Children, Families and Education Select Committee

Review Scoping Report – 2024

Persistent Absenteeism: Statutory School Age Children in Hillingdon

1. OBJECTIVES

Aim of review

Following its meeting on 15 November 2023, the Select Committee agreed as its major review to consider the issue of attendance/ persistent absence of statutory school age children in Hillingdon, including how this has been impacted by the COVID-19 pandemic. This document serves as an introduction to the topic of persistent absenteeism and sets out in general terms the context within local government, the objectives, the challenges and offers a framework for any subsequent review.

It is intended that the review will support the work of the Attendance Support service in helping to shape it ways of working, identifying areas of weakness and how overall engagement with key stakeholders can be improved.

Terms of Reference

The following Terms of Reference are suggested for the review, subject to any changes agreed by the Committee:
1. To identify the prevalence and patterns of persistent absenteeism in statutory school age children in Hillingdon, including a reference to primary planning areas
2. To explore the root causes and contributing factors of persistent absenteeism in statutory school age children in Hillingdon
3. To consider the impact of persistent absenteeism on academic outcomes on statutory school age children in Hillingdon
4. To understand and explore the nature of partnership working in relation to persistent absenteeism in statutory school age children in Hillingdon, including parents/ carers, young people, teachers, officers and other stakeholders

5. To review the effectiveness of existing interventions and policies in place for children and families struggling with persistent absenteeism in Hillingdon
6. To explore the measures in place for child protection and safeguarding in relation to attendance
7. To review and identify the trends and patterns of persistent absenteeism when considering demographic factors such as age, race, religion, wealth and disability, as well as considering differences between the North and South of the borough.
8. To review how other Local Authorities, including statistical neighbours, are tackling persistent absenteeism
9. Subject to the Committee's findings, to make any conclusions, propose actions, service and policy recommendations to the decision-making Cabinet

2. BACKGROUND

Attendance Support team

The Attendance Support team currently consists of eight officers.

Context and key information

Government statistics have shown that COVID-19 and its aftermath has had a damaging effect on school attendance, which has lasted longer than originally anticipated.

The rate of absence in schools in England has increased significantly since the pandemic. The most recent full-year statistics (which cover the 2021/22 academic year) showed an overall absence rate of 7.6%, up from around 4–5% pre-pandemic. Within this, 5.5% of missed sessions were authorised absences and 2.1% were unauthorised. Authorised illness was the main driver, at 4.4%, (whilst unauthorised holiday absences sat at 0.4%). 22.5% of pupils were persistently absent, which is around double the pre-pandemic rate, and 1.7% of all pupils were severely absent compared to less than 1% pre-pandemic.

Prior to the impact of the pandemic, absence and persistent absence had been gradually declining since 2010, but there is no sign of a return to this trajectory. Being in school is important to every child's achievement, wellbeing, and wider development. Evidence shows that the pupils with the highest attendance throughout their time in school gain the best GCSE and A-Level results. Research found that pupils who performed better both at the end of primary and secondary school missed fewer days than those who didn't perform as well.

In 2019, primary school children in Key Stage 2 who didn't achieve the expected standard in reading, writing and maths missed on average four more days per school year than those whose performance exceeded the expected standard. Similarly, in the same year, secondary school pupils who didn't achieve grade 9 to 4 in English and maths missed on average 10 or more days over the key stage than those who achieved grade 9 to 5 in both English and maths.

Parents and carers have a legal duty to ensure their child gets a full time-education. Usually, that means going into school from the age of 5 to 16. There are only a small number of circumstances where missing a school day is permitted. A child must attend every day that their school is open, unless:

- They are too ill to attend.
- Permission has been given by the school in advance for the child to be absent on a specific day due to exceptional circumstances.

- A child cannot go to school on a specific day because they are observing a religious event.

It is important to note that this review will also consider persistent attendance prior to the COVID-19 pandemic.

Relevant Legislation

- The Education Act 1996
- The Children Act 1989
- The Education and Inspections Act 2006
- The Education (Pupil Registration) (England) Regulations 2006
- The Education (Parenting Contracts and Parenting Orders) (England) Regulations 2007
- The Education (Penalty Notices) (England) Regulations 2007

External issues and risks

Persistent absenteeism can be impacted by a range of factors and challenges, including:

- **Health Issues:**
  - **Chronic Illness:** Children with long-term health conditions may face difficulties attending school regularly.
  - **Mental Health:** Mental health issues, including anxiety and depression, can contribute to school avoidance.
- **Socioeconomic Factors:**
  - **Poverty:** Families facing financial challenges may struggle to provide basic necessities, impacting a child's ability to attend school consistently.
  - **Housing Instability:** Frequent relocations and unstable housing situations can disrupt a child's education.
- **Family Dynamics:**
  - **Parental Involvement:** Lack of parental engagement or interest in a child's education can contribute to absenteeism.
  - **Family Issues:** Family conflicts, such as divorce or domestic violence, can impact a child's well-being and school attendance.
- **School Environment:**
  - **Bullying:** Instances of bullying or harassment at school may lead to a child avoiding attendance.
  - **School Culture:** Unsupportive or unwelcoming school environments can negatively affect student engagement.
- **Academic Challenges:**
  - **Learning Disabilities:** Undiagnosed or unaddressed learning difficulties can lead to frustration and avoidance of school.
  - **Lack of Relevance:** Students may disengage if they find the curriculum irrelevant or not challenging enough.
- **Transportation Issues:**
  - **Lack of Transportation:** Limited access to reliable transportation can hinder regular school attendance.

- **Peer Influence:**
  - **Peer Pressure:** Negative peer influence or the desire to fit in may contribute to absenteeism.
- **Communication Barriers:**
  - **Language:** Language barriers, particularly in families with limited English proficiency, can hinder communication between parents and schools.

## Current data, best practice and research

Attendance in Hillingdon

The graph below shows Hillingdon's Statutory School Age attendance rates during the last academic year (22/23) compared to those nationally. Data for statistical neighbours was not available to at the time of writing *(Nov 2023)*.
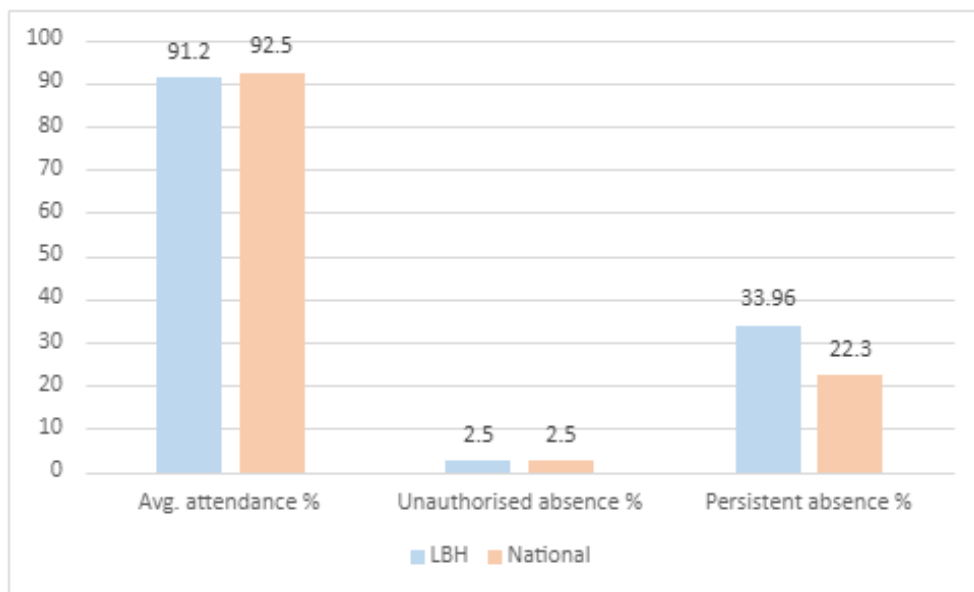
Data: Department for Education Aug 23

The data shows that whilst Hillingdon's overall attendance and rate of unauthorised absence is broadly in line with figures recorded nationally, our rate of persistent absence is higher. A child who only attends school for 90% or less of the time is classed as a persistent absentee.

As we are at the start of the new academic year, there is limited data on attendance available. However, we are able to compare Hillingdon's rates of attendance and unauthorised absence with national figures.
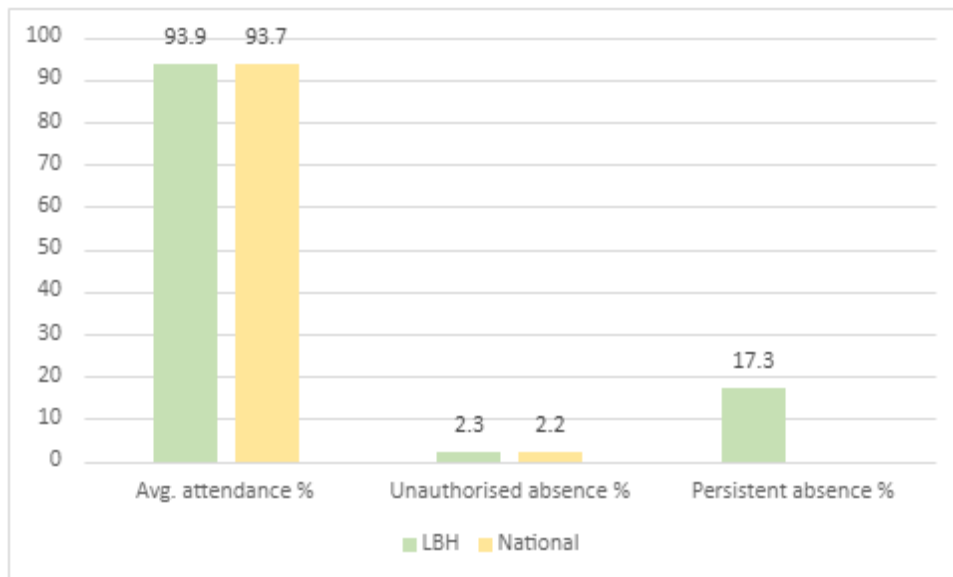
Data: Department for Education 9 Oct 23

The data shows Hillingdon's overall attendance and rate of unauthorised absence remains broadly in line with figures recorded nationally. Whilst we are unable yet to compare our rate of persistent absenteeism, the figure above demonstrates an improvement on that recorded last year which is positive.

Further data and research will be identified as the review progresses.

Plan moving forward

In May 2022, the DfE published new guidance for attendance in schools 'Working together to improve school attendance' which came into effect from September 2022. Broadly speaking, it highlighted:

- Improving attendance is everyone's business. Attendance is never 'solved' and is part of a continuous process.
- The law entitles every child of compulsory school age to an efficient, full-time education suitable to their age, aptitude, and any special educational need they may have. It is the legal responsibility of every parent or carer to make sure their child receives that education either by attendance at a school or by education otherwise than at a school.
- Where parents decide to have their child registered at school, they have an additional legal duty to ensure their child attends that school regularly.

Moving forward, the expectations of schools and local authorities have changed considerably. Under the new guidance, all schools are now expected to:

- Develop and maintain a whole school culture that promotes the benefits of high attendance.
- Have a clear school attendance policy which all staff, pupils and parents understand.
- Accurately complete admission and attendance registers and have effective day to day processes in place to follow-up absence.
- Regularly monitor and analyse attendance and absence data to identify pupils or cohorts that require support with their attendance and put effective strategies in place.
- Build strong relationships with families, listen to and understand barriers to attendance and work with families to remove them.

- Share information and work collaboratively with other schools in the area, local authorities, and other partners when absence is at risk of becoming persistent or severe.

Local authorities are now expected to:

- Provide all schools with a named contact in the Attendance Support Team. This includes independent and specialist settings.
- Create networking opportunities to share effective practice
- Hold termly targeted support meetings with all schools
- Be part of multi-agency efforts to improve attendance borough-wide with schools and other partner agencies
- Provide formal support to schools, including parenting contracts and education supervision orders
- Initiate legal action including penalty notices, parenting orders and prosecution.

In Hillingdon, we have already begun much of this work, and we have extensive plans for the academic year ahead. To date, we have:

- Rebranded our Participation service to Attendance Support
- Developed a new practice model to meet the revised guidelines from the DfE for allocated officers to use when conducting their termly meetings with schools. These meetings will focus on overall attendance and persistent and severe absence, as well having a greater emphasis on the attendance of vulnerable cohorts and those children placed on part-time timetables or in alternative provisions
- Published revised guidance on attendance for all schools
- Published revised guidance on the use of part-time timetables
- Published revised guidance on alternative provision
- Successfully delivered a series of webinars and provided training and resources to all schools in the borough to support with the implementation of the Working Together to Improve Attendance guidance for this academic year
- Created a more robust system to track and process unauthorised exceptional leave
- Engaged with the parents/carers of pupils that had one day of absence in the first week of term in the last academic year or pupils where they have been previously recorded as persistent or severely absent to encourage parents to prepare them for the start of the new term
- Created and shared an attendance self-evaluation form for schools to utilise
- Taken part in refresher training with legal colleagues in the use of Education Supervision Orders.

Over the coming year we have plans to:

- Publish a revised borough-wide protocol for the use of penalty notices
- Devise a three-year strategy for improving school attendance which utilises the support of statutory partners
- Work more closely with colleagues in the Virtual School to promote the importance of attendance of all children with a social worker
- Improve communication and advice with schools via virtual drop-in clinics for schools to attend to discuss any concerns regarding attendance. These clinics will be held fortnightly
- Invest in our Attendance Support service by providing increased training opportunities in key issues affecting attendance, such as Emotional Based School Avoidance (EBSA), working with children who have suffered complex trauma and working with families who have had negative experiences of education

- • Develop attendance hubs in parts of the borough or with clusters of schools which may be struggling with particular aspects of attendance and to promote the sharing of good practice.

Update: March 2024

On 1st March 2024 the rate of persistent absenteeism in Hillingdon was 19.5% for the academic year. This compares favourably to the national average of 20.6% for the same period.

The chart below shows the rate of persistent absenteeism in the borough across the year.
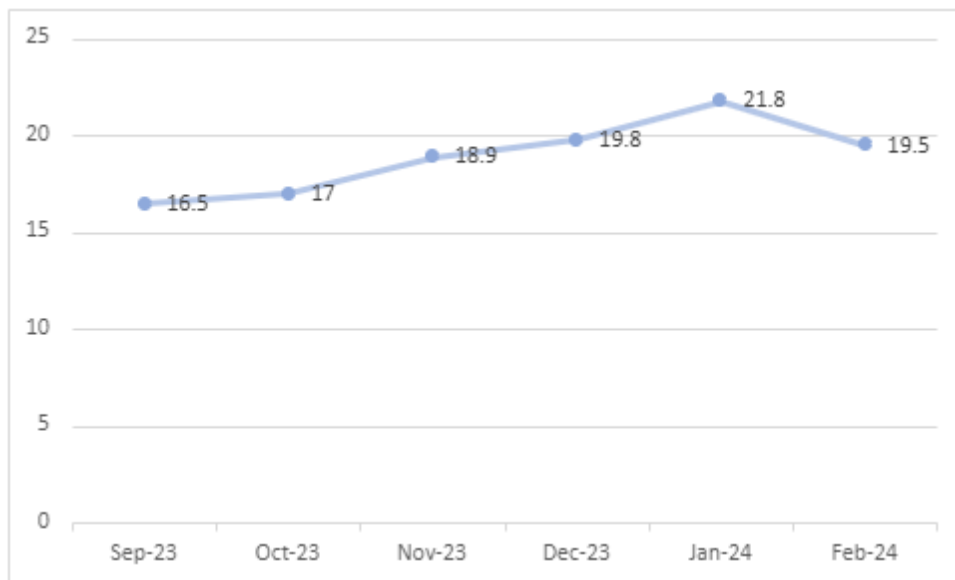
With the exception of February where has been a slight decrease, the rate of persistent absenteeism was growing by 1% on average month on month. If this trend were to continue, Hillingdon's rate of persistent absenteeism could reach 26-28% by the end of the academic year. Although this is lower than last year's rate of 33.9%, it highlights there is more work to be done to bring this number down even further.

Further preliminary data analysis has revealed:

- • There is little difference in the rate of persistent absenteeism between the genders; the average rate for girls is 19.4% and boys 19.5%.
- • The rate of persistent absenteeism is highest in our special school settings (38%). The average rate in secondary schools is 22.5% and in primary schools is 16.2%.
- • The rate of persistent absenteeism in our vulnerable cohorts was:
  - o All children with SEND: 28.4%
  - o Children on an EHCP: 33%
  - o Children in receipt of Free School Meals: 31.3%
  - o Looked After Children: 27.1%
  - o Children in Need: 59.6%
  - o Children on a Child Protection Plan: 40%

Progress to date

Since the last update was provided to the Committee, the Attendance Support team have made progress in the following areas:

- A revised borough-wide protocol has been published on the use of penalty notices.
- Training on Emotional Based School Avoidance (EBSA) has been undertaken by all team members and has been offered to key colleagues in all Hillingdon schools.
- Four members of the Attendance Support team are undertaking training via the Virtual School in how to work with children who have suffered complex trauma.
- Three attendance hubs have so far been held involving schools in the West Drayton, Hillingdon and Ruislip areas, with a further hub planned for Hayes before the end of the Spring term.
- Commissioned a deep-dive analysis into attendance and absence for all children with a social worker being undertaken by the Virtual School Project Manager.
- Recruitment is underway for an Education Project Manager (12-month role) to support with accelerating progress in attendance.
- Planning for fortnightly virtual clinics is underway with a plan to launch in the summer term.

Executive Responsibilities

The Cabinet Member responsible is Councillor Susan O'Brien, Cabinet Member for Children, Families and Education.

3. EVIDENCE & ENQUIRY

Lines of Enquiry

Lines of enquiry can be expanded as the review progresses or included in relevant witness session reports. However, lines of enquiry may include:

- Establishing the historical background of persistent absenteeism in statutory school age children in Hillingdon.
- A focus on children and young people and how they have found the service in practice.
- Exploring what support functions are in place and whether these can be improved.
- The nature of partnership working and how it is combined in practice.
- The Council's responsibilities towards young people and ensuring their access to education.
- Officers' experiences of dealing with persistent absence.
- Challenges and barriers faced by young people in attending school.
- Improvements/ steps that the Council can implement to encourage improved attendance.

Potential witnesses

Witnesses will be identified by the Committee in consultation with relevant officers.

Surveys, site-visits or other fact-finding events

Such opportunities will be identified as the review progresses. A possible survey of suppliers will be considered to provide useful feedback and evidence for the Committee.

Future information that may be required

Further information may be identified as the review progresses.

4. REVIEW PLANNING & TIMETABLE

Proposed timeframe and milestones for the review:

Meeting Date (Subject to change as required)	Meeting Status: Public/ Private	Action	Purpose/ theme	Witnesses/ officers attending	Notes
09 January 2024	Public	Confirm topic selection	To confirm the subject of the review	N/A	
01 February 2024	Public	Agree updated Scoping Report	Information and analysis	N/A	
14 March 2024	Public	Witness Session 1	Setting the scene/ The Council's role and responsibilities	Council Education Officers	
18 April 2024	Public	Witness Session 2	The Voice of Other Authorities	N/A	To ascertain suitable local authorities proactively tackling absenteeism
18 June 2024	Public	Witness Session 3	The Voice of Schools & partnership working with Council	Schools (e.g. teachers/ attendance officers)	A second optional witness session may be required which could be private or virtual with school representatives
June/ July 2024 - Date TBC	Private	Witness Session 4	The Voice of Young People	Young people who have been absent/ parents/ carers, Youth Council, youth workers etc…	To be arranged appropriately (Schools may be able to obtain indirect feedback)
17 July 2024	Public	Witness Session 5	Child Protection/ Safeguarding	Children's Services Officers	To explore child protection in relation to absenteeism
18 September 2024	Public	Findings stage	To discuss key findings and identify potential recommendations	Democratic Services	
07 November 2024	Public	Report stage	Agree final recommendations and draft report to Cabinet	Democratic Services	
December 2024/ January 2025	Public	Target Cabinet reporting	Final report to Cabinet for formal consideration	Democratic Services	

Resource requirements

Internal only at this stage. Any recommendations developed may have financial implications and these will be assessed at that stage.

Equalities impact

None at this stage, pending any findings by the Committee.

Background Papers/ further reading

- Briefing Paper: Statutory School Age Attendance in Hillingdon
- https://www.gov.uk/government/publications/working-together-to-improve-school-attendance
- Persistent absence for unauthorised other reasons: who is at risk? - GOV.UK (www.gov.uk)
- Persistent absence and support for disadvantaged pupils - Education Committee (parliament.uk)
- Securing good attendance and tackling persistent absence - GOV.UK (www.gov.uk)

Appendices

App A – TBC
App B – TBC
App C – TBC