of referrals came from schools.[38]

CASE STUDY: BREAKING THE CYCLE

In Year 11, a child is being criminally groomed and exploited. They have known links to drug dealing and have been involved in stealing cars.

↓

Their school attendance dropped drastically, with missing episodes from home and social care involvement.

↓

The school refers the child to Trusted Relationships. The the child receives 1-2-1 support in school, as well as interventions around criminal exploitation and life choices.

↓

The child re-engaged with school, improving their attendance and raising their aspirations to focus on vocational qualifications and non-offending.

37. Baginsky, M., Driscoll, J., Manthorpe, J., & Purcell, C. (2019). Perspectives on safeguarding and child protection in English schools: the new educational landscape explored. Educational Research, 61(4), 469-481. 38. Department of Education, Characteristics of Children in Need 2019-20.

The underlying factors which lead to exclusion, and the impact of exclusion on a child's prospects, relationships and identity place them at greater risk of violence and exploitation

Exclusions often reflect underlying factors, such as traumatic home experiences, which are also linked to involvement in violence. In these cases, **exclusion is a missed opportunity to recognise a child's distress and protect them from further harm**. Exclusion can also **directly increase a child's risk of violence and exploitation — reshaping their identity, eroding their positive relationships and reducing their further education and employment prospects**.

Underlying factors	Change in identity and relationships	Exclusion from the labour market
"The timing of exclusion is directly related to periods of increased or intense trauma, often within the personal domain (at home). Young people's 'problematic behaviour' in school is an acting-out of the emotions they experience as a result of trauma in their lives with the transference of emotionality from one domain (personal) to another (educational)"[39]	*"Permanent exclusion tended to trigger a complex chain of events … This important transition was characterised by: the loss of time structures; a re-casting of identity; a changed relationship with parents and siblings; the erosion of contact with pro-social peers and adults; closer association with similarly situated young people and heightened vulnerability to police surveillance"*[40]	*"Motivations to join a gang that are described above include exclusion from education and mainstream employment, the desire for 'quick money' and the status that goes with it, and the (mythically informed) adaptation of socially valorized violence to an inchoate and sometimes destructive resistance against racism"*[41]

39. King, Hannah (2016), 'The Connection between Personal Traumas and Educational Exclusion in Young People's Lives', *Young* 24(4), 342—358. 40. Berridge, David et al (2001), *The independent effects of permanent exclusion from school on the offending careers of young people*. 41. Dansley, James & Stevens, Alex (2014), '"We'll show you gang": The subterranean structuration of gang life in London', *Criminology & Criminal Justice* 15(1), 102—120.

Educational attainment shapes further education and employment prospects, and thereby levels of vulnerability to exploitation, violence and offending

Educational inclusion also impacts young people's attainment, and (by extension) their prospects in further education and employment. Children with a social care status, children from Black Caribbean and GRT backgrounds, children from low-income backgrounds and children with social, emotional and mental health needs have relatively low educational attainment.

Sinclair et al (2020) compared educational attainment for children in care, children in need and a matched comparison group. They found that **attainment dropped for both children in care and children in need** between age 7 and age 16 (relative to peers), but **rose for other children with a similar socioeconomic background and similar initial attainment**. Those who **entered care as teenagers saw a more rapid decline** in educational performance: this decline was linked to **absence and exclusion, and had usually begun before they entered care**.[42]

In 2018/19, **the average Progress 8 score for White British children was -0.05, compared to -0.91 for Irish Traveller children, -0.70 for Gypsy/Roma children, -0.24 for White and Black Caribbean children and -0.23 for Black Caribbean children**.[43] The attainment gap for Black Caribbean children is widening.[44] The same data shows that **the average Progress 8 score for pupils who are not eligible for free school meals is 0.06, while the average for children who are eligible for free school meals is -0.53**.

Children with social, emotional and mental health needs generally have lower attainment than children without these needs, regardless of the educational setting they are in. Children with SEMH needs are **more likely to be persistent absentees**, which impacts their academic performance.[45]

42. Sinclair, Ian et al (2020), 'The education of children in care and children in need: Who falls behind and when?', *Child & Family Social Work*, 25(3), 536—547. 43. DfE (2020), *Key stage 4 performance 2019 (revised)*. 44. Dave Thomson (2020), 'The GCSE attainment of black Caribbean pupils is falling', FTL Education Datalab. 45. Jo Day (2019), *Maintained Special Schools for Children with Social Emotional and Mental Health Needs and their Work with Parents*, University of Exeter, Unpublished Dissertation.

Police recorded crime has consistently been higher in West Yorkshire than in England and Wales. This is true across a number of important offence groups, such as violence against the person, weapons possession and drugs

Interestingly, whilst total recorded crime and crime across select offence groups decreased over the last year - as a result of Covid-19 restrictions coming into place in March - there was a national and local increase in drug offences. In West Yorkshire drug offences went up by 21.5%, from 7,097 offences in 2019 to 8,626 in 2020.

During the first lockdown (March 2020) hospital admissions for knife injuries dropped sharply but as restrictions were eased these incidents spiked to higher levels than pre-Covid. West Yorkshire was identified as in the top 30 areas for hospital admissions with a sharp object between April - September 2020.

Police recorded crime for select offences, per 1,000 population, year ending September 2020.

Legend: ■ England and Wales ■ West Yorkshire

Offence	England and Wales	West Yorkshire
Violence against the person	30.1	46.1
Theft	26.7	30.8
Criminal damage and Arson	8.8	12.1
Robbery	1.3	1.2
Drug Offences	3.3	3.7
Possession of weapons	0.8	0.9
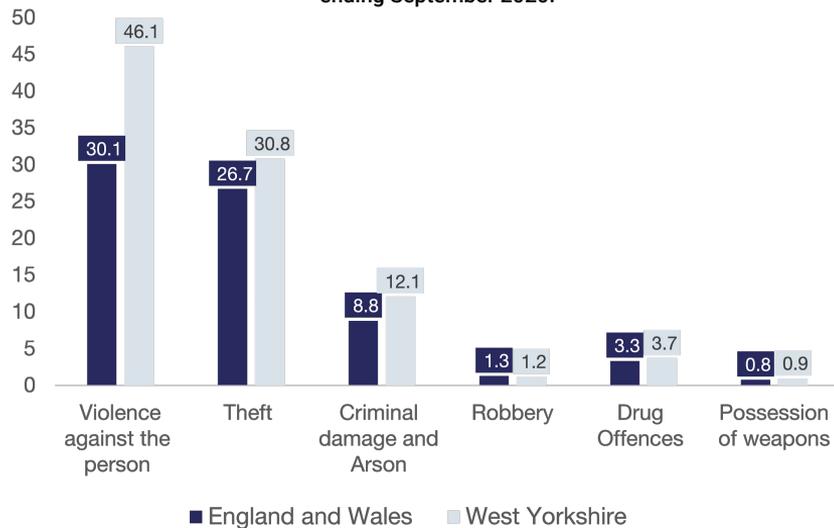
Knife or Sharp Instrument and Firearm offences (excluding air weapons) per 100,000 population, year ending March 2019.
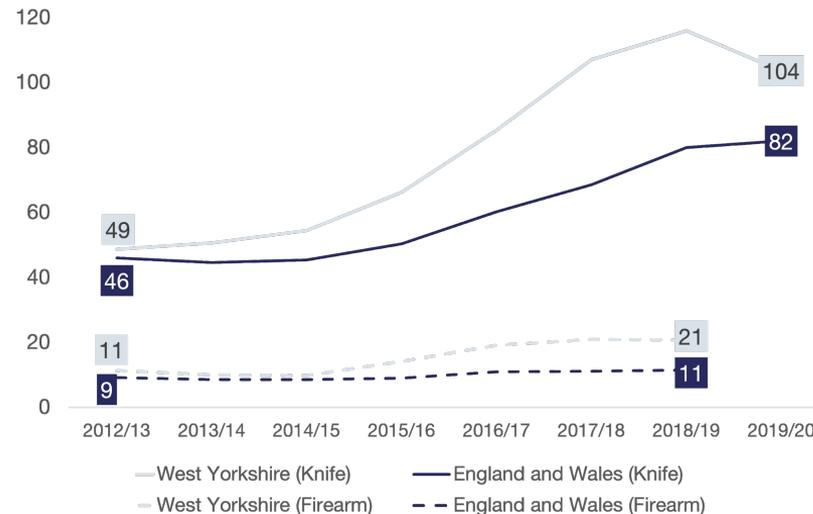
Legend: — West Yorkshire (Knife) — England and Wales (Knife) — West Yorkshire (Firearm) - - England and Wales (Firearm)

Data points: West Yorkshire (Knife) 2012/13: 49, 2019/20: 104. England and Wales (Knife) 2012/13: 46, 2019/20: 82. West Yorkshire (Firearm) 2012/13: 11, 2018/19: 21. England and Wales (Firearm) 2012/13: 9, 2018/19: 11.

West Yorkshire has a particularly high level of domestic abuse related incidents, something that has worsened over time. Whilst much of this data focuses on women, domestic violence has a significant impact on young people too

Number of domestic abuse-related incidents and crimes per 1,000 population, by police force area, year ending March 2020
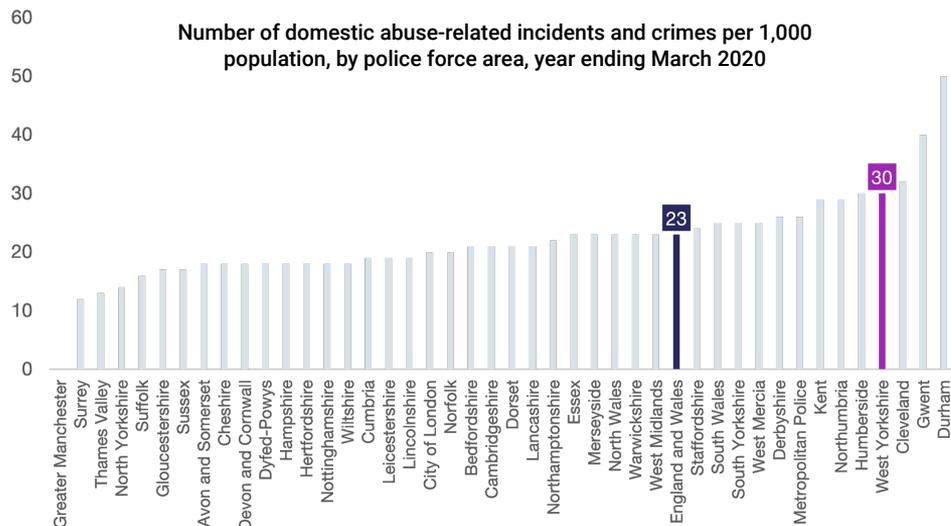
Although research and support services for domestic abuse are primarily geared towards women, **children and young people are significantly impacted by their exposure to domestic violence** - either from witnessing the violence and abuse, or because of the overlap between domestic violence and child maltreatment.[45]

Health and Wellbeing

In terms of the immediate emotional and psychological impact, children who are exposed to domestic violence are more likely to suffer from anxiety, depression and withdrawal. In the long-term this can evolve into risk taking behaviours, such as alcohol abuse, substance abuse and risky sexual activity.

Victimisation and Criminal Behaviour

Children exposed to domestic violence are also more likely to be victims of other offences (poly-victimisation) in the form of neglect, sexual abuse and physical abuse. On the other side of this, several studies have noted how exposure to domestic violence as a child can serve as a risk factor to future domestic violence perpetration - either because it was a learnt coping mechanism, or because an ambivalence was developed towards violence.[46]

In line with the national trend, West Yorkshire has seen a fall in the number of children entering the criminal justice system, but the offences committed are becoming more serious and more violent

Nationally and in West Yorkshire, the number of proven offences committed by 10-17 year olds has fallen dramatically over the last five years particularly, and the number of young first time entrants into the criminal justice system has plummeted. However **the seriousness of crimes committed by this group is increasing**, especially in Leeds where between 2016/17 and 2019/20 the proportion of offences with a gravity score of 5 - 8 increased from 16% to 23%. There has also been a proportionate **increase in violent offending among this group: in 2019/20, over half the offences committed by 10 - 17 year olds were violence against the person, compared to 39.7% in 2013/14**.

Number of youth first time entrants and proven offences committed by 10 - 17 year olds in West Yorkshire, year ending March 2014 - 2020
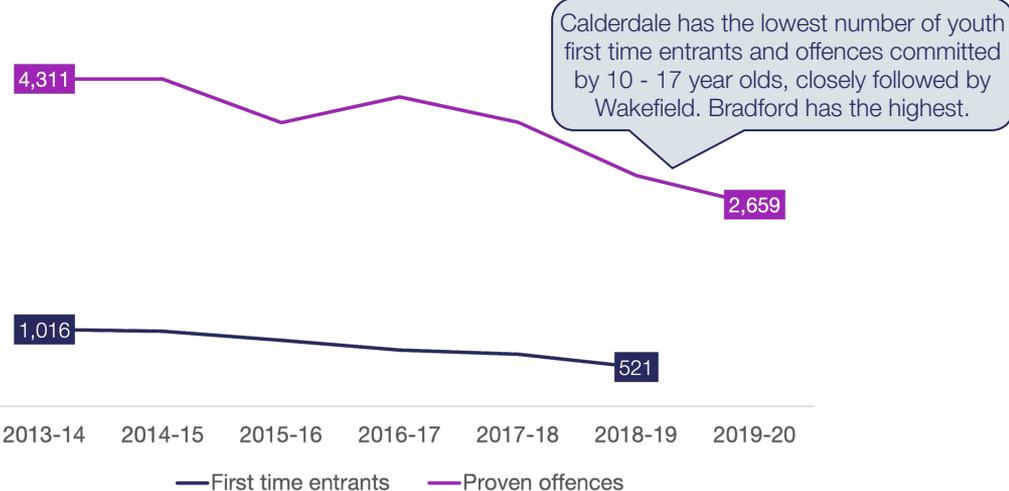
Total proven offences committed by 10-17 year olds In West Yorkshire, broken down by gravity score, year ending March 2017 - 2020
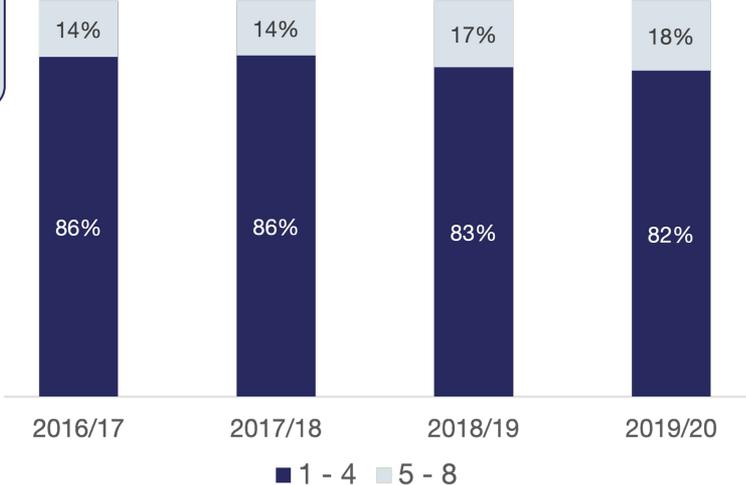
Calderdale has the lowest number of youth first time entrants and offences committed by 10 - 17 year olds, closely followed by Wakefield. Bradford has the highest.

Drug arrests for young people are rising and Class A drug offences have increased among under 21 year olds - an indication of involvement in a criminal trade closely linked to violence

Data on arrests of children aged 10 to 17 for drug-related offences is a good indicator of how many children are being exploited by criminal groups. In line with the national trend, these arrests have been rising since 2017.

Number of under 21 year olds arrested for a drug-related offence in West Yorkshire, year ending March 2016 - 2020

294
325
114
160

2015/16 2016/17 2017/18 2018/19 2019/20

10 - 17   18 - 20
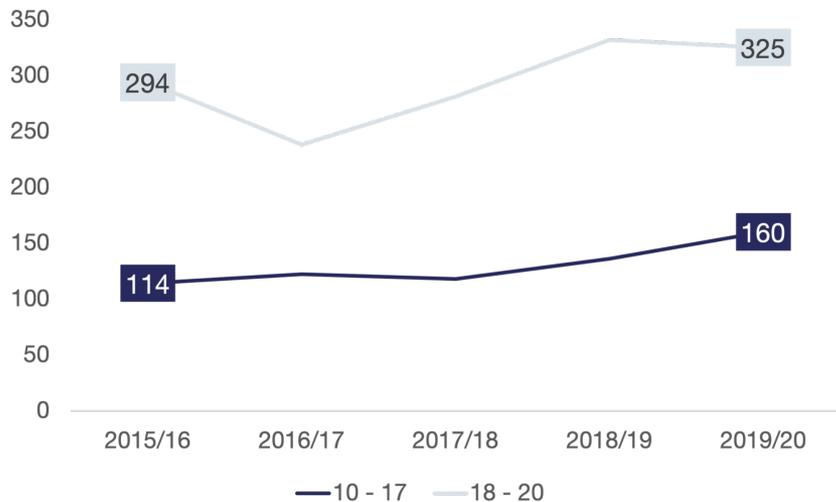
Number of production, supply and possession with intent to supply a controlled drug (Class A) in West Yorkshire, 2015 - 2019

248
214
34
54
7
8

2015 2016 2017 2018 2019

12 - 17   18 - 20   Over 21
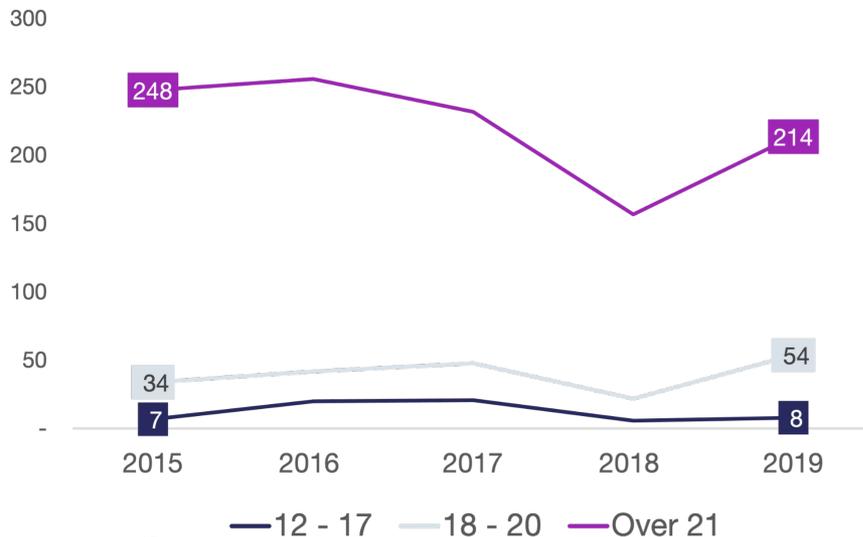
The number of under 21 year olds convicted of Class A drug offences has increased by 49% since 2012 which is lower than the national increase of 61%. In contrast, the number of over 21 year olds convicted decreased by 62%.

To look at the relationship between serious violence and educational inclusion at a local level, we analysed data from the Youth Offending Cohorts in all five West Yorkshire local authorities

Youth Offending Team (YOT) Data - Overview

- **678 young people** drawn known to the 5 YOT cohorts, covering from October 2020 (Leeds) to Feb 2021 (Wakefield)
- The young people were **aged 11-20**, with an **average age of 16**, Wakefield had the largest age range and youngest average age (15)
- **40% (269) had committed Violence Against the Person (VAP) offences**, with Kirklees and Calderdale having the highest proportion 45%
- **53% (358) had committed a serious and/or violent offence**, with Bradford having the highest proportion (57%) and Kirklees the lowest (50%)
- Only **12% (83) are female**, with the highest proportion in Wakefield (18%) and the lowest in Kirklees (9%)
- The estimated White proportion of West Yorkshire is 81%, yet **68% (461) are White British** and 6% were Other White (38), Black African/Carribean (33, 5%) and South Asian (4%) were the next most common ethnicities
- **Most (30%, 204) were in school or college at the time**, but NEET was the second most common ETE category (156, 23%), then AP/PRUs/Special Units (120, 18%), and Further Education (81, 12%)
- **Only one local authority - Leeds - provided or collected data on SEN/EHCP status and no information was provided on history with exclusions, managed school moves, or FSM eligibility**
- For more information on the cohort in each local authority see Annex 1

Combined cohort from Bradford, Calderdale, Kirklees, Leeds, and Wakefield YOT cohort, by local authority and age group


50
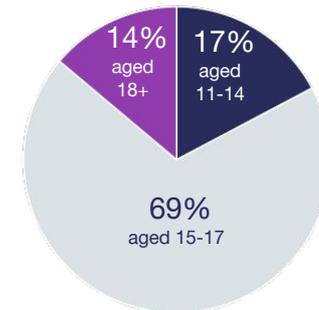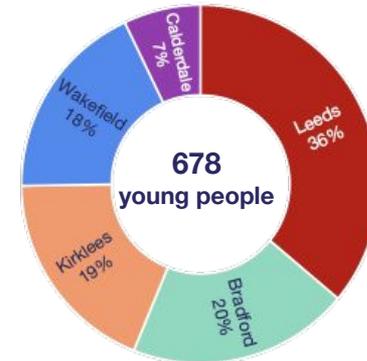
A narrow majority of West Yorkshire's YOT cohort were in education, employment or training full time. However, just under half the cohort were not, and a quarter of these vulnerable young people were attending no hours at all

Combined cohort from Bradford, Calderdale, Kirklees, Leeds, and Wakefield YOT cohort, by age and weekly ETE attendance*
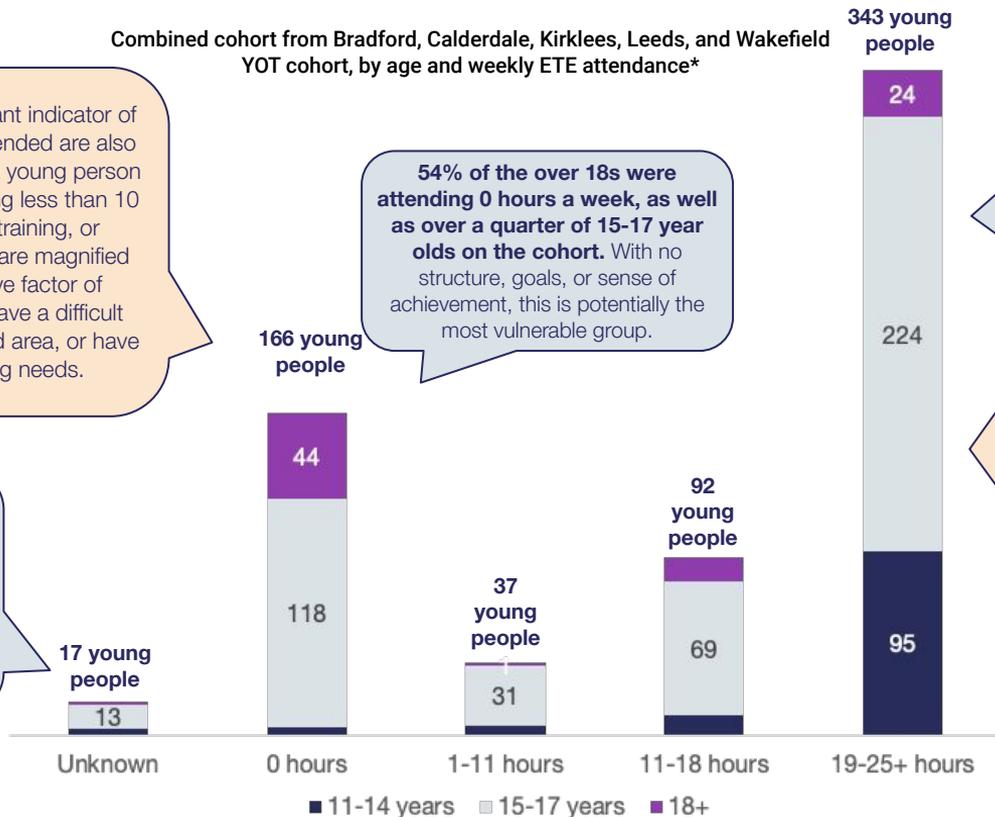
Whilst exclusions are an important indicator of educational inclusion, hours attended are also an essential part of the story. If a young person vulnerable to violence is attending less than 10 hours a week of education, training, or employment a week their risks are magnified [see slide 43 on the protective factor of education] particularly if they have a difficult home life, live in a more deprived area, or have social, emotional or learning needs.

54% of the over 18s were attending 0 hours a week, as well as over a quarter of 15-17 year olds on the cohort. With no structure, goals, or sense of achievement, this is potentially the most vulnerable group.

Just under half of the 15-17 year olds in the cohort and 80% of the 11-14 year olds were in full time education or training.

17 young offenders had no ETE attendance data, the vast majority of these were school-aged. Having up-to-date data about the whereabouts of a young person vulnerable to violence is essential for their rehabilitation, see more about the 'unknowns' on slide 56.

The highest proportion of full timers was in Wakefield (66%) and the lowest in Leeds (29%) but Wakefield had a slightly lower average age.

The large age range poses difficulties in extrapolating insight from hours of ETE attended, as the younger groups enjoy a statutory requirement to keep them in full time education. This analysis will mediate for this factor whilst recognising that *many* of the younger children were attending little to no hours.

343 young people
24
224
95

166 young people
44
118

37 young people
31

92 young people
69

17 young people
13

Unknown | 0 hours | 1-11 hours | 11-18 hours | 19-25+ hours

■ 11-14 years ▫ 15-17 years ■ 18+

51

The young people who had committed a serious and/or violent offence were among the *most* likely to be attending more than 0 hours of ETE per week, but 100% of the under 14s attending less than 10 hours of education a were in this group

Combined cohort YOT cohort, primary offence type and weekly ETE hours

When removing over 18s from the analysis, children with acquisitive crime offences were both more likely to be in 0 hours of ETE a week, and significantly less likely to be attending full time. Although it is right to encourage education and training among serious and/or violent offenders in the first instance, we know that **it is important to break the cycle of offending for young people as early in their journey as possible**, and that **full-time education and training is key to achieving this.**

Offence type	19-25+ hours	11-18 hours	1-11 hours	0 hours
Drugs	53%			29%
Low-level offence	55%	7%	6%	29%
Acquisitive crime	51%	18%	7%	22%
Serious and/ violent offence	53%	17%	6%	22%

Legend: ■ 19-25+ hours ■ 11-18 hours ■ 1-11 hours ■ 0 hours

The Serious Violence Cohort

Interestingly, the cohort of 358 young people who had committed serious and/or violent offences were slightly less likely to be attending 0 hours a week ETE than the other offence types. This is likely to reflect the level of services typically offered to more serious young offenders and shows evidence of a strong youth offending service in West Yorkshire. This relationship largely holds when controlling for age group and local authority.

However, the serious violent cohort were slightly more likely to be in part time ETE (0-19 hours) than the wider cohort, and 100% of the 11-14 year olds attending less than 11 hours a week had committed a serious or violent offence. This sub-cohort is also **much more likely to attend a AP, PRU, or Special Unit than the other offenders in the cohort, which is likely to reflect a higher permanent exclusion rate**. This finding also attests to the risk presented by pupil referral units particularly, which can bring together groups of young people already vulnerable to violence.

For information on the categorisation of primary offences see Annex 2

The serious violence cohort were also more likely to be outside of mainstream education, training, or employment than the wider cohort, this is particularly pronounced for those older than 15

168 (48%) of the young people who had committed serious or violent offences were outside of mainstream education at the time the data was collected compared to 43% of the young people who had committed any other offence. Of these 168 young people, 45% were NEET and 41% were in an AP, PRU, or Special Unit. This may indicate that **the time-lagged relationship often found between permanent exclusion and violent offenders can also be found in West Yorkshire**. For the under 18s particularly, seeking to make sure alternative provisions are temporary breaks from mainstream education rather than permanent moves wherever possible may be key to preventing further violence and offending.

48%
of the serious violence cohort were outside mainstream ETE

43%
of the wider YOT cohort were outside mainstream ETE

51%
of the 15+ year olds in the serious violence cohort were outside mainstream ETE

46%
of the 15+ year olds in the wider YOT cohort were outside mainstream ETE
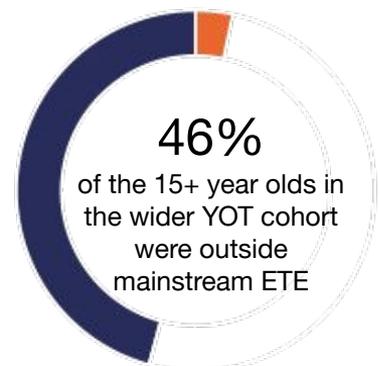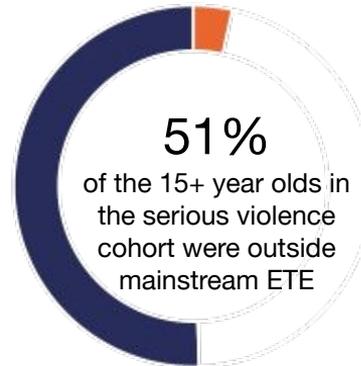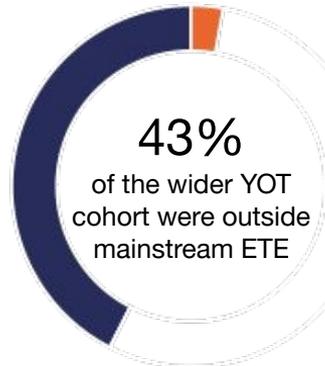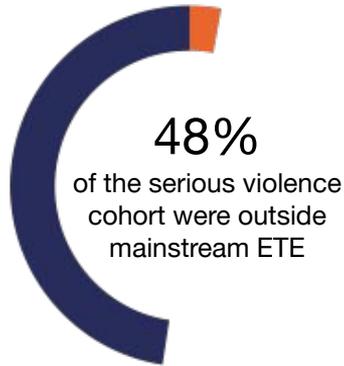
Mainstream ETE was considered as school/college, further education,employment, and training/apprenticeship. Not in mainstream education includes PRU/AP./Special Units, missing from education, home education, DTO unit/YOI, and NEET.

Although mainstream education, training, or employment may not be suitable for the needs of all young people, **exclusion from school or the labour market (as is the case for NEET) can impact the viability and availability of alternative courses for young offenders and can act as a push toward further offending.** This exclusion may also reflect underlying factors which draw young people into offending and violence, and change their self-identity and relationships (see slide 44).

53

Almost every ethnic group in the YOT cohort was more likely to be outside of mainstream education, training, or employment than White British young people, although numbers in these groups are much smaller

Combined cohort YOT cohort, attendance in mainstream education, training, or employment by ethnicity
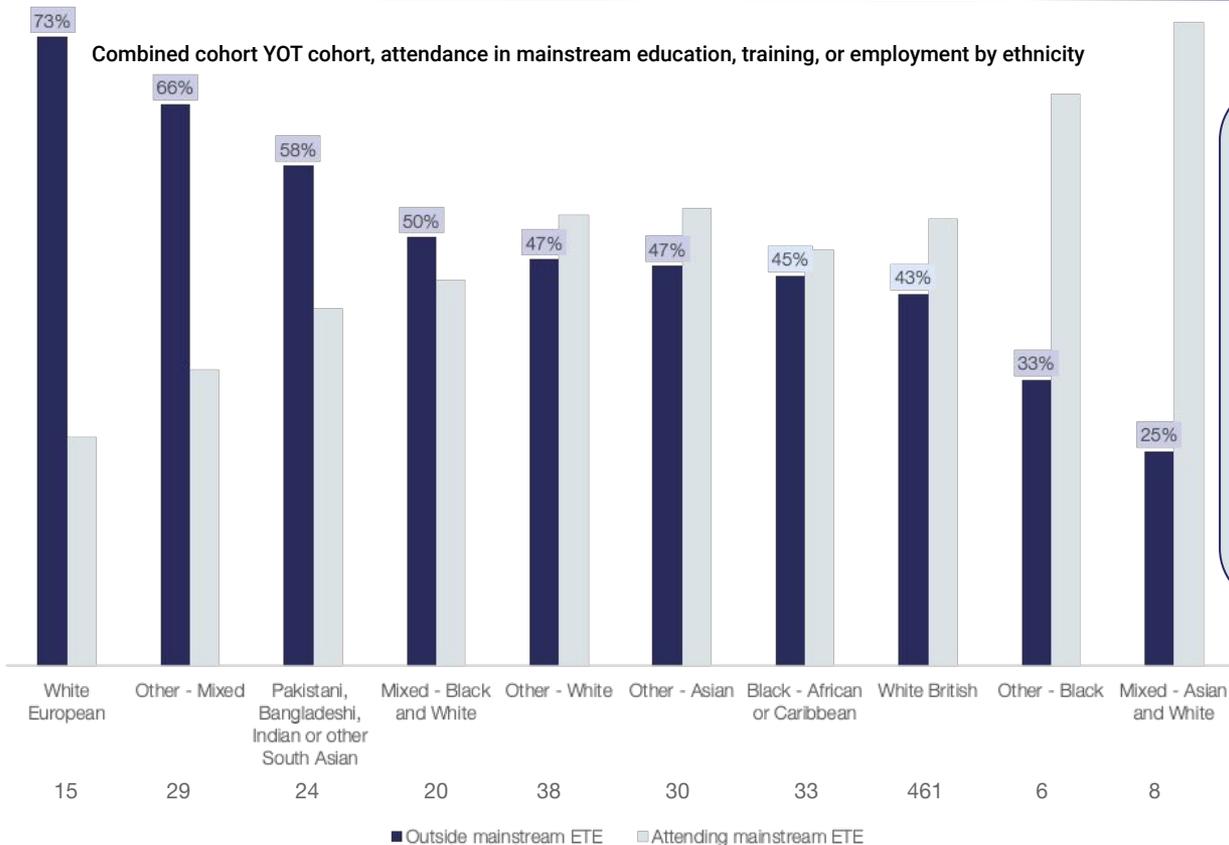
The high level of White Europeans and those listed as a coming from a 'mixed background' from an ethnicity not listed is particularly concerning. These are also the two ethnicities with the lowest proportion of young people attending ETE full time.

It might be necessary to understand more about this group in the future and seek an ethnic classification system which allows for more granular analysis.

Although we have no data on whether a young person has been excluded, attendance in alternative provision may be a good proxy indicator, Here, again, White Europeans have the highest proportion in alternative provision than other ethnic groups, this is followed by Black African and Caribbean who have been identified as a disproportionately excluded group in the Timpson Report.

	White European	Other - Mixed	Pakistani, Bangladeshi, Indian or other South Asian	Mixed - Black and White	Other - White	Other - Asian	Black - African or Caribbean	White British	Other - Black	Mixed - Asian and White
Outside mainstream ETE	73%	66%	58%	50%	47%	47%	45%	43%	33%	25%

Ethnicity										
Total number in cohort	15	29	24	20	38	30	33	461	6	8

■ Outside mainstream ETE   ■ Attending mainstream ETE

Analysis of key sub-cohorts within the YOT data show a strong relationship between serious violent offending and attending an AP/ PRUs/Special Units, but also that many of those providers have kept attendance high in a difficult year

The AP/PRU/Special Unit Cohort

- This cohort are **considerably more likely to have committed a serious and/or violent offence**
- They are **typically younger than the wider cohort**, with a much higher percentage of 11-14 year olds
- A **higher proportion of are White British**, but with a much lower representation of the other white categories, and a **slightly higher Black African/Caribbean and South Asian population**
- This cohort reported **significantly higher attendance** and **much fewer pupils attending 0 hours**
- There was an overrepresentation of pupils from Wakefield, Bradford, and Calderdale, and a **significant underrepresentation of pupils from Kirklees**

0-11 Hour Cohort

- **More likely to have committed a low-level offence than a serious or violent offence**
- More likely to be **over 18**
- **Slightly less likely to be White British** than other cohorts and a higher percentage of young people categorised as 'Other White'
- **Leeds is significantly overrepresented in both the 0-11 and the 11-18 hour cohort,** both in absolute and relative terms. Leeds has a slightly lower than average serious violence proportion but this may grow with so many young offenders outside of full-time ETE
- **Wakefield is underrepresented but 15 young people had no information about ETE hours at all**

Part Time Cohort (11-18 hours)

- This group was **much more likely to have committed a serious and/or violent offence** and was **much less likely to have committed a lower-level offence**
- More likely to be **over 18**
- Slightly **higher levels of ethnic diversity** than the wider cohort
- **Much more likely to be in further education**, an AP/PRU/Special Unit, or Training/Apprenticeship
- Kirklees is slightly underrepresented in both of the part-time cohorts

The relationship between ETE hours attended and serious violent offending in this cohort is interesting. Given the high attendance of the AP, PRU, Special Unit cohort we can infer that these ETE providers are key in keeping serious and/or violent offenders in at least some hours a week. This might also go some of the way to explaining why Leeds has so many young offenders reporting little or no hours a week in ETE, as they have notoriously few pupil referral units.

The young offenders classified as NEET were not more likely to have committed a serious and / or violent offence. This may indicate that the experience of being NEET leads to violence rather than vice versa.

The NEET Cohort

- This group are **considerably less likely to be White British than other cohorts (10% points less than the wider cohort),** more representation of Other White, Mixed Black and White and Black African/Caribbean groups. This is compatible with the broader national picture and is showing an acceleration during the pandemic and the economic fallout
- They are **predominantly 15-17 years old** but with a much higher proportion of over 18s, only one 11-14 year old was listed as NEET. **No school aged child should be NEET legally**, these young people require immediate attention
- Interestingly, **the NEET cohort as a whole are much less likely to have committed a serious and/or violent offence**. We know that exclusion from the labour market is a key risk factor for involvement in violence, but there may be a time lag we haven't considered or captured in this data. **It would be a worthwhile steer to investigate the ETE experiences and future outcomes of these young people**
- These young people **were disproportionately from Leeds and Bradford, whilst Wakefield has disproportionately low levels of NEET in their YOT cohort**

The Unknowns

- There are **14 young people on the entire West Yorkshire YOT cohort with no information about their education,** training, or employment provider and **a further 3 with no data on how many hours** per week they were in attendance
- With 6 females (22%), **this cohort were considerably more likely to be female** which gives weight to the theory that vulnerable girls tend to be less visible to statutory services
- Worryingly, this sub-cohort are **more likely to have committed a serious and/or violent crime**
- These young people **were almost entirely from Wakefield (18) and Kirklees (8)**

It is absolutely essential that up to date, accurate information about the education of a young person vulnerable to violence and offending is collected and shared with relevant professionals to avoid young people from falling through the cracks of the safeguarding system

There was evidence in the YOT cohort to suggest a link between serious and/or violent offending and educational exclusion, but the data is imperfect. Additional research routes should be considered to drill down into the findings of this analysis

Overview of findings relevant to violence reduction

Young people with serious and / or violent offences were considerably less likely to be in mainstream education, training, or employment than the rest of the YOT cohort: The literature suggests that where an offence was committed *before* an exclusion, the time lag in the relationship is significantly reduced from over a year, to around a month. This may be the side of the relationship we have captured in the YOT data - the link between serious and / or violent offending and being outside of mainstream education may suggest that young people were excluded *due to* the offence or the same behaviours/circumstances which provoked it. This is likely to be the case with the 11-14 year olds attending less than 10 hours a week, who had all committed serious and / or violent offences.

The strong relationship between attending an AP/PRU/Special Unit and serious and/or violent offending we found is the most significant indication of the relationship between violence and exclusions in West Yorkshire - it is imperfect, though, as we are missing those young people who have been excluded and moved to another mainstream school/ training provider and those who may be excluded for fixed-term periods. We also are assuming that young people in special units are excluded when they may just have additional needs being met by a different ETE provider. Nevertheless, **the link is sufficiently strong to suggest a relationship and act as evidence behind the claim that sometimes these APs can be the most dangerous place for a vulnerable young person to be**.

The link between <u>not</u> attending ETE full time and having committed a serious and/or violent offence is concerning. These young people are already more vulnerable to violence, by staying in school, training, or regular employment young people are protected from the environmental risks associated with offending and victimisation. However, the fact that **there was no (to negative) relationship between those with 0 hours a week and serious and/or violent offending** histories is encouraging, and **is likely to reflect the active role of the safeguarding system for young offenders in West Yorkshire** and the role of alternative provision, pupil referral units, and special units in keeping at risk students in ETE. Though, **no young offenders should be on 0 hours or less, especially those younger than 18, which over a quarter of the 15-17 year olds were.**

The YOT data had some significant gaps in terms of capturing education inclusion and its impact. This data and intelligence will be essential as an indicator of vulnerability and risk when building back from Covid-19

The large differences in rates of White British young offenders and those from almost every other ethnic group is concerning, though numbers are very small in these groups. **The NEET cohort specifically are considerably less likely to be White British than the rest of the cohort.** The very high exclusion rates of the White European group and 'Other Mixed' should be explored, it might be necessary to understand more about this group including more detail about their ethnicity/background, so a more nuanced classification system should potentially be considered. It is curious that there was only 1 young person on a nearly 700 person strong cohort identified as Gypsy, Roma or Traveller, it is possible their experiences may have been lost in the current classification system,

The fact that we found **no relationship between being listed as NEET and committing a serious and/or violent offence** suggests that if there is a relationship, it's a long-term one, in which experience with being excluded from the labour market impacts your likelihood of involvement in serious and/or violent crime. It may therefore be a worthwhile pursuit to investigate this NEET cohort before and after the YOT's provided data on them to understand their educational experiences and future offending patterns.

The YOT data had some significant gaps in terms of capturing education inclusion and its impact. This data and intelligence will be essential as an indicator of vulnerability and risk when building back from Covid-19. This data didn't include any outright measure of whether the young person had been excluded, leaving us to use alternative provision/PRU attendance and weekly reported ETE hours as a proxy.

We found 14 young people with no information about their educational status and a further 3 with no data about their weekly ETE hours. This information is key to understanding how and where these young people spend the majority of their time, so may be key to their protection. It is also notable that **only Leeds provided information about the SEN provisioning of their cohort, and none of the local authorities provided information about free school meals eligibility or looked after status**. Given the disproportionate exclusion of these groups mirrored in the criminal justice system, it is pertinent that this information is collected and analysed routinely.

Evidence review

Evidence review: section summary

In this section we completed a review of several **meta-analyses, programme reviews, and government briefings** on the efficacy of interventions designed to reduce school exclusions. These have been enhanced with the qualitative insights from **interviews with local practitioners** and **nationally-focused experts**, **local case studies of current and past work in West Yorkshire** and some i**nsight from the surveys completed by school aged children**.

Despite decades of research on preventative interventions to reduce school exclusions, the literature is still in the early stages of testing for causality. **Most of the evidence is qualitative** and focused on a **small sample size** which is **very difficult to randomise**, which means that **it is difficult to divorce a study's finding from the individual circumstances and context of the intervention**. To compound this, many interventions aimed at root causes or shifting culture take many years to show results. In spite of this, there is a significant range of evidence available with some useful learning about the impact of different approaches in different contexts.

Our review of the evidence around school-based interventions to reduce exclusions shows 5 broad themes of intervention organised around the target of the intervention: (1) Universal support for students (2) Targeted support for students (3) Support primarily aimed at the family (4) Training / support for teachers and school staff (5) Whole school approaches.

The review concludes that, whilst each approach has its own merits and may be more or less relevant in different context, support aimed at the family and whole school approaches are the most promising. Whole school approaches to reducing exclusions particularly have significant potential to reduce exclusions *and* the risks faced by young people from violence and exploitation, though implementation barriers are significant. A summary of the evidence and impact is provided on the next page.

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Evidence Review: Summary

	Universal support for students	Targeted support for students	Support for the family	Training/ support for teachers/ staff	Whole school approaches
Overview	Interventions delivered to address issues perceived as making children more likely to be excluded which are available to all children in the school, regardless of personal circumstances.	Interventions which identify children who may be more likely to be excluded and provide support, addressing disruptive behaviour and other drivers of exclusion before problems become entrenched.	Engagement and support is provided to a pupil's family unit in order to get their 'buy in' in the child's education, equip them with certain skills, and foster good relations with the school.	This can involve training for teachers in maintaining discipline, creating inclusive environments, and identifying certain behaviours and concerns among students for intervention.	These interventions usually involve systematic changes across the whole institution to create a positive environment with clear and just rules. These tend to focus on early intervention and are preventative in nature.
Weight of evidence	Evidence of impact is mixed, counselling and alternative curriculums yield promising results in UK studies.	Evidence of impact is very varied and successes are rare, but the task is harder (as it targets at risk students).	Significant small-N and anecdotal evidence of success, especially in certain communities and integrated with other interventions/ services.	Significant evidence of success when skills / support are based around inclusion and identification of additional needs/support.	Strong theoretical backing but lack of evidence due to the fact most approaches are new.
Potential impact	Impact on exclusions are often small but other positive impacts are tangible.	Potential impact is significant given the target is vulnerable pupils.	Potential impact is significant given the target is vulnerable pupils.	Potential impact is very large as teachers interact with thousands of children over their career.	Largest potential impact, reforms are also sustainable and impactful outside of education.
Ease of implementation	Requires **little structural change** but a **long-term commitment** is essential to achieve even limited successes.	Requires **little structural change** but a **long-term commitment** is essential to achieve even limited successes.	Coordinating family engagement and integrating with other services requires **substantive labour.**	**Several barriers to implementation** - chiefly, small budgets, large workloads and lack of pastoral staff.	**Several barriers to implantation** - school /staff ethos, policies, lack of budget, large classes etc.

Universal support aimed at pupils have strong theoretical justifications and can produce desirable outcomes for both vulnerable children and the broader student populace

How do universal programmes reduce exclusions?

These interventions identify the dominant theories on the drivers of exclusions, with interventions designed to address these factors. This generalised form of support is often designed to address a range of issues like mental wellbeing, social and emotional skills, conflict resolution, and academic and practical skills which are related to exclusion, but reducing exclusion is not always the sole aim.

Why do universal programmes reduce exclusions?

Although school exclusions only impact a small minority of pupils, universal programmes are still effective. Preventative measures such as counselling, mentoring, and social-psychological skills training can benefit particular vulnerable children whilst still being available for all pupils. For example, research from Northern Ireland and a longitudinal UK-based study found that universal school-based counselling and a robust social work service are effective in reducing the non-attendance and exclusion of looked after children. They also reduce risk of stigmatising those in vulnerable groups.

Mentors in Violence Prevention is a universal support programme which aims to reduce gender-based violence, bullying and other forms of violence through peer-mentoring where young people explore and challenge attitudes and beliefs. After a successful pilot and substantive evaluation, the programme has been rolled out in Scotland. Although this isn't aimed at reducing exclusions, we know that these factors often lead to exclusion of vulnerable young people and the approach seems promising

CASE STUDY: BUILDING FUTURES TOGETHER - LEEDS

This intervention offers **an alternative curriculum** for those who are not academically minded and/or engaged with mainstream schooling. A 6-week training course in the construction industry can provide young people with a different path to success and a positive experience with education. It is too early to evaluate this programme but it is backed by solid theory and evidence that vocational qualifications are a protective factor for exclusions.

Analysis from the Department of Education (2019) found that **students taking Technical Awards rather than GCSEs were significantly less likely to be excluded** despite the fact that this cohort had significantly more SEN representation (which section 2 shows is intimately linked to exclusion)

The universal interventions aimed at students with the strongest evidence are counselling/mental health promoting and those providing alternative curriculums

Universal interventions aimed at pupils have strong theoretical evidence underpinning them, but the evidence around their impact is mixed. Overall, the strongest support in the literature comes from interventions designed to **promote mental health and regulate negative emotions** and **the provision of vocational qualifications** and **broader curriculums**. However, these interventions are costly (i.e. school-based counsellors and training courses), and they must have a long-term approach or risk reversing all the progress made (i.e. giving support/ ambition then removing this)

Rapid evidence review

- Research from 47 UK secondary schools found that a **strong pastoral support system** was key to keeping exclusions low.
- A meta-analysis of the evidence around the driving factors of school exclusions identified a **universal programme for teachers to follow to support children** as impactful on exclusion rates.
- An ethnographic study of inner-city schools in England found **counselling and peer-support programmes** were effective in managing negative behaviour in pupils.
- A summary of experimental evidence on school-based interventions found that one of the interventions with the largest reductions in exclusion was **a universal programme teaching social-emotional skills** and concluded that **universal programmes on the whole had larger effects.** However, most of the studies were based in the USA.
- A review of experimental evaluations of primarily US-based interventions found programmes aimed at **increasing academic skills** had a desirable effect on exclusions but but stressed that the positive impact was temporary (not recognisable after 12 months).
- Analysis from the DfE found **vocational training to be a powerful protective factor against exclusion.**
- The Children's Society (2018) cites evidence that school-based counselling helped to reduce school exclusion in 29 British schools by nearly a third.

Sources: Hallam CA (2014) Teachers' viewpoints of strategies to prevent school exclusion: A Q methodological study, Doctor of Applied Educational Psychology thesis, Nottingham: University of Nottingham;Cole T (2015) Mental health difficulties and children at risk of exclusion from schools in England: A review from an educational perspective of policy, practice and research, 1997 to 2015. Oxford: University of Oxford; Trotman D, Tucker S, Martyn M (2015) Understanding problematic pupil behaviour: Perceptions of pupils and behaviour coordinators on secondary school exclusion in an English city, Educational Research, 57 (3): 237-253; Mielke, Monica B. and D. Farrington. "School-based interventions to reduce suspension and arrest: A meta-analysis." Aggression and Violent Behavior 56 (2021): 101518. Department for Education (2019) Non-GCSE qualifications in England: key stage 4 entries and absence and exclusions outcomes. Children's Society (2018b) Transforming children & young people's mental health provision: The Children's Society's response to the departments of Health and Education's green paper

Targeted support primarily aimed at pupils also have considerable theoretical and empirical evidence underpinning them

How do targeted programmes reduce exclusions?

These interventions are similar to universal programmes as they focus on providing the skills and support needed for children to successfully navigate school, however this group of programmes specifically identify children perceived as likely to be vulnerable to exclusion.

Why do targeted programmes reduce exclusions?

Social, emotional, psychological and academic support for vulnerable learners have all yielded promising results on behaviour. Given that 'persistent disruptive behaviour' is the most frequently used reason to exclude, targeted programmes are popular. Moreover, identifying pupils who require support means that services can be more tailored to their needs. For instance, a qualitative study in a single English local authority found that children with a parent in prison benefit from the provision of counselling, support groups, and mentoring and a policy allowing them time off for prison visits. This group of children was identified as very vulnerable to exclusion and low attendance.

CASE STUDY: COMMUNICATE TO EDUCATE - WAKEFIELD

An intervention aimed at those with additional speech and language needs begins with an assessment of every young person in contact with the Wakefield YOT. It is designed to support and equip young people who have difficulty communicating. This intervention is informed by theoretical and empirical evidence which shows the relationship between speech and language issues and *both* exclusions and involvement in violence.

A 2005 study of 19 British boys who had been excluded and a control group found they were significantly imparied in their communication abilities; a similar sample in 2009 found the excluded cohort not only had more language difficulties, but that these directly influenced the behaviour that led to their exclusion; and an analysis of the Avon birth cohort found both social communication and language difficulties had a statistically significant impact on exclusions. A key theme in this evidence is the **late identification of speech and language needs,** by the time a young person reaches the CJS the appropriate intervention time may have been missed. As such, the evidence would suggest pairing this intervention with an in-school requirement for measuring and monitoring communication skills from primary school.

Sources: Ripley, K. and Yuill, N. (2005), Patterns of language impairment and behaviour in boys excluded from school. British Journal of Educational Psychology, 75: 37-50; Clegg, J., Stackhouse, J., Finch, K., Murphy, C., and Nicholls, S. (2009) 'Language abilities of secondary age pupils at risk of school exclusion: A preliminary report', Child Language Teaching and Therapy. Available through Sage Journals. Paget, A, Parker, C, Heron, J, et al. Which children and young people are excluded from school? Findings from a large British birth cohort study, the Avon Longitudinal Study of Parents and Children (ALSPAC). Child Care Health Dev. 2018; 44: 285– 296; RSA (2020) Pinball Kids Education

Targeted interventions have less available evidence of success, but promising approaches tend to require significant and long term commitment to implementation

Targeted support for at risk students is supported theoretically and with interview evidence from practitioners and young people, but evaluations of individual interventions show varying levels of success. Meta-analyses which synthesise a lot of research tend to yield limited or even unfavourable impacts of targeted interventions, but the nature of these interventions is that they focus on more at risk children, so results are more likely to be negative than positive. Single evaluations show more success but effectiveness seems to hinge almost entirely on implementation - to be successful, these interventions need to be long-term, holistic, and embedded in the life of the child.

Rapid evidence review

- A summary of experimental evidence on school-based interventions found that the intervention with the largest effect on exclusion was **a programme which targeted students with emotional-regulation problems for one-to-one interventions.** Two other targeted interventions - one based on CBT teaching and one focusing on academic skills - showed little to no impact. The author attributes this to **poor implementation**.
- A review of experimental evaluations of primarily US-based interventions concluded that **mentoring programmes were an effective strategy for reducing violence and conduct problems,** and these were more effective when the intervention was both targeted and tailored. However, their evidence showed that the positive impact was temporary.

- A broad and robust evaluation in 2017 of a London-based intervention which combined targeted **communication and social skills support for vulnerable learners** with family and teacher support found the impact of **the intervention was negligible**. The authors attributed this to the short-term nature of the intervention and the fact that it was administered by an external provider.
- **Nurture groups** - small groups of at risk children and trained staff which focus on creating secure attachments - have an extensive evidence base underpinning them. A recent UK evaluation found that they improved social, emotional and behavioural outcomes and children's enjoyment of school. However, experiments in secondary education settings have yielded limited results.

Sources: School Exclusions: a literature review on the continued disproportionate exclusions of certain children. Mielke, Monica B. and D. Farrington. "School-based interventions to reduce suspension and arrest: A meta-analysis." Aggression and Violent Behavior 56 (2021): 101518; Valdebenito, Sara & Eisner, Manuel & Farrington, David & Ttofi, Maria & Sutherland, Alex. (2018). School-based interventions for reducing disciplinary school exclusion: a systematic review. Campbell Systematic Reviews; Obsuth, I., Sutherland, A., Cope, A. et al. London Education and Inclusion Project (LEIP): Results from a Cluster-Randomized Controlled Trial of an Intervention to Reduce School Exclusion and Antisocial Behavior. J Youth Adolesc 46, 538–557 (2017).

Support primarily aimed at the family may be essential to reduce exclusions amongst some groups, like GRT children, but engagement with a student's family should be encouraged broadly where feasible

How do family-based programmes reduce exclusions?

Interventions can aim to reduce 'persistent disruptive behaviours' by working with the family to provide constructive support of positive and challenging behaviours at home. There are also more immediate interventions designed to support and empower the family of a child who has been excluded.

Why do family-based programmes reduce exclusions?

Engagement of the family unit in a child's education is frequently asserted as a requirement for preventing exclusion, Ofsted's 2009 survey of 60 schools confirms this. This is especially the case with more vulnerable students, for instance, research with GRT children in the UK consistently finds that building trust with the family is essential to keeping their children in school. Not only does parental encouragement engage children, a school with knowledge of a family dynamic is more equipped to intervene and appropriately deal with any repercussions of family adversity.

CASE STUDY: WAKEFIELD YOT

There is a statutory requirement placed on schools to provide a reason for exclusion to parents, this gives the family a chance to appeal the decision on their child's behalf. However, a 2019 survey of over 100 UK parents of children who had been excluded found that 38% felt the **school's communication with them during the exclusion process was very poor** and nearly half reported an unclear explanation of the reasons for exclusion. Research confirms this is more pronounced among ethnic minority groups and families with lower income. Our interview data suggests this might be driving some exclusions in Wakefield. During our interviews, the Wakefield YOT reported a practice of **brokering relationships with the school and the family,** bringing them together when exclusions occur to avoid escalations and plan a pathway back to education. Whilst not in their statutory duty, this approach seems very promising and theoretically sound.

Schools believe that "parents are kind of playing the system", but in reality "parents don't understand the system, they don't ever have the ability to manipulate it... parents are trying to cope... they've got a child at home whose behaviour is difficult". - YOT worker

Sources: Ofsted (2009) The exclusion from school of children aged four to seven. London: Ofsted; Wilkin A, Derrington C, White R, Martin K, Foster B, Kinder K, Rutt S (2010) Improving the outcomes for Gypsy, Roma and Traveller pupils: Literature review, DFE-RR043. London: Department for Education; Traveller Movement (2016) Never giving up on them: School exclusions of Gypsy, Traveller and Roma pupils in England. London: The Traveller Movement; Coram. (2019) Unfair results: Pupil and parent views on school exclusion;

Family-based interventions which focus on emphasising and strengthening the skills, resilience and the strengths of the family unit have grown in use and show promising results, the impact on exclusions is difficult to isolate

Interventions aimed at the family enjoy robust evidence from evaluations based in the UK. These interventions are favoured by professionals and frequently lead to positive impacts on the child, the family, and the teachers. However, the impact on exclusion and attendance is difficult to isolate given that each intervention is built around the specific needs of families who each take with them their own backgrounds, problems, and strengths. These programmes also work best when delivered in conjunction with other support services and with buy-in from the school.

Rapid evidence review

- In 2010, Barnardos reviewed successful interventions aimed at preventing exclusions which they were involved with. They found a family support worker being deployed to work with the family and to understand the issues that were leading them to exclusion were successful and timely, they often drew on a multitude of other services.
- Family Group Conferences are a tool designed to bring a family together in order to make an action plan for tackling specific problems. In 2009 they were formally evaluated and showed limited successes but professionals regarded them highly. The researchers attributed the limited success to their use in especially serious situations.

- In 2013, three therapeutic interventions designed to prevent exclusions were evaluated in three UK schools. All programmes had engagement with the family at their core and aimed to move away from the deficit model to one which emphasises family strengths, skills, and resilience. All three showed promising results on measures of wellbeing, but the projects were very small scale, so may lack replicability, and the independent impact on education inclusion proved hard to isolate.
- The 2020 assessment of the Troubled Families Programme reported a steep increase in successful family outcomes. The proportion of carers who report no attendance concerns regarding their children increased by 23% between 2017-2019 whist in the programme.

Sources: Evans J (2010) Not present and not correct: Understanding and preventing school exclusions. Barkingside: Barnardo's.; Hayden C (2009) Family group conferences: Are they an effective and viable way of working with attendance and behaviour problems in schools? British Educational Research Journal, 35 (2): 205-220; Smith et al (2013), Therapeutic early interventions to prevent school exclusion and truancy: evaluation of three contemporaneous projects, Final report to Paul Hamlyn Foundation. Ministry of Housing, Communities and Local Government (2020) Annual REport of the Troubled Families Programme (2019-2020). Ipsos Mori (2020) Troubled Families Programme National Evaluation

Interventions aimed at teachers and other school staff aim to equip teachers with the skills and confidence needed to create and uphold an inclusive environment

How do teacher-focused programmes reduce exclusions?

These interventions may involve training for teachers in maintaining discipline, creating inclusive educational environments, and identifying certain behaviours and concerns among students for intervention. These can often be in tandem with parental interventions/support.

Why do teacher-focused programmes reduce exclusions?

Strong relationships between students and teachers are consistently shown to have positive impacts on behaviour and attendance, two of the most frequently used reasons for exclusions. This is true for all students, but especially for vulnerable learners. For instance, A 2017 small-scale study of autistic girls highlighted the importance of staff relationships and smaller classroom environments in supporting their educational journeys.

Interventions can also focus on equipping staff with the skills and confidence to identify early needs, issues, and appropriate responses for vulnerable students who may be more likely to be excluded.

CASE STUDY: CARR MANOR SCHOOL - LEEDS

Carr Manor school has more students with SEN, English as a second language, and eligible for free school meals than the national average, yet attendance is rising and exclusions falling. In a recent study, the leaders attribute this success to **the 'coaching approach' which sees all staff trained as coaches for a small group of students who sit together and share 3 times a week.**

CASE STUDY: THE DIFFERENCE

The Difference is currently in the third cohort of its inclusive leadership programme. In the Leaders Programme, mainstream school leaders spend two years working in a pupil referral unit and implementing specialist training which they then bring back with them to mainstream schools. This programme isn't aimed at reducing exclusions directly, and has measured its success according to the satisfaction of the teachers and headteachers. Although satisfaction is high, more rigorous assessments and tangible measures are required to evaluate the efficacy of this model.

Sources: Sproston K, et al (2017) *Autistic girls and school exclusion: Perspectives of students and their parents,* Autism & Developmental Language Impairments, 2: 1-14. RSA (2020) *Pinball Kids*. The Difference (2020) *Impact Report 2019-2020*

Interventions aimed at teachers and other school staff have consistently proven effective, but increased workloads and limited budgets can hamper success

Interventions aimed at increasing the skill base of teachers and other school staff have consistently proved effective in managing poor behaviour and increasing inclusion across context and time. Staff with the ability to build meaningful relationships with students, manage low-level disruptive behaviour, identify special and health needs, and identify risks has repeatedly been proven to be essential to an inclusive educational environment. However, increased workloads and decreasing support staff leave **less time for training and relationships with students,** whilst **early identification of special needs requires specialist skills which are difficult to obtain on tight budgets.**

Rapid evidence review

Behaviour management and inclusive practice skills training

- A review of experimental evaluations of primarily US-based interventions found that **skills training for teachers had a large and significant effect on exclusion for a temporary period**
- A 2011 evidence review of evidence from US and Dutch schools found that **classroom management practices had a significant effect on disruptive and aggressive behaviour**
- A 2013 study of 8 focus groups commissioned by the Children's Commissioner found **all participants recommended intensive training for teachers on issues like communication**
- Ofsted's 2019 primary school survey found all of **those with low levels of exclusion had effective behavior management skills**

- A 2016 randomised control trial of online teacher training in America found that **schools receiving training for empathetic responses to misbehavior halved the number of exclusions**

Early identification of risk and appropriate response/intervention training

- 2018 analysis of the British Child and Adolescent Mental Health Surveys recommended **prompt identification and early intervention may prevent future exclusion** and that there was a bi-directional association between psychological distress and exclusion
- A 2015 study of two English schools found that **teacher training was essential to understanding mental health and disability**

Sources: Valdebenito, Sara & Eisner, Manuel & Farrington, David & Ttofi, Maria & Sutherland, Alex. (2018). School-based interventions for reducing disciplinary school exclusion: a systematic review. Campbell Systematic Reviews; Oliver, R. M., Wehby, J. H., & Reschly, D. J. (2011). Teacher Classroom Management Practices: Effects on Disruptive or Aggressive Student Behavior. Campbell Systematic Reviews; White R, Lamont E, Aston H (2013) OCC school exclusions inquiry: Perspectives of teaching staff and other professionals. Slough: National Federation of Education Research. Ford, T. 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 48(4), 629—641. 18; Holttum, S. (2015), "School inclusion for children with mental health difficulties", Mental Health and Social Inclusion, Vol. 19 No. 4, pp. 161-168.

Whole-school interventions aim to wrap a support system around children and staff and create an environment which allows all learners to flourish

How do whole-school approaches reduce exclusions?

Whole school interventions can focus on reforming behavioural and exclusion policies as a stand-alone change or as part of a broader set of systematic changes across the school designed to create a positive environment with clear and just rules. These interventions tend to focus on early intervention and are preventative in nature.

Why do whole-school approaches reduce exclusions?

By creating a safe, inclusive and nurturing environment, schools can provide young people with a space where they are not at risk of violence. Research suggests, for instance, that schools can create a healthy social environment in which gang-affiliated young people set aside their rivalries. However, not all schools are able to do this. Ofsted's (2009) comparison of high and low excluding schools in socially deprived areas found the school's philosophy was one of the main determinants of its exclusion rate, a consistent and inclusive ethos appears to be the bedrock of success in reducing exclusions *and* violence.

CASE STUDY: RESTORATIVE PRACTICE PROGRAMME

Leeds City Council Children and Family Services Directorate has committed to a restorative approach to working with families and have developed comprehensive training programmes for schools to facilitate restorative work. Early successes have been identified in some instances, but varying levels of commitment have led to varying levels of success.

The restorative approach is growing in popularity. It seeks to improve school culture by reforming how students and teachers handle conflict and relate to one another. At this stage, there is limited evidence to support restorative practices as an intervention to reduce exclusions, largely because the approach is relatively new. However, there is significant small-scale qualitative evidence which suggests that restorative practices can be effective in improving behaviour when accompanied by a cultural shift toward restorative rather than punitive solutions. This means success hinges on a whole-scale implementation, as an evaluation of the Leeds programme found.

Sources: British Psychological Society (2018), Positive Behaviour Support (PBS). 44. Borgen, Nicolai et al (2020), 'Impacts of school-wide positive behaviour support: Results from National Longitudinal Register Data', International Journal of Psychology, 55:S1, 4—15. 45; RSA (2020) Pinball Kids; Augustine et al. (2018). Can restorative practices improve school climate and curb suspensions? RAND; . University of Leeds. (Unknown). An Evaluation Following the Introduction of Restorative Practice in Comparative School Settings; AMBROSE, M. 2012. Restorative Practice in Leeds. In: Safer and Stronger Communities Board, 27 January 2012, Leeds. Catch-22 (2016), Safer Schools: Keeping gang culture outside the gates. Irwin-Rogers, Keir & Harding, Simon (2018), 'Challenging the orthodoxy on pupil gang involvement: When two social fields collide', British Educational Research Journal, 44(3), 463—479.

Whole school interventions appear to be the most successful type of intervention to address exclusions *and* the risks faced by vulnerable learners *in and out of school*, however, evidence is limited and the commitment required is significant

Whole school interventions enjoy strong theoretical backing and, more than any other intervention, have evidence to suggest their success in reducing violence and other risks as well as exclusions. Systematic evaluations around individual interventions are limited because school climate and policy reform can take years to take hold and show success, this means that any evidence of success in the short term is impressive. These kinds of reforms can also be hampered by staff and resource restraints, as well as the personal philosophy of teachers. For these reason, these interventions insist on a long-term and steadfast commitment from funders, implementers and evaluators.

Rapid evidence review

- Contextual safeguarding has been introduced in ten 'test site' local authorities, and is mentioned in the latest Working Together to Safeguard Children guidance from the Department for Education. Although testing is still early, **a contextual approach can address risk and harm by treating schools as potentially unsafe environments, rather than focusing on students/families in isolation**.
- **A positive behavioural support approach** (assuming that potentially problematic behaviours serve a purpose for children in regulating their emotions or protecting themselves) has been proven to **improve behaviour and academic outcomes in US schools**, but evaluations insist that fidelity of implementation is the most important factor for success.

- The DfE's school exclusion trial tested **sharing of responsibility with the excluding school to find a new school placement for the child in question**. They found no change in exclusion rate but these schools worked diligently to find appropriate placements.
- A 2021 summary of experimental evidence on school-based interventions found that **2 school wide positive behavioural interventions and 1 restorative programme showed positive impacts on exclusions *and* antisocial behaviour**.
- A depth study into 7 UK educational providers found that harmful sexual behaviour was prevalent and often unchallenged. By promoting inclusive and non-victim-blaming 'social rules',schools can effectively support students who are at risk of violence.

Sources: Firmin, Carlene (2020), Contextual Safeguarding and Child Protection: Rewriting the Rules; British Psychological Society (2018), Positive Behaviour Support (PBS).. Borgen, Nicolai et al (2020), 'Impacts of school-wide positive behaviour support: Results from National Longitudinal Register Data', International Journal of Psychology, 55:S1, 4—15;. Kelm, Joanna et al (2014), ' Effects of Implementing School-Wide Positive Behavioural Interventions and Supports on Problem Behaviour and Academic Achievement in a Canadian Elementary School', Canadian Journal of School Psychology 29(3), 195—212; . Department for Education (2014) School exclusion trial evaluation.

Particular interventions should not be seen as a panacea, especially as real-world outcomes may not match the research evidence, and school ethos, policies, and the beliefs of individual staff members can restrict implementation…

Existing research suggests that **we should not overestimate the likely impact of interventions**. For example, as **Demkowicz and Humphrey (2019)** have shown, research evidence suggests that whole school interventions do have a positive impact. For instance, they cite a meta-analytic review which found that **universal social and emotional learning programmes reduced conduct problems by more than 10%**. However, they go on to warn that schools need to **consider the evidence base for any specific intervention, and manage their expectations: whole school interventions will not resolve all problems for all students**.[46]

Based on meta-analyses from the research literature, the **Educational Endowment Foundation's Teaching and Learning Toolkit** concludes that behavioural interventions *"**produce moderate improvements in academic performance along with a decrease in problematic behaviours**"*. However, the EEF's evaluations of interventions in English schools are less positive: **nearly all of the interventions evaluated through its 'behaviour' strand have had little impact**. This suggests that there is a gap between research evidence and real-world outcomes, perhaps because of issues in implementation.[47]

In one of our scoping interviews, we heard about schools where **inclusive language or practices exist in tension with more punitive behavioural policies**. In these schools, *"a framework for behaviour management, basically a rules-based system"* sat alongside *"a **really strong understanding of trauma-informed practice, restorative practice, contextual safeguarding**. But **at no point have they tried hard to make those things genuinely compatible with each other. While they are incompatible, behavioural management will trump compassion** … it's really hard to make those things compatible, it requires huge upheaval and understanding — teachers perceive themselves as there to teach."* Beyond any individual intervention, this suggests, **a school's overall ethos and culture may need to (dramatically) change.**

46. Demkowicz, Ola & Humphreys, Neil (2019), *Whole school approaches to promoting mental health: what does the evidence say?* 47. Education Endowment Foundation, *Teaching and Learning Toolkit*.

…however, our evidence review suggests a helpful culture shift within the education sector which may permit more significant reforms

In the literature and in our scoping interviews, we have found that there is **an ongoing shift away from zero tolerance behaviour policies and towards trauma-informed practice. This is illustrated by growing demand for training in inclusive and trauma-informed practice**.

Trauma Informed Schools UK

TISUK is a community interest company which **trains school staff to recognise and respond to trauma**. It has delivered training in more than 3,500 educational settings, and will offer its Diploma in Trauma and Mental Health to schools in Leeds from March 2021.

Nurture UK

Nurture UK runs a two-year national Nurturing Schools Programme, **training schools on the nurture group framework** (see slide 65). It is also currently working with the London VRU on *Nurturing London*, a project which aims to reduce exclusions.

The Difference

The Difference is currently in the third cohort of its inclusive leadership programme. In the Leaders' Programme, **mainstream school leaders spend two years working in a pupil referral unit**, then bring their learning back to mainstream schools.

SHINE

SHINE works in a disadvantaged area of Leeds through a **'transition coordinator'** who works with vulnerable learners to identifying pupils' learning needs and promoting parental engagement with their education. Most of the time, knowledge about a child's history, strengths and needs does not follow them into secondary school; the transition coordinator changes this. The project in Leeds has been on hold making it hard to assess the impact of the transition coordinator, especially as the outcomes may be distorted by the educational disruption caused by Covid-19. However, wider research suggests that **the transition from primary to secondary school is critical, and that support through this period reduces exclusions.**

In 2017 the Scottish government published detailed guidance on managing school exclusions which outlined a different attitude to permanent exclusions particularly, which are only considered when the "*child or young person to continued attendance at school would be seriously detrimental to order and discipline in the school or the educational wellbeing of the learners there.*" The 2018/2019 figures showed that only 3 permanent exclusions were issued and fixed term exclusions were plummeting in the most deprived areas.

Recommendations

Recommendations: section summary and the role of the violence reduction unit

In this section we have drawn together the several strands of analysis and insight to form a **series of practical and often interlinked recommendations for increasing education inclusion in a way able to impact violence in West Yorkshire the long term**. The recommendations draw from the evidence review on what works and the experiences of local actors and experts, but offers a more strategic approach to addressing the issues which can be achieved by **leveraging the high-level influence and whole-force area remit of the Violence Reduction Unit.**

The Role of the Violence Reduction Unit in implementing change

The Violence Reduction Unit is a new actor to the West Yorkshire education system, the VRU has not yet solidified their position or perspective. This could be turned into an advantage in working to ensure educational inclusion by **positioning the VRU as an objective third-party in the sometime fractious relationship between schools, local authorities, families and students**. From this position, the VRU could present itself in a convening capacity, acknowledging the tensions facing schools in managing challenging behaviour whilst supporting them to facilitate greater education inclusion and promoting good practice by drawing on the national VRU network and local partners.

The **VRU should seek to leverage its resources, strategic positioning, and large professional network to guide the various components and initiatives toward a coherent education inclusion strategy.** Whilst area-level difference can be recognised and must be accounted for, the VRU approach to education inclusion and the milestones to success should be outlined at a high-level and communicated to all stakeholders. **This research can act as a solid evidence base to draw on to create this strategy.** In order to strengthen the approach and ensure essential buy-in, the opinions the VRU may want to seek feedback and invite challenges to the approach at an early stage.

Recommendations

1. To meaningfully increase education inclusion, **schools, local authorities and other major players need to be brought together to act beyond their current obligations under a strategic cross-cutting agenda**, the VRU is well placed to act in a convening role by leading a whole police force area group to consider education inclusion at a strategic level with a cross-cutting remit.

2. To know what kind of interventions is necessary at which level, **more data must be collected about the key markers of education inclusion, which are not provided to the DfE** (managed moves, alternative provision, elective home education etc) **a regular whole-force area ask will encourage this.** Once the data begins to be collected an additional step could be taken to create a kind of publicly accessible **'dashboard' of educational inclusion in West Yorkshire** which can be drilled down to the local authority to school level. This will be a powerful analytical tool, but may also act to incentivize solutions which keep pupils in mainstream education as far as possible.

3. **Local forums with schools and relevant local services which discuss and plan for children moving out of mainstream education** may help to foster a joint responsibility and a culture of inclusion, whilst empowering the local authority advocate on the pupils behalf by providing a powerful platform.

4. **An education inclusion SPOC with a specific remit to coordinate conferences with the school, the family, the pupil, and any local authority advocate when key risks of exclusion emerge could work to repair broken relationship which drive up exclusions.** A specific role should be created to broker relationships, coordinate the conferences and chair discussions and action decisions. This should help to ensure all actors are sufficient aware and engaged in the exclusion process at an early stage and help to get the valuable buy-in of the pupils family.

5. No young person should be allowed to fall off the radar, **Safeguarding Partnerships should be provided up to date information about all pupils who are out of school** (for whatever reason). With this data, LSPs an automatic process can be made triggered when a young person is out of education indefinitely which compels the relevant education stakeholders, family, and student to a convene in order to **create an action plan to get the pupil back into meaningful learning.**

6. **Local authorities should be encouraged to conduct investigations into the use of all kinds of educational exclusion during 2019/20 in order to evaluate the individual behavioural policies and post-Covid strategies of each ETE provider.**

7. **Any strategy for helping pupils 'catch-up' after Covid-19 must be explicit about how it will (at minimum) not act to worsen the inequalities exacerbated by the pandemic**. ETE providers should be compelled to demonstrate this.

1. To meaningfully increase education inclusion, schools, local authorities and other major players need to be brought together to act beyond their current obligations under a strategic cross-cutting agenda, the VRU is well-placed to facilitate this.

Problem	To meaningfully increase educational inclusion in a way that can have a positive impact on serious violence in the long-term, a joined up multi-agency approach is required. This would involve schools, local authorities, youth offending and police services – alongside other services such as health and social care – to identify key priorities and work towards a shared goal. **At the moment there is no cross-cutting agenda that strategically or operationally brings together all the relevant parties in a way needed to make genuine change.**
Evidence	We have heard (nationally and locally) that the goal of education providers in keeping attainment high and formal exclusion low can be in direct contradiction to the wider aims of educational inclusion. For instance, the process of moving a pupil who is likely to be formally excluded from one school to another was criticised in our interviews as it did not address any underlying problems the pupil had with education, it simply displaced the problem to another school where the pupil was likely to be more isolated. Instead of the school or any other individual service being at the centre of several individual agendas, a joint agenda which places young people in the centre is required. The evidence review attests to the efficacy of **multi-agency approaches** to keeping exclusions down and the necessity of a **strategic 360 view of the factors leading to exclusions of vulnerable pupils.**
Solution	**The Violence Reduction Unit may be well placed to act in a convening role for all of the major players in educational inclusion.** The VRU could lead a whole police force area group to **consider education inclusion at a strategic level with a cross-cutting remit.** Education leads from each local authority, representatives of the YOT, children services and possibly school leaders could convene as a group to discuss education inclusion initiatives, evaluate their success and share learning, as well as report on the status of key indicators of inclusion and exclusion. Problems could be identified at an early stage and programme learning could be cascaded. This would also ensure that approaches are being adopted in a uniform and complimentary way, and responsibility doesn't end at narrowly defined obligations.

2. To know what kind of interventions is necessary at which level, more data needs to be collected about key markers of education inclusion, a regular whole-force area ask will encourage this. A West Yorkshire dashboard of education inclusion could then be created.

Problem	The fragmented education marketplace and limited reporting obligations mean that **very little systematic information about key measures of education exclusion and inclusion are shared** - for instance, academies do not need to tell the local authority about managed school moves within their group, numbers and reasons in alternative provisions, or information about elective home education. Without this information, it is difficult to quality assure these actions and the impact on the child. At a base level, this lack of information makes it more difficult to design and implement the kind of tailored programmes required to meaningfully increase educational inclusion. But also, with the only comparable and mandated data point being permanent and fixed term exclusion numbers, this lack of wider data creates a perverse incentive for schools to opt for these unregulated forms of exclusion to avoid scrutiny.
Evidence	**Only two of the five local authorities provided detail about elective home education** and these areas showed evidence of disproportionality and Covid-related increases, 9 young people on the YOT cohort were listed as EHE. **No information was provided on managed school moves or internal isolation** but we know from our interview and literature review that these methods of exclusion are commonplace and linked to the risk factors for a young persons involvement in violence. The evidence review shows the **merit of different kinds of intervention for different issues and targets**, and that those with more tailored approaches are more successful without a full picture of exclusions in West Yorkshire interventions are therefore much less likely to impactful and sustainable.
Solution	Although there is no statutory requirement for educational providers to report this information, **a consistent and public ask from a strategic body with a whole-force area remit may elicit some voluntary compliance.** If, at every census day, the VRU sends a corresponding **data request for the details of managed moves, elective home education, internal exclusion (isolation), and moves to alternative providers, collection of this kind of data will begin to become more commonplace**. If the data requirements have been clearly explained and presented to all education providers in the area, voluntary compliance should increase. Once the data begins to be collected an additional step could be taken to create a kind of publicly accessible 'dashboard' of educational inclusion in West Yorkshire which can be drilled down to the local authority to school level. This will be a powerful analytical tool, but may also act to incentivize solutions which keep pupils in mainstream education as far as possible.

3. Local forums with schools and relevant local services which discuss and plan for children moving out of mainstream education may help to foster a joint responsibility, whilst <u>providing the local authority with a platform to advocate on the pupils behalf.</u>

Problem	Schools are struggling to manage behaviour and have been for some time, this is leading to various exclusionary practices which essentially make the young person no longer the responsibility of the school. **Once a child has been excluded, moved, or home educated, their attainment and education is no longer the excluding school's responsibility and the fragmented local service system leads to missed opportunities to keep children in a suitable form of education.**
Evidence	The evidence review shows the potential benefits of **engaging an excluding school in the new placement of a pupil,** but focused on allocating statutory responsibility which is a national rather than local policy. However, a system of regularly convening to monitor exclusion (of all kinds) and having local services jointly engaged in the process of post-exclusion education may act to foster a more inclusive philosophy among education providers. Our analysis found that nearly half of the young people on the West Yorkshire combined YOT cohorts were outside of mainstream education, training, or employment in late 2020 and that students with SEN provisioning are disproportionately excluded in West Yorkshire. This means that there is **a network of safeguarding and professionals likely surrounding large proportions of the young people most vulnerable to violence and exclusion who can be actively engaged in planning for their suitable and long-term education.**
Solution	The Timpson Review suggests **empowering local councils to convene local forums** which schools are expected to attend to review the data on school moves. Although there is an issue of statutory responsibility and funding, these forums may act to make **schools responsible for playing a part in the relocation and quality assurance of the education the excluded pupil** will receive by engaging them in the process. It is worth noting that teaching unions claim funding cuts have led to a lack of support for vulnerable students, which has led to an increase in exclusions. Whilst this bears out in much of the data, where evidence of good practice exists within the current system, a strong multi-agency approach has been wrapped around schools to reduce exclusions. **Local authorities should be encouraged to take active and strong advocacy roles on behalf of vulnerable pupils facing exclusion, whilst providing robust assistance to excluding schools, these local forums may be the platform to achieve this.** This may be similar to Area Inclusion Partnerships we heard about in Leeds.

4. An education inclusion SPOC with a specific remit to coordinate conferences with the school, the family, the pupil, and any local authority advocate when key risks of exclusion emerge could work to repair broken relationship which drive up exclusions

Problem

Breakdowns in the relationships between pupil, family, and school are common factors in education exclusion. Often the process is daunting and can be ill-explained, sometimes the family/pupil lack the confidence and specialist knowledge to advocate and appeal, sometimes the family/pupil are disengaged for other reasons.

Evidence

The interview data suggests that **many key actors consider a breakdown in family-pupil-school relationships to be core to higher exclusion rates**. The evidence review indicates that **family-oriented interventions with a multi-agency approach have yielded consistent positive outcomes.** Our interviews and YOT analysis also showed the important role the YOT can play in mediating exclusions and advocating on behalf of a vulnerable learner, but this is **outside of their statutory responsibility and getting all players to the table is in itself a difficult task**.

Solution

Specifically concerning permanent exclusions, managed moves (including to APs) and elective home education, the decision is unlikely to be sudden. As such, when the signs of exclusion are beginning to emerge, for instance multiple fixed term exclusions or repeated internal exclusion, **an automatic process should be triggered to engage the family, the pupil, the school, and (if appropriate) a relevant third party representative in a structured discussion which empowers all actors to find inclusive solutions to the problem the student is having at school.** This is likely involve significant amount of specialist work and information, so to avoid overburdening existing services, a specific Education Inclusion officer role should be created to broker these relationships, coordinate the conferences and perhaps chair the discussions and action decisions. **This should help to ensure all actors are sufficient aware and engaged in the exclusion process at an early stage and help to get the valuable buy-in of the pupils family.**

5. No young person should be allowed to fall off the radar, Safeguarding Partnerships should be provided up to date information about all pupils who are out of school (for whatever reason) to ensure their journey back into meaningful education.

Problem	Due in part to the data sharing/collecting problems outlined in recommendation 2, and the lack of clear lines of responsibility for a child outside of education outlined in recommendation 3, **there is a cadre of young people who have lost touch with education and the protection it offers.** Young people are attending ETE less than 10 hours a week, they are being excluded for several fixed-terms, they are being educated at home full time, or are simply missing from education. **This increases vulnerability to violence and other harms and isn't being sufficiently monitored.**
Evidence	Full-time education is a protective factor for young people, who are shielded from environmental risks associated with home or their community for large portions of the day whilst being in a monitored and supervised environment. Exclusions can also act as a 'turning point' for many vulnerable young people and their self-esteem/ identity, whilst putting them further from opportunities which lead them away from risk. Our YOT analysis found a **strong link between serious and/or violent offending histories and being in an alternative provision or pupil referral unit and attending education, training or employment part-time.** We also found a cohort of young offenders who were attending 0 hours of ETE a week, missing from education, or who simply had no information stored about their educational provider. **No young person should be out of the reach of the educational system, but this is particularly pertinent for young people who are already vulnerable violence and offending.** This is in the context of potential **rising elective home education in West Yorkshire disproportionately among already vulnerable groups.**
Solution	The role of Local Safeguarding Partnerships (LSPs, formally Safeguarding Children Boards) is to safeguard and promote the welfare of children in their area, given the above link between violence and educational exclusions and evidence of growing risk, **LSPs require quick and accurate information on young people outside of education**. The Timpson Review recommends this information is provided in real-time. With this data, **LSPs should create an automatic process triggered when a young person is out of education indefinitely which compels the relevant education stakeholders, family, and student to a convene in order to create an action plan to get the pupil back into meaningful learning.**

6. Local authorities should be encouraged to conduct investigations into the use of all kinds of educational exclusion during 2019/20 in order to evaluate the individual behavioural policies and post-Covid strategies of each ETE provider

Problem	**The pandemic and accompanying restrictions have presented a new challenge for educational inclusion.** Most children will have experienced an upheaval in their normal schedules, some may have experienced long periods of anxiety and instability, both of which make behavioral problems more likely. There is also a concern that without coordinated action, serious violence involving young people may peak as the Covid-19 restrictions are lifted. All of this means that the **collecting and sharing of data and intelligence surrounding young people among local bodies will be of the utmost importance** to identify vulnerability early and learn from the lessons of Covid-19 so far in terms of exclusions and behavioral policies and whole school approaches.
Evidence	The fact that **all local authorities in West Yorkshire either saw a limited reduction or increase in the use of permanent exclusions during a year with unprecedented lack of attendance** should be investigated. The lack of data on fixed term exclusions, elective home education, managed moves, and demographics is also notable, as is the fact that **25% of the YOT cohort were attending 0 hours of ETE a week in late 2020**. The evidence review shows notable successes in whole school intervention which evaluate a school's behaviour policy and approach to exclusions, the data on reasons for exclusion suggests this may be particularly successful in several West Yorkshire local authorities.
Solution	Local authorities should be encouraged to **conduct investigations into the use of all types of exclusions during 2019/20 in order to evaluate the individual behavioral policies and post-Covid strategies of each educational provider.** This can inform a new strategy for reintegrating children back into school full time as the restrictions are completely lifted and equipping staff and teachers with the skills necessary to deal with the new challenges presented by a post-pandemic student body who may be suffering some lasting trauma. The information that is collected should be shared quickly with safeguarding services relevant to the young person to identify flashpoints of vulnerabilities at an early stage.

7. Any strategy for helping pupils 'catch-up' after Covid-19 must be explicit about how it will (at minimum) not act to worsen the inequalities exacerbated by the pandemic. ETE providers should be compelled to demonstrate this.

Problem	As well as presenting a safeguarding challenge and a potential bump to exclusions on behavioural reasons, **Covid-19 has exacerbated existing inequalities which make a young person more vulnerable to exclusion in the long term, chiefly attainment and attendance.**
Evidence	As nationally, **West Yorkshire excludes a disproportionate amount of pupils with SEN provisioning and pupils eligible for free school meals**, and this has increased over time. Early figures suggest that this trend may have worsened during Covid-19. The YOT analysis shows **large differences between the rates of White British young offenders not in mainstream education and most other ethnic groups.** This is likely to be impacting the ethnic disproportionality identified in the NEET cohort also. Research has already began to identify the widening gap between already vulnerable and underrepresented groups and all other pupils during Covid-19.
Solution	A so-called 'learning gap' has widened, and is disproportionately impacting children from lower income families, children with SEN, and children with black and ethnic minority backgrounds. **Attainment and engagement is key to preventing exclusions and other negative outcomes, and these are demographic groups are already overrepresented in both school exclusions and the criminal justice system.** As such, any solution or strategy for 'catching up' post-Covid which *does not* take into account these inequalities and specifically address them will be insufficient to close the gap. Educational providers should be explicit about how the new strategy will (at minimum) not worsen existing inequalities and **education-based violence reduction initiatives should have ring-fenced funding and purpose to provide additional educational and training opportunities to those which the data show have been most impacted.**

Annex

Annex 1 - YOT Cohort Overview by Local Authority (1)

LEEDS

- 244 young people from Oct 2020 YOT Cohort
- Age range: 11-19, average age 16
- 36% (89) VAP offences, next most common was Robbery and Theft (8%).
- 49% (120) committed a serious and/or violent offence
- 12% (29) female
- 63% (154) White British, 11% (26) Other White, 8% (20) Other Mixed
- 32% (79) were on 0 hours a week at the time, but 29% (71) were on full time or more (though 3 of these were in a youth offending institution).
- 26% (64) were NEET, 26% (63) were at School / College, 17% (41) were attending AP/PRU/Special Unit, 2 were EHE
- 43% (104) had recognised SEN (55) or were on a EHCP (49) at the time **and this was the only YOT providing/collecting this data**
- **No information on history with exclusions, managed school moves, or FSM eligibility**

CALDERDALE

- 47 young people from the Dec 2020 YOT Cohort
- Age range: 13-18, average age 16
- 45% (21) VAP offences next most common was Criminal Damage, Moriting Offences, and Public Order offences and Theft (13%/6).
- 55% (26) committed a serious and/or violent offence
- 15% (7) female
- 68% (32) White British, 10% (5) White European, 9% (4) from Black/Mixed Black, Asian/ Mixed Asian background
- 34% (16) were on 0 hours a week at the time, but 34% (16) were on full time or more.
- 30% (14) were NEET, 26% (12) were attending AP/PRU/Special Unit, only 5 were in mainstream School/College, 2 were EHE
- **No information on history with exclusions, SEN/EHCP status, managed school moves, or FSM eligibility**

Annex 1 - YOT Cohort Overview by Local Authority (2)

BRADFORD	KIRKLEES	WAKEFIELD

BRADFORD

- 136 young people from YOT cohort
- Age range: 12-19, average age 16
- 38% (51) VAP offences, next most common was Robbery and Drugs (12%, 16).
- 57% (77) committed a serious and/or violent offence
- 10% (14) female
- 59% (80) White British, 13% (18) Other Asian, 9% (12) Pakistani, Bangladeshi, Indian or other South Asian
- 30% (41) were on 0 hours a week at the time, but 62% (84) were on full time or more.
- 32% (43) were at School / College, 29% (39) were NEET, and 21% (28) were attending AP/PRU/Special Unit
- **No information on history with exclusions, SEN/EHCP status, managed school moves, or FSM eligibility**

KIRKLEES

- 128 young people from YOT cohort
- Age range: 11-18, average age 16
- 45% (57) VAP offences, next most common was Burglary and Criminal Damage (12%, 15).
- 55% (70) committed a serious and/or violent offence
- 9% (11) female
- 68% (87) White British, 13% (16) Black, Mixed Black or Other Black backgrounds, 9% (12) South Asian, Mixed Asian or Other Asian
- 17% (22) were on 0 hours a week at the time, but 63% (80) were on full time or more (though 3 of these were in a youth offending institution).
- 51% (40) were at School / College or Further Education, 25% (26) were attending AP/PRU/Special Unit, 20% (26) were NEET, 8 were in a YOI or DTO unit, and 7 had no information about their ETE status
- **No information on history with exclusions, SEN/EHCP status, managed school moves, or FSM eligibility**

WAKEFIELD

- 23 young people from Feb 2021 YOT cohort
- Age range: 11-20, average age 15
- 41% (51) VAP offences, next most common was Criminal Damage (16%, 20).
- 52% (64) committed a serious and/or violent offence
- 18% (22) female
- 88% (108) White British, 6% (7) Black, African or Caribbean
- 66% (81) were attending full time hours or more (and none were in YOIs), only 9 were attending 0 hours per week but **15 young people had no information about ETE hours**
- 42% (52) were at School / College, 25% (31) were attending AP/PRU/Special Unit, only 11% (13) were NEET but 16 had no information about their ETE status
- **No information on history with exclusions, SEN/EHCP status, managed school moves, or FSM eligibility**

Annex 2 - YOT Cohort Classifications (1)

Offence classification

Acquisitive crime
- Vehicle Theft / Unauthorised Taking
- Domestic Burglary
- Non-Domestic Burglary
- Theft And Handling Stolen Goods
- Burglary
- Theft
- Theft from Shop

Drugs
- Drugs
- Drugs offence

Other
- Breach Of Statutory Order
- Other
- Breach Of Conditional Discharge
- Not provided due to confidentiality

Low-level offence
- Criminal Damage
- Motoring Offences
- Public Order
- Motoring
- Motor offence
- Arson
- Public Order

Serious and/or violent offence
- Robbery
- Violence Against The Person
- Sexual Offences
- Death Or Injury By Dangerous Driving
- Racially Aggravated
- Sexual offence
- Knife Possession
- Harassment

Annex 2 - YOT Cohort Classifications (2)

Ethnicity classification

Black - African or Caribbean
- African
- Caribbean
- Black Caribbean
- Black - African

Gypsy/Roma
- Gypsy/Roma

Mixed - Asian and White
- White and Asian
- Drugs offence

Mixed - Black and White
- White and Black African
- White and Black Caribbean

Other - Asian
- Any other Asian Background
- Other Asian
- Asian and Any Other Ethnic Group

Other - Black
- Any other Black Background
- Other Black

Other - Mixed
- Any other Mixed Background
- White and Any Other Ethnic Group

Other - White
- Any other White Background

Pakistani, Bangladeshi, Indian or other South
- Bangladeshi
- Pakistani
- Indian

Unknown
- Any other ethnic background
- Declined
- Error - Description Not Found
- Unknown
- Not provided due to confidentiality

White British
- White British
- White English

White European
- White Irish
- White European
- White Eastern European

Thank you

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Crest