The National Strategies
Attainment and progress for pupils with SEN/LDD

Attainment and progress for pupils with SEN/LDD

Introduction

The overarching strategic aim of the National Strategies is to continue to raise standards and rates of progress for children and young people in all phases and settings through increasing personalisation of learning. This will be supported by the development of high quality, well planned teaching, through a pedagogy for all which addresses individual and group needs, interests and aspirations within the particular context of the core subjects and Early Years' curriculum.

Most pupils with special educational needs, learning difficulties and disabilities (SEN/LDD), including those in special schools, are able to reach national expected levels. For the majority of those who do not, National Curriculum levels and sub-levels still offer a suitable framework for assessment, planning and the evaluation of attainment and progress. For a much smaller number of pupils working below level 1 of the National Curriculum, the use of P levels (along with other assessment/planning frameworks linked to the Every Child Matters (ECM) five outcomes) enables schools to measure progress, set targets and evaluate the impact of their provision for these pupils.

The drive to improve the rates of progress made by all children and young people is inclusive of those with SEN/LDD working at the lower levels of the National Curriculum and P levels. These expectations are further emphasised in The Children's Plan and the Government's 2020 Vision for Learning.

Effective strategic analysis and interpretation of SEN/LDD data can have a direct impact in the classroom on learning and teaching for all pupils. To ensure this the headteacher and the senior management team, should always consider:

• what criteria they use to determine whether pupils are underachieving or are identified as having SEN/LDD
• what key indicators and data sets they need to monitor pupil progress
• how they assess, set targets, track and evaluate the rates of progress of pupils with SEN/LDD
• what is good progress for pupils with SEN/LDD in their school, which should include some understanding that pupils, with complex needs, might be working within the P levels and may well be making lateral progress even when linear (or hierarchical) progress is not evident
• how the work of the SENCO/INCO aligns with the work of subject leaders and departments in analysing and interpreting data in order to identify those pupils whose rates of progress are causing concern and then take action to resolve those concerns
• how they ensure that Wave 1 provision and targeted Wave 2 and 3 interventions are appropriate to the learning needs of pupils with SEN/LDD and effective in ensuring the intended progress.

National Expectations

At the end of each key stage there is an expectation that all pupils should reach a certain level of skills, knowledge and understanding in each subject.
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<table>
<thead>
<tr>
<th>Stage</th>
<th>Expected levels</th>
<th>Expected National Curriculum attainment at the end of a key stage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Key Stage 1</td>
<td>Levels 1 to 3</td>
<td>Level 2 (By age 7)</td>
</tr>
<tr>
<td>Key Stage 2</td>
<td>Levels 2 to 5</td>
<td>Level 4 (By age 11)</td>
</tr>
<tr>
<td>Key Stage 3</td>
<td>Levels 3 to 7</td>
<td>Level 5 or 6 (By age 14)</td>
</tr>
</tbody>
</table>

So what does this mean for pupils who do not reach expected levels, some of whom may be labelled as having SEN/LDD? For example, in 2007, 3.5% of Key Stage 2 pupils attained a level 2 or below in English and maths combined and 4.9% of Key Stage 3 pupils attained a level 3 or below in both English and Maths. The DCSF provides a further breakdown of level 2 and 3 attainment by SEN School Action, School Action Plus and pupils with a Statement of SEN linked to their SEN statistical release.

How do we raise the level of performance for all pupils including those working below national expectations?

The analysis of pupil-level data can offer some clues to where solutions may lie and certainly helps us to a much deeper understanding of individual and group performance. Effective schools and LAs therefore make extensive use of pupil and cohort level data. They use prior attainment (which is nationally validated) and chronological age as a starting point for benchmark comparisons and setting targets (rather than categories of need or ‘stages’ of SEN, which vary from school to school and from one LA to another). They also track outcomes and use this information to evaluate the impact of personalised provision.

**Progression Guidance Project for SEN/LDD**

Between 1 April 2008 and July 2009 the Department for Children Schools and Families (DCSF) are working in collaboration with the National Strategies to develop progression guidance for pupils with SEN/LDD including those working below level 1 of the National Curriculum.

This project focuses solely upon pupil progress in English, maths and science but nevertheless recognises that many competencies lie outside the remit of the project; competencies that have a significant impact on the life chances of pupils with SEN/LDD.

Work on these wider outcomes is being taken forward by the DCSF, through the separate but linked development of school-level indicators on the ECM outcomes and guidance to schools on their duty to promote the wellbeing of their pupils.

The progression guidance project is designed to support the development of a clear understanding of what constitutes good progress for pupils with SEN/LDD within these subject areas.
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Effective use of data

Local authorities (LAs) and schools strategically manage a range of attainment and progress data for pupils with SEN/LDD to enable them to evaluate how well pupils are doing in relation to their prior attainment and in comparison with the local and national picture. Effective use of data also enables schools and LAs to determine appropriate provision to secure the progression of pupils working at very low levels of the National Curriculum and P levels.

Data collection and analysis are essential elements in the development of a more forensic approach to the removal of barriers, raising of expectations and supporting the setting of realistic but stretching targets.

Effective use of data at school, LA and at a national level are covered in more detail below.

Further information on the use of data for SEN/LDD can be found in:
Leading On Inclusion: Using and Understanding data
Maximising Pupil Progress: Ensuring the Progress of Pupils with SEN – Using data

School level data for SEN/LDD

In addition to national indicators, schools and LAs make local decisions about which key indicators and data sets they will use to evaluate the impact of their provision and its impact upon the progress of pupils with SEN/LDD.

They use data reports and analyses from packages such as RAISEonline, the FFT supplement, other commercial packages and their own internal data sets of pupil performance in order to:

- evaluate the impact of provision on the outcomes for pupils with SEN/LDD
- complete an Ofsted SEF which provides the evidence base for how well pupils with SEN/LDD are progressing
- evaluate progress towards existing targets for pupils with SEN/LDD
- establish stretching and challenging targets for the future
- make informed decisions about the deployment of SEN/LDD resources to support appropriate personalised provision
- commission and quality assure provision both inside and outside the LA area.

In addition a school can judge how effectively it manages its provision by considering the five ECM outcomes against specific aspects of school life and its impact on pupil outcomes. The West Midlands Regional Partnership has developed a supportive Outcomes Framework linked to the five ECM outcomes. The Council for Disabled Children is also working on behalf of the DCSF to identify appropriate indicators, linked to the five areas, for disabled children.
In the current absence of national benchmarked data for pupils working below the level of the test and at P Levels, schools need to ensure that their internal systems for teacher assessments and end of key stage tests, moderation and data analyses are robust and can evidence how pupils are progressing based on their prior attainment and age. Effective schools are able to evidence the progress of pupils working at the lowest P levels using a variety of holistic measures which take into account the fact that progress for these pupils may be uneven, lateral, or may concentrate on improving the quality of life and minimising skills loss for those with degenerative conditions.

Further examples of the use of data for SEN/LDD can be found in:

*Case Study: Using the P scales to assess progress*
*Use of data in Special Schools by School Improvement Partners*

**Local authority level data for SEN/LDD**

The SEN Code of Practice expects LAs, in partnership with schools, to place the highest priority on their statutory duty to promote high standards of education for all children, including those with SEN/LDD. Part of that role is to ensure that they work with schools to evaluate the impact of funding on standards and progress of children and young people with SEN/LDD.

The ‘Identifying pupils with SEN/LDD’ section of the SEN/AEN Value for Money Resource Pack provides a self-evaluation framework and good practice examples linked to the use of data to identify needs.

Effective LAs provide guidance to support their schools in defining which children have a special educational need. This helps to ensure that inadequate progress is promptly identified in order to provide appropriate, timely provision to accelerate progress.

In addition, when guidance is applied consistently, within a LA, there is a reduction in the likelihood of ‘postcode lottery’ issues arising. This reduction would be indicated by limited local variations in profiles of SEN as shown on Annual School Census (PLASC) returns.

The National Strategies provide a range of indicators and data sets within the LA e-room which includes the ‘Integrated Data Set.’ The package will increasingly include key SEN/LDD data sets.

For more information about LA data packages for SEN/LDD refer to appendix 1 at the end of this section.

**National indicators and data sets for SEN/LDD**

There are a variety of national indicators used to evaluate whether Children’s Services, LAs and schools are working in collaboration to improve outcomes for pupils who are vulnerable to underachievement or low attainment couched within the ECM Framework. Further information about: Public Service Agreement Targets; SEN/LDD Data Set 2008; and National Indicator 104 and 105 – The SEN/non-SEN gap can be found in appendices 2–4 at the end of this section.

**Attainment and Progress for pupils with SEN/LDD**

The National Strategies is seeking to ensure a personalised approach to learning and teaching in line with the findings of the Gilbert Review:
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‘Personalising learning and teaching means taking a highly structured and responsive approach to each child’s and young person’s learning, in order that all are able to progress, achieve and participate. 2020 vision, a vision for teaching and learning in 2020’, DfES, 2007

The National Strategies has an emphasis on personalising learning and teaching in order to maximise the progress of all pupils. This can be realised by:

- developing the leadership and management of teaching and learning to ensure a continued focus on improved rates of individual children’s progress
- securing quality Wave 1, 2 and 3 provision
- integrating assessment for learning and Assessing Pupil Progress approaches into day-to-day teaching practices.

Increasingly it is expected that this will reflect the lessons and findings of the Making Good Progress (MGP) pilot.

Section 5:42 of the SEN Code of Practice provides definitions of what adequate educational progress is for pupils with SEN/LDD. To enhance this further the DCSF are working in conjunction with the National Strategies to develop national guidance as part of the Progression Guidance Project. From April 2008 until July 2009 the project will research and consult with LAs, schools and other stakeholders in order to develop guidance on what constitutes good progress for pupils with SEN/LDD in English, mathematics and science. The guidance will support schools and local authorities to evaluate progress based primarily on age and prior attainment, whilst taking account of other moderating factors.

The QCA website provides general guidelines relating to identifying pupils needs and assessing pupil attainment and progress.

Many schools and LAs currently use primary need or type of provision as a basis for the evaluation of comparative progress and setting of expectations and targets. For example a number of commercial systems and national packages currently use the SEN Code Of Practice categories of need (Cognition and Learning, BESD, Communication and Interaction, Sensory and or Physical needs) to compare, or benchmark, attainment and progress across what are assumed, for statistical purposes, to be groups of similar pupils. RAISEonline and Fischer Family Trust (FFT) use contextual data gathered during the Annual School Census within their Contextualised Value Added (CVA) models to compare attainment and progress linked to levels of intervention for pupils at School Action and School Action Plus and for pupils with a statement of SEN.

Although professional discussion at a LA and school level can inform a better understanding of:

- how pupils progress based on their age and prior attainment
- the impact of different types of SEN interventions and provision upon progress.

Whilst many LAs support their schools to identify SEN more consistently within their LA boundaries, decisions relating to type of need and provision are largely contextualised and therefore are often based upon different criteria within different schools or LAs. Therefore these types of comparisons should be used with great care and a constant awareness of their limited validity and reliability.

In 2007, the Local Government Association (LGA) commissioned the NFER to review the best evidence on what works in narrowing the gap in outcomes for vulnerable groups across the five ECM areas. The review aimed to underpin the Narrowing the Gap Programme, a major development programme being implemented by the LGA and the DCSF.
Target-setting and tracking progress

Ambitious targets have been set for all pupils to achieve two levels of progress. Refer to appendix 5 at the end of this section.

There should equally be high expectations for pupils with SEN/LDD. The expectation is that pupils identified as having SEN/LDD will make at least two levels of progress at each key stage with the exception of a small minority of pupils with significant learning difficulties or disabilities. In these circumstances, LAs should support and challenge their schools to identify what good progress is for all pupils, including those with SEN/LDD, who are unlikely to reach the threshold levels for attainment or expected progress.

Schools should always set targets for pupils with SEN/LDD that are personalised, ambitious and stretching. Age and prior attainment can be used effectively as a starting point to set appropriately challenging targets and to measure the impact of provision on pupil progress. It is also recognised that local and national benchmark data inform expectations by providing a broader base for comparisons.

For those pupils working at P levels, a number of schools track pupil progress with support from the QCA General Guidelines. This provides a framework for recognising attainment. In addition many schools and LAs use locally derived P level point scores to enable them to compare the progress and attainment of pupils of a similar age and prior attainment. There is currently no agreed national P level point score equivalence.

Maximising Progress: Ensuring the Attainment of Pupils with SEN provides some useful information in their ‘Target Setting, Target Getting’ booklet to support schools to set numerical, curricular and personal targets for pupils with SEN/LDD.

The Use of Data in Special Schools by School Improvement Partners provides useful case studies of how schools use P scales to track pupil progress.

Appendices

Appendix 1: Effective use of data packages by LAs

To help fulfil their statutory duties, LAs have access to significant data packages which enable them to commission/quality-assure provision and monitor and evaluate the progress made by pupils at school, cohort and individual pupil level from within delegated/devolved resources. These set the school’s performance in a wider context and may include:

- data that show trends over time in schools’ performance against a range of pupil progress indicators
- reports from LA officers, SIPs and other consultants
- reports from the National Strategies link SEN adviser following the annual visit to explore the SEN/LDD data set
- common data sets within RAISEonline
- the National Strategies integrated data set within the LA e-room
- attendance of pupils with SEN/LDD
- exclusions of pupils with SEN/LDD
- the local Learning and Skills Council (LSC) data and reports
- relevant information related to governance, HR and finance
- Self-evaluation of Value for Money principles for provision for SEN/LDD
- the school’s success in meeting LA and school-led targets
- relevant history of support to the school from external agencies
The mandatory reporting of P levels (and other teacher assessments below national expectations), coupled with improved moderation and developing Assessing Pupil Progress approaches, will in time provide a valid national data set with which to analyse and evaluate the progress of the lowest attaining pupils. While awaiting national guidance and an evaluation framework (currently in preparation) many LAs already use local systems to evaluate the progress of pupils with SEN/LDD in order to determine which schools require universal, targeted or intensive support.

For example, Derbyshire, North Yorkshire and York have developed local solutions including the use of school profiling, progress charts and electronic tracking which enables them to have a conversation with their schools about how children with SEN/LDD are progressing.

Appendix 2: Public Service Agreements (PSAs) and National Indicators (NIs)

The National Strategies are working with the DCSF and other partners to ensure that relevant national targets set out in PSA delivery agreements 10 and 11 are achieved. They are also developing progression guidance to support LAs and schools to evaluate whether pupils with SEN/LDD, working at very low levels of attainment, are progressing.

The current relevant targets for 2011 are:

Early Years – PSA 10

- **NI 72**: Increase the proportion of young children achieving a total points score of at least 78 across all 13 Early Years Foundation Stage Profile (EYFSP) scales – with at least six in each of the communications, language and literacy (CLL) and personal, social and emotional development (PSED) scales – by an additional four percentage points from 2008 results, by 2011.

Key Stage 2 – PSA 10

- **NI 73**: Increase the proportion achieving level 4 in both English and mathematics at Key Stage 2 to 78% by 2011.
- **NI 74**: Increase the proportion achieving level 5 in both English and mathematics at Key Stage 3 to 74% by 2011.

Key Stage 4 – PSA 10

- **NI 75**: Increase the proportion achieving five A*–C GCSEs (and equivalent), including both English and mathematics, at Key Stage 4 to 53% by 2011.

Progression and reducing the gap - PSA 11

- **NI 92**: Improve the average (mean) score of the lowest 20% of the EYFSP results, so that the gap between that average score and the median score is reduced by an additional three percentage points from 2008 results, by 2011.
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- **NI 93-98**: Increase the proportion of pupils progressing by two levels in English and mathematics by 2011 at each of Key Stages 2, 3 and 4 by:
  - KS2: English nine percentage points, mathematics 11 percentage points
  - KS3: English 16 percentage points, mathematics 12 percentage points
  - KS4: English 15 percentage points, mathematics 13 percentage points.

Free School Meals- PSA 11

- **NI 102**: Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stages 2 and 4. There are currently no targets for this indicator.

Appendix 3: SEN/LDD data sets

The National Strategies support LAs by providing key national and local data sets for SEN/LDD attainment and achievement. All the SEN/LDD indicators and data sets can be found within the SEN/LDD focused area of the Standards Site. Key attainment and progress data include:

<table>
<thead>
<tr>
<th>Table</th>
<th>End of</th>
<th>Indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td>8a</td>
<td>KS1</td>
<td>% of pupils not achieving level 2 or above at end KS1</td>
</tr>
<tr>
<td>8b</td>
<td>KS1</td>
<td>% achieving below level 1 (all assessed as 'W')</td>
</tr>
<tr>
<td>9a</td>
<td>KS2</td>
<td>% of pupils not achieving level 3 or above at end KS2 in a) English and mathematics; b) English; c) mathematics</td>
</tr>
<tr>
<td>9b</td>
<td>KS2</td>
<td>NI 104 – The SEN/non-SEN gap – % level 4+ in both English and mathematics</td>
</tr>
<tr>
<td>10</td>
<td>KS3</td>
<td>% not achieving level 4 or above at end of KS3 (a) English; (b) mathematics</td>
</tr>
<tr>
<td>11a</td>
<td>KS4</td>
<td>% achieved less than 2 GCSEs or equivalent (up to 1.5)</td>
</tr>
<tr>
<td>11b</td>
<td>KS4</td>
<td>NI 105 – The SEN/non-SEN gap – % 5A*–C including English and mathematics</td>
</tr>
</tbody>
</table>

Appendix 4: National Indicator 104 and 105 – The SEN/non-SEN gap

From 2008, the DCSF included two new indicators relating to the attainment of pupils with SEN/LDD. Those with special educational needs, for the purposes of this indicator, are those who were identified at the beginning of KS2 (in the first year in which they followed the Key Stage 2 programme of study) as having special educational needs as defined by Section 312 of the Education Act 1996. This includes those at the School Action and School Action Plus levels of provision and those with a statement of SEN maintained by the LA.
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To reduce the gap it is important that LAs and schools accurately identify pupils, put in place the necessary provision and evaluate outcomes for pupils defined as having a special educational need.

a. National Indicator 104:

The SEN/non-SEN gap – achieving level 4+ at the end of Key Stage 2 in both English and mathematics

<table>
<thead>
<tr>
<th>Year</th>
<th>All pupils</th>
<th>Not SEN</th>
<th>Classified as SEN</th>
<th>% point gap</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007</td>
<td>England</td>
<td>71.2</td>
<td>82.7</td>
<td>31.0</td>
</tr>
</tbody>
</table>

b. National Indicator 105:

The SEN/non-SEN gap – achieving 5 A*-C GCSE at the end of Key stage 4 including English and mathematics

<table>
<thead>
<tr>
<th>Year</th>
<th>All pupils</th>
<th>Not SEN</th>
<th>Classified as SEN</th>
<th>% point gap</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007</td>
<td>England</td>
<td>45.5</td>
<td>53.9</td>
<td>9.4</td>
</tr>
</tbody>
</table>

Appendix 5: Target setting and tracking progress: two levels of progress

The vast majority of pupils with SEN/LDD work within National Curriculum levels of attainment both in mainstream and special schools. Following the 2007 P level data collection and ongoing teacher assessment reporting, the DCFS will, in future, be able to report on the numbers, percentages and attainment of pupils working within the P levels.

National indicators and data sets provide an important national picture of attainment and progress within core National Curriculum subjects. Additionally schools, supported by their LA, parents and other agencies, are able to use a range of school-based formative and summative assessment data which contribute to a broader evidence base related to the whole curriculum and the five ECM outcome areas. The collation of ongoing teacher assessment and test data provides the evidence base to drill down to school, cohort and individual pupil level to evaluate whether low attaining pupils, including those with SEN/LDD, are making unsatisfactory, satisfactory or good progress.

To evaluate whether low attaining pupils are making progress, it is important for schools to establish how pupils are progressing based on their prior attainment and age using the same principles as they do for pupils working at or above national expectations. They are then in a position to compare the progress of cohorts of pupils of a similar age and prior attainment within their own school, in their LA, or as national P level and other teacher assessment data becomes increasingly more available, to benchmark against a national picture of pupil progress.
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The Government has set high expectations in order to narrow the attainment gap and raise standards for all pupils. It is expected that by 2011 the following percentages of children will be making two levels of progress.

<table>
<thead>
<tr>
<th>Subject</th>
<th>Key Stage</th>
<th>2006 Target</th>
<th>Target increase (points)</th>
<th>Subject</th>
<th>Key Stage</th>
<th>2006 Target</th>
<th>Target increase (points)</th>
</tr>
</thead>
<tbody>
<tr>
<td>English</td>
<td>2</td>
<td>81%</td>
<td>9</td>
<td>Maths</td>
<td>2</td>
<td>73%</td>
<td>11</td>
</tr>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>English</td>
<td>3</td>
<td>30%</td>
<td>16</td>
<td>Maths</td>
<td>3</td>
<td>62%</td>
<td>12</td>
</tr>
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<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>English</td>
<td>4</td>
<td>56%</td>
<td>15</td>
<td>Maths</td>
<td>4</td>
<td>27%</td>
<td>13</td>
</tr>
</tbody>
</table>

In order to raise attainment and narrow the gap we also need to consider what level of progress the lowest attaining pupils are able to make. Schools will be considering what interventions are needed to support these pupils to make two levels of progress, one level of progress or small-stepped progress against the P levels.

Schools are now able to make use of RAISEonline to produce a pupil progress chart that graphically identifies pupils according to the level achieved and the progress made since the previous key stage with the ability to drill down to see their details. The improved flow of data available from pupil tracking and the use of RAISEonline will strengthen the target setting process. The National Strategies are developing a specification for RAISEonline which will extend the functionality to enable the analysis of data for pupils working at National Curriculum levels 1 and 2 and the P levels, including those who are making very small steps of progress.

Schools, including special schools, can use a range of data including:

- end-of-key-stage attainment
- actual pupil attainment against predictions from ongoing teacher assessment
- progress of pupils with the same starting point at a similar age
- progress of groups of pupils
- Fischer Family Trust data
- pupil attainment in comparison with broadly similar schools within the local authority and beyond
- use and impact of intervention strategies on progress, including the deployment of support staff.

Many special school leadership teams have developed further approaches to facilitate and record pupil progression, including:

- the use of bespoke software systems that enable schools to record, analyse and display individual pupil and cohort data consistently
- the use of multimedia recording systems to reflect pupils’ achievement.

Robust data is dependent on finely tuned moderation systems which ensure a realistic picture of a pupil’s progress based on their starting point. There are also a variety of commercial schemes available to enable schools to measure the smaller progression steps which contribute towards school level National Curriculum and P level data.