
Managed moves

Effective use of managed moves by local authorities and schools

March 2018

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Introduction

This report is written in response to a request for advice from the Welsh Government in the Cabinet Secretary's annual remit letter to Estyn for 2017-2018. The report examines the use of managed moves by local authorities and schools and their effectiveness in supporting pupils at risk of exclusion or disengagement. For the purpose of the report, the term managed move refers to a voluntary agreement between schools, parents or carers and a pupil to enable the pupil to move to a new school in a planned way.

The report is intended for the Welsh Government, headteachers and staff in schools, governors, local authorities and regional consortia. It may be of interest to those working with faith schools through diocesan authorities. The report includes examples of effective practice for local authorities and schools to consider. These are intended to encourage local authorities and schools to reflect on their current practice in relation to managed moves.

Background

Most pupils attend school regularly, and behave and achieve well. However, for a range of reasons a few pupils require additional or specific support to maintain their placement at their home school and reach their potential. Pupils with social, emotional and behavioural difficulties, those at risk of exclusion and those permanently excluded from school are among our most vulnerable pupils in Wales.

Legally, a pupil can be excluded permanently or on a fixed-term basis from a maintained school or pupil referral unit (PRU) if they have seriously breached the behaviour policy or if they pose a risk to the education or welfare of other pupils. All exclusions, no matter how short, must be formally recorded. Unofficial exclusions, which are not recorded as a permanent or fixed term exclusion, are unlawful regardless of whether they occur with the agreement of parents or carers. A managed move is a carefully planned voluntary move from one school to a new school and may be a suitable alternative where a pupil is at risk of a permanent exclusion, poses a risk to the welfare of others or refuses to attend school. Unlike a permanent exclusion, a managed move requires the consent of all involved, and currently has no legal status.

In 2015-2016, there were 109 permanent exclusions from maintained schools and PRUs in Wales. The rate of permanent exclusions from maintained schools and PRUs has remained stable at 0.2 exclusions per 1,000 pupils for the last five years (Welsh Government, 2017). However, there are no formal arrangements in place to collect data on the frequency or success of managed moves at a local or national level. This means that there is no reliable information available nationally about the numbers of pupils undergoing managed moves or the success of this strategy as an alternative to school exclusion.

In March 2006, the then Minister for Education, Lifelong Learning and Skills commissioned the National Behaviour and Attendance review (NBAR) to support existing activity in this area and to shape and develop the future approach to promoting school attendance and improving behaviour (Reid, 2008). This was due partly to the high numbers of permanent and fixed-term exclusions from maintained schools in Wales over a number of years. In 2005-2006, there were 451 recorded permanent exclusions from maintained schools in Wales. This represented 1 permanent exclusion per 1,000 pupils (Reid, 2008). The report made 19 core recommendations to Welsh Government including the need for guidance on the use of managed moves.

In response to the core recommendations made in the NBAR report, the Welsh Government produced a best practice document to support the use of managed moves. The guidance '*Effective managed moves: A fresh start at school for children and young people*' (Welsh Assembly Government, 2011) provides schools with realistic alternatives to permanent exclusion and aims to eliminate the use of unofficial exclusions as a means of managing challenging behaviour. In cases of unofficial exclusions, schools request that pupils stay at home for an unspecified time, although this is not formally recorded as an exclusion on the pupil's school record. The report highlights the requirement for the best interest of the pupil to remain central and that all decisions in relation to a pupil's education should be made in line with the United Nations Convention on the Rights of the Child (UNCRC: Unicef, 1990) and the seven core aims in Children and Young People: Rights to Action (Welsh Assembly Government, 2004).

In 2016, the Welsh Government reviewed its guidance for schools, PRUs, local authorities and their partners in relation to inclusion and pupil support for compulsory school-aged pupils. This strengthens the role of local authorities in working with schools to promote inclusion and supporting pupils at risk of disengagement or exclusion. The guidance promotes the need for schools and local authorities to:

- recognise difficulties at an early stage with suitable and timely referrals
- use pastoral support programmes responsibly for all pupils in danger of disengagement and exclusion
- cease negative voluntary withdrawals, where pressure is put on parents and carers to remove their children from school to avoid exclusion
- promote managed moves as a means of reducing permanent and fixed-term exclusions

Between 2012 and 2016, Estyn published a series of reports on promoting attendance, improving behaviour and education other than at school, all of which contain relevant information on managed moves. This report builds on the recommendations made in these reports.

- A survey of the arrangements for pupils' wellbeing and behaviour management in pupil referral units (Estyn, 2012)
- Attendance in secondary schools (Estyn, 2014)
- Effective practice in improving attendance in primary schools (Estyn, 2015a)
- Education other than at school: a good practice survey (Estyn, 2015b)
- Education other than at school (Estyn, 2016)

Main findings

- 1 Managed moves, in most cases, offer pupils at risk of disengagement or exclusion a fresh start in a new school. In the best examples, the needs and best interests of the pupil are at the heart of all discussions around managed moves and the decisions made. However, a managed move does not provide pupils with the same legal protection as those permanently excluded from schools. For example, pupils who are undergoing managed moves are not automatically entitled to interim education provision, the right of appeal or support with practical arrangements such as transport.
- 2 A managed move is more likely to be successful when schools and local authorities work well with pupils and their families and use it as an early intervention strategy.
- 3 There is no nationally agreed protocol for managed moves that ensures that pupils, regardless of where they live, have similar experiences of a planned school move. As a result, there are notable differences in how local authorities and schools implement and monitor managed moves across Wales. In practice this means that current managed moves guidance to local authorities, schools and pupil referral units is subject to misinterpretation and very different practices.
- 4 Since the publication of the guidance on managed moves in 2011 (Welsh Assembly Government, 2011), most local authorities introduced appropriate protocols that help pupils to move successfully to a new school, rather than becoming excluded. Generally, protocols reflect the Welsh Government guidance and the local context of the authority well. However, over time, a majority of local authorities have since introduced new and additional practices that do not reflect the ethos or philosophy of a managed move well enough. The local processes of managed exits or managed transfers remove pupils' entitlement to return to their home school, as the school move is voluntary. These processes are generally informal and inconsistently applied across Wales.
- 5 While there is no reliable information available nationally about the numbers of pupils undergoing managed moves, data collected from local authorities for this report demonstrates that pupils who are eligible for free school meals and those on the special educational needs (SEN) register are more likely to be undergoing a managed move.
- 6 Pupils with additional learning needs often do not access the specialist assessments they need to identify underlying learning and communication needs quickly enough, even when these needs are identified in their pastoral support programme (PSP). In a few cases, they do not receive the specialist teaching and support they need to maintain their home school placement or to prepare them for transition to a new school through a managed move.
- 7 A minority of pupils at key stage 4 transfer onto placements in a PRU or educated other than at school (EOTAS) provision. In these cases, although a permanent

exclusion is not imposed, moves are usually arranged by local authority placement panels. Nearly all these pupils complete their compulsory education outside of mainstream.

- 8 A minority of pupils undergoing a managed move are from Welsh-medium schools. There is little choice for these pupils and most transfer to the nearest suitable Welsh-medium school, which may be located outside their local authority. Very few pupils at key stage 4 who have previously been attending Welsh-medium education continue their studies through the medium of Welsh.
- 9 In most local authorities, inclusion services have a clear vision for supporting vulnerable pupils and provide schools and PRUs with useful guidance on a range of issues including managed moves. However, in a few local authorities, this vision is not shared or understood well enough by a few schools. In these authorities, home schools are unclear about their responsibilities around supporting and monitoring a managed move and often do not undertake this role effectively enough.
- 10 In a few local authorities, there are robust processes in place to support the equitable transfer of pupils between schools, identify a key person to oversee the managed move and monitor pupils' progress effectively.
- 11 Many local authorities have introduced systems to collect data on managed moves and a few have robust systems to track pupil progress in this area. However, overall, local authority staff do not use this data well enough to review the success of initiatives or identify trends and patterns at school or local authority level. As a result, the timeliness and effectiveness of targeted support for schools is too inconsistent across Wales.
- 12 Most local authorities do not monitor the success or otherwise of managed moves robustly enough after the trial period. In a few cases, where managed moves fail after the trial period, the receiving school is responsible for the exclusion process or funding the EOTAS provision.
- 13 In most local authorities, officers and headteachers have a thorough understanding of the main barriers to a successful managed move. These include the negative impact on headline performance indicators, the perceived inequality of distribution of managed moves, and lack of information about the educational needs of pupils. In a few local authorities, officers work creatively with schools to ensure that recognised barriers are addressed. For example, one local authority retains pupils at key stage 4 on their home school roll after the end of the trial period for a managed move.
- 14 Nearly all secondary schools make use of PSPs for pupils who are at risk of disengagement or exclusion. While most schools use PSPs suitably to support pupils at risk, their use to authorise reduced hours of attendance at school is variable across Wales. In a few schools, the main purpose of a PSP is to remove a pupil from the school roll. Very few local authorities monitor the use of PSPs or challenge inappropriate use. This means that many local authorities do not have detailed information on how many pupils are at risk of exclusion, how many are accessing part-time education or on the timeliness of these arrangements.

- 15 Leaders seek to improve the experiences of pupils undergoing a managed move by developing a clear school-to-school managed move protocol, applying similar thresholds for managed moves and planning curriculum options jointly, especially at key stage 4.
- 16 In most cases, home schools do not monitor pupils' progress in the receiving school robustly enough. Information given to the receiving school prior and during a managed move is minimal and often incomplete. The information focuses on a pupil's history of behaviour and attendance and provides the receiving schools with little detail about the pupil's learning, communication or social needs.
- 17 All local authorities have well-established arrangements to ensure that parents and carers can access impartial advice on a range of issues relating to their child's special educational needs. However, only a very few local authorities and schools proactively promote this service when discussing a managed move with parents and carers. This means that, generally, parents are not aware of the service until it is too late or a dispute arises with the school.
- 18 In a similar manner to parents and carers, pupils do not routinely get access to independent advocates to represent their interests, help them to say what they want or secure their rights during managed moves. This means that a pupil's voice and needs are not always at the heart of the process.

Recommendations

The Welsh Government should:

- R1 Provide clear, up-to-date guidance to local authorities, schools and PRUs on the use of managed moves and of PSPs, especially around part-time timetables
- R2 Strengthen legal protection and protective measures around managed moves to reflect those currently available for pupils that are permanently excluded
- R3 Collect and publish managed move and exclusion data at local authority and national level
- R4 Consider broadening performance measures, particularly at key stage 4, to promote inclusive practice at school and local authority level

Local authorities should:

- R5 Provide pupils and their families with access to impartial information, advice and guidance prior and during the managed move process
- R6 Monitor the use and appropriateness of PSPs at school level
- R7 Collect data on managed moves and use this information to evaluate the effectiveness of PSPs
- R8 Promote the development and use of school-to-school managed moves protocols wherever possible
- R9 Ensure that pupils and their families have access to specialist advice and assessments in a timely manner to stabilise home school placements whenever possible

Schools should:

- R10 Ensure that pupils and their families have access to impartial information, advice and guidance
- R11 Review the use of PSPs in light of national and local guidance at an early stage in the process of managed moves
- R12 Ensure that key information is shared with the receiving school during the initial meeting

What is a managed move?

Definition of managed moves

- 19 The most widely understood definition of a managed move is the voluntary carefully planned transfer of a pupil from one school to another. It allows a pupil at risk of disengagement or exclusion to transfer to another school for a trial period initially with support from the home school and the local authority, where appropriate. Typically, a trial period is for around six to eight weeks. If the move is successful, the pupil transfers formally to the receiving school's roll. If during this period the move is unsuccessful, the pupil returns to their home school immediately.
- 20 A managed move is a voluntary agreement and, when well planned, has many benefits for the individual pupil. These include an opportunity for a fresh start at a new school, continuation of full-time education and an opportunity to return to their home school at any time during the process. It also means that there is no exclusion logged formally on the pupil's school record. A well-planned managed move is a staged process that involves the pupil, parents or carers, the two schools and often the local authority.
- 21 The first stage of this process involves carefully planning the move. This planning consists of making clear to all parties the basis on which the managed move is taking place, detailing the programme of support for the pupil with specific review dates, and agreeing practical arrangements such as starting date, uniform and travel arrangements.
- 22 The second stage of the process is managing the transition from one school to another. Usually, a pupil will join a new school on a trial basis at a natural break in the school year, either at the beginning of term or after the half-term holiday. An appropriate senior member of staff at the receiving school will be responsible for monitoring the support during the trial period. During the trial period, all parties should be involved in the review process.
- 23 Finally, the headteacher of the receiving school, in discussion with the pupil, parents or carers, home school and local authority, decides if the managed move will be a permanent move to the new school. The process will go ahead only if the pupil and parents or carers are in full support of the move to the new school.
- 24 If things go wrong or if the pupil or parent/carer changes their mind, the pupil should return immediately to the home school without delay.
- 25 Although well-planned managed moves have many benefits for pupils at risk of disengagement or exclusion, the processes do not have the same legal protective status as a permanent exclusion. This means that pupils and parents or carers of pupils undergoing a managed move do not automatically have the right to:
 - a formal hearing with the governing body
 - an independent appeal meeting
 - an interim education within 15 days

- 26 This means that, when the voluntary agreement to move from one school to the next is managed poorly, it can have a long-term negative impact on a pupil's engagement in learning and success in education. In particular, due to the absence of the same legal framework or protective factors as permanent exclusions, managed moves lack:
- a formal appeal structure for parents and carers
 - robust arrangements for transport and funding
 - equitable experiences for pupils across Wales
 - guaranteed interim education arrangements if pupils are out of school for a period of time
- 27 Nearly all local authorities provide schools and PRUs with suitable protocols about the use of managed moves, including when and how they should be used. Generally, these protocols reflect Welsh Government guidance and promote the use of managed moves.

When is a managed move not a managed move?

- 28 There are a few occasions when a pupil transfers between schools or other education provision that are not managed moves as defined above. Over time, the definition of a managed move has been open to interpretation and change. The introduction of informal managed move arrangements, such as managed transfers or managed exits, allows local authorities and schools to move pupils at risk of disengagement or exclusion from their home school without a permanent exclusion or right to return. There is no legal basis or national guidance for these voluntary and unofficial arrangements. Arrangements for a managed transfer or exit are common practice in a majority of local authorities and a few include these in their published guidance to schools. This is because, over the last five years, individual schools and local authorities have been under pressure to reduce the rate of permanent exclusions and the number of days lost to fixed term exclusions. These arrangements mean that pupils move from their home school without a formal exclusion on record, but do not have a right to return if things go wrong in a new placement.
- 29 **Placement in a specialist provision.** In a minority of local authorities, moves to specialist placements such as resource centres, PRUs or EOTAS services are considered to be a managed move and are included in the local data collection on managed moves. This is because the agreement with parents and carers is a voluntary transfer, a permanent exclusion is not imposed and the move is permanent. However, as these moves are co-ordinated by a specialist panel and the local authority usually names the receiving school, it is not considered as a fresh start managed move.
- 30 **Managed exits or managed transfers.** The majority of local authorities operate a policy for managed exits or managed transfers, particularly for pupils who would otherwise be permanently excluded from the school. This means that these pupils transfer voluntarily from the school roll to a new mainstream school or specialist provision. However, if during this period the move is unsuccessful, there is no option for the pupil to return to the home school. In these cases, pupils often move on to PRUs or other EOTAS provision provided by the local authority.

- 31 **A pre-emptive school move by parents and children.** In many local authorities, parents choose to move their children to a new school before the home school suggests a managed move. This is often referred to as a parental choice. In these cases, parents choose to move their children because they are making little or no progress or they feel that a permanent exclusion is imminent. More recently, a very few parents are moving their children because of the imminent threat of prosecution for non-attendance. In a few cases, a managed move is used as a threat to persuade parents and carers to agree to certain actions. This may include, for example, a referral to a PRU or an out-of-school education package. In these cases, parents make their own applications for a new school placement and receive little support or advice from the school or local authority.

Pupil characteristics

- 32 Estyn undertook a survey of all local authorities in September 2017 to collect information about the common characteristics of pupils undergoing a managed move in Year 9 and Year 11 over the last three years. Eighteen local authorities responded to the survey. In addition, inspectors visited the local authority, a secondary school, and a PRU in eight different areas. The following findings about pupil characteristics are based on the information from the completed surveys and visits.
- 33 Many local authorities collect basic information about the reasons for a managed move, alternative arrangements made and outcomes pupils achieve at the end of key stage 4. A very few hold useful information about pupils' subsequent post-compulsory education destinations.
- 34 A few local authorities do not hold any information about the managed move process, the number of pupils this involves or the characteristics of those most likely to be undergoing a managed move in their local area. As a result, they do not have a clear enough understanding of the trends and patterns in the nature and needs of pupils most at risk of exclusion or disengagement in their own local authority. This makes it more difficult for inclusion services to challenge and support targeted schools and to evaluate the impact of specific support programmes for pupils at risk of disengagement or exclusion.
- 35 The pupils most likely to be undergoing managed moves are as follows.
- A majority of pupils undergoing a managed move are in secondary schools and in particular Year 9 and Year 11.
 - A majority of pupils undergoing managed moves are boys.
 - Around 40% of pupils are eligible for free school meals.
 - Many pupils are on the special educational needs register. Only a very few pupils have a statement of special educational needs.
 - A few pupils subject to managed moves have no identified special educational needs prior to a managed move. This is due, in part, to significant one-off events that lead to a managed move such as a physical attack.
 - A few managed moves involve pupils who are looked after by the local authority.

- A minority of pupils in Year 11 undergoing a managed move transfer directly into the PRU or EOTAS provision. Nearly all complete their compulsory education outside of mainstream education.
 - Many pupils in Year 9 undergoing a managed move move on to a new mainstream school and most sustain their new placement after the trial period.
 - In 2016-2017, over half of pupils undergoing a managed move achieved the level 1 threshold but no pupils achieved any level 2 qualifications or subsequently the level 2 threshold including English or Welsh and mathematics at the end of Year 11.
 - Nearly all pupils who had a managed move in Year 11 secure plans to transition to suitable placements such as further education colleges or training providers but only a very few return to school for the sixth form.
- 36 Local authorities and schools recognise the negative impact that multiple school moves have on pupils who are looked after, particularly if they are experiencing several care placement moves during the same time as a result of factors outside of school. Many inclusion services have well-established agreements with children's services to support looked after children's home school placement whenever possible.
- 37 In a few schools visited, pupils' special educational needs, particularly in learning and social communication, are not always identified early enough. This means that pupils who are at risk of disengagement or exclusion do not always access timely or appropriate support to meet their needs and support their placement in their home school. It also means that the receiving school does not have a good enough understanding of the pupil's special educational needs to be able to plan accordingly to support the managed move.
- 38 A minority of pupils undergoing a managed move are from Welsh-medium schools. There is little choice for these pupils and most transfer to the nearest suitable Welsh-medium school, which may be located outside their local authority. In nearly all cases, pupils who wish to continue their education through the medium of Welsh move to a mainstream school, regardless of their behavioural or emotional needs. This is because very few local authorities maintain PRUs or EOTAS services that can meet the needs of pupils educated through the medium of Welsh.
- 39 Similarly, a very few pupils from faith schools are undergoing a managed move. These pupils usually transfer to the nearest local school, irrespective of whether they are able to continue their education in faith-based schools. This is due largely to the small number of faith schools across Wales, particularly in rural areas, and to the practicalities of travelling to the nearest faith school.

How effectively do local authorities plan, support and monitor managed moves?

Policy and guidance

- 40 All local authorities visited have a strong vision for inclusion based on national and local priorities. Many have suitable strategies for supporting pupils at risk of disengagement or exclusion and a continuum of provision to address these pupils' needs. Many have clear priorities for improvement in this area that are supported by suitable plans and, in most cases, identified resources.
- 41 In a few proactive local authorities and schools there is a shared understanding of the graduated response for supporting pupils at risk of disengagement or exclusion, which includes:
- well-planned school-based strategies such as mentoring, small group interventions and on-site inclusion facilities
 - timely and relevant external specialist support such as school-based counselling, school-based youth workers, and the outreach support from the behaviour support service
 - clear and consistent entry and exit criteria for off-site support such as managed moves, alternative curriculum, EOTAS and specialist placements
- 42 In these local authorities, schools provide pupils with a broad range of useful support strategies that help them maintain their placement at their home school. These schools make appropriate and well-timed referrals for specialist multi-agency support that help them understand the full needs of the pupil. This means that pupils with challenging behaviour often successfully maintain their placement at their home school. When this is not possible, these schools work closely with the local authority to manage carefully a suitable school move for pupils at risk of exclusion.
- 43 As part of the graduated response to supporting pupils at risk disengagement or engagement, most local authorities provide schools and PRUs with a protocol on the use of managed moves. These protocols are nearly always developed in partnership with secondary schools. A minority of local authorities make the protocol available to parents and carers on their website.
- 44 In the best examples, the protocol outlines the locally agreed processes for managed moves, defines clearly the roles and responsibilities of each stakeholder and describes suitably the monitoring and reviewing process. A few also include useful information about what happens when a managed move is unsuccessful. This is because the audience for protocols and guidance provided by local authorities is usually headteachers and governing bodies. This means that, in most local authorities, pupils, parents and carers have access to limited published information about managed moves, particularly the options that are available to them if things do not work out at the new school.

- 45 Only a very few headteachers of primary and special schools or teachers-in-charge of PRUs are involved in developing the local authority managed move protocol. Overall, only a few primary headteachers interviewed use managed moves as a preventative strategy in their graduated response to behaviour.
- 46 A few local authorities have recently reviewed their protocol on managed moves. This is because wider reviews of inclusion services have led to changes or reductions in aspects of their provision such as behaviour support and the education welfare service. In many of these local authorities where services are reducing or disbanding, additional funding has been delegated to schools to support pupils at risk of disengagement or exclusion. This additional funding is often used to staff the on-site inclusion facility, provide additional support in lessons or support off-site vocational provision. This is to ensure that pupils are supported to remain in mainstream education for as long as possible and to try and reduce the number of managed moves, permanent exclusions and specialist placements requests.
- 47 Where a managed move sits on the continuum of provision varies greatly between local authorities across Wales. In a few local authorities, managed moves are an early intervention strategy, tried soon after exhausting in-house strategies and external specialist support such as counselling, preventative youth justice input and behaviour support. In these instances, a managed move is considered as an option before making referrals for additional resources such as funding for specialist placements in PRUs or EOTAS. This offers a pupil a fresh start without the disruption caused by multiple fixed-term exclusions or a part-time timetable.
- 48 In a few instances, where practice is effective, local authorities work closely with schools to ensure that the needs of pupils at risk of disengagement or exclusion are identified early enough to allow schools to plan appropriate provision. For example, one local authority has introduced a communications assessment for all pupils in the foundation phase and Year 6 and plans to re-test pupils in Year 7. This means that pupils' underlying communication and social needs are picked up at an early enough stage for pupils' specific needs to be addressed at their home school. In this authority, a managed move is not usually considered before the specialist assessments are undertaken.
- 49 However, in many local authorities, a managed move is often a last resort when all other strategies have failed and a permanent exclusion is highly likely. In these cases, all in-house and external support strategies have been exhausted and pupils are often undergoing a numerous lengthy fixed-term exclusions.
- 50 A few pupils undergoing a managed move access education on a part-time basis only while EOTAS provision is arranged. In these cases, engaging pupils in full-time education often becomes a challenge for the receiving school, especially when older pupils have accessed as little as two hours a day of education for a period of time.
- 51 A managed move is more likely to be successful when schools and local authorities work well with pupils and their families and use it as an early intervention strategy. When used as a last resort, the relationship with the home school has often broken down, there is limited scope to return to the home school and pupils often demonstrate a high level of disengagement. In these cases, pupils are more likely to find settling in the receiving school challenging and move to the PRU or EOTAS provision in the long term.

The role of the local authority

- 52 The Welsh Government guidance defines the role and responsibilities of the local authority, home school, receiving school and family suitably. However, in practice, the role of all stakeholders in the managed move process varies greatly across Wales.
- 53 In most local authorities, officers regularly attend pastoral support plan meetings and provide schools and families with useful advice and guidance about the process of a managed move, their rights and the next steps.
- 54 In the majority of local authorities, senior leaders actively challenge every permanent exclusion decision and work closely with headteachers and governors to identify an alternative support package for the pupil. Officers quickly negotiate a managed exits or managed transfer package with a school and the family and consequently a formal exclusion is not placed on the pupil's school record. However, often, the pupil does not have the option to return to the home school. Although these arrangements ensure that pupils are not subject to permanent exclusion, the lack of appeal means that families are not able to challenge the decision made by schools and local authorities.
- 55 A few local authorities hold specific moderation panels to come to a decision on the best placement for pupils at risk of exclusion and to agree any additional resources, if appropriate. In proactive local authorities, all secondary schools are engaged in this process, provide peer challenge around thresholds for exclusion and work together to agree suitable solutions. Effective panel arrangements make sure that every secondary school admits an equitable number of managed moves during the year.
- 56 Newport City Council ensures that it identifies individual pupils at risk at an early stage and that the authority provides pupils with appropriate interventions through its managed moves panel. All secondary schools are supportive of the processes and engage fully with the protocols around managed moves.
- 57 In a few local authorities, the strategy for managed moves is out-of-date and the roles of the local authority and the home school are unclear. This is particularly the case when the local authority takes a leading role in the process and holds discussions with potential new schools in isolation from the home school. In these authorities, discussions are held between the parent, receiving school and local authority but the home school takes little or no part in the process. This is often because there is little or no possibility of the pupil returning to the home school. This means that the home school often disengages with the process quickly, does not attend review meetings regularly and provides little support or information during the transition period.
- 58 Where practice is less effective, local authorities respond reactively to a school's decision to permanently exclude a pupil. In these cases, the threat of a permanent exclusion by a school is often used to secure a rapid exit for a pupil causing concern. Often, a pupil is not known to any support services such as behaviour support, education psychology or education welfare. In these cases, local authorities arrange

interim education provision quickly to avoid a permanent exclusion. However, in a few cases, pupils are out of full-time education for a considerable amount of time while a permanent placement is secured. During this period, pupils are often removed from their home school roll and placed on the local authority EOTAS roll. This is particularly the case for schools when a pupil is in Year 11. In these circumstances, there is no option for the pupil to return to the home school and the family have no formal rights of appeal against the decision.

Transport arrangements

- 59 Arrangements for transport for managed moves are variable across Wales. The Learner Travel (Wales) Measure 2008 (National Assembly for Wales, 2008) places a duty on all local authorities to make appropriate transport arrangements to facilitate the attendance of the child each day at a suitable maintained school or PRU. Although most local authorities provide transport for all permanently excluded pupils, only a few have adopted the same policy for pupils undergoing a managed move. This is because, in most cases, the local authority names the next suitable school for pupils who are permanently excluded. In the cases of managed moves, the local authority must come to an agreement with the parents or carers in relation to the next suitable school. In a few cases, there is conflict around the appropriateness of the local authority's preferred school to meet the needs of the pupil. A few local authorities withdraw transport after a successful trial period. Parents are then expected to fund long-term transport arrangements. Often, this has a negative impact on pupils' attendance at school and engagement in after-school activities, particularly when the new school is some distance from home.
- 60 In a minority of cases, local authorities do not have a clear policy for transporting pupils undergoing a managed move. In nearly all rural authorities, transport arrangements such as bus passes and spare seats are in place to support the managed move while the pupil remains on the new school's roll. Most urban authorities agree transport on an individual basis. This means that decisions are often made by individual local authority officers and practice is inconsistent not only across Wales but at times within a local authority.

Funding arrangements

- 61 The latest Welsh Government (2015) document 'Exclusion from schools and pupil referral units' provides local authorities with detailed information to make sure that the age-weighted pupil unit (AWPU) funding follows a pupil who is permanently excluded. However, this does not cover pupils who are subject to managed moves. This means that arrangements for financially supporting a managed move differ from those of a permanent exclusion and there are different agreements in place across Wales. In most local authorities, the AWPU funding is not transferred to the receiving school at all during the academic year as part of the managed move process.
- 62 A few local authorities include detailed arrangements for transferring funding in their managed move protocol. This focuses mainly on ensuring that the AWPU is transferred in a timely manner. There are only a few formal arrangements to ensure that the Pupil Development Grant (PDG) is transferred to the receiving school. This

means that pupils entitled to additional support do not always access it as soon as they start at a new school. Where PDG funding is made available, schools use this well to enhance curriculum opportunities for individual pupils, for example through college-link courses or catch-up sessions in mathematics and English.

Special education needs

- 63 Many pupils undergoing a managed move have a special educational need. This is due, in part, to pupils accessing on-site inclusion facilities or external support such as behaviour support often being placed on the school special educational need register at school action plus level.
- 64 Although pupils' social, emotional and behavioural (SEBD) needs are generally identified early by schools, their learning needs are often not identified well enough at an early stage. The lack of in-depth assessments and long waiting lists for educational psychology intervention mean that pupils often move to a new school before their learning needs are fully understood or identified. In these circumstances, pupils move to new schools without suitable provision in place.

Pupil story

Pupil A moved into a new school in Year 8 following a managed move. Pupil A had experienced emotional and behavioural difficulties throughout his time at primary school and these had escalated on transition to secondary school. The receiving school, on admission, had put in place a comprehensive package of support to meet his social, emotional and behavioural difficulties. This included ongoing access to the internal support centre and social skills support. However, it quickly became apparent that the support was having a limited impact on pupil A's behaviour or engagement in learning, and senior leaders started conversations with the local authority on a second managed move.

At the same time, the head of the inclusion centre, additional learning needs co-ordinator and the specialist teacher worked closely together to monitor pupil A's behaviour and wellbeing. Together they completed a series of detailed assessments of pupil A's learning, wellbeing and behaviour. These assessments quickly highlighted significant learning and social communication difficulties. The school worked closely with the local authority to secure a part-time specialist placement for pupil A in the school resource centre as well as continued access to the internal support centre. This made sure that pupil A's learning and emotional needs were met appropriately with access to specialist teaching. Pupil A finished compulsory education at the school and at the end of Year 11 progressed successfully to a local college course.

Welsh-medium education

- 65 Generally, younger pupils undergoing a managed move who have been attending Welsh-medium education transfer to the nearest suitable Welsh-medium school. A few pupils choose voluntarily to attend an English-medium school after a managed move. This is often due to difficulties they have experienced at their home school and their grasp of the Welsh language. In nearly all these cases, pupils and their families agree with the move to an English-medium school.
- 66 In many local authorities, headteachers have developed useful links with neighbouring Welsh-medium schools to make sure that pupils are offered a fresh start at a new school where appropriate. In nearly all cases, the local authority provides transport to support these managed moves. A few schools have developed effective informal cross-border arrangements to facilitate effective managed moves. For example, in a few local authorities where there is only one maintained Welsh-medium school, headteachers work closely with schools in neighbouring authorities to develop an informal managed move process that allows pupils to move quickly to a new school on a trial basis when appropriate. This means that pupils are able to continue their learning through the medium of Welsh in a mainstream setting.
- 67 However, many older pupils who move on to the PRU or EOTAS provision through the local authority support panels have limited opportunities to continue their learning in Welsh. This is because these services provide limited services through the medium of Welsh and the links with mainstream Welsh-medium schools are often underdeveloped.
- 68 In a very few cases where the local authority does not provide transport, pupils do not always transfer to the school of their choice, particularly Welsh-medium schools. This is because the distance between schools is too far and transport costs are too expensive for families.

The role of the PRU

- 69 The role of a PRU varies greatly across Wales in line with each local authority's policies and continuum of support. Nearly all PRUs in Wales provide placements for secondary-aged pupils, many of which are long-term. The majority provide placements for primary-aged pupils.
- 70 Overall, PRUs across Wales make a limited contribution to facilitating managed moves. Generally, local authorities promote managed moves as an option prior to considering a placement at the PRU. In most local authorities, supporting pupils to remain in mainstream education is a priority and PRUs are often at the end of the support continuum and seen as a last chance for many pupils.
- 71 A few local authorities routinely ask the PRU to provide interim tuition for pupils who are out of education due to behavioural, mental health or health difficulties, including those waiting for a placement as part of the managed move process. This means that pupils who are out of school, sometimes for a notable period of time, remain in touch with education while a receiving school is identified. This is often the case following a managed exit or transfer from a school, following a one-off serious

incident. A few local authorities provide interim group tuition community and leisure centres that are not appropriately registered with the Welsh Government as part of a PRU.

- 72 However, only a very few local authorities provide full-time education under these circumstances and often the home school is expected to pay for the interim tuition while arrangements are being confirmed. The lack of full-time provision often has a negative impact on pupils' engagement in learning, their general wellbeing and their motivation to succeed in mainstream education.

Tracking and monitoring

- 73 In 2015-2016, there were 109 permanent exclusions from maintained schools and PRUs in Wales. The rate of permanent exclusions per 1,000 pupils has not changed in five years. In the academic year 2015-2016, as in the four years before, there were 0.2 permanent exclusions per 1,000 pupils from maintained schools and PRUs. Overall, the rate of permanent exclusions has fallen considerably since its peak in 2004-2005 of 465 (Welsh Government, 2014). This is due, in part, to the introduction of a range of managed move practices across Wales, in particular managed exits or transfers.
- 74 Data about permanent and fixed-term exclusions is collected from PRUs through the EOTAS data collection and from maintained schools in the Pupil Level Annual School Census (PLASC) in the January following the academic year during which the exclusion took place.
- 75 There is no annual national report on managed moves that presents data by age, ethnicity, special educational needs, reasons for a managed move or out-of-school education arrangements made. Since publication of the guidance in 2011 (Welsh Assembly Government, 2011), there has been little monitoring of its impact by the Welsh Government or by individual local authorities. This means that there is a lack of reliable information around patterns and trends in the use of managed moves and also the effectiveness of the strategy across Wales.
- 76 A few local authorities visited are developing robust systems for monitoring and tracking the progress of pupils who experience managed moves. These local authorities are beginning to have a better understanding of the effectiveness of intervention and support strategies and identify areas for improvement quickly. However, these processes are at an early stage of development.
- 77 Where tracking and monitoring are less effective, local authorities do not hold useful or detailed information on pupil progress after the trial period, the outcomes that pupils achieve or their destinations after school. These local authorities do not evaluate the impact of their services to support managed moves well enough and do not identify areas for improvement accurately.
- 78 A very few schools rely heavily on managed moves as a means of improving behaviour, attendance data and key performance indicators in key stage 4 rather than as a strategy for supporting individual pupils. The lack of national, regional or local data collection or performance measures in this area means that schools are not regularly held to account by local authorities or regional consortia about the use of managed moves, even when numbers are high.

- 79 Current performance measures, especially at key stage 4, measure achievements of all pupils regardless of needs, abilities and starting points by the same set of measures. This means that, at the end of key stage 4, pupils who have special educational needs, those who have missed parts of their education and those who have started late at a school are measured against the same set of performance measures as their peers.
- 80 When considering performance and progress, local authorities and regional consortia do not always recognise the context of their schools well enough or focus on the progress of challenging and very vulnerable pupils, particularly in Year 10 and Year 11. For example, a few schools visited admit multiple managed moves at key stage 4. In a minority of cases, the moves are successful and provide pupils with valuable opportunities for a fresh start. However, the potential negative impact on the school's headline performance indicators often distracts from the positive impact managed moves have on improving these pupils' wellbeing and engagement in learning. In these cases, opportunities to identify and share best practice at school level in relation to including challenging pupils are missed.
- 81 Similarly, due to the lack of robust data collection, elected members are often unaware of the use of managed moves or the costs involved in supporting managed moves. They do not receive detailed updates from officers and do not know how many moves have been successful, or if pupils achieve well and go on to further education, employment or training.

How effectively do schools support pupils at risk of disengagement or exclusion?

Vision and ethos

- 82 All the headteachers interviewed share a clear vision for their school's strategic direction. Most are committed to the inclusion agenda and strive to ensure that all pupils' needs, regardless of the nature of their difficulties, are met in their local mainstream school.
- 83 All schools visited have strong policies and procedures for managing behaviour and supporting pupils at risk of exclusion. In these schools, there is an annual review of key policies such as the behaviour policy and their effectiveness and there are well-established processes in place to review these policies jointly with governors, staff, pupils and parents and to evaluate their impact on practice.
- 84 In nearly all schools visited, staff receive useful training that helps them to plan for and support pupils with a wide range of difficulties, including challenging behaviour. A minority of schools use the PDG to develop training for all staff including lunchtime supervisors and caretakers. This includes training on attachment difficulties, de-escalation strategies and physical intervention. However, training for governors in relation to challenging behaviour is generally limited to exclusion and disciplinary processes.
- 85 Although headteachers and governors are committed to providing a fresh start for pupils at risk of exclusion and disengagement, they share a few common concerns about the impact of managed moves, especially when pupils move permanently at key stage 4. The concerns focus mainly on the impact individual pupils may have on the school's performance indicators, in particular on:
- key stage 4 performance indicators especially the level 2 indicator including English or Welsh and mathematics
 - their three-year benchmarking profile in comparison with similar schools
 - overall attendance and behaviour data
 - the number of young people who are not in education, employment or training (NEET)
- 86 These concerns arise because current key stage 4 performance measures have a narrow focus and do not take pupil progress into account well enough. There is also a lack of robust wellbeing measures that recognise pupil progress in important areas such as engagement, resilience and attitudes to learning. As a result, performance measures lack sufficient focus on important areas of school improvement such as pupil wellbeing, social inclusion and safeguarding vulnerable learners.
- 87 A very few schools are highly effective in analysing the progress made by groups of pupils on the special educational needs register in their learning, wellbeing and attitudes to learning. These schools are able to measure accurately the progress made by individuals and groups of pupils with social, emotional and behavioural

difficulties from their entry points. This helps leaders to identify which support strategies are working well, the areas in need of development, and the progress that individual pupils and groups of pupils make since starting at the school.

Whole-school approaches to inclusion

- 88 In many schools, there are well-established systems to identify pupils at risk of exclusion at an early stage. They provide a graduated continuum of support to manage pupils' behaviour and their social and emotional difficulties. For many pupils, early identification and effective support prevent their difficulties from escalating, resulting in them maintaining their placement at their home school.
- 89 In effective schools, a managed move is a strategy that is offered at an early enough stage of the support continuum to ensure that pupils have the best possible opportunity to succeed and when appropriate return to their home school. In these schools, PSPs are used well to co-ordinate support, provide additional support and monitor the progress made by pupils.
- 90 Key features in schools that make a graduated continuum of support successful are:
- setting high expectations of all pupils
 - developing clear behaviour policies and procedures that are well understood and applied consistently by staff
 - providing highly engaging and broad learning experiences that are tailored to meet the needs and aspirations of all pupils
 - establishing effective on-site inclusion facilities that support learning, social and emotional difficulties
 - developing a clear managed move protocol with similar local schools

Coedcae Secondary School: A highly effective graduated response that promotes inclusion successfully

Information about the school

Ysgol Coedcae is an English-medium, mixed 11-16 secondary school situated in Trostre, Llanelli in the county of Carmarthenshire. There are 820 pupils at the school. Pupils are drawn mainly from the neighbourhood around the school and from further afield within the town of Llanelli. Around 25% of pupils are eligible for free school meals. This is much higher than the national average of 17%. Around 44% of pupils live in the 20% most deprived areas in Wales. Around 60% of pupils are on the school's additional needs register, which is well above the national average of 22%. Four per cent of pupils have a statement of special educational needs, which is above the national average of 2%. Ninety-six per cent of pupils are from a White background and most pupils come from English-speaking homes. A small number of pupils speak Welsh fluently and around 7% of pupils have a language other than English as their first language. The headteacher has been in post since 2012 and the senior management team consists of a headteacher, two deputy headteachers and a senior teacher.

Context and background to the effective practice

School managers carried out a robust self-evaluation exercise, which included evaluating the effectiveness of inclusion and support services. Historically, a number of learners had been undergoing a managed move or permanent exclusion, or had entered specialist provision in PRUs within Carmarthenshire local authority. Following consultation with staff and pupils, leaders concluded that there was a significant strength in the skillset of staff at all levels at the school that could allow for the planning of an appropriate curriculum and targeted support for vulnerable learners. This meant that, with appropriate funding and provision, more pupils could successfully maintain their school place without the need for a managed move to another provider.

The school therefore started to strengthen its provision for vulnerable learners. Policies and procedures were crafted so that they encapsulated the school's new and stronger ethos of inclusivity. Due to financial constraints, the school had to work hard and creatively to identify the most beneficial and effective training and guidance for its staff. Leaders focused on areas that would provide its staff with a greater understanding of social and economic issues affecting its pupils and their families. Training was given to all school staff in attachment awareness and in emotional coaching. Whole-school training focused on ensuring that staff understood the importance of empathy, tolerance and patience during any behaviour support programme and staff were trained in restorative approaches to behaviour modification. All staff were trained in person-centred planning and the school produced a valuable person-centred toolkit for its staff in order to support them in their work with vulnerable pupils. A new school policy was adopted to ensure that any child who began to show signs of emotional or behavioural difficulty would have timely access to a key worker of his or her choice. To this end, a number of staff at all levels opted to train as either in-house family liaison officers or pupil key workers. This included support staff, administrative staff and the school youth worker as well as teachers. These key workers and family liaison officers play a vital role in the school's Team Around the Family (TAF) support and planning meetings.

Description of activity

The main driver in promoting an inclusive ethos at the school is the 'Behaviour for Learning Policy and Guidance'. Through this comprehensive policy, the school has mapped out the direct link between pupil inclusion and support and targeted teaching and learning. Bespoke literacy and numeracy packages are planned for vulnerable learners as well as opportunities for individual morning mentoring sessions, social stories group sessions and bespoke accelerated reading groups. Early morning nurture clubs take place, which build trust between vulnerable pupils and their adult key workers. Older pupils who display more negative attitudes to learning or signs of disaffection are given valuable opportunities to work with established partners of the school, for example

through beneficial basic skills and life skills programmes provided by Swansea City Football Club.

As part of the choices at key stage 4, all pupils choose an option from the 'Enrichment Column'. More able pupils study extra GCSE courses, for example in sociology, psychology or an extra modern foreign language. In addition, there is a broad range of vocational and enriching courses to choose from, including a cookery course written by a well-known celebrity chef, extended work experience, handwriting skills, catch-up literacy and numeracy and valuable social skills programmes. These options provide valuable experiences for vulnerable learners and often provide them with a vital alternative curriculum which supports their attendance at school when they otherwise might choose not to attend.

The school's youth worker also provides bespoke courses for individuals with particular emotional needs. The school has worked hard to establish many valuable and successful partnerships with organisations, which provide beneficial experiences and training for young people, such as the Fire Service's Phoenix Course and Scarlets' Rugby Club's Tackle Project.

Key workers organise regular break time meetings with refreshments for teaching staff of the individual pupils they are responsible for to gather information on standards and attitudes to learning and behaviour. Pupils' one-page profiles are working documents that are regularly updated by key workers and shared with staff. Behaviour plans are simple and manageable. They have only two sections – 'concerns' and 'agreed terms'. These two documents form the basis of all discussions on pupils in the regular TAF meetings.

Impact on provision and standards

Leaders have found that maintaining a consistent level of focused intervention, together with a positive, productive relationship with parents, resulted in better attainment and attendance and improved behaviour for pupils at risk of exclusion. Over time, the school has seen a notable reduction in the number of fixed-term exclusions and in managed move requests to the Local Authority Moderation Panel. The whole-school ethos of inclusivity and support and its emphasis on showing empathy towards all pupils have had a positive impact on pupil wellbeing and attendance.

The strong focus on continuous professional development for teachers and support staff in inclusion matters has strengthened the school's ability to provide for the most vulnerable and challenging learners without the need for external support. Staff have benefited from valuable and beneficial training from established professional bodies. For example, the Carers Trust provided training on pastoral support and staff learnt how to support children whose parents are in prison from the Invisible Walls charity.

Pastoral support programmes

- 91 In many schools, PSPs are used suitably to support pupils at risk of disengagement and exclusion. The creation of a PSP requires the school to identify any additional support mechanisms that need to be put in place, make appropriate referrals to external agencies and identify realistic targets for the pupil to work towards.
- 92 In highly effective schools, a PSP is an early intervention strategy, which is intended as a means of providing additional support to avoid exclusion and improve engagement in learning.
- 93 In the best examples, school leaders actively engage with parents and carers at the early stage and include them well in developing and monitoring PSPs. In these cases, pupils' needs are central and families understand the reasons for the plan and the support provided by agencies.
- 94 At Tredegar Comprehensive School, there are highly effective procedures in place to support pupil behaviour and wellbeing. The introduction of concern and action meetings ensures that the school identifies pupils at risk of disengagement or exclusion at an early enough stage and provides effective and timely support to re-engage. PSPs are used effectively to co-ordinate multi-agency support, evaluate the impact of interventions and refine strategies when needed. This work has led to reductions in exclusions, good behaviour of pupils in class and around school and outstanding rates of attendance.
- 95 The school is working closely with the local authority to share successful strategies such as the use of PSPs with other schools across the authority.
- 96 In less effective practice, PSPs are created too late. In a very few cases, PSPs have the sole aim of confirming a managed move or excluding a pupil permanently from the school. In these schools, support strategies often do not have enough time to be effective, are not regularly reviewed and referrals to external support agencies are made too late. As a result, the PSPs have limited impact on supporting a pupil's placement in the home school.
- 97 Although a majority of local authorities provide schools and PRUs with useful guidance on how to use PSPs appropriately, they are often used by schools to reduce the amount of time challenging pupils attend the school during the week. This means that pupils, who are often particularly vulnerable, attend school on a part-time basis, such as mornings only.
- 98 In a minority of cases, schools work closely with the local authority to secure EOTAS provision for pupils placed on part-time timetables. These include access to the PRU, interim support tuition or EOTAS placements. When put in place swiftly, these arrangements can be highly successful in re-engaging individual pupils and keeping them in education.
- 99 In a few cases, however, parents are requested to keep their children at home for part of the week. Often, these arrangements are not time-specific and the arrangements continue indefinitely. This is especially the case when there is a

waiting list for a permanent alternative such as a placement in the PRU or EOTAS. These arrangements are also put in place when managed moves are taking longer than anticipated to secure, particularly when a pupil's behaviour is escalating to a point that a permanent exclusion is likely. These part-time arrangements often have a negative impact on pupils' engagement in learning, self-confidence and motivation to succeed at a new placement.

- 100 The use of the correct attendance codes when pupils are asked to stay at home is variable across Wales. This is because individual schools and local authorities are under scrutiny to improve their overall attendance rates and the attendance rates of pupils eligible for free school meals. This means that schools mark pupils as present although they are not receiving any supervised education.
- 101 In one local authority, schools are advised to assign a present attendance code for pupils who are undergoing part-time timetables, even if the pupil is not receiving any supervised education at home. Schools are using approved educational activity codes (treated as present) such as code B (pupils educated off site and not dually registered) or code D (pupils who are dually registered and present at another school or PRU) in these circumstances. This means that the school's attendance rate and consequently the local authority's attendance rate improve and exclusion data is kept at a minimum.
- 102 Although many local authorities are aware of the practices around the inappropriate use of PSPs and routinely challenge individual headteachers and governors, very few have a sound understanding of how many pupils are undergoing a part-time timetables and for how long. Generally, local authorities do not monitor these pupils well enough to ensure that they are safe and that they return to full-time suitable education as soon as possible. This is a significant shortcoming in the work of the local authority. On a national level, varying practice in attendance coding for part-time timetables means that the reporting of school attendance is inconsistent across Wales.

Learning experiences

- 103 For many younger pupils, the managed move process provides them with a fresh start and many successfully improve their behaviour over time and engage better in their learning. This is because they have a second chance and early identification and intervention have been successful. As a result, pupils continue with their education in mainstream school and are able to begin to make choices about their learning as part of the 14-19 learning pathways.
- 104 Following a successful transition period, these pupils access a broad and balanced curriculum at their new school. This means that, for younger pupils, well-planned managed moves generally do not have a negative long-term impact on their learning experiences and consequently on the outcomes they achieve at the end of key stage 4.
- 105 In most cases, there is a broad range of subject options available and pupils make their choices alongside their peers. This means that they study subjects that they are interested in and build well on their interests and aspirations.

- 106 Overall, however, planned moves in key stage 4, particularly in Year 11, often have a negative impact on the learning experiences on offer, especially in vocational subjects. Often, schools offer these pupils a limited range of learning experiences. This means that pupils, who are often already disengaged, do not always follow courses of their choice or which match their interests. In addition, many schools prioritise catch-up sessions in English and mathematics. As a result, pupils do not always achieve the appropriate set of qualifications to be able to access a course of their choice at a further education college.
- 107 At Ysgol Bryn Tawe, senior leaders work closely with the family to make sure that the curriculum offer at the new school meets pupils' needs and aspirations. They continue to support pupils' access to off-site vocational provision such as hairdressing as part of the managed move agreement by making sure that transport and support are in place at the placement. This means that pupils at risk of disengagement or exclusion access a fresh start at a new school at the same time as continuing with successful aspects of the curriculum as part of their home school.
- 108 A minority of Year 11 pupils transfer directly into the PRU or EOTAS provision instead of a new school. These pupils often access a highly restricted curriculum that leads to fewer recognised qualifications. Frequently, this does not allow pupils to continue with their learning, especially in specialised subjects such as science, ICT and drama.

School-based inclusion facilities

- 109 School-based inclusion facilities play an important role in helping pupils with a range of issues, particularly those at risk of exclusion, those with low attendance, and those with mental health difficulties. Effective facilities help to reduce the number of permanent and fixed-term exclusions and managed moves as well as providing support for those starting at a new school as part of a managed move.
- 110 In nearly all schools visited, pupils usually start their school placement by attending the centre. These facilities provide pupils starting at a school with a secure and familiar base. This helps pupils to build relationships with key adults, attend curriculum subjects that they enjoy and access small group interventions to support their learning or social needs. A graduated integration into mainstream lessons provides the school with time to plan appropriately to meet the needs of pupils and allows them to settle into a new environment without the added pressures of a busy classroom environment, new adults and an unfamiliar peer group.
- 111 The school-based facilities and the dedicated staff teams are valued highly by pupils, particularly those starting back at mainstream after spending time in a PRU, EOTAS or at home.
- 112 In effective schools, the inclusion facilities are set in the heart of the school community. In these schools, the provision reflects the nature and ethos of the school well and provides a useful hub to co-ordinate multi-agency working. Leaders regularly track the progress pupils make in the centre and monitor the quality of provision well. As a result, leaders have a thorough understanding of the strengths of their on-site provisions and areas in need of improvement.

- 113 At Ysgol Y Creuddyn, leaders identified that pupils who often found a busy mainstream environment difficult needed a quiet space to relax, reflect and prepare themselves for the rest of the day. In response, the school developed a supportive on-site facility, 'Y Parlwr', that provides pupils with a broad range of support strategies such as mentoring and counselling as well as arranging alternative courses and sessions. The school uses the funding available from the PDG grant to run 'Y Parlwr' as well as ensuring that there is sufficient staffing in the inclusion team to manage the provision all day.
- 114 Fitzalan High School has developed an innovative continuum of provision to support pupils at risk of disengagement or exclusion. The stepped response clearly defines the school's approach to managing challenging behaviour and promoting inclusion. The development of an on-site PRU, where pupils are removed from mainstream lessons for the academic year, has enabled the school to provide intensive and targeted support to pupils who would otherwise have been removed from the school. Teachers teach across mainstream lessons and the on-site facility, pupils mix with peers at break and lunch times and most pupils achieve purposeful accreditation and move successfully to further education or training. A tailored curriculum of core subjects and intensive mentoring supports many pupils to re-engage with their learning and return to mainstream classes. This well-embedded approach has led to a significant reduction in permanent and fixed-term exclusions and managed moves.
- 115 However, in a few less effective schools, the on-site inclusion centre acts as a holding area. This is because behaviour policies are not always applied consistently, there are no clear referral pathways to the facilities and leaders do not monitor the provision well enough. There is also often less focus on the identifying and meeting the underlying wellbeing and learning needs that contribute to the poor behaviour. In these facilities, pupils attend the centres for most of the day, there are few links with mainstream lessons and teaching assistants or non-specialist teachers often teach pupils. While attending these facilities, pupils generally make little progress in their learning or do not return to mainstream lessons quickly enough, and a few are managed out of the school through a managed exit process.
- 116 Although many local authorities fund the initial set-up costs of on-site inclusion centres, few monitor and evaluate how well leaders manage the provision, its quality or the impact it has on improving pupil outcomes. As a result, many local authorities do not know whether the provision meets the needs of learners or provides best value for money.
- 117 A few schools are involved in innovative partnership working with other local schools, which improves the experience of a managed move for a pupil. Successful school-to-school working in this area of work requires a commitment by all leaders to offer pupils a fresh start and a pledge to admit pupils undergoing a managed move as well as to send them to other schools.
- 118 While the local authority is made aware of the managed move, the schools involved arrange, facilitate and monitor the success of the move. This way of working is particularly effective in schools that work closely together on other aspects of school improvement such as curriculum planning. In these schools, leaders have a clear vision and whole-school strategy for promoting inclusion. In these schools, all

leaders share a common understanding of the benefits of a managed move and, as a result, work in partnership with other schools in the best interests of the pupil.

- 119 Leaders seek to improve the experiences of pupils undergoing a managed move by developing a clear school-to-school managed move protocol, applying similar thresholds for managed moves and planning curriculum options jointly, especially at key stage 4. The main benefits of the school-to-school arrangements are:
- All schools within the partnership receive an equitable number of managed moves in one academic year
 - Leaders regularly challenge each other on thresholds, policies and practices
 - There are fewer 'parental moves' and improved sharing of information before and during a managed move
 - The home school maintains responsibility for the pupil throughout the process and accepts the pupil back if the managed move is unsuccessful
 - There is a continuation of learning experiences for the pupil whenever possible
- 120 Ysgol Emrys ap Iwan has jointly developed its school-to-school managed move protocol with two local secondary schools located in a different authority. The school and its partner schools have a high transient population due to the nature of the area. Leaders in the three schools work in partnership to reduce permanent and fixed-term exclusions as well as the number of in-year transfers of pupils at risk of exclusion instigated by parents. Leaders review local barriers to effective managed moves and address the identified issues jointly. For example, the schools provide a bus pass for pupils undergoing a managed move and release staff to support pupils during the trial period. These practical solutions support pupils well during the transition to a new school. Although the schools work closely to provide valuable support for pupils undergoing a managed move, pupils at times chose to return to their home school before the end of the trial period. This is because all the schools apply and set high expectations of their pupils and respond consistently to challenging behaviour. As a result, a pupil's hope of moving to a less strict school is not realised.
- 121 When local school-to-school arrangements are less effective, managed moves are not equitable across schools within a local authority. This means that certain schools admit a high number of managed moves while others do not admit any during the academic year, despite initiating managed moves themselves. Often, this causes unnecessary tensions between schools and can have a negative impact on pupils needing a fresh start.

Impartial information, advice and guidance for parents, carers and pupils

- 122 Overall, local authorities provide parents or carers with useful information on request about the managed move process and relevant support services available in the area. This information helps parents or carers to understand the managed move process and often resolves any concerns they may have.
- 123 All local authorities in Wales have a responsibility to provide an independent and impartial parent partnership service. This supports parents and carers to understand the procedures relating to their child's special educational needs, which helps them make informed decisions. Nearly all local authorities provide this service through a commissioned external provider.
- 124 In many local authorities, there are well-established links with the parent partnership service. Officers and volunteers from the service often represent parental perspectives on a range of support panels such as the behaviour and additional learning needs resource panels. This helps them understand the local authority's approach to promoting inclusion and makes sure that they provide parents and carers with up-to-date information about options and support available.
- 125 A very few local authorities employ directly parent partnership officers and support workers directly to help parents or carers to make informed decisions about their child's education. In Carmarthenshire local authority, the parent partnership support worker works closely with parents and carers to provide accurate and impartial information on the range of options available and to support them through complex processes such as specialist assessments. In addition, where parents want an independent parental supporter, the local authority will also provide this service.
- 126 Generally, schools provide parents or carers with useful information about the range of options available to them when a pupil is at risk of exclusion or disengagement. In effective schools, early communication of concerns ensures that relevant information is available to parents and carers continuously. In these schools, they receive a great deal of information about their child's progress through weekly meetings at school, text messages and daily phone calls. This helps parents and carers to understand well how to support their child and plan for the next step in their education.
- 127 Although most schools provide parents and carers with daily updates about their child's behaviour, leaders do not always communicate difficult messages well enough in a timely manner. This means that parents and carers do not always have sufficient time to plan the next steps or secure alternatives before a managed move is agreed.
- 128 Only a very few schools actively promote the use of the partnership service with parents and carers in PSP meetings and when making important decisions about managed moves. In most cases, parents and carers are not made aware of the

service unless a local authority officer refers them to it or a dispute arises. This is because schools generally do not understand fully the role of the parent partnership service or the beneficial range of support it provides parents and carers independently of the local authority.

- 129 Parents' and carers' access to impartial advice and guidance during the managed move process is too variable across Wales and relies too much on individual officers making referrals on behalf of the family. Local authorities and most importantly schools do not promote the availability of these specific services well enough at an early stage of the process. This means that often parents and carers are only signposted to these services when there is a dispute or disagreement between the wishes of the school, the pupil, and the parents or carers.
- 130 In a similar manner to parents and carers, pupils do not routinely get access to independent advocates to represent their interests, help them to say what they want or secure their rights during managed moves. This means that a pupil's voice and needs are not always at the heart of the process.
- 131 While there are arrangements in all local authorities to ensure that a child or young person can access support for their voice to be heard in relation to their education, care or health plans, eligibility for this service differs greatly across Wales. In many areas, pupils who are excluded from school or undergoing a managed move are eligible for this support. This means that in these areas children and young people have the right to access advice and guidance that is impartial of both the school and their parents or carers.
- 132 In many local authorities, the availability of these services is promoted suitably. Local authority officers refer children and young people, and the availability is often promoted on the family information website and posters in public places such as libraries.
- 133 However, despite nearly all local authorities making an effort to obtain the services of an independent advocate to speak on behalf of the pupil subject to a formal exclusion, often this is not the case for pupils undergoing managed moves.
- 134 In addition, only a very few schools actively promote the impartial advocacy service, especially early on in discussions about managed moves. This is because schools do not always fully appreciate the importance of gaining pupils' views, especially when discussing managed transfers or managed exits. In a few instances, schools do not regularly refer to these services to avoid conflict or challenge.
- 135 Most schools prefer to use local authority officers or their own staff to provide advice and guidance to pupils subject to a managed move. In most of the schools visited, inclusion support staff and pupils get to know each other well over time. These adults often become invaluable for the pupil, particularly during difficult and complex meetings. They regularly act as advocates for the pupil and provide highly valuable support and advice on a range of issues worrying the pupil. In the best examples, schools release support staff to visit the new school with the pupil and to keep in regular contact throughout the trial period.

Evidence base

This report draws on an analysis of responses to a survey of local authorities and visits to eight local authorities, secondary schools and PRUs. In addition, SNAP shared the findings of their annual report on their experiences of supporting families and pupils undergoing a managed move.

The local authorities visited as part of this study were:

Blaenau Gwent County Borough Council
 Cardiff Council
 Carmarthenshire County Council
 City and County of Swansea
 Conwy County Borough Council
 Flintshire County Council
 Merthyr Tydfil County Borough Council
 Monmouthshire County Council

The schools visited as part of this study were:

Bishop Hedley High School, Merthyr Tydfil
 Caldicot School, Monmouthshire
 Coedcae School, Carmarthenshire
 Fitzalan High School, Cardiff
 Flint High School, Flintshire
 Tredegar Comprehensive School, Blaenau Gwent
 Ysgol Bro Tawe, Swansea
 Ysgol Bryn Elian, Conwy

The pupil referral units visited as part of this study were

Bryn y Deryn Pupil Referral Unit, Cardiff
 Canolfan Addysg Penmaenrhos, Conwy
 Canolfan yr Afon, Blaenau Gwent
 City & County of Swansea Pupil Referral Unit, Swansea
 Carmarthenshire Secondary Teaching and Learning Centre, Carmarthenshire
 EOTAS, Merthyr Tydfil
 EOTAS, Monmouthshire

During their visits to local authorities, pupil referral units and schools, inspectors:

- interviewed school leaders, teachers-in-charge and local authority officers
- reviewed a range of documents from schools and local authorities, including self-evaluation reports and development plans
- met representative groups of pupils

Glossary

AWPU	Age Weighted Pupil Funding. The majority of the funding distributed to the school is through AWPU funding. The level of funding is led by the number of full-time pupils on roll at the school on the January Census.
EOTAS	Educated other than at school
EFSM	Eligible for free school meals
Home school	The original school
LAC	Looked after children – children who are in the care of the local authority
Level 1 threshold	A volume of qualifications at level 1 equivalent to the volume of five GCSEs at grade D-G
Level 2 inclusive threshold (L2+)	A volume of qualifications at level 2 equivalent to the volume of five GCSEs at grade A*-C, including English or Welsh first language and mathematics
NEET	Not in education, employment or training
Pastoral support programme (PSP)	A school based programme that is meant to help a child to improve their social, emotional and behavioural skills. The programme will identify precise and specific targets for the child to work towards and should include the child and parents in the drafting process.
Pupil development grant (PDG)	An annual grant that provides financial support to help tackle the effects of poverty on attainment
Receiving school	The identified school that receives the managed move. This school assumes responsibility once the trial period has been successfully completed.
SEBD	A term used to describe a range of social, emotional and behavioural difficulties experienced by children and young people
Special educational needs (SEN) register	A child placed on the SEN register has an identified special educational need as defined by the SEN code of practice.

Numbers – quantities and proportions

nearly all =	with very few exceptions
most =	90% or more
many =	70% or more
a majority =	over 60%
half =	50%
around half =	close to 50%
a minority =	below 40%
few =	below 20%
very few =	less than 10%

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