

Education, Children and Families Committee

10am, Tuesday, 10 December 2013

Additional Support Needs Planning and Performance Update 2013

Item number	8.2
Report number	
Wards	All

Links

Coalition pledges	P1
Council outcomes	CO2 , CO3
Single Outcome Agreement	SO3

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Executive summary

Additional Support Needs Planning and Performance Update 2013

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 provision and summarises current progress on the service improvement programme.

Recommendations

To recommend that the Education Children and Families Committee:

1. Notes the scale and complexity of demographic challenges and the continuing trend in the growth in additional support needs in Edinburgh;
2. Notes that increasingly, further growth will need to be met in mainstream provision where the great majority of growth in population requiring significant additional support is found;
3. Notes the continuing progress in service improvement, in particular in literacy and integrated child planning;
4. Notes the significant progress in the support for children requiring additional support for social, emotional and behavioural needs in the early years and primary through the case management approach;
5. Notes a potential advantage of a co-ordinated approach to the development of future care options for children with complex disabilities in conjunction with the commissioning of new accommodation for St Crispin's within the Children and Families strategy to shift the balance of care;
6. Notes the contributions of ASL services and special schools to progress in shifting the balance of care when combined with improvements in family support and care options that allow children to remain in Edinburgh;
7. Notes progress in the strategic development of provision for Additional Support Needs provision to address current and future needs and improve performance;
8. Notes the provisions made to address demographic pressures and proposed savings in the period 2014-16 which is subject to consultation.

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 third party foster placements outside Edinburgh,

Minimising the number of children requiring 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

Providing effective, proportionate and timely support to children in need.

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 the effective management of these pressures is addressed as part of the shift in 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 socio-economic 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 Service. There is a wide range of formal and informal mechanisms for consultation in operation.

Background reading / external references

Educational Outcomes of Scotland's Looked After Children and Young People (2009)

Additional Support Needs Planning and Performance Update 2013

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 promote the overall wellbeing of children and young people in line with the principles of 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.
- 1.5 There is a significant 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 were identified in the 2013/14-budget process and these have been built into the Council's financial planning assumptions for the next four years to 2017/18. The ASL and special

schools budgets are subject to savings proposals being consulted upon for the 2014/15 budget process, which outlines the financial implications of changes and proposed efficiencies in delivery models in order to reduce the risk of a negative impact on support to children and to schools.

1.6 In order to meet the strategic aims ASL provision within the Council's own provision plays a crucial role in:

- Promoting effective provision in universal/mainstream educational placements
- Providing integrated education and family support for children in need
- Providing additional educational support for children looked after by CEC foster carers who live in Edinburgh or in neighbouring authorities
- Supporting effective provision within CEC special schools and classes
- Preventing the need for Out of Council school provision
- Providing integrated support to children Looked After at home or in kinship placements in Edinburgh as a contribution to their stability and effectiveness.

All of these things mean that increasingly 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.

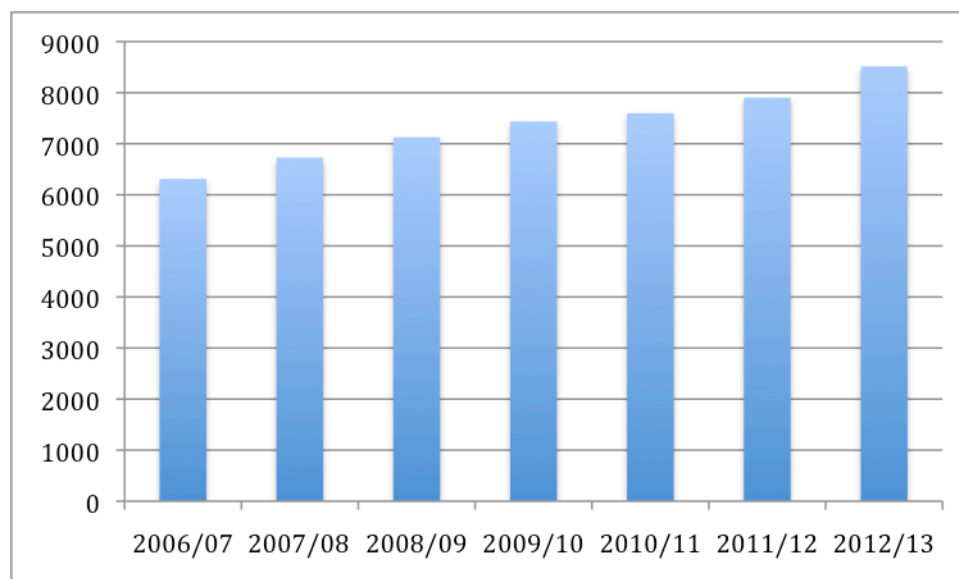
2. Main report

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 2013. The percentage of children in City of Edinburgh schools with significant additional support needs at the pupil census in 2012 was 17% which is in line with the national figures of 17.6 %. The CEC figure for 2013 has increased to 18%. The national figures for 2013 are not yet available but reports from other authorities indicate a continuation in the growth trend since the introduction of the Additional Support for Learning Act.

	2007	2008	2009	2010	2011	2012	2013
All significant ASL mainstream & special	6311	6728	7127	7436	7597	7904	8514
% Of CEC school age population	13%	14%	15%	16%	16%	17%	18%

Edinburgh population with significant ASL needs mainstream and special schools



2.2 In 2013, 2,273 more children and young people are requiring support than was the case in 2006, an increase of almost 37%. 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 year on year by an average of 23%. Whilst the number receiving this support is relatively small given the nature of their needs the cost of this support is approximately £8,200 per child. The more this increases the greater the pressure on resources available for support in CEC schools and the loss of incidental benefits to other children in CEC provision.

Table 2 Additional Support Needs Support Edinburgh’s Looked After Children in Foster Care in other authorities

	2007	2008	2009	2010	2011	2012	2013
LAAC in other local authority schools with additional support	34	50	55	67	88	92	113
LAAC Annual growth rate authority	-	47%	10%	22%	31%	5%	23%

Table 3 City of Edinburgh Pupils attending Special Schools

	06/07	07/08	08/09	09/10	10/11	11/12	12/13
Pupils in independent special schools	141	111	106	71	79	71	70
New admissions to independent special schools	34	23	11	7	10	18	9
Edinburgh Pupils in special schools and classes	835	817	809	787	797	899	838
Total in any form of special education school placement	976	928	915	858	876	970	908
% CEC school population	2.3%	2.3%	2.3%	2.1%	2.2%	2.2%	2.2%

2.3 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 significant shift away from residential school provision (-50%) in favour of the authority’s own schools. However, after progressive falls from 34 to 7 new admissions in 2009/10, in 2011 and 2012 there was evidence of growth with new admissions reaching their highest level in four years. 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 latter two factors are amenable to intervention and the strengthening of care provision and the capacity of the authorities own educational provisions to meet complex needs

are key elements.

- 2.4 A particular area for development is the provision of care options for children with complex disabilities where there may be advantages in a co-ordinated approach in conjunction with the commissioning of new accommodation for St Crispin's within the Children and Families strategy to shift the balance of care.
- 2.5 As almost all of our special schools are approaching capacity, increasingly further growth will need to be met in mainstream provision. The great majority of growth in the population requiring significant additional support is found in the universal services in early years and mainstream schools. The key areas of need can be illustrated with reference to demand for specialist ASL Services. (Table 4.).

	2007	2008	2009	2010	2011	2012	2013
Visiting Teaching and Support							
- Hearing impairment	73	87	104	112	101	107	133
- Visual impairment	87	90	107	126	132	123	127
- Exceptional Behaviour Support	53	59	74	68	83	107	135
- Pre school home visiting service	48	43	68	80	96	90	99
- Down Syndrome	20	21	21	20	21	28	24
- Language and Communication	95	119	134	147	158	200	230
- Spectrum Early years Autism	36	25	32	52	66	91	138
- Total	412	444	540	605	657	746	886
English as an Additional Language	2542	2965	3069	3373	3600	3721	4252
Hospital and Outreach Teaching	645	552	596	631	716	785	675
Total Receiving Specialist Support	3599	3961	4205	4609	4973	5252	5813

- 2.6 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 67% growth in need over a 6-year period. Other notable areas of increase are in the field of Early Years Autism, where there has been a four-fold increase and Exceptional Behaviour Support and Language and Communication Support where the level of need has doubled over a 7-year period.

Projected Needs 2012- 2017

- 2.7 Growth over 2006-13 has been driven by number of factors. Projections indicate that this is likely to continue for the foreseeable future for a variety of reasons. As reported in more detail in the 2012 report there are a number of demographic, social, medical and policy factors beyond Council control driving a trend of continuing increase in demand for ASL supports. Many of these affect all authorities but a number are further exacerbated by *'Edinburgh Effects'* leading to added pressures. The city has a rising birth rate, 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. 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 provision. 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. (Table 1).

Progress in Improvement Priorities

- 2.8 In 2011 a number of improvement priorities were set out 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

- 2.9 The introduction of a case management approach in the early years and primary providing a single access point for specialist additional support from 2010/11 has been highly successful. 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.
- 2.10 Since the new approach was introduced there has been a very significant shift in capacity in favour of provision for children with Social Emotional and Behavioural support needs in mainstream early years and primary provision. In 2010/11 the pupil population in Rowanfield, the city's Primary SEBN special school, was 59. Two years following the introduction of the case management approach, in 2013/14 the school population has been progressively reduced by 33%, to 38. Over the same period a programme of improvements in Rowanfield School has significantly enhanced the quality of provision. This too is reflected in a major shift in number of learners who successfully progress back into a mainstream school as a result of the support provided in Rowanfield. In 2010/11 only 2 learners out of 59 (3%) progressed back to mainstream from Rowanfield, whereas in 2012/13 this had increased to 11 (from 49) or 22% returning.

Improving Literacy

- 2.11 The integrated literacy strategy continues to enable good progress to be achieved in reducing the attainment gap. The strategy has been developed with the aim of closing the attainment gap between the lowest 20% and the rest of the pupil population. This involves a comprehensive programme of improvements for early literacy, primary and secondary populations.

- 2.12 These initiatives are now beginning to yield encouraging results. Evaluations of Fresh Start recovery programme in Primary schools and FastTrack in secondary schools can now demonstrate impact on improving literacy amongst the lowest 20% of the population. Freshstart is directed to learners in P5 to P7 age in schools in areas of deprivation who have not acquired fluent reading skills. The first complete session was concluded in June 2013. An evaluation by the Psychological Services demonstrated statistically significant improvements in attainment. In addition the programme was extremely well received by pupils, parents and staff alike. A support team from ASL services is continuing to work with the schools to consolidate and develop practice whilst also introducing the programme to a further 20 schools prioritised on the basis of literacy attainment.
- 2.13 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. The evaluation of the Fastrack programme also demonstrated that where it was implemented effectively learners who had previously struggled made significant progress in their literacy. The programme is now to be fully implemented across the secondary sector.

Improving Outcomes for Looked After Children

- 2.14 *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). Three years of this information is now available although the collection of both attendance and exclusions has been moved to a biennial basis and so only attainment and post-school destinations data was collated for the most recent reporting year, 2011/12. The national approach links individual LAC across data sets and so allows educational outcomes information to be produced for all of our LAC pupils, regardless of in which local authority they attended school.
- 2.15 The identification of children with additional support needs and the provision of additional support has remained a priority for Psychological Services working with staff in City of Edinburgh schools. In 2012/13, 12% of new referrals to Psychological Services were looked after. This is higher than in previous years.

Psychological Services are also monitoring the support provided and progress made for close to 100 Looked After Children who have been placed with carers outwith Edinburgh.

2.16 Achieving progress in outcomes for Looked After Children continues to be a major challenge. The current LAC average tariff score and destination figures for Edinburgh and Scotland are set out in Table 5 below. This picture indicates that overall in 2011/12 Edinburgh LAC school leavers did slightly better than the previous CEC cohort in terms of attainment. However, due to a big improvement in the national figures the performance for CEC school leavers compared less favourably in comparison to other authorities. Meanwhile, the data suggests that despite improvements in attainment the percentage of looked after children in Edinburgh securing a positive destination dropped by 3% in comparison with 2010/11.

Table 5: LAC measures for 2011/12 - Comparison of Edinburgh with National Average and change from 2010/11

	Average tariff score	Change from 2010/11	In positive destination	Change from 2010/11
Edinburgh	88	+4	60%	-3%
Scotland	106	+27	67%	+12%

2.17 Given the relatively small numbers involved (less than 400 nationally and around 35 for Edinburgh), the variation from year to year could be misleading. To reduce the risk of misleading comparison, Table 6 provides availability comparisons with the other cities based upon the average across the last three years.

Table 6: LAC measures (using three year average (2009/10 to 2011/12)) - Comparison of Edinburgh with other cities and National Average

	Average tariff score	In positive destination
Edinburgh	83	57%
Aberdeen	88	62%
Dundee	82	52%
Glasgow	72	54%
Scotland	82	54%

- 2.18 These tables show that overall the Edinburgh three-year average for LAC attainment is not significantly different from the other cities across Scotland. In terms of destinations again Edinburgh is in line with the national picture though the national figure showed a noticeable increase in 2012 which if sustained would outstrip CEC performance on current trends.
- 2.19 Although attendance and exclusion data is not available for 2011/12, the 2010/11 data showed that the overall attendance and exclusion rates for Edinburgh LAC were in line with the national picture. Overall LAC attendance was lower than that of their non-LAC peers though there was significant variation within this. The lowest attendance rates are for LAC at Home or in a Local Authority home/unit and highest rates (even higher than non-LAC peers) for those placed with Foster Carers. LAC pupils were, overall, nine times more likely to be excluded from school.
- 2.20 In 2012 the Council established new arrangement to promote improvements in outcomes for looked after children with the creation of a Corporate Parenting Action Plan and a new governance structure. The Action Plan includes a number of objectives in relation to education, which will be subject to further reporting.

Improving self-evaluation, leadership and partnership working

- 2.21 Continued progress has been made in closer partnership working with notable impact in literacy, child planning and case management. Self-evaluation has informed important changes in the audit process, collaborative working with QIOs and in the leadership and quality assurance for primary Support for Learning. Building on the progress in streamlining processes (2.9) a major review of the leadership and management of ASL Services has been undertaken and consultation is now underway to create an integrated service structure. The new structure will strengthen front line service delivery mirroring changes in child planning and reinforcing the capacity for case management combining family support with support in schools. In this way working alongside schools ASL services will play a significant role in supporting the shift in the balance of care in partnership with the authorities social care provision.

Partnership Funding

- 2.22 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 scale and complexity of demographic challenges and the continuing trend in the growth in additional support needs in Edinburgh;
- 3.2 Notes that increasingly, further growth will need to be met in mainstream provision where the great majority of growth in population requiring significant additional support is found;
- 3.3 Notes the continuing progress in service improvement, in particular in literacy and integrated child planning;
- 3.4 Notes the significant progress in the support for children requiring additional support for social, emotional and behavioural needs in the early years and primary through the case management approach;
- 3.5 Notes a potential advantage of a co-ordinated approach to the development of future care options for children with complex disabilities in conjunction with the

commissioning of new accommodation for St Crispin's within the Children and Families strategy to shift the balance of care;

- 3.6 Notes the contributions of ASL services and special schools to progress in shifting the balance of care when combined with improvements in family support and care options that allow children to remain in Edinburgh;
- 3.7 Notes progress in the strategic development of provision for Additional Support Needs provision to address current and future needs and improve performance;
- 3.8 Notes the provisions made to address demographic pressures and proposed savings in the period 2014-16 which is subject to consultation.

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	CO2. Our children and young people are successful learners, confident individuals and responsible citizens making a positive contribution to their communities CO3. Our children and young people in need, or with a disability, have improved life chances
Single Outcome Agreement	SO3. Edinburgh's children and young people enjoy their childhood and fulfill their potential
Appendices	None