



Children and Young People Services Committee

09 January 2023

Report Title	Improving School Attendance Spot Light Review
Cabinet Portfolio	Children and Young People
Cabinet Member	Cllr Nova Charlton
Exempt Report	No
Reason for Exemption	N/A
Key Decision	No
Public Notice issued	N/A
Wards Affected	All
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Borough Priorities	Ensure children and young people have a positive start in life	X
	Promote good health, independence, and care across our communities	
	Create safe and strong communities and neighbourhoods for all	
	Support a strong, thriving, inclusive and well-connected local economy	
	Create green and vibrant places that reflect our heritage and culture	
	Be a responsible Council	

1. Summary

- 1.1 This report is a summary of the evidence that was submitted to the Children and Young People Services Task Group, Improving school attendance in St Helens. It concludes with five recommendations to ensure that a culture of ***Every Attendance Matters*** is introduced into the borough.

2. Recommendations for Decision

The Children and Young People Services Committee is recommended to:

- (i) **Note the contents of the report; and**
- (ii) **Agree the recommendations of the Task Group as set out in Appendix 1.**

3. Purpose of this report

- 3.1 This report presents the Children and Young People Services Scrutiny Committee with the findings from the spotlight review 'Improving School Attendance'.
- 3.2 Based on its findings, the committee's main objective is to contribute to strategies to improve school attendance rates in St Helens, thereby improving pupil achievement, well-being, life chances and reducing the potential of children and young people's vulnerability to harm.

4. Background to the recommendations

- 4.1 At the Children and Young People's Scrutiny Committee Work Programme Workshop on 6 July 2022, it was agreed to hold a spotlight review on 3 November 2022 to contribute to wider work to improve school attendance in St Helens.
- 4.2 This focus was agreed because overall absences in St Helens for the 21/22 Autumn and Spring Term are higher than regional and national averages.
- 4.3 The primary school absence rate in St Helens is 6.7% compared to the northwest average of 6.0% and 6.2% in England. The secondary school absence rate in St Helens is 10.2% compared to the northwest average of 8.8% and 8.6% in England.
- 4.4 St Helens also has higher rates of persistent absences for this period than regional and national averages. The primary school absence rate in St Helens is 21.3% compared to 17.7% and 18.2% in the northwest and England respectively. St Helens' secondary school persistent absence rate is 31.6% compared with 27.3% and 26.7% in the northwest and England respectively.
- 4.5 Absenteeism affects learning, attainment, social and emotional well-being, and the life chances of those children and young people. For some, it is also a factor in safeguarding issues. It was agreed to scrutinise examples of work being carried out in three St Helens schools and to look at how the Council could support the work on attendance across the borough.

4.6 Members of the Children's and Young People Scrutiny Committee were invited to participate in the spotlight review. The members of the Task Group were as follows:

- Councillor Trisha Long (Chair)
- Councillor David Banks
- Councillor Donna Greaves
- Councillor Terry Maguire
- Councillor Anne McCormack
- Councillor Bisi Osundeko
- Councillor Michelle Sweeney

The following officers attended the Task Group meeting held on 3 November 2022

- Joanne Davis - Assistant Director for Education and Learning
- Jason Picket – Head of Access and sufficiency
- Helen McCabe – Team Manager, Education and Welfare Service
- Karl Allender – Scrutiny Support Officer
- Justin McCauley – St Cuthberts Secondary School
- Andrew Maley – Carr Mill Junior School
- Katie Alexander – Carr Mill Junior School
- Rachael Guyer - Alternative Education Provision

Overview of reports presented to members and discussion

- 4.7 The Task Group was provided with an overview of the importance of school attendance. School attendance is a legal requirement because children and young people are entitled to an education. Being in school also means that children and young people are safe, are nurtured and are being prepared for their adult life.
- 4.8 It was outlined that the law entitles every child of compulsory school age to a full-time education suitable to their age, aptitude, and any special educational need they may have. It is the legal responsibility of every parent to make sure their child receives that education, either by attendance at a school or by education otherwise than at a school.
- 4.9 It was noted that where parents decide to have their child registered at school, they have an additional legal duty to ensure their child attends that school regularly. This means their child must attend every day that the school is open, except in a small number of allowable circumstances such as being too ill to attend or being given permission for an absence in advance from the school.
- 4.10 However, absence from school is a significant issue in St Helens since the pandemic. In primary school there is a churn of children with an attendance record of below 90% whereas in secondary school, there is a significant number of entrenched poor attenders. There is also a challenge with “part day” absence as well as whole day absence, and persistence absence. A further challenge relates to holidays being taken during term-time.
- 4.11 The committee heard about the significant safeguarding risks linked to school absenteeism which include sexual and criminal exploitation.

- 4.12 It was agreed that high levels of attendance are essential for pupils to get the most out of their school experience, including for their attainment, social and emotional well-being, and wider life chances; and that poor attendance is a significant factor in reducing life chances. The latter is particularly the case for children from areas of deprivation where, according to a DfE report published in 2016, persistent absence is more common: “Nearly half of persistent absentees live in the 30% highest areas of child poverty”.
- 4.13 The link between absenteeism and attainment was discussed in detail. The committee heard that nationally, pupils with the highest attainment at the end of key stage 2 and key stage 4 have higher rates of attendance over the key stage compared to those with the lowest attainment. At KS2, pupils not meeting the expected standard in reading, writing and maths had an overall absence rate of 4.7%, compared to 3.5% among those meeting the expected standard.
- 4.14 Moreover, the overall absence rate of pupils not meeting the expected standard was higher than among those meeting the higher standard (4.7% compared to 2.7%). At KS4, pupils not achieving grade 9 to 4 in English and maths had an overall absence rate of 8.8%, compared to 5.2% among those achieving grade 4 and 3.7%. The overall absence rate of pupils not achieving grade 9 to 4 was over twice as high as those achieving grade 9 to 5 (8.8% compared to 3.7%).
- 4.15 The committee explored reasons for school absence, which are multi-faceted and often complex.
- 4.16 Discussion covered a range of potential reasons including:
- Unhappiness in school arising from additional needs not being met for some children
 - A potential lack of parental and carer awareness of the value of education and its relationship to pupils’ life chances
 - A potential lack of understanding by pupils themselves of the link between attendance, career opportunities and career requirements
 - Home routines being disrupted following the pandemic
 - Children struggling to re-engage with school preferring home learning they have become used to during the pandemic
 - The increase in poor mental health arising from Covid, including an increase in anxiety and, particularly for girls, a rise in eating disorders
 - Non-essential appointments being made in school time
 - Holidays being taken in term time
 - An increase in permanent exclusions
 - An increase in the number of parents and carers choosing to provide home learning for their child or children, over which the Council has very little legal power to oversee.
- 4.17 The Assistant Director for Education and Learning provided an overview of the work carried out by the Local Authority to support attendance including
- the tracking of pupils whose attendance falls below 90%
 - multi-agency work to identify appropriate interventions

- conversations with social workers to emphasise the importance of their role in identifying and resolving barriers parents, carers and children may face in relation to attending school
- tracking children NIROFTE (not in receipt of full-time education) and challenging schools to return these children to a full-time timetable; and tracking children with a social worker and those with an EHCP (Education and Health Care Plan)
- the use of a Youth Engagement officer based within the education welfare service who works with children disengaged from education and their focus on resolving the range of barriers they face
- fining and prosecuting parents and carers whose children who do not attend and where issues have escalated.

4.18 However, she also explained that due to significant reductions in funding, the Authority was struggling to complete EHCPs and that support for children with SEND was under great strain.

4.19 The Committee heard about the ongoing and extensive work that schools are doing in tackling absenteeism through presentations provided by Mr Justin McCauley, Deputy Head of St Cuthbert's Secondary School; Mr Andrew Maley and Mrs Katie Alexander, Head and Deputy Head Teacher respectively of Carr Mill Primary School; and Mrs Rachael Guyer, Head of Alternative Education in St Helens. The presentations identified several strategies being deployed to address absenteeism and to support cultural and behaviour change in the borough towards good attendance:

- A clear and consistently implemented School Attendance Policy, regularly promoted to parents and carers
- Strategies to ensure clear and consistent information to parents and carers, and children and young people, about the importance of school to attainment, social and emotional well-being, life chances and safeguarding
- The provision of clear and consistent information to parents and carers about their child or children's attendance rate or rates
- The recruitment of Attendance Officers responsible for building effective relationships with families and children, carrying out home visits and working closely with partners including the police and Children's Services
- Increased mental health support in school. At Carr Mill, this includes a dedicated Deputy Head Teacher role dedicated to safeguarding, mental health, and pastoral support alongside support from a dedicated team of staff. In Carr Mill, and other schools, the PATHS programme which teaches children mental health resilience and positive behaviours is delivered. Many schools have mental health support workers in place
- Implementing strategies to encourage children to be excited about going to school so that they are self-motivated to attend
- A consistent response to parents and carers regarding term time holidays.

5. Conclusions

5.1 The committee agreed that improving Attendance is Everyone's Business and that Every Attendance Matters.

- 5.2 It was clear that the barriers to accessing education are wide and complex, both within and beyond the school gates, and are often specific to individual pupils and families. It was also clear that the pandemic has had a significant impact on some children and young people and their families in St Helens. Improving attendance cannot therefore solely be the preserve of schools and instead, must be a concerted effort by everyone who works with families in St Helens.
- 5.3 The committee therefore agreed that multi-agency working to improve attendance rates in St Helens is key ensuring all partners who work or engage with children and young people, and their parents and carers, are aware of the impact of school absence on the safeguarding, well-being, attainment and life chances of children and young people and that they take steps to support good attendance.
- 5.4 The Committee commented that School Governors had a huge role in improving school attendance. An annual discussion at the Borough's School Governors Forum on improving attendance in school, the contribution made by the LA and how Governors are supporting this improvement so that good practice between Governors could be shared, would be an effective action.
- 5.5 The committee agreed that a clear, accessible, and widely shared School Attendance Policy, based on pupil and parent and carer consultation, and which was consistently implemented, was at the heart of positive attendance.
- 5.6 The committee was clear that the foundation of securing good attendance is that school is a calm, orderly, safe, and supportive environment where all pupils want to be, ensuring additional activities to encourage children to want to come to school are very effective in motivating children to improve their attendance and not stay off for insignificant reasons.
- 5.7 The Committee was clear that the development of children and young people's resilience and that good and effective support to help children and young people with their mental health challenges were essential and were glad to learn of the positive impact of PATHS and mental health support workers in school. However, members were concerned about how funding reductions were impacting on the timely completion of EHCPs which would result in delays in the provision of appropriate support for children with additional needs.

6. Recommendations

- 6.1 **Develop a borough-wide culture and expectation that every attendance matters.** This would entail, for example, everyone who works with families, as well as parents and carers themselves, working to support school attendance e.g., by not organising appointments within school time and acting when unaccompanied children are seen outside school in school hours.
- 6.2 **Each year deliver *Every Attendance Matters* campaign.** This would be linked to key times when attendance is compromised e.g., parents booking annual holidays, keeping children off before holidays, students not returning after holidays. The campaign would focus on clear messaging about the importance of school attendance and the consequences of school absence and emphasising

everyone's role to promote and support good attendance at school. This would include:

- Council media stories, website material
- Council supplying to all Governing bodies a termly attendance chart of all schools, so that Governors can compare their school's performance
- the Director of St Helens Cares raising the issue with health partners
- continuing collaboration on attendance between the Council's Education service and those responsible for Children and Young People's Services.

6.3 Establish a Multi-Agency 'behavioural attendance board' and an annual Schools Forum 'Every Attendance Matters'

The group would:

- review attendance trends and develop training and support for improving attendance
- develop a model Attendance Policy.
- develop and promote Governors' training on improving attendance
- support an annual Governors' Forum item on attendance covering challenges and sharing good practice

6.4 Continue to focus on children's mental and emotional wellbeing by

- supporting the roll out of PATHS to all primary schools
- CYPS scrutiny to request an annual report on the efficacy of the mental health offer for children and young people in St Helens
- write to the Prime Minister and Secretary of State for Education to emphasise the impact of funding reductions on EHCP completion directly affecting children with SEND and the adverse consequences for levelling up.

7. Legal Implications

7.1 This supports the authority's responsibility to ensure school attendance.

8. Community Impact Assessment (CIA) Implication

8.1 Improving school attendance may have a positive impact on anti-social behaviour

9. Social Value

9.1 The social value of improving school attendance will mean that inequalities are reduced through improved safeguarding, attainment, well-being and life-chances of children and young people in St Helens.

10. Sustainability and Environment

10.1 None

11. Health and Wellbeing

11.1 Action to improve school attendance is intended to have a positive impact on the mental health of children and young people in St Helens.

12. Equality and Human Rights

12.1 To reduce inequalities through improving attainment and well-being

13. Customer and Resident

13.1 Improving attendance will make a significant contribution to safeguarding, attainment, social and mental wellbeing and therefore life chances of the children and young people who do not have optimal school attendance.

14. Asset and Property

14.1 None

15. Staffing and Human Resources

15.1 The recommendations may include further work.

16. Risks

16.1 Failure to improve school attendance would have a detrimental impact on children's lives through lower attainment.

17. Finance

17.1 None

18. Policy Framework Implications

18.1 None

19. Impact and Opportunities on Localities

19.1 Priority 1. Ensuring Children have a positive start in life

20. Background Documents

20.1 PowerPoint presentations

21. Appendices

Appendix 1. Improving School Attendance Spotlight Review Recommendations

Appendix 1- Improving School Attendance Spotlight Review Recommendations

Rec No	Recommendations	Responsible Officer	Agreed Action and Date of Implementation
1	<i>Develop a borough-wide culture and expectation that every attendance matters</i> as per paragraphs 6.1 - 6.5		
2	<i>Each year deliver a Every Attendance Matters campaign</i> as per paragraph 6.2		
3	Establish a Schools' Every Attendance Matters Group and an annual Schools Forum item		
4	Continue a focus on children's mental and emotional wellbeing through PATHS rollout and CYPS scrutiny as per 6.4		
5	Write to the Prime Minister and Secretary of State for Education This is to emphasise the impact of funding reductions on EHCP completion.		