

**Learning for Living and Work in London**

**Review of provision for learners  
with learning difficulties and/or disabilities  
in the London Region**

**Report 1: Findings and recommendations from  
the data analysis and evidence**

**Pat Hood  
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## **Introduction**

In late November 2006, London LSC commissioned a major review of provision for learners with learning difficulties and/or disabilities in its region. The findings and recommendations from the Review were to provide a significant contribution to the new regional strategy for learners with learning difficulties and/or disabilities, developed in response to the LSC report, *Through Inclusion to Excellence*, and the implementation document *Learning for Living and Work: Improving Education and Training Opportunities for People with Learning Difficulties and/or Disabilities*. Both these reports took forward the principles of inclusive learning, and placed them within the context of an expanded learning and skills sector, and a new focus on employability and employment.

London is rightly proud of its long commitment to learners with learning difficulties and/or disabilities. The first integrated provision in England for learners with severe learning difficulties was established in London's further education colleges some thirty years ago. Since then, providers across the London learning and skills sector have continued to create innovative and leading-edge responses to individuals with diverse learning difficulties and/or disabilities, including people with mental health difficulties. There is much to be proud of, but still much to do as learners' aspirations change, and provision and practice evolve to meet new government challenges, as well as the best practitioners' desire to continually reflect and improve what they do.

## **The two Review reports**

There are two reports from the Review:

- Findings and recommendations from the data analysis
- Findings and recommendations from the qualitative surveys

In this first report, we set out the findings, commentaries, and recommendations arising from analysis of data provided by LSC and its partners. This report is an amended version of the first report presented to the LSC in April 2007. The amendments, requested by the LSC, comprise collation of borough-level tables of statistics into sub-regional tables and the removal of figures less than five from all tables. This is to align with the LSC policy and protocol with regard to the Data Protection Act 1998.

In the second report, we set out findings, commentaries, and recommendations arising from our fieldwork, practitioner and provider seminars, and, most importantly, learner focus groups. The second report includes examples of innovative practices identified during the fieldwork. It includes also ten priorities for London LSC.

The two reports should be read in conjunction with each other. Both are intended as strategic planning tools for LSC, its partner services, and for providers. Taken together the findings and recommendations in the reports form the basis for an implementation plan for LSC's London Strategy for learners with learning difficulties and/or disabilities.

## **About this report**

The analysis and commentaries in this report are based on data and information provided by LSC and its partner services. No data about learning and skills provision will ever be totally accurate, and for an area such as learning difficulties and/or disabilities where issues of definitions and self-declaration play such an important part, accuracy is even more difficult to achieve. For this reason, there are 'health warnings' on all the data in the report. What really counts is the 'story behind the figures', that is, what the data tell us about what is happening now, and about what needs to happen in the future.

There are over 48,000 learners with learning difficulties and/or disabilities in the London region. This is likely to be an under-estimation, as some learners, including those with emotional and behavioural difficulties, or with mental health difficulties, are less likely to self-declare their difficulties. Nearly 25,000 learners are aged between 25 and 59 years. The majority of learners with learning difficulties and/or disabilities are on Level 2 programmes, thereby contributing to the sector's Level 2 targets – a contribution which should be acknowledged more widely.

There are far too many learners for whom nothing is recorded in the ILR other than they have learning difficulties and/or disabilities categorised as 'other' or 'not known/not provided'. We do not know if learners in these categories are receiving funding for additional learning support or whether because they are not receiving support, their details are not recorded by providers. Many of them are young learners in full-time provision for whom there should be plenty of information from school, and from initial and diagnostic assessments in college or work-based learning. The high levels of 'not knowns' in some boroughs require urgent investigation.

## **Impetus for change**

The impetus for change is considerable. The data analysis alone tells us that there is not enough of the right kind of local provision for current learners, nor is there likely to be the right kind of future provision for pupils leaving school over the next ten years without significant reshaping of provision. For example, most providers are not geared to meeting the needs of the growing number of young people with recognised mental health difficulties coming through the schools, or the small but significant numbers of learners with profound and complex disabilities who will require provision near to where they live.

The employability and employment agenda requires greater participation in work-based learning by learners with learning difficulties and/or disabilities. Our report indicates that not enough of these learners take part in such provision, and when they do, they are less likely to progress into employment than their peers. We do not know enough about the destinations of learners leaving colleges, and these providers need to do more to demonstrate that they are indeed 'adding value' to their learners by developing their capacity for employment.

For learners with the most complex and profound disabilities, London LSC spent nearly £24 million in 2006-07 on specialist college placements because local provision was not available for these learners. Very little of that amount was contributed to by health or social services. We say more in our second report about the value and status that should continue to be given to those few learners for whom employment is not a feasible option, and the innovations planned by leading-edge providers.

There are some 11,225 learners with learning difficulties and/or disabilities currently in adult and community learning provision in the region; an under-estimation of the real figure. The demand for such provision is likely to grow as more learners with severe or complex disabilities benefit from further education and wish to continue learning. We discuss some of the issues concerning demand and 'recycling' of adult learners in our second report – both areas of delicate policy for LSC.

### **'Joined-up' strategy**

We include in both reports information about offenders with learning difficulties and/or disabilities. Our intention is to support some 'joined-up' thinking between the LSC's strategy for learning difficulties and/or disabilities and its offender learning strategy. The case is irrefutable for thinking and planning the two strategies together, when we know what a significant proportion of offenders experience some form of learning difficulty, disability, or mental health difficulty, including personality disorders.

At the time of writing, the much-anticipated joint document from DfES, DWP, and the Department of Health had not been released. The document will set out amongst other things, a 'joined-up' strategy for learners for whom joint funding and joint departmental responsibility are required.

### **Ethnicity and learning difficulties and/or disabilities**

Our work does not include information and findings about ethnicity and learning difficulty and/or disabilities. We consider this to be too important a theme to subsume within the Review, and we are mindful that an examination of the issues should be led by representatives from London's minority ethnic communities. We recommend that LSC gives priority to such an examination.

### **The Lambeth and Southwark Review**

In early 2006, members of the same Review team undertook a Review of provision for learners with learning difficulties and/or disabilities in Lambeth and Southwark. This Review served as a preliminary activity to the bigger London Review. The findings from the earlier work have helped inform this Review, and the development of the London Strategy. The report of the Lambeth and Southwark Review is available from LSC which has funded a large-scale implementation of the recommendations. The lessons learnt during the implementation are discussed in our second report for this London Review.

### **This report consists of:**

- tables of data
- comments on main points arising from analysis of the data
- over-all commentaries which bring together key points from sections of the report; the over-all commentaries are shown in boxed text for ease of reference.

Data and analysis are given by borough where possible, as well as by sub-region and regionally. We have indicated where further work is needed, or where it would be useful for sub-regional teams to examine the factors behind some of the data.

### **Statistical data**

Statistics are drawn from the Learning and Skills Council's Individual Learner Record (ILR) for 2004-05, 2005-06 and 2006-07 as follows:

- ILR 2004-05 for learners in further education provision;
- ILR 2005-06 for learners in work-based learning and adult and community learning provision;
- ILR 2006-07 for learners in European Social Fund provision.

Statistics for the Independent Specialist Colleges are drawn from LSC data for both 2004-05 and 2005-06.

In the tables throughout this amended report, all blank cells represent figures less than five. This is to align with the LSC policy and protocol with regard to the Data Protection Act 1998. For the same reason, some totals have been removed from tables.

A summary follows next of findings and recommendations which are particularly relevant to the implementation of a London-wide Strategy.

**Pat Hood**  
**April 2007**  
**Amended November 2007**

## Main findings and recommendations

Main findings and recommendations from the Review’s first report on data analysis and accompanying commentaries are summarised here in chart form for ease of reference. The summary concentrates on findings and recommendations which are of most relevance to strategic planning for the whole of London. Local and sub-regional LSC teams, providers, and partners, will find detailed commentary about sub-regions and boroughs within the body of the report.

The summary chart follows next:

<b>Main findings and recommendations from the data analysis</b>	
<p><b>Existing provision</b>  <b>Findings: Numbers of learners</b></p>	<p><b>Recommendations</b></p>
<p>1) Some 48,000 learners with learning difficulties and/or disabilities are identified on the ILR database.            2) Over 25% of learners have some form of learning difficulty; the largest number have moderate learning difficulties.            3) Nearly 4,500 learners have sensory disabilities.            4) Over 3,000 learners have mental health difficulties – a considerable under-estimation.            5) Over 6,000 learners experience dyslexia.            6) Nearly 2,500 learners have profound and complex disabilities, or multiple learning difficulties, including autistic spectrum disorders.            7) Lambeth and Islington have the largest numbers of learners.            8) Over 25,000 learners are adults, aged between 25 and 59 years; there are nearly twice as many adults as younger learners.            9) There are 11,225 learners in adult and community learning provision – an under-estimation.</p>	<p>1) LSC to consider in its strategic plan how to provide the right mix of local provision to meet current needs, including those of the majority of learners with learning difficulties and/or disabilities who are adults, and the large numbers of learners with moderate learning difficulties and emotional and behavioural difficulties who are likely to achieve best in practical, employment-focused provision.            2) LSC to work with partners to find out more about the real extent of participation by people with mental health difficulties.</p>
<p><b>Findings: Anomalies in data</b></p>	<p><b>Recommendations</b></p>
<p>1) Too many learners without full information about their learning difficulties and/or disabilities in the ILR database.            2) Too many of these learners are 16-18 year olds in full-time provision.            3) Too many discrepancies concerning learners with emotional and behavioural difficulties, and with moderate learning difficulties.            4) Self-declaration does not work, and leads to under-estimates of numbers of learners with emotional and behavioural difficulties, and learners with mental health difficulties.            5) Levels of representation by learners with particular difficulties, eg sensory disabilities, vary from sub-region to sub-region.            6) Missing data for ACL provision in some boroughs.</p>	<p>1) LSC to make it a priority to work with providers to secure accurate information about learners.            2) LSC to work with provider practitioner groups to explore discrepancies, and to agree consistent definitions.            3) Providers to review how supportively they seek information from learners; LSC to work with practitioner groups to tackle self-declaration issues.            4) LSC sub-regional teams to examine causes behind variations in representation.            5) LSC to work with ACL providers to secure accurate data about adult learners.</p>

<b>Findings: Placements in specialist colleges</b>	<b>Recommendations</b>
<p>1) Accurate data about placements were difficult to secure.</p> <p>2) Significant differences in placement patterns between sub-regions.</p> <p>3) Too little contribution to the costs of placements is made by other services.</p>	<p>1) LSC to improve its database for placements in specialist colleges, so it can be used to contribute to strategic planning.</p> <p>2) LSC to examine causes for differences, and work toward consistent London region placement policy.</p>
<b>Findings: Work-based learning provision</b>	<b>Recommendations</b>
<p>1) There are some 4,376 learners with learning difficulties and/or disabilities in work-based learning provision in London.</p> <p>2) The largest group of learners has moderate learning difficulties.</p> <p>3) Learners with emotional and behavioural difficulties are under-represented in some sub-regions.</p> <p>4) Learners with mental health difficulties, with mobility difficulties, and with sensory difficulties are significantly under-represented in work-based learning provision across the region.</p> <p>5) Most learners are on Level 2 programmes.</p>	<p>1) LSC to examine the factors which lie behind the under-representation of certain groups, and to encourage more specialist organisations, including voluntary organisations, to become work-based learning providers with the right expertise to support learners with a wider range of disabilities than those currently taking part.</p>
<b>Findings: ESF-funded programmes</b>	<b>Recommendations</b>
<p>1) Significant anomalies in data for learners with learning difficulties and/or disabilities on ESF-funded programmes.</p> <p>2) Very significant variations between boroughs in participation by these learners.</p> <p>3) Only 10% of the total number of ESF-funded learners appear to have learning difficulties and/or disabilities - likely to be a considerable under-estimation.</p>	<p>1) LSC to ensure it has accurate data for learners with learning difficulties and/or disabilities on ESF-funded programmes.</p> <p>2) LSC to examine variations in participation between boroughs, and take actions with existing and new providers to encourage more learners with learning difficulties and/or disabilities in the NEETs group to join programmes which are tailor-made for these learners.</p>
<b>Findings: Adult and community learning</b>	<b>Recommendations</b>
<p>1) There are 11,225 learners (under-estimation) in ACL provision.</p> <p>2) Apparent low levels of participation in some boroughs.</p>	<p>1) LSC to secure accurate data for ACL provision.</p> <p>2) LSC to work with providers to examine apparent low levels of participation in some boroughs.</p> <p>3) LSC sub-regional teams to undertake further analysis of types of learning difficulties and/or disabilities most prevalent amongst ACL learners, as contribution to identifying continuing and future potential demand.</p>

<b>Findings: Levels of programmes</b>	<b>Recommendations</b>
<p>1) The majority of learners with learning difficulties and/or disabilities, including learners with mental health difficulties, appear to be studying at Level 2, thereby making a significant contribution to the sector's Level 2 targets.</p> <p>2) LSC data do not allow the identification of numbers of learners studying at Pre-Entry, Entry, and Level 1, making it difficult to do justice to these learners.</p> <p>3) There are anomalies in the data, concerned with definitions of learning difficulties and disabilities.</p>	<p>1) Providers and LSC to make clearer to government the contribution these learners make to the sector's Level 2 targets.</p> <p>2) LSC to collect data in ways which identify numbers of learners studying at Pre-Entry, Entry and Level 1.</p>
<b>Findings: Unmet need</b>	<b>Recommendations</b>
<p>1) There is not enough choice for school leavers with learning difficulties and/or disabilities.</p> <p>2) Learners with learning difficulties and/or disabilities are over-represented in the NEETs groups.</p> <p>3) One-third of 'looked-after' young people are not placed in provision or employment by age 19.</p> <p>4) There is not the right mix of work-based learning provision for learners with emotional and behavioural difficulties, with physical disabilities, and with sensory disabilities.</p> <p>5) Current ESF-funded programmes do not lead to satisfactory outcomes for most learners with learning difficulties and/or disabilities.</p> <p>6) There is not enough local provision for learners with complex or severe disabilities.</p> <p>7) There is not enough of the right kind of provision or support for people with mental health difficulties.</p> <p>8) Not all colleges keep records of the first destinations of learners with learning difficulties and/or disabilities.</p> <p>9) Large numbers of offenders have learning difficulties, emotional and social difficulties, or mental health difficulties, including personality disorders.</p> <p>10) Evidence of unmet need for adult learners is more likely to be secured through analysis of qualitative evidence in the second report.</p>	<p>1) LSC to receive an annual report from Connexions on the intended destinations of Year 11 pupils with learning difficulties and/or disabilities; colleges to keep destinations data for these learners.</p> <p>2) LSC to undertake a specific examination of issues connected to ethnicity and learning difficulties and/or disabilities, working closely with representative community groups.</p> <p>See also recommendations for second Review report.</p>

Findings: future demand	Recommendations
<p>1) LSC policy change about PLASC data meant that a PLASC analysis was not undertaken in time for the Review, making it difficult to identify future demand.</p> <p>2) The numbers of school-age children with mental health difficulties has increased.</p> <p>3) The numbers of school-age children with complex needs, including autistic spectrum disorders and language and communication difficulties has increased.</p> <p>4) Nationally, spending on residential special school placements for school pupils has increased, with an average cost of £57,000 per placement.</p> <p>5) Pupils with moderate learning difficulties and pupils with emotional and behavioural difficulties are likely to constitute the two biggest groups coming through the schools sector.</p> <p>6) Adults constitute potentially the largest number of learners seeking provision in the next ten years.</p> <p>7) There are 3672 learners aged 21 to 24 years currently in learning; at least a third of these learners will seek adult and community learning provision.</p>	<p>1) LSC to undertake as soon as possible an analysis of PLASC data, identifying future demand from Year 7 onwards by type of learning difficulty/disability, by age, and by Statement, School Action Plus, and School Action pupils, identifying significant trends in future demand for specific types of provision.</p> <p>2) LSC to take strategic account of current 'out of borough' residential special school placements when deciding on the volume of new provision required for learners with the most complex and severe needs.</p> <p>3) LSC to ensure it commissions the right mix of ACL provision by using the Review's analysis to undertake borough by borough analysis of the profile of potential future ACL learners.</p>

In our second Review report, we amplify some of the recommendations here, and set out ten priorities for LSC.

We turn now to the findings of our data analysis, beginning with an overview of existing provision in London.

## Overview of learners by primary learning difficulties and/or disabilities

This section of the report looks at existing post-16 provision for learners with learning difficulties and/or disabilities in Greater London. It begins by providing a picture of the learners and their learning difficulties and disabilities, and then describes their programmes.

Some 48,000 learners in the region consider themselves to have a learning difficulty or disability – just under 8% of the learner population. This is likely to be a conservative estimate of the real number as some learners, for example those with emotional and behavioural difficulties, those with mental health difficulties, and those whose learning difficulties are compounded by social problems, are least likely to self-assess as having learning difficulties and/or disabilities.

Figures 1 and 2 show learners with self-declared learning difficulties or disabilities in the London region. Learners in specialist colleges are not included. Figure 1 shows learners with a primary *disability*. Figure 2 shows learners with a primary *learning difficulty*.

**Figure 1: Learners with self-declared primary *disability* in the London region**

	Number of learners	Percentage of learners with disability	Percentage of all learners
Visual impairment	1875	6.7	3.9
Hearing impairment	2879	10.2	6.0
Disability affecting mobility	2621	9.3	5.4
Other physical disability	1962	7.0	4.1
Other medical condition (for example, epilepsy, asthma, diabetes)	4386	15.6	9.1
Emotional/behavioural difficulties	981	3.5	2.0
Mental ill-health	3377	12.0	7.0
Temporary disability after illness (for example, post-viral)	310	1.1	0.6
Profound complex disabilities	220	0.8	0.5
Multiple disabilities	1671	5.9	3.5
Other	7810	27.8	16.2
All disability	28093	100.0	

Source: ILR, 2004-05

**Figure 2: Learners with self-declared primary *learning difficulty* in the London region**

	Number of learners	Percentage of learners with learning difficulty	Percentage of all learners
Moderate learning difficulty	6989	26.6	14.6
Severe learning difficulty	2244	8.5	4.7
Dyslexia	6976	26.5	14.5
Dyscalculia	232	0.9	0.5
Other specific learning difficulty	1484	5.6	3.1
Multiple learning difficulties	718	2.7	1.5
Other	7644	29.1	15.9
All learning difficulties	26286	100.0	

Source: ILR, 2004-05

## Comment

**Figures 1 and 2 show:**

- i) a total of 28,093 learners with primary disabilities
- ii) a total of 26,286 learners with primary learning difficulties

There is a worrying number of learners (14,486) whose learning difficulty or disability is categorised as 'other', indicating either that ILR fields were not completed by providers, and/or that assessments have not been undertaken to identify the nature of the learning difficulty or disability.

There remains a discrepancy between the overall number of learners in the system identified as having learning difficulties and/or disabilities, and the break down by primary disability/learning difficulty accounted for in Figures 1 and 2. This may be due to issues of definition and self declaration, as well as issues in the way in which data is collected by providers and extracted by the LSC.

Over a quarter of learners with learning difficulties (6989 learners) and nearly 15% of all learners have moderate learning difficulties.

Over a quarter of learners with learning difficulties (6976 learners) and nearly 15% of all learners have dyslexia.

Nearly a fifth (16.9%) of learners with disabilities have sensory disabilities (4754 learners).

About 4% of learners with disabilities have profound and complex disabilities, or multiple disabilities (1891 learners); a further 718 learners have multiple learning difficulties.

Figure 3 provides a breakdown of the numbers of learners experiencing more than one disability or learning difficulty.

<b>Figure 3: Learners experiencing more than one learning difficulty or disability</b>									
<b>Disability</b>	<b>Moderate learning difficulty</b>	<b>Severe learning difficulty</b>	<b>Dyslexia</b>	<b>Dyscalculia</b>	<b>Other specific learning difficulty</b>	<b>Multiple learning difficulties</b>	<b>Other</b>	<b>No learning difficulty</b>	<b>Not known/info not provided</b>
Visual impairment	234	75	93	3	27	17	154	1042	230
Hearing impairment	235	78	72	2	31	22	330	1805	304
Disability affecting mobility	252	171	102	2	46	17	246	1438	347
Other physical disability	149	65	76	6	121	12	173	1085	275
Other medical condition (for example, epilepsy, asthma, diabetes)	409	113	262	6	52	41	409	2651	442
Emotional/behavioural	254	118	55	1	42	35	51	323	103

difficulties									
Mental ill-health	309	60	152	7	73	22	509	1536	709
Temporary disability after illness (for example post-viral)	14	7	19	0	9	4	26	206	25
Profound complex disabilities	13	48	17	0	5	37	9	61	30
Multiple disabilities	263	270	65	6	32	170	110	628	126
Other	816	239	852	25	420	63	3312	1677	406
No disability	3317	648	4354	148	505	228	2035	1908	607
Not known/ info not provided	753	360	887	26	128	51	311	735	3107
<i>Source: ILR, 2004-05</i>									

## Comment

### Figure 3 indicates the following points:

The majority of learners with sensory disabilities do not have learning difficulties (2847 learners). However, 751 learners with sensory disabilities have identified learning difficulties.

Over 330 learners with hearing impairments have other learning difficulties or disabilities which are not categorised.

There is a cluster of learners with medical conditions, emotional and behavioural difficulties, and with mental health difficulties, who also have moderate or severe learning difficulties, or dyslexia, indicating how these disabilities may be compounded by learning difficulties.

Over half the learners in the 'Other' category have learning difficulties.

A significant number of learners with multiple disabilities also have learning difficulties (917 learners); of these, 170 have multiple learning difficulties.

There is an anomaly in recording 61 learners with profound and complex disabilities as not having learning difficulties when the very nature of their disabilities indicates that they will have profound learning difficulties.

There is a real need for the LSC and providers to work together to secure complete data, especially when learners have more than one disability. These learners may be amongst those requiring high levels of expensive support and specially designed provision. The LSC needs to know about them in order to plan effectively for future demand, say into adult and community learning, to manage additional support budgets, and to ensure the right mix of local provision. Providers need to be accurate in their assessments of disability and learning difficulties in order to provide the right curricula and effective support.

## Learners with learning difficulties and/or disabilities in London boroughs

To find out more about the distribution of learners across the London region, we look next at the number of learners in each borough, by age.

**Figure 4: Distribution of learners with learning difficulties and/or disabilities by borough and by age**

Borough of residence	Age band					Missing age	Under 16
	16-18	19-20	21-24	25-59	60+		
	98	40	67	291	29		15
Barking & Dagenham	259	74	82	676	75		40
Barnet	356	82	123	803	145	6	16
Bexley	266	63	67	455	98		33
Brent	474	122	133	1013	135		23
Bromley	341	103	158	995	295	5	31
Camden	166	60	107	937	157	6	24
City of London				20	21		
Croydon	608	125	156	1085	117		58
Ealing	336	98	104	702	114		68
Enfield	439	117	136	1007	161	5	26
Greenwich	238	83	148	871	258	20	56
Hackney	344	128	160	1351	128		13
Hammersmith & Fulham	136	44	52	384	54		21
Haringey	344	102	147	989	90	5	30
Harrow	660	96	119	814	201	9	37
Havering	762	69	89	787	245		90
Hillingdon	331	64	88	504	83		95
Hounslow	290	50	78	420	71		61
Islington	236	89	150	1334	333		7
Kensington & Chelsea	73	22	43	316	46		11
Kingston Upon Thames	188	59	67	393	72		12
Lambeth	387	103	189	1346	153	47	52
Lewisham	457	93	173	1070	137		144
Merton	266	56	75	389	46		21
Newham	550	129	156	1009	87	9	37
Redbridge	285	77	108	662	109	5	19
Richmond Upon Thames	275	39	42	324	120		5
Southwark	355	76	114	1010	108	60	68
Sutton	271	61	141	1035	195	5	66
Tower Hamlets	274	86	116	625	46		41
Waltham Forest	498	94	114	654	56		24
Wandsworth	223	62	89	542	51		7
Westminster, City of	132	45	78	542	85	6	8

Source: ILR, 2004-05

### Comment

**Figure 4 indicates the following points about the distribution of learners by residence:**

There are about 48,000 learners with learning difficulties and/or disabilities in provision in the London boroughs.

The largest number of learners is in Lambeth (2277 learners). The next largest number is in Islington (2153 learners). The third largest number is in Croydon (2150 learners). Other boroughs with over 2000 learners are Lewisham, Hackney and Havering.

The fewest number of learners is in City of London.

**Figure 4 indicates the following about the distribution of learners by age:**

The greatest number of learners across the region is aged 25-59 years (25,355 learners). The next largest number of learners is aged 16-18 years (10,918 learners). There are more learners aged 25-59 years (25,355 learners) than there are learners aged 16-20 (13,531 learners).

Hackney has the highest number of learners aged 25-59 years (1351 learners). Lambeth and Islington have the next highest numbers of learners aged 25-59 years (1346 and 1334 learners). Southwark, Lambeth and Greenwich have relatively high numbers of learners whose ages are not recorded.

We look next at the types of learning difficulties and/or disabilities experienced by learners of different ages who are resident in each sub-region.

## Learners in each sub-region in LSC-funded provision, by type of disability or learning difficulty and age range

As part of the research for this report, the Review team analysed the disaggregated data by learners resident in each borough. This borough-level analysis of LSC-funded provision by type of disability and learning difficulty and age range was reported to the LSC in April 2007.

The information that follows is presented in a series of figures, with two figures for each sub-region. Comment is provided for each sub-region, and then for the region as a whole.

### Figure series 5: Learners resident in each sub-region in LSC-funded provision, by type of disability or learning difficulty and age range

#### North sub-region

5.1 North sub-region by disability/learning difficulty and age range								
Disability/learning difficulty	Age range					Missing age	Under 16	Total
	16-18	19-20	21-24	25-59	60+			
Disability affecting mobility	27	16	24	235	41			345
Emotional/behavioural difficulties	27	6	10	48				94
Hearing impairment	41	15	21	204	92			376
Mental ill-health	26	16	47	443	28			556
Multiple disabilities	7	5	6	44	8			71
Learning difficulty	651	97	159	736	27		42	1753
Not known/no info	165	35	62	286	47		7	607
Other	344	87	119	805	114	7	38	1514
Other medical conditions	260	45	38	313	44			702
Other physical disability	19	9	15	176	20			240
Profound complex disability	15			12				31
Temporary disability after illness				31				38
Visual impairment	49	19	12	121	25			229
TOTALS	1637	395	520	3453	452	13	96	6566

Source: ILR2004-05

5.2 North sub-region by type of learning difficulty and age range								
Learning difficulty	Age range					Missing age	Under 16	Total
	16-18	19-20	21-24	25-59	60+			
Dyscalculia	5			8				19
Dyslexia	220	51	47	259	8		5	581
Moderate learning difficulty	189	23	43	186	11		17	470
Multiple learning difficulty	6			7				23
No type of learning difficulty	36	9	13	60				121
Not known/info not provided	11			16				31
Other	137	29	36	174			10	390
Other specific learning difficulty	21	15	5	19			6	76
Severe learning difficulty	16		7	17				42
TOTALS	651	135	159	736	27		42	1753

Source: ILR2004-05

## **Comment: North sub-region**

The figures for the North sub-region indicate:

- i) Enfield and Haringey have the largest number of learners with learning difficulties and/or disabilities (1891 and 1707 learners).
- ii) High numbers of learners (1514 learners) in the 'other' category, with Enfield with 638 learners, Barnet with 318 learners, and Waltham Forest with 309 learners in this category.
- iii) Some 607 learners where disability/learning difficulty is 'not known' or 'information not provided'.
- iv) A worrying total of 2121 ( (ii) and iii) ) learners for whom there is no information about their learning difficulty or disability but for whom LSC may be paying for support, and whom providers may be supporting.
- v) Few learners, 94, identified as having emotional and behavioural difficulties. The figures are against the national trend, which indicates a growth in the number of these learners. The learners may be 'hidden' in the moderate learning difficulty category, or may not be assessed and identified, or may not be in provision. Data for work-based learning and Entry to Employment provision may help complete the picture.
- vi) What is likely to be an under-estimation of numbers of learners with mental health difficulties (556 in the sub-region); recent work in Lambeth and Southwark indicated over 7000 people experiencing mental health difficulties in the two boroughs alone, who are receiving support from health and social services; of the learners identified here, 443 learners are in the 25-59 age-range.
- vii) Apparently very low numbers of learners with severe learning difficulties, with 42 learners in the sub-region. Even if these learners stay on at school until 19+ years, this appears to be an under-representation and may be worth exploring further.
- viii) Some 581 learners with dyslexia, with 249 of these learners in the 25-59 years age range, perhaps demonstrating partly the effectiveness of Skills for Life provision in assessing and identifying this learning difficulty.
- ix) Some 470 learners with moderate learning difficulties, mostly in the 16-18 years and 25-59 age ranges, with 189 learners aged 16-18 years.
- x) Some 605 learners with sensory disabilities; with 376 learners with hearing disabilities and 229 learners with visual disabilities. Some 324 of these learners are aged 25-59 years.
- xi) Some 71 learners with multiple disabilities, mostly aged 25-29 years.
- xii) Some 585 learners with disabilities affecting mobility (345 learners) and other physical disabilities (240 learners) for whom easy physical access to provision and adapted facilities and equipment are vital.
- xiii) Some 36 learners with profound complex disabilities, with 10 of these learners in Haringey, and 17 in Waltham Forest. These learners require a specialised multi-agency approach with joint funding and a multi-disciplinary approach to designing and delivering learning.

## East sub-region

Disability/learning difficulty	Age range					Missing age	Under 16	Total
	16-18	19-20	21-24	25-59	60+			
Disability affecting mobility	38	32	41	489	165			765
Emotional/behavioural difficulties	61	19	23	106			28	237
Hearing impairment	105	50	51	436	207		6	855
Mental ill-health	33	18	49	676	73			852
Multiple disabilities	95	26	33	242	67		95	558
Learning difficulty	1868	294	395	1988	138		195	4878
Not known/no info	335	133	153	895	121	17	83	1737
Other	335	102	165	936	112	6	24	1680
Other medical conditions	407	70	106	808	128		26	1549
Other physical disability	44	26	31	376	79			556
Profound complex disability	16	11	17	52	6			102
Temporary disability after illness	8			73	12			97
Visual impairment	84	28	43	364	89		13	621

Source: ILR, 2004-05

Learning difficulty	Age range					Missing age	Under 16	Total
	16-18	19-20	21-24	25-59	60+			
Dyscalculia	12	6	9	19			5	51
Dyslexia	544	123	172	642	21		61	1374
Moderate learning difficulty	712	55	76	496	31		76	1445
Multiple learning difficulty	20		9	36				71
No type of learning difficulty	247	29	37	261	42		14	631
Not known/info not provided	51	7	21	111	8		11	207
Other	175	44	27	206	19		38	509
Other specific learning difficulty	88	13	16	134	10		5	257
Severe learning difficulty	27	15	28	67				142

Source: ILR, 2004-05

### Comment: East sub-region

The figures for the East sub-region indicate:

- i) Hackney, Lewisham and Havering have the largest numbers of learners with learning difficulties and/or disabilities (2118, 2077, 2042 respectively).
- ii) The City of London has the least number of these learners (46 learners).
- iii) There is a high number of learners in the 'other' category (1680 learners), with 391 of these learners in Newham, 260 in Lewisham, and 225 in Hackney.
- iv) There are 1737 learners for whom information about their learning difficulty or disability is not known or provided.
- v) A worrying total of 3417 ( iii) and iv) ) for whom there is no information about their learning difficulty or disability but for whom LSC may be paying for support, and whom providers may be supporting.

- vi) A likely under-estimate of 852 learners with mental health difficulties, of whom about one quarter (238 learners) are in Hackney, raising the question of whether some boroughs are more successful than others in attracting these learners into provision, or simply have more people with mental health difficulties in their population. The majority of these learners are in the 25-59 age range, but a small and significant number (33 learners) are already identified at ages 16 to 18 years as having mental health difficulties, with 11 of these young learners in Hackney.
- vii) An apparently low number of learners with emotional and behavioural difficulties (237 learners); more of these learners may be 'hidden' in the elastic category of 'moderate learning difficulties'.
- viii) Some 1374 learners with dyslexia, with Lewisham and Hackney having the largest numbers, but Greenwich having the largest proportion of learners with learning difficulties with dyslexia (199 out of 482 learners).
- ix) Some 1445 learners with moderate learning difficulties, with Havering having the largest number (437 learners); there are difficulties in the definitions used for moderate learning difficulties, and some practitioners include learners with emotional, social and behavioural difficulties in this category.
- x) Some 1476 learners with sensory disabilities, with 855 learners with hearing disabilities, and 621 learners with visual disabilities. There are 364 learners with visual disabilities in the 25-59 age range, and 112 of these learners in the 16-20 age range. There are 432 learners with hearing disabilities in the 25-59 age range, and 155 of these learners in the 16-20 age range.
- xi) Some 558 learners have multiple disabilities, with Lewisham having 232 of these learners. A further 765 learners have disabilities affecting mobility, making 1323 learners for whom easy physical access to provision, and adapted accommodation and equipment, are vital.
- xii) There are 102 learners with profound and complex disabilities, with the largest number (19 learners) in Tower Hamlets. These learners require multi-agency funding and provision with high levels of expertise and specialist accommodation and equipment.

## South sub-region

5.5 South sub-region by disability/learning difficulty and age range								
Disability/learning difficulty	Age range					Missing age	Under 16	Total
	16-18	19-20	21-24	25-59	60+			
Disability affecting mobility	18	9	19	217	83			351
Emotional/behavioural difficulties	22	9	7	43			6	87
Hearing impairment	37	13	20	202	189		7	469
Mental ill-health	28	16	26	252	14			336
Multiple disabilities	12		24	109	46		7	201
Learning difficulty	858	177	251	1437	97	7	77	2904
Not known/no info	298	57	96	715	126	7	48	1347
Other	431	99	105	617	82		30	1365
Other medical conditions	183	30	61	348	74		10	706
Other physical disability	30	9	13	110	26			179
Profound complex disability				10				13
Temporary disability after illness	6			7	11			30
Visual impairment	35	18	17	135	75			283

Source: ILR, 2004-05

5.6 South sub-region by type of learning difficulty and age range								
Learning difficulty	Age range					Missing age	Under 16	Total
	16-18	19-20	21-24	25-59	60+			
Dyscalculia	6	5		11				26
Dyslexia	300	63	73	301	21		21	779
Moderate learning difficulty	118	36	41	165	16		29	405
Multiple learning difficulty	11			13				34
No type of learning difficulty	71	17	31	301	23		6	452
Not known/info not provided	91	7	6	18				123
Other	94	36	77	673	55		11	950
Other specific learning difficulty	71	5		13				95
Severe learning difficulty	9	5	11	12				39

Source: ILR, 2004-05

### Comment: South sub-region

The figures for the South sub-region indicate:

- i) Croydon, Bromley and Sutton have the largest number of learners with learning difficulties and/or disabilities (2150, 1928 and 1774 respectively).
- ii) Kingston upon Thames and Richmond upon Thames have the fewest number of these learners (795 and 805 learners).
- iii) There are significant numbers of learners in the 'other' category with Bromley having 295 of these learners of whom, worryingly, 92 are aged 16-18 years. Croydon has 256 learners in this category of whom, 100 are aged 16-18 years. Kingston has 373 out of its total of 795 learners with learning difficulties and/or disabilities in the 'other' category of whom, 87 are aged 16-18 years. There are significant issues of assessment, recording and funding here which should be pursued by LSC and its providers.

- iv) There is a likely underestimate of 87 learners with emotional and behavioural difficulties in the sub-region, with Kingston upon Thames reporting seven learners only, and Richmond eight learners only. Interestingly, Merton, which includes areas of social deprivation, reports only seven learners in this category; more learners may be 'hidden' in the moderate learning difficulties figures.
- v) There are 336 learners with mental health difficulties in the sub-region, with Bromley having 80 learners aged 25-59 years, and Sutton 50 learners in this age range. These are likely to be underestimates given what we know of the incidence of mental health difficulties in the general population.
- vi) There are only 39 learners with severe learning difficulties in the sub-region, with Bromley and Sutton reporting only five learners each, and Kingston fewer than five. More learners with severe learning difficulties may be 'hidden' in the multiple learning difficulties numbers. It is worth comparing the low figure here with, for example, the 361 learners in the West sub-region.
- vii) There are 779 learners with dyslexia, with Bromley having 181 learners, Croydon 172 learners, and Sutton 181 learners.
- viii) Some 405 learners have moderate learning difficulties, with 123 in Sutton, and 113 in Croydon. Richmond upon Thames reports only 12 of these learners.
- ix) Some 703 learners have sensory disabilities. There are 469 learners with hearing disabilities, with Bromley having 171 of these. Some 202 of these learners are aged 25 to 59 years. Another 37 learners are aged 16-18 years. There are 283 learners with visual disabilities. Of these, 135 are aged 25 to 59 years, and 35 are aged 16-18 years. Richmond upon Thames has no learners with visual disabilities.
- x) Some 201 learners have multiple disabilities, the majority in the 25-59 years range and 14 in the 16-20 years range. A further 351 learners have disabilities affecting mobility. Bromley and Croydon together have nearly half of these learners (116 and 63 learners).
- xi) There are only 13 learners with profound and complex disabilities recorded in the ILR. The presence in the area of Orchard Hill and Nash specialist colleges may account for the relatively few learners recorded here as learners at specialist colleges are not recorded in the ILR.

## West sub-region

5.7 West sub-region by disability/learning difficulty and age range								
Disability/learning difficulty	Age range					Missing age	Under 16	Total
	16-18	19-20	21-24	25-59	60+			
Disability affecting mobility	31	16	40	243	88			422
Emotional/behavioural difficulties	34		11	43			21	117
Hearing impairment	45	27	31	227	109		11	452
Mental ill-health	20	12	34	375	35			480
Multiple disabilities	13		7	52	19			97
Learning difficulty	939	224	209	1092	80		148	2694
Not known/no info	178	32	71	464	84	7	33	869
Other	427	90	90	662	81		21	1374
Other medical conditions	255	44	49	311	53		49	762
Other physical disability	22	6	12	175	54		7	276
Profound complex disability	5		6	37				54
Temporary disability after illness				22				29
Visual impairment	57	12	13	134	42		7	266

Source: ILR, 2004-05

5.8 West sub-region by type of learning difficulty and age range								
Learning difficulty	Age range					Missing age	Under 16	Total
	16-18	19-20	21-24	25-59	60+			
Dyscalculia								9
Dyslexia	336	88	85	283	6		67	864
Moderate learning difficulty	213	64	35	246	24		32	614
Multiple learning difficulty	8			7				19
No type of learning difficulty	120	11	23	148	8		7	317
Not known/info not provided	9		8	26				52
Other	138	21	13	109			21	306
Other specific learning difficulty	84	13	8	29			16	151
Severe learning difficulty	29	23	35	241	33			361

Source: ILR, 2004-05

### Comment: West sub-region

The figures for the West sub-region indicate:

- i) Harrow and Brent have the largest number of learners with learning difficulties and/or disabilities (1936 and 1902 learners respectively).
- ii) Hammersmith and Fulham has the smallest number of these learners (695 learners).
- iii) There is a high number of learners (1374 learners) in the 'other' category, with a worrying number, nearly half, of these learners aged 16-18 years (427 learners). Harrow has 605 learners in the 'other' category, nearly half of whom (275 learners) are aged 16-18 years. Brent has 319 learners in this category, with 39 aged 16-18 years. Ealing has 220 learners in this category, with 79 aged 16-18 years. It is important that LSC and providers explore the high levels of young people with learning difficulties and/or disabilities in the 'other' category in this sub-region, and identify whether it is a failure of assessment, self-declaration, recording, or information systems, which leads to these figures.

- iv) There are a further 869 learners for whom information about their learning difficulties and disabilities is not known or not provided. Of these, 178 learners are aged 16-18. Hounslow has 55 young learners in this category. Together, figures in (iii) and (iv) add up to 2243 learners for whom LSC may be paying for support and/or for whom providers may be making special arrangements. An unacceptable number of these learners are young people for whom school or other assessment records should be available, or who are joining full-time provision which should include a comprehensive assessment and identification of need. LSC and providers need to examine which aspects of the system are not working. Practitioners will be able to help identify difficulties, particularly if these relate to under-developed information systems.
- v) There are 117 learners with emotional and behavioural difficulties in the sub-region, with only 7 in Brent and only one of these learners aged 16-18, a figure which would not ring true for experienced practitioners. More of these learners may be 'hidden' in the moderate learning difficulties figure.
- vi) There are 480 learners with mental health difficulties, with Ealing having 136 of these learners, Harrow 112, and Brent 90. There is a small but significant number of 20 of these learners aged 16-18.
- vii) Some 361 learners have severe learning difficulties, with Brent meeting the needs of 248 of these learners. Hammersmith and Fulham reports fewer than five learners; again, the figures need to be reviewed by LSC and its providers.
- viii) Some 865 learners have dyslexia, with 210 in Brent, of whom 94 are aged 16-20 years, 164 in Ealing, of whom 84 are aged 16-20 years, 162 in Hillingdon, of whom 86 are aged 16-20 years. Assessment and recording for dyslexia in younger learners appears to work well in the sub-region.
- ix) There are 614 learners with moderate learning difficulties; 199 of these learners are in Brent, perhaps including learners with emotional and behavioural difficulties who do not appear in that category (see v) above). Hillingdon has 118 learners, 45 of whom are aged 16-18 years. Harrow has 112 learners, 55 of whom are aged 16-18 years.
- x) There are 671 learners with sensory disabilities; 452 of these have hearing disabilities, and 266 have visual disabilities. Harrow has 118 learners with hearing disabilities. Of those with hearing disabilities in the sub-region, 72 are aged 16-20 years and 227 are aged 25-59 years. Of those with visual disabilities, 69 are aged 16-20 years, and 134 are aged 25-59 years. All the boroughs have reasonable representation of learners with sensory disabilities.
- xi) There are 97 learners with multiple disabilities, and 422 learners with disabilities affecting mobility, making 519 learners for whom easy physical access and the right adaptations are important. Of those with disabilities affecting mobility, Harrow has 103 learners, with 10 learners aged 16-18 years.
- xii) There are 54 learners with profound and multiple disabilities, with the largest number (38 learners) in Ealing. Harrow, Hounslow and Hammersmith and Fulham report fewer than five learners each. It would be worth exploring the uneven distribution of these learners across the sub-region.

## Central sub-region

5.9 Central sub-region by disability/learning difficulty and age range								
Disability/learning difficulty	Age range					Missing age	Under 16	Total
	16-18	19-20	21-24	25-59	60+			
Disability affecting mobility	24	12	35	360	152			590
Emotional/behavioural difficulties	45	14	22	163	10		12	267
Hearing impairment	49	15	28	315	110			522
Mental ill-health	32	16	63	865	58	101		1135
Multiple disabilities	43	10	18	220	109		17	417
Learning difficulty	615	158	235	1220	57	5	42	2332
Not known/no info	250	70	136	676	65	9	54	1260
Other	249	77	121	918	100	5	18	1488
Other medical conditions	200	37	67	303	90		18	716
Other physical disability	15	20	21	386	129			575
Profound complex disability				35				56
Temporary disability after illness				52	7			68
Visual impairment	47	5	15	267	60			400

Source: ILR, 2004-05

5.10 Central sub-region by type of learning difficulty and age range								
Learning difficulty	Age range					Missing age	Under 16	Total
	16-18	19-20	21-24	25-59	60+			
Dyscalculia	9	5		18				34
Dyslexia	264	69	125	621	15		6	1101
Moderate learning difficulty	132	41	39	223	9		17	463
Multiple learning difficulty	7		8	16				38
No type of learning difficulty	65	13	22	168	21		5	294
Not known/info not provided	18	5		20				47
Other	68	16	16	103			9	216
Other specific learning difficulty	38	10	12	28				93
Severe learning difficulty	14	16	11	23				66

Source: ILR, 2004-05

### Comment: Central sub-region

The figures for Central sub-region indicate:

- i) Lambeth and Islington have the largest numbers of learners with learning difficulties and/or disabilities (2277 and 2153 learners respectively).
- ii) Kensington and Chelsea has the smallest number of these learners (515 learners).
- iii) There is a high number of learners (1488 learners) in the 'other' category, and 249 of these are aged 16-18 years. Lambeth has 337 learners in this category, with 62 aged 16-18 years. Islington has 268 learners and Southwark 222 learners. Wandsworth has 61 learners aged 16-18 years in this category. LSC and providers must work together to identify and record the learning difficulties and/or disabilities of these learners, in particular those on full-time programmes.
- iv) There are 267 learners with emotional and behavioural difficulties, of whom 118 are in Islington. Of these 118 learners, 87 are aged 25-59 years – an unusual age at which to have these difficulties identified and described in this way.

- Kensington and Chelsea record fewer than five learners in this category; this will be an undoubted surprise to staff working with the learners.
- v) There are 1135 learners with mental health difficulties. As for the other sub-regions, this is likely to be an underestimate. The largest number is in Lambeth, with 359 learners of whom 261 are aged 25-59 years and 12 aged 16-18 years. Southwark has 223 learners, of whom 151 are aged 25-59 years. Islington has 197 learners, of whom 159 are aged 25-59 years.
  - vi) There are 66 learners with severe learning difficulties, fairly evenly distributed across the boroughs apart from Kensington and Chelsea, which records only 2 of these learners. Again, learners may be 'hidden' in the multiple learning difficulty category.
  - vii) Some 1101 learners have dyslexia, of whom 621 are aged 25-59, again perhaps pointing to the effectiveness of Skills for Life provision in identifying this difficulty. There is a fairly even distribution across the boroughs of younger learners. Southwark has the overall largest number with 237 learners, 66 of whom are aged 16-18 years.
  - viii) There are 463 learners with moderate learning difficulties, of whom 118 are in Islington. Lambeth records 67 of these learners, and 93 are in Southwark. These numbers may contain learners with emotional and behavioural difficulties.
  - ix) There are 922 learners with sensory disabilities, of whom 522 have hearing disabilities and 400 have visual disabilities. Of those with hearing disabilities, 315 are aged 25-59 years, and 64 are aged 16-20 years. Islington has 68 of the older learners, and Southwark has 22 of the younger learners. Of learners with visual disabilities, 267 are aged 25-59 years, and only 47 aged 16-20 years.
  - x) There are 417 learners with multiple disabilities, mostly aged 25-59 years, though Southwark has 25 learners aged 16-18 years. A further 580 learners have disabilities affecting mobility, mostly aged 25-59 years, though Southwark has 8 learners aged 16-18 years. All these learners require easy physical access, adapted accommodation and equipment.
  - xi) There are 56 learners with profound and complex disabilities, with very uneven distribution across the boroughs. Kensington, Wandsworth and Southwark record fewer than five learners whilst Camden has 10, Islington 12, Lambeth 12, and Westminster 9. It would be worth comparing the number of specialist college placements funded by these boroughs to find out what happens to learners with profound and complex disabilities in each borough.

An overall commentary on the data follows next.

## **Overall commentary on existing provision**

This commentary describes some common issues arising from the analysis of ILR data provided by LSC. It includes issues about the data, as well as points about provision. The commentary is not exhaustive, and LSC local teams and providers may wish to add to it from their perspectives. The main points are:

### **i) Missing information**

There are far too many learners with learning difficulties and/or disabilities for whom there is no information in the ILR database. Too many of these learners are aged 16-18 years in full-time provision. LSC and providers need to make it a priority to explore the reasons behind the lack of information. Reasons may include:

- i) inadequate provider information systems which do not allow practitioners to enter the right information about learners, even when accurate assessments have been undertaken
- ii) use of 'shorthand' by staff entering data into provider information systems, so that learners are collated into 'other' or 'information not available' categories even when information has been provided
- iii) inaccurate or partial assessments of learning difficulties or disabilities, so information is not available.
- iv) difficulty in deciding what constitutes the primary learning difficulty or disability for a learner
- v) insufficient time or opportunity to assess accurately part-time adult learners who may attend for two or four hours a week
- vi) learners are not receiving funding for additional learning support.

LSC needs accurate, complete data for planning and funding purposes, and in order to monitor the use of additional learning support funds. Providers need accurate data in order to draw down sufficient funds to support learners, to plan programmes and specialist support, to monitor learners' progress, and to check and act on levels of participation by learners with different kinds of learning difficulties and disabilities, and so on. Experience of other national mapping exercises suggests that the new exercise proposed by LSC Coventry office at the start of this Review will meet with the same 'other/no information' issues as the London region exercise.

## **ii) Definitions of learning difficulties and disabilities**

There are surprising variations in the data in the numbers of learners with emotional and behavioural difficulties and learners with moderate learning difficulties. There may be four reasons for the variation:

- i) some learners with emotional and behavioural difficulties are considered also to have moderate learning difficulties; practitioners must decide which is the 'primary' difficulty, meaning that learners may be placed in either of the two categories
- ii) learners with emotional, behavioural and social difficulties are amongst those least likely to 'self-declare', leading to an under-representation of the number of these learners
- iii) learners with emotional and behavioural difficulties are amongst the groups least well represented in learning and skills provision
- iv) the working definition of 'moderate' learning difficulties is contentious and often relative to the kind of provision offered. Numbers identified in this way within an organisation may depend on the flexibility and accessibility of its curriculum, in particular its Level 1 and Level 2 vocational programmes. Learners with moderate learning difficulties may well flourish with minimum or no support if these programmes are designed and taught to take account of their strengths by offering plenty of practical, real-life learning. It follows that learners may not be perceived as having learning difficulties if they are doing well in an organisation, but may be deemed to have them in an organisation not geared to meeting their needs.

## **iii) Self-declaration**

Practitioners are concerned that the self-declaration approach does not work for all learners, especially for young learners with emotional and behavioural difficulties and learners with mental health difficulties, where there may be anxiety about stigmatisation and consequent lost opportunities, or even exclusion from learning itself. The data support practitioners' concerns, with what must be under-estimates of the numbers of learners in both these groups.

Providers need to think carefully about how they invite learners to self-declare a learning difficulty or disability. Do the access, appearance, prospectus, publicity, and other immediately visible aspects of the organisation offer a warm first welcome to all learners with learning difficulties and/or disabilities? Is the self-declaration question placed within a supportive context of 'we need to know, so we can offer the right help for you to succeed', or do learners mistakenly perceive the question as 'tell us, we may not want you'? Sometimes, providers ask the question accompanied by a legal statement concerning reasonable

accommodation. This is not a warm first welcome for a learner, who wants to feel included and valued, other than requiring an 'accommodation'.

**iv) Adult learners**

The data analysis indicates that most learners with learning difficulties and/or disabilities are in the 25-59 years age range. The age category is too broad to allow a proper differentiation of the needs of young people aged 25-30 years, and older learners. Local LSC teams may wish to disaggregate the data further in order to distinguish the two cohorts.

**v) Severe learning difficulties**

There is variation between the sub-regions in the numbers of learners with severe learning difficulties. This may be because some of these learners have more than one disability, and they are recorded in the 'multiple disabilities' or 'multiple learning difficulties' categories.

**vi) Comparing the representation of different groups of learners**

Local circumstances, including the existence of nearby specialist colleges, particular expertise, provision, or support services for certain disabilities or learning difficulties, parental pressure for provision, a tradition of referring learners with certain disabilities to specialist colleges, all contribute to the local profile of representation in a sub-region. Providers and LSC staff should be wary of too much comparison by sub-region. However, there are legitimate questions to be asked about levels of representation, for example, the apparently low levels of learners with sensory disabilities in some areas, the apparently low numbers of learners with severe learning difficulties in some boroughs, the very low numbers of learners with emotional and behavioural difficulties recorded in boroughs which have a high reputation for their work with these learners, and so on. Data analysis in the rest of the report will add to the picture of representation.

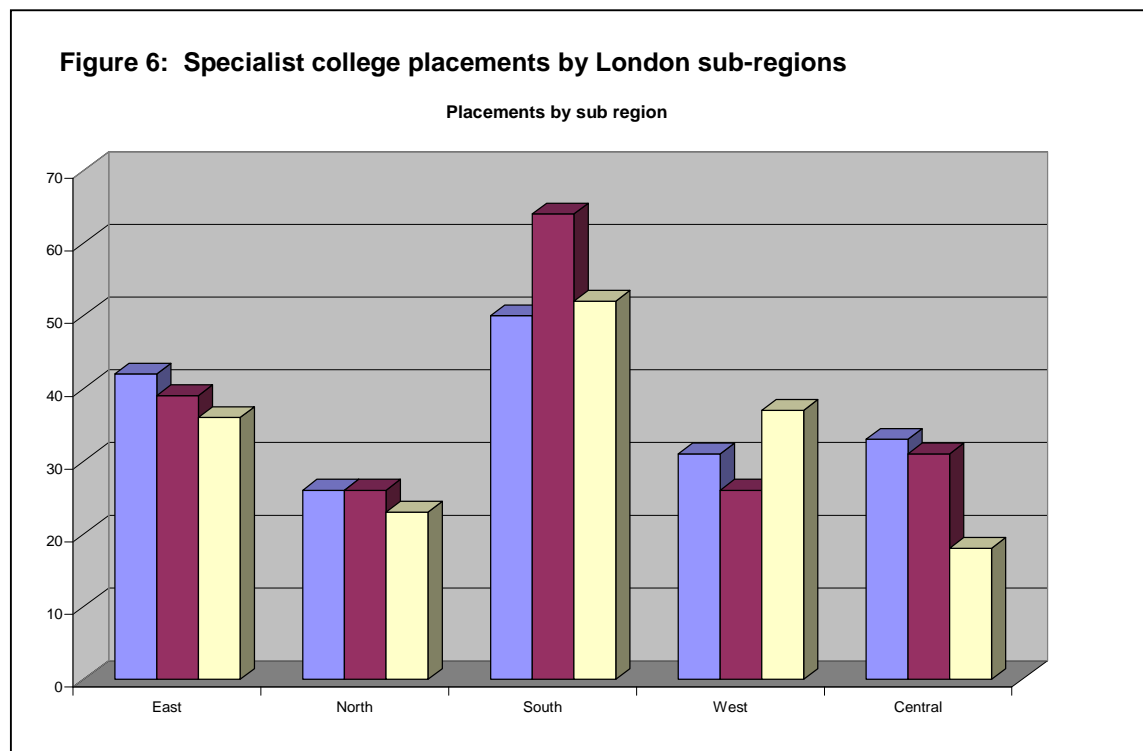
We continue the picture of existing provision by looking next at learners in specialist independent colleges.

## Learners in specialist colleges

### Numbers of learners

In the years 2004-05 and 2005-06, 182 and 186 learners respectively were placed by London LSC in specialist colleges. So far in 2006-07, 156 learners have been placed. In the two preceding years, a few learners have been placed in the second half of the academic year and so the numbers for this year may increase slightly. However, it may be that a policy decision has been made to reduce numbers, or the figures provided by LSC may still not reflect the true numbers. Cumulatively the LSC was therefore funding 479 learners in 2005-06 and 503 in 2006-07.

The south London sub-region consistently places the most learners in specialist colleges. It is likely that this is because both Nash College and Orchard Hill College, both of which receive high numbers of London learners, are in south London. In 2006-07, the number of learners from the central London sub-region has decreased significantly. The north London sub-region consistently places a lower number of learners in specialist colleges. Figure 6 shows the comparison between numbers of placements in the sub-regions.



## Comment

Figure 6 raises the following questions about the pattern of placements by the sub-regions:

- i) Why has the number of specialist college placements declined this year, particularly from central London?
- ii) Are sector colleges in the north London area better at meeting the needs of learners with learning difficulties and/or disabilities, so that fewer specialist places are needed?
- iii) What happens to those young people with complex physical and intellectual disabilities who, if they were to live to the south of London, would go to Nash or Orchard Hill Colleges?

## The range of placements

Young people from the London Region LSC have been placed in 52 specialist colleges in every region in England, in the academic years 2004-05, 2005-06 and 2006-07. Many of the colleges are in very rural settings, often at some distance from London, in counties such as Shropshire, Somerset, Northamptonshire, Dorset or Wiltshire.

The number of learners placed in each college each year tends to be similar, other than when a college is judged to be inadequate and new learners are not admitted. When this happens there is no comparable rise in learners at other specialist colleges who cater for a similar client group, leaving a question as to what happens to those learners who would have gone to the college that is now deemed to be inadequate. About 60% of learners placed in specialist colleges each year are male.

We look next at where the largest numbers of learners were placed.

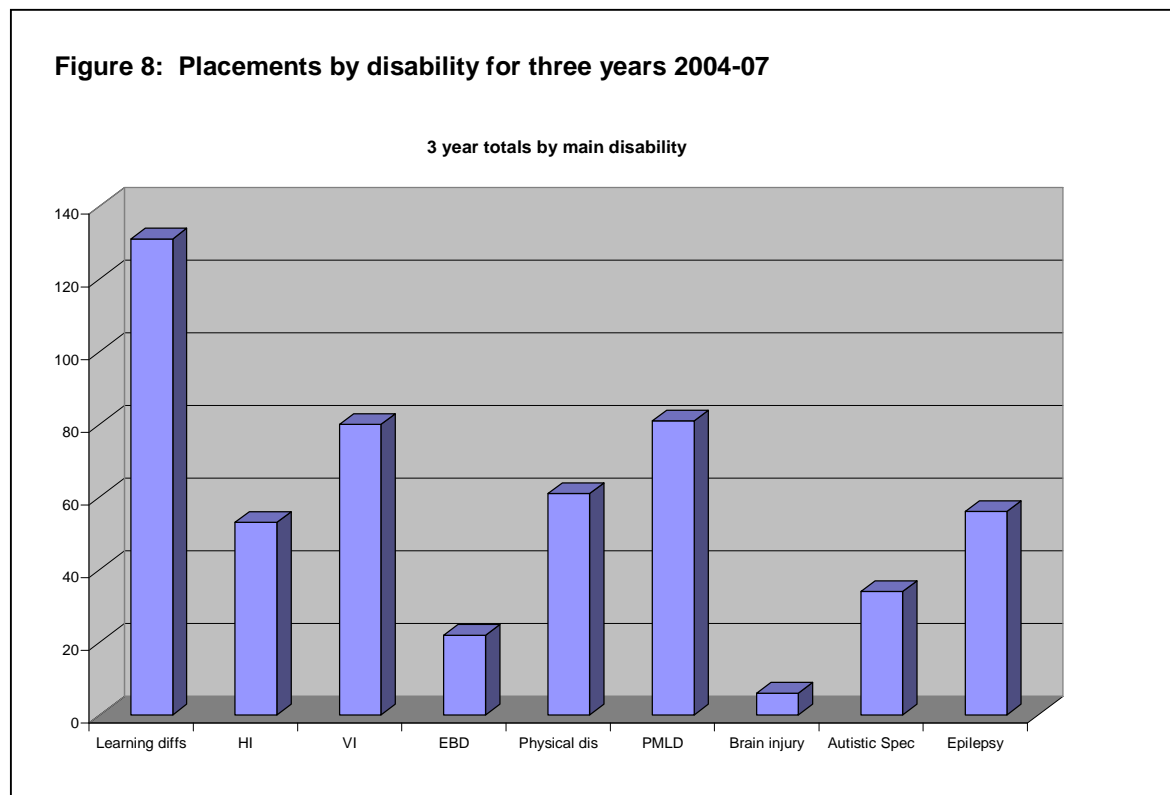
**Figure 7: Largest numbers of placements by specialist colleges**

	2004-05	2005-06	2006-07	Total over 3 years
RNIB Redhill	17	11	11	39
Treloar	13	16	16	45
Kisharon	13			13
NCYPE	13	10	15	38
Nash	12	13	17	42
Orchard Hill	10	11		21
Westgate		13		13
Doncaster		11	10	21
Lufton		10		10

## Comment

Figure 7 raises the following questions:

- i) Are the figures for 2006-07 correct and, if so, what is the reason for the downturn in numbers, particularly from the central sub-region? Is this the result of a policy decision, or of the impact of new provision in general further education colleges?
- ii) In 2004-05, 13 young people went to Kisharon College because of their orthodox Jewish beliefs; where have similar young people gone in the two subsequent years as only one London student was placed at Langdon College, the only other orthodox Jewish provision in 2005-06 and 6 in 2006-07? Or, are these young people attending Kisharon without LSC funding?
- iii) Is it in the best interests of young Londoners with learning difficulties to receive their further education in very rural settings where they are not likely to be best prepared for the urban lives to which they will return? In the three years for which data were scrutinised, 22 learners were placed at Derwen; 18 at Lufton; 9 at Foxes Academy; and 7 at the Fortune Centre of Riding Therapy. All four of these providers are in rural settings. We look next at placements by type of disability.



Many of the learners placed will have more than one disability or area of difficulty and several colleges, for example RNIB Redhill and NCYPE take a broader range of learners than the original client group for whom they were set up.

### Comment

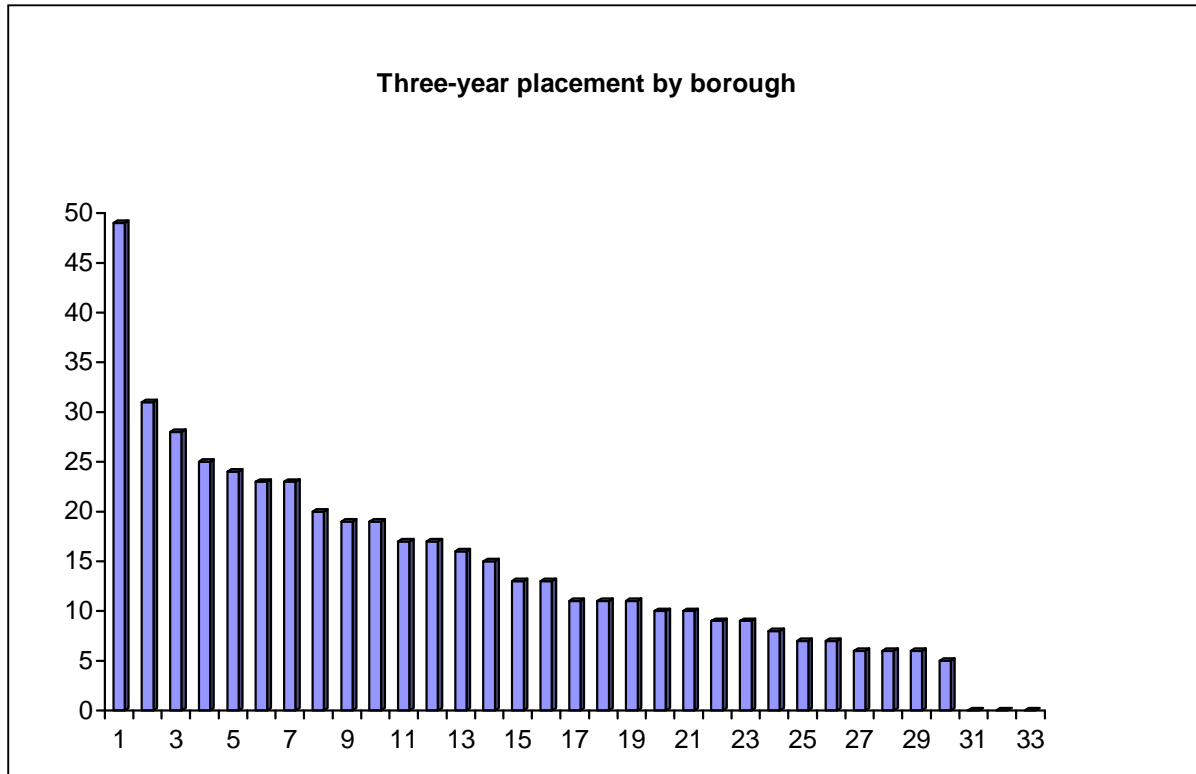
Figure 8 shows:

- i) Learners with learning difficulties are most likely to be placed in specialist colleges, although the majority of these learners will have more than one disability, and it is important to bear in mind that learning difficulties are the most prevalent of disabilities.
- ii) Learners with profound and multiple learning difficulties, and learners with visual disabilities are the groups next most likely to be placed in specialist colleges.

We now look at placements by borough.

**Figure 9: Three-year placements by borough 2004-07**

Key	Borough	No of placements	Key	Borough	No of placements
1	Bromley	49	18	Haringey	11
2	Croydon	31	19	Lambeth	11
3	Barnet	28	20	Islington	10
4	Harrow	25	21	Waltham Forest	10
5	Wandsworth	24	22	Westminster	9
6	Sutton	23	23	Hillingdon	8
7	Lewisham	23	24	K & C	8
8	Brent	20	25	Havering	7
9	Bexley	19	26	Camden	7
10	Hackney	19	27	Redbridge	6
11	Richmond	17	28	Hamm & Fulham	6
12	Greenwich	17	29	Bark & Dag	6
13	Ealing	16	30	Newham	5
14	Kingston	15	31	Southwark	
15	Enfield	13	32	Tower Hamlets	
16	Merton	13	33	City	
17	Hounslow	11			



**Comment**

Figure 9 raises the following questions:

- i) Is this very significant variation in the number of placements from different boroughs known to the London LSC?
- ii) What are the reasons underlying these differences, other than actual demographic differences between boroughs?
- iii) What impact on general further educational provision do these differences have? Is there sufficient impetus in some boroughs for general further education providers to develop new provision?
- iv) To what extent do differences in general further education provision create different needs for placements in different boroughs?

## The costs of specialist college placements

<b>Figure 10: Total cost of specialist college placements</b>	
2005-06	£22,369,884.26
2006-07	£21,889,702.00

Non-LSC funding for learners placed in specialist colleges was therefore only £480,182 on a total budget of approaching £22.5 million.

Average cost per learner to the LSC for 479 learners = £45,700.

<b>Figure 11: Total cost to LSC of specialist college placements</b>	
2005-06	£23,990,036.76
2006-07	£23,248,858.00

Average cost per learner to the LSC for 503 learners = £46,220.

Non-LSC funding for learners placed in specialist colleges is therefore £741,178 on a total budget of nearly £24 million, meaning that London LSC bears the full cost of almost all the placements it makes.

### Comment

Figures 10 and 11 raise the following issues:

- i) Why do other agencies make such a small contribution to the fees of London students, many of whom are placed in residential colleges because of complex health and social difficulties as well as disabilities or learning difficulties?
- ii) The average cost of a place in a specialist college did not rise significantly between 2005-06 and 2006-07, but the overall cost of all placements rose, even though the number of new placements declined. Does this mean that more learners are having an extension to their programmes, and if so, why is this happening, and is this a result of policy decisions by LSC?

## **Overall commentary about placements in specialist colleges**

### **i) Data about specialist college placements**

Specialist college data were not easily available in a useful form for this Review. Unless collection of the data is improved, it cannot be used properly to contribute to strategic planning across London and thus to obtain the best further education for learners and the best value for money.

### **ii) The placement pattern**

There are significant differences in the numbers of learners in each sub-region placed in specialist colleges; it is not clear if the differences are due to greater local capacity, policy changes, or other causes. Most learners from London are placed in colleges in rural settings.

### **iii) More complex disabilities**

Most learners placed in specialist colleges will have more than one disability/ learning difficulty, and any new local provision will need to be planned to take account of complex disabilities, including securing staff with the right expertise.

### **iv) Funding placements**

London LSC does not secure joint funding for most of the learners it places in specialist colleges; in 2006/07, out of a budget of nearly £24 million, only £741,000 was secured from other sources.

### **v) Measuring the effectiveness of specialist colleges**

Despite the efforts of Natspec (the National Association of Specialist Colleges) and others, there remains a pressing need for appropriate instruments to measure the success of learners in specialist colleges. At present, there is an inability to determine whether these providers benefit learners in proportion to the cost of placements, and whether similar learners in sector colleges achieve more, less or the same, as those placed in specialist colleges.

Next, we look at learners in work-based learning and in ESF-funded provision.

## Learners in work-based learning provision

In 2005/06, there were 4,376 learners with self-declared learning difficulties and/or disabilities in LSC-funded work-based learning provision in London. The boroughs of Southwark, Croydon and Enfield all have a higher proportion than the average of 132 learners per borough. City of Westminster and Kensington and Chelsea have a disproportionately low number of these learners in work-based learning provision for the size of the boroughs. There are 214 providers with four of these funded for more than 200 learners. Figure 12 shows the numbers of learners in work-based learning provision in sub-regions and by borough.

**Figure 12: Learners with learning difficulties and/or disabilities in work based learning provision by sub-region and borough, 2005-06**

<b>Central</b>		<b>East</b>	
Camden	88	Barking & Dagenham	117
Islington	130	Bexley	125
Kensington & Chelsea	51	City of London	
Lambeth	191	Greenwich	101
Southwark	357	Hackney	118
Wandsworth	157	Havering	128
Westminster, City of	52	Lewisham	168
<b>Total</b>	<b>1026</b>	Newham	111
		Redbridge	97
		Tower Hamlets	130
		<b>Total</b>	<b>1095*</b>
<b>North</b>		<b>South</b>	
Barnet	146	Bromley	178
Enfield	201	Croydon	252
Haringey	138	Kingston Upon Thames	90
Waltham Forest	148	Merton	159
<b>Total</b>	<b>633</b>	Richmond Upon Thames	56
		Sutton	159
		<b>Total</b>	<b>894</b>
<b>West</b>		Unspecified	45
Brent	110	<b>Total</b>	<b>4375*</b>
Ealing	101		
Hammersmith & Fulham	49		
Harrow	128		
Hillingdon	195		
Hounslow	99		
<b>Total</b>	<b>682</b>		
<i>Source: LSC ILR 2005-06</i>			

**Note:** \* these totals exclude the learners from City of London where the number was fewer than 5.

We look next at learners on work-based provision by type of learning difficulty or disability.

**Figure 13: Numbers of learners with learning difficulties and/or disabilities in work based learning provision by sub-region by type of learning difficulty and/or disability, 2005/06**

	Dyslexia and/or dyscalculia	Moderate learning difficulties	Severe learning difficulties	Mobility difficulties	Emotional and behavioural difficulties	Sensory impairment	Mental health difficulties	Multiple difficulties and/or disabilities	Other medical condition	Other disability or learning difficulty	None, not known or
<b>Central</b>	175	464	13	9	253	63	12	16	140	48	69
<b>East</b>	254	413	18	13	46	70	9	21	198	108	11
<b>North</b>	124	305			46	33	7	6	103	40	18
<b>South</b>	199	356	14	7	108	48	8	16	171	29	55
<b>West</b>	151	235	5	11	21	46	10	12	127	59	22

Source: LSC ILR 2005-06

### Notes

- Some learners are in more than one category, and so the totals differ from those shown in other tables
- Other medical condition includes asthma, epilepsy and diabetes

### Comments

Figure 13 indicates the following:

- The highest proportion of learners are identified as having moderate learning difficulties, with about 1 in 3 of the learners having these difficulties
- The next largest groups are those learners with dyslexia and/or dyscalculia amounting to about 1 in 5 of the learners (a very small number of learners, 20 across London, are identified as having dyscalculia), and then those with other medical conditions amounting to about 1 in 6 of the learners; a significant minority of learners have dyslexia and moderate learning difficulties
- The smallest numbers of learners in this provision have severe learning difficulties, mental health difficulties, or multiple difficulties and/or disabilities

It is worth looking next at the percentage of learners with different learning difficulties and/or disabilities in work-based learning provision.

**Figure 14: Percentages of learners with learning difficulties and/or disabilities in work based learning provision by sub-region by type of learning difficulty and/or disability, 2005-06**

%	Dyslexia and/or dyscalculia	Moderate learning difficulties	Severe learning difficulties	Mobility difficulties	Emotional and behavioural difficulties	Sensory impairment	Mental ill health	Multiple difficulties and/or disabilities	Other medical condition	Other disability or learning difficulty	None, not known or not provided
<b>Central</b>	14	37	1	1	20	5	1	1	11	4	5
<b>East</b>	22	36	2	1	4	6	1	2	17	9	1
<b>North</b>	18	44	1	1	7	5	1	1	15	6	3
<b>South</b>	20	35	1	1	11	5	1	2	17	3	5
<b>West</b>	22	34	1	2	3	7	1	2	18	8	3
<b>Total</b>	18	37	1	1	10	5	1	1	15	6	4

Source: LSC ILR 2005-06

### Note

- Percentages are rounded to the nearest whole number and so do not total 100%.

### Comment

Comparative analysis across the sub-regions shows that there is general consistency with regard to the type of need being identified; the exception is the group of learners with emotional and behavioural difficulties which varies from 4% in London East to 20% in London Central; the average for London is 10%.

We look next at the ages of learners in work-based learning provision.

**Figure 15: Numbers of learners with learning difficulties and/or disabilities in work based learning provision by sub-regions by age, 2005-06**

	Under 16	16-18	19-20	21-24	25-59	Total
<b>Central</b>	59	665	162	110	30	1026
<b>East</b>	27	727	186	123	33	1096
<b>North</b>	8	430	112	75	8	633
<b>South</b>	33	553	186	110	12	894
<b>West</b>		379	142	110	47	682

Source: LSC ILR 2005-06

### Notes

- The table excludes learners without an identified sub-region
- Anomalies in the data result in minor discrepancies in the totals

## Comment

- i) The largest group of learners is aged 16-18
- ii) Surprisingly, 131 learners (3%) are aged under 16
- iii) The largest variations in sub-regions are in those aged under 16, and those aged 25-59

A summary comment on work-based learning provision follows next.

### **Overall commentary on work-based learning provision**

This commentary describes significant points arising from the analysis of work-based learning data provided by LSC. The points are:

- i) The largest group of learners with learning difficulties and/or disabilities has moderate learning difficulties
- ii) Learners with emotional and behavioural difficulties appear to be under-represented in work-based learning in three sub-regions: East, West and North
- iii) Learners with mental health difficulties are barely participating in work-based learning
- iv) Learners with mobility difficulties are barely represented in this provision
- v) Learners with sensory disabilities are under-represented
- vi) Most learners are on Level 2 programmes
- vii) Most work-based learning providers have a small number of learners with learning difficulties and/or disabilities
- viii) The issues surrounding self-identification, identified earlier in the report, are particularly relevant for young people in work-based learning; learners told us they thought they would not get jobs if they had learning or other difficulties. We know also that learners with emotional and behavioural difficulties, or with mental health difficulties, are amongst those least likely to declare their difficulties.

We look next at learners in ESF-funded programmes.

## Learners with learning difficulties and/or disabilities in ESF-funded provision

We begin by looking at the numbers of learners with learning difficulties and/or disabilities in ESF programmes in the London boroughs in 2006-07. There are anomalies in the figures provided for the Review, but we present them here as indicative patterns of participation, rather than as completely accurate statistics.

**Figure 16: Learners with learning difficulties and/or disabilities in ESF funded provision by London borough ranked by volume**

<b>Borough</b>	<b>Number</b>
Enfield	390
Tower Hamlets	328
Islington	240
Lambeth	231
Westminster	205
Waltham Forest	185
Southwark	158
Hackney	156
Camden	144
Ealing	129
Redbridge	126
Wandsworth	101
Newham	98
Brent	94
Bromley	89
Haringey	87
Kensington and Chelsea	75
Hillingdon	73
Harrow	67
Kingston upon Thames	67
Barking and Dagenham	66
Greenwich	57
Havering	57
Hounslow	56
Hammersmith and Fulham	49
Barnet	48
Merton	44
Sutton	34
Bexley	23
City of London	
Croydon	
Lewisham	
Richmond upon Thames	

## Comments

- 3,478 ESF-funded learners were identified as having a learning difficulty and/or disability in London in 2006-07; this is just under 10% of the total number of 36,035 ESF-funded learners in London
- Three boroughs, Croydon, Lewisham and Richmond, have no ESF-funded learners with identified learning difficulties and/or disabilities
- Enfield and Tower Hamlets are the boroughs with the highest proportion of learners within this category, amounting to more than 20% of the total
- The four most populous boroughs (2001 census data) are Croydon, Barnet, Ealing and Bromley; none of these has a proportionate number of learners within this provision; Croydon has none.

We look next at learners in each sub-region.

**Figure 17: Learners with learning difficulties and/or disabilities in ESF funded provision by London LSC sub-region and borough in 2006-07 by alphabetical order**

<b>Central</b>		<b>East</b>	
Camden	144	Barking and Dagenham	66
Islington	240	Bexley	23
Kensington & Chelsea	75	City of London	
Lambeth	231	Greenwich	57
Southwark	158	Hackney	156
Wandsworth	101	Havering	57
Westminster, City of	205	Lewisham	
<b>Total</b>	<b>1154</b>	Newham	98
		Redbridge	126
		Tower Hamlets	328
		<b>Total</b>	<b>911*</b>
<b>North</b>		<b>South</b>	
Barnet	48	Bromley	89
Enfield	390	Croydon	
Haringey	87	Kingston Upon Thames	67
Waltham Forest	185	Merton	44
<b>Total</b>	<b>710</b>	Richmond Upon Thames	
		Sutton	34
		South	234
		<b>Total</b>	<b>89*</b>
<b>West</b>			
Brent	94		
Ealing	129		
Hammersmith & Fulham	49		
Harrow	67		
Hillingdon	73		
Hounslow	56		
<b>Total</b>	<b>468</b>		
<b>Total 3477*</b>			

**Note:** \* these totals exclude learners from boroughs where the number was fewer than 5.

If we examine the percentages of learners in ESF-funded programmes in each sub-region, the disparities become even clearer. Figure 18 shows these differences.

**Figure 18: Learners with learning difficulties and/or disabilities in ESF funded provision by sub-region in 2006-07: by numbers and percentages**

<b>Central</b>	1154	33%
<b>East</b>	912	26%
<b>North</b>	710	20%
<b>West</b>	468	14%
<b>South</b>	234	7%
<b>Total</b>	3478	100%

**Comment**

Figures 17 and 18 indicate:

- a significant variation in the numbers of these learners in the London sub-regions, from 33% in central London down to 7% in south London; the variations do not reflect known characteristics of socio/economic disadvantage in the local population in these sub-regions
- it would be worthwhile examining whether the variations are due to different local policies in relation to ESF-funded programmes, or to other factors.

An overall commentary on the ESF data follows.

**Overall commentary on ESF-funded programmes**

This commentary sets out the main points arising from analysis of the ESF-funded programmes data. The main points are:

- i) Very significant variations between boroughs in the participation in ESF-funded programmes by learners with learning difficulties and/or disabilities
- ii) Only 10% of the total number of learners on ESF-funded programmes have identified learning difficulties and/or disabilities
- iii) There are likely to be many more learners with learning difficulties and/or disabilities on these programmes than are identified in the data
- iv) Four providers are funded for more than 200 learners; the largest is the Central Training Academy, with provision in 23 boroughs; the Review team was not able to find an ALI inspection grade for this provider.

We look next at learners in adult and community-based provision.

### Learners in adult and community learning

There are some 11,225 learners with learning difficulties and/or disabilities in adult and community learning (ACL) in the London region. This is likely to be an under-estimation of the true figures, with some data missing or not complete. LSC does not keep the same comprehensive ILR data for learners in ACL as it does for learners in colleges. Data for ACL do not include information about types of learning difficulties or disabilities. We show next the numbers of learners with learning difficulties and/or disabilities who have declared a difficulty, by sub-region and by borough. The figures are numbers of *learners*, not numbers of enrolments, and are based on the location of the provider, not the learner's borough of residence.

**Figure 19 Central: Learners with learning difficulties and/or disabilities in ACL provision by borough, and as a percentage of all learners**

	Learners with ldd	All learners
Camden	668	4859
Islington	610	3152
Lambeth	627	5814
Southwark	Not provided	1671
Wandsworth	776	11466
Westminster	108	4911
Total	2,789	31,873

Source: ILR 2005-06

8.7% of all learners

Note: data are not complete

**Figure 20 South: Learners with learning difficulties and/or disabilities in ACL provision by borough, and as a percentage of all learners**

	Learners with ldd	All learners
Bromley	972	6979
Croydon	395	5968
Kingston Upon Thames	207	4266
Richmond Upon Thames	263	4898
Sutton	764	6621
Total	2,598	28,732

9.0% of all learners

**Figure 21 West: Learners with learning difficulties and/or disabilities in ACL provision by borough, and as a percentage of all learners**

	Learners with Idd	All learners
Brent	201	3847
Ealing	110	1907
Hammersmith & Fulham	304	5690
Harrow	593	5875
Hillingdon	79	3337
Hounslow	342	4743
Total	1,629	25,399

Source: ILR 2005-06

6.4% of all learners

**Figure 22 East: Learners with learning difficulties and/or disabilities in ACL provision by borough, and as a percentage of all learners**

	Learners with Idd	All learners
Barking & Dagenham	287	2323
Bexley	Not provided	5665
Corp of London	74	1139
Greenwich	680	4573
Havering	250	3368
Lewisham	643	4206
Newham	292	5868
Redbridge	267	4274
The Learning Trust	823	4498
Tower Hamlets	247	4651
	3,563	40,565

Source: ILR 2005-06

8.7% of all learners

**Note:** data are not complete

**Figure 23 North: Learners with learning difficulties and/or disabilities in ACL provision by borough, and as a percentage of all learners**

	Learners with Idd	All learners
Barnet	92	2296
Enfield	106	1720
Haringey	280	2056
Waltham Forest	168	6495
Total	646	12,567

Source: ILR 2005-06

5.1% of all learners

An overall commentary on ACL provision follows next:

### **Overall commentary on learners in adult and community learning**

The figures for learners with learning difficulties and/or disabilities in ACL provision indicate the following points:

- i) South sub-region has the largest percentage of learners with learning difficulties in ACL provision, followed by Central and East sub-regions.
- ii) The Learning Trust provides for the largest number of learners, followed by the borough of Bromley, then the borough of Wandsworth.
- iii) Of the main boroughs, Hillingdon provides for the fewest number of these learners, with Barnet next.
- iv) Sutton provides for a high percentage (11.5%) of learners with learning difficulties and/or disabilities in its ACL provision.
- v) There are apparent anomalies, for example, Brent and Ealing appear to provide for relatively small numbers of these learners; anomalies may be because of local circumstances and arrangements for ACL provision, or because of discrepancies or incomplete data.
- vi) There are no learners with learning difficulties and/or disabilities identified in the ILR data for Southwark and Bexley.

We will say more about ACL provision in our second report. We look next at the levels of programmes being followed by learners.

## **Learners with learning difficulties and/or disabilities by levels of programmes**

So far in the report, we have looked at existing provision in the London region by types of learning difficulties and disabilities, ages, and the boroughs in which learners live or in which they study. To complete the picture of existing provision as far as it is possible within the constraints of the Review, we look next at the levels of programmes on which learners are studying. Analysis and comment are provided by sub-region with an overall comment at the end of the section. There is scope for further analysis by LSC's sub-regional teams to identify levels of programmes being followed in each borough.

There are two figures for each sub-region:

- the first figure shows learners by their *specific type of disabilities and broad learning difficulties*
- the second figure shows learners by their *specific type of learning difficulties*

All data were provided by LSC.

## North sub-region

**Figure 24i) North sub-region: learners by types of disabilities and broad learning difficulties and levels of programmes**

Type of disability/ learning difficulties	Other	Level 1 & Entry	Level 2	Level 3	Level 4	Level 5	Higher
Disability affecting mobility	<i>(No details provided)</i>	46	196	54	35	5	9
Emotional/behavioural difficulties		19	45	11	15		
Hearing impairment		56	199	66	27	6	22
Mental ill-health		67	386	56	40		17
Multiple disabilities		12	40	10	6		
Learning difficulties		190	721	401	383	33	30
Not known/info not provided		77	236	123	153	7	14
Other		255	783	249	174	23	33
Other medical conditions (eg epilepsy, asthma, diabetes)		85	223	163	202	9	21
Other physical disabilities		49	105	39	33	6	8
Profound complex disability			18		13		
Temporary disability after illness (eg post-viral)		5	13	7	5		
Visual impairment		43	102	37	33	6	8

Source: LSC ILR 05/06

**Figure 24ii) North sub-region: learners by types of learning difficulties and levels of programmes**

Learning difficulty	Other	Level 1 & Entry	Level 2	Level 3	Level 4	Level 5	Higher
Dyscalculia	<i>(No details provided)</i>	4	14	7	10		
Dyslexia		97	245	253	239	22	
Other specific learning difficulty		8	73	31	35		17
Moderate learning difficulty		111	590	131	90	13	
Severe learning difficulty		22	93	8	10		14
Multiple learning difficulties		10	64	10		5	
Other		227	1112	309	298	20	
Not known/info not provided		98	251	109	157	7	40
Disabilities		330	625	359	279	35	19

Source: ILR 2005-06

## **Comment: North sub-region**

The two figures for the sub-region indicate:

- i) LSC data do not allow the identification of the numbers of learners studying at Pre-Entry Level
- ii) LSC data do not make a distinction between Entry Level and Level 1, so it is not possible to identify separately the numbers of learners studying at each of these levels
- iii) The majority of all learners with learning difficulties are studying at Levels 2 and 3
- iv) The majority of learners with moderate learning difficulties are studying at Level 3
- v) The biggest proportion of learners with sensory disabilities are studying at Level 2
- vi) The largest number of learners with disabilities (783 learners) and the largest number of learners with learning difficulties (1112 learners) at Level 2 are in the 'other' category, indicating that there is little recorded in MIS about their learning difficulties or disabilities, even though practitioners may know what they are; there are large numbers of learners in the 'not known' category
- vii) The use of 'profound complex disabilities' as a category is open to question when 18 of these learners are shown as studying at Level 2, and 13 learners at Level 4
- viii) The majority of learners with mental health difficulties are studying at Level 2, bearing in mind that learners with mental health difficulties are amongst those least likely to disclose their disability
- ix) Learners with dyslexia are fairly evenly distributed between Levels 2, 3 and 4
- x) It is unusual to see learners described as having emotional and behavioural difficulties studying at Levels 4 and above (15 learners at Level 4 and 1 learner at level 5), though it is useful to bear in mind the potential abilities of some of these learners.

## East sub-region

**Figure 25i) East sub-region: learners by types of disabilities and broad learning difficulties and levels of programmes**

Type of disability/ learning difficulties	Other	Level 1 & Entry	Level 2	Level 3	Level 4	Level 5	Higher
Disability affecting mobility	<i>(No details provided)</i>	210	344	99	69	18	25
Emotional/behavioural difficulties		42	126	29	26		11
Hearing impairment		193	355	153	98	35	22
Mental ill-health		195	454	111	58	7	27
Multiple disabilities		193	260	57	30	5	13
Learning difficulties		572	1915	1019	1099	96	179
Not known/info not provided		283	901	328	230	26	66
Other		287	845	278	198	22	51
Other medical conditions (eg epilepsy, asthma, diabetes)		230	562	312	358	27	60
Other physical disabilities		125	245	99	58	9	20
Profound complex disability		30	57	8	5		
Temporary disability after illness (eg post-viral)		22	37	16	17		5
Visual impairment		111	291	101	78	13	28

Source: ILR 2005-06

**Figure 25ii) East sub-region: learners by types of learning difficulties and levels of programmes**

Learning difficulty	Other	Level 1 & Entry	Level 2	Level 3	Level 4	Level 5	Higher
Dyscalculia	<i>(No details provided)</i>	16	29	28	7		
Dyslexia		240	798	645	492	96	69
Other specific learning difficulty		41	255	88	53		31
Moderate learning difficulty		427	1517	334	516	11	70
Severe learning difficulty		151	357	24	18		5
Multiple learning difficulties		38	138	35	15		
Other		207	581	247	223	24	45
Not known/info not provided		455	1054	361	258	32	106
Disabilities		918	1663	848	742	94	179

Source: ILR data 2005-06

### **Comment: East sub-region**

The two figures for the sub-region indicate:

- i) As for North sub-region, LSC data do not allow the identification of the numbers of learners studying at Pre-Entry Level
- ii) As for North sub-region, LSC data do not make a distinction between Entry Level and Level 1, so it is not possible to identify separately the numbers of learners studying at each of these levels
- iii) The majority of all learners with learning difficulties are studying at Level 2, roughly the same proportion of overall learners as in the North sub-region
- iv) The majority of learners with moderate learning difficulties are studying at Level 2; questions must be asked about the definitions of moderate learning difficulties being used or about data accuracy, when 81 of these learners are shown as studying at Level 5 or higher
- v) The majority of learners with severe learning difficulties are studying at Level 2; again, questions must be asked about definitions or about data accuracy when 25 learners with severe learning difficulties are shown as studying at Level 4 and above
- vi) The biggest proportion of learners with sensory disabilities is studying at Level 2
- vii) There are significant numbers in the 'not known' category (901 learners) and 'other' category (845 learners) studying at Level 2, and about whom there is insufficient information on MIS
- viii) As in the North sub-region, the definition of profound complex disabilities is open to question when 15 of these learners are shown as studying at Level 3 and above
- ix) The majority of learners with mental health difficulties are studying at Level 2.

## South sub-region

**Figure 26i) South sub-region: learners by types of disabilities and broad learning difficulties and levels of programmes**

Type of disability/ learning difficulties	Other	Level 1 & Entry	Level 2	Level 3	Level 4	Level 5	Higher
Disability affecting mobility	<i>(No details provided)</i>	45	184	58	41	11	12
Emotional/behavioural difficulties		17	55	8			
Hearing impairment		82	211	101	51	9	17
Mental ill-health		47	152	61	53		21
Multiple disabilities		31	123	25	13		8
Learning difficulties		302	1367	617	493	47	83
Not known/info not provided		101	716	250	229	15	47
Other		112	516	322	328	43	44
Other medical conditions (eg epilepsy, asthma, diabetes)		82	286	135	167	14	22
Other physical disabilities		25	77	45	24		
Profound complex disability			7				
Temporary disability after illness (eg post-viral)		7	22	7	12		
Visual impairment		53	149	60	32	6	

Source: ILR data 2005-06

**Figure 26ii) South sub-region: learners by types of learning difficulties and levels of programmes**

Learning difficulty	Other	Level 1 & Entry	Level 2	Level 3	Level 4	Level 5	Higher
Dyscalculia	<i>(No details provided)</i>	8	14		9		
Dyslexia		102	374	352	303	45	29
Other specific learning difficulty		8	39	30	62		5
Moderate learning difficulty		152	602	161	59		25
Severe learning difficulty		38	289	9	10		
Multiple learning difficulties		6	48	12	6		
Other		211	1097	455	355	39	68
Not known/info not provided		108	549	288	246	19	52
Disabilities		275	853	378	388	44	80

Source: ILR data 2005-06

### **Comment: South sub-region**

The two figures for the sub-region indicate:

- i) As for all sub-regions, it is not possible to identify the numbers of learners studying at Pre-Entry Level, or to disaggregate the numbers of learners studying at Entry Level and Level 1
- ii) The majority of learners with learning difficulties are studying at Level 2
- iii) The biggest proportion of learners with sensory disabilities is studying at Level 2
- iv) About one-third of learners studying at Level 2 are in the 'other' or 'not known' categories
- v) Whilst 152 learners with mental health difficulties are studying at Level 2, some 77 learners are studying at Level 4 and above
- vi) Issues of definition and data validity are raised when 12 learners with severe learning difficulties are shown as studying at Level 4 and above
- vii) The largest proportions of learners with sensory disabilities are studying at Levels 2 and 3
- viii) Learners with dyslexia are distributed fairly evenly at Levels 2, 3 and 4, with fewer identified at Entry Level and Level 1

## West sub-region

**Figure 27i) West sub-region: learners by types of disabilities and broad learning difficulties and levels of programmes**

Type of disability/ learning difficulties	Other	Level 1 & Entry	Level 2	Level 3	Level 4	Level 5	Higher
Disability affecting mobility	(No	123	197	37	57		5
Emotional/behavioural difficulties	details provided)	33	57	15	10		
Hearing impairment		128	187	70	49		15
Mental ill-health		138	271	26	22	5	18
Multiple disabilities		23	54	7	9		
Learning difficulties		230	1335	559	463	37	70
Not known/info not provided		124	432	140	157		14
Other		157	645	268	450	19	36
Other medical conditions (eg epilepsy, asthma, diabetes)		130	270	129	199	13	22
Other physical disabilities		96	105	40	28		6
Profound complex disabilities		7	46				
Temporary disability after illness (eg post-viral)		12	13				
Visual impairment		46	121	53	41		
<i>Source: ILR 2005-06</i>							

**Figure 27ii) West sub-region: learners by types of learning difficulties and levels of programmes**

Learning difficulty	Other	Level 1 & Entry	Level 2	Level 3	Level 4	Level 5	Higher
Dyscalculia	(No		5				
Dyslexia	details provided)	129	331	326	283	25	41
Other specific learning difficulty		14	132	69	84		
Moderate learning difficulty		138	634	121	57		22
Severe learning difficulty		93	489	10	5		
Multiple learning difficulties			27	7			
Other		148	698	262	390	14	31
Not known/info not provided		167	374	142	174	8	14
Disabilities		554	1043	408	485	40	82
<i>Source: ILR 2005-06</i>							

### **Comment: West sub-region**

The two figures for the sub-region indicate:

- i) As for all sub-regions, it is not possible to identify the numbers of learners studying at Pre-Entry Level, or to disaggregate the numbers of learners studying at Entry Level or Level 1
- ii) The majority of learners with learning difficulties are studying at Level 2
- iii) The biggest proportion of learners with sensory disabilities is studying at Level 2, whilst there are relatively few of these learners at Level 4
- iv) A surprising number of learners with severe learning difficulties (489 learners) are shown as studying at Level 2
- iv) Issues of definition are raised by the seven learners operating at Levels 4 and 5, who are deemed to have severe learning difficulties
- v) As in other sub-regions, learners with dyslexia are distributed fairly evenly between Levels 2, 3 and 4

## Central sub-region

**Figure 28i) Central sub-region: learners by types of disabilities and broad learning difficulties and levels of programmes**

Type of disability/ learning difficulties	Other	Level 1 & Entry	Level 2	Level 3	Level 4	Level 5	Higher
Disability affecting mobility	<i>(No details provided)</i>	231	211	64	47	6	21
Emotional/behavioural difficulties		70	110	40	34		10
Hearing impairment		161	195	91	42	8	25
Mental ill-health		408	443	136	68	8	72
Multiple disabilities		167	178	30	25	3	14
Learning difficulties		378	888	506	451	47	83
Not known/info not provided		279	510	240	167	17	47
Other		305	545	273	294	31	40
Other medical conditions (eg epilepsy, asthma, diabetes)		209	359	174	176	14	32
Other physical disabilities		206	219	62	47	12	19
Profound complex disabilities		17	21				
Temporary disability after illness (eg post-viral)		15	26	16	7		
Visual impairment		111	164	54	43	6	22

Source: ILR 2005-06

**Figure 28ii) Central sub-region: learners by types of learning difficulties and levels of programmes**

Learning difficulty	Other	Level 1 & Entry	Level 2	Level 3	Level 4	Level 5	Higher
Dyscalculia	<i>(No details provided)</i>	10	14	10	10		
Dyslexia		315	627	446	378	51	67
Other specific learning difficulty		25	73	42	28		
Moderate learning difficulty		363	725	148	91	7	37
Severe learning difficulty		168	168	12	5		6
Multiple learning difficulties		36	58	19	16		
Other		116	313	182	235	17	31
Not known/info not provided		347	582	253	177	22	60
Disabilities		1177	1311	576	465	60	182

Source: ILR 2005-06

### **Comment: Central sub-region**

The two figures for the sub-region indicate:

- i) Substantial numbers of learners with mental health difficulties studying at Entry/Level 1 and Level 2
- ii) A significant proportion of learners with emotional and behavioural difficulties (110 learners) studying at Level 2
- iii) Worrying issues of definition when nine learners with profound and complex disabilities are identified as studying at Level 3 and above, as well as 38 learners with the most severe difficulties at Entry/Level 1 and Level 2
- iv) Good representation of learners with moderate learning difficulties at Levels 2 and 3, although a query as to whether by definition of their learning difficulty, someone with moderate learning difficulties would be operating at Levels 4 and above.

We look next at the levels of programmes being followed by learners in work-based learning provision.

**Figure 29: Numbers of learners with learning difficulties and/or disabilities in work-based learning provision by sub-region by level of qualification aim, 2005-06**

	Other level	Entry Level and Level 1	Level 2	Level 3
<b>Central</b>	427	69	420	110
<b>East</b>	255	130	552	159
<b>North</b>	183	99	269	82
<b>South</b>	254	60	413	167
<b>West</b>	84	87	384	127
<b>Total</b>	1203	445	2038	645

*Source: LSC ILR 2005-06*

**Notes**

- LSC data do not differentiate between Entry Level and Level 1
- The definition of 'other level' is unclear; it includes learners at Pre-Entry level in addition to those at level 4 and GNVQs

**Figure 30: Learners with learning difficulties and/or disabilities in work-based learning provision by sub-region by level of qualification aim as a percentage of learners in sub-regions and the region as a whole 2005-06**

%	Entry Level and Level 1	Level 2	Level 3	Other
<b>Central</b>	7	41	11	42
<b>East</b>	12	50	15	23
<b>North</b>	16	42	13	29
<b>South</b>	7	46	19	28
<b>West</b>	13	56	19	12
<b>Total</b>	10	47	15	28

*Source: ILR 2005-06*

**Notes**

- Percentages are rounded to the nearest whole number

**Comment**

- The largest group of learners are following qualifications at Level 2, amounting to 47% of the cohort
- The smallest group of learners are the 10% following Entry Level and Level 1 qualifications; this is in line with the LSC policy to discourage enrolments below level 2
- There is a significant variation between sub-regions in the percentage of learners following Entry Level and Level 1 qualifications; this varies from 7% in Central and South, to 16% in North London; the average across the region is 10%
- There is also a huge variation between sub-regions in the percentage of learners following other level qualifications; this varies from 12% in West London to 42% in Central London; the average across the region is 28%; further comment is not possible without knowing the definition of 'other'

Finally, because work-based learning opportunities are so important for many learners with learning difficulties and/or disabilities, we look at the types of difficulties experienced by learners studying different levels of programmes.

**Figure 31: Learners with learning difficulties and/or disabilities in LSC-funded work-based learning by disability/learning difficulty & level of programme 2005-06**

%	Dyslexia and/or dyscalculia	Moderate learning difficulties	Severe learning difficulties	Mobility difficulties	Emotional & behavioural difficulties	Sensory impairment	Mental health difficulties	Multiple difficulties and/or disabilities	Other medical condition	Other disability or learning difficulty	None, not known or not provided
Other level	20	33	65	30	67	20	50	34	22	27	38
Entry and Level 1	10	10	1	23	5	10	29	8	11	16	7
Level 2	50	50	26	41	24	45	17	35	44	41	30
Level 3	20	7	8	6	4	25	4	23	23	16	25
	100	100	100	100	100	100	100	100	100	100	100

*Source: LSC ILR 2005-06*

Note: some learners fall into more than one category.

### Comment

Figure 31 indicates:

- i) The largest groups of learners experience severe learning difficulties, and emotional and behavioural difficulties, and appear to be on Pre-Entry Level programmes or other 'pre-cursor' programmes
- ii) Half the learners with moderate learning difficulties are on Level 2 programmes
- iii) A surprising 50% of learners with mental health difficulties are on apparently Pre-Entry Level programmes, with less than a third on Entry and Level 1 programmes
- iv) Learners with sensory impairments are mostly on Level 2 and Level 3 programmes
- v) The majority of learners with mobility difficulties are on Level 2 programmes
- vi) Well over half of learners with multiple difficulties and/or disabilities are on Level 2 and Level 3 programmes.

### **Overall commentary on levels of programme**

This commentary rounds up the key issues from the analysis of programme levels.

The analysis shows:

- i) The majority of learners with learning difficulties and/or disabilities appear to be studying at Level 2, thereby making a contribution to the sector's Level 2 targets.
- ii) LSC data do not make it possible to identify all the learners studying at Pre-Entry, Entry, and Level 1, thereby making it difficult to do justice to learners at these levels. LSC needs to collect data in ways which identify all the learners at these three levels.
- iii) The majority of learners with mental health difficulties are studying at Level 2.
- iv) There are anomalies of definitions in the data, for example, learners with profound and complex disabilities studying at Levels 2 and 4.

The next section of the report examines issues of unmet need.

## Issues of unmet need

This section of the report examines unmet need, drawing on data provided by Connexions. We begin by looking at where young people with learning difficulties and/or disabilities go when they first leave school. Information about intended destinations is drawn from interventions made by Personal Advisers working with school pupils, and on data collected by schools themselves.

## Data about destinations after school

Connexions provides an annual report to LSC, giving data and analysis of patterns or trends in first destinations data. This annual report does not identify learners with learning difficulties and/or disabilities as a specific group. This means that at present, LSC does not receive formal information about where these learners go when they first leave school. Accurate destinations data are a vital part of strategic planning. LSC needs to agree with Connexions a format for the annual report which specifically identifies learners with learning difficulties and/or disabilities, and which identifies within this group, Statemented learners, School Action Plus learners, and School Action learners.

The data shown in the figures below were provided by Connexions especially for this report. The figures show the numbers of learners with learning difficulties and/or disabilities in employment, education and training, those who are not in employment, education and training and those whose destinations are unknown, by sub-region and by borough. A summary commentary follows the figures.

**Figure 32i) Central sub-region learners with learning difficulties and/or disabilities intended destinations, December 2006**

Central London	16-19 yr olds with LDD	% EET	% NEET	% not known
Camden	427	72.1%	20.8%	6.1%
Islington	729	65.4%	27.4%	6.7%
Kensington & Chelsea	237	60.3%	29.5%	10.1%
Lambeth	575	75.7%	18.1%	5.9%
Southwark	861	72.0%	23.8%	2.9%
Wandsworth	1123	79.2%	15.3%	5.3%
Westminster	482	69.9%	21.6%	7.1%
	4434	72.4%	21.3%	5.7%

Source: Connexions

**Figure 32ii) East sub-region learners' with learning difficulties and/or disabilities intended destinations, December 2006**

East London	16-19 yr olds with LDD	% EET	% NEET	% not known
Barking & Dagenham	2532	83.7%	11.6%	3.9%
Bexley	1091	78.9%	19.15	1.1%
City of London	5	60.0%	40.0%	
Greenwich	1229	70.1%	23.7%	5.6%
Hackney	2024	67.0%	16.2%	15.9%
Havering	2183	85.6%	7.0%	7.4%
Lewisham	1202	80.4%	15.7%	3.7%
Newham	2096	73.8%	15.6%	10.4%
Redbridge	1776	84.0%	11.4%	4.4%
Tower Hamlets & Corporation	1635	69.4%	15.4%	14.4%
	15773	77.4%	14.2%	7.9%

Source: Connexions

**Figure 32iii) North sub-region learners with learning difficulties and/or disabilities intended destinations, December 2006**

North London	16-19 yr olds with LDD	% EET	% NEET	% not known
Barnet	1311	76.8%	17.9%	5.1%
Enfield	963	76.9%	15.3%	7.1%
Haringey	617	69.4%	18.6%	11.0%
Waltham Forest	1492	81.8%	10.9%	6.8%
	4383	77.5%	15.1%	6.9%

Source: Connexions

**Figure 32iv) South sub-region learners with learning difficulties and/or disabilities intended destinations, December 2006**

South London	16-19 yr olds with LDD	% EET	% NEET	% not known
Bromley	1605	83.7%	13.0%	3.1%
Croydon	1684	70.3%	21.1%	7.9%
Kingston	650	83.4%	13.2%	3.1%
Merton	627	73.5%	15.9%	9.1%
Richmond	677	83.2%	10.6%	5.9%
Sutton	1144	86.9%	11.0%	1.8%
	6387	79.7%	14.8%	5.0%

Source: Connexions

**Figure 32v) West sub-region learners with learning difficulties and/or disabilities intended destinations, December 2006**

West London	16-19 yr olds with LDD	% EET	% NEET	% not known
Brent	352	82.4%	9.9%	6.5%
Ealing	1558	78.0%	18.2%	3.5%
Hammersmith & Fulham	535	83.4%	13.3%	2.8%
Harrow	288	85.4%	9.4%	4.5%
Hillingdon	1854	76.8%	16.8%	6.3%
Hounslow	1294	71.6%	22.0%	5.3%
	5881	77.3%	17.2%	4.9%

Source: Connexions

### Overall commentary

The first destination figures raise the following points:

- i) Learners may well be placed in provision after the survey date in December of their Year 11
- ii) Over 15% of learners with learning difficulties and/or disabilities are not placed in employment, education, or training in Year 11, rising to nearly 30% in one borough. Some of these learners may be continuing at school beyond Year 11
- iii) Nearly 77% of learners are placed in employment, education or training
- iv) There are five boroughs where the destinations of over 10% of learners are not known, (Kensington and Chelsea, Hackney, Newham, Tower Hamlets, and Haringey)
- v) Further exploration is required at borough and sub-regional levels to explain the significant numbers of NEET leavers in some boroughs.

It is worth comparing the numbers of NEETS learners *without* learning difficulties and/or disabilities with the learners who concern us in this report. Figure 33) offers the comparison by sub-region and by borough.

**Figure 33) Comparison of NEETS learners without learning difficulties/disabilities and learners with learning difficulties and/or disabilities, December 2006**

	% 16-18s NEET	% 16-19 NEET with LDD
TOTALS	7.4%	15.8%
Camden	7.9%	20.8%
Islington	8.8%	27.4%
Kensington & Chelsea	8.3%	29.5%
Lambeth	10.1%	18.1%
Southwark	11.5%	23.8%
Wandsworth	5.8%	15.3%
Westminster	6.7%	21.6%
Central London	8.4%	21.3%
Barking & Dagenham	11.1%	11.6%
Bexley	6.6%	19.1%
City of London	0.0%	40.0%
Greenwich	11.8%	23.7%
Hackney	12.7%	16.2%
Havering	5.9%	7.0%
Lewisham	6.9%	15.7%
Newham	10.2%	15.6%

Redbridge	4.6%	11.4%
Tower Hamlets	10.8%	15.4%
East London	8.5%	14.2%
Barnet	5.1%	17.9%
Enfield	7.1%	15.3%
Haringey	12.3%	18.6%
Waltham Forest	6.0%	10.9%
North London	6.9%	15.1%
Bromley	5.0%	13.0%
Croydon	8.0%	21.1%
Kingston	3.4%	13.2%
Merton	6.8%	15.9%
Richmond	3.8%	10.6%
Sutton	4.8%	11.0%
South London	5.6%	14.8%
Brent	6.7%	9.9%
Ealing	7.0%	18.2%
Hammersmith & Fulham	7.7%	13.3%
Harrow	5.0%	9.4%
Hillingdon	7.2%	16.8%
Hounslow	9.4%	22.0%
West London	7.2%	17.2%
<i>Source: Connexions</i>		

#### Notes:

- NEET learners with learning difficulties and/or disabilities covers years 16 to 19.
- NEET learners without LDD covers years 16-18.

#### Comment

- i) In each sub-region, there are more learners with learning difficulties and/or disabilities in the NEETS category than their peers
- ii) Even allowing for the difference in year cohorts, the difference is significant enough to raise serious concerns about:
  - the choices available to school-leavers with learning difficulties and/or disabilities
  - the accessibility and availability of independent advice and guidance for young people with learning difficulties and/or disabilities.

## Looked after young people

Because 'looked after' young people include some of the most vulnerable and 'at risk' learners with learning difficulties and/or disabilities, we include here information about their destinations after school.

**Figure 34: Intended destinations of 'looked after' young people, aged 19 years, December 2006, by sub-region**

	<b>In Emp/Educ/Training</b>	<b>NEET</b>	<b>Not known</b>
Central	69%	23%	8%
East	51%	31%	18%
North	64%	22%	14%
South	64%	28%	8%
West	60%	33%	7%
TOTAL London Region	63%	27%	10%

*Source: Connexions*

## Comment

Figure 34 shows that in 2006, over one-third of 'looked after' young people are not placed in employment, education or training, or do not have known destinations by the age of 19 years. This represents an improvement on 2005, when nearly 46% of these young people were not placed or had unknown destinations.

Connexions provides a vital service to planners in tracking the outcomes experienced by these learners when they leave school. LSC needs to find out more about the learning needs of young people leaving care in London, and to work with partners in social services, housing and the foyer movement to help these learners move into successful adulthood. The annual formal report made by Connexions to LSC should include information about 'looked after' young people, many of whom are at risk of offending, or who experience learning difficulties, or social and emotional difficulties.

We look next at where young people go after they leave a learning and skills programme.

## Destinations of college leavers

LSC no longer keeps records of learners' destinations after college. We know from the Lambeth and Southwark Review, that many colleges do not keep comprehensive records of learners' first destinations after college, particularly when learners move from discrete to integrated provision.

If we extrapolate from the Lambeth and Southwark Review, and from other national research, it is possible to make the following statements:

- Colleges need to do more to track and record destinations of learners with learning difficulties and/or disabilities, including those not on discrete provision
- Most young learners on discrete provision progress to another course
- Most adult learners progress to another course
- Not enough learners move into employment, although Connexions report an increase since 2005 of learners with learning difficulties and/or disabilities moving into employment

### Destinations of learners in work-based learning

We look next at the destinations of learners with learning difficulties and/or disabilities in work-based learning.

**Figure 35: Destinations of learners with learning difficulties and/or disabilities leaving work-based learning provision 2005-06**

	Continuing existing programme	Full time employment	P/T or self-employment	Further education	Other full time education or training	Un-employment	Other	Un-known
<b>Central</b>	342	202		39	89	91	184	76
<b>East</b>	435	257		74	32	98	118	79
<b>North</b>	217	177	9	46	39	54	93	33
<b>South</b>	333	209	16	30	48	81	107	70
<b>West</b>	278	180		27	18	46	73	56
<b>%</b>	37	23	1	5	5	8	13	7

*Source ILR 2005-06*

### Notes

- 'Continuing existing programme' includes E2E, NVQ and A/AA programmes
- 'Other' includes pregnancy, and three deaths
- 'Full time education or training' includes one entry to higher education
- 'Unemployment' includes four entries to voluntary work
- Percentages are rounded to the nearest whole number and so do not total 100%

### Comment

Figure 35 shows that:

- The largest proportion of learners (37%) continue with their existing programme
- Positive progression to employment, education or training amounts to only 34% of destinations.

## Destinations of learners in ESF-funded programmes

Although data for ESF-funded programmes are not complete, it is worth providing some information here to add to the picture of destinations, and to make comparisons with learners without learning difficulties and/or disabilities.

<b>Figure 36: Destinations of learners with learning difficulties and/or disabilities in ESF-funded programmes, compared to other learners; indicative percentages only</b>		
	<b>With LDD</b>	<b>No LDD</b>
Unemployed	30%	16%
Destination unknown	11%	11%
Continued existing programme	25%	25%
Entered FE/education/training	13%	17%
PT employment/vol work	5%	2%
Self-employed	1%	2%
Full-time employment	10%	19%
<b>Note:</b> Data are not complete; percentages are indicative only. Figures are rounded to nearest number and do not total 10%		
<i>Source: LSC ILR 2006-07</i>		

### Comment

Even though the data are not complete, the over-all pattern of destinations is likely to be very much the same as that shown here.

Figure 36 indicates that:

- i) Almost twice as many learners with learning difficulties and/or disabilities became unemployed at the end of their programmes compared with other ESF learners
- ii) Learners without identified learning difficulties and/or disabilities had a higher rate of progression to full-time employment and to full-time education and training

The data about progression from work-based learning and ESF-funded programmes raise concerns about the effectiveness of these programmes for many young people with learning difficulties and/or disabilities. The indicative figures reflect the concerns expressed by providers themselves during the practitioner seminars and in our fieldwork. These concerns are explored further in the second of our two reports: *Findings and evidence from the qualitative analysis*.

This section of the report is about evidence of unmet need, and we began by looking at the destinations of young people leaving school, and then at their destinations after their learning and skills programmes. The qualitative strands of the Review will contribute significantly to our understanding of unmet need, but on the basis of the quantitative evidence, the following statements might be made:

- i) Over two-thirds of young learners are placed in their next provision or in employment in year 11
- ii) There are significant differences between boroughs in the numbers of learners not placed in provision; these differences should be followed up by LSC
- iii) There are not enough choices for young people with learning difficulties and/or disabilities leaving school, who are more likely to be in the NEETs category than their peers
- iv) 'Looked after' young people are over-represented in the NEETs category and require specific support and tailor-made programmes to encourage them into education and training
- v) Colleges need to track and record destinations more effectively, as part of their evaluation of the relevance to young people of their programmes, and to set internal targets for progression to employment, including social enterprise
- vi) Too few young people with learning difficulties and/or disabilities achieve positive outcomes from work-based or ESF-funded programmes, indicating the need for more specialist providers, and better expert support for these learners who can benefit considerably from the kind of learning offered in these programmes.

### **Adult learners**

Quantitative evidence of unmet need amongst adult learners is difficult to secure; data about destinations are not collected in the same way, and there is no common agreement about what constitutes 'adequate' provision. For these reasons, most of our evidence concerning the unmet needs of adults will be described in our second report: *Findings and evidence from the qualitative analysis*. However, based on our earlier work in Lambeth and Southwark, and on work for this Review, three statements can be made:

- i) There are not enough progression opportunities for adults with learning difficulties and/or disabilities, including progression into individual 'packages' which include learning, leisure and community involvement. This lack of options means that many adult learners are 'recycled' whereby they repeat learning year after year
- ii) There are not enough supported employment, social enterprises, and voluntary jobs available to which adult learners might progress
- iii) Providers, parents and carers, and learners themselves, report considerable anxiety about the effects of possible cuts in adult learning and provision for learners with learning difficulties and/or disabilities.

The quantitative report explores issues concerning adult learners in greater detail.

## **Learners with complex disabilities**

LSC is committed to developing greater local capacity to meet complex needs. One indicator of this commitment's success will be that fewer learners with complex needs are placed in specialist colleges. It is worth summarising here the extent of this current need which cannot be met yet locally.

- 503 learners in 2006/07
- majority of learners with complex learning difficulties plus at least one other disability
- second largest group of learners has profound and complex disabilities
- third largest group of learners has visual disabilities, often with other disabilities
- next largest group of learners has severe and complex epilepsy

Other issues concerning learners with complex disabilities will be explored in our qualitative report.

## **Learners with mental health difficulties**

Evidence of the numbers of learners with mental health difficulties participating in learning and skills provision was presented earlier in this report. It is harder to identify the numbers of learners who could benefit from provision but who do not take part. National surveys indicate that one in four of the population will experience during their lifetime some form of mental ill-health. In the Lambeth and Southwark Review, we found in Lambeth alone in 2006, that there were some 1450 people known to social services, with high levels of support needs because of their mental health difficulties. Even at a conservative estimate, the 33 boroughs in the London Region are likely to include some 48,000 people with significant mental health difficulties. Although the numbers represented in the ILR analysis provided earlier are likely to be an under-estimation of learners already taking part in provision, the mental health agencies indicate there is not enough of the right kind of provision and support for these learners, despite the sterling efforts of some providers.

## **Offenders with mental health difficulties**

Although LSC regional data on offenders are not yet ready, it is worth looking briefly at the national profile of offenders with mental health difficulties:

- 6,000 people in prison at any one time have mental health difficulties, including personality disorders
- 40% of women in custody have tried to commit suicide
- 20% of men in custody have tried to commit suicide
- about 1,000 under-18s now in custody experience psychiatric disorders, including personality disorders

As LSC develops its strategy for offender learning, it should be mindful of the profile of mental health difficulties and/or personality disorders amongst offenders, and develop differentiated responses which best meet the needs of adults and younger learners.

### **Learners from different ethnic groups**

In this Review, we have not undertaken an examination of learning difficulty and/or disability and ethnicity. We consider it to be too important an area to be subsumed within a general Review. We are mindful also, that such an examination should involve representatives from the different ethnic communities within the capital. Anecdotally, and from other studies, evidence suggests that some learners with learning difficulties and/or disabilities from minority ethnic groups do not always access services and provision as much as other learners. These differences may be accounted for by cultural differences, different expectations, different family structures, and so on.

We recommend strongly that LSC undertakes a thorough investigation of issues concerning learning difficulty and/or disability and ethnicity.

It is worthwhile summarising here key points from this section on unmet need.

#### **Overall commentary on current unmet need**

Our analysis of data concerning unmet need, and earlier work in Lambeth and Southwark indicate the following main points:

- i) LSC needs to receive annual formal reports from Connexions on the intended destinations of school leavers with learning difficulties and/or disabilities
- ii) There is not enough choice after school or after college for these learners
- iii) Learners with learning difficulties and/or disabilities are over-represented in the NEETs group
- iv) A third of 'looked after' young people are not placed in provision or employment by the age of 19 years
- v) There is not enough of the right kind of work-based learning for learners with emotional and behavioural difficulties, mental health difficulties, and with physical or sensory difficulties
- vi) Current ESF-funded programmes do not lead to satisfactory outcomes for most learners with learning difficulties and/or disabilities
- vii) There is not enough local provision for learners with complex or severe disabilities

- viii) There is not enough of the right kind of provision or support for learners with mental health difficulties
- ix) Colleges need to keep records of the first destinations of all their leavers with learning difficulties and/or disabilities
- x) Large numbers of offenders have learning difficulties, emotional and behavioural difficulties, or mental health difficulties, including personality disorders
- xi) Further work should be undertaken to identify more about the profile of learners in adult and community learning, and to find out whether learners with particular learning difficulties or disabilities are under-represented

We will say more in our second report about the need for 'joined-up' strategies in relation to these areas of unmet need.

Next, we look at issues of future demand.

## Issues of future demand

Data from the schools sector about pupils coming through from year 7 onwards provide the most robust source of evidence of future demand. In this Review, however, analysis of the school (PLASC) data has not been undertaken. This is because LSC planned early in the Review to undertake a national needs analysis, which would then become available as part of the evidence for the LSC London Region. As this report was near completion, the decision to undertake a national needs analysis was changed. It was then too late to undertake the PLASC analysis for the London Region. This change of policy by LSC leaves a considerable gap in our consideration of future demand. *We strongly recommend that LSC undertakes the PLASC analysis, by borough and by sub-region, and by types of learning difficulties and/or disabilities from year 7 to year 14.* The analysis should include pupils currently placed in residential special schools, Statemented pupils in special and mainstream maintained schools, pupils in pupil referral units (PRUs), pupils in School Action Plus and School Action.

## Future demand from young people

In the absence of the PLASC analysis, other sources of evidence have been used to identify key aspects of likely future demand from young people in the London Region. The key aspects are:

- i) about one in ten children will experience a clinically recognised mental health disorder between the ages of one and 15
- ii) between the ages of 11 to 16, 12.6% of boys, and 10% of girls experience some form of mental health difficulty<sup>1</sup>
- iii) only about 30% of children excluded from school are referred to mental health specialists<sup>2</sup>, although more could benefit from these services
- iv) about 1% of the child population in Britain has some form of autistic spectrum disorder<sup>3</sup>
- v) more learners with more complex needs than before are coming through the school sector, including learners with language and communication disorders
- vi) education spending by English local authorities on placements in residential special schools is £572 million a year, with an average cost of £57,000 per placement
- vii) research undertaken by South London sub-region indicated that numbers of learners with autistic spectrum disorders would rise in South London by a minimum of 200% in the next five years, and that numbers of learners with communication disorders would double over the next five years<sup>4</sup>

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<sup>1</sup> *Child and Adolescent Mental Health*, British Medical Association, 2006.

<sup>2</sup> (as above)

<sup>3</sup> Professor Gillian Baird, Guy's and St Thomas' Hospitals

<sup>4</sup> Research undertaken on behalf of South London Area LSC, January 2007.

In the Lambeth and Southwark Review, undertaken as a preliminary to the London Review, we identified the following trends:

- pupils with moderate learning difficulties constituted the largest group coming through schools
- pupils with emotional and behavioural difficulties constituted the next largest group
- pupils with speech, language and communication disorders, pupils with autistic spectrum disorders, and pupils with specific learning difficulties constituted other significant groups.

These trends are likely to be common across London.

In the Lambeth and Southwark Review, we also found 273 school pupils in years 9 to 14, resident in the two boroughs, who were in out-of-borough placements. These are learners with the most complex disabilities who often move into specialist colleges when they leave school. As part of its examination of future demand, LSC should find out more about the levels and types of disabilities of 'out of borough' pupils, with a view to considering whether newly developing local provision will be able to meet their needs as they leave school.

### **Comment**

The numbers of pupils with moderate learning difficulties, and emotional and behavioural difficulties coming through schools is significant because these are the learners likely to benefit most from work-based learning. The destination data described earlier indicate that much more needs to be done in order to get work-based learning right for these young people. We say more about curriculum need in our second report.

### **Future demand from adults**

There are currently over 11,000 adults with learning difficulties and/or disabilities in adult and community learning provision in the region. There are, overall, some 25,355 learners with learning difficulties and/or disabilities aged 25 to 59 currently in some kind of LSC-funded provision. Some 3,672 learners are aged 21 to 24 years. We know that the greatest number of young learners have moderate learning difficulties; amongst those are learners most likely to return for Skills for Life provision. If we look at the four groups most likely to require adult provision, we find the following:

**Figure 37: Potential future demand for adult provision – key groups aged 21-24 years, and 25-59 years, London region, 2005-06**

Type of LDD	21-24 years	25-59 years	Likely types of provision
i) Severe learning difficulties	95	360	Skills for Life; Leisure & well-being; social enterprise; supported employment
ii) Moderate learning difficulties	215	443	Skills for Life; supported employment
iii) Profound and complex/multiple disabilities	150	951	Leisure & well-being; social enterprise;
iv) Mental health difficulties (likely to be under-estimation)	242	3,655	Skills for Life; Leisure & well-being; social enterprise; academic opportunities

Source: LSC ILR 2005-06

### Comment

The following points are worth making:

- i) not all these learners will require or continue to require adult provision
- ii) adults with learning difficulties and/or disabilities may wish to take part in any kind of adult learning
- iii) the number of adult learners with mental health difficulties is very likely to be an under-estimation
- iv) some learners with severe learning difficulties, profound and complex or multiple disabilities, or with mental health difficulties may require joint-funding arrangements between LSC, health and social services

Our fieldwork reported in the Review's second report will add to the picture of future demand from adult learners.

An overall commentary on future demand follows next.

### **Overall commentary on future demand**

Work undertaken so far on future demand, indicates:

- i) LSC should give priority to analysis of PLASC data, including an examination of the 'story behind the data'
- ii) there are growing numbers of school-age children with mental health difficulties
- iii) there are growing numbers of pupils with autistic spectrum disorders, and language and communication disorders
- iv) the costs of placements for school pupils in residential placements is rising, in part reflecting the severity and complexity of these pupils' needs
- v) pupils with moderate learning difficulties and pupils with emotional and behavioural difficulties constitute the largest groups coming through schools
- vi) many adult learners with severe learning difficulties, with profound, complex, and multiple disabilities, and learners with mental health difficulties have specific curriculum and/or support requirements which need to be planned for jointly with other services.

There is considerably more work to be done on identifying future demand. However, understanding the real nature of future demand is not just about data analysis, but about the kind of learning which future learners will need. We say more about this in our second report.

### **The data analysis**

This first report on the findings of the Review ends here. The report should be read in conjunction with the Review's second report which draws on our fieldwork, the views of practitioners, and most importantly, on the experiences and opinions of learners. It is these living testimonies that tell 'the story behind the statistics', and which point the way to further actions by LSC and its partners as they strive to achieve excellence for learners with learning difficulties and/or disabilities.

**Pat Hood**  
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