

The Rochford Review: final report

Review of assessment for pupils
working below the standard of
national curriculum tests



Chaired by Diane Rochford
October 2016

Contents

Foreword by Diane Rochford	3
Executive summary	5
Introduction	8
Establishing the right approach to assessment	10
Recommendation 1	13
Recommendation 2	15
Recommendation 3	16
Recommendation 4	18
Recommendation 5	20
Recommendation 6	23
Recommendation 7	24
Recommendation 8	25
Recommendation 9	26
Recommendation 10	27
Appendix A: Review group members	28
Appendix B: Pre-key stage 1: pupils working below the test standard	29
Appendix C: Pre-key stage 2: pupils working below the test standard	33

Foreword by Diane Rochford



As a current practitioner in a school, it was with great pleasure that I accepted the invitation to chair the independent group, established by the Minister of State for Schools in July 2015, to review statutory assessment arrangements for pupils working below the standard of national curriculum tests.

The review brought together an impressive group of experts, parent/carer representatives and officials, who it has been a pleasure to work with. Together they have many years of experience in working with, or caring for, children with special educational needs and disabilities (SEND), those coping with disadvantage or difficult home circumstances and those with English as an Additional Language (EAL).

As the executive head of a special school, I strongly believe that assessment arrangements should work for all pupils, whatever their needs or circumstances. Every child's achievements should be celebrated. Pupils all over

the country work hard every day to acquire new knowledge and understanding. For pupils who face additional challenges, progress can be even more hard-won. It can take weeks of patience and persistence to grasp a new concept or to learn to apply an existing skill in a new way. Progress in all forms should be recognised and valued.

It is important too that the many practitioners working with these pupils receive the recognition they deserve for the work they do. It is both challenging and rewarding to support these individuals in the many ways necessary to promote their education and foster their independence. Assessment arrangements must reflect the unique needs and progress of individual pupils to ensure that those who work with them are judged fairly for the results they achieve.

Throughout our many discussions in the group and our engagement with wider stakeholders, we have been keenly aware of the need to make appropriate links between current assessment arrangements and fulfilling the ambitious aims of wider SEND legislation. This includes the new SEND Code of Practice, which promotes excellent provision and outcomes for pupils with additional needs. Too often, assessment for these pupils has been too narrow. Existing arrangements for assessing pupils have come to be used as a curriculum, restricting the kind of creativity and innovation that should be used to engage these pupils and to tailor teaching and learning to their unique needs.

I would like to thank all the members of the group for their contributions to the many meetings and discussions we have had. All the members of the group have been strong advocates for the children who, for many reasons, are not ready to sit the relevant national curriculum tests by the time they reach the end of key stages 1 and 2. There are members whose schools are populated by high proportions of pupils from disadvantaged and sometimes difficult backgrounds, those who are taking in pupils fleeing trauma overseas and those who work tirelessly every day to help prepare children with SEND for adult life. We have also been fortunate to have representatives from Ofsted, Ofqual, the National Network of Parent Carer Forums and the Council for Disabled Children as active members of the group.

In particular, I would like to thank Janet Thompson for her role as deputy chair of the group. Her contribution has been instrumental in helping us reach our recommendations and deliver our final report. Her vast experience of working with pupils with SEND has regularly helped to clarify issues and instigate proposals for ways forward.

The discussions among the group haven't always been clear-cut. We have had many passionate debates across a range of issues; from the relative pros and cons of existing arrangements to the right way forward for the future. There hasn't always been agreement among members and I have welcomed those who have presented challenge for the role they have played in making sure we scrutinise and evaluate our recommendations effectively.

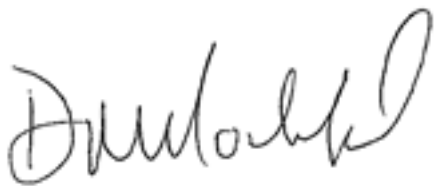
There will always be a range of views about the right approach. It is, in part, for this reason that we have made some recommendations that enable schools to adapt assessment arrangements to suit the needs of their pupils and curriculum.

We are aware too that the members of the review have years of experience in the field of education and assessment, but that there are many people working in educational settings who are just starting out in their careers or supporting pupils with particular needs for the first time. There have been members of the group who have helpfully reminded us that what we believe works may not be so easy for staff who are still growing in confidence in this area. It is again for this reason that we have included recommendations intended to highlight the need for appropriate training and support for staff working with these pupils.

From the start there has been unanimous agreement among the group for the principles which have underpinned our work. These are listed in full in this, our final report. I can also say with absolute certainty that the group are unanimous in wanting the best for this group of pupils. It is, however, testament to the passion and commitment of every member of the group that we weren't always able to reach agreement on every recommendation in the final report. There are a small number of recommendations which represent the position of a large majority of the group, but where there was not complete unanimity.

We recognise that this reflects a range of views in the sector and welcome the government's commitment to consult on the recommendations in this report. Whilst we hope that our recommendations will support improvement and reinvigoration in the sector, we know that any changes the government makes will take time to embed. It was, however, very pleasing to discover that when we shared our draft recommendations with teachers, school leaders, local authorities, parent and carer groups, teaching unions and other professional associations, there was a good deal of support for the work and our proposals were widely welcomed.

I would like to express my thanks to all those stakeholders who contributed to the work of the group, including the many parents and carers who took the time to answer our survey alongside schools, local authorities and other stakeholders. We found all the outside engagement with our work constructive and positive. In discussing stakeholders' concerns we were able to amend and improve our recommendations to reflect the views of the people for whom these issues matter most.

A handwritten signature in black ink, appearing to read 'Diane Rochford', written in a cursive style.

Diane Rochford
Chair of the Rochford Review

Executive summary

Introduction

The government has high aspirations for every child and is clear about the importance of robust assessment in helping to raise educational standards. The Department for Education (DfE) has been reforming primary assessment to align with the high expectations set by the new national curriculum that schools have been teaching since September 2014. National curriculum levels have been removed and replaced by new forms of statutory assessment at the end of key stages.

There has always been a proportion of pupils for whom we cannot use these statutory assessments as they have not completed the relevant programmes of study when they reach the appropriate chronological age. It is important to have an appropriate means of assessment for these pupils that allows for progression on to the new mainstream forms of statutory assessment. This review makes longer-term recommendations for use for future years.

Establishing the right approach to assessment

The majority of assessment carried out in schools is non-statutory. Statutory assessment is important to provide information about pupils' attainment and progress at key points in their education, but only forms part of the wider assessments that teachers make on an ongoing basis. The focus of the Rochford Review is on statutory assessment at the end of key stages 1 and 2 in primary education.

Setting expectations and measuring progress

The Rochford Review recognises that age-related expectations are not appropriate for a significant proportion of pupils working below the standard of the national curriculum tests, many of whom have SEND that affect their rate of cognitive development or speed of learning. It is important that they have the opportunity to demonstrate both attainment and progress, and that the way we measure their progress accounts for potential differences in the way these pupils learn.

Guiding principles

The Rochford Review group agreed a set of principles to guide their work. These reflect some of the factors members consider most important in assessing pupils who are facing challenges such as disadvantage, English as an Additional Language (EAL) and SEND. These principles underpin the recommendations. They promote equality, and aim to ensure cohesion and clarity in an assessment system which should be driven by the curriculum and take into account pupils' needs.

Approach

In addition to making use of available research and evidence, the review engaged with stakeholders to contribute to the development of its recommendations. This included working with subject and curriculum experts, teaching unions and wider stakeholders. The group ran face-to-face engagement sessions and an online survey which received over 1,700 responses.

P scales

Performance scales (P scales) were designed to sit below the level descriptors used to assess the old national curriculum. It is currently a statutory requirement to use P scales to assess and report the attainment of pupils with SEND who are not working at the standard of mainstream statutory assessments.

The group considered whether P scales remain fit for purpose and whether they are the best way of assessing pupils with SEND. It concluded that, given the range of problems and challenges associated with P scales, it would be better to stop using them and develop a new approach to assessment that is more appropriate for the varying needs of pupils working below the standard of national curriculum tests, better aligned with the new national curriculum, and allows for more fluid progression onto wider forms of statutory national assessment.

Inclusive assessment

An inclusive system accommodating as many pupils as possible allows for progression within it and provides continuity across different educational settings. It also facilitates the development of shared good practice. Wherever possible, pupils should have access to mainstream statutory assessment arrangements.

The Rochford Review's interim pre-key stage standards were designed to align with, and complement, wider statutory national assessment arrangements.

Like the national curriculum tests and the interim teacher assessment frameworks, the interim pre-key stage standards assess pupils' knowledge and understanding in the 3 core subjects of English reading, English writing and mathematics. As these are the focus of statutory national assessment for the majority of primary school pupils, the group recommends that they should also be the focus of statutory national assessment for all pupils capable of, and engaged in, subject-specific learning, including those with SEND.

Assessing pupils with severe or profound and multiple learning difficulties

There is a small number of pupils nationally whose learning difficulties mean that they will not be engaged in subject-based learning by the time they reach the end of key stage 1 or 2. The review proposes that there should be an alternative form of statutory assessment for these pupils.

Statutory assessment for mainstream pupils is based on cognition and learning (learning and development in English reading, English writing and mathematics). Making this the focus of statutory assessment for pupils with severe or profound and multiple learning difficulties will help to ensure they are developing the right concepts and skills to progress on to those aspects of subject-specific learning assessed by the pre-key stage standards, if and when they are ready to do so.

In line with [The Complex Learning Difficulties and Disabilities \(CLDD\) research project](#), the review believes that early development in cognition and learning should centre on a range of skills that enable pupils to engage in learning situations and on their growing ability to seek out or direct learning opportunities autonomously.

Creating a statutory duty to assess pupils who are not yet engaged in subject-specific learning against the 7 areas of engagement (responsiveness, curiosity, discovery, anticipation, persistence, initiation and investigation) will ensure schools give appropriate attention to the development of concepts and skills that are pre-requisites for progressing on to subject-specific learning.

As assessment for pupils with severe or profound and multiple learning difficulties should be suitable for each pupil's individual needs, the review does not feel that it would be appropriate to prescribe any particular method for assessing them.

Pupils with English as an Additional Language

There are some pupils who have not completed the relevant key stage programmes of study, and are therefore working below the standard of statutory testing arrangements, because they have EAL. Whilst it is important that these pupils can be assessed within wider statutory assessment arrangements, additional advice or guidance may be required to help teachers make their assessments accurately and effectively.

Recommendations

The review makes the following recommendations to government for the statutory assessment of pupils working below the standard of national curriculum tests at the end of key stages 1 and 2:

1. The removal of the statutory requirement to assess pupils using P scales.
2. The interim pre-key stage standards for pupils working below the standard of national curriculum tests are made permanent and extended to include all pupils engaged in subject-specific learning.
3. Schools assess pupils' development in all 4 areas of need outlined in the SEND Code of Practice, but statutory assessment for pupils who are not engaged in subject-specific learning should be limited to the area of cognition and learning.
4. A statutory duty to assess pupils not engaged in subject-specific learning against the following 7 aspects of cognition and learning and report this to parents and carers:
 - responsiveness
 - curiosity
 - discovery
 - anticipation
 - persistence
 - initiation
 - investigation
5. Following recommendation 4, schools should decide their own approach to making these assessments according to the curriculum they use and the needs of their pupils.
6. Initial teacher training (ITT) and Continuing professional development (CPD) for staff in educational settings should reflect the need for teachers to have a greater understanding of assessing pupils working below the standard of national curriculum tests, including those pupils with SEND who are not engaged in subject-specific learning.
7. Where there is demonstrable good practice in schools, those schools should actively share their expertise and practice with others. Schools in need of support should actively seek out and create links with those that can help to support them.
8. Schools should work collaboratively to develop an understanding of good practice in assessing pupils working below the standard of national curriculum tests, particularly across different educational settings. Schools should support this by actively engaging in quality assurance, such as through school governance and peer review.
9. There should be no requirement to submit assessment data on the 7 areas of cognition and learning to the DfE, but schools must be able to provide evidence to support a dialogue with parents and carers, inspectors, regional schools commissioners, local authorities, school governors and those engaged in peer review to ensure robust and effective accountability.
10. Further work should be done to consider the best way to support schools with assessing pupils with EAL.

Introduction

The review of statutory assessment arrangements for pupils working below the standard of national curriculum tests is an independent review chaired by Diane Rochford. [The review](#) was established in 2015 by the Minister for Schools. Its remit was to consider the best way to ensure that pupils who have not completed the relevant key stage programmes of study, and are therefore working below the standard of statutory testing arrangements, have the opportunity to demonstrate attainment and progress at primary school under the government's new assessment arrangements. The decision to establish the review was welcomed by the [Commission on Assessment Without Levels](#) in its final report.

The DfE has been reforming primary curriculum, assessment and accountability to ensure they support the government's ambitions for high standards and high expectations for all pupils, so that every child achieves his or her potential, regardless of background or starting point.

The reforms to primary assessment have included the introduction of new national curriculum tests at the end of key stages 1 and 2, designed to assess the new national curriculum that schools have been teaching since September 2014. The government has discontinued the use of national curriculum levels for reporting the outcomes of both statutory tests and statutory teacher assessments. Levels were designed for the old national curriculum and the government felt they were no longer fit for purpose.

The government is clear about the importance of robust assessment for all pupils. It helps schools to identify the support pupils need and to monitor the effectiveness of their teaching. It provides parents and carers with information about how their children are doing and how they can play their own part in helping their children to make progress. Statutory assessment in particular makes sure that schools receive credit for the work they do with their pupils and enables the government, school governors, parents and carers to hold them to account.

There has always been a minority of pupils who have not completed the relevant programmes of study when they reach the appropriate chronological age for end of key stage statutory assessments. As a result, these pupils are working below the standard of the national curriculum tests and teachers are able to exercise their professional judgement in deciding whether to enter them.

It is important to have an appropriate means of statutory assessment for these pupils if they are not entered for the tests. Currently, many of these pupils with recognised SEND are assessed using P scales. Previously, pupils not on P scales who were working below the standard of the national curriculum tests have been teacher assessed using levels. The removal of levels and wider changes to statutory assessment arrangements prompted the government to look again at assessment arrangements for these pupils to ensure they are as appropriate and effective as they can be and that they allow for, and support, progression on to the new mainstream forms of statutory assessment.

We know that the group of pupils in question is diverse, but we also know it is characterised by a disproportionate number of pupils with SEND, pupils from disadvantaged backgrounds and pupils with EAL compared to the averages for the overall pupil population. This is illustrated in tables 1 and 2 below.

Table 1: Pupil characteristics for the whole pupil population and population working below the standards of the national curriculum tests for key stage 1¹.

Key stage 1	English (reading)		Mathematics	
	Pupils below standard of the test	Total pupil population	Pupils below standard of the test	Total pupil population
Pupils with SEND	83%	16%	90%	16%
Pupils who are disadvantaged	45%	26%	45%	26%
Pupils with EAL	29%	20%	27%	20%

Table 2: Pupil characteristics for the whole pupil population and population working below the standards of the national curriculum tests for key stage 2².

Key stage 2	English (reading)		Mathematics	
	Pupils below standard of the test	Total pupil population	Pupils below standard of the test	Total pupil population
Pupils with SEND	78%	19%	83%	19%
Pupils who are disadvantaged	51%	32%	52%	32%
Pupils with EAL	29%	18%	26%	18%

To ensure that statutory assessment arrangements for these pupils are founded on a strong understanding of their needs and reflect appropriate expectations for their progress, the Minister for Schools appointed a group of experts to the Rochford Review to provide independent advice to the government on assessing pupils working below the standard of the national curriculum tests. The review is comprised of experts across a range of fields including SEND, disadvantage, parent /carers and EAL.

The Rochford Review began work in September 2015 and published its [interim recommendations](#) in December 2015. These provide a solution for assessing pupils working below the standard of the tests in 2015 to 2016 who are not currently assessed using P scales. The review's interim recommendations created additional standards to sit alongside the standards in the interim teacher assessment frameworks and were first used in 2015 to 2016.

Like the standards in the interim frameworks, the additional standards for assessing these pupils, which are known as the pre-key stage standards, each contain a number of positive 'pupil can' statements. A pupil must be able to do all the things in the 'pupil can' statements at a specific standard, and in any preceding standards, to be assessed as working at that standard.

Following the publication of its interim recommendations, the review continued with the second phase of its work to recommend longer-term statutory assessment arrangements for use in future years. This work included reviewing P scales to consider whether they remain fit for purpose. This report presents the conclusions of the second phase of the group's work which was focused on pupils with SEND.

¹ Figures are for state-funded schools for 2015. Percentages are rounded.

² Figures are for state-funded schools for 2015. Percentages are rounded.

Establishing the right approach to assessment

Formative and summative assessment

Assessment serves a range of functions. It can be used for either formative or summative purposes. An assessment is formative if it is used to help inform teaching and lesson planning. It can enable teachers to identify any gaps or misconceptions and can help them to plan the necessary steps towards learning for their pupils. Formative assessment is an on-going process that takes place on a day-to-day basis in the classroom.

A summative assessment is carried out at the end of a course of study, period of time or unit of work to summarise and evaluate pupils' knowledge and understanding. It can also be used to measure the progress pupils have made from a previous summative assessment.

Statutory and non-statutory assessment

Assessment can also be either statutory or non-statutory. A statutory assessment is an assessment required by law. The majority of assessments carried out in schools are non-statutory, but the focus of the Rochford Review is the statutory assessment that happens at the end of key stages 1 and 2 in pupils' primary education. The review recognises, however, that statutory assessment forms only one part of the wider picture of assessment in schools.

Statutory assessment is important because it provides information about pupils' attainment and progress at a particular point in their educational journey. Making it a requirement for schools to assess their pupils in certain subject areas, or across specific areas of knowledge, understanding and skills, ensures they capture information that can be used to hold them to account. This in turn ensures that schools receive credit for the good work they do with their pupils and that, where schools do not appear to be making as much progress with their pupils as they could be, problems can be identified and addressed.

Accountability

Schools are held to account in a number of ways:

- directly by parents, carers and school governors
- through published data in the performance tables and floor standards
- through inspection

The national curriculum tests at the end of key stages 1 and 2 set age-related expectations for the knowledge and understanding pupils are expected to have achieved at that point in their education. Schools are held to account for the attainment of pupils at each of these points and the amount of progress they have made between them, compared to those with similar starting points nationally. A school's key stage 2 attainment and progress data is published to allow for public accountability.

Schools can also be held to account through inspection. More detailed assessment information about pupils' attainment and progress is used to inform the judgements that Ofsted inspectors make about a school's performance. The information from both statutory assessments and non-statutory assessments is also used by schools themselves to evaluate their effectiveness and drive their own improvement.

Parents and carers also play a very important role in holding schools to account by asking questions about their children's attainment and progress and by engaging in dialogue with the school about the aspirations and expectations for their children.

Setting expectations and measuring progress

The Rochford Review has carefully considered the purpose of statutory assessment in the context of pupils who have not completed the relevant programmes of study and are therefore working below the standard of the national curriculum tests. Age-related expectations are not appropriate for a significant proportion of these pupils, many of whom have SEND that affect their rate of cognitive development or speed of learning.

The new national curriculum tests set expected standards of attainment, which will be represented by a score of 100 on the scale used to report test outcomes. Pupils working below the standard of the tests will not be participating in the tests, so it is important that it is possible to demonstrate attainment at the standards they are working at. It is also important that we are able to measure the progress they make in a way which takes into

account the nature of progress for these pupils. Those with SEND can often make progress in different ways to the majority of pupils.

Both attainment and progress have a role in national accountability measures. Because these pupils will not achieve the age-related 'expected standards' of attainment against which school performance is measured, an appropriate progress measure is particularly important if these pupils are to be included fairly in national accountability measures.

Guiding principles for the Rochford Review

At the start of their work, the members of the Rochford Review agreed a set of principles to inform the development of their recommendations. These principles reflect some of the factors they consider most important in assessing pupils who are disadvantaged, have EAL, SEN or a disability that affects the attainment and progress they make.

The following key principles have guided this work:

- Every pupil should be able to demonstrate his or her attainment and progress.
- Parents and carers should receive meaningful information about the achievement and progress their child makes and should be involved appropriately in assessment processes.
- Any recommendations for the statutory assessment of these pupils should support schools in providing the opportunity for pupils to make the best progress possible.
- Assessment for pupils with SEND should take into account the complexity, nature and combination of SEND. It should take account of recent SEND reforms including the introduction of Education Health and Care plans (EHC plans).
- As far as possible, there should be one assessment system for all pupils, so long as this is meaningful and appropriate for the pupils in question.
- Equality is not always about inclusion. Sometimes equality is about altering the approach according to the needs of the pupils.
- The recommended approach to assessment should cover key milestones in English/literacy and mathematics/numeracy.
- Curriculum should drive assessment and not the other way round.
- Key milestones should be clear and unambiguous.
- It should be possible to assess movement between milestones objectively. It should also be possible to assess the application of knowledge, understanding and skills in a range of different contexts.
- The language used to describe the achievements and progress of these pupils should always be positive, inclusive and should be jargon free.

Approach

Despite limited timeframes for their work, the members of the Rochford Review were keen to provide as much opportunity as possible for other stakeholders to contribute their views and feed into the development of the review's recommendations.

The review group engaged with subject and curriculum experts, parent and carer representatives, teaching unions and wider stakeholders representing the interests of pupils facing challenges such as SEND, disadvantage and EAL through two face-to-face engagement days. The first focused on the review's interim solution, and the second sought views on the group's draft recommendations. Both engagement days were positive and helped to inform improvements to the review's draft work. The review group also ran a two-week online survey to gather stakeholder views on some of their thinking and to elicit comments and contributions on areas of particular concern. The survey was shared with parents and carers, schools, local authorities, teaching unions and stakeholder representative groups.

Overall 1,729 responses were received. A breakdown of responses is as follows³:

- parents and carers (16.0%)
- special needs schools (37.8%)
- mainstream schools (32.0%)
- local authorities (12.7%)
- others (e.g. Ofsted, sector representative groups and teaching unions) (17.2%)

Over the course of their deliberations, review group members have considered publicly available research and evidence. They have looked at the work of other projects focused on assessing pupils with SEND and have considered a range of commercial and other external products in seeking evidence of good practice.

The review's final recommendations have been informed by all of this work and review members offer acknowledgement and recognition for the wide range of expertise and experience they have been able to draw on to support their deliberations.

³ The answers were not mutually exclusive and respondents were able to select multiple interests; this is why the figures do not add to 100%

Recommendation 1

P scales

In approaching the second phase of its work, the review group began by considering existing statutory assessment arrangements for pupils working below the standard of national curriculum assessments. As national curriculum levels have already been removed from statutory assessment arrangements, this work focused on P scales and their utility and effectiveness for assessing pupils with SEND.

P scales were introduced in 1998 to sit below level 1 of the old national curriculum because teachers working with children with complex needs found that the national curriculum level descriptors started at too high a level for their pupils.

As P scales were designed to sit below level descriptors, it is unsurprising that they are similar to level descriptors in nature and form. There are 8 levels within the P scales and each level contains broad descriptions of performance expected of pupils working at that level. P1 represents the lowest level of attainment and P8 the highest. P1 to P3 describe early learning and development before pupils begin to engage in subject-specific learning. P4 is the entry point to subject specific learning and the remaining 4 P scales, P5 to P8, are subject-specific.

It is currently a statutory requirement to use P scales to assess and report the attainment of pupils with SEND who are not working at the standard of mainstream statutory assessments. This means schools all over the country are using the same language and milestones to evaluate the progress of relevant pupils with SEND. This was intended to facilitate discussions and comparisons across pupils and schools, helping teachers to understand what to expect from their pupils and helping those holding schools to account to judge whether schools are making acceptable progress with their pupils.

Review group members had a number of discussions about whether P scales use the right language and milestones and whether setting expectations according to comparisons with other pupils and schools is the right approach to assessment for all pupils with SEND.

Reliability and clarity of judgements

Unlike wider statutory teacher assessment arrangements, including arrangements for the new interim teacher assessment frameworks, assessments using P scales are not formally moderated. This means that whilst different teachers and schools are using the same language and milestones in principle, their understanding and application of the language and milestones may differ considerably. This undermines the usefulness of P scales for sharing information and for making valid comparisons of pupil progress.

Like the old national curriculum levels, assessments using P scales rely on best-fit judgements. Teachers make on-balance evaluations about which P level best describes a pupil's attainment. This means that 2 pupils can be assessed as being at the same P level, but each can have different attainment profiles. This also undermines the reliability and validity of expectations and comparisons based on P scale data because pupils who have achieved a particular profile of attainment within a P level may well progress differently to pupils who have achieved a different combination at the same P level.

In contrast, the interim teacher assessment frameworks used for statutory teacher assessment for the first time in 2015 to 2016 and the interim pre-key stage standards created by the Rochford Review, both use a secure-fit model to assess the standard a pupil is working at. This means the information that will be shared about the standard a pupil is working at will be clear and unambiguous. A parent or carer, teacher or inspector provided with that information can be confident that a pupil assessed at any particular standard can do all of the things described in the 'pupil can' statements within that standard.

Curriculum and planning

P scales were designed to sit alongside, and complement, the old national curriculum, which was significantly different to the new one. The content of the new curriculum is organised by year group or key stage, rather than being thematically or sequentially based. The Rochford Review had an important role to play in evaluating whether P scales remain fit for purpose in supporting pupils' progression onto the new national curriculum and onto the statutory national assessments used to evaluate pupils' knowledge and understanding of it.

In contrast to P scales, the Rochford Review's interim pre-key stage standards were developed in collaboration with curriculum advisers to ensure that the knowledge and understanding they assess supports further engagement

with the new national curriculum and defines milestones that underpin the knowledge and understanding required to achieve higher standards within the statutory assessment arrangements designed for the new curriculum.

Members of the review group have also expressed serious concerns that many schools use P scales as a curriculum, instead of for their intended purpose as an assessment tool. They felt that where P levels define specific tasks or activities these are often being applied narrowly.

Rather than following the letter of the P scales, it is much more important that knowledge, concepts and skills are acquired in a range of contexts and situations, according to a varied and stimulating curriculum. Assessment should be similarly varied to evaluate pupils' attainment and progress in different ways according to their age, interests and needs. The risk of using P scales as a curriculum is that education becomes a tick-box exercise instead of an exciting and evolving exchange between teacher and pupil.

Using P scales to evaluate progress

P scales presume linear progression; they presume that pupils will move on from one skill or concept to a more challenging or advanced skill or concept in a linear fashion. Whilst this is an appropriate assumption for most pupils, it does not acknowledge that for pupils with severe or profound and multiple learning difficulties, progress can often look quite different.

P scales combine this linear assessment framework with a best-fit approach to assessment. This means that, as with national curriculum levels, there is an in-built incentive for schools to encourage progression onto the next P level before pupils have acquired or consolidated all the elements of the previous P level.

Ensuring greater depth of understanding and practical application of new knowledge can sometimes be more beneficial to a pupil's longer term progress than moving on to new things. Approaches which recognise lateral progress, improvements in pupils' depth of understanding or in the range of contexts to which they apply new concepts and skills would be particularly beneficial for pupils with more severe or profound special needs, who can have greater difficulty retaining and building on new milestones.

Recommendation

The data from the survey carried out by the Rochford Review showed mixed views about P scales. The majority (78%) of respondents felt that P scales are not fit for purpose in their current form, but opinions varied as to whether they should be revised (32%), replaced with a new framework (21%) or removed for teachers to develop their own approaches to assessing pupils with SEND (25%). Over 60% of parents and carers who responded did not think P scales provided useful information about their child.

The view of review group members is that P scales carry such a range of problems and challenges that it is better to stop using them and start afresh with a new approach to statutory assessment; one that is more appropriate for the varying needs of pupils working below the standard of national curriculum tests, more aligned with the new national curriculum and allows for more fluid progression onto wider forms of statutory national assessment.

Recommendation 1

The Rochford Review recommends the removal of the statutory requirement to assess pupils using P scales.

Recommendation 2

Inclusive assessment

Review group members were clear from the outset, when they developed their guiding principles, that wherever possible pupils should be included in mainstream statutory assessment arrangements.

An inclusive system, that provides access for as many pupils as possible, has a number of benefits. It allows for ease of measuring progression within that system. It also provides continuity across different educational settings, allowing for well-supported movement between those settings where necessary or appropriate. Where staff are using the same approach to assessment, it also facilitates the development of shared good practice. In the survey carried out by the review, 66% of respondents agreed that some pupils with SEND have unique needs which require them to be assessed differently, but where possible they should be part of mainstream statutory assessment arrangements.

Recommendation

The Rochford Review's interim pre-key stage standards were designed to align with and complement wider statutory national assessment arrangements. In developing them, review members worked with some of the same curriculum advisers who had been involved in the development of the new national curriculum tests and interim teacher assessment frameworks. This ensured consistency between the two and the creation of a clear pathway for progression.

Like the national curriculum tests and the interim teacher assessment frameworks, the interim pre-key stage standards assess pupils' knowledge and understanding in the 3 core subjects of English reading, English writing and mathematics. As these are the focus of statutory national assessment for the large majority of primary school pupils, it is right that they should also be the focus of statutory national assessment for all pupils capable of, and engaged in, subject-specific learning, including those with SEND and EAL.

Recommendation 2

The Rochford Review recommends that the interim pre-key stage standards for pupils working below the standard of the national curriculum tests are made permanent, and extended to include all pupils engaged in subject-specific learning.

Once more in collaboration with subject and curriculum experts, the Rochford Review members have developed 2 new additional standards (Emerging and Entry) to sit below the existing pre-key stage standards in each of the 3 subject areas. This will allow for the assessment of all pupils engaged in subject-specific learning. It is important to note that these new additional standards are subject to consultation and are recommendations only at this stage.

The details of the additional new pre-key stage standards are provided in appendices B and C. These assess the knowledge and understanding necessary to progress on to the more challenging aspects of literacy and numeracy assessed in the higher standards.

Recommendation 3

Assessing pupils with severe, profound and multiple learning difficulties

Although an inclusive approach to assessment is desirable where it is both feasible and valuable, the Rochford Review's guiding principles also state that equality is not necessarily always about treating people in the same way. Sometimes the fairest and most positive way to provide for some children is to use a different approach.

A small number of pupils nationally are not engaged in subject-based learning by the time they reach the end of key stage 1 or 2. It would not be appropriate to assess them using the pre-key stage standards as they do not yet have assessable literacy or numeracy skills. For those pupils there needs to be an alternative form of statutory assessment.

Supporting the SEND code of practice

In deciding on the right approach to statutory assessment for these pupils, the Review members were conscious of their other guiding principle that assessment for pupils with SEND should take account of recent SEND reforms including the introduction of Education, Health and Care plans (EHC plans).

The [SEND Code of Practice 0 to 25](#) defines four areas of need:

- cognition and learning
- communication and interaction
- social, emotional and mental health
- sensory and/or physical

It is important to monitor and support pupils' development in all 4 areas to foster engagement with the world and encourage autonomy. Each area of need plays a crucial part in promoting independence and quality of life.

Statutory assessment for pupils with SEND

This kind of monitoring and support is an integral part of the work that teachers and other staff in educational settings do day-in, day-out, when working with pupils with severe or profound and multiple learning difficulties. For the members of the review, it was important to establish which aspects of development should be assessed on a statutory basis.

In deliberating on this issue, the review returned to the purposes of statutory assessment and considered the requirements for this group of pupils in the context of the wider picture of statutory assessment for all primary school pupils.

Pupils at primary school learn a range of different subjects as part of their academic education. Many of these also support their wider development. Physical education promotes their health and fitness, while religious education supports pupils' spiritual and moral development. All state-funded schools are required to provide a curriculum which prepares pupils for the opportunities, responsibilities and experiences of later life. They must also make provision for personal and social education.

The importance of all these areas is emphasised in the national curriculum. Teachers and teaching assistants are assessing pupils' performance and development in all these areas on an ongoing basis. However, mainstream statutory assessment arrangements focus only on 3 core aspects of pupils' learning: English reading, English writing and mathematics. These are the most crucial areas of knowledge and understanding to underpin success in future education and work.

The focus on these areas for statutory assessment should not, however, undermine the importance of the other areas of the curriculum. Schools have a duty to assess pupils' attainment and progress across the whole breadth of the curriculum and to report their assessments to parents. However, following the removal of national curriculum levels, schools now have the freedom to choose their own approach to these non-statutory assessments based on the curriculum they use and the needs of their pupils.

Whilst it is very important to assess how pupils with severe or profound and multiple learning difficulties develop in all 4 areas of need outlined in the SEND code of practice, it makes sense that statutory assessment for these pupils should also have a narrower focus.

Recommendation

Statutory assessment for mainstream pupils is based on cognition and learning (their learning and development in English reading, English writing and mathematics), so statutory assessment for pupils with severe or profound and multiple learning difficulties should also be focused on the area of cognition and learning.

Early development in cognition and learning provides the foundations necessary to progress to subject-specific learning. Making this the focus of statutory assessment for pupils with severe or profound and multiple learning difficulties will help to ensure they are developing the right concepts and skills to progress on to those aspects of subject-specific learning assessed by the pre-key stage standards.

Recommendation 3

The SEND code of practice outlines the following 4 areas of need:

- cognition and learning
- communication and interaction
- social, emotional and mental health
- sensory and/or physical

The review recommends that schools should assess pupils' development in all 4 areas, but statutory assessment for pupils who are not engaged in subject-specific learning should be limited to the area of cognition and learning.

Recommendation 4

Cognition and learning for pupils with severe or profound and multiple learning difficulties

The review group members have given careful consideration to how cognition and learning can be demonstrated and assessed for pupils with severe or profound and multiple learning difficulties. For these pupils it takes longer to acquire new concepts and skills and to establish them in a range of different contexts.

The review's recommendations build on a research project commissioned by the DfE and published in 2011, [The Complex Learning Difficulties and Disabilities \(CLDD\) research project](#). In line with this work, the members of the Rochford Review believe that early development in cognition and learning centres on a range of skills that enable pupils to engage in learning situations and on their growing ability to seek out or direct learning opportunities autonomously.

Assessing engagement allows teachers and education professionals to monitor the varying degrees of attention, interest and involvement that pupils demonstrate when they are sufficiently well motivated to participate in new learning and thus enabled to progress towards autonomy in their practical application of new skills and concepts.

Aspects of engagement

The CLDD project identified 7 areas of engagement for learning against which pupils can be assessed. These inter-related indicators can be used to inform the assessment of pupils with severe or profound and multiple learning difficulties and to provide evidence of pupil progress. The different indicators should not be viewed in a strict hierarchical sense, but more as a guide for assessing a pupil's effective engagement in the learning process.

The 7 areas of engagement can be used as an observational framework to monitor the varying ways in which, and degrees to which, a pupil demonstrates attention, interest and involvement in new learning. They provide the scaffolding that will enable a pupil ultimately to become autonomous in the acquisition of a new skill or concept.

The skills and concepts pupils acquire through the application of these indicators form the necessary foundations for moving on to later subject-specific learning. Statutory assessment of these aspects of engagement will therefore provide a solid basis for moving on to the subject-specific assessment defined in the early pre-key stage standards.

The 7 aspects of engagement are as follows:

- **Responsiveness:** Assessment of responsiveness should evaluate any change in a pupil's behaviour that demonstrates he or she is being attentive to a new stimulus or reacting in a meaningful way. This type of assessment is important for establishing what differing stimuli motivate a pupil to pay attention. This is a pre-requisite for learning. It is particularly relevant for assessing pupils with multiple sensory impairments who have reduced and/or atypical sensory awareness and perception.
- **Curiosity:** Assessment of curiosity demonstrates how a pupil is building on an initial reaction to a new stimulus, perhaps by reaching out or seeking the source of a new stimulus.
- **Discovery:** Assessment of discovery provides information about the changing ways in which a pupil interacts with, or responds to, a new stimulus, sometimes accompanied by expressions such as enjoyment and excitement. Curiosity and discovery are closely linked. At a more advanced point of development they both help to demonstrate a pupil's degree of interest in, and exploration of, activities and concepts. These both help to drive the acquisition of new knowledge and skills.
- **Anticipation:** Assessment of anticipation should demonstrate whether a pupil is able to predict, expect or associate a particular stimulus with an event. This is important for measuring a pupil's concept of cause and effect.
- **Persistence:** Assessment of persistence measures the extent to which a pupil is sustaining attention towards a particular item or action and is therefore beginning to develop conceptual understanding. The ability to sustain attention is important for maintaining an activity long enough to develop the learning associated with it and for consolidating that learning.
- **Initiation:** Assessment of initiation demonstrates the different ways, and extent to which, a pupil investigates an activity or stimulus in order to bring about a desired outcome. It is an important part of developing the autonomy required for more advanced cognitive development and learning.

- **Investigation:** Assessment of investigation measures the extent to which a pupil is actively trying to find out more about an object or activity via prolonged, independent experimentation. This demonstrates a more advanced degree of autonomy than the other aspects of engagement and is important for ongoing learning.

Recommendation

Creating a statutory duty to assess those pupils who are not yet engaged in subject-specific learning against the 7 areas of engagement will hold schools to account for ensuring that they monitor and support the cognitive development and learning of pupils with severe or profound and multiple learning difficulties. Focusing on these indicators will ensure schools give appropriate attention to the development of concepts and skills that are pre-requisites for progressing on to subject-specific learning.

Recommendation 4

The review recommends a statutory duty to assess pupils not engaged in subject-specific learning against the following 7 aspects of cognition and learning:

- responsiveness
- curiosity
- discovery
- anticipation
- persistence
- initiation
- investigation

Recommendation 5

Progress for pupils not yet engaging in subject-specific learning

It is widely acknowledged that the attainment and progress of pupils with severe or profound and multiple learning difficulties can be inconsistent, presenting an atypical or uneven profile. Each pupil's unique profile of needs can make it very difficult to draw the kind of comparisons with other pupils that make it possible to set age-related expectations for attainment. Any individual child's needs and disabilities can interact in different ways, so that even though he or she may share some of those needs or disabilities with other pupils, their progress pathways will be different.

Pupils with the most severe or profound and multiple difficulties frequently do not make progress in a linear way. That is not to say that they cannot make linear progress, but that linear progress is not typical. There may be a period of lateral progress, in which, for example, a pupil does not gain new concepts or skills, but learns to apply existing concepts or skills to a broader range of contexts. For a pupil with complex needs, this can be a significant achievement and demonstrate real progress. It would not, however, be captured by a framework, like that of the P scales, which is premised on an expectation of linear progress.

Pupils may also make progress for a period of time, but then either plateau or appear to lose some of the gains they have made for a while before progress starts to pick back up again. These kinds of patterns of progress are normal for pupils with severe or profound and multiple learning difficulties. The way in which they are assessed needs to take account of such factors.

Assessing the individual

As it is neither possible nor desirable to set national expectations for what these pupils should have learned at a particular age or by the end of a key stage, the members of the Rochford Review do not believe it is appropriate to apply a framework to statutory assessment that evaluates their attainment in that way. It would be neither fair to the child, nor to the school.

Instead of basing statutory assessment on pre-defined criteria outlining what the pupil should be able to do at the end of the key stage, assessment should be tailored to the individual's needs and his or her unique profile of learning difficulties. Such assessment should take account of the stage a pupil is at in his or her cognitive development and learning, rather than his or her chronological age.

Assessment that is tailored for the individual child builds on the teacher's knowledge of the pupil and is aligned with a curriculum that is appropriate for that child's needs. Schools already have the freedom to use any curriculum they feel is appropriate for the needs and requirements of these pupils. They should also have the freedom to assess them in a complementary way.

Evidence from the Rochford Review survey showed that over 90% of parents or carers who responded said it was important that their child made progress in relation to their own needs.

Recommendation

As it is not appropriate to set age-related expectations for pupils with the most severe or profound and multiple learning difficulties, the members of the Rochford Review do not feel it would be appropriate to prescribe milestones which present progress as linear.

Assessment should be suitable for pupils' individual needs and should be able to be used flexibly according to their prior progress pathways, so the members of the Rochford Review do not feel it would be appropriate to prescribe any particular method or approach for assessing these pupils.

Instead the Rochford Review believes that schools should be free to fulfil the proposed statutory duty to assess each pupil against the 7 areas of cognition and learning in the way that best reflects the needs of the pupil and what the school already knows about his or her pattern of progression.

In this way, the information captured by the assessment can demonstrate every kind of progress made by the pupil, be it linear, lateral or simply about consolidation. It does not limit the progress that can be demonstrated to any specific type that would be outlined in a prescribed assessment model.

The absence of a prescribed approach to assessment does not mean that accountability should be taken any less seriously for this group of pupils. On the contrary, it matters every bit as much that schools are accountable for supporting these pupils to achieve attainment and progress. It simply means that accountability will be exercised in other ways; for example through the provision of evidence about pupils' attainment and progress to parents and carers, school governors, peer reviewers, and inspectors, guided by the nature of the attainment and progress demonstrated by their pupils.

It is important to note that these pupils can still make linear progress across the pre-key stage standards if and when they start to engage in subject-specific learning and that they will be included in national accountability measures as they are now.

Recommendation 5

Although the Rochford Review recommends a statutory duty to assess pupils not engaged in subject-specific learning against the 7 aspects of cognition and learning outlined in recommendation 4, schools should be free to decide their own approach to making these assessments according to the curriculum they use and the needs of their pupils.

Implementation

The Rochford Review recognises that assessing pupils against the 7 areas of cognitive development and learning will be new for many teachers in many schools. 16% of survey respondents working in schools felt some guidance would be helpful if assessing pupils using P scales was no longer a statutory requirement.

To support the implementation of recommendations 3, 4 and 5, the Rochford Review has developed some principles for assessing pupils not engaged in subject-specific learning against the 7 areas of cognitive development and learning. These are outlined on the following page.

When considering these principles, schools should not feel they necessarily have to develop their own approach from scratch. There are many schools already engaged in excellent practice who can share their approach. There are also many good external products available to support the assessment of pupils with severe or profound and multiple learning difficulties. If looking to existing options instead of developing their own systems, schools should bear the principles in mind as they evaluate their choices.

Principles for assessing the 7 indicators of cognition and learning

- It is good practice to set realistic, but stretching, success criteria that are specific to the pupil, and then set out how you are going to monitor progress against them. These success criteria should be based on the curriculum used by the school, linking to the outcomes in EHC plans.
- Just as the curriculum should be sufficiently motivating to engage pupils in learning, the means of assessment should capture the pupil's interest and be appropriate for his or her age and interests.
- It is good practice to engage parents and carers in dialogue about assessments. They can provide information about their child's interests and progression outside school that can help to inform the approach to assessment in the classroom.
- Where possible, you should aim to assess each of the 7 aspects of cognition and learning in a range of different ways.
- Your assessments should evaluate whether the pupil is able to exhibit the different areas of cognition and learning independently or the extent to which support is required.
- Your assessments should demonstrate whether a pupil is able to sustain new skills and understanding over time. It should not just reflect a snapshot of one activity or observation.
- Your assessments should demonstrate whether a pupil is able to apply the indicators of cognition and learning in a variety of different situations.
- Good assessment should look at pupils' development in all the 7 areas individually, but should also consider the whole picture about what they say about a pupil's attainment and progress when viewed together.
- One assessment activity can assess more than 1 of the 7 aspects of cognition and learning at the same time.
- Your overall assessments should be informed by evidence from a range of different sources and outside agencies.
- Your assessment methods should be sufficiently flexible to be adapted to the needs of the pupil. The design of your assessment should take into account advice from different sources and outside agencies (e.g. advice from an occupational therapist about the right postural position to put a child in to create appropriate conditions for the assessment).
- There is no expectation that pupils should be able to demonstrate attainment or progress in all these areas, just that assessments will take place to demonstrate whether they can.

Recommendation 6

Supporting good assessment

When the Rochford Review carried out its survey, 16% of those working in schools said they would be unclear about the best way to assess pupils with SEND if P scales were no longer statutory. When these results were filtered, it showed that 24% of those working in mainstream schools said they would be unclear and 9% of those working in special schools said they would be unclear.

Discussions at the engagement sessions with teaching unions and wider stakeholders revealed a widely shared view that these figures probably under-estimate the real numbers of those working in schools who lack confidence in assessing pupils with SEND.

Recommendation

The Commission on Assessment Without Levels recommended the development of training materials to improve understanding of good assessment within schools and across those working with schools, such as inspectors and regional school commissioners.

The Rochford Review is aware that work is taking place within the DfE to consider initial teacher training and continuing professional development more widely. Where possible, the Rochford Review would like to see work of this nature take account of the need to develop good practice in assessing pupils with SEND and pupils working below the standard of national curriculum tests for other reasons, including disadvantage and EAL.

Recommendation 6

The Rochford Review recommends that initial teacher training (ITT) and continuing professional development (CPD) should reflect the need for staff working in educational settings to have a greater understanding of assessing pupils working below the standard of national curriculum tests, especially those pupils with SEND who are not engaged in subject-specific learning.

Recommendation 7

Driving improvement in assessing pupils working below the standard of national curriculum tests

The Rochford Review is aware that formal training and development is just one way of driving improvement in assessment practices in schools. It is particularly important that where good practice is already happening, other schools are able to learn from it. This requires active participation both from those schools where there is already demonstrable good practice, by sharing the work they are doing, and from those schools who are less confident in their approach, by seeking out opportunities to learn from others.

The Rochford Review is aware that there is already a lot of excellent practice in schools across the country. School to school improvement work can be a highly effective way of spreading good practice, particularly given pressure on budgets.

Recommendation

In the absence of any outside authority coordinating this type of school improvement activity, it is important that schools and multi-academy trusts (MATs) are pro-active in participation. There should be a sense of a responsibility to share knowledge and experience where possible, including sharing work outside existing links with other schools or within MATs. There should also be a sense of duty to identify and pursue possible sources of support in schools where experience and confidence is lower.

Recommendation 7

The Rochford Review recommends that where there is demonstrable good practice in schools, those schools should actively share their expertise and practice with other schools and that schools in need of support should actively seek out and create links with schools that can help to support them.

Recommendation 8

Responding positively to change

The Rochford Review is aware that there have been a number of changes to assessment in recent years and that their recommendations for assessing pupils working below the standard of national curriculum tests form one part of the reform programme that the government is taking forward. The members of the review are keen to ensure that any changes that may be made in response to their recommendations are implemented successfully and that schools feel confident in applying them.

Although there is already good practice in many schools, the proposed reforms provide the opportunity to keep developing new and improved practice, to build on what is already happening in some schools and support further innovation and improvement.

Recommendation

One important way of embracing change and driving improvement is through engaging in research to test out new approaches and monitor impacts of implementation. Schools are well-placed to carry out this type of research themselves or in collaboration with other schools.

It is a mark of investing in continuous improvement to establish mechanisms for evaluating your own practice. This is particularly important to enable schools to review the effectiveness of their assessment practices and ensure the information they provide fosters meaningful communications with parents and carers and effectively supports teaching and planning in ways which lead to improvements in pupil outcomes.

Recommendation 8

The review recognises the importance of schools engaging in research to support good practice. It recommends that schools work collaboratively to develop an understanding of good practice in assessing pupils working below the standard of national curriculum tests. This work can often be particularly beneficial when it happens across different types of educational setting.

The review further recommends that schools support this work by actively engaging in quality assurance through mechanisms such as school governance and peer review. This will provide appropriate scrutiny and help to support a growing body of evidence and shared understanding of good practice in assessment.

Recommendation 9

Assessment and reporting

The assessment information collected using the pre-key stage standards will be reported to the DfE for use in national accountability measures. The DfE communicated the expectation for schools to report the data collected using the interim pre-key stage standards that were published in December 2015. Recommendation 2 proposes that data collected using the additional pre-key stage standards should be reported in the same way.

However, recommendation 5 proposes that schools should be free to develop their own approach to assessing the 7 aspects of cognition and learning for the small number of pupils who are not engaged in subject-specific learning. If information about these assessments was collected by the government on a national level, the DfE would need to prescribe a specific format for reporting that information. A specific format for reporting would presuppose a specific form of assessment result. This would undermine the freedom to assess in the way that is most suited to the needs of the individual pupils and which best demonstrates the progress these pupils make in whatever form it takes.

Ensuring effective accountability

The data reported using the pre-key stage standards will demonstrate attainment and progress. These standards will allow schools to demonstrate the progress they make with every pupil engaged in subject-specific learning and for this progress to contribute to the credit schools receive for the work they do.

Pupils not engaged in subject-specific learning will be included in the data that is reported. Schools will report that these pupils have not demonstrated evidence of all the statements at 'entry to the expected standard'. Should they progress onto subject-specific learning within their time at primary school, their attainment will also be captured and reported.

Assessment against the 7 areas of cognition and learning provides further information to support accountability for the work schools do with these pupils. If the data these assessments provide is not reported in a prescribed format, it cannot be used in the same way at a national level. This does not, however, mean that it cannot be used for accountability or that accountability is any less important for these pupils. As happens currently, it simply means that schools need to be held to account in a different way.

Recommendation

As attainment and progress for these pupils is best judged in a way which takes account of their individual profile of needs, it is best monitored during discussions between parents, carers, schools and those working with them, such as inspectors, local authorities, regional school commissioners, school governors and those engaged in peer review. These discussions can cover the variety of ways in which pupils with the most severe or profound and multiple needs make progress and they should be supported by a range of evidence that underpins teachers' judgements about their pupils.

Ofsted was represented in the membership of the Rochford Review and played an active part in the discussions that have led to the development of the review's recommendations. The Ofsted handbook for 2015 clearly states that "Ofsted **does not** expect performance and pupil-tracking information to be presented in a particular format. Such information should be provided to inspectors in the format that the school would ordinarily use to monitor the progress of pupils in that school."

Recommendation 9

There is currently a statutory duty to submit P scales data to the DfE. The review is recommending a statutory duty to assess pupils not engaged in subject specific-learning on the 7 areas of cognition and learning.

The review believes that there should be no requirement to submit this assessment information to the DfE, but schools should be required to report the number of pupils working below the pre-key stage standards. In addition schools must be able to provide evidence to support a dialogue with parents and carers, inspectors, school governors and those engaged in peer review to ensure robust and effective accountability for assessing pupils not engaged in subject specific-learning with SEND.

Recommendation 10

Pupils with English as an Additional Language (EAL)

There are some pupils who have not completed the relevant key stage programmes of study and are therefore working below the standard of statutory testing arrangements, because they have EAL.

Pupils with EAL can fit a wide range of profiles. Some may be newly arrived to the country and may have come from difficult circumstances in their home country. Others may always have lived in the UK, but may come from homes where English is not spoken. Others may already be bilingual or multilingual. The right approach to supporting assessment for all these pupils may be different.

Recommendation

Whilst it is important that these pupils can be assessed within wider statutory assessment arrangements, additional advice or guidance may be required to help teachers with making their assessments accurately and effectively. Schools need to know when to disapply pupils from statutory assessments, particularly when making judgements about whether to enter pupils for the national curriculum tests. For those pupils judged to be working below the standard of national curriculum tests, teachers need to know how to apply the pre-key stage standards or how to assess against the 7 areas of cognition and learning effectively.

The review had limited time available to make its recommendations. The members of the review would have liked to devote more time to understanding current practice in assessment for pupils with EAL and recognise that this is an area that would benefit from further consideration in order to support teachers in assessing these pupils effectively in light of the varied range of challenges they face.

It is important to note that recommendations 6, 7 and 8 apply equally to assessing pupils with EAL. The Rochford Review strongly encourages schools to engage in improvement work, research, peer review and other forms of quality assurance to support their understanding of assessing pupils with EAL and to help build good practice in this area.

Recommendation 10

The Rochford Review recommends that further work is done to consider the best way to support schools with assessing pupils with EAL.

Appendix A: Review group members

Diane Rochford (chair)

Executive Headteacher, John F Kennedy Special School Academy – part of the Learning in Harmony Multi Academy Trust

Janet Thompson (deputy chair)

Headteacher, Dorothy Goodman School, Leicestershire (3 to 19 special needs school)

Charlie Henry

National Lead for Special Educational Needs and Disability at Ofsted (September – November 2015)

Mary Rayner HMI

National Lead for Special Educational Needs and Disability at Ofsted (December 2015 – March 2016)

Paul Harris

Executive Headteacher, Curwen Primary School and Kensington Primary School

Paul Newton

Research Chair, Ofqual and a member of the Commission on Assessment Without Levels

Pete Hopkins

Headteacher, Severne Primary School

Philippa Stobbs

Assistant Director, Council for Disabled Children

Richard Aird OBE

Formerly headteacher of 4 special schools and Chair of the Herefordshire Learning Disability Trust

Sherann Hillman

North West representative and Co-chair of the National Network of Parent Carer Forums and founder of the Parents in Partnership Forum Stockport

Appendix B: Pre-key stage 1: pupils working below the test standard⁴

Pre-key stage 1 standards for English reading

Foundations for the expected standard in reading (ER3)	<p>The pupil can:</p> <ul style="list-style-type: none">• respond speedily by saying or communicating the correct sound for all the letters of the alphabet• blend the sounds for all letters of the alphabet into words⁵• sound out words accurately in a book closely matched to the known grapheme-phoneme correspondences (GPCs)• answer literal questions about a familiar book that is read to them
Emerging to the expected standard in reading (ER2)	<p>The pupil can, when a story is read aloud by an adult (on a one-to-one basis):</p> <ul style="list-style-type: none">• answer questions, such as Where is this? What is this? Who is this? What is he doing? using their preferred mode of communication• in a familiar story, jump in with the next word or phrase when the adult pauses <p>The pupil can:</p> <ul style="list-style-type: none">• indicate or sign the correct picture or object (when 3 are presented) when the adult says or signs the first sound• indicate or sign the correct letter (when 3 are presented) when the adult says or signs the sound• say or sign (or a close approximation to) every letter of the alphabet
Entry to the expected standard in reading (ER1)	<p>The pupil can, when a story is read aloud by an adult (on a one-to-one basis):</p> <ul style="list-style-type: none">• follow what is being read by focusing on text, pictures or sounds• point to pictures of characters and places in response to questions such as 'Where is (the) ...?'• join in with actions or known words and phrases in stories or rhymes, using their preferred mode of communication• show awareness that something is going to happen e.g. by trying to turn the page or demonstrating anticipation

⁴ 2017 interim frameworks for teacher assessment at the end of key stage 1:

<https://www.gov.uk/government/publications/2017-interim-frameworks-for-teacher-assessment-at-the-end-of-key-stage-1>

⁵ CVC, CCVC, CVCC words containing letters of the alphabet (e.g. cat, frog, dogs).

Pre-key stage 1 standards for English writing

Foundations for the expected standard in writing (EW3)	<p>The pupil can:</p> <ul style="list-style-type: none">• write the correct letter in response to hearing each sound of the alphabet⁶• segment spoken words⁷ into sounds and write the letters corresponding to those sounds• form most lower-case letters in the correct direction, starting and finishing in the right place• use spacing between words with support from the teacher (e.g. to remind pupil to do this)• compose a short sentence and communicate it orally, or using the pupil's preferred method of communication to convey meaning with support from the teacher (e.g. teacher helps pupil to build sentence through questioning)
Emerging to the expected standard in writing (EW2)	<p>The pupil can:</p> <ul style="list-style-type: none">• write the correct letter for most of the letters of the alphabet in response to hearing the sound or a single letter sign⁸
Entry to the expected standard in writing (EW1)	<p>The pupil can:</p> <ul style="list-style-type: none">• hold a pencil with sufficient grip and pressure to make marks on paper, or perform an equivalent task using their preferred form of communication (e.g. using electronic writers or eye-gaze for writing/communicating)• make marks, including some letters, with the intention of conveying meaning

⁶ Where pupils are physically unable to write, they can point to the correct letter for the sound. Where pupils are unable to hear, their usual method of communication can be used to instruct them to write the correct letter.

⁷ CVC, CCVC, CVCC words containing letters of the alphabet (e.g. cat, frog, dogs).

⁸ Pupils with a disability that prevents them from writing should indicate the correct letter for example on a keyboard.

Pre-key stage 1 standards for mathematics

Foundations for the expected standard in mathematics (M3)

The pupil can:

- demonstrate an understanding of place value of 10s and 1s in a 2 digit number using resources to support them if necessary (e.g. representing a 2-digit number using resources for tens and ones; comparing 2 numbers up to 20 to identify the larger and smaller number without apparatus)
- count forwards and backwards from 0 to 20, understanding that numbers increase and decrease in size and identify a number that is one more or one less than a given number (e.g. identify missing numbers on a number scale from 0 to 20)
- read and write numerals from 0 to 9 and demonstrate an understanding of the mathematical symbols of, add, subtract and equal to
- use number bonds from 1 to 5 (e.g. partitioning the number 5 as $0 + 5$, $1 + 4$, $2 + 3$, $3 + 2$, $4 + 1$, $5 + 0$; use concrete objects to demonstrate the commutative law and inverse relationships involving addition and subtraction e.g. $3 + 2 = 5$, therefore $2 + 3 = 5$ and $5 - 3 = 2$ and $5 - 2 = 3$)
- solve problems involving the addition and subtraction of single digit numbers up to 10
- put up to 20 items into groups of 2 or 5 or into 2 or 5 equal groups (e.g. give the pupil 5 hoops and 15 objects and ask them to share them equally between the hoops)

Emerging to the expected standard in mathematics (M2)

The pupil can:

- count up to 10 saying the number names in the correct order, matching the correct number name to each object in the count and appreciate that the last number counted represents the total size of the group
- demonstrate an understanding that the number of objects remains the same when they are rearranged providing nothing has been added or taken away
- identify the larger and smaller group of 2 sets of objects.
- match the numerals 0 to 9 to groups of objects (e.g. using number cards to indicate that there are 5 apples in a picture of apples)
- use real life materials (e.g. apples or crayons) to add and subtract 1 from a group of objects and say how many are now present
- continue and create a pattern using real life materials (e.g. apples, oranges and bananas)

**Entry to the expected
standard in mathematics
(M1)**

The pupil can:

- count to 5, though this may involve joining in with the teacher as the teacher counts
- identify whether there are 1, 2 or 3 objects in a group of objects
- demonstrate an understanding of the concept of more (e.g. indicating that more cups are required so that all children have a cup)
- sort and compare big and small objects on request
- copy a pattern using real life materials (e.g. apples, oranges and bananas)

Appendix C: Pre-key stage 2: pupils working below the test standard⁹

Pre-key stage 2 standards for English reading

Growing development of the expected standard in reading (ER5)	<p>The pupil can:</p> <ul style="list-style-type: none">• read accurately most words of 2 or more syllables• read most common exception words* <p>In books that are appropriate for the pupil's developmental stage, and with an age-appropriate content, the pupil can:</p> <ul style="list-style-type: none">• read words accurately and fluently, without the need for overt sounding and blending <p>In a familiar book that they can already read accurately and fluently, the pupil can:</p> <ul style="list-style-type: none">• make some inferences on the basis of what is being said and done
Early development of the expected standard in reading (ER4)	<p>The pupil can:</p> <ul style="list-style-type: none">• read accurately words that contain the common graphemes for all 40+ phonemes* by blending the sounds if necessary• read many common exception words* (e.g. including the, said, could and some) <p>In a book closely matched to the GPCs as above, the pupil can:</p> <ul style="list-style-type: none">• read aloud many words quickly and accurately without the need for overt sounding and blending• sound out many unfamiliar words accurately <p>In discussion with the teacher, the pupil can:</p> <ul style="list-style-type: none">• answer questions and make some inferences on the basis of what is being said and done in a familiar book that is read to them.
Foundations for the expected standard in reading (ER3)	<p>The pupil can:</p> <ul style="list-style-type: none">• respond speedily by saying or communicating the correct sound for all the letters of the alphabet• blend the sounds for all letters of the alphabet into words¹⁰• sound out words accurately in a book closely matched to the known grapheme-phoneme correspondences (GPCs)• answer literal questions about a familiar book that is read to them

⁹ 2017 interim frameworks for teacher assessment at the end of key stage 2:

<https://www.gov.uk/government/publications/2017-interim-frameworks-for-teacher-assessment-at-the-end-of-key-stage-2>

¹⁰ CVC, CCVC, CVCC words containing letters of the alphabet (e.g. cat, frog, dogs).

<p>Emerging to the expected standard in reading (ER2)</p>	<p>The pupil can, when a story is read aloud by an adult (on a one-to-one basis):</p> <ul style="list-style-type: none"> • answer questions, such as <i>Where is this? What is this? Who is this? What is he doing?</i> using their preferred mode of communication • in a familiar story, jump in with the next word or phrase when the adult pauses <p>The pupil can:</p> <ul style="list-style-type: none"> • indicate or sign the correct picture or object (when 3 are presented) when the adult says or signs the first sound • indicate or sign the correct letter (when 3 are presented) when the adult says or signs the sound • say or sign (or a close approximation to) every letter of the alphabet
<p>Entry to the expected standard in reading (ER1)</p>	<p>The pupil can, when a story is read aloud by an adult (on a one-to-one basis):</p> <ul style="list-style-type: none"> • follow what is being read by focusing on text, pictures or sounds • point to pictures of characters and places in response to questions such as <i>'Where is (the) ...?'</i> • join in with actions or known words and phrases in stories or rhymes, using their preferred mode of communication • show awareness that something is going to happen e.g. by trying to turn the page or demonstrating anticipation

* Teachers should refer to the spelling appendix (year 1 and year 2) of the national curriculum programmes of study to exemplify the words that pupils should be able to read as well as spell.

Pre-key stage 2 standards for English writing

<p>Growing development of the expected standard in writing (EW5)</p>	<p>The pupil can:</p> <ul style="list-style-type: none"> • write thematically linked sentences, with meaning, after discussion with the teacher: <ul style="list-style-type: none"> • demarcating most sentences with capital letters and full stops and with some correct use of question marks and exclamation marks • segmenting spoken words into phonemes and representing these by graphemes, spelling many correctly • spelling many common exception words* • spelling some words with contracted forms* e.g. I'm, don't
<p>Early development of the expected standard in writing (EW4)</p>	<p>The pupil can:</p> <ul style="list-style-type: none"> • write sentences, after discussion with the teacher: <ul style="list-style-type: none"> • demarcating some sentences with capital letters and full stops correctly • segmenting spoken words into phonemes and representing these by graphemes, spelling some correctly • spelling some common exception words* • forming lower-case letters of the correct size relative to one another in most of their writing
<p>Foundations for the expected standard in writing (EW3)</p>	<p>The pupil can:</p> <ul style="list-style-type: none"> • write the correct letter in response to hearing each sound of the alphabet¹¹ • segment spoken words¹² into sounds and write the letters corresponding to those sounds • form most lower-case letters in the correct direction, starting and finishing in the right place • use spacing between words with support from the teacher (e.g. to remind pupil to do this) • compose a short sentence and communicate it orally, or using the pupil's preferred method of communication to convey meaning with support from the teacher (e.g. teacher helps pupil to build sentence through questioning).
<p>Emerging to the expected standard in writing (EW2)</p>	<p>The pupil can:</p> <ul style="list-style-type: none"> • write the correct letter for most of the letters of the alphabet in response to hearing the sound or a single letter sign¹³.
<p>Entry to the expected standard in writing (EW1)</p>	<p>The pupil can:</p> <ul style="list-style-type: none"> • hold a pencil with sufficient grip and pressure to make marks on paper or perform an equivalent task using the preferred form of communication (e.g. using electronic writers or eye-gaze for writing/communicating) • make marks, including some letters, with the intention of conveying meaning

* Teachers should refer to the spelling appendix (year 1 and year 2) of the national curriculum programmes of study to exemplify the words that pupils should be able to read as well as spell.

11 Where pupils are physically unable to write, they can point to the correct letter for the sound. Where pupils are unable to hear, their usual method of communication can be used to instruct them to write the correct letter.

12 CVC, CCVC, CVCC words containing letters of the alphabet (e.g. cat, frog, dogs).

13 Pupils with a disability that prevents them from writing should indicate the correct letter for example on a keyboard.

Pre-key stage 2 standards for mathematics

Growing development of the expected standard in mathematics (M5)

The pupil can:

- count in twos, fives and tens from 0 up to 100 and identify a number in the 2, 5 and 10 times tables, and identify if a number is odd or even based on the digit in the ones place
- work out calculations involving two 2-digit numbers using an efficient mental strategy (e.g. using known facts, multiples of ten, regrouping, rounding etc)
- solve complex missing number problems (e.g. $14 + \square - 3 = 17$; $14 + \Delta = 15 + 27$)
- solve word problems that involve more than one step (e.g. which has the most biscuits, 4 packets of biscuits with 5 in each packet or 3 packets of biscuits with 10 in each packet?)
- read scales in divisions of ones, twos, fives and tens in a practical situation where not all numbers on the scale are given (e.g. measure using a ruler)
- identify simple properties of 2D and 3D shapes (e.g. triangles, rectangles, squares, circles, cuboids, cubes, pyramids and spheres)

Early development for the expected standard in mathematics (M4)

The pupil can:

- partition and combine numbers using apparatus if required (e.g. partition 76 into tens and ones [7 tens and 6 ones]; combine 6 tens and 4 ones [64])
- read and write numbers correctly in numerals up to 100 (e.g. can write the numbers 14 and 41 correctly) and recall the multiples of 10 below and above any given 2 digit number (e.g. can say that for 67, the multiples are 60 and 70)
- use number bonds and related subtraction facts within 20 (e.g. $18 = 9 + \square$; $15 = 6 + \square$)
- add and subtract a 2-digit number and ones and a 2-digit number and tens where no regrouping is required (e.g. $23 + 5$; $46 + 20$), they can demonstrate their method using concrete apparatus or pictorial representations
- recall doubles and halves to total 20 (e.g. and knows that double 2 is 4, double 5 is 10 and half of 18 is 9) and divide simple shapes into halves and quarters.
- use different coins to make up the same amount (e.g. pupil uses coins to make 50p in different ways)
- recognise and name a selection of 2D and 3D shapes (e.g. triangles, rectangles, squares, circles, cuboids, cubes, pyramids and spheres)

Foundations for the expected standard in mathematics (M3)

The pupil can:

- demonstrate an understanding of place value of 10s and 1s in a 2-digit number using resources to support them if necessary (e.g. representing a 2-digit number using resources for tens and ones; comparing 2 numbers up to 20 to identify the larger and smaller number without apparatus)
- count forwards and backwards from 0 to 20, understanding that numbers increase and decrease in size and identify a number that is one more or one less than a given number (e.g. identify missing numbers on a number scale from 0 to 20)
- read and write numerals from 0 to 9 and demonstrate an understanding of the mathematical symbols of, add, subtract and equal to
- use number bonds from 1 to 5 (e.g. partitioning the number 5 as $0 + 5$, $1 + 4$, $2 + 3$, $3 + 2$, $4 + 1$, $5 + 0$; use concrete objects to demonstrate the commutative law and inverse relationships involving addition and subtraction e.g. $3 + 2 = 5$, therefore $2 + 3 = 5$ and $5 - 3 = 2$ and $5 - 2 = 3$)
- solve problems involving the addition and subtraction of single digit numbers up to 10
- put up to 20 items into groups of 2 or 5 or into 2 or 5 equal groups (e.g. give the pupil 5 hoops and 15 objects and ask them to share them equally between the hoops)

Emerging to the expected standard in mathematics (M2)

The pupil can:

- count up to 10 saying the number names in the correct order, matching the correct number name to each object in the count and appreciate that the last number counted represents the total size of the group
- demonstrate an understanding that the number of objects remains the same when they are rearranged providing nothing has been added or taken away
- identify the larger and smaller group of 2 sets of objects
- match the numerals 0 to 9 to groups of objects (e.g. using number cards to indicate that there are 5 apples in a picture of apples)
- use real life materials (e.g. apples or crayons) to add and subtract 1 from a group of objects and say how many are now present
- continue and create a pattern using real life materials (e.g. apples, oranges and bananas)

Entry to the expected standard in mathematics (M1)

The pupil can:

- count to 5, though this may involve joining in with the teacher as the teacher counts
- identify whether there are 1, 2 or 3 objects in a group of objects
- demonstrate an understanding of the concept of more (e.g. indicating that more cups are required so that all children have a cup)
- sort and compare big and small objects on request
- copy a pattern using real life materials (e.g. apples, oranges and bananas)

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