

Gloucestershire's Multi-Agency School Attendance Strategy 2026-2029

Working together to improve school attendance.
Supporting children and young people to thrive
and live lives of choice and opportunity.



Gloucestershire
COUNTY COUNCIL

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Foreword

Every child has a fundamental right to an education, it can be transformative and is instrumental to improving life chances and helping children achieve their potential. Our vision is for Gloucestershire to be a great place to grow up and for our children to thrive and go on to lead lives of choice and opportunity. A great education is key to achieving that vision.

Children missing education are at risk of slipping through the cracks of our education system. We know that children out of school are at greater risk of harm and will miss opportunities their peers will benefit from. The adverse impacts don't stop in childhood and persevere across the life course, impoverishing both the individual and us as a society. This strategy is our call to action, it asks us to work together to tackle the multiple causes and impacts of children missing education, to champion and support good attendance for every child.

Whilst historically rates of persistent absence in Gloucestershire were below the national average, we have seen steep increases over the past 5 years with 19.2% of pupils classified as persistently absent in 2023/24 (13.9% in primary, 25.2% in secondary) compared with 19.6% nationally in the same time period. However, recently published data in March 2026, covering the 2024/25 academic year, shows a reduction in persistent absence to 16.9% (11.9% primary, 22.5% secondary) with 17.8% as the national average.

Our severe absence figures tell a more concerning story with 2.3% of pupils severely absent (primary 0.9% and secondary 3.8%) with the national rate being 2.3% (primary 0.9% and secondary 3.9%). Worse still are the rates and outcomes for children from particular backgrounds and those with additional learning needs.

A study by [Public First, 2023](#) describes school attendance in England as being in crisis and seeks to understand the complex push and pull factors that influence it. The report acknowledges there is no quick fix, if there were, we would already have done it. Schools or single agencies cannot fix attendance on their own, instead we need to improve joined up working between families, partners and agencies if we are to deliver sustainable improvements.

Our strategy seeks to create the conditions to deliver these benefits and it is for this reason that I am delighted to introduce Gloucestershire's Multi-agency School Attendance Strategy 2026-2029. This strategy aims to align and build on existing strengths within our partnership working arrangements to support and achieve good school attendance for all.

We know that both pupils and teachers benefit when attendance is high and that the reasons for non-attendance are multifarious and complex. Focusing on the root causes of absence and removing the barriers to attendance for key groups is the central tenet of this strategy. We will build stronger relationships between agencies and education settings, and between settings, families and our communities. Understanding families, sharing information, communicating, and collaborating effectively will be at the heart of our success, enabling us to take targeted action that helps children attend and thrive in education.

Data is important, we know, for example, that the number of children with absence in the 5-15% range has significantly increased post-pandemic and we will focus some of our targeted action there. We know that attendance barriers for children in this group reduce when there is early intervention in school. So, focusing here could help us target preventative action and aid recovery.

Similarly, we know the transition from primary to secondary school and from Year 7 to Year 8, are critical points where attendance tends to drop off. The drop into Year 7 is particularly marked in the national data for children eligible for free school meals and Gloucestershire is no different, whilst the Year 8 change is evident for all pupils.

The 'Working Together to Improve School Attendance' guidance emphasises a 'Support First' ethos, encouraging the education setting, parents, and other agencies to work together to understand why a child is not attending school and put in place effective solutions to address them. This aligns well with the national Families First Partnership Programme which heralds important changes in the way we will work as a multi-agency team around children and families from the earliest point. It will support us to become a more collaborative system, and to provide the multi-agency support needed by those children facing the more complex barriers that result currently in severe absence.

As Director of Children's Services, I am delighted to support the approaches set out in our Attendance Strategy and know that, by working together, we will secure children's right to education, that they attend school and lay down the foundations for a life of choice and opportunity.

Ann James | GCC Exec Director of Children's Services



Our Vision

The One Plan vision for all children and young people in Gloucestershire.

A great place to grow up where children and young people thrive and live lives of choice and opportunity.

To achieve our vision we commit to four objectives:

- **Equity** – close the gap and eliminate inequalities
- **Access** – right help at the right time for all children
- **Inclusion** – a county where everyone belongs and we celebrate diversity
- **Quality** – effective, outstanding services

We want all children and young people in Gloucestershire to be ambitious and aspirational; by focussing on making attendance everyone's business as a key focus for all front-line services, all pupils on a school roll will be supported to attain the highest possible school attendance. The strategy will also drive the development of supportive and inclusive environments that enable and inspire them to achieve their full potential and maximise their opportunities for the future.

Introduction

The barriers to accessing education are wide and complex, both within and beyond the school gates, and are often specific to individual pupils and families. Good attendance begins with school being somewhere pupils want to be and therefore the foundation of securing good attendance is that school is a calm, orderly, safe, and supportive environment where all pupils are keen and ready to learn.

(Department for Education, 2024)

The roles and responsibilities of schools and academies, local authorities, statutory safeguarding partners and other local partners are clearly set out within the Department for Education's (DfE) [Working together to improve school attendance guidance](#).

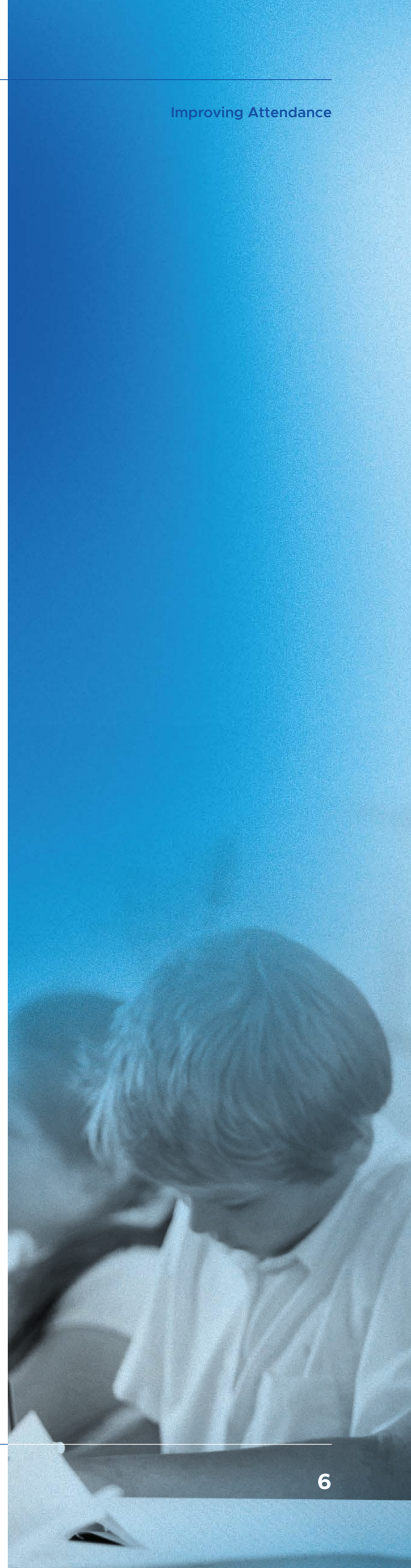
The Law on School Attendance and Right to a Full-time Education

The law entitles every child of compulsory school age to an efficient, full-time education suitable to their age, aptitude, and any special educational need they may have. It is the legal responsibility of every parent to make sure their child receives that education either by attendance at a school or by education otherwise than at a school.

(Department for Education, August 2024)

DfE guidance clearly states that improving school attendance can only be achieved by different organisations working collaboratively to understand and address the root causes of absence.

Partners across Gloucestershire are therefore committed to working together to improve attendance. Underpinning this commitment is the evidence that access to education and regular attendance is key to the holistic development of children and young people; supports health and wellbeing, enhances academic progress and achievements, and consequently impacts on longer-term outcomes.



Context

Attendance rates in Gloucestershire are currently and historically better than both the national and statistical neighbours. However, since the pandemic there has been an increase in rates of persistent and severe absence, closing the gap between local and national averages.

Gloucestershire Attendance Rates 2024/25		National Attendance Rates 2024/25
Overall Attendance in Primary Schools	94.9%	94.8%
Overall Attendance in Secondary Schools	91.7%	91.6%
Primary and Secondary Schools combined (not including special school data) Overall attendance	93.4%	93.3%
Persistent absence in Primary Schools	11.9%	13.0%
Persistent absence in Secondary Schools	22.5%	23.4%
Persistent Absence in Primary and Secondary Schools combined (not including special school data)	16.9%	17.8%
Severely absent in Primary schools	0.9%	0.9%
Severely absent in Secondary schools	3.8%	3.9%
Severe Absence in Primary and Secondary Schools combined (not including special school data)	2.3%	2.3%
Primary and Secondary Schools combined (not including special school data) Attendance for pupils with SEND: <i>SEN support</i> <i>EHCP</i>	90.4% 85.3%	90.2% 87.1%

Gloucestershire Attendance Rates 2024/25		National Attendance Rates 2024/25
Primary and Secondary Schools combined (<i>not including special school data</i>) Persistent absence for children with SEND: SEN Support EHCP	26.9% 35.8%	27.8% 33.4%
Primary and Secondary Schools combined (<i>not including special school data</i>) Severe absence for children with SEND: SEN Support EHCP	4.4% 10.5%	4.4% 8.2%
% of Pupils with at least one part-time or amended timetable absence code	2.4%	2.3%

Data:

[‘Absence rates by geographic level’ for State-funded primary and State-funded secondary in England, Gloucestershire and South West for 2024/25](#)

[‘Absence by pupil characteristics’ for EHC plan, SEN support, State-funded primary and State-funded secondary in England and Gloucestershire for 2024/25](#)

[‘Enrolments with one or more sessions of absence’ for Special, State-funded primary and State-funded secondary in England, Gloucestershire and South West for 2024/25](#)

Whilst the significant social and emotional impact Covid-19 has had on children, families and educational settings will not be fully known for years to come, it cannot be underestimated. Restricted access to early years provision, school closures, and disrupted attendance is highly likely to have impacted on the emotional wellbeing, and a sense of connectedness for children and young people, resulting in a rise in the number of pupils struggling to access education.

The most common reason for absence is illness. Whilst attendance codes for absence from school due to illness do not currently differentiate between physical and mental health, it is evident from local data relating to Section 19 provision and part-time timetables, the majority of these cases are for reasons relating to mental health, and that these figures are higher than ever. As well as the difficulties this creates for children and young people accessing education, the knock-on effect is a rising demand for mental health services.

The push and pull factors contributing to pupil attendance and absence are wide and complex and understanding local and individual context is critical. Recent research ([ImpactEd, July 2024](#)) identifies a range of emerging themes around the challenges pupils and schools face.

These include:

01

- Pupils not having a sense of belonging and/or feeling safe at school

02

- Levels of anxiety and pupil wellbeing associated with attending school

03

- The importance of successful transitions in supporting good attendance, particularly for pupils with SEND and those transitioning from Years 6-7 and Years 7-8

04

- Consequences and sanctions for unauthorised attendance being understood but having limited impact or meaning for some groups of pupils

Furthermore, it appears that these are being exacerbated yet more by the current cost of living crisis and what is deemed to be a 'seismic shift in parental attitudes to school attendance that is going to take a monumental, multi-service effort to change' ("[Listening to, and learning from, parents in the attendance crisis](#)", Public First, 2023).

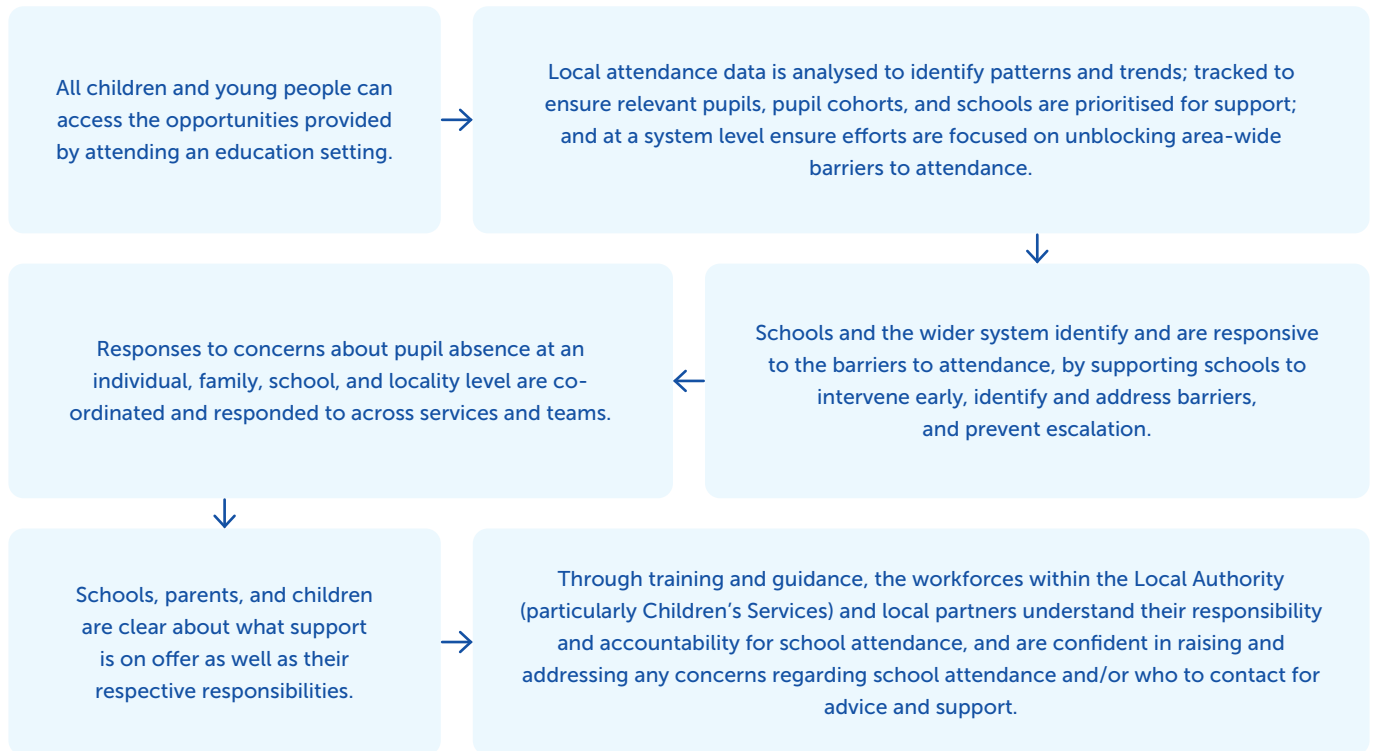
In Gloucestershire, the Local Authority's statutory duties for school attendance (including legal pathways) and tracking pupil movement are overseen by teams within GCC's Education Directorate. This includes a clear offer of training, support, and guidance available to schools. Support and challenge are also undertaken by the Education services where the barriers to attendance are rooted in school / education.

Moreover, school attendance has been a priority for Children's Services leadership within the council as the wider directorate has significant preventative and responsive roles within attendance, especially when barriers to attendance can be rooted in the family, the home, the community and beyond.

As attendance is part of wider pupil welfare, it is regarded as an important protective factor for safeguarding children. The forthcoming Gloucestershire Safeguarding Children Partnership's (GSCP) Education Neglect Strategy and the published GSCP Missing from Home, Care, and Education Strategy both highlight attendance as a significant factor in safeguarding. Partners across the local system including the Constabulary and NHS as well as Social Care and Education are held accountable to the GSCP on the delivery of objectives contained within these strategies.

Purpose

Gloucestershire's Multi-Agency School Attendance Strategy has been developed with and for all local partners to understand their role and enhance ways of working together in a joined up, coherent way, making the best use of resources available, in order to ensure that:



As a result

- All local partners and stakeholders understand the importance of good attendance and their role in this and take a collective responsibility for improving school attendance. There is therefore a consistent, multi-agency response to planning and support put in place.
- There is collective recognition that absence is often a symptom, has root causes, and that improving attendance is part of wider pupil welfare; therefore, this is a key focus for all frontline services and agencies.
- Overall attendance improves; levels of persistent and severe absence reduce.
- Children's safeguarding is promoted because they attend school regularly and any issues are identified and responded to at the earliest opportunity.
- Parents understand their role, responsibility and contribution to their child's wellbeing, achievement, and good attendance, and know where to go to access help and support.

Methodology

This strategy has been developed by an Improving Attendance Working Group overseen by a multi-agency Steering Group and informed by:

Strategy Informed by:

- Department for Education (DfE) Guidance on improving attendance
- Conversations with regional Local Authority Attendance Leads
- Conversations with a DfE Educational Attendance Adviser
- Engagement with a range of local stakeholders, including representatives from across Children's Services, Schools and Academies, parents and carers, SENDIASS, etc.
- Engagement with Health colleagues

The strategy distils learning from audits, case reviews and relevant local and national developments.

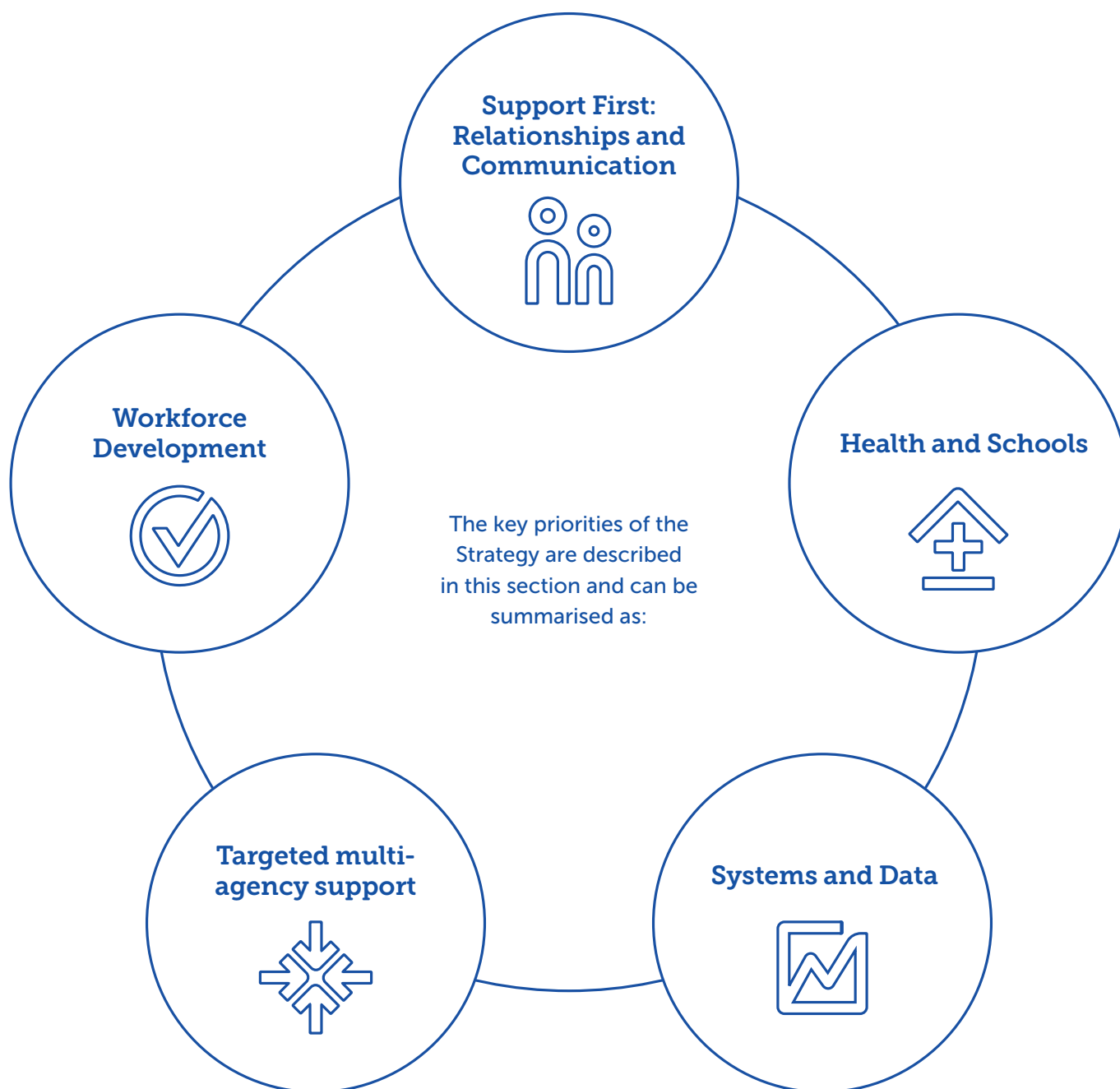
The Improving Attendance Working Group also mapped current data and practice against DfE guidance to identify strengths and areas for strategic development. Strengths were identified in the following areas:

- Information, advice and support via resources available on Schoolsnet that enables schools to self-serve
- Information, advice and support for parents /carers via resources available on <https://www.gloucestershire.gov.uk/education-and-learning/school-attendance-and-exclusions-and-welfare/>
- Education Inclusion Service Attendance Helpline: 01452 427274, or attendance@gloucestershire.gov.uk
- A named Inclusion Officer for every school
- Attendance Network Meetings (ANMs)
- Targeting Support Meetings (TSMs)
- Virtual School advice, support and guidance for children in care including kinship care, children who have a social worker and those previously in care or having a Special Guardianship Order
- Section 19 offer – responding to need
- Navigation hub (multi-agency pilot currently in Gloucester city)
- Multi agency forums to support pupils (TALC/Intervention Circle)

The strategy links to the following strategies and current activity within Gloucestershire, including:

- Gloucestershire's One Plan for children and young people (2024-2030)
- SEND & Inclusion Workforce Development Project
- Gloucestershire's Inclusion Framework for Schools (forthcoming)
- GSCP Education Neglect Strategy (forthcoming)
- GSCP Missing from Home, Care, and Education Strategy
- Gloucestershire Vision for Family Hubs
- SEND & Inclusion Local Area Partnership Improvement Plan
- Education Inclusion Strategy 2022-26
- SEND Strategy 2022-26
- Safeguarding policy and procedural arrangements GSCP's Procedural
- Quality of Care Assessment toolkit
- Gloucestershire All-Age Autism Strategy
- Early Help Strategy Gloucestershire 2026-29
- Gloucestershire's Family First Partnership Programme

Strategic Priorities



Priority 1: Support First: Relationships and Communication

'Successfully treating the root causes of absence and removing barriers to attendance, at home, in school or more broadly, requires schools and local partners to work collaboratively in partnership with, not against families.' (DfE, 2024)

At all stages of improving attendance, schools and partners should work in partnership with pupils and parents collaboratively to remove any barriers to attendance by building strong and trusting relationships and working together to put the right support in place.

How we will do it:

- Support schools to prioritise attendance improvement across the school by supporting Attendance Champions and Attendance Governors to lead on building and growing 'a culture where all can, and want to, be in school' (DfE).
- Support pastoral/attendance/SEN specialist staff in secondary and large primary schools to work collaboratively using the Graduated Pathway to listen and understand barriers, build relationships, and meet the needs of pupils and families, resulting in improving the attendance of the pupils.
- Clear communication framework in place with all stakeholders (schools, partners, parents, pupils and public) through newsletters, Heads Up/Bulletin Board/social media, GCC page, Schoolsnet page, parent/carer organisations/family hubs and health colleagues.
- Provide data-informed, targeted support to schools through the support and guidance of their allocated Inclusion Officer or Special School Linked Officer and through Targeting Support Meetings.
- Provide data-informed, targeted support for schools at system level through the Attendance Network Meetings.
- Work in partnership with trusts at a strategic level to provide co-ordinated support for their schools.
- Develop a multi-agency attendance communication strategy.
- Develop and implement a clear action plan to improving access to education for specific groups of pupils.
- Part Time Timetables (PTTT) and Amended Timetables (ATT) advice, guidance, and resources is extended to support schools and partners with their responsibilities.
- Embedding the attendance resources and related training developed by the Educational Psychology Service, Education Inclusion Service, GHLL and partners
([for example Supporting children and young people experiencing barriers in school attendance](#))

Priority 2: Health and Schools

The development of a shared understanding that will provide guidance on pathways and support available for managing pupil absences from school where medical reasons are cited and focus on improving data sharing and communication between health professionals and schools in Gloucestershire to support the health and well-being of students.

How we will do it:

- Clarify roles and responsibilities of health providers and education settings in Gloucestershire in respect of illness absence – including where responsibilities start and stop.
- Clarify information sharing arrangements between health professionals and schools in Gloucestershire in relation to the management of illness absence.
- Clarify information, guidance and pathways on the options schools have for the management of illness absence. This includes being clear about the role of School Nursing, health services and the Children's Services directorate at Gloucestershire County Council.
- Promote a joint understanding of the impact of medical needs on the attendance of pupils in schools and the safeguarding implications of them not attending school.
- Promote a joint understanding of social, emotional and mental health (SEMH) needs in relation to the SEN Code of Practice.
- Investigate the therapeutic support available for pupils with SEMH needs, in particular in relation to pupils who have experienced trauma and ACES.
- Promote a joint understanding of the Graduated Pathway in Gloucestershire to record the needs of the child and family, including when this may lead to a My Plan + or an Education, Health and Care assessment (refer to [SEN COP](#) for health aspect p170).
- Ensure a tiered approach to mental health needs with appropriate available interventions and responses across agencies is published.
- Ensure the Local Authority's S19 policy re-absence due to illness is reviewed and updated annually by the Designated Clinical Officer.
- Support schools to review their health needs and attendance policies in the light of the joint understanding between health and schools.
- Ensure roles and responsibilities are clear for how children who are educated at home can access support.

Priority 3: Systems and Data

By using and sharing data we will strengthen our strategic vision for attendance underpinned by high quality data systems.

How we will do it:

- Further develop our data reporting systems to allow us to interrogate our data to lead our strategic vision and identify target pupil cohorts (use of Power BI).
- Support all schools to effectively use View your Education Data eg tools to support analysis of data, banding tools etc.
- Share data and emerging patterns and trends routinely with school leaders and attendance leads (including Attendance Champions and Attendance Governors) individually and collectively through networks and in training.
- Support schools to understand and utilise their own data accurately; to identify trends and compare it with the national picture, have a clear picture of the reasons for absence, understand their attendance profile, and have in place actions for improvement.
- Identify and target schools with greatest needs through offering Targeting Support Meetings three times a year; with a particular focus on vulnerable pupils, pupils with SEN Support, EHCPs, Part-Time Timetables (PTTT), persistent and severe absence.
- Ensure joint SEND & pastoral approaches and multi-disciplinary support for pupils with additional needs, including those with SEND (SEN Support and EHCPs).
- Further develop PTTT, ATT and 10-day absence systems and processes to ensure schools with high numbers of pupils, pupils who are the most vulnerable, and pupils with PTTT over the recommended time are identified and followed up. This will include flagging with safeguarding partners where appropriate.
- Bringing schools and partner agencies together to share best practice and the impact this is having on school attendance.

Priority 4: Targeted and effective intervention / multi-agency approach

Poor school attendance is more than one incident or experience; it is a result of many push and pull factors inside and outside the school walls and home. There are many stakeholders involved who experience and respond to the challenge of school absence in different ways, bringing different perspectives and approaches to change. Understanding how these factors and stakeholders relate to one another and identifying underlying patterns can help us look for opportunities to intervene early and reduce the likelihood of escalation.

How we will do it:

- In line with Gloucestershire's [Graduated Pathway of Early Help and SEND Support](#), establish and co-ordinate a robust, multi-agency approach to improving school attendance, with a particular focus on targeting pupils who are severely or persistently absent or at risk of persistent absence.
- Ensure the link between school attendance and safeguarding is clearly understood across all local partners – how attendance is a protective factor.
- Ensuring that a child or young person with an EHCP has his or her full entitlement to specialist education and other services while also accessing health services.
- Work with voluntary/third sector/support partners to understand current service delivery, service pressures, roles and responsibilities, and facilitate appropriate sign posting.
- Create a clearly defined pathway of support for schools, families and other professionals and set clear expectations about attendance, clarify all partners' roles and responsibilities within this, and how professionals will work together.
- Identify and target vulnerable groups, according to current data at that time, and transition cohorts and respond to attendance concerns at the earliest opportunity.
- Ensure all pupils have access to appropriate education, based on individual needs, following assessment of needs (SEN Code of Practice).
- Support social workers and family support workers to ensure Child Protection Plans (CPP) and Children in Need (CIN) plans include an emphasis on attendance and access to education, ensuring that the root causes are understood and tackled within the plans.
- Ensure intensive support is timely, available, and undertaken with children and families to tackle the causes of absenteeism and unblock the barriers to attendance; this includes providing practical whole-family support where needed.

Priority 4: Targeted and effective intervention / multi-agency approach (continued)

- Where absence persists and voluntary support is not working or not being engaged with, support is formalised, using the whole suite of interventions available.
- Children and young people who are vulnerable (e.g. missing from home, in care or have social care involvement, at risk of exploitation and trafficking; those with other safeguarding concerns, those with SEND, known to YJ, etc) receive well-coordinated responses that reduce the harm or risk of harm to them and ensure education remains a protective factor.
- Responsibility for safeguarding and promoting outcomes for children and young people in a local area is shared and communicated effectively and taken on by all schools and education services, either through multi-agency locality arrangements or fair access panels.



Priority 5: Workforce Development

Attendance is everyone's responsibility. Everyone who works with children, young people and their families has a role to play. These roles should complement each other and work together to support raised attendance. In order to achieve this, we will seek to develop the skills of the workforce ensuring they have the knowledge, understanding and skills to meet the needs of our young people and respond effectively to concerns about school attendance.

How we will do it:

- Increase awareness and understanding of the role and responsibilities all stakeholders have in promoting and supporting school attendance.
- Develop a core attendance training and CPD offer to all stakeholders.
- Enhance the existing offer of training, support and guidance to schools based on consultation, learning from audit and needs analysis. This will include training for governors and academy trustees.
- Create a workforce training offer for relevant GCC staff and partner services to ensure all practitioners understand their role in supporting good school attendance and understand where to access further advice and support.
- Provide opportunities for practitioners to problem solve, reflect on practice, coach and shadow others. Identify, collate and share good practice highlighting the impact of those interventions for children and their families as well as on school standards.
- Develop the existing attendance self-assessment for schools to evaluate the whole school approach to managing school attendance in conjunction with DfE resources available.

Monitoring and Oversight

The implementation and impact of Gloucestershire's Multi-Agency School Attendance Strategy will be subject to ongoing monitoring and strategic oversight by the SEND and Inclusion Local Area Partnership Board. This Board will play a pivotal role in ensuring that the strategy remains responsive, inclusive, and effective across all localities.

How we will do it:

- **Strategic Oversight:** Provide leadership and direction to ensure the strategy is embedded across the system, aligning with the One Plan and other county-wide inclusion and safeguarding priorities.
- **Data-Informed Review:** Regularly review attendance data at locality and county levels, with a focus on vulnerable cohorts including children with SEND, those with social care involvement, and those experiencing persistent or severe absence.
- **Accountability and Assurance:** Monitor progress against strategic priorities and action plans, ensuring that all partners are held accountable for their contributions to improving attendance.
- **Multi-Agency Coordination:** Oversee the effectiveness of multi-agency interventions, including the role of Family Hubs, the Graduated Pathway, and targeted support mechanisms such as Targeting Support Meetings and Intervention Circle.
- **Escalation and Challenge:** Identify areas of concern or underperformance and facilitate escalation routes to ensure timely and appropriate responses.
- **Learning and Adaptation:** Promote a culture of continuous improvement by reviewing learning from audits, case reviews, and stakeholder feedback, and adapting the strategy accordingly.
- **Reporting and Communication:** Provide regular updates to strategic boards and stakeholders, including an annual impact report summarising progress, challenges, and future priorities.

Expected Benefit and Impact

By working together to implement this strategy, we can create a supportive and proactive environment that promotes regular school attendance and addresses the underlying causes of absenteeism.

Raised awareness across the system and review of practice;



Data and other evidence demonstrate a reduction in the number of children and young people struggling to access or remain in education



Clear processes, guidance and educational support for children and young people struggling to engage in, or stay in education due to mental health issues;



Increased attendance and reduction in persistent, severe absence and non-attendance

Appendix

Statutory guidance & advice

- [Working together to improve school attendance](#)
- [The School Attendance Regulations 2024](#)
- [The Education \(Penalty Notices\) Regulations 2024](#)
- [The Education \(Information about individual pupils\) Regulations 2024](#)
- [Children Missing Education](#)
- [Keeping children safe in education](#)
- [Working together to safeguard children](#)
- [Exclusions from mainstream schools, academies and pupil referral units in England](#)
- [Supporting pupils at school with medical conditions](#)
- [Arranging education for children with health needs who cannot attend school](#)
- [Mental health and wellbeing support in schools and colleges](#)

Local policy, context and guidance

- [Gloucestershire County Council attendance guidance and support](#)
- [Children missing education | Gloucestershire County Council](#)
- GSCP's Education Neglect policy (forthcoming)
- S19 policy: [Section 19 of the Education Act 1996 | Gloucestershire County Council](#)
- Quality of Care Toolkit: [Quality of care profile e-tool \(previously the neglect toolkit\) | Gloucestershire Safeguarding Children's Partnership \(currently under review 4.2025\)](#)
- [One Plan for children and young people in Gloucestershire 2024-2030 | Gloucestershire County Council](#)
- SEND & Inclusion Workforce Development Project
- Gloucestershire's Inclusion Framework for Schools (forthcoming)
- SEND & Inclusion Local Area Partnership Improvement Plan
- [Our vision for Family Hubs | Gloucestershire County Council](#)
- [Resource-Gloucestershire-Autism-Strategy.pdf](#)
- [SEND and education inclusion strategies 2022-25 | Gloucestershire County Council](#)
- [Welcome to the Gloucestershire Safeguarding Children...](#)
- [Families First Partnership programme - GOV.UK](#)