

Overview & Scrutiny

Children & Young People Scrutiny Commission

Date of meeting: 31st October 2022
Title of report: Pupil Movement (2021/22)
Report author: Chris Roberts, Head of Wellbeing & Education Safeguarding
Authorised by: Paul Senior, Director of Education & Inclusion
Brief: <p>This report is to provide the commission with an update on pupil movement.</p> <p>All schools experience pupil movement as children and young people change schools, either as a result of moving into or out of Hackney or a change of school is requested due to parental preference. Hackney Education monitors roll movement and where schools are considered to have above average movement this is explored with the individual school.</p> <p>There is a specific focus on pupils who have left their school for one of the following reasons:</p> <ul style="list-style-type: none">• In-year transfers via admissions and SEND• To elective home education• Been permanently excluded• Been subject to a managed move• Are absent from school• As well as those who are classified as children missing education <p>The report will consider those categories and consider those alongside the much greater levels of pupil movement that exists.</p> <p>Finally the report also covers pupils who attend alternative provision. The report covers the period from September 2021 to August 2022.</p>

Report to the Children & Young People Scrutiny Commission

Report title: Pupil Movement

Meeting date: 31st October 2022

Report originator: Chris Roberts, Head of Wellbeing & Education Safeguarding

1. Purpose of the report

- 1.1. This report will provide Councillors with an overview of pupil movement in Hackney
- 1.2. There is a specific focus on pupils who have left their school for one of the following reasons:
 - 1.2.1. In-year transfers via admissions and SEND
 - 1.2.2. To elective home education
 - 1.2.3. Been permanently excluded
 - 1.2.4. Been subject to a managed move
 - 1.2.5. Are absent from school
 - 1.2.6. As well as those who are classified as children missing education
- 1.3. The report will consider those categories, which are a relatively small cohort of pupils and consider those alongside the much greater levels of pupil movement that exists.
- 1.4. The report will look at the available locally reported data from September 2021 to August 2022. This will provide the commission with an overview of the picture of pupil movement for that academic year.

2. Recommendations

- 2.1. Commission members are asked to note the contents of this report.

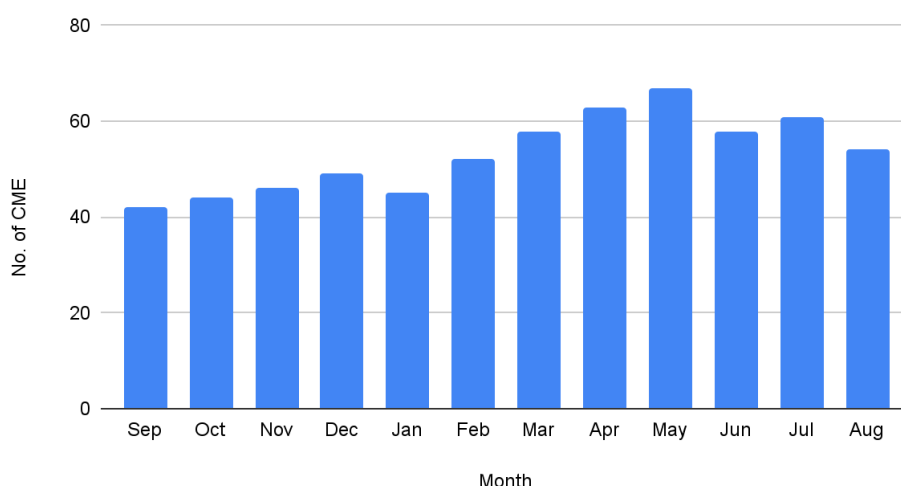
3. Pupil movement

- 3.1. All schools in Hackney experience some level of pupil movement during the period under consideration with pupils joining and leaving the school.
- 3.2. The majority of pupil movement relates to pupils:
 - 3.2.1. Moving into Hackney and needing a local school place;
 - 3.2.2. Moving out of Hackney and no longer needing a local school place; or
 - 3.2.3. Parents applying to move from one local school to another.
- 3.3. Within this wider picture of pupil movement it is not always possible to identify a new school for the pupil (i.e. because they have moved abroad) and these children are recorded as Children Missing Education (CME).
- 3.4. In addition there is a small cohort of children and young people who are moving from one school either because they are moving into elective home education, have been permanently excluded or have been subject to a managed move.

4. Additions/removals from school admission registers and Children Missing Education

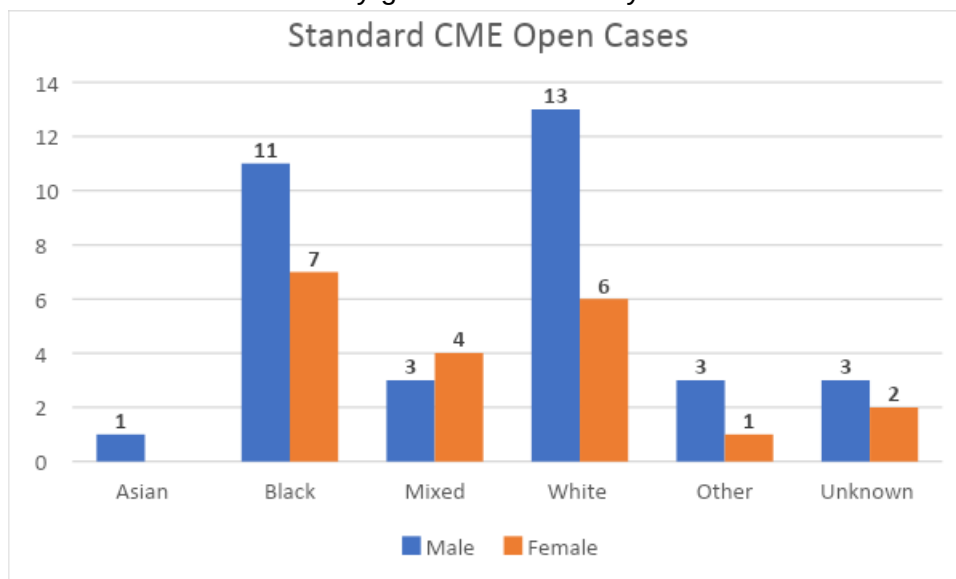
- 4.1. Since September 2016, all schools, including academies and independent schools, have been legally required to notify their local authority the details of all pupils who have been either added to or removed from their admission register (this is also known colloquially as the school roll).
- 4.2. Schools are required to notify the local authority within five school days of an addition to the admission register and within one school day of a removal.
- 4.3. Pupils can only lawfully be removed from the admission register on one of the grounds set out in the regulations.
- 4.4. Once a school has added or removed a pupil from the admission register they are required to submit a joiner/leaver report to Hackney School Admissions.
- 4.5. In 2021/22 Hackney school admissions were notified of 1,834 children who were deleted from their school admission register. This was from all schools, including independent schools. The majority of these were on the grounds that the child was now registered at another school.
- 4.6. If, having undertaken reasonable enquiries, the school does not have a confirmed new school for that pupil they should also submit a Children Missing Education (CME) referral to Hackney's Pupils Out of School team.
- 4.7. A Child Missing Education is a child of compulsory school age who is not on the admission register of a state funded or independent school and who is also not receiving a suitable education otherwise than at a school.
- 4.8. CME cases typically come into two categories. Those that are open for a relatively short period of time and are closed once the child has been located and those that are long term cases. The latter are typically cases where the child is believed to have gone abroad but we are unable to confirm education arrangements. These are subject to periodic review.
- 4.9. In Hackney we record two categories of children missing education. The first category covers our standard children missing education cohort and the second relates to those from the Orthodox Jewish community.
- 4.10. The month by month children registered as standard CME cohort is as follows:

No. of CME 21/22 (monthly total)

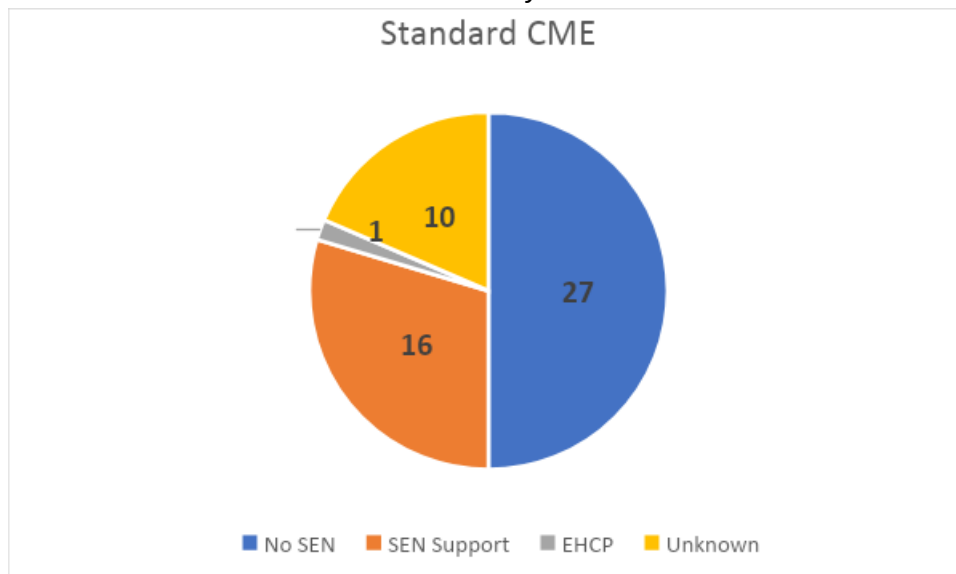


- 4.11. In August 2022 we had 54 children registered as CME in our standard cohort.

4.12. When broken down by gender and ethnicity this cohort is as follows:



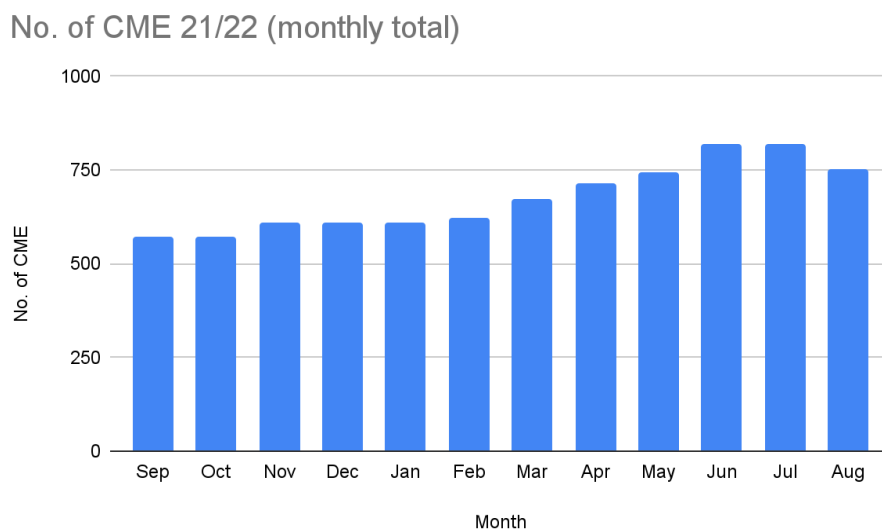
4.13. When the cohort is broken down by SEND status it is as follows:



4.14. In addition to regular CME referrals, which relate to children and young people moving into or out of Hackney without a known new school, there is also a sizable cohort of teenage boys from the Orthodox Jewish community in Hackney who are educated at Yeshivas. These boys leave their registered independent schools at around twelve years old and then attend a setting that has a curriculum that is deemed too narrow for them to be a school.

4.15. When asked, parents of children who attend these settings state that they are educating their children otherwise than at school. However the nature of the settings means we are unable to assess the suitability of the child's education. Department for Education guidance states that in order for education otherwise than at school to be deemed suitable it must contain sufficient secular education. Given we know that Yeshiva's only provide a narrow faith based education the children attending these settings are therefore classified as children missing education.

4.16. The month by month number of children registered in the Orthodox Jewish CME cohort is as follows:



- 4.17. In August 2022 there were 751 children registered as CME within the Orthodox Jewish community. These are teenage boys who attend Yeshiva's. We do not have information on their SEND status.
- 4.18. In addition to the children in this cohort that are known to the Hackney Council there are believed to be further cohort children whose details are not known.
- 4.19. The commission has previously been updated on unregistered education settings and this cohort continues to present a significant challenge for Hackney Education.
- 4.20. The school admissions team reminds all schools annually of arrangements for reporting additions and removals to their admissions register and the process for doing so. The most recent occasion was September 2022.
- 4.21. Hackney Council does not currently have the legal powers to inspect the attendance and admission registers of academies and independent schools, though the Department for Education has proposed changes in this regard.

5. Hackney Education's response to schools with above average roll movement

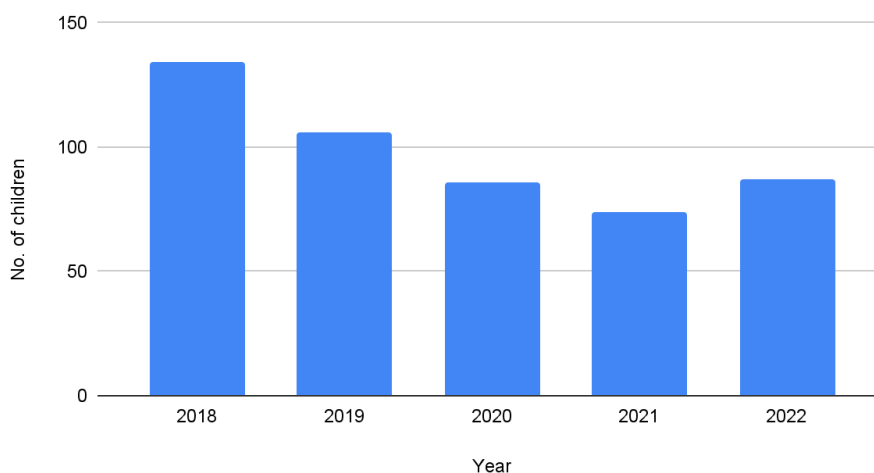
- 5.1. The commission has previously recommended that follow up action continues to be taken in respect of schools that have above average levels of roll movement. Roll movement between Years 10 and 11 has previously been highlighted as an area the commission was particularly concerned about.
- 5.2. Data on Year 10 to 11 roll movement is analysed annually in the Autumn term and schools that have 5% or more roll movement between Year 10 and 11 are subject to further scrutiny by School Improvement Partners in the form of focused meetings with headteachers. In 2021/22 four schools had roll movement of 5% or more.
- 5.3. Similar meetings have been held in previous years with headteachers of schools where roll movement is 5% or more.
- 5.4. At total 87 children left secondary school admission registers between Year 10 and Year 11, giving a borough wide rate of 4%. Movement varied between schools with the range between 1% and 7%.

5.5. The pupil profile of these 87 children is as follows:

Characteristic	No. of Y10/11 leavers	% of cohort	% of secondary pop.
Female	40	46%	54%
Male	47	54%	46%
Bangladeshi	3	3%	5%
Black Caribbean	9	10%	9%
Black African	19	22%	22%
White British	10	11%	17%
Indian	1	1%	4%
Mixed	7	8%	10%
Turkish/Kurdish	5	6%	8%
Other	12	14%	25%
Unknown/refused	21	24%	
EHCP	10	11%	4%
SEN Support	19	22%	14%
No SEND	58	67%	82%

5.6. There has been an overall reduction in the rates of roll movement since 2018. In that year 134 children left their secondary school admission registers between Years 10 and 11, giving a rate of 6%. The range in school level movement in 2018 varied from 0% and 13%.

Year 10-Year 11 Roll Movement since 2018

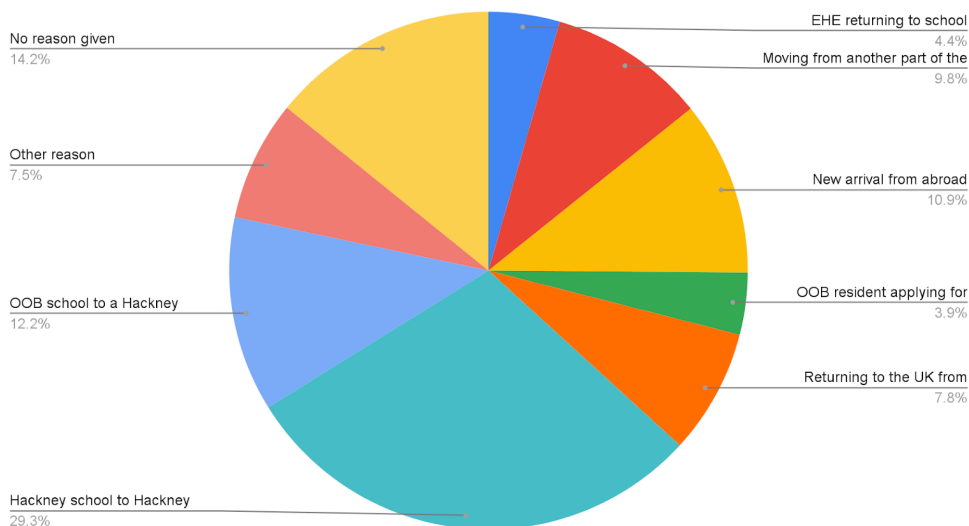


- 5.7. An analysis of the data relating to roll movement between Years 10 and 11 has shown the following:
- 5.7.1. There has been a gradual fall in the level of Year 10 to 11 roll movement from 6% in 2018 to give borough wide five year average of 4%.
 - 5.7.2. This represents 47 fewer children leaving their school in last year's Year 11 cohort compared to the 2018 Year 11 cohort.
 - 5.7.3. The borough wide two year average currently stands at 3% with all bar four schools below 5%
- 5.8. In previous years headteachers have been able to provide clear and convincing reasons why pupils had been removed from their admission register. They were able to provide information as to the circumstances (e.g. changed schools; moved away from London; etc.).
- 5.9. All schools viewed removal from the admission register as a potential safeguarding issue.
- 5.10. In secondary schools it is now practice for headteachers to authorise all removals from the admission register and to report information on pupil movement to their governing body.

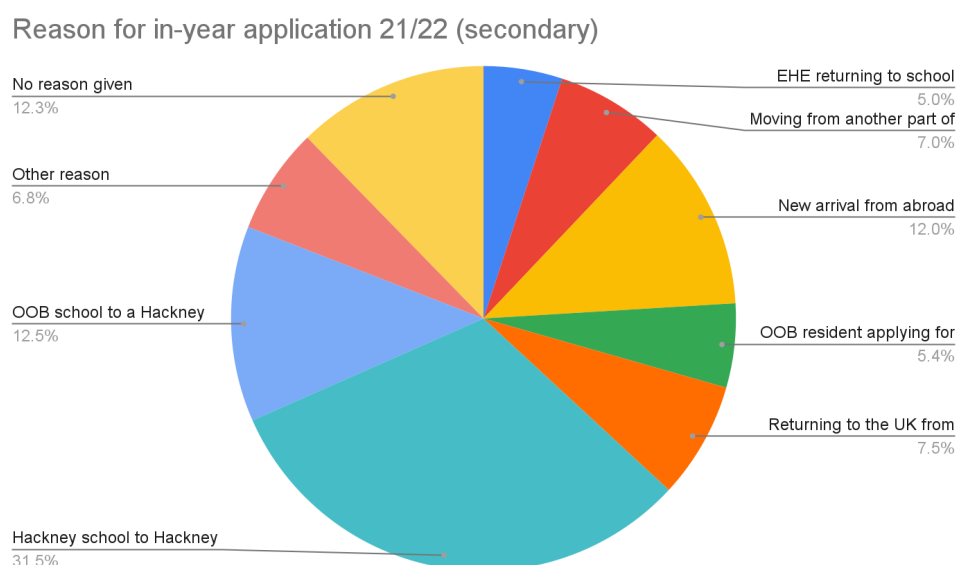
6. In-year school admissions & Fair Access

- 6.1. Any parent can apply for a school place for their child at any time to any school outside the normal admissions round (admission to reception and transfer from primary to secondary school) and admission authorities must comply with that preference unless it would prejudice the provision of education or the efficient use of resources.
- 6.2. A total of 1,451 children were offered places at Hackney schools through the in-year admissions process between September 2021 to August 2022. Of this number:
- 6.2.1. 1,063 were offers for primary school places; and
 - 6.2.2. 388 were offers for secondary school places.
- 6.3. The reasons given for in year applications for primary schools was as follows:

Reason for in-year application 21/22 (primary)



6.4. The reasons for in year applications for secondary schools was as follows:



6.5. Not every application will result in an offer of a school place. Some parents of children who already have a school place within a reasonable travel distance make applications so they remain on the waiting lists for oversubscribed schools in the hope of a place becoming available.

6.6. Admissions do not hold data on the SEND status of children applying through in-year admissions, though none of these children would have an education, health and care plan (EHCP) as they would utilise a different admission process.

6.7. Each local authority must have a Fair Access Protocol, agreed with the majority of schools in its area to ensure that – outside the normal admissions round - unplaced children, especially the most vulnerable, are offered a place at a suitable school as quickly as possible.

6.8. The majority of pupils considered under the Fair Access Protocol are pupils who have been out of school for two months or more; have challenging behaviour; are being reintegrated from an AP setting or could not be offered a place because schools applied to were full.

6.9. Between September 2021 and December 2022 a total of 35 children have been offered places under the protocol. Of these one was a primary school place and 34 were for secondary school places. Five were reintegrations of previously permanently excluded children from New Regent's College.

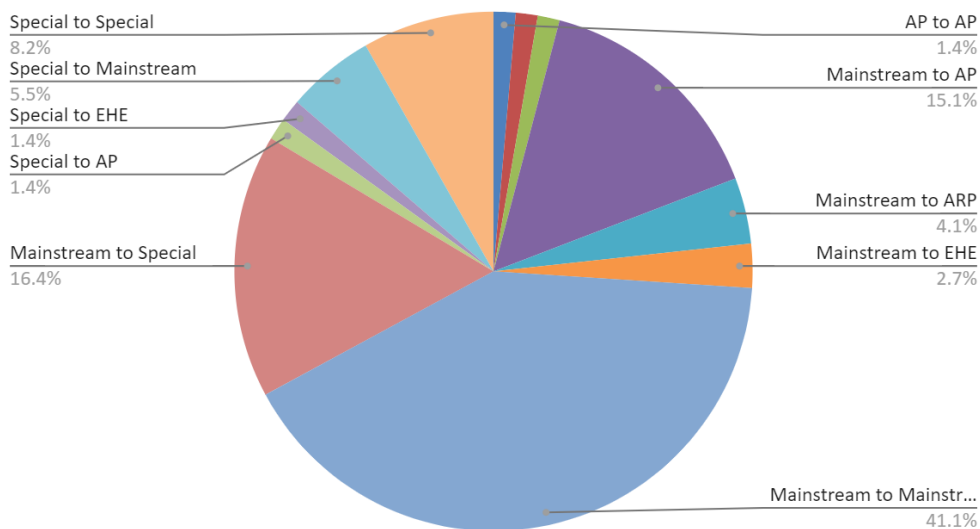
7. In-year transfers (EHCPs)

7.1. Children with an EHCP do not utilise the same process for changing school or setting as children without one. These transfers are coordinated by the child's plan EHCP coordinator.

7.2. During 2021/22 there were 73 in-year transfers of pupils with an EHCP.

7.3. The largest single cohort, with 41% of transfers were from one mainstream school to another mainstream school. The breakdown of the various types of move can be found here:

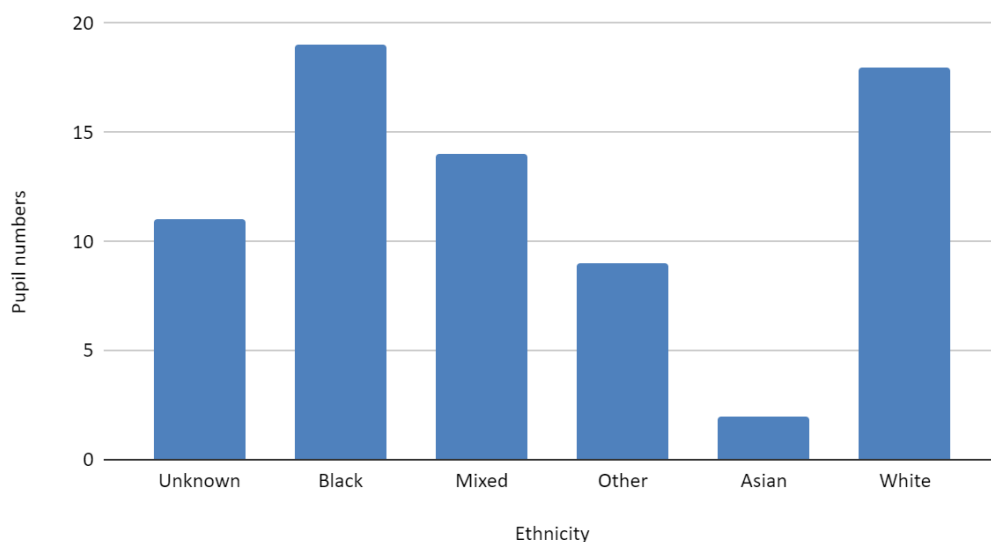
EHCP in-year transfers 21/22



7.4. Of these 16 were children in Key Stage 1, 24 were children in Key Stage 2 and 33 were children in Key Stage 3.

7.5. This cohort, when broken down by ethnicity is as follows:

EHCP in-year transfers 21/22 by ethnicity

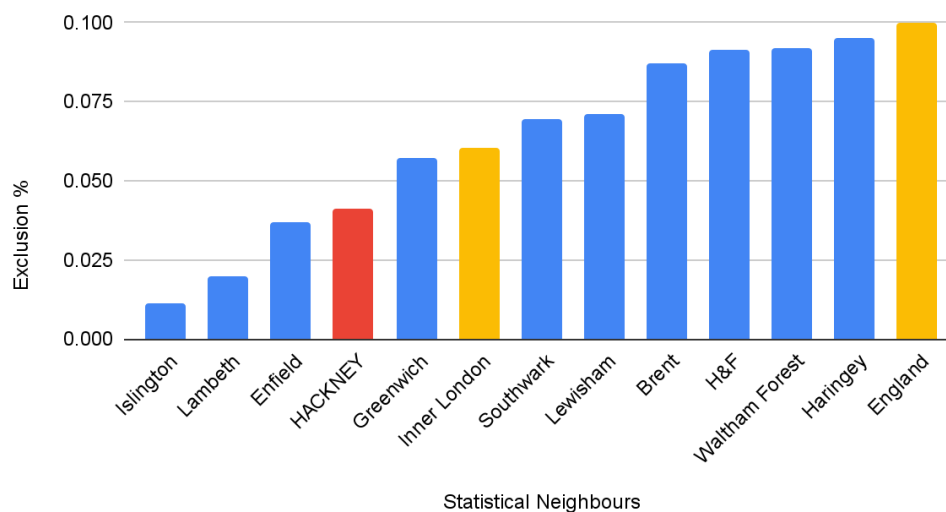


8. Permanent exclusions

8.1. Permanent exclusions declined significantly during the pandemic with only six permanent exclusions from Hackney secondary schools in 2020/21. There were no permanent exclusions from Hackney primary schools.

8.2. Whilst nationally there was also a reduction in permanent exclusions as a consequence of the pandemic the fall in Hackney was steeper and took our percentage rate below that of the comparable rates for England, Inner London and the majority of our statistical neighbours.

Secondary Exclusion % Rate 20/21 - Statistical Neighbours



8.3. The low number of permanent exclusions in 2020/21 was not sustained into 2021/22 however it has not returned to pre-pandemic levels.

8.4. The provisional locally reported data for 2021/22 show we have 35 permanent exclusions from Hackney secondary schools. If confirmed then this is lower than the 52 permanent exclusions there were in 2017/18 and 44 permanent exclusions there were in 2018/19.

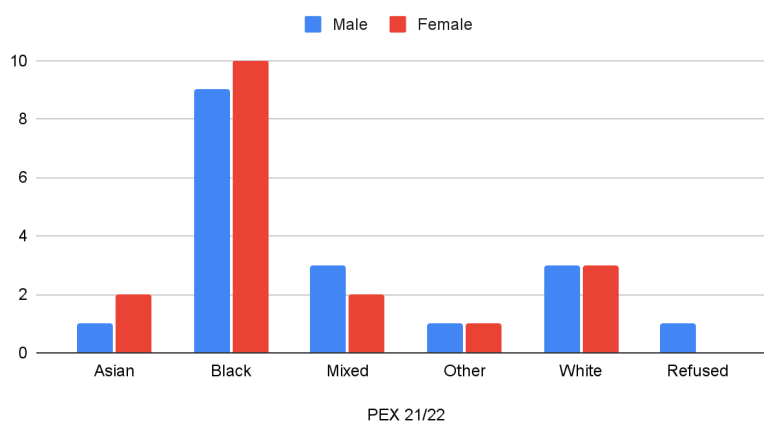
8.5. This data remains provisional and unvalidated at this stage with three of the exclusions still subject to due process

8.6. Of those 35 Black and Global Majority children continue to be disproportionately represented. Children from a Black ethnic background accounted for 52% of our permanent exclusions.

8.7. The reduction compared to pre-pandemic numbers has been entirely a reduction in the number of boys being permanently excluded, with the number of girls remaining largely static. Girls not represented 50% of our permanent excursions, whereas pre-pandemic it was between 25% and 35%.

8.8. The number of permanent exclusions broken down by ethnicity and gender:

No of PEX 21/22 by ethnicity and gender

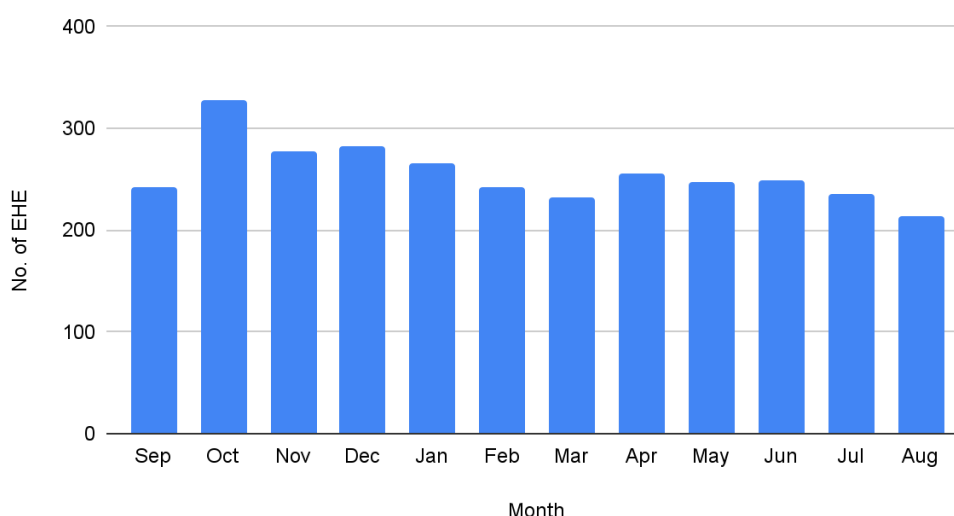


- 8.9. Of these 35 permanent exclusions five had EHCPs (14%), 18 were on SEND Support (50%) and 12 had no identified SEND (36%) .
- 8.10. Twenty-eight (80%) of the permanent exclusions were for pupils in Key Stage 3, with just seven in Key Stage 4.
- 8.11. Reducing rates of exclusion and disproportionality is a strategic priority for Hackney Council. From September 2022 the Re-engagement Unit (REU) has been expanded and transitioned from a traded service in primary schools to offer a universal service for primary and secondary schools. This will significantly enhance our capacity to provide support to schools with children who otherwise could be vulnerable to exclusion.
- 8.12. In addition we are developing a number of strands to promote whole school inclusive practice and address disproportionality. This includes working with secondary headteachers to develop an Inclusion Charter to provide an agreed framework for inclusive practice and a schools conference focused on promoting anti-racist practice and approaches.
- 8.13. This work is coordinated by the Reducing Exclusions Officer group, which is chaired by the Director of Education. The approach adopted and work is then overseen by a Board, which includes head teacher representatives.

9. Elective Home Education

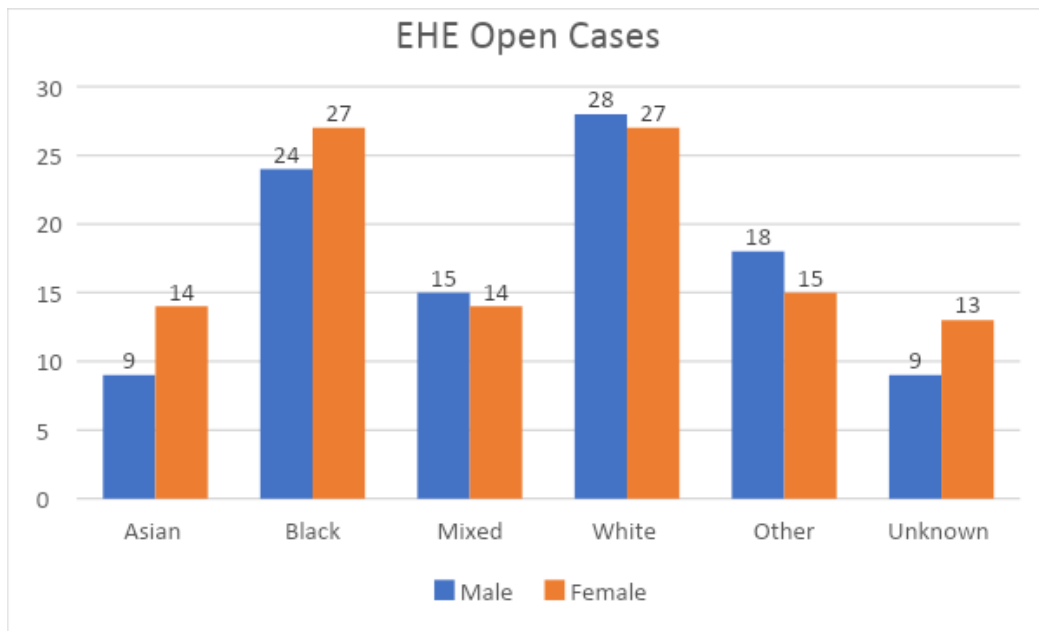
- 9.1. Parents/carers have a legal responsibility to ensure that their school age children receive an education that is suitable for their age, ability and aptitude as well as any special educational needs they may have. This can be done through regular attendance at school or by educating them otherwise than at school. Education otherwise includes elective home education (EHE).
- 9.2. In September 2020, when pupils resumed full attendance at school following the first lockdown there was a significant increase in the number of families opting for elective home education over attendance at school. That has steadily reduced back to pre-pandemic levels as parents have increased confidence and children have returned to school.
- 9.3. The month by month children registered as elective home education is as follows:

No. of EHE 21/22 (monthly totals)

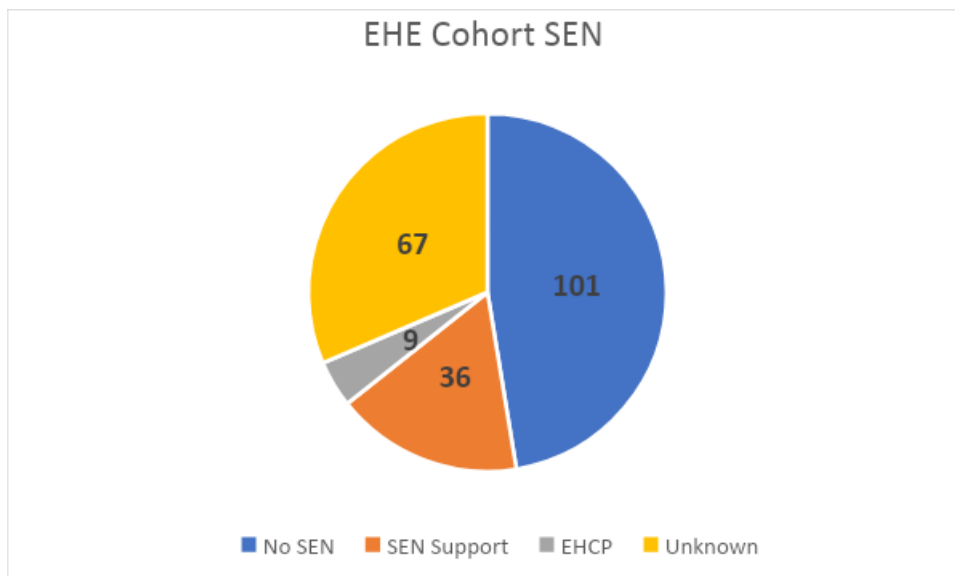


- 9.4. All new EHE referrals receive an education suitability assessment within 12 weeks and, if deemed suitable, will then receive an annual assessment.

9.5. When broken down by ethnicity and gender the profile of this cohort is:



9.6. And when broken down by SEND status:



9.7. Parents who opt to electively home educate their children assume full responsibility for provision of their child's education. This includes providing any resources to support that education.

- 9.8. The Schools Bill before Parliament proposes that local authorities must maintain a register of Children Not in School. At present it is not a legal requirement for parents who opt to electively home educate their children to register with their local authority and it is not a legal requirement for local authorities to maintain a register of those children in their area who are not being educated otherwise than at school. The Bill, once it becomes law, will change those requirements..
- 9.9. This will have a significant impact on those children in the Orthodox Jewish community who are currently being educated in Yeshivas as it will become a legal requirement for those families to register with the local authority.

10. Managed moves

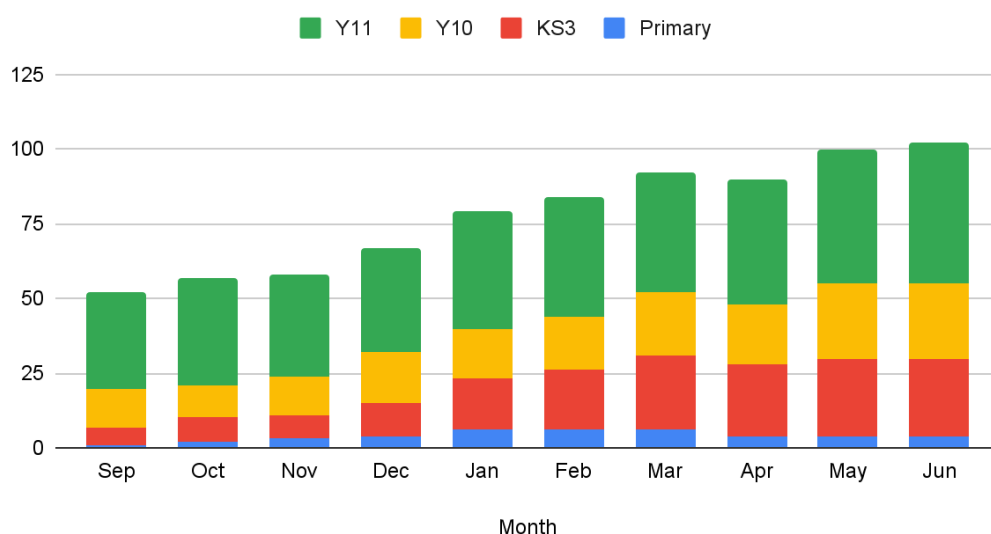
- 10.1. Managed moves are a voluntary arrangement between two schools when it is felt that a pupil would benefit from a fresh start in a new school. This could be because of a serious breach of the schools behaviour policy, which has meant the pupil is at risk of permanent exclusion or it may be for some other reason. It is an alternative to permanent exclusion.
- 10.2. A managed move should only take place with the agreement of both schools and the pupil's parents/carers.
- 10.3. When a managed move is agreed the pupil will have a trial period at the new school. During the trial period the pupil will remain on the admission register of both schools. This is known as dual registration. At the end of the trial period, if it is successful, the pupil transfers permanently to the new school. If it is unsuccessful the pupil returns to their former school.
- 10.4. The Department for Education has recently published guidance on the use of managed moves within the updated 'suspension and exclusion from school' guidance. This emphasises that managed moves should only occur when it is in the best interests of the child, it should be part of a planned intervention and that parents should not be pressured into a managed move.
- 10.5. In Hackney most managed moves are agreed at a school level and are not centrally coordinated by the local authority. Therefore when a headteacher wishes to arrange a managed move they arrange this directly with another head teacher either in their geographical vicinity or within multi-academy trust. Sometimes the Exclusion Officer within Hackney's Pupils Out of School team will be involved and assist in brokering a managed move as an alternative to permanent exclusions.
- 10.6. In the latter half of 2021/22 Hackney Education piloted with a small group of secondary schools co-ordinating managed moves through a panel. The purpose of this was to promote collaboration between schools and resulted in five managed moves being brokered.
- 10.7. Schools can report successful managed moves, where the child was at risk of permanent exclusion, between Hackney schools to the Fair Access Panel in order to obtain 'weighting credit' under the protocol. Between September 2021 and August 2022 there were nine successful managed moves (five boys and three girls) reported to the Fair Access Panel for credit.
- 10.8. As with exclusions pupils from black and global majority backgrounds are more likely to undergo a managed move. Pupils from a black ethnic background made up 47% of our known managed moves. The Young Black Men project and other Hackney Council, Hackney Education and school based initiatives are working to tackle disproportionality and improve the outcomes for this group of young people. Work on equalities has been reported to scrutiny in the last year.

11. Alternative Provision

- 11.1. Hackney has a statutory duty under section 19 of the Education Act 1996 to 'make arrangements for the suitable education at school or otherwise than at school for those children of compulsory school age who, by reason of illness, exclusion from school or otherwise, may not for any period receive suitable education unless such arrangements are made for them'.
- 11.2. This duty is discharged by New Regent's College, which is our pupil referral unit (PRU). These arrangements are overseen by a Service Level Agreement between Hackney Council and New Regent's College.
- 11.3. Pupils may attend New Regent's College for a range of reasons. The largest cohort is those who have been permanently excluded from school, although there are other reasons why a pupil may be on roll. These include short term partnership placements, where the pupil attends on a dual registration basis with their home school and new arrivals from overseas in Year 11 for whom ESOL provision is considered more appropriate.
- 11.4. Not all pupils attend the New Regent's College site itself. Arrangements are made for some pupils to be educated at independent sector alternative provision or colleges in Hackney and the neighbouring boroughs.

- 11.5. The number of pupils on roll at New Regent's College during 21/22 was as follows:

New Regent's College 21/22 No. on roll (by phase)



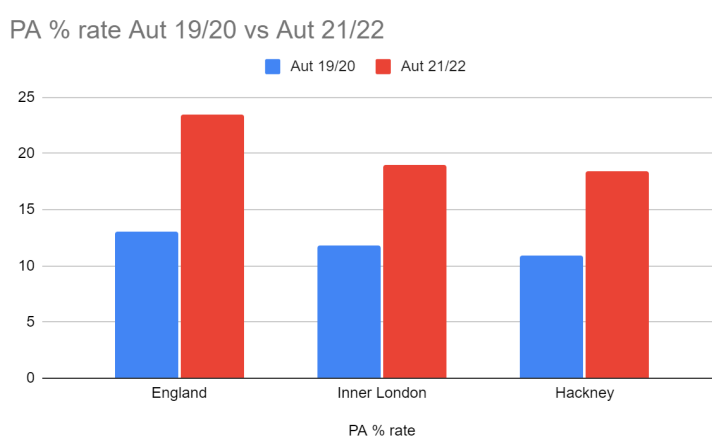
- 11.6. At the end of June 2022 there were 102 pupils on roll at New Regent's College.
- 11.7. The pupil cohort at New Regent's College is reflective of Hackney as a whole and reflects the already known disproportionality in exclusions, where Black and Global Majority children are more likely to be excluded from school than their white peers. As stated above there are efforts across the education system in Hackney to address this.

12. Persistent Absence

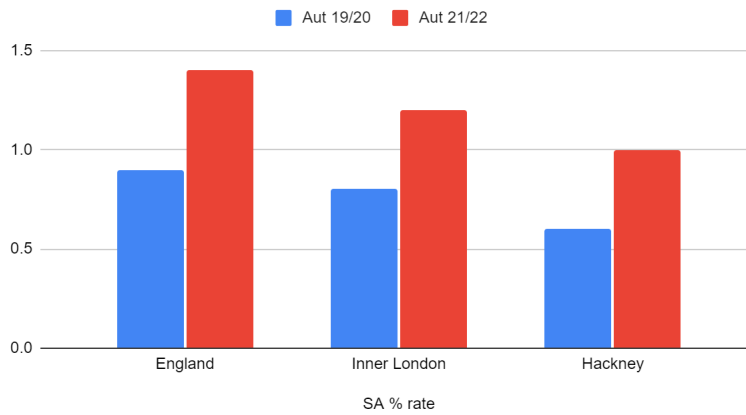
- 12.1. Children are classified as being persistently absent (PA) if their attendance for the academic year is below 90%. Those with attendance below 50% are also classified as being severely absent (SA).
- 12.2. Data is released by the Department for Education two terms behind, making the most recent available absence data the Autumn term of the 2021/22 academic year. Data for the whole of the 2021/22 year will be published in March 2023.
- 12.3. During the autumn term there were 5,197 persistently absent children in Hackney schools, of which 282 were severely absent. The breakdown by phase is as follows:

Autumn term 2021/22	No. of PA children	No. of SA children
Primary	2,416	100
Secondary	2,669	175
Special	112	7
TOTAL	5,197	282

- 12.4. Comparing the Autumn 2020/21 data with the data for the same period in 2019/20, which was pre-pandemic shows a significant increase in the number of PA and SA children. This increase is not unique to Hackney with similar percentage increases across England and Inner London.
- 12.5. The increase on the percentage of pupil who are persistently and severely absent is shown below:

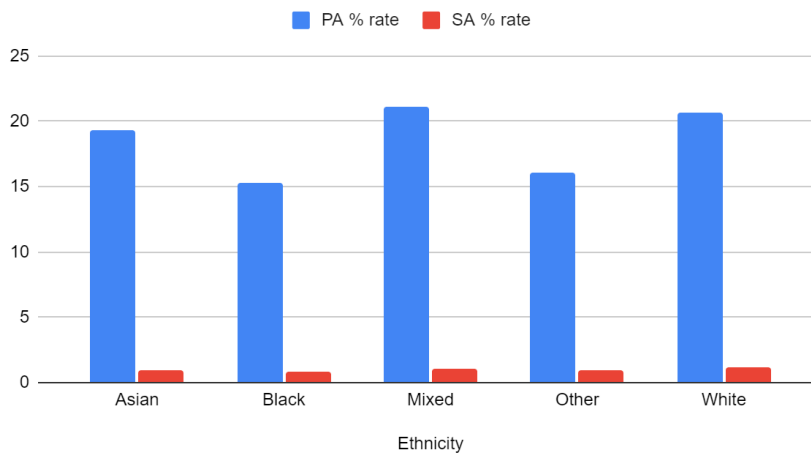


SA % rate Aut 19/20 vs Aut 21/22



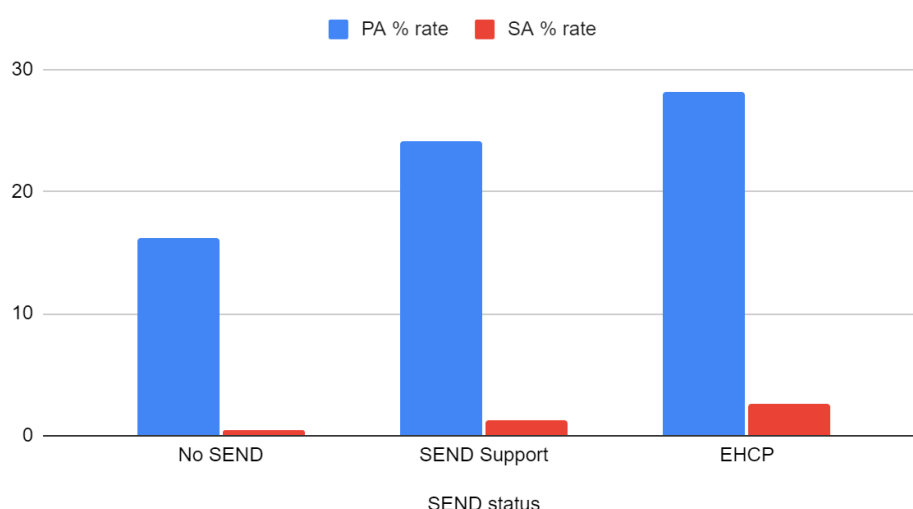
- 12.6. Compared to the percentage rate for children who are persistently and severely absent in England and Inner London, Hackney compares favourably with lower comparable rates. However despite comparing favourably the increase is still a cause for concern as lower attendance will impact upon children’s academic progress.
- 12.7. When looking at the profiles of persistent and severely absent children in Hackney those from White and Mixed ethnic backgrounds have the highest rates of absence. Rates for severe absence evenly spread across all ethnic backgrounds.

PA & SA % rate Aut 21/22 by ethnicity



- 12.8. When looking at the SEND status of persistent and severely absent children those with SEND that are supported at either SEND Support or have an EHCP are more likely to be amongst the PA and SA cohort.

PA & SA % rate Aut 21/22 by SEND status



- 12.9. During the Autumn term of 21/22 the overall attendance rate was 94.2%. This was lower than the rate for the comparable period pre-pandemic, which was 95.8%. This is better than the overall attendance rates for England and Inner London for that period, which were 93.1% and 94% respectively.
- 12.10. For PRUs the overall attendance rate during the Autumn term in 21/22 was 78%. Of these children 66.4% were persistently absent and 14.5% were severely absent. The rate of persistent absent is almost the same as pre-pandemic, which was 66.3% and there has been a reduction in the percentage of severely absent pupils. This is an improvement on the 19.9% pre-pandemic rate.
- 12.11. Rates of absence at our PRU are also favourable compared to absence rates in PRUs nationally. The overall attendance rate nationally was 64.4% in Autumn 21/22 and their rates for persistent absence was 75.7% and for severe absence 31.0%.
- 12.12. The DfE has issued revised guidance to schools and local authorities on school attendance with the aspiration of ensuring greater consistency of support for children with poor attendance.
- 12.13. The new guidance becomes statutory from September 2023, subject to the passing of the Schools Bill that is before Parliament. This gives local authorities a year to transition to the requirements of the new guidance.
- 12.14. This guidance defines the expectations of schools, governing bodies, academy trusts and local authorities in relation to school attendance and states that all parties should work together to address this.
- 12.15. Whilst the DfE has placed new duties and expectations through this guidance they have not provided any additional funding to local authorities to implement them. The 'new burdens' assessment carried out by the Department concluded that these could be met from existing resources.

13. Conclusion

- 13.1. Hackney Education has oversight of pupil movement in the borough through various teams who are responsible for their cohorts of pupils

- 13.2. The number of parents opting to educate their children at home has returned to pre-pandemic levels.
- 13.3. The number of teenage boys leaving Orthodox Jewish registered independent schools to be educated in Yeshivas, which are unregistered education settings, continues to be a sizable flow of pupil movement. We remain unable to assess the suitability of the education these children receive.
- 13.4. Hackney Education continues to monitor pupil movement locally. There are systems in place to monitor pupil movement between schools and for identifying pupils who are missing from education or at risk of becoming so.
- 13.5. Reducing exclusions is a priority for Hackney Council and is taking a number of steps to support inclusion in schools.
- 13.6. Absence from school is an increasing concern with rates higher than they were pre-pandemic. The DfE has issued revised guidance and placed new duties on local authorities in this area. Additional resourcing will need to be identified in order to meet the new duties.

Report originator: Chris Roberts, Head of Wellbeing & Education Safeguarding

Other contributors: David Court, Head of School Organisation & Commissioning

Billy Baker, Principal Officer, Pupils Out of School team

Mitzie Miller, In-Year Admissions Manager

Portia Williams, EHCP Processes & Project Manager

Date: 19th October 2022

Cleared by: Paul Senior, Director of Education & Inclusion