



Department  
for Education

# Children in need of help and protection

Data and analysis

March 2018

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## Summary

This data and analysis on Children in Need is published alongside a call for evidence to develop a stronger evidence base and understand what it is that makes the difference to the educational outcomes of Children in Need in practice, how some Children in Need can achieve better educational outcomes than others, and what works in enabling Children in Need to achieve their potential.

This publication brings together new and existing data and analysis on Children in Need, using a range of the Department for Education's (DfE) data sources and linking several datasets for the first time. In doing so, it considers the characteristics of Children in Need including overlaps with other disadvantages (particularly special educational needs and income deprivation), as well as these children's experiences in school and social care, and their outcomes throughout childhood and into adulthood.

Much of this analysis is experimental, to the extent that it uses new methods matching across data returns that are still being developed and improved. It is intended to mark the beginning of increasing our understanding of the outcomes of Children in Need, rather than a comprehensive picture at this stage.

What this new data does show, however, reinforces findings from existing research, where the safety and stability of children at risk of abuse and neglect has been the subject of academic study. It is supported by emerging evaluation from the Department's Children's Social Care Innovation Programme, which considers the design principles and outcome measures which mark good social work practice. Yet taking Children in Need as a group, there has previously been less analysis of their educational attainment at different stages, and a more limited understanding of these children's experiences and progress in school.

The data set out in this publication therefore shows, in a way not seen previously, how far Children in Need fall behind their peers in the early years, with a gap that widens throughout school and beyond, with a higher likelihood of becoming a young adult who is not in education or employment.

It is important to note that some of the figures used in this publication may differ from the Department for Education's statistical first releases: Characteristics of children in need in England ([Collection](#)) and Looked After Children in England ([Collection](#)). For example, mutually exclusive social care classifications are largely used throughout the analysis. Full details of differences can be found in figure and table footnotes and the accompanying methodology document.

## Overview

**Section 1 looks at who Children in Need are**, bringing together data on numbers, demographic information, as well the variation between local authorities in rates.

**Section 2 looks at why children are assessed as in need**, focused on the factors identified by social workers at assessment.

**Section 3 looks at experiences of Children in Need through social care**, across assessments, length of time on plans, reasons for ending episodes of need, and re-referrals. It includes analysis of the links between these measures and the reasons for being assessed as in need, and the variation between local authorities.

**Section 4 looks at the characteristics of Children in Need identified in school**, including eligibility for free school meals, the prevalence and type of special educational needs, and new analysis of the children who do and do not receive support in school.

**Section 5 looks at the educational outcomes of Children in Need**, across each stage, with analysis of early years and post-16 outcomes, as well as data on outcomes at Key Stage 2 (KS2) and Key Stage 4 (KS4). It includes analysis of educational outcomes for Children in Need with additional characteristics such as having special educational needs.

**Section 6 looks at the experiences of Children in Need through school**, looking at educational settings, rates of absence and exclusion, and school moves.

## Main points

- at 31 March 2016, an estimated 3% of all children were in need of help and protection. It is estimated that around 6% of all children were in need at some point throughout the year. ([Section 1.2](#))
- the rate of all Children in Need varies considerably between local authorities, with the highest rate more than four times the lowest rate. ([Section 1.4](#))
- school-aged children in need are more likely to live in income deprived families than is the case for all other children (based on the Income Deprivation Affecting Children Index). ([Section 1.4](#))
- the two most prevalent factors of need for all Children in Need are domestic violence and mental health. The prevalence of factors varies by age and gender. ([Section 2.1](#))
- 48% of all school-age Children in Need have special educational needs, compared to 14% of all other children. ([Section 4.3](#)) 45% of all school-age Children in Need claim free school meals compared to 14% of all other children. ([Section 4.1](#))
- Children in Need have poor outcomes at every stage of education. The evidence suggests that they start behind other children in the early years and the gap widens throughout school. ([Section 5](#))
- Children in Need are more likely than other children to be not in education, employment or training after age 18. ([Section 5.1](#))
- Children in Need in mainstream education are less likely to attend a school that is rated Outstanding by Ofsted, and more likely to be in a school that is rated Requires Improvement. ([Section 6.2](#))
- Children in Need are disproportionately likely to be excluded both for a fixed period or permanently. ([Section 6.3](#))

# 1. Who are Children in Need?

**Section 1 looks at who Children in Need are, bringing together data on numbers, demographic information, as well the variation between local authorities in rates.**

We see in this section that Children in Need move in and out of children's social care system, with a relatively high level of churn. The age, gender, and ethnicity of Children in Need is found to broadly mirror that of all other children, but with some particular nuances. A small proportion of Children in Need have a disability. Nationally, there is a large variation in rates between local authorities, with some, but not all, social care classifications of Children in Need more likely to live in income deprived families.

## 1.1 What is the definition of a Child in Need?

Child in Need is a broad definition spanning a wide range of children and adolescents, in need of varying types of support and intervention, for a variety of reasons. A child is defined as 'in need' under section 17 of the Children Act 1989, where:

- they are unlikely to achieve or maintain, or to have the opportunity of achieving or maintaining, a reasonable standard of health or development without the provision for them of services by a local authority
- their health or development is likely to be significantly impaired, or further impaired, without the provision for them of such services; or
- they are disabled

The overall group of Children in Need of help and protection is made up of children who are designated under a number of different social care classifications: children on a Child in Need Plan; children on a Child Protection Plan; and Looked After Children.

This report looks at outcomes for all Children in Need and, unless stated otherwise, uses the following children's social care classifications based on the status of children at 31 March 2016 in the Children in Need census and Children Looked After census for the 2015-16 financial year:

- **children on a Child in Need Plan (CINP)** – those who are a Child in Need, excluding any who are on a Child Protection Plan or who are looked after. This includes children who have been referred to children's social care and are undergoing assessment, yet to be assessed, or waiting for a decision on whether an assessment is needed
- **children on a Child Protection Plan (CPP)** – those who are on a Child Protection Plan, excluding any who are also looked after

- **Looked After Children (LAC)** – including those who have been looked after for any length of time
- **all Children in Need (CIN)** – all children in the above three groups
- **all other children** – all children excluding any who are Children in Need

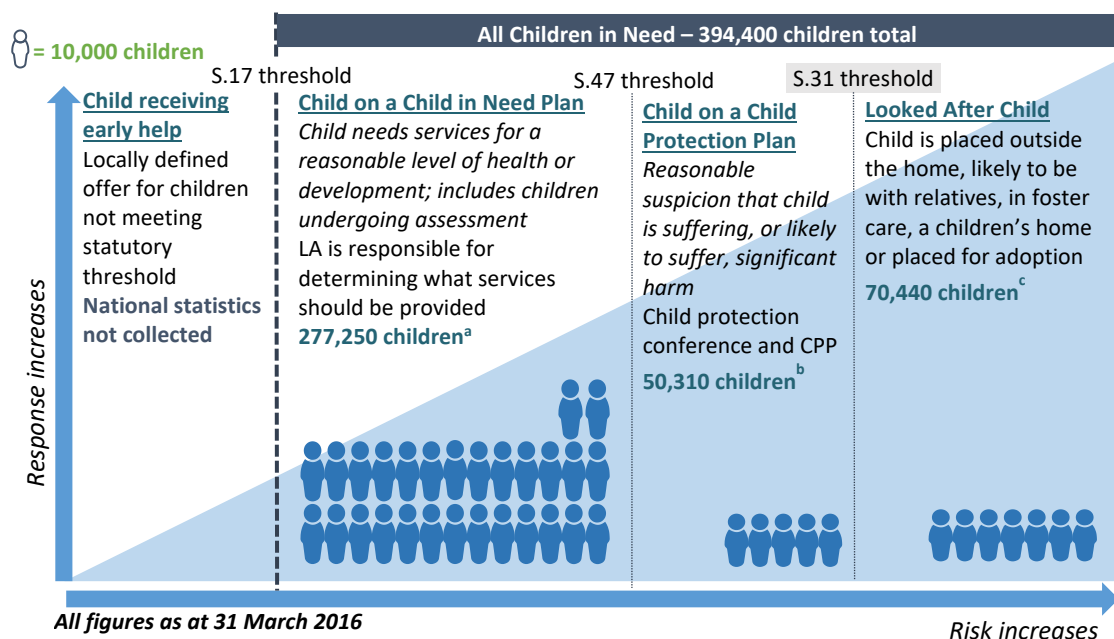
To ensure consistency between available datasets and based on available data at the time that the analysis was undertaken, the National Pupil Database datasets for the 2015/16 academic year have been used throughout this publication, unless stated otherwise. For published Children in Need census figures, 2016-17 financial year data is now available; table references can be used to navigate to the 2016-17 figures in the latest statistical first release.<sup>1</sup>

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<sup>1</sup> Characteristics of Children in Need: [2016-17](#)

## 1.2 How many children are in need?

Figure 1.0 - Overview of statutory thresholds for Children in Need



Source: a) Accompanying Table 1 (excludes CPP and LAC); b) Characteristics of Children in Need: [2015-16](#), Table A1; c) Children looked after in England including adoption: [2015-16](#), Table A1

At 31 March 2016, an estimated 3% of all children were in need of help and protection<sup>2</sup>, and around 6% of all children were in need at some point throughout the year<sup>3</sup>. The total number of Children in Need episodes at any point in the year is about double the number on a given day<sup>4</sup>, reflecting the flow of children in and out of social care.

During 2015-16, 401,600 episodes of need started; 63,310 Child Protection Plans were initiated; and 32,050 children started to be looked after.<sup>5</sup> There is overlap and churn between these classifications: for example, 9% of children who were on a Child in Need Plan at 31 March 2016 had also been the subject of a Child Protection Plan at some point during that year<sup>6</sup>.

<sup>2</sup> Characteristics of Children in Need: [2015-16](#), Table A1

<sup>3</sup> Internal DfE analysis, Children in Need census 2015-16

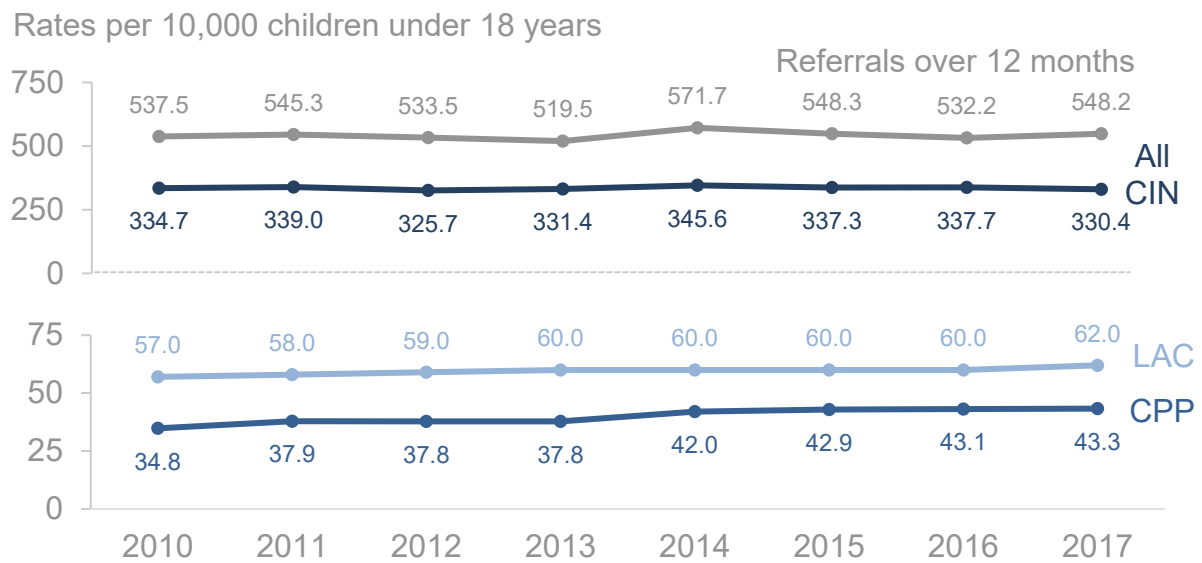
<sup>4</sup> Ibid

<sup>5</sup> Ibid, Children looked after in England including adoption: [2016-17](#), Table B1

<sup>6</sup> Internal DfE analysis, Children in Need census 2015-16.



**Figure 1.1 – Rates of referrals to children social care, all CIN rates, CPP rates, and LAC rates, 2010-11 to 2016-17**



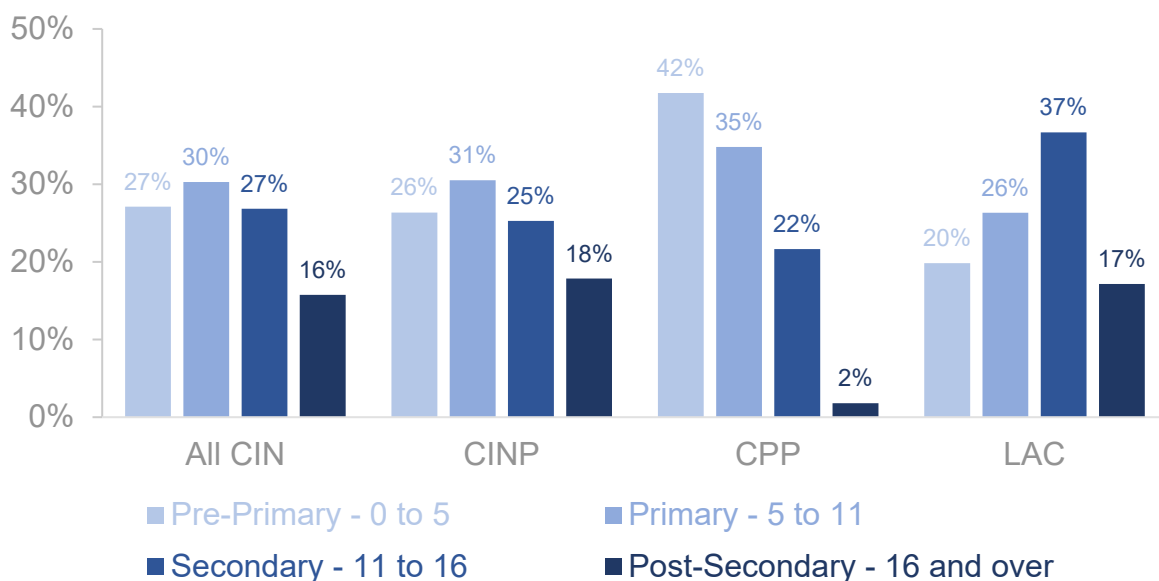
Source: DfE, Characteristics of Children in Need ([2016-17](#), Tables: A1, A2) and Children Looked After in England ([2016-17](#), Table A1)

From 2010 to 2017, both referrals and rates of all Children in Need are broadly static. Referrals have increased by 2% since 2010, whilst the rate of all Children in Need has decreased by 1%. However, rates of children on Child Protection Plans and Looked After Children have risen more significantly, growing by 24% and 9% respectively.

## 1.3 What are characteristics of Children in Need?

### Age

Figure 1.2 - School-age breakdown by social care classification at 31 March 2016



Source: DfE, CIN and LAC censuses 2015-16 (Accompanying Table 1)

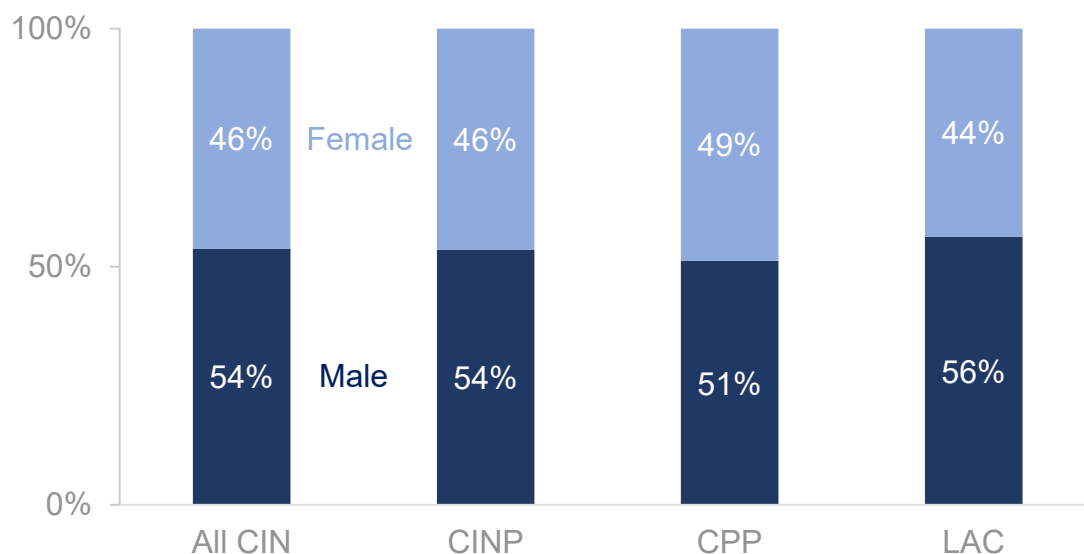
Note: Uses school-age (academic age) at 31 August. Some identifiers for children on a CPP and LAC were not able to be matched to the children in need census, see accompanying Methodology document (section 2) for more details.

The age distribution of Children in Need overall is similar to that of all children<sup>7</sup>, but varies between the different social care classifications that make up all Children in Need. In particular, children on Child Protection Plans are likely to be younger, and Looked After Children are likely to be older. Over three quarters of children on Child Protection Plans are under secondary school age, and the greatest proportion (42%) of them are aged 0 to 5 (pre-primary). Conversely, over half of LAC are of secondary school age or above, with the greatest proportion (37%) being those in secondary school.

<sup>7</sup> ONS mid year [population estimates](#) (mid-2015)

## Gender

**Figure 1.3 - Children in Need by gender and social care classification, at 31 March 2016**



Source: DfE, CIN and LAC censuses 2015-16 (Accompanying Table 2)

Note: Some identifiers for children on a CPP and LAC were not able to be matched to the children in need census, see accompanying Methodology document (section 2) for more details.

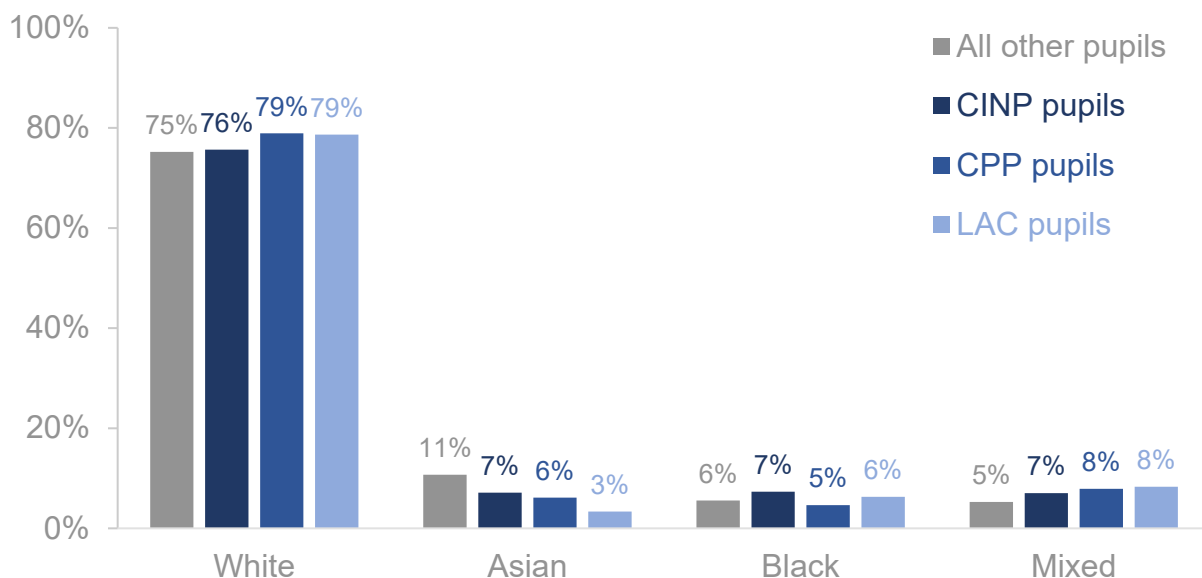
Of Children in Need overall, there is a roughly even gender split, with a slight weighting towards male Children in Need (54%). This is close to the gender split of all children, of which 51% are male<sup>8</sup>. Within all Children in Need, there are variations between the social care classifications, with Looked After Children more likely to be male.

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<sup>8</sup> ONS mid year [population estimates](#) (mid-2015)

## Ethnicity

Figure 1.4 - Pupils by ethnicity and social care classification at 31 March, 2015/16



Source: DfE, National Pupil Database (Accompanying Table 3)

Note: Figures for children recorded in the Schools and AP Censuses from January 2016. Does not include Children in Need who do not attend school or AP

For 'Chinese', 'Other' and 'No ethnicity data' groups see accompanying table

The ethnicity of school-age Children in Need does not vary significantly from that of all other school-age children. However, there are some nuances: white children and those of mixed ethnicity are slightly over-represented in all of the social care classifications, compared to Asian children who are under-represented in all classifications.<sup>9</sup>

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<sup>9</sup>Pupil data is used to analyse ethnicity, as there are no ethnicity estimates available for the wider population of children aged under 18.

## Disability

The legal definition of Children in Need includes all disabled children. Unlike other children who must be assessed as in need, disabled children are classed as Children in Need by virtue of having a disability.

50,000 Children in Need are recorded as having a disability, making up 13% of all Children in Need<sup>10</sup>. Disabled children are more likely to be identified and designated as Children in Need once they reach school age; only 8% of disabled Children in Need are aged 0-5, and disabled Children in Need are twice as likely to be male than female ( 67% and 33%).

Disabled Children in Need are more likely to be on a Child in Need Plan than non-disabled Child in Need (82% compared to 69%)<sup>11</sup>. The duration of episodes of need for disabled Children in Need is most commonly two years or more (64%)<sup>12</sup>.

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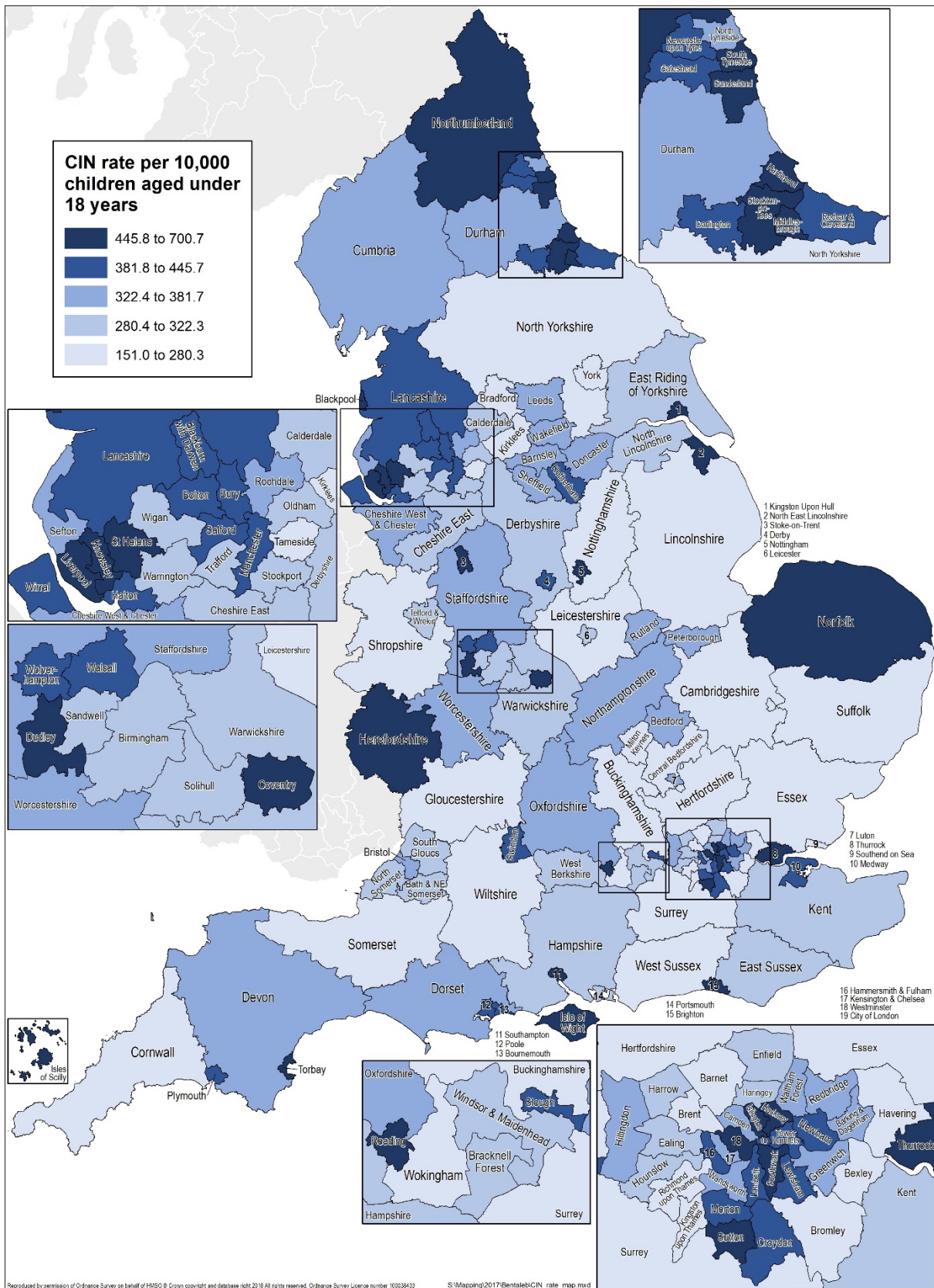
<sup>10</sup> Characteristics of Children in Need: [2015-16](#), Table B2.

<sup>11</sup> Internal DfE analysis, Children in Need census 2015-16.

<sup>12</sup> Internal DfE analysis, Children in Need census 2015-16.

# 1.4 Where do Children in Need live?

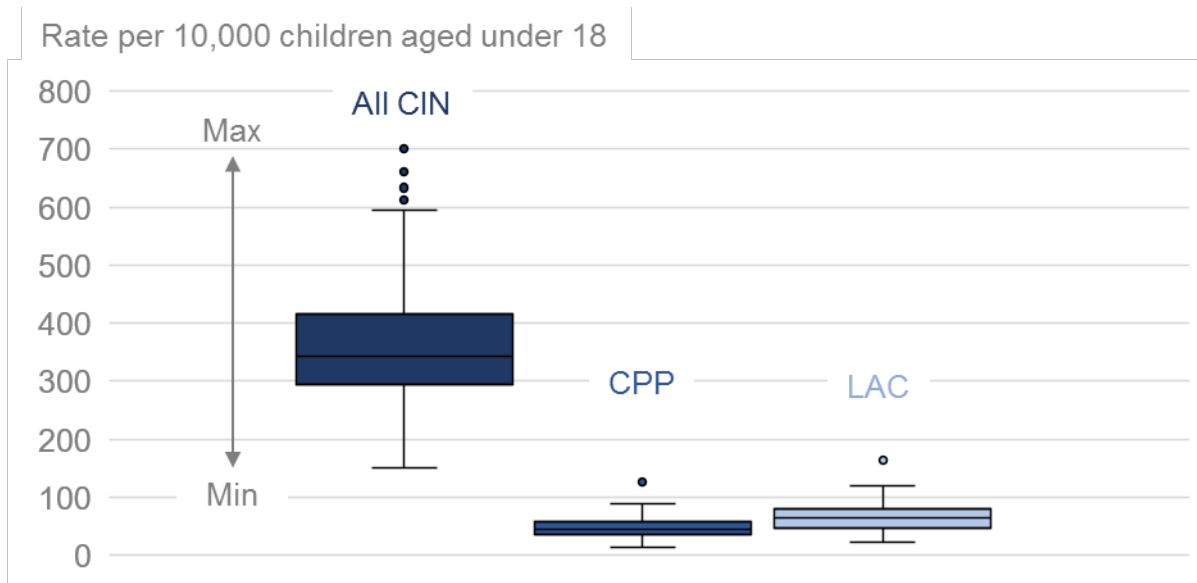
Figure 1.5 – Rate of children in need by local authority, quintiles of rate per 10,000 aged under 18 years, 2015-16



Source: DfE, Characteristics of children in need (2015-16, Table B1)

The rate of all Children in Need varies considerably between local authorities, with the highest rate more than four times the lowest rate (701 Children in Need per 10,000 children compared to 151 Children in Need per 10,000 children). The middle 50% of authorities had between 296-416 Children in Need per 10,000 children.

**Figure 1.6 – Distribution of local authority rates of all CIN, CPP and LAC per 10,000 children aged under 18, at 31 March 2016**



Sources: DfE, Characteristics of children in need (2015-16, Tables B1, D1) and Children looked after in England including adoption (2015-16, Table LAA1)

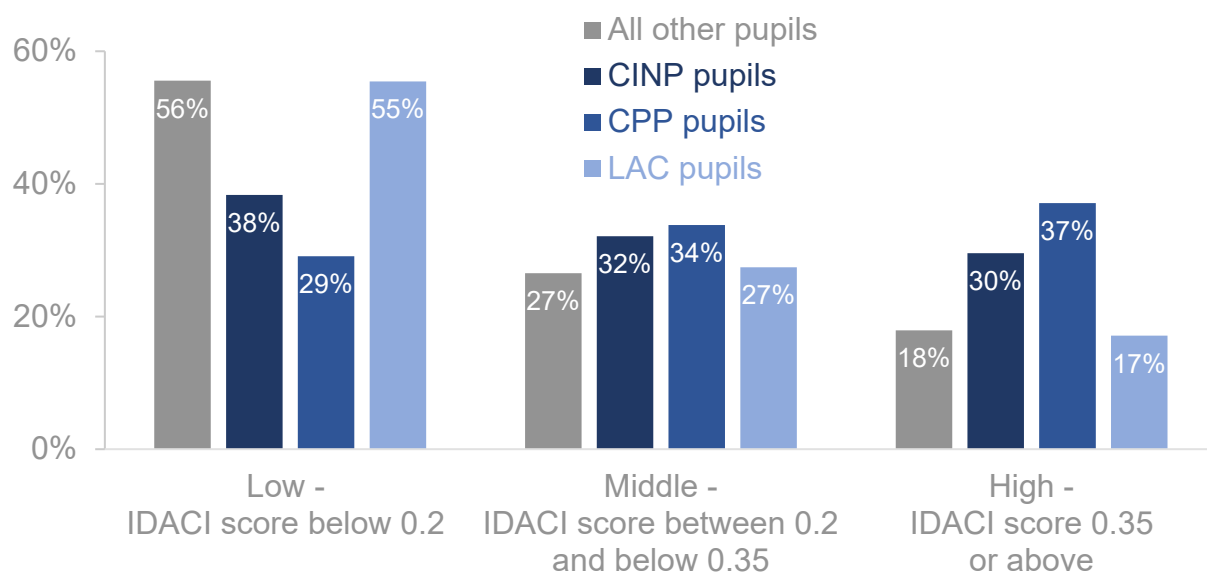
Note: Isles of Scilly and the City of London have been omitted

The distribution of rates across social care classifications varies by local authority, with a considerably wider distribution of rates for all Children in Need compared to Child Protection Plans and Looked After Children. Child Protection Plans rates range between 14 and 127; Looked After Children rates range from 22 to 164; and all Children in Need rates range between 151 to 701. The average rate (median) for all Children in Need is 343, compared to 43 for Child Protection Plans and 63 for Looked After Children.

## Income deprivation

The likelihood of Children in Need living in income deprived families can be estimated through where they live and its associated ranking in the Income Deprivation Affecting Children Index (IDACI). The IDACI has been matched to pupil postcode data and grouped into low, middle and high, which indicate the percentage of children living in income deprived families.<sup>13</sup>

**Figure 1.7 - Income deprivation of pupils by social care classification using Income Deprivation Affecting Children Index (IDACI), 2015/16**



Source: DfE, National Pupil Database (Accompanying Table 4)

Note: Income deprivation measured using IDACI [2015](#) scores at a lower super output area matched to pupil postcode (placement postcode for LAC). Does not include pupils recorded solely on the January 2016 AP census.

School-aged children on Child in Need Plans and Child Protection Plans are more likely to live in income deprived families than is the case for all pupils, based on IDACI bands: 37% of children on Child Protection Plans are in the highest deprivation band compared to 30% for children on Child in Need Plans and 18% for all other pupils. Similarly, 34% of children on a Child Protection Plans are in the middle deprivation band compared to 32% for Child in Need Plans and 27% for all other pupils. Conversely, Looked After Children, where measured using their placement postcode, are distributed similarly to all other pupils, with 17% of Looked After Children in the high deprivation band.

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<sup>13</sup> We use pupils for this analysis (national pupil database) as postcode is not available on the children in need census. Income deprivation groupings are based on the schools block funding allocations for [2018-19](#)



## 2. What are the needs of these children?

Section 2 looks at why children are assessed as in need, focused on the factors identified by social workers at assessment.

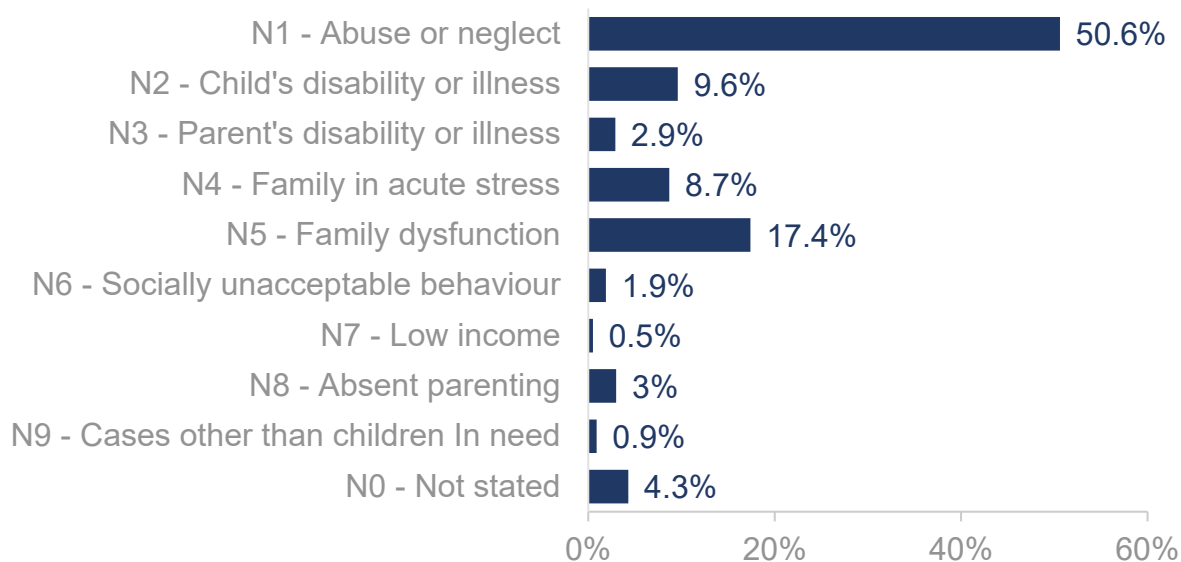
Our data explores the needs identified through the assessments undertaken by social workers for all Children in Need and for children on Child Protection Plans specifically, in terms of the causes of need. It shows the high prevalence of domestic violence and mental health as factors of need. The prevalence of a factor is found to vary depending on children's gender and age.

### 2.1 What causes a child to be assessed as in need?

Two metrics are available for understanding need:

- Following referral, a child's **primary need at assessment**. This is hierarchical, so that where multiple needs are identified, the need highest in the list is recorded
- At the end of an assessment, the **factors of need** identified. Unlike primary need at assessment, these are not hierarchical, and most children will have more than one factor identified and recorded. These factors are more detailed and therefore are used as the main indicator in this analysis

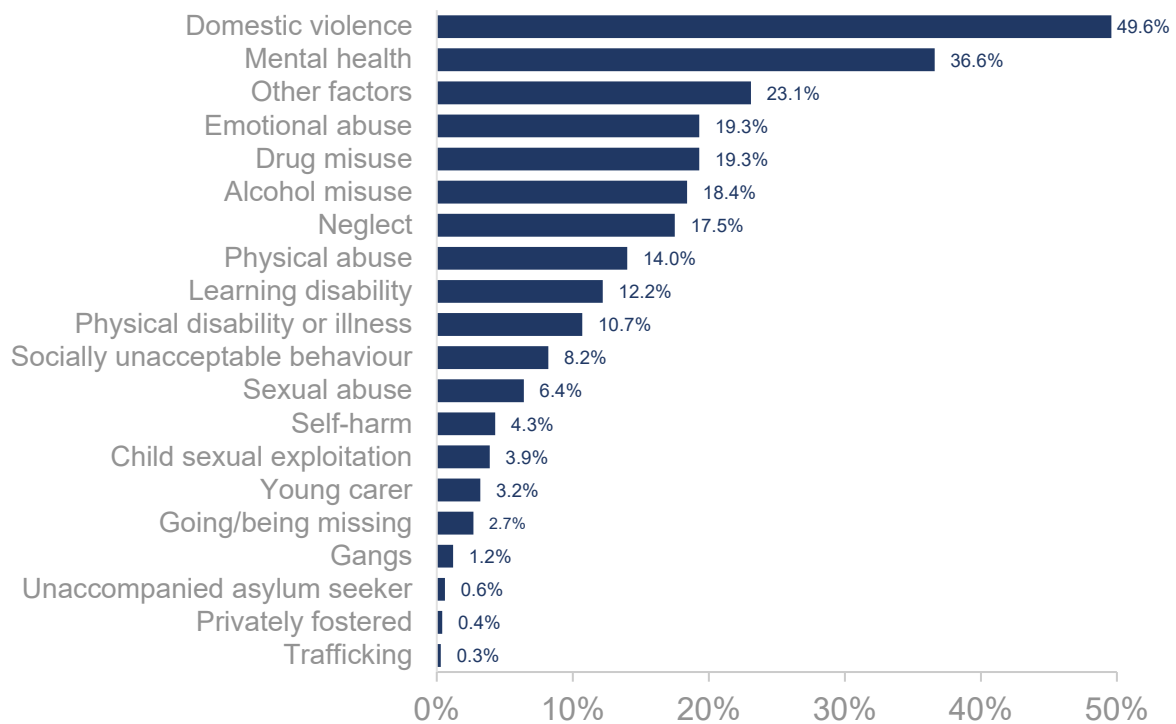
Figure 2.0 - Primary need at assessment for children in need at 31 March 2016



Source: DfE, Characteristics of children in need ([2015-16](#) - Table B3)

Abuse or neglect is the most prevalent primary need for all Children in Need, identified for around half of children (50.6%). This is followed by needs relating to family dysfunction or acute stress, identified for a further quarter of all Children in Need (17.4% family dysfunction; 8.7% acute stress).

**Figure 2.1 - Factors identified at the end of assessment as a percentage of assessments, 2015-16**

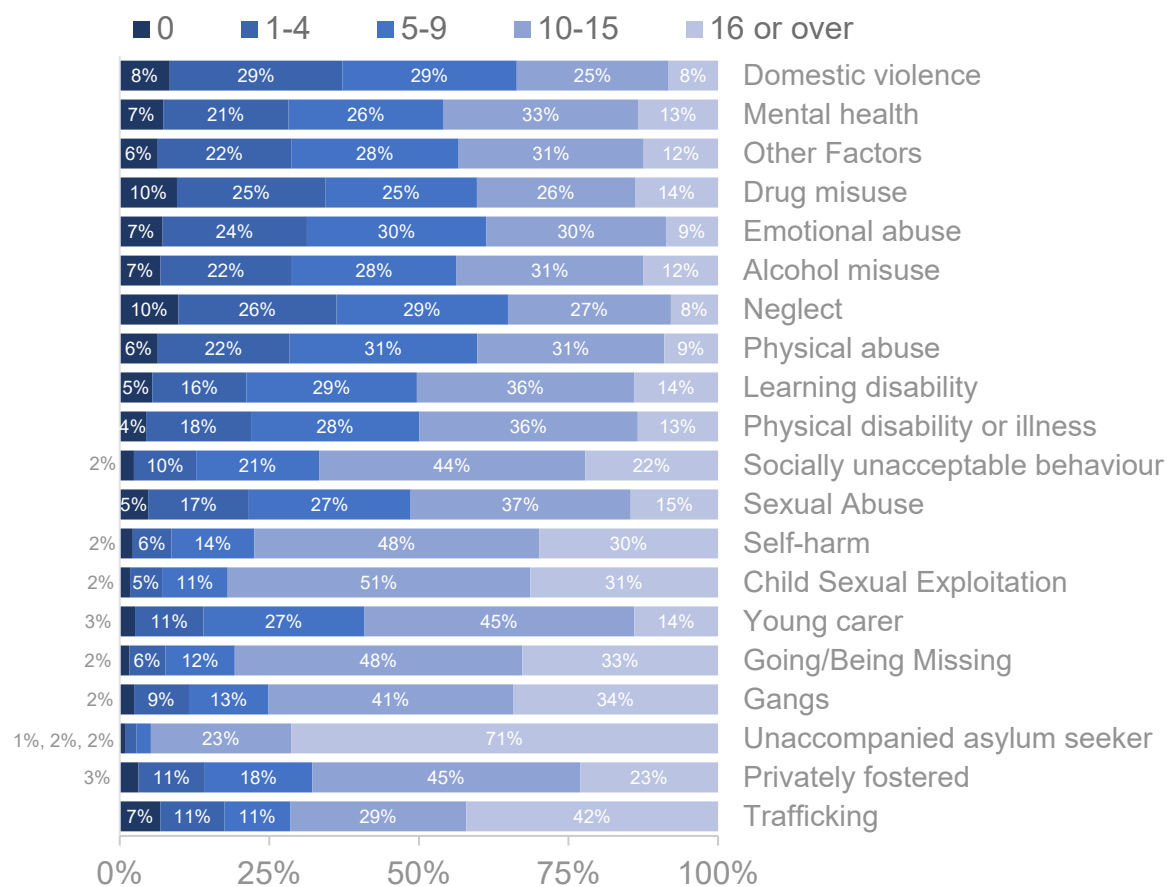


Source: DfE, Characteristics of children in need ([2015-16](#), Table C3)

The factors associated with being a Child in Need can include family-related or child-related factors. The most prevalent factor of need for all Children in Need is domestic violence, a factor in 49.6% of all assessments. Mental health is the next most prevalent factor, including both parental and child mental health, in 36.6% of all assessments. Of the types of abuse (emotional, physical, sexual abuse and neglect), emotional abuse is most often identified as a factor, in 19.3% of all assessments.

## Age

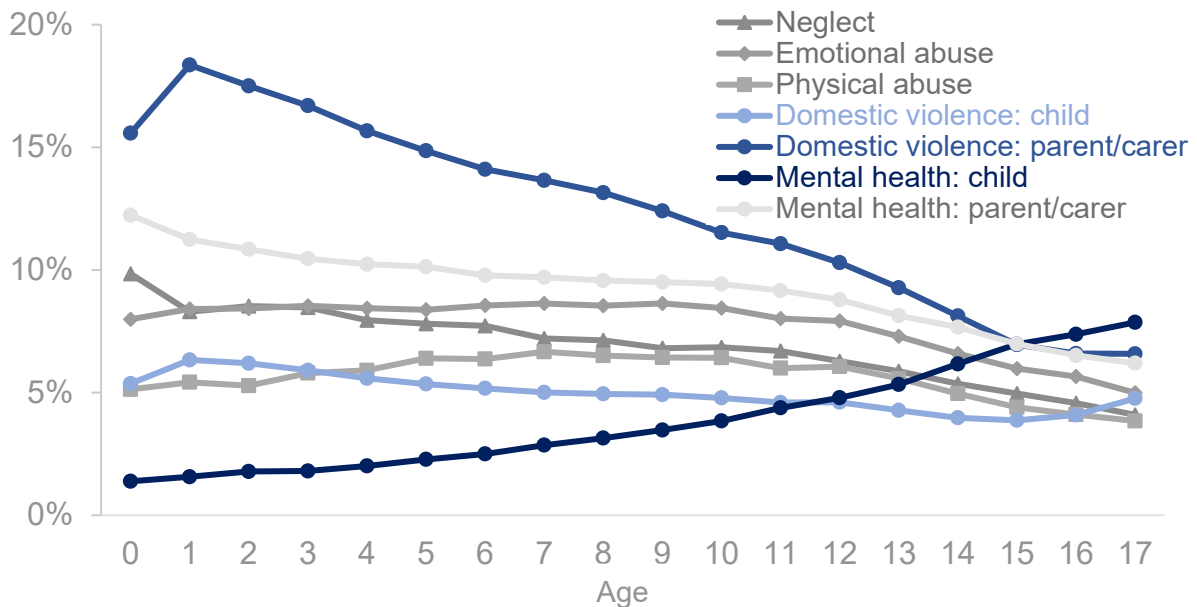
**Figure 2.2 – Factors identified at the end of assessment for children in need by age group, ranked by most common factor, 2015-16**



Source: DfE, Children in Need census 2015-16 (Accompanying Table 5)

Figure 2.2 ranks end of assessment factors by the most common factor, showing that for the top five factors, age distributions are broadly similar although with domestic violence skewed towards younger children. However, some factors at the end of assessment are disproportionately common to older children: child sexual exploitation; being an unaccompanied asylum seeker; gangs; or going missing. Other factors are more commonly associated with younger children: over 66% of those children for whom domestic violence is a factor are under 10.

**Figure 2.3 - Factors at the end of assessment at each age, where 'Abuse and Neglect', 'Domestic violence' and 'Mental health' have been identified, as a percentage of all factors at each age, 2015-16**

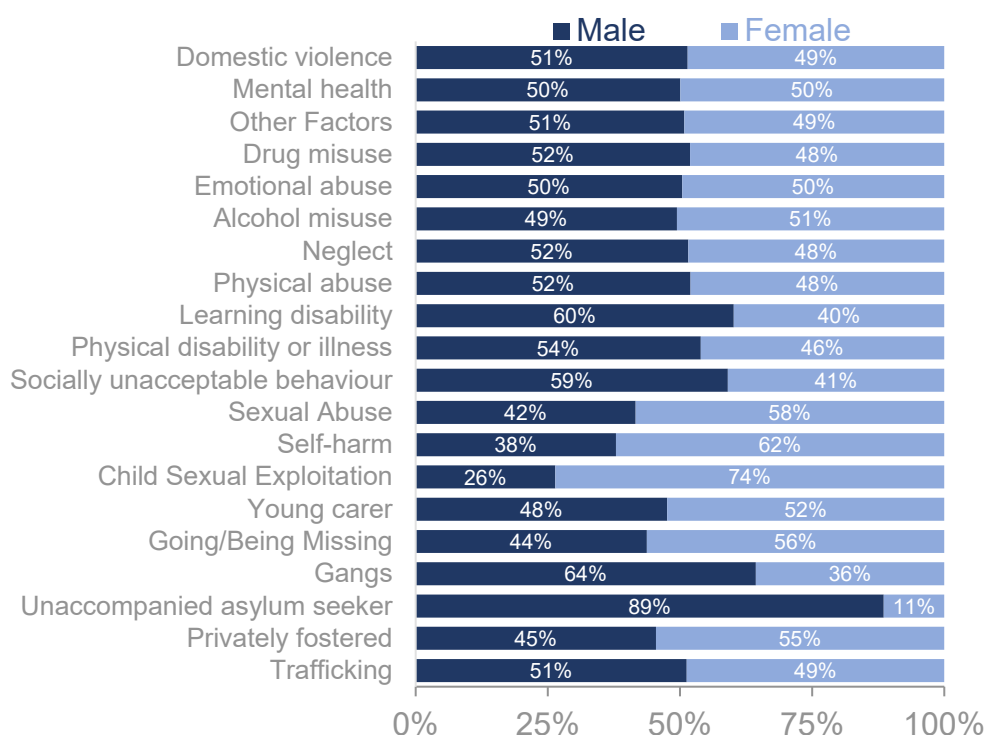


Source: DfE, CIN census 2015-16 (Accompanying Table 6)

For children aged 14 and under, domestic violence related to a parent or carer is the most common factor identified at assessment. However, it gradually becomes a smaller percentage of all factors identified at each age, declining from 18% for children aged 1, to 7% for those aged 17. In contrast, the mental health of the child gradually becomes a larger percentage of all factors identified for older children. At ages 16-17, mental health related to the child is the most common factor identified at assessment: 8% of factors identified.

## Gender

**Figure 2.4 - Factors at the end of assessment by gender, ranked by most common factor, 2015-16**



Source: DfE, CIN census 2015-16 (Accompanying Table 7)

There are also differences in factors identified by gender. Figure 2.5 shows factors at the end of assessment by gender ranked by the most common factors. The most common factors are evenly split across gender, however there are significant differences for less common factors. For example, 74% of those children where child sexual exploitation is a factor are female, while 89% of children who are identified as unaccompanied asylum-seekers are male. Other factors more commonly identified in the assessment of females are self-harm and sexual abuse; while gang involvement and learning disability are more commonly identified in the assessment of males.

## Needs of disabled children

For those Children in Need with a recorded disability, needs may be multi-faceted and extend beyond their disability. While 13% of all Children in Need are recorded as having a disability, 9.6% have disability recorded as their primary need at assessment<sup>14</sup>. 11% of assessments identified a child's disability (physical or learning) as a factor at the end of assessment, and 3% of all assessments recorded these disabilities as the only factors<sup>15</sup>.

## Needs of young carers

All young carers have a right to an assessment of their needs, regardless of who they care for or what type of care they provide. If a local authority considers that a young carer may have support needs, they must carry out an assessment of the child as a Child in Need. The local authority must also carry out such an assessment if a young carer, or the parent of a young carer, requests one.

In 2015/16, there were 14,400 assessments which recorded being a young carer as a factor in the child's episode, either as the only factor or alongside other factors which identified them as a Child in Need<sup>16</sup>.

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<sup>14</sup> Characteristics of Children in Need: [2015-16](#), Tables B2 and B3.

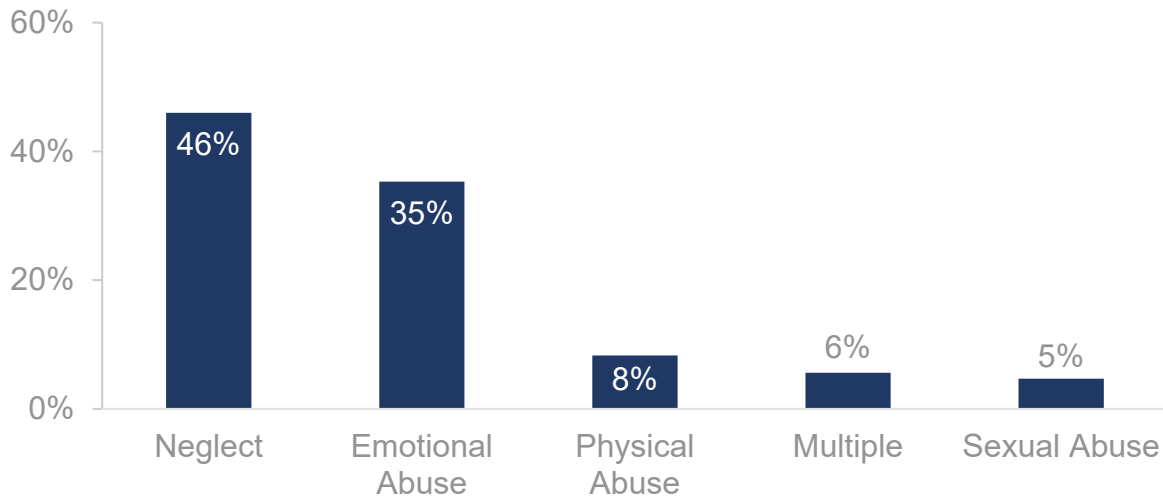
<sup>15</sup> Internal DfE analysis, Children in Need census 2015-16.

<sup>16</sup> Characteristics of Children in Need: [2015-16](#), Table C3.

## 2.2 What causes a child to be on a Child Protection Plan?

For a child to become subject to a Child Protection Plan, there must be reasonable cause to believe a child is suffering, or likely to suffer, significant harm. A decision will be made whether this threshold has been met at a Child Protection Conference. If a child becomes the subject of a Child Protection Plan, the initial category of abuse is recorded.

**Figure 2.5 - Percentage of children subject of a child protection plan at 31st March 2016 by initial category of abuse**



Source: DfE, Characteristics of children in need ([2015-16](#) - Table D4)

For these children, two categories constitute the majority of initial categories of abuse: 46% were recorded as neglect, followed by emotional abuse at 35%.

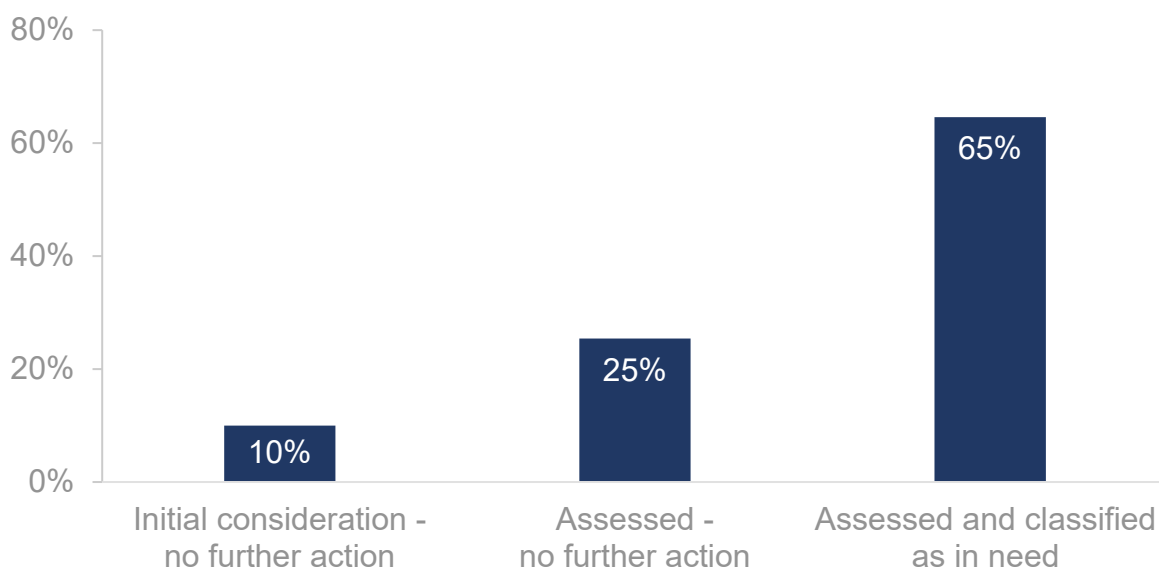
### 3. What are the experiences of Children in Need through children’s social care?

Section 3 looks at experiences of Children in Need through social care, across assessments, length of time in need, reasons for ending episodes of need, and re-referrals.

We see that a significant minority of referrals to children’s social care do not become Children in Need. Looking at durations of need, 26% of all Children in Need open cases have been open for three months or less (including children still being assessed.) Looked after children are most likely to have been in need for longer periods of time, followed by children on Child Protection Plans, then children on Children in Need Plans. We look at re-referral rates and find that over half of closed cases will be re-referred at least once within 6 years.

#### 3.1 Assessment

Figure 3.0 – Percentage of referrals within the year that resulted in no further action, 2015-16



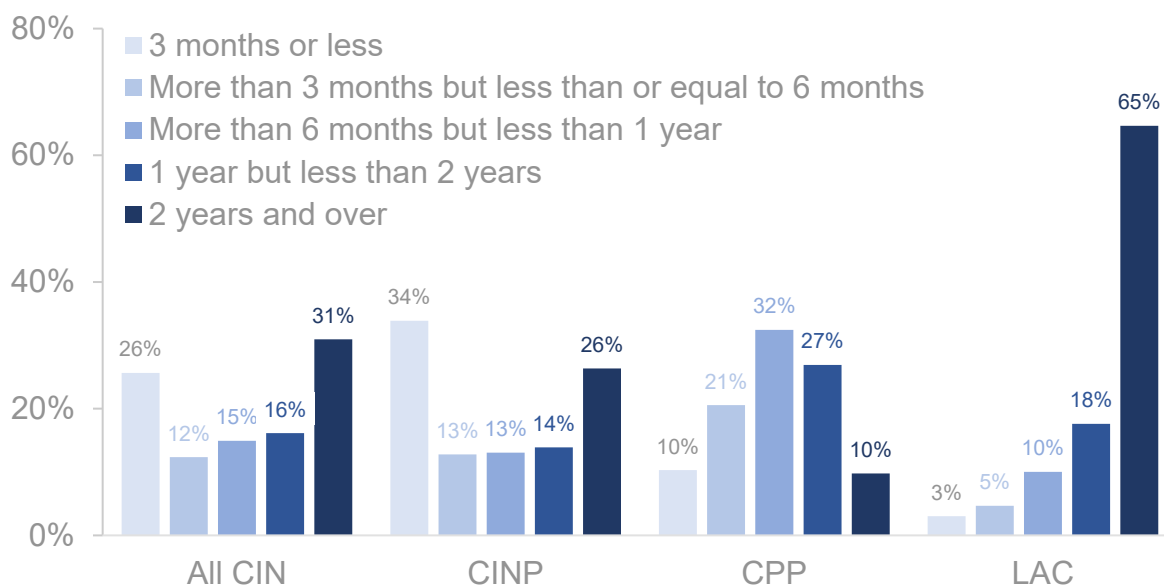
Source: DfE, Characteristics of children in need (2015-16 - Table C1)

The majority of children referred to children’s social care are assessed and decided to be in need – 65% of referrals in 2015-16. In 35% of cases the child is assessed as not requiring statutory support.



## 3.2 Durations of need

Figure 3.1 - Duration of open cases at 31 March 2016 by social care classification



Source: DfE, CIN and LAC censuses 2015-16 (Accompanying Table 8)

Note: Some children in the CIN and P '3 months or less' category have not received an assessment and may subsequently be assessed as no further action needed.

Where children are on a Child in Need Plan, the greatest share have been in need for three months or less (34%). However, this includes children who have been referred to children's social care and are undergoing assessment, or are yet to be assessed, or where it has not yet been decided whether an assessment is needed. Just over a quarter (26%) of Children in Need Plans have been in need for 2 years or more; 35% of these children are disabled<sup>17</sup>.

In contrast, where children are on a Child Protection Plan, the greatest share have been in need between 6 months and 1 year, making up almost a third of children on Child Protection Plan (32%).

The majority of Looked After Children (65%) have been in need for 2 years or more. Only a very small share (3%) of Looked After Children have been in need for 3 months or less.

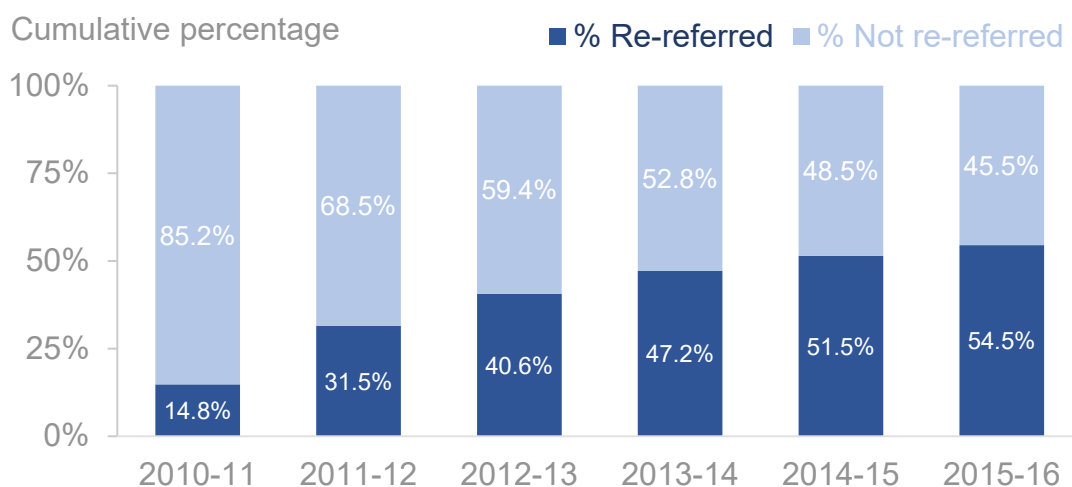
<sup>17</sup> Internal DfE analysis, Children in Need census 2015-16.

### 3.3 Case closures

The reasons for closing a Child in Need case are recorded under a comprehensive list of options, including: 'Step-up of services'; 'If a child becomes an adult'; or 'If a child dies'. Of episodes in need ending in 2015-16, the majority (78%) were closed under the option 'Services ceased for any other reason, including child no longer in need'<sup>18</sup>.

### 3.4 Re-referrals

**Figure 3.2 - Cumulative percentage of children in the 2010-11 referral cohort by re-referrals over the follow-up period 2010-11 to 2015-16, accounting for under 18 eligibility**

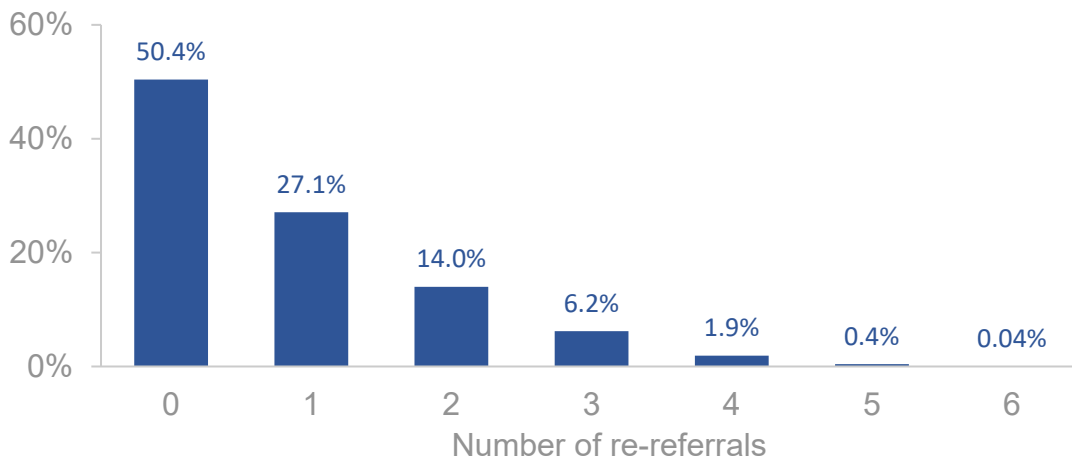


Source: DfE, Analysing repeated referrals to Children's services in England ([2017](#)- Figure 2)

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<sup>18</sup> Source: DfE, Characteristics of children in need ([2015-16](#) - Table B6)

**Figure 3.3 - Percentage of children in the 2010-11 referral cohort by frequency of the number of years with a re-referral in the follow-up period 2010-11 to 2015-16, not accounting for under 18 eligibility**



Source: DfE, Analysing repeated referrals to Children's services in England ([2017](#)- Figure 3)

Just over half (54.5%) of Children in Need who are referred to children's social care, will likely have at least one further referral to children's social care within the next 6 years. Of those referred, 9% of children have 3 or more re-referrals. However, the data only measures re-referrals within the same local authority area, as a child moving to a new local authority area is currently classed as a new case rather than a re-referral.

## 4. What are the characteristics of Children in Need identified in school?

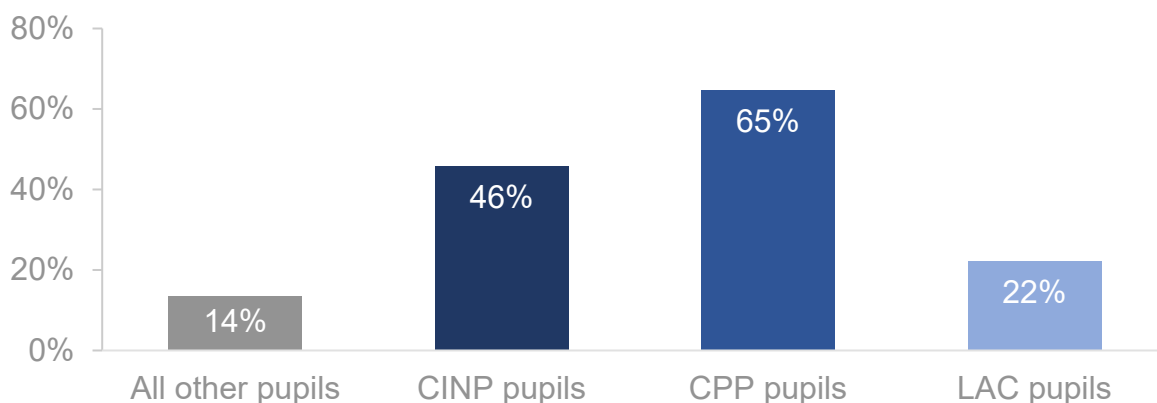
Section 4 looks at the characteristics of Children in Need identified in school, including eligibility for free school meals (FSM) and pupil premium (PP) the prevalence and type of special educational needs (SEN) and new analysis of the children who do and do not receive support in school.

Our data shows significant overlaps between the three categories of: Children in Need; children claiming free school meals; and children with special educational needs. It shows that Children in Need are more likely to claim free schools meals and have special educational needs than all other children, and to have special educational needs that are classed as severe.

As a result, the majority of Children in Need receive additional support in school, including on the basis of their family income, having special educational needs, or their status as a Looked After Child.

### 4.1 Free School Meals

**Figure 4.0 - Percentage of pupils claiming free school meals by social care classification, 2015/16**

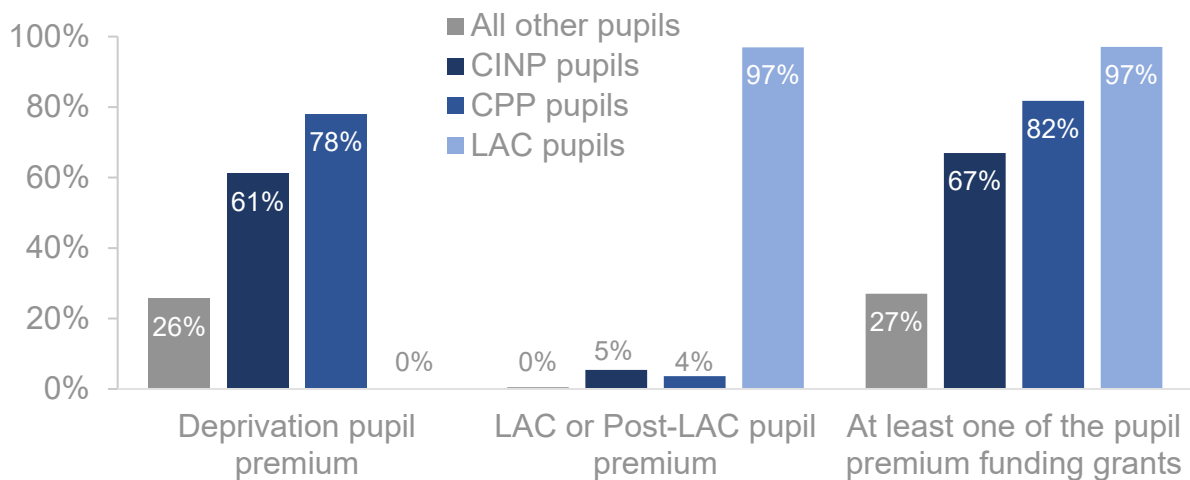


Source: DfE - National Pupil Database (Accompanying Table 9)

Children in Need are disproportionately likely to claim free school meals, a measure of income deprivation based on family earnings. 14% of other children claim free school meals, compared to 46% of children on Child in Need Plans; 65% of children on Child Protection Plans, and 22% of Looked After Children. The relatively higher rate for Child Protection Plans, followed by Children in Need Plans and lower rate for Looked After Children mirrors the trend highlighted in section 1 for IDACI bands of Children in Need across the different social care classifications.

## 4.2 Pupil premium

**Figure 4.1 - Percentage of pupils eligible for pupil premium funding by social care classification, 2015/16**



Source: DfE - National Pupil Database, pupil premium funding data (Accompanying Table 10)

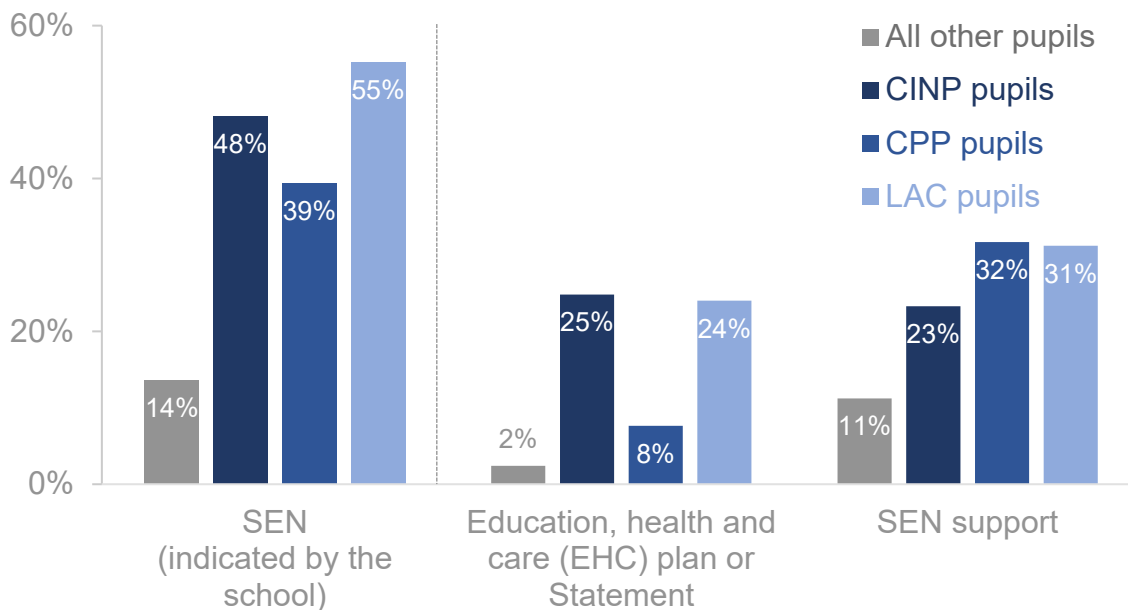
The pupil premium is additional funding for publicly funded schools in England, paid for pupils registered as eligible for free school meals at any point in the last 6 years ('Deprivation pupil premium' in Figure 4.1). Looked After Children and some previously-Looked After Children are automatically eligible for pupil premium at a higher rate ('Looked After Children or Post-Looked After Children pupil premium in Figure 4.1).<sup>19</sup>

Overall and across all social care classifications, Children in Need are more likely than other children to be eligible for the pupil premium. This reflects the high share of children on Child in Need Plans and children on Child Protection Plans claiming free school meals either currently or at any point in the last 6 years, making 61% of children on Child in Need Plans and 78% of children on Child Protection Plans eligible for the pupil premium.

<sup>19</sup> Figure 4.2 shows 97% of LAC as eligible for the LAC or Post-LAC pupil premium. The 3% who have not been flagged are either pupils who are on the school census but the school is not their main provider of education; pupils who are not eligible to pupil premium funding for another reason; or pupils where we have been unable to match data between the schools census and the pupil premium allocations.

### 4.3 Special Educational Needs

**Figure 4.2 - Percentage of pupils with special educational needs and the support provided by social care classification, 2015/16**



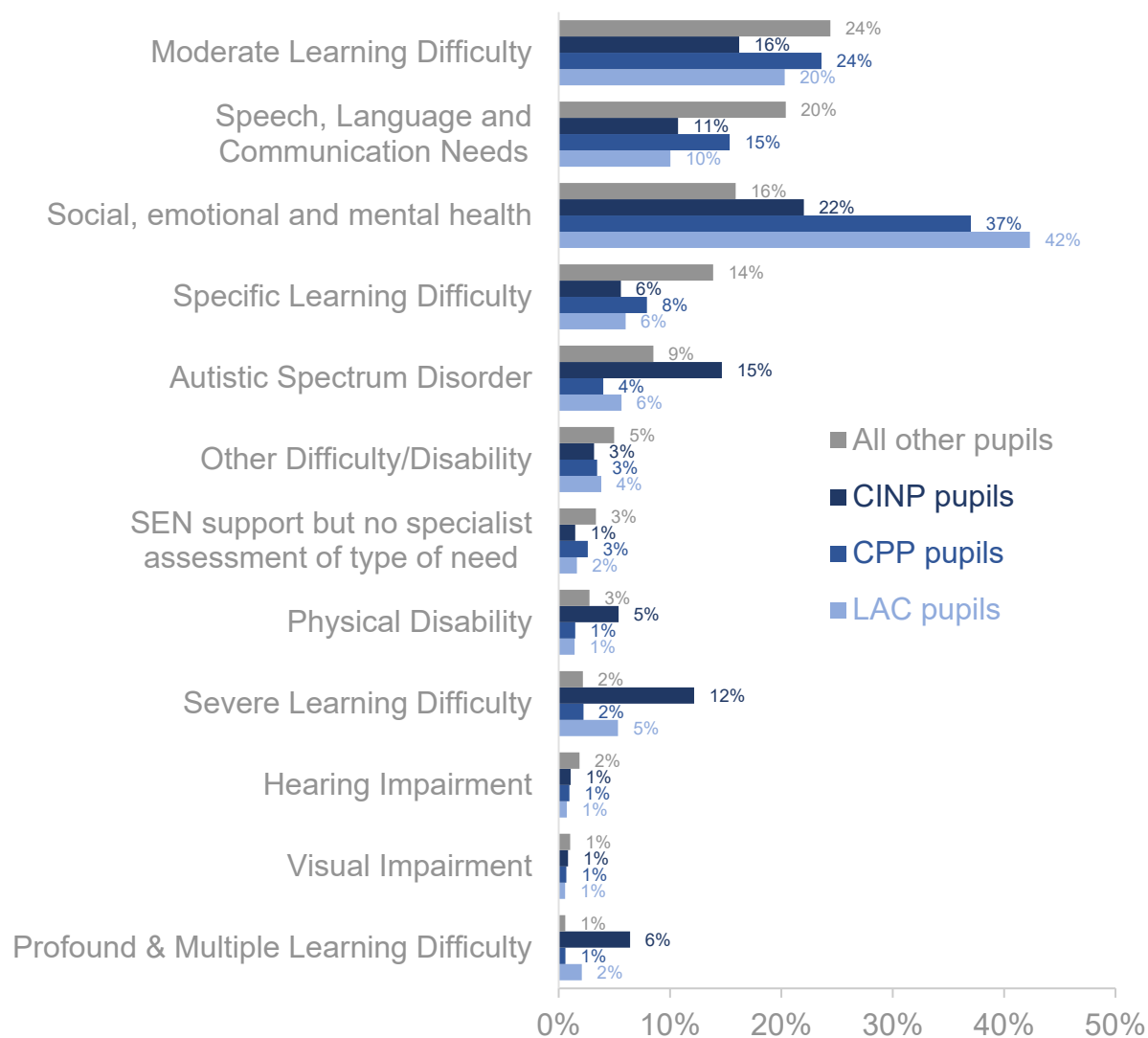
Source: DfE - National Pupil Database (Accompanying Table 11)

Children in Need are more likely than other children to have special educational needs: 49%<sup>20</sup> of all Children in Need are recorded as having special educational needs, compared to 14% of all other children. These needs are also more likely to be classed as severe: 23%<sup>21</sup> of all Children in Need are on an education, health and care plan (or previously, a special educational needs statement), compared to 2% of all other children. Within Children in Need, rates of special educational needs are highest amongst Looked After Children (55%); followed by children on a Child in Need Plans (48%); whilst children on Child Protection Plans slightly less likely than the other social care classifications to have identified special educational needs (39%).

<sup>20</sup> Source: DfE, National Pupil Database (Accompanying Table 11)

<sup>21</sup> Ibid

**Figure 4.3 - Primary need of pupils with special educational needs (indicated by school) by social care classification, 2015/16**

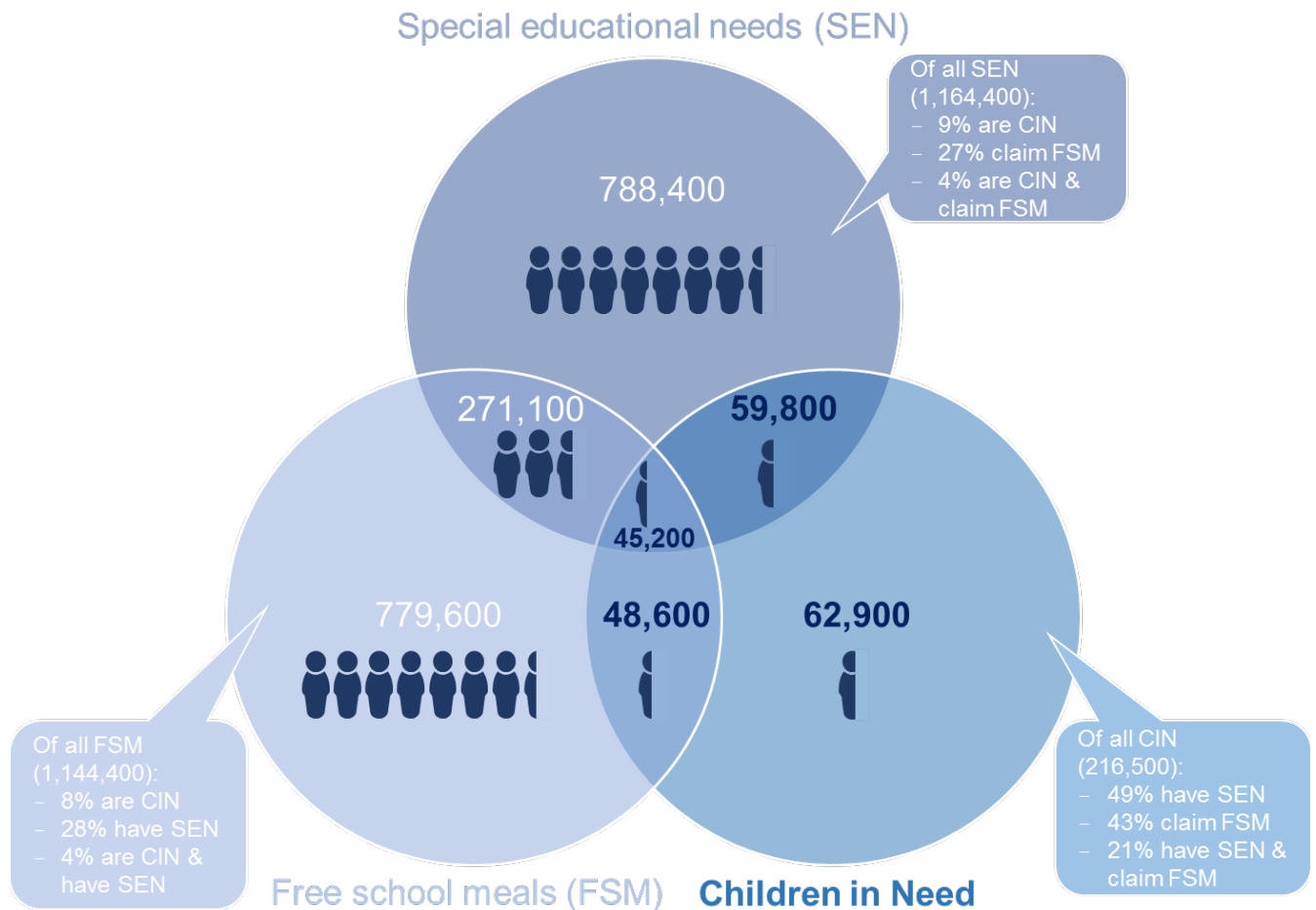


Source: DfE - National Pupil Database (Accompanying Table 12)

Social, emotional and mental health is the most prevalent primary type of special educational need for Children in Need, and Children in Need are more likely than all other children to have this as their primary type of special educational needs. The prevalence of social, emotional and mental health rises as the level of social care need increases, identified in 22% of those on a Child in Need Plan; 37% of those on a Child Protection Plans; and 42% of Looked After Children. As well as overrepresentation of social, emotional and mental health compared to other children, children on a Child in Need Plans also have a significantly higher prevalence of special educational needs associated with severe learning difficulty, and profound and multiple learning disability; and autistic spectrum disorder.

## 4.4 Overlaps in need and eligibility for support

Figure 4.4: Overlaps in need of pupils 2015/16

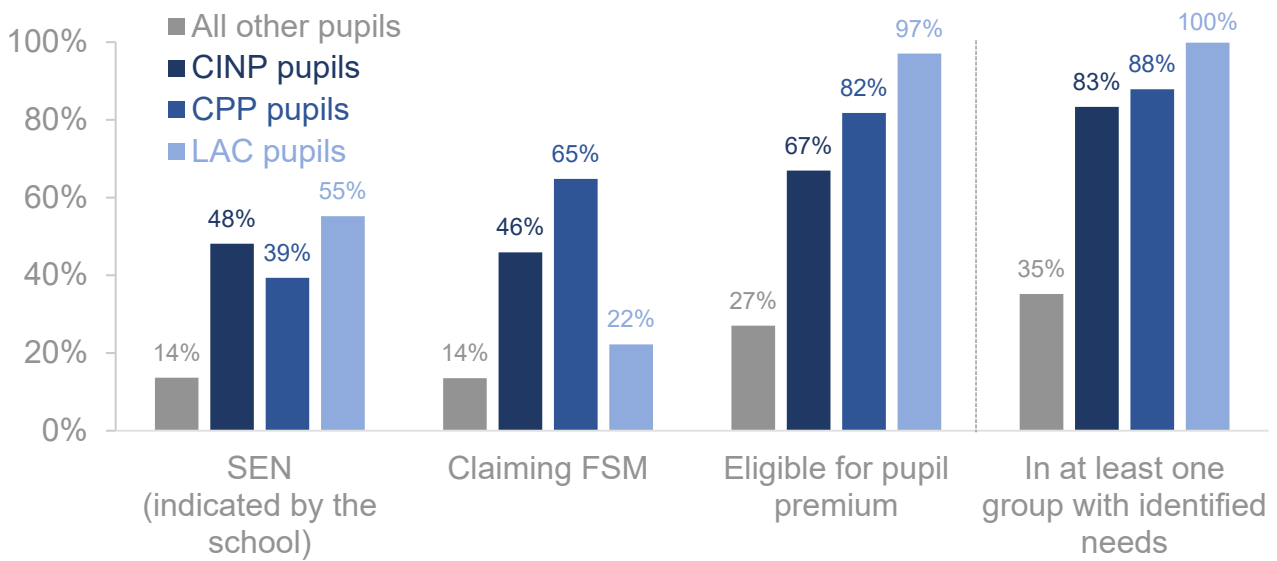


Source: DfE, National Pupil Database (NPD)

There are significant overlaps between Children in Need and other groups of pupils with identified needs. 21% of Children in Need are both on free school meals and have special educational needs.



**Figure 4.5 - Percentage of pupils with special educational needs, claiming free school meals and eligible for the pupil premium by social care classification, 2015/16**



Source: DfE - National Pupil Database, pupil premium funding data (Accompanying Table 13)

Most Children in Need are eligible for additional support at school, either due to claiming free school meals and/or being eligible for the pupil premium, and/or due to having special educational needs and therefore receiving support. All three social care classifications have at least 83% of pupils in at least one of the groups of identified need, contrasting with 35% of all other pupils.

## 5. What are the educational outcomes of Children in Need?

**Section 5 looks at the educational outcomes of Children in Need, across each stage, with analysis of early years and post-16 outcomes, as well as data on outcomes at Key Stage 2 (KS2) and Key Stage 4 (KS4). It includes analysis of educational outcomes for Children in Need with additional characteristics such as having special educational needs.**

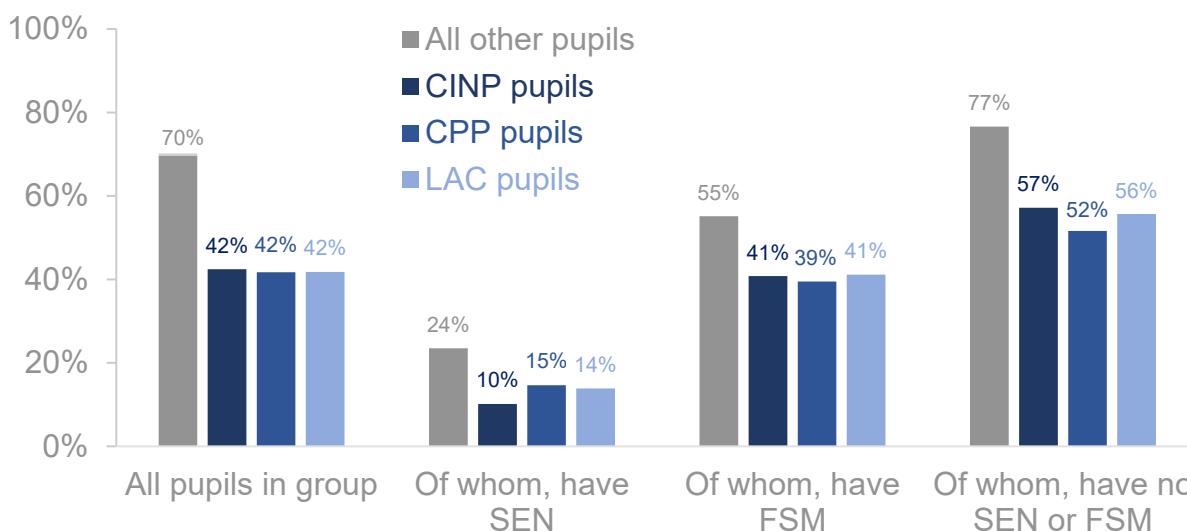
We see that Children in Need typically have far worse educational outcomes than other children. Children in Need are three fifths as likely to meet a good level of development at early years; less than half as likely to achieve the expected standard at KS2; and make less progress at KS4 by about one and a half grades across all subjects than pupils with similar KS2 results.

An attainment gap for Children in Need persists even after accounting for the educational disadvantage associated with being on free school meals or having special educational needs.

## 5.1 How well do Children in Need do at each stage of education?

### Early Years Foundation Stage

**Figure 5.0 - Percentage of pupils reaching a good level of development in the early years foundation stage profile (EYFSP) by social care classification, 2015/16**



Source: DfE - National Pupil Database (Accompanying Table 14)

The EYFSP is assessed by a teacher at the end of the reception year<sup>22</sup>. Children in Need across all social care classifications are around three fifths as likely to achieve a good level of development in the EYFSP than other children (42%<sup>23</sup> of all Children in Need compared to 70% of other pupils). Understanding the early years outcomes of Children in Need requires looking at a breakdown based on the characteristics of Children in Need identified in school, on the basis that a much higher proportion of Children in Need also claim free school meals and/or have Special educational needs (see section 4) – characteristics already associated with lower attainment.

Across all those who neither claim free school meals nor have special educational needs, Children in Need still have lower attainment at EYFSP than other pupils. Around 56%<sup>24</sup> of all Children in Need who neither claim free school meals nor have special educational needs achieve a good level of development compared to 77% of other pupils. This gap suggests that there are factors (other than claiming free school meals or having special

<sup>22</sup>Link to [more information on the EYFSP](#).

<sup>23</sup> Source: DfE, National Pupil Database (Accompanying Table 14)

<sup>24</sup> Source: DfE, National Pupil Database (Accompanying Table 14)

educational needs) associated with being Children in Need, which result in these children having poorer outcomes at EYFSP.

Generally, there is an attainment gap between all pupils and pupils with special educational needs. When looking across those with special education needs, Children in Need with special educational needs are less likely to achieve a good level of development than other children with special educational needs. The combination of being Children in Need and having special educational needs is greater than the impact of being either only Children in Need or only special educational needs.

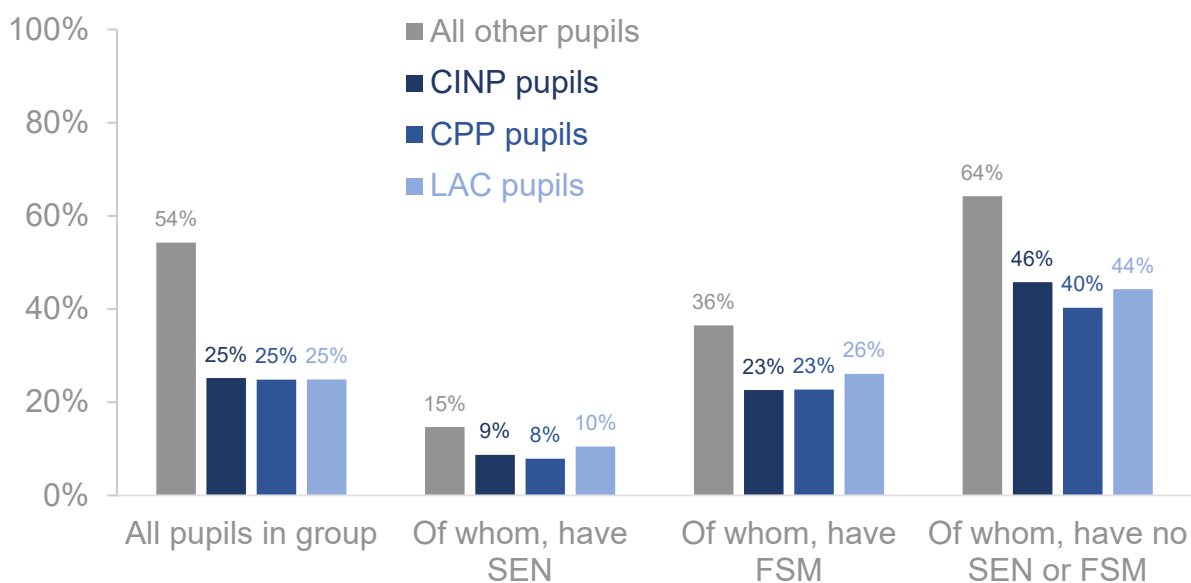
In contrast, claiming free school meals does not appear to have a further impact on Children in Need attainment at EYFSP. There is an attainment gap between all other pupils and those claiming free school meals for all other pupils (70% achieving the expected standard compared to 55%) but that is not the case for Children in Need (42% for all Children in Need compared to 41% for Children in Need claiming free school meals).<sup>25</sup>

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<sup>25</sup> Source: DfE, National Pupil Database (Accompanying Table 14)

## Key Stage 2

**Figure 5.1 - Percentage of pupils reaching the expected level of development in reading, writing and maths at the end of KS2 by social care classification, 2015/16**



Source: DfE - National Pupil Database (Accompanying Table 15)

Children in Need across all social care classifications are less likely to achieve the expected standard in Key Stage 2 (KS2) national curriculum tests in reading, writing and mathematics (25%<sup>26</sup> all CIN versus 54% all other pupils). Children in Need are less than half as likely to achieve the expected standard than all other pupils, showing the attainment gap at KS2 is wider than the gap at EYFSP.

As in the early years, across all those who neither claim free school meals nor have special educational needs, Children in Need still have lower attainment at KS2 than other pupils: 45% of all Children in Need who neither claim free school meals nor have special educational needs achieve the expected level compared to 64% of other children<sup>27</sup>. Again, this gap suggests that there are factors (other than claiming free school meals or having special educational needs) that are associated with being Children in Need, which result in these children having poorer outcomes at KS2.

Generally, there is an attainment gap between all pupils and those with special educational needs. When looking across those with special educational needs, again at KS2, Children in Need with special educational needs are less likely to achieve the expected standard than all other children with special educational needs. Again, the

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<sup>26</sup> Source: DfE, National Pupil Database (Accompanying Table 15)

<sup>27</sup> Source: DfE, National Pupil Database (Accompanying Table 15)

combination of being Children in Need and having special educational needs is greater than the impact of being either only Children in Need or only special educational needs.

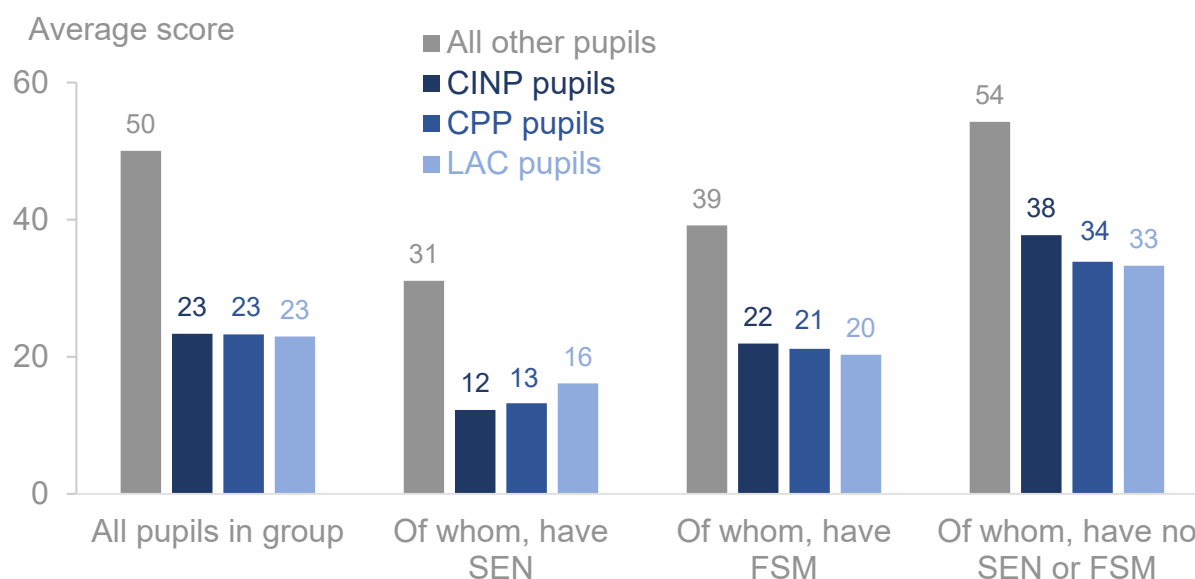
As in the early years, this contrasts with claiming free school meals, which does not appear to have a further impact on Children in Need outcomes at KS2. There is a clear attainment gap between all pupils and those claiming free school meals for all other pupils (54% achieving the expected standard at K2 compared to 36%) but that is not the case for Children in Need (25% for all Children in Need compared to 23% for Children in Need claiming free school meals)<sup>28</sup>.

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<sup>28</sup> Source: DfE, National Pupil Database (Accompanying Table 15)

## Key Stage 4

**Figure 5.2 - Average attainment 8 score at the end of KS4 by social care classification, 2015/16**



Source: DfE - National Pupil Database (NPD) (Accompanying Table 16)

As in the early years and at Key Stage 2, Children in Need across all social care classifications are less likely to reach the same level of performance at Key Stage 4 (KS4). Children in Need are around one third as likely to achieve A\* to C in English and Maths at the end of KS4 than all other children (19% all Children in Need compared to 63% for all other Pupils)<sup>29</sup>. This suggests that the attainment gap between Children in Need and all other children is widest at KS4. Looking at the average attainment 8 scores, as well as A\* to C GCSEs, reinforces this attainment gap. The average score across all Children in Need is 23 compared to an average score of 50 for all other children<sup>30</sup>.

Across all those who neither claim free school meals nor have special educational needs, Children in Need still have lower attainment at KS4 than other pupils: Children in Need who neither claim free school meals nor have special educational needs achieve an average attainment 8 score of 36 compared to 54 for other pupils<sup>31</sup>. This persistent gap throughout school stages suggests that there are factors (other than claiming free school meals or having special educational needs) that are associated with being Children in Need that results in these children having poorer outcomes at KS4.

<sup>29</sup> Source: DfE, National Pupil Database (Accompanying Table 17)

<sup>30</sup> Source: DfE, National Pupil Database (Accompanying Table 16)

<sup>31</sup> Source: DfE, National Pupil Database (Accompanying Table 16)

The attainment gap between all pupils and those with special educational needs also persists at every stage. When looking across those with special educational needs at KS4, Children in Need have lower attainment than other children with special educational needs. It continues to hold that the combination of being Children in Need and having special educational needs is greater than the impact of being either only Children in Need or only special educational needs.

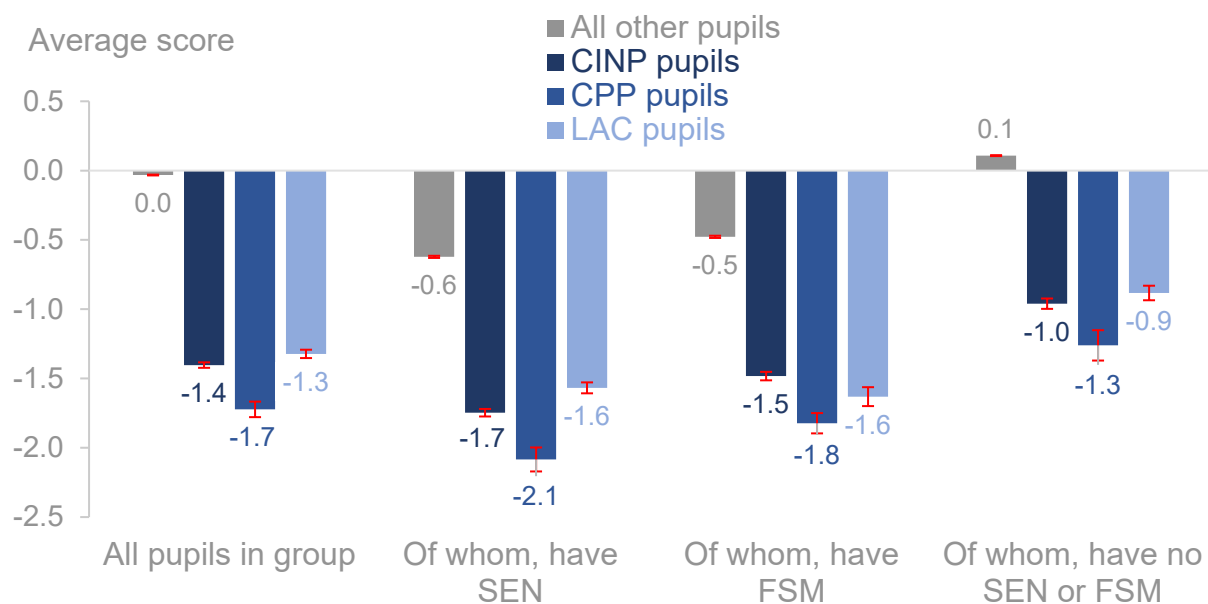
Again, in contrast, claiming free school meals does not appear to compound the Children in Need effect in the same way: the average attainment 8 score for all Children in Need is 23, whilst the average attainment 8 score for Children in Need claiming free school meals is 22<sup>32</sup>.

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<sup>32</sup> Source: DfE, National Pupil Database (Accompanying Table 16)



**Figure 5.3 - Average Progress 8 score at the end of KS4 by social care classification, 2015/16**



Source: DfE - National Pupil Database (Accompanying Table 18)

Note: Confidence intervals are in red

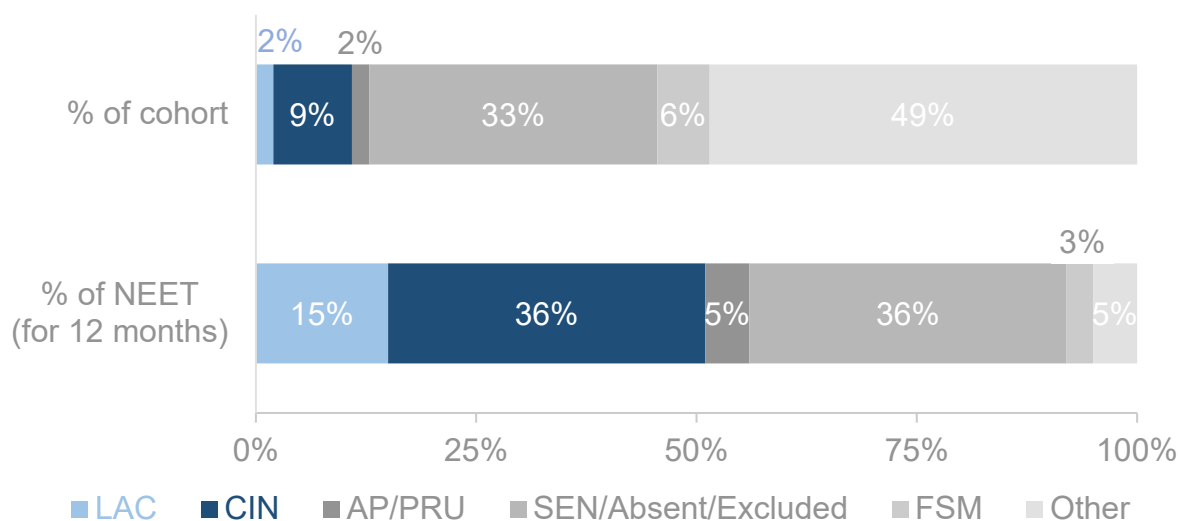
Similar to Attainment 8 and the A\* to C GCSE results, average Progress 8 scores for Children in Need at KS4 are worse than the average scores for all other pupils, with negative average scores across all of the social care classifications. All other pupils have an average Progress 8 score of 0, whereas the averages are -1.4 for Children in Need Plan; -1.7 for Child Protection Plan; and -1.3 for Looked After Children.

This shows that Children in Need make less progress on average relative to other children with similar results at Key Stage 2, indicating that the attainment gap between Children in Need and other children widens between KS2 and KS4.<sup>33</sup> Children on a Child Protection Plan consistently make the least progress.

<sup>33</sup> [Guidance](#) on Progress 8

## Post-16

**Figure 5.4 - Analysis of the cohort who completed KS4 in 2010/11, comparing the characteristics of the entire cohort and the characteristics of the subset who were not in education, employment or training (NEET) for 12 months in 2013/14**



Source: DfE, Characteristics of young people who are long-term NEET (2018- Figure 3)

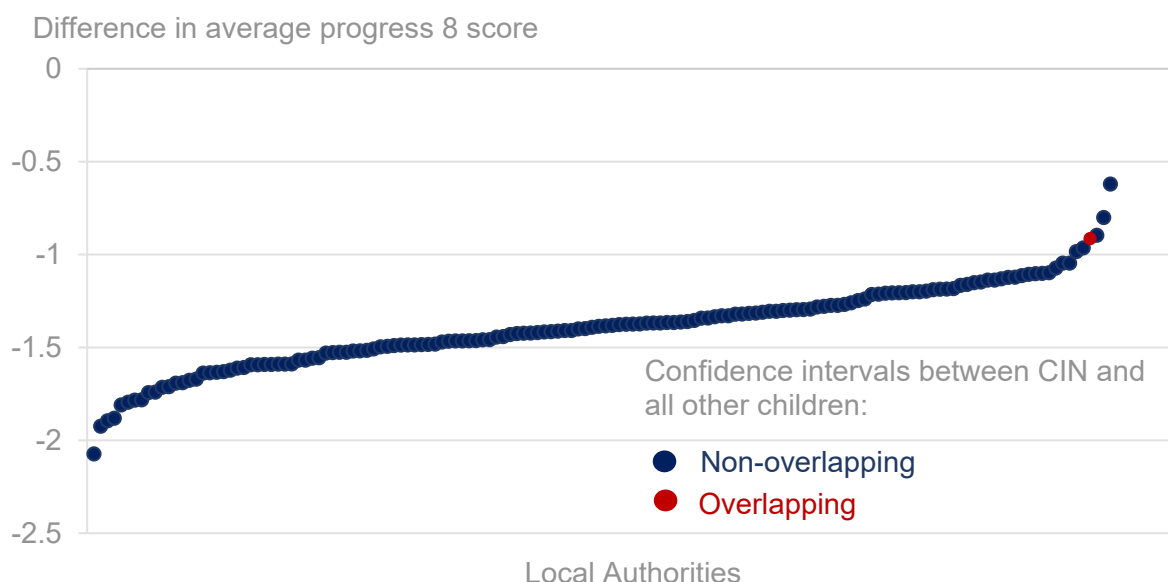
Note: The classifications are created using a risk hierarchy (are not mutually exclusive), according to the following order: Ever LAC between 2008/09 to 2013/14; Ever CIN (including CPP but not LAC) between 2008/09 to 2013/14; Attended AP/PRU; Over 10% absence in key stage 3 or 4, excluded in key stage 3 or 4 or have special educational needs at age 15 (SEN/Absent/Excluded); Eligible for FSM in secondary school; none of these characteristics (Other).

In February 2018 DfE published separate analysis of the characteristics of young people who were NEET for 12 months in 2013/14. This analysis defines 'Ever CIN' as any child who was on a Child in Need Plan or a Child Protection Plan at any point between 2008/09 and 2013/14 and 'Ever LAC' as any child who was a Looked After Child at any point between 2008/09 and 2013/14. Although the social care classifications are defined on a different basis to the rest of the analysis in this document, it nevertheless looks at the outcomes of Children in Need beyond KS4.

Figure 5.4 shows that Children in Need are more likely to become a young adult who is NEET than other children. Ever CIN and Ever LAC make up 11% of the cohort who completed KS4 in 2010/11, but then 51% of those who went onto be NEET for 12 months in 2013/14. Overall, roughly 5% of children in the cohort were NEET for 12 months in 2013/14 compared with 18% of Ever CIN and 37% of Ever LAC.

## 5.2 Where do Children in Need have the best and worst educational outcomes?

Figure 5.5 - The difference in average Progress 8 score between all CIN and all other pupils by local authority, 2015/16



Source: DfE, National Pupil Database (Accompanying Table 19)

A Progress 8 score of zero means pupils in a local authority on average make similar progress from KS2 to KS4 as pupils across England with similar prior attainment, as measured by results at the end of KS2.

Figure 5.5 shows, for each local authority, the difference in the average Progress 8 score between Children in Need and the average Progress 8 score for all other pupils in the same local authority. Across all local authorities the average Progress 8 score for Children in Need is negative compared to that of all other pupils, ranging from approximately -0.6 to -2.1. The difference in Progress 8 scores for Children in Need compared to other pupils varies: from about half a grade lower across all subjects in the local authorities where the difference is smallest, to around two grades lower across all subjects in the local authorities where the difference is greatest.

Looking at the average Progress 8 scores for Children in Need by local authority, the scores themselves also vary: from about a third of a grade lower across all subjects in the local authorities where Children in Need make the most progress, to about two and a half grades lower across all subjects in the local authorities where Children in Need make the least progress (compared to pupils with similar prior attainment).<sup>34 35</sup>

<sup>34</sup> [Guidance](#) on Progress 8

<sup>35</sup> Source: DfE, National Pupil Database (Accompanying Table 19)

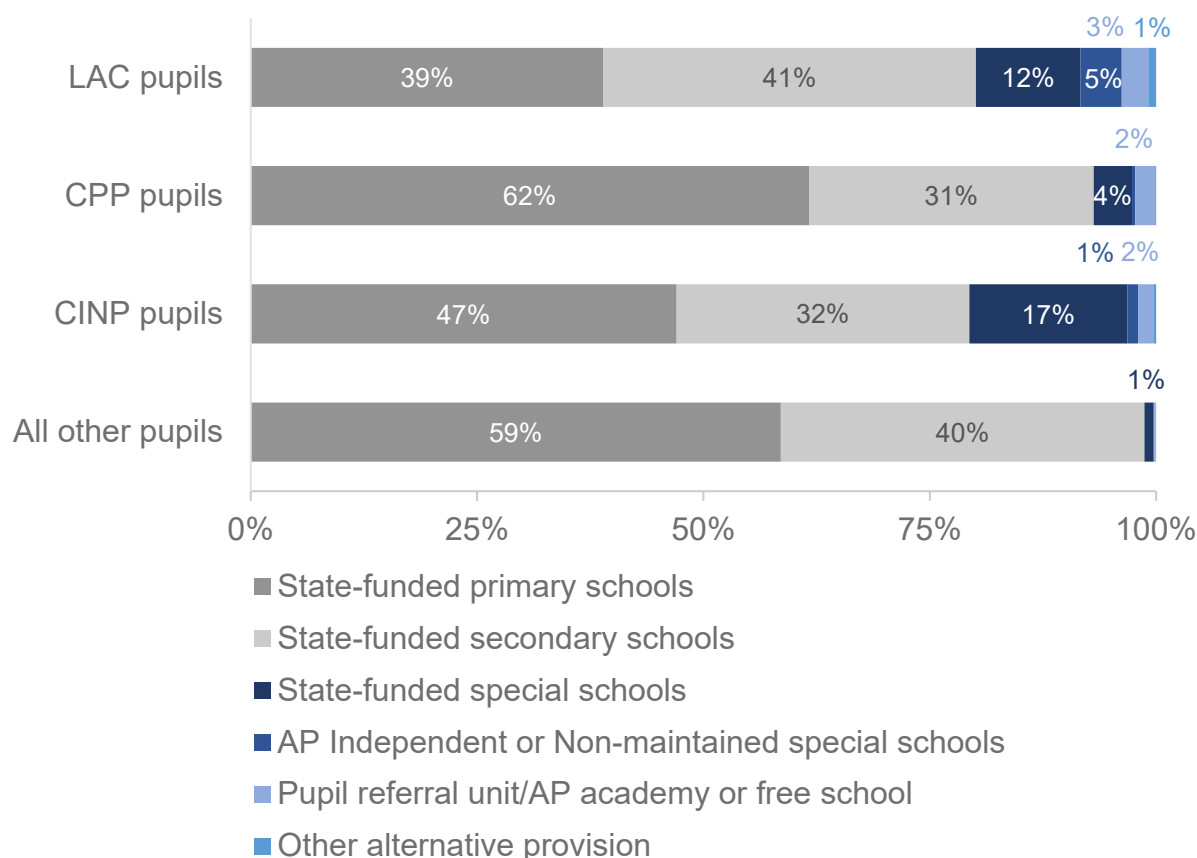
## 6. What is the educational experience of Children in Need?

Section 6 looks at the experiences of Children in Need through school, looking at educational settings, rates of absence and exclusion, and school moves.

We see that children on a Child in Need Plan and children who are looked after are more likely than other children to be educated in settings other than mainstream primary or secondary schools: a comparatively high proportion are in special schools or alternative provision (AP). Where Children in Need are in mainstream provision they are less likely to be in schools rated Outstanding. Children in Need are significantly more likely to be persistently absent from school, to be excluded, and typically move schools more frequently than other children at unusual times.

### 6.1 Where are Children in Need in the educational system?

Figure 6.0 - Distribution of school type within social care classification of pupils, 2015/16



Source: DfE, National Pupil Database (Accompanying Table 20)

While the majority of Children in Need are in mainstream primary or secondary education, they are more likely to attend non-mainstream educational settings than other children: 21% of children on Child in Need Plans are in non-mainstream education, compared to 1% of all other children.

Special schools are the most common non-mainstream setting across all social care classifications. This is unsurprising and likely reflects the greater prevalence of severe special educational needs. Children on Child Protection Plans are overrepresented in special schools, but to a lesser degree than children on a Child in Need Plans and Looked After Children, and that seems to reflect the lower prevalence of children on a Child Protection Plan who have severe special educational needs (see section 4.3).

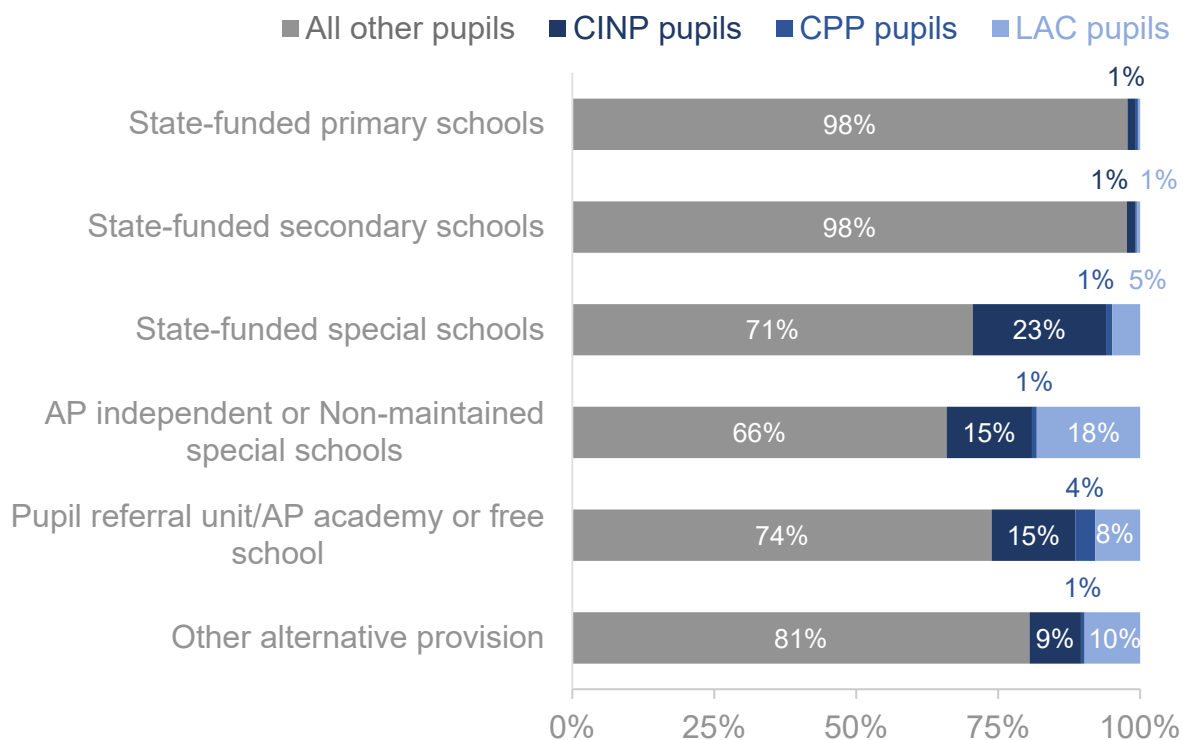
Children can be enrolled in multiple education settings, for example they may attend mainstream school and go to a special school for one day a week. The analysis here, and throughout this document, is based on using a single record per child as recorded in the Schools Census, and therefore only takes account of one education settings that each child attends. From this analysis, it is estimated that whilst only a small proportion of all Children in Need are educated in pupil referral units or alternative provision (at least 4%)<sup>36</sup>, Children in Need are over ten times more likely to attend these educational settings than all other children.<sup>37</sup>

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<sup>36</sup> This analysis is based on one record per pupil from the January 2016 Schools or AP censuses. For pupils recorded in the Schools Census only, it uses the main record. For pupils recorded in both the Schools and AP Censuses, it uses the record from the Schools Census, discounting the record from AP Census. For more details please see the methodology note [\[link\]](#).

<sup>37</sup> Source: DfE, National Pupil Database (Accompanying Table 20)

**Figure 6.1 - Distribution of pupils within school type by social care classification, 2015/16**



Source: DfE, National Pupil Database (Accompanying Table 20)

The proportion of the school population who are Children in Need varies by type of school. On average, Children in Need make up a small share of mainstream school populations: making up 2% of the school population in primary and secondary schools<sup>38</sup>.

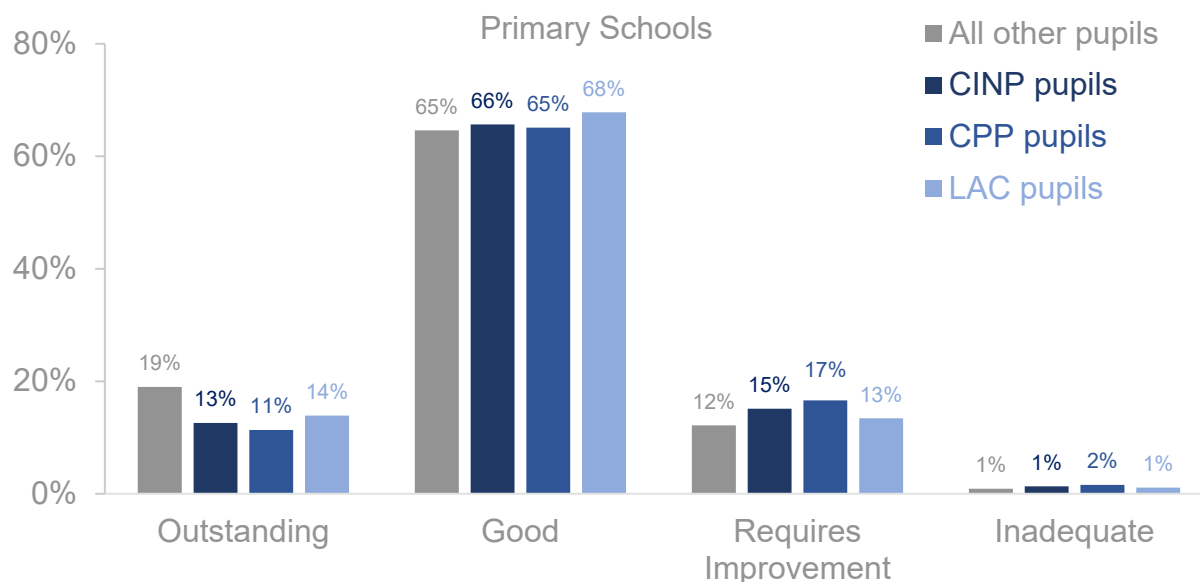
In contrast to this a high proportion of those in non-mainstream education are Children in Need: 26% of all pupils in pupil referral units and alternative provision academies/free schools; 29% of pupils in special schools; and 34% of pupils in alternative provision independent or non-maintained special schools were Children in Need at 31<sup>st</sup> March 2016<sup>39</sup>.

<sup>38</sup> Source: DfE, National Pupil Database (Accompanying Table 20)

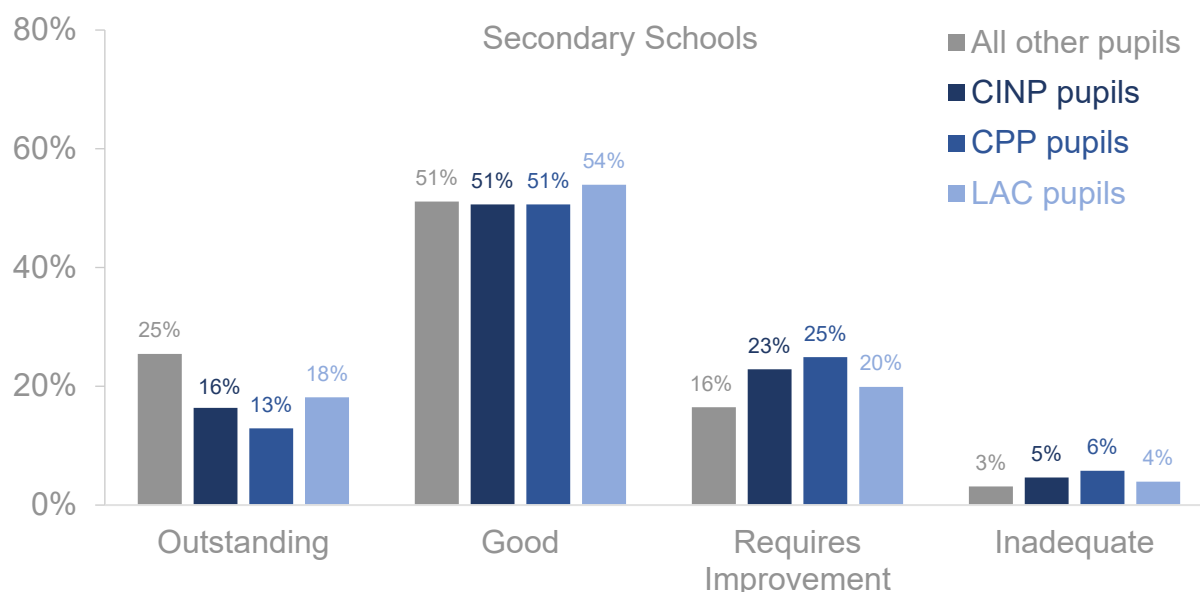
<sup>39</sup> Source: DfE, National Pupil Database (Accompanying Table 20)

## 6.2 What is the quality of the mainstream schools that Children in Need attend?

**Figure 6.2 - Distribution of pupils in primary schools by quality of school and social care classification, 2015/16**



**Figure 6.3 - Distribution of pupils in secondary schools by quality of school and social care classification, 2015/16**

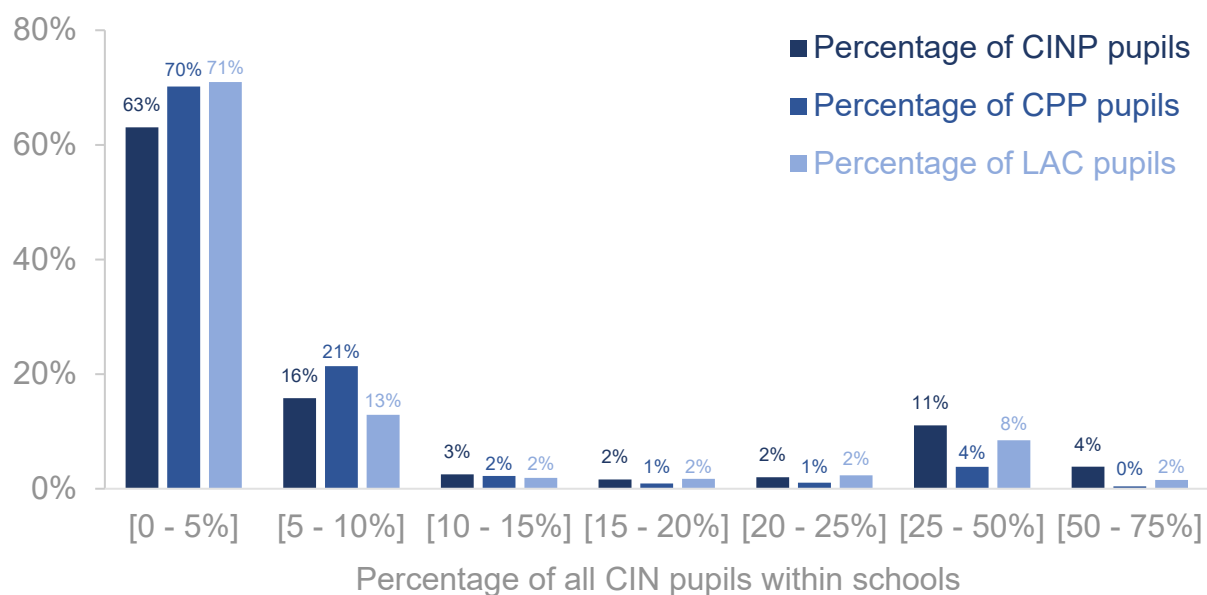


Source: DfE - National Pupil Database and School Ofsted ratings (March 2016), (Accompanying Table 21)

Note: Percentage of pupils within each group with no corresponding Ofsted data are included in Table 21.

Within mainstream schools, Children in Need are less likely to attend a school that is rated Outstanding by Ofsted, more likely to be in a school that is rated either Requires Improvement or Inadequate, and are as likely to attend a Good school.

**Figure 6.4 – Distribution of pupils by percentage of Children in Need within the schools and social care classification, 2015/16**



Source: DfE, National Pupil Database (Accompanying Table 22)

Note: Example of interpretation - 63% of all CINP pupils attend a school where between 0 and 5% of pupils are in the Children in Need group

Most Children in Need are in a school where they make up a small share of the school population: overall, 66% of school-aged Children in Need are in schools where they make up 5% or less of all children.<sup>40</sup> There is a concentration of Children in Need in schools where they make up over 25% of the population, around 13%.<sup>41</sup> The majority of these Children in Need are in non-mainstream education, such as special schools.<sup>42</sup>

<sup>40</sup> Source: DfE, National Pupil Database (Accompanying Table 22)

<sup>41</sup> Source: DfE, National Pupil Database (Accompanying Table 22)

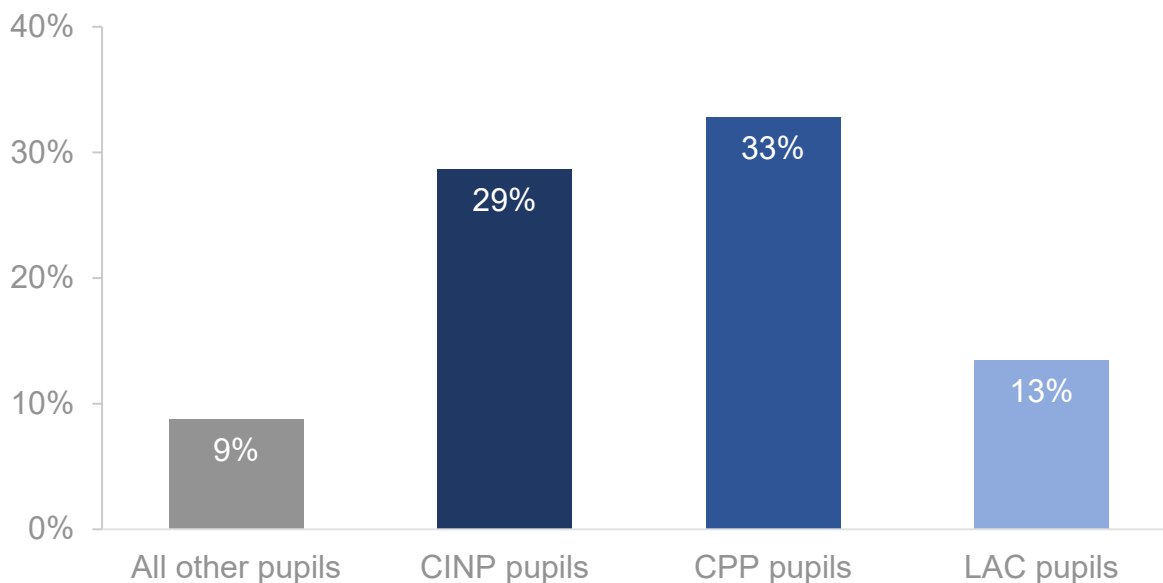
<sup>42</sup> Source: DfE, National Pupil Database (Accompanying Table 22) and internal DfE analysis



## 6.3 How often are Children in Need out of school?

### Absence

**Figure 6.5 - Percentage of pupils who were persistently absent by social care classification, 2015/16**

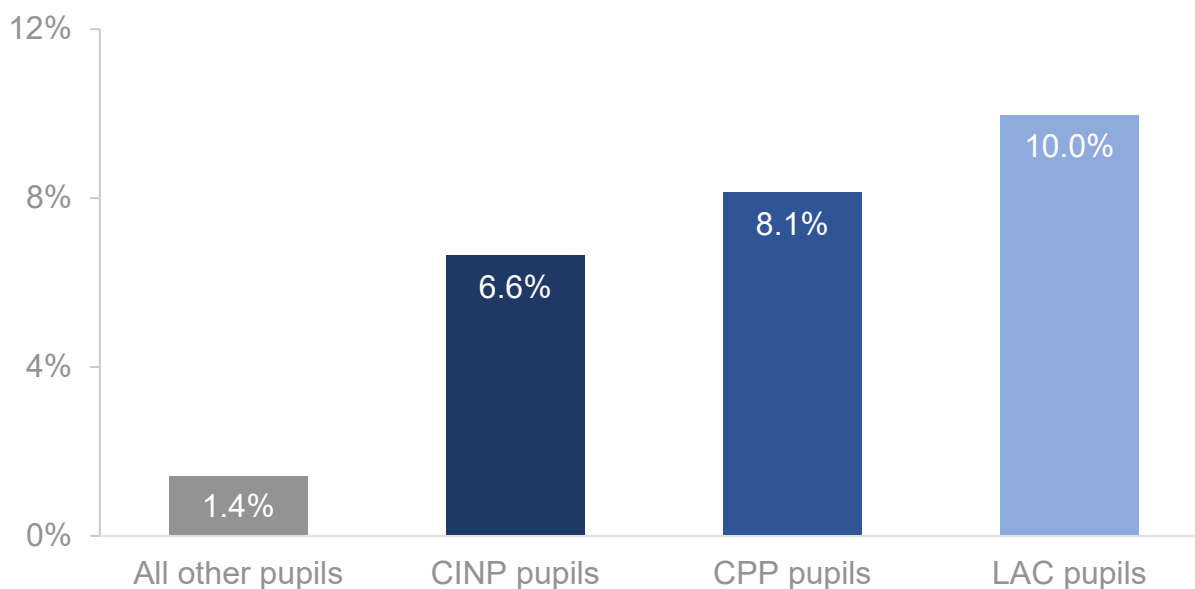


Source: DfE, National Pupil Database (Accompanying Table 23)

Children in Need are more likely to be persistently absent from school than all other pupils, however absence rates vary between the social care classifications. The share of children on a Child in Need Plan and children on a Child Protection Plan who are persistently absent is over three times greater than for all other pupils: 29% of Child in Need Plan and 33% of Child Protection Plan compared to 9% of all other pupils. The persistent absence rate for Looked After Children (13%) is closer to the rate for other pupils.

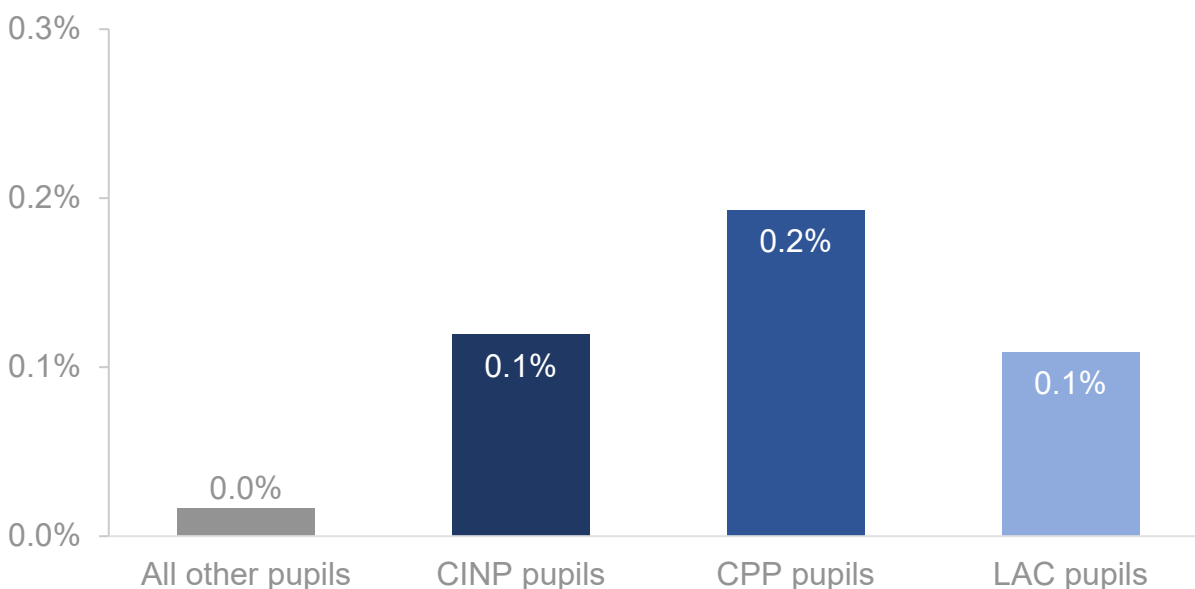
## Exclusions

**Figure 6.6 - Percentage of pupils (in 2015/16) with at least one fixed term exclusion in 2014/15 by social care classification**



Source: DfE, National Pupil Database (Accompanying Table 24)

**Figure 6.7 - Percentage of pupils (in 2015/16) with a permanent exclusion in 2014/15 by social care classification**



Source: DfE, National Pupil Database (Accompanying Table 24)

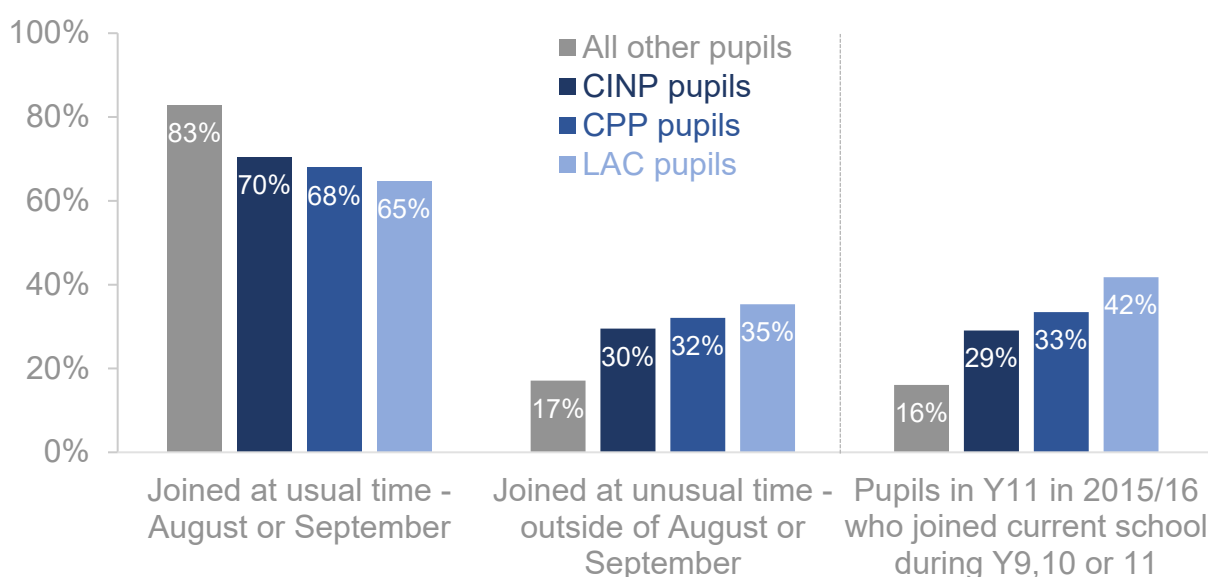
Children in Need are more likely to be excluded permanently or for a fixed term than all other pupils, with overall exclusion rates for all Children in Need at least five times higher than for other pupils: 7.5% of all Children in Need had at least one fixed term exclusion

compared to 1.4% of all other pupils; 0.13% of all Children in Need had at least one permanent exclusion compared to 0.02% of all other children.<sup>43</sup>

The likelihood of Children in Need having a permanent or fixed term exclusion varies between the social care classifications. Children on a Child Protection Plan are the most likely to be excluded permanently. Looked After Children are the most likely to be excluded for a fixed term.

## School moves

**Figure 6.8 – Percentage of pupils by month of school start and social care classification, 2015/16**



Source: DfE, National Pupil Database (Accompanying Table 25)

Children in Need are more likely than other pupils to join a school at an unusual time of year, reflecting a higher rate of in-year admissions: 31% of all Children in Need joined their current school outside the normal school start period (August or September), compared to 17% of other pupils<sup>44</sup>.

Children in Need in year 11 are more likely to have moved school during year 9,10 or 11: 33% of all Children in Need compared to 16% of all other children<sup>45</sup>.

<sup>43</sup> Source: DfE, National Pupil Database (Accompanying Table 24)

<sup>44</sup> Source: DfE, National Pupil Database (Accompanying Table 25)

<sup>45</sup> Source: DfE, National Pupil Database (Accompanying Table 25)

## 7. Next steps on data and analysis

Our analysis in this publication has sought to consider some of the experiences of Children in Need through children's social care and in school. We have begun to identify what causes children to be referred and assessed; the needs of these children and the additional support they receive in school; and their outcomes from the early years of childhood, through education, and into adulthood.

Our intention is that this is only the start of using data – held by the Department for Education, other Government departments and beyond – in order to develop our understanding of the experiences and outcomes of Children in Need.

Yet whilst this publication marks a step forward, we recognise that our understanding is currently limited by the data available to us. Data on Children in Need can be incomplete or inconsistently collected, meaning it can be difficult to infer what is causing differences, as well as to track children across years or as they move through children's social care.

In reviewing the outcomes of and support for Children in Need, we will therefore take forward new work on data:

- **regression analysis** to understand the relative impact of different factors on Children in Need outcomes;
- **new longitudinal and long-term outcomes analysis**, exploring the feasibility of longitudinal analysis through data matching, to better understand child journeys and lifetime outcomes; and
- **improving data collection** in order to fill evidence gaps going forward.

Whilst recognising the sensitivity and ethical considerations around sharing data on Children in Need, we are committed to ensuring that as far as possible, this is an open and collaborative endeavour. Given, for example, the rich data held at a local level, and the extensive analysis already undertaken by researchers and academics, we want to join up our efforts – using and sharing data as an accessible resource.

In doing so, we can generate new insights into the experiences of Children in Need, build a collective understanding of what makes a difference to their outcomes, and develop the evidence of how to support Children in Need to achieve their potential.

## 8. Glossary of terms used

**AP:** Alternative provision

**AY:** Academic year

**CIN:** Children in Need

**CINP:** Child in Need Plan

**CPP:** Child Protection Plan

**DfE:** Department for Education

**EHC Plan:** Education, health and care plan

**EYFSP:** Early years foundation stage profile

**FSM:** Free school meals

**IDACI:** Income Deprivation Affecting Children Index

**KS2:** Key Stage 2

**KS4:** Key Stage 4

**LA:** Local authority

**LAC:** Looked After Children

**NEET:** Not in education, employment or training

**NFA:** No further action (resulting from a referral to children's social care)

**NPD:** National Pupil Database

**Ofsted:** Office for Standards in Education, Children's Services and Skills

**P8:** Progress 8

**PP:** Pupil premium

**PRU:** Pupil referral unit

**SEMH:** Social, emotional and mental health

**SEN:** Special educational need



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