



SCOTTISH EXECUTIVE

# Mainstreaming Pupils with Special Educational Needs: an evaluation

Education



social  
research

# **Mainstreaming Pupils with Special Educational Needs: an evaluation**

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# Executive summary

## Introduction

In November 2003, the Scottish Executive Education Department (SEED) commissioned the SCRE Centre at the University of Glasgow to evaluate the impact of Section 15 of the *Standards in Scotland's Schools etc Act 2000*. This legislation came into effect in August 2003, and introduced what is now commonly referred to as the 'presumption of mainstreaming' in relation to pupils with special educational needs (SEN).

One of the changes enshrined in the Education (Additional Support for Learning) (Scotland) Act is the adoption of the term additional support needs, which is considerably wider in scope than its predecessor. This change in nomenclature signals a general recognition amongst policy-makers that *all* children or young people may have additional support needs at some stage in their school career. In sum, the political consensus is that it is not necessarily exceptional to experience additional support needs – although in some cases these support needs are exceptional.

The evaluation took place between January 2004 and August 2005. The main aims of the research were to examine the response of education authorities throughout Scotland to Section 15; and to assess its impact on all those involved – pupils, parents and teachers, as well as other professionals and agents who support pupils with SEN.

The research comprised four main strands.

- Strand 1: comparative statistical analysis of secondary school census data (from 1998-2001)<sup>1</sup>, and of school-level data;
- Strand 2: a survey of policy and practice in the 32 education authorities in respect of mainstreaming pupils with SEN;
- Strand 3: case-study research in 12 locations;
- Strand 4: survey of special schools.

## Research objectives

- To monitor any changes in the number and proportion of pupils with SEN who are educated in mainstream schools or have remained in special schools since the introduction of the presumption of mainstreaming.
- To investigate the ways in which the infrastructure of mainstream pre-school, primary and secondary schools, and the nature of their curricula facilitate or inhibit the mainstreaming of pupils with SEN.

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<sup>1</sup> Statistical data on the number of children and young people with SEN in mainstream primary and secondary schools in Scotland was collected in a consistent manner between 1998 and 2001. From 2002 onwards, the number of pupils with a Record of Needs (RoN) and/or an Individualised Educational Programme (IEP) was recorded rather than the number of pupils designated as having SEN. See Appendix 1a for further details.

- To explore attitudes to the mainstreaming of pupils with SEN; and to investigate the practical and social implications of the presumption of mainstreaming.
- To gauge the impact of mainstreaming on the personal and social development of all pupils; and upon their attainment.
- To explore the changing role of special schools, and the changing demands on staff in the special education sector and in mainstream schools.
- To review the development of training materials for teaching and non-teaching staff in relation to the presumption of mainstreaming. The historical legacy

The main findings to emerge from the study are summarised below.

### **The historical legacy**

- Local authority reorganisation was perceived to be a significant driver of change in respect of SEN provision.
- The evidence suggests that several councils were moving to mainstream well in advance of the implementation of Section 15 of the Standards in Scotland's Schools etc Act 2000.
- It appears that local authorities have responded to the policy of mainstreaming in different ways, depending on their situation prior to and since local government reorganisation. For example, there is some suggestion that the type of inter-authority placement patterns that were evident in the former Strathclyde Region have persisted.
- Local authority reorganisation led to the suspension of specialist provision in four local authorities, and to a substantial reduction in number and range of specialist facilities available locally in a further five.

### **Opportunities and threats**

- The four authorities that no longer had specialist provision within their boundaries following local government reorganisation perceived this as an opportunity for service development.
- The responses from a number of authorities (8) indicated the positive impact of local PPP projects on the development of mainstreaming strategies.
- In five other authorities, particularly those located in large conurbations, the legacy of local government reorganisation was perceived in a negative light.
- The main difficulties reported related to accessing specialist provision, and to the funding arrangements for extra-authority placements.

## **Impact of the presumption of mainstreaming**

- There was perceived to be considerable political support at local authority level for the policy of mainstreaming children and young people with SEN.
- There is some evidence that the presumption of mainstreaming has resulted in closer links between mainstream schools and free-standing special schools.
- Pupils with moderate learning difficulties, hearing or visual impairment, social, emotional and behavioural difficulties and autistic spectrum disorders were considered more likely to be educated in a mainstream setting than previously.
- There was a consensus in favour of a mixed economy of provision – that is, a commitment to specialist services within an inclusive model.

## **Implementation issues**

- It appears that not all local authorities were conducting an audit of the numbers and needs of children transferring from specialist to mainstream provision.
- Only thirteen authorities appear to have carried out an estimate of school management time required in order to implement inclusion effectively.
- Another area that may merit further attention is the estimate of facilities for visiting support staff in mainstream schools.
- It emerged during the course of the research that there was variation between authorities in respect of the range and depth of the accessibility strategies devised in compliance with the terms of The Education (Disability Strategies) (Scotland) Regulations 2002.
- The extent to which the process of inclusion is considered successful appears to depend on the subtle interplay of a variety of factors: school ethos, effective leadership, skill mix, etc.
- Adequate staffing levels, the availability of suitably qualified specialist staff (including, in some cases, mobility and IT advisers), and the provision of appropriate staff development and training opportunities, were considered vital to successful inclusion.
- As regards staffing, one of the key issues appears to be the need to build a degree of flexibility and responsiveness into the system – both at local-authority level and at the level of the school.

## **Impact on the special school sector**

- The evidence from the special school survey suggests no clear trend in respect of an increase or decrease in roll in the 119 schools that responded to the survey.

- The evidence from the special school survey points unequivocally to a perceived increase in the range and complexity of conditions catered for in individual establishments.
- There is some evidence from the research that the skill mix in the special school sector is changing, in so far as the ratio of teachers to special needs assistants or auxiliaries is changing in favour of the latter. However, these findings should be set against the increasingly favourable pupil-teacher ratios in special schools in Scotland. For example, in 1990, the pupil-teacher ratio was 4.5 pupils to one teacher; by 2004, there were 3.7 pupils to one teacher.
- There were concerns expressed about the decrease in both the number and range of therapy staff visiting some special schools regularly.
- The majority of those who responded to the special school survey (58%) reported increased links with mainstream schools, and several attributed this change directly to the mainstreaming policy.
- The wider range of needs present in many special schools was perceived to have had a major impact on classroom organisation.

### **Key messages for policy makers**

- The evidence from the local authority survey suggests that the inter-authority placement patterns evident before local authority reorganisation have persisted; and that the cities of Glasgow and Edinburgh continue to act as magnet providers of special school placements. Changes in service management in one authority are likely to have a knock-on effect on other authorities in the web of interdependence.
- There is a need for a coherent and transparent approach to workforce planning in education and health, and the development of resourced provision across local authority boundaries. This is a tall order. Nevertheless, changes in service management in one authority are likely to have a knock-on effect on other authorities in the web of interdependence.
- There is a need for greater collaboration at strategic level between education and health and social service providers in order to address issues relating to workforce planning for inclusion.
- There is a need for greater collaboration at operational level between education, health and therapy providers in order to maximise the efficiency and effectiveness of service delivery.
- The Scottish Executive should continue to monitor the impact of the inter-authority placement patterns, in order to ensure efficient and effective provision for all children and young people with special educational needs.



- Local authorities should be encouraged to devise robust and transparent mechanisms for monitoring and evaluating changes in placement patterns in respect of children and young people with SEN.
- Staff who are currently working in special schools can play an important role as providers of advice, support and training to staff in mainstream schools who are facing new challenges in meeting the needs of increasingly diverse school populations.

# 1: Introduction and background

## 1.1 Introduction

In November 2003, the Scottish Executive Education Department (SEED) commissioned the SCRE Centre at the University of Glasgow to evaluate the impact of Section 15 of the *Standards in Scotland's Schools etc Act 2000*. This legislation came into effect in August 2003, and introduced what is now commonly referred to as the 'presumption of mainstreaming' in relation to pupils with special educational needs (SEN).

The term special educational needs (or SEN) is used throughout this report, as the *Education (Additional Support for Learning) (Scotland) Act* was still at the bill stage when the research began. One of the changes enshrined in the new act is the adoption of the term additional support needs, which is considerably wider in scope than its predecessor. This change in nomenclature signals a general recognition amongst policy-makers that *all* children or young people may have additional support needs at some stage in their school career. In sum, the political consensus is that it is not necessarily exceptional to experience additional support needs – although in some cases these support needs are exceptional.

The change in terminology is also an indication of the extent to which the spectrum of additional support needs has widened in recent years. In some cases, however, additional support needs will be mild and temporary, and will arise from the particular context within which the child is located – school, family, community, etc. For example, children and young people with behavioural problems, and/or are living in complex and challenging family circumstances, may have additional support needs. In other cases, the child's or young person's impairments will be multiple and permanent. The spectrum of need is likely to widen still further in the wake of advances in medical science. For example, a recent study has found that most babies born in the UK at 25 weeks gestation or less had severe or moderate learning difficulties (Marlow & Wolfe, 2004).

## 1.2 About the evaluation

The evaluation took place between January 2004 and August 2005. The main aims of the research were to

- examine the response of education authorities throughout Scotland to Section 15; and
- assess its impact on all those involved – pupils, parents and teachers, as well as other professionals and agents who support pupils with SEN.

The research comprised four main strands. These are detailed below. (Readers with a specific interest in the research methodology should refer to Appendix 1, which includes copies of the main research instruments.)

Strand 1: Comparative statistical analysis of secondary school census data (from 1998-2001)<sup>1</sup>, and of school-level data.

Strand 2: A survey of policy and practice in the thirty-two education authorities in respect of mainstreaming pupils with SEN.

Strand 3: Case-study research in twelve locations (see Table 1 below).<sup>2</sup>

Strand 4: Survey of special schools.

### 1.3 Objectives

The specific objectives of the research are detailed below.

- To monitor any changes in the number and proportion of pupils with SEN who are educated in mainstream schools or have remained in special schools since the introduction of the presumption of mainstreaming (Strand 1).
- To investigate the ways in which the infrastructure of mainstream pre-school, primary and secondary schools, and the nature of their curricula facilitate or inhibit the mainstreaming of pupils with SEN (Strands 2 and 3).
- To explore attitudes to the mainstreaming of pupils with SEN; and to explore the practical and social implications of the presumption of mainstreaming (Strands 2 and 3).
- To gauge the impact of mainstreaming on the personal and social development of all pupils; and upon their attainment (Strands 1, 2 and 3).
- To explore the changing role of special schools, and the changing demands on staff in the special education sector and in mainstream schools (Strands 2, 3 and 4).
- To review the development of training materials for teaching and non-teaching staff in relation to the presumption of mainstreaming (Strands 2 and 3).

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<sup>1</sup> Statistical data on the number of children and young people with SEN in mainstream primary and secondary schools in Scotland was collected in a consistent manner between 1998 and 2001. From 2002 onwards, the number of pupils with a Record of Needs (RoN) and/or an Individualised Educational Programme (IEP) was recorded rather than the number of pupils designated as having SEN. See Appendix 1a for further details.

<sup>2</sup> The names of the schools have been disguised to protect their identities.

Table 1: Overview of case-studies (Strand 3)

Case/LA	School	Focus	Interviews
CS 1 (A)	Assam PS	Transition arrangements into P1 for child with cerebral palsy.	HT; DHT; pupil's mother; class teacher; occupational therapist; physiotherapist; learning support auxiliary
CS 2 (A)	(1) Nilgiri PS (2) Keemum HS	Transition arrangements for 4 children with severe and complex needs (P7 to S1); and 5 children with social, emotional and behavioural difficulties (SEBD) undergoing an enhanced transition.	(1) DHT; principal teacher (Support for Learning) (2) HT; principal teacher (Support for Learning)
CS 3 (B)	Earl Grey PS	The local political dimension – including parental attitudes – in a 'flagship' school where there are currently a number of pupils with differing severe and complex needs	HT; DHT; principal teacher (Support for Learning); speech and language therapist; parents (x 5), learning support auxiliary
CS 4 (C)	Oolong PS	Provision for children with significant physical disabilities, with an emphasis on developing pupils' functional mobility. All pupils included in mainstream classes.	HT; DHT; principal teacher (Support for Learning) physiotherapists (x 2), educational psychologist; learning support auxiliary, nursery nurse, area support for learning team leader; parents (x 4)
CS 5 (D)	(1) Darjeeling PS (2) Lapsang HS	Nursery to P1 and P7 to S1 transitions.	(1) HT, class teacher; learning support auxiliary; support for learning teachers (x 2); parents (x 2); (2) HT; class teacher; learning support auxiliary; nursery-p1 support teacher; parent; educational psychologist
CS 6 (E)	Dragon Well	The impact of the presumption of mainstreaming on a special school.	HT, DHT, PTPE, parents (x5)
CS 7 (E)	Gunpowder HS	Unit which caters for c 20 children on the autistic spectrum. Unlike in CS 4, there is little contact between the unit and the rest of the school.	DHT, principal teachers (support for learning) (x 2); class teacher; learning support auxiliaries (x 2); s2 pupils (x 14); speech and language therapist.
CS 8 (F/B)	(1) Macha PS (2) Genmaicha PS	Transfer arrangements for a P5 child with Down's syndrome from unit-based provision in one authority to a mainstream primary in another.	(1) HT, class teacher (2) Parents (2 groups)
CS 9 (G)	Silver Needle	Specialist provision for children with communication disorders.	HT, class teacher, nursery teacher, SLT (x 2) nursery nurse (x 2)
CS 10 (H)	Orange Pekoe HS	Provision for S6 student with brittle bone disease.	HT, class teacher, learning support auxiliary
CS 11 (H)	Jasmine PS	Provision for P5 child with brittle bone disease.	HT, class teacher, learning support auxiliary, parent
CS 12 (I)	Silver Surf	Alternative curriculum for young people with SEBD.	Educational psychologist, youth workers, social work officers

## **1.4 About this report**

This report is designed to provide a clear overview of the main findings, which are reported thematically. In order to make the report as readable as possible, technical details are confined to the appendices. Chapter 2 comprises headline statistics about the number and proportion of pupils with SEN who are educated in mainstream schools or have remained in special schools; and about the impact of mainstreaming on attainment. We also provide a brief outline of the policy environment in which the proposed research is located.

## 2: Setting the scene

*'Inclusion is not easy, but it's also not optional.'*

Graham Donaldson, HMIE Senior Chief Inspector, speaking at the National Conference *Count Us In, Further Good Practice in Inclusion*, 30 November 2004, Heriot Watt University, Edinburgh.

### 2.1 The bigger picture

#### 2.1.1 Children and young people with SEN in Scottish schools

It was widely anticipated that *The Standards in Scotland's Schools etc Act 2000* would lead to an increase in the number of children and young people with SEN in mainstream schools (Audit Scotland, 2003, p.4). However, the evidence reported below suggests that the 'movement to mainstream' predated the new legislation. We shall explore this theme in more detail in Chapter 3.

As can be seen from Tables 2.1 and 2.2, between 1998 and 2001, the years for which comparable data are available (see Appendix 1), there appears to have been a modest increase in the number and percentage of pupils with SEN in mainstream primary and secondary schools in Scotland.<sup>1</sup>

Table 2.1: Number and percentage of children with SEN in primary schools, 1998–2001

Year	Roll	SEN (n)	% SEN	Record of Needs (RoN)	% RoN of total population
1998	436985	13792	3.15	3855	0.88
1999	431414	14634	3.39	3926	0.91
2000	425221	15732	3.69	4191	0.98
2001	420521	19475	4.63	4303	1.02

Table 2.2: Number and percentage of children with SEN in secondary schools, 1998–2001

Year	Roll	SEN (n)	% SEN	Record of Needs (RoN)	% RoN of total population
1998	313204	10896	3.47	4559	1.45
1999	315356	13216	4.19	4840	1.53
2000	317704	15160	4.77	5064	1.59
2001	316359	16068	5.07	4961	1.56

By 2004, there were 25,383 pupils with a Record of Needs (RoN) and/or an Individualised Educational Programme (IEP) in mainstream schools. This represents an increase of nine per cent on the previous year (2003).<sup>2</sup> However, some caution is required in interpreting these data, as the increase may be partly attributable to changing practices in schools in respect of the use of IEPs.

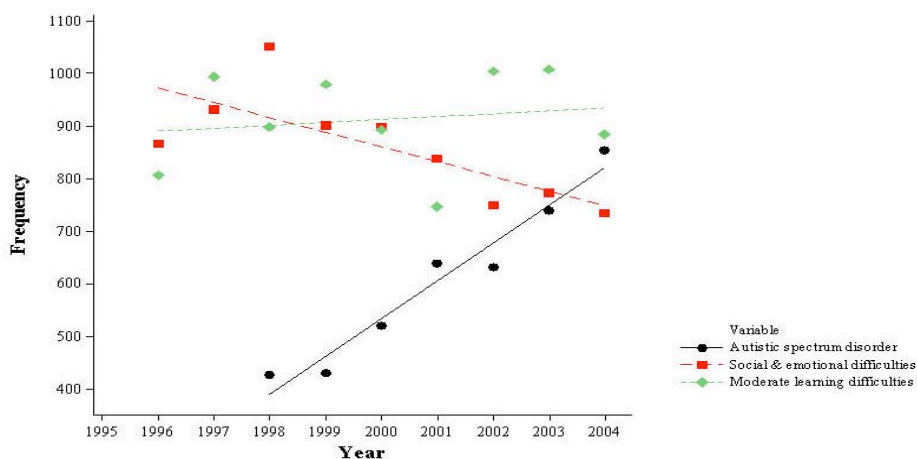
There have been only minor fluctuations in the percentage of the school-aged population in special schools in the last decade. In 1996, the special school population represented 1.05 per cent of the total school population (primary and secondary). It peaked in 2000 at 1.11 per cent, and by 2004, it had declined to 1.02 per cent.

<sup>1</sup> Source: School censuses 1998–2001. Refers to the number of children and young people in publicly funded schools.

<sup>2</sup> Statistical Bulletin Edn/B1/2005/1: *Pupils in Scotland, 2004*.

There have, however, been substantial changes in the nature of the special school population over the same period. For example, since 1998 (the year that autistic spectrum disorders (ASD) first appeared as a category of main difficulty in learning, there has been a steady rise in the number of children and young people with ASD educated in the special education sector (see Figure 1 below).

Figure 1: Characteristics of the special school population, 1995–2004



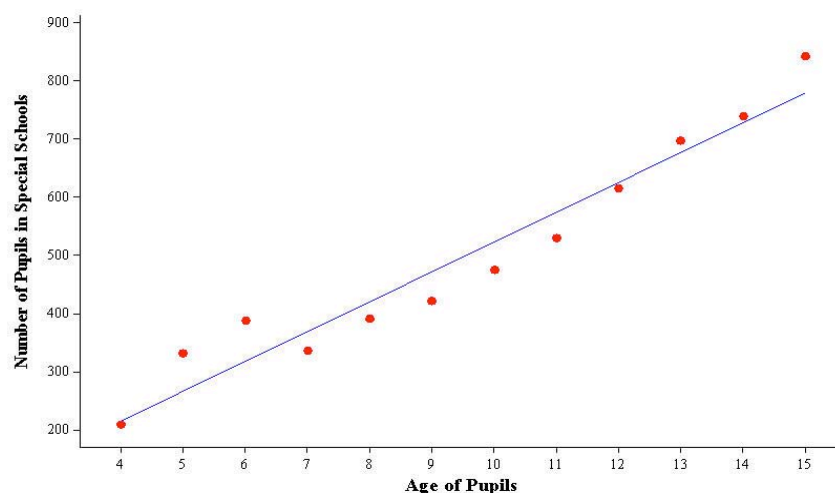
This mirrors the evidence from the survey of special schools, namely the reported increase in the numbers of children with ASD and other communication disorders (see Section 2.1.2 below) among their populations. The headteacher of Dragon Well, a special school that was one of the case-studies, also reported that the school was catering for increasing numbers of pupils with ASD.

It is important, however, to set these findings in context, and to note that local authorities appear to have made substantial efforts to include such children in mainstream provision (see Section 3.3.1 and Appendix 3, Tables 1 and 2). The evidence points to a steady rise in the incidence of these conditions across the whole school-aged population. As the evidence from Earl Grey PS (one of the case study schools) suggests, children on the autistic spectrum may exhibit behaviour that is incongruous and challenging, and which severely disrupts teaching and learning. It is possible that the perceived rise in the incidence of challenging behaviour in schools, and indeed in the incidence of social, emotional and behavioural difficulties (SEBD) is related to the reported increase in the number of children on the autistic spectrum. However, as Macleod and Munn (2004) point out, there is also a 'lack of consensus as to what SEBD actually is', and 'broad agreement in the literature that the definition of SEBD is problematic' (p.171). Furthermore, the statistical evidence indicates that local authorities are operating with rather different constructions of some of the main 'difficulties of learning'. For example, the 2004 census data shows large inter-authority variations, not just in the number of children described as having SEBD, but also in respect of those with moderate learning difficulties and specific learning difficulties in language and/or mathematics (including dyslexia). It is anticipated that the monitoring procedures currently being developed by

the Scottish Executive will substantially reduce the extent of such variations between authorities.

The relatively minor fluctuations in the number of children with moderate learning difficulties (MLD) and SEBD amongst the special school population between 1996 and 2004 are more difficult to interpret (see Figure 1). They may simply demonstrate the contingent nature of inclusion across the country; and the enduring effect of local government reorganisation (see Riddell Committee, 1999). The statistical evidence relating to the age of pupils currently being educated in special schools supports the hypothesis that emerged from the case studies and the special school survey. This was that the presumption of mainstreaming has resulted in the placement of more children with special educational needs in mainstream primary schools than previously. One respondent to the special school survey reported that there are ‘fewer children coming into the school at the P1 stage than there were five years ago’. As can be seen from Figure 2 below, the statistical evidence suggests that the majority of children and young people who are currently attending free-standing special schools are of secondary school age.

Figure 2: Pupils in special schools in Scotland in 2003, by age<sup>1</sup>



There is no available data on the educational career paths of individual pupils. However, the evidence from the special school survey gives rise to the speculation that some young people currently attending special schools may have experienced a mixed economy of provision in the past. The following comments, made by the head of a special school serving a diverse community, make interesting reading:

*The number of children traumatised by repeated failure in under-equipped mainstream settings is very high. Many would be able to integrate successfully if intervention was early and adequate. We are receiving numerous applications for children whose behaviour has become too extreme for our setting. (SS 101)*

<sup>1</sup> Source: school census data, 2004.



One possible explanation for the over-representation of older children in the special school population is that the process of reaching a diagnosis can be protracted and difficult for all parties. The example below is a case in point.

**Vignette 1: a little bit different...**

*Mrs Black's son David was in S2 at Dragon Well special school. David had started off his school career in an urban mainstream school. His mother reported that he 'had always been a little bit different', but that 'things were going o.k. until the end of P4'. 'Things really began to fall apart in P5', she told us. Psychological services became involved at this point, but no definitive diagnosis was reached. He was referred to a specialist psychiatric unit, and finally diagnosed with Asperger's Syndrome at the end of P6. By this stage he had become deeply distressed. His mother described him as 'depressed, unstable, and difficult to live with'. Despite the supportive attitude of the senior management team, David was excluded from school on twelve occasions. Mrs Black observed that the 'P5 teacher had been unable to cope', and that David's teacher had been absent frequently in P6. In the latter stages of his primary school career, David had become increasingly withdrawn. He was now bed-wetting, and curling up in corners. He began his secondary career in a mainstream school with a unit for children with communication disorders. This proved an unsatisfactory solution for all parties, and it was agreed that David would continue his education in the same school, but would no longer be based in the unit. The result was more exclusions. Negotiations began about a placement in a special school, and David started to attend Dragon Well at the beginning of S2. Although she reported that David still 'hated school', Mrs Black felt that Dragon Well was 'small enough to be flexible', and that the staff 'were willing to try different strategies'.*

**2.1.2 Inter-authority placement patterns**

The recent statistical evidence confirms the pattern observed by Professor Sheila Riddell in the late 1990s (Royal Society of Edinburgh, 2001): namely, that there are substantial variations between local authorities in respect of the percentage of pupils with SEN educated in a mainstream setting (see Appendix 2, Table 1). As Professor Riddell pointed out, 'there is high mainstreaming in outlying areas, low mainstreaming in cities'. However, there are also substantial variations between cities in respect of the percentage of children in specialist provision. For example, in 2002, 33% of the 2,569 pupils with SEN in Glasgow City were educated in mainstream schools. In contrast, 71 per cent of pupils with SEN in Aberdeen City attended mainstream schools. Some of this variation can be explained by the web of inter-dependence in SEN provision that we explore more fully below, and some is a result of the re-configuration of specialist provision.

We conducted a detailed analysis of inter-authority placement patterns in the 12 local authorities that comprised the former Strathclyde region<sup>1</sup> (see Appendix 2, Figures 1 and 2). We looked specifically at the number of children with SEN placed in mainstream schools and in special schools outside their home authority in 2001 and in 2003. The evidence suggests that inter-authority

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<sup>1</sup> City of Glasgow, Argyll & Bute, West Dunbartonshire, East Dunbartonshire, North Lanarkshire, South Lanarkshire, Renfrewshire, East Renfrewshire, East Ayrshire, South Ayrshire, North Ayrshire, and Inverclyde.

placement patterns have remained relatively unchanged since local authority reorganisation; and that the cities of Glasgow and Edinburgh act as magnet providers of special school placements. For example:

- 120 (14%) of the 828 pupils with SEN in the City of Glasgow in 2001 went to mainstream schools outwith their home authority.
- There were considerable numbers of pupils with SEN from the twelve authorities from the former Strathclyde Region being placed in specialist provision within the City of Glasgow.
- There was a small volume of exchange between adjacent local authorities, eg East Ayrshire, North Ayrshire and South Ayrshire; and North and South Lanarkshire. (See Appendix 2, Figures 1 to 4 for an account of how patterns have changed between 2001 and 2003; Figures 5 to 8 relate to the situation in the former Lothian region during the same period.)

This accounts for some of the variation in the percentages of pupils with SEN attending local authority mainstream schools.

### **2.1.3 *The impact of mainstreaming on attainment***

In respect of the impact of inclusion on levels of attainment of all pupils in mainstream schools, the main findings can be summarised as follows:

- There was no evidence from the statistical analysis that the presence of pupils with SEN has an effect – positive or negative – upon pupils' attainment. (As with the attendance data, univariate analysis of variance relating to attainment was confined to the years for which there were data on the number of pupils with RoN/SEN.) This is consistent with the findings reported in a study of inclusion and pupil attainment conducted by Alan Dyson and colleagues on behalf of the Department for Education and Skills in England (Dyson *et al*, 2004). The researchers found 'no evidence of a relationship between inclusion and attainment at LEA level', and 'a very small and negative statistical relationship between the level of inclusivity in a school and the attainments of its pupils.' They go on to observe that 'the possibility that this is a causal relationship cannot entirely be ruled out, though this seems unlikely.' (Executive Summary, p 11)

Furthermore:

- We found no clear relationship between mainstream school examination results, attendance figures and the percentage of pupils with RoN/SEN. (Univariate analysis variance in relation to attendance data was confined to the years for which there were data on the number of pupils with RoN/SEN.)
- At local authority level, there was no relationship between Free School Meal Entitlement (FSME) and the incidence of children with RoN.

#### ***2.1.4 Perceived impact on the special school sector***

The evidence from the special school survey suggests no clear trend in respect of an increase or decrease in roll in the 119 schools that responded to the survey. (We achieved a response rate of 65% for the survey of special schools. See Appendix 1 for further details.) The ‘headline news’ in terms of reported trends is summarised below.

- 41 special school respondents (39%) reported that there had been an increase in the school roll over the last five years.
- 44 special school respondents (37%) reported that the school roll had decreased over the last five years.
- When asked what changes they attributed in whole or in part to mainstreaming, 21 respondents (34% of those who responded to this question) directly attributed the reported decrease in school roll to the impact of the inclusion policy.
- The majority of respondents reported no change in the number and frequency of exclusions from school (56% and 60% respectively). However, larger schools were significantly more likely to report an increase in the number and frequency of exclusions. The same holds for secondary schools as compared to primary schools.
- The evidence from the special school survey points unequivocally to a perceived increase in the range and complexity of conditions catered for in individual establishments. There was also a substantial number of references (25) to a perceived increase in the number of children on the autistic spectrum; and to a perceived rise in the numbers presenting with challenging behaviour and/or mental health difficulties (18). A total of thirty-six headteachers (32% of those who stated that the needs of their school populations had changed over the last five years) reported an increase in these two related areas of need.

The following comments from a respondent to the local authority survey set some of the findings reported above in context.

...Despite the best efforts of all staff to implement the 2000 Act, the population of our special schools, apart from the school with the most vulnerable pupils is not reducing. In fact, our MLD school roll is increasing.  
(East Ayrshire)

We shall consider the impact of the inclusion policy on the special school sector in more detail in Chapter 5. We shall now focus on the immediate political climate in which the research was commissioned, and outline policy developments in the area of educational provision for children and young people with SEN.

## 2.2 The policy framework

When Graham Donaldson told the audience at the *Count Us In* conference that ‘inclusion is not easy, but it’s also not optional’, he provided a succinct overview of the policy environment in which the evaluation was conducted. Mr Donaldson was, of course, referring to the fact that since the introduction of Section 15 of the *Standards in Scotland’s Schools etc Act 2000*, the onus is now on schools to provide for *all* pupils – including those with disabilities – if that is what their parents want.

The Senior Chief Inspector’s remarks set the parameters for the research team. Our remit was to draw upon the quantitative and qualitative evidence gathered in the course of this study in order to suggest ways of making inclusion that little bit easier. We also hope to make a significant contribution to the debate on the potentiality and limitations of inclusion.

### 2.2.1 The legislative background

Section 15 of the *Standards in Scotland’s Schools etc Act 2000* states that in carrying out their duties to provide school education to a child of school age, education authorities should, except in ‘exceptional circumstances’, provide that education in a mainstream school rather than in a special school. The circumstances under which a decision may be made to educate a child in a special school are as follows: where education in a school other than a special school would not be suited to the ability or the aptitude of the child; would be incompatible with the provision of efficient education for the children with whom the child is being educated; or would result in unreasonable public expenditure being incurred which would not ordinarily be incurred.

It is not our intention here to provide a comprehensive account of the policy environment and the legislation in respect of children and young people with SEN. There have been significant analyses, including illuminating comparisons between Scotland and England (for example, Riddell, 2002; Riddell *et al*, 2000, 2002).

For the benefit of readers of this report, however, Appendix 2 provides a synoptic overview of policy and legislation in Scotland since it was recognised that every child had a right to education.<sup>1</sup> (See Allan, 2003a; MacKay & McLarty, 2003; Brennan, 2004; and Hayward, 2003 for more detailed accounts of legislative change as it impacts upon Scotland; and for an overview of the attendant changes in nomenclature.)

In the global context, the key driver of the inclusive education agenda was the *Salamanca Statement on Principles, Policy and Practice in Special Needs Education* (UNESCO, 1994). The Salamanca Statement recognised ‘the necessity and urgency of providing education for children, youth and adults with special educational needs within the regular education system’ (p.viii). It

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<sup>1</sup> The vehicle through which this was achieved was the *Education (Mentally Handicapped Children) (Scotland) Act 1974*.

called upon all governments to ‘adopt as a matter of law or policy the principle of inclusive education, enrolling all children in regular schools, unless there are compelling reasons for doing otherwise’ (p.ix).

In the UK context, the publication of the Warnock Report (DES, 1978) signalled the beginning of the inclusive education agenda in respect of young people with SEN. Warnock endorsed the principles of ‘integration’, while acknowledging that special schools represented the most effective provision for certain groups of pupils. In the Scottish context, the view taken in the HMI report published the same year (SED, 1978) was that the practice of withdrawing pupils into segregated remedial classes was counter-productive, in that it diverted attention from the extent to which appropriate curricula were being provided for all children.

Section 1 of the *Special Educational Needs and Disability Act 2001* (SENDA), which amends Part 4 of the *Disability Discrimination Act 1995* (DDA), also refers to the ‘duty to educate children with special educational needs in mainstream schools’. This came into effect in England and Wales in September 2002.

The creation of the Disability Rights Commission (DRC) in 2000 was an important driver of change, and a tangible expression of the government’s commitment to disability rights in a broad sense. In response to the legislative changes contained in Part 4 of the DDA, the DRC subsequently published two separate codes of practice to explain the legislation – one for schools and one for post-16 provision.<sup>1</sup> To support the legislation that is now in place, the Scottish Executive has also published guidance for schools and local authorities. *Moving Forward! Additional Support for Learning* (SEED, 2003) provides a framework for meeting the needs of children who require additional support for learning (ASL); *Inclusive Educational Approaches for Gypsies and Travellers* (LTS, 2003) and *Guidance on Education of Children Absent from School through Ill-health* (SEED, 2001) have provided support for other vulnerable groups.

The *Education (Disability Strategies and Pupils’ Educational Records (Scotland) Act 2002* places additional duties on educational providers to develop accessibility strategies in respect of the built environment and the curriculum for disabled pupils; and to improve communication for disabled pupils. There is a broad consensus that these are the hallmarks of a successful inclusion policy (Dyson *et al*, 2002).

The *Education (Additional Support for Learning) (Scotland) Act 2004* arose from widespread concern that the current assessment and recording system for children with SEN was outdated and overly bureaucratic (Scottish Parliament Education, Culture and Sport Committee, 2001; see also Allan, 2003b; Riddell Committee, 1999).

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<sup>1</sup> These are available at <<http://www.drc.gb.org/law/codes.asp>>

From the policy perspective, there is a dual focus on promoting social inclusion on the one hand (Riddell Committee 1999; The Scottish Executive, 2000) and raising attainment on the other (SOEID, 1998; 1999). However, questions have been raised by academics with established records in the field as to the extent to which these twin aims are compatible (see, for example Riddell, 2002; Armstrong, 2005). Nevertheless, it is important to recognise how the debate has moved forward in Scotland in respect of the fundamental purposes of education. For example, it is significant that in its response to the National Debate in Education, the Executive undertakes ‘to reduce the amount of time taken up by tests and exams’, and notes amongst its major achievements the ‘transformation’ of ‘provision for pupils with special educational needs’.<sup>1</sup>

### 2.3 From integration to inclusion

Many commentators have attempted to distinguish between integration and inclusion (see, for example, Corbett & Slee, 2000; Armstrong *et al*, 2000). However, as MacKay and McLarty (2003) point out, with some justification, the terms integration and inclusion ‘often defy definition or description’ (p.822). In their recent study of the impact of inclusion on attainment, Dyson *et al* (2004) describe inclusion as a ‘multi-dimensional concept around which there is much scope for misunderstanding and disagreement’ (p.19) (See also Wilson, 1999; Hornby, 2001.)

Broadly speaking, the shift in terminology from ‘integration’ to ‘inclusion’ can be said to reflect a change in emphasis from a needs-based agenda to a rights-based agenda (Thomas, 1997; Ainscow, 1997). Evans and Lunt (2002) also argue that ‘while “integration” [is] largely a “disability” or SEN issue, inclusion is usually promoted from a wider principled and idealistic, or even ideological, perspective’ (p.3). The definition proposed by the Scottish Executive is a case in point:

Social inclusion is about reducing inequalities between the least advantaged groups and communities and the rest of society by closing the opportunity gap and ensuring that support reaches those who need it most.<sup>2</sup>

Nevertheless, our experience suggests that practitioners and parents commonly use the term ‘inclusion’ in a more restricted sense, namely to describe educational provision for children and young people with SEN in mainstream schools. We follow this usage in this report.

#### **Vignette 2: when exclusion means inclusion...**

*We came across one instance where exclusion from school was the mechanism through which to achieve the broader, longer-term goal of social inclusion in a remote and rural setting. The Silver Surf programme in one of the island authorities was aimed at reducing the number of vulnerable young people with*

<sup>1</sup> Source: Educating for Excellence: Choice and Opportunity The Executive’s Response to the National Debate (Scottish Executive, 2003) <http://www.scotland.gov.uk/library5/education/ndser-03.asp>

<sup>2</sup> <<http://www.scotland.gov.uk/Topics/People/Social-Inclusion>>

*SEBD being placed in residential care on the mainland. This was considered a costly last resort, and previous experience indicated that young people returning to the island from 'exile' – the word the educational psychologist to whom we spoke used – had great difficulty in re-integrating to their local communities. Close collaboration between education and social work was a sine qua non for the success of the programme, which was able to offer rapid-response, round-the-clock support to young people in difficult family circumstances.*

*The young people on the programme were all between 14 and 16 years old, and had had very negative experiences in mainstream schools that had been unable to meet their needs, particularly those relating to their personal and social development. The programme was viewed as the only way of salvaging these young people's self-respect at this relatively late stage in their school career, when early intervention was no longer an option. In many cases, the parents or principal carers of these young people had had an extremely poor educational experience. The combined effect of these two factors was a strong hostility to the mainstream education system that spanned several generations. The pattern for each participant was similar: they had all been excluded from school on numerous occasions because of their behaviour, and because of the challenge they posed to the value system of the school. Paradoxically, it was their very exclusion from school that had allowed wounds on both sides to heal, and was paving the way for their eventual re-integration into the full island community.*

It appears that integration is generally construed as a pragmatic, politically-neutral form of service delivery, whereas inclusion has a strong ideological charge. An example of the former might be the introduction of unit-based provision for a small group of pupils who have 'special needs'.<sup>1</sup> Inclusion, on the other hand, goes hand in hand with notions of 'support for all', of 'celebrating diversity' and embraces the whole school population. According to Mittler (*nd*), 'there is a consensus that inclusion calls for a fundamental reorganisation of regular schools and classrooms in order to cater for a greater diversity of children's needs in the community'. In the *Index for Inclusion*, Booth *et al* (2000) put forward the view that 'inclusion involves restructuring the cultures, policies and practices in schools so that they respond to the diversity of students in their locality'. The Index also states that 'inclusion is concerned with the learning and participation of all students vulnerable to exclusionary pressures, not only those with impairments or those who are categorised as having "special educational needs".' (p.12).

Inclusion can be described in very much the same terms as Bauman (2004) describes identity, namely as 'an agonistic notion and a battle cry' (p.21). It is not entirely coincidental that Allan (2003a) describes inclusion as 'a political and social struggle which foregrounds difference and identity and which involves whole-school and teacher reform'.

The overall aim of the inclusive education agenda is to enable children and young people 'to become fully participating members of their communities' (SOED,

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<sup>1</sup> As Wilson (2002) points out, 'whether someone has a special need is not a matter of empirical fact: it calls rather for a judgement of value.' (p.64).

1994; see also Armstrong *et al*, 2000; Dyson 1999). The notion of full participation in the school community is, however, rarely adumbrated. For example, the Review Group in Inclusive Education (Dyson *et al*, 2002) set out to define participation. However, they do little more than reiterate a political agenda and provide rather incomplete definitions of the terms ‘culture’, ‘curriculum’ and ‘community’:

Inclusive education as defined is about the participation of students in key aspects of their schools: their ‘cultures’, that is their shared sets of values and expectations; their ‘curricula’, that is the learning experiences on offer; and their ‘communities’, that is the sets of relationships they sustain.

The idea of whole-school involvement is also closely linked to notions of school effectiveness and improvement (see, for example Ainscow, 1997; 1999). *Understanding and Developing Inclusive Practices in Schools* is a case in point. This is a collaborative action research network funded under the Economic and Social Research Council’s (ESRC) Teaching and Learning Research Programme (TLRP). The project is designed to address the following research questions:

- What are the barriers to participation and learning experienced by pupils?
- What practices can help to overcome these barriers?
- To what extent do such practices facilitate improved learning outcomes?
- How can such practices be encouraged and sustained within LEAs and schools? <sup>1</sup>

The ideological standpoint of the research partners is clear: inclusion – however nebulous a concept – is something to strive for. However, the fact that terms such as ‘responsible inclusion’ (Vaughn & Schumm, 1995; Hornby, 2001) or ‘cautious inclusion’ (Kaufmann, 1995; Fuchs & Fuchs, 1994) have gained wider currency is an indication that there may be limits to ‘full inclusion’. Part of our remit is to explore these limits from the perspective of teachers and school managers, pupils with disabilities and their families, therapists and others involved in the care and education of children and young people with SEN.

Table 2.4 below provides an overview of what the literature suggests are the main differences between integration and inclusion. It also suggests how these have evolved from the earlier notion of segregation. Table 2.4 is not intended as a rigid categorisation. Rather, it is a potentially useful starting point for describing and analysing a complex and largely contingent reality

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<sup>1</sup> Further details can be found on the project’s website:  
<<http://orgs.man.ac.uk/projects/include/indexmain.htm>>



Table 2.4: A typology of segregation, integration and inclusion<sup>1</sup>

Segregation	Integration	Inclusion
Focusing on services	Focusing on needs	Focusing on rights
Establishing a medical model of disability	Perpetuating a medical model of disability	Positing a social model of disability
Categorisation	Individual adaptation	Institutional adaptation
Providing special treatment	Providing equal treatment	Providing Support for All
Emphasising the importance of a special setting	Emphasising benefits to the disabled person	Emphasising benefits to all pupils
Categorising difference	Managing difference	Celebrating diversity
Atomizing the individual	Atomizing the system	Unifying the system
Stress on inputs	Stress on process	Stress on outcomes
Separate curriculum	Focus on curriculum delivery	Focus on curriculum content
Professional involvement	Professionals for inclusion	Professionals and parents in partnership Parents for Inclusion
Providing educational opportunities for disabled pupils	Improving educational opportunities for disabled pupils	Focusing on school effectiveness and improvement

## 2.4 Discussion

Table 2.4 represents a veritable mine-field of competing priorities and juxtaposed values that are not mutually exclusive. For example, it is evident that one has needs as well as rights. It also appears that there is no rigid dichotomy between a medical and a social model of disability, as has been suggested by some commentators, including disabled academics and organisations that represent disabled people (Barnes *et al*, 1999; Barnes, 2002; Barnes *et al*, 2002). Dewsbury *et al* (2004) argue that to posit a clear distinction between these two models gives rise to an ‘anti-social model of disability’. Dewsbury *et al* are in the business of designing assistive technologies, and are primarily interested in the ‘ordinary, practical and procedural concerns’ of disabled people – in their particular case individuals with psychiatric problems. The authors question the validity of some of the assumptions that underlie the social model and suggest that

...the Social Model of disability can be profoundly ‘anti-social’ in that ... it can either ironicize ordinary experience, treating it as somehow partial and flawed in its ignorance of what is really going on ... or can privilege versions of ‘experience’, which equally attend to socio-political matters, but which leave the ordinary practical business of getting on with one’s life unattended to. (p.145)

And as Brennan (2003) points out, ‘even one of the strongest proponents of the social model ... incorporates a personal biography into one of his most influential accounts’ (see, for example, Oliver, 1996).

The tension between inclusion versus specialist provision is one that spans the domains of both policy and research, and has spawned many an ideological

<sup>1</sup> Adapted from *Integration and Inclusion*, produced by Disability Equality in Education (DEE), and available at <[http://www.diseed.org.uk/integration\\_inclusion.htm](http://www.diseed.org.uk/integration_inclusion.htm)>. This is a UK charity established in 1996 to support the inclusion of disabled people in mainstream education through the provision of training, consultancy and resources.

divide (Hegarty, 1993; Percy-Smith, 2000; Booth & Ainscow, 2000). As Norwich has pointed out, a degree of ‘ideological impurity’ is inevitable in a system that is attempting to balance competing values of equality, individuality, social inclusion and – last but not least – feasibility (Norwich 1996; 2000). Neither is systemic adaptation the preserve of inclusion, as some degree of institutional adaptation is also required for, say, the introduction of unit-based provision for small groups of children.

It is clear from above that the notions of integration and inclusion are far from self-evident facts of life. Indeed it might be argued that what is interesting is the current fascination with inclusion, rather than the notion itself. Furthermore, there appears to be an overwhelming preoccupation with the perceived gap between what is and what ought to be in respect of inclusion.

As we shall see in the succeeding chapters of this report, conceptions of inclusion vary considerably across authorities. The qualitative data gathered to date from the twelve case-study sites (see Table 1 above) also indicate variations at school level. The task facing the research team is a formidable one. It is far more complex than assembling even the most challenging of jigsaw puzzles. As Bauman (2003) has pointed out, solving a jigsaw is essentially a goal-oriented activity – you know what you are aiming at, even if it does take you a while to assemble the full picture of distant snow-capped mountains. Working towards inclusion, on the other hand, is a contingent, means-oriented activity. You start from what you have, and try to figure out how you can order and reorder the components to get a pleasing picture. In sum, the first case (solving a jigsaw puzzle) is guided by the logic of instrumental rationality (selecting the right means to a pre-determined end); the second (working towards inclusion) follows the logic of goal rationality (achieving the best possible ends with the available means). This would suggest that examples of good practice are of limited hermeneutic and predictive value if they are presented as blueprints for success. It is not so much the end-product that is of interest, but the process through which it evolved, and the lessons learned along the way. The latter are the focus of much this report. For as Mittler (*nd*) has pointed out, ‘inclusion ... is a road to travel rather than a destination’.

### **Vignette 3: contingency and critical mass**

*It is a truism that success breeds success. Sometimes, however, the trigger for later success was entirely contingent. Pauline, the principal teacher of Support for Learning in Orange Pekoe HS explained that ‘there have been a number of placing requests, partly on the back of the school’s academic reputation, and partly because until the late 1990s it was the only school in the area that had lifts.’ The headteacher had championed support for learning, which was now the largest department in the school. This example clearly illustrates how the full commitment of the senior management team is a pre-requisite for successful inclusion.*

*Frank, the headteacher of Oolong PS explained that the school had developed a strong reputation in the local community and further afield for providing care and education for a cohort of children with severe motor difficulties. This expertise had been built up in response to the fact that additional facilities had been ‘parachuted in to the school’ some years earlier. Since then, the senior management had*

*invested considerable effort in developing their vision of inclusion. This was central to the mission of the school, and the senior management team were united in their efforts to ensure that the curriculum was sufficiently flexible to ensure that ‘all teaching and learning takes place in the [mainstream] classroom.’*

*Lapsang HS also enjoyed a strong reputation for providing for children with a wide range of additional support needs. The presence of a large cohort of such children in the school, coupled with a long tradition of providing focused provision for children with sensory impairments, meant that the school had developed a range of mechanisms to ensure greater curriculum flexibility. This was perceived to benefit all pupils: those in the ‘mainstream’ who were experiencing difficulties during certain times of their school career; and children with a variety of support needs who could access an alternative curriculum – a mixed economy of learning-support led basic skills with some subject specialist input. The courses were structured and time-tabled to enable children to move from one form of provision to another within the school.*

## **2.5 Issues for further consideration**

Every research project raises as many questions as it answers. The evaluation reported here is no exception.

- The inter-authority placement patterns described above underline the need for a coherent and transparent approach to workforce planning and the development of resourced provision in an era characterised by a changing profile of needs. This is a tall order. Nevertheless, changes in service management in one authority are likely to have a knock-on effect on other authorities in the web of interdependence. This area may merit further consideration.
- In the light of the above, the Scottish Executive may need to fulfil a strategic planning role in order to ensure efficient and effective provision for all children and young people with SEN.

## 3: Developing policy and practice

Water: it has no taste, no smell, no colour, and yet it is the most important thing in the world.

Paul Coelho (2001) *The Devil and Miss Pryn*

### 3.1 Introduction

In this chapter we take a closer look at the road travelled in respect of the development and implementation of inclusion policies throughout Scotland prior to the *Standards in Scotland's School's etc Act 2000*. We shall focus specifically on the:

- impact of local government reorganisation;
- re-development of Scotland's school estate under Private Finance Initiative (PFI) and Public Private Partnership (PPP) Projects; and the
- relative impact of a range of other factors, including Section 15 of the *Standards in Scotland's School's etc Act 2000*; professional practice; the relative robustness of the special school sector; and parental choice.

The main data set upon which we draw here is the local authority survey. The findings reported here are based on the analysis of the responses returned from 29 of the 32 local authorities in Scotland. The respondents comprised managers involved at strategic level in the provision of support to schools, parents and individuals with SEN; Quality Improvement Officers or Advisers and Principal Educational Psychologists. Where appropriate, however, we refer to qualitative data gathered during case-study visits (April–September 2004), and to data from the survey of special schools (see Appendix 1).

### 3.2 Scope of the local authority survey

The survey of local authorities was designed to provide information on local authority perspectives on the following issues.

- The genesis of policy development in respect of provision for children and young people with SEN.
- The main elements of each authority's mainstreaming strategy.
- The ramifications of the implementation of Section 15 of the *Standards in Scotland's Schools etc Act 2000*.

These issues will be our primary focus here. We also collected data on special school and unit provision. See Appendix 3, Table 1 for a synoptic overview of these data.

### 3.3 Policy development in the field of SEN

#### 3.3.1 *Moving to mainstream*

The findings from the local authority survey – and indeed from the survey of special schools – appear to support the statistical evidence reported in Chapter 2, namely that the movement to mainstream began well in advance of the implementation of Section 15 of the *Standards in Scotland's Schools etc Act 2000*.

#### **Vignette 4: looking back to look ahead**

*'It's hard to imagine now', the headteacher of Earl Grey PS told us, 'but it was just eight years ago that we had our first child with special educational needs, a wee girl with Down's Syndrome. Now we have four children with very complex needs who require intensive support, and many others who are experiencing difficulties of one sort or another. We've got 23 support staff. These numbers speak for themselves. We're getting more children with special educational needs every year.'* The headteacher told us that it was the authority's policy to make sure that the necessary infrastructure was in place in the school before the child comes through the door. However, she admitted that although the authority had been very supportive, and her own commitment to inclusion was beyond doubt, the school's resources were being stretched to the limits. The data from this site suggest that the ecology of inclusion is fragile. Constant vigilance is required to ensure that the potential benefits of inclusion – an enriched environment for personal and social development for all pupils (and indeed staff) – are not outweighed by the systemic exigencies posed by practical and managerial concerns.

It is interesting that only seven authorities were able to provide 'an estimate of the number of children currently in mainstream schools who would have been in special schools prior to mainstreaming.' It was explicitly stated in the responses from seven authorities<sup>1</sup> that it was not possible to provide an estimate of numbers because the development of the inclusive education pre-dated the recent legislative changes. We may infer that this is the reason why fifteen other authorities were unable to provide such estimates of pupil numbers (see Appendix 3, Table 2).

Twenty-three authorities reported that they had made efforts to move children from special schools/units into mainstream schools. This is a further indication that education authorities have embraced inclusive practice. The evidence from the special school survey suggests that Section 15 has lent further impetus to this process. The findings from the local authority survey suggest that part-time placements are one of the vehicles through which this is being achieved (see Appendix 3, Table 1). Eight special school headteachers (13% of the total number who responded to this item) considered that the inclusion policy had contributed to a rise in the number of part-time placements in their schools. Ten headteachers from different establishments reported that they had more contact with mainstream schools and other agencies as a direct result of the inclusion

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<sup>1</sup> City of Edinburgh, Dumfries & Galloway, Dundee City, East Renfrewshire, Midlothian, Orkney, and South Ayrshire.

policy. These findings appear to indicate that there has been a gradual increase in inter-sectoral contact across the board. For example:

Mainstream schools are in general more open to discussion about accommodating pupils with complex needs. We have had an excellent relationship with local schools for several years (before presumption of mainstreaming). (SS 05)

I'm completely for it [inclusion] as long as it suits the child. We have seen really positive changes in our children but we work very closely with mainstream schools and parents to ensure everything goes well. (SS 98)

We shall return to some of the implications of the findings reported above in section 4.4.2.

The evidence from the local authority survey suggests that the movement to mainstream was more evident in respect of certain groups of children than it was for others. The responses (specifically to Q4.5) indicate that in some authorities at least, pupils with moderate learning difficulties (MLD), social, emotional and behavioural difficulties (SEBD), visual or hearing impairments (VI/HI) or autistic spectrum disorders (ASD) were considered more likely to be educated in a mainstream setting than previously (see Appendix 3, Table 2). (These groups were also more likely to be involved in shared placements. See Appendix 3, Table 1.) These findings are broadly in line with 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 [then] current percentage' (Audit Scotland, 2003, p.25). They also demonstrate the changes that have taken place since the Advisory Committee on the Education of Children with Severe low-incidence Disabilities made the following observation:

[Children] with physical or sensory impairments are more likely to be educated in mainstream than those with severe learning difficulties, multiple difficulties or social, emotional and behavioural difficulties' (Riddell Committee, 1999).

Furthermore, the evidence from the local authority survey suggests that the former are generally considered to benefit more from mainstream provision than their peers with severe, profound or complex and multiple impairments (see Appendix 3, Table 3). There was a range of opinion on how effective mainstream provision was for children with ASD. This may be explained in part by differential diagnoses for this condition. One local authority respondent noted that

...some children with ASD (such as those with Asperger's) can be accommodated within the mainstream. However, children with classic autism struggle to benefit. (Perth & Kinross)

#### **Vignette 5: who's afraid of the big bad wolf?**

*We were told time and time again that it was much easier to include a child with physical or sensory impairments in a mainstream setting than to include a child with challenging behaviour. The staff at Assam PS had prepared meticulously for the arrival of Alister, who has cerebral palsy, and whose parents wanted him to attend a mainstream school in their own community. The DHT, the class teacher,*

*the PT learning support visited the private nursery he attended with an occupational therapist and a physiotherapist, and the video footage recorded there had helped other staff (particularly the learning support auxiliary) in their preparations. Alister presented relatively few behavioural challenges. His needs were predictable, as were the practical and social implications of his inclusion in a mainstream class. He presented relatively few challenges to the value system of the school. The main challenge facing to senior management team was to ensure that Alister did not achieve mascot status, and was not singled out for special treatment. The local authority had offered practical support by capping class sizes to accommodate the additional equipment and staff in Alister's classroom.*

*Similarly, Jackie, the DHT in Jasmine PS reported that David, a child with brittle bone disease elicited a kind of engagement and commitment from staff that was not always there for children with communication difficulties, or whose behaviour disrupted the normal flow of events. David has a very visible, very striking disability and his staffing allocation is 'written in tablets of stone'. The fact that he had such an engaging personality (shaped, no doubt, by the positive climate at home), and that he posed no threat to the culture of the school, reinforced this positive commitment. He was widely considered an asset to the school. Jackie was clearly taken aback by the negative attitudes of some teachers to children who present with behavioural difficulties. She reported a tendency to talk about the child rather than the behaviour, and reiterated that children without any clearly visible disability tended to elicit less sympathy because they could make teachers' working lives very hard. She also thought that other children also had a more negative view of those who were disruptive.*

The responses to the local authority survey indicate that the mainstream education system faces some challenges in terms of providing effectively for children with SEBD (see Appendix 3, Table 3). A service manager in urban authority considered that the 'least satisfactory aspect of the mainstreaming policy' was that there had been 'insufficient recognition of the challenge facing schools in dealing with behavioural issues'. This was perceived to have serious repercussions in terms of service delivery, consumer satisfaction and staff morale.

When the Director of Education meets staff in all schools on an annual basis, this is the one topic guaranteed to be raised by a workforce fast becoming demoralised. We have to be creative in our development of opportunities for such youngsters, and not shirk from acknowledging that mainstream is not always the appropriate answer. We are also seeing a backlash from the parents of other children who do not want their children's education to be disrupted. (Dundee City)

The findings from the special school survey indicate an increase in the number of pupils on the autistic spectrum in special schools. As we saw above, twenty-five special school headteachers made specific reference to the increasing number of pupils with ASD in their schools. We shall return to the implications of this later in the report. At this point, it suffices to recall Wilson's observation that 'whether someone has a special need is not a matter of empirical fact: it calls rather for a judgement of value.' (2002, p.64).

We asked local authorities whether they routinely monitored the experiences and outcomes of children who had transferred from special schools/units into

mainstream provision. The responses indicate that this was the case in the majority of authorities (22). The mechanism through which this was generally achieved was the annual review. This may be taken as evidence that at the systemic level, the focus is still rather on meeting the needs of individual pupils than on monitoring and evaluating possible changes in placement patterns across the board.

### 3.3.2 *Local government reorganisation as a driver of change*

For the majority of authorities to the local authority survey (17), the reorganisation of local government in Scotland during the period 1995–1998 was perceived to have been a significant catalyst for the development of inclusion strategies. For example, the development of ‘resourced’ provision, ‘cluster bases’, ‘specialist bases attached to the mainstream’ or ‘pupil support units’<sup>1</sup> was widely attributed to local authority reorganisation, and was given further impetus by the widespread development of Private Finance Initiative (PFI) and Public Private Partnership (PPP) projects. (We return to this issue in Section 3.3.3 below.) However, it remains to be seen to what extent these terms are merely variations in nomenclature, or whether they betoken substantive differences in the nature of the provision described. We do, however, have limited evidence that the rationale for the development of provision for children and young people with SEN may not be quite as ‘inclusive’ as it first appears. Consider the following response from one local authority:

We have developed more special units, but this is more to take the pressure off mainstream schools, not to take pressure off special schools.  
(Perth & Kinross)

At this point, it will suffice to recall Mittler’s (*nd*) call to arms in *Building bridges between special and mainstream services*, namely that ‘inclusion calls for a fundamental reorganisation of regular schools and classrooms in order to cater for a greater diversity of children’s needs in the community’.

The large variation in the number of special units present in each authority (see Appendix 3, Table 1) appears to support the view expressed in *Moving to Mainstream* (Audit Scotland, 2003):

...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 a 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. (p.16)

The report’s authors recommend that the Executive ‘should clarify the definition of a mainstream school and the status of special units and bases in mainstream school.’ (p.17) As we saw in Section 1.1, the introduction of the

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<sup>1</sup> In Angus, East Lothian, Perth & Kinross, and Argyll & Bute respectively. Even within authorities, there appears to be a range of operational definitions of these terms depending on practice.



term additional supports needs may challenge the very notion of 'mainstream'. The indications are that this is likely to remain a contested concept for the foreseeable future. Furthermore, the gradual 'restructuring of cultures, policies and practices in schools' (Booth *et al*, 2000) considered necessary for successful inclusion is likely to be a gradual, evolutionary process. The fragile ecology of inclusion may in fact be damaged by government attempts to define these evolving categories of provision. The case studies included several examples of unit-based provision. The continuum of provision encompassed a largely self-contained unit for pupils with autistic spectrum disorders located within a mainstream secondary school (Gunpowder HS); and a learning support base within a mainstream secondary that provided an alternative curriculum for about 35 pupils in S1 to S4 (Lapsang HS). Here there was some input from subject specialists to enhance the curriculum provided by the Support for Learning Department. We also visited a unit for children with severe motor difficulties located in Oolong PS, where the model of inclusion was that all teaching and learning should take place within the mainstream classroom.

In a few cases (Angus, Clackmannanshire, East Lothian, and Moray), the reorganisation of local authorities meant that they could no longer offer specialist provision within the authority. Several other authorities, notably East Dunbartonshire, East Renfrewshire, Midlothian, Perth & Kinross, and South Lanarkshire, saw a substantial reduction in number and range of specialist facilities available in the local area.

The language used by the respondents to describe the impact of local authority reorganisation is highly significant. For some respondents, these changes represented an opportunity, as the following brief extracts illustrate:

The local response was immediate. The Promoting Inclusive Education document was supported fully by the education convenor ... there was an active interest in writing it and implementing it, in partnership with education officers and psychological services. (South Ayrshire)

It required each authority to audit the provision within the area ... and chart a way forward ... This allowed us to include our largest special school in the first round of the PFI. The resulting facilities have allowed mainstreaming to progress more easily. (Falkirk)

We have no special schools. The last separate facility closed in 1996. The presumption of mainstreaming is now even stronger. It was always strong, but now there is no expectation that a child with Down's Syndrome will go anywhere but the local school. (Moray)

[After local government reorganisation] the traditional inter-authority placements ceased, and the drive to avoid placing children in residential provision resulted in mainstreaming well in advance of the new legislation. (East Renfrewshire)

However, the responses from five authorities<sup>1</sup> – particularly from within the former Strathclyde Region where there had been a range of provision prior to reorganisation – indicated that the resultant changes had posed threats as well as opportunities. These mainly related to difficulties in accessing specialist provision, and to the funding arrangements for this type of placement. For example:

There was a resource imbalance created in accessing residential and specialist provision. (Inverclyde)

The main issues related to inter-authority arrangements for SEN school attendance ... and who holds responsibility for the provision of SEN auxiliary support to children in attendance on placement requests in mainstream and out-of-authority schools. (Glasgow)

It has been more difficult to provide for children and young people with exceptional needs as provision across the country was scaled down at disaggregation. (East Ayrshire)

At disaggregation, the council was left with a shortfall in provision, and became a net exporter of pupils to other authorities. [Nevertheless] the numbers educated in other authority provision have reduced from 295 in 1996 to 112 in 2003. The authority had to develop its own provision post re-organisation, and its own policy. This has had a significant impact on SEN budgets. (South Lanarkshire)

On the issue of funding, one authority (Renfrewshire) reported that ‘network teams were established in 1995 in order to ensure that ring-fenced provision for children with SEN was established prior to disaggregation.’

The evidence suggests that in urban authorities where there has always been access to specialist provision, the consensus was that ‘a variety of school and education settings [is necessary] in order to maximise educational opportunity’. (Glasgow City).

### 3.3.3 *Building our Future ...*

The current investment in Scotland’s school estate dates back to 1998, when ten school Public Private Partnership (PPP) projects, with a capital value of £550m, were established. In June 2002, the Minister for Education and Children announced PPP projects across fifteen councils. Further bids were invited by December 2002.<sup>2</sup>

*Building our Future: Scotland’s School Estate* reiterates National Priority 3, which states unequivocally that schools ‘should address the needs of pupils with disabilities and additional support needs’. However, in the section relating to the physical environment, there are no specific references to meeting the needs of pupils with disabilities. There are, however, references to ‘flexibility of use’, the ‘ability to respond to changing requirements’ and ‘maximising the fit between users’ needs for, and location of, services.’

<sup>1</sup> Clackmannanshire, East Ayrshire, Glasgow, Inverclyde, and South Lanarkshire.

<sup>2</sup> Source. *Building our Future: Scotland’s School Estate*.  
<<http://www.scotland.gov.uk/library5/education/bofs-05.asp>>

The responses from eight authorities<sup>1</sup> outlined the positive impact of local PPP projects on the development of mainstreaming strategies – particularly when harnessed to a strong commitment to inclusion. For example:

PPP will provide an opportunity to incorporate further pupil support provision that should further develop inclusive practice. (Argyll and Bute)

The PPP initiative will result shortly in secondary pupils with severe and profound learning difficulties being in a mainstream school. (Clackmannanshire)

The new PPP Centre of Excellence planned for Inverness will cater for the needs of those with complex needs and severe autism together with learning difficulties. This will replace the current provision that caters for 120 youngsters with a multi-agency centre catering for 80 youngsters. It will have accommodation for various staff from different agencies. (Highland)

PPP has removed some of the physical barriers to inclusion. (Aberdeenshire)

A small number of responses to the special school survey (4) made explicit reference to a rationalisation of service provision in the local area that had resulted in school mergers and in re-location to a mainstream campus.<sup>2</sup> As the following quotations illustrate, there were mixed reactions to these changes:

Being on the same campus ... has allowed greater flexibility. Several pupils are now on a shared placement. (SS 18)

The school has moved to premises within a mainstream school. This has allowed the pupils opportunities to meet their ... peers. Hopefully this will allow the children to have a wider friendship group. (SS 33)

The school was built to allow integration with the mainstream. Excellent relations facilitate the inclusion of children in all social activities as well as curricular areas in both primary and secondary schools. (SS 90)

I agree in principle with this [inclusion] policy. However, I feel it has led to a reduction in services to our school and could lead to a drop in morale for staff and the increased isolation for pupils until the new unit is ready in the secondary school. (SS 68)

In one local authority there had been substantial delays to a PPP secondary project, which meant that there had been a 'delay in the building of a resource within a mainstream school for pupils with severe and complex needs'. These delays were having an adverse effect on staff in Nilgiri PS and Keemun HS (CS 2), who at the time of our first visit were engaged in transition planning for four children with severe and complex needs who were about to transfer from primary to secondary school.

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<sup>1</sup> Argyll & Bute, Clackmannanshire, Falkirk (specific reference to enhanced provision in Integrated Learning Communities) Highland, Midlothian, Perth & Kinross, South Lanarkshire, and Aberdeenshire.

<sup>2</sup> The special schools concerned were located in Aberdeen, Midlothian, South Lanarkshire, and Dumfries & Galloway.

**Vignette 6: The swing-door barrier**

*Susan, Principal Teacher of Support for Learning in Keemum HS was exasperated at the delays to the completion of the school refurbishment programme, and to the physical barriers that had been put in place in a climate where all the talk was of improving physical access. We walked through several sets of swing doors, against a flow of students coming in the other direction, to get to her office. Susan told me that the council had not been prepared to cover the additional costs of providing doors that would not present a barrier to wheelchair users. ‘James [a quadriplegic wheelchair user] has got to get through 21 sets of these to get to science’, she told me. ‘And look at this’, she added, ushering me in the learning support base. ‘The sink is just far too high. None of the children with severe mobility problems can reach it.’ ‘And as for Stephen [a wheelchair user currently in S4] ... we only found out after about three months that he was no longer using the toilet in school since he could no longer get there on his own. This has happened since the refurbishment. It’s incredible really...’*

**3.3.4 Relative impact of other drivers of change**

Local authorities were asked to rate the impact of a number of factors on the development of mainstreaming policy and practice in their authority. Their responses are summarised below.

*Table 3.1: Respondents’ views of the impact of drivers of change (n = 29)*

Factor	No impact	Slight/some impact	Sign./great impact	N/A	No response
Political support	–	7	20	1	1
Psychologists’ practice	1	9	18	–	1
Parental requests	–	12	15	–	2
Parent pressure groups	1	17	10	–	1
Section 15 of the Act	2	10	15	–	2
Non-viability of special schools	11	7	4	5	2

These findings indicate a large measure of political support at local authority level for the policy of mainstreaming children and young people with SEN. The responses to the open questions indicate that the main effect of Section 15 had been to add further impetus to a process that in many had begun some years earlier, as a direct consequence of local government reorganisation. It appears that the net result of both these processes has been a substantial growth in the ‘bases’, ‘units’ or ‘special classes’ in mainstream schools. As we saw above this was facilitated by the advent of PFI/PPP initiatives.

The indications are that the broad political support for mainstreaming or inclusion is being reflected in psychologists’ case practice – at least, that is the perception in the local authorities. Case-by-case parental requests rank third in terms of their perceived significance as drivers of policy change in this domain. The responses from four authorities in different parts of the country (Argyll & Bute, Falkirk, Moray, and Renfrewshire) identified parental requests as having ‘a great deal of impact’ on policy development (see also Appendix 3, Table 2).

### 3.3.5 *The case for specialist provision within an inclusive model*

The evidence from the local authority questionnaire survey suggests that the role and significance of parental choice in respect of placement requests for children with SEN cannot be overstated. The responses to the questions relating to the grounds for exemption when placing children in special education reinforce the strong role ascribed to parental choice in determining placements. Ten authorities made explicit reference to this as a factor underpinning grounds for exemption.

It is perhaps misleading that we have described parental placing requests as a driver of change (see Table 3.1 above). For it appears in this context that parental choice – enshrined in Scottish legislation since the 1981 *Education (Scotland) Act* – is one of the factors that makes inclusion a contingent, means-oriented project rather than one governed by the logic of instrumental rationality. The co-existence of two distinct viewpoints, namely a strong parental preference for specialist provision and an equally strong preference for children to attend their local school, presents a challenge for policy-makers.

#### **Vignette 7: being welcomed into a supportive community**

*Ken and Denise's eight-year old daughter is a fragile child with severe and complex difficulties. Initially, Denise had been rather reluctant to send her daughter to school at all. However, she now felt comfortable with the provision at Macha PS a situation that offered the 'best of both worlds' – a specialist environment on a shared campus, where children from the specialist provision were with their peers in the mainstream for some educational and recreational activities. She commented favourably on the ethos of welcome and support that sustained parents as well as children. Morna's story is an interesting counterpoint. Not only had the staff at Assam PS prepared meticulously for her son Alister's arrival (see Vignette 5), but they were acutely aware of the fact that Morna too required support, as she was still coming to terms with the full implications of Alister's condition. Morna felt that the staff 'were always there' for her, and that the welcome extended to her son was also extended to her. The headteacher and depute head displayed great insight into the challenges faced by Morna, and were acutely aware that she had lost some valuable sources of support by the mere fact that Alister was now attending school. When Alister was still at nursery, the occupational therapist and physiotherapist had visited his home regularly. Now that he was at school, this contact had diminished, and the senior management team were actively seeking to fill the gap that this had created.*

#### **Vignette 8: creating an ethos of belonging**

*Silver Needle is a purpose-built facility designed to support nursery and primary children with language and communication difficulties. The current headteacher had fostered an 'ethos of belonging', and was determined to maintain a sense of an identifiable school community, rather than operate simply as a service to other schools in the authority. This was reflected in the high degree of self-belief expressed by staff members in the level of expertise they were able to offer individually and collectively; and in the value of having a discreet unit undertaking early intervention in a specific and focussed area of need. Silver Needle was described as being 'neutral territory', both for parents who may feel the need to overcome concerns about stigma, and for their children. The perception amongst*

*staff here was that differentiation may be felt at their base nurseries and schools, but at Silver Needle 'everybody comes through the front door.' The children in this facility had two peer groups. They spent on average fifty per cent of their time in the mainstream setting. Being with other children who were experiencing similar difficulties for part of the day was considered essential in order that the children develop the self-confidence and supportive peer-group friendships that would sustain them in the more challenging environment of the mainstream.*

As one local-authority respondent pointed out, parental choice has a logic of its own, and it is not uni-directional.<sup>1</sup>

The parental choice factor is critical. It is important that parents have a meaningful range of provision and support so that they can make a significant contribution to the outcome. (South Lanarkshire)

Another respondent made explicit the implications for that particular local authority:

The authority is committed to supporting each individual pupil in the most appropriate setting. For some pupils this means within a mainstream school and for others it will remain within a free-standing special school. (Falkirk)

The responses to the variable 'non-viability of special schools' above, and to some of the open questions provide a clear indication that 'there is a continuing demand from parents for special schools, depending on the children's needs' (Edinburgh). One of the findings from the special school survey bears this out. A small minority of special school headteachers (6) attributed an increase in the number of placement requests and an increased demand for specialist services directly to the impact of the presumption of mainstreaming. Furthermore, the response from one city authority (Glasgow) stated explicitly that the significant investment in 'co-located mainstream units' had not been 'in the context of a decline in specialist free-standing provision'. In this respondent's view, the 'most satisfactory' element of the mainstreaming policy in Glasgow was that it 'was not predicated on the closure of special schools'. Special school provision in the city was being 'reconfigured' 'to address severe low incidence disabilities, which are on the increase'.

The same pattern, namely the co-existence of unit-based and free-standing specialist provision, was evident in other smaller authorities, such as East Ayrshire and Highland. In the latter case, it was reported that there was 'more additional provision in mainstream, but no decline in the numbers in special schools'. Two other councils (Midlothian and North Ayrshire) made explicit reference to an enduring commitment to specialist services within an inclusive model.

The evidence from the special school survey points to a similar divergence of opinion. A small number of respondents (19) referred explicitly to the benefits for both staff and pupils of closer links with mainstream schools. On the other

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<sup>1</sup> See also Table 4.4. Readers should bear in mind that the table in question reports the perspectives of local authority personnel, and not of parents.

hand, fourteen special school headteachers made the case for the retention of specialist provision; and a further four referred to the fact that they were now receiving more placement requests from mainstream schools as a direct result of the mainstreaming policy.

### **3.3.6 *Towards a typology of inclusion***

The evidence from the local authority survey suggests that the presumption of mainstreaming contained within Section 15 of the *Standards in Scotland's Schools etc Act 2000* has had a differential impact on the development of policy and practice at local authority level. The critical factors appear to be the pattern of service provision in relation to SEN prior to and after local government reorganisation. The results from this study confirm the phenomenon first observed by Riddell in the late 1990s (Royal Society of Edinburgh, 2001), namely that 'there is high mainstreaming in outlying areas, low mainstreaming in cities'.

## **3.4 Grounds for exemption**

Section 15 of the *Standards in Scotland's Schools etc Act 2000* allows local authorities to exempt children from mainstream provision in cases where such provision is not suited to the ability or aptitude of the child; is incompatible with the provision of efficient education for the children with whom the child would be educated; or would result in unreasonable public expenditure being incurred.

Thirteen local authorities indicated that they had exempted children with SEN on the grounds of provision being unsuitable to their ability or aptitude. Within these thirteen authorities, the numbers of exempted children varied considerably. For example, 10 children were exempted in Aberdeen and Argyll & Bute, 573 in South Lanarkshire, and 710 in Fife. It is also interesting that the evidence from the local authority survey suggests that the other grounds for exemption are invoked only very rarely. Only Falkirk noted 10 children exempted on the grounds of incompatibility with other children; and no authority reported exempting children on the grounds of unreasonable public expenditure. This is indicative of a strong commitment to the principle and practice of inclusion on the part of Scottish local authorities.

## **3.5 Summary**

The main points to emerge from the above can be summarised as follows:

- On balance, the evidence suggests that several councils were moving to mainstream well in advance of the implementation of Section 15 of the *Standards in Scotland's Schools etc Act 2000*. However, the large variation between local authorities in respect of the number of reported exemptions suggests that a degree of caution is required in interpreting this conclusion. Furthermore, the variation may indicate that authorities have different practices in respect of exemption policy.

- It appears that the policy of mainstreaming has affected local authorities in different ways, depending on their situation prior to and since local government reorganisation. For example, there is some suggestion that the type of inter-authority placement patterns that were evident in the former Strathclyde Region have persisted.
- There is some evidence that the presumption of mainstreaming has resulted in closer links between mainstream schools and free-standing special schools.
- Pupils with moderate learning difficulties, hearing or visual impairment, social, emotional and behavioural difficulties and autistic spectrum disorders were considered more likely to be educated in a mainstream setting than previously.
- Local authority reorganisation was perceived to be a significant driver of change in respect of SEN provision.
- Local authority reorganisation had led to the suspension of specialist provision in four local authorities, and to a substantial reduction in number and range of specialist facilities available locally in a further five.
- The four authorities that no longer had specialist provision within their boundaries following local government reorganisation perceived this as an opportunity for service development.
- In five other authorities, particularly those located in large conurbations, it was perceived as a threat.
- The main difficulties reported related to accessing specialist provision, and to the funding arrangements for extra-authority placements.
- The responses from a number of authorities (8) indicated the positive impact of local PPP projects on the development of mainstreaming strategies.
- There was perceived to be considerable political support at local authority level for the policy of mainstreaming children and young people with SEN.
- The evidence suggests that the role and significance of parental choice in respect of placement requests for children with SEN cannot be overstated.
- There was a consensus in favour of a mixed economy of provision – that is, a commitment to specialist services within an inclusive model.

### 3.6 Discussion

It is clear that the ‘inclusion project’ predated Section 15 of the *Standards in Scotland’s School’s etc Act 2000*. In several authorities, local government reorganisation was a powerful driver of change. In certain respects, Section 15 has merely provided fresh impetus to an existing trend.

Nevertheless, it appears that the road travelled is a rocky one, and there are few grounds for complacency. Let us bear in mind the remark that the development



of 'special units' in (at least) one authority was 'to take the pressure off mainstream schools'. The centrality of parental choice in the inclusion arena, as in other areas of education policy (see for example Willms, 1997) ensures that the road to inclusion is sure to be long and winding.

### **3.7 Key messages for policy makers and providers**

- The Scottish Executive should consider providing clear and stable definitions of terms such as 'resourced provision', 'cluster bases', 'specialist provision attached to the mainstream', 'special classes', etc, in order to facilitate the monitoring of change over time.
- There is ample evidence that local authorities have risen to the challenge of meeting the needs of individual young people with SEN. Furthermore, it appears that the experiences of these young people are being adequately monitored and evaluated at school level through the mechanism of the annual review. We suggest that a future priority for local authorities is to ensure that there are robust and transparent mechanisms for monitoring and evaluating changes in placement patterns in respect of children and young people with SEN. This would facilitate a longitudinal comparison of placement patterns across the country, and provide invaluable feedback on policy implementation in this key area of educational policy. However, the feasibility and ultimate success of such an initiative would be dependent on the provision of adequate resources from central government for these purposes.
- Local authorities should ensure that there are adequate transition arrangements in place for young people with SEN and their families in cases where a re-configuration of service provision is planned or in progress.
- The policy community as a whole should reflect further on the implications of the evidence that there appears to be 'a continuing demand from parents for special schools, depending on the children's needs'.

And, finally

- The historical legacy of school provision in Scotland means that there is considerable variation in the amount of political leverage afforded by the presumption of mainstreaming. Some authorities have travelled further (and faster) down this road than others, and for each the starting point has been different. The policy community will need to take account of these different starting points.

## 4: Moving to mainstream

[The presumption of mainstreaming] 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 with a positive ethos. Such inclusion ... 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.

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

### 4.1 Introduction

In this chapter, we provide an overview of what the local authority questionnaire responses indicate were the key elements of mainstreaming strategies across Scotland. What do these data tell us about the development of inclusion across local authorities? As we shall see, a key issue appears to be the *ad hoc* nature of many of these developments, and the fact that in many instances they pre-dated the introduction of Section 15. We have already seen some of the ramifications of this – most notably the fact that most local authorities were not able to provide ‘an estimate of the number of children currently in mainstream schools who would have been in special schools prior to mainstreaming’ (see Section 3.3.1). It is significant that one Senior Adviser (Inclusion) reported that one of the ‘least satisfactory aspects of the mainstreaming policy’ was ‘the perception that “inclusion” pupils are new to mainstream’.

Finally, we turn our attention to what the respondents to the local authority questionnaire thought needed to be put in place in order to make mainstreaming work. Here we consider resources: management time; adequate staffing levels; the availability of appropriate training opportunities; and the scope for inter-professional working.

### 4.2 Devising strategies for mainstreaming

The evidence from the local authority survey suggests that local authorities consulted widely at the time when mainstreaming strategies were being formulated. For example, twenty-four respondents (83% of the total) indicated that colleagues in health and social work had been consulted; and twenty-five (86%) that the views of parents’ groups had been sought.

Respondents were asked to indicate the main elements of the mainstreaming strategy within their authority. The results are summarised in Table 4.1 below. (See Appendix 4, Table 1 for a detailed breakdown of the responses by authority.)

Table 4.1: Main elements of local authority mainstreaming strategies (n = 29)

Elements of mainstreaming strategy	Yes	No	No response
An audit of the numbers and needs of pupils being transferred to mainstream	20	6	3
An audit of accessibility of buildings	28	–	1
An audit of facilities and space within buildings	23	3	3
An estimate of staffing requirements	23	4	2
An estimate of school management time needed	12	13	4
An estimate of staff training requirements	26	2	1
An estimate of facilities for visiting support staff	14	11	4
Provision for disseminating information to other agencies and to the wider community	19	5	5
Provision for monitoring the implementation of the mainstreaming strategy	23	3	3

*Prime facie*, these figures look encouraging. Nevertheless, it is perhaps a little surprising that not *all* local authorities in Scotland have conducted an audit of the numbers and needs of pupils being transferred to mainstream schools. However, this finding may support our earlier conclusion, namely that the development of inclusive education in Scotland pre-dated the recent legislative changes (see Section 3.3.1).

It is noteworthy that only twelve authorities appear to have carried out an estimate of school management time required in order to implement inclusion effectively, especially as the headteacher of Oolong PS (Case Study 4) repeatedly emphasised the importance of this during interview. The Audit Scotland (2003) report *Moving to Mainstream* pointed out that 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’. The report's authors also state that

... 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 ... the school has to consult and co-ordinate increasing numbers of visiting specialist staff, and to manage the learning and teaching of pupils with a greater range of needs. (p.13)

Another area that may merit further attention is the estimate of facilities for visiting support staff (eg speech and language therapists, physiotherapists, occupational therapists, autism outreach workers, etc). For as can be seen from Table 4.1, a relatively small number of authorities (14) reported that they had carried this out. This may be indicative of a failure to recognise the role that visiting support staff may play in the life of an inclusive school. However, we did encounter several examples of good practice in the field. The notion of ‘critical mass’ is key to understanding the success of the following two examples.

#### **Vignette 9: the visitors’ book**

*On her first day in Oolong PS, a school with a substantial cohort of pupils with severe motor difficulties, the researcher asked to see the school visitors’ book. She*

*explained to the DHT that this was to get an impression of the number of visiting specialists coming into the school on a regular basis. The DHT laughed...*

*I: So you don't think much of that idea, then?*

*DHT: No, it's not that ... Well, I just don't think it'll help you that much. You see, people [the physiotherapist, the educational psychologist], we tend just to see them as part of the core staff here in Oolong. They'd no more think of signing the visitors' book than I would [laughs]. It's people like you we get to sign in, or people from the authority! [laughs]*

#### **Vignette 10: working together**

*Collaborative working was a hallmark of the operating style at Silver Needle, a purpose-built facility designed to support nursery and primary children with language and communication difficulties. This was largely due to the fact that staff members were employed by the health board (in the case of speech and language therapists) as well as by the local education authority (teachers and nursery nurses). On a day-to-day level, this 'division' was undetectable unless pointed out, and staff expressed pride in their collaborative ethos. The staff we interviewed told us that they had developed an understanding of each other's professional perspectives by participating in training offered by both managing bodies.*

It is encouraging, on the other hand, that the indications from the local authority survey are that there appears to have been complete compliance with the terms of the *Education (Disability Strategies) (Scotland) Regulations 2002*,<sup>1</sup> according to which local authorities were to prepare their first accessibility strategy by April 2003. Nevertheless, it would be erroneous to suggest that issues of access do not continue to present problems in some areas, as the following comment illustrates:

Disabled access to some of our schools is impossible to achieve due to the age and style of the buildings. There are a number of listed Victorian buildings that are impossible to adapt. (East Ayrshire)

Staff training also appears to have been accorded high priority: twenty-six authorities indicated that they had estimated staff training requirements. We return to the issue of staff training below (see Section 4.4.2), when we outline and comment upon the training provided by local authorities in implementing mainstreaming policy.

### **4.3 Developing and disseminating guidelines**

The evidence from the questionnaire survey of local authorities suggests that most local authorities (23) had already published and disseminated their strategies for implementing mainstreaming, or were in the process of so doing (2).

In respect of guideline development, twenty-one local authorities reported that they had produced guidelines – in the form of wide-ranging ASN strategies or policies – for schools on mainstreaming, and one authority reported that it was in the process of producing such guidelines.

<sup>1</sup> See <<http://www.scotland-legislation.hmso.gov.uk/legislation/scotland/ssi2002/20020391.htm>>.

Table 4.2 gives a breakdown of guideline development by type. Given the high rate of non-response for these questions, the findings should be interpreted with caution. Nevertheless, it appears that authorities have identified the role of parental choice in driving the inclusion agenda (see also Table 3.1). The fact that over fifty per cent of all local authorities have produced guidelines for how to deal with parental complaints/concerns underlines the contingent nature of inclusion, and signals a defensive position. Nevertheless, it should be borne in mind that under the terms of the Act, authorities are required to have procedures in place for dispute and mediation.

Table 4.2: Authorities producing separate guidelines by type (n = 29)

	Yes	No	N/A	No response
Secondary schools	3	17	5	4
Primary schools	3	17	5	4
Early years centres	2	17	5	5
Special schools/units	3	17	5	4
Inter-sector working (SEN/mainstream)	5	14	5	5
Providing parents with information about mainstreaming	9	8	5	7
Dealing with parental complaints/concerns	16	1	5	7
Involving parents in decision-making	12	5	5	7

## 4.4 Making mainstreaming work

### 4.4.1 Resources

As we have already seen, the extent to which the process of inclusion is considered successful depends on the subtle interplay of a variety of factors that are difficult to legislate for (see Appendix 3, Table 2). The quality and commitment of leadership, at both school and local authority level, and the ability of those concerned to communicate their vision to others, were perceived to be vitally important for the creation of a sound infrastructure for inclusion.

Not surprisingly, the consensus among the local authority respondents was that the success of inclusion was ultimately dependent upon there being sufficient resources in place to make it work, and – perhaps even more importantly – to enable it to be seen to work. For as one respondent (a Head of Service) put it, ‘resources drive attitudes’.

#### **Vignette 11: sharing the vision**

*The headteacher of Oolong PS explained how he and the DHT communicated their shared vision of inclusion to the staff. This required careful management over an extended period.*

*‘One of the big problems in the mainstream classes that we’re having at the moment is persuading the teachers that these children should be there. This is an attitudinal thing. Getting over that is probably the most difficult issue for mainstream schools. And I have to say, it’s not a short-term thing, it’s taken us five years to get to the point where the teaching staff would no longer say “why is this child here?”, but “how long is this child going to spend here...?” That’s the point that you know that you can get settled down and start working. ... It was the big*

*sell, the management had to sit down and say “you do this, and we'll give you that”. There had to be, in the early stages, benefits to the teachers of having these children in the class. If you didn't put the support in that they thought they needed ... I put support in where I was dashed sure it wasn't necessary – then you wouldn't get anywhere. ... The next big step forward was to make the vision clear, to make it clear to everyone that all teaching and learning takes place in the classroom.’*

One respondent to the local authority survey described the pressures of trying to implement the inclusion policy in a climate of high expectations:

[The least satisfactory aspect of the mainstreaming policy] has been the demands it places on people. I can't imagine who would want my job in future and I know this is mirrored in all quarters. The government has pushed this agenda without the resources at all levels to deliver it in a way that it is reasonable to expect. And I am someone who is *totally* committed to its implementation. (Midlothian)

The responses to many questions in the local authority survey underline the fact that adequate staffing levels, the availability of suitably qualified specialist staff (including, in some cases, mobility and IT advisers), and the provision of appropriate staff development and training opportunities, were considered vital to successful inclusion. The evidence suggests that there is still substantial variation across the country – and indeed within individual authorities – in respect of the above. For example:

The inclusiveness of schools varies across the council. Our next policy steps are designed to seek equality of opportunity across schools. (Fife)

All this – as one Head of Service observed – in a climate of increased expectation of the quality and comprehensiveness of educational provision across the board. Nevertheless, it is difficult to envisage a situation in which the key stakeholders in a significant educational initiative do *not* consider that more resources are vital. It is important to move beyond observations such as ‘mainstreaming is not a cost-saver’, or ‘mainstreaming is not a cheap option.’ The notion of ‘skill mix’ may serve us well here, and it certainly merits further systematic investigation when applied to education policy development. The term has its origins in debates about organisational development and workforce planning in the health service. Skill mix is a broad term that can refer to

...the mix of posts in the establishment; the mix of employees in a post; the combination of skills available at a specific time; or the combinations of activities that comprise each role, rather than the combination of different job titles. (Buchan *et al*, 2001)

The need to identify the most effective mix of staff within the resources available within the health service has been driven by three main considerations: cost-containment, quality improvement and the efficient use of human resources (Buchan & Calman, 2004). The same pressures are evident in the educational arena. For example, the responses from two local authorities indicated that ‘high levels of additional staffing [to support children with SEN] cause major pressure on the LEA's budget’. There are also fundamental questions to be addressed about how costs are distributed across services – health, education and social work.

Several respondents raised concerns about a perceived ‘lack of joined-up working’ (Angus); the ‘inadequate and uneven distribution of therapy services provided by the NHS’ (Aberdeenshire); and ‘total lack of support from health services’ (East Renfrewshire). However, one area in which joint working was established practice, and was generally perceived to be working well was in the case of multidisciplinary reviews. Not surprisingly, relations with psychological services (which come under the education umbrella) appeared to be more robust than collaboration with health and social care providers.

Workforce shortages, changes in regulations and legislative reform have been further drivers of change in respect of the development of skill mix in the health service. The evidence from our study is that at least some of the above also impact upon the implementation of the mainstreaming policy. For example, when asked what aspects of the implementation of mainstreaming were likely to prove most difficult in their authority, representatives from nine different local authorities identified staffing as one of the most challenging issues they faced. Specific issues included the dearth of specialised staff in some areas (for example, Angus, South Lanarkshire, Inverclyde and Edinburgh); and the perennial theme of ‘overcoming fears about inclusion’ (for example in East Lothian, North Ayrshire, South Ayrshire, and Renfrewshire). In addition, several respondents in the case-studies, particularly those in more remote or rural areas, outlined the very real challenges posed by workforce shortages in their area. Once again, there are illuminating comparisons to be drawn with health service research. There is evidence to suggest that in primary care particularly, a diverse range of professional groups working together is associated with high levels of innovation in patient care. It is also apparent that good quality meetings, communication and integration processes in health care teams contribute to the introduction of new and improved ways of delivering patient care. The same applies to multi-disciplinary working in a school setting.

**Vignette 12: interprofessional perspectives**

*David is a speech and language therapist with particular expertise in autism. He works with children at Gunpowder HS one day a week. David was broadly supportive of the principle of inclusion, but emphasised that the child’s needs should come first. There were, he told us, some children for whom education in a mainstream setting presented insurmountable challenges. However, he also readily admitted that he tended to be involved only in problematic cases, and that examples of successful inclusion were less ‘visible’. He added that secondary schools, by their very nature, posed particular challenges for children with autism. There were more people with whom they needed to interact on a daily basis, and a far greater number of transitions of various types (from one group to another, from one place to another). David felt strongly that in his particular situation, parents could be made more aware of the nature and potential benefits of his contribution to their children’s education. He also felt that the school as a whole could make greater use of various low-cost solutions (for example, colour-coded timetables – for every pupil, not only for those with a diagnosis of autism; and greater use of visual imagery in the presentation of menus, etc) to make the school day less of a challenge for some of the more vulnerable pupils.*

*Pippa is a physiotherapist, and a member of the core team at Oolong PS, where there are substantial numbers of children with severe motor difficulties. The researcher attended a series of interdisciplinary review meetings. One of these concerned Moira, an eight-year old girl with cerebral palsy. In conversation afterwards, Pippa observed that although the quality of interprofessional relations in the school was generally very good, there were still significant differences in perspectives between therapists and teachers. For example, Pippa took the view that it was very important that Moira be given all the time she needed to be able to use the toilet with minimal assistance. She felt strongly that even though this was a very time-consuming activity, it was just as important a target for Moira as achieving a certain level in reading. Later she added that 'if only some of these teachers realised what kids like these could be like when they don't get enough therapy input, maybe they would realise how important it is'.*

The notion of skill mix is inextricably linked to the issue of critical mass. The extent to which innovation is possible is to some extent determined by the number and range of support staff involved in any particular institution. In some rural localities, the situation is more complex, due to the fact that there are low numbers of children with SEN in any particular school *and* workforce shortages.

As regards staffing, then, one of the key issues appears to be the need to build a degree of flexibility and responsiveness into the system – both at local authority level and at the level of the school. At the local authority level, this may have implications for the type of calculus used for staff allocation, and a re-evaluation of the usefulness of classifications such as 'predictable' or 'exceptional' need. The Education (Disability Strategies and Pupils' Educational Records) (Scotland) Act 2002 placed a requirement on local authorities to improve access to the curriculum, the physical environment and communication of school information with disabled pupils. This has provided considerable leverage for improving inclusiveness at school level. However, it may be also the case that there is a need for a significant re-appraisal of the amount of management time required to promote successful inclusion at school level. As the Headteacher of Oolong PS explained:

The resources primarily are people, people with expertise, or just people, sympathetic people ... But, more importantly, the whole thing, because of the scale needs really detailed management. If the management is not intuitive and understanding and experienced in what is required, then the whole thing would just implode. We've got 46 staff and 230 kids. The management time to organise that ... that kind of complexity, given the scale of what we do, is sometimes misunderstood ... It's much simpler for the authority to have staffing ratios all tied down, based on this cohort of youngsters.

#### **4.4.2 Staff development and training: the mainstream setting**

'Staff development and training' is a phrase that readily trips of the tongue, and is widely regarded as a panacea. Nevertheless, it is important to recognise that there is a clear distinction between development and training, and that training is only one of several mechanisms for promoting development. Vignette 9 illustrates the potential of joint training to overcome professional boundaries



and to facilitate the development of inter-professional perspectives. However, as Vignettes 8 and 10 demonstrate, training is not the only mechanism for achieving attitudinal change among teachers. Regular, informal contact between therapists, special needs assistants and class teachers can play a significant part in developing common perspectives and – with adequate managerial support – a sense of shared mission. Nevertheless, as Vignette 11 shows, teachers and therapists can still have competing agendas, and there is a need for a robust debate about the relative merits of each.

Table 4.3 below outlines the main groups that received training in implementing the authority's mainstreaming policy.

*Table 4.3: Training in mainstreaming policy implementation provided by LAs (n = 29)*

<b>Recipients</b>	<b>Yes</b>	<b>Ongoing/ planned</b>	<b>No</b>	<b>No response</b>
School management teams (primary)	17	5	1	6
School management teams (secondary)	17	4	1	7
PTs support for learning (secondary)	17	5	1	6
PTs with responsibility for pastoral care	11	5	4	9
Classroom teachers (primary)	10	10	2	7
Classroom teachers (secondary)	11	9	2	7
Specialist SEN teachers (peripatetic)	15	5	1	8
SEN assistants	13	8	1	7
School administrative and ancillary staff	7	7	5	10
Other groups	5	2	1	21

Estimating training requirements (see Table 4.1 above) is one thing, but providing the actual training is seemingly quite another. The findings reported in Table 4.3 should be treated with caution, however, due to the relatively high level of non-response to this item. Nevertheless, the evidence suggests that school managers, Principal Teachers of Support for Learning and specialist SEN staff are more likely to have been in receipt of training than either primary or secondary teachers, or Principal Teachers of pastoral care. It is also evident from the amount of training that was described as 'planned' or 'in progress' that policy implementation has to a certain extent pre-dated the provision of training.

The fact that training appears to have been targeted mainly at school managers may have implications for the ultimate success of the mainstreaming policy, given the findings reported in Table 4.4. This provides an overview of how key stakeholders were perceived to have responded to mainstreaming.

Table 4.4: Reported response of stakeholder groups to mainstreaming policy (n = 29)

	Quite/ v. positive	Neutral	Quite/ v. negative	No response
Parents of pupils with SEN	19	1	2	7
Parents of other pupils	9	10	4	6
Teachers	14	4	6	5
Trade unions	7	5	9	8
Other groups	6	–	–	23

Readers should bear in mind that what is recorded here is the perspective of local authority personnel on the attitudes of the above groups to the policy of mainstreaming. There is likely to be a certain amount of ‘impression management’ at play here, and local authority staff may be reluctant to report negative attitudes amongst the teaching profession. It is significant that in response to the final question – ‘what do you think has been the *least* satisfactory aspect of the mainstreaming policy in your authority?’ – there were seven references to negative attitudes amongst school-based staff and parents. The following comments from local authority respondents illustrate the general tenor of these remarks:

Pressure to include children with SEBD has led to a degree of scepticism from teaching staff as to the overall benefits of a mainstreaming policy. (Perth & Kinross)

[The least satisfactory aspect of mainstreaming] has been the attitudes of some groups of staff who do not feel that supporting pupils with any kind of additional support need is part of their job. (Falkirk)

Finally, it is worth noting that a sizeable minority of local authority respondents (9) considered that the teaching unions took a negative view of developments in mainstreaming (see Table 4.4 above). This may be indicative of a degree of systemic anti-inclusion ‘white noise’ that it will be important to overcome if the policy of inclusion is to be more widely embraced at the level of service delivery.

#### 4.4.3 Staff development and training: the special school context

As we might expect, given the increasingly diverse nature of many special school communities (see Section 2.1.2), staff development and training were high on the agenda of the special school respondents. Indeed, ninety-four per cent of those who indicated that the range of needs catered for in their school had changed over the last five years also thought that specific training was required to enable staff to meet these changing needs. The types of training referred to were extremely diverse. These included TEACCH, PECs and other approaches to the management of autistic spectrum disorders (19 references); training in the management of challenging behaviour (16 references, including 8 to CALM training for the management of aggressive and challenging behaviour); and training in lifting and handling (9 references).

The main mechanism through which training was delivered was as part of an ongoing continuing professional development (CPD) programme specifically tailored to meet the needs of individual schools.

A sizeable minority (20%) of those who gave a detailed account of the type of training that had been provided identified three major obstacles to the timeous provision of appropriate training:

- staff shortages and difficulties in providing cover;
- the lack of appropriate training opportunities available locally; and
- a rapidly changing pupil profile.

We shall examine staffing in the special school sector in Section 5.

#### **4.5 Summary**

- It appears that not all local authorities were conducting an audit of the numbers and needs of children transferring from specialist to mainstream provision.
- Only thirteen authorities appear to have carried out an estimate of school management time required in order to implement inclusion effectively.
- Another area that may merit further attention is the estimate of facilities for visiting support staff.
- It emerged during the course of the research that there was variation between authorities in respect of the range and depth of the accessibility strategies devised in compliance with the terms of The Education (Disability Strategies) (Scotland) Regulations 2002.
- The extent to which the process of inclusion is considered successful depends on the subtle interplay of a variety of factors: school ethos, effective leadership, skill mix, etc.
- Adequate staffing levels, the availability of suitably qualified specialist staff (including, in some cases, mobility and IT advisers), and the provision of appropriate staff development and training opportunities, were considered vital to successful inclusion.
- As regards staffing, one of the key issues appears to be the need to build a degree of flexibility and responsiveness into the system – both at local authority level and at the level of the school.

#### **4.6 Discussion**

Much of the evidence reported above reaffirms the contingent, means-oriented nature of the development of inclusive practice in Scottish schools. It also challenges one of the fundamental assumptions of the research team: namely, that it is possible to devise a typology of inclusive practice by gathering information from respondents in local authorities about the main elements of

mainstreaming strategies, the publication and dissemination of such strategies, the groups consulted, the nature of guidelines produced and their target audiences, etc. These data can only tell us so much. For as one respondent (an Education Officer in Pupil Support Services) pointed out, in a climate of financial constraint, some authorities – particularly small ones with reduced capacity – have to make hard choices between ‘doing and analysing’. In sum, there is a danger that we make inclusion a virtue born out of necessity. It would be misleading to give the impression that policy development has proceeded at a uniform rate along pre-determined tracks.

Nevertheless, there are clear issues that have emerged from these data, and clear lessons for policy-makers – in education, health and social work. The first issue that may merit further exploration is the extent and quality of inter-agency/inter-professional working at operational level. The evidence from the local authority survey suggests that there was widespread consultation with health and social work agencies during the development of mainstreaming strategies (see Section 4.2 above). The development of Integrated Children’s Services Plans also demonstrates that local authorities and other relevant agencies and organisations are coming together to plan services for children and families in an integrated way. The principles for the development of such services are set out in the *For Scotland’s Children* report and the associated Action Plan. Nevertheless, dismay at the lack of ‘joined-up-working’ on the ground is a *leitmotif* that runs through many of the local authority responses. Given the shortages of NHS therapists in some areas, there is a continuing need for ‘a long-term strategy for work-force planning based on a comprehensive analysis of multiple factors (Scottish Executive, 2003, p 11). It was also evident from the responses to the local authority survey that there is considerable scope for improvement in respect of estimating the facilities available for visiting support staff (see Table 4.1).

It is clear that there will need to be significant changes at operational rather than merely at strategic level if there are to be real improvements in the nature and extent of inter-professional working and the provision of co-ordinated support for those who require it. There are examples of good practice on the ground — we encountered several in the course of the case-study visits. The real challenge for the policy community is to reduce contingency when it comes to developing good practice in inclusion.

#### **4.7 Issues for further consideration**

- There is a need for greater collaboration at strategic level between education, health and social service providers in order to address workforce planning issues in relation to inclusion, particularly given the shortfall of therapists in some areas.
- There is a need for greater collaboration at operational level between education and health and therapy providers in order to maximise the efficiency and effectiveness of service delivery.

## 5: Impact on the special school sector

### 5.1 Introduction

The evidence presented in this report suggests that there is widespread support for specialist provision within a policy climate of inclusion. It is important to recognise that the sector has undergone significant changes in the last few years. It is also the case that not all of these changes are due to the impact of mainstreaming. There are other developments in the system – for example, the introduction of access and intermediate units under the Higher Still reforms – which have had a considerable impact on the sector. To take an example from outwith the education system, recent advances in medical science have meant that children with complex co-morbidities are now surviving infancy and entering primary school. There are, however, ‘no precise figures available on the number of pupils likely to meet a definition of severe low-incidence disabilities’ (Riddell Committee, 1999).

The evidence also suggests that the impact of the introduction of the presumption of mainstreaming on the special school constituency remains difficult to predict. As we saw in Chapter 2, there have been relatively minor fluctuations in the in number of children with MLD in special schools. As one local authority respondent pointed out

Despite the best efforts of all staff to implement the 2000 Act, the population of our special schools (apart from the school with the most vulnerable pupils) is not reducing. In fact, our MLD school roll is increasing. (East Ayrshire)

As we saw in Chapter 3, there are parents who decide to send their children to a special school, just as there are those who prefer their children to be educated in a mainstream setting. The following quotation, also from a respondent to the local authority survey, illustrates the tension between the enduring commitment to parental choice contained within the 1981 *Education (Scotland) Act* and the promotion of the inclusion agenda.

Parental views – for example, that specialist facilities are always better – can be a *barrier* to mainstreaming. (West Dunbartonshire) (our emphasis)

Amongst the special school respondents themselves, there was an almost equal division of opinion between those who considered that the presumption of mainstreaming has resulted in a positive experience for learners and teachers, and those who wished to retain specialist provision.

It is clear that one of the biggest challenges for the sector has been the increase in the range and complexity of need amongst the special school population. As we shall see below, this has had ramifications for staffing and skill mix, and for the climate for teaching and learning within the chapter.

### 5.2 Staffing

As we saw in Chapter 2, there was no clear evidence to support our initial hypothesis that the inclusion policy would lead to a progressive decrease in the

number of children attending special schools. Indeed, forty-one respondents (39% of those who responded to this item) reported an *increase* in the school roll. Not surprisingly, therefore, forty-seven per cent reported an increase in the number of teaching staff in their school; and sixty-nine per cent in the number of special needs assistants or auxiliaries. This suggests that the skill mix in the special school sector is changing.

### ***5.2.1 The impact of mainstreaming on the provision of therapy services***

It appears that the mainstreaming policy has had a considerable impact on the provision of therapy services in the special school sector. Respondents were asked how, if at all, the staffing profile in their school had changed over the last five years. Twenty per cent reported that the number of therapy staff had increased in the last five years; and twenty-three per cent that it had decreased. A substantial minority of respondents also reported a decrease in both the number and range of therapy staff visiting their school regularly (29% and 25% respectively). The data in response to this question are difficult to interpret. They should be viewed in the context of the reported increase in the range and complexity of needs now being met in the special school sector. In a few cases, respondents made explicit reference to the fact that this increasing complexity of needs had necessitated a change in staff-pupil ratios.

Staff numbers have increased due to the greater severity of pupil need. (SS 21)

The adult-pupil ratio has gone up to meet the more challenging needs of our pupil population. (SS 67)

Due to the complex difficulties of our pupils, the school has provided a differentiated service. This has required an increase in all staff and wider provision of therapeutic services. (SS 81)

The following quotations provide further illustrations of the challenges faced by staff in the special school sector due to the increase in the range and complexity of the needs now being met in their establishments.

The range of pupils is unsuitable for one establishment. We now have potentially violent pupils alongside the most vulnerable. Following the Act, it would appear that any pupil who is difficult to place in a mainstream school is sent to a special school. The range is unmanageable, and very worrying in terms of securing the safety of the most vulnerable alongside the most violent. (SS 51)

We have many more pupils with greater severe and complex needs coming to the school, particularly new intake at lower level. (SS 59)

Pupils appear to be more severely damaged, to have suffered serious traumas and more are having mental health problems. (SS 83)

Eleven schools attributed a perceived reduction in the level of support from therapy services – in part at least – to the impact of mainstreaming. Although this is a small number, it may indicate an area that will require close monitoring in future. The following comments drawn from the responses to the special school survey illustrate the tenor of these concerns:

Increased demand for supporting young people with ASN in mainstream has led to a dramatic reduction in the level of therapy support available to youngsters with the most complex needs who continue to require separate specialist provision. (SS 28)

Therapy services are being stretched to cover mainstream schools. (SS 04)

Therapist involvement in mainstream means their time with us has decreased – now spread too thinly. (SS 108)

Mainstreaming seems to be pulling staff and agencies away from the special schools into mainstream. We are left to struggle. (SS 110)

### **5.2.2 *Increased links with mainstream schools***

On the credit side, however, we note that the majority of respondents (58%) reported increased links with mainstream schools, and that several attributed this directly to the mainstreaming policy.

Links with mainstream have increased, as has involvement with community learning. (SS 13)

Links with mainstream schools have increased for many staff, to the extent where they feel that their roles have changed completely. (SS 34)

I was proactive in establishing links with mainstream schools, but mainstreaming/changes in attitude helped secure and maintain those links. (SS 74)

## **5.3 Teaching and learning in special schools**

### **5.3.1 *Classroom organisation***

The wider range of additional support needs now found in many special school classes was perceived to be result of the presumption of mainstreaming. Twenty-nine respondents considered this to have had a major impact on classroom organisation. This was implicit in the responses from a further ten headteachers, who reported that they were now offering more focused provision. In addition, twelve respondents told us that setting was now common practice in their schools.

Six schools indicated that the introduction of Standard Grade and National Qualification Framework access level qualifications had impacted on the organisation of classes. A further six schools reported that classes were now organised chronologically.

A further six schools reported that the pupil-teacher ratio had improved; two schools indicated that reorganisation has taken place at a whole-school level; and three schools had introduced Individualised Education Programmes (IEPs) as an organising factor.

It would appear, therefore, that the presumption of mainstreaming has had a significant impact on classroom organisation in special schools. As indicated above, however, that impact has not been uniform across the sector. The general trend is that special schools are now providing for a wider range of academic

ability and a greater variety of additional support needs. However, there is also a move towards specialisation, for example in schools that have developed a specific focus on autism in response to the increasing number of pupils with ASD in their populations.

The changes described suggest that one of the unintended consequences of the mainstreaming policy is that special schools have become rather more like mainstream schools. We return to the implications of this below.

### **5.3.2 *Range of teaching styles***

Naturally, any initiative that has had such a significant impact on classroom organisation will also heavily influence teaching practices within those classrooms. Twenty-one schools reported that they were now deploying a wider range of teaching styles; and a further twenty-four schools indicated that they had had to become more flexible in their teaching styles. Against this, twenty-nine schools reported that teaching styles had become more individualised in response to their changing school pupil population. This latter category included a number of schools that indicated a more specific approach to the teaching of young people with ASD.

There is further evidence to support the observation that special schools are tending to become more like mainstream schools. Respondents were asked whether there had been any major change in the range of teaching styles in the last five years. Seventeen schools reported features of more formal teaching. For example, two schools reported the introduction of external qualifications; five were now making greater use of differentiation; eight were addressing individual learning styles; and two were using formative assessment. In all cases, these changes were directly attributed to the impact of the mainstreaming policy.

### **5.3.3 *Teaching resources***

Fifty-five schools reported that they were now making more use of Information and Communications Technology (ICT) than they had five years ago. A further twenty-two reported that they had introduced new materials and programmes. However, only two schools directly attributed these developments to the impact of the mainstreaming policy.

These findings raise questions about education and training for special educators in relation to ICT. Brodin and Lindstrand (2003) conducted an evaluation of the Swedish National State Programme for training teachers in special schools in relation to ICT. They found that there was a great need for education and training in this field, and that the lack of time and financial resources had a detrimental effect on the work in the school. It emerged that knowledge within particular areas of special education was 'mainly based on how practitioners understood their work.' Furthermore, 'new thinking and innovations in the area were judged, accepted or rejected on the same basis'. One conclusion from the study was that 'technology was stressed more than pedagogy.'



## 5.4 Summary

- There is some evidence that the skill mix in the special school sector is changing, in so far as the ratio of teachers to special needs assistants or auxiliaries is changing in favour of the latter. However, this does not imply a reduction in the numbers of teachers.
- There were concerns expressed about the decrease in both the number and range of therapy staff visiting some special schools regularly.
- The majority of respondents (58%) reported increased links with mainstream schools, and several attributed this directly to the mainstreaming policy. A substantial number of authorities (25) reported that they made use of split placements (see Table 1, Appendix 3). We can hypothesise that the extent and quality of communication between host schools is a major determinant of the success of such placements.
- The wider range of needs present in many special schools was perceived to have had a major impact on classroom organisation.

## 5.5 Discussion

The findings reported above suggest that the role of special schools is changing, and that this in part due to the presumption of mainstreaming. The reported increase in links with mainstream schools is encouraging evidence of this. It also appears that at a time when special schools are being becoming more 'special', in that they are now required to provide for an increasingly diverse and complex range of needs, they are increasingly being asked to take on some of the characteristics of mainstream schools. There are a number of factors that account for this. Significant among these is the impact of the perceived failure of many special schools to respond to the report on standards and quality in special schools (2003). The report covered the period 1998–2002 and showed that fifty per cent of all special schools in Scotland had weaknesses in the curriculum. Concern has been expressed by the Inspectorate that 'a broad range of experiences are put in but they don't match up and mean anything – they don't take young people anywhere', and at the perceived lack of 'opportunities given within the National Qualification Framework for certification'.<sup>1</sup>

The question remains as to what is the most appropriate provision for some of the most vulnerable children and young people with SEBD who have been demonstrably unable to face the challenges presented by mainstream schools. There is also a danger that there is increasing polarisation between mainstream schools and their specialist counterparts. As one participant from the SEBD sector who attended the seminar at the University of Edinburgh put it: 'we are seen as a barrier to inclusion – we need to fight our corner.' This polarisation

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<sup>1</sup> Morag Gunion, lead HMIE inspector for inclusion and Additional Support Needs speaking at a seminar *The place of special provision for SEBD in a policy climate of inclusion*, held at the University of Edinburgh, 29 April 2005.

may threaten the progressive re-negotiation of the place for special schools within the broader objective of educational inclusion.

## **5.6 Issues for further consideration**

Further consideration needs to be given to the role of specialist provision within a policy climate of inclusion. The issue of ‘critical mass’ is central to our understanding of successful inclusion. This applies equally to the experience of individual children with special educational needs who may benefit from having two peer groups. It also applies to the development and maintenance of professional expertise in the following key areas: communication and interaction; cognition and learning; social, emotional and behavioural difficulties; and sensory and/or physical needs. It seems likely that staff with specialist expertise in these areas will play a vital role in ensuring the ultimate success of the inclusion policy. There is clearly a role for special schools as providers of advice, support and training to staff in mainstream schools who are facing new challenges in meeting the needs of increasingly diverse school populations.

## 6: Key messages

### 6.1 Introduction

The historical legacy of school provision in Scotland means that there is considerable variation in the amount of political leverage afforded by the presumption of mainstreaming. There are good reasons why the pattern of ‘high mainstreaming in outlying areas’ and ‘low mainstreaming in cities’ first observed by Riddell still persists (Royal Society of Edinburgh, 2001). These have to do with the choices available to parents of children with SEN, and a number of other largely contingent variables. These include the reputation of the local school, the nature of the child’s needs, the belief systems of the family and of the health professionals and educational advisers who provide counsel and support. It should also be borne in mind that another key plank of education policy in respect of inclusion is the empowerment of parents to make informed decisions about their children’s future. This has been achieved through initiatives such as Enquire, the Scottish advice service for Additional Support for Learning, managed by Children in Scotland and funded by the Scottish Executive.

Not surprisingly, given that Section 15 of the *Standards in Scotland’s Schools etc Act 2000* came into effect in August 2003, the focus of much of the recent debate on these issues has been on the systemic perspective. This is encapsulated in Graham Donaldson’s remark that ‘inclusion may not be easy, but it isn’t optional.’ There is, however, an urgent need for the academic and the policy communities critically to reassess the locus of the children’s and parents’ rights agenda in the future development of the inclusion strategy. The perceptions – reported in Chapter 5 – that special schools are considered a ‘barrier’ to inclusion, or indeed that ‘parental views ... can be a barrier to mainstreaming’ give some cause for concern. Failure to address these misapprehensions may prejudice the future development the inclusion project, and of the evolution of special school provision within a policy climate of inclusion. There is a danger that inclusion becomes a new orthodoxy, and that authorities and schools engage in a relentless pursuit of an elusive gold standard. The effects of this may ultimately be counterproductive, in so far as it may result in a polarisation of views and of educational provision.

### 6.2 Key messages for the Scottish Executive

- The Scottish Executive should consider providing clear and stable definitions of terms such as ‘resourced provision’, ‘cluster bases’, ‘specialist provision attached to the mainstream’, ‘special classes’, etc, in order to facilitate the monitoring of change over time.
- The inter-authority placement patterns outlined in Chapter 2 demonstrate the persistence of arrangements that pre-date local government reorganisation. Changes in service management in one authority are likely to have a knock-on effect on other authorities in the web of interdependence.

- In the light of the above, the Scottish Executive may need to fulfil a strategic planning role in order to ensure efficient and effective provision for all children and young people with special educational needs.

### **6.3 Key messages Scottish local authorities**

- The inter-authority placement patterns referred to above underline the need for a coherent and transparent approach to workforce planning in education and health, and the development of resourced provision across local authority boundaries. This is a tall order. Nevertheless, changes in service management in one authority are likely to have a knock-on effect on other authorities in the web of interdependence.
- Local authorities should be encouraged to devise robust and transparent mechanisms for monitoring and evaluating changes in placement patterns in respect of children and young people with SEN.
- Local authorities should ensure that there are adequate transition arrangements in place for young people with SEN and their families in cases where a re-configuration of service provision is planned or in progress.

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# Appendices

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# Appendix 1: Methodology

## Introduction

This appendix provides an overview of the salient issues relating to methodology. It also comprises examples of the two survey instruments.

### **Strand 1: Comparative statistical analysis of secondary school census data (from 1998-2001), and of school-level data**

It has not been possible to monitor changes in the number of pupils with SEN educated in mainstream schools over time (from 1996 to 2004), as there have been significant changes to the way statistical data has been collected during this period. The only period for which comparable data are available is between 1998 and 2001.

The changes in the way data has been collected relate primarily to the categorisations used to describe children and young people with SEN. For example, the figures for the period 1996-2001 use the opening of a Record of Needs (RoN) as a marker for SEN. In the 2002 census, this category was revised to include children and young people with Individualised Education Programmes (IEPs). Furthermore, there were also changes to the classification of the amount of time spent by pupils in mainstream classes. This makes it impossible to make comparisons over a longer time frame.

The inclusion of Access and Intermediate 1 data in addition to Standard Grade results post 2001 effectively broke the time series on attainment at that point.

### **Strand 2: A survey of policy and practice in the 32 education authorities in respect of mainstreaming pupils with SEN**

Questionnaires (see attached) were sent to service managers in each of the thirty-two local authorities in Scotland, as well as to one principal educational psychologist in each authority. As the response from psychological services was very poor (although some were involved in the compilation of a collective response from the local authority), we decided to eliminate these returns from the analysis. In the cases where more than one response was submitted ( $n = 3$ ), we derived a composite response by compiling the most detailed responses to each item. In the few cases where there were discrepancies between the responses, we ascertained the most accurate response over the telephone. This procedure was undertaken in order to avoid over-representation of some authorities. Written reminders were sent to potential respondents as necessary. The analysis contained within the report is based on the responses received from twenty-nine authorities. The authorities have been identified in the report.

The questionnaire was developed in association with an educational psychologist who was not part of the research team. The data were analysed using the Statistical Package for the Social Sciences (SPSS), and a content analysis was performed on the open questions.

### **Strand 3: Case-study research in twelve locations**

The rationale for the inclusion of the case-study site visits in the research design was to capture the complexity of implementing inclusion on the ground; and to hear the views of parents – some of whose children had special educational needs and some whose children did not – on these issues. The original research design had included a survey of the views of parents' whose children did not have SEN. However, it was considered unlikely that we would achieve an adequate response rate to a written survey. Consequently, agreement was reached with the research advisory group that this component of the research would be replaced by two focus groups with parents. These meetings sensitised the research team to the perspective of parents of children affected by inclusion, but without SEN, and have informed our interpretation of the other data sets. The decision to alter the original research design in this way was accepted, given that the main aim of the research was to ascertain the broader impact of policy developments on changing patterns of educational provision for children and young people with SEN.

The original research design included two rounds of case-study visits, focusing on developments in a particular context (see Chapter 1, Table 1). However, this was revised following discussions with the representatives from the Scottish Executive. It was subsequently agreed to scale down this component of the research, and to do some limited follow up by telephone and email rather than embark on a second round of site visits. It was agreed that the main purpose of the case-studies was to validate and illustrate a range of issues in relation to conceptions of inclusion and policy implementation, and that this had been achieved. It was not envisaged that the omission of a second round of case-study visits would be in any way detrimental to the meeting the aims of the study. It was also considered important to maintain confidentiality. For this reason, all names within the illustrative text boxes have been changed, and no school has been identified in the report of the findings.

### **Strand 4: Survey of special schools**

The survey of free-standing special schools (see attached) was designed to ensure that we were able to meet one of the key objectives of the project: to explore the impact of the presumption of mainstreaming on the special school sector. On the basis of information provided by the Scottish Executive, questionnaires were sent to the headteachers of 183 establishments. We received completed responses from 119 schools. This represents a response rate of 65 per cent — a clear indication of the level of interest and engagement from the special school sector. Quantitative data were analysed using the Statistical Package for the Social Sciences (SPSS). Wherever possible, in both the quantitative and qualitative data links were made with the data from the survey of local authorities. However, the identity of individual schools has not been revealed in the interests of confidentiality. For this reason, the authorities in which the schools are located have also not been identified.



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## Mainstreaming Children with Special Educational Needs (SEN)

### SPECIAL SCHOOLS QUESTIONNAIRE

The SEED has commissioned The SCRE Centre at the University of Glasgow to undertake a research study into the 'presumption of mainstreaming'. Section 15 of the *Standards in Scotland's School's Etc Act 2000* came into effect in August 2003, and provides an overview of the mainstreaming policy. It states that authorities should – except in certain circumstances – provide education to a child of school age in a 'school other than a special school'.

The purpose of our research is to investigate how local authorities have implemented this new duty; and to assess the overall impact of the policy on various interested groups, including the special school sector. This is where you come in. We hope that you will take this opportunity to give us your views on this important issue.

We assure you that all responses will be treated in confidence. Please return your completed questionnaire in the enclosed pre-paid envelope by **Wednesday 22 December 2004**.

#### Section 1: General information

1.1 Name: \_\_\_\_\_

1.2 Job title: \_\_\_\_\_

1.3 Name of School: \_\_\_\_\_

1.4 School roll (*Session 2004–2005*): \_\_\_\_\_

## Section 2: Changes in the special school sector

**2.1 We are interested in how, if at all, the population in your school has changed over the last five years. Tick one box for each row.**

	Increased	Decreased	No change
Number of pupils on the school roll	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Number of exclusions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Frequency of exclusions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Number of pupils with Free Meal Entitlement (FME)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Number of pupils with a part-time mainstream placement (Please specify numbers in the current session) _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Number of pupils who have moved to a full-time mainstream placement (Please specify numbers in the current session) _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Number of placement requests to the school (Please specify numbers in the current session) _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Number of placement requests to other schools (Please specify numbers in the current session) _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other _____			

**2.2 What changes do you attribute – in whole or in part – to the impact of mainstreaming?**

\_\_\_\_\_

**2.3 What is the range of additional support needs currently catered for in your school?**

\_\_\_\_\_

**2.4 Has the range of needs changed over the last five years? Please tick one box.**

Yes  No

*If YES, please comment.*

\_\_\_\_\_

**2.5 Is specific training necessary in order to enable staff to meet these changing needs?**

*Please tick one box.*

Yes  No

*If YES, has this been provided?.*

\_\_\_\_\_

**2.6 Has the presumption of mainstreaming had an impact on levels of achievement in your school? (For example, are more pupils being presented for external examinations?) Please tick one box.**

Yes  No

*If YES, please comment.*

---

### **Section 3: Staffing and links with other agencies**

#### **3.1 Please indicate current staffing levels in your school.**

Teaching staff (FTE) \_\_\_\_\_

Auxiliary staff (FTE) \_\_\_\_\_  
(eg classroom assistants, special duty attendants, auxiliaries)

Therapy staff (FTE) \_\_\_\_\_  
(eg speech and language therapists, occupational therapists, physiotherapists)

#### **3.2 How – if at all – has the staffing profile in your school changed over the past five years? Tick one box for each row.**

	Increased	Decreased	No change
Number of teaching staff in the school	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Number of auxiliary staff in the school	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Range of auxiliary staff in the school	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Number therapists working in the school	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Number of therapists visiting the school regularly (2-3 times per week)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Range of therapy staff working in the school	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Range of therapy staff visiting the school regularly (2-3 times per week)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Links with mainstream schools	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Links with other agencies ( <i>please specify</i> ) _____			
Contact with local authority personnel ( <i>please specify</i> ) _____			
Other ( <i>please specify</i> ) _____			

#### **3.3 Can you attribute any of the above changes – in whole or in part – to the impact of mainstreaming?**

Yes  No

*If YES, please give more detail.*

---

## Section 4: The teaching and learning climate

### 4.1 Looking back over the last five years, have there been any major changes in ...

*Please write in.*

classroom organisation (eg setting, mixed ability)?      Yes          No   

*If YES, please comment.*

---

---

range of teaching styles?      Yes          No   

*If YES, please comment.*

---

---

teaching resources?      Yes          No   

*If YES, please comment.*

---

---

### 4.2 Are there any further comments you would like to make on the impact of the mainstreaming policy on your school? *Please write in.*

### 4.3 Would you like to participate in an electronic discussion forum on issues arising from the responses to this questionnaire?

Yes          No   

*If YES, please write in your email address.*

---

**Thank you for taking the time to give us your views.**

Please return your completed questionnaire in the enclosed envelope to Dr Anne Pirrie:  
The SCRE Centre, Faculty of Education, University of Glasgow, St Andrew's Building,  
11 Eldon Street, GLASGOW G3 6NH by **22 December 2004.**



## Presumption of Mainstreaming of Children with Special Educational Needs

### Local Authority Questionnaire

The SEED has commissioned the SCRE Centre at the University of Glasgow to undertake a research study into the 'presumption of mainstreaming' of pupils with Special Educational Needs (SEN). The purpose of the research is to investigate how local authorities have implemented this new duty; and to assess the overall impact of the mainstreaming policy. We are particularly interested in the impact of different policies and practices on parents, teachers, pupils with SEN and their peers.

It is essential that we gain an insight into what is happening in local authorities in respect of mainstreaming. Your views are extremely important to us, and this is your opportunity to make a valuable contribution to policy development in this important area.

We assure you that all responses will be treated in confidence. Please return the completed questionnaire in the enclosed pre-paid envelope by **15<sup>th</sup> May 2004**.

#### Section 1: General information

1.1 Name: \_\_\_\_\_

1.2 Your job title: \_\_\_\_\_

1.3 Local authority: \_\_\_\_\_

1.4 Your contact details:

Postal address: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Email: \_\_\_\_\_

Telephone: \_\_\_\_\_ Fax: \_\_\_\_\_

## Section 2: The impact of mainstreaming on local authorities

### 2.1 What are the elements of the mainstreaming strategy within this authority?

Please tick one box in each row.

	No	Yes
An audit of the numbers and needs of pupils being transferred to mainstream	<input type="checkbox"/>	<input type="checkbox"/>
An audit of accessibility of buildings	<input type="checkbox"/>	<input type="checkbox"/>
An audit of facilities and space within buildings	<input type="checkbox"/>	<input type="checkbox"/>
An estimate of staffing requirements	<input type="checkbox"/>	<input type="checkbox"/>
An estimate of school management time needed	<input type="checkbox"/>	<input type="checkbox"/>
An estimate of staff training requirements	<input type="checkbox"/>	<input type="checkbox"/>
An estimate of facilities for visiting support staff	<input type="checkbox"/>	<input type="checkbox"/>
Provision for disseminating information to other agencies and to the wider community	<input type="checkbox"/>	<input type="checkbox"/>
Provision for monitoring the implementation of the mainstreaming strategy	<input type="checkbox"/>	<input type="checkbox"/>
Other (please specify)	<input type="checkbox"/>	<input type="checkbox"/>

---

### 2.2 Has the authority's strategy for implementing mainstreaming been published and disseminated? Please tick one box.

**No**

**Yes**

*If yes, please append copies of relevant documents, eg policy papers, access strategies, etc.*

### 2.3 Please specify any other groups or institutions that were consulted by education officers in the formulation of the strategy. Please tick one box in each row.

	No	Yes	N/A
Health care providers	<input type="checkbox"/>	<input type="checkbox"/>	
Social work personnel	<input type="checkbox"/>	<input type="checkbox"/>	
Voluntary associations	<input type="checkbox"/>	<input type="checkbox"/>	
Parents groups	<input type="checkbox"/>	<input type="checkbox"/>	
Other groups (please specify)	<input type="checkbox"/>	<input type="checkbox"/>	

---



**2.4 Has the authority produced guidelines for schools on mainstreaming?**

*Please tick one box.*

**No**      go to Q2.7  
 **Yes**

**2.5 Does the authority have separate mainstreaming guidelines for ...?**

*Please tick one box in each row.*

	<b>No</b>	<b>Yes</b>
Secondary schools	<input type="checkbox"/>	<input type="checkbox"/>
Primary schools	<input type="checkbox"/>	<input type="checkbox"/>
Early years centres	<input type="checkbox"/>	<input type="checkbox"/>
Special schools/units	<input type="checkbox"/>	<input type="checkbox"/>
Inter-sector working ( <i>SEN/mainstream</i> )	<input type="checkbox"/>	<input type="checkbox"/>

**2.6 Does the authority have formal guidelines in relation to the following?**

*Please tick one box in each row.*

	<b>No</b>	<b>Yes</b>
How to provide parents with useable information about mainstreaming	<input type="checkbox"/>	<input type="checkbox"/>
How to deal with parental complaints/concerns	<input type="checkbox"/>	<input type="checkbox"/>
How to involve parents in mainstreaming decisions	<input type="checkbox"/>	<input type="checkbox"/>

*If you would like to comment, please do so here.*

**2.7 Please give details of the senior officer or group of officers with specific responsibility for developing and implementing policy in the area of mainstreaming pupils with SEN.**

*(Who they are and what position do they occupy?)*

Name	Position/remit	FTE

**2.8 Are there any additional senior posts being planned as a result of mainstreaming?**

**No**

**Yes** *If yes, please specify.*

Position/remit	FTE

**2.9 In your opinion, what impact – if any – did local authority disaggregation have on SEN provision and policy? *Please write in box.***

**2.10 Section 15 of the *Standards in Scotland's Schools Etc. Act 2000* introduced the presumption of mainstreaming, namely that authorities should – except in certain circumstances – provide education to a child of school age in 'a school other than a special school'.**

**How has your authority responded to the presumption of mainstreaming?**

*Please write in box.*

### Section 3: Special school and special unit provision

3.1 How many free-standing special schools does the authority have within its geographical boundaries? *Please write number in the box.*

3.2 What types of special schools does the authority have? *Please write in the box.*

3.3 How many special units within mainstream schools are there in the authority? *Please write the number in the box.*

3.4 What types of special units does the authority have? *Please write in the box.*

3.5 Does the authority make use of special schools or units in other local authorities? *Please tick one box.*

**No**

**Yes**

*If yes, please list the schools/units and give details of how they are used.*

**3.6 Does the authority make use of independently-run special schools or units, or other providers not defined as schools or units?**

*Please tick one box.*

**No**

**Yes** *If yes, please list the schools/units/other providers and give details of how they are used.*

**Section 4: Implementation of mainstreaming**

**4.1 In terms of Section 15 of the *Standards in Scotland's Schools Etc Act 2000*, what grounds have been given for exemption when placing children in special education in your authority?**

Grounds of exemption	Approximate no.
• Not suited to the ability or aptitude of the child	
• Incompatible with the provision of efficient education for the children with whom the child would be educated	
• Result in unreasonable public expenditure being incurred which would not ordinarily be incurred	

*Please use this space to comment on the above.*

**4.2 How would you describe the process of including *primary* pupils in mainstream settings? Please tick one box.**

**... easy**

*Please say why* \_\_\_\_\_

**... difficult**

*Please say why* \_\_\_\_\_

**... neither particularly easy nor particularly difficult**

**4.3 How would you describe the process of including secondary pupils in mainstream settings? Please tick one box.**

- ... **easy**  
*Please say why* \_\_\_\_\_
- ... **difficult**  
*Please say why* \_\_\_\_\_
- ... **neither particularly easy nor particularly difficult**

**4.4 Please give an estimate of the number of children now in mainstream schools who would have been in special school/units provision prior to mainstreaming? Please write number in the box below.**

Number now in mainstream primary schools

Number now in mainstream secondary schools

**4.5 Have efforts been made to move children from special schools/units into mainstream schools? Please tick one box.**

- No**
- Yes** *If yes, what types of special school were involved?*

Type of school	Reason

**4.6 How would you describe the process of moving children from special schools/units into mainstream schools? Please tick one box.**

- ... **easy**  
*Please say why* \_\_\_\_\_
- ... **difficult**  
*Please say why* \_\_\_\_\_
- ... **neither particularly easy nor particularly difficult**

**4.7 Have the experiences and outcomes of these children been monitored?**

*Please tick one box.*

**No**

**Yes** *If yes, please give details.*

**4.8 Are there specific local factors that have influenced mainstreaming in your authority?**

*(eg PPP initiatives). Please write in the box.*

**4.9 Has there been a movement away from the use of free-standing special schools to special units in mainstream schools?**

**No** *If no, please give details.*

**Yes** *If yes, please give details.*

**4.10 Does the local authority make use of split placements between mainstream schools and special schools/units?**

**No**

**Yes**

*If yes, please give details, including an indication of the number of children involved.*

**4.11 What is your impression of the effectiveness of mainstreaming for children with ....**

*Please tick one box in each row.*

	<b>Not at all effective</b>	<b>Not very effective</b>	<b>Moderately effective</b>	<b>Very effective</b>	<b>Extremely effective</b>	<b>No such children</b>
Hearing impairment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Visual impairment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Mobility or motor impairment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Language or communication disorder	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Moderate learning difficulties	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Severe learning difficulties	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Profound learning difficulties	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Specific learning difficulties	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Autistic spectrum disorder	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Complex or multiple impairments	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Social emotional and behavioural difficulties	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**4.12 What are the specific policies and practices in your authority that are regarded as particularly effective in implementing mainstreaming? eg P7 to S1 transitions, post-school transitions. Please write in the box.**

**4.13 Which aspects of the implementation of mainstreaming are likely to prove most difficult within your authority? Please write in the box.**

**4.14 Have staff received training in implementing the mainstreaming policy within the authority? Please tick one box in each row.**

	No	Yes	In progress/ planned
School management teams (primary)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
School management teams (secondary)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Principal teachers of support for learning (secondary)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Principal teachers with pastoral care responsibilities (secondary)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Classroom teachers (primary)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Classroom teachers (secondary)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Specialist SEN Teachers (peripatetic)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
SEN assistants	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
School administrative and ancillary staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other groups <i>(please specify)</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>



**4.15 How would you rate the responses of the following groups to mainstreaming?**

*Please tick one box in each row.*

	Very negative	Quite negative	Neutral	Quite positive	Very positive
Parents of pupils with SEN	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Parents of other pupils	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Teachers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Trade unions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other groups ( <i>please specify</i> )	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

---

**4.16 How would you rate the impact of the following in driving mainstreaming policy and practice? Please tick one box in each row.**

	No impact	Slight impact	Some impact	Significant impact	A great deal of impact	N/A
Political support	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Parent pressure groups	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Case by case parental requests	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Psychologists' case practice	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Non-viability of special schools and units	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Section 15 of the <i>Standards in Scotland's Schools etc Act</i>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**4.17 What do you think are the main issues that need to be considered to ensure the success of mainstreaming? Please write in the box.**

**4.18 What additional resources – if any – does the local authority require to ensure the success of mainstreaming? *Please write in the box.***

**4.19 What do you think has been the most satisfactory aspect of the mainstreaming policy in your authority? *Please write in the box.***

**4.20 What do you think has been the least satisfactory aspect of the mainstreaming policy in your authority? *Please write in the box.***

***THANK YOU FOR COMPLETING THIS QUESTIONNAIRE***

Now please return it in the envelope provided to:

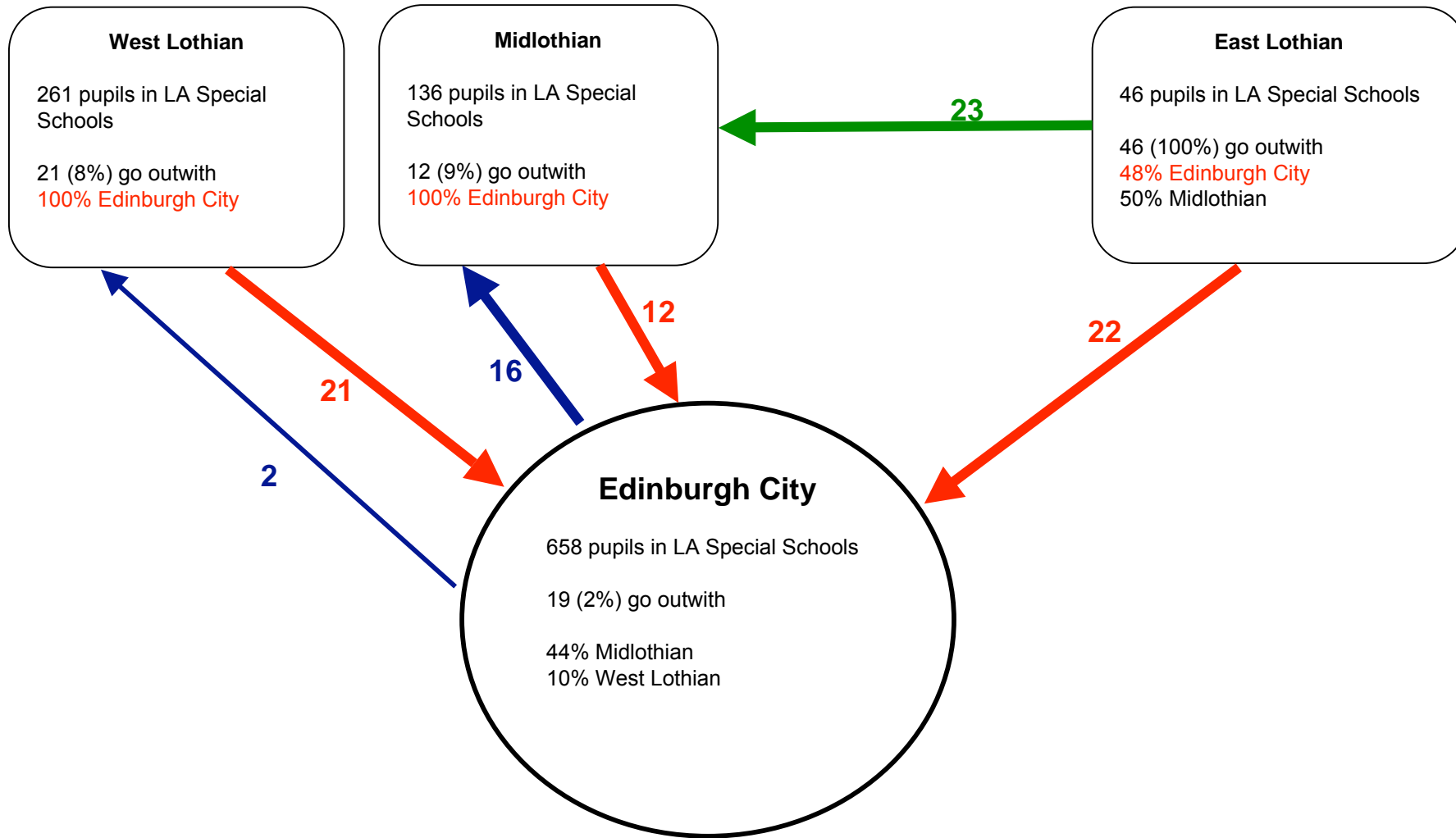
The SCRE Centre (University of Glasgow)  
61 Dublin Street, Edinburgh, EH3 6NL

If you would like further information about the project, please contact us.

Anne Pirrie  
Telephone: 0131 623 2957  
Email: Anne.Pirrie@scre.ac.uk

Stuart Hall  
Telephone: 0131 623 2952  
Email: Stuart.Hall@scre.ac.uk

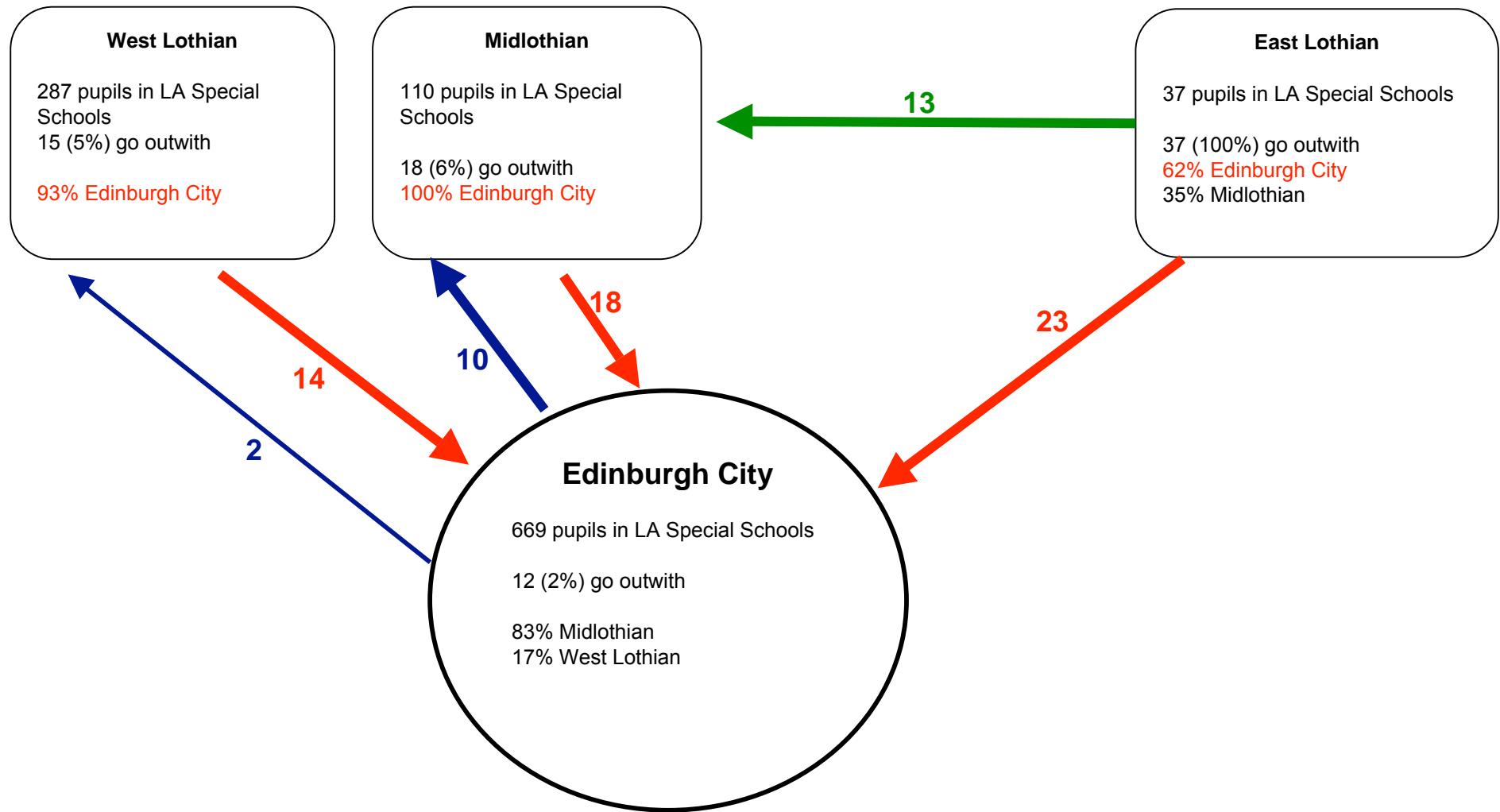
**2001 Placement in Special Schools in former Lothian Region**



→ Pupils placed in Edinburgh schools resident in a neighbouring authority  
 → Pupils placed in one authority (NOT Edinburgh) resident in another (NOT Edinburgh)

→ Pupils placed in a neighbouring authority resident to Edinburgh

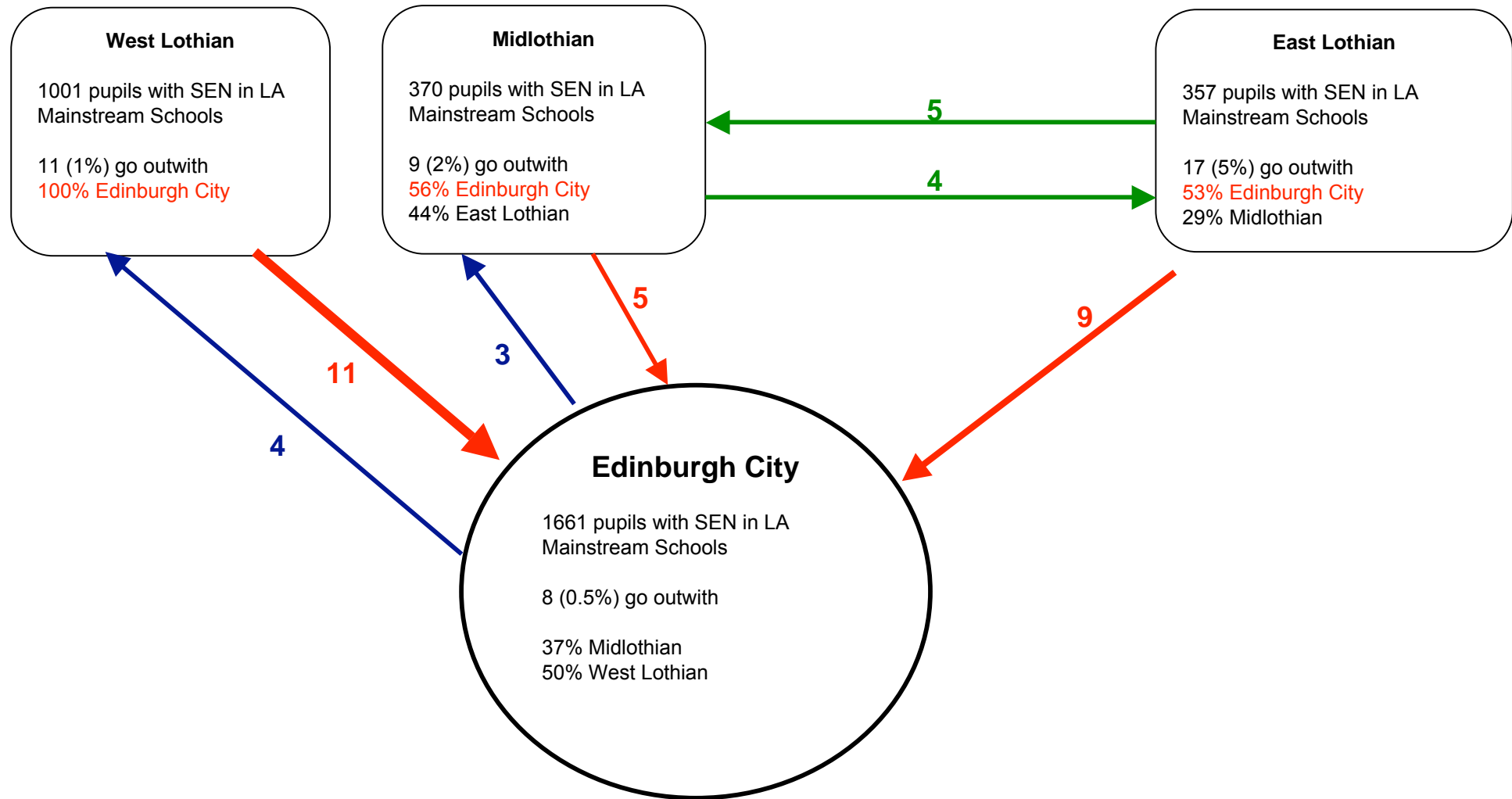
## 2003 Placement in Special Schools in former Lothian Region



→ Pupils placed in Edinburgh schools resident in a neighbouring authority  
 → Pupils placed in one authority (NOT Edinburgh) resident in another (NOT Edinburgh)

→ Pupils placed in a neighbouring authority resident to Edinburgh

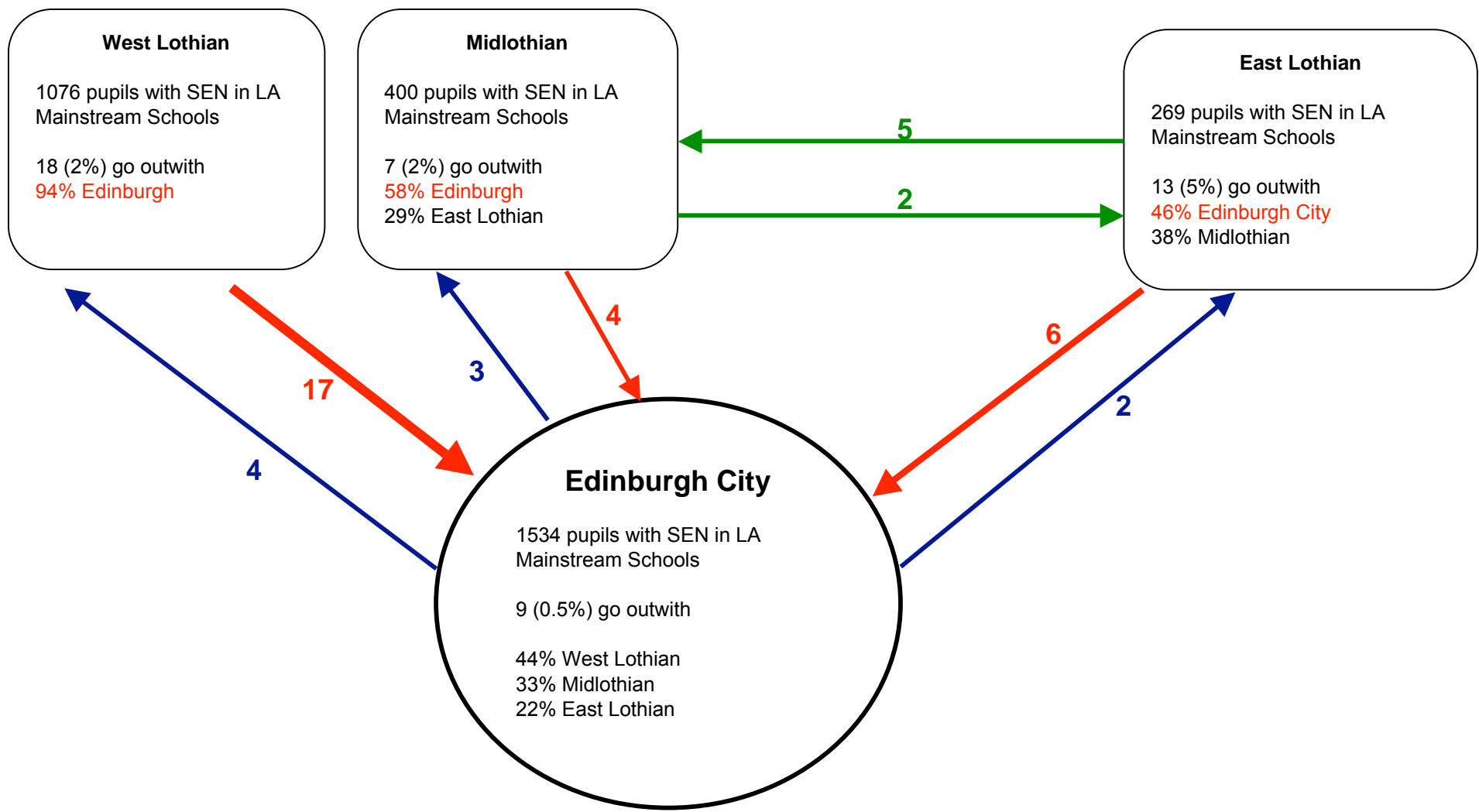
## 2001 SEN Placements in Mainstream Schools in former Lothian Region



→ Pupils placed in Edinburgh schools resident in a neighbouring authority  
 → Pupils placed in one authority (NOT Edinburgh) resident in another (NOT Edinburgh)

→ Pupils placed in a neighbouring authority resident to Edinburgh

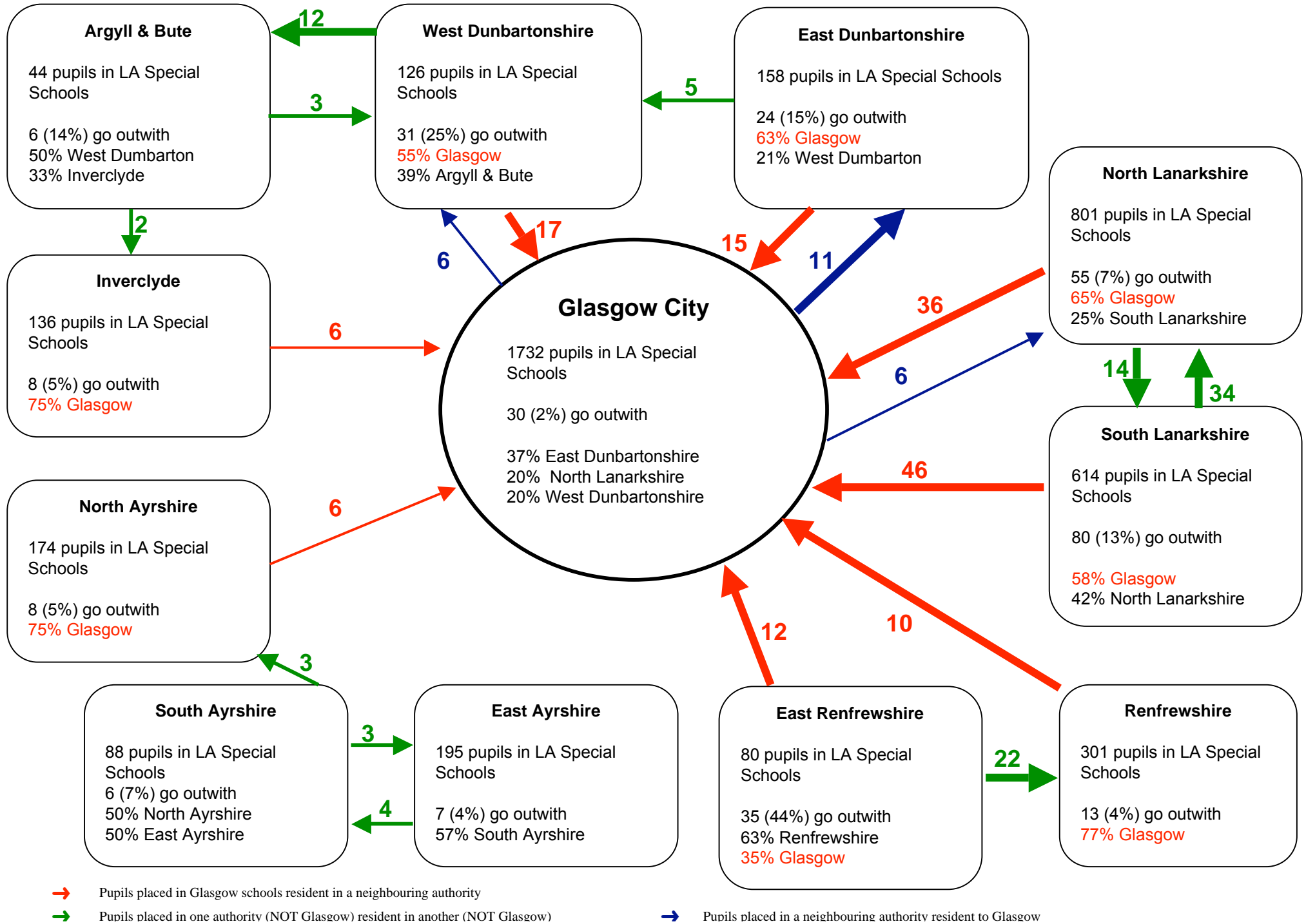
## 2003 SEN Placements in Mainstream Schools in former Lothian Region



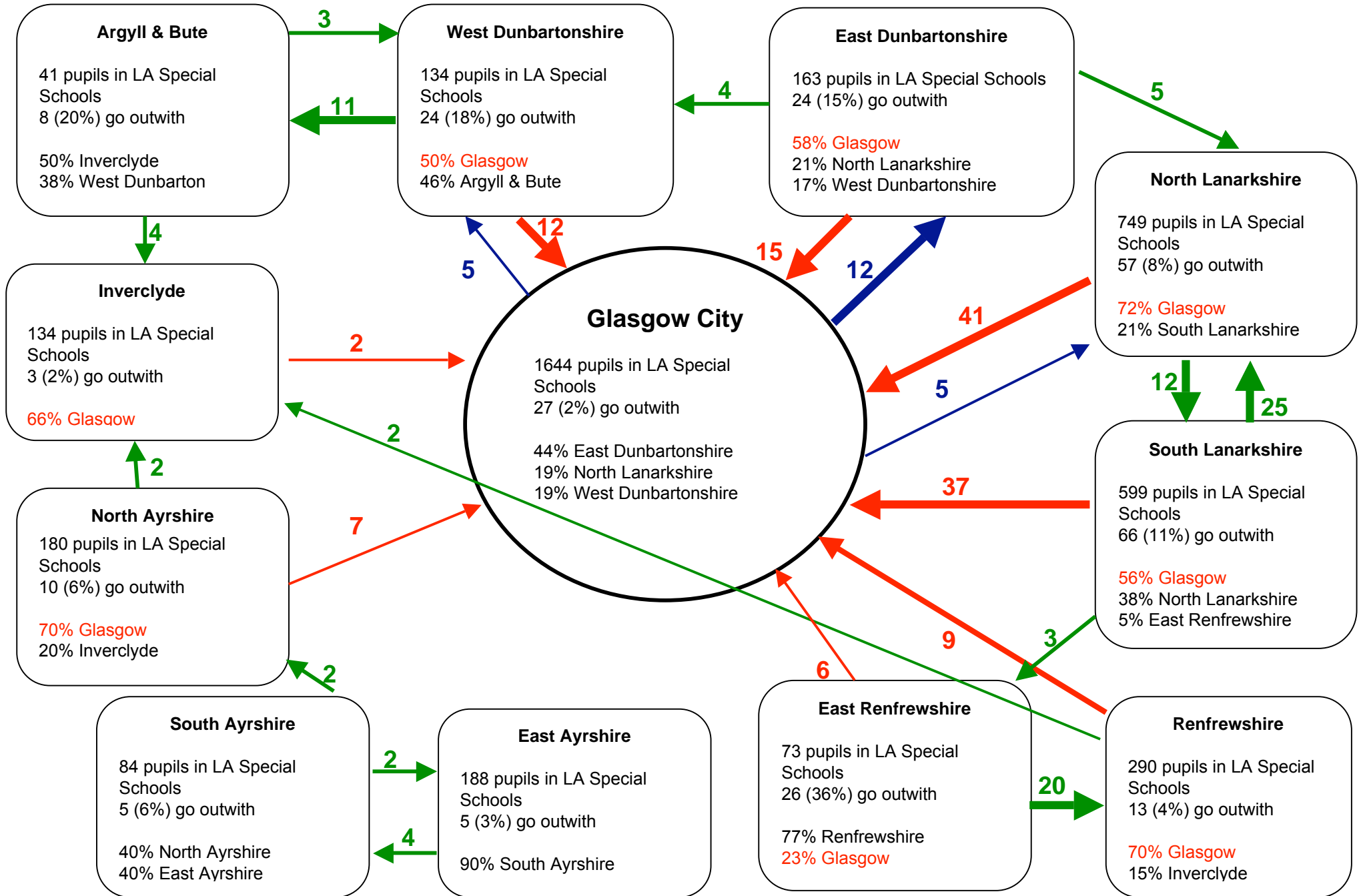
→ Pupils placed in Edinburgh schools resident in a neighbouring authority  
 → Pupils placed in one authority (NOT Edinburgh) resident in another (NOT Edinburgh)

→ Pupils placed in a neighbouring authority resident to Edinburgh

## 2001 Placement in Special Schools in former Strathclyde Region



## 2003 Placement in Special Schools in former Strathclyde Region

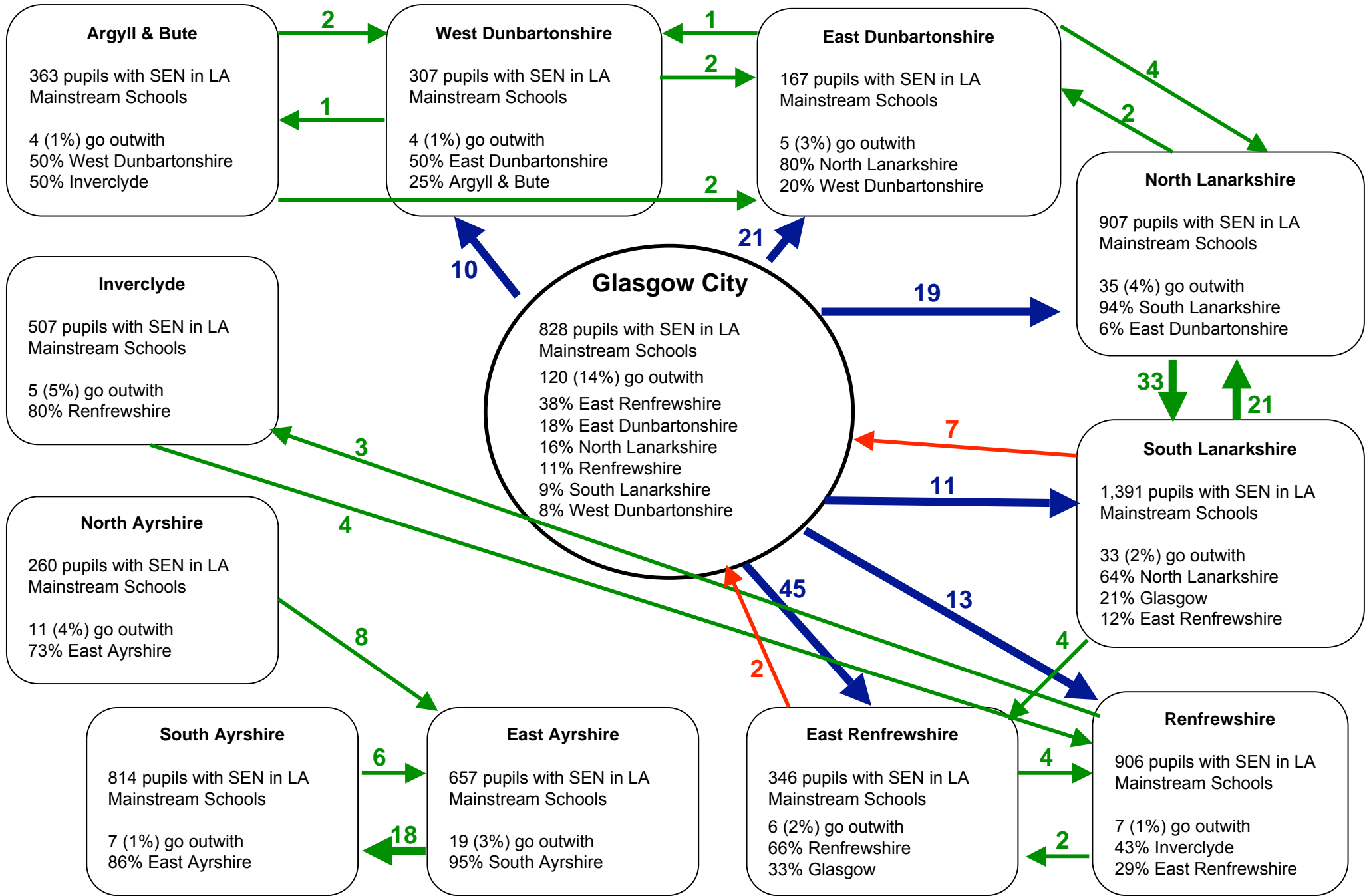


→ Pupils placed in Glasgow schools resident in a neighbouring authority  
 → Pupils placed in one authority (NOT Glasgow) resident in another (NOT Glasgow)

→ Pupils placed in a neighbouring authority resident to Glasgow



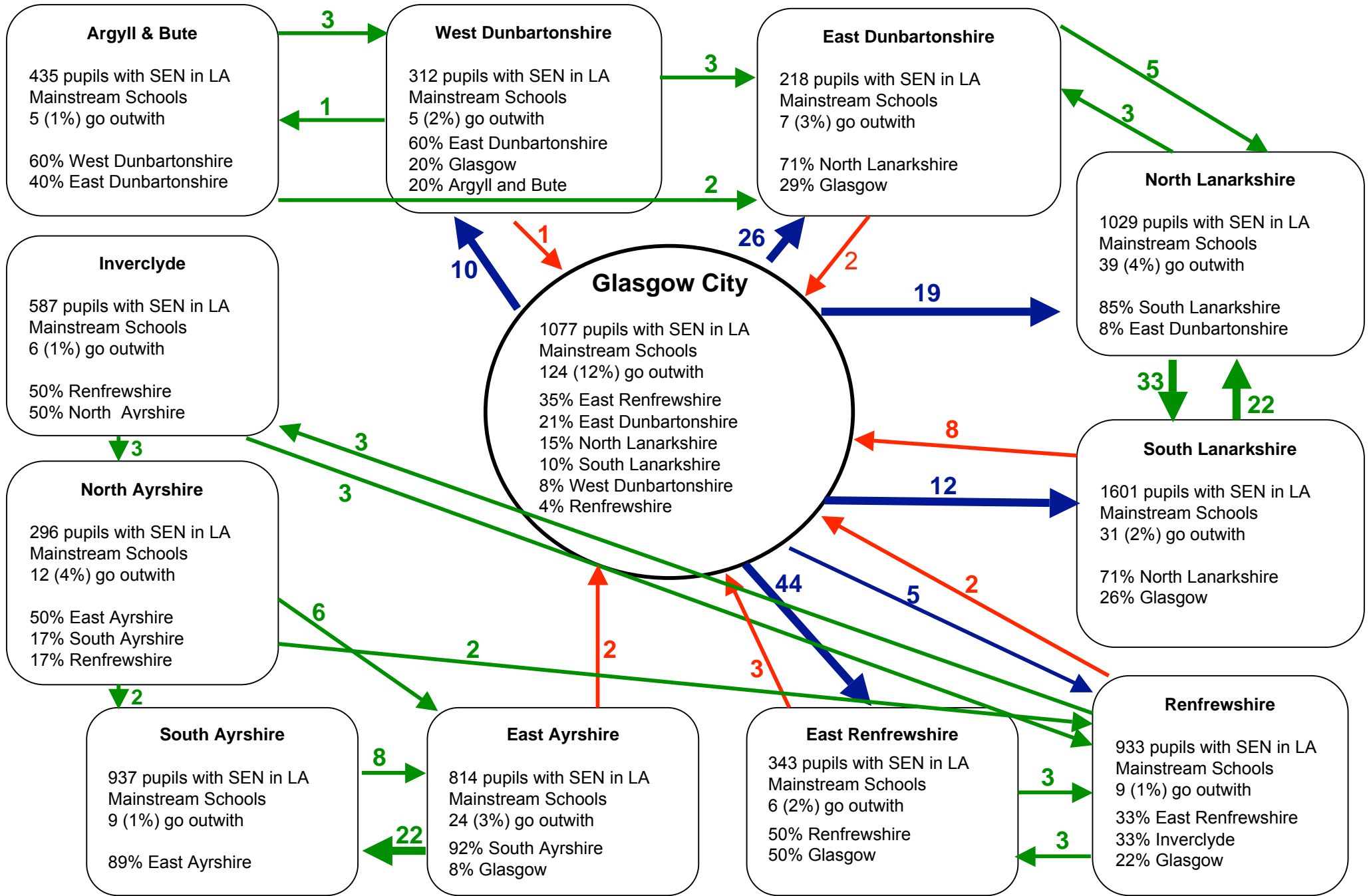
## 2001 SEN Placements in Mainstream Schools in former Strathclyde Region



→ Pupils placed in Glasgow schools resident in a neighbouring authority  
 → Pupils placed in one authority (NOT Glasgow) resident in another (NOT Glasgow)

→ Pupils placed in a neighbouring authority resident to Glasgow

## 2003 SEN Placements in Mainstream Schools in former Strathclyde Region



→ Pupils placed in Glasgow schools resident in a neighbouring authority  
→ Pupils placed in one authority (NOT Glasgow) resident in another (NOT Glasgow)

→ Pupils placed in a neighbouring authority resident to Glasgow

## Appendix 2

*Table 1: Pupils in local authority special schools/mainstream schools, by authority (2002)*

<i>Local authority</i>	<i>Number of pupils with SEN in local authority special schools</i>	<i>Number of pupils with SEN in local authority mainstream schools</i>	<i>Total pupils with SEN in mainstream schools</i>	<i>Percentage in mainstream schools</i>
Aberdeen	259	626	885	71%
Aberdeen City	274	1678	1952	86%
Angus	35	399	434	92%
Argyll & Bute	44	363	407	89%
Clackmannanshire	39	252	291	87%
Dumfries & Galloway	50	1068	1118	96%
Dundee City	103	1346	1449	93%
East Ayrshire	195	657	852	77%
East Dunbartonshire	158	167	325	51%
East Lothian	46	357	403	89%
East Renfrewshire	80	346	426	81%
Edinburgh City	658	1661	2319	72%
Eilan Siar	0	192	192	100%
Falkirk	228	884	1112	79%
Fife	154	1511	1665	91%
Glasgow City	1732	837	2569	33%
Highland	171	1322	1493	89%
Inverclyde	136	507	643	79%
Midlothian	136	370	506	73%
Moray	0	554	554	100%
North Ayrshire	174	260	434	60%
North Lanarkshire	801	907	1708	53%
Orkney Islands	22	146	168	87%
Perth & Kinross	59	868	927	94%
Renfrewshire	301	906	1207	75%
Scottish Borders	2	721	723	100%
Shetland Islands	0	164	164	100%
South Ayrshire	88	814	902	90%
South Lanarkshire	614	1391	2005	69%
Stirling	45	328	375	88%
West Dunbartonshire	126	307	433	71%
West Lothian	261	1001	1262	79%
National figures	6991	22910	29901	77%
National figures without Glasgow effect	5259	22073	27332	81%

## Appendix 2

**Table 2: Policy and legislation in respect of children and young people with SEN**

Date	Title	Key points	Nomenclature
1974	Education (Mentally Handicapped Children) (Scotland) Act 1974	Established the right to education of all children of school age, irrespective of level of disability.	Mental handicap
1978	<i>Special Educational Needs</i> (The Warnock Report)	Warnock distinguished between social, locational and functional integration (sharing a site; socialising in the playground, etc; and participating jointly in educational programmes)	The term special educational needs (SEN) replaces the notion of children and young people ‘handicapped by disabilities of body or mind’.
1978	<i>The Education of Pupils with Learning Difficulties in Primary and Secondary Schools in Scotland: a Progress Report by HMI</i>	Enhanced role for ‘support for learning’.	
1994/ 1999	<i>Effective Provision for Pupils with Special Educational Needs (ESPEN)</i> and the <i>Manual for Good Practice</i> (SOEID, 1999)	Set out policy on quality standards in specialized support.	special educational needs
1995	<i>Children (Scotland) Act 1995</i> < <a href="http://www.hmso.gov.uk/acts/acts1995/Ukpga_19950036_en_1.htm">http://www.hmso.gov.uk/acts/acts1995/Ukpga_19950036_en_1.htm</a> >	Renewed focus on responsibilities and rights (with particular emphasis on those of parents)	Children affected by disability; disabled children
2000	<i>Standards in Scotland’s Schools etc Act 2000</i> < <a href="http://www.scotland-legislation.hmso.gov.uk/legislation/scotland/acts2000/20000006.htm">http://www.scotland-legislation.hmso.gov.uk/legislation/scotland/acts2000/20000006.htm</a> >	Focus on rights (with particular emphasis on those of the child) Section 15: Requirement that education be provided in mainstream schools	The term ‘special educational needs’ occurs once in the document; there are 4 references to ‘special schools’ and 4 references to ‘special arrangements’.
2001	<i>Special Educational Needs and Disability Act (SENDA)</i> < <a href="http://www.legislation.hmso.gov.uk/acts/acts2001/20010010.htm">http://www.legislation.hmso.gov.uk/acts/acts2001/20010010.htm</a> >	Section 316 Duty to educate children with special educational needs in mainstream schools.	special educational needs
2002	Education (Disability Strategies and Pupils’ Educational Records) (Scotland) Act < <a href="http://www.scotland-legislation.hmso.gov.uk/legislation/scotland/acts2002/20020012.htm">http://www.scotland-legislation.hmso.gov.uk/legislation/scotland/acts2002/20020012.htm</a> >	Focus on accessibility, with an emphasis on a) increasing the extent of participation in education b) improving the physical environment c) improving communication with pupils with a disability.	The terms ‘pupils [or children] with a disability’ are used <i>passim</i>
2002	<i>Planning to Improve Access to Education for Children with Disabilities</i> (SEED, 2002)		
2004	Education (Additional Support for Learning) (Scotland) Act < <a href="http://www.scotland-legislation.hmso.gov.uk/legislation/scotland/acts2004/20040004.htm">http://www.scotland-legislation.hmso.gov.uk/legislation/scotland/acts2004/20040004.htm</a> >	Introduces concept of additional support needs (ASN), and aims to modernise and strengthen the system for supporting children’s learning needs by introducing Co-ordinated Support Plans (CSP)	additional support needs (ASN)

# Appendix 3

Table 1: Special school provision, by authority

ID	Local authority	Special schools (n)	No of special units	Access specialist provision in other LAs	Access independently-run special schools or units	Split/shared placements
01	Aberdeen City	6	43	○	●	● (SEBD)
02	Aberdeenshire	4	4	●	●	●
03	Angus	0	11	●	●	● (rare)
04	Argyll and Bute	3	10	●	●	●
05	Clackmannanshire	3	1	●	●	●
06	City of Edinburgh	14	16	●	●	● (SLD; MLD)
07	City of Glasgow	32	16	●	●	● (SLD; MLD, SEBD)
08	Dundee City	1	16	○	●	● (rare)
09	Dumfries and Galloway	2	20	●	●	○
10	East Ayrshire	4	6	●	●	●
11	East Dunbartonshire	2	3	●	●	●
12	East Lothian	0	7	●	●	● (SLD/Hi; SCN)
13	East Renfrewshire	1	1	●	●	● (SLD; SEBD; SCN)
14	Falkirk	5	25	●	●	●
15	Fife	9	49	○	●	●
16	Highland	3	15/32	○	●	● (rare)
17	Inverclyde	3	3/4	●	●	● (SEBD; ASD)
18	Midlothian	1	6	●	●	●
19	Moray	0	12	●	○	○
20	North Ayrshire	2	3	●	●	●
21	North Lanarkshire	NR	NR	NR	NR	NR
22	Orkney	1*	2	●	●	● (SLD)
23	Perth and Kinross	2	7	●	●	● (rare)
24	Renfrewshire	4	10	●	●	●
25	Scottish Borders	NR	NR	NR	NR	NR
26	Shetland	NR	NR	NR	NR	NR
27	Stirling	2	5/16	○ ● (declining)	●	●
28	South Ayrshire	3	6	●	●	●
29	South Lanarkshire	9	20	●	●	● (SEBD)
30	West Dunbartonshire	2	2	●	●	●
31	West Lothian	NR	NR	NR	NR	NR
32	Western Isles	0	7	○	●	○

\*Co-location in primary school planned.00

● = positive    ○ = negative

Source: local authority survey

# Appendix 3

Table 2: Moving to mainstream, by authority

Local authority	Estimate of no of children in mainstream schools post-mainstreaming policy	Have efforts been made to move children from specialist to mainstream provision?		How would you describe process of moving children into mainstream?		
			Types of special school	Easy	Difficult	Neither particularly easy nor particularly difficult
Aberdeen City	No data	Yes	MLD, SEBD <sup>1</sup>			●
Aberdeenshire	No data	Yes	various			● 'Depends on pupil, setting and development needs of staff.'
Angus	24 Primary; 12 Secondary	NA <sup>2</sup>		NA	NA	NA
Argyll & Bute	No data	Yes	MLD			●
Clackmannanshire	No data	Yes	MLD			● '...if preparation and resources are adequate.'
City of Edinburgh	No data*	Yes	Routine part of reviews			●
City of Glasgow	No data	Yes	Routine part of reviews	●		
Dundee City	No data*		Policy of mainstreaming already in place	NR	NR	NR
Dumfries & Galloway	No data *		Mainstreaming policy since 1983	NA	NA	NA
East Ayrshire	No data	Yes	ASD, MLD, complex needs — parental request, SEBD	●		'Depends on needs of child and the mainstream school involved.'
East Dunbartonshire	14 Primary, 8 Secondary	Yes	MLD, HI, VI			● 'Attitudinal changes required. Takes time and training.'
East Lothian	97 Primary, 59 Secondary	Yes	SEBD, MLD <sup>3</sup>			● 'because parents don't want this...'
East Renfrewshire	60 Primary, 50 Secondary*	Yes	MLD, HI, VI, motor	●		● 'It very much depends on what the parents want.'
Falkirk	60 Primary, 70 Secondary	Yes	MLD, SEBD			● 'Some pupils have attended a special school all their lives, and their parents are very reluctant to see that their child has progressed to a level where they need to be with peers in a local mainstream setting.'
Fife	No data	Yes	Routine part of reviews			● 'Parents and children prefer continuity.'
Highland	No data	Yes	Fewer residential placements			● 'Parents usually oppose this.' 'Staffing can be a problem in rural areas.'
Inverclyde	25 Primary, 20 Secondary	Yes	MLD, HI			● ● Depends upon nature of pupil's difficulty. 'Usually parents are very happy with specialist provision.'

● = positive

/...continues

<sup>1</sup> The inclusion of our most difficult youngsters requires a great deal of work from the LEA in conjunction with schools, particularly if youngsters are damaged by parental issues. Comments in a similar vein were made by respondents from East Lothian, Glasgow, the Western Isles and Moray.

<sup>2</sup> The continuing need for a child to be in specialised provision is considered at every review meeting.

<sup>3</sup> The move back to mainstream is dependent upon parental choice.

# Appendix 3

Local authority	Estimate of no of children in mainstream schools post-mainstreaming policy	Have efforts been made to move children from specialist to mainstream provision?		How would you describe process of moving children into mainstream?		
Midlothian	No data*	Yes	Speech and lang. Various, according to parental request	NR	NR	NR
Moray	40 Primary, 25 Secondary	Yes	HI		●	
North Ayrshire	No data	No		NA	NA	NA
North Lanarkshire	NR	NR	NR	NR	NR	NR
Orkney	No data*	Yes	Not specified. At the parents' request			●
Perth & Kinross	No data	Yes	Subject to annual review			● 'This may change when we build a new special school (on a mainstream primary/secondary campus).'
Renfrewshire	6 Primary, 3 Secondary	Yes	CLD, ASD, sensory impairments and physical disabilities			● 'School ethos and teacher attitude. Resource-led models. Staff development needs.'
Scottish Borders	NR	NR	NR	NR	NR	NR
Shetland	NR	NR	NR	NR	NR	NR
Stirling	No data	Yes	MLD, ASD			● 'Very dependent on individual cases.'
South Ayrshire	No data*	Yes	MLD, ASD			● 'Some parents prefer specialist provision.' 'Mainstream anxiety about the skill level of children with complex needs, and about children with history of behavioural problems...also depends on the amount of time the child has spent in a special school. There are issues of adaptation.'
South Lanarkshire	No data	Yes	Broad range of SEN			● 'Needs considerable planning and support.'
West Dunbartonshire	No data	Yes	SEBD, MLD, VI, physical disabilities			● 'Anxiety on part of parents and staff. Requires time and funding to ensure success.'
West Lothian	NR	NR	NR	NR	NR	NR
Western Isles	No data		Mainstreaming policy in place prior to Section 15.	NR	NR	NR

- Explicit statement to the effect that figures were not available because the policy of mainstreaming in these authorities predated the implementation of Section 15 of the *Standards in Scotland's Schools etc Act 2000*.

● = positive

# Appendix 4

**Table 1: Key elements of mainstreaming strategies, by authority**

ID	Local authority	Audit /estimate of ...							Dissemination	Monitoring
		Transfer	Accessibility	Facilities/space	Staffing requirements	Management time	Training requirements	Facilities support staff		
01	Aberdeen City	○	●	●	●	●	●	●	●	●
02	Aberdeenshire <sup>1</sup>	●	●	●	●	○	○	●	●	●
03	Angus <sup>2</sup>	○	●	●	●	○	●	NR	●	●
04	Argyll & Bute	○	●	●	●	○	●	●	●	●
05	Clackmannanshire <sup>3</sup>	●	●	●	○	○	●	○	○	●
06	City of Edinburgh	●	●	●	●	○	●	●	●	●
07	City of Glasgow	●	●	●	●	●	●	●	●	●
08	Dundee City	○	●	●	●	○	●	○	○	○
09	Dumfries & Galloway	●	●	●	●	●	●	●	●	●
10	East Ayrshire	●	●	●	●	●	●	●	●	●
11	East Dunbartonshire	●	●	●	○	○	●	○	●	●
12	East Lothian	●	●	●	●	○	●	●	●	●
13	East Renfrewshire	●	●	NR	NR	NR	●	NR	NR	●
14	Falkirk	●	●	●	●	●	●	○	●	●
15	Fife	●	●	●	●	●	●	●	●	●
16	Highland	○	●	●	●	○	●	○	●	○
17	Inverclyde	●	●	●	○	○	●	●	○	○
18	Midlothian	●	●	●	●	●	●	●	●	●
19	Moray	●	●	●	○	○	●	○	●	○
20	North Ayrshire <sup>4</sup>	●	●	●	●	○	●	●	NR	NR
21	North Lanarkshire	NR	NR	NR	NR	NR	NR	NR	NR	NR
22	Orkney	○	●	○	●	○	●	●	●	●
23	Perth & Kinross <sup>5</sup>	●	●	●	●	○	●	●	○	○
24	Renfrewshire	●	●	●	●	○	●	●	●	●
25	Scottish Borders	NR	NR	NR	NR	NR	NR	NR	NR	NR
26	Shetland	NR	NR	NR	NR	NR	NR	NR	NR	○
27	Stirling	●	●	●	●	●	●	○	○	●
28	South Ayrshire <sup>6</sup>	○	●	●	●	●	●	○	○	○
29	South Lanarkshire	●	●	●	●	●	●	●	●	●
30	West Dunbartonshire <sup>7</sup>	○	●	○	●	○	●	○	●	●
31	West Lothian	●	●	●	●	●	●	○	●	●
32	Western Isles	●	●	●	●	●	●	●	●	●

<sup>1</sup> Schools identify training requirements of additional staff and access appropriate training. Estimate of facilities for support staff, provision for disseminating information and provision for monitoring all part of accessibility strategy.

<sup>2</sup> Claim that audit of numbers transferring is not relevant in the Angus context.

<sup>3</sup> Some of these gaps will be addressed in the authority's inclusion strategy, currently under development.

<sup>4</sup> Other: discussion with parents.

<sup>5</sup> Additional Support Needs Strategy due to be published Easter 2005.

<sup>6</sup> Other: annual audit of support needs to QIOs.

<sup>7</sup> Research commissioned to look at good practice; role of classroom assistants; and benchmarking of staff attitudes to inclusion (Caledonian University and WLC)

● = positive  
○ = negative



# Appendix 4

**Table 2: Local authority perspectives on inclusion in mainstream primary and secondary schools**

	Including <i>primary</i> pupils in mainstream settings is ...			Including <i>secondary</i> pupils in mainstream settings is ...		
	Easy	Difficult	Neither/depends	Easy	Difficult	Neither/depends
Aberdeen City			●			●
Aberdeenshire			●			●
Angus			●		●	
Argyll & Bute			●			●
Clackmannanshire	●		●		●	●
City of Edinburgh			●			●
City of Glasgow			●		●	
Dundee City	●					●
Dumfries & Galloway	●			●		
East Ayrshire			●			●
East Dunbartonshire		●			●	
East Lothian			●			●
East Renfrewshire			●			●
Falkirk			●			●
Fife			●		●	
Highland			●			●
Inverclyde		●	●		●	●
Midlothian			●			●
Moray	● <sup>1</sup>				●	
North Ayrshire			●			●
North Lanarkshire	NR	NR	NR	NR	NR	NR
Orkney	●				●	
Perth & Kinross			●			●
Renfrewshire			●			●
Scottish Borders	NR	NR	NR	NR	NR	NR
Shetland	NR	NR	NR	NR	NR	NR
Stirling	●			●		
South Ayrshire			●			●
South Lanarkshire	●				●	
West Dunbartonshire	'Impossible to generalise'			'Impossible to generalise'		
West Lothian	NR	NR	NR	NR	NR	NR
Western Isles	●					●

● = positive

<sup>1</sup> 'Easy is not the word: it often requires a lot of work which is carried out in the expectation of a positive result.'

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