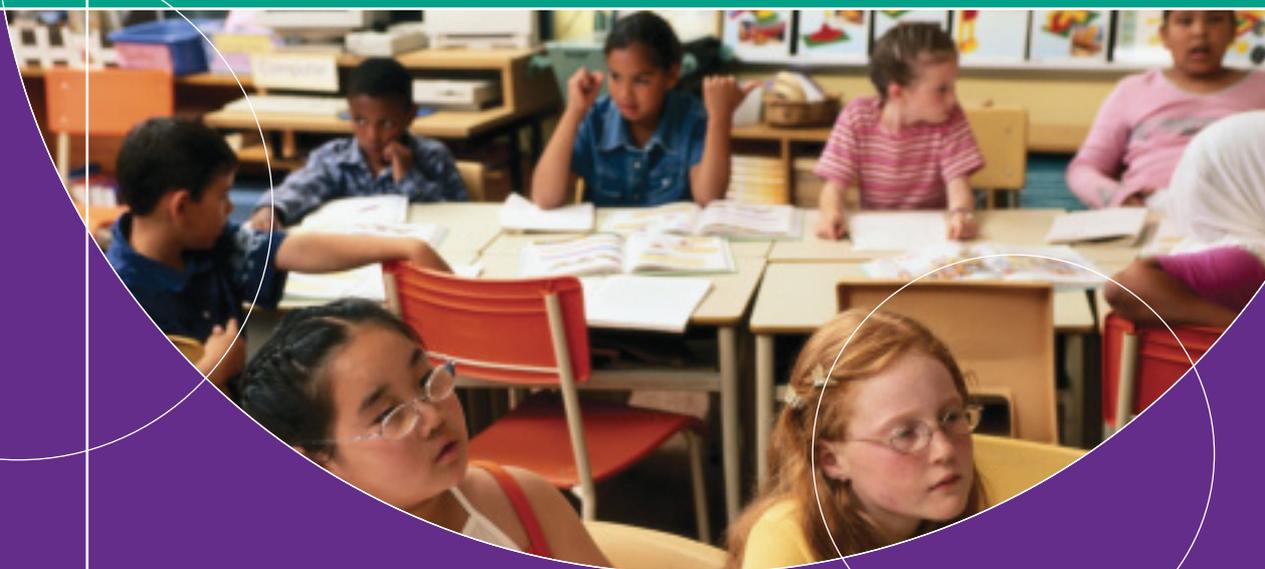


PERFORMANCE AUDIT

Moving to mainstream

The inclusion of pupils with special educational needs in mainstream schools

MAIN REPORT



Moving to mainstream

The inclusion of pupils with special educational needs in mainstream schools

Prepared by Audit Scotland on behalf of the Accounts Commission and the Auditor General in partnership with HMIE

This report has been prepared by Audit Scotland on behalf of the Accounts Commission for Scotland and the Auditor General. The study was managed by John Lincoln under the general direction of Lesley Bloomer, Director of Performance Audit (Education, Enterprise and Justice) and Ronnie Nicol, Portfolio Manager (Education & Children's Services). The project team also included Jane Kennedy and Janey Traquair. We would like to thank West Dunbartonshire Council for seconding Janey Traquair to the study team.

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1 About the study

Introduction

- 1.1 Around 44,000 children and young people in Scotland have special educational needs (SEN), roughly 1 in 20.¹ They require additional support to access education; this may range from simply more time from their classroom teacher to education in a special school.
- 1.2 Expenditure on pupils with special educational needs in Scotland is around £388 million. The majority (£287 million) of expenditure is in education and represents around 9% of councils' total education expenditure. The remainder of expenditure comes from social work, the NHS or specific grants from the Scottish Executive.
- 1.3 In 1980, the *Education (Scotland) Act* became the main legislation in Scotland governing special educational needs. Since then, there have been several pieces of legislation and a number of policy initiatives (Appendix 2).
- 1.4 Two recent pieces of legislation will have a substantial impact on services for children and young people with SEN. The first, Section 15 of the *Standards in Scotland's Schools etc. Act 2000*, introduced a 'presumption of mainstreaming' for children and young people with SEN, except under certain circumstances. This means that, where possible, they should be educated in mainstream schools alongside other pupils, rather than in special schools. Section 15 will come into force in August 2003.
- 1.5 The second, the *Education (Disability Strategies and Pupils' Educational Records) (Scotland) Act 2002* required councils to prepare accessibility strategies to improve access to education for pupils with disabilities² by 1 April 2003.

Why did Audit Scotland undertake this study?

- 1.6 Audit Scotland has undertaken this study to help councils, the NHS and other agencies in Scotland to respond to these changes by

¹ School census 2001. Refers to the number of children and young people in publicly funded schools.

² The definition of disability used here is the same as that used in the Disability Discrimination Act 1995. Disability is where a person 'has a mental or physical impairment which has a substantial and long-term adverse effect on his or her ability to carry out normal day-to-day activities'.

including children and young people with SEN into mainstream schools and ensuring that their inclusion is effectively supported. The study also reports on how well prepared councils and the NHS are to meet the requirements of the recent legislation.

- 1.7 The timing of the study is important. *The Standards in Scotland's Schools etc. Act 2000* will lead to an increase in the number of children and young people with SEN in mainstream schools. Councils are currently examining ways of meeting the 'presumption of mainstreaming', and preparing accessibility strategies to improve access to education for pupils with disabilities.
- 1.8 Many councils are also undertaking extensive school building and refurbishment programmes via Public Private Partnerships (PPPs). These schemes will have a considerable bearing on the long-term suitability of school buildings for the inclusion of children and young people with SEN.

The aims and objectives of the study

- 1.9 The overall aim of the study is to review the work of councils and health agencies in providing for children and young people with SEN, in the context of the new mainstreaming presumption, and to make recommendations to improve economy, efficiency and effectiveness. Within these wider aims, the study has considered the following questions:
- How well can the needs of children and young people with SEN be met in mainstream schools?
 - What will change as a result of the presumption of mainstreaming provision of the *Standards in Scotland's Schools etc. Act 2000*?
 - What will be the change in the numbers, and characteristics of children and young people educated in mainstream and special schools?
 - What will be the consequent changes in the costs and nature (staffing, property, other issues) of SEN provision?
 - Are councils and other agencies in a position to deliver changes required by the mainstreaming presumption?
- 1.10 The study focused on the services which support primary and secondary mainstream school provision for children and young people with SEN.

Study methodology

1.11 There were five main strands to the methodology:

1. **Structured interviews** with senior managers responsible for SEN in education and social work were undertaken at seven local authorities (Orkney, Aberdeen City, Highland, Dundee City, Stirling, North Lanarkshire and Glasgow City) and associated health providers (Grampian Primary Care Trust (PCT), Highland PCT, Tayside PCT, Forth Valley PCT, Lanarkshire PCT and Yorkhill NHS Trust).
2. **Questionnaires** were used to gather information from councils, headteachers and health service bodies. These examined the cost and volume of services provided for children and young people with SEN, and issues related to mainstreaming.
3. **Inspection of a sample of schools** by HMIE. The schools were identified by the seven fieldwork councils as already demonstrating good practice. The inspectors evaluated how well they were meeting the needs of children and young people with SEN. The inspectors also drew on evidence of inclusive practices from inspection reports on schools in other areas of Scotland.
4. **Desk research and data analysis** drew on existing data sources, such as the school census, to collect information on SEN.
5. **Focus groups** explored the views of parents on how well the needs of their children were being met and their attitudes to mainstreaming. The three focus groups of parents comprised two groups of parents who had a child or children with SEN, and one which was representative of parents of children and young people both with and without SEN.

Structure of the report

1.12 The main report is directed principally at operational managers within the education service, headteachers and other specialists working within education, social work services and the NHS. A summary report is also available and is aimed at council members, NHS Boards and senior managers in councils, the NHS and the other agencies involved. The report has the following sections,

Section 2: Introduction to special educational needs

1.13 Explains the legislative background and describes the conditions which may lead to SEN. It discusses the difficulties encountered by children and young people with SEN and describes the groups of people involved in meeting their needs.

Section 3: What is likely to change as a result of the mainstreaming presumption?

- 1.14 Examines the changes that may result from the mainstreaming presumption. It looks at the numbers of children with each type of SEN and examines the potential changes arising from the mainstreaming presumption.

Section 4: What will be the effect of the changes on services and costs?

- 1.15 Reviews the changes required to support increased numbers of pupils in mainstream schools, including staff training and development, access to the curriculum, property adaptations and the impact on the NHS. It also looks at the changes in expenditure that may be required.

Section 5: Making mainstreaming work

- 1.16 Reviews how councils and other agencies are preparing to meet the challenges arising from recent legislation and considers their planning and joint working. This section also looks at the implications for budget management.

Section 6: How well can the needs of pupils with SEN be met in mainstream schools?

- 1.17 Describes the requirements for the successful inclusion of children and young people with SEN in mainstream provision. This work was carried out and reported on by HMIE and is based on their evaluation of examples of good practice in schools.

Section 7: Conclusions and summary of recommendations

- 1.18 Briefly discusses the main conclusions of the study and concludes with a list of the recommendations arising from the study.

Section 8: Case studies

- 1.19 Consists of a number of detailed case studies which illustrate examples of good practice in the inclusion of children and young people with SEN in mainstream schools, and highlights some of the challenges facing councils and schools.

2. Introduction to special educational needs

The legislative background

- 2.1 The *Education (Scotland) Act 1980* sets out the legal definition of special educational needs (SEN): ‘*Children and young persons have **special educational needs** if they have a learning difficulty which calls for provision for special educational needs to be made for them.*’³
- 2.2 It also defines learning difficulties: ‘*A learning difficulty is present where children and young people have significantly greater difficulty in learning than the majority of their age group or suffer from a disability which either prevents or hinders them from making use of educational facilities.*’³
- 2.3 Since then, there has been a raft of legislation which underpins work in the area. The key pieces, together with a brief description are set out in Exhibit 1.⁴
- 2.4 The *Standards in Scotland’s Schools etc. Act 2000*, the *Special Educational Needs and Disability Act 2001* and the *Education (Disability Strategies and Pupils’ Educational Records) (Scotland) Act 2002* have major implications for the way in which authorities deliver education for children and young people with SEN.
- 2.5 The Scottish Executive has published its draft *Education (Additional Support for Learning) (Scotland) Bill*, together with a supporting policy framework, ‘*Moving Forward! Additional Support for Learning*’. The overarching aim of the Bill is to update and streamline the process for assessing pupils’ needs. One of its aims is to replace the Record of Needs with the co-ordinated support plan (CSP) The aim of the CSP is ‘*to plan long term and strategically for the achievement of learning outcomes and to foster co-ordination across the range of services (multi-agency and multidisciplinary) required to support this.*’
- 2.6 The draft Bill also proposes a number of other initiatives including a move away from the term ‘special educational needs’ to the concept of ‘additional support needs’ and the establishment of an ‘Additional Support Needs’ tribunal. This report uses the term ‘Special

³ Section 1(5)(d) of the *Education (Scotland) Act 1980*.

⁴ A more detailed list of legislation and policy is contained in Appendix 2.

Exhibit 1: A summary of the legislation that influences council provision for SEN

There is extensive legislation relating to SEN.

Legislation	Purpose
Education (Scotland) Act 1980	This Act implemented many of the recommendations of Warnock ⁵ and, when passed, became the main body of legislation governing SEN. In particular, this Act defines the terms 'SEN' and 'learning difficulty'. It is under this Act that education authorities have a duty to secure adequate and efficient provision for all children.
Education (Records of Need) (Scotland) Regulation 1982	Specifies the format and sets out the requirements of a Record of Needs (see explanation of a RoN on page 8).
Standards in Scotland's Schools etc. Act 2000	Introduced (s.15) a ' <i>presumption of mainstreaming</i> ' that children and young people with special educational needs will be educated within a mainstream school. The Act also places a new duty (s.2 (1)) on education authorities 'to secure that the education is directed to the development of the personality, talents and mental and physical abilities of the child or young person to their fullest potential'.
Special Educational Needs and Disability Act 2001	This Act updates the <i>Disability Discrimination Act 1995</i> and applies it to education authorities. This is UK-wide legislation but it is tailored to differences in Scotland, England and Wales. It makes it unlawful to discriminate against a pupil or prospective pupil on the basis of his or her disability.
The Education (Disability Strategies and Pupils' Educational Records) (Scotland) Act 2002	Requires councils to prepare accessibility strategies to improve access to education for pupils with disabilities. Strategies must be prepared and implementation started by April 2003. It places a duty on local authorities to improve over time: <ul style="list-style-type: none"> ■ access to the curriculum ■ access to the physical environment of schools ■ communication with pupils with disabilities.

Source: Audit Scotland

Educational Needs' as current legislation refers to SEN, and because the term 'Additional Support Needs' is not yet part of current legislation.

The Records of Needs and Individualised Educational Programmes (IEPs)

2.7 The Record of Needs (RoN) is a legal document, introduced by the *Education (Scotland) Act 1980*, which sets out the nature of a child's or young person's special educational needs and outlines the provisions required to meet them. Local authorities are required to open an RoN for children and young people in a situation where they believe that: 'a

⁵ Details on the Warnock Report are contained in Appendix 2.

*child or young person has pronounced, specific or complex special educational needs which will require continuing review.*⁶

- 2.8 An RoN will stay open for as long as it is required or until the young person is 18, and should be kept under review.
- 2.9 Amending the RoN to meet the changing needs of a child or young person is a lengthy process. The RoN is a strategic planning document; detailed plans are contained in IEPs. For example, the RoN may state that the child or young person requires speech and language therapy, but the IEP may state the number and length of the sessions. An IEP can be more easily altered to meet changing needs.
- 2.10 The IEP provides a planning framework underpinning the learning and teaching process through which a child's SEN are met. An IEP is drawn up by teachers and other professionals, in consultation with the child or young person and his or her parents or carers. It contains specific targets for the child or young person. It is not a legal document.
- 2.11 The Scottish Executive has recently reviewed and consulted on changes to the RoN system and is proposing to replace it with a strengthened and streamlined staged intervention process, including the new, flexible Co-ordinated Support Plan.

The presumption of mainstreaming

- 2.12 Scottish Executive guidance⁷ sets out the intention of the presumption of mainstreaming '*... to establish the right of all children and young persons to be educated alongside their peers in mainstream schools unless there are good reasons for not doing so. It is based on the premise that there is benefit to all children when the inclusion of pupils with special educational needs with their peers is properly prepared, well supported and takes place in mainstream schools within a positive ethos. Such inclusion helps schools to develop an ethos to the benefit of all children, and of society generally. It also helps meet the wishes of many parents that their children should be educated alongside their friends in a school as close to home as possible.*'
- 2.13 To meet the needs of all pupils with SEN, there needs to be a range of provision from full-time membership of a mainstream class to special school provision (Exhibit 2).

⁶ Scottish Office Education and Industry Department, Circular No. 4/96 'Children and Young Persons with Special Educational Needs' 1996.

⁷ Scottish Executive Education Department, *Standards in Scotland's Schools etc. Act 2000. Guidance on presumption of mainstream education*, April 2002.

Exhibit 2: A range of provision is required to meet the needs of children and young people with SEN

Councils require a range of provision to meet the needs of all pupils with SEN.



- Full-time members of mainstream classes
 - with and intensive level of support from specialist teachers
 - and adaptations to the curriculum.
- Members of mainstream classes for most of the time and of specialist centres in the school or in another establishment for the remainder.
- Members of classes in special schools for most of the time but spending part of the week in mainstream situations.
- Full-time special school.



Source: Audit Scotland

Trends and similarities in SEN worldwide

2.14 Over the last 25 years, the debate over SEN and inclusive education has intensified worldwide. In 1996, UNESCO (United Nations Educational, Scientific and Cultural Organisation) conducted a review of this trend⁸. The study showed that there was a common thread to legislation on SEN: the basic right of a child with SEN to be educated in a mainstream school, provided that the establishment has the capacity to meet their needs. In addition, there were many countries where legislation allowed for the continuation of special schools, on the assumption that there would always be a need for them. More and more countries are adopting legislation to reduce the number of special schools and to increase the number of children and young people with SEN educated in mainstream schools.

⁸ UNESCO 1996 legislation pertaining to special educational needs.

SEN legislation in England and Wales

- 2.15 Similar changes are happening in England and Wales. The *Special Educational Needs and Disability Act 2001* (SENDA) makes it unlawful to discriminate against a pupil or prospective pupil on the basis of his or her disability. In England and Wales the legislation states that children and young people without a Statement (equivalent of a Record of Need) must be educated in a mainstream school unless this would be incompatible with the wishes of his or her parents or carers; or, where it would be incompatible with the provision of efficient education for other children. SENDA also introduced a presumption of mainstreaming in England and Wales, but there are important differences between the processes there and in Scotland. In England, 1.1% of pupils are educated in special schools compared with 1.2% in Scotland⁹.

Defining special educational needs

- 2.16 A wide range of conditions may lead to a child or young person being referred to as having SEN. The more common impairments giving rise to SEN are listed in Exhibit 3 together with the adaptations that are commonly used to support children and young people with these difficulties. Children and young people with special educational needs may experience some or all aspects of the related learning difficulties to varying degrees and at various times, and their needs therefore have to be considered individually.

'Children with SEN don't always look like they have SEN; if their disability isn't obvious, then it isn't always appreciated.'
Parent

⁹ Scottish Executive, 2001 school census, Department for Education and Skills.

Exhibit 3: Common conditions leading to special educational needs

Children with SEN require a variety of support to access the curriculum.

Condition leading to SEN	Support commonly required
<p>Hearing impairment The loss of the ability to hear normally either temporarily or permanently to varying degrees.</p>	<p>The use of noise reduction measures such as carpeting or double-glazing may be sufficient to permit the inclusion of children with slight to moderate hearing impairment in mainstream classes; however, the use of hearing loops or radio aids together with specific training for school staff may also be required.</p>
<p>Visual impairment Any disorder which affects eyesight ranging from partial sight to blindness.</p>	<p>Improvements in classroom lighting, the use of Braille, large print and other aids may be required. Mobility training may also be required.</p>
<p>Physical or motor impairments Any physical impairment that has a substantial and long-term adverse effect on a person's ability to carry out normal day-to-day activities.</p>	<p>Changes to the fabric and physical layout of schools and classrooms may be required to accommodate pupils with physical or motor impairments. The child or young person may also require the help of a special needs auxiliary (SNA).</p>
<p>Language and communication disorders Difficulties in the processing of language affecting the ability to understand spoken and written language, and to talk.</p>	<p>Likely to require the provision of speech and language therapy services and specific training of teaching and SEN auxiliary staff. It may also require the use of special programmes including signs and symbols.</p>
<p>Autistic spectrum disorders A continuum of difficulties that are characterised by what is known as a triad of impairments:</p> <ul style="list-style-type: none"> ■ absence or impairment of two-way social interaction ■ absence or impairment of comprehension, the use of language and non-verbal communication ■ lack of imagination or abstract thought. <p>A form of autism known as Asperger's Syndrome is a condition with similar behavioural and social features to those of autism, but with no significant delay in language development or impairment in comprehension skills.</p>	<p>Specific training for mainstream staff may be required. A multidisciplinary team approach by the teacher, a support assistant and a speech and language therapist may be necessary.</p>
<p>Social, emotional and behavioural difficulties (SEBD) This term describes the difficulties of children and young people who are excessively quiet and withdrawn and the difficulties of those whose behaviour is consistently inappropriate. SEBD describes a continuum between behaviour that is disturbing and challenges teachers but is within normal bounds, to that which is indicative of serious mental illness.</p>	<p>The use of an individually tailored behaviour management plan may be required to support pupils with such difficulties. The provision of a supervised 'time out' room within a school can also be useful. Specific training for teachers will be required.</p>
<p>Learning difficulties This is a broad term used to describe the difficulties of children and young people whose general level of attainment and rate of progress are significantly delayed¹⁰ in comparison to that of their peers. Learning difficulties can be:</p> <ul style="list-style-type: none"> ■ Specific ■ Moderate ■ Severe ■ Profound ■ Complex and multiple. 	<p>Because of the broad nature of learning difficulties, the level of support will vary substantially, from additional support from their classroom teacher to the need for a modified curriculum with the requirement for a full-time SNA and nursing support. It is important that the needs of an individual with learning difficulties are appropriately assessed and identified and that learning targets and support are based on this identification.</p>

Source: Audit Scotland

¹⁰ Terms as per Scottish Executive School Census.

Staff involved in meeting needs

2.17 A range of staff from councils' education and social work services, the NHS and the voluntary sector are involved in meeting the needs of children and young people with SEN (Exhibit 4). Managing their contribution to the assessment, education and therapy needs of individuals in a co-ordinated and effective manner is one of the most difficult issues in the management of SEN provision. Including more children and young people with SEN in mainstream schools makes managing SEN provision more complex; the school has to consult and co-ordinate increased numbers of visiting specialist staff, and to manage the learning and teaching of pupils with a greater range of needs.

Exhibit 4: Staff involved in meeting the needs of children and young people with SEN

A wide range of staff is involved in meeting the needs of children and young people with SEN.

Education service central staff

Directors of Education and SEN managers are involved at a strategic level in the provision of support to schools, parents and individuals with SEN. They set and monitor budgets, approve educational placements, the allocation of auxiliaries and transport for children and young people with SEN. **SEN advisers** generally work at an operational level.

Educational psychologists are responsible, in collaboration with the school and in partnership with parents/guardians, for assessments of pupils with SEN. In addition to providing support, guidance and in-service training for school staff, psychological services also provide advice on SEN policy development.

School staff

The **headteacher** and **school management** team have overall responsibility for managing all functions in the school. Headteachers usually manage SEN provision in their schools.

The **support for learning teacher** will teach classes and individual pupils, support class teachers, co-ordinate the Individualised Educational Programme (IEPs), assess pupils with SEN and liaise with psychological services and other professionals involved in supporting learning and teaching.

The **class teacher** is responsible for the learning and teaching of all pupils in their classroom, including those with SEN.

The **peripatetic support teacher** is responsible for advice, guidance and support for school staff and for support and teaching of individual pupils in collaboration with the school.

Special needs auxiliaries (SNAs) are responsible for supporting one or more pupils in the school on a day-to-day basis.

Social work staff

Social work staff are responsible for making decisions about respite services and have a role in the future needs assessment of pupils with SEN at the leaving school stage. **Social workers** will contribute to assessment meetings where the social needs of pupils with SEN need to be taken into account. Within new community schools, social work staff may also be involved in supporting a child or young person with SEN within the school and community settings.

Health service staff

Paediatricians are responsible for the assessment and treatment of the specialist medical needs of children and young people.

School doctors are responsible for the assessment of the medical needs of individual pupils and for advising school staff of the medical support required. School doctors cover a number of schools within a given area.

School nurses are responsible for providing health advice to schools. In special schools and some mainstream schools nurses will deliver healthcare in a school setting, eg tracheotomy care.

Clinical psychology staff/Child and adolescent psychiatry staff assess the child or young person's mental health needs and may advise school staff on appropriate strategies and individual teaching approaches.

Therapists (occupational therapy, physiotherapy, speech and language therapy) provide therapy directly and advise and guide parents, teachers, and SEN auxiliaries on therapy programmes for individual pupils. They also advise on aids and adaptations.

The voluntary sector

Provide a range of services supporting a child or young person with SEN within the school and community settings. These include the provision of special schools, self-help groups, respite care and information and advocacy services.

3. What is likely to change as a result of the mainstreaming presumption?

- 3.1 This section examines the impact of the presumption of mainstreaming on the numbers of children and young people with special educational needs (SEN) in mainstream and special schools. It begins by considering the legislative requirements in detail and the current pattern of SEN provision.

The potential impact of the *Standards in Scotland's Schools etc. Act 2000*

- 3.2 Section 15 of the *Standards in Scotland's Schools etc. Act 2000* introduced a 'presumption of mainstreaming', that children and young people with special education needs will be educated '*in a school other than a special school*', except where it:

- '*would not be suited to the ability or aptitude of the child*'
- '*would be incompatible with the provision of efficient education for the children with whom the child would be educated*'
- '*would result in unreasonable public expenditure being incurred which would not ordinarily be incurred*'
- '*and it shall be presumed that those circumstances arise only exceptionally.*'

- 3.3 Section 15 should be viewed in the context of the other parts of the Act and within its wider legislative context. The *Education (Scotland) Act 1980* states that local authorities have a duty to provide '*adequate and efficient*' education. The *Standards in Scotland Schools etc 2000. Act* updates this duty to one where '*it shall be the duty of the authority to secure that the education is directed to the development of the personality, talents and mental and physical abilities of the child or young person to their fullest potential.*'

- 3.4 Circular 3/2002¹¹ issued by the Scottish Executive clarifies the extent of the exceptions for local authorities (Exhibit 5). However, parents will be able to challenge the precise extent of the exceptions, ultimately through the courts.

¹¹ Scottish Executive Education Department, *Standards in Scotland's Schools etc. Act 2000*. Guidance on presumption of mainstream education, April 2002.

Exhibit 5: Scottish Executive guidance on the presumption of mainstreaming

The Scottish executive guidance clarifies the exceptions to the presumption of mainstreaming.

... not be suited to the ability or aptitude of the child

'For a small number of pupils, the experience of mainstream schooling may not be the best means of developing their potential or providing them with adequate preparation for adult life. For example, some children may require a low stimulus environment which does not provide the intensity of auditory or visual stimulation found in a mainstream class.'

... be incompatible with the provision of efficient education for the children with whom the child would be educated

'Occasionally, the inclusion of a child with special educational needs may be incompatible with an education authority's duty towards all of the children in its care. Children regularly displaying severely challenging behaviour, for example, can have negative effects on the education of children around them and, in doing so, also on their own education. An education authority should consider appropriate support strategies before making alternative arrangements for any pupil.'

... result in unreasonable public expenditure being incurred which would not ordinarily be incurred

'It is expected that this condition should only be invoked in exceptional circumstances. This might arise, for example, where the expenditure to be incurred was completely out of scale with the benefits to the wider educational community. However, education authorities should also consider whether expenditure incurred in including a particular child in mainstream will make it easier and more cost-effective to include other children in future.'

Source: Scottish Executive

- 3.5 However, there are problems in defining a mainstream school which may complicate the interpretation of the presumption of mainstreaming. The *Education (Scotland) Act 1980* defines a special school as a school which is wholly or mainly for the education of children and young people with an RoN. The *Standards in Scotland's Schools Act 2000* refers to a mainstream school as a school which is not a special school. This leaves units and bases in mainstream schools, where children and young people with SEN may spend most of their time, undefined. If the situation arises where a parent takes legal action over a placing request, the courts will have to decide the definition of a mainstream school.

Placement decisions

- 3.6 Until the Act's provisions are in place and case law has been established, it is difficult to predict the extent of change that will

result from the presumption of mainstreaming, since these changes will be the result of a large number of individual placement decisions. In most cases, placement recommendations are made to the council following a multi-disciplinary meeting about the child or young person. Such meetings are commonly chaired by an educational psychologist and include parents or guardians, the child or young person involved (where appropriate), and other professionals as required, including, learning support staff, social workers, therapy staff and paediatricians.

- 3.7 Placement decisions involve a judgement as to whether a school has the ethos and the capacity to meet the needs of individual pupils with SEN, rather than a choice between a 'mainstream' or a 'special' school. In addition, split placements where pupils spend part of the time in mainstream classes and part in specialist centres in the school, or in another establishment, may best meet the needs of some pupils.
- 3.8 Many of the parents of children with SEN who attended focus groups said that they would be willing for their children to attend mainstream schools if the school was able to meet their child's needs. However, they were adamant that children and young people should not be required to attend mainstream schools against their own or their child's wishes. This means that, if more children and young people with SEN are to be successfully included within mainstream schools, mainstream schools will have to be the first choice for parents. Councils need to convince parents that SEN provision in mainstream schools can meet their child's needs. This will require councils to ensure that mainstream schools have the capacity to meet the needs of pupils with SEN.

'Parents want reassurance about proper resourcing.'
Depute Director of Education

Recommendations

1. The Scottish Executive should clarify the definition of a mainstream school and the status of special units and bases in mainstream schools in the light of the 'presumption of mainstreaming'.

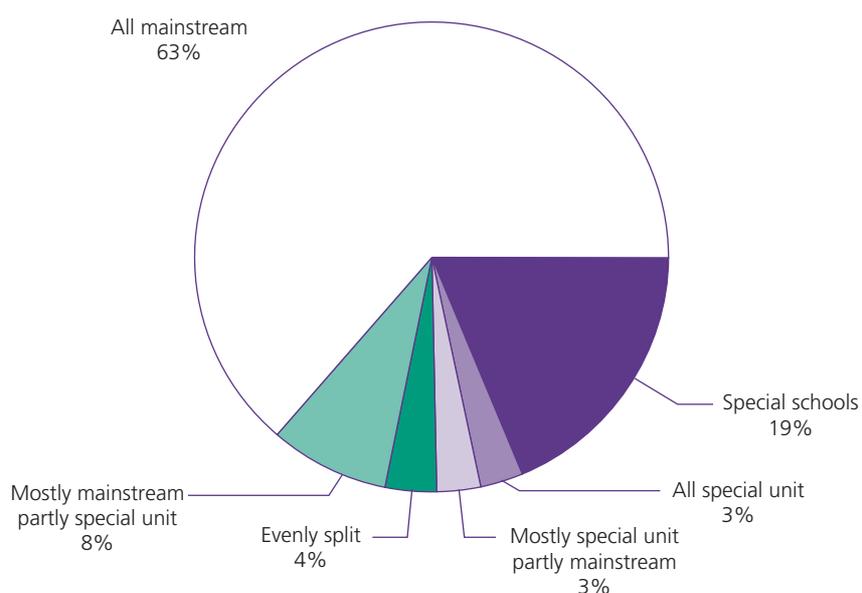
The current pattern of SEN provision

3.9 Across Scotland, there are currently 44,000 pupils assessed as having SEN educated in publicly funded schools, 5.9% of the school population. Around 8,200 pupils are educated in publicly-funded special schools. The percentage of pupils educated in special schools has remained steady for the past seven years¹².

3.10 Exhibit 6 shows the number of pupils assessed as having SEN attending local authority schools in Scotland and the type of school they attend. The majority of pupils assessed as having SEN are currently educated within mainstream schools, but almost 1,300 pupils with SEN in mainstream schools spend all of their time in special units attached to mainstream schools.

Exhibit 6: School provision for pupils with special educational needs

Most pupils assessed as having SEN are educated in mainstream classes in mainstream schools.



Source: Scottish Executive, school census 2001

3.11 Pupils with an RoN are much more likely to be educated in a special school or in special units attached to a mainstream school than pupils assessed as having SEN but without an RoN. Although 57% of children and young people with an RoN are educated in mainstream schools, about half of them split their time between mainstream classes and special units attached to their school. Over 95% of children and young people assessed as having SEN but without a Record of Needs are educated in mainstream schools, with the majority educated in mainstream classes.

¹² Scottish Executive, Summary results of the September 2001 school census, June 2002.

3.12 Not all councils have specialist provision available to meet the needs of all their children and young people, and a number of councils purchase places in special schools from other councils, the private or the voluntary sectors. Many pupils are educated in day provision within travelling distance of their home, but some are educated in residential accommodation some distance away, with a small number of pupils educated in highly specialist provision outside Scotland. Overall, 2,500 pupils are educated outside their own council's provision¹³; 38% in other councils, 24% in the voluntary sector, 26% in the private sector, 10% in grant-aided special schools and 3% outside Scotland¹⁴.

Variation in the number of pupils with SEN among councils

3.13 There is considerable variation among councils in the number of pupils assessed as having special educational needs (Exhibit 7). On average, around 5.9% of pupils in Scotland's schools have SEN, and about 2.2% have an RoN. The percentage of pupils assessed as having SEN varies widely from just over 2% in East Dunbartonshire to over 11% in the City of Edinburgh Council. There is a similar variation in the number of pupils with IEPs¹³. Some of this variation is due to differences in the definitions of SEN used by councils, combined with differences in the processes involved in assessments. There is some doubt therefore as to whether this information represents a like for like comparison among councils, as there is no validation of the school census information submitted by headteachers.

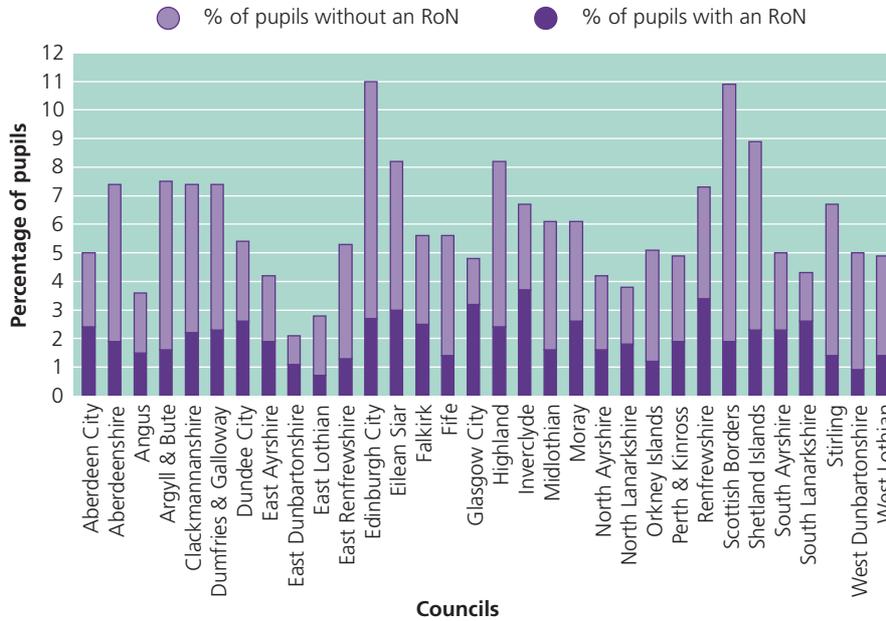
3.14 The percentage of pupils with an RoN varies from less than 1% in East Lothian to over 3% in Inverclyde. Fieldwork conducted by HMIE as part of this study has indicated that a number of children and young people who appear to meet the criteria for an RoN do not have one. There has been debate over the RoN process and the Scottish Executive has brought forward proposals to change legislation on the RoN. Until that time councils are required to abide by current legislation.

¹³ Audit Scotland survey of councils.

¹⁴ Figures do not add up to 100% due to rounding.

Exhibit 7: The percentage of pupils with special educational needs across Scotland

There is considerable variation in the number of children and young people assessed as having SEN among councils.



Source: Scottish Executive, school census 2001

3.15 Boys make up two-thirds of pupils with an RoN and 58% of pupils without an RoN but with Individualised Educational Programmes (IEPs). Reasons for differences in incidence of SEN between boys and girls are complex and may be related to the increased vulnerability of boys to a range of conditions. The Scottish Executive publication: *Interchange 70: Gender and pupil performance*¹⁵ reported that ‘there was some suggestion that when boys were having difficulties they were more conspicuous and disruptive than girls’. However, the preponderance of boys raises concerns about whether the needs of either gender are being over or under-identified and whether schools are responding effectively to these needs.

3.16 Only a third of councils currently collect information on the number of pupils assessed as having SEN from minority ethnic communities, although the 2002 school census will include information on pupils from minority ethnic backgrounds. To ensure that children and young people from minority ethnic communities are not over or under-represented and to ensure that their particular needs, eg language, are being met, this information should be gathered and analysed.

¹⁵ Interchange 70: Gender and pupil performance, Scottish Executive, September 2001.

Recommendations

2. To improve the consistency of school census information and enhance its value in service planning, the Scottish Executive should discuss with local authorities mechanisms for validating school census data submitted by headteachers.

3. The Scottish Executive should undertake research to identify whether the differences in the number of boys and girls identified as having SEN is the result of genuine differences in the level of support required, with a view to ensuring that arrangements for identifying, and meeting, the SEN of both boys and girls are effective.

4. Councils should collect information on the number of pupils from ethnic minorities assessed as having SEN to help ensure that they are identified effectively and that their needs are subsequently met.

What is the current pattern of placements?

3.17 Exhibit 8 gives a breakdown of the main impairment of all 8,200 children and young people in special schools and those 9,300 children and young people with an RoN in mainstream schools, using the most common school census categories.

3.18 Pupils with each type of impairment are educated in both mainstream and special schools, although the percentage educated in each sector varies depending on the nature of the impairment, eg:

- the majority of pupils with specific learning difficulties, eg dyslexia, are educated in mainstream schools
- roughly equal proportions of children and young people with moderate learning difficulties are educated in mainstream or special schools
- the majority of children and young people with complex or multiple impairments are educated in special schools.

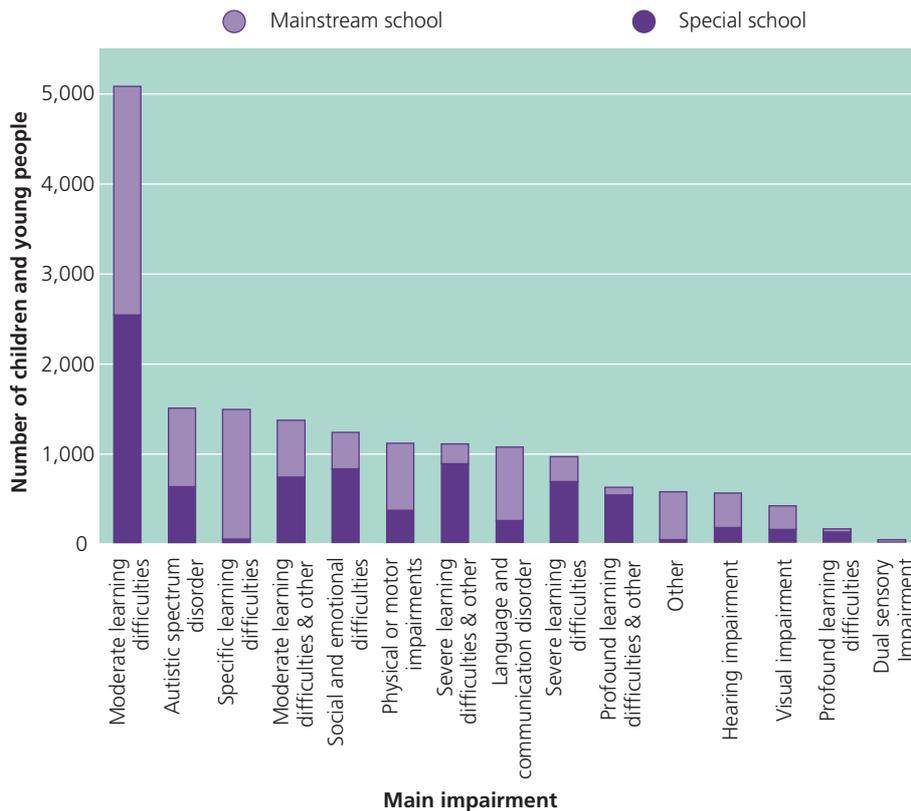
3.19 The number of pupils diagnosed as having autistic spectrum disorders with an RoN has increased by 85% over the past four years from 819 to 1,515. Education service staff do not know whether this is due to a genuine increase in: numbers; the rate of diagnosis; the number of autistic children with an RoN; or a combination of all three. Over the same period, there was a 43% reduction in the number of pupils with profound learning difficulties and a 64% reduction in dual sensory impairment, although in these cases the

'We have seen a severely autistic boy with massive behavioural and learning difficulties developing into a very happy, enthusiastic learner. We have seen staff realise that we can support autistic pupils in school.'
Headteacher

number of pupils involved was small. The numbers of children and young people with the other impairments in the chart has been relatively stable.

Exhibit 8: The conditions affecting children and young people with Special Educational Needs and the category of school

The degree of 'mainstreaming' varies according to impairment.



Source: Scottish Executive, school census 2001

3.20 Information is not available on the main impairment of children and young people assessed as having SEN who attend mainstream schools but do not have an RoN. These children and young people represent 63% of all pupils assessed as having SEN. Because of the criteria for opening an RoN, pupils without a record are likely to have different impairments from those with an RoN. Council staff interviewed believed that children and young people with social, emotional and behavioural difficulties (SEBD) were less likely to have an RoN than those with physical impairments, which will understate the number of pupils with SEBD in mainstream schools. This is important because children and young people with SEBD are considered by many headteachers to require the most support to include in mainstream education (paragraph 3.33).

- 3.21 Although it may not be practical to collect detailed information on the nature of the impairment of every pupil assessed as having SEN, it is important that adequate information is available, to:
- inform policy and planning decisions locally and nationally
 - make decisions on budgets and resource distribution.
- 3.22 Extending the collection of detailed information to those pupils with an IEP as well as those with an RoN may meet these needs.

Recommendations

5. Councils and the Scottish Executive should collect information on the nature of the impairment of pupils assessed as having SEN but who do not have an RoN. The collection of more detailed information about pupils with IEPs in addition to those with RoNs may facilitate this.

Variations in mainstreaming among councils

- 3.23 The effect of mainstreaming will depend on the current position of each council. Exhibit 9 shows the percentage of each council's school-aged population educated in special schools. There are substantial differences among councils in the percentage of children and young people currently educated in special schools¹⁶, from almost zero to 2.5% of pupils. The percentage of pupils educated in special schools has remained steady for the past 7 years¹⁷.
- 3.24 Around 8,200 pupils are educated in councils' special schools. In general, rural councils make less use of special schools than urban councils do¹⁸, although this is not always the case, eg Dundee has a lower percentage of pupils educated in special schools than other city councils, whilst Aberdeenshire makes more use of special schools than some urban councils. The changes in service provision arising from mainstreaming may therefore be greater in some, predominantly urban, councils than in others. The school census information indicates that the biggest variation in the extent of mainstreaming is in pupils with moderate learning difficulties.

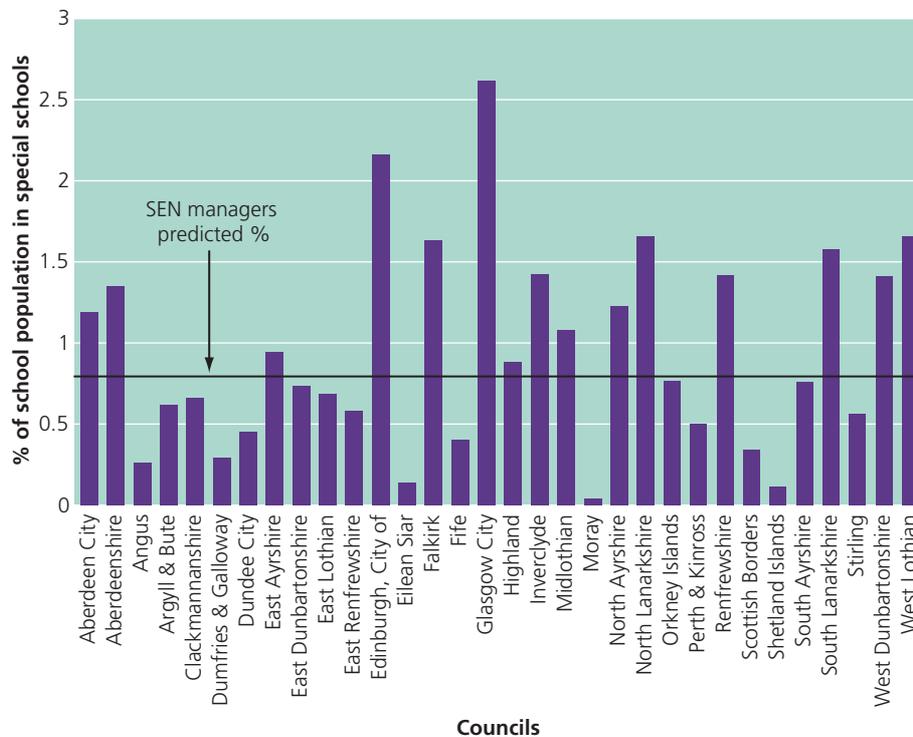
¹⁶ Irrespective of whether the special school attended in their council or outside it.

¹⁷ Scottish Executive, school census 2001.

¹⁸ There is a significant correlation between the percentage of pupils from each council educated in special schools and rural settlement pattern ($r^2= 0.66$).

Exhibit 9: The percentage of children and young people in special schools by council

There is a significant variation in the percentage of pupils in special schools among councils.



Source: Audit Scotland survey of councils

How many children and young people with SEN could be educated in mainstream schools?

The views of senior SEN managers

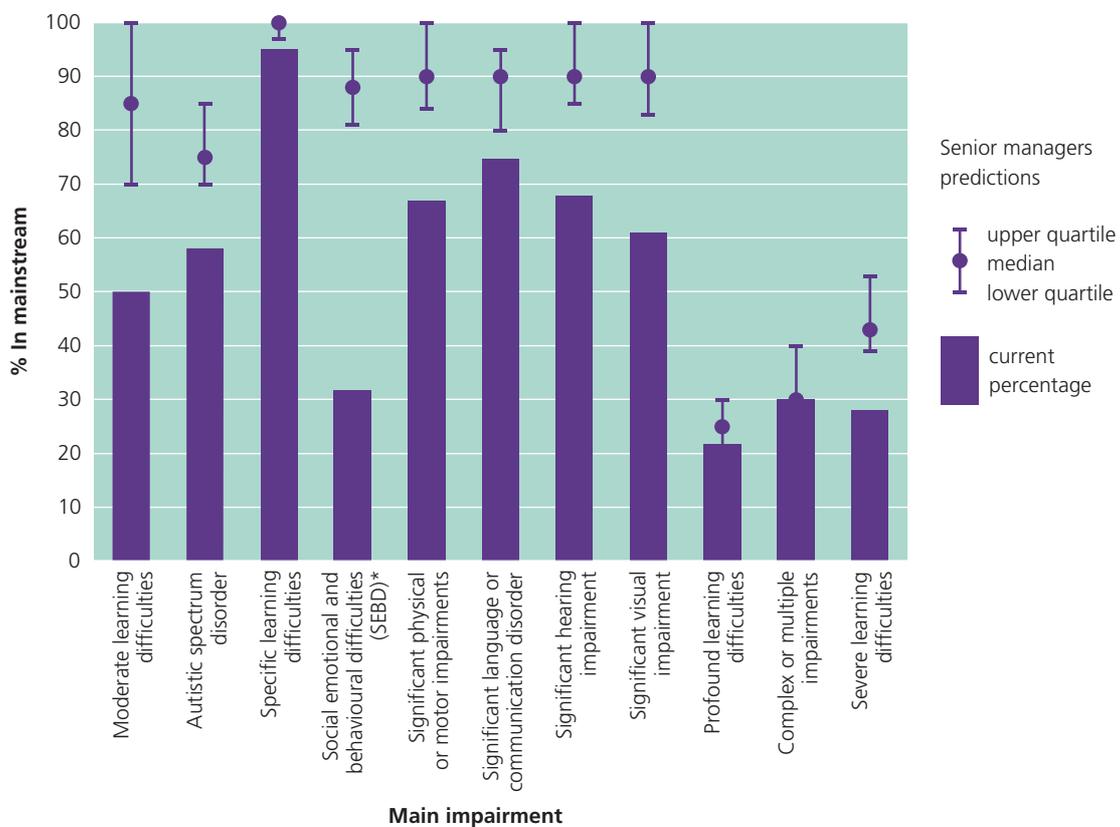
- 3.25 Any estimate of the changes arising from the presumption of mainstreaming needs to take into account the numbers of pupils with each impairment currently educated in special schools and the potential for educating children with similar needs in mainstream schools in the future.
- 3.26 Senior SEN managers in each of the 32 councils were asked to predict the percentage of children and young people with the most common impairments that will be included in mainstream schools by 2007. Exhibit 10 illustrates their responses, showing the current percentage of pupils within mainstream schools and the range of predictions made by managers¹⁹.

¹⁹ Lower quartile = one quarter of senior managers predict that this percentage, or less, will be educated in mainstream schools, Median = the mid-point of managers' predictions, upper quartile = one quarter of senior managers predict that this percentage, or more, will be educated in mainstream schools.

3.27 These responses suggest that many of the children and young people with SEN currently educated within special schools could be educated in mainstream schools. Using the middle of the range of senior manager predictions as a benchmark, a reduction of around 3,200 (39%) in special school rolls is possible by 2007.

Exhibit 10: Senior managers' predictions of the percentage of children and young people with SEN that will be educated in mainstream schools in 2007 compared with the current percentage

Most senior managers consider that the number of children and young people educated in mainstream schools will increase considerably.



* Information on the current percentage is thought to be understated (see para.3.20).

Source: Audit Scotland Survey of council managers, summer 2002/Scottish Executive, school census 2002

3.28 These predictions can be used to calculate the potential change in numbers of pupils in special schools across Scotland (Exhibit 11). This shows that the majority of children and young people remaining in special schools would be those with severe and profound learning difficulties, complex or multiple impairments, severe autistic spectrum disorders and SEBD. The biggest reductions in special school numbers (and increase in mainstream school numbers) would result from more pupils with moderate learning difficulties being mainstreamed.

Exhibit 11: Potential change in special school populations (based on the mid-point of senior manager predictions)

The biggest potential change is in the number of pupil with moderate learning difficulties.

Impairment	Current pupils in special schools	Predicted pupils in special schools	Predicted increase in mainstream school population	Predicted percentage reduction in special school population
Hearing impairment	180	60	120	67
Visual impairment	170	50	120	71
Mobility or motor impairment	380	110	270	71
Language or communication disorder	270	110	160	59
Moderate learning difficulties	2,550	780	1,770	69
Severe learning difficulties	700	570	130	19
Profound learning difficulties	140	130	10	7
Specific learning difficulties	60	0	60	100
Autistic spectrum disorder	640	380	260	41
Complex or multiple impairments	2,270	1,930	340	15
Social emotional and behavioural difficulties*	840	840	0	0
Total	8,200	4,960	3,240	40

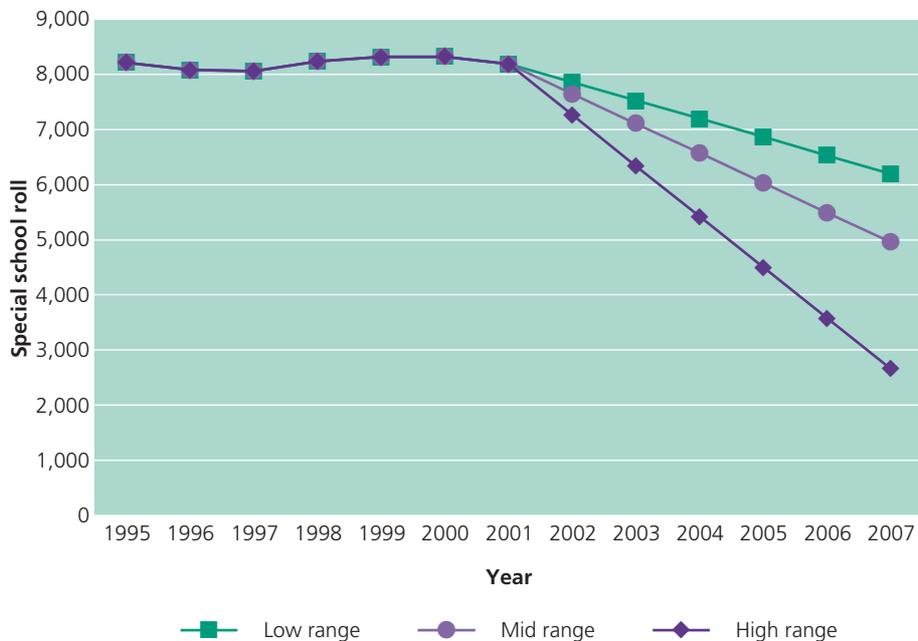
* Because the current percentage of pupils with SEBD in mainstream schools is understated and pupils in special schools at the severe end of the range, the predicted increase in mainstream population has been set to zero.

Source: Audit Scotland Survey of council managers/Scottish Executive, school census 2001

3.29 By looking at the range of senior managers predictions it is possible to look at the potential changes to special school populations based on the range of SEN manager estimates (Exhibit 12). Although the changes implied by this analysis appear significant, 18 councils in Scotland already educate more pupils in mainstream schools than the mid-range prediction made by SEN managers.

Exhibit 12: Potential changes in the roll of publicly funded special schools

Special school rolls have remained stable over the past few years but could fall significantly if the potential for mainstreaming is realised.



Source: Audit Scotland survey of council managers/Scottish Executive, school census 2001

- 3.30 Although SEN managers predict a 40% reduction in special school rolls, this represents an increase of just 9% in the number of pupils with SEN in mainstream schools (because the majority of pupils with SEN are already educated in mainstream schools), and represents an increase of less than 0.4% in pupil numbers overall (about 1 in 225).

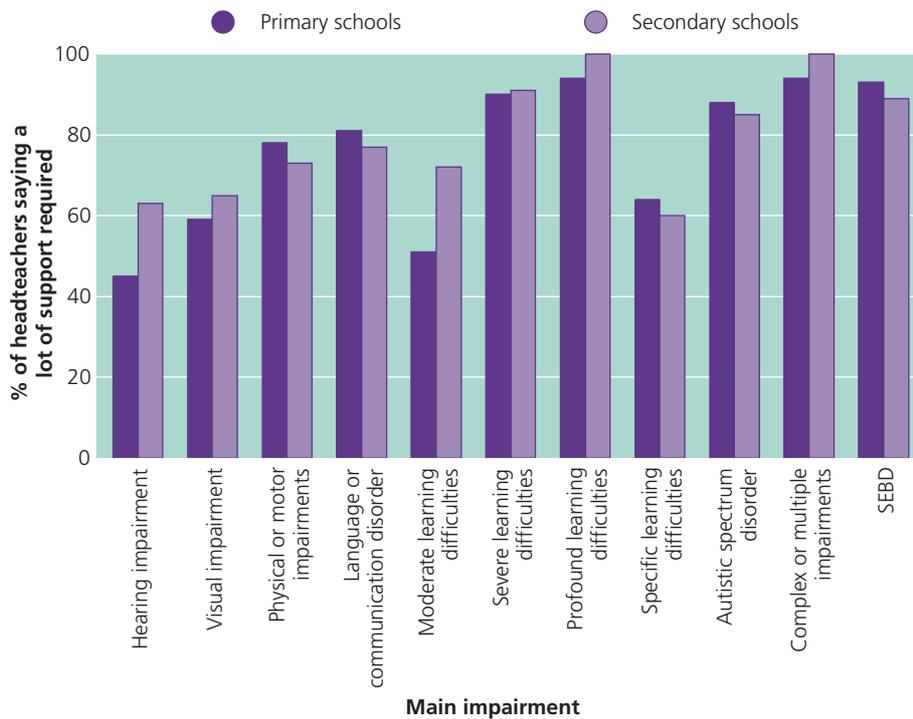
The views of headteachers on the level of support required to include pupils with SEN in mainstream schools

- 3.31 Headteachers were asked a separate, but related, question about how much support is needed to include pupils with SEN in mainstream classes on a scale of 1 (least support) to 4 (most support). Exhibit 13 shows the percentage of headteachers who responded 3 or 4 to this question for a number of school census categories of SEN.
- 3.32 In general, the categories of SEN pupils that senior managers predicted would be increasingly included in mainstream coincided with those that headteachers felt required the least support to include in mainstream classes.
- 3.33 Overall, headteachers felt that pupils with physical and sensory impairments and moderate and specific learning difficulties required lower levels of support to be included in mainstream schools than

those with severe and profound learning difficulties, autistic spectrum disorders and SEBD. However, many pupils with SEBD and autistic spectrum disorders are currently educated in mainstream schools and so headteachers responses may relate to the impact of pupils with these SEN on other children in mainstream classes.

Exhibit 13: Headteachers’ views on the level of support required for mainstreaming

Headteachers felt that pupils with physical and sensory impairments required less support than pupils with SEBD, autistic spectrum disorders and severe, profound or complex learning difficulties.



Source: Audit Scotland survey of headteachers

Conclusions

3.34 This section shows that the presumption of mainstreaming could mean that 2,000 and 5,000 more pupils with SEN will be educated in mainstream schools than is currently the case. The biggest change is likely to be an increase in the number of pupils with moderate learning difficulties (MLD) and physical or sensory impairments in mainstream schools. It is likely that special schools will continue to cater for a smaller number of children, most of whom will have severe and complex needs.

3.35 The actual change in the number of pupils with SEN educated in mainstream and special schools will depend largely on how the exclusions to the presumption of mainstreaming legislation are

interpreted. The extent of change required in individual councils will reflect their current position.

- 3.36 However, the level of change should not be over-estimated. Although SEN managers predict a 40% reduction in special school rolls, this represents an increase of only 9% in the number of pupils with SEN in mainstream schools, and an increase of less than 0.4% in pupil numbers overall (about 1 in 225).

4. What will be the effect of the changes on services and costs?

- 4.1 The previous section showed that there is likely to be a significant increase in the number of pupils with SEN educated in mainstream schools. This section looks at the changes required to support these pupils in mainstream schools and how much these may cost.
- 4.2 The increase in the number of pupils with SEN in mainstream schools is likely to lead to increased expenditure resulting from:
- capital costs, or revenue funding for PPP schemes, to improve the accessibility of schools to pupils with SEN and disabilities and provide additional facilities to support inclusion in mainstream schools
 - transitional costs of changing provision for SEN, eg reducing or altering special school provision
 - ongoing revenue costs associated with the need for additional staff to support the inclusion of pupils with SEN in mainstream schools
 - the cost of staff training and development
 - the need for therapy, nursing and medical provision from the NHS to an increased number of schools
 - curriculum development and additional information technology.
- 4.3 The section concludes with an estimate of the overall cost of the mainstreaming presumption and providing access to schools for pupils with disabilities. It is difficult to calculate an exact cost for the whole of Scotland because:
- many councils do not have firm plans for responding to the mainstreaming legislation – therefore there is no firm basis for costings
 - the inclusion of pupils in mainstream schools is a continuing process and it is not clear when the end point will be reached; if pupils with more severe difficulties are included in mainstream schools, the costs will be much higher

- the legislation has yet to come into operation and the extent of mainstreaming (and therefore costs) may be influenced by case law determination on how the exceptions to the presumptions of mainstreaming are interpreted.

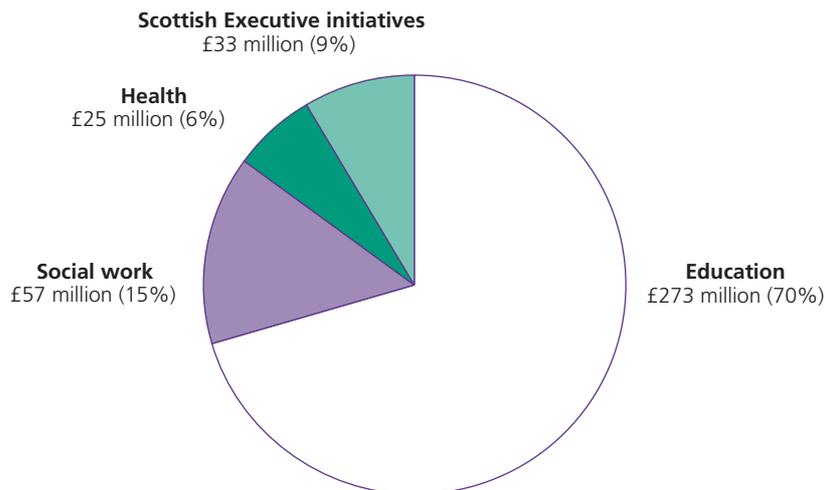
4.4 To take account of these difficulties, a range of costs has been calculated, depending on a number of assumptions, for example high and low estimates of the additional number of pupils with SEN educated in mainstream schools. Overall the increase in expenditure in councils is likely to be between £38 million to £121 million per year. The methodology used to estimate these costs is described in Appendix 3.

The current pattern of expenditure on special educational needs

4.5 Exhibit 14 shows the pattern of the £388 million expenditure on SEN in Scotland in 2001/2002. The majority (£273 million) is in education and represents around 9% of councils' total education spend. The remainder comes from social work (£58 million), the NHS (£25 million) or is funded via specific grants from the Scottish Executive (£33 million). Council expenditure on SEN has increased by 43% over the past five years. This is greater than the 30% increase in councils' overall education expenditure over the same period.

Exhibit 14: Expenditure on special educational needs in Scotland

The majority of SEN expenditure is in education.



Note: Education expenditure excludes £14 million paid to NHS to provide speech and language therapy services.

Source: Audit Scotland survey of councils and NHS providers

4.6 Education departments spend between 20% and 80% of their SEN budget in mainstream schools. If more pupils with SEN are to be

- 4.9 No statistically significant correlations were found between the two measures of council expenditure on SEN²⁰ or with deprivation²¹, rural settlement pattern, or the percentage of the school population in special schools. This is probably because of the difficulty in comparing the number of pupils assessed as having SEN identified in paragraph 3.13, combined with the variation in types of provision.

Property adaptations to support the inclusion of pupils with SEN

- 4.10 Property adaptation is one of the biggest costs associated with the inclusion of pupils with SEN in mainstream schools. The section below looks at:

- the need for property adaptations
- the cost of property adaptations, including how the cost of individual adaptations build up to a whole school cost
- funding property adaptations, including an examination of public private partnerships.

- 4.11 In addition to the *Standards in Scotland's Schools, etc Act 2000*, property adaptations may be required because of the *Special Educational Needs and Disability Act 2001* and the *Education (Disability Strategies and Pupils' Educational Records) (Scotland) Act 2002*. Councils are required to prepare accessibility strategies to improve access, over time, to education for pupils with disabilities by April 2003.

The need for property adaptations

- 4.12 There is a need to adapt mainstream schools to improve physical access, floor area, and provision for pupils' medical and therapy needs. Education managers reported that about 85% of primary schools and 75% of secondary schools are not fully accessible to pupils with physical disabilities and that around 42% of schools will require extensive refurbishment (Exhibit 16).
- 4.13 Of equal importance, but not yet quantified, is the extent to which facilities for pupils with sensory impairment need to be improved, eg the need for noise reduction mechanisms for pupils with hearing impairments. The headteachers' survey indicated that about half of

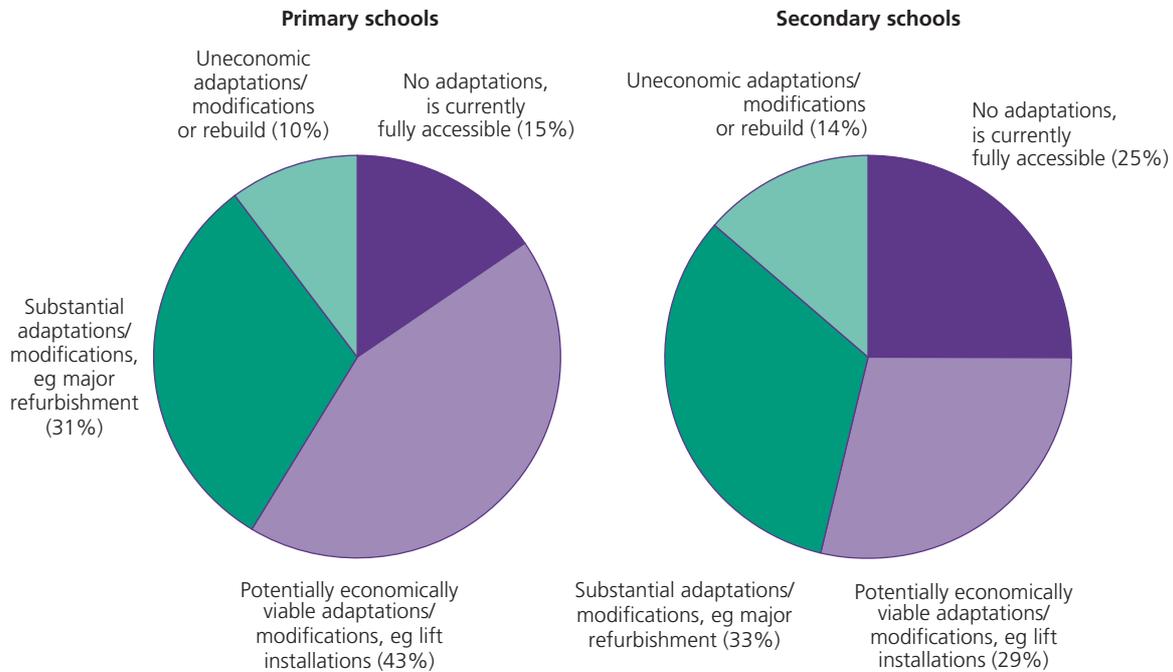
²⁰ There were no statistically significant correlations between the two measures of council expenditure on SEN²² ($r^2 = 0.26$) or with, (cost per pupil with SEN first) deprivation²² ($r^2 = 0.15$, 0.13) rural settlement pattern ($r^2 = -0.26$, 0.23) the percentage of the school population in special schools. ($r^2 = 0.33$, 0.19).

²¹ The Scottish index of multiple deprivation.

schools required adaptations to make them accessible to pupils with hearing or visual impairment.

Exhibit 16: Level of adaptations required to meet accessibility legislation

A large number of schools may require adaptations to make them accessible.



Note: Information represents 2,047 (90%) primary schools and 359 (92%) secondary schools.

Source: Audit Scotland survey of councils

4.14 Overall, 407 (17%) schools were considered fully accessible, 987 (41%) required some adaptations, 753 (31%) required substantial adaptations and 259 (11%) would be uneconomic to modify. The adaptations required depend on the age and design of the property. For example some older Victorian schools require substantial modifications to make them accessible, but have large classrooms with sufficient space for wheelchairs and walking frames.

4.15 Therapy staff pointed out the consequences of lack of access and the need for therapy accommodation. One therapist quoted examples of conducting therapy sessions in the playground of a one classroom school because of a lack of suitable accommodation. Adding a therapy suite, which is urgently needed, would have significant cost implications for this school. Another therapist explained how a child who relied upon a frame to walk was unable to use it in the school as the classroom was too cramped and the doorways too narrow. The result was that the child did not walk at school and was only able to be independently mobile outwith the school and at home. This had obvious implications for the child’s development and independence.

‘Our school is a Victorian building and would present great difficulties for pupils with physical or motor difficulties, there is a lack of medical facilities and adequate toilet facilities.’
Headteacher

The cost of individual property adaptations

4.16 For some schools the cost of property adaptations may be relatively modest if the number of adaptations required is small. In some cases the range is substantial, reflecting the different sizes of schools and different starting circumstances, eg:

- Ramps and handrails (each) – £500 to £8,000
- Chair/Stair lifts at entrance – £12,000 to £15,000
- Installation of new lift – £43,000 to £100,000
- Evacuation chair – About £700
- Widening doors (each) – £1,000 to £1,500
- Disabled toilet – £1,480 to £11,000
- Disabled toilet combined with showering/changing facilities – £2,000 to £25,000
- Disabled toilet and medical room – About £19,500
- Adaptations to home economics/life skills area – About £45,000
- Alteration in garden to provide footpath – About £2,000
- Adaptations/signing to car parking areas – About £1,750
- Soft Play Area – £3,000 to £15,000

(source of examples Highland Council, Stirling Council and Glasgow City Council).

4.17 There may also be a need for specialist furniture and equipment, soft furnishings, carpets etc. as well as an overall increase in space available for additional storage, increased circulation space, quiet rooms etc. All this will be dependent on the size and layout of the school itself and the needs of the pupils it is intended to accommodate.

The cost of adapting a whole school

4.18 The overall cost to a council of making schools accessible to pupils with SEN will depend on the accessibility of the school estate and policy on placements.

4.19 The cost of adapting a 'typical' large urban primary school to be fully accessible to all pupils, regardless of the nature of their disabilities, was estimated by one council to be over £1 million. Exhibit 17 shows how this total is derived and illustrates which pupils may benefit from each adaptation. Some adaptations will benefit all pupils in the school regardless of whether they have SEN, for example, all pupils will benefit from a quieter environment if classrooms are carpeted, other adaptations will benefit pupils with particular impairments. The cost of adapting smaller schools will be lower, for example, one rural council has estimated that the cost will be in the region of £500,000 per school.

- 4.20 Placement policies can have a substantial impact on overall costs. Using the schools in Exhibit 17 as an example, to make the secondary school and four feeder primary schools accessible to all potential pupils would cost £8.1 million (4 x £1.1 million + £3.7 million). However, if only one feeder primary was made accessible the cost would fall to £4.7 million. One solution may be to allow each primary school to specialise in the inclusion of children and young people with a particular type of impairment at a total cost of £5.2 million (£3.7m + £602k + £406k + £395k + £70k).
- 4.21 Each council will need to make its own decisions on adaptations based on an option appraisal that takes into account the way its schools are currently configured, including the distribution of spare capacity, the needs of pupils and the resources available.

Exhibit 17: Examples of the cost of adaptations to make a large primary school fully accessible to pupils with SEN

Different adaptations benefit pupils with differing needs.



	Example primary school	Physical impairment	Visual impairment	Hearing impairment	SEBD
Entrance ramp/ramp to reception	£10,000	*			
Chair lift at entrance	£12,000	*			
Adaptation to internal lift	£2,500	*			
Installation of new lift	£50,000	*			
Ramp to dining area/servery	£5,000	*			
Disabled toilet etc	£4,100	*			
Fire exit, ramp and adaptation	£7,000	*			
Fire proof assembly points	£100,000	*			
Soft play area	£15,000	*			
Adaptation of corridors	£30,000	*	*		
Worktops and sinks	£23,500	*			
Carpeting	£20,000			*	
Double glazing	£25,000			*	
Stair treads	£20,000		*		
Heavy curtaining	£40,000		*	*	
Specialist repainting	£6,000		*		
Electrical rewiring and specialist lighting	£300,000		*	*	
Strobe warning lights	£10,000			*	
Low noise warning claxon	£10,000		*		
Security measures	£40,000				*
Traffic management schemes	£3,500	*			
Secure equipment storage area	£10,000	*			
Behaviour support base	£15,000				*
Multi-sensory rooms*	£15,000				*
Hydrotherapy pool*	£150,000	*			
Additional accommodation	£180,000	*			
Total	£1,104k	£603k	£406k	£395k	£70k
Secondary school total (detail not shown)	£3,677k	£1,607k	£1,800k	£1,830k	£160k

Source: Glasgow City Council

Adaptations to meet the needs of individual pupils

- 4.22 Because the costs of conversion to increase accessibility can be so great, it may be preferable in small rural schools to adapt school buildings as and when an individual pupil requires special facilities.
- 4.23 For example, the forward planning process of one rural authority identified that a young wheelchair user would shortly be starting at her local primary school. An occupational therapist identified, and prioritised, the work required. The adaptations required were specific both to the needs of the pupil and to the circumstances of the school. The type of work and the estimated costs (exclusive of architect fees as well as VAT) are shown in Exhibit 18. The total cost of the work identified was £12,600.

Exhibit 18: Cost of adaptations to facilitate access for an individual pupil to a small rural school

Adaptations to meet the needs of individual pupils may be cost effective in small schools.

Priority	Works required	Cost estimate
1 Access to the school	Provide ramped access to main school entrance	£800
	Provide ramped exit from fire door at front of school	£500
	Provide ramped exit from fire door at back of school	£800
	Adjust threshold bars on doors	£200
2 Toilet facilities	Formation of disabled toilet/changing cubicle	£2,000
3 Mobility within the school	Make cloakroom space accessible	£100
	Widen doors to 800mm (from 760mm)	£1,000
	Lower sink heights in classrooms	£500
4 Therapy room	Create physiotherapy room in existing space	£2,000*
5 Mobility around the school grounds	Remove raised area by entrance, level off with car park	£2,500
	Continue slabbed path around perimeter of school	£1,200
	Provide ramp to patio area	£500
	Provide ramp to grassed play area	£500
Total		£12,600

*Note: Excludes the cost of physiotherapy equipment.

Source: Highland Council

The cost of property adaptations

- 4.24 In order to determine the total cost of property adaptations to support the mainstreaming of pupils with SEN, information was compiled from the council survey of schools requiring adaptations. This was combined with cost assumptions based on the examples above. It was estimated that the cost of the adaptations would be

between £268 million and £517 million over a 20-year period, equating to an annual cost of between £13 million and £26 million per year (details of the methodology are included in Appendix 3).

Funding property adaptations

4.25 There are three routes for councils to fund changes in school provision:

- revenue expenditure for small adaptations
- capital expenditure
- Public Private Partnerships (PPP) or Private Finance Initiative (PFI) contracts.²²

4.26 Councils tend to use revenue expenditure for minor adaptations to meet the needs of individual pupils as described in Exhibit 18. For more major work, for example, the adaptations described in Exhibit 17, schools will rely on capital expenditure and PPP. Currently non-PPP capital tends to be used for smaller capital improvement and maintenance projects and nearly all major refurbishment and new school investment is planned for delivery through PPP.

Use of Public Private Partnerships

4.27 With the provision of new schools and major refurbishments through PPP, there is an opportunity to provide up-to-date facilities to support inclusion. This is important because it is likely to be cheaper in the long run to incorporate the necessary provision from the outset rather than make expensive adaptations later.

4.28 The trend towards inclusion has been developing over recent years and councils undertaking PPP projects should have been taking account of this when planning their PPP projects. Although the plans for the first PPP projects were underway prior to the *Standards in Scotland's Schools etc. Act 2000* and the *Education (Disability Strategies and Pupils Educational Records) Act 2002*, other legislation such as the *Disability Discrimination Act 1995* provided a context within which to consider the future requirements of school buildings.

4.29 Three councils' PPP projects, covering 15 schools were reviewed by the study team. Three secondary schools (one from each council) and one primary school were visited and projects were discussed with senior officers from each council involved and with teaching staff from the schools themselves.

²² Public Private Partnerships (PPPs) are a key element of the Government's strategy for delivering modern high quality public services and promoting the UK's competitiveness and cover a range of business arrangements. PFI contracts are part of the PPP approach.

- 4.30 The projects examined had taken account of existing legislation regarding disability access when designing new or refurbished schools. However, there was little evidence that anything other than physical access had been considered. Council officers expressed concerns about the tension between the financial pressures and the provision of facilities for SEN.
- 4.31 Overall, consultation with stakeholders with an expertise in SEN was poor, although it varied among councils. There was no consultation with any disability support groups as part of the PPP process in any of the projects examined. The degree of involvement of educational professionals who were specialists in SEN varied, while health service managers were rarely consulted and therapists were not consulted at all, despite their role in providing advice on the facilities required to support a range of disabilities. There were no dedicated therapy rooms in the schools visited. Medical rooms were provided in all new-build projects but they are not generally suitable for therapy services.
- 4.32 The level of guidance on SEN given to contractors varied. For example, different sizes were specified for classrooms, with little or no evidence of specific consideration of how much bigger a classroom needed to be for pupils who used a wheelchair, a walking frame or any other type of physical support equipment. Of the projects visited, the smallest classroom size was 50 square metres, which would be too small to accommodate 30 pupils if one was a wheelchair user. One example of good practice was Balfron High School in Stirling Council (Exhibit 19). The school, provided through a PPP, has an average classroom size of 70 square metres and there was other evidence of the school design supporting inclusion, eg the provision of wide corridors and classroom doors, and the school design make the most flexible use of available space.

Exhibit 19: New school design supporting inclusion

At 70m² area general teaching classrooms in Balforn High School are large enough to accommodate pupils who are wheelchair users.



Source: Audit Scotland/Stirling Council

- 4.33 There were few facilities in classrooms to support pupils with a hearing impairment, although some buildings had incorporated a limited hearing loop system in the theatre/hall area. Provision for pupils with a visual impairment was equally poor. Only one school visited had adaptations for pupils with a visual impairment, using specialised rubber matting to denote stairwells.
- 4.34 There was little evidence that the needs of pupils with behavioural difficulties had been considered. For example, few cool-off/quiet rooms or additional classroom accommodation were available.
- 4.35 The Accounts Commission's recent report '*Taking the initiative - Using PFI contracts to renew council schools*' (June 2002) highlighted similar issues. The report noted that there had been some informal sharing of good practice about the specification of the accommodation requirements underpinning the 25- and 30-year PPP contracts. However, there were no agreed common standards in critical areas such as classroom sizes and the technical and environmental output requirements for schools, eg classroom lighting requirements. It

confirmed the need for councils to take account of a wider set of issues of educational policy and development in planning future schools provision. It said greater consensus could and should be established in specifying school requirements and it recommended the Scottish Executive should lead research on best practice in Scotland to promote equity and best value in future projects. The Scottish Executive is examining how to implement this recommendation to assist the development of the next round of PPP schools contracts. These will have an estimated investment value of more than £1 billion and will be implemented over the next three to four years.

- 4.36 The joint Scottish Executive/COSLA document '*Building our future: Scotland's School Estate Strategy*', published in February 2003, recognises the need to take account of the needs of all children and young people and the need to consult stakeholders when designing new schools. Although there is no specific guidance on SEN provision within new school buildings in Scotland, the Department for Education and Skills has published advice and guidance on inclusion (*Building Bulletin 94: Inclusive school design - Accommodating pupils with special educational needs and disabilities in mainstream schools*, 2001). A clear policy statement from the Scottish Executive on the relevance and value of the DfES Building Bulletin 94 could meet the need for guidance on the design of new school buildings.

Recommendation

6. *The Scottish Executive should provide guidance on the design of inclusive schools.*

7. *Councils should ensure that the needs of pupils with a wide range of SEN and disabilities are considered when designing new or refurbished schools.*

8. *Councils should consult with stakeholders with experience in SEN, including the NHS and others, to ensure that the facilities proposed in new or refurbished schools can meet the needs of pupils with SEN.*

Transitional costs

- 4.37 Although the number of special school places may fall, the population of the remaining special schools will have needs that are more complex on average than at present. Savings may be made in special provision when special schools are merged or closed, but this will take time to achieve. In the interim, the council will have to meet the cost of under-occupied special schools and additional pupils with SEN in mainstream schools. In addition, the build up of provision in

mainstream schools will need to happen in advance of any savings in special schools. Taken together these factors will lead to significant transitional costs.

- 4.38 A case study from Aberdeen City Council (described in detail in section 7 case study 1) calculates the costs involved in closing a special school (Park School) and transferring pupils to alternative settings. It also sets out the on-going costs associated with increased mainstream education by tracking how the costs of educating 100 pupils with moderate learning disabilities, currently at a single special school, may change if this school were to be closed and the pupils educated instead at a combination of alternative special provision and mainstream schools with SEN support bases.
- 4.39 The costs of the existing school in the school year 2001/2002 were about £1.04 million; the alternative costs for the 100 pupils concerned, of which 67 were transferred to mainstream schools, would rise to a maximum of nearly £1.2 million in 2003/2004, before falling to a long-term level of about £1.08 million per annum in 2004/2005. The transitional costs amount to approximately £0.35 million, about £5,000 per pupil transferred to mainstream.

Cost comparisons of education in mainstream and special schools

- 4.40 The cost of meeting the needs of pupils with SEN in special schools is often less than in mainstream schools, sometimes significantly so, because of the economies of scale in providing specialist staff and equipment. Exhibit 20 gives some comparisons, based on real examples of the cost to councils of meeting pupils' needs in mainstream and special schools.
- 4.41 Pupils with moderate learning difficulties make up the largest group currently educated in special schools who could be educated in mainstream schools in future. It is clear from the examples that the on-going cost of educating pupils with a moderate learning difficulty, although marginally higher in mainstream schools, does not vary substantially with the setting. If the costs provided by the councils in these case studies were typical, the on-going additional revenue costs would be less than £1,000 per annum per pupil. A study conducted by the Audit Commission in England and Wales confirmed these findings: *'on average it is not more expensive to educate a child with (moderate) learning difficulties in an ordinary school with support rather than in a special school'*.²³

²³ 'Getting in on the Act. Provision for pupils with special educational needs: the national picture'. Audit Commission 1992.

- 4.42 However not all councils are in the same position. The term 'Moderate Learning Difficulties' (MLD) covers a spectrum of disorders and the majority of pupils in this group may already be educated in mainstream schools in some councils. In these councils the cost of mainstreaming additional pupils with MLD is likely to be higher because the pupils remaining in special schools are likely to be at the severe end of the spectrum and therefore additional support and expenditure will be required. Councils will need to make their own cost estimates of the cost of mainstreaming based on their own assessments of the needs of individual pupils.
- 4.43 The remaining case study examples show that the cost of educating pupils with profound hearing difficulties and profound learning difficulties may be substantial.

Exhibit 20: Comparative costs of educating pupils with common special educational needs in mainstream and special schools - examples

The cost of educating pupils with SEN in mainstream schools is usually higher than in special schools.

Case Study 1: Pupils with moderate learning difficulties

Authority 1

- Cost in a special school run by a neighbouring authority = £7,000 p.a.
- Cost in a special unit attached to mainstream secondary schools = £7,940 p.a.

Neither figure includes transport costs but they are otherwise full costs to the Council, including, for its own provision, a share of overheads.

Authority 2

- Cost in a special school = £7,000 p.a.
- Cost in a mainstream school = £6,700 + the cost of peripatetic staff (for most pupils, the cost of mainstream education would be higher than in a special school given the cost of peripatetic staff).

Case Study 2: Pupils with profound hearing difficulties

This comparison is between education in a specialist unit attached to a mainstream school and in a rural mainstream primary school.

- Specialist deaf unit, including some consultation costs and signing tuition = £9,560 p.a.
- Mainstream school, including significant levels of consultation costs, signing tuition and peer group support = £27,340 p.a.

In both cases, the estimate is of the full direct costs incurred on behalf of the pupil concerned. The difference may be higher than for other authorities because of the rural nature of the area and consequentially higher travel costs, especially for specialist staff. However, increased travel costs only account for just over 25% of the differential, the remainder being a likely extra cost for any authority.

Case Study 3: Pupils with profound learning difficulties

The costs of educating two pupils, both with Down's Syndrome and with Autistic Spectrum Disorder, one attending a special school and one a mainstream primary school are compared below. These estimates are of the full direct costs incurred on behalf of the pupil concerned.

- Special School, including some consultation costs = £11,590 p.a.
- Mainstream school, including significant consultation costs (the use of professional staff to support and advise mainstream teachers) = £40,520 p.a.

Once again, the cost of mainstream education is increased by the need for travel but as these costs amounted to less than £7,200, the differential would remain substantial for any authority.

Source: Highland Council, Glasgow City Council, and Stirling Council.

4.44 These case study costs were used to estimate the additional cost of educating pupils with a range of conditions in mainstream schools (examples of the support required by pupils with SEN are included in Exhibit 3, page 12). Although these estimates are based on a limited number of examples, taken together with other examples from councils, they provide a reasonable indication of additional costs:

- Significant hearing impairment – £8,000 - £12,000
- Significant visual impairment – £8,000 - £12,000
- Significant mobility or motor impairment – £8,000 - £12,000
- Significant language or communication disorder – £10,000 - £20,000
- Specific learning difficulties – £1,000 - £3,000
- Moderate learning difficulties – £1,000 - £3,000
- Severe learning difficulties – £15,000 - £30,000
- Profound learning difficulties – £30,000 - £50,000
- Complex or multiple impairments – £50,000+
- Autistic spectrum disorder – £10,000 - £20,000
- Social emotional and behavioural difficulties – £8,000 - £15,000

4.45 Estimating the ongoing revenue cost of inclusion of pupils within SEN in mainstream schools is difficult in the absence of complete information. However, by making a number of assumptions about the on-going revenue cost of including pupils with SEN in mainstream schools, the cost was estimated to be between £12 million and £69 million per year (details in Appendix 3).

Staff training and development

4.46 The more inclusive a classroom becomes, the greater the challenge faced by the teacher in preparing and delivering lessons that suit the aptitudes and abilities of each of the pupils. If more pupils with SEN are to be included in mainstream schools, it is important that members of staff have the necessary skills and training. Councils need to plan to recruit and train appropriate numbers of staff to build up the capacity of mainstream schools to meet the requirements of their inclusion strategy.

'Staff must be fully trained to cope with children's specific needs and have enough support in the classroom to meet not only their needs but the needs of the class.'
Headteacher

The pre-service training of teachers

4.47 Initial teacher education includes training on supporting the needs of individuals with SEN in some modules; however, in most courses there is no compulsory element on supporting the inclusion of pupils with SEN. In particular, the (1-year) PGCE course devotes very little time to meeting the needs of pupils with SEN.

4.48 It is important that initial teacher education and probation equips all prospective teachers with the basic competencies to work with others in meeting the needs of all pupils. Teaching pupils with SEN should

not be considered as an 'add-on'. In one council we found that, out of 143 probationer teachers, only four were aware of the *Disability Discrimination Act 1995*, only 16 had taken SEN as an elective study module and the rest were unaware of the role that they would have in teaching pupils with SEN.

Continuing professional development

- 4.49 Funding is available from the Scottish Executive to support the training and development of staff working with children who require additional support. This funding supports teachers' continuous professional development, SEN training for support staff and training of educational psychologists. The Scottish Executive has increased funding in this area from £5.4 million in 2001/2002 to £8.4 million in 2002/2003. As part of the process of applying for this specific grant funding, councils undertake an annual training needs analysis for teachers and other staff as a basis for planning their SEN in-service training.
- 4.50 The majority of headteachers felt that staff development and training was still required for general SEN awareness, for specific conditions, and for specific groups of staff such as SEN auxiliaries. However, in-service training courses for practising teachers are attended on a voluntary basis, which may make it difficult for councils to ensure that all teachers are adequately trained.
- 4.51 Just over 60% of headteachers said that the time available for training to support the inclusion of children and young people with SEN in their school was either inadequate or barely sufficient. The need to obtain supply staff to cover for those attending training courses makes training difficult to organise. Sometimes attendance at training courses has to be cancelled at short notice because of insufficient cover.
- 4.52 Training, in the broadest sense of the word, may also be acquired on site, in the classroom, by experienced staff passing on their knowledge. This can be enhanced and structured to be as effective, and cost-effective, as possible. For example, in one council the pool of supply teachers was used to release class teachers for secondments to special schools or units where specialist staff can pass on their skills, knowledge and experience.

The cost of training

- 4.53 Training for SEN may vary between specific training to meet the needs of a particular pupil, and a broader qualification, such as the university-based modular courses, which cost about £175 (plus

expenses) for an eight-day module. Training may also be delivered through attendance at shorter courses, the costs of which can vary widely. For example, a course on autism awareness for 25 staff would cost about £5,500 plus £3,750 for the cost of supply cover, about £370 per person trained. In addition to teaching staff, auxiliaries, escorts, janitors and other school-based staff will also require training.

- 4.54 Estimating the cost of training to support the inclusion of pupils within SEN in mainstream schools is difficult in the absence of information on training needs and councils placement policies. However, by making a number of assumptions it is possible to make an estimate of the cost of training to support the inclusion of pupils with SEN (details in Appendix 3). The cost of training was estimated to be between £8 million and £15 million per year for the next five years.

Recommendations

9. *The Scottish Executive, councils, the teacher education institutions and the General Teaching Council Scotland (GTCS) should consider how best to ensure that all teachers are equipped to teach children with SEN.*

10. *Schools should analyse their training needs in respect of the diversity of SEN that they are able to accommodate within the school, and ensure that appropriate training takes place. Training should be compulsory where required.*

Improving access to the curriculum

- 4.55 To allow pupils with SEN to have as full an education as possible and to ensure *‘that education is directed towards the development of the personality, talents and mental and physical abilities of the child or young person to their fullest potential’* as required by the *Standards in Scotland’s Schools etc. Act 2000*, a range of measures is needed. These may vary from curriculum development work across schools, which may potentially benefit many pupils, to the purchase of special furniture and equipment for individuals or groups of pupils. In addition, there is an extensive range of technology available to help children with SEN play a fuller part in the curriculum.

Cost of improving access to the curriculum

- 4.56 The overall cost of improving access to the curriculum will depend on the extent of mainstreaming and the policy on school placements. For example, placing a number of pupils with visual impairment in one school with specialist support permits a Braille maker (costing £4,400) to be shared among a number of pupils.

4.57 Some specific examples, with indicative costs, are given below:

- joint curriculum development project between special and mainstream school – £10,000
- travel costs associated with peer group support/signing skills practice for deaf pupil – £550 per term
- fit induction loop at reception and supply portable loop for general use – £300
- video-recording equipment for pupils with hearing impairment – £5,350
- blinds to control light levels for autistic pupil – £1,460
- therapy bench, mat, worktable and wedge for wheelchair user – £1,140.

4.58 Examples of equipment and their cost include:

- digital hearing information technology resource – £1,000 per pupil
- CCTV system for pupils with visual impairment – £1,395
- VoiceNote – voice activated keyboard for pupils with visual impairment – £1,875
- AlphaSmart – laptops with prediction for 10 dyslexic pupils – £3,270
- PC, printer, Braille maker and text scanner plus software – £4,400
- PC for Braille use – £650.

4.59 There may also be costs associated with making effective use of the equipment. For example, the Braille maker will rely on accurate text and many scanned documents, especially those that have been folded, punched or extensively used, will require a degree of editing.

4.60 Authorities will need to take into account the costs associated with identifying the particular equipment needs of individual pupils. This can be done through specialist centres, such as the CALL centre (Communication Aids for Language and Learning). This costs £3,000 for up to 12 visits for advice on information technology requirements. Larger authorities may find it worthwhile to employ their own specialist staff, for example Glasgow City Council have an information technology advice unit employing three staff.

4.61 The overall cost of curriculum development and additional information technology to meet the requirements of the presumption of mainstreaming was calculated to be between £1.5 million and £6.5 million per year (details of the methodology are included in Appendix 3).

The impact on the NHS

- 4.62 One of the cost advantages of special schools is that therapy, nursing and medical provision for pupils with particular SEN can be brought together in a limited number of locations, leading to economies of scale in both staffing and equipment. Health service staff were concerned about their ability to cope with the changes arising from the legislation, in particular the impact on therapist time, the availability and use of facilities and equipment, and the impact on the development of their role.
- 4.63 Therapists and managers highlighted the potential impact on service efficiency. At present a therapist can see a number of children in groups or individually at a special school. They have time to speak to the teacher(s) and to liaise with others who work with the child or young person. Increasing the numbers of pupils requiring therapy in mainstream schools will increase travelling times and require the purchase of additional equipment. There will be costs associated with the planning of placements in mainstream schools and the requirement to support review meetings with an increased range of education staff, particularly in mainstream secondary schools where more than one teacher will be involved with the education of a child or young person.
- 4.64 Education officers in local authorities echo these views. Few felt that therapy or child and adolescent mental health provision to schools were adequate at present and that increased provision of therapy services was required to support increased mainstreaming. Health service providers expressed similar views and indicated that, in some areas, the provision of physiotherapy and occupational therapy in particular needed to improve, although most NHS providers considered speech and language therapy as providing a good service. Parents were particularly concerned that long waiting times for therapy services could impair their children's long-term progress. Detailed information on costs and on waiting times for NHS primary care services to support pupils with SEN is not collected on a systematic basis; therefore it is not possible to provide an analysis of waiting times.
- 4.65 The availability of child and adolescent mental health services for children and young people with SEN was of particular concern to education service and health service managers. This is because some children with social, emotional and behavioural difficulties (SEBD) may be exhibiting early symptoms of mental health problems where early diagnosis and therapy may help to prevent the onset of more serious mental illness.

'The delivery of therapy services is the single biggest issue currently. The education service has had to place children in alternative provision because medical services were not available locally and not because, educationally, this was a necessity.'
Council Education Officer

- 4.66 There are also implications for the development of therapy services. Many therapists felt that more children and young people with SEN in mainstream schools and increased demands on their time would lead to their role becoming more advisory and less 'hands on'. They did not view this as a positive development. They also felt that as a result of therapy services being 'spread more thinly' there would be less demand for therapists with specialist skills and an increased demand for more generally qualified therapists to meet the needs of all the children and young people they would have to see. The Scottish Executive is currently undertaking a review of therapy services which will be published in summer 2003.
- 4.67 The impact of the mainstreaming presumption on the school nursing service was an issue raised by both community paediatricians and health service managers. Over recent years school nurses in mainstream settings have been taking on a public health advisory role. As children with more complex medical needs are included in mainstream schools the nurse's role will have to change to accommodate the medical needs of children. Health providers will need to ensure that the school nursing service is able to meet the needs of children with medical needs in schools as well as undertaking a health advisory role.

Recommendation

11. *The NHS should review the capacity of services (in particular therapy services, child and adolescent mental health and school nursing service), to ensure that they are able to meet the needs of pupils with SEN in the light of the presumption of mainstreaming.*

12. *The health service should introduce guidance on maximum waiting times for therapy services and child and adolescent mental health assessments.*

What will be the overall cost?

- 4.68 The one-off capital costs are likely to be considerable and could amount to as much as £1 million per primary school and £3.6 million per secondary school. However, these costs will be lower in smaller rural schools, particularly in very small rural schools where it may be possible to undertake ad-hoc modifications to meet the needs of individual pupils as they arise. There will also be transitional costs associated with changing the pattern of SEN provision.
- 4.69 The on-going revenue costs will depend on the increase in the number of pupils currently educated in special schools that are

included in mainstream schools. The cost for pupils with some types of needs, eg those with moderate learning difficulties, will be relatively low. However, as children and young people with more significant SEN are included the costs will rise substantially.

- 4.70 Because there is a degree of uncertainty about the changes that are likely to occur, costs were calculated based on the upper and lower estimates of the number and category of SEN pupils that could be included in mainstream schools. Because of the lack of detailed information, a number of assumptions have had to be made regarding the costs of inclusion; these are based on information from case studies and from information supplied by councils.
- 4.71 Estimates of the costs associated with increased inclusion of pupils with SEN in mainstream schools across Scotland as described above are summarised in Exhibit 21. Because the costs are made up of a mixture of capital and revenue expenditure, they have all been converted into an annual equivalent expenditure figure. The detailed methodology used to develop these estimates is included as Appendix 3.
- 4.72 The overall cost increase may be from £38 million to £121 million per year in councils, depending on the number of pupils that are included in mainstream schools. This is equivalent to an annual increase of between 15% and 40% in the education SEN budget. Making changes to provision may require considerable investment in councils with extensive special school provision. However, these costs may be partially met by capital receipts and reduced maintenance costs where it is possible to rationalise special school provision. These costs do not include additional NHS costs.

Exhibit 21: Estimates of annual additional costs to councils resulting from including more pupils with SEN in mainstream

The biggest cost is likely to be the cost of additional staff to support pupils in mainstream schools.

Cost driver	Factors affecting cost and time period for investment	Time period of investment	Cost range (£m per year)	
			High	Low
On-going revenue costs associated with the need for additional staff to support the inclusion of pupils with SEN in mainstream schools	The eventual extent of mainstreaming.	Annual	£68.7	£12.4
Capital costs, or revenue funding for PPP schemes, required to improve the accessibility of schools to pupils with SEN and disabilities	Current provision and future placement policies	20 Years	£25.9	£13.4
Training and continuous professional development for teachers and other school staff to support inclusion	The eventual extent of mainstreaming and placement policies	5 Years	£14.8	£8.4
Curriculum development and information technology to support children with SEN in mainstream schools	The eventual extent of mainstreaming and placement policies	Annual	£6.5	£1.4
Transitional costs of changing SEN provision	Current provision and the extent of mainstreaming	5 Years	£5.5	£2.0
Total			£121	£38

Source: Audit Scotland

Parliamentary consideration of costs

4.73 All Bills introduced to the Scottish Parliament are required by the Parliament’s standing orders to be accompanied by a financial memorandum setting out the best estimates of the costs to which the Bill would give rise. The financial memorandum to the *Standards in Scotland’s Schools etc. Act 2000* states ‘In general... there will be few additional costs that arise as a direct result of the Bill. Those that do arise will tend to fall on local authorities.’

4.74 Once a Bill is introduced, it goes through a three-stage process during which (stages 2 and 3) MSPs can lodge amendments. There is, however, no requirement for a revision of the financial memorandum to take account of cost bearing amendments. Section 15 (mainstream

presumption) of the *Standards in Scotland's Schools etc. Act 2000* was inserted into the Bill by amendment at Stage 2. The financial memorandum, which accompanied the Bill, was not subsequently updated to take account of the costs. Exhibit 22 summarises the Parliament's consideration of the financial consequences of the Bill.

- 4.75 If Parliament is not made aware of the financial implications of amendments to Bills the consequences could be considerable. For example, the analysis in this report shows that there may be significant financial consequences for councils and the NHS associated with the inclusion of pupils with SEN in mainstream schools.
- 4.76 The potential financial consequences of proposed legislation, including amendments introduced during consideration of a Bill, should be robustly analysed and then considered carefully by Parliament. This is essential for effective democratic scrutiny. Standing Orders now (as of May 2001) oblige the lead committee to consider and report on financial memoranda at Stage 1. The Finance Committee has begun²⁴ to review these memoranda in more detail than in the past, to ensure that they are robust. This will help consideration of costs, but will not deal with the problem of later amendments that carry costs.

²⁴ Finance Committee, Report on the Financial Scrutiny Review, February 2003.

Exhibit 22: Passage of the Standards in Scotland Schools etc Act 2000 through Parliament

At no point during the passage of the Bill did MSPs consider detailed costing information for the 'presumption of mainstreaming'.

19.01.2000 Bill was introduced to the Scottish Parliament

The Education, Culture and Sport Committee was established as the lead committee.

25.01.2000 Stage 1

The Bill was examined by each of the following committees:

- Education Culture and Sport
- Subordinate Legislation
- Equal Opportunities
- Enterprise and Lifelong Learning
- Finance

The Bill was also debated at a full meeting of the **Scottish Parliament**. At this point, the Scottish Executive intimated that they would submit an amendment at stage 2 to introduce a presumption of mainstreaming. There were no detailed discussions at this stage concerning the resource implications of the presumption of mainstreaming, as the precise details of the amendment were not known.

The discussions of the Education, Culture, and Sport Committee included concerns about the potential resource implications of such an amendment. The Finance Committee also raised the issue of resourcing the presumption of mainstreaming, but as the amendment had not been lodged, they felt it was not their concern at that stage. The Finance Committee did not discuss the Bill or its amendments again.

The other committees did not consider the prospective amendment.

22.03.2000 General principles of the Bill and the financial resolution are agreed to in Parliament

The financial resolution, where Parliament agrees to the costs to which the Bill would give rise, was approved²⁵ In this case, the financial resolution was broad. This meant that the mainstreaming amendment could be added to the Bill without direct Parliamentary approval for any associated costs.

28.03.2000 Stage 2

Education Culture and Sport Committee

The Scottish Executive introduced Amendment 113 on the presumption of mainstreaming.²⁶ When introducing the amendment, the Minister drew attention to the £12m inclusion programme to assist local authorities to develop policies of inclusion and to support mainstreaming of children with SEN.

Discussion on costs focused on the interpretation of one of the exceptions to the mainstreaming presumption - '*result in significant public expenditure being incurred*', Section 2(c).

The Minister responded that the amendment was not *'an easy opt-out however it must be recognized that the individual needs of some children ... require significant expenditure. If those requirements are completely out of scale with the benefits to the wider educational community, a local debate should be possible before a judgment is arrived at.'* After noting that discrimination against children with disabilities would shortly be illegal, he then went on, *'significant resources are already being spent on SEN. If our policy thrust works, there will be fewer children in special schools and more in mainstream schools, which will make possible a transfer of resources'.*

The amendment was agreed to.

07.06.2000 Stage 3 full Parliamentary session

An amendment was accepted which altered the wording of the expenditure exception section to *'result in unreasonable public expenditure being incurred...'*

The Bill was passed.

Source: The public record

Recommendations

13 Parliament must have a robust analysis of the potential financial consequences when they are considering Bills and amendments.

14 Parliament should consider how best to ensure that there is full consideration of relevant costs when Bills and amendments are scrutinised.

²⁵ Financial resolution: That the Parliament, for the purposes of any Act of the Scottish Parliament resulting from the Standards in Scotland's Schools etc. Bill, agrees to the following expenditure out of the Scottish Consolidated Fund
(a) expenditure of the Scottish Administration in consequence of the Act; and
(b) increases attributable to the Act in the sums payable out of the Fund under any other enactment.

²⁶ Amendment 113 Requirement that education be provided in mainstream schools

- (1) Where an education authority, in carrying out their duty to provide school education to a child of school age, provide that education in a school, they shall unless one of the circumstances mentioned in subsection (2) below arises in relation to the child provide it in a school other than a special school.
- (2) The circumstances are, that to provide education for the child in a school other than a special school
 - (a) would not be suited to the ability or aptitude of the child;
 - (b) would be incompatible with the provision of efficient education for the children with whom the child would be educated; or
 - (c) would result in significant public expenditure being incurred which would not ordinarily be incurred.
- (3) If one of the circumstances mentioned in subsection (2) above arises, the authority may provide education for the child in question in a school other than a special school; but they shall not do so without taking into account the views of the child and of the child's parents in that regard.

Conclusions

4.77 This section has identified that the inclusion of pupils with SEN in mainstream schools is likely to increase costs. Councils therefore need to identify funding to support their inclusion strategies. Difficult decisions will need to be made which will necessarily require consultation with a range of stakeholders. The following section examines how councils are planning for the presumption of mainstreaming and suggests that robust option appraisal will be needed to underpin their decision-making.

5. Making mainstreaming work

- 5.1 The previous sections have shown that the changes in legislation that are about to take effect may lead to an increase in the number of children and young people with SEN educated in mainstream schools and that this is likely to lead to an increase in expenditure.
- 5.2 This section looks at how councils and other agencies are planning for the inclusion of more pupils with SEN in mainstream schools. It also looks at budget setting and monitoring processes, and initiatives to promote the inclusion of pupils with SEN.

What needs to be done

- 5.3 Councils need to be planning with the NHS to increase in the numbers of pupils with SEN educated in mainstream settings. Supporting children and young people with special needs within mainstream schools will require adequate resourcing and collaborative working by education, social work and health professionals and the voluntary sector. In planning services for children and young people with SEN, councils and the NHS need to consider:
- the number of pupils with SEN that they plan to educate in mainstream and special schools
 - the staffing required to meet their needs (including NHS staff)
 - the buildings and facilities required to meet their needs
 - the other resources required to put their plans in to operation.
- 5.4 An option appraisal process would assist councils, the NHS and their partners to respond to the new mainstreaming requirement and meet the needs of pupils with SEN within the resources available.

Planning for the inclusion of pupils with SEN in mainstream schools

- 5.5 The study found that planning for the mainstreaming provision in the *Standards in Scotland's Schools etc. Act 2000* was patchy among councils and minimal among health service providers. In addition to fieldwork interviews in seven councils, all councils were requested to provide details of their SEN and inclusion strategies and Best Value reviews of services for children and young people with SEN. Few councils were able to provide evidence of Best Value reviews of SEN or strategies to meet the requirements of mainstreaming.

- 5.6 Councils have differing approaches to the inclusion of children and young people with SEN. Examples of the models of inclusion found in the councils visited were:
- the provision of specialist support bases for SEN in mainstream schools combined with a reduction in special school places and the closure of some special schools
 - reconfiguring a special school to act as a centre of excellence, providing for reduced SEN pupil numbers, but providing outreach facilities to support mainstream schools in the area
 - co-location of special and mainstream schools on the same 'campus' to facilitate joint placements.
- 5.7 In some larger urban councils a legacy of specialist schools that are poorly matched to current needs has made changing the pattern of provision more difficult. In many rural councils, the inclusion of pupils with special needs in mainstream schools is already the norm because the distance between population centres makes special school provision impractical.
- 5.8 In some councils managers said that a major factor in planning for the inclusion has been their past experience of public consultations where proposals for change in school provision have met with well-organised campaigns from parents, staff and pressure groups. This has led to a cautious approach to planning for the presumption of mainstreaming; consultation on the inclusion of pupils with SEN has tended to be on general statements of intent rather than concrete proposals for change.

Joint Planning with the NHS

- 5.9 There was little or no planning for the implications of the mainstreaming presumption in the NHS; the majority of health service managers interviewed were waiting for councils to take the initiative. Of the 15 health providers that responded to Audit Scotland's survey, nine said that there was no member of the Trust board with responsibility for the inclusion of pupils with SEN and that mainstreaming of children was not part of the development plan of the Trust.
- 5.10 The extent of interagency working between health service providers and their local government partners varied. Where there were good relationships at a strategic level, they were not always present at the operational level and vice versa. There were some examples of good

practice in joint planning; for example, in Highland Council there is joint funding of posts by the NHS and Social Work and Education services with a view to integrating services for children and families across Highland. One example of the benefit of this approach was the development of multi-agency approaches to autistic spectrum disorders that sets out the roles and responsibilities of each service. However, in some of the councils visited joint planning with the NHS was poor.

- 5.11 The lack of coterminous boundaries between the NHS and local government and within councils themselves presents challenges in some areas. For example, speech and language therapy services for children and young people with SEN are provided by the NHS but are funded to differing extents by councils. This can lead to a different level of service depending on where a pupil lives. Health service managers were concerned that the different level of service provided to adjacent council areas was counter to the ethos of the NHS.
- 5.12 Where health services are provided to more than one council, health professionals had to have separate planning meetings, sometimes with three or four local authorities, to develop separately protocols and procedures to meet the same needs. For example, the Yorkhill Hospitals Trust covers all or part of six council areas. Within the Glasgow City Council area alone there are 16 Local Health Care Co-operatives, four education sectors and seven social work sectors, none of which is coterminous.
- 5.13 There is a need for councils and the NHS to look together at the services required to meet the needs of children and young people in a co-ordinated way. Some services, eg physiotherapy, need to be delivered in a school environment for part of the year and a home environment out of term-time, therefore services need to be centred around the needs of children and young people. Community planning provides a mechanism for councils to take the lead in working with the NHS to provide integrated services for children and young people with SEN.
- 5.14 The inclusion of more pupils with SEN in mainstream schools will require sustained investment in schools, staff and facilities. In undertaking this investment, councils and the NHS will wish to ensure that stakeholders, including teachers and parents, and the voluntary sector feel genuinely included in decision-making processes. Councils and the NHS will also wish to ensure that they make the best use of the resources available. One way of achieving these aims is by using an option appraisal process which involves stakeholders in the consideration of the options for change.

'For social inclusion to work, it must be seen as a holistic provision. It is not just about education – it's leisure, respite and health too.'
Social worker

Option appraisal

5.15 Option appraisal is the systematic assessment of costs, quality and other factors associated with different ways of providing a service. At a basic level the option appraisal process helps the authority, in conjunction with its NHS partners, to decide what action to take and over what time period. The advantage of using an option appraisal process is that:

- it helps to ensure that all aspects of a problem are given due consideration before the one option is selected
- it clarifies the issues and objectives
- the advantages and disadvantages of each alternative are systematically reviewed against pre-agreed criteria.

'I welcome the idea of mainstreaming whole-heartedly, but fear that insufficient staffing or training will lead to difficulties. We must resource schools properly.'
Headteacher

Discussions with stakeholders during the process help to ensure the acceptability of the option(s) finally chosen.

5.16 The first step in the option appraisal process is to decide on overall objectives, eg *'to ensure that all pupils with SEN who will benefit from being included in mainstream classes are given the opportunity'*, and to agree criteria for evaluating the options. Exhibit 23 illustrates the financial and non-financial criteria which councils may wish to use in an option appraisal process, and the constraints which may apply. In undertaking an option appraisal councils will also need to consider the range of placement options for pupils with SEN:

- full-time members of mainstream classes
 - with an intensive level of support from specialist teachers
 - with adaptations to the curriculum
- members of mainstream classes for most of the time and of specialist centres in the school or in another establishment for the remainder
- members of classes in special schools for most of the time but spending some of the week in mainstream situations
- full-time special school.

5.17 In considering the options councils will need to take account of current provision, including spare capacity and how best to make use of the skills and experience of staff in special schools.

Exhibit 23: Factors to be used in assessing overall provision options for the inclusion of pupils with SEN

Option appraisal should include assessment of costs and quality.



Financial criteria

- Staffing costs
- Capital investment in schools
- Transitional costs
- Equipment and adaptation costs
- Support costs
- Transport costs
- Therapy costs

Non-financial criteria

- Stakeholder preferences
- Travelling times for pupils
- Impact on education of pupils with and without SEN
- Distribution of surplus school places
- The current and forecast profile of SEN pupils within the council
- Parents' needs for ease of access
- The requirement for special schools in the area
- Schools' specialisation in provision for particular SEN



Constraints

- Financial constraints
- Compliance with legislation
- Health and safety consideration
- Existing school provision
- Staff availability



Sources of information on service quality

- HMIE
- Council inspection
- Parent feedback
- Clinical audit

Source: Audit Scotland

Recommendations

15. Councils and the NHS should jointly develop a strategy for the inclusion of pupils with SEN in mainstream schools.

16. In developing this strategy councils and the NHS should ensure that Education and Social Work services, NHS and the voluntary sector are able to meet the needs of pupils in a co-ordinated manner.

17. In developing a strategy councils should fully appraise their options for meeting the mainstreaming presumption. Councils and the NHS should ensure that stakeholders, including teachers, parents and the voluntary sector are included in decision-making processes.

Budget setting and monitoring

5.18 In many councils, SEN is seen as ‘a needs led service’ and expenditure has frequently exceeded the budget. There has been increased budget monitoring in education, particularly with regard to SEN, reflecting perhaps the well-publicised education service overspend in Scottish Borders Council. The number of councils that overspent their SEN budget fell from 22 to 20 between 2000/2001 and 2001/2002 with the total overspends falling from £9.1 million to £6.7 million²⁷. All of the councils visited had introduced new or improved measures to monitor the SEN budget over the past year.

5.19 Although there were examples of good practice in relation to the distribution of resources among schools, for example based on an annual audit of needs in each school, there was little evidence of robust budget setting mechanisms for SEN in relation to the overall education budget, eg a zero-based budgeting approach to considering the balance of expenditure between SEN and other education services. Budget setting was usually incremental, based on the previous year’s budget with additions to meet new service commitments. Councils’ education services need to establish robust budget setting mechanisms to establish the SEN budget required to support their mainstreaming strategy.

5.20 The majority (58%) of primary headteachers responding to the survey felt that they had sufficient resources to support the inclusion of children and young people with SEN. The comparable figure for secondary schools was only 22%. Mainstream school headteachers in councils where there was already a high level of inclusion of children with SEN were more likely to say they had adequate resources to

²⁷ Audit Scotland survey of councils.

support children and young people with SEN than those in councils with extensive special school provision.

Recommendation

18. Education services should establish robust budget setting mechanisms to determine the SEN budget required to support the council's mainstreaming strategy.

Scottish Executive initiatives

- 5.21 The Scottish Executive has introduced a number of initiatives that have, both directly and indirectly, supported the policy of inclusion. Details of these initiatives are included in Appendix 2, examples include *'The discipline task force'*, *'Looked after and accommodated children'*, *'Alternatives to exclusion'* and *'The inclusion programme'*. Funding grants have been made available to councils and health service providers following such initiatives. Ring-fenced SEN expenditure to support initiatives has almost trebled from £11.6 million in 1999/2000 to £33.1 million in 2000/2001.
- 5.22 Whilst service providers have welcomed the significant investment that these funds represent, some council officers were concerned that the process of using individual grants to support the work of Executive-led initiatives did not represent good value for money. Their concerns centred on the inter-linked issues of timescales, planning and co-ordinated working.
- 5.23 Council staff felt there was often insufficient time for efficient planning of initiative funding, particularly when this involved partner agencies. Officers found themselves in a position where they had to prepare bids very quickly in order to access the funding. There was sometimes a three-week turn-around from receiving information about the bid to the return date for the funding application. This makes integrating individual spending grants with the planned use of other funding very difficult. Matching such timescales to that of local government committee cycles meant that at times applications for funding are submitted to The Scottish Executive without necessarily passing through the council's committee structure.
- 5.24 The Scottish Executive has on occasion identified funds towards the end of the financial year and reallocated these funds to local authorities. Whilst council managers welcomed the additional resources, they felt that the short timescale made achieving good value for money difficult.

- 5.25 Initiatives were generally ‘one-off’ monies or three-year temporary funding. The relative short-term nature of this type of funding means that employing additional personnel can only be undertaken on a temporary basis. This makes recruitment and retention of staff difficult, which, in turn, can make it difficult to sustain programmes. Councils also felt that there was insufficient notice from the Scottish Executive as to whether or not funding would be continued.
- 5.26 Councils were concerned that these initiatives were not always properly evaluated. For example, some council managers felt that the Education Action Plan Schools initiative was very successful in improving attainment and that funding for the initiative should have been maintained. They felt that the decision not to renew this funding was made at short notice and without any evaluation of the success of the scheme by the Scottish Executive.
- 5.27 Councils also felt that there was a lack of co-ordination within the Scottish Executive on initiative funding with, for example, initiatives on the inclusion of pupils with SEN into mainstream schools in the education sector not always being backed up by initiatives to support inclusion from the NHS. However, more recently the Changing Children’s Services Fund has provided local authorities, the NHS, the voluntary sector and other interested parties with resources and guidance to re-orient their services in a more integrated way.

Recommendations

19. The Scottish Executive should examine ways of improving the co-ordination of initiatives between departments, with clear links being made between the various funding streams supporting the inclusion of pupils with SEN in mainstream schools.

20. The Scottish Executive should also consider whether it would represent better value for money for initiative funding to be announced in the general GAE settlement to allow councils and other agencies to take account of initiative funding as part of their service planning and budgeting arrangements.

21. Where funding is arranged for pilot projects the Scottish Executive should include arrangements for evaluation with a view to extending successful initiatives.

Conclusion

5.28 Councils and NHS bodies need to jointly develop a strategy for inclusion that sets out their policy and proposed actions to meet the mainstreaming presumption. This requires a careful consideration of likely effectiveness of different mainstreaming options and the costs, and should be subject to consultation with parents, headteachers and other agencies. The NHS should play a full part and ensure that the impact on health service staffing and expenditure are considered when evaluating options.

6. How well can the needs of pupils with SEN be met in mainstream schools?

- 6.1 The previous sections have shown that: the changes in legislation may lead to an increase in the number of children and young people with SEN educated in mainstream schools, that this is likely to lead to an increase in expenditure and that councils need to plan for these changes. If mainstreaming is going to work well for all pupils, it is important to identify and disseminate good practice in this area.
- 6.2 This section reviews how well schools, identified for their good practice in including pupils with special educational needs (SEN), are able to meet the needs of all their pupils, including those with SEN. In addition to allowing inspectors to identify ‘what works’, these schools raise issues to be addressed in extending inclusion and mainstreaming more generally. The report then concludes with checklists for councils and schools and a summary of the recommendations.
- 6.3 HMIE looked at schools recognised by the 7 study councils as having good practice in including pupils with SEN. The schools visited are therefore not representative of current practice in all schools. Details of the inspection process and methodology are included in Appendix 4. Further illustration of good practice and the issues raised are provided in case studies 2 to 6 in section 8.

The pupils, their needs and the nature of mainstream provision

- 6.4 The pupils who were the focus of the study ranged in age from five to 18 years. For the purposes of this study, the criterion for the involvement of pupils was their SEN. The good practices evaluated dealt with boys and girls of different ages and a small number of pupils from minority ethnic families. Groups in schools ranged in size from two or three pupils with SEN to over forty. In a few instances, a single pupil was the focus of a case study. Pupils had a wide range of special educational needs, but the number of pupils with severe, profound and complex needs included in mainstream schools was small.
- 6.5 Pupils learned in a range of settings:
- full-time members of mainstream classes with the minimum level of support generally commensurate with health and safety and personal care and welfare needs

- full-time members of mainstream classes with an intensive level of support from specialist teachers including behaviour support specialists, and SNAs/classroom assistants
- full-time members of mainstream classes with some adaptations to the curriculum, for example tutorials with specialist staff or specialist movement programmes
- members of mainstream classes for part of the time and of specialist centres in the school or in another establishment for the remainder
- members of classes in special schools but spending some of the week in mainstream situations in neighbouring schools or in the community attending further education colleges, work experience and sports and leisure facilities.

Some pupils had been educated in a number of these settings, as is demonstrated in case study 3.

How well are pupils' special educational needs being identified?

Identification of special educational needs and decisions about school placements.

- 6.6 The process of decision making about placing pupils in mainstream classes varied markedly across and within councils. There were many examples of very good practice. However, some aspects of the procedures involved in identifying pupils' needs and agreeing school placements had weaknesses.
- 6.7 In the best cases, parents worked with school staff and other professionals in joint assessment teams, a process which continued throughout their child's school education and included assistance for the pupil in deciding on the options on leaving school. Visual impairment assessment teams (VIATs) and hearing impairment assessment teams (HIATs), commonly present in larger councils, were particularly effective in providing such continuity and were highly regarded by mainstream and special school staff, parents and by the pupils themselves. These teams had developed over time and the combined expertise and experience ensured accurate assessment of needs and clear specification of next steps in learning.
- 6.8 In many of the councils, pre-school assessment teams (Pre-SCATs) had developed similar expertise, and parents and education staff had

access to good quality advice. However, in some schools, staff and parents reported a lack of continuity and clarity of advice from professionals once pupils were placed in primary and secondary schools.

6.9 Inevitably, some pupils had been identified as having significant SEN only after entry to school. In some of the best practice, councils and schools had adopted a systematic policy, called a 'staged approach' to assessment and identification of needs. School staff called in members of support services including specialist teachers, the educational psychology service and therapists when they found that their resources or levels of expertise were not sufficient. Parents and, when appropriate, pupils were involved at each stage. As part of this process, adaptations might be made to the learning environment, curriculum or staffing to ensure that, as far as possible, the pupil could continue in mainstream education. Decisions to change the pupil's placement were made on one or more of the following grounds:

- the school did not have the capacity to meet the pupil's needs
- the school could not meet the needs of the pupil without adversely affecting the education and welfare of other pupils
- parents, and occasionally the pupil, wanted a specialist or other mainstream placement.

6.10 In the best practice, pupils' needs and placements were reviewed annually and decisions made in plenty of time to prepare for transfer to secondary school or another form of schooling. Some parents reported that they found it very helpful to visit a number of schools before decisions were taken. A few parents explained that they had changed their views as they saw how their children were developing. Parents in one authority particularly valued the assistance of an officer dedicated to assist the process of inclusion into mainstream schools. Many parents expressed appreciation for the way in which school staff, in particular, had supported them in making decisions about placements.

6.11 However, for some parents and school staff, decisions about mainstream placements had been distressing and had even left a sense of bitterness and lack of trust in the council. Many felt that they had not been kept well informed about options. Some parents reported on the difficulties they encountered in obtaining the type of placement which they felt best met their child's needs even in situations where

there had been joint assessment teams. Some were committed to ensuring that their child's entitlement to education lay in a full-time placement in a local mainstream school. Others preferred part- or full-time placement in specialist provision where they felt that their child's needs would be met, including being more fully involved in the social life of the school.

The appropriateness of placements

6.12 Almost all²⁸ of the placements in the mainstream and special schools inspected were appropriate for pupils and most were very appropriate. The study identified some of the challenges for schools in meeting children's needs. In some of the special classes and schools, pupils still had a shorter week than their peers in full-time mainstream provision.²⁹ HMIE were concerned that, in some schools, mainstreaming was either at risk, or very limited, because the number of pupils with significant SEN was large and it was not feasible for the schools to offer mainstreaming to all because of resource constraints. The capacity of some schools to meet the needs of all of its pupils was achieved only by exceptional efforts of staff.

Recommendations

22. *Councils and schools should ensure that they have in place effective policies and procedures for identifying, meeting and reviewing the special educational needs of pupils. Parents and school staff should be fully informed about these policies and procedures and the options for meeting pupils' needs.*

23. *Councils should keep under review the demands on each school and ensure that it has the capacity to function effectively without excessive demands on the headteacher and other members of staff.*

What are the schools like?

Accommodation

6.13 Almost all of the accommodation was very good or good in terms of being suited to the needs of pupils attending the school. Some schools were virtually 'barrier free', having been adapted in light of experience over a number of years in educating pupils across the range of needs. These exceptional schools were able to serve all

²⁸ HMIE define 'almost all' as more than 90%, 'most' as 75% to 90%, 'a majority' as 50% to 74%, 'some' as 15% to 49% and 'few' as less than 15%.

²⁹ Scottish Executive Education Department Circular No 4/2002. Length of the school week: pupils in special schools and units, indicated that pupils with SEN were entitled to the same length of school week as other pupils.

pupils living in their catchment area. An example is included in case study 2. They had a range of accommodation which was accessible, safe and flexible and offered quiet areas for pupils needing low stimulus or ‘time out’.

- 6.14 Many of the schools were only suitable for a particular range of disabilities and difficulties. For example, one secondary school with excellent facilities for pupils with visual impairment would have provided a handicapping environment for any pupil with mobility difficulties. Many schools did not have sufficient accommodation to provide appropriate, safe teaching and social areas and toilets for pupils requiring therapeutic intervention, intimate care and a number of mobility aids. Headteachers, parents and pupils stressed the importance of well designed and adapted physical environments in promoting pupils’ independence and supporting mainstreaming. In some schools, pupils were admitted before essential adaptations were made, resulting in stress for them and their teachers.

Staffing

- 6.15 A majority of schools had very good staff provision characterised by the features below.

Characteristics of good staff provision

- a headteacher with commitment, experience and time to lead and manage the education of all pupils in the school
- very experienced and effective classroom teachers committed to the inclusion of pupils with SEN, and to working with parents, other teachers and professionals
- learning support principal teachers and their staff with very effective interpersonal and negotiating skills, a high level of competence in curriculum planning, teaching and assessment and expertise and insights related to pupils’ SEN
- sensitive and experienced special needs auxiliaries (SNAs).

- 6.16 A quarter of the schools had some weaknesses in staffing and some had important weaknesses. Any weakness put a strain on the school and, if continuing long term, threatened the viability of the SEN provision.

Common staffing weaknesses

- insufficient time for senior managers and principal teachers to manage provision with the result that other aspects of the school suffered
- too little time for learning support specialists whose input was spread too thinly with adverse effects on the quality of pupils' programmes and progress, and even restricting opportunities for them to attend mainstream classes
- lack of continuity in service from SNAs who were on short-term contracts and were neither experienced nor trained
- lack of a sustained and coherent service from educational psychologists, physiotherapists, speech and language therapists and occupational therapists and inadequate support from social work and mental health teams.

- 6.17 The approach to staff development was good overall. Some practices were very good. Many of the inclusive schools had well-developed programmes of in-service training backed by on-the-job support from professionals. Some schools ran courses involving staff from other agencies and educational psychologists. Many members of support teams were highly qualified and some had gone on to further professional development through study visits abroad and undertaking advanced diplomas and Masters degrees.
- 6.18 However, staff development and review had important weaknesses in just over ten percent of schools. The most common complaint from class and subject teachers was the lack of training to prepare them for teaching pupils with particular SEN. Nearly 45% of headteachers responding to the questionnaire reported that they thought that their staff were not trained, or barely trained, to teach pupils with SEN. HMIE found that a major concern for staff was a lack of skill in teaching pupils with social, emotional and behavioural difficulties.
- 6.19 In addition, a number of teachers were very concerned about the lack of training for many SNAs who were on short-term contracts. They consequently required a great deal of direction and support. By contrast, a number of SNAs who had permanent posts reported that they had benefited from high quality training.

Issues relating to health service staff

- 6.20 Some health professionals who worked in mainstream schools, while supporting inclusion, expressed concern about not having, at present, sufficient numbers of qualified staff to provide a good level of service to pupils with SEN. Health service managers said that there was a

shortage of specialised paediatric therapists leading to difficulties in recruitment. The situation would be further exacerbated when many of these pupils were dispersed into a number of schools requiring additional time for travel and consultation. Education officers in local authorities echoed this concern. Few of them felt that therapy or child and adolescent mental health provision to schools were adequate and that there were often long waiting lists for these services.

- 6.21 Staff in many schools were concerned about pupils with mental health problems or very severe behavioural difficulties, but only a few schools visited had consistent and effective advice and support from educational and clinical psychologists and psychiatrists. A very small number of such pupils had intensive therapeutic support. Headteachers in many of the schools visited reported that they felt they had no alternative other than to exclude or seek another placement for pupils whose actions were endangering themselves, other children and staff. In all instances, they described the lengths to which they and their staff had gone to try to support these pupils, often following the advice in *Better Behaviour–Better Learning*³⁰.

Resources

- 6.22 Almost all of the schools had very good or good resources. These included specialist equipment to optimise the means of communication for pupils with sensory impairments and difficulties in talking. Two schools benefited greatly from having a Braille centre in the building. Some pupils would have had greater independence if they had electric wheelchairs.
- 6.23 The main weakness in resourcing was related to the inflexibility of transport provision to and from school. It was difficult for schools to change the times of transport to allow pupils to take part in after school activities and supported study or to arrange special transport for outings.

Recommendations

24. *Councils should ensure that schools' physical environments are adapted to meet the needs of pupils with SEN and that essential adaptations are made before pupils are admitted.*

25. *Councils and schools should ensure that there is training on the inclusion of pupils with SEN and, for class and subject teachers and SNAs, in particular, that there is effective development and training to support the needs of pupils with SEBD.*

³⁰ The report of the Discipline Task Group published by the Scottish Executive in June 2001.

26. Councils should help to ensure that pupils with SEN can play their part in the full life of the school by arranging transport wherever possible to allow them to participate in school outings and after school clubs.

27. The health service should ensure that there are adequate therapy services available to meet the needs of pupils with SEN in mainstream classes.

28. The health service should review the number of training places for therapy staff to ensure that there is an adequate number of paediatric therapy staff to meet demand.

How good are relationships in the schools?

An inclusive ethos

6.24 The climate and quality of relationships among staff and pupils had many strengths in most of the schools inspected. For most pupils with SEN, an inclusive ethos meant enjoying a secure place in the school and full participation in its life. Most members of staff promoted equal opportunities for pupils with SEN and held appropriately high expectations of all pupils' attainment and achievements. In the very best practice, all members of staff and pupils shared their commitment to inclusion and mainstreaming with visiting services, parents and members of the local community.

'The key to inclusion is the ethos in an establishment – you cannot throw money at an establishment if attitudes are wrong.'

Council Head of Education Services

6.25 In some schools, members of staff were not convinced that pupils with SEN benefited from mainstreaming. Many teachers had formed this view because of bad experiences or from feeling that they were not sufficiently skilled to teach pupils with significant SEN as well as meet the learning needs of the other pupils. Some staff members, particularly in secondary schools, were concerned that a number of pupils with SEN, while being well treated by all, were not making sufficient progress and, consequently were not being well prepared for adulthood.

6.26 Schools and councils interpreted the terms inclusion and mainstreaming in different ways. In some instances, the terms were used interchangeably and lacked clear definition. Clarifying the meanings of the terms helped schools to determine realistic goals and to challenge their stage of development in making provision for all pupils. In a small number of schools, headteachers had taken the decision to disband special classes/bases as they had formed the view that such specialist provision prevented mainstreaming and was contrary to their interpretation of inclusion. Equally, many schools

ensured that pupils attended mainstream classes but retained special classes and bases for specialist support. Pupils reported positively on both approaches.

- 6.27 Staff in some schools reported on measures taken to maintain a positive, relaxed ethos when the number of pupils with exceptionally challenging learning difficulties and behaviours was disproportionately high in relation to the school roll. Several schools, which had a specialist unit or class, had gained a reputation for being able to meet pupils' SEN with the result that they had a high ratio of such pupils and were struggling to sustain effective provision for all of their pupils. In most of the schools visited, headteachers reported on rare occasions when they had concluded reluctantly that the school was not able to respond appropriately to the SEN of a pupil or group of pupils. In some instances, the school did not have appropriate facilities or specialist learning environments. In others, the presence of the pupil or pupils was having an adverse effect on the ethos and learning of the other pupils.

Links with parents

- 6.28 The quality of parental involvement had the highest rating of all the indicators examined in the study. Parents were appreciative of the way in which headteachers and key school staff responded to their children's academic and personal needs. It was summed up in the often-repeated phrase *'the school is only a phone call away'*. Schools augmented the normal channels of communication with parents in a range of ways.

Examples of good practice in school communication with parents

- Parents of prospective pupils were invited to come to the school to judge the suitability of provision and, following admission, consulted regularly to check that they were satisfied
- School staff and, where relevant other agency staff, provided parents with full reports on their children's progress and discussed them with parents at annual or more frequent review meetings
- Where pupils were very young or unable to communicate, key teachers exchanged relevant information about particular pupils daily or weekly through home-school diaries
- In the small number of instances where pupils with SEN were learning English as an additional language, a bilingual assistant supported the schools' links with families.
- In a few schools, staff and parents worked closely together on programmes to help pupils with difficult behaviours acquire appropriate social skills.

- 6.29 A few schools ensured that parents of pupils with SEN were represented on school boards. In these schools, the parent body in general took pride in their inclusive approaches.
- 6.30 However, in a number of highly inclusive and effective schools, headteachers reported that some parents had formed negative views of their levels of academic achievement. They had formed this view from the published information about the schools' levels of attainment in relation to national standards. In some instances, these parents had decided to send their children to schools where they thought standards would be higher. The national requirements for schools to report on standards in terms of the performance of all pupils at a particular stage are in line with the concept of equality. However, in schools with high numbers of pupils with SEN related to delays or difficulties in learning, the overall levels of attainment are consequently reduced. The reported attainment levels for some of the highly inclusive and effective primary and secondary schools in this study gave the impression of lower achievement against national standards when, in fact, pupils were performing very well.

Links between schools and councils

- 6.31 The quality of links between schools and councils varied. Good practice in this area is illustrated below.

Links between schools and councils – Good practice

The council:

- had a well-developed policy on inclusion agreed in consultation with schools and which included realistic expectations of individual schools in terms of the numbers of pupils and range of SEN
- fulfilled its commitments to appropriate levels of resources to meet needs of pupils in advance of admission as well as during the period of placement
- responded quickly and effectively when serious problems arose
- arranged for staff development and/or expert support to empower teachers and auxiliary staff and give them the confidence to meet pupils' needs
- recognised each school's achievements and did not require it to go beyond its capacity to meet the needs of all children
- worked with each school to ensure smooth transition of a pupil with SEN into the next stage of education or to another school.

6.32 However, most councils did not display all of the above positive features. While an inclusive policy was in place in all councils, the infrastructure had not been fully worked through leaving gaps in provision and schools feeling that they could not sustain inclusive practices without adversely affecting pupils. In addition, many schools reported that they did not feel that the councils were effective in monitoring the quality of inclusive practices.

Links with other agencies and schools

6.33 Most schools had very good or good relationships with staff from other agencies and schools; 10% had important weaknesses. In the best practice, a commitment to inter-agency work was supported by effective arrangements. There were many examples of very close and productive relationships. Teachers and speech and language therapists worked very effectively together with pupils with autistic spectrum and other language and communication disorders. In addition, mainstream staff reported on the high quality support they received from staff from special schools. Educational psychologists provided a range of much-valued advice and support to teachers, parents and pupils. A few schools benefited from support from social workers, clinical psychologists and psychiatrists. Specialist careers officers played an important role in advising pupils with SEN, their parents and teachers on options in relation to education, training and employment after leaving school. Some schools, including special schools, had very good links with colleges and helped young people to make the transition into inclusive further education.

6.34 Weaknesses in relationships between schools generally arose at the point of transition between primary and secondary. The major problem for school staff was being certain which school a pupil with SEN was likely to attend next. Often decisions were made at the last minute with the result that there was little or no time to build relationships. In many of the schools visited, primary staff had no first hand knowledge of the secondary school to be attended by pupils with SEN and little or no feedback on how they progressed after transfer.

6.35 While some health professionals reported positive experiences in mainstream schools, a number reported that there was a lack of joint working at present, a situation which was likely to hinder the inclusion of pupils who required their support. Many therapists reported that mainstream schools did not appreciate the direct contribution that health professionals could make to pupils' education. They identified a number of obstacles which stood in the way of a productive partnership and which needed to be addressed.

Obstacles to productive partnerships with health staff

- school staff did not understand the respective roles and responsibilities of health professionals
- headteachers did not make suitable arrangements for health professionals to work with pupils and consult with staff
- responsibility for providing, using and maintaining specialist equipment was often disputed

Links with the community

6.36 Many of the pupils with SEN were attending schools outside their local communities. Nonetheless, most schools made great efforts to establish productive links with their communities. Of particular note were the arrangements for pupils with SEN to have work experience. In one special school, this had led to a number of pupils obtaining employment in fully inclusive settings after leaving school.

Recommendations

29. *All schools should strive to achieve the same high levels of parental satisfaction as achieved by those visited during this study.*

30. *The Scottish Executive and councils should consider how to assist schools to fulfil the requirement to publish information on attainment in relation to 5-14 level and SQA awards in ways which do full credit to the high standards of all pupils and to the school in general.*

31. *Councils, schools and the NHS should consider ways of improving arrangements to ease the transition of pupils, particularly from the primary to secondary stage, including ensuring continuity of therapy and other support services.*

32. *Councils and schools should continue to work with the health service to improve services to pupils with SEN, their parents and teaching staff.*

How well are pupils achieving?

6.37 Overall, pupils' attainment of educational and personal goals was good. Many pupils with sensory impairments and physical disabilities were attaining standards commensurate with their peers and some were exceeding these. Some of the pupils with Asperger's Syndrome and language and communication disorders were also achieving well in terms of national standards of attainment. Many older pupils had realistic aspirations to progress to university.

- 6.38 Most pupils with moderate, severe or multiple learning difficulties were making steady progress towards achieving individual targets set mainly in reading, writing and mathematics. There was less information about their attainment in other areas of the curriculum. A few pupils were developing their specific talents in mainstream classes, for example in art and design, while following special programmes in other aspects of the curriculum. In general, pupils were progressing through the 5-14 curriculum at their own pace and with the support of specialist teachers and SNAs. It was very encouraging that, in one council, a group of pupils with learning difficulties, supported by staff from a special school, were exceeding expectations for their progress in mainstream classes (Case study 4, paragraph 8.38.).
- 6.39 At the secondary stage, some pupils with learning difficulties at S3 to S6 were studying to achieve National Qualifications at Access and Intermediate 1 levels. However, most secondary pupils with moderate, severe and complex learning difficulties did not have sufficient opportunities to acquire a range of national awards.
- 6.40 Some pupils were making very slow progress. In some instances, this was due to low expectations. In others, particularly at the secondary stage, it was the result of pupils being isolated in classes in which the content of the lesson was beyond their levels of comprehension. Some pupils had significant difficulties in attending and had not been able to acquire effective approaches to learning because of behavioural difficulties. They too often had gaps in learning because of time spent out of class or, less often, excluded from school. Some pupils, particularly in specialist units, lost time for learning because they had a shorter day in school than their peers.
- 6.41 Most pupils were making very good progress in personal and social development. Most of those with barriers to learning were developing a range of effective approaches to assist them to become socially competent and independent learners. Pupils with a range of SEN talked with enthusiasm about what they had learned on educational excursions, including the experience of travelling abroad, undertaken alongside their peers. Some were highly adept at using support staff, such as occupational therapists, mobility trainers and SNAs to help them to achieve objectives. These pupils made sure that such assistance did not impair their opportunities for social interactions with friends. There were several examples of pupils with disabilities making significant contributions to helping others.
- 6.42 In some instances, schools and the pupils themselves did not give sufficient attention to programmes to address the effects of

impairments. Reasons for this included the failure to recognise the importance of such programmes, the absence of specialist support and the classrooms and corridors being too restricted to allow for safe independent movement. A number of pupils were too dependent on SNAs with the result that the social benefits of being in a mainstream setting were either restricted or, at worst, lost. Some pupils with behavioural problems continued with inappropriate responses because the school environment had not been, or could not be, adapted to meet their needs.

Recommendation

33. *Councils and schools should monitor the progress and attainment of pupils with SEN to ensure that they are achieving standards across the curriculum commensurate with their potential.*

How good is the curriculum?

Curriculum overall

- 6.43 In almost all of the schools, the curriculum was very appropriate or appropriate to the needs of pupils. However, in 10% of schools, the curriculum had important or major weaknesses.
- 6.44 Pupils, generally, had access to the mainstream curriculum which was based on national guidance and individualised to meet their specific educational needs. The nature and extent of the individualisation varied greatly depending on each pupil's personal circumstances, the stage of education and the quality of the mainstream programmes and assessment. Examples of good practice are included below.

'Very often what is good practice for a SEN pupils is good practice for all.'
Headteacher

Examples of good practice in individualisation

- enhancement of the curriculum to provide programmes to teach pupils specific skills, such as Braille, sign language, mobility, social communication and behaviour management
- language programmes, devised by teachers and speech and language therapists, to address specific language and communication disorders and autistic spectrum disorders
- physical education and sports programmes, devised by physical education or class teachers, with assistance from physiotherapists and occupational therapists, to take account of motor co-ordination difficulties and to give pupils experiences which might otherwise be denied them
- life skills courses to teach pupils how to live independently, including the opportunity to achieve awards, such as the Duke of Edinburgh Award and the Caledonian Award

- programmes to teach essential skills in using technological aids and equipment which would assist pupils to circumvent some barriers to learning
- a range of flexible options for courses of study in the secondary school, particularly from S3 to S6, and including links with further education colleges and community education.

Individualised Educational Programmes (IEPs)

6.45 Most pupils with SEN in the schools visited had IEPs. Generally, specialist teachers worked with class teachers and other professionals in drawing up the IEPs and consulted fully, as appropriate, with pupils. Effective IEPs focused on the long- and short-term targets in priority areas of the curriculum and the personal learning needs of pupils. Where pupils had only a few priority targets, the IEP was very short and concise. The IEPs for pupils with multiple difficulties tended to be longer and more detailed and included, for example at the secondary stage, targets in relation to English language, mathematics, personal and social development and other subjects such as physical education and home economics.

6.46 In some primary, secondary and special schools, adaptations to the curriculum were further enhanced with enriched programmes of personal and social development, thinking skills, health promotion, sporting and cultural activities and service to the community. Curricular opportunities at the secondary stage were benefiting from new courses at Access and Intermediate 1 levels but only a few schools had made significant progress in developing these. The weaknesses in the quality of some pupils' curricular experiences are described below.

Weaknesses in the quality of some pupils' curricular experiences

- constraints on curriculum coverage due to loss of time, sometimes as the result of late arrival of transport to school or of medical appointments and treatment
- missing out on field trips or after school support classes and outings because no transport was available
- some IEPs too narrowly focused on English language, mathematics and personal and social development and with imprecise targets which did not ensure progress
- curricular programmes not adapted to, or appropriate to individual pupils' level of understanding and skills
- lack of flexibility in the mainstream curriculum with the result that pupils with SEN did not have sufficient choice of subjects to study from S3 to S6.

6.47 Teachers at the secondary stage reported that they needed more national guidance and support to assist them in developing rounded and progressive programmes in relation to National Qualifications at Access and Intermediate 1 levels for pupils with moderate and severe learning difficulties and severe communication difficulties. They lacked information about and experience of constructing broad and progressive programmes using national units for these pupils.

Recommendation

34. Further national guidance and support should be produced to assist teachers to develop and implement programmes in relation to National Qualifications at Access and Intermediate 1 levels for pupils with moderate, severe and profound learning difficulties and severe communication difficulties.

How good is learning and teaching?

6.48 The quality of classroom practice for the pupils with SEN was very good in 32% of schools and good in 61%. HMIE observed outstandingly good practice in a number of schools, mainly those which had developed provision over a number of years (see Section 8, case studies 2 to 6). The factors which contributed to high-quality learning and teaching are listed below.

Factors which contribute to high quality learning and teaching

- highly skilled and confident class and subject teachers who made effective and efficient use of the staff, resources and expert advice available to them to benefit all pupils in the class
- appropriate levels of support from specialist teachers and therapists who had a thorough understanding of pupils' impairments, how these impairments might impact on learning and teaching, what should be done to help the pupils to learn, and who were skilled in working with the pupils concerned and those teaching them
- effective and stimulating adaptation or individualisation of teaching programmes
- sufficient numbers of special needs auxiliaries (SNAs) who had insights into the needs of pupils with SEN, their teachers and the other pupils and who welcomed and made use of advice and opportunities for training
- positive, professional relationships among adults in the class and effective team work
- effective joint planning, monitoring and evaluation of programmes and learning opportunities

- informed use of specialist and other learning resources, aids and equipment
- consistent application of specialist teaching techniques by all working with a particular pupil or group of pupils
- special arrangements for sitting tests and examinations.

6.49 Very effective teaching teams emphasised how they had solved problems rather than focus on the difficulties they encountered. However, they were also highly realistic about what, given the resources available, they could do to meet the needs of all of the pupils in their classes. The following factors were identified as having an adverse effect on the quality of practice in mainstream classes.

Some factors that have an adverse effect on the quality of practice in mainstream classes

- lack of, or inconsistencies in, specialist advice, support and resources, particularly for responding to the needs of pupils with behavioural difficulties
- inappropriate placement in a class of a pupil or pupils with a wide range of SEN
- insufficient staffing, resources and accommodation to meet pupils' SEN as well as others in the class
- no, or insufficient levels of, staff development to ensure that staff have relevant understanding and skills in meeting the specific needs of pupils with significant SEN
- insufficient time for teachers to consult and plan jointly with other professionals
- an individual pupil or group of pupils needing so much attention that the quality of learning and teaching in the class as whole suffers.

6.50 Most schools had a range of computer hardware and software. A few schools were making effective use of technology to support pupils' learning in mainstream classes, generally because its value had been proved to the satisfaction of all and key staff as well as the pupils had been trained to exploit it. Overall, there was scope for greater use of technology to improve the learning of pupils with SEN in mainstream classes.

Recommendation

35. *Councils and schools should take account of the good practices outlined to ensure high-quality learning and teaching.*

36. *Schools should continue to develop the use of information technology to assist pupils with SEN to learn.*

How well are pupils' personal needs being met?

Care and welfare

- 6.51 The quality of care and welfare and pastoral support for pupils with SEN was generally very high, in line with that for other pupils in the school. Staff respected pupils' rights to privacy and personal dignity. School doctors undertook regular check-ups of those pupils with medical conditions and related to their consultant staff in hospitals. They provided advice on pupils' health needs to staff and parents and provided training as required. Some schools involved nurses in education programmes particularly in relation to health, hygiene, diet and sexual health. They often trained and advised auxiliary staff. Schools had agreed arrangements with parents and medical staff in relation to the administration of medicines, intimate care and actions when emergency treatment was required. Schools had generally agreed evacuation procedures with the fire service for pupils with mobility difficulties.
- 6.52 In primary schools, class teachers generally shared responsibility for pastoral support with either a senior manager or learning support specialist and worked closely with pupils' parents. At the secondary stage, learning support and guidance staff had agreed responsibilities. Pupils with SEN stressed the importance of having a key member of staff to whom they could go with problems. Many in large secondary schools reported on the value of having a resource base where they could be sure of finding a member of staff to assist them. They also appreciated such facilities for 'time out' when they were fatigued or under stress. Staff monitored the use of such bases to ensure that they were not encouraging pupils to be too dependent on them.
- 6.53 Most pupils were generally enthusiastic about their placements in mainstream schools, particularly when very good arrangements were in place to meet their personal as well as academic needs. Only a very small number reported poor experiences from bullying or feeling excluded and a few had chosen to attend specialist provision where they reported feeling more included and valued.

Personal and social development

- 6.54 The extent to which pupils with SEN were consulted and involved in decisions about their educational provision varied greatly. Many in the upper stages of primary and in secondary schools were invited to meetings to review their progress. Some pupils reported finding this approach useful and expressed appreciation for the support of teachers in helping them to prepare for such meetings. Others found the presence of so many professionals intimidating and, in some

instances, did not think that account was taken of their views. Pupils, and indeed their teachers and parents, were most frequently critical of the lack of detailed information about options and the facilities of particular schools to help them to make decisions and the time it took to follow them up. However, there were also examples of effective decision-making. HMIE followed a few pupils after their transfer from primary to secondary school and found that they had settled in well as a result of well-planned arrangements and exchanges of information. One articulate and informed P6 pupil appreciated a meeting with an education officer to be consulted about her placement and was looking forward to attending a special school of her choice.

6.55 Pupils' views of the support they received also varied. The adjective 'brilliant' was used by pupils in a number of schools about learning support staff. Some expressed appreciation for having SNAs and had relaxed and friendly relationships, which often included mainstream friends. A few resented the presence of a SNA and did not accept that they needed assistance. A number were too dependent on SNAs to assist them in class and around the school. Staff in many schools were not sufficiently experienced in consulting pupils about their views and taking action to improve provision in light of these views.

6.56 A few pupils with moderate, severe and complex learning difficulties were socially isolated in mainstream schools. They generally did not have the social skills, levels of understanding or interests which were essential to being accepted as a full member of a friendship group. Some parents, who gave priority to the social benefits for their children being in mainstream school, arranged for them to attend special clubs in the evening and weekends. A number of parents at the focus groups reported feeling very upset by their children's social isolation at school and, as a result, had changed their opinion about the merits of mainstreaming.

'Pupils with moderate learning difficulties are isolated in the playground. They do not mix with their peers, but with younger children.'
Headteacher

6.57 Some of the schools were exploring approaches to including pupils who were not able to control their behaviour and comply with expectations of good behaviour. Such pupils disrupted the work of classes, were demanding of the attention of staff and were abusive or had outbursts of aggression towards staff or other pupils. A number of schools had experienced some success in including such pupils through intensive programmes of personal and social education. Generally, these were taught in special classes or groups with a high ratio of staff to pupils even, at times, at the level of 1:1. Among the most frequently used approaches were special programmes in P1 and P2, called nurture classes, and in primary and secondary schools

activities to boost self-esteem and anger management. A few secondary schools supplemented their approaches with programmes of outdoor education and activities in the community. Further illustrations are included in case study 6.

- 6.58 In almost all of the schools, HMIE found evidence that the school as a whole was benefiting from mainstreaming pupils with SEN. Pupils with and without disabilities were able to explain that learning together had broadened their understanding of differences among people. In the most effective schools, staff were open in explaining to pupils the nature of the SEN relating to disabilities or disorders. Pupils reported that fears had been dispelled by finding out how they could communicate with each other. Staff in some schools taught the pupils how to relate to each other and other relevant skills. For example, primary pupils had learned to play with pupils with severe forms of autism, ignoring hand flapping and other repeated behaviours. In one school, where staff had not explained the difficulties of pupils attending the unit, the other pupils were mystified and regarded them as, at best, visitors to their playground. Pupils in a number of schools were acquiring rudimentary skills in sign languages and symbol systems to enable them to communicate. Such important social learning had resulted from a sustained approach by staff with the support of parents and visiting support staff.

'Having a profoundly deaf child in the school has opened up a whole new world of communication for staff and pupils, and has been a very positive experience.'
Headteacher

Recommendations

37. Councils and schools should ensure that pupils and parents have adequate information with which to make placement decisions.

38. Staff in schools should be open in explaining to pupils the nature of SEN relating to disabilities and disorders and assist pupils to develop appropriate skills to relate to their peers with SEN.

How good are leadership and management of inclusion and mainstreaming?

Leadership

- 6.59 The quality of leadership for inclusion and mainstreaming was very good in 70% of schools and good in 27%. In many instances, headteachers were driving the approaches to inclusion of pupils with SEN as part of their vision for their schools as fully inclusive learning communities. In a number of cases, headteachers of special schools had enthused headteacher colleagues about the potential of pupils with significant learning difficulties for being members of

mainstream classes and had led inclusion initiatives (eg Case Study 4). In some schools, councils had instigated inclusion by placing a unit in spare accommodation, and in all of these headteachers had responded positively. In many of the schools inspected, inclusion of pupils with SEN was part of a wider social inclusion agenda.

- 6.60 In most of the schools with embedded good practice, headteachers shared leadership of developments relating to inclusion with key members of staff, generally promoted staff. In most primary schools, there was a highly effective partnership between the headteacher and an assistant headteacher or senior teacher with responsibility for pupils with SEN. Leadership arrangements in secondary schools were more complex. In the most effective, one member of the senior management team, with the full support of the headteacher and other senior colleagues, led a team which brought together learning support, behaviour support and guidance staff. In some schools with units, line management for the unit staff lay with officers of the authority outside the school. In most of these situations, the headteacher worked effectively with the person responsible for the unit (eg Case study 5). The following features of effective leadership were identified, although not all were found in every school.

Features of effective leadership

- a clear view of the nature and extent of inclusion and mainstreaming
- an ability to communicate understanding of their views to staff and pupils and inspire them
- high expectations of and for all pupils' achievements and social integration
- the ability to plan meticulously and to be flexible in responding to unforeseen situations
- realistic appraisal of the resources required to support inclusion and mainstreaming
- willingness to seek out and use expert advice and support
- sensitive understanding of the needs of pupils with SEN and their parents and the ability to communicate with them
- a commitment to a programme of staff development for all members of staff
- recognition of the demands on staff and responsiveness when they show signs of stress or needed support
- the ability to keep inclusive and mainstream practices under rigorous review and readiness to take action to maintain, improve or change provision.

- 6.61 The inspections confirmed the view that successful mainstreaming depended on highly effective organisation within the school. Senior managers were required to pay close attention to detail in ensuring the health, safety and well being of all pupils and staff. Among the most important and time-consuming tasks was the one of deploying staff to ensure their most effective and efficient use. Successful managers carefully matched teachers to pupils, agreed arrangements with specialist teachers and therapists, deployed SNAs and ensured adequate supervision for pupils with SEN. Almost all schools were either very good or good in deploying staff. Several headteachers provided evidence of the complexities of ensuring that class and subject teachers had sufficient support and time to plan and consult with members of teaching teams and to attend review meetings. Another demanding task was arranging for pupils with SEN who attended part-time to join appropriate lessons in mainstream classes.
- 6.62 Leading and managing provision for pupils with SEN within mainstream schools required considerable commitment of time as well as a high level of competence. Some headteachers of primary schools calculated that they spent the equivalent of a day a week attending to issues related to the small number of pupils with SEN. Time for these management duties was not recognised in the staffing allocations for many of the schools. Some councils had taken account of time for such duties in a few schools. A few primary and secondary schools had assistant headteachers or co-ordinators to take management responsibility.

Recommendation

39. *Councils should ensure that senior managers in schools have sufficient time for leading and managing provision for pupils with SEN.*

Planning, monitoring and evaluation

- 6.63 The quality of planning for pupils with SEN was variable. Schools which had a clearly specified, long-term role in making provision for the inclusion of pupils with SEN were in a position to plan effectively. They generally also had a long-term commitment of resources. They either integrated plans for maintaining and improving provision into the school's improvement plan or, in the case of a few secondary schools, into the development plans for units or learning support departments. However, many schools were forced to take an ad-hoc approach to planning, because they were not clear about their council's long-term expectations of them and they were not certain about having the resources to support developments. Most schools reported on difficulties in planning too far ahead as there was

uncertainty about the numbers of pupils and range of needs for whom they would have to make provision in the next session.

- 6.64 Most schools were very good or good in monitoring and evaluating the quality of services for SEN. However, several had weaknesses in this aspect. Generally, schools were alert to the importance of using resources well. Some headteachers had been rigorous in evaluating the capacity of their school to respond to learning needs of pupils in general and pupils with SEN. As a result of such analysis, some had restricted the range of needs for which they would make provision in the interests of providing a high quality service to their pupils and developing expertise in staff. Many schools expressed concern that there was no rigorous, external evaluation of the quality and extent of inclusion by council staff. Some headteachers and staff felt that their work in this area was not sufficiently recognised. They were also of the view that more rigorous external evaluation would assure the quality of provision for pupils with SEN and provide a realistic view of the capacity of each school to maintain and develop inclusion and mainstreaming.

Recommendation

40. *Councils should provide strategic guidance to schools on their expectations of them over the long term in respect of inclusion and mainstreaming.*

41. *Councils and schools should ensure that they have rigorous approaches to monitoring and evaluating the quality of inclusive provision for pupils with SEN.*

42. *Schools should keep under review the range of SEN for which it can provide a high-quality service.*

Conclusions

- 6.65 This study demonstrates that a number of schools across Scotland, recognised for their good practice, were meeting very well the needs of pupils with disabilities and learning difficulties in inclusive and mainstream settings. There was some outstandingly good practice. Much of the best practice was in schools which had been working on inclusion over a number of years and had experienced success, and in those which specialised in educating pupils with specified disabilities. Some special and mainstream schools had worked together very effectively to enable pupils, generally with complex SEN, and their staff to be full members of learning partnerships. Most of the schools

visited tended, as yet, to be undertaking inclusive developments on their own rather than as part of a fully systematic and planned authority-wide approach.

- 6.66 Schools interpreted the concept of inclusion in different ways. In the best practice, staff shared a commitment to respond positively to the personal and academic needs of each pupil as an individual and as a member of a close and productive educational community. Almost all of the schools regarded mainstreaming as an aspect of inclusion. The extent to which pupils with SEN were full members of mainstream classes depended on the needs of individual, the level of resources to support them, the views of parents, the competence and confidence of both specialist and mainstream teachers, and the needs of other pupils. At the heart of the most inclusive provision was the commitment to ensure that each pupil had optimum opportunities for progressing educationally and socially.
- 6.67 Headteachers and staff in almost all of the successful schools visited had found, on occasions, that they had not been able to include a child or young person, because they were not equipped to meet their SEN effectively. The needs of pupils with social, emotional and behavioural difficulties and those with complex SEN presented the greatest challenge to schools.
- 6.68 Schools generally had very good relationships with parents. In the best practice, staff involved pupils with SEN in all aspects of the life of the school and ensured that all pupils benefited. A few pupils had experienced bullying and feelings of isolation and had chosen to attend a special school or unit.
- 6.69 The most effective schools had strong leadership at all levels of the school, and a core of staff committed to inclusion and confident that they could meet pupils' needs. Leaders of these schools were very clear about the capacity of their schools to provide effectively for all of its pupils. They adjusted their curriculum and programmes to meet a wide range of pupils' needs and provided enhanced experiences for individuals. The schools which met pupils' needs most fully had the benefit of very good classroom practitioners and specialist teachers and other professionals with a high degree of expertise, notably in sensory impairment, and language and communication disorders. These schools were also committed to working effectively with the NHS social work and other agencies.
- 6.70 The study demonstrated the very good quality of professional commitment and practice of the key staff in councils, schools and

'...we have been very successful with pupils who have faced severe physical disabilities. The problems have mainly been with pupils who present severe SEBD – the impact of disruption in classrooms has had negative effects on other pupils...'
Headteacher

support services who led and managed inclusion. They faced many challenges in managing high-quality learning for all. HMIE found that even what appeared to be relatively minor weaknesses in planning, provision and practice could put at risk the well-being and progress of pupils with SEN and the confidence of their teachers, for example, not having a replacement when the SNA was absent, or not anticipating the need for specialist transport for outings. They were concerned about signs that some schools were working at the limits of their capacity to meet the needs of all of their pupils. However, the study also amply demonstrates that councils and schools have much very good practice on which to build in extending inclusive education to all pupils.

Summary of good practice features

- sufficient management capacity to lead and manage inclusion, including strong leadership at all levels in the school and a core of staff with a long-term commitment to inclusion.
- staff development and training to support inclusion and a commitment from all in the school to respond positively to the personal, social and academic needs of each pupil combined with high quality team work among staff in the school and with visiting professionals
- a realistic appraisal of the capacity of schools to support inclusion with specialisation in particular disabilities at a school level where appropriate
- appropriate curricular programmes which meet the educational and personal needs of pupils
- good communication with parents.

6.71 Councils and schools should draw on the examples of good practice in this section in taking forward developments in educating pupils with special educational needs in mainstream settings. To assist schools in developing their approaches to mainstreaming, HMIE will prepare more specific guidance based on ‘How good is our school?’

7. Conclusions and summary of recommendations

Overall conclusions

- 7.1 This report shows that changes in legislation will result in more pupils with special educational needs being educated in mainstream schools. This will lead to increased costs arising from the need to provide effective support for more children with SEN in mainstream schools and from losing the economies of scale associated with special school provision.
- 7.2 Whilst some children with SEN currently educated in special schools could be educated effectively in mainstream at relatively small additional cost, others with more profound needs will require substantial and costly support in mainstream. Councils, working with the NHS, will have to balance individual placement decisions with meeting the needs of all their children.
- 7.3 This report aims to assist councils, and the NHS, to respond to these changes by including children and young people with SEN into mainstream schools and ensuring that their inclusion is effectively supported. This report shows that inclusion of pupils with SEN in mainstream schools can work well and that there is scope in many councils to increase the number of pupils with SEN educated in mainstream schools.
- 7.4 Implementing the recommendations in this report will take commitment from councillors, senior management and headteachers, with support from the NHS and other bodies. The Accounts Commission and the Auditor General looks to all councils to follow the good practice example included in this report.
- 7.5 Audit Scotland and HMIE will be following up this report. The following checklists set out the key actions for council members, senior managers and headteachers in developing and implementing a mainstreaming strategy.

Summary of recommendations

- 7.6 The roles and responsibilities of each of the key groups in implementing the recommendations made in this report are discussed briefly below. Recommendations for each of the agencies involved are listed separately, those applying to more than one agency will be duplicated.

The role of the councillor

- 7.7 Councillors have a key role to play in ensuring that the inclusion of children and young people with SEN is managed effectively. They approve policy statements to guide the overall inclusion programme, covering issues such as objectives and timescale for their achievement, projected levels of investment and criteria for selecting schools for rebuilding/refurbishment.
- 7.8 They are also responsible for monitoring the implementation of council policy by scrutinising regular progress reports on the effectiveness of the council's inclusion strategy to ensure that officers are following policies and responding to the needs of pupils and parents.

'Inclusion cannot be left to chance. It has to be championed on the ground.'

Principal Educational Psychologist

The role of senior managers in councils

- 7.9 Senior officers manage the implementation of council strategies. They ensure that satisfactory arrangements are in place to deliver their council's inclusion strategy. They also make arrangements for raising awareness, allocating responsibility, identifying problems and appropriate solutions, and monitoring performance. They are responsible for monitoring the quality of SEN provision and have a key role in developing systematic good practice across all the schools within their council.

The role of the headteacher and school management teams

- 7.10 Headteachers have a key role to play in championing inclusion in their schools. Assisted by their management team, staff, and school board they are best placed to promote an inclusive ethos within their schools. With the support of pupils and parents, they can make significant progress towards creating an inclusive ethos within schools.

The role of health board members

- 7.11 Health board members have a key role to play ensuring that NHS services can effectively support the inclusion of children and young people with in mainstream schools. They approve policy statements to guide the provision of services and are involved in consultation with council members on the strategic direction of services.

The role of health service managers

- 7.12 Health service managers manage the implementation of NHS strategies including allocating responsibility, identifying problems and appropriate solutions, and monitoring performance. They need to work pro-actively with council managers to ensure a comprehensive service for children and young people with SEN.

Recommendations for the Scottish Parliament and the Scottish Executive

13. Parliament must have a robust analysis of the potential financial consequences when they are considering Bills and amendments.

14. Parliament should consider how best to ensure that there is full consideration of relevant costs when Bills and amendments are scrutinised.

1. The Scottish Executive should clarify the definition of a mainstream school and the status of special units and bases in mainstream schools in the light of the 'presumption of mainstreaming'.

2. To improve the consistency of school census information and enhance its value in service planning the Scottish Executive should discuss with local authorities mechanisms for validating school census data submitted by headteachers.

3. The Scottish Executive should undertake research to identify whether the differences in the number of boys and girls identified as having SEN are the result of genuine differences in the level of support required with a view to ensuring that arrangements for identifying, and meeting, the SEN of both boys and girls are effective.

5. Councils and the Scottish Executive should collect information on the nature of the impairment of pupils assessed as having SEN but who do not have an RoN. The collection of more detailed information about pupils with IEPs in addition to those with RoNs may facilitate this.

6. The Scottish Executive should provide guidance on the design of inclusive schools.

9. The Scottish Executive, councils, the teacher education institutions and the General Teaching Council Scotland (GTCS) should consider how best to ensure that all teachers are equipped to teach children with SEN.

19. The Scottish Executive should examine ways of improving the co-ordination of initiatives between departments, with clear links being made between the various funding streams supporting the inclusion of pupils with SEN in mainstream schools.

20. The Scottish Executive should also consider whether it would represent better value for money for initiative funding to be announced in the general GAE settlement to allow councils and other agencies to take account of initiative funding as part of their service planning and budgeting arrangements.

21. Where funding is arranged for pilot projects the Scottish Executive should include arrangements for evaluation with a view to extending successful initiatives.

30. The Scottish Executive and councils should consider how to assist schools to fulfil the requirement to publish information on attainment in relation to 5-14 level and SQA awards in ways which do full credit to the high standards of all pupils and to the school in general.

34. Further national guidance and support should be produced to assist teachers to develop and implement programmes in relation to National Qualifications at Access and Intermediate 1 levels for pupils with moderate, severe and profound learning difficulties and severe communication difficulties.

Recommendations for councils

4. Councils should collect information on the number of pupils from ethnic minorities assessed as having SEN to help ensure that they are identified effectively and that their needs are subsequently met.

5. Councils and the Scottish Executive should collect information on the nature of the impairment of pupils assessed as having SEN but who do not have an RoN. The collection of more detailed information about pupils with IEPs in addition to those with RoN may facilitate this.

7. Councils should ensure that the needs of pupils with a wide range of SEN and disabilities are considered when designing new or refurbished schools.

8. Councils should consult with stakeholders with experience in SEN, including the NHS and others, to ensure that the facilities proposed in new or refurbished schools can meet the needs of pupils with SEN.

9. The Scottish Executive, councils, the teacher education institutions and the General Teaching Council Scotland (GTCS) should consider how best to ensure that all teachers are equipped to teach children with SEN.

15. Councils and the NHS should jointly develop a strategy for the inclusion of pupils with SEN in mainstream schools.

16. In developing this strategy councils and the NHS should ensure that the service plans of the council's Education and Social Work services and the NHS and the voluntary sector meet the needs of pupils in a co-ordinated manner.

17. In developing a strategy councils should fully appraise their options for meeting the mainstreaming presumption. Councils and the NHS should ensure that stakeholders, including teachers, parents and the voluntary sector are included in decision-making processes.

18. Education services should establish robust budget setting mechanisms to determine the SEN budget required to support the council's mainstreaming strategy.

22. Councils and schools should ensure that they have in place effective policies and procedures for identifying, meeting and reviewing the special educational needs of pupils. Parents and school staff should be fully informed about these policies and procedures and the options for meeting pupils' needs.

23. Councils should keep under review the demands on each school and ensure that it has the capacity to function effectively without excessive demands on the headteacher and other members of staff.

24. Councils should ensure that schools' physical environments are adapted to meet the needs of pupils with SEN and that essential adaptations are made before pupils are admitted.

25. Councils and schools should ensure that there is training on the inclusion of pupils with SEN and for class and subject teachers and SNAs, in particular, that there is effective development and training to support the needs of pupils with SEBD.

26. Councils should help to ensure that pupils with SEN can play their part in the full life of the school by arranging transport wherever possible to allow them to participate in school outings and after school clubs.

30. The Scottish Executive and councils should consider how to assist schools to fulfil the requirement to publish information on attainment in relation to 5-14 level and SQA awards in ways which do full credit to the high standards of all pupils and to the school in general.

31. Councils, schools and the NHS should consider ways of improving arrangements to ease the transition of pupils, particularly from the primary to secondary stage, including ensuring continuity of therapy and other support services.

32. Councils and schools should continue to work with the health service to improve services to pupils with SEN, their parents and teaching staff.

33. Councils and schools should monitor the progress and attainment of pupils with SEN to ensure that they are achieving standards across the curriculum commensurate with their potential.

35. Councils and schools should take account of the good practices outlined to ensure high-quality learning and teaching.

37. Councils and schools should ensure that pupils and parents have adequate information with which to make placement decisions.

39. Councils should ensure that senior managers in schools have sufficient time for leading and managing provision for pupils with SEN.

40. Councils should provide strategic guidance to schools on their expectations of them over the long term in respect of inclusion and mainstreaming.

41. Councils and schools should ensure that they have rigorous approaches to monitoring and evaluating the quality of inclusive provision for pupils with SEN.

Recommendations for the health service

11. The NHS should review the capacity of services (in particular therapy services, child and adolescent mental health and school nursing service), to ensure that they are able to meet the needs of pupils with SEN in the light of the presumption of mainstreaming.

12. The health service should introduce guidance on maximum waiting times for therapy services and child and adolescent mental health assessments.

15. Councils and the NHS should jointly develop a strategy for the inclusion of pupils with SEN in mainstream schools.

16. In developing this strategy councils and the NHS should ensure that the service plans of the council's Education and Social Work services and the NHS and the voluntary sector meet the needs of pupils in a co-ordinated manner that is centred on the needs of children and young people.

17. In developing a strategy councils and the NHS should fully appraise their options for meeting the mainstreaming presumption. Councils and the NHS should ensure that stakeholders, including teachers, parents and the voluntary sector are included in decision-making processes.

27. The health service should ensure that there are adequate therapy services available to meet the needs of pupils with SEN in mainstream classes.

28. The health service should review the number of training places for therapy staff to ensure that there is an adequate number of paediatric therapy staff to meet demand.

31. Councils, schools, and the NHS should consider ways of improving arrangements to ease the transition of pupils, particularly from the primary to secondary stage, including ensuring the continuity of therapy services.

Recommendations for the schools

10. Schools should analyse their training needs in respect of the diversity of SEN that they are able to accommodate within the school, and ensure that appropriate training takes place. Training should be compulsory where required.

22. Councils and schools should ensure that they have in place effective policies and procedures for identifying, meeting and reviewing the special educational needs of pupils. Parents and school staff should be fully informed about these policies and procedures and the options for meeting pupils' needs.

25. Councils and schools should ensure that there is training on the inclusion of pupils with SEN and for class and subject teachers and SNAs, in particular, that there is effective development and training to support the needs of pupils with SEBD.

29. All schools should strive to achieve the same high levels of parental satisfaction as achieved by those visited during this study.

31. Councils, schools and the NHS should consider ways of improving arrangements to ease the transition of pupils, particularly from the primary to secondary stage, including ensuring continuity of therapy and other support services.

32. Councils and schools should continue to work with the health service to improve services to pupils with SEN, their parents and teaching staff.

33. Councils and schools should monitor the progress and attainment of pupils with SEN to ensure that they are achieving standards across the curriculum commensurate with their potential.

35. Councils and schools should take account of the good practices outlined to ensure high-quality learning and teaching.

36. Schools should continue to develop the use of information technology to assist pupils with SEN to learn.

37. Councils and schools should ensure that pupils and parents have adequate information with which to make placement decisions.

38. Staff in schools should be open in explaining to pupils the nature of SEN relating to disabilities and disorders and assist pupils to develop appropriate skills to relate to their peers with SEN.

41. Councils and schools should ensure that they have rigorous approaches to monitoring and evaluating the quality of inclusive provision for pupils with SEN.

42. Schools should keep under review the range of SEN for which it can provide a high-quality service.

8. Case studies

Case study 1: The costs of closing a special school and transferring pupils to alternative settings.

Background

- 8.1 In April 1996, the new Aberdeen City Council adopted inclusion as one of their operational principles. The stated aim of the inclusion policy was to give '*greater equality of opportunity*' for all children and young people by ensuring that, whenever possible:
- children attend their local school or a school within their local community
 - fewer children are educated away from home and
 - there is a minimal use of exclusion.
- 8.2 On 8 April 1997, the Education Committee of Aberdeen City Council adopted a six-year plan which aimed to create a SEN Base in every Academy and at least one Primary school in each Associate School Group (ASG) in the City by 2002. During the period from 1996 to the present day, consistent progress was made and that aim was overtaken. The number of special needs bases has increased from seven in 1996 to 35 in 2002. Over the same period the number of pupils in special schools has fallen from 441 to 271, while the number of pupils in SEN bases/units/mainstream classes has increased from 218 to 327.
- 8.3 At an early stage, following the Committee Report of 1996, it became clear that the move to more inclusive provision would have the effect of reducing the population of pupils in 'free-standing special schools'. This case study considers the effects of closing one of the remaining special schools and, specifically the costs of doing so.
- 8.4 It looks at the real numbers and age profile of pupils in a specific school and makes a series of assumptions about the speed at which change can be achieved. Specifically, although it assumes that new placements are stopped immediately, it allows a total of three years for the transfer, or departure, of pupils already in attendance.

Management Arrangements

- 8.5 To ensure that the Council was prepared to meet changing needs and demands, a number of working and consultative groups were established. These included an SEN Parents' Forum, a headteachers of free-standing special schools group and a Chairs of School Boards group (representing the special and mainstream schools most affected by the plans).
- 8.6 The changing situation was also regularly discussed at the:
- Education Committee
 - Senior Management Team of the Education Service
 - Meetings with staff from Property and Technical Services
 - Psychological Service Team meetings
 - Budget meetings
 - Union/Management meetings
 - School Board meetings
 - Education Officer meetings.
- 8.7 Two major themes emerged during these deliberations. One was the need to manage attitudinal change and the other concerned the budgetary and resource considerations of managing lasting change in relation to inclusion.

Themes

- 8.8 **Attitudinal Change** - Managing such a significant change in attitude and practice requires many years to pass before inclusiveness is fully embedded. However, since 1997, the strategy for managing attitudinal change has centred on:
- a programme of professional development for staff
 - meeting parents and the public to explain policy and implementation plans for inclusion
 - meeting union officials representing teachers and support staff in the Education Service and meeting headteachers' groups
 - attending national working groups and conferences on inclusion to ensure progress at local and national level is in harmony.
- 8.9 **Budgetary Matters** - Budgetary and resourcing matters relating to a more inclusive approach are complex and demanding. Initially, there were accusations by some that the Council was trying to make savings through the closure of special schools at the expense of pupils with special needs. However, it was soon realised that the inclusion agenda would initially be more costly than present arrangements. It is the

Council's belief that the long-term effect will be a more effective and efficient use of resources and a happier experience for those with special needs and their families.

- 8.10 Achievement of the plan to date, within the target timescale, has been dependent on two things: Significant injections of monies through Scottish Executive initiatives such as Excellence Funding which enabled the council to finance the changes, and the commitment of Elected Members who, following careful consideration of the inclusion plans in 1996/1997, endorsed them and then stood by them, despite competing demands on budgets.
- 8.11 However, the continuing sustainability of progress to date is of on-going concern to Elected Members and Officials since the inclusion initiative largely funded by the Excellence Fund which creates difficulties for long-term planning. There are on-going additional costs and these will need resourcing if the inclusion agenda is to be sustained.

Case Study Assumptions

- 8.12 Aberdeen City Council provided some basic data about one of its special schools, referred to below as 'Park School', which caters for pupils with moderate learning disabilities. The school had 100 pupils on the roll in 2001/2002 and the case study tracks how costs would behave were this school to be closed. A number of assumptions have been made, some based on the actual profile of pupils at the school, others, for example about when the property could be disposed of, more speculative.
- 8.13 As regards pupil numbers, it is assumed that new admissions ceased with effect from the start of the school year 2002/2003 and that pupils already at the school are transferred over a three-year period. The majority of new admissions would go instead to bases attached to mainstream primary schools, and most pupils transferring would move to bases attached to primary or secondary schools. However, it is estimated that 11 pupils a year would still require, or choose, to attend one of the Council's other special schools. It is assumed that the alternative education arrangements for the 100 pupils who are, or would have been, at the Park School, would be as follows:

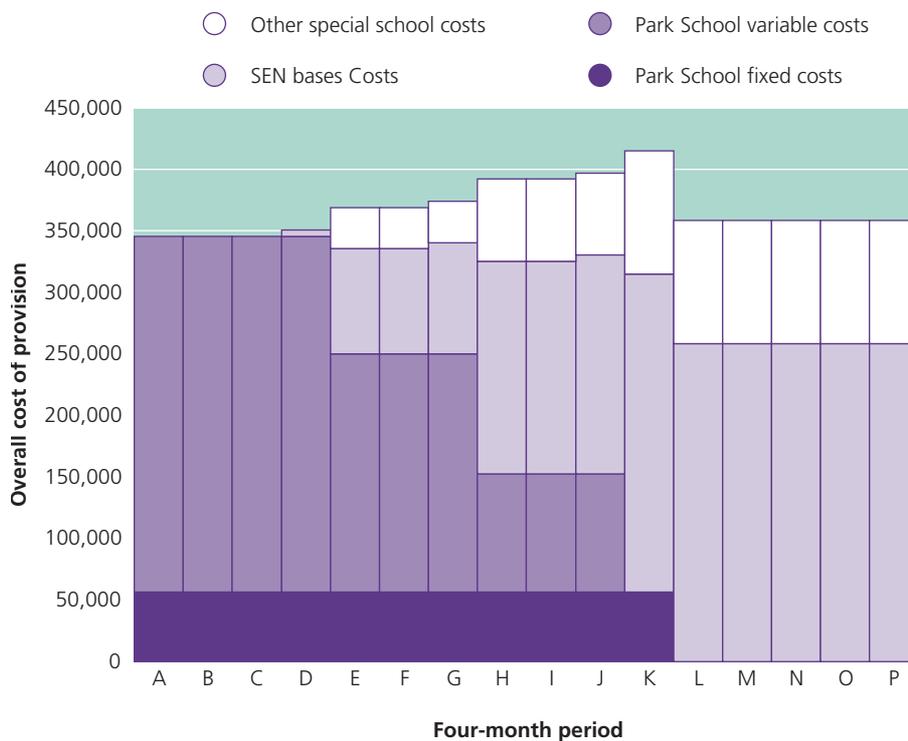
School Year	Park School	Other Special Schools	Mainstream plus bases
2001/2002	100		
2002/2003	67	11	22
2003/2004	33	22	45
2004/2005	Closed	33	67

- 8.14 It is assumed that, over the period of time, 33 pupils would have to be accommodated in the remaining free-standing special schools. It is anticipated that nine of these would be accommodated in the school that caters for children and young people with the most complex disabilities and the remainder would be split between the other two free-standing special schools. Because of a trend locally which shows a reduction in school populations in the area as a whole, it is anticipated that the existing special schools would be able to accommodate the pupils transferring from the closing Park School, together with an appropriate number of teaching staff.
- 8.15 Over the same period, 67 pupils would transfer to, or be newly admitted into, mainstream schools, supported by bases. Of the transferring pupils, 27 are of secondary age and there is capacity in existing secondary bases to accommodate these pupils. However, a new primary base would be required in each year, incurring start up costs as well as running costs. It is estimated that these would amount to about £5,000 each, and be incurred in the period before the bases are required. Teaching staff transferring from the Park School would not be sufficient to resource the SEN bases and it is estimated that an additional two staff would be required in each of the three years.
- 8.16 Additional teaching staff also require additional resources for staff development and the small size of the primary bases results in some additional per capita costs. Many other costs remain unchanged, although they follow the pupils and are thus incurred in different schools. These include costs such as escorts and auxiliaries and it is assumed that transport costs remain unchanged in total, although this would depend on a number of factors, including the precise location of pupils' homes.
- 8.17 There are also some fixed costs, largely related to property, which are assumed to be unchanged over the programme, since the transferred pupils can be accommodated in existing buildings and since the vacated space at the Park School is not releasable until after the end of the period, but which would ultimately result in a saving. It is assumed that this saving is achieved four months after the Park School is closed.
- 8.18 The costs of the Park School in the school year 2001/2002 were about £1.04 million and, based on the assumptions made above, it can be estimated that the alternative costs for the 100 pupils concerned would rise to a maximum of nearly £1.2 million in 2003/2004, before falling to a long-term level of about £1.08 million.

8.19 This is illustrated in Exhibit 24 below, over a total of 16 four-month periods from the start of the financial year 2001/2002 to the end of the school year 2005/2006. A letter describes each period and the table below illustrates both how these periods fall and the total cost in each school year.

Exhibit 24: Costs associated with closing a special school and transferring pupils to other special schools and bases in mainstream provision

There are significant transitional costs in closing a special school.



Source:

Case study 2: A 'barrier-free' primary school

The school

8.20 A large city primary school with over seven years of experience including and mainstreaming pupils with SEN related to:

- cerebral palsy
- communication disorders
- Asperger's Syndrome
- Down's Syndrome
- attention deficit hyperactivity disorder (ADHD)
- dyspraxia
- dyslexia
- social, emotional and behavioural difficulties.

8.21 Eighteen of these pupils lived outside the catchment area of the school. Support services included speech and language therapy, physio- and occupational therapy, nursing, educational psychology, child and family psychiatry and home-school support. The council was responsive to requests for improvements, including special transport when required.

The school's approach to inclusion and mainstreaming

8.22 The school's aims were to ensure that all pupils were active learners in a barrier-free learning environment and were fully included in all aspects of its life, including residential and other educational excursions. Pupils with SEN were full members of mainstream classes and, through careful assessment and review of their learning needs, had individual timetables for tutorials, special programmes and care activities.

Significant features of inclusive practices

8.23 This school was judged to be very good across all 12 of the distinctive features of inclusion. The following are examples of very good practice found in the school:

- led by an inspirational headteacher, all members of staff were part of a team working together, and with support services, to achieve the school's aims in daily practice
- most members of staff, including valued SNAs, were highly competent and experienced, making full use of very good opportunities for further staff development
- well-developed induction procedures for new pupils and their parents and a continuing programme of parental involvement and support
- a rigorous and flexible approach to the curriculum for the school as a whole and carefully considered adaptations to meet the needs of individual learners
- where possible, pupils with similar SEN were grouped together in classes to make the most efficient use of expertise, staffing and resources
- the quality of classroom teaching was very high and further enhanced by class teachers who had acquired additional skills, such as the use of sign language and techniques for responding to challenging behaviour

- classroom teachers were very well supported by senior managers, specialist teachers and other professionals with expert knowledge and skills
- staff involved pupils in setting their learning targets and in monitoring their progress.

Some of the school's challenges in promoting and maintaining inclusion

- The headteacher had worked with the council over a number of years to improve accommodation. However, the school did not have all of the facilities of a very good special school, such as a multi-sensory room and soft play room, which some of their pupils needed. Storage of walking aids and other essential equipment remained a problem.
- School and therapy staff had found that they had differing views of the needs of some pupils and how these might be met. They had come together to tease out the issues and agree a more consistent approach with the result that they had established very good working relationships.
- The school had to be continuously alert to the needs of all parents. They had found that they had to help parents of new pupils understand that their child might gain independence from a lower level of support. Parents in general required reassurance that the school was pursuing high standards of attainment.
- The headteacher spent around 350 hours during the school session leading and managing the education of the pupils with significant SEN but the school had no additional mainstream staffing allowance to compensate.

Some comments from pupils

- 8.24 A pupil in the middle of the school reported *'This is a very nice school because there are good teachers who let you work by yourself but are there to help you if you need it. The teachers don't shout. Children who are in wheelchairs are just part of us.'*
- 8.25 A pupil in the upper stages said that that *'the school is better than my last one'* (from which he had been excluded as a result of very disruptive behaviour) because *'the teacher likes me'*. He reported that he still got rows but added that he felt that he had deserved them. He remarked, *'People don't get excluded from this school.'*

Case study 3: George's primary and secondary education

George

8.26 George is in S5 of a mainstream secondary school which has a base for pupils with autistic spectrum disorders. In his Standard Grade examinations, he achieved eight credit level passes of which seven were at the highest grade. George described himself as having high-level autism. He and his mother described his educational experiences to date.

Pre-school

8.27 George is the youngest of a large family. He was diagnosed as having high-level autism at a national centre when he was just over two years of age. At that time, George could not communicate, slept for only short periods, was totally unaware of dangers and had obsessions. George's mother enrolled him in a nursery school but he was able to cope with it for short periods and only in her company. George's mother described the nursery experience as being unsuccessful. George had specific gifts at that stage. He learned to read advertisements on the television and on billboards before he was heard to talk. At this stage, George and his family received very good support from a speech and language therapist and an occupational therapist. His needs were assessed and reviewed through the local authority Pre-School Assessment Team. George's mother felt that she was fully involved in their discussions and agreed with the decision about placement in a special school when he was five.

Primary school

8.28 George started his schooling in a special school for pupils with autistic spectrum disorders. His mother praised the staff for their work with George and their success in promoting his communication, cognitive abilities and competence in relating to others. However, the members of his family have also played a large part in promoting his development. George made such rapid progress in this special school that the decision was taken at a review meeting that he should be introduced to a mainstream school.

8.29 School staff and therapists worked with George's mother in preparing him to transfer to a mainstream primary school. When he was eight years of age, he was gradually introduced to a mainstream class, starting with one half-hour each day and building up to a full day per week and then full-time. He had an auxiliary to support him. By the end of primary school, George was taking part in most areas of the curriculum. However, even with auxiliary support, he was not able to

perform appropriately in physical education (PE) and for the last six months of primary school had no PE.

Secondary school

- 8.30 When it came to decisions about secondary school, George's educational psychologist worked closely with George's parents. The educational psychologist took them on visits to a number of schools. George's mother was very upset by the attitude of one headteacher who gave the impression that staff did not want George in their classrooms without auxiliary support. By this time, George's parents felt that he did not need such assistance which made him overly dependent on adults and limited his opportunities for relating to his peers. George's parents chose a secondary school outside their local area as it had staff specialising in supporting the education of pupils with autistic spectrum disorders.
- 8.31 George settled into secondary school very quickly. He followed part of his programme in a tutorial group in a special classroom and part of it in mainstream classes. Over the time, George extended the time spent in mainstream. However, George and his mother reported on the importance of a key member of the specialist staff being a source of support when difficulties arose. George has been able to develop his musical talents in school and in a church group. He has been a member of a boys' organisation and also helps younger children in another community group. In addition to music, George has shown particular talent in learning modern languages. He was able to guide his parents around Paris on a recent holiday. George deals with difficult personal problems by writing about them. Currently, he is studying for Higher grade examinations. George is planning to stay on for S6 and is not yet sure what he wants to do on leaving school.

Case Study 4: Special school support for mainstreaming

A special school's outreach service

- 8.32 The headteacher of a small special school for up to 30 primary and secondary aged pupils with SEN, arising from moderate, severe and profound learning difficulties, was working with the education authority, pre-school teams and other agencies to promote and support mainstreaming. To achieve this objective she had established an outreach service.

The aims of the outreach service

- 8.33 The aims of the outreach service were to support:

- the transition from nursery to mainstream P1 classes of pupils with SEN who formerly would have been placed in the special school
 - pupils with specific, pronounced or complex SEN in mainstream P1 to P3 classes to prevent them from needing to transfer to the special school
 - pupils from the special school to spend part of their time in mainstream classes.
- 8.34 The special school had recently increased the length of its day to bring it into line with the mainstream primary schools in the area and thus ease planning.

The structure of the outreach service

- 8.35 The headteacher of the special school worked closely with an officer in the education authority on the strategic management of the outreach support service to implement the authority's policy on inclusion. The day-to-day management of the outreach service was the responsibility of the special school's assistant headteacher. The education officer, the headteacher and the assistant headteacher shared a strong commitment to inclusive practices and were the motivating force behind the successful developments.
- 8.36 The assistant headteacher led a highly effective and focused team which included three teachers and a full-time speech and language therapist as well as special needs auxiliaries (SNAs) whose numbers were increasing in response to the assessed needs of pupils. An experienced team of educational psychologist, medical officer, physiotherapist and occupational therapist provided advice and support as required as well as contributing to reviews of pupils. A speech and language therapist was a full-time member of the outreach team. The outreach team linked very well with the pre-school assessment and development team to ensure a smooth transition for pupils from nursery to P1.
- 8.37 The outreach team was based in the special school. It supported pupils in mainstream primary schools by:
- working closely with the headteachers of the local primary schools and ensuring that team members provided an agreed level of support and were ready to respond quickly to any difficulties
 - maintaining very good relationships with parents and involving them in their children's education

- providing staff development on inclusion, learning and teaching for promoted staff and class teachers in the primary schools
- giving very specific information on the pupils with SEN to help staff understand their needs
- working with key teachers and other staff to plan the curriculum and support for pupils with SEN prior to admission to mainstream schools and on a continuing basis
- working with key teachers in monitoring the progress of pupils and the achievement of targets set in their individualised educational programmes
- deploying and training SNAs to support individual pupils.

Achievements

8.38 Among the many achievements of this service were the following:

- The education authority officer and head of the special school were committed to, and effective in, planning for and supporting inclusive practices.
- The headteachers of the primary schools and their staff were also committed to inclusion and felt very well supported by the outreach service.
- Staff in the special school supported the mainstream developments.
- Parents were very pleased with their children's educational experiences and support.
- The quality of teamwork within the team and with school staff was exceptionally good.
- Class teachers had gained in confidence and were developing new skills such as in a specialist communication system to enable them to communicate with and teach pupils with severe language and communication disorders. One mainstream school was extending aspects of this communication system to all pupils in the early stages because they had evaluated the potential to help the pupils to develop learning skills.
- Pupils with SEN, whether full-time members of mainstream classes or on shared placements, were making better than expected progress and were full members of classes.

Issues

- 8.39 The outreach service was supporting pupils up to P3. It had yet to test whether it could work as effectively in the other stages of the school.
- 8.40 Very good levels of staffing had been provided to support the pupils with SEN and their teachers. The members of the outreach support team and headteachers of the primary schools hoped that it would be possible to go on increasing the size of the team as required to support the increasing numbers of pupils in mainstream settings.

Case study 5: Provision for pupils with severe visual impairments in a primary school

The school

- 8.41 This primary school was located in a large city. It had accommodation serving as a base for 12 pupils with severe visual impairment (SVI). The base provided work space for staff and pupils and a meeting area for reviews and professional discussion as well as storage for equipment. The school building was accessible for pupils who had physical disabilities. Pupils with SVI travelled to this specialist provision from all parts of the city.

School's approach to inclusion and mainstreaming

- 8.42 The headteacher and the co-ordinator had worked very closely together since the setting up of the provision some three years before. These highly experienced and expert practitioners had excellent working relationships. From the initial stages of the development of the SVI resource, the headteacher and the co-ordinator had encouraged mainstream and SVI specialist staff to voice their concerns about inclusion in order that they could systematically address them. Their guiding principle was to ensure that staff were adequately supported and had time to plan together. A continuing programme of staff development on SVI and primary education was in place.
- 8.43 Although the pupils with SVI were not formally on the roll of the primary school, the headteacher and the co-ordinator of the base ensured that they were fully integrated into classes and took part in all aspects of school life including outings and sports days. They were allocated to classes in the same way as their peers. The specialist teachers and special needs auxiliaries (SNAs) worked with class teachers to provide support in class to identified pupils and to any other pupil who needed help. The practice of forming teaching groups in all classes meant that pupils with SVI were able to attend

tutorials addressing particular needs such as mobility and the use of specialist equipment without feeling in any way singled out.

- 8.44 All of the pupils with SVI had Records of Needs which were reviewed annually or more frequently as required. The headteacher attended these reviews along with the parents, key school and base staff, an educational psychologist, medical officer and, as required, therapists. Pupils also attended if they wished to do so. Towards the upper stages of the school, close attention was paid to the options for secondary education. These included attending a specialist unit in a designated secondary school, another suitable secondary school or specialist provision depending on need and the views of parents and of the child.

Significant features of provision

- The headteacher and co-ordinator had formulated a policy on inclusion spelling out the rationale, aims and approaches, and respective responsibilities of staff. The policy was well understood by staff, parents, and pupils.
- The co-ordinator was deeply knowledgeable and highly skilled in the education of pupils with visual impairments and was part of national network of such practitioners.
- All school staff had undertaken training on visual impairment and blindness and reported that this had had been invaluable in understanding the pupils' needs.
- The quality of teamwork in classes was very high.
- The arrangements for pupils to learn Braille and to embed it into the curriculum and classroom practice were both effective and efficient. The only complaint was that in one class, when five pupils used Braille machines, the level of noise was high.
- Specialist staff ensured that pupils had the correct equipment and materials, such as large print documents, to enable pupils to access all parts of the curriculum.
- The school paid close attention to making the informal curriculum inclusive, for example in developing appropriate playground games for all to join in.
- The headteacher monitored closely the progress of all pupils and was able to demonstrate that all were progressing well. She had

also recently surveyed all parents on their views of the school and they were strongly supportive. They were reassured that all pupils were benefiting.

- Pupils with SVI were attaining or exceeding national standards in English language and mathematics.

Some of the school's challenges in providing and maintaining inclusion

- The base had been without the services of a mobility specialist for a year due to difficulty in recruitment but one had just been appointed.
- Specialist staff were pursuing new approaches to assisting their pupils to access the curriculum, such as using computers to enable pupils to dictate. New approaches often required expensive equipment and always required training of pupils and those assisting them.
- Senior managers were faced with the challenge of balancing mainstream and specialist staff development.
- Finding sufficient time for staff to consult, plan and attend reviews was a major challenge. The headteacher devoted the equivalent of a half-day each week to the base.
- The transition to secondary education was reported to be very challenging requiring extensive preparation of the pupils with SVI.

Some views of staff and pupils

- Staff and pupils expressed pride in the school and praised it for its caring ethos, its celebration of difference and 'all being special'.
- Staff emphasised the importance of working as a team and having time for consultation.

8.45 The pupils were united in their view that the school had many strengths including the fact *'that there was always somebody to help you if you were stuck'*. They were in total agreement about what they would like to see improved – the taps in the toilets, playground equipment and the reduction in vandalism to the building.

Case study 6: An inclusive secondary school

The school

8.46 Located in a city, the school had over 1,000 pupils. It made specialist provision for pupils with Asperger's Syndrome in addition to pupils with a wide range of SEN including dyslexia, sensory impairments and social, emotional and behavioural difficulties.

School's approach to inclusion and mainstreaming

8.47 The headteacher and senior management team were committed to policies of inclusion, equality and fairness. The headteacher provided very strong leadership in actively promoting the policies. He took personal responsibility for some pupils with social, emotional and behavioural difficulties. The day-to-day management of provision was the responsibility of a highly committed and experienced principal teacher of 'support for learning'. She and her staff had a suite of rooms in the heart of the school providing resource for all pupils, including an alternative venue for break and lunch time.

Significant features of provision

- A key aspect of provision was the quality of the support for learning team comprising five teachers and nine auxiliaries. They provided a range of specialist skills and supported pupils very well. The principal teacher had a high level of credibility in the school.
- The support for learning suite included a quiet, low stimulus room for pupils with Asperger's Syndrome, a teaching room well supplied with computers, and a room serving as a staff base and tutorial room.
- Pupils with SEN had individualised educational programmes based on thorough assessment and with very clear targets across relevant aspects of the curriculum.
- The arrangements for the transition of pupils from primary to secondary schools were thorough and adapted to meet individual needs. For example, the induction course for pupils with Asperger's Syndrome ensured that they became confident about their capacity to respond to situations in a secondary school.
- A transcription service from S1 to S6 for pupils with dyslexia reduced the burden of redrafting text. This service was in addition to the provision of readers/scribes. In addition, pupils with dyslexia had access to a range of specialist equipment to help them circumvent their learning difficulties.

- Through a special educational needs forum, the school had access to in excess of 16 different agencies and services to support pupils. These included psychological and psychiatric services, training agencies and visiting services for pupils with sensory impairments.
- The school had very good arrangements for adapting the curriculum to meet pupils' needs, particularly from S3 onwards. Staff drew up options for pupils who did not want to pursue a conventional eight Standard Grade course. Pupils studied essential Standard Grade course in core subjects at a level suited to their levels of attainment. In addition, they could choose some subjects at Access 2 and 3 levels, a programme to promote personal independence, including skills such as anger management, and programmes organised by outside providers such as work experience and sport in the community. Pupils could follow these programmes only if their parents agreed and if it was felt that they were addressing their identified learning needs.

Some of the school's challenges in providing and maintaining inclusion

- The school was working on improving its approaches to evaluating the effectiveness of inclusion for pupils with significant SEN. Staff used hard data, such as examination results and rates of attendance and exclusion, but did not think that these were subtle enough for their work in monitoring and evaluating progress. The staff continued to explore further approaches to evaluation.
- Staff reported that they had to be alert, and take action, to prevent a small minority of pupils attempting to bully pupils with SEN.
- The school was continuously developing ways of involving pupils with SEN in making decision about, and taking responsibility for, their own education.
- Finding time for staff to consult was a continuing difficulty.

Some views of staff and pupils

8.48 Pupils with SEN were appreciative of the support of their teachers. One pupil, who had not been able to cope in another secondary school, stated that he 'survived' and progressed academically in this school, because of the support of the headteacher and learning support teacher, and the programme, to help him to manage his anger.

8.49 A member of staff reported: 'We enjoy the company of pupils with SEN and fight hard to keep them in our school when they experience

difficulties. We find our work constantly challenging and feel that our systems mostly meet their needs, but we regularly review our work to see if we could be doing some things better.

9. Appendices

Appendix 1: The study advisory group

Margery M Browning, HM Inspector, HM Inspectorate of Education

Margaret Orr, Senior Education Officer, Glasgow City Council

David Cumming, Head of Children and Families Social Work, Glasgow City Council

Shirley Young, Manager, SNIP (Special Needs Information Point)

Charles Gibb, Principal Educational Psychologist, Falkirk Council

Carole Moore and Dinah Aitken, Senior Information and Advice Manager (job-share), Enquire (Carole Moore is now Senior Advice and Information Manager (SEN), the Care Commission)

Lynda Hamilton, General Manager, Community Child Health, Yorkhill NHS Trust

Stuart Beck, Head of Education, Dumfries & Galloway Council

Bryan Kirkaldy, Senior Manager, Fife Council Education Service

Dave Jones, Director, Services to People, Clackmannanshire Council

Mark Bevan, Development Officer, Capability Scotland

Rosie Wilson, Assistant Head Teacher, Drummond Community High School

Patricia Jackson, Community Paediatrician, Royal Hospital for Sick Children, Edinburgh

Linda Hardie, Head of Finance, South Lanarkshire Council

Zoë Dunhill, Consultant Paediatrician, Royal Hospital for Sick Children, Edinburgh

Marianna Buultjens, Co-ordinator, The Scottish Sensory Centre

William Miller, Head Teacher, John Logie Baird Primary School

Robert Softley, Special Needs Officer, Students Representative council, Glasgow University

Jane McArthur, Speech & Language Therapy Co-ordinator, Strathclyde University

Fernando Diniz, Chairperson, MELDI (Minority Ethnic Learning Disabilities Initiative)

Elizabeth Hunter, Physiotherapy Service Manager, St John's Hospital, Livingston

Appendix 2: A timeline of developments in SEN

1955		Scottish Education Department, Circular No. 300 - The Education of Handicapped Pupils	A report produced by the Advisory Council on Education in Scotland which reviewed the provision made in Scotland for the education of pupils 'who suffer from disability of mind or body or from maladjustment due to social handicaps' (the later referring to an early notion of SEBD). The report also stated 'as medical knowledge increases and as general school conditions improve, it should be possible for an increasing proportion of the pupils who require special treatment to be educated along with their contemporaries in the ordinary schools'.
1978		Warnock Report	This was a benchmark report which for the first time defined special educational needs. The underlying concept of the Warnock report was that up to 20% of the school age population would have a special educational need at some point. These would vary in length of time and severity. Warnock coined the phrase 'special educational needs'.
1980		Education (Scotland) Act	This Act implemented many of the recommendations of Warnock. It became the main body of legislation governing SEN. In particular, this Act defines the terms 'SEN' and 'learning difficulty'. It is under this Act that education authorities have a duty to secure adequate and effective provision for children with SEN.
1981		Education (Scotland) Act	Under this act, a parent of a child with a Record of Needs can make a request at any time to any education authority to have their child educated in any mainstream or special school under their management. This request can be declined based on a series of criteria. A parent can also make an appeal for a child to have a place in a grant aided or independent special school, this can also be denied. In both cases, the parent has the right of appeal to the education committee and ultimately to the Sheriff Court.
1981	<i>International Year of the Disabled Person</i>		
1982		Education (Records of Need) (Scotland) Regulation	Specifies the format and sets out the requirements of a Record of Needs.
1983	<i>World Programme of Action in Favour of Disabled Persons</i>		
1989	<i>UN Convention on the Rights of the Child</i>		
1991		UN Convention on the Rights of the Child	UK adopted of this convention brought its law, policy, and practice into line with the Convention's articles. This undertaking gives children and young people the right to participate in decisions which affect them.
1993	<i>The UN Standard Rules on Equalisation of Opportunities for Disabled Persons</i>		
1994		EPSEN	Publication by the Scottish Office of 'Effective Provision in Special Educational Needs'. This document outlined effective methods of provision for all schools and for further education establishments.
1994	<i>World Conference on Special Needs Education, SALAMANCA</i>		

1995		Children (Scotland) Act	This act, while mainly dealing with youth justice, care and protection of children, does have an overall theme of promoting the right of the child and brought UK legislation up-to-date with the UN Convention on the Rights of the Child and the European convention on Human Rights. Essentially the Act is founded on the principles that each child has a right to be treated as an individual.
1995		Disability Discrimination Act	An Act to make it unlawful to discriminate against disabled persons in regard to employment, the provision of goods, facilities and services or the disposal or management of premises; to make provision about the employment of disabled persons; and to establish a National Disability Council.
1996		Scottish Office Education and Industry Department - Circular 4/96	Entitled 'Children and Young People with Special Educational Needs', this circular updated its predecessors and advised authorities on statutory developments and practice.
1997		Disability Task Force	This task force was set up to consider how best 'to secure comprehensive, enforceable civil rights for disabled people within the wider context of society'. The remit of the task force covered school education, youth services and further and higher education, vocational training and qualifications. The task force took the view that all children had the right not to be discriminated against 'without justification'.
1998		Manual of Good practice	Scottish Office publication that provides guidance for all those involved in the education of children with special educational needs.
		Special Educational Needs in Scotland	This discussion paper was launched for consultation by the Scottish Office in May 1998. This document consulted on a variety of questions relating to the establishment of better communication links between parents, children, voluntary sector and professionals. It specifically consulted on the establishment of an independent advisory forum.
1999		Targeting Excellence, Modernising Schools	Consultation document which resulted in the Standards in Scotland's Schools Etc. Bill
		ENQUIRE	Independent SEN help-line set up to provide information and advice to children and parents. ENQUIRE is run by Children in Scotland with Scottish Executive funding of £621,000 for three years. In its first 6 months, this service has produced 3 fact sheets on choosing a school, RoN and assessment and IEPs. It has also produced 3 general SEN bulletins. Enquire receives 1,000 calls per year.
		Riddell Advisory Committee Report	This report, commissioned by the Scottish Executive made 22 recommendations including a call for better inter-agency and inter-authority working.
		Improving our Schools - Special Educational Needs	Main consultation paper produced by the Scottish Executive based on the findings of the Riddell Committee the aim was to consult on both Riddell and other specific measures announced by Scottish ministers.
		Report of the Beattie Committee: Implementing Inclusiveness - Realising Potential	The key recommendation in the report is that the principle of Inclusiveness should underpin all post-school guidance, education and training

2000		Improving our Schools	Report on the consultation
		ENQUIRE 1st National Conference	Launched by education minister Sam Galbraith MSP
		National SEN Advisory Forum (Ongoing)	Established by Peter Peacock MSP, Deputy Minister for Children and Education
		Improving our Schools - Response to the Riddell Committee	In September 1999, Sam Galbraith launched a consultation exercise to look at the Riddell Advisory Committee Report into ways to improve educational provision for children and young people with SEN. It reported back in August 2000 with 22 recommendations. This report is the Scottish Executive's response.
		Improving our Schools	This document sets out action the Scottish Executive have already taken in the SEN area including establishing a national SEN Forum to advise Scottish Ministers and a national information and advice service for parents, families and carers of children.
		Standards in Scotland's Schools etc. Act	As regards SEN, the implications of this Act are two fold. Firstly, it establishes that, except under certain circumstances, all children should be educated in mainstream schools. Secondly, it places a new duty on education authorities to secure that the education provided is directed to the development of the personality, talents and mental and physical abilities of the child or young person to their full potential. This duty included a requirement to have the regard to the views of the children or young persons in decisions that affect them significantly.
		Parents Guide to SEN	Launched by Sam Galbraith MSP to provide general information to parents and carers of children with all ranges of SEN.
2001	Feb	Education, Culture and Sport Committee Report on Inquiry into Special Educational Needs	Scottish Parliament Committee report into SEN making 19 recommendations. Included in these recommendations were: training of professionals; joint funding; review of RoN.
	May	Assessing our Children's Needs - The Way Forward	Consultation document to seek views on how to review the current procedures and practice for opening a Record of Needs. Consultation closed on the 28th July 2001.
	May	Children and Young Persons with Special Educational Needs - Assessment and Recording	This was a re-publication of a number of documents previously published by the Scottish Executive or the Scottish Office relating to SEN. The website included links to the following: Circular 4/96 'Children and Young People with Special Educational Needs'; A Manual of 'Essentials of Good Practice' (in production); A Parents' Guide to Special Educational Needs (1992 revised 1993 SOEID); Effective Provision for Special Educational Needs (EPSN) (SOEID 1994).
	June	Better Behaviour - Better Learning	This document is the report of the Discipline Task Group. One of its 36 recommendations was that schools should consider integrating the work of learning support, behaviour support and guidance into a single overall framework of pupil support in order to achieve a more holistic approach to supporting the needs of all children and young people.

	Oct	Consultation on the Draft Education (Disability Strategies and Pupils' Records) (Scotland) Bill	This paper set out the Scottish Executive's proposals for a draft Bill to provide for legislation in two areas of education. These are the duty to plan for access for pupils with disabilities and the right of parents to have access to their children's school records.
	Oct	For Scotland's Children	An action plan produced by the Scottish Executive. The initiative aims to help children living in poverty, being bullied, being harassed, being abused and to make sure that the relevant services work as well as possible together to include them.
2002	Feb	Review of the Provision of Educational Psychology Services in Scotland	Known as the Currie Report, this review focused on issues influencing the supply and demand of educational psychologists, and examined the structure and delivery of educational psychology services across Scotland.
	Feb	Assessing our Children's Needs - The Way Forward - The Scottish Executive's Response to the Consultation	An outline of the Scottish Executives' proposals for legislation.
	April	Education (Disability Strategies and Pupils' Records) (Scotland) Act	Bill is enacted.
	May	Standards in Scotland' Schools Act. Act 2000 - Guidance on the Presumption of Mainstream Education	Guidance to Local Authorities on the presumption of mainstream education for pupils with SEN. This guidance describes in more detail the exceptional circumstance in which children and young people would be educated in special schools.
	May	Scottish Executive Circular 4/2000 Length of the School Week	Brought the length of the school week for special schools into line with mainstream schools.
	July	Assessing our Children's Needs - The Way Forward: Summary of the consultation seminars	Report summarising the views gleaned from 3 seminars during which 'The Way Forward' was debated.
	Sept	Raising the Attainment of Pupils with SEN	Findings of a study published by the Scottish Executive, which looked at the nature, benefits and use of Individualised Educational Programmes.
	Sept	The Elaborated 5-14 Curriculum and Associated Programme of Study	Versions of the curriculum developed to meet the needs of children and young people with severe, profound, and complex learning difficulties
	Sept	Disability Rights Commission Code of Practice for Schools	The Code of Practice for Schools relates to the provisions on disability discrimination in schools inserted at Chapter 1 of Part IV of the Disability Discrimination Act 1995 by the Special Educational Needs and Disability Act 2001
	Sept	Planning to Improve Access to Education for Pupils with Disabilities - Guidance on Preparing Accessibility Strategies	The Education (Disability Strategies and Pupils' Records) (Scotland) Act requires those responsible bodies to prepare and implement accessibility strategies to improve over time access to education for pupils and prospective pupils with disabilities. These guidelines have been produced to assist those responsible in this task.

	Dec	A Summary of Key Recommendations from the Special Educational Needs Innovative Grant Programme (1999 – 2002)	This document sets out the key outcomes from this programme of grants with totalled over £6million. The grants were awarded to 36 voluntary and non-statutory organisations
2003	Jan	Moving Forward – Additional Support for Learning	A policy document which supports the new draft legislation on additional support needs
	Jan	Draft Education (Additional Support for Learning) (Scotland) Bill	This is a draft Bill on special educational needs. It introduces a number of changes including a move away from the term Special Educational Needs to the concept of Additional Support Needs; abolition of the Record of Needs to replace it with a co-ordinated Support Plan; and the establishment an additional support needs tribunal.

Appendix 3: Calculating the costs of the presumption of mainstreaming

Calculating the ongoing revenue costs

A3.1 In order to calculate the ongoing revenue costs of including children and young people with SEN in mainstream schools, the study team identified the main costs associated with mainstreaming:

- the need for additional staff to support the inclusion of pupils with SEN in mainstream schools
- transitional costs of changing provision for SEN
- staff training and development to support inclusion
- curriculum development and additional information technology to support inclusion.
- property adaptations.

A3.2 Because there is a degree of uncertainty about the changes that may occur, costs were calculated based on the upper and lower estimates of the number and category of SEN pupils that could be included in mainstream schools. Because of the lack of detailed information, a number of assumptions have had to be made regarding the cost of inclusion; these are based on information from case studies and from information supplied by councils.

Costs associated with including pupils with SEN in mainstream schools

A3.3 To calculate the revenue costs associated with the inclusion of children and young people with SEN in mainstream schools the number of pupils with each particular category of SEN was multiplied by the estimated cost of including each particular SEN (Exhibit 25). The cost estimates were derived from the case study material included within the report. It is assumed that these costs are incurred on an annual basis.

Exhibit 25: The revenue costs of pupils of including with SEN in mainstream schools

The ongoing revenue costs of the presumption of mainstreaming are likely to be between £12 million and £17 million.

Impairment	Additional cost per pupil (estimate)	Additional pupils in mainstream schools - higher range	Additional pupils in mainstream schools - lower range	High range cost	Low range cost
Significant hearing impairment	£12,000	184	89	£2,208,000	£1,066,000
Significant visual impairment	£12,000	169	75	£2,028,000	£901,000
Significant mobility or motor impairment	£12,000	376	269	£4,512,000	£3,223,000
Significant language or communication disorder	£20,000	246	78	£4,913,000	£1,563,000
Moderate learning difficulties	£1,000	2549	1144	£2,549,000	£1,144,000
Severe learning difficulties	£15,000	281	73	£4,213,000	£1,092,000
Profound learning difficulties	£30,000	42	0	£1,266,000	£0
Specific learning difficulties	£1,000	56	42	£56,000	£42,000
Autistic spectrum disorder	£10,000	486	182	£4,861,000	£1,823,000
Complex or multiple impairments	£50,000	716	31	£35,808,000	£1,557,000
SEBD	£15,000	419	0	£6,285,000	£0
		5524	1983	£68,699,000	£12,412,000

Source: Audit Scotland

Transitional costs of changing provision for SEN

A3.4 The transitional cost was calculated as £5,000 per pupil place, based on case study 1. This estimate was applied on a per place basis to the estimate of the number of pupils to be included in mainstream schools. It has been assumed that these costs will be incurred over a 5-year period.

Upper estimate = 5,524 x £5,000 = £27.6m = £5.5m per year.
 Lower estimate = 1,983 x £5,000 = £9.9m = £2.0m per year.

The cost of staff training and development to support inclusion

A3.5 In order to estimate the cost of staff training to support inclusion (Exhibit 26) it was assumed that:

- almost all training costs would be for teaching staff
- lower estimate - all secondary school teachers and 30% of primary school teachers will receive 5 days training
- upper estimate - all teachers will receive 5 days training and 10% will receive 10 days training
- staff training would be undertaken over a five-year period.

In addition to the costs identified here there will be additional costs involved in the training of non-teaching staff.

Exhibit 26: Calculation of training costs

Training costs are likely to be between £42 million and £74 million over a five year period.

	Numbers of teachers	Training cost per teacher per day	Lower cost	Upper cost
Primary teachers	22,300	£250	£8,362,500	£33,450,000
Secondary teachers	24,600	£275	£33,825,000	£40,590,000
Total			£42,187,500	£74,040,000

Source: Audit Scotland

The cost of curriculum development and additional IT to support inclusion

A3.6 To calculate the cost of curriculum development and additional IT, the number of pupils within each particular category of SEN was multiplied by the estimated cost of curriculum development and additional information technology (exhibit 27). The cost estimates were derived from the case study material included within the report and it is assumed that these costs are incurred on an annual basis.

Exhibit 27: The costs of curriculum development and additional IT to support pupils with SEN

The costs of the curriculum development and information technology may be between £12 million and £17 million.

Impairment	Additional cost per pupil (Estimate)	Additional pupils in mainstream schools		High range cost	Low range cost
		Higher range	Lower range		
Significant hearing impairment	£1,500	184	89	£276,000	£133,000
Significant visual impairment	£3,000	169	75	£507,000	£225,000
Significant mobility or motor impairment	£1,000	376	269	£376,000	£269,000
Significant language or communication disorder	£1,000	246	78	£246,000	£78,000
Moderate learning difficulties	£250	2549	1144	£637,000	£286,000
Severe learning difficulties	£2,000	281	73	£562,000	£146,000
Profound learning difficulties	£4,000	42	0	£169,000	£0
Specific learning difficulties	£100	56	42	£6,000	£4,000
Autistic spectrum disorder	£1,000	486	182	£486,000	£182,000
Complex or multiple impairments	£4,000	716	31	£2,865,000	£125,000
SEBD	£1,000	419	0	£419,000	£0
Total		5524	1983	£6,548,000	£1,448,000

Source: Audit Scotland

Property adaptations to support the inclusion of pupils with SEN

A3.7 To calculate the cost of property adaptations to support the mainstreaming of pupils with SEN, information from the council survey relating to the number of schools requiring adaptations was used and the assumptions were made:

- no adaptations would be made to schools that are fully accessible or where the cost would be uneconomic
- the cost of economically viable adaptations would be £15,000 for a primary school and £100,000 for a secondary school

- the cost of substantial adaptations / major refurbishment would be £500,000 for a primary school and £1.5 million for a secondary school
- the cost of these adaptations would be spread over a 20-year period
- the low range was calculated assuming all secondary schools and 25% primary schools were modified
- the high range was calculated assuming all schools were modified.

A3.8 Exhibit 28 below illustrates the calculation of the cost of adaptation. It was estimated that the cost of the adaptations would be between £268 million and £517 million over a 20-year period, equating to an annual cost of between £13 million and £26 million per year.

Exhibit 28: The cost of property adaptations

The cost of property adaptations would be between £268 million and £517 million over a 20-year period.

	No adaptations, is currently fully accessible	Potentially economically viable adaptations / modifications	Substantial adaptations / modifications	Uneconomic adaptations / modifications or rebuild
a) A Number of schools requiring adaptations				
Primary Schools	317	884	636	210
Secondary Schools	90	103	117	49
Total	407	987	753	259
b) Cost Assumption for each category of school				
Primary Schools	£0	£15,000	£500,000	£0
Secondary Schools	£0	£100,000	£1,500,000	£0
c) Cost of High Assumptions, total = £517,060,000 over 20 years - £26 million per year				
Primary Schools	£0	£13,260,000	£318,000,000	£0
Secondary Schools	£0	£10,300,000	£175,500,000	£0
d) Cost of Low assumptions, total = £268,615,000 = over 20 years - £13 million per year				
Primary Schools	£0	£3,315,000	£79,500,000	£0
Secondary Schools	£0	£10,300,000	£175,500,000	£0

Source: Audit Scotland

Appendix 4: The HMIE inspection methodology

A4.1 To evaluate the effectiveness of mainstream schools in meeting the SEN of children and young people and to identify good practice, a team of HM Inspectors visited 35 schools in the seven councils which were the focus of the study. These schools were identified by councils as demonstrating good practice in mainstreaming pupils with SEN who may formerly have been educated full-time in special schools. In addition, inspectors drew on the evidence from inspections of 15 schools in a further nine education authorities and in one grant aided school. Of the 51 schools, 30 were primary schools, 14 secondary schools and 7 were special schools promoting inclusion.

A4.2 HMIE evaluated the extent to which the schools demonstrated twelve distinctive features of inclusive education (Exhibit 29). These included the ten features covered in *Effective Provision for Special Educational Needs*³¹ (EPSN) and a further two features to take account of the exceptions in section 15 of *Standards in Scotland's Schools etc. Act 2000*. Feature 11 '*all in the school are gaining advantage from mainstreaming*' reflects on the first two exceptions '*that mainstreaming is not suited to the ability or aptitude of the child*' or '*be incompatible with the provision of efficient education for the children with whom the child would be educated*'. Feature 12 '*provision is cost effective*' reflects the third exception which relates to '*unreasonable public expenditure being incurred*'.

A4.3 The evaluation methodology was constructed by mapping the quality indicators in '*How good is our school?*³²' onto the 12 distinctive features of inclusive education. In evaluating each aspect of provision inspected, the following scale was used:

- very good = major strengths
- good = strengths outweigh weaknesses
- fair = some important weaknesses
- unsatisfactory = major weaknesses.

A4.4 The evidence was evaluated in light of academic studies of inclusion, discussions at focus group meetings with groups of parents and structured interviews with health professionals undertaken by Audit Scotland.

³¹ HMIE *Effective Provision for Special Educational Needs*, HMSO, 1994

³² HMIE *How good is our school?*, HMSO, 2002

Exhibit 29: The 12 distinctive features of inclusive education

These include the ten features covered in EPSEN and also take account of the exceptions to the presumption of mainstreaming.

- 1. Understanding and promoting inclusion:** Those planning and making the provision have thought through, and share an understanding of, the aims and practices in inclusion and mainstreaming.
- 2. Effective identification and assessment procedures:** Effective and efficient procedures are in place for the identification and assessment of the educational needs of children and young people.
- 3. An appropriate curriculum:** The children's and young people's educational needs are met through a broad, balanced, coherent and progressive curriculum which fully fulfils their entitlement.
- 4. Form of provision suited to needs:** The form of provision fully meets the educational and social needs of pupils with SEN and has the support of themselves and their families. The nature and extent of mainstreaming are well planned and the environment and resources support and do not create barriers to learning and social integration.
- 5. Effective approaches to learning and teaching:** Varied and efficient approaches to learning and teaching include specific techniques to meet the special educational needs of children and young people.
- 6. Attainment of educational and personal goals:** Provision ensures that children and young people have every opportunity to progress and develop their personality, talents, mental and physical abilities to their fullest potential.
- 7. Parental involvement:** The rights and responsibilities of parents and guardians are respected and they are actively encouraged to be involved in making decisions about the approaches taken to meet their children's special educational needs.
- 8. Multi-agency support:** Teachers enhance their effectiveness by working co-operatively with colleagues in schools and other educational services and, when required, with other professionals from health boards, social work departments and voluntary agencies.
- 9. Effective management of provision:** All aspects of provision for the children and young people are planned, well managed and reviewed to ensure that each is placed in the most inclusive setting.
- 10. Full involvement of the child or young people:** The views and aspirations of the individual child or young person with SEN are central in making all forms of provision.
- 11. All in the school are gaining advantage from mainstreaming:** That there is benefit to all children when the inclusion of pupils with SEN with their peers is properly prepared, well-supported and takes place in mainstream schools within a positive ethos.
- 12. Provision is cost effective:** Resources are being used wisely to meet the children's or young people's educational and social needs. The costs of making provision are not disproportionate to the outcomes for the children and young people with SEN.

Source: HMIE



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