

Education, Children and Families Committee

10am, Tuesday, 11 December 2012

Additional Support Needs Planning and Performance Update

Item number	7.5
Report number	
Wards	All

Links

Coalition pledges	P1
Council outcomes	CO3
Single Outcome Agreement	SO3

Gillian Tee

Director of Children and Families

Martin Vallely, Service Manager Professional Services

E-mail: martin.vallely@edinburgh.gov.uk | Tel: 0131 469 3019

Executive summary

Additional Support Needs Planning and Performance Update

Summary

The purpose of this report is to provide an update on performance, trends and planning in relation to provision for additional support needs. It provides an overview of changing patterns of need and service demands.

The report provides an overview of the strategic direction for Additional Support Needs provision and summarises current progress on the service improvement programme.

Recommendations

To recommend that the Education Children and Families Committee:

1. notes the trend in the growth in additional support needs in Edinburgh and the underlying driving factors;
2. notes the continuing progress in service improvement;
3. approves the strategic direction for Additional Support Needs provision to address current and future needs and improve performance.

Measures of success

Quality Management in Education 2 - a systematic approach to the self-evaluation for local authorities in relation to their education functions (QMIE), HMIe 2006

Children and Families Improvement Plan

Targets:

All learners with additional support needs have their needs met

Reducing the children in foster placements outside Edinburgh,

Reducing the number of children in Out of Council school provision,

Reducing the rate of growth in Looked after Children and

Increasing kinship placements, which are more likely to be in Edinburgh.

Financial impact

The growth trends summarised in this report have been addressed within the budget process for consideration. As the duty to make provision is statutory effective management of these pressures addresses measures to shift the overall balance of care for children in need.

Equalities impact

The proposals in this report are directed towards preventing adverse impact on equalities arising from demographic and socioeconomic factors giving rise to growing needs and service pressures.

Sustainability impact

There are no adverse impacts arising from this report.

Consultation and engagement

Additional Support Needs provision is characterised by high levels of partnership working involving learners, parents, the NHS, the Voluntary Sector and other Council Departments. There is a wide range of formal and informal mechanisms for consultation in operation.

Background reading / external references

Appendix 1: **Improving Attainment of Looked After Children, October 2012**

Additional Support Needs Planning and Performance Update

1. Background

Additional Support Needs

- 1.1 As an education authority the City of Edinburgh Council has a statutory obligation to make provision for any learner who has additional support needs. Additional Support needs are defined in the Additional Support for Learning (ASL) Act (2005) as amended in 2009 where *"... where, for whatever reason, the child or young person is, or is likely to be, unable without the provision of additional support to benefit from school education provided or to be provided for the child or young person."*
- 1.2 The ASL Act has far reaching implications and since it came into force there has been an increasing number of learners identified as having additional support needs.
- 1.3 Since the inception of the Act in 2005 the City of Edinburgh has put into effect a programme of improvements in order to provide effective identification of needs and enable appropriate provision to be made with the best use of resources. The most recent developments focus upon the setting of additional support needs provision as part of an integrated approach to Getting it Right for Every Child.
- 1.4 This approach aims to enable needs to be identified earlier and as close to home as possible and is a key element in shifting the balance of care as part of the priority based planning process.

1.5 There is a substantive upward trend in the number of children and young people with significant additional support needs. The budgetary implications of a continued rise in children requiring additional support have been raised in the 2013/14-budget process for consideration. Supporting children with additional support needs within the Council's own provision plays a crucial role in:

- reducing the number of children in Out of Council school provision, reducing the number of children in foster placements outside Edinburgh,
- reducing the rate of growth in Looked After Children and
- increasing kinship placements, which are more likely to be in Edinburgh.

All of these things mean children who at the moment are outside Edinburgh would be within Edinburgh and have a need for support from ASL services and/or the family support services. This report addresses the implications of that shift with a view to enabling those additional support needs to be met within the authority's own provision.

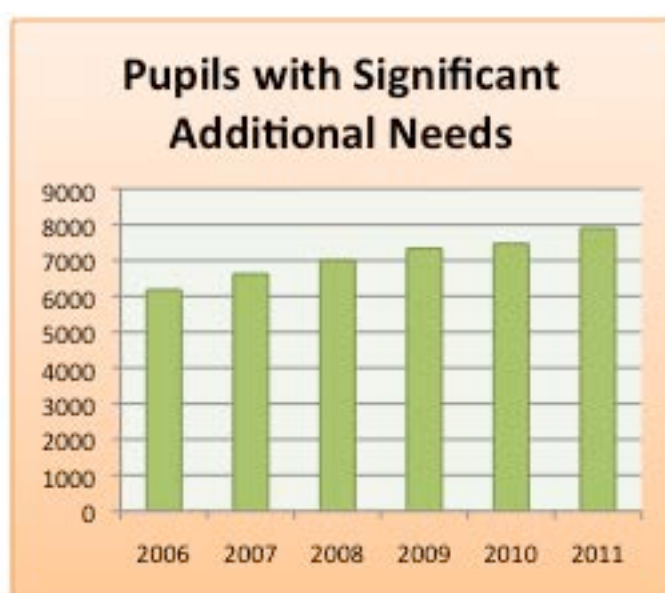
2. Main report

Population and profile of need

2.1 Table 1 summarises the pattern of additional support needs within the authority. It illustrates a progressive growth in the number of pupils identified as requiring significant additional support over the period from 2006 to 2012. In 2012, 1700 more children and young people are requiring support than was the case in 2006, an increase of almost 28%. The other striking trend is the number requiring additional support in mainstream schools in other authorities. These are principally Looked After Children who are fostered in placements outside the city. The number requiring this support has grown by 171% in the same period and whilst the number is relatively small the cost of this support in 2011/12 was over £500,000.

Table 1 Pupil with Significant Additional Support Needs (Mainstream and Special Schools)

	06-07	07-08	08-09	09-10	10-11	11-12
All significant ASL mainstream and special	6180	6622	6993	7330	7467	7897
% of CEC school age population	13%	14%	15%	16%	16%	17%
% of total school age population Edinburgh	9%	9%	10%	10%	10%	11%
Edinburgh pupils in other local authority mainstream schools with additional support	34	50	55	67	88	92



2.3 Table 2 illustrates that since the introduction of the Additional Support for Learning Act the percentage of learners in special schools and classes has remained stable at around 2% of school age population in local authority provision. Within this there has been a shift away from residential school provision in favour of the authority's own schools. However, after progressive falls from 34 to 7 new admissions in 2009/10, in the last two years there is evidence of growth in new admissions. This reflects a number of factors including children moving into authority who are already attending independent special schools, placing requests and in the main the lack of available suitable care options for children with complex needs within family based care or residential resources within the city. These later two factors are amenable to intervention and the strengthening of care provision and the capacity of the authority's own educational provision to meet complex needs are key elements within the priority based planning transformation presented by Children and Families.

Table 2 City of Edinburgh Pupils attending Special Schools

	06/07	07/08	08/09	09/10	10/11	11/12
Pupils in independent special schools at the end of academic year	141	111	106	71	59	57
New admissions to independent special schools during the year	34	23	11	7	10	18
Edinburgh Pupils in special schools and classes	835	817	809	787	797	899
% CEC School Population in any form of special school	2.11%	2.06%	2.05%	1.91%	1.90%	2.10%

2.4 The great majority of growth in the population requiring significant additional support is therefore found in the early years and mainstream schools. The key areas of need can be illustrated with reference to demand for specialist ASL Services.

Table 3 Trends in Children and Young People Requiring Specialist Addition Support Needs Services 2006 -12

	06/07	07/08	08/09	09/10	10/11	11/12
Visiting Teaching and Support Service						
- Hearing impairment	73	87	104	112	101	107
- Visual impairment	87	90	107	126	132	123
- Exceptional Behaviour Support Needs (Disability)	53	59	74	68	83	107
- Pre school home visiting service	48	43	68	80	96	90
- Visiting Teachers (Down's)	20	21	21	20	21	28
- Language and Communication Support	95	119	134	147	158	200
- Spectrum Early years Autism	36	25	32	52	66	91
- Total	412	444	540	605	657	746
English as an Additional Language Service	2542	2965	3069	3373	3600	3721
Hospital and Outreach Teaching Service	645	552	596	631	716	785
Keycomm - communication technology	82	110	91	105	104	113

2.5 The biggest single area of growing need in terms of overall numbers is for pupils requiring English as a Second Language Support, where there has been a growth in excess of 1250 (46%) over a 6-year period. Other notable areas of increase in lower incidence needs are evident in Early Years Autism, where there has been a growth in need of 300% and Exceptional Behaviour Support and Language and Communication Support, where the level of need has doubled over a 6-year period.

Projected Needs 2012- 2017

2.6 Growth over 2006-12 has been driven by number of factors ,not least of which is the unfolding impact of the changes in ASL legislation in 2005 and 2009. Projections prepared for the purpose of priority based planning indicate that this is likely to continue for the foreseeable future for a variety of reasons. These can be summarised in terms of:

1. *Demographic factors* will continue to impact both directly and indirectly on the levels of additional support. In direct terms as the child population grows as a result of the increase in the birth rate, there will be a commensurate increase in the number of children requiring additional support. In addition, as schools are required to accommodate more children, the flexibility in the use of space in schools will be reduced and this will in turn lead to greater requirement for targeted specialist supports.
2. *Epidemiological factors* will continue to result in growing numbers of children with additional needs in particular in autism, communication disorders and disorders arising from alcohol and other substance misuse. Meanwhile, continuing developments in health practices will lead to these needs being identified at an earlier age, and whilst that is a positive thing it increases demands on services through the early years.
3. *Continuing growth in Looked After Children* will also lead to greater demand for educational support. The placement of children in care provision in other authorities further accentuates the cost of providing this support.

4. *Migration* especially from Europe has been a significant factor in growth and despite the economic downturn the growth in demand for EAL services has continued. From December 2013 Bulgarian and Romanian citizens will gain the unrestricted right to live and work in the UK and this is likely to lead to further demand for English as an Additional Language support.
5. *Government plans for extending the provision for integrated early learning and childcare* from 475 hours pre-school education for 3 and 4 year olds to a minimum annual provision of 600 hours for 3 and 4 year olds will have a direct impact on the demand for additional support. Meanwhile, the introduction of similar provision for looked-after 2 year olds will bring to the fore children who require significant additional support needs from 2 years onwards.
6. *The Curriculum for Excellence* has introduced the entitlement to a senior phase for all learners. This means that many young people with additional support needs who have previously left school at 16 can be expected to stay on at school and will be entitled to additional support.
7. *'Edinburgh Effects'* relate to distinctive characteristics of the city, this fall into two distinct populations that lead to added pressures. Firstly, as a capital city Edinburgh attracts families in need/seeking refuge and high turnover of bilingual learners whose parents are attracted by opportunities for work and study. Secondly, the exceptionally high proportion of school age children attending independent schools in Edinburgh acts as a distorting factor in the balance of the population in the authority's own provision. (see Table 2) As the independent schools do not generally cater for children with significant additional support needs, those children tend to migrate to local authority provision, whilst their siblings remain in private education. The net effect is that there is a disproportionate number of children with significant support needs in the authority's provision than would otherwise be expected (Table 1).
8. *Economic factors and benefits changes* are likely to lead to continued growth in long-term unemployment and to additional pressures on

families reliant on benefits. These pressures are likely to translate into increased needs of additional supports to children and to families.

- 2.7 The 2011 ASL Progress Report set out a number of improvement priorities including:
1. 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 a major redesign of additional support in relation to social, emotional, behaviour and needs in the early years and primary.
 2. Progressing the integrated literacy strategy to improve outcomes for the lowest 20%, in the early years, primary and secondary schools.
 3. The development and implementation of a quality improvement programme for the education of looked after children.
 4. Improving the standards of self-evaluation, leadership and partnership working in relation to additional support needs.

Streamlining and integrating Support

- 2.8 Very good progress has been made in the streamlining and integration of additional support to schools and families. A case management approach has been introduced in the early years and primary to provide a single access point for specialist additional support. This allows both in-school and family support to be tailored to need and delivered in a single package, removing the need for multiple referrals to different support services. This reduces bureaucracy, allows more appropriate and timely responses and allows for better use of resources in delivering direct support.

Improving Literacy

- 2.9 The integrated literacy strategy has enabled good progress to be achieved in the implementation of targeted programmes in the early years, primary and secondary sectors. A comprehensive training programme for early literacy has

been undertaken in almost all early years settings introducing a specially designed programme 'Up Up and Away' to almost all early years settings. In addition further targeted improvement work is underway in positive action areas focusing upon developing the foundations for literacy through language development.

- 2.10 In primary schools the Literacy Rich Edinburgh Programme is being developed to extend into P2 and additional resources have been produced to support learners who are finding it difficult to make progress at the earliest stage. The Fresh Start recovery programme has been successfully introduced in Positive Action areas and other targeted schools for learners who have yet to achieve fluency in reading by P6. The early results indicated encouraging signs that this approach will achieve substantial impact.
- 2.11 Research demonstrates that even where progress can be achieved in reading, unless learners also develop their vocabulary and understanding their long-term success will be impeded. In recognition of this, exploratory work is underway to evaluate the potential of complementary intervention in the early years and primary to develop learner's vocabulary alongside the development of de-coding.
- 2.12 In order to address any residual difficulties at secondary, the Fast Track intervention programme for delayed readers has been introduced for S1 and 2 in all secondary schools and selected special schools.
- 2.13 In all of the above the support and involvement of parents and carers is critical alongside work with libraries and Family Learning teams. To further assist active partnership a literacy calendar has recently been issued to support collaborative working around opportunities to promote and celebrate attainment in literacy throughout the year.

Improving Outcomes for Looked After Children

- 2.14 With the support of Psychological Services good progress has been made in assessment of the additional support needs of looked after children in almost all schools. Very good progress has been achieved in demonstrating intervention that achieved significant improvements in reading outcomes for looked after

children.

- 2.15 Overall attainment of looked after children is better than for looked after children nationally. However, our ambitions are to raise the attainment of looked after children in line with all children in Edinburgh. A recent analysis of the attainments of looked after children in national qualifications demonstrated that the average attainment of the overall population of CEC schools was some 5 times better than the scores for looked after children. (see Appendix 1 for more detail)

Improving self-evaluation, leadership and partnership working

- 2.16 Some good progress has been made in relation to quality improvement and partnership working. A three-year cross sector ASL improvement plan is in place and progress is being monitored. All ASL services have actively engaged in self-evaluation and the key programmes within the integrated literacy strategy have been subject to detailed systematic self-evaluation.

Continuing Improvement

- 2.17 The priorities set out in 2011 provide the framework for continuing improvement over the medium term. These are being taken forward within the framework of the priority based planning transformation proposals and associated costs identified for consideration in the 2013/14-budget process. Future performance reports will set out progress in that context and the ASL improvement plan.

Partnership Funding

The integrated literacy programme receives part funding (£37k p.a.) from the Fairer Scotland Fund administered by Children and Families.

3. Recommendations

To recommend that the Education Children and Families Committee:

- 3.1 notes the trend in the growth in additional support needs in Edinburgh and the underlying driving factors;

- 3.2 notes the continuing progress in service improvement;
- 3.3 approves the strategic direction for Additional Support Needs provision to address current and future needs and improve performance.

Gillian Tee

Director of Children and Families

Links

Coalition pledges	P1. Increase support for vulnerable children, including help for families so that fewer go into care
Council outcomes	CO3. Our children and young people at risk, or with a disability, have improved life chances
Single Outcome Agreement	SO3. Edinburgh's children and young people enjoy their childhood and fulfil their potential
Appendices	1. Improving Attainment of Looked After Children October 2012

Appendix 1 Improving Attainment of Looked After Children, October 2012

The Children and Families Service Plan identifies improving outcomes for Looked After Children as a key priority for improvement. Improving school attendance, the stability of school placements, reducing exclusions, meeting the Additional Support Needs of Looked After Children and securing positive post school outcomes are all identified as contributing to this goal.

Improving Information and Planning for Additional Support Needs

Targeting the improvement in educational outcomes requires schools and support services to have up to date and accurate information about children who are Looked After and what their needs are. In the past this presented a major challenge. From the beginning of the academic year 2010/11 good progress has been achieved in implementing a systematic procedure to provide consistency between Social Work and school records. This coincided with important changes to the Additional Support for Learning Act, introducing the presumption that Looked After Children have additional support needs.

The change in the legislation means that it is presumed that all Looked After Children have additional support needs at school unless after an assessment process it was clear that is not the case. To support implementation of the legislation and improvements in performance two Quality Development Officers for the Education of Looked After Children were appointed, guidance was produced for all schools and Psychological Services included it as a subject of review with every establishment .In addition, the Hospital and Outreach Teaching Service targets Looked After Children for additional academic support. They also work closely with the Education Welfare Service to improve attendance and engagement of Looked After Children in mainstream schools.

Looked After Children. By the end of 2011/12, almost all schools had put into place a review arrangement and most Looked After Children had their additional support needs reviewed. This programme is continuing in 2012/13 with a focus on consolidating a systematic approach and assessing the impact of measures put into place to address the individual needs of each Looked After Child.

Improving Reading Amongst Looked After Children

It is well recognised that, generally, attainment in reading is an indicator of future attainment. It is also recognised that a range of socio-economic factors associated with the demography of the population of Looked After Children means that they are typically at greater risk of poorer attainment in literacy. These risk factors are further exacerbated by specific social and emotional factors associated with the circumstances leading up to a child becoming Looked After and by disruption to educational placement, attendance and exclusion.

In 2008-9, the Psychological Service undertook an audit of literacy attainment amongst a group of primary aged children in residential care. The audit identified significant concern regarding the reading scores of these children who were then targeted with a range of interventions. The interventions, which were evaluated, demonstrated significant improvements in the children's reading. A longer-term follow up in 2012 has now demonstrated that these improvements have been sustained over time.

Looked After Children are now being targeted as part of the Integrated Literacy Strategy to improve outcomes of the lowest 20%. This includes identification of additional support needs in literacy at an individual level and targeted interventions in school to improve literacy levels. Alongside this, whole school interventions are being piloted in targeted mainstream and special schools where there are especially high numbers of Looked After Children together with the training of residential staff and the recruitment of adult reading mentors/befrienders in the community.

Comparative Performance in Attendance, Exclusions and National Qualifications

In 2009 the Scottish Government introduced a new reporting framework '*The Educational Outcomes of Scotland's Looked After Children and Young People*' (2009), which set out a national approach to the collection and reporting of educational outcomes information at a national and local authority level for Looked After Children (LAC). This framework allows performance comparisons between authorities but it does not include the attainment or destinations of children attending special schools or children educated out of authority.

Table 1: LAC measures for 2010/11 – Comparison of Edinburgh with Other Cities and National Average

Measure 2010/11	Edinburgh	Edinburgh	Scotland	Aberdeen	Dundee	Glasgow
	Overall	LAC	LAC	LAC	LAC	LAC
Overall attendance, %	93	88.7	88.6	86.2	90.0	86.7
Exclusions (per 1000 LAC)	35	332	326	574	546	272
Average tariff score Mainstream schools only	403	84	79	111	80	70
Positive Destination mainstream schools only	87	63	55	50	63	57

Table 1 sets out the 2010/11 LAC figures for Edinburgh in context with the national figures and those for the other cities. In relative terms it appears that Edinburgh performs better than other authorities and the national average in achieving positive destinations for Looked After Children at 63%, but this should not obscure a weakness whereby 37% of Looked After young people have no positive destination on leaving school. These figures appear to mirror the pattern in relation to Standard Grade results for 2012 when 30 of 95 Looked After Children in S4 achieved no SQA awards.

Edinburgh has the second highest rate for attendance (88.7%) for Looked After Children and the second lowest for exclusion at 332 per 1000. It is difficult; nonetheless, to draw meaningful overall conclusions from the comparison other than to say that the picture reflects the substantial challenge facing all authorities across Scotland. In terms of the average tariff score for school leavers, for Looked After Children this was in the range 35-149 across Scotland whereas the national average for the population as a whole in 2010/11 was 385. For Edinburgh the figures were 84 and 403 respectively

National data also indicates that the average tariff scores for Looked After Children who left school during 2010/11 were generally lower for children who had more placement moves during the school year, from an average tariff score of 86 for those children who only had one placement to 42 for children who had four or more placements during the school year.

In comparison with the overall CEC school population, on average Edinburgh's Looked After Children have lower attendance and are 9 times more likely to be excluded from school.

Table 2: LAC measures for 2010/11 and change from 2009/10

Measure	Edinburgh 2010/11	Change from 2009/10	Comment
Overall attendance, %	88.7	+0.1	2011 is in line with 2010. The national figure shows a slight improvement of 0.8 from 2010 (87.8 to 88.6).
Exclusion rate per 1000 LAC	332	+29	2011 rate is higher (i.e. poorer) than 2010. The national figure shows an improvement of -39 from 2010 (365 to 326).
Average tariff score Mainstream schools only	84	+6	2011 is higher than 2010. The national figure shows an improvement of 12 from 2010 (67 to 79).
Positive Destination mainstream schools only	63	+13	2011 is higher than 2010. The national figure shows an improvement of 11 from 2010 (44 to 55).

Alongside the national figures we can also compare the Edinburgh position in 2010/11 with similar figures for 2009/10. This shows that over a 12-month period there have been improvements in tariff scores and positive destinations. Meanwhile, attendance levels have been stable but exclusions have increased which gives rise to concern. However, caution is required in comparing one year to the next with these particular figures as essentially this involves different sets of children and given that the numbers are low the picture can be influenced in a number of ways.

Table 3: CEC Numbers of Looked After Children Year on Year Outcomes mainstream and special schools

	2009	2010	2011	2012
Nil SQA results	33	41	28	30
1-3 standard grades	41	33	28	33
Over 3 standard grades	9	19	27	17
Access/Intermediate		8	3	19
S3	3	6	4	8
Total	86	107	90	107

The proportion achieving 1-3 Standard Grades is largely consistent with the exception of 2009 when performance in over 3 standard grades was unusually low. When compared in percentage terms, there is a consistent positive trend in a reduced number of pupils achieving no awards, which are largely accounted for by the increasing uptake of Access and Intermediate Qualifications. The sharp rise achieved in 2011 is most likely accounted for by an unusually high number of girls in generally stable placements in that particular cohort.

Table 4: Year on Year SQA Percentage Outcomes - Looked After Children attending CEC mainstream and some special schools

	2009	2010	2011	2012
No SQA results	38.4%	38.3%	31.1%	28.0%
1-3 standard grades	47.7%	30.8%	31.1%	30.8%
Over 3 standard grades	10.5%	17.8%	30.0%	15.9%
Access/Intermediate	0.0%	7.5%	3.3%	17.8%

Within these figures a few individual Looked After Children have attainments that are very good but for a substantially greater number results are weak. In interpreting the figures however it is also important to take into account other factors, for example Looked After Children in CEC schools appear to be more likely to have a significant

learning disability that the general population. Thus we need to improve the quality of information and analysis in order to provide more effective self-evaluation. For example, although all Looked After Children have individual support plans, at present we do not have sufficiently good enough data to support further detailed analysis of the underlying factors that impact on outcomes in more sensitive terms.

Measures to Improve Performance

There is scope for substantial improvement in the monitoring and evaluation of educational outcomes for Looked After Children. The Children and Families Service Plan 2012-15 identifies specific commitments to set targets to reduce the rate of exclusions, increase attendance and improve positive destinations, is to come into effect from 2012-13. These targets need to sit within a wider performance improvement programme with clearly defined responsibilities and accountabilities for reporting on and improving outcomes at child, establishment and service levels.

This should include the capacity to analyse and report on equalities such as gender and ethnicity and the follow through of children at all ages when they cease to be Looked After. It should also support the analysis of success factors and the evaluation of interventions underlying improvements in attendance, stability of placements, exclusions, attainment and achievement and positive destinations. A performance framework should also include special school populations and children educated in other authorities and those attending residential establishments.