House of Commons
Education Committee

Closing the gap: the work of the Education Committee in the 2010–15 Parliament

Eighth Report of Session 2014–15

Report, together with formal minutes relating to the report

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The Education Committee

The Education Committee is appointed by the House of Commons to examine the expenditure, administration, and policy of the Department for Education and its associated public bodies.

Current membership

Mr Graham Stuart MP (Conservative, Beverley and Holderness) (Chair)
Neil Carmichael MP (Conservative, Stroud)
Alex Cunningham MP (Labour, Stockton North)
Bill Esterson MP (Labour, Sefton Central)
Pat Glass MP (Labour, North West Durham)
Siobhain McDonagh MP (Labour, Mitcham and Morden)
Ian Mearns MP (Labour, Gateshead)
Caroline Nokes MP (Conservative, Romsey and Southampton North)
Mr Dominic Raab MP (Conservative, Esher and Walton)
Mr David Ward MP (Liberal Democrat, Bradford East)
Craig Whittaker MP (Conservative, Calder Valley)

The following were also members of the Committee during the Parliament:

Conor Burns MP (Conservative, Bournemouth West) (12/07/2010 - 02/11/2010)
Damian Hinds MP (Conservative, East Hampshire) (12/07/2010 - 05/11/2012)
Charlotte Leslie MP (Conservative, Bristol North West) (12/07/2010 - 04/11/2013)
Tessa Munt MP (Liberal Democrat, Wells) (12/07/2010 - 11/06/2012)
Lisa Nandy MP (Labour, Wigan) (12/07/2010 - 04/11/2013)
Chris Skidmore MP (Conservative, Kingswood) (05/11/2012 - 18/03/2014)

Powers

The committee is one of the departmental select committees, the powers of which are set out in House of Commons Standing Orders, principally in SO No 152. These are available on the internet via www.parliament.uk.

Publication

Committee reports are published on the Committee's website at www.parliament.uk/education-committee and by The Stationery Office by Order of the House.

Committee staff

The current staff of the Committee are Dr Lynn Gardner (Clerk), Lloyd Owen (Second Clerk), Martin Smith (Committee Specialist), Beryl- Joan Bonsu (Social Media Support Assistant), Ameet Chudasama (Senior Committee Assistant), Simon Armitage (Committee Assistant) and Hannah Pearce (Media Officer).

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1 Introduction

Context

1. The Education Committee’s core tasks are to scrutinise the policies, spending and administration of the Department for Education. During the course of this Parliament we have conducted inquiries and held one-off sessions on a wide range of topics. The Department for Education has responsibility for both education and children’s services in England and we have attempted to balance our work across these two areas.

2. We have summarised and evaluated our work during the current Parliament in our short film entitled “Closing the gap”, available on the Committee’s website. This report is intended to supplement the film and provide an overview of our work in different policy areas during the Parliament. Earlier summaries of our work in individual sessions of this Parliament are available on the website of the Liaison Committee.

Closing the gap

3. In September 2012, reflecting on the work that the Committee had undertaken in the first session of the Parliament, we held an awayday to discuss our strategy for the remainder of the Parliament. Based on our discussions with key players in the fields of education and children’s services we decided that our focus would be on the long tail of underachievement in education. This theme informed our work for the remainder of the Parliament as we sought to recommend changes to close the gap between disadvantaged children and young people, and their peers.

Key statistics

4. During the course of the Parliament we have produced 30 reports, and have held 156 oral evidence sessions. We have heard from 727 witnesses and received more than 2,300 written submissions. We have also hosted nine seminars and conferences. We have received and published 25 government responses to our reports and reports of our predecessor Committee.

Innovation

Social media

5. We have experimented with new ways of gathering information for our inquiries. Most notably we have been at the forefront of efforts by Committees to connect with members of the public via social media outlets such as Twitter, where we have the largest following of any Commons select committee. Perhaps our most successful experiment was the #AskGove session we held in January 2012, which generated more than 5,000 tweets. We

1 Education Committee, Closing the gap: the work of the Education Committee in the 2010–15 Parliament
2 Liaison Committee, Second Report of Session 2012–13, Select Committee Effectiveness, Resources and Powers, HC 697-II, Ev w12; Written evidence submitted to the Liaison Committee, Education Committee (SCE0003)
3 Oral evidence taken on 31 January 2012, HC (2010–12) 1786-I, Q97 et seq
repeated this in December 2013 with similarly high levels of interest.\textsuperscript{4} We have also had successful partnerships with online forums such as the Student Room, and worked closely with BBC Schools Report who produced a series of reports about the work of the Committee.\textsuperscript{5}

**Evidence check**

6. During the 2014/15 session we conducted an “evidence check” process where we asked the DfE to set out the evidence base for a number of its policies and then invited members of the public to comment on this evidence using a forum which we hosted on the Parliament website. Following these discussions we focused our attention on two policies, on the National College of Teaching and Leadership and those relating to school starting age, and held two one-off evidence sections further to explore the Department’s evidence base for its policies.

**Away from Westminster**

7. We have made efforts to visit schools and providers of children’s services regularly to talk to children and professionals. We believe these activities have improved the credibility of our recommendations. Our international visits—to Finland and Germany in February 2011, to Singapore in February 2012, to the Netherlands and Denmark in 2013 and to the United States in 2014—have enabled us to learn from some of the best schools systems around the world, and helped us to evaluate the validity of the Department’s frequent use of international comparisons. We were conscious of the danger of becoming Westminster-centric and have visited or taken evidence around the country as much as possible, including Tyne and Wear, Bradford, Ipswich, Hull and Bristol.

**Following up inquiries**

8. There are many important issues in education and children’s services and the temptation is to move on from one inquiry to another in order to cover as much of the field as possible. We took a strategic decision early in this Parliament to review our reports a year after publication to see what had changed and whether further follow-up was required. Our first course of action in most cases was to request a memorandum from the DfE on implementation of our recommendations and developments since the report was published. In several cases, we followed this by taking further oral evidence or by building on our previous work in subsequent inquiries and reports. In this way, we ensured that we kept up the pressure for change and did not lose sight of our most important recommendations.

**Scrutinising the administration and spending of the DfE**

9. We have held regular evidence sessions with Ministers and officials from the DfE and officials from Ofsted, Ofqual, the Office of the Children’s Commissioner for England and

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\textsuperscript{4} Oral evidence taken on 18 December 2013, HC (2013–14) 859, Q8 et seq

\textsuperscript{5} E.g. *“Education Select Committee visit Sirius Academy in Hull”* BBC School Report, 25 June 2014
others, to examine the work of the Department and that of the other key players in the fields of education and children’s services. We have been involved in pre-appointment scrutiny for a number of senior appointments, such as Her Majesty’s Inspector of Schools and the Children’s Commissioner for England and have challenged the Department on its own internal structures. We have also regularly scrutinised the Department’s spending. On the whole our relationship with the Department has been very effective, although there have been challenges over the timely provision of memoranda and the quality of Government responses.

10. In order to understand the DfE better we decided to depart from committees’ traditional practice of simply taking oral evidence from the Permanent Secretary on the departmental annual report. Instead we visited the Department in September 2011 and met the Permanent Secretary and members of the Executive Board. We also took the opportunity to walk around the offices and speak with staff in a variety of policy areas. This helped us greatly in understanding, amongst other things, the relative deployment of human resources to different policy areas. We repeated this visit with the new Permanent Secretary in May 2012 and again in January 2014. We also held a successful session in January 2013 with former Ministers who had left the DfE following the Government reshuffle in September 2012.

**Legislation**

11. During the course of the Parliament we conducted pre-legislative scrutiny on clauses in the draft Children and Families Bill relating to Special Educational Needs. Our report found that while the general thrust of these clauses was sound, more detail was required in the legislation. We were pleased that the Government considered our recommendations during the passage of the bill. We have also conducted post-legislative scrutiny of the Education and Inspections Act 2006, the Childcare Act 2006 and the Children and Adoption Act 2006. The DfE has delayed post-legislative scrutiny of the Education and Skills Act 2008 and the Equality Act 2010 until after the General Election.

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11 Education Committee, written evidence on *Post-legislative scrutiny: Education and Inspection Act 2006, Childcare Act 2006 and Children and Adoption Act 2006*
2 Early years

Sure Start Children’s Centres

12. Our key inquiry into the early years sector took place in 2013, looking at Sure Start Children’s Centres. We found that although they were popular with parents there was a lack of clarity about their purpose and an accountability deficit. Our report contained a wide range of recommendations addressing issues around evaluating the impact of such centres, the role of Ofsted assessments, the collection of data on the reach of individual centres and the development of centre staff. We called on the Government to set out coherent, long-term thinking on early years and the place of children’s centres within that, covering funding, responsibility across Whitehall and accountability.

13. We were disappointed that the Government’s response failed to engage with our conclusions and recommendations, and as a result we called the Minister responsible before the Committee to explain the Government’s position.

School readiness

14. On 22 June 2011 we held an oral evidence session with health visitors and early years educationalists, examining the role played by health visitors in preparing children for school. We returned to this issue at the end of the Parliament, examining the DfE’s evidence base for its policy on summer born children. Both of these one-off sessions highlighted the importance of ensuring that children are properly prepared for school.

15 Oral evidence taken on 4 March 2015, HC (2014–15) 1039
3 Child protection and wellbeing

15. We have undertaken a range of inquiries in this important area, looking at issues from the welfare of migrant children to the regulation of residential children’s homes.

Child protection

16. In 2012 we published a major report on child protection, which focused on three specific issues—neglect, older children, and the thresholds for intervention. In this report we made many recommendations for change, asking the Government to:

- commission research to examine how neglect was classified by local authorities, and update guidance for frontline professionals in order to broaden understanding of the long term causes of neglect,
- ensure that all those involved in child protection understood different forms of child abuse and worked together more effectively to combat it
- develop better monitoring of how thresholds are applied and greater use of early help to move away from thresholds altogether.

17. Our most important recommendation asked the Government to review the support offered by the child protection system to older children and consult on proposals for reshaping services to meet the needs of this very vulnerable group. Sadly, although the Government accepted most of our recommendations, it did not agree to such a review.

18. We also recommended that the Government promote a more positive image of care to encourage public awareness of the fact that being taken into care can be of great benefit to children. The then Secretary of State’s first major speech on child protection in November 2012 responded directly to this recommendation, describing our report as an “excellent analysis which richly repays reading”.

16+ care options

19. During the course of our 2013–14 inquiry into residential children’s homes, the difficulties faced by older children in the care system resurfaced and we came across stark evidence of the inadequacy of the accommodation in which some of them were placed. As a result, we conducted an inquiry into 16+ care options, examining the safety and suitability of “other arrangements” made for older children. We concluded that this

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18 E.g. Oral evidence taken on 18 December 2013, HC (2013–14) 859; Letter from the Secretary of State for Education to the Committee, January 2014
19 ‘The failure of child protection and the need for a fresh start’, DfE, 19 November 2012
20 Education Committee, Sixth Report of Session 2013–14, Residential Children’s Homes, HC 716
sector needed to be better regulated, with individual inspections of properties. Our inquiry also looked at the use of bed and breakfast accommodation to house young people in care. What we heard from young people led us to urge the Government to introduce an outright ban on the practice of housing young people in care in B&Bs. Finally, we also recommended that young people living in residential care homes be entitled to remain beyond the age of 18, asking the Government to apply “Staying Put” arrangements to these circumstances, as they already do with those in foster care.

20. It was clear from the Government response that the needs of these children are being taken seriously and that there is a genuine commitment amongst Ministers to improve their experience of care. We were pleased that the Government accepted a number of our recommendations, such as limiting emergency placements in B&Bs to two working days and reminding local authorities of their statutory duty to postpone unnecessary and disruptive changes to children’s placements during Key Stage 4. Nevertheless, we were disappointed that the Government was not willing to move faster to accept our recommendations on the regulation of accommodation and on banning B&Bs for young people in care. We therefore secured time on the Floor of the House for a debate on 27 January 2015 on our report and the Government’s response. Members from all parties took part, and the House agreed the following motion:

That this House notes the Second Report from the Education Committee, Into independence, not out of care: 16 plus care options, HC 259, and the Government’s response, HC 647; welcomes the progress made and the commitment to improve the care provided to these vulnerable young people shown in the Government’s response; regrets that the Government has not gone further by exploring with local authorities how to ban the use of bed and breakfast accommodation for this age group and by moving to inspect and regulate all accommodation provided to children in care; and calls on the Government to do all it can to improve the accommodation and care given to these young people.23

We urge whoever is in Government from May 2015 to reconsider this issue.

**Oversight of care providers**

21. Our other major report in this area looked at the role and performance of Ofsted.24 In response to the increasing diversity of institutions for which Ofsted is responsible, we concluded that Ofsted had grown too big to discharge its functions efficiently. We recommended that Ofsted should be divided into two new organisations—the Inspectorate for Education and the Inspectorate for Children’s Care. Although the Government accepted a number of our recommendations it did not agree that Ofsted’s functions should be separated. Again we consider this a priority for the next Parliament.
4 School improvement

22. Given the pace of change in schools policy during the current Parliament we have looked at many issues affecting schools. Our inquiries have included GCSE reform, academies and free schools, and school partnerships and co-operation. We have also conducted inquiries on behaviour and discipline, teacher recruitment, training and retention, the Olympic legacy in school sport and the role of school governing bodies.

GCSE reform

23. In the 2012–13 session we held a major inquiry into the administration of exams for 15 to 19 year olds, looking at the work of exam boards delivering GCSEs and A levels and how they are regulated.25 This gave us a firm basis from which to monitor developments and produce more targeted pieces of work, such as a review of the GCSE English results in 2012. It also led to one of our biggest successes with our inquiry into the Government’s proposals to replace GCSEs with English Baccalaureate certificates. Our report, From GCSEs to EBCs: the Government’s proposals for reform, showed that there was insufficient evidence to support replacing GCSEs with an alternative qualification and that the DfE was moving too far too fast.26 The Secretary of State accepted our argument and announced instead his intention to concentrate on reform of the content of the exams.

Academies and free schools

24. Our inquiry into academies and free schools considered the huge changes that have taken place in the education landscape during the course of the Parliament.27 While we found many examples where academies had been successful in raising standards, it was clear that academisation is not always successful nor is it the only proven alternative for a struggling school. Both academies and state maintained schools have a role to play in system-wide improvement by looking outwards and accepting challenge in order to ensure high quality education for all children.

25. We had particular concerns about primary schools. We found there to be too little evidence as to the impact of academy status on attainment in primary schools and recommended that the DfE commission such research as a matter of urgency.

26. We also urged the Department to improve transparency in the academy sector. We recommended that Education Funding Agency enhance the transparency and accountability of its monitoring of academy funding agreements and that the DfE be far more open about the implementation of the academies programme.

27. Our report agreed with Ofsted’s assessment that it was too early to draw conclusions on the quality of education provided by free schools or their broader impact on the education system. We recommended that the DfE make clear how the competition for free school

26 Education Committee, Eighth Report of Session 2012–13, From GCSEs to EBCs: the Government’s proposals for reform, HC 808-I
27 Education Committee, Fourth Report of Session 2014–15, Academies and free schools, HC 258
funding is decided and the relative weight it gives to each of innovation, basic need, deprivation and parental demand.

28. It is unlikely that we will receive the Government’s response to this report before the election, but whoever is in Government from May 2015 should make increased accountability in the academy sector a priority.

29. We concluded that the tension between the local authority and academy sectors was a healthy one. Schools are better than ever and academies may be helping to drive that improvement but it is too early to come to a final judgement.

**PSHE and SRE in schools**

30. One of our more recent inquiries examined the provision of Personal, Social, Health and Economic Education and Sex and Relationships Education in schools. We began by holding a seminar with frontline professionals to gather information about what was currently being taught, and went on to hold evidence sessions with a range of stakeholders. We concluded that the teaching of PSHE and SRE had not improved in recent years and recommended that it be made statutory to ensure that children receive the high quality education they deserve.

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5 Attainment and accountability

31. We have examined whether the measures used to hold schools to account, such as league tables and in particular the proportion of pupils achieving 5 GCSEs at grade A* to C, were providing schools with a perverse incentive to focus too strongly on borderline pupils at the expense of those who are more or less able. We also considered how effective efforts to target underachievement have been in recent years.

Progress 8

32. We discussed alternative forms of accountability measures throughout the Parliament and took a close look at the introduction of the English Baccalaureate in this context. In our report on the administration of examinations for 15-19 year olds in England we discussed the need to adopt better means of measuring school success. We therefore welcomed the development by the Government of the Progress 8 measure, which will enable schools to be assessed on whether their pupils achieve the level of progress that should be expected during their time in school. Progress 8 will be introduced from 2016 and we would expect our successor Committee to pay close attention to the impact this has on school accountability.

Underachievement by white working class children

33. Our inquiry into white working class underachievement in education found that the issue was real and persistent. White children who are eligible for free school meals are consistently the lowest performing group in the country, and the difference between their educational performance and that of their less deprived white peers is larger than for any other ethnic group. The gap exists at age five and widens as children get older. This matters, not least because the nature of the labour market in England has changed and the consequences for young people of low educational achievement are now more dramatic than they may have been in the past. Our report on this issue welcomed the introduction of Progress 8 measures and the Pupil Premium, and called on the Government to develop a new funding formula for schools to better match allocation with need.

34. We were pleased that the Government accepted this recommendation, as well as responding to our calls for better collection and use of data. While there are a variety of societal factors that can influence underachievement, improving school and teaching quality is of central importance to solving this issue, and without it efforts to close the gap will fail.

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31 Education Committee, First Report of Session 2014–15, Underachievement in Education by White Working Class Children, HC 142
6 Destinations

35. We have also considered how schools prepare young people for their futures. Throughout this Parliament we have championed the need to gather good quality destination data to track what happens to young people after they leave formal education. Our inquiries in this area looked at services for young people, participation by 16 to 19 year-olds in education and training, as well as careers advice and apprenticeships and traineeships.

Apprenticeships and traineeships

36. Our last major report in this Parliament, on apprenticeships and traineeships for 16 to 19 year-olds, looked at levels of participation in recent years and whether the Government’s reforms, which were in the process of being implemented, would improve the quality and quantity of provision. While there have been some encouraging developments, it remains a challenge for Government to drive up the quality of provision while ensuring that more employers commit to providing apprenticeships for young people. With the Government having abandoned its initial proposals funding reform, we highlighted the necessity for new proposals to be developed early in the next Parliament.  

We also suggested that there were questions to be answered about ownership of apprenticeship standards once the current redesign work is completed.

Careers advice

37. Our initial report on careers advice, published in January 2013, argued for greater oversight of schools to encourage them to provide good quality careers advice. Our report described the decision to transfer responsibility for careers guidance to individual schools as regrettable, and expressed concern that the quality of careers advice available to students was deteriorating. We recommended changes to increase the incentives for schools to provide the careers advice that their students need, including publication of an annual careers plan. We also recommended that the Government require schools to work towards the Quality in Careers standard. While the Government rejected this recommendation, we are pleased that it is considering updating its guidance on careers advice to include information about the Quality in Careers standard.

38. In response to our report the Government also accepted our recommendation that the National Careers Service should play a greater role in capacity building and brokering relationships between schools and employers.

39. When we returned to this issue a year after the publication of our report, it was clear to us that careers advice in schools was not improving, so we followed up our inquiry with a

32 Education Committee, Sixth Report of Session 2014–15, Apprenticeships and traineeships for 16 to 19 year-olds, HC 597
33 Education Committee, Seventh Report of Session 2012–13, Careers guidance for young people: the impact of the new duty on schools, HC 632-I
34 DfE (CGF0049) p.3
one-off session with the Secretary of State in January 2015.\textsuperscript{35} Drawing on this session, we recommended in our report on apprenticeships that the Government urgently review the incentives for schools to provide good quality careers advice and recognise that the mantra of “trusting schools” does not work when the interests of schools and young people are not aligned. This remains a work in progress and should be high up the agenda in the next Parliament.

\textsuperscript{35} Oral evidence taken on 7 January 2015, HC (2014–15) 333
7 Looking ahead

40. Our film closes with an invitation to help shape the priorities of the next Education Committee in the new Parliament by asking members of the public to tell us what they think the next Government needs to do about early years, child protection, schools, Ofsted, and support for young people as they complete their secondary education. Our Twitter account will be suspended during the election period, but we hope that people will engage with our successor Committee to help them determine the key issues to be examined when embarking on new inquiries in the next Parliament.
Formal Minutes

Wednesday 11 March 2015

Members present:

Mr Graham Stuart, in the Chair

Alex Cunningham  Mr David Ward
Pat Glass  Craig Whittaker
Caroline Nokes

Draft Report (Closing the gap: the work of the Education Committee in the 2010–15 Parliament), proposed by the Chair, brought up and read.

Ordered, That the draft Report be read a second time, paragraph by paragraph.

Paragraphs 1 to 40 read and agreed to.

Resolved, That the Report be the Eighth Report of the Committee to the House.

Ordered, That the Chair make the Report to the House.

[Adjourned till Wednesday 18 March at 9.15 a.m.]
List of Reports from the Committee during the current Parliament

All publications from the Committee are available on the Committee’s website at www.parliament.uk/education-committee.
The reference number of the Government’s response to each Report is printed in brackets after the HC printing number.

Session 2010-12

First Special Report  Young people not in education, employment or training: Government Response to the Children, Schools and Families Committee’s Eighth Report of Session 2009-10  HC 416
Second Special Report  The Early Years Single Funding Formula: Government Response to the Seventh Report from the Children, Schools and Families Committee, Session 2009-10  HC 524
Third Special Report  Transforming Education Outside the Classroom: Responses from the Government and Ofsted to the Sixth Report of the Children, Schools and Families Committee, Session 2009-10  HC 525
Fourth Special Report  Sure Start Children’s Centres: Government Response to the Fifth Report from the Children, Schools and Families Committee, Session 2009-10  HC 768
First Report  Behaviour and Discipline in Schools  HC 516-I and -II (HC 1316)
Second Report  The role and performance of Ofsted  HC 570-I and II (HC 1317)
Third Report  Services for young people  HC 744-I and--II (HC 1501)
Fourth Report  Participation by 16-19 year olds in education and training  HC 850-I and--II (HC 1572)
Fifth Report  The English Baccalaureate  HC 851 (HC 1577)
Sixth Report  Services for young people: Government Response to the Committee’s Third Report of Session 2010-12  HC 1501 (HC 1736)
Seventh Report  Appointment of HM Chief Inspector, Ofsted  HC 1607-I
Eighth Report  Chief Regulator of Qualifications and Examinations  HC 1764-I and -II
Ninth Report  Great teachers: attracting, training and retaining the best  HC 1515-I (HC 524, Session 2012-13)

Session 2012-13

First Report  The administration of examinations for 15–19 year olds in England  HC 141-I (HC 679)
Second Report  Appointment of Chair, Social Mobility and Child Poverty Commission  HC 461-I
Third Report  Governance and leadership of the Department for Education  HC 700  (HC 919)
Fourth Report  Children first: the child protection system in England  HC 137-I  (HC 993)
Fifth Report  Support for Home Education  HC 559-I  (HC 1013)
Sixth Report  Pre-legislative scrutiny: Special Educational Needs  HC 631-I
Seventh Report  Careers guidance for young people: The impact of the new duty on schools  HC 632-I  (HC 1078)
Eighth Report  From GCSEs to EBCs: the Government’s proposals for reform  HC 808-I  (HC 1116)

Session 2013–14
First Report  2012 GCSE English results  HC 204  (HC 662)
Second Report  The Role of School Governing Bodies  HC 365  (HC 661)
Third Report  School sport following London 2012: No more political football  HC 364  (HC 723)
Fourth Report  School Partnerships and Cooperation  HC 269  (HC 999)
Fifth Report  Foundation Years: Sure Start Children’s Centres  HC 364  (HC 1141)
Sixth Report  Residential Children’s Homes  HC 716

Session 2014–15
First Special Report  Residential Children’s Homes: Government’s response to Committee’s Sixth Report of Session 2013-14  HC 305
First Report  Underachievement in Education by White Working Class Children  HC 142  (HC 647)
Second Report  Into independence, not out of care: 16 plus care options  HC 259  (HC 738)
Third Report  Appointment of the Children’s Commissioner for England  HC 815
Fourth Report  Academies and free schools  HC 258
Fifth Report  Life lessons: PSHE and SRE in schools  HC 145
Sixth Report  Apprenticeships and traineeships for 16 to 19 year-olds  HC 597
Seventh Report  Extremism in schools: the Trojan Horse affair  HC 473