Independent Review of Inclusive Education and Early Years

December 2021

On behalf of the
Government of Jersey

nasen
International

Foreword

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Prioritising inclusion has never been more important. The global pandemic has heightened the need to foster more resilient and equal societies. Re-examining the future of education, at a time when inequality and social fragility is increased, strengthens the call for inclusive education.

Inclusion in education refers to making sure that every student feels valued and respected, as well as having a strong sense of belonging. The term emphasises that all pupils have equitable access to, and fully participate in, learning experiences, and are able to demonstrate their capacity to achieve their full potential, socially and academically. However, we live in a world where many obstacles stand in the way of this objective; children and young people continue to be excluded due to discrimination, preconceptions regarding their specific needs, and isolation. Irrespective of our differences, the principles of inclusion are essentially the same.

As a result, the design of educational systems is crucial. Countries can select what factors to consider when determining whether or not their educational system is inclusive. In commissioning of this *Independent Review of Inclusive Education and Early Years,* the Government of Jersey illustrates their desire for a systemwide scrutiny, a commitment to address the inclusion agenda and willingness to tackle the challenges head on.

This Review identifies opportunities for the Government of Jersey to ensure that its vision of 'Putting Children First' is realised. The Review's findings and recommendations provide a clear way forward for children and young people, who have traditionally been marginalised, to experience the essential notion of inclusion in a meaningful and enduring way.

It was evident to the review team that there is a palpable collective will to nurture and establish an inclusive Jersey culture. We urge the Government of Jersey to build on this momentum and embrace the opportunity to further develop the remarkable capacity, knowleTe base and expertise within the system in order to lead, progress, realise and sustain Jersey's vision of a world-class inclusive education system.

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Executive Summary

During 2021, the National Association for Special Educational Needs (nasen) undertook an *Independent Review of Inclusive Education and Early Years* on behalf of the Government of Jersey (GoJ). Whilst inclusive education can be broad in its interpretation, the focus of this review was on how schools, settings and support services contribute to, or are barriers to, inclusion at a system level. A diverse range of stakeholders were engaged through the review, including children and young people (CYP) and their families.

The evidence-base collated during the review process has led the review team to conclude that whilst there is some exemplary inclusive practice within specific areas of the education system, this is not yet happening consistently because it is not sufficiently reinforced at a strategic, systemic and systematic level. This includes the prioritisation given to realising inclusion, the allocation of resources, and the underpinning policies and processes.

The review team have identified that the prevailing approach to education in Jersey is currently based on separating provision so that it aligns to the needs of different groups of children and young people. Whilst this approach is arguably underpinned by good intentions, it can be a structural barrier to achieving inclusive education.

The review describes a continuum of inclusion that moves forward from *segregated provision* to *partial inclusion*, to *systemic inclusion* and finally to *whole inclusion.* Furthermore, the review makes 50 Recommendations across 23 areas that can support Jersey to move along this continuum of inclusion. However, the review team have stopped short of prioritising or weighting them, since this will depend on (a) where on the continuum of inclusion Jersey would like its education system to be, and (b) how quickly it would like to get there. On the other hand, in the Report's concluding section, we have proposed ways in which the Recommendations can be linked to the stages of model we are suggesting for the development of inclusive education in Jersey.

Having commissioned this review, the GoJ has clearly demonstrated its commitment to developing inclusive education in Jersey. The next step is for the GoJ to apply the inclusion implementation roadmap provided within this report to realise its preferred approach to inclusion. Implementing change of this scale in the Jersey context will inevitably present significant challenges, so it will be important to remember the overriding principle that an inclusive education system benefits not only those who are marginalised, but *all* children and young people.

» **A summary of the 50 Recommendations is provided below.**

Vision and Challenge in Inclusive Education

Recommendation 1. GoJ should clearly define inclusive education in a way that is accessible and understandable to all residents of Jersey.

Recommendation 2. GoJ and all stakeholders should decide the kind of inclusive education to which Jersey aspires. A flexible interpretation, based on the 'Continuum' suggested in this Review, can be used to progress towards an enhanced and sustainable approach to inclusive education, with an associated vision statement.

Recommendation 3. A Ministerial-level appointment should be made to champion inclusive education in Jersey.

Recommendation 4. A short-term action plan (1-2 years) should be devised to address the immediate barriers to inclusion and lay the foundations for a common, Jersey-wide approach to inclusive education. This should connect to a medium-term plan (3-5 years) and to a 10-year vision for inclusion. These intentions should be published as an *'Inclusion Implementation Roadmap'*, with milestones towards its delivery and key performance indicators which connect to real change in the lives of CYP.

Recommendation 5. A common framework for inclusive practice should be developed collaboratively with schools and settings. This should be based on the model for inclusion decided by GoJ and all stakeholders. It should be funded at an appropriate level and training support provided to upskill all professionals. The framework should be regularly reviewed as part of the Jersey School Review process.

Recommendation 6. A longer-term strategy for mental health and wellbeing should be devised, to consolidate the good practice models in existence in Jersey and internationally and to challenge the existing negative culture around behaviour and the treatment of those CYP exhibiting behavioural issues. The intention should be to create a vision for Jersey as a world leader in SEMH provision for its CYP, including offsetting the negative impact on well-being of the Covid-19 pandemic.

Legislation

Recommendation 7. The Education (Jersey) Law (1999) should be reviewed to consider incorporating explicit reference to the GoJ's commitment to educational and social inclusion.

Recommendation 8. Legislation on discrimination should be revisited to ensure closer alignment with the UN Convention on the Rights of Persons with Disability in education, social care and health settings.

Recommendation 9. A *Jersey Inclusion Charter* should be established, incorporating the Recommendations contained in this Independent Review.

Policy

Recommendation 10. GoJ should revisit and refresh key policies relating to Education, Health and Social Care to ensure that its own vision statement for inclusion is visible. A 'task-and-complete' group within CYPES, liaising closely with the Health and Community Services Department should take this work forward.

Recommendation 11. An evaluation and strategic review of the role of the Third Sector in inclusive education should be conducted and a refined funding model should be implemented as a result.

Recommendation 12. The policies and practice developed by Jersey relating to CYP Behaviour, SEMH and School Exclusions should be reviewed and revised. They should be implemented effectively and hold schools and settings to account for outcomes achieved in terms of a range of measures such as number of exclusions, attendance and wellbeing of staff and CYP.

Recommendation 13. Consideration should be given of the age-range for accessing educational provision and subsequently the GoJ services which result. The age range to access provision should extend from 0-25 years, with transition from child to adult being part of a Jersey-wide plan for lifelong learning and support.

School Structure

Recommendation 14. The Jersey community as a whole should be invited to express their preference regarding school selection, including at 14+ and the future structure of Secondary schooling.

Recommendation 15. A Jersey-wide framework to support high quality transition experiences between stages and settings for all CYP should be developed, piloted and evaluated prior to its introduction to schools and settings. This should include the recruitment of a Head of Transition within CYPES.

Governance

Recommendation 16. The position of parents and carers should be enhanced and recognised as equal partners in the development of inclusive education. A common structure should be established to ensure that the voices of CYP and those of their parents/carers or advocates are heard.

Recommendation 17. There should be clear and explicit recognition that inclusive education is a whole-system, whole-service, whole-school/setting consideration. All schools/settings irrespective of status should adopt the common framework for doing this.

Recommendation 18. Consideration should be given to funding a peer-led pilot activity to explore the potential of an innovative co-construction/co-production framework for Jersey.

Recommendation 19. Give consideration to re-incorporating the Early Years Inclusion Team (EYIT) within the Inclusion Team, to maximise the value of shared Early Years practices, to promote joined up thinking and to support CYP as they transition through schools and settings.

Monitoring, Quality Assurance and Accountability

Recommendation 20. Procedures for within-year movement between schools and settings should be more closely regulated and documented.

Recommendation 21. An ongoing programme of action should be established to develop greater inclusion of Portuguese, Polish, Indian and other dual-language CYP and families.

Recommendation 22. The application of the SEN Code of Practice should be given greater emphasis within the Jersey School Review Framework, including increased involvement of CYPES Inclusion Team in the process.

Early Identification of Need

Recommendation 23. The criteria for establishing a Record of Need (RON) for CYP require clarification and greater transparency.

Recommendation 24. A recognised early-identification procedure should be introduced, common across all settings, to ensure that all pre-school children who are at risk of encountering barriers in learning are identified.

Referrals, Assessment and Admissions

Recommendation 25. A short-term fund should be established to significantly reduce or eliminate a backlog of assessments and enable placement in appropriate provision.

Developing an Interdisciplinary Approach

Recommendation 26. The remit of the SEND and Inclusion teams should be expanded. Their work should emphasise enhanced support the RON procedures, support SENCOs in the delivery, evaluation and review of all RONs, and participation in the Jersey School Review process.

Recommendation 27. Interdisciplinary services for schools and settings should be reviewed to streamline and reduce the time taken to access services.

Capacity Building

Recommendation 28. Consideration should be given to appoint a Head of Training to support the coordination and delivery of a CPD programme for all staff (including CYPES, schools leaders, and all teachers, teaching assistants and others) in schools, settings and services. Emphasis should be placed on whole school/setting and community of practice approaches.

Diversity in Curriculum and Teaching

Recommendation 29. Schools and settings should be encouraged to work collaboratively as communities of shared professional practice; appropriate support and incentives should be made available from a central buTet.

Recommendation 30. Curricula in schools and settings should more appropriately reflect the cultural heritage and learner preferences of diverse school communities. Consideration of these issues should be integral to the forthcoming Curriculum Review

Quality First Teaching

Recommendation 31. Continued effort should be made to raise expectations and aspirations for CLA and socially and economically disadvantaged CYP by systematic application of Quality First teaching supported by training and professional exchange.

Nurture Groups

Recommendation 32. Nurture-based and trauma-informed approaches should be expanded to more schools and settings in Jersey, using existing models of excellence and local 'champions'.

Targeted Interventions

Recommendation 33. Exclusion from learning, irrespective of the form it takes (fixed and permanent, internal and external), should be subject to a commonly agreed Jersey protocol and to periodic external review, informed by examples of best-practice.

EOTAS

Recommendation 34. The framework for home education should be regularly reviewed, to ensure that it incorporates emerging best-practice, including flexible, blended learning

Recommendation 35. Jersey's recently developed plans for a virtual school should be consolidated and its staffing structure confirmed.

Off-site and In-School Inclusion Facilities

Recommendation 36. All alternative provision (AP) should be reviewed to ensure that it meets ongoing and emerging need for every CYP in Jersey and is consistent with other Recommendations made regarding inclusive practice. This should include (a) embedding the principle of greater flexibility of movement between mainstream schools and specialist settings (b) new, purpose-built accommodation, including an ARC (c) no co-location with Youth Justice settings (c) bespoke curriculum and (d) appropriate support/professional development for staff.

Pathway Planning

Recommendation 37. The career pathway of TAs and ELSAs should be formalised. This should include establishing their residence-status and addressing the temporary nature of employment contracts, given their importance in an emerging inclusion agenda. CYPES should explore measures to ensure greater continuity in the allocation of Educational Psychologists and Social Workers to vulnerable CYP, in consultation with the relevant GoJ department leads.

Deployment of CYPES Resources

Recommendation 38. The outcomes and lessons learned from the Jersey Premium model of support and accountability should be reviewed and extended to other areas of inclusive education policy and practice such as mental health, wellbeing and EAL.

Capacity Building

Recommendation 39. Practitioners, including those undertaking Jersey's Graduate Teacher Programme as well as Newly/Recently Qualified Teachers, should be trained or inducted in understanding and reflecting diversity in all its forms in their work with CYPs in all schools and settings. It is vital that all social backgrounds, cultures and languages are valued, and accommodations made for them within learning and teaching.

Recommendation 40. An audit of available external expertise in Education, Health & Social Care should be undertaken on a regular basis, to identify the most effective ways of delivering concrete advice, modelling and support for school-leaders, teachers and TAs, home educators and others. Structured dialogue with senior Health and Social Care colleagues to optimise interdisciplinary inputs to RoNs.

Recommendation 41. Inclusion resources, based on an agreed target intervention, a planned set of outcomes and associated indicators of impact, should be allocated in a timely manner by CYPES, so that delays in receiving support experienced by schools and settings is significantly reduced.

Recommendation 42. All SENCOs should be part of senior leadership teams in schools and settings and have dedicated time allocated for this function. Schools and settings should be resourced to enable SENCOS to focus on strategy and support: in larger schools they should only be used in a direct teaching role in the short-term and when there are no alternatives.

Celebrating Excellence and Achievement

Recommendation 43. Greater opportunity should be made available for schools, settings and services to publicly celebrate achievement and excellence relating to their practice relating to inclusive education.

Culture and Public Identity in respect of Inclusive Education

Recommendation 44. Strategies should be developed to raise awareness and provide support to marginalised groups which may often be invisible within the school system, including young carers and looked after CYP. This may include awareness raising and training for those working with them.

Recommendation 45. Consideration should be given to providing support to ensure the wellbeing and mental health of all education professionals, and particularly those working with Jersey's most vulnerable CYP.

Recommendation 46. Measures to support schools and settings in building more effective relationships with parents, carers and families of marginalised CYPs should be considered and introduced, including co-production and co-construction.

Impact of Educational Interventions

Recommendation 47. Further effort should be directed towards identifying a digital solution to enable input/output data linked to the use of funds to be efficiently collected and analysed. This underpins decision-making and accountability regarding the use of funds for inclusive education.

Recommendation 48. There should be greater emphasis on, transparency concerning, the way that schools and settings utilise CYPES resources, to demonstrate the impact of funding on marginalised learners. The existing JSRFFF provides a process through which this could happen. Regular external QA and validation is strongly encouraged.

Costs and Benefits of Inclusion

Recommendation 49. The funding model to support all CYP should be redeveloped and funded via an open and transparent method of allocating funds in line with an agreed model. This should include consideration of funding being targeted to follow the CYP at an agreed level.

Recommendation 50. Headteachers should be given more autonomy on the way that their buTet is spent, in collaboration with GoJ officers and with a recognition that priority needs to be given to the implementation of inclusive approaches. Within this, consideration should be given to the provision of 3-year buTet cycles for schools and settings to enable more strategic support for new inclusion initiatives.

Project Team

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Acknowledgements

Grateful thanks are extended to all of those residents of Jersey who have engaged with our work throughout this project. We recognise and value the inputs from diverse sources, from professionals in schools and settings, educational and community groups, parents, carers and others. Their contribution have helped in the task of casting a vital light on diverse aspects of Jersey's education system and their relevance and relationship to inclusive practice. These participants gave generously of their time, making the task of generating data straightforward.

Thanks are also extended to colleagues within the Department of Children, Young People Education Services, who have been supportive of our quest to generate independently validated evidence, whilst remaining at arms-length the credibility of our findings. Amongst others, we'd especially wish to extend our gratitude to the small group of practitioners who reviewed the evidence collected and made helpful comments on the initial draft of the project's final report.

Jane Lancaster-Adlam (GoJ), Keith Posner (GoJ), Seán O'Regan (GoJ), Jonathan Williams (GoJ) worked closely with the project team to provide ongoing feedback and responses to our queries. Their support has been invaluable. Also from GoJ, Suzie Philips has provided vital assistance to us in dealing with our many data queries, whilst Dorian Clayton has acted as the principal source of administrative assistance and coordinated our meetings with stakeholders. We are conscious also that many others involved within various government departments in Jersey have assisted in enabling our work to materialise. We thank them all.

nasen has sought inputs from several members of the professional and academic community in scoping contemporary international views, both regarding inclusive education and the process of change in educational settings. Particular acknowleTement is made of the contribution of Professor Fiona Forbes at ConfigurEd/ LaTrobe University, Australia in this regard. Finally, Yumy Zhao provided skillful inputs as research assistant, especially in the analysis phase of the data.

Members of the Expert Reference Group

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» **Cris Lakeman** – Every Child our Future – CEO of Every Child Our Futures

» **Kate Wyatt** – Jersey Parent and Committee Member of the Jersey Parent Carer Forum

Acronyms

AEN	Additional Educational Needs
ADHD	Attention Deficit Hyperactivity Disorder
ARC	Additional Resource Centre
A&SC	Autism and social communication
ASD	Autism Spectrum Conditions
CPD	Continuing Professional Development
CSP	Common Strategic Policy
CYP	Children and Young People
CYPES	Department for Children, Young People, Education and Skills Department
ELSA	Emotional Literacy Support Assistant
EOTAS	Education Other Than At School
EP	Educational Psychology
EPS	Educational Psychology Service
EWO	Education Welfare Officer
EY	Early Years
EYIT	Early Years Inclusion Team
FE	Further Education
GoJ	Government of Jersey
HE	Higher Education
HLP	Higher Learning Potential
IEP	Individual Education Plan
JCCT	Jersey Child Care Trust
JP	Jersey Premium
JSRFFF	Jersey Schools Review Framework

LAC	Looked after Child(ren) – sometimes referred to as Child Looked After (CLA)
LGBTQ+	Lesbian, Gay, Bisexual, Transgender, Queer (or questioning) plus others
LSA	Learning Support Assistant
MAGT	Most Able Gifted and Talented
MASH	Multi-Agency Safeguarding Hub
MLL	Multi-Lingual Learners
nasen	National Association for Special Educational Needs
PE	Physical Education
PSHE	Personal, Social and Health Education
PEP	Personal Education Plan
QA	Quality Assurance
OECD	Organisation for Economic Co-operation and Development
QFT	Quality First Teaching
RON	Record of Need
SEMH	Social, Emotional and Mental Health
SEMHIT	Social, Emotional and Mental Health Inclusion Team
SENCO	Special Educational Needs Coordinator
SEND	Special Educational Needs and/or Disabilities
SLA	Service Level Agreement
SLT	Senior Leadership Team
TA	Teaching Assistant
UN	United Nations
UNCRC	UN Convention on the Rights of the Child
UNCRPD	UN Convention on the Rights of Persons with Disabilities
UNESCO	The United Nations Educational, Scientific and Cultural Organization
VET	Vocational Education and Training

1. Background

Scope

The Government of Jersey (GoJ) indicated in its *Common Strategic Policy* (CSP) that one of its primary strategic objectives is to 'put children first'. This intention is central to the *Children and Young People's Plan 2019-23.* which addresses educational, social and health-related outcomes for Jersey's children and young people (CYP). It is essential to their well-being and is integral to the concept and practice of inclusive education. This is represented by a fundamental belief in equal access and universal participation in learning activities for all CYP, so that they can reach their full potential, socially and academically. Many international jurisdictions now regard the development of inclusive education as an indicator of excellence. Jersey's education service is pivotal in doing this, to ensure that its education system is among the world's best (UNESCO, 2020).
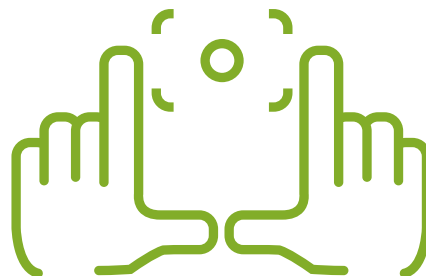
'Putting children first" requires that an entitlement to first-class learning experiences is extended to all CYP. An essential basis for this is the creation of a progressive culture which imbues inclusive practices in schools and services, responding flexibly to the changing needs of CYP. The benefits of achieving this extend well beyond education itself. Economic, social and cultural well-being will be enhanced when the needs of all Jersey's CYP are recognised and addressed. There is now credible research evidence to suggest an established link between inclusive education and well-being, higher academic levels of attainment, an economically active community and a fair and balanced society based on mutual respect and valuing diversity (Darling-Hammond et. al, 2020).

Reorganisation in Education, with the creation of the *Department for Children, Young People, Education and Skills Department* (CYPES), has already been undertaken in order to provide a structure in which inclusive practice can flourish. Recent public consultation on the future shape of Jersey's education system has highlighted the importance given to strengthening 'access and inclusion so that each and every student has the opportunity to learn and achieve regardless of their background or personal circumstances' (*Big Education Conversation,* 2019). Further, the emphasis on inclusive education is central to an ongoing debate concerning how education in general is funded. T*he Independent School Funding Review* (2020) recommended a 'comprehensive review of the funding model', linking this firmly with cost implications.

This Independent Review of Inclusive Education and Early Years has been conducted during a time of extensive change in the way that services for Jersey's CYP are generally being configured. It is therefore important to recognise the wider reference points for

the work of the Review Team. Many of the ideas and suggestions emerging from this Report will provide confirmation or act as further catalysts in relation to some of the plans already being formulated by GoJ. This Independent Review will communicate Recommendations based upon the work of the review team, so that inclusive education plays an integral part in driving GoJs ambition to establish a transformational and person-centred service which benefits all islanders.

Why is this Review important?

GoJ is actively seeking to ensure that its education system is working towards being among the world's best. This ensures that opportunities are available for all CYP to learn, progress and prosper both academically and socially. This aspiration is visible in a global commitment to the *UN Convention on the Rights of the Child* (1989), Article 3 of which affirms that 'Education must develop every child's personality, talents and abilities to the full. It must encourage the child's respect for human rights, as well as respect for their parents, their own and other cultures, and the environment'. This was extended to Jersey in 2014.

A commitment to inclusive education is embedded within GoJ's *Common Strategic Policy* (CSP). It details five strategic government aims, the first of which is that "We will put children first". For this to happen, the entitlement to first class learning experiences must be extended to all children. This will provide an essential basis for a progressive culture which imbues inclusive practices and responds flexibly to the changing needs of CYP. This intention is embedded in the Children, Young People, Education and Skills Business Plan 2021 and its deliverables and performance indicators. The benefits for the entire Jersey community extend well beyond education itself. Economic, social and cultural well-being will be enhanced when the needs of all Jersey's CYP are recognised and addressed (Open Society Foundations, 2019).

nasen

In September 2020, the Government of Jersey invited tenders for the Provision of an Independent Review of Inclusion in Education and Early Years (CS20/08/105). An open procurement exercise followed and nasen (the *National Association for Special Educational Needs*, UK) was selected to undertake this work.

nasen is a trusted provider for inclusion and SEND reviews, as well as being directly involved in supporting intervention programmes at various levels in several countries. These offer a full spectrum of support from policy development and training to classroom practice and creation of resources. These activities provide a unique platform for nasen to engage with policy-makers, administrators, practitioners, parents, carers and children in undertaking its work.

This Report has been authored by members of a Review Team identified by nasen on account of their collective experience in research and consultancy in inclusive education. Names of Team members are listed in a separate annex.

What have we been asked to do?

nasen's work began in late March 2021 and concluded in mid-July 2021. This Report is the product of our detailed attention to each element in the tender and provides an account of our review of inclusive education.

The Independent Review of Inclusive Education and Early Years was established to obtain concrete, reliable evidence regarding current policy and practice in inclusive education. It examines provision in pre-school, early years, primary, secondary and post-16 education, in both mainstream and specialist settings. The Review also considered the way that home educators are able to provide an inclusive experience for learners whose parents or carers choose to educate them at home (EOTAS). We were invited to provide a structured, evidence-informed commentary regarding the diverse needs and social pressures experienced by CYP aged 0-25, their parents or carers, families and the ways that the central services, education providers and support organisations have sought to meet the various challenges posed.

Although inclusive education is an area that spans multiple areas of government activity, the focus of this review is on schools, settings and service: it is concerned with Jersey's 'system' of provision. Nevertheless, it is acknowleTed that there are significant implications for a wide range of services for CYP and young people beyond education. This includes health, social care and youth justice as well as for stakeholders across all aspects of social, cultural and economic life throughout Jersey. Our Report highlights these interfaces at relevant points in its various sections.

We were requested to examine several key dimensions of Jersey's provision. These related to existing legislation, organisation and policies which inform inclusive education, and the strategic vision that underpins them. The Review was also tasked with examining the way that schools and settings are responding to the challenges and opportunities of inclusive practices. We also undertook an impact review alongside a cost-benefit analysis, highlighting the ways in which equality of access and value-for-money might best be balanced. As part of our review, we also summarised some exemplar international practices alongside indicative examples of effective provision in Jersey: both offer potential as catalysts for development.

The Review used multiple methods to gather evidence from diverse sources to illustrate the extent to which GoJ's vision and values are being reflected in the plans (intention), practices (implementation) and the resulting outcomes (impact) associated with inclusive education. Throughout this Report, stakeholder perspectives provide an authentic and reliable picture of the wide-ranging views of islanders regarding current policies and practices as well as suggesting possible ways forward on a topic which, understandably, is likely to impact almost everyone in Jersey in some way.

Integral to this Report is a set of Recommendations for the further development of inclusive education in Jersey. These have been developed from the content of numerous policy documents, the feedback we have received from a wide range of stakeholders, and from our analysis of recent international initiatives. Finally, we propose a Continuum of Inclusive Education that informs our suggested Inclusion Implementation Roadmap as a pathway for possible future development.

How have we worked?

The review has been undertaken by an experienced team of consultants. They have worked according to clearly defined and agreed principles, in order to ensure an efficient, informative and developmental review for GoJ, in accordance with the terms of the agreed contract. In doing this the review team have sought to:

» **Work collaboratively and transparently with designated GoJ colleagues throughout the review process**

» **Operate in an independent and objective way, whilst remaining collegiate and formative**

» **Recognise an ethical code as the basis of evidence collection, analysis and Reporting, including full compliance with GDPR, 2018**

» **Provide formative feedback to GoJ colleagues**

» **Ensure regular and systematic communication between nasen and GoJ**

» **Deliver user-friendly but professional and useful Reporting**

» **Respond to all aspects of the specification for the Independent Review**

We gathered the evidence we required for this Report in several ways: on-line surveys, focus-group and one-to-one interviews, written evidence from stakeholders, and a thorough analysis of relevant official documents. These approaches are described in a separate annex to this Report. These approaches enabled us to assemble an accurate picture of the current situation in Jersey and provide our subsequent Recommendations. The process of accumulating this evidence is summarised in the following illustration:

Figure 1: Approach to evidence-gathering

LITERATURE REVIEW

DOCUMENT IDENTIFICATION

DATA COLLECTION PLAN AND ETHICS

Documents ↔ Online Survey ↔ School Setting Visits ↔ Focus Groups ↔ 1:1 Interviews

ANALYSIS
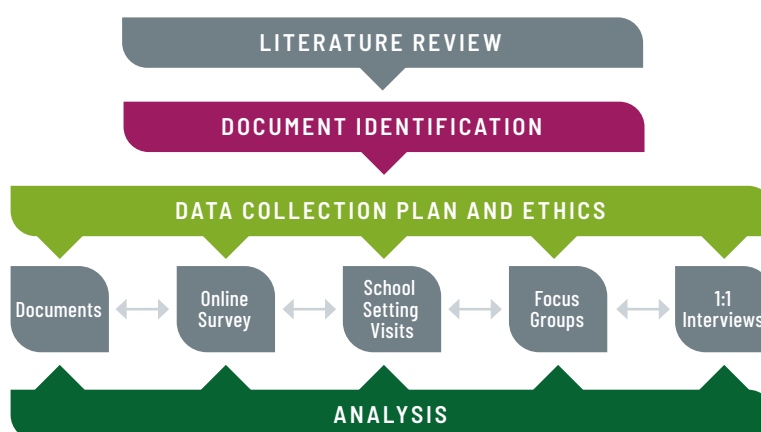
Reporting the findings

This Report consists of 8 sections, together with several annexes. Each section provides responses to the questions we were asked in the original description of work. The content of each is informed by the evidence we have gathered from a wide range of stakeholders, using the techniques described in an annex to this Report. We have made full use of the 'voices' of key stakeholders in inclusive education in Jersey. They provide illustrations of the experiences and viewpoints of CYP, practitioners, parents and carers, policy-makers and voluntary groups.

We were asked to provide Recommendations regarding the future shape of inclusive education in Jersey. These have been presented in a way which represents actions which can be taken at different stages within an overall strategic plan to develop greater inclusion.

Finally, we present some suggestions to take this work forward. The Review Team recognise the complex challenges and the historical tradition that comes into play in Jersey and the influence of these when attempting to reconfigure a well-established way of working. However, as our concluding section indicates, these need to be confronted with urgency. The risk of deflection or delay may result in negative impacts on social cohesion, community well-being and individual attainment as well as a year-on-year increase in the financial burden on the inhabitants of Jersey.

Our Report covers an extensive and complex agenda, as the summary of narrative themes and topics indicates. This suggests implications for every aspect of educational provision in Jersey and for GoJ and society at large. Our review findings will not be the concern or responsibility of a single community: inclusive education involves everyone in Jersey. Therefore, our Report has been constructed in such a way that our observations are intended to be starting points rather than finite juTements.

2. Inclusive Education

Definition

We acknowleTe that there are various ways in which 'inclusive education' can be defined. For the purposes of this Report, the term 'inclusive education' refers to all those policies, attitudes and practical interventions which take account of, and respond positively to diversity within the entire community of pupils in schools, settings and services. The term emphasises that all pupils have equitable access to, and fully participate in, learning activities and are able to demonstrate their capacity to achieve their full potential, socially and academically. The ultimate aim of inclusive education is to ensure that all pupils can successfully function as integral and productive members of society, free from stereotype or other negative juTement (UNESCO, 2020). Our review incorporates provision for CYP who are educated in both mainstream and specialist schools and settings, together with those who are home-educated.

Inclusive education usually represents a pathway towards an ideal position in which all CYP have equal opportunity to learn and succeed by participating in a common learning environment. Inclusive education is not a fixed point, either in time or in the way that education is provided. Most countries, states and systems are positioned somewhere on a continuum which leads from complete segregation to full inclusion (Haug, 2017). To progress in a positive way there must be an understanding that change will not occur instantly. There must be acknowleTement that everyone working in education – whether mainstream, specialist setting or informal education, fee-paying or non-fee-paying and whatever role they undertake – has a part to play irrespective of their social, cultural or economic position. Everyone benefits when inclusive education is fully embedded in the delivery of education services in a region or country.

In summary, our focus is on reviewing the ways in which the educational needs of all Jersey's CYP and young people are being met by existing provision; we place particular emphasis on those who have learning difficulties, disabilities, social and economic disadvantage, mental health and well-being, multi-lingual learners, those marginalised by gender, culture or faith or who's social, emotional and mental health needs present in conduct that makes providing the correct provision a challenge for those around them.

Benefits

Recent studies have established the extent to which inclusive education brings benefits to communities and countries. The evidence secured as a result of international research on this topic is both credible and indicative of the positive gains to be obtained across a range of performance indicators (see, for example, Kefallinou, Symeonidou and Meijer, 2020; Walton, 2012).

It is outside of the scope of this Report to provide a detailed interrogation of what is now an extensive body of evidence, several recent macro-analyses of research activity can be used to emphasise the positive ways in which the adoption of inclusive education can result in:

» **Improved academic performance and outcomes in social learning by CYP**

» **Enhanced levels of community cohesion**

» **Reduction in rule-breaking, anti-social behaviour amongst CYP**

» **Promotion of greater professional engagement and well-being**

» **Positive contribution to resource efficiency for education systems**

» **Reduction in the economic costs caused by post-school failure**

Each of these have been highlighted in a recent (2021) review of existing research on the effects of inclusive education (Gray, Norwich & Webster, 2021). This systematic review identified 10 studies and reports on inclusion, including one which comprised a meta-analysis involving 280 separate studies from 25 countries (Hehir et. al, 2016). An important finding from the latter was that 'Research from large-scale longitudinal studies in several countries (including the United States, United Kingdom, Canada, and Finland) also suggest that the inclusion of students with disabilities does not lead to negative consequences for typically-developing students'. This has frequently been expressed as a major reservation by those who have not understood the beneficial results that are now known to emerge from a commitment to inclusion.

The integrity of the evidence available is made more significant because data are drawn from diverse stakeholder groups: these include administrators and policy-makers, school leaders, classroom-level practitioners, parents and carers and CYP themselves. In the case of leadership, for example, there is a substantial body of validated research which demonstrates the connection between 'inclusive leadership' and educational and social outcomes (see, for example, Moya, et.al., 2020)

Furthermore, there are some significant correlations between high-performing education systems and inclusive practices in schools and settings. These have been acknowleTed in OECD data over many years. Thus, the organisation states that 'Recent evidence suggests that school systems that show the greatest improvements in average performance are those that are also able to reduce inequalities in performance' (OECD, 2020). As a snapshot illustration, educational provision for CYP in Finland has been consistently heralded for its excellence, demonstrated by the regular appearance on the country at or close to the top of 'PISA' performance tables which measure for academic proficiency. Yet, by equal measure, Finland has a school system which is at the cutting-eTe in inclusive education, with 'full inclusion' (i.e. with no separate provision) having been a characteristic of its approach since the late 1960s. Other countries illustrate this strong linkage, including Canada, Sweden, New Zealand and Norway. Those locations with 'systemic inclusion' (i.e. mostly mainstream with flexible movement to and from specialist provision) are also high-performing countries academically: examples include Australia, Estonia, Iceland and South Korea.

Development

The concept of 'inclusive education' was first used mainly in connection to disability and learning difficulties. It was viewed as a way of addressing the segregation of learners with special educational needs/disabilities (SEND). The challenges they encountered in participating fully in mainstream educational provision marked a major international impetus for change. In the decades since the *Salamanca Statement* (1995) it has been established as the principle that supports the inclusion of all learners. It seeks to eliminate the exclusion of learners that results from negative attitudes towards difference, including but not limited to race, social class, age, ethnicity, religion, gender, sexual orientation, migrant status, maternity and ability. It considers that formal education is a basic human right and the foundation for a more just society—hence the more recent emphasis on equity, which implies a concern with fairness in accessing provision.

Two developments have stimulated the acceptance of inclusive policies and practices as a cornerstone of education systems. Firstly, *Sustainable Development Goal* (SDG) 4 which seeks to 'Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all' (UN, 2015) by creating 'inclusive and effective learning environments for all'. It adopts a broad view of inclusion in order to reduce disparities amongst learners. Secondly, the *Convention on the Rights of the Child* (UN, 1989) – hereafter UNCRC – sets out the civil, political, economic, social and cultural rights of every child, regardless of their race, religion or abilities. Notably, the Convention states that 'The best interests of the child must be a top priority in all decisions and actions that affect children' (Article 3).

In spite of this, international research suggests that there is still some way to go in establishing effective inclusive education – even in locations which have become models of successful inclusive practice. *The Global Monitoring Report: Inclusion and education – All means all* (UNESCO, 2020) confirms the continuing existence of barriers to progress and deep-seated inequalities of provision and outcomes. The metaphor of the 'journey towards inclusion' is useful as a descriptor of the increased efforts being made globally towards embedding the concept within the policies and practices of nations. The Government of Jersey (GoJ) is currently engaged in this process.

Recent international Reports have indicated that living in a wealthy country does not guarantee that such unequal access will diminish (UNESCO, 2020). In both the United Kingdom (UK) and in many countries of mainland Europe, CYP from disadvantaged backgrounds are less likely to obtain qualifications that are the gateway to successful future employment, well-being and social belonging. They are also more likely to experience bullying, exclusion, mental health issues and involvement in youth justice (NAHT/Public Health England, 2014). Equality of access to education is seen by many as key to breaking generational cycles of underachievement and disadvantage of marginalised learners and enabling them to contribute to economic, social and cultural growth. It is thus understandable that access to high quality learning for all CYP is one of the defining aims of inclusive education systems.

Continuum

Over 25 years of research on the way that education systems can offer greater equality of opportunity for all has resulted in a widespread understanding that there are numerous ways in which inclusive systems can be developed. Those countries or regions that have been more successful in developing more effective inclusive education have recognised that progress is characterised by being:

» **Incremental – inclusive education is not instant or even a short-term process**

» **Evidence-based – inclusive education has to demonstrate positive impacts on all learners**

» **Consensual – inclusive education is a democratic and collaborative approach**

» **Planned strategically – inclusive education requires a systematic plan**

» **Innovative – inclusive education should use examples of effective practice**

Of these, the first represents a pivotal issue in understanding inclusive development. To make progress in the 'inclusive education journey', it is important to recognise and understand a starting point, and not be deflected by the absence of immediate impact. These characteristics inform inclusive education development, resulting in greater potential for system-wide recognition that equity, support, fairness, confidence and belonging are all integral and interconnected to an inclusive society (see Figure 2, below).
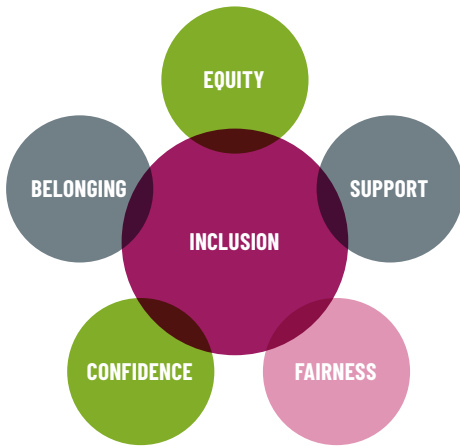
Figure 2: Characteristics of inclusive communities

When these are embedded in practice within education, they will support the actions of not only the education community, but the community at large, employers, the public sector, stakeholders as well as the CYP of Jersey in enabling the realisation of the vision from the CSP of all the island's inhabitants being able to participate in a 'fair and balanced society'.

A starting point is determined by evaluating and reflecting critically on existing provision, a process to which this Independent Review contributes. Our analysis of international trends, alongside our collective professional experience, suggest that all these characteristics are integral to a continuum of inclusion. Within these 3 developmental stages can be identified – partial inclusion, systemic inclusion and whole inclusion. Each defines a stage that best represents the way that inclusive education is understood and delivered in any given system. They are also associated with a system outcome – 'uplift', 'maximise' and transform' – which are fundamental to a 'change process'. This is illustrated in Figure 3, which also shows their relationship with Separated Provision.
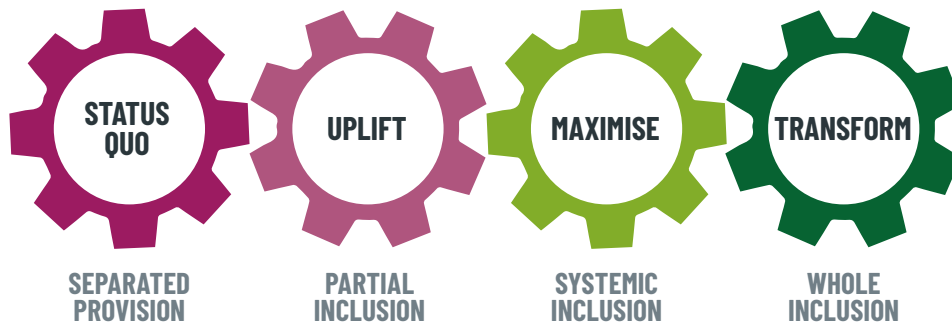
Figure 3: The Continuum

Status Quo will be maintained if no change takes place as a result of this Independent Review. This includes no shift in educational culture or the way that funding is allocated. It will maintain a system which – in spite of its widely perceived potential – is fractured, unfulfilled and underachieving. The pockets of exemplary inclusive practice will continue to operate in a vacuum of limited system support.

Each of the next three stages in Figure 3 represent progression in inclusive education. They bring benefits for all CYP and for the entire Jersey community. Partial Inclusion implies that CYP receive specialist support for all their principal identified need or needs. It can give wider choice to parents and carers, and enables CYP to be educated alongside other similar peers for significant part of their formal education. An 'Uplift' occurs at this stage of inclusion which can see cultural, financial and administrative changes begin in education and impact the community. Changes in education legislation are required to embed these new inclusive practices.

Systemic Inclusion is a more flexible approach with a combination of out of class and in-class provision, according to need (social, emotional and academic). It promotes an approach which moves in planned steps from universal, to targeted and then to specialist provision for all CYP. A range of appropriately trained staff provide support at each level. Specialist interventions can be delivered locally within a catchment, thus reducing travel difficulties/costs. Systemic inclusion can enable CYP to establish a wide range of friends whilst receiving targeted support. Provision follows the needs of each CYP. The whole system engages to Maximise inclusion and as a result can experience further, more embedded cultural, financial and system change within government and society with supporting legislation, so that a pathway towards a one tier education for all is firmly established.

Whole Inclusion is a holistic way of meeting all the needs of CYP, providing both short- and long-term support. It enables local provision to be offered within each catchment area. CYP are fully immersed within a community; everyone without exception is involved. The longer-term impact is a more inclusive society, in which differences are celebrated and not stigmatised. CYP thrive (academically and socially) because of increased empathy and greater community understanding of difference. When a system Transforms evidence is apparent in all educational, financial and system processes, and impacts on everyone. Education for all is enshrined in legislation and embedded in Jersey's identity.

We consider the current Jersey education system as being one which is presently characterised by separated provision. We do, however, indicate that some schools, settings and services in Jersey provide examples of excellent inclusive practices which comparable to much of the high-quality provision available in many highly inclusive countries. Our summary view has been informed by the evidence we have gathered from multiple sources. The inclusive continuum we have sketched should be borne in mind when reading this Report. We revisit it in the concluding section when we scope the potential for Jersey to move towards a more progressive approach to inclusive education alongside a change process for doing so, which incorporates the Recommendations we make.

3. What We Understand – Vision and Challenge

Vision

The GoJ's ambition is that all the island's inhabitants should be able to participate in 'a fair and balanced society'. Such participation can best be fostered by providing '*every* child in Jersey with a world class education that prepares them well for life'. Equality of opportunity, consistent with its definition in international conventions, lies at the heart of this intention. In doing this CYPES, with GoJ support, is seeking to address a range of discrepancies in access to educational services and the marginalisation of certain groups of learners. The current position is a starting point: though it represents high-quality educational provision for many, it does not address the educational needs of a sizeable proportion of stakeholders. A robust and honest acknowleTement of this challenge is essential as a catalyst for systemic change and is a trigger for this Review.

The GoJ is engaging proactively in addressing some of the most long-standing and problematic issues for inclusive education. This is demonstrated by the 'education reform programme' which is one part of the wider *Common Strategic Policy* (CSP) 2018-2022. Any development towards more inclusive schools will continue to take place against a familiar background of competition, academic selection and choice in education, accompanied by ongoing changes in curriculum arrangements and its associated assessment. The understandable demand of parents and carers for high-quality education raises important questions regarding the efficacy of 'inclusion for all', with many questioning whether 'inclusive schools can be effective schools' and vice-versa. And particular attention will be directed towards the so-called 'hard cases' of inclusion (O'Brien, 1999) – those learners whose behaviour is a real or a perceived threat to good order in schools and educational progress of the majority.

In most countries, creating an inclusive education system accessible to all raises important questions relating to cost-effectiveness. Inclusive education is a manifestation of wider social policy and has to operate under buTetary constraints and controls. This is no different in Jersey, as a result of a combination of geographical isolation, long¬standing structural factors as well as relatively recent changes in population characteristics and behaviour. Each of these brings a demand for services to meet the needs of a school population which is increasingly diverse (The British Council, 2010). Growing an inclusive vision under these circumstances requires that political will is accompanied by a financial commitment. An emphasis must be placed on transparency, value for money and relevance to all who reside in the island of Jersey.

The vision defined within the CSP is well-aligned to current expectations and policy intentions of signatories to the conventions and international agreements previously described. They provide frameworks within which envisions effective inclusive education systems. The CSP explicitly refers to the *UN Convention on the Rights of the Child*, adopted in Jersey in 2014. Recognition is therefore given to the need to adopt a progressive approach that celebrates the island's diversity. Notably, CSP strongly advocates non-discrimination, actions that prioritise the best-interests of the child and the right of all CYP to have a voice. A synergy with international concordats is a notable statement of intent, made more concrete and visible in the CSP and echoed by many contributors to our Report:

> **Some people will resist the idea of inclusion and will make it difficult for it to be embedded or will put up barriers to it... The important point is how do we change the culture of our society to include everyone? Attitudes need to change.**

As previously noted, CSP's first principle is the intention that 'We will put children first'. This process commits the GoJ to 'protecting and supporting CYP... improving their educational outcomes and... involving and engaging children in decisions that affect their everyday lives'. The CSP further states that this is designed to ensure that all CYP (our emphasis) will:

» **Grow up safely, feeling part of a loving family and a community that cares**

» **Live healthy lives, enjoying the best health and well-being possible**

» **Learn and achieve, by having the best start in life and going on to fulfil their potential**

» **Be valued and involved in the decisions that affect their everyday lives**

» **Be able to attend schools that are well-resourced**

These are definitive, forthright manifestations of an approach to service provision that prioritises an inclusive intention for education. They are, moreover, reflective of the contemporary undertaking by progressive nation states to secure 'inclusive education for all', as defined and elaborated by most recently UNESCO (2020).

During the last 10 years a number of commissioned reviews have supported the Government's intention to ensure that its educational provision contributes to its vision of ensuring that 'Jersey should become the very best place for children to grow up' (Common Strategic Policy, 2019). They have been catalysts for critical reflection, highlighting a failure to meet the needs of vulnerable and at-risk CYP. This group is viewed as an essential target audience for action which fosters greater inclusion within education and wider society. Scrutiny of current and emerging policies suggests that lessons are being learned from historical events and challenges and that they are being assimilated within plans designed to promote coherence and belonging in educational provision.

The CSP refers directly to the UNCRC and sketches GoJ's plans to incorporate CYP's rights into Jersey law. It seeks to ensure that all those working with them, and their families receive training and sensitisation to the underlying principles of this inclusion-related international agreement. The CSP provides a comprehensive scoping of these inclusive intentions in education, recognising that 'All children should have an equal opportunity to be safe, flourish and fulfil their potential'. It advocates actions that are 'committed to a progressive approach to achieving equity and fairness through inclusion and equal life chances' (p. 8). The tasks that are outlined are regarded by commentators on educational inclusion as those which best promote its implementation in policy and practice; changing perceptions and thinking about difference, recognising barriers to learning and achievement, early assessment and intervention, inter-agency collaboration and an emphasis on the well-being and mental health of all CYP are all signalled as areas for GoJ action. Any practical steps forward must have direction, based on agreed priorities, and then be honestly evaluated.

> **We need to make decisions with a strategy driven by data and analysis. At an initiative level, this needs to start with a consideration of what's important. Where new initiatives are developed these need to be piloted, monitored and evaluated and then either embedded or closed'.**

Strategic plans of the GoJ intentions show wider recognition of the generic aims of relevant UN Conventions and more recent international agreements promoting 'education for all'. There is evidence of a more expanded understanding of inclusive education whereas the *Strategy for Inclusion* 2014-2018 was preoccupied almost exclusively with CYP with SEND. Though the latter placed 'high priority on developing inclusive practices where we recognise and value every child's strength, abilities and needs', the target audience for its proposed actions was limited in its reach.

Planning subsequent to 2018 has illustrated an increased focus on some key themes in inclusion: equal rights, access to education and services and awareness raising amongst both the general public and professionals working in education and social care. The *Children and Young People's Plan* 2019-2023 and its supporting documents provide substantive evidence that there is an embedded strategic commitment to inclusive practice in education, inferred in the subtitle of 'putting children first' and by the involvement of the island's CYP in identifying its priorities. Moreover, the evidence accumulated during the *Big Education Conversation* (2020) provide evidence of a community commitment to fostering greater inclusion in education. In sum, the Plan is consistent in its reference to 'all children' and a policy intention to 'promote a culture of inclusion and tolerance, and in all that we do we seek to put our inclusive values into action' (p. 5).

The present position in Jersey reflects a paradox. Existing legislation does not appear to reflect developments in inclusive education since 1999. The limited acknowleTement of these hinders the ambitious future plans of the GoJ to realise its vision of 'education for all'. Although many forward-thinking plans are already starting to embed within education in Jersey, this Report will suggest that there is much work to be done.

Challenge

Prior to the commencement of this Review our dialogue with GoJ enabled a series of challenges to be mapped which illustrated the complexity of the issues which are commonly encountered in planning for inclusive education. These were self-identified by CYPES officers and comprise an overview of potential barriers to GoJ's aim of 'providing every child in Jersey with a world class education that prepares them well for life' whilst acknowleTing that these can be offset by the significant potential for the creation of a 'progressive culture', which recognises the diversity and talents of Jersey's CYP. As such both are indicative of education systems elsewhere as they seek to progress an inclusion agenda.

CYP being educated in Jersey schools and in other settings reflect a community that is becoming increasingly diverse. Newly arriving and settled families expand the range of first languages, faith and cultures and the expectations that go with them. It is also apparent that some families experience material poverty (Manzoni and Rolfe, 2019). All of these have an impact on CYP's educational development and require a system-wide response to ensure that needs are met.

This Independent Review has been undertaken at a time when Jersey's CYPs and their families have been facing increasing challenges relating to mental health and wider social and emotional needs. As with many locations in the UK, some communities in Jersey experience complex social pressures, including drug, substance and alcohol misuse amongst some adults and young people. The influence of social media and the internet on young people's behaviour compounds these challenges. As is also the case in the UK, the social, emotional and mental health (SEMH) difficulties of CYP are regarded by many teachers, parents and carers as major obstacles to their inclusion – and are primary contributing factors in the exclusion of some CYP. Increasing sophistication in the diagnosis and assessment of neuro-developmental conditions such as ASD and ADHD has emphasised the need for the school system to be flexible in meeting the needs of these learners, including appropriately trained teaching staff. In addition, advances in medical science have resulted in higher survival rates for CYP with complex needs, with potential planning implications for future provision in schools and elsewhere. Each of these emergent changes in the characteristics of Jersey's population of CYP has been brought into sharp focus by the Covid-19 pandemic, increasing the pressure on resources and on the wellbeing of the education professions too.

The small size of Jersey's 0-19 population means that GoJ's educational provision, as is the case with other jurisdictions, is conditioned by funding constraints and a limited capacity to achieve economies of scale, especially given the large number of very small (primary) schools and some small secondary schools. The fiscal implications relating to the size of Jersey's total population have meant a historical relative lack of investment in such inclusion-related imperatives as physical access to schools. And as with many other locations, the uneven distribution of population, and the notable 'urban effect' of St Helier, results in greater access difficulties to GoJ's education services for some inhabitants. At the same time, there is evidence of ongoing challenge in attracting and retaining a skilled and experienced workforce to support inclusive education, in part as a result of legal restrictions on permanent residence and the high cost of living. Both financial and geographical factors have a pronounced impact on government's potential to meet the educational needs of school/college learners who reflect the Island's increased diversity.

A major conceptual and organisational barrier in realising Jersey's ambition to provide an 'inclusive education' that is world leading results from the well-established system of schooling. This comprises a mixed economy of selective and non-selective schools and settings, the former of which are fee-charging. Any kind of separate schooling on the basis of selection or capacity to pay a fee for education compromises one of the distinguishing features of an inclusive system: that opportunity and access to education is equal, irrespective of learner characteristics, culture or social and economic standing. To this significant hurdle needs to be added the ongoing demands on teachers and schools, resulting from curriculum changes, new assessment requirements, external monitoring and the expectations of parents and carers. This Review acknowleTes an ongoing debate in these areas, and proposes in its concluding section a developmental continuum leading towards a more inclusive system.

A focus on inequalities in systems of education must recognise that a complex, interrelated set of themes underpin the challenge being addressed. The provision of formal education in schools and associated settings does not occur in a vacuum. And so, although the Review had a distinct focus of enquiry – the education system in Jersey – a corresponding level of scrutiny needs to be directed to systems and services that operate alongside and often in conjunction with schools and educational services. This is of particular importance in respect of those CYP who have been routinely disadvantaged in education and are thus a direct focus of attention in developing inclusive practices. A holistic approach to the challenge of inequality is likely to play a major part in developing the characteristics that are at the centre of current strategies to 'provide education that ensures opportunity is equal for all' (GoJ, 2021). It is therefore suggested that consideration is given to the nature and extent of inclusion in interrelated areas such as Children's Social Care, Health and Community Services, Justice, Housing and Sport and Culture.

In Jersey, the most recently available data on household income shows its unequal distribution. 26% of households were considered to be under a low-income threshold. This figure comprised over half of single-parent families, with 1 in 3 CYP falling into this category. This latter figure represents nearly a quarter of Jersey's school-age population. In 2014, 25% of Jersey households Reported finding it difficult to cope financially, and of these households 38% had at least 1 dependent child. A majority of these families lived in some form of subsidised housing. According to accepted deprivation indicators, 5 of the 7 St Helier *vingtaines* have been shown to be the most disadvantaged (*Living on Low Income,* Health and Social Security Panel Report, 2016).

Such circumstances are often defined by multiple indicators of inequality – linked to how much money a child's parents earn, where they live and their ethnicity or cultural heritage. Schools reflect the way that society is structured and as a result of these influences, and their characteristics – as well as the systems and procedures they use – often mirror the differences in the profile of the CYP and parents/carers that are their principal stakeholders. For as long as records have existed in the United Kingdom, the schooling system has been highly segregated, and socio-economic background, ethnicity and religion define to a large extent the opportunities for success (Gorard, See and Davies, 2012). The claim made for segregation, based on a process of selection, was that CYP perform better at selective rather than non¬selective schools. Further, that there is little or no harmful consequence for other CYP being educated elsewhere.

Ongoing research in the last 10 years has raised major questions about selection based on attainment. It is argued that schools that are segregated in this way make pre-existing inequalities worse by providing differential and unequal opportunities for CYP to learn. In short, dividing CYP into high prior attaining, middle and low prior attaining from an early age does not appear to lead to better results for any group of CYP, especially for those most severely disadvantaged by poverty. The same argument can be made for outcomes of CYP with SEND and those relating to pupil differences in culture, language and gender.

Existing systems-based administrative arrangements in education, including those designed specifically to develop greater inclusivity, operate within and are influenced by this overall context. As the cornerstone of this Report, the Review Team highlight several overarching Recommendations. These are needed to develop a prioritised approach to address the challenges sketched and in response to the evidence we have gathered. They will form a conceptual basis for the growth of inclusive education in Jersey over the next 10 years.

We therefore make the following Recommendations related to vision and challenge in inclusive education:

Recommendation 1. GoJ should clearly define inclusive education in a way that is accessible and understandable to all residents of Jersey.

Recommendation 2. GoJ and all stakeholders should decide the kind of inclusive education to which Jersey aspires. A flexible interpretation, based on the 'Continuum' suggested in this Review, can be used to progress towards an enhanced and sustainable approach to inclusive, with an associated vision statement.

Recommendation 3. A Ministerial-level appointment should be made to champion inclusive education in Jersey.

Recommendation 4. A short-term action plan (1-2 years) should be devised to address the immediate barriers to inclusion and lay the foundations for a common, Jersey-wide approach to inclusive education. This should connect to a medium-term plan (3-5 years) and to a 10-year vision for inclusion. These intentions should be published as an ' Inclusion Implementation Roadmap ', with milestones towards its delivery and key performance indicators which connect to real change in the lives of CYP.

Recommendation 5. A common framework for inclusive practice should be developed collaboratively with schools and settings. This should be based on the model for inclusion decided by GoJ and all stakeholders. It should be funded at an appropriate level and training support provided to upskill all professionals. The framework it should be regularly reviewed as part of the Jersey School Review process.

Recommendation 6. A longer-term strategy for mental health and wellbeing should be devised, to consolidate the good practice models in existence in Jersey and internationally and to challenge the existing negative culture around behaviour and the treatment of those CYP exhibiting behavioural issues. The intention should be to create a vision for Jersey as a world leader in SEMH provision for its CYP, including offsetting the negative impact on well-being of the Covid-19 pandemic.

4. What We Have Read – Legislation, Policies & Systems

i. Legislation

Effective inclusive education systems recognise and embed the concept of equality of access within generic legislation. It is not a bolt-on requirement. The Education (Jersey) Law 1999 does not overtly specify a commitment to inclusive education, either in its original formulation or in its most recent amended form (January 2019). There is little visible emphasis given to a legal commitment to educate 'all' CYP, although the Law states that the Jersey Curriculum must recognise the differing requirements of CYP. Of the marginalised groups of learners commonly mentioned within international conventions on inclusion, only CYP with special educational needs and disabilities (SEND) are mentioned by name in Jersey Law. For this group, Article 29 of the Education Law indicates that a child will only be educated within a special school with the consent of their parent(s), but the wishes of the child are not taken into account. This conflicts with the current *Special Educational Needs Code of Practice* (2017).

Existing education law is therefore not explicit in defining a legal commitment to those with exceptionalities other than SEND. It also does not embed reference to equality or discrimination. The Discrimination (Jersey) Law 2013 is framed according to the current UK approach; there is no Equality Law equivalent which is bespoke to Jersey. Current legislation on discrimination is yet to align with contemporary understanding of the term 'disability'. It is not based on a social or human rights model which would align it to the declarations contained within the *UN Convention on the Rights of Persons with Disabilities* (UNCRPD), which is something to be considered. A social model is one which CYPs are disabled by barriers in society, not by their impairment or difference. Barriers can be physical, like schools/settings not having accessible toilets. Or they can be caused by people's attitudes to difference, like assuming that some CYPs cannot do certain things.

More contemporary and inclusive definitions, embedded in legislation, are now available (for example, in Australia, Ireland, New Zealand, Nova Scotia, Scotland). Discrimination and Equality aspects of legislation should dovetail with Education Law to provide a wrap-around legal consensus for inclusion and diversity. We recognise that the existing Education (Jersey) Law is being revisited at the time of this review and may be addressing some of these points.

Education (Jersey) Law 1999 is complemented by the Children (Jersey) Law 2002. The latter specifies the duties of the State in respect of CYP who are 'looked after' and the legal requirements regarding care and supervision and the protection of CYP. This legislation is currently subject to amendment, following public consultation and is due to be considered by States Assembly during the time of this Review. This is intended to result in significant changes to existing law, expanding its focus, and placing a stronger emphasis on early intervention to support well-being, greater integration amongst services for CYP and the creation of opportunities to include the experiences and

viewpoints of CYP. It also seeks to embed the four guiding principles of the UNCRC in the revised law. It therefore offers an opportunity for stronger synergy between the guiding principles of inclusive practice.

Although the Education Law (1999) indicates that all CYP should receive education, there is no provision in legislation to provide language support for CYP who do not speak English – although this exists in the Jersey Code of Practice, and there is a small English as an Additional Language (EAL) support team who work with new arrivals. There is no readily available provision for Unaccompanied Asylum Seeking CYP or separated CYP to receive an education until any asylum or visa application is resolved. There have been no Unaccompanied Asylum Seeking CYP arriving in Jersey. This is a complex policy issue with the Population Office (a part of GoJ's Department for Strategy, Policy, Population and Performance, or SPPP). Following much liaison with the Home Office, UK, there are currently no asylum application process available in Jersey. However, changing global conditions impacting on population movement should be recognised, with a mechanism for future monitoring established to ensure that any educational implications can be addressed proactively. Though existing legislation in Jersey incorporates some of the principles outlined in UNCRC (as adopted in 2014) it does not provide a comprehensive picture of the way that legislation connects directly to inclusive opportunities. Resulting inconsistencies or gaps occur in the legislation, including the absence of a requirement in law to support CYP with EAL and the right of appeal in cases of exclusion from school.

Current legislation in education does not reflect the aspirations of the GoJ, formulated in its most recent planning documents. The Government Plan 2021-2024 (P.130/2020) provides a clear indication of the GoJ's intentions regarding 'education for all'. The Plan adopts a thoroughgoing and substantive set of statements regarding educational and social inclusion to 'nurture a diverse and inclusive society' (p.182). It seeks to provide protection and support for vulnerable CYP, involve and engage the voice of young people, engage with communities with English as an additional language and to focus on the mental health and well-being needs of CYP. Overall, the Plan designates attention towards 'improving long term educational outcomes for all children and young people' (p. 38).

We make the following Recommendations related to legislation:

Recommendation 7. The Education (Jersey) Law (1999) should be reviewed to consider incorporating explicit reference to the GoJ's commitment to educational and social inclusion

Recommendation 8. Legislation on discrimination should be revisited to ensure closer alignment with the UN Convention on the Rights of Persons with Disability in education, social care & health settings

Recommendation 9: A *Jersey Inclusion Charter* should be established, incorporating the Recommendations contained in this Independent Review

ii. Policies

Policies and related official measures have been put in place by the GoJ which have direct or indirect relevance to inclusive education. Some of the guidelines define, in explicit and transparent terms, the extent to which a policy movement towards developing greater inclusion in education is taking place.

The GoJ's *Inclusion Policy in Schools* (2016) requires further updating to build upon the work done, so that it further reflects contemporary thinking regarding inclusive education. The existing document does not align with the strategic intentions outlined in the *Children and Young People's Plan* 2019-2023 and the intention of the GoJ to transform services for CYP. Nor does it provide an acknowleTement, in policy terms, that the concept of 'team around' – both the child and the school – is a concrete way of ensuring that this takes place at ground level. The policy comprises a more limited set of generic information in its 3 pages. It was last reviewed in May 2016, when it became the remit of a Director of Inclusion and Family Support.

The inclusion policy comprises a brief series of statements regarding Jersey's understanding of inclusion in education and a description of associated responsibilities. The written policy contains reference to several factors that might determine the nature and extent of inclusion. These will be subject to varied interpretation, dependent on detailed aspects of individual cases. The wording used can, however, draw criticism from those who regard inclusive education as an unequivocal and inalienable right of all learners, without exception. Thus, they will regard terms such as 'where possible' and 'the effective and efficient use of resources' as having no place in a policy statement that represents a visionary interpretation of inclusive education.

The existing policy on inclusion is therefore not sufficiently broad. It should be expanded so that its content provides coverage of the purpose and benefits of inclusive education, its principles, values and philosophies, a set of service objectives, relevant strategies to achieve greater inclusion alongside associated actions and the desired outcomes of the policy. These should be linked to a set of performance indicators, operational protocols for the delivery of an inclusive education service and finally details of a process for periodic review. One stakeholder illustrated the need for change, stating that *'Policymakers seem to understand about inclusion on a theoretical level but need to understand it in practical terms so they can make policies where people do not fall through the net'*.

A range of associated policies indicate that attention has been directed to realising the GoJ's strategic vision to enhance inclusion in education. Historically inclusive education has been viewed as synonymous with 'special educational needs and/or disabilities' (SEND). The legacy of this association prevails in Jersey. The *Special Educational Needs Policy* 2017 is broadly consistent with that which is applied in many nearby local jurisdictions. It provides an acknowleTement of some key dimensions of inclusion, including statements regarding the involvement of the child or parent in decision-making, valuing learners equally and the need to address diverse needs. The policy does not sufficiently emphasise collective, whole school responsibility for CYP with SEND. The policy does not fully describe the role and responsibilities of the Special Educational Needs Coordinator (SENCO) or consider reasonable afustment as a concrete way of promoting greater involvement in learning by a diverse range of learners. Associated with this it was suggested to us that:

> **Some SENCOs are brilliant, but some are not. All SENCOs must be up to the same level. Whilst you cannot train the attitude of an individual, high-quality training in the issues and the work would have a major impact.**

The standards of work, hard work and efforts of SENCOs across Jersey's education setting should, however, not be underestimated or undervalued. Especially when considering the pandemic that has befallen the globe. Meanwhile, it should be noted that, at the time of Reporting, GoJ announced a systematic training initiative for Jersey's SENCOs.

The policy mentions the *Index for Inclusion* (2014), a planning and evaluation resource. This appears to be a contradiction to the purpose of a policy, which should be a collection of rules that govern the operation of the education system. Mixing policy with planning obscures its focus and can lead to confusion. Moreover, the use of any evaluation instrument should not be optional and should be calibrated with the rubric contained in an amended version of the JSRFF.

GoJ's Admissions Policy for non-fee-charging Schools (2016) gives parental choice in the selection of school (primary and secondary). The policy also ensures that 'there is available to every child who has special educational needs the special educational provision required by the child' and that CYP with SEN have first priority in the allocation of places; for secondary schools this also includes a CYP who is looked after (LAC). Places in schools with an Additional Resource Centre (ARC) are capped; many professionals, parents and carers view ARCs as a way of developing greater inclusion in the future – an issue which is considered elsewhere in this Report. The policy wording, that the views of the head teacher will be considered in respect of 'class specific issues (e.g., SEND/AEN/MLL considerations…)' may result in variation, according to an individual headteacher's views on inclusive education.

The *Jersey Premium Policy*, since its inception in 2016 and in its most recent version (2021), provides a notable indication of the intention to promote greater access to the curriculum for disadvantaged CYP. It is underpinned by a commitment to inclusion, in that it seeks to 'raise the aspirations and educational attainment of all CYP, regardless of their eligibility'. Moreover, it highlights groups of marginalised learners who are at-risk of being disengaged or excluded from education: for example, LAC and those from households which are economically disadvantaged. The policy sets out certain accountability requirements, with recipient schools producing a 'Jersey Premium Strategy' which specifies the nature of interventions and how their impact is to be measured. This represents a significant contribution to supporting a wider range of learners, including many who would previously underachieve or become marginalised. As such it is an approach which contributes substantively to enhancing educational opportunity and is therefore closely aligned with the concept of inclusion; as one practitioner observed: *''Taking the achievements of Jersey Premium and extending it to other areas of inclusive practice would be positive".* One issue of concern, noted elsewhere in this Report, is the higher incidence of Jersey Premium CYP in special schools – in 2020, 57.3% of CYP in special schools received the Jersey Premium against 25.3% in primary and 21.5% in secondary schools. Further study is needed to highlight the reasons for this – including the potential that some CYP will need specialist educational support because of a learning need whilst still qualifying for the Jersey Premium (JP).

One of the major preoccupations of inclusive education has been a focus on how a system and its schools manage pupil behaviour. This is a highly visible manifestation of the commitment and capacity to meet the needs of a significant minority of learners whose behaviour can be disruptive and sometimes results in them being excluded from education altogether. Jersey's *Positive Behaviour Exclusions and Part-Time Timetables Policy* (2019) commendably adopts a proactive approach to these challenges. It is distinctive in that its introductory section includes a reiteration of UNCRC principles and highlights interventions which have been validated by international research as integral to fostering engagement and inclusive practice. A further positive feature of the policy is that it specifies a range of related policies and guidelines, signalling the importance of policy synergy in supporting inclusive development. Suspension or, infrequently, exclusion from school on account of behaviour that is deemed to be serious misbehaviour is addressed in such a way that it applies only in cases where intervention and support have been unsuccessful. Though this policy implies a graduated approach, it could present a more accessible description of this to indicate a linear, evidence-based process which is delivered within a systemic model of provision.

The policy approach regarding pupil behaviour is not fully aligned with Jersey's approach to SEMH. In compiling this Report, we encountered strong views about this disconnect. One Third Sector employee summarised the situation: *'People don't look at contexts when deciding what is right. For the child that would mean looking at their family and the context in which they live. This should be taken into account when recommending things like suspensions where a child has mental health problems and is going back to an unsafe environment.'*

SEMH itself has been a major policy direction for Jersey in the last few years. Recent School Survey Reports (for example, 2018) indicate that as many as 1 in 8 CYP self-Reported a mental health need. Elsewhere, 35% of CYP with SEN were recorded as having a social emotional and mental health (SEMH) need. Separate policies exist relating to this, including such concerns as self-harm, drugs and safeguarding. This trend has been especially noticeable at CYP at secondary-age and post-16 levels. It is argued that a systematic suite of policies, covering diverse but often connected issues, should be aligned within an umbrella policy which ensures that the complexities and behaviour correlations of SEMH can be more easily understood so that services/interventions can be readily accessed. The case is neatly illustrated by one teacher, who told us:

> **Attendance is a symptom of the problems many children face and not the core problem. Couldn't we have mental health and wellbeing support staff to get to the root cause of the problems faced by many children and young people?**

A range of policies is in place covering curriculum and pedagogy. The overarching *Teaching and Learning Policy* (2019) maps the expectations for the delivery of the Jersey 2014 Curriculum. It is a brief document which stresses its relevance to all learners from all starting points, thus aligning with the inclusive intentions of the GoJ. The policy signposts the aims, responsibilities and various policy headings and a requirement to offer a 'broad and balanced curriculum', 'access to appropriate levels of support' and 'opportunities to share their (CYP) views with teachers'. Each of these provides a connection to some of the inclusion principles outlined in UNCRPD and UNCRC. However, it does not offer substantive guidelines to support its intention to provide 'further information, guidance and links to both develop and maintain an engaging, pupil-centred and evidence-based approach to learning and teaching'.

In Early Years, a *Policy Development Board* was established in 2018, with a proposed work-plan (2019-2020) that included a focus on inequalities and deprivation: the Board is yet to Report. Its mandate is to 'examine the provision of Early Years services from conception to aged five and to develop a shared strategic policy position across Early Years'. It emphasises the aim of ' ensuring all children have the best start', thus reinforcing the UNCRC commitments echoed in GoJ's EY Matters and Childhood Matters frameworks (2019), which strike strong chords with the most recent international positioning (UNESCO, 2021).

Learners who fail to cope with the demands of a mainstream curriculum in schools often remain unidentified and are therefore not categorised as having additional needs. As a result, such CYP are sometimes invisible within school systems. These CYP encounter barriers in their learning because of lower cognitive ability or disengagement because of a range of environmental factors. An existing policy addressing the needs of this group dates from 2011 and is entitled *Reducing Disaffection*. It is a brief document which outlines generic responsibilities, but gives little detail regarding principles, strategies and performance indicators. There should consequently be greater focus on designing an alternative, flexible curriculum offer, with associated assessment approaches which better meet the needs of these CYP.

Reducing Disaffection (2011) describes the CYP to which it relates mainly in terms of their behaviours, resulting in a within-child orientation. For example, some CYP identified as disaffected or disengaged may have 'a longterm record of school refusing or failure to accept school discipline' or have 'sporadic attendance' (p.1). There is little policy acknowleTement that factors within schools might contribute to the pupil becoming disengaged (for instance, from the curriculum on offer). Whilst the policy indicates that 'It is the responsibility of the head teacher to provide appropriate curriculum and learning opportunities' (p.2), there is an absence of concrete advice and direction. In these terms, the policy is simply highlighting its audience, a set of pupil characteristics and a set of responsibilities. The document does not illustrate policy applications, in order that 'advice and support is provided to schools to adopt strategies to reduce disaffection and disengagement' (p. 1).

A related policy covering provision for CYP not being educated in schools has been in place since 2007, but subsequently revised *(Education of Children Other Than at School,* 2020). It confirms the positive position adopted by CYPES in supporting parents, carers and families to provide an appropriate education. In respect of individual rights and parental preferences, both central principles of an inclusive approach, each is an underpinning feature in the policy. No funding is made available to them to do this – the policy even excludes covering external examination fees. It is worth noting that a recently announced initiative, although not yet established in a policy document, is Jersey's development of a 'virtual school' approach for CYP who are categorised as CLA. This could be a stimulus for the emergence of online learning programmes and digital solutions which could be accessed by any other CYP as part of a more integrated curriculum offer. These could therefore offer a solution to improved standards of education for all, without discriminating between school and non-school attendees. The latter are sometimes left feeling isolated from centralised supports, as one parent told us:

> **As home educators we are not told about the things which go on in our community that we can access. For example, the Summer Reading Challenge. We are not told about things like this and often have to find out for ourselves. At best we feel like an afterthought.**

CYP who have additional needs on account of being 'gifted, more able and talented' are the subject of a policy document which covers *Curriculum Extension Activities* (2016). The document goes into great detail regarding the aims, principles and suggested interventions. Although the policy has been amended since its inception in 2011, it retains language which has been significantly afusted during the last decade: the expression 'Most Able Gifted and Talented' (MAGT) is now more widely used, whilst 'High Learning Potential' (HLP), CYP with 'Dual and Multiple Exceptionalities' and 'Neurodiversity' are also apparent in contemporary terminology. Any revised iteration should reflect more contemporary perspectives including coverage of the challenges sometimes experienced by individual CYP from this group who can sometimes become socially excluded or experience SEMH because of their differences.

Several other aspects of inclusive education are less visible in the current portfolio of GoJ policies in education. The *Jersey Schools Review Handbook* (2019) indicates that one dimension for analysis is the degree to which a school 'prepares pupils positively for life in a modern, multicultural society' (p. 62). There is, however, no overarching policy or statutory guidance regarding the requirements of, or the parameters for, a multicultural approach in education.

Similarly, there is little transparency regarding support for educational transitions for marginalised learners. This is apparent throughout formal education and means that the procedures involved are opaque to those who most need to access them. The absence of a formal policy to address the considerable challenges of pupil transition from one phase of schooling to another, or between schools, has been illustrated to us on several occasions:

> **My child's problems really began when he moved to a new school which didn't know him or understand his needs. There were no transition arrangements, no support in the playground no buddy system or mentor. He was bullied and for two days he did not eat or go to the toilet at school. At half term when things still hadn't improved, they moved my son and not the bully**

Transition to Post-16 is a policy area which appears fraught with potential difficulty, and which could be developed to create greater consistency and increase standards. Moving into adulthood, a period in which support to foster greater social inclusion is imperative, is an area of policy focus which is not overtly expressed or readily accessible. Previously, in the GoJ *Draft Strategic Plan* (2015-2018), it was stated that 'People who leave schools with low levels of educational attainment and poor basic skills are at a higher risk of experiencing social exclusion as adults' (p. 15). The Record of Need (RON) ceases to apply Post-16, so that young people moving to vocational programmes encounter an immediate barrier in accessing continued support.

The Review Team note that for inclusion to be part of the fabric of education, provision through systemic policy enshrined in legislation will be needed. This should be guided and authenticated by the United Nations core features for inclusive education (United Nations 2016, pp.4-6). The policy and law will need to have clarity on who it concerns and an agreed vision for the future.

We make the following Recommendations related to policy:

Recommendation 10. GoJ should revisit and refresh key policies relating to Education, Health and Social Care to ensure that its own vision statement for inclusion is visible. A 'task-and-complete' group within CYPES should take this work forward.

Recommendation 11. An evaluation and strategic review of the role of the Third Sector in inclusive education should be conducted and a refined funding model should be implemented as a result.

Recommendation 12. The policies and practice developed by Jersey relating to CYP Behaviour, SEMH and School Exclusions should be reviewed and revised. They should be implemented effectively and hold schools and settings to account for outcomes achieved in terms of a range of measures such as number of suspensions, attendance and wellbeing of staff and CYP.

Recommendation 13. Consideration should be given of the age-range for accessing educational provision and subsequently the GoJ services which result. The age range to access provision should extend from 0-25 years, with transition from child to adult being part of a Jersey-wide plan for lifelong learning and support.

iii. Systems

Jersey's School Structure

Jersey's educational heritage has contributed to its current organisation into selective and non-selective schools. There are 24 GoJ primary schools, with 22 being non fee charging and 2 fee-charging; a further 7 are non-provided, or private primary schools. Two fee-paying primary schools are selective, based on academic ability, whilst 7 non-maintained schools set their own admissions criteria but do not base entry on academic criteria. Nursery education (for children aged 3 to 4 years) is available in 21 non-fee-charging primary schools. A range of other services for Early Years, including day nurseries, is provided which is free at the point of delivery; these operate alongside fee-charging private nurseries, with the GoJ Nursery Education Fund (NEF) providing 30 free hours per week, term-time only. The secondary sector comprises GoJ secondary schools, 5 non-fee-charging and 2 fee-charging schools, alongside two non-provided schools. Of the 9 secondary schools, 3 are academically selective and two non-provided schools are partially selective (academically, by SEND, by faith and by ability to pay). For the purposes of admission, Jersey is divided into 22 primary and 4 secondary school catchment areas, defining the geographic area from which students are eligible to attend a nominated local school. Clusters of non-fee-charging primary schools are linked to designated non-fee-charging secondary schools and the two GoJ fee-charging schools are linked to their respective secondary schools.
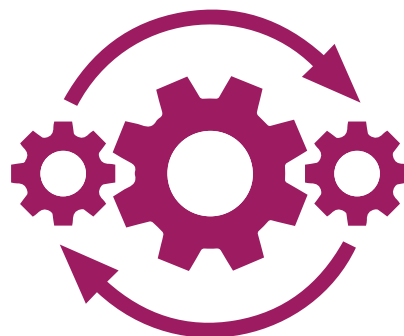
The allocation of CYP to schools on the basis of a pre-determined geographical area will result in each school reflecting the socio-economic profile of its catchment. In Jersey this is especially the case with primary schools, which have smaller catchment areas. Such an arrangement can be beneficial, in that some schools are able to develop ways of working and an educational offer which better meets the needs of local CYP. However, it will provide the greatest impetus in moving towards an inclusive system when applied throughout education.

Arrangements for compulsory education at secondary level in Jersey incorporates some selection at the point of admission (either at 11+ or 14+). Selection also exists at 7+ and 16+. This is mainly by academic merit or performance. This process is substantially influenced by socio-economic factors, notably the ability of a significant proportion of parents, carers and families to privately meet the cost of education themselves, though subsidized costs are paid by GoJ in grant-funded Roman Catholic (RC) non-provided secondary schools. The maintenance of a bipartite arrangement of non-fee-charging and fee-charging schools ensures that the latter have pupil intakes which are narrow in terms of an overall socio-economic profile. But they are also able to define their own admission criteria, which most often prioritises academic attainment. In these terms,

access to schooling in Jersey is fundamentally unequal because the majority of residents have a restricted set of options or choice. This observation is not a negative critique on the quality of education provided by fee-paying schools. Rather, it is a logical outcome of the currently preferred system, which privileges one group of Jersey CYP over the remainder of the school-age population. In these terms, inequality of access to education is system wide. The complexity of the system is extended by the presence of faith schools; it should be noted that at least one non-provided private school is non-selective academically and is also a faith school.

Education systems that are organised on this basis immediately compromise the concept of equality of access, which is central to inclusive education. Selection of CYP by academic merit results in competition between schools for the most high-attaining CYP.

When schools select pupil intakes in this way all other schools are impacted. The system becomes a 'marketplace' which is elaborated by parental preference – which can result in a spectrum of schools ranging from those which are regarded as academically high-performing to those viewed less positively in that regard. In Jersey, increased competition between non-fee-paying schools to enroll CYP with high levels of attainment can lead to more pronounced disparities between schools. Over time, the notion of a 'good school', based primarily on parental aspirations for the academic achievement of their child, becomes embedded, at the expense of inclusion.

From a systems perspective, inclusive education can only be partially developed when schools are differently advantaged at the point of pupil recruitment. Inclusive education in this context becomes 'inclusion for some'. This is inconsistent with the principles underpinning current GoJ strategic planning for education. In Jersey, admission to both primary and secondary schools is an approach which, ostensibly at least, is informed by parental choice. However, this is restricted by the incapacity of many to pay school fees, by level of a child's attainment. CYP experiencing barriers because the lack of availability of specialist provision for SEND. Whilst under Jersey Law all parents/carers have a legal right to decide where they choose to educate their child, the concept of indicating a 'preference' (often termed 'choice') which this encapsulates is unduly narrowed for many because of these factors. The present school structure is therefore one which does not address inequalities in access; in consequence, it is a barrier to greater inclusivity. As one senior leader stated: *'The right to choose is held up as really important especially by those who can afford to pay for this choice. However, choice is meaningless for families who can't or don't have a choice'.*

There are 8 GoJ specialist centres (ARC) located within mainstream schools. These comprise 4 for Nursery to Year 6 and a further 4 for Years 7-11. They provide high quality interventions for CYP with physical and medical needs, Autism and social communication (ASC) needs, and for deaf and hearing-impaired needs. Admissions based on a centrally standardised procedure enables GoJ to prioritise enrolment of CYP with SEND in a school having an ARC relevant to the need identified. LAC are also prioritised in a similar manner, thereby enhancing inclusion for a group who are often overlooked. The ARCs in Jersey schools are indicative of 'locational inclusion', with

specific facilities and resources being set aside in a defined space within mainstream settings. There is some indication of adaptation as a result of effective leadership and training: CYP being gradually included within regular classrooms, so that the ARC is no longer required to function in its original form.

For CYP who require greater support, separate specialist provision is available. One school accommodates CYP experiencing severe, profound and multiple learning difficulties from Nursery to 19 years. CYP with Social Emotional and Mental Health (SEMH) Needs are provided for in a school that is split across two sites and caters for Key Stages (KS) 2 & 3 and KS 4 respectively. A further facility for SEMH is available, though this is not as yet designated as a school.

The current system of specialist provision – whether in ARCs or specialist schools – reveals some inconsistencies. No ARC is available for CYP who have SENDs linked to SEMH. Nor is there specialist provision for very young children (Nursery/Year 1) with SEMH needs, which reduces opportunity for early intervention. Details of educational provision for such CYP beyond Year 11 are not readily accessible to public stakeholders. Educational transitions for this group of CYP, especially those leading to vocational opportunity and/or employment, are critical moments in their educational pathway. They are indicators of the extent to which inclusion is viewed as a lifelong process. A further shortfall is noted in the arrangements for inclusion support at the 14+ selective school, where the funding mechanism for CYP who experience (for example) SEMH or dyslexia is unclear.

From the perspective of systemic inclusion, the existence of separate provision for specific groups of CYP raises important questions. These relate to the way that the term inclusive education is being interpreted. A vital aspect in any further discussion is to establish a rationale for the obvious exceptions to 'being included' that continue to prevail. In other words, can separate specialist provision contribute to Jersey's inclusive vision? And if so, how? One way to support greater flexibility is to place greater emphasis on the importance of transition points between schools, settings and services, so that the increased risk of educational failure encountered by vulnerable CYP can be mitigated. Oversight of this should be undertaken at a senior level within CYPES.

We make the following Recommendations related to Jersey's school structure:

> **Recommendation 14.** The Jersey community as a whole should be invited to express their preference regarding school selection at 14+ and the future structure of Secondary schooling funded by GoJ.

> **Recommendation 15.** A Jersey-wide framework to support high quality transition experiences between stages and settings for all CYP should be developed, piloted and evaluated prior to its introduction to schools and settings. This should include the recruitment of a Head of Transition within CYPES.

iv. Governance

The areas of Education, Skills, the Youth Service and Children's Service were brought together under one structure (CYPES) in 2018. Although the focus of the Review was on Education, there are obvious synergies with 4 other functional areas of activity in promoting more widespread inclusion (Children's Services, Commissioning & Transformation, Education and Young People, Further Education, Skills and Training). Each of these is overseen by a Director. Education itself comprises 3 delivery areas of activity, one of which is 'Inclusion', under the remit of a head of service, line-managed directly by the Group Director (Education).

The CYPES organisational chart indicates that the 'Inclusion' strand refers to SEND, Psychology and Well-Being and SEMHIT. It does not demonstrate, in practical and organisational terms, that inclusion is a principle that impacts all operational aspects of CYPES. A clearer expression of this is desirable, to demonstrate its organic nature and embed the 'team around' concept at its heart. CYPES is a relatively new organisational model, which has emerged during a time of significant reorientation heralded in the various strategic plans previously described.

What is represented suggests an operational approach in which key areas of activity integral to an inclusive vision are configured as stand-alone administrative units. The structure of CYPES reflects more traditional divisions of responsibilities, with vertical rather than horizontal lines of communication and management. Key areas of intervention and resourcing, which are significantly implicated in the inclusion effort, appear to function in isolation. We recognise that there are ongoing actions being taken to ensure more embedded interdisciplinary work. The recently established *Children and Family Hub* and future planning to expand this way of working is desirable and in keeping with the ambitions of GoJ. A clear demonstration of how these synergies can support a progressive shift towards greater inclusion will represent an important refinement.

There are several practical illustrations of ways in which the organisational synergy suggested could be enhanced. The decision to separate the Inclusion and EYIT teams within CYPES appears to make early intervention more complex, even though the intention was to strengthen collaborative working across this whole sector. The absence of a transparent linkage between those working directly in inclusion-related activity and School Improvement activities of CYPES provides a further example of potential disconnect. On the other hand, this may be an indication of the relatively recent establishment of this way of operating.

The intention to foster an inclusive approach in Jersey's educational settings is underpinned by a firmly expressed commitment to the principles of the UNCRC, which in turn align with the agreed definition of inclusive education. These are enshrined within the *Children and Young People's Plan* 2019-23. This states that priority will be given to creating a sense of belonging, ensuring fairness of opportunity and respect and protecting and promoting CYP's rights. To be authentic to its intention to do this, 'Education' within CYPES must ensure that each responsibility area, as defined in its organisational plan, provides a clear statement regarding how its work will enable UNCRC principles to be realised.

We make the following Recommendations related to governance:

Recommendation 16. The position of parents and carers should be enhanced and recognised as equal partners in the development of inclusive education. A common structure should be established to ensure that the voices of CYP and those of their parents/carers or advocates are heard.

Recommendation 17. There should be clear and explicit recognition that inclusive education is a whole-system, whole-service, whole-school/setting consideration. All schools/settings irrespective of status should adopt the common framework for doing this.

Recommendation 18. Consideration should be given to funding a peer-led pilot activity to explore the potential of an innovative co-construction/co-production framework for Jersey.

Recommendation 19. The Early Years Inclusion Team within CYPES should be re-incorporated within the Inclusion Team, to maximise the value of shared ideas, to promote joined-up thinking and to support CYP as they transition through schools and settings.

v. Monitoring, quality assurance & accountability

The overall effectiveness of Jersey schools is evaluated by the *Jersey Schools Review Framework* (JSRFF). This firstly provides the means by which schools and colleges can undertake a systematic self-review process to identify strengths and future priorities. Secondly, the JSRFFF provides an evaluation template for externally-led reviews of practice in schools. The approach therefore supports both professional reflection as well as peer-supported scrutiny. The JSRFF Handbook provides a detailed account of the areas of evaluation focus.

The evaluation schedule and accompanying grade descriptors covers 4 areas: Achievement, Behaviour, Personal Development & Welfare, Effectiveness of Teaching and Effectiveness of Leadership and Management. There are opportunities to seek the views of both CYP and parents/carers on all aspects to be evaluated. Specific indicators relating to SEND, CYP who speak English as an additional language and exclusions are included in the evaluation framework, enabling these aspects of inclusive education to be highlighted. However, the JSRFF does not provide a structured opportunity for external reviewers to assess the extent to which an overall approach to inclusive practice is embedded in learning and teaching or the social aspects of school life. The absence of such criteria within the JSRFF means that there is little external accountability regarding inclusive education in schools.

The JSRFF is seen by several stakeholders as encouraging a shift in culture which has started to improve accountability, even though this has been constrained because of Covid-19 related restrictions. The Reporting procedure, culminating in a publicly accessible evaluation, contributes to transparency. The impact of the JSRFF process has been seen in several areas of improvement in schools including safeguarding and self-evaluation. It is also believed to contribute to changing the organisational and professional culture, with headteachers becoming more visible in schools. One practitioner observed that

> **...the Jersey Review framework is right for Jersey. In the past, there was no rigour, no self-evaluation and no drive for school improvement. This has changed. We piloted the approach between 2016–2019 and in three years it has been updated twice. We will review it again in about 2023. All the time we are supporting school improvement and holding schools to account.**

Some stakeholders were not fully convinced of the independent nature of the JSRF process, particularly due to the involvement of peer review. One teacher stated that *'The Jersey Review process feels a bit matey,… a bit like inspecting their own… To encourage higher standards, it definitely needs to be seen as independent as possible.'* We have also noted that evaluating standards and outcomes for inclusion within schools does not seem to have been formally built into the current review process. This was reinforced by a belief – although mistaken – that reporting on inclusion-related issues had stopped several years ago. Whilst such a view is by no means widespread, this comment tends to indicate the potential for there to be a perceived lack of awareness regarding the process of identifying outcomes of inclusion within schools. Such a misunderstanding at least warrants a refresh of the JSRF process to ensure that the merits of the peer-led JSRF are not compromised by the absence of high-quality, evidence-based reporting about key aspects of inclusive practice.

From a systems perspective, the measurement of inequality in education is an essential planning tool. It is a way of highlighting variation and trends according to schools, pupil characteristics and outcomes. In Jersey there appears to be no formal or transparent mechanism to do this. As a result, comparisons between schools and clusters of schools cannot be undertaken using standardised measures. We did not see evidence of a system-wide approach to capturing baseline data at entry to either nursery, primary or secondary settings. Although some evidence is collated for individual students with SEND via a Record of Need (RON), there appears to be no equivalent for capturing performance data of non-categorised SEND, or for other groups of learners (including EAL learners or LAC who are most commonly a focus of attention when inclusive approaches are being formulated). In many countries, equality of access for each of these groups to the education services is evaluated centrally by a common set of inclusion indicators. The use of the Index for Inclusion (2011) has been suggested as a possible framework although its use is not highly visible in every setting and its appropriateness or adaptation for Jersey has not been legitimated by pilot study.

It is planned that individual headteachers and teachers will, from September 2022, be assessed according to a set of newly formulated standards. The draft *Jersey Professional Standards for Headteachers* and draft *Jersey Professional Standards for Teachers* (July 2021) will provide a helpful basis from which the work undertaken in schools to support inclusion can be reviewed. The former states that 'Every student has the right to an education that enables them to become creative, confident, active, and informed learners and citizens. This same right extends to those CYP who are vulnerable, and those of differing needs and abilities.' (p.7). Similarly, the Standards for Teachers require that they 'understand principles of inclusion and strategies for differentiating teaching to meet the specific learning needs of students across the full range of abilities' (p.7). These new draft standards are planned to replace well established Professional Standards: the DfE Standards for Teachers (from England) and the Standards for Headteachers (from Wales) and promise to better reflect inclusion.

The views of CYP, as well as parents, carers and the wider community have been recognised in recent consultation exercises about the future role and shape of education in Jersey. Steps have been taken to provide opportunities for diverse groups to be heard, as illustrated for example by the *Big Education Consultation.* At a more granular level, parent opinion is sought in those instances where decisions relating interventions and placements are being made. This involvement is noticeable in several key policy documents, relating for example to SEN and CYP educated otherwise than in school (EOTAS). In contrast, there is less transparency regarding the involvement of parents, carers and families from communities for whom English is not the first language.

We make the following Recommendations related to monitoring, quality assurance and accountability:

Recommendation 20. Procedures for within-year movement between schools and settings should be more closely regulated and documented.

Recommendation 21. An ongoing programme of action should be established to develop greater inclusion of Portuguese, Polish, Indian and other dual-language CYP and families

Recommendation 22. The application of the SEN Code of Practice should be given greater emphasis within the Jersey School Review Framework, including increased involvement of CYPES Inclusion Team in the process.

vi. Early identification of need

Early identification to address barriers to accessing education is an essential part of a strategic response to inequality. The GoJ system provides some evidence that, in certain aspects of its provision, this principle has been recognised and acted upon. From the earliest stages of involvement in formal education, the specific developmental needs of some groups of CYP are the focus of systemic attention from education and associated services and directly by schools.

The framework specifying standards for childhood provision highlights 'meeting individual needs through early identification and intervention' and emphasises action in EAL, SEN and education welfare (Standard 4.2.3, *Childhood Matters. A Quality Framework for Childhood Provision,* 2020). This is reflected in accompanying statutory requirements relating to Early Years. Schools are transparent in indicating their awareness and use of this process. It is clearly embedded as a focus in the *Early Years Statutory Requirements* (2020). The planning document projecting the way that emotional health and wellbeing of CYP is to be promoted and supported emphasises the importance of the early identification of mental health issues (*Children and Young People Emotional Wellbeing and Mental Health Strategy,* 2021-2025). Given the recent increase in total numbers of Jersey's CYP who experience such difficulties, the importance of this focus is not underestimated. There is an acknowleTement that 'the new model of care supports educational settings to become supportive, inclusive environments for the identification and management of mental health needs' (p. 18). Finally, although early intervention is a policy imperative which directly informs actions in schools and by services, its scrutiny is not fundamental to the JSRFF.

Understandably, current policies and frameworks for early intervention indicate SEN as the focus of significant attention. The *SEN Code of Practice* contains a substantive section which defines a designated approach, which is adopted in schools. It also identifies the role of school leaders in ensuring its effectiveness. The current approach to intervention is embedded within the Code of Practice and adopts a 'graduated' approach. This is described in the Code as comprising 'four stages, Assess, Plan, Do and Re-view. Each stage of the process is an opportunity to understand more about the needs of the child and what will support them to make progress and secure good outcomes. The graduated approach to SEND support should be a continual person-centred process and not a collection of one-off events. Information gathered at each stage should influence what happens next in regard to planning support and building on earlier decisions made'.

Our work in Jersey has raised many queries – from all sectors – regarding the agility of existing procedures for identifying SEN. The recognised process involves a request from schools and settings for 'exceptional action'. This can lead to the application of a Record of Need (RON), which sets out the proposed interventions. RONs are subject to annual review. One school leader summarised this widely held view:

> In principle, the graduated response works for a number of children and helps ensure/secure that appropriate measures over time have been met by the school and other agencies. In other examples, it does not work and 'one-size-fits-all' approach to children's needs has frequently left us with children that we are unable to support effectively and who are in distress or crises or pose a serious threat to the wellbeing and safety of other children and staff.

We make the following Recommendations related to early identification of need:

Recommendation 23. The criteria for establishing a Record of Need (RON) for CYP require clarification and greater transparency

Recommendation 24. A recognised early-identification procedure should be introduced, common across all settings, to ensure that all pre-school children who are at risk of encountering barriers in learning are identified.

vii. Referrals, assessment, and admissions processes

GoJ school places are allocated by CYPES. Centrally administered systems also assess and make referrals whenever a suspected educational need is identified and reported. CYP benefit from clearly defined procedures for the early identification of barriers to learning. These span a range of services and involve a series of steps which enable graduated responses to a child's needs to be triggered.

The clear distinction between fee-charging and non-fee-charging schools represents a significant obstacle to equity and choice for the school-age population. Moreover, selection on academic merit post-14 is supported by GoJ courtesy of its administration of one non-fee-paying secondary school. It is unclear on what basis selection at 14 years is underpinned by an evidence base to validate such an important, age-related policy decision, which pre-dates current arrangements by over 40 years. The existing situation does not provide the basis for equality of educational opportunity and the likely consequence that a significant proportion of Jersey CYP are at risk of being 'left behind'. Operating in this way ensures the continuation of a segregated system, which is inconsistent with policy statements by the GoJ.

The current view of GoJ is that 'Most pupil transfers take place for legitimate reasons, such as a change of address and the aim is not to inhibit parents' or carer's rights to express a preference for another school in appropriate circumstances' (*In Year Admissions to GoJ schools,* Nov 2019). There appears to be little data indicating the numbers of within-year moves involving vulnerable learners and quantification of the underlying reasons for them. Much appears to rest on informal arrangements between schools, even if a more substantive arrangement is available.

In the previous sub-section on early intervention, we have noted that the existing procedures for identifying and assessing SEN has been the source of much feedback from Jersey stakeholders. The current system for assessment and referral is not working as effectively as it could. Waiting lists are often longer than it is reasonable to expect, and resources are insufficient. A rebalancing of the system is required. In the short-term funding needs to be provided to clear backlogs of assessment, referrals and placements into appropriate provision. This is a major stressor for teachers, parents, carers and families and is implicated in a breakdown of trust between them; one school leader told us that:

> **I feel for parents a lot...they are frustrated and sometimes angry at a lack of movement or decision. I feel caught in the middle of this, which is very stressful.**

At the same time, the service needs to develop and implement a clear vision and process which builds on good practice on the island in early years and elsewhere with multi-disciplinary teams around the child and a longterm plan for improving outcomes and services. This includes investing in putting the health and wellbeing of professionals and families at the heart of the approach developed.

We make the following Recommendation related to referrals, assessment and admissions:

Recommendation 25. A short-term fund should be established to significantly reduce or eliminate a backlog of assessments and enable placement in appropriate provision.

viii. An Interdisciplinary Approach

There is much evidence to suggest that, to progress a coherent vision for inclusive education, strategic planning and organisational structures require an interdisciplinary approach. For those CYP who are the most disadvantaged, collaboration between different sections within an education service alongside agile alignment with associated professionals working in the fields of social care, health and juvenile justice is a necessity. The reorganisation of 2018 brought several related CYP services together, including social work and child and family support. The Jersey Youth Service was always part of the Education Dept., so came across to CYPES at same time in 2018 and the youth service. Effective structures for liaison between these functional areas will be essential in the pursuit of system-wide actions to reduce educational inequalities.

However, we have noted that the current arrangement in CYPES appears not to fully capture the necessary horizontal organisational synergies. These are required to foster a more deeply embedded notion of the 'team around the child', including developing a corresponding wrap-around approach for schools. We recognise that movement to address this issue is already underway and urge CYPES to continue with an energetic strategy to fully join-up all of its organisational cells in the pursuit of a whole-Department, interdisciplinary approach to inclusive education.

We make the following Recommendations related to developing an interdisciplinary approach:

Recommendation 26. The SEND and Inclusion teams should be expanded. Their work should emphasise enhanced support the RON procedures, support SENCOs in the delivery, evaluation and review of all RONs, and participation in the Jersey School Review process.

Recommendation 27. Interdisciplinary services for schools and settings should be reviewed to streamline and reduce the time taken to access services.

ix. Approaches to Capacity Building

The capability of an education system to progress an inclusion agenda which has impact on all stakeholders depends on its human capital. Jersey has sought to provide its education personnel with opportunities to further develop the necessary knowleTe base and a range of skills to contribute to this process.

Human resource development associated with inclusive education is mainly delivered by the Training Offer to Schools from the Inclusion Service in CYPES. The current version comprises 46 individual courses. A significant majority of these relate to SEND and to specific interventions for categorically defined CYP (for example, ADHD, SEMHIT, ASD). Whilst these are of undoubted importance, they are not underpinned by training opportunities to develop expertise and professional know-how in several areas relating to inclusive education: bespoke, inclusion-orientated courses are not profiled in the training offer. To align with the aims promoted in the CSP, development opportunities should be available in three aspects of inclusive education: leadership training, whole-school approaches to 'enabling all learners', and coverage of education-specific implications of inequality. A strategic approach to professional development for inclusive education should be prioritised. Although the Inclusion and Early Intervention Service conducts a training audit, this is not directly connected to school improvement or to the Jersey School Review evaluation approach.

The GoJ has mapped a set of aspirations for the education services. A focus on enhancing inclusion in education will require a capacity of all professionals and stakeholder groups to understand their role in a change process. Meaningful engagement in this is needed, so that the benefits of systemic change resulting in enhanced inclusive provision do not occur serendipitously. It will require planning, so that everyone involved has positive buy-in.

We make the following Recommendation related to capacity building:

> **Recommendation 28.** Consideration should be given to appoint a Head of Training to support the coordination and delivery of a CPD programme for all staff (including CYPES, schools leaders, and all teachers, teaching assistants and others) in schools, settings and services. Emphasis should be placed on whole school/setting and community of practice approaches in promoting the inclusion of all CYP.

5. What We Have Seen - Practices in Schools and Settings

i. Existing inclusive practice and future needs

As described elsewhere, Jersey's education system is based partly on selection. This means that current practices can only be described as being at most partially inclusive, based on our suggested continuum. However, there are some promising practices discernible across all types of provision. They are indicative of considerable know-how and a willingness to further develop provision which offers greater assurance that the learning needs of CYP can be met. Our commentary, therefore, has to be read against this context. To reiterate, this is not a review of individual schools or the professional qualities of a staff group. Instead, our mission is to scope the system-wide challenges and point towards ways in which inclusive education can be progressed for the benefit of everyone.

We have been invited to comment on specific aspects of practice. Prior to doing this we would like to provide brief commentaries regarding three linked issues which are recognised as underpinning effective provision (UNICEF, 2017): these relate to inclusive leadership, an agreed definition of inclusive education and the link between inclusive practice and resources/funding. Each of these issues was a consistent theme underpinning our conversations with staff in schools and settings and was further amplified in our accumulated data.

a. Definition

Teachers, teaching assistants and other professional groups held a continuum of views about the meaning and efficacy of inclusive education. This created professional uncertainty, the absence of a common purpose and even unhelpful division in some schools. Our various conversations provided evidence that that the understanding of inclusion is inconsistent across settings and hampers professional dialogue. As one participant indicated in forthright terms:

> **The term 'inclusion' has many different meanings. It might be worthwhile ensuring stakeholders understand what inclusion means. In my many years of teaching I would say I have a working knowledge of what 'inclusion' means. I can't say that any CPD delivered in Jersey that I have attended understands the meaning of 'inclusion'.**

We were also made aware during our evidence-gathering that the absence of an agreed definition resulted in frequent misunderstanding of the term. Teachers and TAs, as well as other professionals working within schools and settings, frequently took the term as referring solely to those with SEN. Few seemed to acknowleTe the wider implications of the term for other groups.

Lack of clarity about a definition was also reflected in a belief that an inclusive education could be delivered within a system in which some learners are segregated on account of their behaviour, learner characteristics or culture. This was most frequently the case with SEMH, with a high proportion of comments indicating that provision for these CYP could be both separate yet inclusive: *'We need a small unit OFF SITE (end of the field for example) where behaviour students can be worked with in order to get them back into lessons properly – including them fully in their education'.*

From a practitioner's perspective there are also differences in what inclusive education comprises between schools and CYPES. One teacher told us that:

> **My school strongly promotes inclusivity across all our pupils. I do not think the GoJ has a firm grasp of what inclusivity in schools really means. I think they pay it lip-service so they can be seen to be doing the right thing, without actually having to do the right thing.**

We noted a clear desire and overwhelming drive in schools and settings to be inclusive and to meet the needs of all CYP. A corresponding commitment has been expressed by many colleagues within CYPES. But the absence of an agreed definition constitutes a barrier to progressing inclusive education. This is apparent at school level, where there are variations in the way that the concept is applied from one school to the next. For example, the expectations around what must be published in terms of inclusion policies was not always evident on school websites, with some schools and settings conflating inclusion with SEND. Moreover, some non-provided schools can be inclined simply to exit those CYP with significant need. Without a common language there is little possibility of developing a strategic way forward on these issues, all of which require a collective agreement.

b. Inclusive Leadership

World class leaders in inclusive education continuously review and evaluate achievement and outcomes as part of their school's framework of delivery. These frameworks have strengths-based approaches to learning and are focused on international evidence and best practice on the advantages of adopting an inclusive approach, a brief scoping of which has been presented earlier in this Report. These leaders focus on a holistic model which is ambitious but flexible enough to meet the needs of every CYP by celebrating the involvement of all stakeholders on an equal basis.

Jersey's most inclusive schools and settings have leaders and senior leadership teams (SLTs) that display many of these characteristics of inclusive leadership. These show a deeper understanding of the term 'inclusive education'. In these locations, there is recognition that all learners have value and that arrangements to include them are proactive, with a range of approaches which ensure that all CYP, parents and carers can have a say. They regarded inclusive attitudes as more important than resources or funding. Leadership in these schools and settings enable a culture to be generated in which the features of inclusive education can flourish; it was firmly linked with *Quality First Teaching,* or 'universal provision', so that all learners had opportunity to benefit. This is assisted by widespread acknowleTement by some headteachers that GoJ has a firm commitment to making inclusive education happen and their awareness of the strategic planning to support this. Effective leaders of inclusive schools and settings also generated ideas and systems which enabled marginalised or 'hard to reach' families to be included.

Headteachers and senior leaders in schools and settings depicted their commitment to inclusive education against a negative wider context. Many heads saw their efforts as taking place against a background of continued struggle. The main source of challenge relates to five factors:

» **A perceived absence of concrete support from CYPES**

» **Funding arrangements for the CYP in most need**

» **Teacher and TA recruitment and retention**

» **The impact of selection**

» **Failure to address the needs of CYP experiencing SEMH and associated behaviour difficulties**

In each instance, our data reinforced these as core inhibitors to the development of effective inclusion, and senior leaders were significantly aligned in the views they expressed about them.

On the other hand, our data does confirm a patchwork interpretation of what inclusive education means to school heads. One headteacher illustrated this by observing that – in his view – *'there are nearly 50 schools in Jersey and you will get a different definition of what's meant by inclusion from each of them'.* However, we obtained direct feedback about inclusion from just 22 senior leaders, and so have been unable to interrogate these issues further. It was apparent that these divergent views frequently did not align with accepted definitions of the term, as is currently recognised by the international community. There is therefore a paradox, with some school leaders expressing a wish to establish their own separate specialist provision, thereby appearing to support increased segregation. The notion of recreating further provision, additional to that provided in mainstream schools and settings, was frequently mentioned by senior leaders in secondary schools.

Irrespective of these variations in understanding, there was a clear expression by leaders of a wish to further enhance those inclusive practices they considered to be appropriate in meeting the needs of the CYP in their care. This was apparent even in that aspect of inclusion which school leaders found to be most problematic – that of meeting the needs of older CYP who presented challenging behaviour: we noted that in some settings a more strategic approach was adopted, which identified these young people as having high level needs which made them vulnerable to educational failure and therefore in need of early and strategic intervention.

Nevertheless, we should emphasise the level of commitment and focus on further developing inclusive practices that has been evident amongst leadership teams who we have met and spoken with. As one of the Review Team observed, in an internal note:

> **Throughout our involvement with Jersey schools as part of our review we have been impressed by the commitment, resilience and insight displayed by many senior leaders. As recent research has demonstrated, they are a key resource in progressing inclusive education.**

c. Funding inclusive practice

Jersey schools and settings have to make headway towards providing more equitable learning opportunities against a backdrop of funding complexity. In our work we have encountered practitioners and administrators who have expressed considerable frustration at what are viewed as financial barriers that inhibit practical expressions of their wish to *'make inclusion happen',* as one teacher told us.

A discrete section elsewhere in this Report relates to the costs and benefits of supporting inclusive education – such is its importance. But, whilst resourcing inclusion will never be far from a discussion on equality in education, there can be no doubt that funding is not the starting point. Commentators on the international development of inclusive education are consistently of a view that the starting point is a collective will and a positive attitude, rather than money. Global examples from some of the world's poorest communities indicate this to be the case.

In this sense, therefore, we argue that inclusive education needs to be de-coupled from its impact on the Jersey buTet. The emergence of a leading-eTe and distinctive provision rests on the collective will of the community; if there is buy-in to the principle that inclusive education benefits everyone, the money will follow. The international research, to which we have previously referred, points to the community-wide benefits of inclusive education, including implications for cost-effectiveness of provision. There is a strong indication that leaders want to be more inclusive and are willing to adapt provision despite funding challenges, and that a clear steer on what inclusion means as an island will support them to achieve this with greater consistency between settings.

ii. Aspects of inclusive practice in schools and settings

Our attention now turns to those features of provision which CYPES invited us to consider in greater detail. The commentary under each sub-heading is accompanied again by illustrative extracts from our interviews and survey feedback. It will be apparent that each feature presented is closely interlinked with one or more others: these synergies occur throughout, and accurately represent the complexity and mutuality in the provision inclusive learning in schools and settings.
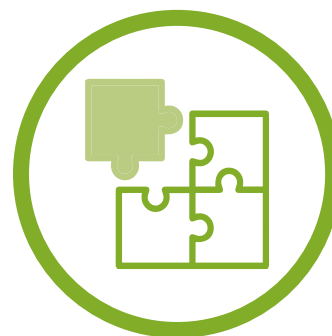
1. Diversity, choice and access in curriculum and pedagogical approach

There are notable differences in the opportunities available to CYP in Jersey. Most visibly, this occurs within certain sub-groups of CYP – including those experiencing barriers relating to EAL, SEND, EOTAS and to post-16 opportunities. Those facing barriers to their learning which are not recognised under the current funding arrangements in the absence of a formal categorisation of need are an area that may not be receiving the support they require. The academic experience and progress of all of these groups is at various points prejudiced by existing arrangements. Our data suggests that these drawbacks are clearly apparent to professionals.

Individual provision, in early years, primary, secondary and special schools and settings, is defined by curriculum adaptation which is stimulated from within: practitioners argue that the stimulus and support they receive from the centre is disjointed and partial. As a result, curriculum change linked to developing more inclusive approaches is inclined to be driven from the bottom up. One teacher said '*We take the lead, we try to mould our curriculum to meet the child's needs. We feel that we have to take responsibility for this.*'

Practitioners illustrate a breadth of established good practice already embedded in some Jersey schools and settings, extending opportunities to learners who otherwise would remain marginalised. We witnessed examples of adapted curricula, use of flexible learning environments and the role of the voice of CYP in their own learning. We saw excellent practice – the use of Forest Schools, targeted teaching which covered LGBTQ+ issues, and curriculum interventions with some CYP with SEMH being just three examples.

But it was also strongly apparent that practitioners are calling for a more systematic approach to training relating to curriculum development in order to allow them to deal with the challenges and opportunities presented by increasingly diverse classrooms. Moreover, the data indicated that teachers and other practitioners recognised the value of shared professional learning, especially that which enabled schools and settings with distinctly different catchment profiles to exchange ideas. In this respect, the peer-review model utilised in the JSRFF and in Early Years partnerships is a helpful illustration, which could be extended across informal clusters of schools and settings, sponsored by CYPES. The importance of such collaborative working, which is promoted in various ways by Jersey's current *Education Reform Programme,* was been highlighted by many participants in this Review:

> **We ought to be able to look beyond the school to improve the work we do. We've got a lot of expertise, but it can be a bit isolating...having an outside view to bounce things off helps a lot.**

We make the following Recommendations related to diversity in curriculum and teaching:

Recommendation 29. Schools and settings should be encouraged to work collaboratively as communities of shared professional practice; appropriate support and incentives should be made available from a central buTet.

Recommendation 30. Curricula in schools and settings should more appropriately reflect the cultural heritage and learner preferences of diverse school communities. Consideration of these issues should be integral to the forthcoming Curriculum Review.

2. Quality First Teaching

Many Jersey schools and settings, across all phases and types, are successfully embedding some aspects of Quality First Teaching (QFT). These have been apparent to us in the visits we have made and show a good level of awareness of both theory and application. For example, there was ample evidence that clearly designed lesson plans were a core pillar of its delivery, whilst lesson structures gave CYP chance to talk both individually and in groups. It was clear to us that where QFT had been embedded in the teaching and learning culture of the school it was of a high standard, consistent with best practice elsewhere. One area illustrative of its positive application is the use in some primary settings of whole-school approaches to embedding well-being and emotional health within curriculum and social activities. We also recognised work around evidence-based practice that was apparent in some policies and subsequent pedagogy in secondary settings.

What is less clear is the extent to which QFT is being universally applied for all learners, even in those schools and settings which are championing the needs of CYP who encounter barriers. One teacher told us that:

> **Quality First teaching is present in some classrooms in the school but this is not consistently the case. Most of this is due to low expectations of our students by teaching staff, leaders and support staff. There seems to be a lack of understanding that true inclusion is about scaffolding pupils up, rather than lowering expectations and many staff make excuses for students with barriers to learning and try to remove the barriers, rather than supporting them to get over them.**

A significant obstruction in removing the barriers identified is the absence of prompt and dynamic assessment of learner needs. Practitioners talked to us about the waiting times for assessment – across all phases of provision. There is substantial ground-level opinion that targeted intervention, and notably its escalation to a Record of Need (RON), takes too long, is top-heavy in paperwork, and lacks a standardised approach: *'We end up waiting an age, just to be told that the child does not qualify because a certain number of boxes haven't been ticked. It is very disheartening to be part of this, especially as the parents are depending on us to take it forward'.* Below this, at a less formal level, accurate assessment of learner baselines for pupils who do not have a pre-existing categorisation, is viewed as inconsistent and changes from one location to another. This means that the very basis of QFT, that of an individualised plan of learning, cannot be established in such situations.

We heard from several practitioners – at all levels of schooling – who felt that QFT was more of a baTe of excellence, applied superficially, rather than being used practically in classrooms. This was noted with regard to some marginalised learners, where top-down, directed-teaching with little opportunity for the learner to have a say, appears to be more common. For these CYP, the characteristics of QFT seem to be applied less consistently and are often replaced by a more restricted and targeted approach. Several practitioners indicate that there is little system-wide consensus on how QFT should be applied, and especially in linking it to outcome measurements beyond those currently applied externally (for example, at KS4). Nevertheless, we also acknowleTe that there is a commitment to an explicit focus on QFT within the *Education Reform Programme,* with funding allocated on a recurrent basis.

We make the following Recommendation related to Quality First Teaching:

Recommendation 31. **Continued effort should be made to raise expectations and aspirations for CLA and socially and economically disadvantaged CYP by systematic application of Quality First teaching supported by training and professional exchange.**

3. Nurture groups

We encountered considerable practitioner recognition of the value of a nurturing approach and its application across all types of schools and settings. The establishment of nurture groups is seen as a way of embedding support to all CYP, and especially those with needs relating to SEMH. Within this the role of Early Learning Support assistants (ELSA) is a highly visible and recognised aspect of provision. Teachers and others consistently acknowleTe the findings and Recommendations given in consultations relating to GoJ's *Emotional Wellbeing and Mental Health Strategy* (2021¬2025). It is clear that there is a widespread willingness on the part of whole schools and settings and individual teachers to link educational progress with a sense of belonging – one of the defining features of inclusive provision. There were concrete examples of individual locations taking distinctive measures to do this: staff from at least one secondary school are receiving training from an education psychologist on this and associated trauma-informed teaching.

Practitioners regard 'nurture' as one dimension of early intervention, and consequently see its value as a proactive aspect of their school's provision. This was very apparent in Early Years settings and was also being recognised as a way of engaging older CYP. We received the observation that

> ...being able to do 1:1 or small group work with them (pupils) is needed because it keeps them connected and I think they realise that there's someone there for them. It needs to be valued as a practical step to take and not as an added extra which has no impact

We make the following Recommendation related to nurture groups:

Recommendation 32. Nurture-based and trauma-informed approaches should be expanded to more schools and settings in Jersey, using existing models of excellence and local 'champions.'

4. Targeted interventions

A wide range of interventions are being used in some Jersey schools and settings to enable inclusive education to become a reality. These take place against a background of system-wide uncertainty and lack of an agreed understanding regarding a common approach in key areas of provision. Targeted interventions are driven mainly by what is determined as 'exceptional action' and contained in the RON and as such are linked to the availability of additional resourcing and funding. The current funding formula means that the extent of intervention is linked directly to the allocation of support – which comprises 15 hours in most instances in Early Years settings.

However, many types of targeted intervention are not wholly dependent on specialist support. They can be introduced following systematic awareness-raising and training. Thus, we were told by one school leader that:

> **Targeted interventions form part of a graduated approach. There should be opportunities for staff to access training to enable them to put some things in place...we are over¬dependent on TAs, especially for certain SENs.**

In addition, such interventions are more commonly associated with certain specified groups of CYP – notably those with SEN, SEMH and EOTAS. They are less apparent in cases where a learning or social need has not been formally recorded or assessed. Schools indicate that they are penalised because of the absence of an agreed way of funding their work with such generic cases. Little recognition was apparent regarding the link between targeted intervention and QFT, and the emphasis shared by both on an individualised approach to learning.

The absence of a standardised intervention approach to high-incidence needs linked to behaviour is frequently apparent in cases preceding formal assessment. Given the high public and professional profile of behaviour-related needs, a laddered approach, with commonly agreed stages, is a potential way of dealing with the challenges presented by within-year school enrolment. Greater awareness of this is suggested by several respondents to our survey:

> **The behaviour presented is usually viewed differently by different teachers, so we don't have much agreement about what kind of action needs to be taken. This needs to be dealt with otherwise we contradict each other.**

The Personal Education Plan (PEP) was viewed as a bureaucratic device which *'…should be helpful and mean something, but it doesn't do what it is supposed to do'.* Our narrative data is indicating that the PEP is unwieldy because of the paperwork involved, the absence of 'shared mission' on the part of the services that are supposed to coordinate it, and frequent changes of personnel, either because of contractual issues or shortages in the availability of suitably qualified social workers. The administrative issues associated with it are also multiplied because of the tendency for looked after CYP (LAC) to be over-represented in Jersey's exclusion data.

A recently Reported increased level of support for education from Jersey's emergent virtual school has been noted, with several secondary school leaders acknowleTing its impact. This development can assist in challenging and changing a prevailing negative culture around behaviour and the treatment of those CYPs exhibiting behavioural issues. This cis associated with further improvement in GoJ's provision of high-quality training and support to upskill the workforce in a range of behaviour support techniques.

We make the following Recommendation related to targeted interventions:

> **Recommendation 33.** Exclusion from learning, irrespective of the form it takes (fixed and permanent, internal and external), should be subject to a commonly agreed Jersey protocol and to periodic external review, informed by examples of best-practice.

5. Tailored packages for CYP not educated within schools and settings

There is some evidence of meaningful progress in establishing provision to support CYP who are not being educated within GoJ schools and settings. AcknowleTement is made of the ongoing plans to establish the 'virtual school', an initiative described as:

> **...much needed and... it's got potential to get some of our young people reconnected with learning in a way that is far more in keeping with where they're at.**

The virtual school is an exciting development, with great potential beyond its original intended target group of CYP, namely CLA both on- and off-island. It has implications for those who are vulnerable or experience barriers in accessing formal education. However, it is worth noting that if it is to be a credible option for CYP educated otherwise than in school (EOTAS) anything put in place needs to be conversant with the challenges experienced by this group of young people. It should offer more than simply a replication of any other school/settings on the island and maximise the value of its status an interdisciplinary resource extending beyond the remit of existing schools and settings. We recognise that the virtual school is in an emergent phase, and that its designated population is more focussed. However, if its remit is extended to connect with the comorbidities of its target audiences – CLA, those with SEN, excluded CYP and those who may be at-risk of failure at the point of transition to post-16 provision it is positioned to make a major contribution to a joined-up effort in promoting resilience by extending curriculum opportunity and flexible delivery. It could also emerge as an exemplar of coordinated service provision.

The number of CYP registered as EOTAS in Jersey has remained at or around 45-55 over the last 5 years, though with a dip to 35 in 2019. A slightly higher percentage of students from primary schools are currently (2020) being home educated. Current arrangements allow scope for considerable flexibility in the way that EOTAS is organised and delivered. Safeguards are in place, including approval by CYPES and monitoring and evaluation by a Multi-Agency Safeguarding Hub (MASH). However, our review has uncovered a paradox. The flexibility embedded in EOTAS (for example, that parents and carers are not required to follow the 'Jersey Curriculum' and a range of other exclusions) means that CYP defined by EOTAS may not be well-prepared for integration to a school at a future point in their education. This is noted by one practitioner, who stated that *'There needs to be a closer link (between EOTAS requirements) and what happens in school, otherwise we are setting them and us up to fail'.*

We make the following Recommendations related to CYP who are not being educated within schools and settings in Jersey:

Recommendation 34. The framework for home education should be regularly reviewed, to ensure that it incorporates emerging best-practice, including flexible, blended learning approaches, digital solutions and personal learning portfolios. approaches, digital solutions and personal learning portfolios.

Recommendation 35. Jersey's recently developed plans for a virtual school should be consolidated, its staffing structure confirmed and its further potential explored.

6. The use of off-site and in-school inclusion facilities

A range of off- and on-site approaches are used by schools and settings to support pupil's learning. the term 'off-site' is taken to include the specialist school provision available for CYP with learning difficulties as well as those with SEMH needs. In addition, there is off-site provision for those with SEMH needs which is not formally categorised as a school. On site provision refers mainly to 8 additional resource centres (ARCs), catering for CYP with designated SENs (deaf/hearing impaired, physical & medical, autism & social communication). All of these locations and facilities are now commonly referred to under the umbrella term of 'alternative provision' (AP).

There was evidence of some effective practice in meeting the educational needs of the target groups specified; this included well-resourced teaching spaces and estate in the case of specialist provision for CYP with learning difficulties. A high degree of commitment and specialist knowleTe was demonstrated by staff working in all of these specialist settings, although many recognised that they encountered significant stressors in undertaking their work: *'Sometimes I must say that we feel a bit out on a limb, as though we are not part of a combined effort'*.

During our visits to schools and settings and discussion with practitioners, SEMH was a high-profile topic. This is not unusual, as pupil behaviour has always been one of the most contentious areas of debate whenever inclusive practice is being discussed. The SEMH specialist school operated from a building which was it was felt it was inappropriately sited (afacent to a secure facility or at the entrance of carpark) and did not provide state-of-the-art facilities for very vulnerable CYP (the teaching was in converted houses that lacked the high level of facilities seen in many mainstream settings) … which restricts the curriculum offer for those CYP across all the key stages seen. This added to the complexities that teachers encountered in their work with CYP for whom this represented a final opportunity to benefit from formal education. Nor was it wholly clear whether reintegration following a period of short-term placement was effectively arranged. The teachers and other staff in these locations work with a significant minority of CYP with SEMH and this work is undertaken under the gaze of often negative public perception of the school as a place of containment, not of education. One practitioner responding to our survey told us that:

> **As an educationist I feel quite ashamed about what we provide for maybe our most at-risk or needy young people. They are Jersey people who deserve better.**

We do, however, recognise that discussion is taking place about this provision in parallel with our commissioned Review.

A further off-site provision, not constituted as a school, provides support for young people at KS3 and 4 who experience a heightened sense of anxiety and who feel unable to attend their mainstream school. It is configured as a 'short-stay' facility built around a nurturing approach with an emphasis on close working relationships with family, for which a range of supports/workshops are provided as outreach. The provision is in its infancy, so that data validating its primary intention to enable CYP to return to their mainstream school are unavailable. Nevertheless, it appears to provide an essential and forward-looking function for young people at critical points in their educational journey. However, the concerns raised about the SEMH setting and facilities above also apply here. As it is not a designated school it has difficulties accessing key school services like school management systems, registration systems, and a defined central buTet.

ARCs, located within mainstream schools and settings, operate mainly directly with CYP with specified SENs. Their current role in this regard enables CYP to be supportively integrated within classes throughout the school. ARCs are well-staffed by well-qualified practitioners who can offer wide-ranging interventions and supports dependent on the needs identified. Their role is widely acknowleTed:

> **The ARC in our school does a wonderful job...we are lucky to be able to benefit from the skills that they bring and to realise that they are such a committed team.**

We have not seen or secured feedback from every site to illustrate that ARCs fulfil a wider training or outreach function and resource opportunity. The Hearing-Impaired ARC staff discussed sharing and working with other schools and settings and their CYP in order to develop practice across Jersey.

We make the following Recommendation related to off-site and in-school inclusion facilities:

Recommendation 36. All alternative provision (AP) should be reviewed to ensure that it meets ongoing and emerging need for every CYP in Jersey and is consistent with other Recommendations made regarding inclusive practice. This should include (a) embedding the principle of greater flexibility of movement between mainstream schools and specialist settings (b) new, purpose-built accommodation, including an ARC (c) no co-location with Youth Justice settings (c) bespoke curriculum and (d) appropriate support/professional development for staff.

7. Pathway planning for diverse needs

Our review activity has found that there are some major inhibitors to effective planning of the educational pathway of most groups of marginalised learners. Schools and settings work within the constraints of existing frameworks, several of which do not contribute positively to ensure secure transition from one provision to the next. CYP who are most at risk of experiencing fewer educational opportunities are more at risk at points of transition.

We have learned about some of the barriers faced in ensuring smooth transitions. These occur from the very start of a child's educational journey. Whilst they do not wholly obstruct much of the excellent learner-centred work that is undertaken in some Jersey schools and settings, they are viewed as inhibitors rather than supports. Practitioners regard them as frameworks that they have to work around rather than with:

> **We struggle sometimes because it is difficult to plan...there's no realisation that continuity is everything for these children.**

Practitioners believe that one of the biggest obstacles to effective pathway planning is the way that funding and resources do not appear to follow the pupil when transitions (either age-related or linked to newly identified needs) occur. For example, we were told that frequent changes occurred in social work teams and that education psychologists do not routinely follow a young person for the duration of their educational journey. A notable example is provided by the attachment of teaching assistants (TA), who are appointed on temporary rolling contracts. In this respect some school leaders indicated the importance of buTetary arrangements which spanned 3-years, rather than the customary single year. One headteacher told us that *'...there is always a worry that we need to make sure we spend the JP within the time-frame...'.* This arrangement is not one which assists in effectively planning a targeted need, where shifts in priority can quickly happen.

TAs themselves felt this diminished their standing as important figures in the overall inclusion process:

> **Sometimes I feel my knowledge about a child counts for very little...that they're willing to throw it away each year. It doesn't do much for me feeling like I make a contribution honestly.**

The issue of continuity is an important one, especially as the number of in-year school movements of CYP between Jersey schools and settings is significant.

We make the following Recommendation related to pathway planning:

Recommendation 37. **The career pathway of TAs and ELSAs should be formalised. This should include establishing their residence-status and addressing the temporary nature of employment contracts, given their importance in an emerging inclusion agenda. CYPES should explore measures to ensure greater continuity in the allocation of Educational Psychologists and Social Workers to vulnerable CYP, in consultation with the relevant GoJ department leads.**

8. Differences between practice in provided and non-provided schools and settings

We did not ascertain significant differences in the way that inclusive education is being approached between the different groupings of school/settings in Jersey. A diversity of practices was noted in each group of schools and settings, reflecting a range of attitudes and practices about inclusion. A key determinant of these responses is the profile of the pupil cohort in each school. As we have noted, these vary because of factors which are historical and have become embedded in educational practices. Schools and settings whose CYP are selected based on their academic ability have developed particular strategies and skills which respond to pupil difference. These, as with non-fee-paying Jersey schools and settings are enshrined within a raft of associated policies – including those covering SEND, a *Rights Respecting School* approach and Safeguarding and Child Protection. There is little overt recognition, in respect of school policy, of inclusive education in these locations.

Nevertheless, our visits and accumulated data show that non-provided schools and settings place considerable emphasis on QFT, which as we have noted has distinct links to several key features of inclusive pedagogy. We have also noted some excellent inclusion-related initiatives in these schools and settings – for instance, a discrete and sensitive coverage of LGBTQ+ issues in one location. We were told by one survey respondent that:

> **It is essential that the school has kept its finger on the pulse...It is a difficult area in which to provide support, but I think they deserve a lot of credit for doing so.**

There are some notable differences emerging from the funding model currently being applied. These are especially apparent in Early Years, where private nurseries are funded by the *Jersey Child Care Trust* (JCCT) through the Early Years Service of CYPES. Sometimes this can add full time support and is gauged by the level of need. However, there is a waiting list for support and an absence of a pool of qualified staff to draw upon. The majority of JCCT contracts are fixed term – which impacts on the quality of the pool of applicants. The JCCT organise their own training for their staff. They are partially funded by the government. We noted the existence, in some private nursery settings, of a belief that the JCCT support worker is solely responsible for the child with SEND, rather than this being a team effort.

9. Deployment of central (CYPES) inclusion resources

In most of the schools and settings we visited, the main focus of conversation concerned the way that inclusive education was currently being funded and therefore resourced. This comprises a separate section in this Report, where the prevailing issues are explored in depth. Our discussions with practitioners lends weight to the findings we present in our technical analysis of cost-benefit. They reveal a significant level of confusion, frustration and concern at the opaque nature of some of the funding calibrations presently in place. However, it is important to be reminded of the relationship between attitudes to inclusion and the kind of resourcing needed to translate these into concrete actions at school level.

Schools and settings highlight two practical concerns: access to appropriate support from CYPES and the time-scales involved in securing it. A major source of this challenge is illustrated by the way that education psychology (EP) services are secured and maintained to ensure continuity. We heard that this was available based on a pre-determined formula, wherein schools and settings were allocated a set number of 'hours'; allocation by pupil need was not strongly apparent to the practitioners with whom we spoke – though school leaders spoke on more than one occasion that their EP went above and beyond their allocated time to support them. At the same time, there appeared to be misunderstandings and an absence of effective communication regarding expectations. One teacher felt that:

> 'It is not clear to me who gets what in terms of support. It seems to be a lottery',

a view amplified by another who remarked that:

> 'It's a case of who shouts loudest rather than the actual needs of children. It is a competition'.

Such sentiments, often misconceptions of reality, nevertheless contribute to a feeling, expressed by some, that the relationship between schools and settings and CYPES is one characterised by 'us and them'.

It is felt that the significant diversity of Jersey schools and settings is not reflected in the present resource distribution, an issue which is highlighted in our cost-benefit analysis. This was a distinctive aspect of feedback from the primary schools, where diverse educational needs linked to deprivation, SEN and EAL are concentrated within small institutions which do not have the critical mass to be more self-supportive.

Our work has revealed that many practitioners have a positive regard for the support provided by CYPES in assisting the work of schools and settings to be places where CYP felt they belonged, both academically and socially. Doubts were hardly ever expressed about the commitment of GoJ officers. Several of those working in schools and settings also acknowleTed the high caseloads being carried by those working centrally, although references were made to 'inconsistency' of expertise between different areas of support. Nonetheless, it was apparent in our various contacts with practitioners that access to the necessary support was hampered by what were regarded as a prior absence of joined-up services to support inclusion. For example, one practitioner said that *'There is a lot of expertise available. But sometimes I think that it exists in silos, with one part (of CYPES) not really talking to another. Things need to be more connected or integrated. In that way schools could then make contact with the people who need to make an input'.* As we have noted elsewhere, such perceptions may result from the relatively recent establishment of CYPES, and the longer term premium yet to be maximised as a result of closer departmental collaboration.

We make the following Recommendation related to deployment of CYPES resources:

Recommendation 38. The outcomes and lessons learned from the Jersey Premium model of support and accountability should be reviewed and extended to other areas of inclusive education policy and practice such as mental health, wellbeing and EAL.

10. Capacity building

There are excellent examples of inclusive practice present in many Jersey schools. In such instances, CYP thrive educationally and socially and parents, carers and professionals, supported by CYPES, are making a major contribution to securing a positive future for the young people involved. In such instances the key is human capital: 'Systems that invest in professional capital recognise that education spending is an investment in developing human capital from early childhood to adulthood, leading to rewards of economic productivity and social cohesion in the next generation' (Hargreaves & Fullan, 2012).

We encountered wide acknowleTement that this was also the key to progressing inclusive education in Jersey. Many practitioners felt that their ambition was limited by the absence of systematic training: we were told by one teacher that *'I can't say that any CPD delivered in Jersey that I have attended understands the meaning of 'inclusion'* and another argued more explicitly for CYPES to *'provide trained professional support workers to work alongside these CYP or at the very least provide the necessary training to the specific staff members who are being put into very awkward positions'.* Such perceptions appear to amplify the importance of using CPD as an opportunity to secure greater clarity and focus regarding a common understanding of inclusion.

Professionals working in schools, settings and services appear to have an appetite to develop their awareness and skillsets to further enhance inclusive practice. There was a sense that much of the professional development activity that takes place relates to compliance training or to specific behaviours or syndromes. On the other hand, many of the teachers and TAs we spoke with believed that a more expansive approach was required:

> **Staff need access to good quality training in order to carry out their role effectively. We need more teachers and teaching assistants who want to build their careers around supporting student progression and grow professionally by investing: time for CPD [Continuing Professional Development], time to meet and discuss student priorities; funding for training and means to disseminate this training to a wider audience. We need more information about multi-agency working. Devolved time and basic costs to cover this would be advantageous.**

We make the following Recommendations related to capacity building:

Recommendation 39. Practitioners, including those undertaking Jersey's Graduate Teacher Programme as well as Newly/Recently Qualified Teachers, should be trained or inducted in understanding and reflecting diversity in all its forms in their work with CYPs in all schools and settings. It is vital that all social backgrounds, cultures and languages are valued, and accommodations made for them within learning and teaching.

Recommendation 40. An audit of available external expertise in Education, Health & Social Care should be undertaken on a regular basis, to identify the most effective ways of delivering concrete advice, modelling and support for school-leaders, teachers and TAs, home educators and others. Structured dialogue with senior Health and Social Care colleagues to optimise interdisciplinary inputs to RoNs.

Recommendation 41. Inclusion resources, based on an agreed target intervention, a planned set of outcomes and associated indicators of impact, should be allocated in a timely manner by CYPES, so that delays in receiving support experienced by schools and settings is significantly reduced.

Recommendation 42. All SENCOs should be part of senior leadership teams in schools and settings and have dedicated time allocated for this function. Schools and settings should be resourced to enable SENCOS to focus on strategy and support: in larger schools they should only be used in a direct teaching role in the short-term and when there are no alternatives.

6. What Have We Heard?

Over the course of the review process a range of stakeholders gave up their time to provide their views and their personal stories about inclusion, for which the nasen review team are extremely grateful. In this Report, we have sought to capture the key themes that were being raised and we have tried to give a voice to those who wanted to be heard.

There was overwhelming support for the review process and a real belief that change would happen for the better as a result of it. Jersey is more than capable of becoming a world leader in world class inclusion education. It now needs the will, drive, leadership and determination to make that happen. It will involve difficult decisions along the way particularly around funding and expectations. However, the majority of people interviewed felt that this was worth doing. We hope this becomes a reality in the future.

We gathered the views of an extensive range of stakeholders and partners in the inclusion effort. These included CYP, service providers, the voluntary sector, Health, Social Care and those who work directly for GoJ. As we indicate in an annex to this Report, our information was obtained by using a range of instruments. The data were analysed, and key themes and sub-themes identified. This section provides a synthesis of the views expressed relating to each of these.

It is notable that these stakeholder contributions are almost exclusively reiterations of the core concerns identified elsewhere in this Report, as will immediately be apparent. Thus, they lend weight to the existence of a common interest and commitment to addressing issues which are absolutely fundamental to the way that inclusive education in Jersey.

i. What does inclusion mean?

Conversations with stakeholders confirmed our belief that inclusion means different things to different people depending on their personal beliefs, perceptions and experiences. Diverse definitions were expressed and indicate a level of confusion which may well impact on the quality of educational inputs experienced by CYP in Jersey. One of the commonly identified problems was that there is no GoJ definition of inclusive education. There were numerous examples of a positive and enabling viewpoint – *'Valuing everyone for who they are and enabling them to reach their potential'* was typical of this stance. One teacher described inclusive practice as acknowleTing that *'Every child has got strengths; we need to find these and build on them so the child feels good about themselves and gains confidence and self-esteem. Then they can achieve.'*

Our data also indicates that, for some stakeholders, a more expansive view of the term was more appropriate. One told us that *'In the past, inclusion was seen as all about disability or special educational needs. I think that has changed. We now live in a different society and most of us recognise that inclusion means everybody. We also need to recognise that some groups have less of a voice than others, groups such as families where English is not their first language and children awaiting asylum. Inclusion needs to embrace everyone and be flexible enough to respond to new areas of diversity.'*

Some interview participants believed that existing statutory regulation was sufficient to *'..help as many children and young people to access universal services as possible unless it is not in their best interests to do so in which case specialist provision is needed.'*

However, requests for personal definitions often resulted in some quite negative remarks. It was felt that *'Jersey currently defines inclusion as a deficit model rather than one that recognises and builds on the strengths of individuals in a holistic way'.* Moreover, it was believed that *'In the last four years I have come to realise that the whole system in Jersey is based on achievement rather than inclusion. The system should be based on both. However, I would argue that if you are not in a good place you will never be able to do your best until you are'.* Referring to the absence or lack of visibility of an agreed definition, it was argued that *'The definition of inclusive practice needs to be clear – it isn't having children with complex needs in a mainstream school – it is so much more than this – a child can be in a mainstream provision and actually be 'isolated'. It is more about facilitating their access to a suitable and appropriate 'education package' that is tailored to meeting their individual needs'.*

It is also apparent that there are many stakeholders, from across the spectrum, who significantly misinterpret what inclusive education means. We were told that *'There is a suspicion that 'inclusion' means 'sticking children with needs into mainstream, so that we don't have to pay for a school catering to their actual needs'* and that *'We need an SEMH school. We need a larger PRU, in its own, bespoke building'.* The idea that 'inclusion' was about location of certain groups of CYP in a separate setting was strongly apparent.

But it was also indicated to us that inclusion should be seen as a positive thing and to be celebrated rather than something people had to do. In the opinion of many stakeholders, this requires a change in culture. The absence of a clear and commonly accepted definition of inclusive education as a starting point is a barrier to developing a credible strategic plan for its development in Jersey.

ii. What is good about Jersey which impacts positively on inclusive education?

It was reassuring that many stakeholders provided us with first-hand accounts of their direct experience of the things that enable inclusive education to thrive. It was notable that many see the CYP themselves as one of key drivers of progress. One stated that *'I believe that children are naturally inclusive. Most parents and carers want inclusivity for all children and have an appetite for this. We need to understand what that means for our society.'* Another maintained that *'Children can become the catalyst for change in inclusion. Empower them, encourage them to convince their schools to become Rights Respecting Schools. Make them Rights Respecting Schools Ambassadors.'*

Many parents and carers were positive about their contact with schools and settings. One observed that *'A SENCO contacted us before the school term started and asked us how we were and what they could do to help my child's transition into the next year. Just having someone asking this simple thing helped him to prepare for the new school year and supported his self-confidence as he thought someone wanted to know what he thought.'.* There was widespread recognition that *'...professionals try very hard to be helpful people'* and this was accompanied by explicit and detailed observations regarding positive practices which stimulated greater inclusion: *Schools had good processes to meet hard to reach families – the arrival of an allocated Family Support Worker was an asset to my school. Whilst only here for a couple of hours a week, we ran joint sessions, parents came for pop ins, informal sessions were run in our community room'.*

We heard significant comments regarding effective inclusion practices in schools and settings, some of which we have referred to in a separate section of our Report. These span actions across the full age-range and provide ample documentary evidence that Jersey has some exemplary provision the merits of which all stakeholders acknowleTe. For example, one parent told us that *'The specialist Youth Club in Jersey is really inclusive. My child developed strong friendships with others, and it has been a positive experience for them'* whilst others referred positively to specialist projects such as LGBTQ+ and the Princes Trust Achieve Programme, Beresford Street Kitchens, Jersey Skills and Young Carers. Several parents/carers commended the work being undertaken by the Early Years Team.

It is noted that the good practice mentioned by a large number of stakeholders was being exemplified by external providers of inclusion-related services or established for specific groups of CYP as part of alternative provision. It would be useful to explore the reasons why these projects are valued and seem to work effectively. This could offer a focus for multi-disciplinary professional learning for CYP and then extend the learning from this into mainstream schools and settings.

> **Recommendation 43.** Greater opportunity should be made available for schools, settings and services to publicly celebrate achievement and excellence relating to their practice relating to inclusive education.

iii. What is not so good about Jersey that impacts negatively on inclusive education?

There is an overwhelming sense of injustice felt by many residents of Jersey regarding inequalities within the education system. So powerful, embedded and significantly verbalised is this notion – as is frequently mentioned throughout this Report – that it merits an extended summation from one contributor to our data collection:

> **Inclusion and inclusive practices are part of a culture. The culture of any organisation is either inclusive or exclusive. The culture of the education system in Jersey is highly exclusive. The Jersey system selects and separates children according to wealth and the ability to pay fees, academic performance and geographical situation. Children of parents who can afford it, attend the colleges). Children who are academically able attend (SCHOOL NAME PROVIDED). Children who live in a rural area will attend a school with a playground, field, adequate play space and clean air. This then leaves the remainder of the pupils in our schools that do not have the facilities afforded to the children at the colleges, The remainder do not have access to the academic high standards given to the children at (SCHOOL NAME PROVIDED). The remainder do not have access to adequate space and clean air. The separation of children into these groups makes a mockery of the whole principle of inclusion. Inclusion and fairness can't exist while we continue to support such a divisive education system. The very heart of the Jersey system is exclusion.**

The move towards more comprehensive inclusion of all CYP within mainstream settings is not taken as universally beneficial. There is a widely held belief that Jersey schools and settings struggle to meet the needs of CYP who present behaviour which is challenging. This is illustrated by the frequent suggestions that the best way of moving forwards is to create further separate provision. One teacher told us that *'I understand the need parents feel to have their child included in mainstream but feel the cost to the other children's and staff's mental, physical and emotional wellbeing can be a high price to pay'.* Another stated that *'Inclusion is not right for every pupil. I was lucky to spend time at a special provision. the staff were magnificent in very challenging circumstances and the pupils were clearly in the right place for their needs'.* Parents, carers and families too provided similar expressions of doubt. Some felt that a separate school provided a better way of meeting their child's needs: *'We have been really happy with his specialist school and he loves it. They are really welcoming, and this has been a big positive for us. I think the biggest reason for this is that there is strong leadership in the school'.* Such differences of opinion, we would argue, are healthy and contribute to system-refinement if there is a clear plan of strategic consultation regarding what kind of inclusion Jersey aspires towards – and an accompanying road map to begin a change process.

Many respondents to our enquiries spoke about inconsistencies and a lack of clarity regarding sources of information. Many of the parents, carers and families who gave us their views spoke of their exhaustion and difficulties at understanding and navigating the system which, to them, seemed full of anomalies, lack of clarity and inconsistencies. Their comments tell us that they do not understand why it takes so long for the system to respond and for their child's needs to be met. In the meantime, they suffer from a range of issues including family arguments and breakdown about what they can do. Many of them feel powerless. Several suggested rational alternatives: *'A piece of work needs to take place to map provision in the economy. Part of the problem is that we don't have this but there are so many initiatives crossing over each other it makes the system for everyone difficult to navigate. Then someone comes up with a new initiative as we do not know everything that is out there.'*

Other stakeholders also do not feel supported by GoJ in the inclusion process; one told us that *'The island has a piecemeal and scattergun approach to inclusion. It's the luck of the gods whether it is right for the child or their circumstances.'* Similar feelings were expressed by some of Jersey's CYP, who express doubts about how their needs are met: *'I would say that school is not positive. They speak a lot about inclusion but it's not really practiced. Some of the people are good but what makes them good does not filter through the school to make everyone good. In spite of this I really love learning in school but getting my needs understood is a struggle for me and my mum especially around things like homework and change and not being able to access things like other young people such as work experience.'*

It is apparent that there is – for a variety of reasons – a gap between the expectations of the various stakeholder groups when it comes to inclusive education. This is sometimes manifest in highlighting the shortcomings of others: *'We try to push inclusive practice on the island both in terms of what we do and how we do it. However, I'm left with the feeling that a lot of it is tokenistic in the schools. Take Pride month. Schools may celebrate it for a month to show their support but after the month they get back to business as usual and the young LGBTQ+ community is still on the margins. It's not constant.'*

The diverse barriers which obstruct a smooth journey to inclusion will not be removed by perpetuating the cycle of blame which has pervaded much of the evidence we have collected. In this respect, one Third Sector respondent perceptively advised that *'Inclusion needs to understand the Jersey context and how it operates. There is a line in the sand between what has developed over time and what should happen'.* As suggested elsewhere in this Report, change will happen only when there is a consensus on what inclusive education for Jersey should look like; this will require all parties to step back from their fixed positions. This is put in forthright terms by one practitioner, who maintained that *'We almost need an armistice on the past and our culture of blame and negativity and to emerge from this with a positive vision of the future which builds on all our strengths, learns from our mistakes and is positive, including how we hold others to account.'*

iv. Culture

We received powerful commentaries from stakeholders regarding the prevailing educational and social culture in Jersey. These testimonies are often eloquent accounts of the different ways in which some of the population feel almost resigned to an unsatisfactory status quo. Our data sources drew opinion from all sides of the political divide and layers of the socio-economic strata. It was secured by a validated and independent process. This is what makes the accounts we have received so potent and meaningful. The cultural dissonance – to which inclusive education may be a powerful antidote – is captured by this verbatim remark:

> **I believe the current structure is based around fear; the fear and anxiety of professionals who can't cope or don't think the system is working, the fear of leaders for getting it wrong, defensive behaviour and secrecy to cover up problems, a school culture around the professional to support them rather than around the child, a blame culture including blaming the child when it is the structure that's not right. This approach is not good for anyone, teachers, heads and least of all pupils. Being transparent about this is scary but we must not collude in its continuation just work together to get it right.**

We have obtained other powerful narrative evidence which suggests that Jersey currently has a blame culture regarding inequality in education. This is negative and time consuming and it is a major barrier to innovation. As has been pointed out to us *'Inclusion is everyone's responsibility. In education, the department needs to lead from the front in all it says and does and in its own approaches to inclusion. This includes ensuring inclusion and school improvement work more closely together and sing from the same hymn sheet.'* However, most of the people that took part in our surveys and interviews accepted that inclusive practice in Jersey would not change overnight. Some felt it would take a ten-year plan to change the culture and understanding of inclusion in Jersey and to get inclusion provision right for every child or young person.

We make the following Recommendations related to Jersey's culture and public identity in respect of inclusive education:

Recommendation 44. Strategies should be developed to raise awareness and provide support to marginalised groups which may often be invisible within the school system, including young carers and looked after CYP. This may include awareness raising and training for those working with them.

Recommendation 45. Consideration should be given to providing support to ensure the wellbeing and mental health of all education professionals, and particularly those working with Jersey's most vulnerable CYP.

Recommendation 46. Measures to support schools and settings in building more effective relationships with parents, carers and families of marginalised CYPs should be considered and introduced, including co-production and co-construction.

v. Funding inclusive education

Almost every interview and survey response made reference to some aspect of funding for inclusive education. It is noteworthy that there was ground level acknowleTement that *'More funding is not always the answer to getting inclusion right in education. It is about the effective use of the funding, the outcomes generated by the funding and holding those to account for making the funding work efficiently.'*

There was widespread support for funding following the child in an open and transparent way with levels of funding tiered and specified through assessment and related processes. To this end, some interviewees felt that the system of ordinarily available funding needed to be scrapped and core funding provided to support every child. Across the piece it was a stakeholder view that schools and settings needed a buTet to fund a core inclusion team, based on factors such as number of CYP and the nature of their educational need. It was also felt that the way that the Record of Need (RON) funding was calculated was not clear and too lacking in flexibility. One participant told us that:

> **We need a system for funding SEND which is open and transparent and simple to follow so that everyone understands how it works. With a system like this schools could be accountable for things like outcomes and success which could be shared to improve support provided.**

One accountability model which was frequently referred to as an example of good practice was that of the Jersey Premium. The strategy and implementation of Jersey Premium was seen as a good model which could be extended into other areas or work. A positive feature was the clarity and transparency of the funding model and its targeted approach for specific groups of CYP. This was regarded as a way of ensuring an accountability measure for schools and settings who were responsible for its allocation and the outcomes achieved. It was also seen as an example of economic engineering where an educational issue linked to deprivation had been identified and a strategy built around it to effect change. It was argued that *'Taking the achievements of Jersey Premium and extending it to other areas of inclusive practice would be positive'*.

We received an extensive set of comments on the role of the Third Sector in delivering education related services to support inclusion. There was a very positive regard expressed regarding the involvement of charitable organisations, and a desire to see their role made more secure and substantive. It was felt that the charity sector does have a role to play in supporting initiatives in the social care, health, education, employment and other sectors. Working in partnership with such organisations on an equal basis was seen as presenting considerable opportunity, including supporting the wellbeing of public sector staff. One view was that:

> **Charities in key inclusion areas should receive three-year service level agreements and should be held to account for the delivery of the strategy. For new areas of work they should receive pilot funding. If the project, once evaluated, is a success there needs to be a plan for its integration into mainstream services either by commissioning work, service level agreements (SLAs) or direct work by schools or government. There should also be an Innovation Fund for projects which are really cutting edge to break new ground in inclusion.**

What is nonetheless apparent is that, across all stakeholder groups, there is a recognition that the system is currently not functioning as well as it should – and that as a result a significant proportion of Jersey's population is being adversely affected. What is also acknowleTed by all is that, for all the polarities of opinion, there has already been some notable initiatives to redefine and refocus existing policy and practice. Conversations with stakeholders suggest that Jersey has now reached a point where action needs to be taken, as one professional told us:

> **We need a full and frank discussion about inclusion in our education system. We can do better and we should have the ambition to get it right. We need better data to drive this and we need to understand what is going on. Even right back to the purpose of learning, what is it for? Is it to pass exams get a good job and work in finance or is it something more? There needs to be an armistice where we stop blaming people but discuss what we can do. For example, head teachers are being lambasted for what they are not doing. Many become angry or frightened and don't talk openly about what they can and can't do. If we don't have this honest no blame discussion about inclusion, we won't ever get off the starting block.**

7. What is the Impact?

Measuring impact is a conundrum for many education systems across the globe. It is for this reason that more effort has been given by governments and international agencies to broaden the range of designs and methods for impact evaluation (DFID, 2012). In the light of these developments, the Review Team have approached evidence gathering on impact with a very open mind. We were especially influenced by the need to maximise the extensive verbal and written feedback we received from all sections of the community. This has been an important issue, given the absence of easily accessible systematic input-output data, as noted elsewhere in this Report. Our deep-dive into the available evidence collected on impact of the strategies and methods employed to cater for CYP with additional needs or who are consistently marginalised by other factors therefore incorporated associated narrative information.

From the data we have received some analysis of identification patterns was possible, as well as broad indications of the system-wide impact of the current organisation and delivery patterns on some key groups of CYP. We have been unable to comment on outcomes and destinations, in the absence of a comprehensive dataset; elsewhere in this report we suggest the need to refine data collection, so that the relationship between SEN, EAL and Jersey premium can be fully examined. This would build on existing data collections as follows:

2020/2021
No of EAL, JP, SEN in Government Schools

2020/2021
Percentage of EAL, JP, SEN in Government Schools

● EAL ● Jersey Premium ○ SEN
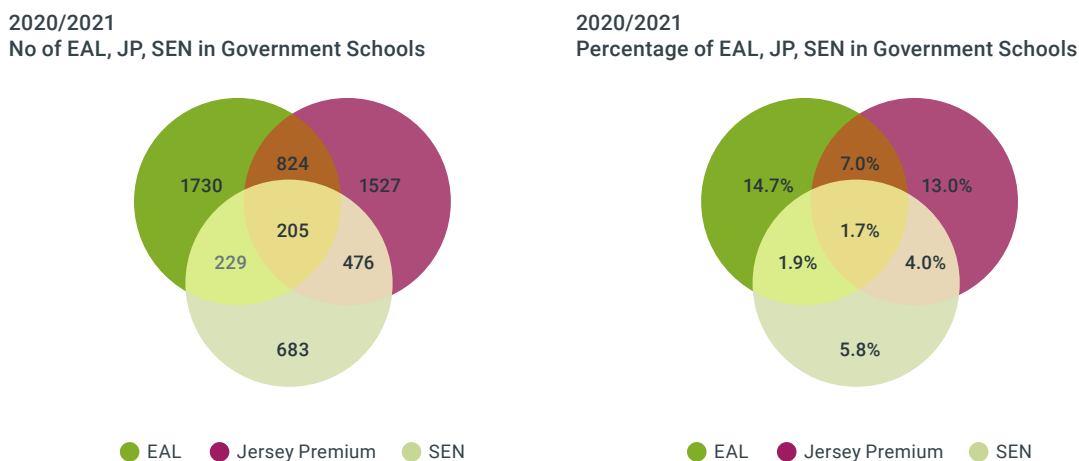
Figure 4.

Consequently, our overview findings in this report relate to 3 specific elements of inclusion-related activity.

i. Identification

Government of Jersey data shows that as of January 2020, a third (33%) of all pupils with SEN/D were recorded as having Social, Emotional and Mental Health needs. A fifth were recorded as having speech, language and communication needs (19%) and a further fifth were recorded as having a specific learning difficulty (18%). The conclusion was that 'This pattern is similar to that observed in previous years.'

Figure 5. School age children and young people by SEN primary Special Educational Need in Jersey government schools (source: Government of Jersey Inclusion Review Report 2020)
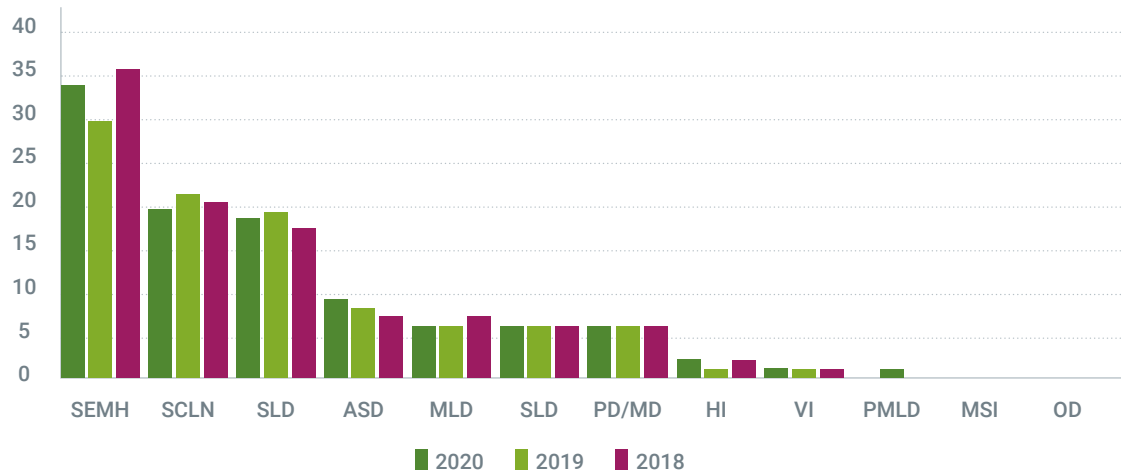
There has been a steady rise in the number of CYP with Records of Needs from 2017 to 2020 but a decrease in the number of CYP on SEN Support for the same time period. However, the decrease in the number of CYP on SEN Support at 1.9 percentage points is greater than the rise in Records of Need at 0.5 percentage points so, we conclude that there must be factors other than issuing Records of Need accounting for this decrease, which is reflected in the overall decrease in CYP identified with SEN at all levels (SEN Support and RON).
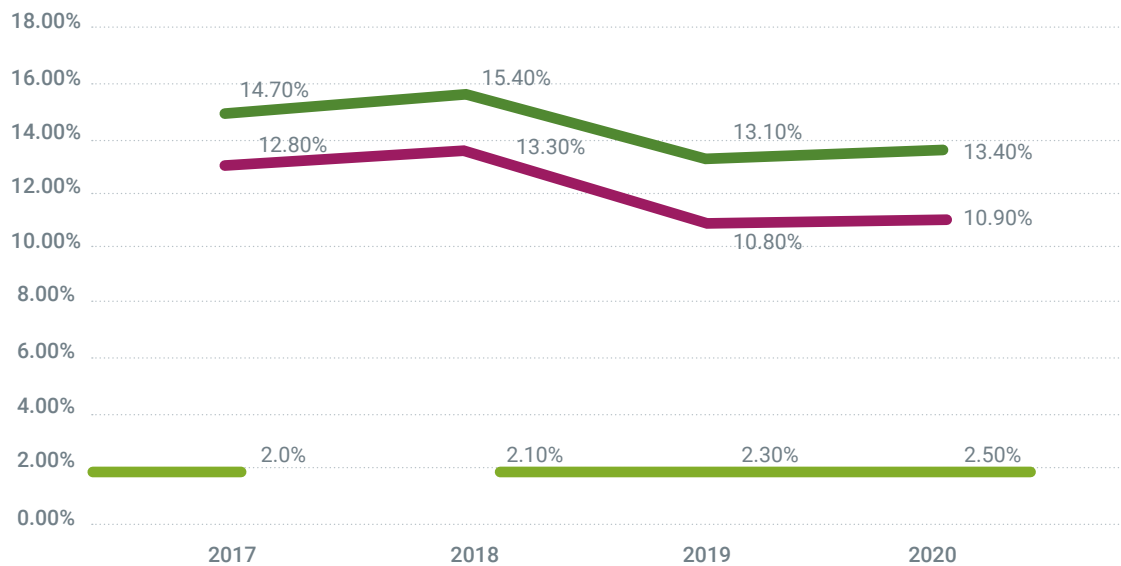

Figure. 6. Number of CYP on SEN Support and RONs 2017-2020 (source: Government of Jersey data)

Data disaggregated for CYP with RONs and CYP with SEN Support shows the following analysis (Source: Government of Jersey Data July 21.).

During the period from 2017 to 2020, for those CYP on SEN Support, there has been a 7 percentage point decrease in children and young people identified with Specific Learning Difficulty, and 1 percentage point decrease in those identified with Moderate Learning Difficulty. There has been a 3 percentage point rise in CYP identified with Social, Emotional and Mental Health issues, and 2 percentage point rise in CYP identified with Speech, Language and Communication issues, and 1 percentage point change in those in those identified with Autism.

2018/19   **2019/20**   **2020/21**   **Percentage Point Change**
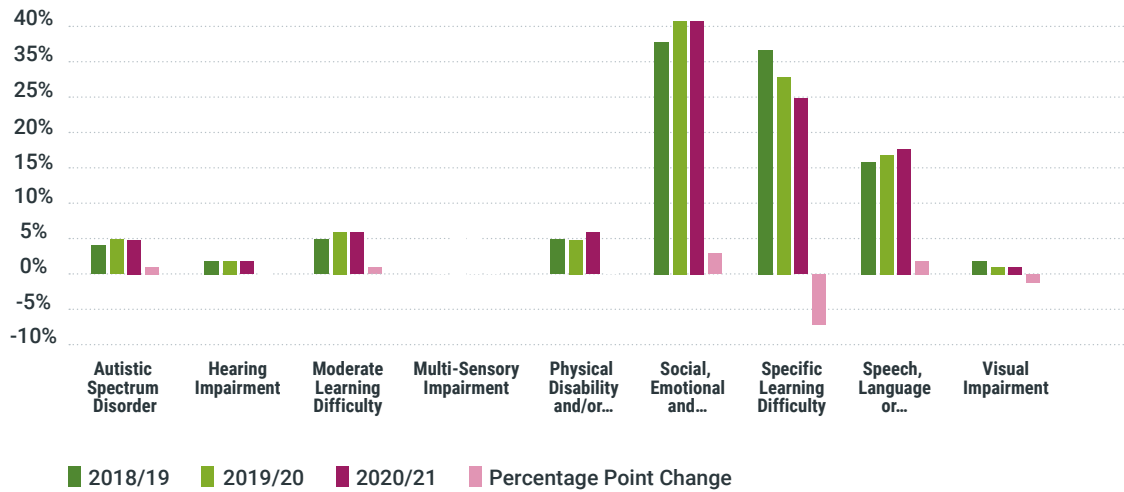
Figure 7: Identification of primary Needs for CYP on SEN Support from 2018 to 2021

During the period from 2017 to 2020, there have been 2 percentage point rises for issuing RONs to CYP with Social, Emotional and Mental Health Needs, Specific Language Difficulty, Moderate Learning Difficulty, as well Autism. However, there have been decreases in the issuing of RONs for CYP with Severe Learning Difficulty by 8 percentage points, and for Physical Difficulty/and or Medical needs by 1 percentage point. These data lead us to believe that CYP needs are better met where there are decreases, and that they may sometimes be better included within mainstream schools or settings – or that a lack of consistency in identification and/or that the referral process itself may be barriers, for reasons provided elsewhere in this Report.
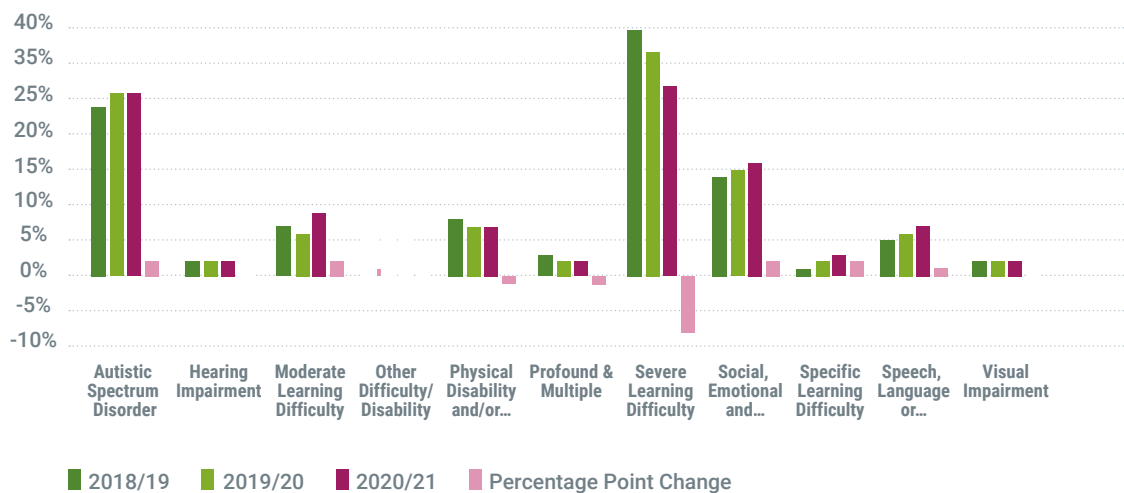

2018/19   **2019/20**   **2020/21**   **Percentage Point Change**

Figure 8: Identification of Primary Needs for CYP with RONS from 2018 to 2021

For the period from 2017 to 2020, for CYP on SEN Support, there has been an increase in CYP with Social, Emotional and Mental Health (SEMH) needs by 3 percentage points. However, the impact of SEMH has figured more significantly than the data demonstrates in this review in relation to interviews with head teachers and the identified 'crises' of not being able to meet pupil needs promptly enough. Also, the previous Independent School Funding Review (October 2020) 'agreed that any future funding model should meet the following policy aims' to provide' equitable and sufficient support for additional needs, including SEN' and specifically acknowleTed the impact by referring to Social Emotional and Mental Health needs (SEMH), as well as EAL and deprivation.

During the same period, for those CYP with RONs, there has been a decrease in those identified with Severe Learning Difficulty by 8 percentage points and Physical Disability/Medical needs -as well as profound and Multiple Learning Difficulty -each by 1 percentage point. An assumption can be made that the offer at SEN Support is not enough or that there is less confidence in this offer amongst some practitioners and parents. Likewise, we believe that an impression of impact can be erroneously made that equates securing a RON leads to better outcomes. Our belief is that appropriate and excellent provision needs to be available throughout the system and not be regarded as dependent on a RON.

> **It's not always the case that money is the answer. My belief is that a system which relies on labels which are linked to funding. It is something that I've seen elsewhere – that pupil need is not met unless he has a label. That's rubbish, from an education standpoint.**

There is an identified need to 'close the gap' through improved mainstream practices alongside sufficient resource allocation to underpin this. However, it is not feasible to draw any definitive data-supported conclusion to point to either positive or negative impact of inclusive practice at any level of educational provision.

ii. Jersey Premium

The data we have scrutinised indicate that CYP in receipt of the Jersey Premium are massively over-represented in special schools. In 2020 57.3% of CYP in special schools received the Jersey Premium against 25.3% in mainstream primary and 21.5% in mainstream secondary schools.

There is a prominent high correlation between pupil premium and identification of SEN and placement in a special school or setting. However, it is important to consider whether this is a result of robust identification of need or over-representation and for impact to interrogate the reasons for this. Importantly, further investigation is needed to identify why there is greater % of CYP with Jersey Premium in special schools and settings. It could be suggested that this could be a demonstration a lack of an inclusive culture in many mainstream schools and settings, especially for those CYP with the profile of a Jersey Premium recipient.
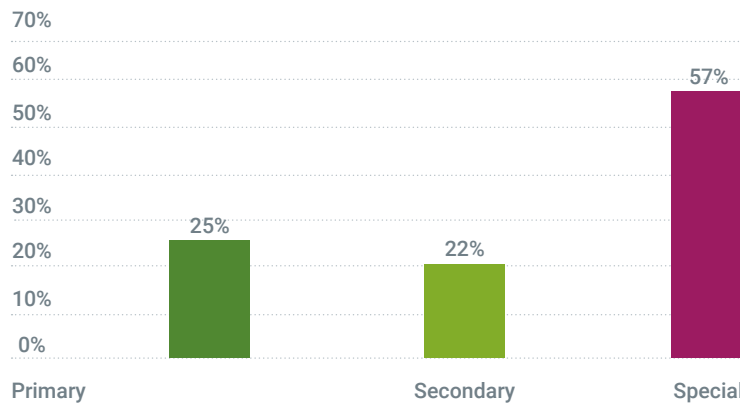

Figure 9. Percentage of children and young people with Jersey Premium by School phase 2020-21 (source: Inclusion Review Data 2021, Government of Jersey)

iii. Exclusions

Exclusion rates for CYP on SEN Support and those with no identified SEN are broadly similar in the two years 2018-20. However, taking into account the population size (roughly 8.5x the number of no SEN compared to SEN Support) then CYP on SEN Support are being excluded at far too high a rate.

Exclusions for CYP with RONs are also high. Approximate figures are CYP on SEN Support make up 41.3% of exclusion. CYP with RONs make up 6.1% of exclusion instances. These can be compared with CYP having no SEN making up 52.6% of exclusions. Of CYP with an identified SEN who have been excluded over a 3-year period, 40% had educational needs relating to SEMH.

Exclusions for children and young people with and without SEN remain broadly similar over the 2018 to 2020 time period. Pupils with SEN Support make up just over 45% of all exclusions, and Records of Need 10%. Of those excluded pupils with identified SEN, 40% were SEMH needs. (source: Government of Jersey Data)
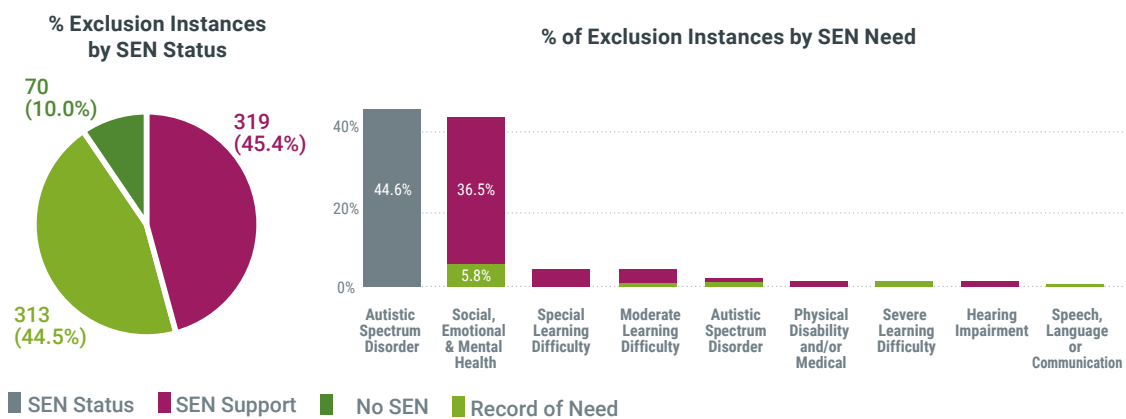
Figure 10. SEN Exclusions in Jersey (source: Jersey Inclusion Review 2021, Government of Jersey)

Summary observations

Several observations can be made regarding these outline data. Firstly, in the case of SEN, there appears to be a causal relationship between the reduction of CYP receiving SEN Support and the accommodations being made in mainstream school and settings – for example, in applying QFT principles. However, current practices are inclined to contribute to exclusion, rather than insulate against it:

> Some children are set up to fail because the system here means that schools operate in a way that doesn't connect to their needs. We've got to ask why don't we make any difference at all. Why do the same children always seem to be the ones that fail in our schools?

This is certainly not universal across all schools and settings, of course: there will be some locations where school ethos and the application of its behaviour policy insulate CYP against exclusion. The existence of separate provision for SEMH, in contrast to an established 'on-site' mainstream facility, could contribute to the impact of an 'exclusion mind-set'.

Any reductions in SEMH identification could be linked to more supportive and empathic regimes in some of Jersey's schools and settings. This can result in greater insulation and increased resilience of those who previously would be at risk of exclusion – as well as the practitioners who work to support them. Meanwhile, the impact of differential rates of identification of need may be linked to weak standardisation of criteria being used – a matter to which we have referred at various points in this Report. Finally, the concentration of disadvantaged CYP in Jersey's special schools may be directly linked to the way that their learner characteristics are viewed as incompatible to a system whose schools, especially at secondary level, are predominantly geared towards educational success measured by traditional indicators and procedures.

The quantitative data available to the Review Team contained gaps between what is collected and what could be collected to gain more insight into the impact that interventions are having on CYP. Demonstrating impact relies on the questions we ask of the educational interventions we employ. We believe that there is further work to be done to embed multiple methods of data-collection. This would be useful at the point of intervention (CYP/school) as well as at system level. Refinements would stimulate greater teacher confidence in their work with at-risk CYP, make schools and settings more accountable and mean greater transparency for parents. And when asking questions to measure impact, it should be borne in mind that quantitative metrics and statistical data sets require sensitive interpretation: growing a more inclusive system will be an inherently human enterprise.

We make the following Recommendations regarding measuring the impact of educational interventions:

Recommendation 47. Further effort should be directed towards identifying a digital solution to enable input/output data linked to the use of funds to be efficiently collected and analysed. This underpins decision-making and accountability regarding the use of funds for inclusive education.

Recommendation 48. There should be greater transparency concerning the way that schools and settings utilise CYPES resources, to demonstrate the impact of funding on marginalised learners. This should be subject to a regular process of external QA and validation.

8. Costs and Benefits of Inclusion

The cost of inclusive education has been the source of debate and contention in many countries. Reorganising a system of provision so that appropriate services and mechanisms are in place to make equality of provision a reality requires intense scrutiny of the existing ways in which the education buTet is allocated. As part of this review, we have been asked to examine several questions regarding the extent to which financial resources are being used strategically to address need and close gaps in educational achievement. Broader issues concern queries around the costs involved in progressing towards a more inclusive system across Jersey as a whole.

Funding concerns are often at the forefront of national conversations regarding potential change to existing administrative arrangements. The topic has emerged in our conversations with stakeholders of all orientations and levels throughout Jersey who have raised this as a crucial issue; many of these have been preoccupied with SEN, although there are similar views expressed regarding EAL and support for mental health initiatives linked to education. For example, in the case of CYP with SEN, one school leader indicated that the *'Use of Banded funding is unmanageable for RON students. Recruitment issues and the 'ordinarily available policy' is not workable to meet the needs of students who have an identified SEN but are not statutory. Providing any additional support is almost impossible to my staff due to the implications accumulated through banded funding for RONs'.* More generally, we received comments from one parent who remarked that *'I overheard two parents discussing the issue of fairness in schools. One turned to the other and said 'Well it's lovely that all the children at [NAME OF SCHOOL] get subsidised independent school education and that I pay for it through my taxes. That means that my children at [NAME OF SCHOOL] and I are funding their cricket trip to the West Indies.'*

Both observations are indicative of both professional and public concern. In light of these, our report seeks to unpack some of the challenges and opportunities arising from any financial restructuring. In doing so it is our belief that greater transparency in the way that funding is apportioned will contribute to building trust between stakeholders who, at the present time, feel unclear about how money is spent and whether it delivers value. Firstly, our exploration of current arrangements suggests evidence that education funding is not being used to the benefit of all CYP equally in Jersey.

The review of Jersey-wide headline data indicates that there is not best value for money in relation to inclusion, and most likely not enough money- as the existing system needs to be more effective in terms of achieving equity of outcomes for children and young people who have learner differences (EAL, SEN etc..) across the island. In this sense, these findings reflect Jersey's Independent School Funding Review in October 2020, which set Jersey's policy aims for any funding changes, to:

» **Increase overall educational achievement on Jersey**

» **Reduce inequality of outcomes**

» **Equip students with the employability and life skills to thrive in the current and future economy**

» **Provide equitable and sufficient support for additional needs, including SEN, Social Emotional and Mental Health needs (SEMH), EAL and deprivation**

» **Increase the overall efficiency of the system**

To better understand whether the current spend is cost-effective, it is essential to be able to drill down to look at outcomes as well as all areas of current funding factors, for example, SEN, Gender, EAL and Pupil Premium.
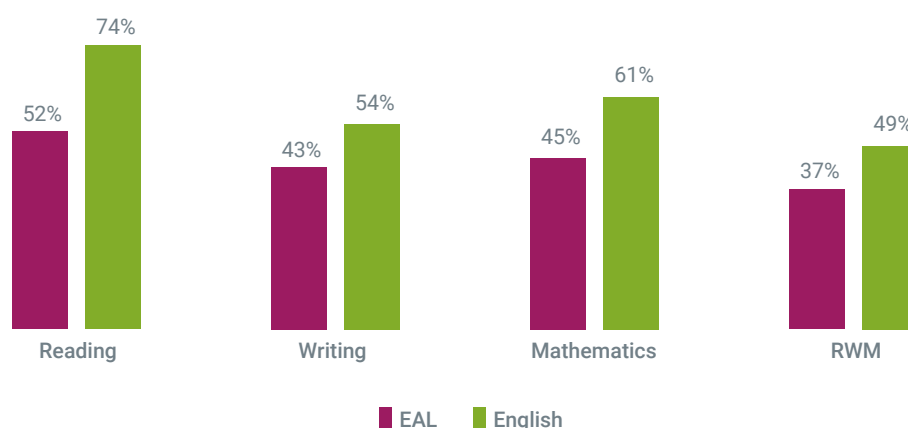
Figure 11: Percentage of Year 2 CYP achieving 2 secure by First Language

However, the available data of some headline outcomes has enabled only a degree of cost-benefit analysis, throwing light on the some of the assumptions underlying the use of buTet data and the distinctly separate use of outcomes data.
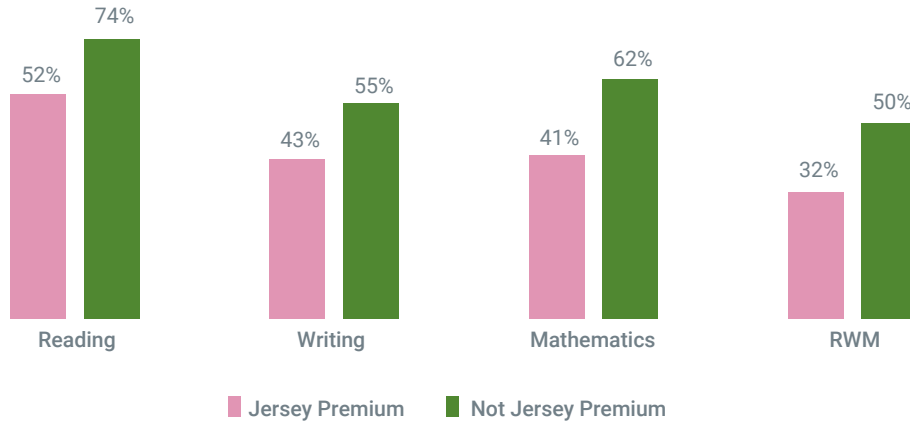
Figure 12: Percentage of Year 2 CYP achieving 2 secure by Jersey Premium
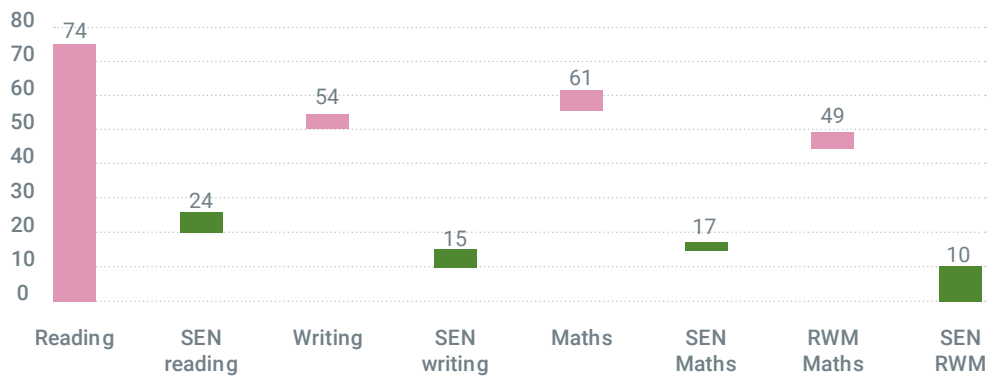
Figure 13: Percentage of year 2 CYP achieving 2 secure by SEN

The necessary detailed data at a forensic level has not been available, thereby indicating the lack of governance over spend in relation to outcomes, based on a wider outcomes' framework than just Key Stages 1 and 2 attainment levels and GCSE performance. In addition, there is little evidence of the practice of matching outcomes against spend, pointing to the need to develop robust governance over cost-benefits.
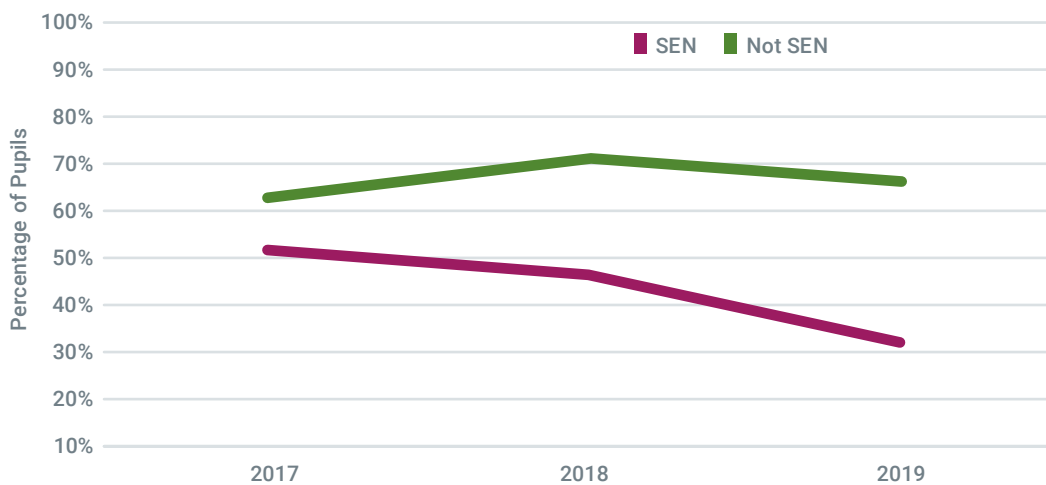
Figure 14: Percentage of pupils achieving five or more standard passes (4/C+) including English and mathematics by SEN; 2017-2019

This also indicates the need for a shift in focus so that 'costs' are counted not in monetary terms but in relation to CYP's futures, and therefore to best practice for inclusion. This sets the context for cost benefits analysis to be framed in the language of human rights, and so, to entitlements of CYPs, whereby spend and the auditing of it is necessary 'housekeeping' to support this. This is a better fit with Jersey's vision of 'putting children first'.

For example, the recommendation of the Independent School Funding Review in 2020 to increase the amount of banded funding for SEN Support for CYP with a record of need is based on two planning assumptions:

1. **That schools and settings have the current funding to support a pupil for 15 hours, and that if this is reduced to 10 hours schools and settings would have greater funding available.**

2. **This also promotes the practice of one-to one support with a teaching assistant.**

In terms of monetary 'housekeeping' and inclusive practice, it would not be feasible to increase banded funding by 5 hours for all students with Records of Need, as this will not mean schools and settings have more money available, nor will it ensure that CYP achieve better outcomes. There needs to be a more systemic approach and change of direction in relation to focus, to align further with Jersey's aspirational vision for CYP.

The recommended way forward therefore would be to establish an agreed funding allocation/resourcing to support a graduated approach based on a values framework, of commonality and differentiation. A more personalised approach to those with more specific learner differences ('additional needs'), and even more tailored approaches where unique learner differences require this. This aspirational approach would identify the child/young person in relation to what they can do, how they learn and best pedagogy.

In this way, with the right resources targeted in the right way, there would be graduation according to learner differences rather than dichotomy and financial resource competition between mainstream academic progress at GCSE level and the development of more tailored and appropriate pathways for CYP in Jersey schools and settings. And better value for money in relation to outcomes, for which the cost-benefit would be better futures for CYP.

Our review has identified a strategic gap in the lack of linkage between buTet data based on designated factors to allocate funding and then monitoring CYP's outcomes. There needs to be a clear route to assessing the cost-benefit of spend, and a response in relation to reflecting on, reviewing and possibly changing practice where necessary if CYP do not achieve good outcomes, which underpins the purpose of commissioning this report. There has been a recent impetus with the Independent School Funding Review as well as this review to understand and change, where necessary, what is actually happening in schools and settings in relation to practice and spend so commissioning this work is positive. But there now needs to be a clear will to take the report forward. Apart from its standing as an economically prosperous island community, Jersey has assets which can help instigate this journey:

» **The commitment by head teachers and College senior leads who participated in our review to include CYP, regardless of the overspend**

» **A drive to have oversight of CYP's care and health needs**

» **Additional Resource Centres ARCS) appear to have better outcomes, and governance over spend. Although our evidence for this is largely anecdotal, it demonstrates there is the skill in overseeing the cost-benefit equation in Jersey**

» **Evidence of close collaboration between inclusion officers and head teacher representatives to agree ways forward for inclusion and financial control**

» **Keenness of officers to help this project so that there can be good outcomes for CYP. There is a sense of wanting justice for CYP**

Headteachers are hoping for more autonomy, but there is a need for closer collaboration between officers and schools and settings to focus on value-for-money for CYP in relation to achieving good outcomes, as currently these are poor. This is evidenced by examples taken from GoJ's Inclusion Review Data from May 2020, as follows:

'To better reflect the cost of provision for high needs SEN students we recommend increasing the amount of banded funding available to reduce the school contribution. The recommendation is to increase the banded funding hours provided by 5 hours for all students with a RoN, with the requirement on schools and settings reduced from covering the first 15 hours to the first 10. This would require £625k additional funding per year.'

The cost of inclusion: some concluding comments

There needs to be real transformation to understand and implement inclusion strategically; the way forward is not about more or less teaching assistant hours, and referral and assessment pathways, but a more radical re-think of how to recover from the current position of overspend on system which does not produce positive outcomes for CYP who have a higher level of learner differences.

Jersey needs to move from a position of the 'watchful thinker' to the 'doer' and go on the journey of improvement rather than a continued cycle of review and re-thinking. The cost-benefit analysis has proved that the status quo is not working. The way forward does not need to be over-planned where there is an absence of evidential good practice measured by positive outcomes.

Jersey's vision of 'putting children first' is not experienced on the ground by schools and settings -instead, the drive is seen as a buTet-led one. There is a sense that inclusion is about groups of CYP people who are disadvantageously different 'within' themselves and will somehow impact on performance of CYP who are seen as separate-so a dichotomy is set up between high performers and those who cannot and are assumed to be 'behind' in a linear progression.

One of the results of the dichotomy is that some head teachers feel 'blamed' that they cannot adequately support all CYP – especially those with presenting as SEMH. Where they have managed to raise performance of the majority of CYP in relation to the formal mainstream curriculum, they might possibly feel this is not regarded as important.

We cannot see that funding and outcomes data are linked in the way they should be, strategically. Despite capable finance and data teams, there appears to be no strategic overarching vision to define pupil outcomes in relation to spend. If there was, there would be more access to relevant data. Getting this right will be an important step: if not, the cost to Jersey's exchequer of not including will become unmanageable.

Abandoning the role of 'watchful thinker' to 'doer' means embarking on the courageous journey that Jersey's vision of 'putting children first' requires. It requires pragmatism in investing money to implement inclusion. Financial oversight of this process should be on a step-by-step basis, rather than having one single financial end-point as proof of 'safety' to start the onward journey. The end point should be to shift to an aspirational future for Jersey's CYP. This puts CYP first in concrete terms and returns financial planning in its rightful place as the housekeeper of the funds that are essential to support inclusion.

Systems which operate with funding models and frameworks that are based on trust, responsibility, and transparency in their methods of allocation and distribution have a greater degree of success. These models and frameworks are more inclusive of the staff who lead their distribution and accountability either from the centre or at the school gate. This collective responsibility has positive effects on student outcomes.

We make the following Recommendations related to the costs and benefits of inclusion:

Recommendation 49. The funding model to support all CYP should be redeveloped and funded via an open and transparent method of allocating funds in line with the agreed model. This should include consideration of funding being targeted to follow the CYP at an agreed level, and incorporate a head teacher strategic funding review forum, meeting regularly, with inclusion service leads, to monitor and review funding, in relation to strategy and vision.

Recommendation 50. Head-teachers should be given more autonomy on the way that their bu𝖳et is spent, in collaboration with GoJ officers and with a recognition that priority needs to be given to the implementation of inclusive approaches. Within this, consideration should be given to the provision of 3-year bu𝖳et cycles for schools and settings to enable more strategic support for new inclusion initiatives.

9. Learning Amongst Ourselves, Learning From Others

i. Learning amongst ourselves: some snapshots of inclusive practice in Jersey

In this section we highlight some of the promising practices we have observed in Jersey's schools, settings and services. These are 'snapshots' of aspects of inclusion rather than a finite collection of effective practice in Jersey. We recognise that there are many locations from which we could draw similar illustrations.

The examples offered show the breadth of activity already underway. In these we focus on just six key strands observed by the nasen team during our visits to Jersey in April and May 2021 and our various exchanges with practitioners and other stakeholders. Our time in schools and settings was, understandably, quite brief: these encounters did, however, provide us with opportunities to identify some starting points and catalysts for professional learning and awareness-raising. These kinds of existing actions will be vital to the further development of inclusive education in Jersey.

Applying the Jersey Premium

The Jersey Premium is a targeted programme of funding which aims to make sure all CYP get the best from their education. Some CYP do not go on to achieve at the levels that would normally be expected for their ability. This is substantively linked to socio-economic deprivation. The introduction of the Jersey Premium has enabled schools and settings to review their approach to teaching and learning, to help all CYP who encounter barriers to learning to achieve their best. Schools and settings receive extra funding calculated on the number of eligible CYP they have each year, based on set criteria. The school or college decides how the funding can best be used to improve the child's educational experience and outcomes. Jersey Premium is available for CYP throughout their education in a Government of Jersey school or college. The latest available figures (from 2020) show that 24.2% of compulsory age CYP were in receipt of the Jersey Premium.

We heard that one school received Jersey Premium for 51% of their CYP. This enabled them to fund an additional nursery officer for early interventions as well as the running of a well-being group. Other schools and settings use the funding to pay for school services such as occupational therapy support and advice, whilst another is prioritising safeguarding. Illustrating the range of Jersey Premium applications, one school has recruited Jersey Sport to help with games and PE, with a focus on health and well-being and building resilience. The Jersey Premium also enables CYP to attend a breakfast club at a reduced rate, which is seen as one way of supporting those CYP who have an EWO (attendance) plan.

Jersey Premium is used in one setting to provide peripatetic music lessons for CYP. Alongside this a proportion of the fund is allocated to developing staff training focussing on key elements of teaching, learning and assessment and promoting reflective practice in which teachers receive coaching sessions each week.

The diversity of schools and settings in Jersey results in a wide range of additional needs being identified in schools and settings. The system of allocation is not perfect and there is a need for greater collaboration and sharing ideas around the spending of the Jersey Premium. However, it is a successful and potentially transferrable approach. As one teacher told us: *'Taking the achievements of Jersey Premium and extending it to other areas of inclusive practice would be positive. Funding to pump-prime education in rural areas or to pilot innovation'.*

(https://www.gov.je/SiteCollectionDocuments/Education/ID%20English%20Jersey%20 Premium%20Fact%20 Sheet.pdf)

Meeting Special Educational Needs

We have found that a widely held perception of inclusive education in Jersey is that it relates mainly to SEN. But, given that the number of CYP with an identified SEN or a disability represents over 13% of the school/pre-school-age population, this conflation is perhaps understandable. Despite some widespread concerns expressed by stakeholders concerning the availability of funding and support for SEN we found many examples of good practice in schools, settings and services across Jersey.

Several schools and settings use provision grids or maps for whole class groups. These are more sharply focussed and less time-consuming than Individual Education Plans (IEPs) and contain entry and exit data which teachers and LSAs own. Record of Needs (RON) are noted on these grids but do not replicate them. Progress meetings take place 3 times each year for all CYP designated as receiving SEN Support, whilst RON reviews take place every half term. When there is active involvement of parents and carers, as well as collective input by all key personnel, this arrangement works efficiently to enable needs to be met.

There is evidence of deep reflection on teaching and learning in SEN in some locations. We visited one location where termly pupil progress meetings are convened and involve a range of practitioners including the SENCO. At each meeting approximately three CYP are identified from each class. The class teacher presents an analysis of data relating to Mathematics and Literacy for the CYP and discusses this with the school's assessment coordinator. Other teachers add qualitative data, and this is triangulated with additional information (for example, relating to attendance and behaviour). This gives a 'three-dimensional picture' of each pupil. Digital approaches are adopted (including PiRA and PUMA*), and Provision Map software is used to identify, record and evaluate interventions. This enables an in-depth focus on CYP with a wide range of educational needs, including EAL in those in receipt of Jersey Premium and CYP who may be giving a 'cause for concern'.

https://www.risingstars-uk.com/subjects/assessment/gaps-tests/auto-marked,-online-pira-interactive

We encountered examples of effective interdisciplinary working in numerous schools and settings. In one instance, building relationships was emphasised as an effective way of supporting CYP's inclusion. The Complex Needs Social Care Team meet weekly with the school's deputy head to discuss high profile cases. The Head Teacher and the Service Lead also join this meeting every half term. The school works closely with social workers, who are frequently present in the school. This enables them to work in a joined-up way with CYP who they are also working with outside the school. Several practitioners referred positively to the emergence of the *Children and Family Hub,* which applies the principles of integrated, interdisciplinary working and looked forward to its extension across all aspects of education.

Many practitioners told us about the importance of training and professional development in SEN, and we heard about targeted efforts in several schools and settings. Training for all Jersey's SENCOs is a high priority and a SENCO *'Sharepoint'* and all newly appointed SENCOs receive a training / information pack. One school we visited provides staff with specific training if a pupil with an identified need is scheduled to join the school alongside whole school training for Speech and Language needs. We were impressed by the use of 'reflection on practice' in some of the schools and settings visited. For instance, sharing best practice and peer observation allows SENCOs to observe LSAs and also provides them with performance management opportunities. LSAs are regarded as integral and take a full part in all school training. In more than one school, action research projects are used to help them to identify individual needs as they arise. A school's SENCO told us that *'...for example, KS1 staff chose to look at ADHD as a research project and they are certainly more understanding and afust their practice now to the pupil's needs with more confidence'.*

The work of specialist schools and ARCs is worthy of further emphasis. The practices we saw in these settings, and examples of sharing expertise, provide models which can be the focal point for developing the skills and knowleTe base of Jersey teachers. A wide range of contemporary and effective practice was observed during our visits. These locations are well-resourced and have skilled and committed personnel. As one practitioner told us:

> **We have some excellent, knowledgeable people working in SEN in Jersey and we should definitely be making more use of them to train-up more people... just to visit one of those places will give you inspiration and lots of ideas.**

Initiatives linked to English as an Additional Language

25.3% of CYP in Jersey have English as an additional language. Of the CYP with EAL in GoJ schools and settings 60% have Portuguese as a first language whilst 20% have Polish as a first language. The remaining 20% per cent have other first languages including Romanian, Latvian, Urdu, Czech, Hindi, Telugu, Russian, Shona, Filipino, Hungarian, Arabic, Afrikaans, Mandarin, Spanish and Tamil. Many of these CYP are identified as economically disadvantaged. The examples we provide here are illustrations of schools and settings who are supporting CYP with EAL, and their families, using their own resources, rather than services available directly with CYPES. In a number of schools and settings, the needs of CYP with EAL were acknowleTed and the provision demonstrated willingness to provide far greater resources than they felt they were funded for to meet the needs identified.

One school we have visited tries to provide additional support for CYP with EAL by adopting well-being and SEMH matters as a focus. The approach is based on providing CYP with an experiential, broad-based education, rather than simply just a more formal and subject-based curriculum. They have given a lot of attention to the teaching approach they are using, enabling CYP to access the curriculum positively, rather than requiring them to adapt to existing curriculum arrangements. The focus is very much on the need to learn personal and interpersonal skills. The school removed many of the tables and chairs from its nursery, reception and Year 1 classes as they found evidence to suggest that this approach can help CYP with EAL catch up and even overtake CYP without EAL by Year 6. The school also employs a Portuguese-speaking nursery officer. It also recommended the 12-week programme for newly arrived CYP from other countries, available from CYPES, as an excellent way of providing language awareness and orientation.

We were told that Polish CYP have the opportunity to attend one of two Saturday schools to ensure they are able to develop their first language and culture. This is an idea worth exploring, as one practitioner mentioned:

> **Pupils with EAL will become Jersey's adults in lots of cases. We should pay more attention to funding things like schools or clubs that enable minority languages to thrive but at the same time feel they're an important part of Jersey life.**

There has also been a long-standing arrangement with the Portuguese Government to fund 4 teachers of Portuguese for this community. As with other dimensions of inclusion, we saw many aspects of other good practice in enabling EAL learners to thrive. For example, some locations organise their reception areas to create brightly coloured display boards in their reception areas, so that the wide range of CYP' international home nations and their characteristics are immediately obvious to visitors. This is a positive visual celebration of the multiculturalism in the school.

Progress in Well-Being and Mental Health

There has been an increasing focus on pupil mental health and well-being in Jersey's schools, settings and services. There are also ongoing efforts taking place to highlight connected themes such as mindfulness, mentoring and counselling. The need for this has become even more pronounced as the impact of Covid-19 restrictions have been felt by providers. Also allied to this area of work is professional activity relating to other factors that impact on pupil life: bullying, LGBTQ+ issues, exclusion, respecting rights, school rules and regulations and PSHE provision. It is reassuring that established or emerging good practice is apparent in many of these areas in Jersey schools, settings and services.

Emotional Literacy Support Assistant (ELSA) posts are recognised as fundamental to providing mental health and well-being support for CYP in many settings and across different key stages – even though the role is subject to potential curbs in funding. In one example, the ELSA has developed her practice so that if she is unable to get to the CYP quickly enough there are other resources which teachers or other LSAs can access, such as 'My Magical Mindful Garden' and the 'Star Thrower' wall display. The teachers also refer directly to the ELSA to agree priority areas to work on with the CYP. Each pupil the ELSA works has a personalised coloured star: if they leave their star in her room, she knows they want to see her. This is an excellent way of enabling the pupil to be able to take personal control of their feelings and is well-aligned to a rights-respecting approach.

So important is this area of work that one school in our series of visits is funding whole-school training on mindfulness and mental health. It is trying to embed well-being into everyday class using a variety of strategies and tools (e.g., Zones of Regulation, worry boxes and bags).

Jersey is notable in that its responses to the task of supporting mental health and well-being have been diverse, creative and varied across its schools, settings and services. For example, one school has emphasised wellbeing and mental health issues through its Forest School teaching. This is providing outdoor learning, activity-based approaches for its CYP. It creates a positive learning mind-set in the CYP, enabling them to show their strengths and aptitudes in different ways. The same school also provides a Community Room which they are currently using as a calming one to one room. Another school we visited has regular access to a school counsellor who visits once a week to work with selected CYP: this is funded from the school's own buTet. Moreover, all schools and settings visited had a 'well-being room' which was welcoming, comfortable and bright. One school mentioned the positive support their CYP, and families receive from the island's hospice and Macmillan nurses who provide counselling support to families. In this regard, Jersey's Third Sector is seen by many practitioners as providing an essential raft of supports.

Training staff in schools and settings has been a feature of Jersey's response to mental health and wellbeing concerns. Recognising the valuable work undertaken by ELSAs, are required to requalify every year through portfolio assessment. Their original training is a 6–8-week programme and covers anger, social skills, friendships, self-esteem, working with parents, carers and outside agencies. ELSAs also benefit from supervision every 6 weeks. Elsewhere, schools and settings are complementary about inputs from Educational Psychologists to deliver training to staff on anti-bullying and on grieving.

The onset of Covid-19 has witnessed schools and settings responding to increased concern about mental health of CYP. One school maintained support by providing well-being videos each Friday. They also suggested that their CYP on return to school should not wear uniform but tee-shirts and shorts which could be washed daily easily; a more relaxed approach to the school day was adopted, with an emphasis on re-building relationships. Other schools and settings went through significant assessment programmes to identify and respond the SEMH needs of CYP who were returning to school after Covid restrictions, and then providing different levels of support.

All Government of Jersey schools are enrolled on UNICEF's Rights Respecting Schools Award (RRSA) programme, at various stages form Bronze award to Gold, following strong collaboration between schools, the Department and the Office of the Children's Commissioner. Three schools and settings profile their status as recipients of the Gold Standard of a Rights Respecting Schools Award. Their CYP are included in as many aspects of the school as possible, including reviewing the school values and working with staff to review the School Rules and Charter. Another school noted that it is a 'rights committed' school with an action plan that reflects its ambition to achieve 'rights aware' status. This includes abiding "by the principles of equality, dignity, respect, and non-discrimination", something reflected in daily school life, and which is understood and discussed with CYP as part of the daily learning routines. Many other schools and settings actively promote inclusion and discussed it in pupil-led assemblies; one offers a bespoke programme entitled "Relationship, Respect & Resilience' with the aim of promoting inclusion in this context.

We have visited settings which have an agreed 'diversity plan'. This includes a focus on such things as the adoption of inclusive language, moving to language that is collaborative and working with the CYP to develop relationships. We have also had direct experience of a focus on LGBTQ+ issues in some settings, a celebration of international women's day and the *Jersey Pride Month*. All have visible and tangible outcomes – assemblies, displays, celebrations and communications externally and internally, supported by all members of staff and CYP. Curriculum content and planning also supports these themes, integrating them in some learning activity.

Parents, Carers and Family Support

Significant steps forward have been taken in Jersey to involve and support parents, carers and families with a child who experiences barriers to education or social participation. CYPES offers a range of increasingly interdisciplinary services to do this, including: education welfare; early intervention family support; multi-agency *Early Help,* safeguarding advice and support, parenting support and involvement in Jersey's Children First Practice Framework. The continuing effort to re-group these services within a *Children and Families Hub* represents an exciting effort in coordinated interdisciplinary effort.

Our visits to schools and settings have seen a strong emphasis on partnership with parents, carers and families and a variety of agencies. Several initiatives represent leading-eTe practice including: a Jersey-wide roll out of a *Keeping Myself Safe and Well* course to all Year 2 CYP; the development and implementation of the *Right Help, Right Time* Panel involving multi-agency partners, procurement and testing of a systemic safeguarding solution for schools and colleges, the continued implementation of the *Triple P,* Positive Parenting Programmes, and returning the implementation of Jersey's *Children First Practice Framework* to a 'business as usual state.

We have been told of the successes resulting from the flexibility of the family support worker role, which is greatly valued by schools and settings. Parent Pop Ins and Drop Ins have also been highly successful. This kind of personalised support is seen as essential for families who encounter difficulties – with several practitioners echoing the sentiments of one worker, who advised that:

> **Ideally every child or family would have a key worker, someone who understands the child's needs and stays with them so that families see the same person.**

The use of in school education welfare officers and in school counsellors was an example a strong commitment to the needs of CYP both from the GoJ and the schools and settings who use them.

Supporting Effective Transition

There has been wide recognition in education and related services that points of transition in the education journey present the potential for interruption of a child's learning. This can occur from the very start, in preschool and nursery settings and be a feature of subsequent transition points as a pupil moves through primary to secondary and post-16 education. Those learners who already encounter barriers and exclusionary practices are the most likely to be negatively affected.

We visited some schools and settings which offer an extended transition phase for CYP who require additional support. One secondary school has a well-established early transition programme which its associated primary schools have highlighted as being an essential strategy. The programme includes additional visits to the primary schools from subject specialists and two-way liaison between key staff. Other transition practices included pupil exchanges, in which Year 6 CYP work in the secondary school for some subjects in the term prior to their move and systematic liaison between pastoral staff, with information-gathering visits to primary schools.

Whilst these liaison practices may be viewed as unexceptional by some, it is clear to us they are highly valued by parents, carers and families, as instanced in an earlier comment:

> A SENCO contacted us before the school term started and asked us how we were and what they could do to help my child's transition into the next year. Just having someone asking this simple thing helped him to prepare for the new school year and supported his self-confidence as he thought someone wanted to know what he thought.

Third Sector Initiatives

We have been impressed by the diversity and depth of involvement of the Third Sector (charities, non-government organisations, voluntary groups and societies) in initiatives designed to provide support to marginalised populations in Jersey. This work is widely acknowleTed in feedback we have received from a cross-section of stakeholder groups. Our single example is neither used to diminish efforts of the entire sector, nor to argue for a formal GoJ-Third Sector relationship. Instead, it is an alert to Jersey that this valuable work is taking place and that its profile within the journey towards inclusive education should be acknowleTed and its services publicised.

The Beresford Street Kitchen Limited is one such Third Sector venture. Established in 2015, it has sought to establish a 'real world' working environment located in the centre of St Helier for people with learning disabilities and autism could train and work. As a social enterprise it provides education, training and employment for this target group, thereby helping to fill a notable shortfall in the provision of post-school opportunities. The importance of this kind of activity should not be underestimated: as one of the participants in our review noted, *'The work that's being done by organisations who work outside of government is so important because it is essential back-up…it takes up slack when the services we'd expect to be there just aren't available. It's priceless really…'*

A local benefactor provided the premises, 17 Beresford Street, by way of a 21-year rent-free contract lease which was passed on the 23rd October 2015. They also covered the majority of the cost of refurbishment, which took some two years to complete. The café first opened on 7th August 2017 and the print workshop on 9th April 2018. With that start, Beresford Street Kitchen now has to pay its own way from the income it generates and from charitable donations, but even with rent free premises, it is under-capitalized and is looking for an annual or one-off endowment to secure its future.

Beresford Street Kitchen is a now a thriving social enterprise with an 80-seater café that serves food and drinks prepared by trainee and apprentice chef. Additional training and employment opportunities are available in the cafe's print work operations that offers sublimation and vinyl printing as well as graphic design services. Not only has it become a busy café, it is also a meeting point and social hub and a point for community engagement. It offers an inclusive, safe and supportive environment for those who find the first steps into the workplace difficult. About 45 placements are available for people with learning disabilities and autism will gain practical experience in a whole range of catering and hospitality operations including customer service skills, barista skills, and food preparation. Moreover, each apprentice also follows a number of relevant courses and can gain recognised qualifications.

https://www.beresfordstreetkitchen.je/

ii. Learning from others – some international examples

There is now a readily available compendium of examples of effective inclusive education as it is being applied in all parts of the world. This section in our Report provides a glimpse of some significant external examples of work which could be adapted to support the growth of inclusive provision in Jersey. Our suggestions are by no means exhaustive or prescriptive. They represent resources which can assist everyone involved in inclusive education to reflect on practices elsewhere and as triggers for potential development. In identifying them we have emphasised those resources that we have had direct experience of and those which are free to access and download.

Although not making a free-standing recommendation within this Report, the Review Team recognise the benefits to be drawn from looking beyond the immediate Jersey context. For example, international responses to key aspects of inclusive education addressed in Recommendations 39-41 and 44-45 can be informed by policy and practices from diverse national contexts. International comparisons and 'borrowing 'of educational ideas from other national contexts can provide a stimulus for the kind of creative thinking that will be needed to assist Jersey in its future planning.

The key themes emerging from the analysis of data in the Independent Review have been used to provide indicative examples of helpful and accessible resources from national settings and regions from across the globe. These provide clear indications that Jersey's pathway in enhancing inclusive provision in education has counterparts in most countries worldwide. The challenges and opportunities that face international communities of professionals, parents, carers and policy makers provides a source of knowleTe, insight and exemplification. Our list is indicative only, but suggestive of a vast range of resources available to all those in Jersey who have a commitment to progressing an inclusive vision.

Diversity/Choice (Curriculum) – Australia

https://www.australiancurriculum.edu.au/resources/student-diversity/

Summary: An Australian Curriculum for all students
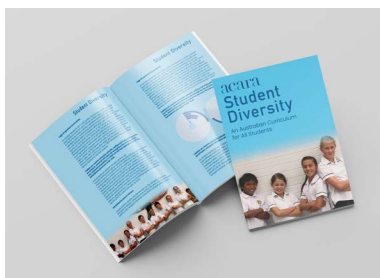
This web-link connects to the Australian national approach to the curriculum. It gives a clear definition about how the Australian Curriculum, Assessment and Reporting Authority (ACARA) views diversity. They provide the user (teacher) with a multi-modal approach to accessing information to assist them in planning for diversity. The website demonstrates how Diversity in the Australian Curriculum is shaped by national guiding documents that culminate into propositions such as; each student can learn, each student is entitled to knowleTe, understanding and skills, high expectations should be set for each student and the needs and interests of students will vary. To support these propositions, the website has five portals where additional information is available that gives greater depth. This begins with two portals to Planning for Diversity and Illustrations of Practice that have tools and strategies for teachers. Three additional portals contain specific information for teachers on curriculum planning for Students with Disabilities, Gifted and Talented students and student for whom English is an Additional Language.

Definitions of Inclusive Education – USA

https://resilienteducator.com/classroom-resources/inclusive-education/

Summary: Inclusive Education: What it Means, Proven Strategies, and a Case Study

This resource, from the USA, provides a contemporary insight into the meaning of 'inclusive education'. It states that 'Inclusive education is when all students, regardless of any challenges they may have, are placed in age-appropriate general education classes that are in their own neighbourhood schools to receive high-quality instruction, interventions, and supports that enable them to meet success in the core curriculum'

The resource is explicit that inclusive education should apply to all learners, stating that 'Successful inclusive education happens primarily through accepting, understanding, and attending to student differences and diversity, which can include physical, cognitive, academic, social, and emotional'.

Importantly, it argues that inclusion does not mean that CYP will always be placed in mainstream schools. The document is very clear about this: 'This is not to say that students never need to spend time out of regular education classes, because sometimes they do for a very particular purpose — for instance, for speech or occupational therapy. But the goal is this should be the exception'. This will be a helpful interpretation, especially as an agreed definition of the term 'inclusive education' is being developed.

This resource contains some useful background materials, which practitioners and policy-makers will find useful in plotting a future pathway for inclusive development. These include a section on the research-evidence on the benefits of inclusive practice in classrooms. Moreover, it connects the way that 'inclusive education' is defined with some illustrative classroom strategies.

The resource contains a descriptive case-study and some links to additional resources, all of which can be used to inform professional learning and whole-school staff development.

Targeted Interventions in Inclusive Practice – Serbia, Vietnam, Peru, Brazil etc.

https://www.eenet.org.uk/resources/docs/Making%20schools%20inclusive%20SCUK.pdf

Summary: Making Schools Inclusive
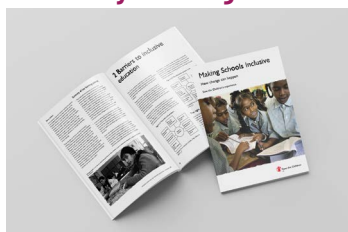
This resource explores how non-governmental organisations (NGOs) can support school systems in developing countries to become more inclusive. It provides examples of development tools and approaches that have demonstrated improved education outcomes for the most excluded children in these societies.

The book is divided into eight chapters with chapters one and two being scene setting describing the theory of the approaches undertaken in country. They clearly define what they mean by inclusive education for the purpose of the interventions they make and identify the barriers to this approach. They also in chapter two highlight for the reader which case studies of the paper relate to the barrier they are describing allowing for easy reference for the reader.

Chapters three through six use a case study approach to demonstrate the theme they are exploring. Chapter three explores targeted initiatives as a way of getting the most marginalised students inside the school gate. Chapter four's focus is on using data collection tools to achieve building inclusive communities. Chapter five highlights promoting change across education systems and highlights the factors as they see them, needed for success. Chapter six explores the financial barriers to inclusive education systems indicating that the way schools are financed can either hinder or enable a more inclusive approach. Each one of these chapters uses real examples of the planning, implementation and evaluation processes undertaken to achieve the outcomes of the chapter. Each case study is structured in a similar way. Signposts are provided for the reader with the inclusion of learning points. At the summation of each chapter is a very helpful summary of the key learning points from the chapter.

The book concludes with chapters on analysis and further discussion as well as resources and additional reading.

Systems & Structure (Schools/Settings/Services) – Australia

https://education.qld.gov.au/students/inclusive-education

Accessible Summary: Inclusive Education policy and support materials

This Australian public education web-link is the Education Queensland's (EQ) demonstration a system approach to inclusion. The webpage has many links to the policies and practices of EQ and is publically available. There are clear definitions as well as illustrative views of the students they are including. Included are snapshots from schools to clearly show what inclusive education looks like in practice in EQ schools. There is a comprehensive suite of support materials for educators to use with a variety of audiences. Each one of these gives a clear and concise message of the policy in a format to suit the audience. Through the Community Resource Unit Fact Sheets Inclusive Education link on the webpage, there is ready access to information about inclusion in languages other than English as well as other accessibility tools.

The many links on this webpage highlight that inclusion is about a systems approach. EQ highlight rural and remote students as a part of the inclusion agenda for their system. The webpage speaks of the EQ commitment to the ongoing journey of inclusion – rather than it being a destination. They also clearly identify the pillars their policy is committed to: attend, access and participate, learn and achieve. Their policy principles are guided by nine principles adapted from the United Nations' nine core features for inclusive education.

- » A system-wide approach Inclusive education
- » Committed leaders
- » Whole of school
- » Collaboration with students, families and the community
- » Respecting and valuing diversity
- » Confident, skilled and capable workforce
- » Accessible learning environments
- » Effective transitions
- » Monitoring and evaluation

Resources & Funding (Allocation & Distribution) – European Commission

http://education.academy.ac.il/SystemFiles/Financing_of_Inclusive_Education_EN.pdf

Summary: Financing of Inclusive Education – European Union

The European Special Needs Agency mapped eighteen countries to produce this comprehensive overview of the mechanisms that support and those that hinder a more inclusive approach to education. These are captured in four sections of the report that highlights the challenges from the increasing need to label learners for funding, the ongoing development of systems for inclusive education, promoting accessible education systems for equitable and effective inclusive education and a need for effective governance systems for equitable and effective systems for inclusive education.

This report is based on data collected in 2015/16 for the EU Financing of Inclusive Education Project. The report found that current systems for inclusive education were more complex than those in general education. They found that various additional component must be taken into account when examining and analysing the efficiency and cost-effectiveness of educational resource allocation mechanisms. Some of these additional components include a country's current and past policy context and history, their current frameworks for allocations, the level of cross ministerial and cross-sectoral support as well as the non-educational impact that contribute to high quality access available to learners (including buildings etc). The means and support of families is also part to the equation for analysis.

Since the policy goal of inclusive education is heterogeneous across countries, the extent to which a country is on their journey toward inclusion is highlighted in the report through the mechanisms they employ to fund students. There are similarities and differences across countries that the report highlights as well as the extent to which they are achieving their goals. One of the similarities across countries mentioned in the report is the increased demand for additional financial support to meet the needs of a growing number of students. Of interest may also be the interconnectedness of inclusive education. The report found that the efficiency and cost-effectiveness of inclusive education policies also strongly depend on the enabling effect of means and support. Moreover, the implementation of principles underpinning inclusive education depends on the enabling effect of the institutional framework developed within inclusive education policies.

School/Setting/Services Organisation – Netherlands, Germany, England, Portugal, Greece, Poland

http://archive.isotis.org/wp-content/uploads/2019/03/ISOTIS_D4.3_Case-studies_curriculum_pedagogy_social-climate-interventions.pdf

Summary: Case Studies on curriculum, pedagogy and school climate interventions tackling inequalities

This report investigates the premise that we 'understand how to design and implement curricula, pedagogies, and school social climate interventions that effectively promote inclusiveness and belongingness'. In order to do this the consortium of authors from seven universities across Europe present seven in- depth case studies each one addressing the question above albeit in different countries, contexts and indeed environments. These comprise the chapters of the report and in each one the authors highlight the success factors, the main facilitators and identify any barriers.

The final section of this report looks at the implications of the successes factors, facilitators and the barriers. They found that the solutions were are varied and the schools themselves. They also looked at the targeted interventions that each school in the case study undertook to counter limitations to system constraints such as funding or a lack of resources.

The researchers outlined in more details what a success factor, facilitator and a barrier are in order for the reader to fully appreciate the implications this research has for inclusive education. The final synthesis and discussion of success factors, facilitators, and barriers and the respective solutions was found to be useful for decision makers setting the policy agenda related to inclusiveness and belongingness and for the professionals aiming to design, implement, and evaluate interventions tackling social and educational inequalities.

Capacity Building for Inclusion – European Union

https://www.european-agency.org/sites/default/files/Empowering%20Teachers%20to%20Promote%20Inclusive%20Education.%20A%20case%20study.pdf

Summary: Empowering Teachers to promote Inclusive Education

This publication uses a case study approach to explore policy and practice through the lens of Initial Teacher Education (ITE), Continuing Professional Development (CPD) and as well as on-going support to develop teacher educators in the education of inclusive teachers.

The overall comprehensive study has a suite of material available including; a literature review (not included but available off the website), this section on the case study, a specific website for teachers https://www.inclusive-education-in-action.org/ and a final section on the methodology used (also on the website).

The premise of the study was to explore the extents to which education systems can move forward the development of ITE, CPD and on-going support to address the question "how can teachers be empowered to meet diverse learning needs – and to 'take account of the multiple markers of identity that characterise both individuals and groups'".

The data and conclusions are compelling. The study drew from 17 countries across Europe and found that there were several drivers for change – one being that the status quo is not an option. The case study demonstrated that there have been changes in legislation internationally, nationally and locally. There is a need for equal movement be made in ITE, CPD and on-going support to meet the new requirements in order to break the cycle of ongoing low achievements of those included.

The study speaks volumes about the importance of the role of the teacher, teacher educators, and system leaders in educational achievement and the role they all play in the equity gap. School leaders were also mentioned and the impact they have on teacher development. Attention was also needed, according to the study on teacher and middle leaders leadership skills to ensure a more distributed approach to leadership.

The study also looked at quality of ITE and CPD and concluded that in order to bring about sustainable change there needs to be attention given to quality assurance and on-going evaluation.

CYP, Parents, Families & Carers – UNICEF

http://www.inclusive-education.org/sites/default/files/uploads/booklets/IE_Webinar_Booklet_13.pdf

Summary: Parents, Family and Community Participation in Inclusive Education

This is a workbook with practical inputs, case studies and exercises to encourage parents and community members to participate in developing further understanding of what inclusive education involves. The booklet is arranged with commentary, followed by a case study and then some practical Q&A input for the user. The booklet is arranged in six sections beginning with an introduction, then five topics:

» **Creating a culture of collaboration**

» **How can I help? Understanding different level of collaboration and partnership**

» **Starting from Scratch: Identifying assets for Inclusion,**

» **From paper to practice: Partners Policy and Challenges and finally**

» **Moving Forward**

» **There are also some additional resources listed in the Additional Resources section**

Culture & Belonging – England

https://dera.ioe.ac.uk/6374/7/DfES_Diversity_%26_Citizenship_Redacted.pdf

Summary: Diversity & Citizenship

This report is written directly with schools in mind. It asks schools to make a plan to implement the contents of the report over a five-year period. It is realistic and speaks directly to school leadership and their teams to support them in leading their staff to gain further understandings of race, identity and citizenship.

The findings are not surprising and while the report is from the United Kingdom and is quite UK-centric it could be indicative of many developed nations with ever growing migration across the globe. The report is arranged in three sections, the introduction which talks about the remit, focus, context and the link between diversity education and citizenship education. This understanding of the link between diversity education and citizenship education is imperative for the context of the rest of the report and the way it is structured. Diversity education has become increasing important given the level of migration and the need to understand one's place in the world as a global citizen – a world of increased diversity. Citizenship education while a relatively new area of the curriculum at the time of the report in the UK in 2007, suggested a bringing together of diversity education with citizenship education to develop a fourth strand in the Citizenship curriculum of Identity and Diversity: Living Together in the UK.

The main report is in the following two sections: Diversity and Citizenship. Each section has case studies and extracts from those who were consulted. These are equally informative as they are revealing. The headings in each section break down the large text into easy to read and absorbable sections that could be used by leadership teams or policy makers to focus on a particular areas of development in their planning or policy development.

Pupil voice runs through the report and there is a section about the importance of students being consulted. There are also sections on the importance of leadership, teacher training and system infrastructure – all of these are important to create the right climate for adopting any change.

10. What Happens Next?

> **This system was never planned it just grew by accident. It was based on parish schools and grammar schools and free faith-based education. You wouldn't design it like this from scratch. The challenge will be to move from what we have to what we want with the minimum fallout. What we have which works is almost in spite of this system and due to the dedication of individuals and not because of it.**

At the beginning of this Report, we introduced the concept of a four-stage continuum of inclusion which embedded five characteristics of inclusive education. Based on the evidence we have collated we placed the Jersey Education system at the first stage of this continuum. We also projected three aspirational stages beyond Jersey's current position, illustrating their key characteristics and the implications for the system as a whole. We have not sought to anticipate a future stage on the continuum to which Jersey might progress, should some or all of the Recommendations contained in this Report be adopted. The stages proposed are aspirational: only Jersey as a community can decide how it should move forwards, given the realities of its well-established education system

To move forward in developing a version of inclusive education which will be fit for the future, Jersey will need to make significant decisions regarding the content of this Report and its Recommendations. This section therefore explores some possible starting points to aid this forward momentum. These are not prescriptive; they should be regarded as flexible tools which can provide a means of stimulating action.

The Change Process

> **Don't just recommend more meetings to develop strategies and action plans. We are really good in Jersey in talking about what things needs to change but then never making any decisions to do it!**

A preferred approach to inclusive education, once identified by consensus view, must be accompanied by a set of practical steps which will result in changes to existing ways of working. Implementing change in inclusive education will require a strategic plan linked to a proven change process in order to successfully achieve GoJ's vision. This approach is a feature of educational planning in many high performing countries, like Finland and Singapore for example.

For Jersey, a similar pathway should be adopted. We have sketched this as an *'Inclusion Change Process'* project that system change in inclusive education should be built around a series of interconnected stages; this is a well-established generic approach, illustrated by many theorists and applied in diverse contexts (Kotter, 2012). It comprises:

1. **Communicate a sense of determination about the need to achieve inclusion**

2. **Who the guiding team are that will lead and drive this change?**

3. **Refine the vision and roadmap**

4. **Communicate the change vision**

5. **Empower broad-based actions**

6. **Generate short-term wins**

7. **Consolidate gains and produce more change**

8. **Anchor new approaches in the country's culture**

These guidelines inform the *Inclusion Change Process* we now suggest. At its heart is transparency and full stakeholder involvement. The Process is not a device for GoJ to simply buy time or to embark on another round of consultation. The vision, timeframe and pathway must be made clear. The *Inclusion Change Process* ensures that past and ongoing success in schools, settings, and services are celebrated and become the basis of GoJ's inclusive vision. It is a concrete process and mechanism to move forwards, including an acceptance that financial commitment is integral to success.

The *Inclusion Change Process* distributes the Recommendations contained in this Report into achievable strategic directions. It generates the 'quick results' that are vital to build community confidence that changes in Jersey's approach to inclusion will bring educational and social benefits to everyone. This in turn helps to consolidate positive outcomes that then become catalysts for further change. Over time, the notion of inclusive education will become embedded and refined and will be regarded as a common goal for everyone involved in education. More importantly, it will come to define a new way of thinking and being for all of Jersey's residents.

GAINING CLARITY

Jersey will need to sort, sift and shape the preferred destinations that make up inclusion. Inclusion is not just about education. Cross governmental and society buy-in is needed. Inclusion will need to be clearly defined and then articulated to all Islanders publically and given a name/brand that all Islanders can aspire to.

CHANGE MAKING

A team of change makers is needed with an Ambassador 'champion' of the change. Effective change is systemic and involves participation from all layers and sectors of the community.

CO-CONSTRUCTED ROADMAP

With a firm understanding of inclusion for Jersey and who we are including and if this is a whole of society vision or a sector only vision, the way is clear to begin to co-constructing the plans that will form the roadmap of the way forward.

THE JOURNEY

Implementation is where most change processes fail. OECD data highlights that countries with the best policies and vision fail to implement them as they did not engage fully enough in co-construction of the change process at the onset. Jersey cannot afford to make this mistake.

CELEBRATE VISIBILITY

Transparency and visibility of the change success indicators need to be clearly and regularly articulated. Data collection and publication demonstrates responsibility to the whole of the system. Momentum through celebration is important to ensure that the pitfall of the Implementation Dip (Fullan, 2001) do not derail the change process. This needs a strong plan to ensure that there is plenty of positives to keep the change process happening.

Figure 15: Inclusion Change Process

The *Inclusion Change Process* provides a possible blueprint for progress. Each section marks a carefully considered and incremental signpost towards achieving the kind of inclusive education system to which Jersey aspires.

Gaining clarity

Jersey first needs to sort, sift, and shape a preferred definition of inclusive education. This will concern education and services for CYP, including health and social care. Moreover, as inclusion is 'everybody's business' this definition should be acknowleTed across all government services and promoted publicly, suitably named/branded so that it becomes fundamental to a 'Jersey Identity'. Some guiding questions linked to the Recommendations in the Report are:

» **What do we mean when we say inclusion in Jersey?**

» **Who are we including?**

» **Is this a whole of society vision or an education vision?**

» **What are we hoping to achieve by doing this?**

» **How will we measure our success?**

Change Making

A team of change makers is needed, along with an ambassador or 'champion' of the change process. As effective change is systemic and involves participation from all layers and sectors in the community, diverse 'voices' must be engaged and empowered at its centre. Some guiding questions linked to the Recommendations in the Report are:

» **Who is our ambassador of the change?**

» **Who will comprise the team to lead the change?**

» **Does there need to be sub-groups within the main team to foster the change process and create an eco-system for an inclusivity society?**

» **What part will islanders have as change makers?**

Co-constructed Roadmap

The two previous steps in the *Inclusion Change Process* have established an agreed community understanding of inclusive education and identified its advocate. The way now becomes clear to begin co-construction of mapping a way forward. Some guiding questions linked to the Recommendations in the Report are:

» **Is this a policy shift or a lifetime change?**

» **Are we prepared to legislate this change?**

» **Have we identified the resources needed to make the changes we want?**

» **Have we got the right people participating to support a co-constructed plans and pathway?**

» **What is our plan for the first 6 months?**

» **What do we want to achieve in 1 – 2 years, 3 – 5 years, 5 – 10 years?**

» **Are these achievable?**

» **Have we identified and sourced the capacity to make these changes?**

The Journey

With vision, change-ambassadors and timelines in place, the next step will be to begin the inclusion journey. and ensure that people have enough buy in to make the changes happen. Implementation is where most change initiatives fail. According to OECD data, some countries with the most innovative and enabling policies struggle to implement them because there was an absence of *co-construction* at the outset. Jersey cannot afford to make this mistake. Some guiding questions linked to the Recommendations in the Report are:

» **Who is going to implement these changes?**

» **Who are the recipients of the change?**

» **How are we involving them in the design and rollout of the implementation strategy so that they are part of the change and not having the change done to them?**

Celebrate Visibility

Transparency and visibility of the change success indicators need to be clearly and regularly articulated. Data collection and publication demonstrates responsibility to the whole of system. Momentum through celebration is important to ensure that the pitfall of the Implementation Dip (Fullan, 2001) do not derail the change process. This needs a strong plan to ensure that there is plenty of positives to keep the change process happening for the longer term.

» **How will we celebrate our quick results?**

» **What mechanisms will we employ to celebrate ongoing success more often?**

» **Is our recognition and celebration valid to all who will contribute?**

» **Have we ensured our celebration is 'inclusive' of all who participate system staff, school staff, students, community?**

» **How often will we collect data?**

» **What will be our signposts of success?**

» **How will we make these visible to islanders?**

» **What review process will we employ and when?**

» **The *Inclusion Change Process* with its incremental approach along with key questions stemming from the Recommendations lends itself to becoming the template to develop a full pathway or timeline for the staged change process over the next 10 years.**

Diagram 16 below and its accompanying commentary demonstrate the intersection between the Change Process, the Recommendations contained in the Report, and a Continuum of development.

The Inter-Relationship between the Continuum, Change Process and Recommendations

STATUS QUO
SEPARATED PROVISION

UPLIFT
PARTIAL INCLUSION

MAXIMISE
SYSTEMIC INCLUSION

TRANSFORM
WHOLE INCLUSION

GAINING CLARITY

QUICK RESULTS 6-12 months
1 2

CHANGE MAKING

QUICK RESULTS 6-12 months
3 17

SHORT TERM 1-2 years
7 8 9 14

CO-CONSTRUCTED ROADMAP

SHORT TERM 1-2 years
4 5 16 18 46

THE JOURNEY

QUICK RESULTS 6-12 months
19 26 35 42

SHORT TERM 1-2 years
6 10 13 23 24 25 27 28 36 40 41 47

MEDIUM TERM 3-5 years
11 12 15 20 30 31 32 34 37 38 39 45

LONG TERM Up to 10 years
21 22

CELEBRATE VISIBILITY

SHORT TERM 1-2 years
49 50

MEDIUM TERM 3-5 years
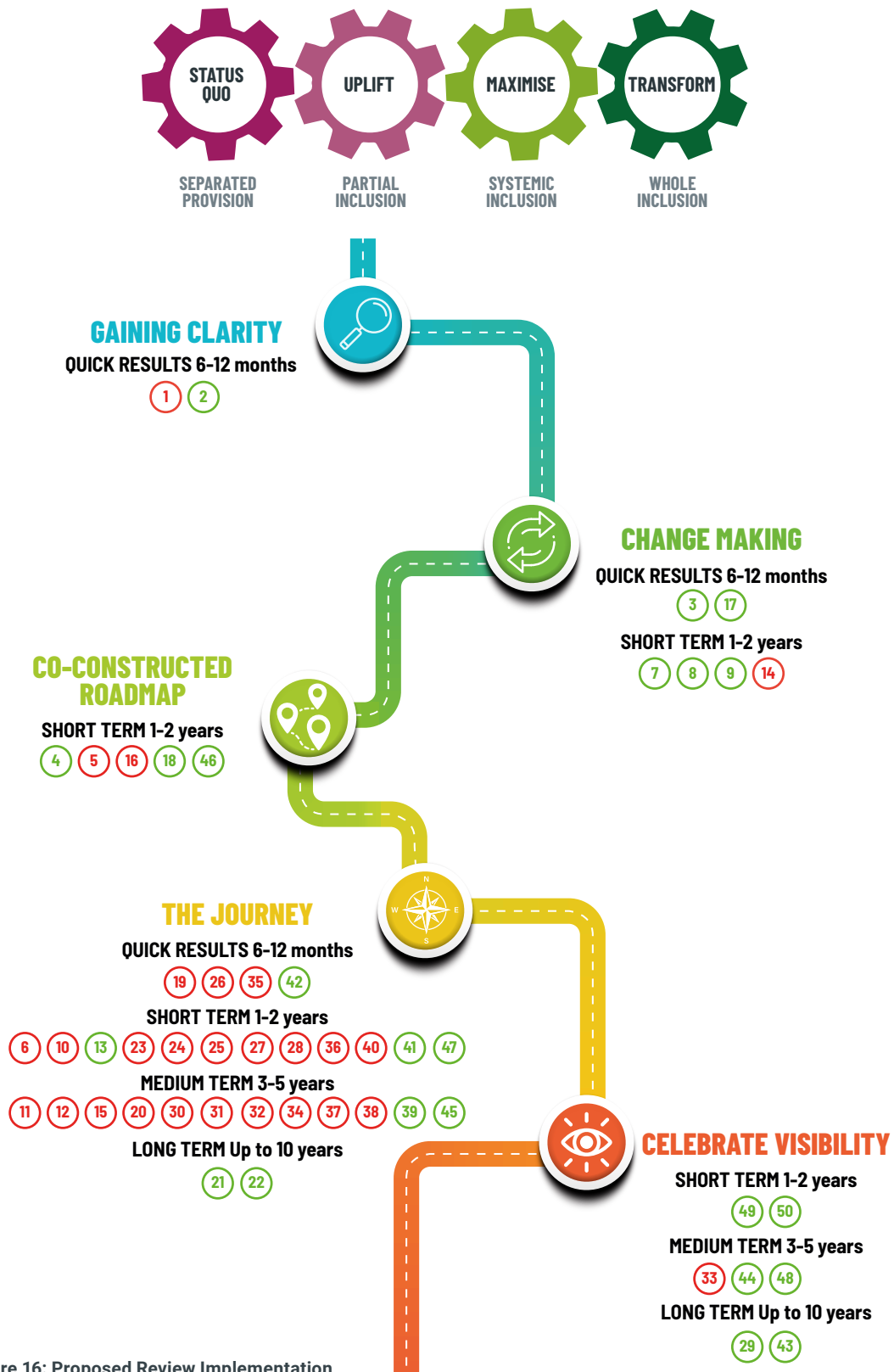33 44 48

LONG TERM Up to 10 years
29 43

Figure 16: Proposed Review Implementation

All three interlinked elements illustrate the movement suggested to reach the desired goal: that of an enhanced and more universal understanding and practice of inclusive education within Jersey's education system.

In the diagram the Continuum is represented as follows:

Status quo (red) indicates little/no progress regarding inclusive education; separated provision is maintained and only superficial 'tinkering around the eTes' is apparent.

Uplift (amber) involves implementing some of the Recommendations suggested in this Report, as indicated in amber; provision for CYP becomes more flexible and important steps are taken leading towards partial inclusion

Maximise (green) represents further progression towards whole-inclusion, as it is defined in the Continuum presented in this Report. Ownership of inclusion becomes a significant concern for all Jersey residents.

Each of the Recommendations can be grouped within a suggested timeframe and aligned to the stage of the *Inclusion Change Process* with which they correspond. This is illustrated in Figure 17, below

Duration	Recommendations	Change	Continuum
8 Quick Results 6-12 months	Recommendation 1	Clarity	**Uplift**
	Recommendation 2	Clarity	**Maximise**
	Recommendation 3	Change Making	**Uplift**
	Recommendation 17	Change Making	**Uplift**
	Recommendation 19	Journey	**Uplift**
	Recommendation 26	Journey	**Uplift**
	Recommendation 35	Journey	**Uplift**
	Recommendation 42	Journey	**Maximise**
21 Short term 1-2 years	Recommendation 4	Co-construct	**Maximise**
	Recommendation 5	Co-construct	**Uplift**
	Recommendation 6	Journey	**Uplift**
	Recommendation 7, 8 & 9	Change-Making	**Maximise**
	Recommendation 10	Journey	**Uplift**
	Recommendation 13	Journey	**Maximise**
	Recommendation 14	Change Making	**Uplift**
	Recommendation 16	Co-construct	**Uplift**
	Recommendation 18	Co-construct	**Maximise**
	Recommendation 23	Journey	**Uplift**
	Recommendation 24	Journey	**Uplift**
	Recommendation 25	Journey	**Uplift**
	Recommendation 27	Journey	**Uplift**

Duration	Recommendations	Change	Continuum
	Recommendation 28	Journey	**Uplift**
	Recommendation 36	Journey	**Uplift**
	Recommendation 40	Journey	**Uplift**
	Recommendation 41	Journey	**Maximise**
	Recommendation 46	Co-construct	**Maximise**
	Recommendation 47	Journey	**Maximise**
	Recommendation 49	Visibility	**Maximise**
	Recommendation 50	Visibility	**Maximise**
15 Medium Term 3–5 years	Recommendation 11	Journey	**Uplift**
	Recommendation 12	Journey	**Uplift**
	Recommendation 15	Journey	**Uplift**
	Recommendation 20	Journey	**Uplift**
	Recommendation 30	Journey	**Uplift**
	Recommendation 31	Journey	**Uplift**
	Recommendation 32	Journey	**Uplift**
	Recommendation 33	Visibility	**Uplift**
	Recommendation 34	Journey	**Uplift**
	Recommendation 37	Journey	**Uplift**
	Recommendation 38	Journey	**Uplift**
	Recommendation 39	Journey	**Maximise**
	Recommendation 44	Celebrate	**Maximise**
	Recommendation 45	Journey	**Maximise**
	Recommendation 48	Visibility	**Maximise**
4 long term 6–10 years	Recommendation 21	Journey	**Maximise**
	Recommendation 22	Journey	**Maximise**
	Recommendation 29	Visibility	**Maximise**
	Recommendation 43	Celebrate	**Maximise**

Figure 17: Recommendations linked to the proposed Change Process and Continuum

End-Note

This Independent Review of Inclusive Education and Early Years makes 50 Recommendations in support of GoJ's pathway towards ensuring that its vision of 'Putting Children First'. They are intended to provide opportunities to ensure that this important principle has practical and lasting impact on CYP who have traditionally been marginalised.

In undertaking this work the Review Team has been privileged to talk with a large number of committed and passionate stakeholders from diverse backgrounds and orientations. Our conversations and gathering of supporting evidence suggest to us that Jersey has reached a point on its 'inclusion journey' where some vital decisions need to be made. These imply changes to accepted ways of working. It is therefore understandable that there will be anxiety and even resistance from some.

Ultimately, Jersey must stake a claim to being distinctive in its commitment to all CYP through a reformulation of its education provision and associated services to ensure it is sufficiently agile to meet diverse needs. And this is where the role of those who already are in the vanguard of this movement have a significant part to play. Our work in Jersey has revealed that the educational community – in its widest sense – has the shared expertise to be a pivotal force in the change process.

The Recommendations we have made should be viewed as enablers in this change. They provide multiple starting points, reflecting our belief that effective and lasting change is informed by collective action by all levels and all system stakeholders. We recognise the considerable challenges facing Jersey in respect of implementing changes that will materially shift the outcomes for its most marginalised. However, the Review Team have confidence that Jersey's human capital and its commitment to an inclusive vision will provide essential fuel for its 'inclusive journey'.

> True inclusion is high expectations for all – good quality teaching and learning for all, not lowering expectations for less able/ SEND/ EAL/ JP, which is what we commonly do. We should allow all pupils the same access to high quality teaching and learning, not send them home or out of school on part time timetables. We should support all pupils to achieve the high standards of learning and high grades as others, not make excuses and expect less, which is what we do.

Annexes

ANNEX 1. REFERENCES

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ANNEX 2. METHODOLOGY

How have we gathered and analysed information?

We began by conducting a brief but focussed review of recent literature (2010-2021) regarding systems-based approaches in inclusive education. This enabled us to construct a workable definition of inclusive education to ensure that the term was used in the same way by all those involved in the Review. This process also provided examples of the evolution of inclusive education systems in various countries or settings. A focus on the change-process these education systems adopted contributed to the Review, ensuring that our Recommendations are consistent with contemporary best-practice.

Next, the Review team worked with representatives from GoJ to identify and receive a range of official documents considered relevant to the review exercise. This resulted in 105 items being made available for our scrutiny: these materials provided information regarding the following aspects of generic education or related services, as well as inclusion-specific documents. The former provided contextual information regarding legislation, policy and operational aspects linked to the delivery of educational services in Jersey (for example, current education legislation, quality assurance and the Jersey School Review, systems and procedures within CYPES, post-16 education and admissions). The latter included themes linked more directly to SEN, assessment and identification, Mental Health, Curriculum Extension, Looked After Children, EAL, home-educated children (EOTAS), Transgender issues, Disability, Youth Justice, disaffection and Inclusion-specific documents).

We adopted a 'mixed-methods' mode of enquiry. This enabled detailed evidence to be obtained from a range of stakeholders, ensuring that multiple viewpoints could be assembled. It was important to be able to show that the Review was based on information that was credibly sourced and reliable. To do this we sought, as far as possible, to 'triangulate' data during the analysis phase: this enabled us to demonstrate the existence of certain key themes identified by different stakeholder groups. It also highlighted several common features of inclusive practice. Five approaches were used, enabling both qualitative data and metrics to be generated.

Firstly, a series of online questionnaires were used to elicit responses from those working in schools and settings (including senior leaders, teachers SENCOs, teachers, the professional workforce [including occupational therapists, speech and language therapists, educational psychologists etc.] and parents and carers). Importantly, a bespoke questionnaire was produced for CYP. Each questionnaire was restricted to 10 questions, to take account of the work-load pressures experienced by teachers and other education professionals. An exemplar of the questionnaire is provided in an appendix to this Report.

A sample of nursery, primary and secondary schools was identified and visited by a member of the Review team. Similar visits were undertaken to all specialist schools and to Jersey's FE/HE college. The format of the visits was based on a Reporting schedule, in which the visiting consultant sought information and exemplification of a series of 'inclusion-related themes' previously selected from the scrutiny of literature. Amongst these were:

» **Diversity & access in curriculum**

» **Use of Quality First teaching**

» **Use of nurture groups**

» **Use of targeted interventions**

» **Use of tailored packages with marginalised learners**

» **Use of off-site resources & in-school 'exclusion'**

» **Use of risk assessment in forward-planning for inclusion**

» **Planning to meet diverse learning needs**

» **Use of GoJ inclusion resources**

» **Staff development for inclusion**

The visits to schools and educational settings incorporated several ways by which evidence was gathered. These included a structured discussion with headteacher and with nominated staff member(s) – teaching or non-teaching – who held a strategic responsibility for any generic aspect of inclusion. Also requested was a learning walk as well as access to any relevant/illustrative learning resources or school-specific policies/documentation. The approach we adopted was flexible, so that other inputs, at the discretion of the headteacher, were possible.

A third major data-collection approach was via a series of Focus Group (FG) sessions, with a range of stakeholders. Each participant had direct involvement in some aspect of inclusive education. These events enabled education providers, the voluntary sector, those involved in health and social care and government (including Ministerial-level) representatives an opportunity to discuss several key questions linked to inclusive education. These were subject to some refinement according to the composition of each FG:

» **Do you think that Jersey's education provision is adequate for CYP with special educational needs and/or disabilities, or those who encounter social or language difficulties?**

» **What works well in the present system?**

» **What could be improved to make education provision and services more inclusive?**

» **What single issue would you change to make things more inclusive for all CYP?**

A series of one-to-one interviews comprised the fourth way that evidence was collected. This complemented the FGs, providing an opportunity for individuals who were involved in some aspect of inclusive education to meet a Review team member in order to discuss a similar range of key questions as those presented in the FGs. The interviews were either conducted face-to-face or via telephone or computer-based link.

Finally, the documents sourced as part of the desk research enabled the Review Team members to examine a wide range of policy and planning documents, as well as materials obtained during the visits to schools, settings and services.

The evidence collected in the above way was interrogated using an analysis framework which allowed us to identify the most important themes and subsidiary themes using a key-word/phrase search. This is an accepted approach in studies where multiple sources of data are being worked with. Table X illustrates the range of topics which were uncovered in this way. Further analysis enabled us to highlight those elements in the data which were being signalled has primary descriptive dimensions in the overall dataset.

Table x: Analysis Codes for Narrative Data (Interviews/Focus Groups/Verbatim Comment)

Themes		Secondary Codes		First Level Codes	
DC	Diversity/Choice (Curriculum)	IN	Individual Needs	Q1	QFT
				A1	Assessment
				J1	Jersey Curriculum
				Id1	Identification
				Ac1	Achievement
				S1	Support
DI	Definitions of Inclusive Education	UI	Understanding Inclusion		T2 Tension
				V2	Value
				B2	Benefits
				E2	Examples
				P2	Philosophy
				M2	Models
TI	Targeted Interventions in Inclusive Practice	O	Outcomes	N3	Nurture
				T3	Trauma-Informed
				R3	RON
				S3	SEMH
				E3	Early Years
				TS3	Third Sector
SS	Systemic Structure (Schools/Settings/Services)	S	Segregation	V4	Vision
				S4	Silo
				E4	Expertise
				P4	Policies (system)
				In4	Interdisciplinary
				A4	Accountability

Themes		Secondary Codes		First Level Codes	
RF	Resources & Funding (Allocation & Distribution)	U	Underfunding	D5	Distribution
				F5	Fairness
				Fo5	Formula
				C5	Categorisation
				T5	Transparent
				Ta5	Targeted
SO	School/Setting/Services Organisation	HA	Holistic Approach	A6	ARC
				M6	Meeting need
				T6	Time
				P6	Policies(school)
				L6	Links
				C6	Commitment
CB	Capacity Building for Inclusion	PD	Professional Development	L7	Leadership
				S7	SENCO
				R7	Residence
				P7	Planning
				C7	CPD
				SP7	Shared Practice
CP	CYP, Parents, Families & Carers	VE	Voices & Empowerment	L8	Listening
				P8	Partnership
				Is8	Isolation
				H8	Help
				E8	Emotions
				C8	Connections
CJ	Culture & Belonging in Jersey	I	Identity	B9	Blame
				S9	Scapegoat
				C9	Celebrating
				L9	Laws
				Be9	Belonging
				D9	Differences

ANNEX 3. REVIEW ETHICS

The information we needed to support this Review was obtained in a way which conformed to international standards for the conduct of research. A code of ethics was agreed with GoJ; this described the ways in which we operated, in order to ensure that the rights, consent and confidentiality of all participants were acknowleTed and respected.

The code of ethics provided the following assurances to those who contributed their views or other evidence. Full information was made available regarding the purpose and focus of the Review, including:

» **The aims and nature of the project**

» **Who is undertaking it?**

» **Who has commissioned it?**

» **What is its duration**

» **Why it is being undertaken**

» **The possible outputs of the research**

» **How and to whom the results are to be disseminated**

» **The informed consent of all participants was obtained**

» **The physical, social and psychological wellbeing of research participants was not detrimentally affected by the research being undertaken – this includes providing unsolicited assurances concerning the Review's outcomes**

» **No real names or places were used in the main body of the Review. However, where indicative examples of best practice in inclusive education was Reported, agreement was obtained to use real names**

» **All research-related data and supporting information supplied by participants was securely stored in password-protected devices**

» **Full details of the agreed code of ethics are available on request by contacting nasen**

ANNEX 4. INFORMATION FOR PARTICIPANTS: INDICATIVE EXAMPLES

i. FOCUS GROUP PARTICIPANTS

INDEPENDENT REVIEW: INCLUSION IN EDUCATION & EARLY YEARS

Information for Focus Group Attendees
Thank you for volunteering to participate in a nasen Focus Group on xxxx. Your views are important in helping to make inclusion in education more effective for everyone in Jersey. I have outlined several 'frequently asked questions' (FAQs) below.

1. **Who Am I?** My name is xxxx and I am an experienced consultant working with nasen. I have over 35 years' experience in education and training. During this time I have worked with children, young people, adults, parents and carers and professionals in schools, alternative provision or home settings. Inclusion has always been an extremely important part of this work.

2. **What is a Focus Group?** A Focus Groups is designed to give as many people as possible the chance to have their voices heard. Each session will last about 2 hours and involve about 6-8 people at a time. Everyone is able to share their views and experiences. There are no 'right' or 'wrong' answers: everyone's views are equally valid.

3. **What topics will we discuss?** We will discuss inclusion in schools and other services. We will talk about what you think works well about inclusion in education in Jersey, what you think does not work quite so well or could be improved. You'll be able to make suggestions that might improve things.

4. **How is the Focus Group organised?** We start by introducing ourselves, saying why you're interested in taking part in this discussion. Then we will talk about the things you think work well in Jersey in helping all children to be included. Next we will discuss some of the things that you think are not as successful. You'll have a chance to say what might be done to improve things. Time will be set aside for you to talk about anything that you think we have not discussed relating to educational inclusion.

5. **What about privacy and confidentiality?** The Focus Groups will be audio-recorded. This is for my benefit so that I can listen to what you are saying rather than trying to make notes at the time. Everything you say will be used in strictest confidence. Names of individuals will not be mentioned in my final Report (although something you say might be included in the Report anonymously!). This does not mean that you cannot mention individual schools or people – but their names will not be mentioned in the Report. Everybody will agree that what is talked about in the Focus Group is not repeated outside of the session.

6. **Where will we meet?** Normally the Focus Group would take place as a face-to-face event. This is possible because of current Covid-19 restrictions. We have therefore organised the Focus Group to be held on-line. If you are worried about technology, please let us know and we will send you some information to help. Alternatively, you can arrange a telephone interview or email instead (details are provided below).

7. **Do you have any advice about taking part?** To enable the Focus Group to run as smoothly as possible, everyone observes some basic rules. The main ones are:

   » Be as constructive as you can. For example, if there is something you don't like about inclusion at the moment tell me what it is but also try and tell me what you would like to happen to improve the situation.

   » Be polite and listen to the views of other participants. You may not agree with everything said during the session but give people the chance to say it.

   » Give others the chance to speak – Many of us are extremely passionate about inclusion and have a lot to say.

8. **What if I don't like talking with people I don't know?** If you are worried about giving your views in front of others, there are some other ways that you can give your opinion. You can:

   » Email be separately at xxxxxx with your views.

   » Book in for a 1:1 interview over the telephone.

   » Complete the short survey which is being circulated and add in your views.

9. **Where can I get more information?** You can email me if you have any other questions or concerns or would like me to clarify anything before the Focus Group takes place.

   I am very grateful to you for giving me your time in this way. I hope that the Focus Group will be a rewarding – and enjoyable – experience for everyone. You will be making an important contribution to putting 'Children First' in Jersey.

   I look forward to meeting you.

   Kind regards
   nasen Consultant.

   Contact details

ii. DISCUSSION GROUP PROTOCOL

nasen International   **Government** *of* **JERSEY**

Independent Review Inclusion in Education & Early Years

Discussion Protocol: Evidence Gathering from Stakeholder Groups

To enable discussions to run as smoothly as possible, all participants undertake to observe certain ground rules: We will all try to:

» **Be as constructive as you can.** For example, if there is something you don't like about inclusion at the moment tell me what it is but also try and say what you would like to happen to improve the situation.

» **Be polite and listen to the views of other participants.** You may not agree with everything said during the session but give people the chance to say it.

» **Give others the chance to speak –** Many of us are extremely passionate about inclusion and have a lot to say. Please be aware that others need 'space' to give their views.

» **Respect the Chair-person:** a Review Team member has been invited to chair the meeting so that the agenda is followed and that the above rules are followed. Please respect this.

The discussion will all be recorded. That is to ensure that cross-referencing can take place with our note-taking. At the start of the recording you will be invited to give your verbal consent for the recording to commence.

However, everything you say will be used in strictest confidence. No real names or places will be mentioned in the discussion notes or in the final Report (although something you say may be included in the Report but this will be anonymous). This does not mean that you cannot mention individual schools or departments but this will not be attributed to anyone

iii. CONSENT FORM (PARENTS/CARERS)

CONSENT FORM FOR PARENTS/CARERS

INDEPENDENT REVIEW OF INCLUSION IN EDUCATION AND EARLY YEARS

Name of Parent: ....

Name of Participant [Child]: ....

*Please
initial box*

1. **I confirm that I have read and understand the information sheet for the above study and have had the opportunity to ask questions.**

2. **I understand that my child's participation is voluntary and that they are free to withdraw at any time, without giving any reason.**

3. **I give my permission for my child's responses to be looked at by authorised individuals involved in the Independent Review. I understand that my child's personal details will be kept confidential.**

4. **I understand that all information will be confidential and all responses will be anonymous. My child will not be identified in anyway.**

5. **I agree for my child (named above) to take part in the above study.**

Name of Parent: ....

Date: .... Signature: ....

[OPTIONAL] Section for children to give assent

I agree to take part in this study

Name of Child: ....

Date: .... Signature: ....

ANNEX 5. DATA COLLECTION INSTRUMENTS (INDICATIVE EXAMPLES)
i. SURVEY

nasen International   **Government** *of* **JERSEY**

Independent Review

Inclusion in Education and Early Years

You are invited to complete this brief practitioner questionnaire regarding your views on inclusive practice in schools and other educational settings in Jersey. **Your views will be both anonymous and confidential.** They will provide evidence to the Independent Review of Inclusion, which will provide recommendations to the Government of Jersey in support of its aim to 'put children first'.

Please indicate the extent to which you agree or disagree with each of the statements provided on the scale provided. Space is available at the end of the questionnaire for you to add any further comments or observations.

1. I am aware of the government's commitment to promoting inclusion in schools

1	2	3	4	5	6	7	8	9	10

Strongly Agree   *Neither Strongly Agree/Disagree*   *Disagree*

2. I am aware of the Government's policy regarding inclusive education

1	2	3	4	5	6	7	8	9	10

Strongly Agree   *Neither Strongly Agree/Disagree*   *Disagree*

3. My school uses Quality First teaching to support greater inclusion

1	2	3	4	5	6	7	8	9	10

Strongly Agree   *Neither Strongly Agree/Disagree*   *Disagree*

4. My school has a written policy regarding inclusive practice

1	2	3	4	5	6	7	8	9	10

Strongly Agree   *Neither Strongly Agree/Disagree*   *Disagree*

5. My school uses tailored approaches to include learners who are marginalised

1	2	3	4	5	6	7	8	9	10

Strongly Agree   *Neither Strongly Agree/Disagree*   *Disagree*

6. I know how to obtain additional information/skills to support inclusion

1	2	3	4	5	6	7	8	9	10

Strongly Agree   *Neither Strongly Agree/Disagree*   *Disagree*

7. My school maintains links with support services/agencies to support inclusion

1	2	3	4	5	6	7	8	9	10

Strongly Agree   *Neither Strongly Agree/Disagree*   *Disagree*

8. My school is successful in supporting all pupils to be more included

1	2	3	4	5	6	7	8	9	10

Strongly Agree   *Neither Strongly Agree/Disagree*   *Disagree*

9. My school has a process to engage with 'hard to reach' children/families

1	2	3	4	5	6	7	8	9	10

Strongly Agree   *Neither Strongly Agree/Disagree*   *Disagree*

10. Staff development for Inclusive practice is supported and developed in the school

1	2	3	4	5	6	7	8	9	10

Strongly Agree   *Neither Strongly Agree/Disagree*   *Disagree*

Additional Comments

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ROLE/LOCATION: Headteacher ☐   Teacher ☐   SENCO ☐   Primary ☐   Secondary ☐

ARC ☐   Special ☐   FE ☐   Government-Provided ☐   Non-Provided ☐

ii. FOCUS GROUP (PARENTS) OUTLINE

ANNEX 6. SUMMARY NOTES ON DATA-SETS

Analysis of data obtained from on-line/hard copy surveys of stakeholder opinion regarding aspects of inclusive education reveal some inferential pointers which correlate with narrative data from interviews and focus groups.

It is noteworthy that, in each of the questions we posed, positive views were more apparent amongst most stakeholder groups. For example, these data are indicative of a promising level of acknowleTement of the efforts by GoJ in promoting more widespread inclusive practice in schools and settings. This reflects a trend in the narrative data from some stakeholders – for example, amongst Jersey's headteachers responding to the survey.

Thus, there is sufficient evidence in this data to infer that the directional shift being adopted by GoJ regarding inclusive education meets with the approval of a majority of the stakeholder groups that disaggregated data was able to illustrate. This is the case for practitioners in schools, parents, carers statutory providers, Third-Sector providers and CYP. We regard this as an optimistic indication that further enhancement in the way that inclusive education is being provided will be welcome across all sectors and interest groups.

However, three generic issues are also highlighted which imply that GoJ faces a significant degree of challenge in progressing a change agenda. Firstly, whilst the indications are that overall opinion is positive regarding many aspects of inclusion, there remains a significant minority amongst all stakeholder groups who feel that there are substantial barriers faced by CYP in accessing quality provision to meet their needs. These sentiments are strongly echoed in the narrative data we have obtained.

Second, differences are apparent between stakeholder groups regarding their positive or negative views of the current situation. Here, for example, practitioners are more inclined to feel that they are successfully including CYPs than parents/carers, in a ratio of 2.5:1.00. CYP in Jersey's primary schools are more inclined to feel that their teacher is more likely to take account of their views about their own learning than in secondary schools, in a ratio of 2:1.
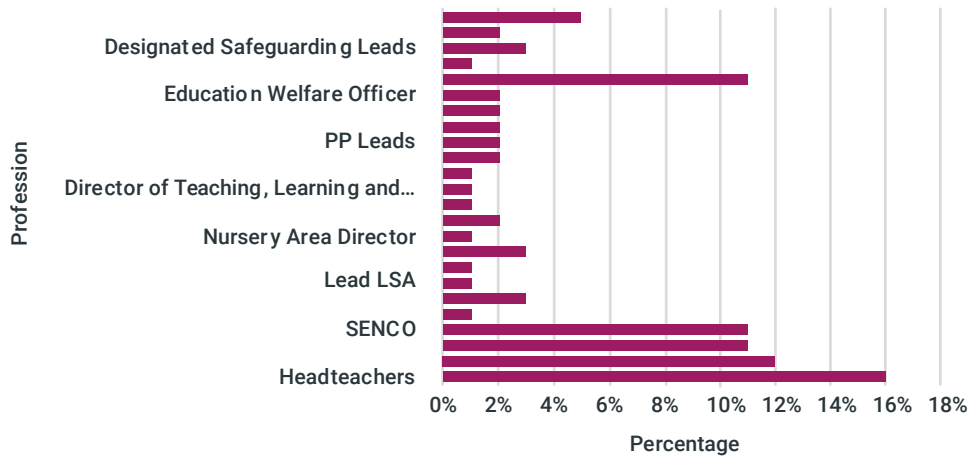
Thirdly, within each of the 5 stakeholder groups to whom the survey was directed, there are some important variations between those who undertake particular roles and whose opinion is influenced by their resulting personal standpoint. For example, within schools and settings, whilst senior-leaders were very positive regarding the trend towards greater inclusion, classroom practitioners were less positive. SENCOs expressed even more reservations regarding the effectiveness of what has been achieved thus far and the way that their work is being negatively impacted by various organisational factors.

A range of specific issues arise which add to the formation of a mixed picture regarding responses to inclusive education throughout Jersey's education system. These include indications that a sizeable proportion of the sample of teachers (30.3%) indicated that they were at least unfamiliar with their school's policy on inclusion, and an approximately similar number are unsure about where to look for resources regarding inclusive practice. In respect of training and professional development, over 43% of teachers expressed at least some lack of confidence in the way that their school provided opportunities to develop skills in inclusive practice.
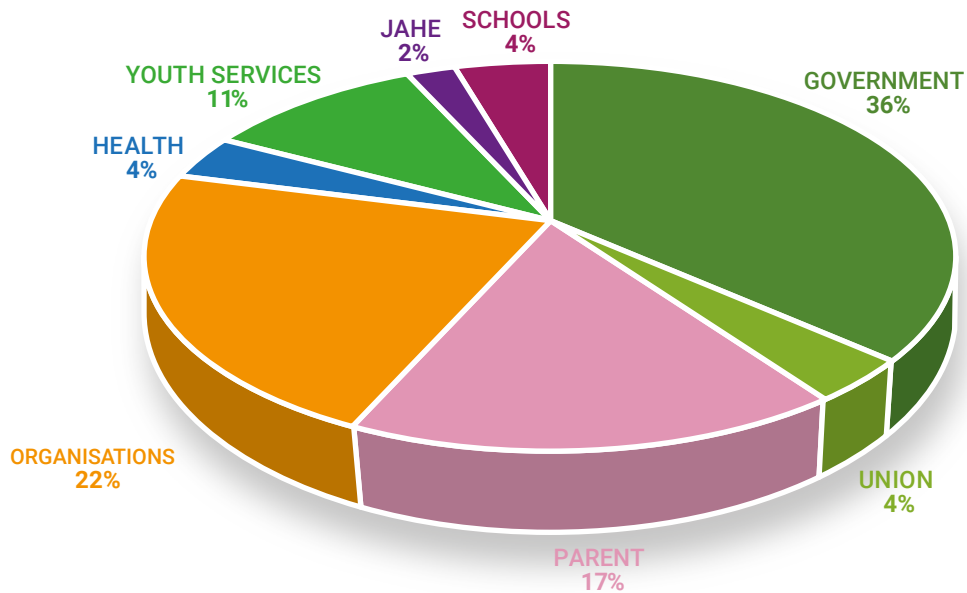
Beyond schools and settings, a similar bipartite approach in responses is noted. Thus, amongst Third-Sector stakeholder almost 2/3rds of respondents indicated that they were both aware of, and felt confidence in, GoJ's plans for inclusive education. On the other hand, this stakeholder group was almost equally divided when it came to the extent to which schools and settings are successful in including all CYP in education. In the case of parents and carers, it was noticeable that negative ratings were higher in all questions in the survey, compared with other stakeholder groups. For example, 47% feel that they are less positive in having opportunities to input about their child's education; almost 50% indicate that they have at least some difficulty in knowing where to access additional information to support their child.

These data snapshots, to reiterate, infer that there is a secure baseline of confidence and capability about and within the current arrangements for inclusive education in Jersey. However, the accumulated evidence also strongly suggests that there is a substantial level of concern regarding equitable provision in education. These concerns are echoed in narrative data gathered by other means. They should be viewed as credible evidence that a sizeable minority from all sections of the stakeholder community have both professional and personal misgivings about the way that inclusive education in schools and settings across Jersey is being organised and delivered.

EDUCATION PROFESSIONALS CONSULTATION

STAKEHOLDER EVIDENCE

Notes