From:	**Beverley Fordham, Cabinet Member for Education and Skills** **Christine McInnes, Corporate Director for Children, Young People and Education**
To:	Children, Young People and Education Cabinet Committee
Subject:	**Review of Post 16 Home to School transport policy including post 19**
Classification:	**Unrestricted**

Future Pathway of Paper: For Information

Summary:

At its meeting on 16 July 2026, Kent County Council agreed a motion requesting that the Cabinet Member for Education and Skills review the implementation and impact of the Council's post-16 Special Educational Needs and Disabilities (SEND) transport policy following its first term of operation.

The preceding key decision taken by the Council on 15 July 2025 revised the way in which transport support is provided for Post-16 and post-19 learners with SEND. In reaching that decision, the Council determined that, in most cases, the default transport offer provided to these learners would be by way of a Personal Transport Budget or mileage payment, instead of the previous approach of providing all learners with access to a KCC organised vehicle. Accordingly, this review considers whether learners are receiving appropriate support as defined within the revised policy framework, rather than assessing arrangements against the previous policy.

The motion requested that the review consider whether eligible post-16 young people with SEND are receiving appropriate support to access education. It also requested information about the impact on young people offered a Personal Transport Budget (PTB), including any subsequent reviews or appeals, available attendance information, concerns raised by families, the consideration of individual circumstances, and the clarity of the review and appeal arrangements.

This report provides the Children, Young People and Education Cabinet Committee with the outcome of the review undertaken in response to that motion. It sets out the available information regarding decisions made under the current policy, the operation of PTBs, the Council's review and appeal processes, and the themes emerging from representations, reviews and appeals during the first term of implementation.

The report also identifies actions taken, or proposed, to ensure that information provided to families is clear, that individual circumstances continue to be

appropriately considered and that the policy and associated operational arrangements support eligible young people to access their educational provision.

Recommendation(s): The Children, Young People and Education Cabinet Committee is asked to NOTE the report.

1. Introduction

1.1 This report provides Members with an update on the implementation and impact of Kent County Council's Post-16 Transport Policy Statement for learners of sixth form age and adult learners, including those with Special Educational Needs and Disabilities (SEND), following the first term of operation under the revised arrangements introduced for the 2026/27 academic year. As such, any findings are only indicative as transport activity will continue to develop through the full academic year.

1.2 The Post-16 Transport Policy Statement (Appendix A) sets out how KCC will fulfil its statutory responsibilities in relation to transport assistance for young people of sixth form age and adult learners, including those with an Education, Health and Care Plan (EHCP). The policy explains the support available, the eligibility criteria applied, and the arrangements through which assistance will be provided to facilitate eligible young people to access education and training.

1.3 Unlike statutory home to school transport for children aged 4 to 16, Local Authorities do not have a general obligation to provide free or subsidised post 16 travel support in the same way as for pupils aged 4 to 16, but do have a duty to prepare and publish an annual transport policy statement specifying the arrangements for the provision of transport, or other support that the authority considers it necessary to make to facilitate the attendance of all persons of sixth form age receiving education or training. This includes support for 19+ learners who started their course before their 19th birthday.

1.4 Councils also have a duty to make such arrangements as they consider necessary for the provision of transport and otherwise in respect of:

- Adult learners (i.e. those aged 19 or over, whose course started after their 19th birthday) for the purpose of facilitating their attendance at local authority maintained or assisted Further or Higher Education institutions or institutions within the Further Education sector; and
- Adult learners with an EHCP (which can be maintained up until the age of 25) for the purpose of facilitating their attendance at institutions where they are receiving education and training outside the Further and Higher Education sectors, where the council has secured the provision of education or training at the institution and the provision of boarding accommodation in connection with that education or training.

1.5 The revised Post-16 Transport Policy, implemented from September 2026, introduced:

- Personal Transport Budgets (PTBs) as KCC's default offer to learners who qualify for additional support, to facilitate their travel to their place of education. This meant a KCC organised vehicle would only be provided in exceptional circumstances, rather than to the majority of pupils that qualify for additional support.
- Two linked changes to the support provided to adult learners:

  i. Adult Learners would be expected to apply for support via the Government funded 16 to 19 Bursary Fund from their learning provider before approaching KCC for any additional support. The 16 to 19 Bursary fund is limited national funding provided to learning providers to support a range of needs including transport.

  ii. Where KCC assessed that any support provided to students via the 16 to 19 Bursary Fund was insufficient to facilitate a student's attendance at school, college or training, consideration would be given to support in the form of a mileage payment. KCC would offer a mileage payment, as standard. Under the proposed policy, KCC would generally no longer make transport arrangements for individuals to whom it provides support.

1.6 A PTB is a payment between £1,700 and £4,700 per annum, designed to support parents and young people in making their own personal arrangements to get to and from their school, college or training provider. It is paid on a pro rata monthly basis. Applicants are not limited in how they make use of the PTB to support travel, with the exception that funds cannot be used to purchase an alternative KCC pass or scheme for the young person, as these are already subsidised by KCC.

1.7 Recognising that the circumstances of young people with SEND vary considerably, the policy also includes provisions enabling individual circumstances to be considered where families believe that the standard PTB does not enable safe and appropriate access to education. The policy therefore includes review and appeal arrangements through which additional evidence can be considered and alternative support may be agreed where appropriate.

1.8 The 2026/27 Post 16 Transport Policy was implemented following a full consultation between January and March 2025. On conclusion of the consultation a report was presented to CYPE Cabinet committee on 15 July (Appendix B). A key consideration for members at that meeting was the Equality Impact Assessment (Appendix C). The report made clear to members that the EQIA identified that the learners most likely to be affected by the proposed Post-16 Transport Policy changes would be students with SEND, including those with EHCPs, together with their families and carers, as they represent the majority of learners currently receiving enhanced transport support.

1.9 The EQIA highlighted a number of potentials, unavoidable adverse impacts, including:

- The level of transport support available through a Personal Transport Budget (PTB) or mileage payment may not be sufficient to replicate existing KCC-arranged transport arrangements.
- Families may be required to take a more active role in arranging and managing transport, increasing the complexity of travel arrangements.
- Parents and carers may need to adjust their working patterns, reduce working hours, or make changes to other caring and family commitments in order to transport their child to and from their place of learning.
- Learners may experience longer journey times or be required to travel further, particularly where public transport forms part of the journey.
- Some learners may have reduced access to their preferred school, college, or training provider, potentially impacting equality of opportunity.
- There is a risk that difficulties in making suitable transport arrangements could negatively affect attendance and participation in education.
- In some cases, learners may cease to engage in education altogether if appropriate travel arrangements cannot be secured.
- The EQIA found that adult learners (aged 19+) may be particularly affected, as they generally travel longer distances and may therefore face greater challenges in accessing their place of learning.

1.10 The EQIA identified that it would not be possible to fully mitigate against these risks, meaning that they were both highly likely to occur and that officers would then have no alternative options available to them to directly address those impacts. There was therefore sufficient information available at the time to understand that policy changes would have a negative impact on individual pupils and their families. However, the report outlined why the decision was still necessary and how the consequences of inaction would have a greater detrimental impact overall on Kent residents.

1.11 The EQIA also noted that the proposals could support greater independence for young people through increased use of Personal Transport Budgets and earlier access to independent travel training, while retaining council-organised transport in exceptional circumstances.

1.12 The report explained that KCC had seen a 75% increase in the number of pupils seeking support under this policy in the preceding 6 years, while average costs rose 40% over the same period. With no direct statutory funding for this area of support, this resulted in an annual cost to local tax payers of around £10m.

1.13 The report outlined that the proposed changes sought to promote independence, rebalance KCC's offer to learners of sixth form age and adult learners and provide financial sustainability. KCC's previous Post 16 and 19 transport offer remained one of the most generous in the country, but without attention, was jeopardising its ability to support all post 16 learners, particularly those making use of the Kent 16+ Travel Saver (K16+TS),which

includes all mainstream learners and the majority of those with SEND and EHCPs.

1.14 Discounted alternatives included increasing the cost of the K16+TS from £600 to £1,360, effectively removing all subsidy and ending the scheme for 6,625 learners. The only other alternative was increasing the parental contribution for vehicle users from £600 to £4,850 per annum. While this would still reflect a 40% subsidy on the average cost of travel for those learners, it was assessed that this would have a greater detrimental impact that transition to a PTB.

1.15 Consultees were asked to indicate their agreement or disagreement with the two proposals put forward:

- 34% agree with providing a Personal Transport Budget to most learners who qualify for additional support from KCC, to facilitate their travel to their place of education; 56% disagree. Strength of disagreement is higher than strength of agreement, with 45% strongly disagreeing and 17% strongly agreeing.

- 24% agree with the expectation that students aged 19+ apply for a discretionary bursary from their learning provider to facilitate their travel to and from their school or college, 63% disagree. Strength of disagreement is higher than strength of agreement, with 49% strongly disagreeing and 14% strongly agreeing.

1.16 Having considered the report and associated documents members of CYPE Cabinet Committee endorsed the proposed decision.

1.17 Following formal decision by the Cabinet Member of Education and Skills to implement the new policy, no call in to Scrutiny was lodged. As a result, KCC's formal policy position identified that its new default transport offer constituted appropriate support to access education.

1.18 Officers therefore undertook the necessary arrangements to implement the policy for the 2026/27 academic year.

1.19 On 15 July 2026, County Council agreed a motion requesting that the Cabinet Member for Education and Skills review the implementation of the Post-16 SEND Transport Policy following the first term of operation. The motion requested:

1. Review the implementation of the council's post-16 SEND transport policy following the first term of operation, to ensure that eligible post-16 young people with SEND receive appropriate support to access education.

2. Collate and report on information to better assess and explain the true impact of KCC's post-16 transport policy following the first term of operation, including:

    a. Among young people who applied for and were offered a Personal Transport Budget but subsequently sought a review or appeal of a transport decision, information on attendance outcomes, where available.

    b. Whether any concerns relating to Personal Transport Budgets have been raised by affected families, and how individual circumstances have been considered through the Council's review and appeals processes.

3. Review the appeal and right of review arrangements for families who can show that the fixed Personal Transport budget does not meet the reasonable cost of safe transport to make it as clear and simple as possible.

4. Review all post-16 SEND transport decisions already made under the current model, in relation to the application and impact of the existing policy and report the findings including any emerging themes arising from reviews and appeals to the relevant Cabinet Committee.

5. Report back to the Children, Young People and Education Cabinet Committee, no later than 17 November 2026, on the action taken on points above. (After this motion, the 17 November 2026 Cabinet Committee was moved to 26 November, however, papers were circulated to members of the committee before the initial deadline)

1.20 This report responds to that motion and provides Members with a review of the implementation of the revised policy, the operation of Personal Transport Budgets, the issues raised by families during the first term of operation, the outcomes of reviews and appeals, and any actions identified to improve the clarity and accessibility of the arrangements for families and young people.

2. Early operational delivery

2.1 The revised Post-16 Transport Policy has now been operational for all related applications for transport support required from the start of the 2026/27 academic year and is therefore moving from implementation into the early stages of delivery and monitoring.

2.2 Since September, transport arrangements have been delivered in accordance with the Post 16 Transport policy, with all new applications assessed against the revised eligibility criteria and framework. The policy changes were implemented as planned, with officers communicating the revised arrangements to families no fewer than three times, in advance of the start of the academic year, in addition to a county wide poster and social media

campaign. In addition, a number of engagement events with learning providers and transport operators took place to support preparation for the expected changes.

2.3 The first few weeks of the academic year have provided an initial opportunity to assess the operational impact of the policy. As with any significant policy change, there has been enquiry and challenge from some families affected by the revised arrangements. However, officers have continued to provide information, guidance and support to applicants, ensuring that individual circumstances are considered in line with the adopted policy and statutory responsibilities.

2.4 All on time applications were assessed and implemented before the start of the academic year. At this early stage, the policy is operating as intended and has enabled the Council to apply a more consistent and equitable approach to the assessment of post-16 transport assistance. Decision-making has been undertaken in accordance with the approved policy, with appropriate routes for review and appeal remaining available to all applicants who are dissatisfied with a decision. It should be noted that this operational assessment is wholly distinct from whether or not there is agreement around the aims of the new policy. Significant disagreement remains around whether or not the offered transport support is suitable, particularly by those who received more generous non-statutory support historically, but this does not mean that the policy is not being applied as expected. These other impacts are assessed separately below.

2.5 Officers are continuing to monitor application volumes, transport provision, customer feedback, appeals activity and financial impacts arising from the policy change. It is recognised that September and October traditionally represent the period of highest demand and greatest operational activity within the service. Consequently, a full assessment of the longer-term impact of the policy will require further monitoring throughout the academic year.

3. Operational activity

Post 16 only	2025/2026 Total		2026/2027 by end Oct	
Applications	1269		1274	
Cash Allowance	0	0.0%	0	0.0%
PTBs	172	13.6%	812	63.7%
Hired Transport	1067	84.1%	345	27.1%
Declined	30	2.4%	117	9.2%
Stage 1 Review Heard	Not held	Not Held	Not Held	Not Held
Stage 1 Review Upheld	Not Held	Not Held	Not Held	Not Held
Stage 1 % Upheld	Not Held		Not Held	
Stage 2 Appeals Heard	5	0.39%	66	5.18%
Stage 2 Appeals Upheld	2	0.16%	29	2.28%
Stage 1 % Upheld	00.0%		0.00%	

Post 19 only	2025/2026 Total		2026/2027 by end Oct	
Applications	637		613	
Cash Allowances	0	0.0%	28	4.6%
PTBs	92	14.4%	0	0.0%
Hired Transport	409	64.2%	270	44.0%
Declined	136	21.4%	315	51.4%
Stage 1 Review Heard	Not Held	Not Held	Not Held	Not Held
Stage 1 Review Upheld	Not Held	Not Held	Not Held	Not Held
Stage 1 % Upheld	Not Held		Not Held	
Stage 2 Appeals Heard	1	0.16%	27	4.40%
Stage 2 Appeals Upheld	0	0.00%	17	2.77%
Stage 1 % Upheld	0.0%		00.0%	

Combined	2025/2026 Total		2026/2027 by end Oct	
Applications	1906	0	1887	0
Cash Allowances	0	0.0%	28	1.5%
PTBs	264	13.9%	812	43.0%
Hired Transport	1476	77.4%	615	32.6%
Declined	166	8.7%	432	22.9%
Stage 1 Review Heard	Not held	Not held	495	25.97%
Stage 1 Review Upheld	Not Held	Not held	257	13.48%
Stage 1 % Upheld	Not Held		51.9%	
Stage 2 Appeals Heard	6	0.31%	93	4.93%
Stage 2 Appeals Upheld	2	0.10%	46	2.44%
Stage 1 % Upheld	0.00%		49.5%	

3.1 Whilst overall application volumes have remained broadly consistent, the data indicates that implementation of the revised Post-16 Transport Policy has largely resulted in the outcomes anticipated at the time the policy was approved.

3.2 For Post-16 learners, application numbers have remained stable, suggesting that demand for education transport support has not been adversely affected by the changes. Preparatory analysis did not anticipate any significant changes in the proportion of cases receiving support compared to previous years, as eligibility criteria did not change for this group. As such, the increased proportion of cases that were refused was not anticipated. Without access to historic data, it is not possible to identify which year's outcome is closer to a "normal" outcome. However, the similar proportion of stage 2 appeals being upheld compared to previous years suggests that officers have not been making disproportionately strict decisions, as this appeal stage is wholly member led and does not appear to be compensating for inaccurate earlier decision making. Further analysis will be undertaken as available data grows, to better understand the factors contributing to this trend and whether it reflects changes in applicant circumstances, eligibility, or other external influences, or whether the previous year's figures were abnormally low.

3.3 The most significant changes have been seen within the Post-19 cohort. As the revised policy introduced new eligibility criteria for adult learners, a reduction in the number of learners qualifying for transport support was anticipated. The data indicates that this has occurred, with fewer Post-19 learners receiving funded transport assistance and this reflects the intended effect of the policy rather than an unforeseen consequence.

3.4 Throughout the early delivery, there has been repeated suggestion that KCC had implemented a blanket policy to refuse vehicle based transport support to all learners. These suggestions are wholly undermined by the available evidence. Overall, 32.6% of learners continue to receive a KCC provided vehicle, which likely constitutes a significantly higher proportion of learners than would constitute "exceptional". Vehicle based support has been provided at all three stages the process (application, review and appeal), which also clearly shows a balance between officer and member duties.

3.4 As expected, implementation of the revised policy resulted in an increase in stage 1 reviews, stage 2 appeals and overall challenges to transport decisions as families and learners adapted to the new arrangements. (Further information about how these processes have been reviewed can be found in the following section).

3.5 Historically stage 1 review outcome data has not been collected, so it is not possible to compare this directly, although officers can anecdotally confirm a significant increase compared to historic trends. Similarly, this year's data collection did not allow for distinction between Post 16 and Post 19 cases, but this will be addressed as the system matures.

3.6 Aas an overall cohort, 25.97% of cases requested a stage 1 review. This was considerably lower than anticipated, where as much as 100% of refusals

could have resulted in a review and/or appeal request. Officers anticipated something closer to 50% of all cases would seek review. These cases are either where transport support was fully declined, or where applicants did not feel the provided support was sufficient for their needs. 51.9% of those stage 1 reviews resulted in a changed outcome, which accounts for 13.48% of the total number of applications .

3.7 More detailed historic data is available to allow comparison of the proportion of Stage 2 member led appeals. While overall number are low, so do not provide a strong basis for comparison, it can been seen that proportionally, similar volumes of stage 2 cases were upheld or declined compared to last year. This suggests that transport eligibility decisions continue to be applied consistently and appropriately. The data does not indicate that decisions are being made more restrictively than intended, and appeal outcomes provide assurance that the policy is operating as expected. It should be noted that only 4.93% of cases progressed to stage 2. This again is significantly lower than anticipated, with only 2.44% applications receiving support through stage 2 appeal.

4. Right of appeal process

4.1 Officers were asked to review the transport appeals arrangements to ensure they remain robust, transparent and compliant with statutory guidance. Kent County Council continues to operate the two-stage appeals process as set out in the DFE statutory guidance, providing applicants with the opportunity for both an officer review and, where appropriate, consideration by the Members of the Regulation Committee Appeal Panel.

4.2 The appeals framework plays an important role in ensuring that individual circumstances are fully considered alongside the application of policy. In addition to reviewing whether eligibility criteria have been applied correctly, the process allows for the consideration of exceptional personal, family and educational circumstances that may not be fully captured within the initial application.

4.3 As evidenced by the data in the previous section, where it was clear from a child's EHCP and other available, officers made the proactive decision to provide learners with access to a KCC organised vehicle, without the need for further review. Where such evidence was not immediately available, families were offered the policy's expected default offer of a PTB or milage payment. Stage 1 review and stage 2 appeal data shows that where cases were further reviewed, access to vehicles continued to be offered where there was sufficient evidence of need.

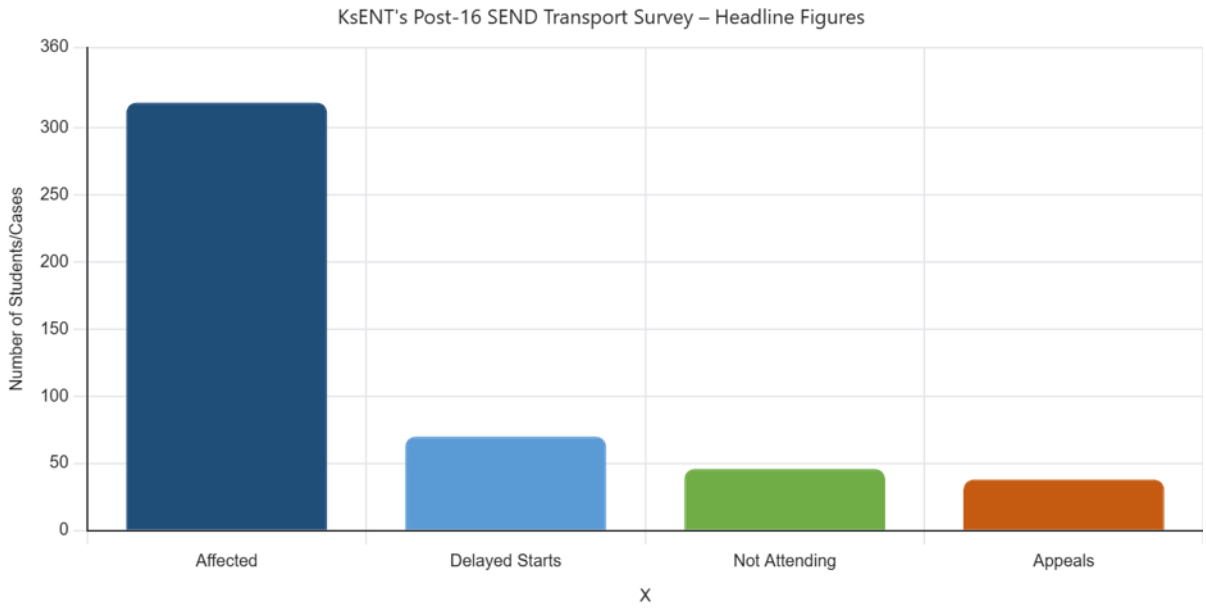
4.4 To support families and learners during the implementation of the revised policy, applications were opened earlier than usual, and appeal hearings were scheduled earlier in the academic cycle, to ensure they were heard before the start of the new academic year. This approach has enabled decisions to be reviewed and resolved more quickly, providing greater certainty for learners and families ahead of the start of the academic year.

4.5 The increase in the number of appeals during 2026/27 demonstrates that applicants are actively engaging with the process and making use of the opportunities available to have their circumstances reconsidered. This provides assurance that the appeals arrangements are accessible and effective, enabling the Council to identify and respond to cases where individual circumstances warrant a different outcome whilst maintaining consistent application of the policy overall.

5. Impact on Learners and Families

5.1 As the revised Post-16 Transport Policy was implemented during the 2026/27 academic year, officer activity during the initial period was primarily focused on processing applications, implementing new arrangements and responding to appeals. Whilst the majority of learners and families have adapted successfully to the revised arrangements, there are instances where learners have experienced difficulties accessing education as a result of changes to transport assistance. To supplement the Council's own operational data, feedback was sought from external stakeholders, including the Kent Special Educational Needs Trust (KsENT), to provide an independent perspective on the experiences of schools, learners and families. This allowed for an impartial analysis of the impact on learners, including on attendance and their wider educational experiences. The full KsENT report is included in Appendix D. Responses were received from 13 schools, so at this stage, data is indicative only. While all schools were given an opportunity to respond, it is important to consider that this request aligned with the start of the new academic year, which was already made more complex as a result of these changes. KCC will therefore continue to work with KsENT throughout the year to broaden our understanding of the full impact, when schools have a greater opportunity to engage.

5.2 Of the 13 KsENT schools that replied, 319 students were identified as being affected by the Post-16 SEND Transport changes. Of these, 70 students are experiencing delayed starts, 46 students are not attending education, due to transport difficulties and KsENT schools report 38 active transport appeals. The data demonstrates that transport changes are affecting safeguarding, attendance, wellbeing and educational outcomes across KsENT’s schools.



5.3 KsENT's survey of member schools identified a number of concerns relating to the implementation of the revised transport arrangements. Responding schools reported instances of transport difficulties affecting attendance, delayed starts to education programmes, learner wellbeing and family circumstances. Schools also highlighted increased demands on their own resources, including additional work associated with supporting families, monitoring attendance and responding to safeguarding concerns.

5.3 A key theme emerging from the feedback is that the impact of transport arrangements extends beyond travel itself and may influence wider aspects of a learner's educational experience, including attendance, participation, wellbeing and transition into Post-16 provision. KsENT's report identifies that these impacts can be particularly significant for learners with complex special educational needs and disabilities who rely upon consistent routines and support arrangements.

5.4 The Council acknowledges these concerns and will continue to monitor attendance, participation, appeals and stakeholder feedback as the policy becomes more established. However, as outlined in the introductory section, officers do not currently have alternative options within the existing policy to address this impact, so this situation could only be materially changed following further policy reviews. It is also important to recognise that attendance and participation in education are influenced by a range of factors, of which transport is only one. Further monitoring over a longer period will be required to understand the extent to which any changes in attendance or participation can be attributed directly to transport policy changes.

5.5 The increase in appeals during the first year of implementation provides a further indication of the impact of the revised arrangements on some learners and families, as outlined in Section 3. Appeals have most commonly raised concerns relating to affordability, the practicalities of transport arrangements and the specific needs of individual learners. The appeals process has enabled these circumstances to be considered on a case-by-case basis and

has provided an important mechanism for identifying learners whose needs may warrant an alternative outcome or additional support

6. School Led Transport

6.1 In accordance with the revised Post-16 Transport Policy, the Council has entered into grant agreements with four Specialist Post-16 Institutions (SPIs) to enable them to develop and deliver transport arrangements for eligible learners attending their provision. These arrangements are intended to provide greater flexibility in meeting the transport needs of individual students whilst supporting access to education.

6.2 As at 31 October the four participating SPIs are providing transport for 143 students through these grant-funded arrangements.

6.3 The Transport Eligibility Operations Manager has worked closely with the participating providers to support the implementation of these services, including the development of transport solutions, funding arrangements and operational processes. This collaborative approach has helped to ensure that transport arrangements were in place from the start of the academic year and that students were able to access their educational provision with minimal disruption.

6.4 Officers will continue to work with participating SPIs throughout the academic year to monitor the effectiveness of these arrangements, review outcomes for students and identify any opportunities to further develop the school-led transport model.

6.5 In addition to the arrangements with Specialist Post-16 Institutions (SPIs), one maintained special school has entered into a bespoke school-led transport arrangement through a Service Level Agreement with the Council. Under this arrangement, the school utilises its Post-16 Transport Budget (PTB) funding to organise and deliver transport directly for a number of its Post-16 students.

6.6 This approach provides the school with greater flexibility to design transport arrangements that meet the needs of its learners whilst supporting attendance and participation in education. Officers have worked closely with the school to develop and implement the agreement and will continue to monitor its operation and outcomes throughout the academic year.

6.7 The introduction of both SPI grant-funded transport arrangements and the maintained special school's Service Level Agreement demonstrates the Council's commitment to exploring alternative and locally managed transport solutions that support learners whilst ensuring the effective use of available resources.

7 Conclusion

7.1 This report brings together all currently available information and evidence to show the initial impact of the implementation of the new Post 16 and Post 19 Transport Policy

7.2 This analysis identifies that the Equality Impact Assessment correctly identified the likely consequences of these policy changes. Analysis has not found unanticipated outcomes, but has clearly outlined the negative consequences felt by individuals and settings

7.3 Officers will continue to monitor the implementation of this policy and its wider impact, through the full academic year.

8 Recommendations

8.1 The Children, Young People and Education Cabinet Committee is asked to NOTE the report.

9. Background Documents

Appendix A - Post 16 Transport Policy Statement including Post 19 (link)

Appendix B – 15 July CYPE Cabinet Committee Report (link)

Appendix C – Equality Impact Assessment from Key Decision (link)

Appendix D – KSENT REPORT

10. Contact Details

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