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**REPORT TO: CHILDREN AND YOUNG PEOPLE'S SERVICES COMMITTEE ON  
22 JUNE 2016**

**SUBJECT: ADDITIONAL SUPPORT NEEDS IN MORAY**

**BY: CORPORATE DIRECTOR (EDUCATION AND SOCIAL CARE)**

**1. REASON FOR REPORT**

- 1.1 This report updates Committee on current trends in relation to Additional Support Needs (ASN), changes to the allocation of Exceptional Support Funding (ESF) and potential risks and pressures and what the service is proposing to do to address these.
- 1.2 This report is submitted to Committee in terms of Section III C (1) of the Council's Scheme of Administration relating to exercising the functions of the Council as Education Authority.

**2. RECOMMENDATION**

- 2.1 **It is recommended that Committee considers and notes the content of the report which includes:**
- (i) improvements made to the allocation of Exceptional Support Funding (ESF);**
  - (ii) action taken in relation to identified risks and pressures reported in 2015/16; and**
  - (iii) further action planned throughout 2016/17.**

**3. BACKGROUND**

- 3.1 The Education (Additional Support for Learning) (Scotland) Act 2004 provides the legislative framework to ensure those children who require additional support are able to get that support in order to meet their full potential. It also promotes collaborative working among all those supporting children and young people and sets out parents' rights within the system.
- 3.2 There are many and varied reasons why a child or young person may need additional help, their education may be affected by:
- Motor or sensory impairments
  - Bullying
  - Being particularly able or talented
  - Bereavement

- Interrupted learning
- Learning disability
- Being looked after by the local authority
- Learning difficulty
- Parental issues e.g. substance misuse or mental health problems
- Having English as an additional language
- Poor school attendance
- Emotional or social difficulties
- Being young carers

3.3 The above list merely provides a guide to the types of issues that may impact upon a child or young person's education, it is not assumed that additional support would be necessary except in the case of children and young people who are looked after as from 2009 the legislation deemed that all looked after children and young people have additional support needs unless the education authority assess otherwise.

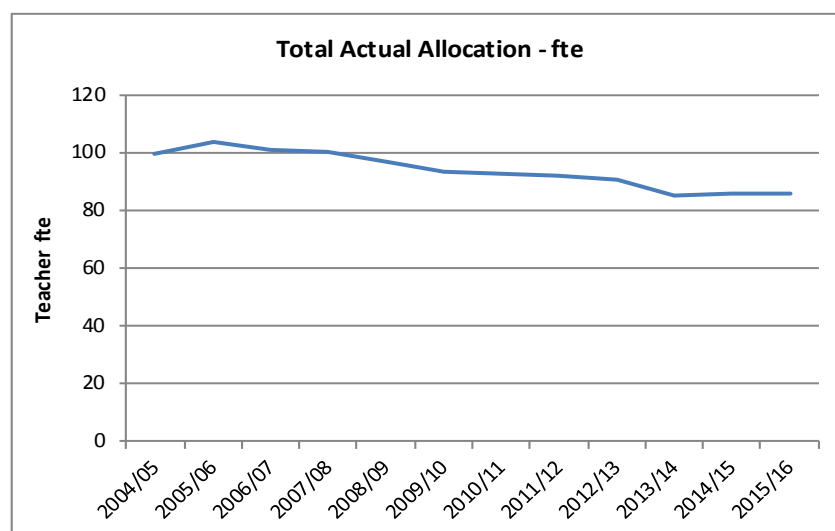
3.4 Since 2009, national and Moray numbers have shown an increase in relation to those pupils receiving additional support:

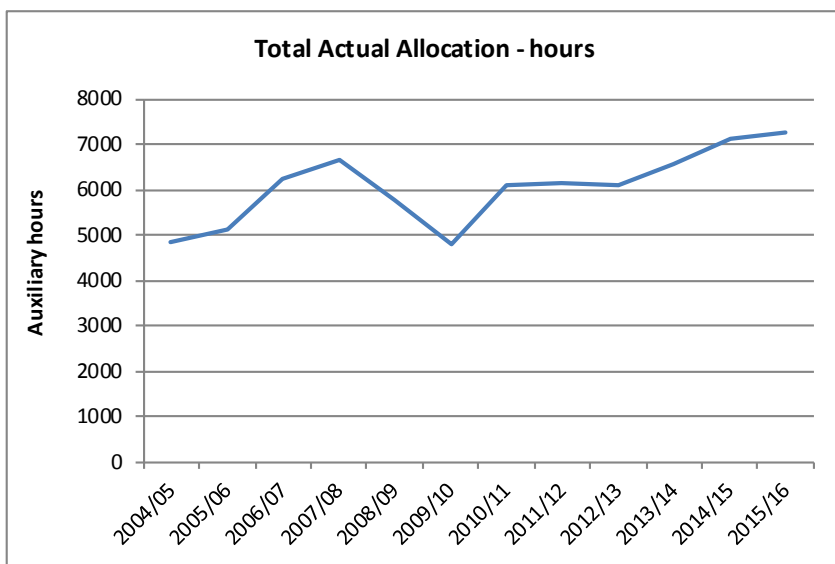
	Number of pupils with ASN	Percentage of pupils with ASN	% increase 2011-15
2011 Moray	1,426	12.0%	<b>+123.3%</b>
2015 Moray	3,197	26.8%	
2011 Scotland	91,550	13.8%	<b>+57.2%</b>
2015 Scotland	146,168	21.7%	

The numbers of Moray pupils recorded as having ASN has increased regularly since 2011 so that the current figure is more than double the 2011 figure. There are a number of possible factors contributing to this.

- there is a much better understanding of ASN
- the Additional Support for Learning Scotland Act 2004 has given more rights to parents
- schools have been making better use of SEEMiS for recording information
- the increase seen in recent years of the number of children with ASN in Early Learning and Childcare Centres is moving through into schools

- 3.5 There are clear links between all the policy drivers and the ability to deliver the service required in order to meet the needs of all of our children and young people. Getting it Right for Every Child, Curriculum for Excellence and the Early Years Collaborative all recognise the need to support at an earlier stage and promote earlier intervention. The research evidences the link between improving outcomes for children and young people in terms of attainment, achievement and positive destinations post school through early intervention.
- 3.6 In addition to the improved outcomes as outlined above the other pressure that needs to be acknowledged is the pressure resulting for staff and that we may fail to provide adequately for children and young people with challenging behaviour and needs. Where staff are feeling inadequately supported there is an increasing risk of stress and absence, and potentially claims against the Council for alleged failings.
- 3.7 After a number of years of budget increases in line with pay awards, there was an increase made to the ASN budget of £500,000. This budget has funded the Head Teacher Moray Social Emotional Behaviour Needs (SEBN) additional costs. For 2016-17 there has been a saving identified of £110,000 from this budget based on previous underspends. £70,000 has been identified as recurring savings and the remaining £40,000 for 2016/17 only.
- 3.8 The following graphs demonstrate the allocation of both teaching and auxiliary hours in Moray since 2004.





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3.9 In 2015/16 the funding process was further refined:

- to use the existing process of moderation of requests for ESF based on identified need
- to use a formula allocation for Additional Support Funding (ASF) based on school roll, Free School Meals numbers and the lowest figures for PiPS (Performance Indicators in Primary Schools)/MidYis (Middle Years Information System) baseline assessment.

3.10 In 2015/16 the budget was managed with no overspend. This was planned for by:

- reserving auxiliary hours (200) for emerging need from the total allocation, and
- changing the timings of staffing allocations being made to school so that the allocation was made once a staff member had been appointed.

A small proportion of the budget was unable to be spent due to challenges of recruiting suitable Additional Support for Learning teachers and classroom auxiliary staff.

3.11 In order to have a process which allocated resources fairly, a strategic group, comprising Principal Teachers (ASN), Head Teacher (Primary), Inclusion Manager, Education Support Officer (ASN) and Principal Education Psychologist further developed the request and allocation process. This consisted of increasing the threshold and clarifying criteria for ESF which would leave a proportion of the budget to provide Additional Support Funding (ASF). The number of pupils with ESF in 2014/15 was over 450. The new criteria has meant for 2015/16 that around 250 pupils meet the criteria for ESF.

3.12 The revised process has a clearer set of criteria for Exceptional Need and Additional Need. The request forms are simplified with less paperwork being submitted with the request. Training was carried out to ensure clear understanding of the criteria for ESF which was attended by representatives from all schools.

It has been agreed by Head Teachers that the most recent funding calculated and allocated will be for three years, 2016/19. This will:

- give schools more consistency of staffing,
- allow a sweeping review of how we meet ASN to be undertaken

- 3.13 For 2016/17, existing ESF pupils at key transition stages (end of P1, P3, P7, S1 and S3) had their forms moderated to ensure they still met the criteria. Pupils at other stages were assumed to still meet the criteria. Review pupils were moderated at Associated School Group (ASG) level, which included the ASG Educational Psychologist. Guidelines on how to carry this out effectively were issued. Those reviews deemed to still meet the criteria for ESF were then moderated at Moray level by a panel consisting of 8 Principal Teachers (ASN), Principal Educational Psychologist and the Education Support Officer (ASN). A central scrutiny was carried out by the Education Support Officer (ASN) and the Moray Educational Psychologists to ensure allocations were appropriate.
- 3.14 After ESF, 400 hours for Early Years and Childcare and 400 hours set aside for emergent need during 2016 – 2019 were removed, the remainder of the budget was allocated to Additional Support Funding (ASF). ASF was allocated using a formula which was agreed by Head Teachers as described above.
- 3.15 A new process has been developed to capture the need of Nursery and P1 pupils to allow for more accurate allocations being made at an earlier stage, with the consequence of reducing the emergent need requests throughout the session. This supports our desire for early intervention.
- 3.16 It should be noted that the allocated hours for Nursery pupils over the past 4 years have increased as per the table below. This indicates that there has been both increased need identified and earlier intervention:

<b>Year</b>	<b>Schools</b>	<b>External Partners</b>	<b>Totals</b>
2012/13	£73,159	£37,795	£110, 954
2013/14	£113,252	£65,122	£178,374
2014/15	£170,477	£91,448	£261,925
2015/16	£190,658	£89,165	£279,823

This funding may need to follow these children through their school career. It is concerning that this trend may continue and put the service under even more pressure than it currently faces. This will have a significant impact upon schools and the support they will require or be able to provide.

- 3.17 It is recognised that effective and efficient use must be made of the ASN Support for Schools budget. A training programme has been drawn up for classroom auxiliary staff to be delivered centrally. There have been 3 full day events delivered with inputs from a range of specialist services attended by around 75 % of auxiliary staff. The remainder will attend an event in

November 2016. Evaluations by participants has evidenced that this has been well received and of great value to developing staff. Planning is well underway to develop a clear pathway for continuous professional development for classroom auxiliary staff.

In conjunction with Health colleagues, a process for accessing training for school staff about supporting health/medical needs in education is being developed. It is anticipated that this will be operational from August 2016.

- 3.18 There was a conference, organised and run by Education Scotland, for a limited number of classroom auxiliary staff in the four north regions. This was held in Elgin in September 2015.
- 3.19 A revised, updated job description for classroom auxiliary staff is in the process of being prepared to reflect the current demands of the post. This may involve a change of post title to more accurately reflect the role.

An Induction Handbook for ASN auxiliary staff will be introduced to schools from August 2016. This will improve consistency of service across Moray.

- 3.20 Recruitment of committed, capable teaching staff into Additional Support for Learning is a high priority. The age profile of Additional Support for Learning Teachers shows a large proportion aged over 55. During the past 2 years, one primary and five secondary Principal Teachers (ASN) have retired and been replaced from within Moray. An introductory training pathway, comprising six twilight Continuous Professional Development sessions, for teachers interested in following Additional Support for Learning (ASfL) as a career option has been delivered during 2015/16. Evaluation by participants has evidenced the value of these. Several teachers have indicated they are willing to study for the Certificate in Inclusive Practice delivered by Aberdeen University. This will lead to accreditation by General Teaching Council (Scotland) (GTC(S)) and Aberdeen University. Planning is underway to deliver this course in Moray for up to 12 teachers, if budget constraints permit.
- 3.21 The English as an Additional Language (EAL) service continues to face increased pressure and demand for the service across Moray. Recent figures indicate there are currently 710 pupils in Moray with English as their second language compared with 510 in 2013/14 and 372 in 2008/09, with 49 different first languages. In order to support this increasing demand the teacher allocation was increased by 0.2fte from session 2015/16. Similar to the nursery figures in para 3.16 the need for EAL has nearly doubled over the past five years. The EAL service has been heavily involved supporting the Syrian families to settle in Moray. This has been possible due to the temporary increase to staff of 0.4 fte teacher and one day weekly of classroom assistant until the end of September 2016.
- 3.22 A new Principal Teacher (EAL) took up post in August 2015. He is committed to building capacity in schools to enable them to better support pupils with English as their second language.

## 3.23 Central Support Services caseload information

	Autism Development Team number of pupils	English as an Additional Language number of pupils (numbers of languages)	Sensory Education Service number of pupils
2013-14	101	510 (48)	100
2014-15	145	590 (53)	97
2015-16	178	710 (49)	105

- 3.24 The Speech and Language Therapy (S&LT) service contract is being scrutinised to identify whether there is a better, more cost effective, way of delivering this service. A review will take place during 2016/17.

## S&amp;LT case loads

	0-2 years number of pupils	3-4 years number of pupils	5-11 years number of pupils	12-18 years number of pupils	Total number of pupils
2012-13	83	268	436	98	885
2013-14	81	226	474	97	878
2014-15	86	243	410	82	821

The total 2014/15 caseload has decreased due to more efficient therapy pathways. Also due to a shift away from a focus on specialist intervention towards more targeted advice and support packages.

The decrease in caseload numbers is despite a trend for increased referrals.

- 3.25 The Education Support Officer (ASN) has strengthened central support for schools by giving advice about individual pupils and more general advice about supporting pupils with ASN in schools. She has been integral to the development and delivery of the training programmes described earlier.
- 3.26 The contract with Scottish Autism for the specialist autism education provision based at Elgin Academy ended April 2015. This provision has been brought in house and will continue to be based in Elgin Academy whilst remaining a Moray provision. Currently there are three young people who have been able to continue their education in Moray at this provision rather than having to go out of area. Based on the figures for an out of area placement suitable for

pupils with these needs, the estimated saving this year of providing education in Moray is approximately £125,000, along with the benefits of remaining within Moray. In the future as the numbers of pupils enrolled here increase, the savings shown should also increase.

- 3.27 Elgin Academy is working towards becoming Autism Accredited through the National Autistic Society (NAS). The central Autism Development Team are working towards accreditation to then be able to cascade practice out to schools as appropriate. Hythehill Primary School is Autism Accredited and receives regular Quality Assurance visits from an NAS trainer.
- 3.28 Moray SEBN provision is currently under review with a view to creating a service working with children and young people aged 3 – 18, in order to support them in school and enabling them to remain in their own school. Head Teacher, Moray SEBN, started in post in January 2016. There will be a separate report on the developments of this service in due course, including about work being developed to ensure more of our pupils remain in Moray and return to Moray from Out of Area placements.

The following table shows the figures for Initial Leavers Positive Destinations for pupils with ASN

	2010/11	2011/12	2012/13	2013/14	2014/15
Moray	72.57%	82.48%	92.35%	90.00%	89.14%
Virtual Comparator	82.92%	85.18%	88.12%	87.61%	89.68%
Scotland	81.62%	84.46%	87.21%	87.40%	88.20%

- 3.29 The following policies/procedures have been developed/updated:

- Pupil Transportation to school for those pupils with ASN
- Operational Procedure for Authority Placing of Pupils in ASG Enhanced Provision
- Moray Council Admissions Policy
- Intimate Care Guidelines for schools
- Call Scotland referral process for schools

- 3.30 The Moray Accessibility Strategy for schools has been written in draft form and is currently being consulted on. This is to give schools an audit template and guidelines on how to meet duties under the Education (Disability Strategies and Pupils Education Records) (Scotland) Act 2002.



- 3.31 It is not possible to provide meaningful benchmarking data against other local authorities for ASN as Moray does not have any special schools and is only one of three local authorities which do not have this provision. To that end, resources are allocated across all 53 schools in Moray. Local authorities which have special schools will allocate less to mainstream schools given their funding of the specialist provision.

A process has started to identify relevant, meaningful data from schools about pupils with ASN which can be used for annual reporting and comparison. A working group will be convened to take this forward.

- 3.32 In order to ensure, as far as possible, that parental education placing requests to schools where the needs of the pupil can be met, a process to assess need using the Wellbeing Indicators is being developed. This is currently being piloted with schools and parents/carers. It is anticipated that there will be a range of applications for this process including when pupils return back to Moray from an Out of Area placement.

- 3.33 There will be a review across Moray, starting in August 2016, of how we meet the needs of pupils with ASN. This will involve consultation with pupils, parents, school staff, partner agencies, Locality Management Groups and any organisation which would like to make a meaningful contribution. The objective will be to identify ways of working which are more effective, efficient and cost beneficial. The driver is to ensure pupils with ASN are appropriately educated in schools which are best placed to meet their needs with appropriately skilled and trained staff within existing budgets.

This will result in the production of an ASN Strategy document outlining actions to be taken over an extended period of time, possibly up to ten years.

#### **4. SUMMARY OF IMPLICATIONS**

**(a) Moray 2023: A Plan for the Future/Service Plan**

This report is in line with Moray 2023 Plan – Ambitious and confident children and young people, and Council priority 4 – More of our children have a better start in life and are ready to succeed.

**(b) Policy and Legal**

The report outlines how the Council is delivering services in respect of the ASfL legislation and the aims of Education and Social Care Integrated Children's Services as stated in the Service Plan 2014/15.

**(c) Financial implications**

This report highlights the continuing financial pressure upon the current ASN budget, the implications of this are explored throughout the report.

Within the overall budget for Integrated Children's Services, the amount available to support the direct allocations to schools for teacher and auxiliary support is £7.618M.

**(d) Risk Implications**

If the Council does not fulfil its statutory duty in relation to providing additional support in Moray to those children and young people who require it there is a risk of parents requesting out of area placements and potentially raising actions against the Council at the Additional Support Needs Tribunal.

**(e) Staffing Implications**

There are no direct staffing implications associated with this report.

**(f) Property**

There are no direct property implications associated with this report.

**(g) Equalities**

In relation to the workforce, no equality issues have been identified. The proposals within this report are aimed at improving the current additional support needs service. This is expected to promote equality of opportunity for children with additional support needs.

**(h) Consultations**

The Corporate Director (Education and Social Care), Education Senior Management Team, Katrina McGillivray, Senior Human Resources Adviser, Deborah Brands, Principal Accountant, Margaret Forrest, Legal Services Manager (Litigation & Licensing), Don Toonen, Equal Opportunities Officer and Caroline Howie, Committee Services Officer have been consulted in the preparation of this report and are in agreement with the content relating to their areas of responsibility.

**5. CONCLUSION**

- 5.1 This report outlines the current trends nationally in relation to additional support needs; it also considers how the service responded to the pressures facing Integrated Children's Services throughout 2014/15 and outlines action being taken throughout 2014/15 to continue to address these pressures.**

Author of Report: Pat McLennan, Inclusion Manager

Background Papers:

Ref: