

Children and Young People in State Care in South Australian Government Schools 2008-2017

July 2018

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NOTE ON TERMINOLOGY

The following terms are used in particular ways in this report -

Aboriginal – Reflecting community preference, the term Aboriginal in this report is inclusive of children and young people of both Aboriginal and Torres Strait Islander backgrounds.

DE schools – As of May 2018, the Department for Education and Child Development became the Department for Education.

'In care' or 'in state care' – Refers to children and young people under guardianship, or in the custody, of the Minister.

NESB – We follow Department for Education usage of the term NESB for students from a non-English speaking background.

School aged - Refers to children and young people aged between 5 and 17 years.

Further Information

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1 Introduction

This is the fifth annual report from the Office of the Guardian for Children and Young People (GCYP) about the education participation of children and young people attending Department for Education (DE) schools who are under the guardianship of the Minister. It uses data which has been kindly provided by the Department.

Comment focuses on areas of significant difference between, or changes in results for, children and young people in state care and the equivalent results for all children in DE schools.

No equivalent information is available from the Independent or Catholic school systems. There is a trend over time with a declining proportion of children and young people in care being enrolled in DE schools. Data from the Independent or Catholic school systems would help us gain a fuller picture of the experience of students in care, and its collection should be encouraged.

The GCYP has consulted with children and young people who acknowledge that the benefits of attending school can go far beyond their grades. At school, they can be with friends, learn about new things, and find stability in the same places and faces. They are usually able to do the same things as everyone else their age, and school contributes positively to their social and emotional wellbeing. Aboriginal children and young people in care also highlight the importance of culture and identity and its connection to their education.

Part 6 of this report considers the NAPLAN performance of children and young people in care (undertaken annually by students in years three, five, seven and nine). Data consistently demonstrate that children and young people in care on average achieve lower outcomes in relation to performing at or above the National Minimum Standard in all test areas compared to all enrolled DE students.

What information do we present?

Twenty charts demonstrate the situation of children and young people in care in DE schools in 2017 and over time.

- CHART 1 Proportion of children in care attending Department for Education schools, 2008 to 2017
- CHART 2 Proportion of children in care enrolled in schools compared to the state average - selected demographic categories, Term 3, 2017
- CHART 3 Age groupings of children in care in Department for Education schools, Term 3, 2017
- CHART 4 Proportion of Aboriginal children in care compared with all Aboriginal students enrolled in Department for Education schools 2008 to 2017
- CHART 5 Absence rate comparison, Aboriginal children in care compared to Aboriginal children enrolled at Department for Education schools, Semester 1 2017

¹ The Chief Executive of the Department for Child Protection will undertake the guardianship function when the final sections of the *Children and Young People (Safety) Act 2017* are commenced in October 2018. This is in line with a recommendation of the Child Protection Systems Royal Commission to ensure decision making occurs as close as possible to the child.

- **CHART 6** Proportion of children in care with a disability compared with all students with a disability enrolled in Department for Education schools, 2008-2017
- CHART 7 Primary recognised disability of children in care enrolled in Department for Education schools in Term 3 2017
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- CHART 15 -Percentage of children in care at or above the National Minimum Standards, 2016 and 2017
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- **CHART 17** Non-participation in NAPLAN testing, percentage of eligible children in care in Department for Education schools, 2017
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2 Summary

In South Australia in 2017, 57 per cent of all students in care were enrolled in DE schools. The other 43 per cent may attend in the non-government school system, or are below school-age, and a small number will be non-identifiable for other reasons.

This report demonstrates that for those in care attending DE schools -

- The proportion of school-aged children in care enrolled in DE schools in 2017 was 57 per cent, which is a drop from 61.6 per cent in 2016.
- The proportion of children and young people in care enrolled in DE schools who
 identify as Aboriginal continues to be significantly higher than Aboriginal children and
 young people as a proportion of all children in DE schools (35.4 compared to 6.4 per
 cent in 2017).
- There are lower rates of school absence for Aboriginal students in care compared to the overall population of Aboriginal students attending DE schools.
- A greater proportion of all children and young people in care have learning disabilities compared to the overall DE student population, notably in speech and language skills.²
- The proportion of children and young people in care with an intellectual disability is nearly seven times, and those with a global developmental delay are almost five times that of the rate of disability in the overall DE student population.
- Children and young people in care enrolled in DE schools are more likely to be suspended or excluded than the broader DE school cohort.
- Students in care from non-English speaking backgrounds have an absence rate almost twice that of students from non-English speaking backgrounds who are not in care.³
- There are very high NAPLAN non-participation rates for students in care in DE schools. We know very little about the proficiency of almost half of Year 9 students, almost one-third of Year 3 students, one-quarter of Year 7 students, and just over one-fifth of Year 5 students in care enrolled in DE schools in 2017.
- Withdrawal rates from NAPLAN testing vary by year level and discipline but are significantly higher for children and young people in care compared to the broader DE student population.⁴

² The GCYP submission to the Legislative Council Inquiry into Access to the Education System for Students with Disabilities in September 2015 can be accessed here.

³ This does not account for students who are absent for part of the day.

⁴ Australian Curriculum, Assessment and Reporting Authority 2017, *NAPLAN Achievement in Reading, Writing, Language Conventions and Numeracy: National Report for 2017*, ACARA, Sydney (page 304) viewed 20 June 2018. The full report can be found https://example.com/here.

Information summarised in this report suggests that the circumstances of students in care attending DE schools warrants further attention in some areas, including with respect to -

- speech and language delays experienced by children before and on commencement of school;
- access to appropriate disability support services, for example in relation to intellectual disability (including a focus on whether and how the NDIS will contribute to the necessary support);
- the evidence around the use of disciplinary measures such as school suspension and exclusion and options for alternatives, particularly for younger children;
- monitoring hours of attendance at school so that part-day absences and reducedhours arrangements are reported and minimised;
- the experience of children and young people in care from non-English speaking backgrounds; and
- developing a better appreciation of the reasons for the high non-participation rate in NAPLAN testing and the implications this has for properly understanding the educational experience of children and young people in care.

Education and youth justice detention

In addition to holding the position of Guardian for Children and Young People, Penny Wright has been appointed under the *Youth Justice Administration Act 2016* as Training Centre Visitor (TCV) for the Adelaide Youth Training Centre (AYTC). The program to give effect to this new statutory position is currently under development.

The TCV Program will engage with the Department for Education's Youth Education Centre (YEC) as with all other operational areas of the AYTC in order to meet core independent visiting, advocacy and inspection functions. Details about the YEC can be found here.

In 2016/17, 388 individual children and young people were admitted to the AYTC (sometimes more than once, giving a total number of 887 separate admissions in that period). Of those 388 individuals, 23.2 per cent were female, 48.5 per cent identified as Aboriginal and Torres Strait Islander, and 21.9 per cent were under Guardianship orders at the time of admission. Most were aged between 13 and 17 years of age (some 90 per cent of the total), noting that 10 is the minimum age for admission to youth detention in South Australia.

Consideration of and reporting about the education participation and experiences of children and young people in youth justice detention will be part of the work of the TCV Program in future years.

3 Profile

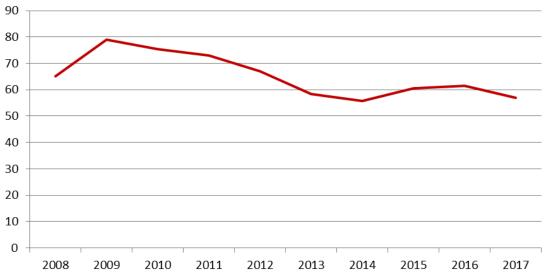
In Term 3 2017, there were 1865 children and young people in care enrolled in DE schools, an increase of 36 students from 2016's data.

Of the 1865 students enrolled in DE schools in 2017 -

- 898 were female (48.2 per cent) and 967 male (51.8 per cent);
- 1207 were enrolled in primary school (64.7 per cent) and 658 were enrolled in secondary school (35.3 per cent); and
- 715 were enrolled in country schools (38.3 per cent) and 1150 were enrolled in metro schools (61.7 per cent).

Children and young people in care attending DE schools represented 1.1 per cent of the DE school student population in 2017 (total of all DE students 173,506). The proportion of all children in care who attended DE schools in 2017 was 57 per cent, which is a drop from 61.6 per cent in 2016. Chart 1 demonstrates the annual proportion of children in care attending DE schools since 2008.

CHART 1 - Proportion of children in care attending Department for Education schools, 2008 to 2017



While the number of children in care at DE schools in 2017 showed an annual increase, the 57 per cent proportion remains lower than the highest rate of 79 per cent reported in 2009. This may reflect a changing age profile of children and young people in care rather than enrolment numbers.

⁵ The proportion of children in care *not* identified in the DE school attendance census includes those enrolled in non-government schools, students under the age of compulsion and students over the age of compulsion who have left school. Data quality may be affected by the inability to match records due to the use of alias names.

Chart 2 compares students in care attending DE schools with all DE students in selected demographic categories in Term 3 2017.

CHART 2 - Proportion of children in care enrolled in schools compared to the state average - selected demographic categories (Term 3, 2017)

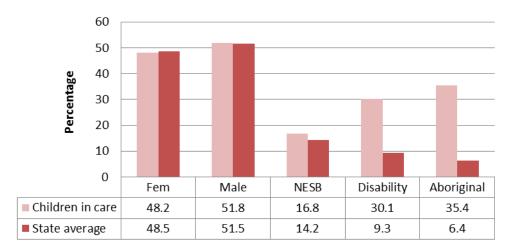
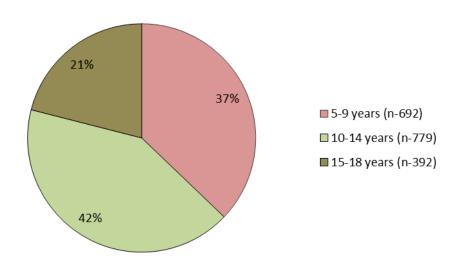


Chart 3 demonstrates the age groupings of of children in care across three age groups in Term 3 2017. The corresponding poportions for all DE students at the same time were 39.6 per cent aged 5-9 years, 36.6 per cent for 10-14 years, and 22.3 per cent for 15-18 years.

CHART 3 - Age groupings of children in care in Department for Education schools Term 3, 2017



Aboriginal and Torres Strait Islander students

The proportion of children and young people in care in DE schools who identify as Aboriginal is substantially higher than Aboriginal children and young people as a proportion of all students attending DE schools.

In Term 3 2017, 660 students (35.4 per cent) of children in care in DE schools identified as Aboriginal, compared to the state average of 6.4 per cent of all students. The below chart demonstrates the trend and growing disparity that can be tracked from 2008 to 2017.

CHART 4 - Proportion of Aboriginal children in care compared with all Aboriginal students enrolled in Department for Education schools 2008 to 2017

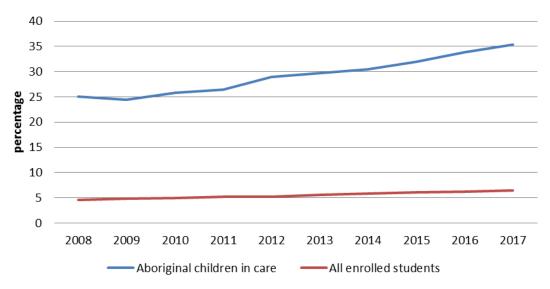
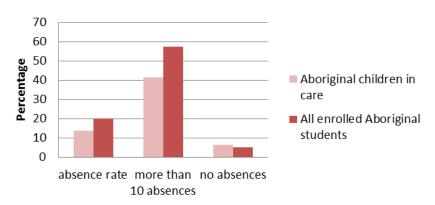


Chart 5 demonstrates lower rates of school absence for Aboriginal students in care compared to the overall population of Aboriginal students in DE schools

CHART 5 - Absence rate comparison, Aboriginal children in care compared to Aboriginal children enrolled at Department for Education schools, Semester 1 2017



Students with disabilities

The proportion of children and young people in care enrolled in DE schools who have an identified disability has continued to be significantly higher than the proportion in the broader DE student cohort.

In Term 3 2017, 561 students in care attending DE schools had an identified disability. This represents 30.1 per cent of children in care attending DE schools, compared to the state average of 9.3 per cent of all students.

2017 figures are very similar to data collected in Term 3 2016, which showed 30.1 per cent of children in care attending DE schools had an identified disability, compared to the state average of 9 per cent of all students.

CHART 6 - Proportion of children in care with a disability compared with all students with a disability enrolled in Department for Education schools, 2008-2017

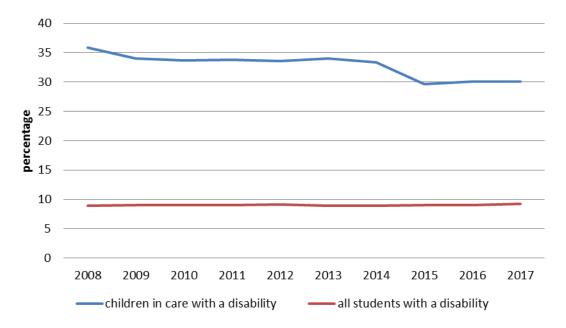


Chart 7 demonstrates the categories of primary disabilities of children and young people in care enrolled in DE schools in 2017. The numbers are too small in some categories to compare children in care with state totals with much utility. In the categories of Language and Communication, Autistic/Asperger's Disorder, Intellectual Disability, Global Developmental Delay and Speech and/or Language, children in care feature more prominently.

Examples are that -

- the proportion of children in care attending DE schools in 2017 with an intellectual disability was almost seven times the proportion of this group within the overall DE student population;
- the proportion for those recorded in relation to speech and language related disability is over three times that of this group within the overall DE student population; and
- those with a global developmental delay are almost five times that of this group within the overall DE student population.

CHART 7 - Primary recognised disability of children in care enrolled in Department for Education schools in Term 3 2017

Primary Disability	Number of children in care in DE schools	As a % of children in care in DE schools	% of all students enrolled in DE schools with a disability
Speech and/or Language	218	11.7%	3.3%
Intellectual disability	192	10.3%	1.5%
Autistic/ Asperger's disorder	71	3.8%	2.8%
Global development delay	40	2.1%	0.5%
Language and Communication	18	1.0%	0.6%
Physical disability	10	0.5%	0.3%
Sensory disability (hearing)	9	0.5%	0.4%
Sensory disability (vision)	3	0.2%	0.1%
Total	561	30.1%	9.3%

⁶ In 2007 the disability categories were revised and 'Language and Communication' was replaced with 'Autistic/Asperger's Disorder', 'Global Development Delay', and 'Speech and/or Language'. As assessments of children are completed, the new categories replace the old.

4 Suspensions and exclusions

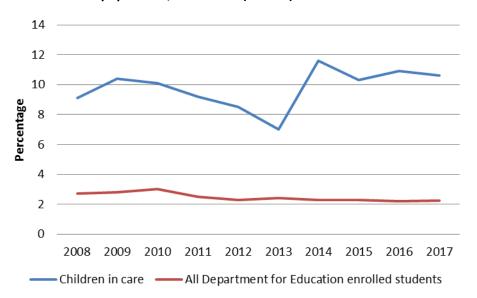
The DE defines suspensions and exclusions as follows -

- Suspension The student does not attend school for one to five school days.
- Exclusion The student does not attend that school for either four to ten weeks, for the remainder of a term or, for students over 16, the remainder of the semester.

Suspensions

Suspensions of students in care decreased steadily from a high rate in 2009, until a low point in 2013. This then rose sharply in 2014, peaking at a suspension rate of 11.6 per cent, remaining steady at rates of just over 10 per cent in 2015, 2016 and 2017. The lower rate for the DE population as a whole has remained steady, sitting just above 2 per cent.

CHART 8 - Rate of suspensions, children in care compared with Department for Education school population, 2008-2017 (Term 2)



During Term 2 2017, there was 308 suspensions of children in care, compared to 5,295 incidents of suspension for other DE students. Some students in both groups were suspended more than once. The data shows that there were 205 suspension incidents of primary students in care, and 103 suspension incidents of secondary students in care. Chart 9 demonstrates the top three reasons why suspensions occurred.

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⁷ See: Suspension & exclusion - Information for parents and caregivers

CHART 9 - Comparison of main reasons for suspension, students in care and all students, Department for Education schools, Term 2 2017

Reason for suspension	Children in care %	All students %
Violence – threatened or actual	48.7%	42.0%
Threatened good order	24.0%	26.1%
Threatened safety or wellbeing	16.2%	15.8%

Exclusions

Children and young people in care enrolled in DE schools are more likely to be excluded than the broader DE cohort, but the small number of exclusion incidents makes it difficult to draw strong conclusions. During Term 2 2017, there was 24 exclusion incidents of children in care, compared to 294 for other DE students, giving a comparative rate of 1.3 to 0.17 per cent.

The following chart demonstrates the increase in numbers of exclusion incidents from Term 2 2016 to Term 2 2017, across both children and young people in care, and the broader DE school population.

CHART 10 - Number of exclusion incidents, Department for Education students compared with children in care, 2016 - 2017 (Term 2)

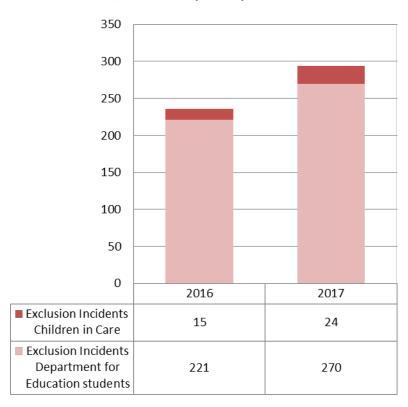
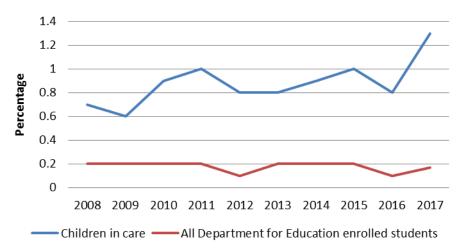


CHART 11 - Rate of exclusions, children in care compared with Department for Education school population, 2008-2017 (Term 2)



5 Absence / attendance

Absence rates for children and young people in care enrolled in DE schools demonstrated in Semester 1 2017 a slightly higher rate (11.6 per cent) than for the overall DE school population (9.4 per cent).⁸ Particular results worth noting are -

- Students in care with a disability have a lower absence rate than that reported for children with a disability in the broader DE school population. This means that students in care with a disability are more likely to be attending school than those who have a disability but are not in care.
- The absence rate for Aboriginal children in care is 13.7 per cent, compared to 20 per cent for Aboriginal students not in care. This demonstrates that Aboriginal children in care are more likely to be attending school than Aboriginal students not in care.
- Conversely, students in care from non-English speaking backgrounds have an absence rate at almost twice that of students from non-English speaking backgrounds who are not in care.
- The absence rate for children and young people in care is higher for secondary students (15.6 per cent) than for those in primary school (9.4 per cent).

It is worth noting that these rates have been relatively steady since the GCYP commenced monitoring in 2008.

CHART 12 - Absence rates for children in care and all Department for Education students, Semester 1 2017

Cohort	number children in care	absence rate % children in care	State absence rate
Total	1,865	11.6%	9.4%
Males	967	12.6%	9.6%
Females	898	10.5%	9.3%
From non-English speaking backgrounds	313	12.7%	7.1%
Disability	561	12.3%	13.5%
Aboriginal and Torres Strait Islander	660	13.7%	20.0%
Country schools*	715	12.3%	10.6%
Metro schools*	1,150	11.1%	8.9%
Primary schools	1,207	9.4%	8.3%
Secondary schools	658	15.6%	11.6%

^{*} Note: Figures are based on the location of the school at which the student is enrolled

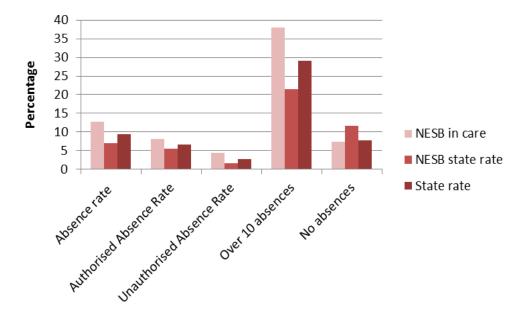
⁸ A small but significant number of students in care attend school for periods of as little as one hour per week by negotiated arrangement. These do not record as absences.

Students in care from non-English speaking backgrounds

The chart below demonstrates the contrast between rates of absence for children and young people in care from non-English speaking backgrounds, all children and young people from non-English speaking backgrounds, and all DE enrolled students. There were 313 'NESB' students in care during this reporting period.

Whilst percentages of absence rates have slightly improved compared to numbers reported in 2016, the gap between each group remains similar. These disparities and their potentially negative implications for the affected children and young people warrants further consideration.

CHART 13 - Absence rates for students in care attending Department for Education schools from a non-English speaking background, all students from a non-English speaking background attending Department for Education schools, and the state rate, Semester 1 2017



6 Literacy and numeracy

National Assessment Program - Literacy and Numeracy (NAPLAN) testing occurs each year for children in years three, five, seven and nine. Data consistently demonstrates that children and young people in care who are in DE schools achieve lower outcomes on average in relation to performing at or above the National Minimum Standard in test areas compared to all enrolled DE students in the relevant categories.

The National Minimum Standard represents the 'agreed minimum acceptable standard of knowledge and skills without which a student will have difficulty making sufficient progress at school', with students not reaching this minimum standard 'likely to need focused intervention and additional support to help them achieve the skills they require to progress in schooling'. ⁹

Chart 14 below demonstrates that if children and young people in care are to achieve their potential, they must continue to be a focus for such intervention.

100 90 80 70 60 50 40 30 20 10 0 Children in Children in Children in DE DE DE care care care Reading Writing Numeracy Year 3 82.9 93.1 81.9 93.1 79.5 93.0 ■ Year 5 81.5 92.0 58.0 87.9 80.9 93.4 ■ Year 7 77.7 93.7 66.7 87.4 90.9 94.8 ■ Year 9 67.8 89.2 38.2 77.4 92.0 94.3

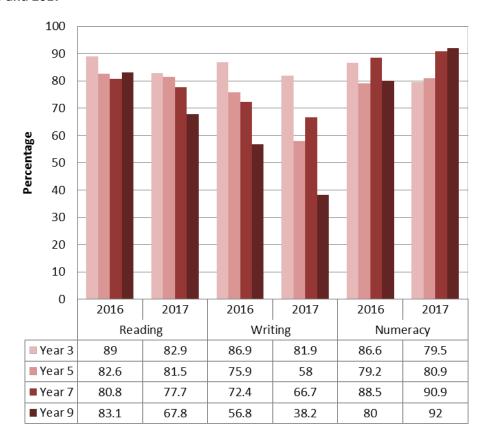
CHART 14 – Percentage of results at or above the National Minimum Standard for students in care compared with all enrolled Department for Education students, 2017

This chart does not include data from students who are exempt, and for reporting purposes, they are deemed to be below the national minimum standard. Exempt students are included in calculations of percentages of students below national minimum standard. ¹⁰

⁹ Australian Curriculum, Assessment and Reporting Authority 2017, *NAPLAN Achievement in Reading, Writing, Language Conventions and Numeracy: National Report for 2017*, ACARA, Sydney (page v) viewed 20 June 2018. The full report can be found here.
¹⁰ Ibid.

Results in 2017 fell in most areas compared to 2016 results, except for numeracy results for Years 5, 7, and 9 which made slight improvements.

CHART 15 - Percentage of children in care at or above the National Minimum Standards, 2016 and 2017



2017 participation and non-participation rates

Six hundred and seventeen (617) children and young people in care, enrolled in DE schools were eligible to participate in NAPLAN testing in 2017. This comprised 171 Year 3 students, 154 Year 5 students, 136 Year 7 students, and 156 Year 9 students. Of those eligible, the average number of students who participated was 142 Year 3 students, 138 Year 5 students, 115 Year 7 students, and 110 Year 9 students.

Children and young people in care all continually have very high non-participation rates. The NAPLAN National Report defines participation as follows -

Participation rates are calculated as assessed students as a percentage of the total number of students in the year level, as reported by the school. Assessed = present + exempt. 11

We must note the caution sounded in the NAPLAN 'commentary on participation' publication in this context –

It is important to note, however, that the relationship between non-participation and achievement has not been established, so it is not possible to comment explicitly on the effect that differences in participation rates might have on achievement.¹²

Acknowledging that participation rates are very low for children in care across all categories, achievement levels for those who do participate consistently show performance rates below other DE students in all categories as demonstrated in Chart 14.

As exemption rates are so high in children and young people in care, the NAPLAN definition of 'participation' (assessed = present + exempt)¹³ is not reflective of the true rates of participation for this cohort. As the numbers of children and young people in care attending DE schools eligible to sit the NAPLAN test is so small, the numbers of exempted students represent a significant proportion.

The table below shows the number of children and young people in care in each year group that participates in NAPLAN testing, compared to the number who were actually tested. The participation rate shown below has defined exempted students as having not participated in NAPLAN testing.

¹¹ Ibid p v.

¹² Ibid p 324.

¹³ Ibid.

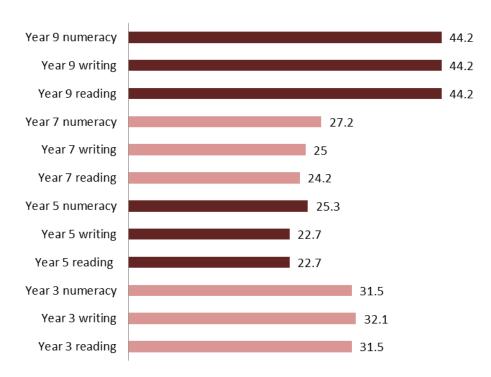
CHART 16 - NAPLAN participation rate of children in care in Department for Education schools by year level and discipline category, 2017

Year and category	Number of enrolled children in care	Number actually tested	Participation rate (%) as a proportion of children in care
Year 3 reading	171	117	68.4%
Year 3 writing	171	116	67.8%
Year 3 numeracy	171	117	68.4%
Year 5 reading	154	119	77.2%
Year 5 writing	154	119	77.2%
Year 5 numeracy	154	115	74.6%
Year 7 reading	136	97	71.3%
Year 7 writing	136	96	70.5%
Year 7 numeracy	136	99	72.7%
Year 9 reading	156	87	55.7%
Year 9 writing	156	87	55.7%
Year 9 numeracy	156	87	55.7%

Many students have valid reasons for not participating in the testing, however the disparity between participation rates of children and young people in care, compared to the participation rates of the broader DE student cohort are concerning, and means that tracking NAPLAN performance for DE students in care is difficult. Further efforts must be made to ensure we have a better understanding of the reasons why these NAPLAN participation rates are so low.

The chart below demonstrates the percentage of eligible children and young people in care attending DE schools who did not participate in NAPLAN testing. This non-participation rate includes those who were granted an exemption from testing. This demonstrates that we know very little about the proficiency of almost half of all Year 9 students, almost one-third of Year 3 students, one-quarter of Year 7 students, and just over one-fifth of Year 5 students in care enrolled in DE schools in 2017.

CHART 17 - Non-participation in NAPLAN testing, percentage of eligible children in care in Department for Education schools, 2017



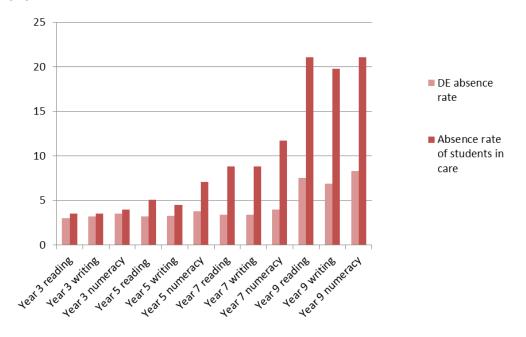
The three charts below demonstrate the disparity between participation rates of children and young people in care, compared to the broader DE student cohort. There are three non-participation categories counted by the DE - absent, exempt and withdrawn.

Absent – Means that students were not present at school when the test was administered. 14

Exempt – Includes students with a language background other than English, who arrived from overseas less than a year before the tests, and students with significant disabilities. Exempt students are included in the calculation of participation rates. Exempt students do not sit the tests. For reporting purposes, they are deemed to be below the national minimum standard. Exempt students are included in calculations of percentages of students below national minimum standard. ¹⁵

Withdrawn - Students may be withdrawn from the testing program by their parent/carer. Withdrawals are intended to address issues such as religious beliefs and philosophical objections to testing. ¹⁶

CHART 18 - Percentage of absences in NAPLAN testing, students in care enrolled at Department for Education schools, compared with Department for Education school population, 2017 ¹⁷



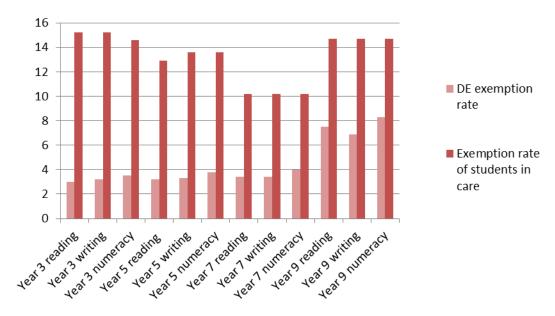
¹⁴ Ibid p vii.

¹⁵ Ibid.

¹⁶ Ibid.

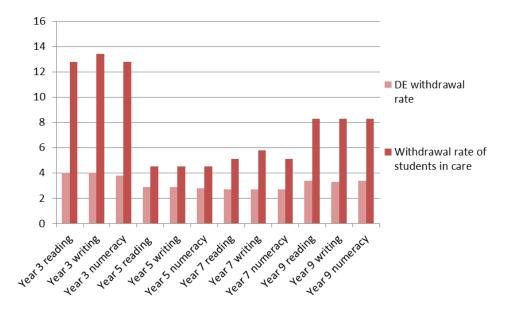
¹⁷ Ibid pp 59, 123, 187, 251.

CHART 19 - Percentage of exemptions in NAPLAN testing, students in care enrolled at Department for Education schools, compared with Department for Education school population, 2017 ¹⁸



Given the higher proportion of children and young people in care with a disability, compared to the broader DE school population (30.1 per cent and 9.3 per cent), exemption rates of students in care would be understandably higher.

CHART 20 - Percentage of withdrawals in NAPLAN testing, students in care enrolled at Department for Education schools, compared with Department for Education school population, 2017 ¹⁹



¹⁸ Ibid.

¹⁹ Ibid.

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Withdrawal rates which are intended to allow students to not participate in NAPLAN testing due to religious or philosophical reasons accounts for a high proportion of non-participation for students in care. For Year 3 students in care, the withdrawal rate is three times higher than students not in care. For Year 9 students in care, with withdrawal rate is over twice that of the broader DE school cohort.