



Accountability, performance management and inspection: how to enable positive responses to diversity?

January 2020

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SUMMARY

This seminar focussed on three questions, 1. How can accountability be focussed beyond the academic core to cover greater breadth while also being more nuanced and flexible?, 2. How can an OFSTED framework be designed to reward positive responses to diversity? and 3. How can an accountability system give voice to the real experiences of children and young people with SEND?

The first presentation was by Dr Jonathan Roberts, LSE, who considered several key questions: How do we think about the purposes, kinds and levels of educational accountability? Does accountability need a simpler and more coherent framework? What does 'being good' at provision for the diversity of pupils mean in practice? What sense can be made of the new proposed Ofsted framework based on this analysis? He argued that accountability in education is not simple, given the variety of stakeholders, the breadth of relationships and the multidimensionality of outcomes create extraordinary challenges in designing robust accountability regimes. His paper in introducing how accountability regimes work in the English schools, presents reasons why accountability for provision for pupils with SEND is not yet sufficiently incisive. It sets out principles for the design and implementation of accountability systems in the SEND field. Throughout a central question recurs: do accountability mechanisms lead to learning, and from learning to service improvement? Accountability systems, especially for children with SEND, must move beyond the description of problems and the implementation of sanctions to constructive action.

Nick Whittaker, Ofsted, gave an account of the new Education inspection framework 2019 in terms of its focus on 'Inspecting the substance of education'. The function of Ofsted as a force for the improvement in children and young people's lives is through *intelligent, responsible* and *focused* inspection and regulation. The primary purpose of inspection under the education inspection framework (EIF) is to bring about improvement in education provision. Inspectors take a 'rounded view' of the education a school provides to all its pupils, including those with special educational needs and/or disabilities (SEND). The paper indicates that in this sense the EIF takes an unequivocally inclusive stance. The paper also covers how the EIF is applied to pupils with SEND, the Inspection methods and safeguarding. The paper concludes that social justice is at heart of the Ofsted mission.

Jane Starbuck, Regional Lead East Midlands and Humberside, discussed whether accountability for SEN/Disabilities should be separate or embedded within a general accountability framework. Her presentation argued that the aim should be to have a fully inclusive accountability system that is embedded into whole school processes. But, she recognised that the reality is that we are not there yet. So, we need to be incorporating SEND into our systems and then shining a spotlight on this area so that all leaders and staff are able to understand, prioritise and develop a strategic way forward to ensure everyone is able to thrive and make progress. To get there she concludes that need to ensure we have external accountability systems that actively encourage and reward schools that endeavour to do this.

Prof. Robin Banerjee, University of Sussex, considered how can an accountability system focus on personal and social emotional learning and what are the implications for outcomes focused accountability and its practical implementation. He argues that if we are taking social and emotional development seriously, we have to ask this question: how do we make schools accountable? His answer is that we could take measurements of all the different outcomes of interest, though there is not one simple validated measure that covers

everything (e.g. children's abilities to manage their feelings, their self-awareness, their relationship skills, their empathy and so on). But, measurement does not become an accountability system; as schools cannot be responsible for all such outcomes and measurement does not necessarily change the process. His approach is to monitor school processes and not feed outcomes into performance league tables. He concludes with the question of how do we make monitoring of *processes* work?

The paper concludes with a summary of the discussion group responses to the following questions: How can accountability be focussed beyond the academic core to cover greater breadth while also being more nuanced and flexible? How can an OFSTED framework be designed to reward positive responses to diversity? and How can an accountability system give voice to the real experiences of children and young people with SEND?

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Section 1: Introduction

Accountability, performance management and inspection: how to enable positive responses to diversity?

11 July: 10.30 am - 5pm: St Albans Centre, Leigh Place, Baldwin's Gardens, London EC1N 7AB.

How to get there at <http://stalbanscentre.org/location/>

The seminar will focus on these questions:

1. How can accountability be focussed beyond the academic core to cover greater breadth while also being more nuanced and flexible?
2. How can an OFSTED framework be designed to reward positive responses to diversity?
3. How can an accountability system give voice to the real experiences of children and young people with SEND?

Programme:

10.30	Introduction
10.35 -11.15	Dr Jonathan Roberts, LSE How do we think about the purposes, kinds and levels of educational accountability? Does accountability need a simpler and more coherent framework? What does 'being good' at provision for the diversity of pupils mean in practice? What sense can be made of the new proposed Ofsted framework based on this analysis?
11.15 -11.55:	Nick Whittaker Ofsted Where is the Ofsted framework going as regards provision for SEN/disabilities?
12.00 -1.00	Small group discussions
1.00 – 1.15	Group feedback
1.15 - 2.00	Lunch
2.00 - 2.40:	Jane Starbuck, Regional Lead East Midlands and Humberside, Whole School SEND Should accountability for SEN/disabilities be separate or embedded within a general accountability framework?
2.40 - 3.20:	Prof. Robin Banerjee, University of Sussex How can accountability focus on personal and social emotional learning? What are the implications for outcomes focused accountability and its practical implementation?
3.20 – 4.20	Small group discussions
4.20 – 4.40	Group feedback and plenary

SEN Policy Research Forum

The SEN Policy Research Forum, which organised this seminar, incorporates the aims and work of the previous SEN Policy Options group in a new format and with some expanded aims. The Forum's website is at:

<http://blogs.exeter.ac.uk/sen-policyforum/>

The aim of the Forum is to contribute intelligent analysis, knowledge and experience to promote the development of policy and practice for children and young people with special educational needs and disabilities. The Forum will be concerned with children and young people with special educational needs and disabilities from preschool to post 16. It will cover the whole of the UK and aim to:

1. provide timely policy review and critique,
2. promote intelligent policy debate,
3. help set longer term agendas – acting like a think-tank,
4. deliberate over and examine policy options in the field.
5. inform research and development work in the field.
6. contribute to development of more informed media coverage of SEND policy issues.

The uncertainties over what counts as 'special educational needs' and 'disabilities' in relation to a wider concept of 'additional needs' are recognised. These will be among the many issues examined through the Forum.

The Forum, which continues the work of the SEN Policy Options group has been continuing this work for over 20 years. It started as an ESRC seminar series with some initial funding from the Cadbury Trust. The Forum appreciates the generous funding from NASEN and the Pears Foundation to enable it to function, though it operates independently of these organisations.

Lead group and coordination of the Forum:

Dr Peter Gray - Policy Consultant (co-coordinator)

Professor Brahm Norwich - University of Exeter (co-ordinator)

Yoland Burgess, Young People's Education and Skills, London Councils

Professor Julie Dockrell – UCL Institute of Education

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Penny Richardson - Policy Consultant

Chris Robertson, University of Birmingham

Dr Rob Webster, UCL Institute of Education

Professor Klaus Wedell UCL, Institute of Education

Julie Wharton, Winchester University

Membership:

If you would like to join the Forum, go to the website and follow link to register as a member. You will be invited to future seminars and be able to participate in

discussion through the Jiscmail system. SEE SENPRF website for joining instructions.

For further information please contact the co-coordinators of the Forum, Brahm Norwich, Graduate School of Education, University of Exeter, Heavitree Road, Exeter EX1 2LU (b.norwich@exeter.ac.uk) or Peter Gray (pgray@sscyp) .

Past Policy Options Papers (see website for downloadable copies)

1. Bucking the market: Peter Housden, Chief Education Officer, Nottinghamshire LEA
2. Towards effective schools for all: Mel Ainscow, Cambridge University Institute of Education
3. Teacher education for special educational needs: Professor Peter Mittler, Manchester University
4. Resourcing for SEN: Jennifer Evans and Ingrid Lunt, Institute of Education, London University
5. Special schools and their alternatives: Max Hunt, Director of Education, Stockport LEA
6. Meeting SEN: options for partnership between health, education and social services: Tony Dessent, Senior Assistant Director, Nottinghamshire LEA
7. SEN in the 1990s: users' perspectives: Micheline Mason, Robina Mallet, Colin Low and Philippa Russell
8. Independence and dependence? Responsibilities for SEN in the Unitary and County Authorities: Roy Atkinson, Michael Peters, Derek Jones, Simon Gardner and Philippa Russell
9. Inclusion or exclusion: Educational Policy and Practice for Children and Young People with Emotional and Behavioural Difficulties: John Bangs, Peter Gray and Greg Richardson
9. Baseline Assessment and SEN: Geoff Lindsay, Max Hunt, Sheila Wolfendale, Peter Tymms
10. Future policy for SEN: Response to the Green Paper: Brahm Norwich, Ann Lewis, John Moore, Harry Daniels
11. Rethinking support for more inclusive education: Peter Gray, Clive Danks, Rik Boxer, Barbara Burke, Geoff Frank, Ruth Newbury and Joan Baxter
12. Developments in additional resource allocation to promote greater inclusion: John Moore, Cor Meijer, Klaus Wedell, Paul Croll and Diane Moses.
13. Early years and SEN: Professor Sheila Wolfendale and Philippa Russell
14. Specialist Teaching for SEN and inclusion: Annie Grant, Ann Lewis and Brahm Norwich
15. The equity dilemma: allocating resources for special educational needs: Richard Humphries, Sonia Sharpe, David Ruebain, Philippa Russell and Mike Ellis
16. Standards and effectiveness in special educational needs: questioning conceptual orthodoxy: Richard Byers, Seamus Hegarty and Carol Fitz Gibbon
17. Disability, disadvantage, inclusion and social inclusion: Professor Alan Dyson and Sandra Morrison
18. Rethinking the 14-19 curriculum: SEN perspectives and implications: Dr Lesley Dee, Christopher Robertson, Professor Geoff Lindsay, Ann Gross, and Keith Bovair
19. Examining key issues underlying the Audit Commission Reports on SEN: Chris Beek, Penny Richardson and Peter Gray
20. Future schooling that includes children with SEN / disability: Klaus Wedell,

Ingrid Lunt and Brahm Norwich

VI. Policy Options Papers from sixth seminar series

21. Taking Stock: integrated Children's Services, Improvement and Inclusion:

Margaret Doran, Tony Dessent and Professor Chris Husbands

22. Special schools in the new era: how do we go beyond generalities?

Chris Wells, Philippa Russell, Peter Gray and Brahm Norwich

23. Individual budgets and direct payments: issues, challenges and future implications for the strategic management of SEN

Christine Lenehan, Glenys Jones Elaine Hack and Sheila Riddell

24. Personalisation and SEN

Judy Sebba, Armando DiFinizio, Alison Peacock and Martin Johnson.

25. Choice-equity dilemma in special educational provision

John Clarke, Ann Lewis, Peter Gray

26. SEN Green Paper 2011: progress and prospects

Brian Lamb, Kate Frood and Debbie Orton

27. A school for the future - 2025: Practical Futures Thinking

Alison Black

28. The Coalition Government's policy on SEND: aspirations and challenges? P. Gray, B. Norwich, P Stobbs and S Hodgson.

29. How will accountability work in the new SEND legislative system?

Parents from Camden local authority, Penny Richardson, Jean Gross and Brian Lamb

30. Research in special needs and inclusive education: the interface with policy and practice, Brahm Norwich, Peter Blatchford, Rob Webster, Simon Ellis, Janet Tod, Geoff Lindsay and Julie Dockrell.

31. Professional training in the changing context of special educational needs disability policy and practice. Neil Smith, Dr Hazel Lawson, Dr Glenys Jones.

32. Governance in a changing education system: ensuring equity and entitlement for disabled children and young people and those with special educational needs. Peter Gray, Niki Elliot and Brahm Norwich.

33. School commissioning for send: new models, limits and possibilities, Tom Jefford, Debbie Orton and Kate Fallon.

34. An early review of the new SEN / disability policy and legislation: where are we now? Brian Lamb, Kate Browning, Andre Imich and Chris Harrison.

35. Preparing for adulthood - developing provision for children and young people with SEND. Yolande Burgess Justin Cooke. Ellen Atkinson and Gill Waceba.

36. A worthwhile investment? Assessing and valuing educational outcomes for children and young people with SEND. Graham Douglas, Graham Easterlow, Jean Ware & Anne Heavey

37. Changes in SEN / disability provision, pressures on ordinary schools and parental choice: a review of inclusive education and its prospects. Alison Black, Lizzie Harris, Jayne Fitzgerald, Claire-Marie Whiting and Jenny Andrews.

Copies of most of these papers can now be downloaded from the website of the SEN Policy Research Forum <http://blogs.exeter.ac.uk/sen-policyforum/>

Section 2:

Thinking about accountability, education and SEND

Dr Jonathan Roberts, Marshall institute, London School of Economics and Political Science

Introduction

Accountability systems are powerful. If designed and implemented successfully, they can be forceful drivers of improvement; if poorly, there can be perverse incentives, reduced effectiveness and demoralised professionals. The purpose of this paper is to introduce a framework through which we can analyse accountability structures and SEND, and through which we can explore the weaknesses and strengths of current policy approaches, specifically in the English schools system. It does not seek to present an intricate description of accountability structures and indicators in the SEND field; nor does it explore in depth important contextual variables such as the level of education (preschool, primary, secondary, tertiary). The paper has three parts. The first section explores the concept of accountability, its different purposes, and its potentially powerful effect on behaviours. Section two identifies multiple accountability regimes within the English schools system and their relevance to pupils with SEND; it considers why accountability for pupils with SEND may be ineffective, and proposes three remedies. The final section sketches out principles for designing a rigorous and practical accountability system for SEND.

What is accountability?

Accountability has been described as a ‘magic concept’ – fashionable, attractive, generally accepted, but lacking clarity as a technical or operational term (Pollitt and Hupe, 2011). It is a concept that all can agree on in the abstract, but that becomes contested and difficult when enacted in practice. Yet accountability mechanisms can be powerful systems of meaning and control that have real impact. This section identifies key dimensions of the idea of accountability, different possible purposes, and, significantly, the ability of accountability mechanisms to change behaviour; where possible, examples are taken from the education field.

Dimensions of accountability

A relationship. Accountability implies a relationship between two parties or more – in its simplest form, one party questions and the other answers with an account. There is typically some notion of responsibility, so that one party is held responsible by the other for their actions (Edwards and Hulme, 1996) ; there is an implication that one party holds rights of authority over the other – at least to demand answers and possibly to impose sanctions (Mulgan, 2000). This view, however, can be criticised for its emphasis on control and power; accountability can be understood too as a more participative and less adversarial exchange, a suggestion that may have resonance in a field such as education.

Giving an account: at the heart of accountability is the provision of an account. An account may be presented as a narrative or as quantitative data; this collation of information for scrutiny is, in principle, an act of transparency (Weisband and Ebrahim, 2007). The information provided may be accompanied by justification and explanation of decisions made and outcomes achieved (Weisband and Ebrahim, 2007).

Evaluation: an account is rarely a simple description of what has taken place. When we hold someone accountable, we tend to evaluate their behaviours and achievements. This opens up a large area of contest and controversy in the education context. How do we make judgements of value? What outcomes do we value? What indicators do we use to measure them? Given the power of accountability frameworks, there is a fundamental question – who has the right to determine what is valued in an education system? (Ball, 2003).

Sanctions. Accountability systems may include the application of sanctions if the account or the reported actions are considered inadequate (Mulgan, 2000). Such sanctions, both implicit and explicit, are a central feature in the education field, as discussed below.

Moral content. Beyond formal systems of sanction and incentive, there is arguably a moral and professional duty on education professionals to be open, responsive and accountable in their interactions with children, parents (and carers) and other stakeholders.

Purposes of accountability

Holding responsible. A first purpose of accountability systems is to hold individuals and organisations responsible: as Brian Lamb proposes in the SEND field, “where standards fall short, they will be challenged.” (Lamb Inquiry, 2009). As Lamb’s words imply, accountability contains some idea of ‘rectification’ or making good, should there be some failure in the account (Mulgan, 2000).

Incentive and constraint. ‘Making good’ can be interpreted in different ways. Individuals and organisations can be held responsible through sanctions or rewards – for instance, capability proceedings or performance-related pay for individual teachers. As well as holding the actor to account in the present, the possibility of such ‘making good’ creates incentives and constraints on future actions by other actors, so that the system becomes one of control.

Service improvement: more positively, ‘making good’ can be conceived as improving services that have been found wanting. Accountability can support service improvement through the generation of information flows: the collection of data about what is and is not working; benchmarking and comparative data; and the sharing of accounts of success and failure. Here accountability has a formative function.

Control and signalling by policymakers. Accountability mechanisms are used by policymakers to indicate priorities. As an example, the introduction of the EBacc accountability measure in school performance tables has pushed schools to prioritise particular subjects within the curriculum; inspection by Ofsted of schools’ instruction in ‘British Values’ has directed schools’ behaviours.

Building confidence: accountability mechanisms may support confidence in schools or the education system through transparency and reassurance of standards. On the other hand, strong accountability systems, especially if taking a top-down compliance approach, can be potentially corrosive, implying “institutionalised distrust” in professionals’ competence and motivations (Power, 1997).

Empowerment and dialogue. Accountability systems can empower parents and children by providing transparent information about educational performance. Such empowerment may be enhanced where there is opportunity for stakeholders to engage in meaningful dialogue with schools and other education institutions (West, Mattei and Roberts, 2011).

These purposes of accountability can be in tension. Most obviously, the emphasis on holding actors responsible, and the associated threat of sanctions, may encourage a culture of compliance and a reluctance to admit failures, both of which mitigate against service improvement; to achieve constructive commitment to improvement it may be necessary to detach formative accountability from accountability associated with external sanctions (see, Dorn, 2010). Top-down control and signalling is in principle at odds with stakeholder empowerment and dialogue. Finally, accountability and transparency do not necessarily develop trust, but may raise distrust if the emphasis is continually on what has failed.

Accountability and behaviour

Accountability systems can be powerful structures of meaning, signalling, incentive and constraint which cause significant changes in the behaviour of those held accountable. Responses may be consistent with those intended. But there is widespread evidence of unintended effects, especially when there are significant consequences for actors should measurable standards not be met. There has been concern at 'gaming' – deliberate actions that subvert or circumvent the purpose of an accountability measure. An example would be disproportionate focus on the attainment of pupils on the historic C/D boundary in GCSE examinations in order to improve league table ranking at the expense of other non-measured outcomes. There may also be crowding out of activities that are not measured. Public examinations may encourage schools to 'teach to the test', thus reducing attention to other non-measured educational opportunities (Ward and Quennerstedt, 2019). The EBacc indicator, which holds schools to account for pupils' achievement in specified core academic subjects, has been found to reduce schools' focus on physical education (Maguire, Gewirtz, Towers and Neumann, 2019).

Accountability regimes and SEND in the English schools system

We turn now to the accountability regimes within the English schools system and their relevance to pupils with SEND. Seven types of accountability mechanism have been identified by Anne West and colleagues (2019).

Hierarchical: schools are held accountable by local authorities (in the case of maintained schools), by Regional Schools Commissioners, by the state inspection agency Ofsted and by the Department for Education (DfE). Accountability measures include exam performance data, attendance data, financial management, safeguarding and the Ofsted inspection framework. Sanctions for poor performance are potentially severe: the jobs of teachers and senior staff may be under threat; the governing body can be replaced; poor inspection grades can reduce enrolment and long-term sustainability; maintained schools can be forced to become academies.

Market: parents as consumers exercise market accountability by choice of school and by moving school when unhappy. Market accountability is informed by school league tables, Ofsted reports and online school profiles. The sanction is a falling roll

which constrains the financial resources available to the school and may even undermine its viability.

Contractual: academies are accountable through contracts with the Secretary of State for Education, mediated by the Education Skills and Funding Agency (ESFA) and by Regional Schools Commissioners. Sanctions include closure of academies through termination of contract, or enforced transfer of an academy from one multi-academy trust to another (Department for Education, 2019).

Legal: schools have multiple legal duties, such as employment law, data protection, and human rights legalisation. It is through the legal system that schools and local government are frequently held to account in the SEND field through mechanisms such as the SEND Tribunal. Potential sanctions vary widely depending on the specific legal issue, extending to civil fines and criminal convictions for individuals and organisations.

Professional: teachers are subject to professional expectations and norms of conduct; they are accountable to their peers for appropriate behaviour. More recently central government in England has overseen professional conduct through the Teaching Regulation Agency (TRA). Sanctions, with the exception of actions around gross misconduct by the TRA, are peer disapproval and shame.

Participative: participative accountability is characterised by dialogue, questioning and discussion. In the schools system this is embodied by the governing body, within which parents, staff and community representatives come together to hold school leaders to account. Parent-teacher meetings also fall within this framework, as do children's voice mechanisms such as school councils. With the rise of the multi-academy trust, there is some concern at the reduced role for local school governing bodies, and hence a decline in participative accountability mechanisms (West and Wolfe, 2019). Inasmuch as governing boards also sit within the hierarchical accountability regime, there is the possibility of sanctions applied to senior staff. But there are few sanctions directly associated with participative accountability.

Network: in the emerging environment of school partnerships and peer-to-peer school support, there is growing attention to the notion of network accountability. This may refer both to accountability of a partnership to wider external actors, and also to the accountability of members of the partnership to each other. The latter may be characterised by dialogue, peer review and expectations of professional behaviour. Formal sanctions may be weak, but powerful normative sanctions are associated with peer monitoring and professional approval.

How do schools and teachers negotiate these multiple accountability regimes? One proposition is that schools will align their behaviours with those accountability mechanisms for which sanctions are both severe and likely to be enforced, as set out in Table 1. Such an analysis predicts that hierarchical, market and legal accountability regimes are likely to be most salient for schools and therefore influence behaviours. Network, participative and professional accountability regimes will be relatively less important.

Table 1 Accountability regimes - salience of sanctions (West et al., 2011)

	Perceived strength of sanction		
		Strong	Weak
Perceived likelihood of sanctions	Likely	Market Legal Hierarchical	
	Unlikely	Contractual	Network Participative Professional

Accountability regimes and SEND

How does accountability for SEND provision fit within these regimes? There are two problems. First, SEND provision is not adequately represented within the most salient accountability regimes: it may lack prominence; even if accorded some significance, its complexity and diversity is not fully captured. Let us consider each of the prominent regimes – market, hierarchy and the law. Market accountability assumes parents’ ability to choose between schools; but for parents of children with SEND, and especially more complex needs, the lack of accessible alternatives undermines choice and hence the power of market accountability. The hierarchical accountability regime does increasingly make reference to SEND. It is through such accounts that we have data on failures of provision around SEND – whether in terms of attendance and exclusions, weak provision at school and local area level as described by Ofsted, or academic attainment that lags behind children who do not have SEND. There is then a descriptive account. (Peacey, Lindsay., Brown and Russell, 2009). The account, however, is incomplete: academic attainment, although of importance to many children with SEND, is only one part of effective provision, and the emphasis on quantifiable attainment data may cause neglect of other important practice. There is the further central concern about whether such accounts move beyond description to action, so that schools and other actors are pushed to improve provision. Significant indicators, and sanctions associated with them, may give little prominence to children with SEND relative to their peers, or alternatively create perverse incentives for gaming so that schools may even seek to avoid offering provision to some children with SEND. The legal accountability regime, finally, does at least place some prominence on SEND. However, sanctions in this field of law are arguably insufficient to deter poor behaviour. Further, resort to this accountability system is costly to parents and their children; it is also inequitable, favouring parents with financial and cultural capital who can negotiate the legal system.

The second problem arising from the analysis of schools accountability regimes is this: particular styles of accountability that may have an especial utility in supporting effective provision for pupils with SEN do not have sufficient purchase. As noted, network and participative forms of accountability may be deemed less relevant because of the absence of associated incentives and sanctions. The dialogue, questioning and learning implied within such accountability processes is likely to contribute to service improvement in all fields of education; but they are especially

fundamental in the SEND field because of its complexity and diversity, because much may hinge on the presentation of difficulties at the level of the individual student which requires explorative dialogue between professionals, child and parents, and because inter-agency and inter-school collaboration are central to provision and improvement.

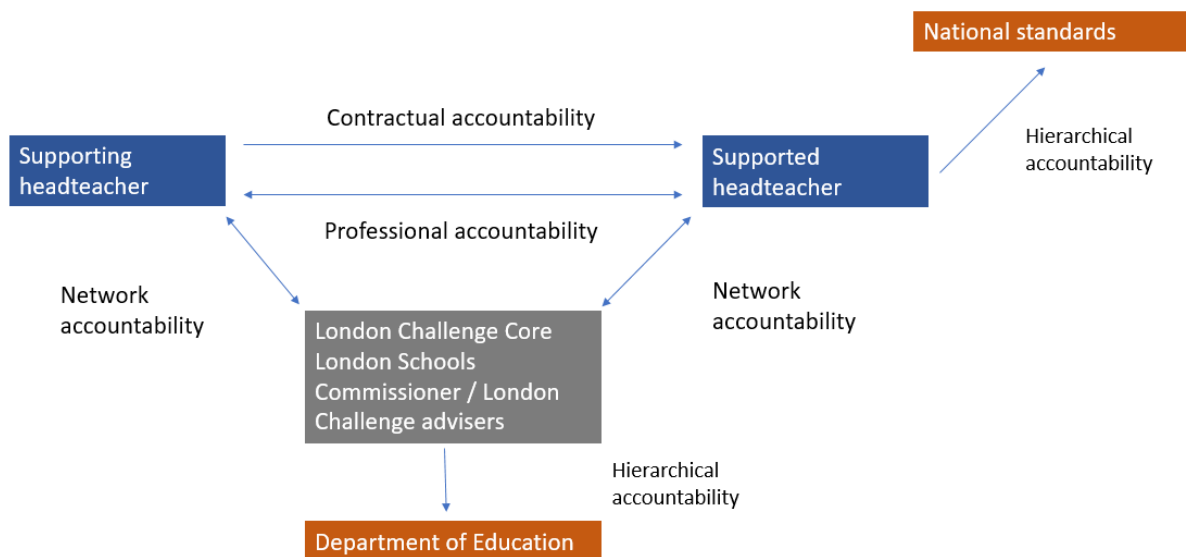
Re-balancing accountability structures towards SEND: three propositions

How might we enhance the importance and power of accountability for SEND, in order to push forward improvement in SEND provision? Three propositions are advanced here.

1. *Increase the salience of SEND as integral dimension within the most influential accountability systems.* Rob Webster, for instance, proposes not only an Ofsted SEND grade for schools, but also that a school's overall grade cannot be any higher than this grade (Webster, 2019). Such a mechanism raises the importance of SEND by explicitly connecting it to significant reputational and other sanctions within the hierarchical accountability system. Personal budgets for SEND provision within an EHC plan might empower parents within the market accountability mechanism (Children and Families Act 2014); but the force of this mechanism will remain weak as long as there is limited availability of SEND provision.
2. *Tiered accountability.* West and colleagues note a conundrum that the top-down hierarchical accountability system, in the form of Ofsted inspection, assesses the effectiveness of the participative system – for instance in terms of schools' community involvement. (West et al., 2011). Schools are thus held to account within one accountability regime for their effectiveness in implementing a contrasting regime. Such tiered accountability might be constructively exploited to raise the salience of systems of accountability that, while valuable for the effectiveness of SEND provision, tend to be deemed less relevant in the absence of incentives and sanctions. As an example, schools might be evaluated by Ofsted on the extent to which they enable space for dialogue, so that the lived experience of parents and children are given centrality in decision-making (participative accountability); local authorities can be evaluated upon their oversight of partnership working (network accountability). There are two assumptions here, both challengeable: that incorporation within the hierarchical system raises the salience of participative and network accountability; and that such incorporation does not corrode such accountabilities, for instance by encouraging only superficial treatment.
3. *Design constructive interactions between accountability regimes.* Thoughtful design of systems can enable complementarity between accountability regimes. The London Challenge programme is an example. Figure 1 presents accountability flows within the schools support component of the programme. Underperforming schools were supported under contract by consultant headteachers from more successful schools. (Ogden, 2012). This relationship between consultant headteachers and their colleagues has been described as one of support rather than accountability (Ofsted, 2010); more accurately it was a professional peer-to-peer accountability regime, creating

powerful normative motivations and obligations, and also offering the space for professional dialogue and autonomy for local, context-driven solutions (Kidson and Norris, 2014; Bramley, Kettlewell and Hart, 2011; Ogden, 2012) Relationships were brokered by the London Challenge’s core team of advisers, which undertook quality assurance of the school-to-school support, offered guidance and disseminated good practice - a set of functions that can be described as complex network accountability. The core team in turn reported to DfE civil servants and the Minister for London Schools – a hierarchical accountability characterised both by rigorous interrogation of performance data and by dialogue (Kidson and Norris, 2014). Finally, as a sharp focal point, supported schools remained accountable under the standard hierarchical regimes of Ofsted inspection and evaluation of performance data, with strong sanctions possible, including school closure. The constructive interaction of accountability systems is not simple, and can depend on the quality of systems leadership. But it is not implausible to propose a similar design, tailored to the specific context of SEND provision and perhaps on a regional basis, that draws out the mutual strengths of accountability regimes.

Figure 1: Combining accountability mechanisms: school-to-school support within the London Challenge



Accountability for SEND provision: its implementation

This final section sketches out principles for designing a rigorous and practical accountability system for SEND. It identifies the importance of an initial determination of the theory of justice and educational purpose as the foundation for the accountability system, before briefly exploring evaluation approaches and implementation challenges.

What is our conception of the public good in education?

Accountability mechanisms and measures are not neutral, but infused with moral choices. What we measure and how we measure it carries assumptions about how we understand the public good – even if those assumptions are unstated and unexamined. There is a temptation to move swiftly to intervention, measurement and holding to account without fully interrogating those assumptions.

Within the field of SEND and education more broadly, there are two fundamental considerations. First, what is our conception of a good society? Education is intimately linked with theories of justice – in terms of access to education, provision for the disadvantaged or oppressed, or equality of opportunity. Measurement systems can be influenced by, or representative of, such theories of justice. Let us consider, as an example, two contrasting theories: utilitarianism, which in a classical rendering defines the good society as that which supports the greatest good for the greatest number (Bentham, 1776/1891); and a ‘capabilities approach’, which demands that every individual should be enabled to acquire the necessary set of capabilities to pursue a life worthy of human dignity (Nussbaum, 2011). These conceptions of justice imply very different accountability measures in education and around SEND. The Progress 8 GCSE measure, for instance, tends in its current form towards a utilitarian approach: a unit of progress for a student who is already attaining highly is evaluated as equivalent to that of a unit of progress for a child with SEND whose attainment is low; further, because the achievement of a unit of progress for a student with SEND may require more resources and expertise, and because this challenge is not adequately captured within value-added mechanisms (Leckie and Goldstein, 2019), schools will receive more credit if they concentrate resources away from children with SEND. According to a utilitarian perspective such an outcome is not necessarily unacceptable, since it may improve the well-being of the greatest number of young people to the greatest extent. A capabilities approach to Progress 8 would, however, weight more heavily the progress of those pupils who have not yet achieved sufficient capabilities to lead a dignified and autonomous life – in other words, the most vulnerable, of whom a significant subset would be likely to have SEND. Similarly the proposal that a school’s overall Ofsted grade can be no higher than its grade for SEND provision is consistent with the capabilities approach: through such a condition effective support for the most vulnerable becomes essential rather than peripheral.

The second consideration, which may in turn be partially determined by our answer to the first, is - what is the purpose of education? It is beyond the scope of this paper to engage in any detail in this contested area. As a single example Gert Biesta has identified three functions (Biesta, 2009) : first, *qualification* – knowledge, skills and understanding for job, life and civic involvement, within which might lie academic attainment and some aspects of personal development; second, *socialisation* – the transmission of norms and values within communities; and third, *subjectification* – the development of “autonomous and independent [individuals] in ... thinking and action” (Biesta, 2009). There are complex considerations which must inform the design of accountability systems: are these purposes or others most appropriate for pupils with SEND? What of the well-being of parents and carers too? What is the relative priority to be given to each? How can such purposes be operationalised into meaningful objectives and valid measures?

Evaluating for accountability

Accountability implies evaluation of what has been done well or less well. Robust evaluation of impact is challenging, especially in the multidimensional and dynamic environment of schools and communities. The diversity of needs and circumstances in the population of young people with SEND further implies complexity in evaluation and the need for flexible approaches.

There is a considerable volume of academic and practitioner literature on impact evaluation. Three observations are briefly made here. First, evaluation tools that provide *quantitative data*, if rigorously designed and implemented, are valuable for enabling benchmarking and comparison, and thus professional and organisational learning. Typically such quantitative measures have been focused upon academic achievement and rates of attendance at school; emerging techniques enable broader and more sophisticated quantitative insights around mental health and happiness. Quantitative approaches cannot, however, fully capture significant data about the experiences of young people with SEND and their families which can inform accountability and service improvement.

The second observation is therefore the need to use *qualitative approaches and narratives* to capture intangible and uncountable phenomena, such as young people's voices, their individual trajectories of personal and academic development through their education career, and schools' culture of learning and culture of respect towards young people with SEND.

Finally, there is value in evaluating *process* as well as impact, where there is evidence that particular processes are likely to contribute to effective provision, and where impacts themselves are hard to measure. Examples of processes for evaluation include inter-agency partnership working, the use of evidence-based practice, and the integration of provision for pupils with SEND into the school curriculum. The move from fine-grained interrogation of internal school data towards inspection of "the quality of education" within the new Ofsted framework can be construed as a shift towards such process evaluation (Ofsted, 2019). Evaluating administrative process is important too, such as the number of children with SEND waiting for a school place, the timeliness of issuing EHC plans or waiting times for statutory assessment – all of which can affect outcomes as well as causing distress to families.

A hazard of process evaluation is the development of a static institutionalised view of effective practice, whether among professionals or within inspection authorities. Such a development might reduce innovation and impinge upon professional creativity and responsiveness to local context; there is an especial concern that standardisation, whether of outcome or process indicators, is inappropriate given the diversity of children who have SEN (Vignoles, 2015).

Accountability in practice

Accountability regimes must, like any policy intervention, be practical. In this final section three practical challenges of implementation are briefly introduced.

First, do those held to account perceive the system to be fair? A perception of being judged or sanctioned unfairly is likely to be unsettling and demotivating. Fairness within the schools accountability system has multiple dimensions: evaluation must be

perceived as accurate and justifiable; those held to account must perceive that they have the power and resources to affect those items for which they are held accountable (this perception of power becomes particularly challenging when actors are held accountable for partnership working with individuals or organisations over whom they have no direct authority); and sanctions related to the accountability regime must be perceived to be proportionate.

A second challenge is the danger of accountability proliferation. There is an understandable desire for accountability systems to be as complete and as nuanced as possible, and in some sense that argument is supported here in the call for mechanisms to reflect the complexity and diversity of the experience of children with SEND. But the consequence can be a growing number of accountability requirements and escalating demands for detail, with disproportionate impacts upon professionals' workload.

Third, and linked to the requirements for fairness and accuracy, do those who hold education professionals to account have sufficient skills, understanding and knowledge? Neither school governors nor Ofsted inspectors necessarily have appropriate capabilities (Peacey et al., 2009). Without governors who both understand SEND provision and have the confidence to challenge school leaders, accountability, through the mechanism of the governing body at least, will not be effective (Lamb Inquiry, 2009).

Accountability in education is not simple. The variety of stakeholders, the breadth of relationships and the multidimensionality of outcomes create extraordinary challenges in designing robust accountability regimes. This paper has introduced the accountability regimes in the English schools system; it has set out some reasons why accountability for provision for pupils with SEND might not yet be sufficiently incisive and has proposed remedies; it has set out principles for the design and implementation of accountability systems in the SEND field. Throughout a central question recurs: do accountability mechanisms lead to learning, and from learning to service improvement? Accountability systems, especially for children with SEND, must move beyond the description of problems and the implementation of sanctions to constructive action.

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Section 3

Education inspection framework 2019 – ‘Inspecting the substance of education’

Nic Whittaker, *Ofsted*

Background:

Ofsted exists to be a force for improvement in children and young people’s lives through *intelligent*, *responsible* and *focused* inspection and regulation. The primary purpose of inspection under the education inspection framework (EIF) is to bring about improvement in education provision.

Intelligent means that the constructs and measures we use to evaluate school effectiveness provide valid, reliable and meaningful insights into the quality of education in schools. Amanda Spielman, Her Majesty’s Chief Inspector, has said that inspection should focus on ‘the substance of education’; what is taught and how it is taught and whether, as a result, pupils know more, remember more and can do more. This is what we mean by intelligent, focusing on the things that make the biggest difference to children and young people. *Responsible* means making sure that we explain what we do and how we do it. This is important because we know that myths and misconceptions about inspection can drive behaviours which work against children and young people’s best interests. *Focused* means that we target our time and resources where improvement is most needed. For example, Ofsted and CQC are re-visiting local areas where we have previously identified significant weaknesses in the arrangements for identifying, assessing and meeting the needs of children and young people with SEND. We are prioritising these local areas and systematically checking whether the weaknesses are being tackled.

Judgement areas:

Inspectors make a judgement on the school’s overall effectiveness in EIF inspections. They also make judgements on the following four areas:

- Quality of education
- Pupils’ behaviour and attitudes
- Pupils’ personal development
- The effectiveness of leadership and management.

Where relevant, inspectors make separate judgements on the quality of provision in early years education and the sixth form. Inspectors use a four-point scale to make all judgements: outstanding, good, requires improvement and inadequate.

Outstanding is a challenging and exacting judgement which requires the school to meet the set outstanding criteria in addition to meeting all the good criteria securely and consistently.

In making a judgement about the quality of education, inspectors will take a ‘rounded view’ of the education a school provides to all its pupils, including those with special educational needs and/or disabilities (SEND). In this, the EIF takes an unequivocally inclusive stance.

The quality of education judgement focuses on factors that research and Ofsted's inspection evidence indicate contribute most strongly to an effective education. The school inspection handbook (Ofsted, 2019) sets out how inspectors will evaluate the quality of education in EIF inspections. It explains that inspectors will focus on the school's curriculum, the substance of what is being taught, by considering:

- The extent to which it sets out the knowledge and skills that pupils will gain at key points (we call this intent);
- How well the curriculum is taught and assessed to support pupils to build and apply their knowledge (we call this implementation); and
- The outcomes pupils achieve, whether they know more, remember more and can do more as a result of the education they have received (we call this impact).

The specific factors relating to intent, implementation and impact are set out in the school inspection handbook. These factors apply with equal importance to pupils with SEND, 'All parts of the EIF apply to state-funded and non-maintained special schools and to mainstream schools' provision for pupils with SEND'. For example, inspectors will consider whether, 'The school's curriculum is rooted in the solid consensus of the school's leaders about the knowledge and skills that pupils need in order to take advantage of opportunities, responsibilities and experiences of later life'. For pupils with SEND, this means that inspectors will consider how well prepared they are for their next steps in education, employment and training, and their adult lives.

The same approach is taken in the other judgement areas. The behaviour and attitudes judgement focuses on the factors that research and inspection evidence contribute most strongly to pupils' positive behaviour and attitudes, such as a calm and orderly environment, a strong focus on attendance and punctuality, a positive and respectful culture and an environment in which pupils feel safe.

Similarly, the personal development judgement focuses on the dimensions of personal development that our education system has agreed, either by consensus or statute, are the most significant. This includes, promoting an inclusive environment, providing an effective careers programme in line with the government's statutory guidance (DfE, 2018) and supporting readiness for the next phase of education, training or employment. While schools can teach pupils how to build important qualities and attributes, they cannot always determine how well pupils will draw on what they have been taught. Consequently, inspectors will evaluate the quality and intent of what a school provides but will not seek to measure the impact of the school's work on individual pupils.

Applying the EIF to provision for pupils with SEND:

Before making a final judgement on overall effectiveness, inspectors will always evaluate the extent to which the school's education provision meets different pupils' needs, including pupils with SEND. Inspectors will gather and evaluate evidence about:

- Whether leaders are ambitious for all pupils with SEND.
- How well leaders identify, assess and meet the needs of pupils with SEND.
- How well leaders develop and adapt the curriculum so that it is coherently sequenced to all pupils' needs, starting points and aspirations for the future.

- How successfully leaders involve parents, carers and, as necessary, other professionals/specialist services in deciding how best to support pupils with SEND.
- How well leaders include pupils with SEND in all aspects of school life.
- How well the school assesses learning and development of pupils with SEND, and whether pupils' outcomes are improving as a result of the different or additional provision being made for them, including outcomes in: communication and interaction, cognition and learning, physical health and development, and social, emotional and mental health.
- How well pupils with SEND are prepared for their next steps in education, employment and training, and their adult lives, including: further/higher education and employment, independent living, participating in society and being as healthy as possible in adult life.

Importantly, inspectors will consider whether the outcomes pupils with SEND are working towards, if achieved successfully, open the door to a future which carries the same high level of aspiration for all. For some pupils this could be A* grades at A-Level while for others it could be acquiring the ability to communicate and influence the world around them. We recognise that pupils with SEND have a range of different needs and starting points. As a result, inspectors will not compare the outcomes achieved by pupils with SEND with other pupils with SEND in the school, locally or nationally.

Inspection methodology:

Ofsted published a document called inspecting the curriculum (Ofsted. 2019) in May 2019 which sets out the evidence-gathering method for the quality of education in EIF inspections. It has three elements:

- A top-level view about the school's curriculum, exploring what is on offer, to whom and when, and why these choices were made.
- A deep dive, gathering evidence on curriculum intent, implementation and impact in a sample of subjects as units of progression.
- Bringing evidence together and planning additional inspection activities to test whether the features of the quality of education identified in deep dives are systemic.

Deep dives include an evaluation of senior and curriculum leaders' intent for a subject and their understanding of its implementation and impact. Deep dives also include visits to a deliberately connected sample of lessons, work scrutiny, discussion with a group of pupils from the lessons observed and discussion with teachers.

Deep dives focus on what pupils know, remember and can do as a result of the curriculum they have been taught and how well they are building their learning towards specified end points, including those in education, health and care (EHC) and SEND support plans. While most deep dives focus on subjects as the units of progression, in some special schools, such as those for pupils with profound and multiple learning difficulties, deep dives may also focus on communication, physical development and pupils' personal, social and emotional development.

Safeguarding:

Inspectors evaluate the effectiveness of a school's safeguarding arrangements within the leadership and management judgement in EIF inspections. Inspectors assess how well schools:

- Identify pupils who may need early help and who are at risk of harm or have been harmed.
- Secure the help that pupils need and, if required, refer in a timely way to those who have the expertise to help.
- Manage safe recruitment and allegations about adults who may be a risk to pupils.

The school inspection handbook makes it clear that schools should have an embedded culture of safeguarding. Guidance in keeping children safe in education (DfE, 2019) states that 'Governing bodies should ensure their child protection policy reflects the fact that additional barriers can exist when recognising abuse and neglect' for pupils with SEND. In its 2016 publication deaf and disabled children: learning from case reviews (NSPCC, 2016), the NSPCC made several recommendations for improving practice when working to safeguard pupils with SEND. This included respecting the human rights of children and young people with SEND, treating them as unique individuals and not seeing their special educational needs or disability as a reason for low expectations.

Social justice:

Achieving social justice is at the heart of Ofsted's mission and strategy. Social justice requires that schools provide an education which gives the less privileged access to the knowledge they need to succeed. As part of making the judgement about the quality of education, inspectors will consider the extent to which schools are equipping pupils with the knowledge and cultural capital they need to succeed in life. For pupils with SEND this means making sure they have the knowledge and skills they need for whatever comes next in their lives!

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Section 4:

Should accountability for SEN/Disabilities be separate or embedded within a general accountability framework?

Jane Starbuck, *Regional Lead East Midlands and Humberside, Whole School SEND*

It concerns me that we are still having these conversations. I have worked in education for 27 years and would have expected there to be a consensus about what this means. We are discussing children and their needs. Schools serve localities and communities and all children, whatever their needs, are residents of this community. By treating those with special educational needs and disabilities separately we are saying that they always need something different or specialist to be taught effectively. This is often not the case. The issues around teaching children with SEND in the current climate has led to some schools saying that they should not have to teach a child because of their needs rather than saying what can we do or change to meet their needs. Currently we expect children to fit into an inflexible box called education.

My Utopia would be that we do not need to label children as SEND, but see education as a continuum and we all work together to meet the needs of the child to enable them to make progress. This would entail an understanding of what good progress is for all children and where there is delay introducing relevant intervention that will support their needs and help them to develop the necessary skills to succeed.

Unfortunately it feels that we are moving further away from this vision. Inclusion it appears is in reverse. In 2019 there is a continuing trend for a rise in the number of Education Health Care Plans with the figure now being 3.1%. Following a fall, in 2015, the number of children classed as SEND is rising again to 14.9%. There are increasing numbers of children going to special schools or requesting places in special schools. We need to ask ourselves why? Schools' performance has for too long been judged on an increasingly narrow set of accountabilities.

In reality SEND has always been viewed as something different or separate in the world of education. At the DfE we see a disjointed view of SEND and mainstream. They make policy for education and then focus on SEND separately. Why do we not just view it as good quality education? This is often the case at Local Authority Level, where SEND sometimes does not sit with Education but in Social Care. Even in schools SEND is sometimes seen as the responsibility of the SEN Coordinator (SENCO) not as the responsibility of the whole school team.

Many school leaders do not have a thorough understanding of teaching or leading on SEND. Some believe that including children with Special needs is not their responsibility. Others believe it has a negative impact on data and will mean that their school performance will be impeded. They have worked in a system where SEND is the responsibility of the SENCO and is not shared, thus they have a limited knowledge of the Code of Practice and law. Many do not see the role of SENCO as strategic and feel it is administration based. Thus SENCOs are not empowered to drive developments within school and given inadequate time to fulfil the role.

The Code of Practice Chapter 6 (DFE, 2015) is very clear that SEND is the responsibility of everyone in the school. It clearly states that “The first response to such progress should be high quality teaching”

The difficulty with this document is that many school leaders have little understanding of the contents. Very few National Professional Qualification for Headship provider courses contain an element of strategic SEND leadership in their programmes.

The Teachers Standards number 5 are also very clear that it is the class or subject teachers’ responsibility to “adapt teaching to respond to the strengths and needs of all pupils.” However, there are still teachers who do not see SEND as their responsibility and feel that the child should be working with a Teaching Assistant. All too often we often see some of our most vulnerable children rarely having access to teacher time. What message does this give to the child? “I’m not clever enough or good enough to work with the teacher.”

This is not just about teachers not wanting to take responsibility for SEND. Many do not feel they have the skills. Very few teacher training programmes contain sufficient elements on how to enable lessons or support children with SEND. SEND is an option on a programme but it seems to me we do not need more specialist teachers we need to ensure that all teachers feel responsible for SEND and have access to quality CPD to develop their skills and confidence.

Our current education system is limited, a one size fits all.

“Everybody is a genius but if you judge a fish by its ability to climb a tree, it will spend its whole life believing that it is stupid.” – Albert Einstein.

We have a narrow curriculum based on limited subjects and exams. It is on this measure that we identify almost 15% of children as having SEND. We do not focus on what they can do or even identify their strengths. We concentrate on a curriculum that is easy to mark and score. This is evident in the way we teach English. The focus on Spelling and Grammar (SPAG) means that opportunities for creativity are being lost. Children who have amazing imaginations and can tell incredible stories are being restricted with an obsession on grammatical content.

The current outcomes agenda does not embed SEND into its heart. The current system of exams and testing is really a one size fits all. Children who excel at practical subjects, like Design and Technology, may never get a GCSE as they cannot fulfil the written element. Where is the recognition and celebration of their skills?

At the time of writing this we will soon be having a new Education Inspection Framework from OFSTED that will ensure a greater focus on Inclusion and provision for SEND. This is so greatly needed. Until now the OFSTED Inspection has felt data driven and teaching and learning could be graded as outstanding even if provision for SEND was not. I have spoken to a number of SENCOs who were not even interviewed as part of the inspection process.

Much publicity has been given to the financial crisis facing special needs. Many LAs have seen large deficits in their High Needs Block Funding and have had to return to Schools Forums to request support. There is no doubt that more funding is required. If we want to keep children in mainstream settings there needs to be money

available to fund interventions and provision. If we can ensure suitable provision in the mainstream then this would mean that there would be more places in our special schools for the most complex children. Hopefully this would prevent the drift to expensive Out of County placements, independent placements and Alternative Provision.

Additional funding alone is not the solution, if we do not develop our skills and provision and continue with our current practice then nothing will improve. Jean Gross in her book *Beating Bureaucracy* (Gross, 2009) advocated that SEND should be embedded into whole school processes. I believe that it is everyone's responsibility to understand the needs of the children in front of them. Whole School processes should shine a spotlight on SEND as a vulnerable Group, where possible breaking down into the four broad areas of Need. All staff need to be involved in the analysis of progress and provision and the SENCO should be seen as a consultant or adviser to enable staff to move practice forward.

The Assess, Plan Do Review Cycle is advocated as a graduated response to support SEND in the Code of Practice, but in reality it is a good cycle of practice for all children. We need to be confident about what we are assessing and planning in conjunction with others and then communicate the analysis of any impact. If there is no progress then we need to be changing the provision or intervention. It is vital that all staff in school are fully aware of the whole school procedures and processes and work collaboratively with the SENCO to support the identification of any need. Schools need to have clear pathways that are understood by all to support with each broad area of need. The first of these should always be the expectations of high quality teaching. Teachers need to know the children and build relationships. This can only happen if they actively teach the child. They may then work in collaboration with the SENCO and any Teaching Assistants to plan provision. Teachers need to be responsible for assessment of SEND, again maybe with the support of the SENCO. If they are not involved in this process then they may lose a feeling of responsibility for the child. Teachers need to be involved in identifying the causes for a lack of progress and should be involved in the decisions as to what happens next. Staff should understand the interventions available or agree to a change in practice in order to meet the needs of the child. This is not just good practice for children with SEND but for all children not making expected progress. In schools where teachers are involved in assessment using small steps trackers like Progression Guidance, PIVATs or Boxall, alongside the SENCO, there is a team approach to understanding need and identifying solutions.

Senior Leaders plan cycles for monitoring and evaluating using Learning Walks, Book Looks and Lesson observations. In schools where SEND is embedded into whole school processes the SENCO is involved in these activities alongside other members of SLT to shine that spotlight on the provision and quality of the offer for SEND.

Tracking systems often do not identify small steps progress for those children working below age related expectations. Frequently their progress is tracked on alternative systems, usually held by the SENCO. There are few systems that can track from P1 to A level. Assessment systems need to identify progress from a child's starting point. Very few enable SENCOs to track by broad area of need but identify SEND as a group. To properly analyse progress we need to understand if a

particular group of pupils with SEND are underperforming to ensure the provision is appropriate. E.g. Communication and Interaction. (C&I).

All schools need to understand the additional interventions they are able to offer thus I believe all schools should have these mapped on one whole school intervention map that identifies costing and impact. This should be owned and understood by all staff and not just seen as the responsibility of the SENCO. Discussions about interventions can then be based on impact and value for money principles. Teachers also need to be involved in decisions as to which pupils should participate in which interventions. This would mean they could then make sure that pupils are able to practice the skills being taught on the intervention back in the classroom. The SENCO should monitor and evaluate the SEND provision and feed back to the rest of SLT. Leaders responsible for other areas would be able to use the provision map to analyse the interventions aimed at their particular areas.

Appraisal systems for teachers need to ensure that they focus on whether all children are able to make progress not just the majority. SLT need to be sure that a teacher is confident teaching all the children in their class and is able to enable lessons for all children to make good progress. Teaching Assistant Appraisals could be monitored on the quality and impact of the interventions and they lead on. The needs of all children are changing and schools need to be prepared to alter their environment and provision to reflect this. The accountability frameworks need to celebrate schools that can evidence how they are Inclusive and creative when teaching children with SEND. The new Education Inspection Framework being introduced from September 2019 seems to have Inclusion and SEND at its heart and I am hopeful that we are seeing a move in the right direction.

Every Leader is a leader of every child and all school leaders need to prioritise and “shine a spotlight” on SEND. All leaders need to own SEND and see it as their responsibility with the SENCO as the driver for development not the sole person responsible. All leaders should understand the needs within their school in order to target resources, CPD and provision. At the very least they need to be understand their SEND profile based on the four broad areas of need as described in the Code of Practice. School Improvement Tools such as the SEND Review Tool from Whole School SEND enable schools to review the quality of their provision. When done in collaboration with other colleagues from other schools or agencies they become much more powerful. I have worked with a number of MATs or LAs who are embedding this collaborative approach to SEND. This leads to constructive but challenging dialogue and ultimately to a more confident approach to supporting SEND within a school. Indeed if you remove the word SEND these tools are effective school improvement tools for everyone.

The Code of Practice Chapter 6.4 states it is the responsibility of school leaders to “analyse patterns of identification and compare with national data” (DFE, 2015). Leaders should then adapt the school provision to meet the needs of the young people in their establishment. Unfortunately, this is not always the case. Some leaders do not realise this is an expectation, but others, even with a recognition of changing needs, continue to do more of what is already in place. Often this is to continue to fit in with existing processes and systems, rather than to develop provision to meet the needs of the children actually in school. For example if we are seeing an increase in the number of children entering school with speech and

communication delay, how do we ensure our Early Years provisions are communication friendly and what training have staff had to understand and develop communication skills? All too often we expect children to enter the school system with our view of school readiness and feel if they do not have these skills then they have SEN. An easier solution would be to develop a programme to teach the skills we believe enable a child to be “school ready.”

High expectations for behaviour are essential and many behaviour policies can be positive and focus on helping children develop strategies to self-regulate. However, some are inflexible and do not take into account individual need. It is well publicised that some schools use these to exclude children. This leads to an increase in days lost to learning and the evidence shows that the outcomes for a child who has been permanently excluded are poor. Inclusive schools will be scrutinising their exclusion data, behaviour logs and policies to ensure that they are not discriminating against children with SEND.

The new OFSTED Framework aims to identify the young people who are not physically in the school building. It is vital that schools are accountable for the children we cannot see. The schools need to take ownership and responsibility for those on Alternative Provision or who are too anxious to be in the building. No child should be left behind and we need to work with schools to encourage them to retain responsibility so that they ensure any provision is suitable and effective. Schools need to be using all forms of data to address need and improve provision. A “snap shot” of attitudes across school may identify vulnerable groups or individuals and enable school to introduce interventions or use as evidence to gain external agency support.

Early Years Units that screen for potential speech and language delay can work to develop communication environments, but also look to bridge gaps or again seek external support. Children identified as at risk can be tracked and supported to ensure any delay is addressed and does not impact on progress. In short, we need to look for whole school developments to ensure we catch pupils before they fail. This approach would encourage schools to look at their practice and adapt it. Many schools do work in this way and we need to ensure that all schools are encouraged to do so.

The current systems to fund SEND encourages the segregation we see too often. In many LAs the only way to access additional funding is via an EHCP. This focuses on individual support and may encourage schools to develop provision on an individual basis rather than adapting provision to meet the needs of a whole cohort of children or even focusing on the whole environment.

School leaders need to identify the notional SEND budget along with any top up funding and then prioritise spending according to the breakdown of need within the school. Leaders need to identify the impact of spending. If progress and outcomes for young people with SEND is poor, then schools should be addressing this and reconsidering their offer for SEND. Again the introduction of the new EIF should mean that leaders need to have a greater understanding about how SEND funding within the school is targeted and spent. I would like to see SEND expenditure scrutinised in a similar way to that of pupil premium.

In conclusion, the aim should be to have a fully inclusive accountability system that is embedded into whole school processes. The reality is we are not there yet, so we need to be incorporating SEND into our systems and then shining a spotlight on this area so that all leaders and staff are able to understand, prioritise and develop a strategic way forward to ensure everyone is able to thrive and make progress. To get there we need to ensure we have external accountability systems that actively encourage and reward schools that endeavour to do this.

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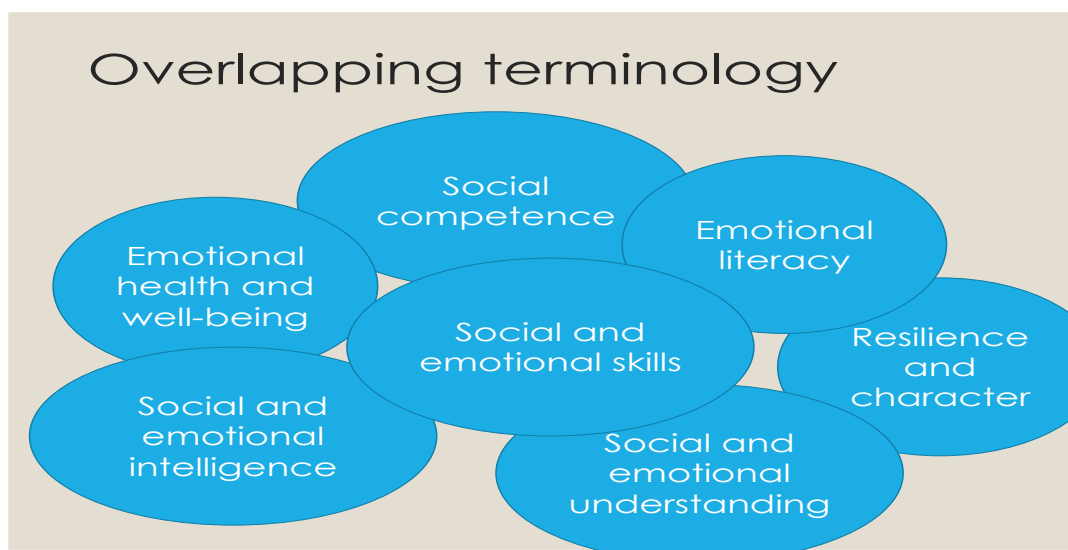
Section 5:
Personal, social, and emotional learning: Accountability and outcomes
Robin Banerjee, University of Sussex

Introduction

Although I do not have a background in SEN specifically, I know that the kind of work that I have been doing on social and emotional development, particularly around emotional health and well-being in schools, resonates a lot with people who are working in special educational needs. I can see the connections with the concept of a whole school approach that has been discussed today. There is a very direct connection between personal, social and emotional learning on the one hand and Social Emotional and Mental Health (SEMH) as an aspect of SEN on the other. You can also see links to Communication and Interaction and there is an obvious link also with Cognition and Learning aspects of SEN. This is where we begin to get into that issue of not treating social and emotional development as if it occurs in a silent vacuum. The view that social and emotional development is only relevant to a small number of children who have special educational needs, or problems, is questionable from the perspective that it is relevant to every single person. I am going to make the point here as well that one of the challenges of working in this kind of area is that we are not even just talking about children; we are talking about everybody in the whole system – the whole organisation and culture are important.

So, I want to start by looking at accountability and outcomes for this area with an initial sort of qualifying remark, which is to say, “don’t let’s get hung up on terminology,” – because there are so many different overlapping terms in this area. And this is true of the research field, it’s true of the policy area, and it is true of public discourse in this area as well. See Figure 1.

Figure 1: Overlapping terminology in the area of personal, social, and emotional learning



I am not saying that all these terms are the same. You will look at them and recognise that these phrases have come in and out of fashion. You see trends in all types of words people use here and there are certainly some differences that emerge from the choices. Sometimes we will be talking about ‘social and emotional

skills', which is the language that I tend to use – I talk about competencies and skills – rather than resilience and character. And you end up with a slightly different kind of a narrative when you do this. But, fundamentally, I want to focus on the commonalities that are here, which are to do with this concept of personal, social, and emotional learning.

What I want to do first of all is to look the inspection framework (Ofsted, 2019) and show that there are so many different areas in the inspection framework which I think connect with personal, social and emotional learning.

'Quality of education: designed to give all learners, particularly the most disadvantaged and those with special educational needs and/or disabilities (SEND) or high needs, the knowledge and cultural capital they need to succeed in life'

In this focus on “giving all learners, particularly the most disadvantaged and those with special educational needs the knowledge and cultural capital they need to succeed in life” , how does “cultural capital to succeed in life” relate to my focus on personal, social, and emotional learning?

Behaviour and attitudes:

- Learners' behaviour and conduct
- Learners' attitudes to their education
- Relationships among learners and staff reflect a positive and respectful culture
- Bullying, peer-on-peer abuse or discrimination are not tolerated
- prepares learners for life in modern Britain

In the 'Behaviour and Attitudes' area, you can see another strong link. There are references to behaviour, conduct, and attitudes to education. But, there is also one really crucial point, which relates to Jane Starbuck's discussion of 'relational foundations'. When we talk about learning and behaviour, very often it gets interpreted in a very individualistic way. These are often presented as qualities of the individual, as if these characteristics reside inside the individual child's head when of course we know they reside in a relational network. How learners behave, how they interact with each other, first and foremost, needs to be considered in the context of the relationships that each young person has with the people around them. And, you can see that is actually brought out in the new Ofsted framework; “relationships among learners and staff reflect a positive and respectful culture.” There is talk about bullying as well, and there's something about “preparing learners for life in modern Britain”, whether this is good or bad! From my perspective, I would prefer to say, 'prepare the learners for life that can *shape* modern Britain.' I would like to see young people having a really active voice in how they navigate the world that they enter. I believe that we have seen some really wonderful examples recently of young people being really socially active.

As regards the other Ofsted area 'Personal Development' we have got again the reference to “preparing learners for life in modern Britain”, “support learners to develop their character”, “resilience, confidence and independence;” and “respectful, active citizens who contribute positively to society”. Finally, I wanted to pick up the points from the Leadership area of the Ofsted framework, which emphasises

leaders who are engaging effectively with learners, leaders engaging with their staff, leaders protecting their staff from bullying and harassment, and of course the cultural safeguarding as well.

My point here is that personal, social, and emotional learning absolutely cannot be seen as sitting at the periphery but instead is very central to education. It is really nice that it is something that is a central feature of all of these different aspects of the Ofsted framework. The question is: does it become part of how schools are held accountable for the funds that are invested in them? This is a really tricky issue as we have to work out:

- How do we know that schools are doing this stuff?,
- How do we know that schools are promoting these personal, social, and emotional skills?
- Do we just ask the teachers to account for it?
- Talk to the kids? Is it enough to just go in for a monitoring visit?
- Are we going to be able to get a clear picture of all of these kinds of things?
- How do we do this?

Psychological approach

I am focussing now on how we approach social and emotional skills and competencies in psychology. Although there are in developmental psychology many different constructs, I will describe the way that I like to do it myself. You may be a little bit surprised for me to start with behaviour, but I think this is where I would normally start because it is what we can see – see Figures 2 and 3.

I start by thinking about what is the behaviour that we observe, because behaviour is what we can all see in front of us. In contrast, we do not have direct access to some of the emotions or motivations.

Figure 2: Intersecting domains of social and emotional development

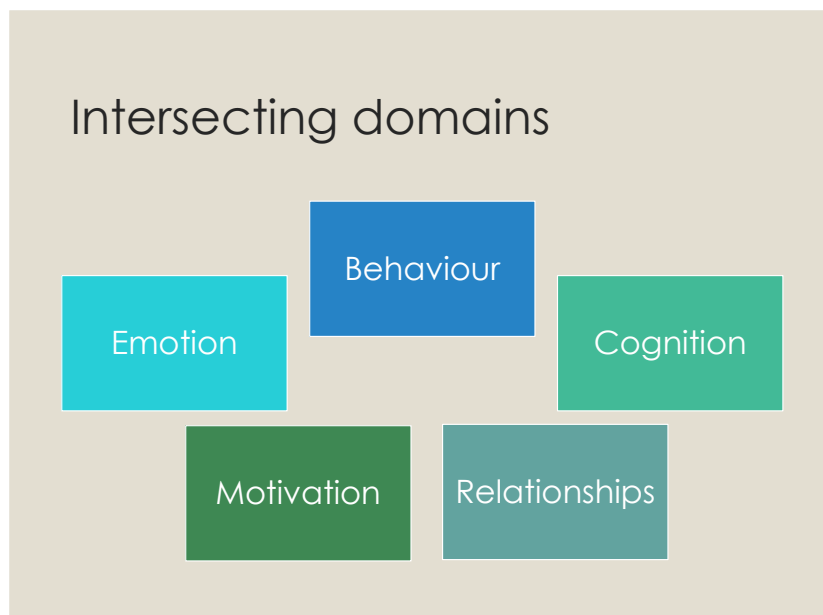
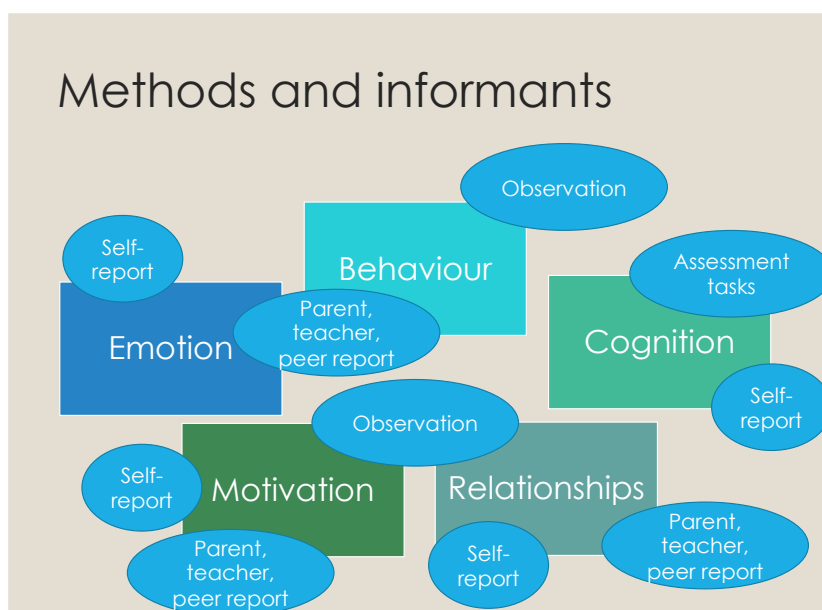


Figure 3: Methods and informants for assessing social and emotional development



The key is whether we go beneath it; that is the big question. It would be interesting to try and dig below the behaviour, understand *why* people behave in the way they do. There are several questions – how children are feeling, how children are thinking, what kinds of goals are driving them, what are their motivational systems like? Then, importantly, it is about recognising that all of these things develop in the context of relationships.

To measure all of these different facets, there is not going to be one single measure. Much of the time now in school, especially because there is more attention to social and emotional aspects of learning, people are looking for a magic bullet, a single assessment tool, which is going to say, 'right, this is how we can find out about someone's well-being or social skills...' In fact, there are many different tools, but I want to make a point that there is a huge literature within developmental psychology alone, and that is just one discipline. So, you find that there are a multitude of methodological approaches and each one has pros and cons to it. So, if you were to imagine that we are thinking about holding schools to be accountable for children's social and emotional learning, we would have to do a really complex multi-faceted job. Just in the same way that supposing you were wanting to do an assessment at the age of 16 (at the time when many kids are doing their GCSEs) of their mathematics ability, you would not be demanding that they have a sort of 10 item questionnaire that would then tell us exactly how this whole school's performing in terms of their maths ability. We have more complex assessments that we work on over many years.

When I go into schools, people are looking for tools around mental health and well-being – that's precisely what they're saying – "I just need something that I can give to a whole class of children so we will be able to monitor all the issues that are going on with the children's well-being". It does not work like that! This is a matter of common sense. We could get various questionnaires to ask parents, to ask teachers, but you know, they are inevitably going to be biased, reflecting only their view of the child. Sometimes, those individuals can be part of the problem and so be the wrong people to ask in relation to the child's experience in a given situation! Of course, we can ask

the children themselves, but many studies show that where we have made use of self-report measures, some children may really struggle with this task.

The point is that there is not going to be a perfect accountability outcome in relation to specific aspects of these variables. I will give you some examples of where we might go with it. The clue is that there has to be a process of trying to learn more about the learner. So the question is, “In terms of the accountability system, how can we make checking of *processes* as rigorous as what we consider to be checking of other outcomes?”

I think there are a few different dichotomies here, that are a little blurry. One is, “are we talking about dispositional traits or are we talking about skills?” Quite often, especially, this is a risk when we talk about resilience and character—we can get to a position where we are just talking about these things as if they are personality attributes of the child. These are quite difficult matters. So, if we talk about someone who is, confident, are we talking about personality now or are we talking about a specific set of skills? In my opinion, I think we need to be cautious about framing it as being about the personality traits of a child, because all sorts of things influence people’s traits, and it makes it very difficult from a teaching and learning perspective. I think it is more effective to frame personal, social, and emotional learning as being about skills. But, nevertheless, there is that debate to be had.

Secondly, there is the question of what we want to hold schools accountable for. Is it the adjustment outcomes such as mental health and well-being? This could be tested, but that is quite a high-level type of outcome to be monitoring. Because there are so many different factors that influence how a child is feeling, we may want instead to focus on what schools are directly trying to promote. But, there is one big factor in the way, which is school culture. This was discussed by Jane Starbuck: the ethos or climate of the school. This is not a tick box exercise where you are just ticking off whether a child is able to do a particular maths problem or not. These are quite complex things about how people interact with each other. This means that the whole school culture is relevant to this question. Supposing there is a really brilliant PSHE class or a really great circle time. Imagine that the children come out of that and they have learnt a lot because the teacher is really skilled and is really effective in working with the children. But where does that child go after they come out of that class? What happens if the child comes out of that session with a brilliant teacher and then has the rest of the week interacting with staff who do not even think any of that lesson is relevant when the children do a maths or a history class, where social and emotional learning outcomes are seen as something that someone else does. This is why the culture of the school as a whole is relevant.

I want to give some empirical evidence from my research showing what is involved. One approach is to say this is too complicated. Let us just focus on the administrative data that is already available in the school system; whether it is behaviour incidents or bullying, exclusions, attendance and attainment. But, even with this data there are complications – how do we interpret good practice in this area? It would be really hard to work out from just the administrative data on this area exactly what has been learned about the well-being support given in school. So, I believe that it is important that this administrative data needs to be combined with a process for understanding the learners’ needs in these other areas. So, what kind of approaches are there? Here are some illustrations.

‘Social and emotional adjustment’:

Social and emotional adjustment

- Mental health difficulties and behavioural problems
 - Strengths and Difficulties Questionnaire
 - Eyberg Child Behavior Inventory
 - Children’s Depression Inventory
 - Spence Child Anxiety Scale *etc.*
- Life satisfaction and well-being
 - Huebner Student Life Satisfaction Scale
 - Short Warwick Edinburgh Mental Well-Being Scale

Table 1: Some social and emotional adjustment measures

This is all about how are children doing socially and emotionally. There are a many measures out there – see Table 1. There are screening questionnaires for mental health difficulties, and short life satisfaction measures. There could be what is now in the national census, which is just on a scale from 0 to 10 “how satisfied are you with your life?” That would certainly be important and you will find there will be variations between young people. And those variations are not just random; those variations are actually meaningful. But is that something that we can and should hold schools accountable for? Maybe not, because we know many factors affect a child or young person’s life satisfaction.

- Self-perceptions and self-worth
 - Harter Self-Perception Profile for Children
 - Marsh Self-Description Questionnaire *etc.*
- Peer relationships
 - Asher & Wheeler Loneliness and Social Dissatisfaction Scale
 - Parker & Asher Friendship Quality
 - Kouwenberg et al. Best Friend Index
 - Coie & Dodge sociometric nominations *etc.*

Table 2: Some self-perception and peer relations measures

We could measure self-perceptions and self-worth; we could measure peer relationships – see Table 2. I will get a little closer to processes in schools here because these tells us a little more about how a school might be operating. We can do all sorts of different things in this area. We could use a population health survey. For example, in Brighton and Hove the local authorities in the last eleven years have been doing annually a large survey, about 15-16,000 children’s data every year, in an anonymous form; called ‘Safe and Well at School’. From this they conduct extensive analyses which give a good understanding of how young people are

experiencing the world, their relationships at school, how they feel about themselves, their own health related behaviours. In Wales now, they use a ‘Student Health and Well-being Survey,’ trying to get this across to every school in the country, as well. So, there are different ways in which we can do this. This raises the question of whether to measure the schools’ performance in this area. The Brighton and Hove ‘Safe and Well at School’ survey does produce data on variations between schools ; and there *are* variations between schools. Some schools have children who report lower levels of satisfaction in their relationships than others. So, the question becomes, do we make schools accountable for that?

I do a lot of work on peer relationships, but not to make a judgement on the school, which is different from accountability. Rather, it is merely the fact that they are doing this work, I think, that tells us something interesting.

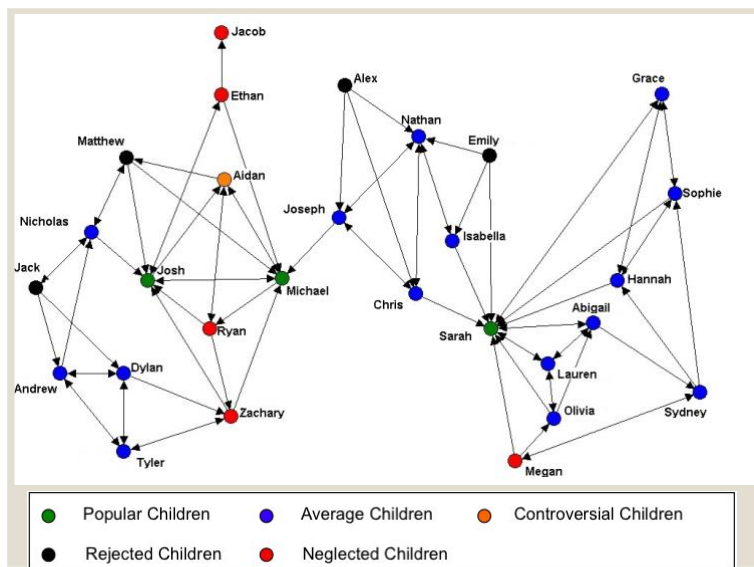


Figure 4: Peer network visualised in a sociogram

Figure 4 is an example of a visual representation of a peer network. Some people involved in teacher training used to include creating sociograms several decades ago. But it is not very common now. Fortunately, we now have tools, as shown on my website, which give these sociograms in a very short amount of time. All you need to do is you ask children, “who do you most like to hang out with?” That is it; that is what those arrows indicate. In this figure Sarah has many arrows, with many people liking to ‘hang out’ with her. By contrast, Alex likes to ‘hang out’ with Nathan, Joseph and Chris, but not one single person nominates him back. There is potentially a really interesting interface with special educational needs there as well – so, you can get a really interesting mapping of the peer relationships of these young people. When we combine this with the kind of measures that we were talking about before, we can learn more about young person’s social and emotional needs in the school context. This approach can be very effective in triggering a different narrative among the staff within the school. We know from the hundreds of schools that have made use of it, which has occurred just through word of mouth, the conversation turns from being, ‘here’s this young person with problems that we need to sort out’ to there being a greater understanding of the problems that that young person is grappling with every single day in the classroom. So, it changes the narrative and gives teachers another orientation to how they work with the young person.

This where we begin to see that mapping young people’s relationships with each other, which is a very short task, does not take very long and can be useful because we know that it serves as a proxy for social and emotional competence, because we have actually tested this assumption. So, we know that there are various measures on social competence (see Table 3), many different tasks that can be used with children.

<ul style="list-style-type: none"> ◦ Overall social competence and ‘generic social and emotional skills’ <ul style="list-style-type: none"> ◦ see systematic review by Humphrey et al. (2011) ◦ Gresham and Elliott Social Skills Improvement System ◦ Walker-McConnell Scale of Social Competence ◦ Merrell School Social Behavior Scales <i>etc.</i> ◦ Tasks across early years and the school years <ul style="list-style-type: none"> ◦ Denham affective perspective-taking tasks ◦ Baron-Cohen – ‘Sally-Ann’ false belief task ◦ Nowicki & Duke – Diagnostic Analysis of Non-Verbal Accuracy ◦ Happe & Frith – Strange Stories ◦ Pons & Harris – Theory of Mind Test and Test of Emotion Comprehension ◦ Fantuzzo & McWayne Penn Interactive Peer Play Scale

Table 3: Social competence measures

I want to focus, for example, on the ‘Strange Stories’ task, which has a curious name. These are hypothetical social stories about sarcasm, double-bluff, deception, misunderstandings and unintentional insults, e.g. one person upsets another person but they did not know something about the other person so we can infer that the insult was totally unintentional. We have shown that, in a school-based programme, those responses can be improved with young people who have difficulties in these areas. I work with a group of researchers from my collaborating department at the University of Pavia in Italy (Bianco et al., 2016; Lecce et al., 2014). We do cross-cultural work on social understanding that can be demonstrated to improve through conversation-based intervention. Here is an example, from a paper from a few years ago, where we were longitudinally following children using sociograms to map how children are getting on with their peer group. We found that children who are experiencing a high level of rejection early on, as they moved forward through the years, found it more difficult to acquire the social skills. This is interesting because it tells us that children do not just come up with social skills out of nowhere; they learn them from interacting with each other. So, if they are not having successful interactions that makes it difficult for them to progress. That in turn creates less opportunity for peer acceptance, i.e. more rejection. So, this results in in a kind of vicious cycle (See Figure 5) . So, a lot of what we do as interventions in schools is finding ways to break that cycle.

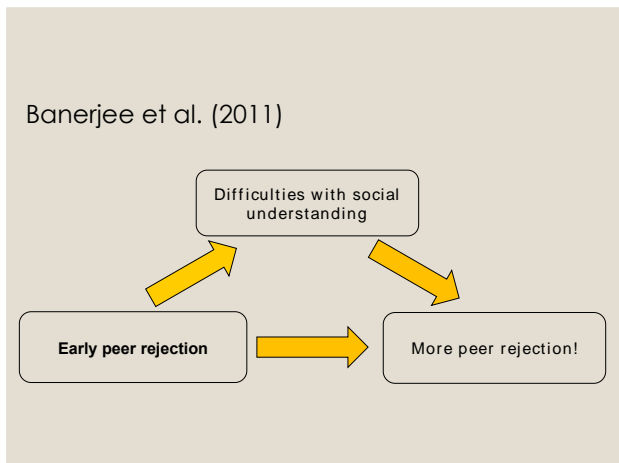


Figure 5: Path model leading to peer rejection

Now, the question is how would we go about making our schools accountable for doing this kind of intervention work? If that is the focus, we might be need schools to be asking themselves: What are the children’s needs in this area? How do we assess the children’s needs in this area? Have we planned an activity that may intervene in a cycle like this? How do we deliver it? Who is going to deliver it? And, then how do we review the progress? If we consider that this is so important, should we be monitoring children’s social and emotional skills? Should we be monitoring their peer relationships? Should we be monitoring their mental health?

This becomes difficult because there are so many other things that are going to be coming in the way of any specific outcome. Also, this is not separate from everything else that children are experiencing in their school lives. We showed that children’s social understanding at age five predicted their peer relationships at age 7. We then tested them further, giving them objective tests on verbal and maths ability as well. We found, after controlling for general cognitive skills, that there is a kind of cycle as well: these social and emotional patterns are intimately connected with their academic performance as well (see Figure 8). So, the idea that social competence is something separate to focus on besides the academic context is not right.

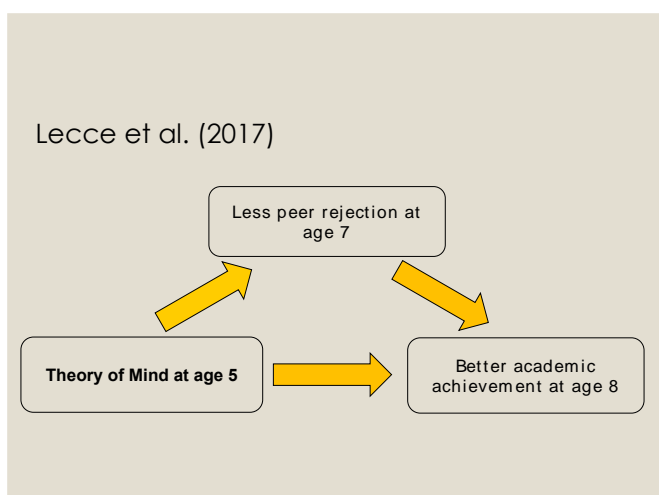


Figure 8: Path model of social-emotional factors leading to academic performance

Ways forward?

Many people do work on managing feelings, like emotional regulation and coping strategies; this is where the link with academic achievement is even stronger. For example, you might be interested in the ones who are able to show bouncebackability (a new word that I have learned!), which is a kind of resilience: when you encounter failure, you bounce back.

But I also want to add that there may be another route that we could go. This relates to a paper we published a few years ago, where we looked at school ethos. Here an anonymous survey with several thousand young people was conducted in about 50 primary and secondary schools. In addition to the sample of children from each school, staff described the ethos of their school.

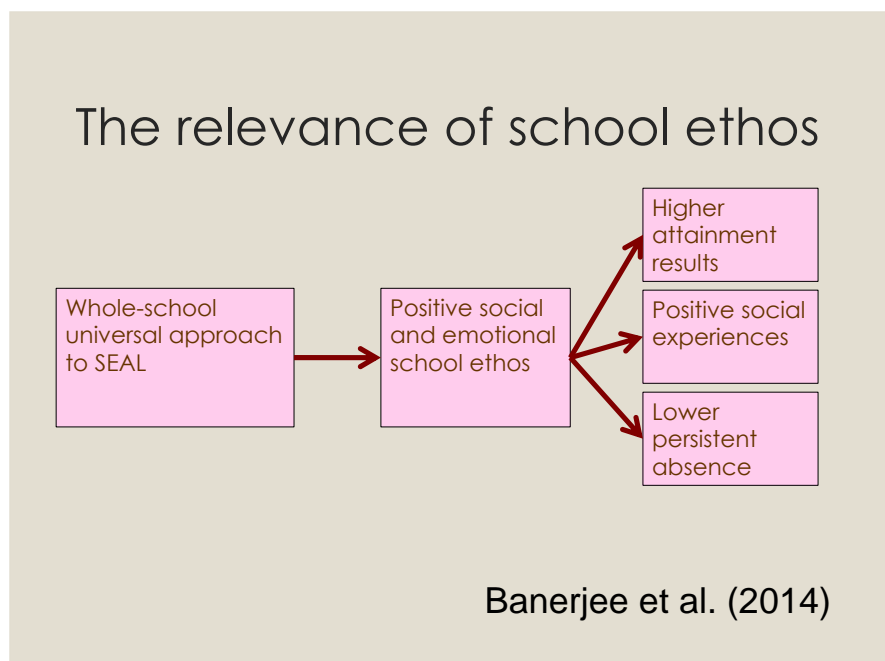


Figure 9: Associations of school ethos with attainment, social experiences, and absence

What we found was that when schools were taking a whole school approach in which social and emotional learning was woven into the fabric of how the school operated, that predicted the school's ethos as rated by children and staff (see Figure 9). School ethos predicted the children's level of positive social experiences, and also predicted attainment results (five good GCSEs including English and Maths, and, for Key Stage 2, SATS results) as well as lower levels of persistent absence. So another approach to accountability might be for both the staff and the pupils to tell us about the ethos in the school, using relatively short measures.

So, we have some general questions now to think about. One, should we be measuring social and emotional outcomes at all? Because frankly people could say, 'Well, if you are so convinced that social and emotional outcomes are connected with academic achievement, why not just measure academic achievement? Just use that as a proxy.' This is a point of view some people in government already express. If social-emotional aspects of learning, all of these things around resilience and motivation, are fundamental to the academic purpose of the school, then the academic measurement should be a decent proxy for that.

But there is another consideration as well. I want to move onto the issue of process, and maybe this might be what we will end up within the Ofsted framework. To what extent are we using an evidenced and informed approach to identifying problems, identifying difficulties and needs? So, maybe screening measures are to be used in needs assessment. Then, using the standard assess-plan-do-review approach to SEND, we can expand it so it is not just a few children who are seen as problem children, but recognise this approach is something that is relevant for everybody. This is about good teaching and learning for everyone. This could involve tracking change and reviewing interventions, and with provision mapping, this would enable identifying the level of change associated with each of the provisions. So, maybe this one way in which we take social-emotional learning outcomes and include them in our accountability framework.

Another question is about using quantitative vs. qualitative evidence? There are many standardised measures which give numerical scores, but they do not necessarily tell you everything. There is a richness of data you get from simply sitting down with the young person and, frankly, sitting down with any one of the TAs or teachers and getting their honest appraisal about what is going on in the school. You can get that data as well. The question is: exactly how do we systematically get that information, how does the school get that information on a formative basis? I would hope that this kind of action, to sit down with a young person, to sit down with a TA, sit down with a teacher could occur routinely, in what should be a formative process. There should be multiple informants in multiple contexts and we should be hearing from the parents as well.

Concluding comments

So, if we are taking seriously this business of social and emotional development, which seems to feel important now, we have to ask this question: how do we make schools accountable? We could take measurements of all the different outcomes that I have talked about, but I am afraid there is not one simple validated measure that covers everything. So, we could get measures of children's abilities to manage their feelings, of their self-awareness, of their relationship skills, of their empathy, of their self-awareness, all of those kinds of things that we could measure. But, if we measure them and it becomes the accountability system, that does not necessarily change the *process*. I have also seen quite benign public health surveys, but also some questionable practice, when teachers are standing over the children when they are answering questions, on an anonymous survey, and trying to influence their answers. In those cases, the teachers obviously wanted to make sure all the things that their schools are doing are being reflected in the results. So imagine if there was a survey of children's life satisfaction or social-emotional well-being that fed into performance league tables. It would certainly make everyone pay attention, but it would change the process.

So, we are left with this question: "If we're *not* going to do a really in-depth measurement of these outcomes and use those to grade schools, alongside tests of reading and writing and maths and GCSE, then how do we make monitoring of *processes* work?" This is the question of whether accountability in this area should be a focus on outcome or processes. And with that difficult question I come to the end of my presentation, and would like to open the space for discussion.

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For more information on creating sociograms, please visit the online resource for Robin Banerjee's assessment tools: <http://www.sussex.ac.uk/psychology/cress/tools>

Section 6:

Discussion groups: summary

Questions that were considered by the groups:

1. How can accountability be focussed beyond the academic core to cover greater breadth while also being more nuanced and flexible?
2. How can an OFSTED framework be designed to reward positive responses to diversity?
3. How can an accountability system give voice to the real experiences of children and young people with SEND?

Morning:

Group 1:

This group thought that accountability based on network and participative measures was the way forward - schools working together. There are some really good examples of schools working together to drive systems forward. Some of the MAT approaches, where schools have pushed developments through, particularly around special educational needs, show that networks needed to be enhanced.

The group also thought that participation that ensures pupil voice was important; that parent voice was important too as was staff voice. The group talked a lot about how teachers were trained in terms of teacher confidence. What are the right approaches to address this. There was also the question of whether primary and secondary schools need to link their accountability systems more. How this could be done is uncertain because so often a primary school will say, "We managed to hold the child and by the time it came to secondary school, this happened..." Or, the secondary school says, "Well, actually, what did the primary school do?". So, it is about how can to link systems'.

One member of this group who works in the post-16 sector mentioned the [RARPA](#) framework which is not widely known. The RARPA framework is about recording progress in non-accredited learning, which in theory gives an entire, complete and flexible approach to record personalised progress. This might have wider use.

Group 2:

For this group the discussion started off from Jonathan Robert's point about the domination of hierarchical accountability and there could be enhanced salience and weighting given to SEND quality within that form of accountability. There were some challenges for this group about what is happening even with the new Ofsted framework. However, there was a welcome for the way that the new Ofsted framework is raising the status of SEN. The group had a practicing secondary SENCO who was making use of that in their school. But, there were a number of issues, for example, the mismatch in some cases in which some outstanding schools, who may not get re-inspected, may not be very inclusive in their practice in relation to SEND. How would that be picked up and can you rely on parents or local authorities to report concerns. Or, should this be picked up in a different way?

There were several issues picked up around when Ofsted would refer to 'a school's pupils' or 'it's pupils' - what is that range of pupils? So, where admission policies are denying access to children from the outset with particular levels of difficulty, then that

may not be picked up through the Ofsted process. Ofsted would not necessarily be identifying children who are not there.

The group did welcome moves towards a greater focus on off-rolling and if the Timpson Report is acted on, there will be greater emphasis on outcomes for permanently excluded pupils. But, there are a large number of other children on elective home education, and in other forms of education, where quality could potentially be quite a significant concern. The group also talked about a notion of schools having accountability for their community of pupils, although that is obviously difficult in a more market system. One member of this group who had written a recent paper to the DfE from the Forum, talked about the notion of a virtual role for all mainstream secondary schools. This would include all children whether they had been permanently excluded, been managed moved into alternative provision or were on elective education with some continuing responsibility from mainstream schools.

Another topic this group discussed was the degree to which the leadership and management of secondary schools rely too much on SENCOs rather than the initiative from the leadership team itself. So, within the Ofsted framework, this group would like there to be questions for school leaders, as SENCOs are not always on leadership and management groups. Perhaps, mainstream headteachers should know about SEN just like they know about English, Maths and Science.

A connected point was that there is a funding consultation going on at the moment where there is some debate about school funding for SEN and notional SEN budgets. The group thought that there should be greater consistency across schools nationally, and again, as an input question perhaps Ofsted should be asking how schools are using that budget. This involves an emphasis on partnership network accountability, as the group like that kind of model of self-improvement and collective self-improvement. There are benefits to partnerships, networks, peer support and challenge. But, there are difficulties in securing that, either because external services and capacity are reducing in terms of support services or SEN advisors, or partly because MAT partnerships are not necessarily local ones. Therefore people may be coming together for a number of reasons across a group of schools, but they may not relate to local SEN issues and needs.

Group 3:

This group had a wide ranging discussion that could answer both questions by looking at the starting point. If your accountability starting point is, 'what are your results?' you will always get an educational inspection base which is academic. If the starting point is, 'why do you do what you do?', your educational inspection will automatically have a greater breadth. That starting point is crucial to answering both the questions. This involves working out the outcomes, not just academic ones.

Group 4:

This group talked about a few of the different kinds of accountability that Jonathan Roberts touched on in his presentation. There was interest in the accountability chain – particularly looking hierarchically. So, the group talked about accountability at the school level and whether what is needed to empower SENCOs within the schools is to push SEN higher up on the inspection agenda. The group then talked about what happens further up that accountability chain, the relationship between the DfE and the Treasury; whether that relationship makes it possible to have

accountability, or a more dispersed accountability at lower levels. There was also discussion about the markets for accountability and whether it is possible to have a market that functions in the right way to hold organisations accountable in this area. In particular, when you have schools that are geographically based and that is a determinant of where children go, does the idea of having market accountability makes sense?

The conversation then turned to accountability for 'what'; what are the things ultimately that accountability is leading to? The group talked about employment and whether the way that the system is set up is supportive towards the outcomes that we or the system thinks children should be working towards. There was also the question of whether there can be agreement on those matters.

Group 5:

This group confined their feedback to three points. The first was that if you are starting with seeing accountability as something to drive change in key areas, such as what is required to deliver inclusion, there were some doubts about there being a meaningful political will to go beyond the core to have something more nuanced and flexible. That would be an essential starting point. Assuming that evidence involves both quantitative and qualitative data, there were questions about the shift going on in the Ofsted inspections. There was interest in whether in a short inspection, they can capture meaningful qualitative data from parents and from students / pupils. How will that qualitative data be captured, and evaluated in a very short time frame? This also involves something about the nature of the inspector who comes through the school door. One inspector may capture and understand what was referred to as the 'culture of humanity', but another inspector may not.

Group 6:

This group tried to be optimistic, thinking of some examples where they knew about peer to peer evaluation, to capture a social justice type of philosophy of inspection, beyond the academic core. So, the group discussed the London Challenge, but specifically with reference to the work that Derby University had been doing; building on that model of peer to peer review against an agreed framework. One school is looking at another, led then by the university that is analysing all the data and then feeding it back to the whole school community and the local authority in that area. This was seen as a very impressive example of those different elements of the peer review, if you can allocate resources to it. There is some quite hard data, not only about outcomes but about all sorts of facets of the system that were being recorded. This seemed to be very powerful approach that builds on the London Challenge-type approach.

The group also talked about a model that Dorset were doing, which is a like a person-centred review, but it is a school-centred review. All stakeholders become involved to really look at the system and to see what is happening in terms inclusion in that setting. There was also discussion of Portsmouth's ordinarily available model, where they are looking at all schools having to outline what is ordinarily available, so that they are held accountable in that respect, rather than just having the school information report. Another aspect touched on in this group's discussion was about the voice of the child, parents and teachers, which is a key to assessing the school's responses to diversity. However, the group was still worried about the accountability

of health and social provision in terms of inclusive provision; how that can be made a reality in schools that are really striving to be highly inclusive.

Afternoon discussion groups:

Group 1:

This group had some thoughts about the separate or embedded issue. They believed that accountability should be embedded within a general accountability framework. But, this needs to be happening at a local authority level as well as within a school. At the moment, there are the joint area SEND reviews, which separates out the parts; perhaps there is a need to be joining up everything that happens within a local authority, not just for children with SEND, but for all the children that a local authority serves.

The group also agreed with Robin Banerjee that we cannot use high level outcomes to measure personal, social and emotional learning because of all the factors that are involved. So, what could be looked at is 'voice'; listening to pupil voice, parent voice and staff voice and giving them an opportunity to speak. We could also look at leadership priorities. When Ofsted are having that conversation with Senior Leadership Team, they should be asking them what is their ethos on personal, social and emotional learning. What are they doing as a whole school to support all that. What are they doing particularly for those children who have got more need in that area. The group considered that there is a tension with the Tom Bennett behaviour approach, with all that money that has been spent by the DFE and the ethos of the Ofsted framework. For the group there was the question of how is that going to work?.

Group 2:

This group's discussion touched on Jane Starbuck's and Robin Banerjee's presentations. This group had discussed in the morning the increasing medicalisation of need in terms of labels and categories. This can be seen to cut across a more whole school way of looking at additional needs. This group was trying to think around how the social and emotional learning of children with ASD could be better located within an overall framework for understanding personal and social development within a mainstream school. That led the discussion to some of the barriers in relation to resourcing and eligibility decisions. This is about the degree to which a label is needed to attract certain resources or be eligible for other things. This connected with Jane's presentation in terms of alternative funding approaches, ones that are less category dependent and which may or may not reinforce some of the messages around overall school responsibility for the generality of special educational needs.

Group 3:

This group came to the point where it was felt that SEN / disabilities is currently too separate from general provision. This basically means that schools, by default, are almost un-inclusive because of the separateness. But, if you the mainstream make it completely part of the framework does that mean it gets the attention it needs? So, there is a need for some kind of balance in-between.

Group 4:

This group focussed their discussion on the overall accountability system. They kept returning to the topic of professional ability; who can do it and how can they do it. This is also about the processes rather than the outcomes. But, many headteachers could say that the processes are dictated to them, they are not designing the processes themselves. So, the group then thought about a high level soft touch national framework which was longitudinal about accountability that involves a local simple framework. People say about the tax system – make it simple and then everything will work better and do not just increase tax legislation every year. So, this group wondered about whether there needs to be a bit more freedom in the system. The group then moved onto the academy framework and the concerns about academy freedom and their accountability, for example, about finance matters.

Group 5:

This group believed that if you have a system which is based on separating people out, then the accountability framework inevitably has to be separate too. If there is going to be accountable for specific issues then it is possible that identified risks get missed within that structure. However, in this group they were interested in how there can be an accountability system that is not punitive, that encourages and rewards people for openness. This can be viewed as part of the equal opportunities way of viewing provision. Another point that came up was that a key part of evidence based practice and effective pedagogy for children with special educational needs should be planning for social interaction and relations. It should just be part of the planning that is done. So part of that open evaluation should be a discussion about the ways in which people are planning for social interaction within their everyday classroom situations and in their informal situations, like the playground.

Group 6:

This group believed that a general accountability framework rested on an inclusive assessment system. So, there was some discussion about assessment systems that do not exist now – this goes back to the progression guidance and how that had been very supportive of the schools at the time. The group felt that the system needed to allow for some flexibility but until you have got that inclusive way of assessing people's needs and attainment, it would not work to do it as part of general accountability. Finally, it was felt that language is really important in this area. So, if you are looking at having accountability for personal and social and emotional learning, there are some key questions: is the focus on individual children?, is the focus on deficits and within child, how is that being supported?, is the focus on whole school systems? This links with Robin Banerjee's talk about looking at SEAL and the impact of that on children's outcomes.

