The Highland Council Redesign Board Workshop	Agenda Item	
	Report No	

Review of Additional Support Needs Education

Report by the Community and Democratic Engagement Manager

Summary

This report sets out the scope and scale of the Council's services for young people who have an additional support need in terms of education (ASN). It highlights the review process that has been conducted as part of the wider redesign of the Council. It recommends key areas of the delivery of the service that should be the subject of more detailed review work to implement changes that deliver a more effective and efficient service.

1. Background

1.1 The Council's redesign board agreed seven reviews including a review of education for those with additional support needs. Review activity has taken place between October 2016 and January 2017.The review groups were tasked with reporting back to the redesign board to make proposals on redesigning The Highland Council, in the context of reducing resources, increasing demand for some services and new duties to involve communities more in making decisions and running services.

2. Additional Support Needs

2.1 The Additional Support Needs Service (ASN) supports the most vulnerable young people and families in our communities ensuring that children with additional support needs can access the curriculum on an equal footing with other children.

2.2 The service is governed by statutory obligations that inform the shape of our provision for these young people. These are-
   - The Education (Additional Support for Learning) (Scotland) Act (2004 and as amended 2009)
   - The Education (Scotland) Act 1980

Although the service is identified as statutory there is discretion in how the service is provided and the level of resource deployed.

Key provisions are:

Part 4. Duties of education authority in relation to children and young persons for whom they are responsible:
(1)Every education authority must—
(a)in relation to **each child and young person having additional support**

needs for whose school education the authority are responsible**, make adequate and efficient provision for such additional support** as is required by that child or young person, and

(b)make appropriate arrangements for keeping under consideration—
(i)the additional support needs of, and
(ii)the adequacy of the additional support provided for,each such child and young person.

(2)Subsection (1)(a) does not require an education authority to do anything which—
(a)they do not otherwise have power to do, or
(b)would result in **unreasonable public expenditure** being incurred.

2.3   The service works within an ethos and a core set of values and principles that are-

1. A belief that all children have the right to learn in their own locality.
2. Recognising and responding to diverse needs
3. Building relationships between all children
4. Engaging the pupils in their own learning.
5. Overcoming barriers to learning (at all levels).
6. High levels of communication, trust and positive relationships for staff, pupils and families.
7. Seeing inclusion in schools **as one aspect of inclusion in society.**

These align well with the Councils desire to deliver services that care for those that need more support and to prevent poorer outcomes.

3.   The Council's Additional Support Needs Service

3.1   The ASN Service in Highland is managed strategically by the Head of Additional Support Services and operationally by one ASN Manager in each of the 4 operational Areas in Highland. The provision of additional support to young people in education is managed through the use of a matrix of need. This captures the individual needs of young people and places them on a scale of need ranging from 1 to 4. **See appendix 1**.

The overall levels of need in an educational establishment would then result in an allocation of staffing and other resource allocated to schools based on the assessed level of need, in line with Council policy
http://www.highland.gov.uk/download/meetings/id/14987/item_9a_additional_support_needs_%E2%80%93_allocation_model

The Highland school population is approximately **35000** young people (3-18). Within this approximately **12000** young people have been assessed as having additional support needs. This represents **34%** of the nursery/school population. Within this the higher end of the matrix (levels 3 & 4) **2000** young people are

identified of which **140** young people attend special schools. This represents **6%** of our young people. These figures are in line with other Authorities that have focused on capturing need in line with the legal definition of ASN, which provides an entitlement model and therefore encompasses a much wider group than was previously the case.

3.2   The provision of ASN education is delivered by specialist teachers and Pupil Support Assistants working within -
- 200+ secondary, primary and nursery schools
- 3 special schools plus specialist units

3.3   Additional specialist advice and support is provided by a range of support services based in various locations across Highland:
- Highland Council Psychological Service
- English as an Additional language Service
- Assistive Technology Service
- Promoting Positive Relationships Team
- Interrupted learners (Gypsy Travellers and MOD Families)
- Sensory Impairment Services
- Allied Health Professionals – Physiotherapists, Occupational Therapists, Dieticians, Speech and Language Therapists and Primary Mental Health Workers

3.4   **Staffing**- Additional support in schools is delivered by **293**(FTE-Full time equivalent) ASN teachers and **672** Pupil Support Assistants (PSA)(FTE) .In addition there are various groups of specialist staff. This contributes towards maintaining the overall teacher/pupil ratio within Highland schools to avoid a Scottish Government penalty.

Budget-The total budget for the service is currently **£35.1m**. This includes **£3.5m** for specialist services outwith schools and a contractual payment of **£3.5m** from NHSH which is restricted in terms of its use.

Approx. £4m of the total is spent on special school provision.

Spend against staffing in the most recent year was **£34.1m** approx. **97%** of the total service spend.

There has been a growth in the budget of approx. **£5m** since 2010-11. This represents a **19%** increase in the core Highland Council budget.

The growth in the budget is attributable to –
- Developing our services in response to the legislation
- Greater parental awareness of services available and perceived entitlement
- Medical advances meaning that young people with greater needs are surviving

- People moving to the Highland area to access a quality service

4. Review Process

4.1 The review process has fully involved the Care and Learning service, with the Head of Additional Support Services as an integral member of the team and an expert witness. The review team has drawn staff from across the Council mixing a blend of skills, knowledge and experience. It also included 3 elected Members. At the outset school based practitioners from both primary and secondary level and the Care and Learning Human Resources business partner were co-opted onto the team. The unions have been involved and kept informed of direction and progress.
The review process included-
- Group meetings
- School Visits-St Clements, Dingwall Primary, Invergordon Academy, Inverness High School
- Staff workshop-ASN Managers, C&L Managers, Practitioners
- Detailed work by individual team members
- Reference to redesign champions
- Input from corporate support staff e.g. finance

4.2 Based on information provided by the Care and Learning Service and the nature of the service in terms of where and how the staffing and other resource is used, the initial meeting of the group scoped out some broad areas for the review as follows-

Area	Examples of activities to be investigated
1) Staffing	Ways of working, operating model / mix of roles, flexibility, training and skills.
2) Support	Digital capability, transport and staff absence data
3) Need	Evaluating the matrix of need, its application and benchmarking activities.

5 Principles Behind Recommendations

5.1 The service area being reviewed is large, complex and delivered across a great number of sites within areas of differing geography. The main driver for the scope and scale of provision is the fluctuating needs of young people within the education system.

5.2 In considering recommendations the review paid particular attention to the redesign principles around prevention and localism. It also sought to create an approach that was-
- Transparent
- Flexible

- Consistent
- Owned by those delivering and using the service

The review recommendations seek to make changes that will deliver **a more effective but also a more efficient service.**

6   Recommended Approaches/Areas for further work

6.1   Recommendation 1-*Move to a system of assessing need and allocating resources to an Associated School Group Area (ASG)*

Currently Area Additional Support Needs "own" and "referee" the allocation of resources to over 200+ establishments on an individual basis. This approach does little to ensure that schools collaborate with each other to –
- Use the resource available within an ASG flexibly
- Benefit from the full range of staff skills and knowledge within an ASG across that ASG
- Use the management and specialist resource to lead development, improvement and change
- Develop collaborative local solutions

6.1.1   A system of local management and decision-making would see all schools in an ASG agreeing how to use the available resource. This process would be supported by the ASN Manager.
The approach would require to be developed in line with current proposals for the management of schools and would require to be *flexible enough to adapt to the different challenges of urban and rural ASGs.*

6.1.2   The potential benefits of this approach can be grouped into those that improve how our schools operate and those that begin to harness the resources that are available beyond the school gate-

School Improvement

1. Flexible use of resource/workforce/assets to respond to changing need
2. Better integration/collaboration between primary/secondary/special sectors
3. Good practice is disseminated and utilised across an ASG
4. More capacity for strategic leads/managers to focus on improvement/change/training/skills/good practice/moderation/support
5. This could stimulate the establishment of specialist hubs. This would enable more concentrated provision that could generate economies of scale.

Public Agency, Community and Voluntary Sector Support

1. Focus on vulnerable at risk young people by all CPP Partners
2. Adopt "family firm" type approach-all council services/resources support service delivery to ASN as a priority
3. Better integration with community/voluntary sector

4. Harnessing resource/support from community/voluntary sector

Implementation

Next Step	Input Req.	Timescale	Member Policy Approval Req.
Pilot process in 2 ASGs in each Area(4)	Corp.Imp.Team – LEAN Review	Spring 17	
Roll out to all ASGs		Aug 18	Member approval prior to full implementation
Presentation to CPP	Service & Policy Team	Summer 2017	

Recommendation 2-*Review Matrix of Need and of Childs Plan*

6.2   The matrix of needs drives resource allocations/requirements with the Child's Plan managing the use of that resource. A refreshed process that is better able to capture the complexity of levels of need and is able to capture evidence of improvements should be developed.

Implementation

Next Step	Input Req.	Timescale	Member Policy Approval Req.
Working group to report initial findings and run workshops to review existing matrix of need and identify future operating models	Service	June 2017	NA

Recommendation 3-*Staff Job Roles*-Currently there is a lack of clarity around

6.3   PSA 1 and PSA 2 job roles, which are at different grades. A review should take place to provide clarity of roles and when they are appropriate. In addition, work is required to ensure that it is understood that ASN appointments is to an ASG/Area rather than to a specific school.

Implementation

Next Step	Input Req.	Timescale	Member Policy Approval Req.

Review evaluation of PSA grade	HR and Service	November 17	NA

6.4

Recommendation 4-*Staff Training* A regularly reviewed training programme ensures all staff working within ASN are appropriately trained and skilled to be able to support pupils appropriately and effectively. Consider implementation of minimum level of qualification. Deliver training through a strategic professional development plan and monitor the skills and confidence of staff at all levels through the ERD process.

Implementation

Next Step	Input Req.	Timescale	Member Policy Approval Req.
Audit the qualification and skill base of staff	**Service**	**June 17**	**NA**
Develop and deliver on training strategy for teachers and PSAs	**Service**	**June 18**	NA

6..5

Recommendation 5- *Management and monitoring of staff absence* - Head Teachers are assisted to monitor and manage absence by the ASN Manager, taking an "area" view of levels of absence. Training programmes will support strategies to improve absence management.

Implementation

Next Step	Input Req.	Timescale	Member Policy Approval Req.
Develop analysis of absence stats at a school and area level	HR,ICT and Service	June 17	NA

6.6

Recommendation 6-*Review system for assessing transport requirements*-Transport requirements should be integrated into the online enrolment form, ensuring that the Public Transport Team get early sight of requirements and ensure contractual arrangements are made as efficiently as possible. It will also ensure that requirements are reassessed regularly, , through the Child's Plan review process to capture cost savings where available as soon as possible

Implementation

Next Step	Input Req.	Timescale	Member Policy Approval Req.

Undertake a LEAN review of the transport process	Corp. Imp. Team	Spring 2017	NA

6.7

Recommendation 7-*Digital Capability Review –*there are indications that the more effective use of digital systems could improve efficiency in the service. An examination of how SEEMIS is working and any additional capabilities it could offer should be undertaken.

Implementation

Next Step	Input Req.	Timescale	Member Policy Approval Req.
Identify future changes to SEEMiS that would increase usability & functionality.	Service, Corp Imp. Team	Sept 17	NA

6.8

Recommendation 8-*Capital Plan –*Managing an efficient and effective ASN service can be impacted upon by poor quality, old fashioned facilities. A review of capital plan spending in the school estate should be undertaken with the purpose of prioritising supporting efficient ASN provision and ***wherever possible encouraging the delivery of ASN on mainstream campuses.*** This would send a clear message that as an organisation we prioritise the most vulnerable and in the medium term could make cost savings around staffing and other running costs. ***St Clements special school is a clear priority.***

Implementation

Next Step	Input Req.	Timescale	Member Policy Approval Req.
Review Capital Plan to prioritise ASN efficient delivery	Service, D&I and Finance	June 2017	Yes

6.9

All the recommendations in this report require further detailed work to implement. Work can begin on each recommendation immediately. The implementation tables against each recommendation set out the service and corporate inputs required. **Recommendations 1 and 8 will require Member consideration to progress. Recommendations 2-7 can be taken forward at an operational level.**

7

Implications

7.1

Legal-The delivery of ASN is governed by statute. Although levels of service are not prescribed the Council can be challenged at tribunal. It will therefore be

important to ensure any change to service delivery is based on robust principles, data and implementation processes.

7.2

Equalities- The service area focuses on those in most need and is highly relevant to the Public Sector Equality Duty to give regard to eliminating discrimination, advancing equality and fostering good relations. The service has a high positive impact on a number of the protected characteristics in terms of service delivery, in particular disability and race, but also sexual orientation, religion and gender. There is also a gender dimension to staffing which is predominantly female. It is recommended that the potential equality impacts of any proposed changes arising from this review are considered in each identified area of work.

7.3

Climate Change-The proposed changes to a more local approach and potential improvements to buildings could deliver a positive effect in terms of climate change.

7.4

Resource-Each recommendation has the potential to deliver more effective and efficient service delivery. In terms of tackling the Councils affordability challenge and ensuring the continued safe delivery of services it is critical that service redesign identifies the likely level of resources that could be released by change.
A description of how the recommendations have potential to help meet the Council's affordability challenge is provided below.

- **Recommendations 1, 4, 5** focus on ensuring staff are used flexibly, are well trained and supported to deliver services in a healthy workplace. A 1% increase in efficiency which could deliver the same service with fewer staff would allow a reduction of 7 PSA posts. This equates to **£151k**.

- **Recommendation 3-**a consistent approach to grading of PSA staff could reduce a small number of staff who appear to have inflated pay grades (approx.4%) this could save **£50K**.

- **Recommendation 6**-a more streamlined approach to contracting transport and regularly reviewing requirements were to deliver a 2.5% saving on costs this would deliver **£25K**

- **Recommendation 7-**more use of digital systems will have an impact on both the numbers of office staff required and would release teachers and PSAs to spend more time directly with children. If this could deliver a reduction across Highland of 10 office based staff across 200 establishments this would save **£150k**.

- **Recommendation 8-**focussing our capital plan on delivering ASN in modern buildings wherever possible on mainstream campuses should deliver staffing models that require fewer staff. A 1% increase in efficiency which could deliver the same service with fewer staff would allow a reduction of 7 PSA posts. This equates to **£151k.**

7.5 **Risk-**There is a risk that if we don't take the opportunity to make efficiency savings that service levels reduce in an uncoordinated manner driven by immediate unrelenting and ongoing budget pressures. We can mitigate this risk by driving efficiency to stay ahead of budget reduction.

7.6 **Gaelic**- there are no immediate implications for Gaelic as a result of the recommendations made, however it is recognised that there is a national shortage of Gaelic speaking support staff in schools and so training in ASN and Gaelic medium is a requirement of any strategy plan.

7.7 **Rural implications**-Some of the changes suggested will require an adapted model to operate in rural areas. The implementation process needs to take account of the different circumstances. For example where an ASG is spread across a large geographical area or where capital send can be used creatively to join up the delivery of more than just education services.

Recommendation
Members are asked to discuss and agree-
- The recommended approaches and areas for further work.
- The implementation plan noting recommendations **1 & 8** which will require Member consideration.

Designation: Community and Democratic Engagement Manager

Date: 31/1/17

Author: Pablo Mascarenhas

Background Papers:

NAME: **DOB:**   **SCHOOL:**

Review Date	Review Date	Review Date
Class/Year Group	Class/Year Group	Class/Year Group
ASN Level	ASN Level	ASN Level

> Generally 3 boxes ticked in any level will be required to demonstrate a pupil's need overall lie within that level. However professional judgement should be used where a pupil has one or two overwhelming needs in a specific area.

Needs relating to:	Level 1 – Standard Support FORM 1 may be used for a pupil at this level	Level 2 – Significant Support ASN File opened at this level and PROPORTIONATE child's plan created	Level 3 – Substantial Support Child's Plan MUST be in place for a pupil at this level	Level 4 – Specialised Support Child's Plan MUST be in place for a pupil at this level
The physical environment	The ordinary education setting is appropriate, with reasonable adjustments being made to meet need eg: • Work station • Alternative seating • Sloping writing board • Etc.	Access to a room *sometimes* required for the delivery of structured programmes etc, which cannot be delivered within the mainstream classroom eg • a deaf pupil requiring a low noise environment • area for a pupil to engage in outside agency programme	A base/dedicated area within a mainstream setting may be required for a *substantial part* of the pupil's time in school eg • ASD friendly environment • Nurture room • Time out space	A highly specialised environment is required *all of the time* eg: • Low stimulus environment • Highly protected and individualised space to meet complex needs • etc
The curriculum and how it is delivered	Mainstream curriculum with differentiation eg • alternative outcomes • additional time • responding to preferred learning styles	*Significant* differentiation is needed in one or more areas of the curriculum, requiring a child's plan/programme with SMART targets, which are reviewed termly eg • for learning and/or behaviour • independence/social/life skills • physical/sensory issues	*Very substantial* and individualised planning is needed in a wide area of the mainstream curriculum requiring regular review and consultation with parents, and agencies/services external to the school	The pupil follows an *alternative/elaborated* curriculum from that provided in mainstream, supported by a detailed child's plan. This may include daily living skills, a sensory curriculum etc.
The level of adult support required	A flexible and creative use of support normally available, in order to respond to needs	Significant needs which require to be addressed through access to individual and/or small group support for *part of the time*, monitored and reviewed through the child's plan.	Access to a *substantial* level of support *most of the time* to implement agreed protocols/actions, as agreed and recorded in the child's plan.	Pupil requires access to teacher and/or pupil support assistant *all of the time*. This support is monitored, reviewed and evaluated through the child planning process.
The level of specialised resources and technology required	Ordinarily available resources. For some pupils this will include mobility aids, wheelchairs and assistive technology support	Resources, required by the pupil individually, on a *time limited* basis eg • switches • hearing aids for glue ear	Highly specialised resources or technology not normally available and deployed/designed for the pupil's specific use *when required* eg • communication aids • radio aids	Access to highly specialised resources, facilities or technology not normally available and deployed/designed for the pupil's specific use *all of the time* eg • augmentative aids • assistive technology
The level of support agencies / services involved	Needs identified and monitored by Class / Subject Teacher. For some pupils this may include support from therapists. ASN file *may be* opened at this Level	Agreed and monitored child's plan and/or programmes delivered by school staff which may be supported by outside agencies eg OT / S&LT eg • consultation and resources from therapists ASN file opened at this Level	Direct, planned and monitored *long term support* on a regular basis by specialist agencies/services (including Health and Social Care) . Child's plan used to coordinate and monitor support and outcomes for the child/young person.	Direct, planned and monitored support on an *intensive* basis, supported by a detailed child's plan.
Communication	Ordinary oral/aural and written communication eg • visually supported environment • using less complex language	Communication and language needs met by specific approaches eg • symbols • visual/verbal cues	Enhanced support to aid communication and social inclusion additional communication methods eg • sign/gesture, including Makaton • augmentative systems	Highly specialised methods required *all of the time* eg • sign language • Braille