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THE CITY OF EDINBURGH COUNCIL

Additional Support Needs Progress Report

Education, Children and Families Committee

15 November 2011

1 Purpose of report

1.1 This report provides an update on the report to the Education, Children and Families Committee 9 November 2010.

2 Summary

2.1 The report summarises trends in additional support needs and provides an overview of special school placements and appeals for 2010 – 11. It highlights continuing growth in the number of children and young people requiring additional support, in particular the number of children who require English as an Additional Language support and looked after children attending schools in other authorities who require additional support.

2.2 The report describes key programmes to improve quality, best value and the financial sustainability of the authority's provison.

3 Main report

Background

3.1 The previous report provided details of the authority's principal statutory duties in relation to additional support needs, in particular legal obligation on the authority to:

a) Identify and make provision for the additional support needs of every individual learner at all ages and stages through to transition to post school provision at the age of 16-18;

b) make education and other provision for 0-3 year olds with a disability;

c) make adequate efficient and improving provision for additional support needs in its area;

d) address parental rights including provision for placing requests and appeals over the nature and quality of provison to the Additional Support Needs Tribunal;

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e) comply with the decisions of the Additional Support Needs Tribunal with regard to placing request appeals for special schools and the provision required to meet the needs of children with a Co-ordinated Support Plan.

3.2   The report highlighted the anticipated cost pressures relating to specialist services for the 0-3 and 3-5 age groups, Jointly funded therapy services, in particular Speech and Language Therapy, placing requests and other Tribunal business. Ensuring that effective provision is in operation in all establishments to enable timely assessment and provision for Looked after Children and additional demand for funding support for Looked After Children from the City of Edinburgh accommodated and attending schools in other local authority areas.

3.3   The report highlighted key trends including the overall growth in the number of learners requiring additional support beyond that available in school to some 7000 in 2010/11. Within this overall figure significant underlying pressures were noted in regard to demographic trends, increasing numbers of children diagnosed with developmental conditions including autism spectrum conditions and the consequences of substance misuse on the learning and behaviour of an increasing number of children.

3.4   The Committee was advised of other risks arsing from a variety of policy, economic, social and statutory factors and the likelihood that the changes introduced by the 2009 Additional Support for Learning Act would increase the number of referrals to the Tribunal.

3.5   The Education Children and Families Committee endorsed a number of measures directed towards meeting these pressures these included:

- improvements in efficiency and effectiveness in the use of existing resources;

- strategic reinvestment of resources in provision that: enables effective early and preventative interventions;

- increasing capacity to meet needs in mainstream settings;

- continuing improvements in the authority's specialist provison to ensure wherever possible children to have their needs met within the authority.

3.6   Committee agreed to be updated of progress in this report and requested details on CEC appeals to the Additional Support Needs Tribunal.

Progress Update - Patterns of Need and Service Activity

3.7   An overview of additional support provison is set out in Appendix 1. The trend over recent years continues to be apparent in the patterns of needs and supports for Bilingual learners with the number benefitting form EAL support increasing from 3373 in 2009 - 10 to 3600 in 2010-11. This reflects a substantial sustained growth in demand in this area arising principally from inward migration from European Union, in particular Poland.

3.8   As anticipated following the new provisions in the 2009 ASL Act the number of referrals for children with a significant disability requiring support 0-5 has significantly increased from 70-80 per year in 2006-8 to over 170 in 2010-11.

3.9   In 2010 -11 there was a significant increase (28%) in the numbers of referrals for outreach provision for pupils excluded from Secondary Schools. There was also a trend towards the younger age group in this cohort with higher numbers of S1 and S2 pupils referred than in previous sessions. This trend appears to be increasing in the current session.

3.10   The number of children with exceptional needs supported in mainstream schools has reverted to levels comparable to 2005/06 and 2006/07. At the same time the overall number of hours of support remained largely the same. This reflects a combination of factors most notably:

- improvements in schools' effectiveness in meeting learning needs within the framework of a curriculum for excellence and the implementation of the practices informed by the CIRCLE Collaboration Inclusion Resource for Teachers and the authority's Integrated Literacy Strategy;

- an increase in the levels of support to reflect a greater number of children more complex needs in mainstream schools as reflected for example in the growing number of referrals for challenging behaviour;

- the need to offset financial pressures arising growing demand for additional support for looked after children accommodated in other local authorities;

- the reorientation of small allocations for behaviour as part of the process of redesign of additional support for social emotional, behaviour and learning needs.

3.11   Over the past 12 months the total out of authority independent school placements reduced further from 71 to 59. Having achieved a reduction in the order of 70% in the period since 2006 when 34 new placements were made, the rate on new referrals has remained stable at around 10 per year over the past three years. Thus it is unlikely that there will further significant reductions in out of authority placements beyond this point.

3.12   These factors are being taken into account in current improvement programmes for additional support needs that are summarised below.

Progress Update - Appeals and Tribunals

3.13   In 2010/11 the authority considered a total of 443 referrals for its special schools and classes and other specialist provision. In 183 these cases (41%) a parental placing request were received. In 136 cases (74%) the requests were either granted or withdrawn as a result of suitable alternatives being agreed.

3.14   In 15 cases parents lodged placing request appeals for specialist placements with the Additional Support Needs Tribunal. In those circumstances the authority will continue to seek to reach agreement with parents to prevent the need for a hearing and as a result in the majority of cases (9) appeals were withdrawn by the parents. A total of 6 cases went as far as a hearing at the

Tribunal, in 1 case the parent was successful and 5 the parent was unsuccessful. The authority itself lodged one appeal, which was unsuccessful.

3.15 Over the course of the year discussions have taken place with parents about the placement and appeals processes. As a result improvements are being introduced to the information provided to parents in the short term and further consideration is being given to improving the assessment, planning and decision making processes for the future.

Progress Report – Revenue and Capital Planning

3.16 In 2010 I reported that there was a need to re-establish a budget for school modifications to ensure that provision for reasonable modifications and improvements to schools can be restored in order to sustain children's placements in their local mainstream school or designated special school. Discussion with City Development has identified funds for immediate priorities and the longer term requirement has been noted in the Children and Families Department Risk Register and will be taken forward in future capital planning. Meanwhile new accommodation for St Crispin's remains outstanding within the wave 3 programme.

3.17 A review of the staffing for special schools has been completed with Headteachers. This has provided an improved model to ensure that school's budgets reflect the changing needs of their populations supporting continuing improvement of provision. The next phase of the review which is focussing on non staffing budgets is underway.

3.18 Taking into account support allocated via the audit and support to looked after children attending schools in other authorities the overall capacity equates to 13,945 of Learning Assistant support per week for some 1,658 children and young people with exceptional needs. As a result of the integrated budgeting approach agreed in 2010, to support more flexible planning and responsiveness to changing patterns of service delivery, these budgets are being consolidated. A single budget will now address all exceptional needs for children in mainstream schools, including looked after children, regardless of their place of education within a common quality assurance framework. This will also allow learning assistant support to be incorporated as part of managed support programmes for children requiring additional support for social, emotional behaviour and learning needs.

Progress Update - Developments in Children Services

3.19 The authority's approach to provision for additional support needs is a major contributor to the implementation of Getting it Right for Every Child in Edinburgh. The development of more integrated practices and early intervention provide opportunities to extend the capacity of universal services to meet a widening range of needs. In addition there are changes in social work and health services which impact on ASL provision.

3.20 The rising number of looked after children who cannot be accommodated within the city and the corresponding increase in foster care in other authorities has significantly increased the need to resource additional support for these children in other education authorities. Current projections indicate additional

costs in the order of £143k in 20011-12 for support to children attending schools in other authorities, which is to be reconciled with the overall funding for exceptional needs. In association with this there is a need to improve quality assurance measures in relation to provision being made by other education authorities on our behalf.

3.21   The development of improved support services for children with a disability, in particular for children with challenging behaviour, provides an opportunity to develop more integrated support for children and their families. In conjunction with this the continuing development of our special schools and the Sycamore service in partnership with Capability Scotland and the child and Adolescent Mental Health Service are reducing the need for children to be placed in residential schools far away from their families.

3.22   There are major changes taking place in the National Health Services that are impacting on planning and provison for additional support needs. These include:

- The planning and commissioning of a new children's hospital;

- Reorganisation of children's therapy services;

- Developments in Child and Adolescent Mental Health services.

3.23   Within the NHS there are significant pressures to reduce costs at a time when we are also aiming to address major inequalities in life chances and outcomes for children in need. The latest proposals for the children's hospital for example have significantly reduced the accommodation for children's education in comparison to previous plans. Further discussions will be taken forward to ensure that the accommodation and facilities are best suited to the delivery of progressive education consistent with best practice for the future.

3.24   The priority in relation to therapy services is to ensure effective collaborative practice whereby children in special and mainstream schools can benefit from specialist expertise in the planning and delivery of their support programmes. A particular issue is how to ensure equity of access. In particular, whilst a clinic based model is most efficient in use of staff time it requires reliable parental support and thus is often less effective in reaching children in adverse social circumstances. New practice models will be required to address this and to ensure that parents and practitioners have confidence that this is well evidenced, responsive and proportionate to need.

Progress Update – Other Partnership Working

3.25   In additional to the work with Capability Scotland our key partners in ASL provision are Barnardo's, Children 1st and Queen Margaret University. Barnardo's and Children 1st are critical to the improvements in support for children who require additional support for social, emotional, behaviour and learning needs. Meanwhile the partnership with Queen Margaret University supports innovative work to improve the capacity of schools and services to meeting a wide range of developmental needs.

3.26 The collaboration with Queen Margaret University has included critical work to support the integrated literacy strategy in the early years. It has also supported the development of new practice models to enable more effective and equitable access to therapy expertise within an integrated in-school approach.

3.27 We are currently reviewing the business models with these three organisations to ensure that we can sustain continuing progress across our improvement programmes in the medium term.

Progress Update - Improvement Programmes

3.28 In 2010 we reported the key aims of our improvement programme:

- Sustaining a progressive continuum of provision informed by the presumption of mainstream;
- Developing well integrated and anticipatory approaches to meeting complex needs such as Autism Spectrum Conditions, Visual Impairment and provision for Looked after and Accommodated children;
- Developing best value approaches to support more effective inclusion across stages and sectors such as the Literacy Strategy and across agencies and practitioners to provide more effective ways of meeting needs with greater efficiency.

3.29 Reflecting these aims and the progress outlined earlier in this report we are taking forward a number of related improvement programmes. Current priorities are:

a) Improving the standards of self-evaluation, leadership and partnership working in relation to additional support needs across specialist provision, ASL services, early years and mainstream schools;

b) Improving collaborative working between ASL specialists and Quality Improvement Officers;

c) Redesigning and improving the effectiveness of provision for children with additional support needs by simplifying access and integrating the support we offer to schools and to children and their families. This includes, for example, improvements in collaborative working between EAL and VTSS for bilingual children who have a disability, better integration of ICT support across ASL services and a major redesign of additional support in relation to social, emotional, behaviour and needs in the early years and primary;

d) The integrated literacy strategy with a particular focus on improving outcomes for the lowest 20%, linking the development of literacy across learning with a series of targeted measures in the early years, primary and secondary schools (Appendix 2);

e) The development and implementation of a quality improvement programme for the education of looked after children;

f)   Reviewing and realigning the continuum of provison to ensure that is progressive and supports effective practice, responsiveness to changing needs and best value in the delivery of school education and support form other agencies as appropriate;

g)   Rationalising assessment, planning and decision making processes in relation to promote inclusive practices, more effective delivery of additional support in mainstream settings and better joint planning with parents where a specialist placement needs to be considered.

Progress Report - Legislation

3.30   Schedule 13 of the 2010 Equality Act removes the exemption of school education from equality duties and requires schools to provide auxiliary aids and services to disabled pupils where it is reasonable to do so. In October 2011 the Scottish Government initiated on a proposed commencement date for the provision in the Equality Act 2010 (the Equality Act) relating to the provision of auxiliary aids and services in schools and the need for any associated regulations.

3.31   The proposed commencement date is September 2012. Section 20(11) of the Equality Act provides that "an auxiliary aid includes a reference to an auxiliary service", but there is no definition of auxiliary aid in law. Whether schools and local authorities will be under a duty to provide auxiliary aids and services will depend on the facts of each individual case.

3.32   It is likely that the duties under the legislation would include aids and equipments, adaptations, Learning Assistant support, teaching support including specialist teachers and therapist support where appropriate. This will have implications for quality assurance and it is likely to lead to a number of cases being referred to the Tribunal until precedents are established and the implications of the law is clarified in practical terms.

4   Financial Implications

4.1   As proposed in 2010 resources have been realigned to reflect changing needs and the of improvement programmes for additional support needs referred to above. This has allowed the redistribution of resources to sustain key supports and improve quality.

4.2   As a result of the budget process for 2010-11 resources for ASL provision was protected as a priority. In addition, to take into account demographic factors there was some growth which has enabled an improved response to some key population pressures including the continued growth in the number of bilingual learners and 0-5's with complex disabilities and children with Autism Spectrum Conditions and behaviour support needs.

4.3   It is anticipated that effective delivery of duties under the ASL Act and the new Duties under the Equality Act will be subject to continuing demographic and legislative pressures. Notwithstanding any unanticipated outcomes of future decisions at the Additional Support Needs Tribunal, we can reasonably expect that statutory obligations can be delivered through prudent management within the current budgets.

4.4 Steps have also been taken towards ensuring that appropriate capital provision is made to undertake adaptations to school buildings and this will be carried forward in future capital planning.

5 Equalities Impact

5.1 This report includes a number of measures to improve equity and promote equality and enhance quality in meeting the needs of children and young people. There is no adverse impact on Equalities arising from this report.

6 Environmental Impact

6.1 There is no adverse impact on the Environment arising from this report.

7 Conclusions

7.1 Provision for Additional Support for Learning is subject to a challenging environment arising from a variety of demographic, legislative and performance factors. Through planned improvement programmes and other management action outlined in this report it is envisaged that continuing improvements can be sustained and legislative requirements fulfilled within existing budgets.

8 Recommendations

8.1 The Education, Children and Families Committee is asked to:

a) Note the content of this report;

b) Commend the progress achieved in improving provision within the Council and a range of partners to enable continued progress in implementing the Act and noting the sustained reduction in the reliance on Out of Authority special school placements;

c) Agree that further work be undertaken to develop business models to enable continued collaboration with Barnardo's, Children 1st and Queen Margaret University to ensure sustained progress of the improved programmes outlined in this report;

d) Note progress in integrated budget planning to support sustainable future provision for additional support needs;

e) Note the implications of Schedule 13 of the 2010 Equality Act and the steps to ensure that its requirements can be fulfilled through the measures presented in this report;

f) Note that steps are being taken to ensure that the requirement for adaptations to school buildings is reflected in the capital budget;

g) Request that a further report be presented within 12 months to update progress and report on the outcome of the reviews directed towards ensuring effectiveness of ASL provision with regard to statutory requirements, policy imperatives and overall financial sustainability.

Gillian Tee
Director of Children and Families

Appendices	Appendix 1: Overview of Additional Support Needs and Provision Appendix 2: Update on the Edinburgh Integrated Literacy Strategy (EILS) October 2011
Contact/tel/Email	Martin.Vallely@edinburgh.gov.uk
Wards affected	All
Single Outcome Agreement	
Background Papers	Report to the Education, Children and Families Committee 9 November 2010

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Appendix 1: Overview of Additional Support Needs and Provision

	2006/07	2007/08	2008/09	2009/10	2010/11
Children of nursery, primary and secondary age combined in the **school** population of Edinburgh	46431	45741	45496	45158	44652
Pupils in independent special schools at the end of academic year	141	111	106	71	59
New admissions to independent special schools during the year	34	23	11	7	10
Pupils in Edinburgh special schools and classes - **total**	868	859	853	816	822
Pupils in Edinburgh special schools and classes - **Edinburgh pupils**	835	817	809	787	797
Pupils in Edinburgh special schools and classes - **non** Edinburgh pupils	33	42	44	29	25
Edinburgh pupils in **other local authority special schools and classes**	25	34	37	22	13
Edinburgh pupils in **other local authority mainstream schools with additional support**	34	50	55	67	88
Pupils supported by Visiting Teaching and Support Service					
- Hearing impairment	73	87	104	112	101
- Visual impairment	87	90	107	126	132
- Challenging Behaviour	53	59	74	68	83
- Pre school home visiting service	48	43	68	80	96
- Visiting Teachers (Down's)	20	21	21	20	21
- CST	95	119	134	147	158
- Spectrum Early years Autistic Spectrum disorder	36	25	32	52	66
- **Totals**	**412**	**444**	**540**	**605**	**657**
Pupils supported by Information Communication Technology Team for ASL - new referrals	243	304	138	186	177
Pupils supported by English as an Additional Language Service	2542	2965	3069	3373	3600
Pupils supported by Hospital and Outreach Teaching Service	645	552	596	631	716
Educational Psychological Services - new cases	562	595	505	450	447
Pupils with exceptional needs allocated learning assistant support in mainstream	1605	1677	1840	1800	1570
Pupils supported by the Keycomm service for high-tech communication aids	82	110	91	105	104
Total number of pupils with significant additional needs	5827	6206	6512	6751	6843
% of pupils with significant additional needs	12.55%	13.57%	14.31%	14.95%	15.33%
CEC 3-18 population in specialist provision	1001	962	952	880	869
% CEC 3-18 population in specialist provision	2.16%	2.10%	2.09%	1.95%	1.95%

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Appendix 2: Update on the Edinburgh Integrated Literacy Strategy (EILS) October 2011

Context and rationale

Reflecting the vision and principles of the National Literacy Action Plan, the EILS delivers targeted interventions to meet the needs of learners who require additional opportunities and support to address a range of barriers to success in reading and writing (the lowest attaining 20%). It is driven by multi-disciplinary teams of practitioners from the Children and Families department and from a wide range of partners.

1.   **A common assessment framework**
      Standardised tests in reading at the beginning and end of P1, end of P4 and P7 and end of S2 provide schools with data to identify those pupils who require additional support in developing their literacy skills. Schools then use the guidance contained within *The Edinburgh Literacy and Dyslexia Guidelines* to support young people with additional needs. Schools also work in partnership with Speech and Language Therapists and Educational Psychologists to achieve improved outcomes for children and young people.

2.   **The Edinburgh framework for Literacy and Dyslexia 3-18. Guidance and assessment materials,** including the comprehensive publication, *The Edinburgh Literacy and Dyslexia Guidelines,* are in all establishments. The *Guidelines* reflect best practice in literacy assessment and an approved approach for schools and services when identifying and meeting additional needs in literacy. For more information, please contact Sandra Milne, Head of Service Supporting Learning Services, at sandra.milne@ea.edin.sch.uk.

3.   **The development and implementation of a systematic programme of intervention for children (0-5) at greatest risk and requiring protection.**

3.1   In 2010-11 a literacy survey was carried out in early years' settings in Positive Action areas to audit existing programmes, approaches and practices. Findings and good practice were shared with head teachers at a briefing event.

3.2   A new resource for practitioners and carers, working with children from 0-5, was launched in 2011. The *Circle Collaboration (City of Edinburgh Council, Queen Margaret University and NHS Lothian) Up, Up and Away* resource provides strategies to help practitioners identify and address potential barriers to language development. The resource provides clear guidance on early literacy development for all children and includes strategies to engage with parents to promote literacy and learning at home. A full training programme for practitioners is now under way.

The team is currently progressing 2 streams of work
        1) additional measures to support literacy and language development for use with foster carers, family based care, child and family centre staff, Family Literacy Workers and parents/carers
        2) action programmes for each early years establishment in positive action areas to ensure all children have access to a full range of effective approaches and interventions.
    More information is available from Heather Gorton, Depute Principal Psychologist, at heather.gorton@ea.edin.sch.uk .

3.3 The pilot of **Bookbug** for 4 year olds in 2010-11 targeted the lowest 20% of children in their pre school year. It involved Scottish Book Trust and a range of colleagues across the Children and Families department, including Family Learning Workers and Information and Learning Resource staff. For more information contact Cleo Jones, ILR Manager, at cleo.jones@ea.edin.sch.uk

4. **Primary**

The delivery of consistent and sustained reading interventions using structured phonics programmes to improve the decoding and comprehension skills of primary learners.

4.1 **The development and implementation of a new phonics reading programme for P1 learners -** *Literacy Rich Edinburgh: a P1 phonics programme*. The new resource, supporting materials and approaches, reflect the very latest practice in early years' active learning. It was launched in Sept 2011 with comprehensive training for all P1 teachers and has been very well received.

The team is now developing reading programmes for P2/3. For more information, contact primary QIO, Janice MacInnes at janice.macinnes@edinburgh.gov.uk

4.2 **Primary Reading Intervention for P6/7 children in Positive Action schools.**
An extensive audit of primary literacy practice was undertaken in June 2011. Initial actions include the implementation of the *Fresh Start* literacy intervention programme for identified P6/7 pupils. The programme encompasses phonics, reading comprehension and writing. This was launched to PA HTs on 30th September. Training for key staff takes place in November and implementation is planned from January 2012. For more information, contact Sandra Milne at sandra.milne@ea.edin.sch.uk.

4.3 **Further extension and development of paired reading** based on the *Scotland Reads* model developed by the former Learning and Teaching Scotland (now Education Scotland) literacy team. CPD for learning assistants took place in September with more sessions planned throughout the session. For more information, contact Morag Robertson, ASL Development Officer at morag.robertson@edinburgh.gov.uk

4.4 **Progressive Vocabulary Teaching**
A pilot programme is currently being developed through collaboration between Speech and Language Therapists and a Positive Action primary school to evaluate a structured whole-school approach to learning and teaching higher order vocabulary. If successful, it will be extended to other establishments to complement effective use of phonics programmes. For more information, contact Marysia Nash, Specialist Speech and Language Therapist, at marysia.nash@luht.scot.nhs.uk

4.5 **Big Writing**
Big Writing, a coherent programme and consistent approaches for teaching writing from P1 to S2, continues to be rolled out across primary schools and promoted as an effective approach to developing writing across learning in secondary schools.

CPD was delivered to lead practitioners from all PA schools and a number of other selected primary schools on 7th October. Further CPD sessions, open to all practitioners, are planned for November 2011. For more information, contact Literacy and English Development Officer, Michelle Moore at michelle.moore2@edinburgh.gov.uk

5. **Looked after Children**.

5.1   Additional Literacy Support for this group aims to ensure that, where appropriate, LAC receive early effective support in school as part of wider EILS developments. This is complemented by personalised support in the community. A programme is now being prepared to provide an effective support programme for all LAC drawing upon the findings of a successful pilot project led by educational psychologists. For more information,   contact Martin Gemmell, Principal Psychologist, at martin.gemmell@ea.edin.gov.uk

5.2   Literacy Champion for Looked after Children and Young People in partnership with Edinburgh City Libraries. The Champion's role is to develop reading programmes with looked after children, carers, library staff and other partners and provide training to care staff. The new Reading Champion is Niall Walker who has just taken up post. He can be contacted at niall.walker@edinburgh.gov.uk

6.   Secondary

A rolling programme of sustainable interventions for improving reading in S1 and 2

6.1   This involves working with Support for Learning staff to improve the reading skills of identified groups of learners through the delivery of phonics-based reading programmes and other interventions for those who have additional needs in reading. A second strand builds on established partnership work with Speech and Language Therapists in place in the 4 Edinburgh secondary resource schools and focuses on vocabulary acquisition across learning as part of developing reading skills. Target schools to date include Broughton HS, Castlebrae CHS, Craigroyston CHS, WHEC and Tynecastle HS.

6.2   Consultancy and CPD to staff in the target schools, to other secondary schools and groups such as secondary literacy co-ordinators, are also provided. CPD sessions have been delivered in a wide range of secondary schools and at cluster level. Extensive support materials are also available. For more information, contact, Literacy and Languages QIO, Liz Gray, at liz.gray@edinburgh.gov.uk

6.3   All secondary schools are being supported to purchase and implement a phonics-based programme, the **SRA Corrective Reading Programme,** (commonly known as *Fast Track*), or appropriate alternative resources. Contact Morag Robertson for further information.

7.   Action plans for all the work streams above are contained in **CEC Integrated Literacy Strategy Improvement Plan 2011-12** available from Martin Vallely, Senior Manager Additional Support Needs, at martin.vallely@edinburgh.gov.uk

Liz Gray QIO Literacy and Languages
October 2011