

ASN SERVICE PROVISION 2023

1.0 EXECUTIVE SUMMARY

- 1.1 The Additional Support Needs of children and young people across Scotland have notably increased over recent years, with the Covid-19 pandemic compounding existing needs with a range of complex pressures on mental health and wellbeing. This increase in need can be seen within Argyll and Bute specifically, with the Education Service committed to making improvements to existing provision in order to more effectively offer a consistent level of support to all children and young people.

authorities in meeting the needs of our children and young people effectively should be pursued, in the first instance through COSLA.

- 1.4.3 Accepts the professional advice from the Education Service in regard to how to best address the issues set out in this paper within Argyll and Bute, and deliver on Council priorities set for Education.
- 1.4.4 Agrees to support funding of the revenue and capital required to implement the proposals, and notes that the revenue savings which have been identified within existing Education Service resources, could otherwise be put towards the Council's ongoing revenue funding gap, and therefore recommends to the Council that they:
 - 1.4.4.1 Approve virement of the phase 1 capital costs of £1,255,000 from within the Education Service as set out in Appendix 1.
 - 1.4.4.2 Approve virement of the phase 1 revenue costs of

ARGYLL AND BUTE COUNCIL

COMMUNITY SERVICES COMMITTEE

EDUCATION

24 AUGUST 2023

ASN SERVICE PROVISI2186 TD <0oa

- 2.6 Recommendations made herewith are done so in line with the guiding principles of the above noted publications as well as the statutory legislation as noted herewith.
- 2.7 Lobbying of the Scottish Government is suggested as a next step, in collaboration with our colleagues from across Scottish local authorities to address the funding gap facing local authorities in meeting the needs of our children and young people effectively. Despite the well evidenced growth in complex needs, there are no additional funding streams on the horizon in order to support our work at local level.
- 2.8 The Educational Institute of Scotland (EIS) have documented the importance of 'Alternative Curricula' or modes of provision for learners with complex needs. A paper collated by the EIS also outlines the various models in place across the country and exemplifies the response to a growing level of need across our educational establishments. The proposals herewith are in line with the practice elsewhere in Scotland. [18 - 2022 AGM Motion - Alternative Curricula.pdf](#)
- 2.9 There is a significant budget pressure continuing to develop around meeting the needs of our most complex learners within the current provision across Argyll and Bute. This budget pressure includes the need for specialist teaching and support staff being dispensed into schools as well as the continued need for pupils to travel outwith Argyll and Bute to access specialist day provision.
- 2.10 In taking forward the proposals as outlined herewith, the service anticipates that over time, this budget pressure could be more adequately addressed, with targeted resources streamlining the need for support being dispensed with a far greater impact on our learners facing th

identified within existing Education Service resources, could otherwise be put towards the Council's ongoing revenue funding gap, and therefore recommends to the Council that they:

- 3.1.4.1 Approve virement of the phase 1 capital costs of £1,255,000 from within the Education Service as set out in Appendix 1.
- 3.1.4.2 Approve virement of the phase 1 revenue costs of £495,560 as appropriate, up to £495,560, from within the Education Service as set out in Appendix 1.
- 3.1.4.3 Agree in principle the viring of revenue and capital funding within the Education Service, in accordance with the Council's Financial Security Regulations paragraphs 3.14 to 3.16, for phase 2 of the proposals, with the necessary report(s) being submitted to Council at the appropriate time and subject to the Councils overall financial position at that time.

4.0 DETAIL

- 4.1 Meeting the needs of children and young people identified as having an additional support need (ASN) is a key area of focus within Scottish education governed by a number of statutes and practice guidance. The main statutory basis for ASN derives from the Additional Support for Learning Act 2004 and the subsequent 2009 Act which strengthened and clarified certain duties of Education authorities. The Additional Support for Learning Act 2004 section 1 defines Additional Support Needs (ASN) as:-

"A child or young person has **additional support** needs for the purposes of this Act 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".

- 4.2 Sections 4 and 5 of the 2004 Act place a legal duty on local authorities to meet these additional support needs. These are;

Section 4 Duties of education authority in relation to children and young persons for whom they are responsible:-

- (1) Every education authority must—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 make appropriate arrangements for keeping under consideration—

(2)

- ⓪ the additional support needs of, and
- ⓪ the adequacy of the additional support provided for, each such child and young person.

(3) Subsection (1)(a) does not require an education authority to .3c

percentage points on 2020 (226,838 pupils with an ASN record, 32.3% of all pupils). However, this is first time since 2009 that the rate has increased by less than one percentage point.

- 4.11 In Argyll and Bute, in the September 2021 census return there were 10,068 children recorded of these 3,005 in an authority educational establishment had an additional support, 29.98% of our pupil population.
- 4.12 In comparison, Argyll and Bute, in the September 2022 census return there were 9995 children recorded of these 3,257 in an authority educational establishment had an additional support, 32.59% of our pupil population.
- 4.13 In line with the National Improvement Framework (NIF), the Education Service has identified key priorities within Our Children Their Future delivered through the Education Service Plan. The Wellbeing, Inclusion and Achievement team has identified core improvement priorities to meet the needs of our learners including the commitment to provide high quality, well planned support for children and young people with additional support needs across all sectors.

5.0 Assessment of Need

- 5.1 All local authorities address need through professional support which may include teachers, educational psychologists, health professionals such as occupational therapists, speech and language therapists and social workers. Excellent support is also provided by paraprofessionals such as support assistants. Support varies depending on the assessed need of the individual child. However, the nature of the support will also depend on the resources available for example provision of special schools and units and criteria for support devised at a local level. This Council's Education Service has implemented its Staged Intervention Framework which is intended to guide school staff as to how best to support children. In Argyll and Bute, staged intervention is the agreed process used to identify, plan for and support children who have additional support needs and/or who require a targeted intervention. This is a service or specified support which is targeted at

Staged intervention is designed to be flexible and allows for movement between stages depending

review of the interventions will be built in to the plan. There are likely to be termly reviews of short-term targets and annual reviews of long-term targets.

Additional support at this level may include (in addition to supports available at Stage 1):

- new resources being accessed for use by the whole class/group;
- small groups being created for additional tuition;
- an individual programme of work being introduced;
- a short term programme of individual support being put in place.

Classroom or Pupil Support Assistants may be deployed to help deliver these supports.

Stage 3

There is an identified need for more targeted intervention and / or specialist provision and interventions including:

- a high degree of individualisation of learning and/or;
- access to a different learning environment and / or;
- substantial adaptation to the curriculum and/or;
- substantial adaptation to the learning environment.

A Child's Plan will be in place outlining the specific targeted interventions required and detailing long- and short-term spe44 pports asl-p.1.2TD -.0125e55l5ew [cale 0 Wc .19D 0 (

specialist teachers (for example the Teacher for Deaf Children or the Lead Teacher for Visual Impairment);
Psychological Services;
appropriate services and agencies outwith the establishment, such as Health, Social Work and CAMHS.

Additional support at this level may include (in addition to supports available at Stages 1 and 2):

further, more substantial elaboration of the curriculum;
advice and support being provided to the establishment from other specialists or agencies;
placement (shared or full-time) in a Learning Centre, Parklands School or alternative setting;
Access to Work Based Vocational Learning or other opportunities via a Flexible Learning Plan.

An Additional Support Needs Assistant may be utilised to help deliver these supports.

- 5.2 For children to receive ASN assistant support certain criteria require to be met. This assessment is identified as the point where inconsistent interpretation issues arise. The current system for allocating

Hearing

the central ASN budget which creates significant pressure due to the wide spread of needs across mainstream settings. Work will be undertaken to accurately model the number of learners who are currently accommodated in mainstream provision across the areas not currently served by Learning Centres, and whose needs would be more effectively met if these proposals

Education Service. These placements are jointly funded by Social Work and the overall cost is significantly higher. It is anticipated that if the proposals as outlined in this paper are taken forward, further work could be undertaken to assess the possibility of some of these children currently accessing external residential provision to return to Argyll and Bute. This would create a cost saving against the external placement budget.

- 6.8 Review of the existing provision within Argyll and Bute against presenting needs has led to the development of an approach with a longer term aim to reduce further the number of young people educated outwith the authority and to address the emerging issues of young people for whom full-time placement in

leading to young people and families facing significantly greater barriers in the meeting of their needs.

In Argyll and Bute children and young people with a wide range of complex and challenging needs are effectively supported within their local schools, however with needs increasing we are seeing greater parental demands as well as an increasing strain on our service workforce as a result of the growing incidents of dysregulated behaviour.

The Education (Additional Support for Learning) (Scotland) Act 2004 states the assumption of mainstreaming children with additional support needs.

This inclusive approach requires additional support needs resources to be targeted directly to schools. Within Argyll and Bute there is **one** Special School and a number of Learning Centres located within schools across the authority, however their location has led to an inequity of provision which is felt kee.Tc -. TD -.051kb()JT

The diagram on the next page shows our current Learning Centre provision for complex needs learners. Most notably, it identifies the gaps where we see an absence of provision and hence, a challenge in meeting the needs of some of our most vulnerable learners.

All of this creates an inequity of educational experience and a detrimental impact on the attainment, achievement and potential for positive outcomes of this high priority cohort of our learners.

In order to make the access to Learning Centres more equitable across Argyll and Bute, we would require to establish **primary Learning Centre provision in the Campbeltown area**, as well as **island Learning Centre provision on Mull and on Islay**. Similarly, **a secondary provision in the Helensburgh and Lomond area**, within Hermitage Academy would reduce the number of young people being educated in external day placements outwith the local area. Although our smaller islands would not have provision directly, the

The proposal would allow schools to provide the extra support and flexibility required to create bespoke package of education for young people which avoids disengagement from education and the risk of these learners failing to attain and becoming marginalised from potential for securing a positive post- school destination.

It is anticipated that in the development of these provisions, a number of children at the primary stage who are currently transported outwith the local authority on a daily basis could be returned to their mainstream setting for their secondary education and importantly, the projected need to send

allow release of around £260,

developed them on the basis that the projected capital and revenue costs would be met from savings within the existing Education Service budget as outlined in Appendix 1. This would allow for the establishment of four new Learning Centres.

- 8.3 The proposals require to be balanced alongside the overall budget gap facing the Council and take into account the potential savings options which may well come forward to help bridge the gap. The funding, particularly on the revenue side, are in effect savings options that have been identified early that would therefore not be available to be used as savings options if put into this proposal.
- 8.4 The proposed use of existing funds is outlined below in regards to Capital and Revenue Resource Requirement for Phase 1 (Learning Centres)
 - 8.4.1 The **Capital Resource Requirement** of £1,255,000 for the Phase 1 – Learning Centres will be funded from an existing Education Unspent Budget Earmarked Reserve agreed at Council in June 2023.
 - 8.4.2 The **Revenue Resource Requirement** of £495,560 for Phase 1 – Learning Centres will be funded from additional funding received from the Scottish Government as part of their 100 day promise to increase support within schools.
 - 8.4.3 There would be a natural pause between phase 1 (Learning Centres) and phase 2 (Secondary Enhanced Wellbeing Hubs) of the proposals being taken forward in order to re-evaluate the position and impact and to allow a review of the use of revenue funding.
 - 8.4.4 On the basis that the proposals then proceed to phase 2 the estimated capital and revenue costs to do this would require to be met, either by the Service identifying these from within existing Education budgets, or by these estimated costs coming forward as a funding request to the Council.

The Capital Resource Requirement for phase 2 is estimated at £300,000.

The Revenue Resource Requirement for phase 2 is estimated at £612,124.

- 8.5 In agreeing to progression of these proposals, a number of the Council priorities are addressed with means of measuring tangible impact on key data in relation to attendance, exclusion, attainment and achievement.

9.0 CONCLUSION

- 9.1 In conclusion to the report, and in light of the significant increase in the level of additional need being disp

coming years. The Service are currently working on a number of savings options to be outlined as we move forward with the budget process.

- 9.3 There would be a natural pause between phase 1 (Learning Centres) and phase 2 (Secondary Enhanced Wellbeing Hubs) of the proposals being taken forward in order to re-evaluate the position and impact and to allow a review of the use of revenue funding.
- 9.4 The view of the Service, is that addressing the growing complexity of Additional Support Needs within our children and young people and doing so in an equitable way, is of the highest priority. The approach which the service believes should be taken, irrespective of how it is funded is that set out in this paper.

10.0 IMPLICATIONS

- 10.1 Policy - None

APPENDICES

Appendix 1 – Funding Detail for Phase 1

Appendix 2 - Current Spend on External Day Placements for Education

Appendix 1

Additional Support Needs Review

Phase 1

Learning Centres	Estimated Capital Costs	£	Potential Funding Available for Capital Expenditure	£
Adaptations Hermitage Academy (Secondary Learning Centre)		255,000	Unspent Earmarked 21 22 DSM School Carry Forward	1,255,000
Costing for Primary Learning Centre Campbeltown Area		300,000	(These funds require to be spent within Education)	
Costing for Primary Learning Centre Isle of Mull		300,000		
Costing for Primary Learning Centre Isle of Islay		300,000		
IT Equipment		100,000		
Total Estimated Capital Costs		1,255,000	Total Estimated Funding Available	1,255,000

Learning Centres	Estimated Revenue Costs	Potential Revenue Funding
------------------	-------------------------	---------------------------

Staffing Costs Learning