

From: Rory Love, Cabinet Member for Education and Skills
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To: Scrutiny SEND Sub-Committee

Subject: SEN Inclusion in schools

Classification: Unrestricted

Past Pathway of report: None

Future Pathway of report: None

Summary:

This report discusses SEN inclusion in schools and outlines the work being undertaken under the Accelerated Progress Plan Areas of Weakness 2 and 5.

Recommendation(s):

The SEND Sub-Committee is asked to note the contents of the report.

1. Introduction

- 1.1 The inspection of Kent SEND system in 2019 identified nine areas of significant weakness and the re-visit in 2022 judged there had been insufficient progress in each area. In March 2023 the Kent was issued with an Improvement Notice and following this an Accelerated Progress Plan (Appendix 12) was developed with 116 actions in agreement with DfE and NHSE and a final version was signed off in July 2023. A bespoke reporting system and scorecard (Appendix 1) were developed, and reporting takes place monthly to the newly formed and independently chairs SEND Improvement and Assurance Board (SIAB). On the 15th of November the first formal review of progress took place which required drafting an update against all actions and submitting evidence to the DfE and NHSE, prior to a panel meeting where verbal evidence was provided and then a request for further information. Once the Department have had an opportunity to consider all the evidence a judgement will be made and communicated to KCC and the Integrated Care Board by letter.
- 1.2 This report focuses on the main KCC activities addressing Area of Weakness 2, complementing the report previously discussed at Committee in June 2023 and Area of Weakness 5.
- Area of Weakness 2

A variable quality of provision and commitment to inclusion in schools, and the lack of willingness of some schools to accommodate children and young people with SEND.

- Area of Weakness 5:

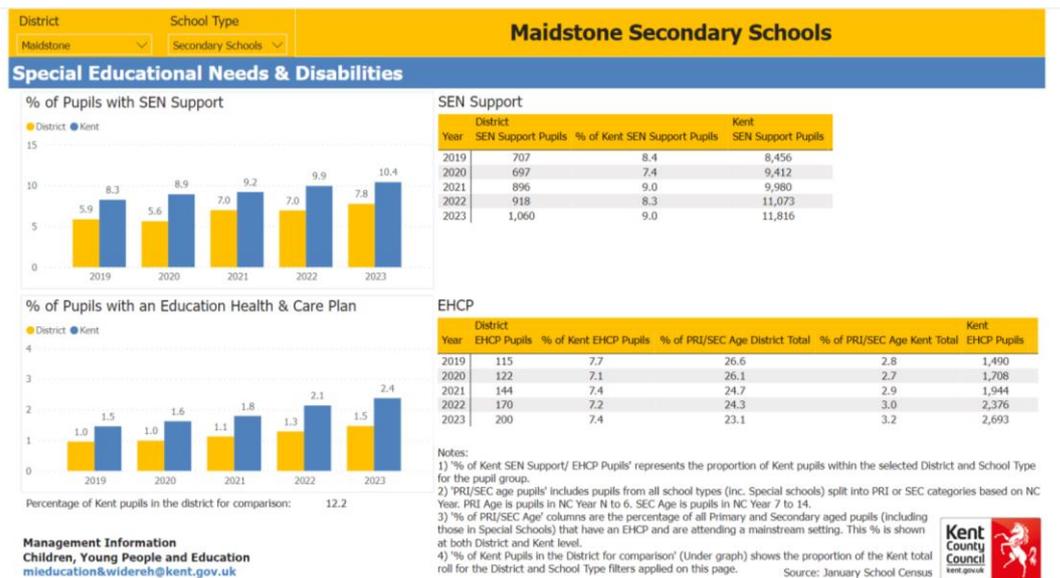
Poor standards achieved, and progress made by too many children and young people with SEND.

2. Defining and measuring inclusion

2.1 Inclusion can be described as the practice of ensuring that people feel they belong, are engaged, and connected. It is about valuing all individuals, giving equal access and opportunity to all and removing discrimination and other barriers to involvement. With regard to schools, there is no legal definition for an inclusive or conversely a non-inclusive school or one way of measuring inclusion but there are a number of indicators that can be considered usually together to make a judgement about how inclusive a school is for example:

- Rates of suspension and permanent exclusion
- Attendance
- Level of Elective Home Education
- Proportion of pupils with an EHCP and on SEN support
- Level of requests for top up High Needs Funding
- Achievement and progress of pupils with SEND
- Engagement in SEND Inclusion training and development opportunities.

2.2 Each of these indicators is measured and considered independently but in addition KCC has developed the District Dashboard to bring together key data related to inclusion which is regularly updated. Each school can see its own data, but not other individual schools though data for groups of schools can be viewed, for example performance against a particular indicator for all secondary schools in a District. The dashboard was rolled out during the summer term of 2023 and is now being updated with data for the 2022-23 academic year. It is a key tool which will support schools in their Locality Clusters to better understand both local needs and the degree of variation between schools, helping to improve consistency in practice across Kent schools. This is an example of one screen shot from the Dashboard to provide an idea of how it works.



2.3 KCC is not empowered within law to directly change school’s inclusive practices, which means that it must act as an influencer within the sector. However, systemic improvements to internal process are intended to ensure education leaders and governors are aware of their duties and responsibilities and a more robust challenge is consistently applied to placement decisions. Most recently this can be evidenced in improvements to the Phase Transfer process. School based placement panels ensure that peer challenge informs how local schools meet the demand of their transition cohort, a model which was piloted last year and is currently underway for the academic year 2024-24. KCC have ensured that Officer support of these discussions includes sufficient expertise across all disciplines (SEN, inclusion, commissioning and place planning) to effectively resolve local pressures in a more efficient and resource effective manner, with a focus on future sustainability. Processes are being aligned to Safety Valve expectations as well. Another recent example is the development of school inclusions in high-cost placement panels, to ensure similar scrutiny is applied to requests from specialist provision.

3. Engagement in training and development

- a. With regard to training, Kent provides generic school improvement training through TEP and the groundbreaking four-year programme in collaboration with the Education Endowment Foundation, EEFective Kent which focused on embedding evidence-based practice in schools to raise standards for all pupils. A range of Inclusion-specific training is also offered, particularly three of the four large scale commissioned programmes – Inclusive Leaders, NurtureUK and Mainstream Core Standards (the fourth Supported Employment was reviewed following low uptake from schools) and more detail was provided to Committee in the June report. The Tables below show the level of engagement there has been from Kent schools.
- b. Summary position of the school engagement tracker as of 25th October 2023

Table 1. Schools signed up to each programme

Eligible Schools in Kent			Number of Schools signed up to each programme:								
			Whole School Nurture			Inclusion Leadership			Mainstream Core Standards Training		
No.	%		No.	% against all schools	% against Target of 300	No.	% against all schools	% against Target of 320	No.	% against all schools	% against all eligible schools
Primary	461	82%	251	54%	97%	122	26%	27%	138	30%	29%
Secondary	100	18%	40	40%		27	27%		25	25%	
Total	561	100%	291	52%		149	27%		163	29%	

Table 2. Number of Settings and Schools that have not enrolled onto any of the 3 Inclusion Services

Number of Settings and Schools that have NOT enrolled onto any of the 3 Inclusion Services										
	Total		North		South		East		West	
	No.	%	No.	%	No.	%	No.	%	No.	%
Primary	115	25%	30	26%	29	25%	27	23%	29	25%
Secondary	33	33%	9	27%	7	21%	4	12%	13	39%

Table 3. Number of programmes schools engaged in

	No. of schools engaged in 1 programme	% against all eligible schools	No. of schools engaged in 2 programmes	% against all eligible schools	No. of schools engaged in 3 programmes	% against all eligible schools
Primary	202	44%	126	27%	19	4%
Secondary	46	46%	20	20%	2	2%

- c. In addition to this training, the Early Years, Primary and Secondary SENCO Forums take place termly, with the longer- established Primary and Secondary forums attracting approximately 70% of SENCOs and SEND updated are provided at termly headteacher briefing meetings. An example of a SENCO forum agenda and presentation is included as Appendix 2. All the training is evaluated and this intelligence is used to inform future training and development on offer and a report on the training can be seen as Appendix 3. These are a selection of quotes taken from the evaluation of the most recent round of Mainstream Core Standards training for teachers and governors commissioned from TEP.
- d. *“Thank you, this course is so useful in helping staff to understand their role in the pathway to inclusion. Each section was clear and very user friendly. The ability for staff to think about how the MCS impacts within their classroom is, and the role they play in this is helpful.”*
“The SEN Toolkit is the most useful document! Really useful session and extremely beneficial for SEND governors. Love the linking to the toolkit and I have sent the toolkit link to all our governors to look through. Such a fabulous resource - thank you for putting together!”
“Excellent insight into area of SEND. Will use the toolkit along with other resources in school and ensure they are an integrated part of future visits.”
- e. Schools and settings can request bespoke training for example from the Specialist Teaching and Learning Service and Portage (recently recognised by the Princess of Wales as an example of good practice) and these services support other work for example on collecting and including pupil voice. The work of the KCC STLS Sensory Impairment and Physical Disability Service on the Kent Youth Sensory Council was recently recognised by the British Association of Teachers of the Deaf (ToD) as good practice and disseminated through a published an article in the September 2023 journal from page 44 in Appendix 4. There is also training and development on specific issues, for example The

Balance System develops in-school capacity on speech and language development.

- f. Earlier this year Kent commenced a three-year collaboration with the Autism Education Trust (AET) which is implementing a training and coaching programme in education settings across the county, as well as developing an Autism Strategy. During September 2023, 39 school age 'Making Sense of Autism' training sessions were delivered to 1457 delegates, and 40 Early Years Making Sense of Autism training sessions were delivered to 314 delegates. Fourteen training sessions were delivered in October with a further 11 booked. Following feedback materials were reviewed and Kent training slides have been revised, providing a clearer structure that links into post training action planning. To ensure the training reflects the voice of young people, the AET Team has worked with the Autistic Young Experts Panel and attended the Big Mental Health Day on the 10th October 2023 to fully reflect young people's views in future training, and also to include them in presenting where appropriate.
- g. KCC has been very fortunate to establish a relationship with Dingley's Promise <https://dingley.org.uk/about-us/> bringing in £0.5m of quality assured Comic Relief funded training for the Early Years sector which has been shown to develop provider capacity to better identify and respond to need and planning for the rollout of this programme is well underway.
- h. School engagement is tracked and systems are being put in place to identify schools which are not participating in any of the offer and to approach them for a professional dialogue about what would be helpful to them. Schools and Multi Academy Trusts which are committed to developing their own inclusive practice will then implement training within their own settings, informed by the needs of their own pupils and families. There are very effective examples across the Kent education system and this report includes examples of how one particular Trust, Valley Invicta Academy Trust has developed and implemented work within the MAT which can be seen in Appendices 5, 6, 7, 8 and 9.

4. Pupil achievement

- 4.1 When the revisit took place in September 2022 the results for the academic year 2021-22 had not been published yet and the inspection team will have drawn their judgement about pupil outcomes from school data prior to or during the pandemic and will have likely inferred outcomes from the attendance data which was poor and below the national average. When the 2021-22 data was published it showed there are attainment gaps for pupils with SEN, however the gaps were broadly in line with the national average, the tables can be viewed in Appendix 10. The first analysis of the unvalidated 2022-23 academic results indicate this is also the case for the following year. Whilst we are aspirational about closing the attainment gap, it is important to note that for all the issues and challenges across the Kent SEND system, pupil achievement is broadly in line with that of other Local Authorities.

5. Area of Weakness 2: Variable quality of provision

5.1 The intention of work on Area is to ensure that the majority of children and young people can access inclusive education and a warm welcome in a setting in their local community. The areas of activity and sub-sections in this AOW with a brief update are -

- **2A) A wide variation in the quality of provision and commitment to inclusion in schools**
 - 2A1: Mainstream Core Standards training for teachers and governors - ongoing.
 - 2A2: Delivering the Early Years Review, including Reception Year pilot findings - Report of findings to CYPE Cabinet Committee in January 2024
 - 2A3: Evaluate Reception Year pilots - Information will be included in EY Review report to CYPE Cabinet in January 2024
 - 2A4: Implement Autism Education Trust Training and Strategy: Implement Autism Education Trust Training and Strategy – Ongoing
- **2B) Secondary schools not inclusive leading to requests for an EHCP for secondary transfer and requesting special or independent school.**
 - 2B1: Produce and promote video interviews with teachers, pupils and parents as case studies that illustrate the benefits of inclusive practice - At early stages.
 - 2B2: Review of Phase Transfer process and 2B3: Preparing for Phase Transfer implementation 2024/25- This work is underway, changes made for 2022-23, significant streamlining for 2024-25
- **2C) Perception that there is an unfair allocation of specialist places.**
 - 2C1: Review of Special Schools- Underway will report in the spring.
- **2D) Young people say there is a lack of understanding of their SEND needs in schools and colleges.**
 - 2D1: Deliver Pathways to Independence: Sufficiency Planning - SEND draft sufficiency strategy has been reported to CYPE Cabinet Committee in November 2023
 - 2D2: Develop and review the transition charter- Underway see Appendix 11
 - 2D3: Development of Social, Emotional and Mental Health (SEMH) guidance for mainstream schools and mapping of resources available for schools- Underway
 - 2D4: To plan to collect meaningful student voice from children and young people and have infrastructure in place to respond and improve appropriately- There is a wide range of engagement underway, and the next step is to use this more strategically and systematically.
- **2E) Poor communication between area leaders and schools including about the CATIE diagnostic tool and the Co--Production Charter.**
 - 2E1: Review of the Countywide Approach to Inclusive Education- Completed
 - 2E2: Transparency through information sharing with district group of schools to support partnership work to improve inclusion of children with SEN in state funded schools - The District Dashboard enables this.

- 5.2 Reforming the post-16 sector is a significant evidence- based transformation programme underpinned by research published 18 months ago about Kent, the Pathways for All Review which underpins all the development work on post 16. The Pathways for All review found a big differential in opportunities for young people post 16; those able to achieve at L2 and above are generally well catered for but students with additional needs find it difficult to access post 16 provision due to a shortfall in programmes at L2 and below. The range of provision for vulnerable learners for whom school sixth form or college is not appropriate considerably reduced in 2018/19, significantly increasing the risk of NEET.
- 5.3 KCC has invested in developing a comprehensive understanding of the market through a Gap Analysis report to inform a multi- faceted approach to mitigate the risks this raises. We are working with the DfE to support provider sustainability – the draft SEND Sufficiency Plan has a post 16 section supported by its own named worker to ensure a focus is kept on this area. Senior KCC officers meet regularly with the Chief Executives of the three FE colleges to share data and plan collaboratively which has led to simplified and streamlined operational processes to benefit at an organisational and student level. KCC has also created a specialist Post 16 placement team which is helping build relationships and thus improve appropriate placements by developing an in-depth knowledge of providers and families/students.
- 5.4 Though Pathways for All we are working with the sector (schools, FE and Specialist Providers, SPIs) to broker agreement for local providers to work together to provide a full local Post-16 offer, rather than competing with each other and leaving gaps in the market. We will be reporting on this work next year.
- 5.6 KCC invests heavily in supporting schools to prepare students for post-16 opportunities through The Education People’s (TEP) Careers Information and Guidance Service (CEIAG) which last year started working with the 28 Special Schools and 6 Alternative Provisions for the first time. A SEND CEIAG group for careers leaders and SENCOs to collaborate and share best practice has been established and four career events are taking place this academic year in SEND settings allowing young people to interview employers as to why they should work for them. The Talentino careers platform has been purchased for SEND and Mainstream SENCOs to support careers education and enterprise advisors (business volunteers) are supporting SEND settings. In addition, KCC commissioned the Supported Employment project to support project to support schools to develop internal capacity and we are expecting to see the impact of this at a student level over time.
- 5.7 The evidence of impact at an organisational level is that by end the of September 54% of schools meet Gatsby Benchmark 3 (the national average) demonstrating they are addressing the needs of all pupils, and this percentage will increase in the next assessment round during the autumn and will exceed the national average. For students who are able, KCC provides a number of opportunities for Supported Internships and Supported Employment which are very well received and students themselves are able to articulate the impact on them in these films.

- Alex’s journey <https://www.youtube.com/watch?v=dHY3abnYiPY>

- Masie's journey <https://www.youtube.com/watch?v=pMqg9GO71RI>

- 5.8 A review of the Phase Transfer process Phase Transfer process started in October 2022 in parallel with a new timetable and process for 2024-25. Transition is Priority 4 in the CATIE and this priority together with the supporting Transition Charter (Appendix 11) was developed in consultation with the education sector representatives and Kent PACT with the charter being refreshed for October 2023. For the academic year 202- 22 KCC seconded a Phase Transfer team of leaders from the education sector from Early Years to post 16 to work with officers to support with improving transition processes. At that point Phase Transfer was being led through SEND and was quite separate. The Chair of Kent Association of Headteachers chaired an education leaders and officers group to agree changes to the phase transfer process and to give advice on how to support more successful transitions.
- 5.9 To support phase transfer for September 2023, the group recommended establishing district level panels inviting primary and secondary colleagues to discuss the children with EHCPs that would be transitioning. These panels took place in December 2022 and January 2023 and were evaluated to improve the process for the following year.
- 5.10 In January 2023, the decision was made to move Phase Transfer to be managed through Fair Access, in order to have greater consistency between the phase transfer processes and to make good use of the well-established system in place in the Education division to ensure a successful transition for the start of the academic year 2023- 24, but at the same time planning for an improved Phase Transfer process for 2024--25. A Transition Framework was developed explaining the detailed plan for each transition phase from EY to support the implementation of the Transition Charter. Training was rolled out both to the officer group and to schools including SENCOs and school leaders. This training was delivered by school leaders and the three key officer groups of Educational Psychologists, the Specialist Teaching and Learning Service and Inclusion Advisers in September and they are currently planning how to allocate resource to meet the needs in each district.
- 5.11 The next step is to provide School leaders in each district with a pack to support the transition panel meetings, including details on each district team of officers, a copy of the Framework and the plan for phase transfer in their district. This year, each stage of the process is being completed 2--3 months earlier than last year. A clear benefit to parents/carers is that since KCC is now liaising directly with them, instead of devolving the responsibility to schools, they have 6 weeks to make a decision, rather than the statutory 15 days. Schools too have benefited and now have 5 weeks for consultations. The impact of this work will be seen in improved decision making about pupil placement better supported transition into secondary phase education.

6. Area of Weakness 5: Poor standards achieved, and progress made, by too many children and young people with SEND.

6.1 As discussed above pupil achievement is broadly in line with national averages and we continue with our aspiration to narrow the gap with non SEN pupils over time through a range of activity in the areas and sub sections outlined below.

- **5A) The drive to improve standards and progress has been slow, outcomes achieved are not good enough.**

5A1: Deliver the EFFective Kent project- This is completed.

5A2: Deliver Nurtureuk contract- on track to complete in timescale.

5A3: Promoting Quality First Teaching and Assessment and further embedding mainstream core standards across mainstream schools.

- **5B) Area leaders have a fragmented relationship with schools and there is an absence of data.**

5B1: Locality based resources project – The public consultation will be live at the end of November.

5B2: Roll out of the Countywide Approach to Inclusive Education (CATIE) dashboard- This is completed.

- **5C) High rates of absence, persistent absence for children with an EHC plan, and a high rate of suspensions.**

5C1: Implementing the 'Working Together to Improve School Attendance' guidance.

5C2: Liaise with Pupil Referral Units (PRUs) to ensure continuity of support for children and young people who require specialist support.

5C3: Develop governance framework for SEN transport to support children and young people (CYP) with complex health needs in line with the statutory guidance for home to school transport.

- **5D) Inefficient allocation of special resource provision places impact negatively on children and young people's opportunities to make good progress and achieve well.**

5D1: Review of Specialist Resource Provisions (SRP).

- **5E) School leaders unaware of the strong commitment to educating a greater proportion of CYP with SEND in mainstream schools.**

5E1: Implementation of the Countywide Approach to Inclusive Education (CATIE) - Mainstream schools core training offer- This is ongoing, and the latest report is included as Appendix 3.

5E2: Implementation of the Countywide Approach to Inclusive Education (CATIE) - Deliver the Inclusion Leadership commissioned programme – This is on track to be delivered within timescale.

5E3: Implementation of the Countywide Approach to Inclusive Education (CATIE) - Develop and promote the school resource directory – This work is underway and will be delivered in timescale.

6.2 Overview of the approach taken to addressing AOW 5. There has been a multi-faceted approach taken to addressing this AOW and the main strands of work include:

- **Strand one - Supporting generic school improvement** through the TEP school improvement adviser team, training on teaching, learning and assessment and commissioning a ground breaking programme working with the Education Endowment Foundation <https://educationendowmentfoundation.org.uk/> to develop in-school capacity to use evidence-based practice to improve teaching and learning. This strand is concerned with Universal education provision which benefits all children and young people but is shown to be of particular benefit to those who may underperform for reasons such as SEN, but also pupils on free school meals. The EEFective Kent programme has now completed and is being externally evaluated.
- **Strand two – Supporting inclusive education** through the refresh of the Countywide Approach to Inclusive Education (the CATIE), the implementation of the Mainstream Core Standards and the externally commissioned NurtureUK accreditation programme <https://www.nurtureuk.org/>. This strand is concerned with developing more targeted support in mainstream schools to meet a range of needs including social, emotional and behavioural.
- **Strand three – Improving attendance** – Kent has historically low attendance in comparison with national averages and this of course impact on pupil standards. The KCC service which support attendance, PIAS, has been moved to the education and SEN division and changes have been made to the approach. There is a lag in the publication of data and the last academic year data set has yet to be published but when comparing Autumn 2021 and Spring 2022 combined data against Autumn 2022 and Spring 2023 combined data we can see the following improvements in all areas except one where further work is being undertaken to address.

1. **Persistent Absenteeism – secondary and primary**

2021-22 = 23.54%

2022-23 = 22.67%

Difference = 0.87%

So, $0.87/23.54 \times 100 = 3.69\%$ (3.7% improvement)

2. **Total Absence – primary**

2021-22 = 6.60%

2022-23 = 6.38%

Difference = 0.22%

So, $0.22/6.60 \times 100 = 3.33\%$ (3.3% improvement)

3. **Persistent Absence – primary**

2021-22 = 20.22%

2022-23 = 19.08%

Difference = 1.14%

So, $1.14/20.22 \times 100 = 5.63\%$ (5.6% improvement)

4. **Total Absence – secondary**

2021-22 = 8.86%

2022-23 = 9.06%

Difference = 0.20%
So, $0.20/8.86 \times 100 = 2.25$ (2.3% decline)

5. **Persistent Absence – secondary**

2021-22 = 27.58%

2022-23 = 26.94%

Difference = 0.64%

So, $0.64/27.58 = 2.32$ (2.3% improvement)

- **Strand four – Ensuring more specialist support is effective and consistent** – through reviewing the 73 Specialist Resource Provisions in mainstream schools. The review led to the following changes: agreeing a standard definition of an SRP, the accommodation that should be provided, admissions criteria, exit arrangements, monitoring and evaluation, key personnel, approach to promoting inclusion and financial arrangements. These changes have been formalised through a new contract which will be in place in all SRPs by the end of December 2023. Whilst this work and the SEND sufficiency strategy has been developed there has been a moratorium on new SRPs but now a robust framework is in place and we have mapped existing provision against need, future commissioning of SRPs is being strategically planned so that children and young people needing this level of support will have pathways from primary into secondary education.
- **Strand five – Improving accountability** through systematic data sharing. The District Dashboard (previously known as the CATIE dashboard) is an interactive data set populated with a range of data from every school, regularly updated as data is published, which collates and presents data for example at a District level to allow schools to benchmark themselves against what is happening in other Kent schools but also facilitates groups of school leaders to discuss inclusion issues locally and plan for improvement. As familiarity with the Dashboard develops, it will help support the development of a peer-to-peer school improvement system, with Inclusion at its core.

7. **Designing a system for the future – The Localities model**

- 7.1 A more locality-based way of working was first proposed in the original CATIE in 2020. Consideration was given to how this more devolved model of decision-making could work in Kent over a period of time including through assessing where the model has already been implemented successfully and unsuccessfully. Project planning formally started in November 2022 and accelerated between January 2023 and April 2023 with a group of mainstream Headteachers (and MAT representatives) working together with Alternative Provision and Special School to develop a model of collaborative working to support children and young people attend school in their community, closer to where they live, as well as to make better use of the resources available.
- 7.2 The locality model organises schools into clusters of between 7 to 14 schools (including primary, secondary and special schools) aligned to NHS Primary Care networks. Each school cluster will have a panel of local leaders who will use the District Dashboard to develop an understanding of the particular issues in their local area and make decisions about how resources can best be used to support pupils. The evidence shows that this way of working will, through enabling school to school discussions about the meeting of pupil needs, drive greater consistency across schools in inclusive practice (AOW 2). The alignment with the NHS PCNs and our intention to organise our own support services to work with particular clusters will enable easier access to

the available resources and services by schools to, for example allocate a 'Team around the School' type approach.

- 7.3 The cluster panels will also be able to make decisions about use of a pot of High Needs Funding Block money which currently individual schools bid for to support individual pupils. The evidence suggests this will be a less bureaucratic way of allocating funding, giving education leaders a greater level of autonomy to address areas of need identified through the data. Twelve pre-consultation events have already taken place which attracted over 50% of schools, the public consultation launched at the end of November and a services of consultation events are planned.

8. Conclusions

- 8.1 KCC is making progress on implementation of the activities in the APP under AOW 2 and 5 but this work is yet to show consistent impact on children and families. All of this work is being developed and delivered in collaboration with the sector and there is a high level of engagement by a significant number of schools and MATs.

9. Recommendation(s)

Recommendation(s):

The SEND Sub-Committee is asked to note the contents of the report.

10. Background Documents

APPENDICES

- Appendix 1 – APP October Scorecard
- Appendix 2 - An example of a SENCO forum agenda and presentation
- Appendix 3 – Report on Mainstream Core Standards training
- Appendix 4 - BATOD with SSC article
- Appendix 5 - Whole School Oracy evidence VIAT
- Appendix 6 - Universal Family Support Phonics flashcards VIAT
- Appendix 7 - IMPACT Evidence Item Attention Autism VIAT
- Appendix 8 - Balanced System workforce specialist evidence VIAT
- Appendix 9 - SSIC data and information anon VIAT
- Appendix 10 - Pupil achievement 2022 2023
- Appendix 11 - Kent Transition Charter

11. Contact details

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