**Impact on teaching and learning: multiple children with ASN
April 2019**

The 2018 AGM passed the following resolution relating to the impact of having multiple children with additional support needs in mainstream classes:

"That this AGM instruct Council to investigate and report on the impact on teaching and learning when there are multiple children with additional support needs (ASN) in a mainstream classroom.

We further instruct Council to use these findings to lobby the Scottish Government and Local Authorities to increase the level of additional support in mainstream classrooms to improve the learning and teaching for all."

This resolution echoed very similar concerns which had been expressed at previous recent AGMs. In 2016, the AGM called on Council "to investigate and report on the consequences of Presumption to Mainstreaming in all sectors in terms of funding, resources, workload and impact on staff health and wellbeing" and "to use the information to campaign for an increase in resources, including staffing, to support all children with additional support needs and the full implications of the ASL Act (as amended 2004)."

Also in 2016, it was agreed to "investigate and report on the consequences, as perceived by nursery, primary and secondary teachers, of current inclusion practices on the welfare and learning of the majority of children."

In 2017, concern was noted about the continuing reduction in EAL teachers, ASN teachers and vital support staff including classroom assistants and ASN assistants and it was agreed to "campaign for a review of resourcing of the Education (Additional Support for Learning) (Scotland) Act 2009 and to urge the Scottish Government to increase funding and staffing levels following this review" and to reflect in campaigning "the growing concerns of members of the impact of under-funding of support for ASN on wider attainment and achievement levels."

The 2018 resolution which is the subject of this report therefore coincided with significant recent and ongoing work to highlight the impact on the education system, including on teaching and learning, of there being multiple children with additional support needs (ASN) in many mainstream classrooms. It also coincided with ongoing lobbying for increased levels of additional support for mainstream schools.

The EIS has consistently argued in favour of the presumption of mainstreaming; we welcome diversity in classrooms and in educational communities. However, the Institute has also consistently argued, in relation to meeting the needs of children who require Additional Support for Learning (ASL), that the success of ASL legislation and of the associated processes is dependent on the provision of adequate resources to meet the needs of each individual learner. We are gravely

concerned by the under-resourcing of the legislative commitment to include children with a range of sometimes complex needs in mainstream settings.

The number of children in Scotland with identified ASN has increased significantly in the last decade, from 17,626 in 2008 to 101,558 in 2018. The 2018 figure equates to 25.4% of the total school roll, compared with only 4.8% in 2009. Of the 101,558 pupils with additional support needs reported in the 2018 school census, 98,905 (or 97%) spend all their time in mainstream classes. The proportion of pupils with additional support needs in 2008 who spent all of their time in mainstream classes was 88%.[1]

Our concerns about a rising climate of need set against ever reducing resources have been noted in a range of policy papers in response to the above resolutions, which were shared at the 2017 and 2018 AGMs. Our concerns were summated in a member briefing paper, appended. Local Association Secretaries have been encouraged to use the briefing paper in local lobbying and negotiations.

Other developments

Over the course of the 2018/19 session, other important developments unfolded. The 'Value Education, Value Teachers' campaign survey identified that meeting the needs of children and young people with ASN is a major priority among members, with over 78% of respondents stating that they disagreed that there was adequate provision for children with additional support needs in their school.[2] This will be a significant element of ongoing negotiations now that the pay element of the offer has been agreed.

The EIS has also decided to publish a position paper on ASL, to draw together our concerns about what's not working well at present, which will be a companion to research commissioned from the University of Aberdeen. This new publication, expected in May 2019, will give fresh impetus to our lobbying for adequate resourcing, which is an ongoing endeavour.

The Scottish Parliament also passed a motion[3] calling for a review of ASN provision, which is ongoing at the time of writing.

Conclusion

There is now a wealth of evidence about the impact of having multiple children with additional support needs in a mainstream classroom, within a context of diminishing support for those children from specialist services, and a context of staff shortages. The impact on teaching and learning is significant. The EIS will continue to campaign for an increase in resources, including staffing, to ensure that all children with additional support needs, including those in mainstream classes, are able to have their needs met at school.

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[1] Pupil census: https://www2.gov.scot/Topics/Statistics/Browse/School-Education/dspupcensus/dspupcensus18
[2] https://www.eis.org.uk/Research/MemberSurvey
[3] http://www.parliament.scot/parliamentarybusiness/report.aspx?r=11919&mode=html#iob_107750

Briefing: ASL Resourcing
August 2018

Purpose of this briefing

This briefing aims to support Local Association and Branch Secretaries in local negotiations concerning under-resourcing of the Education (Additional Support for Learning) (Scotland) Act 2009, the legislation which underpins additional support needs (ASN) provision.

We would suggest that discussions should highlight three key issues:
1. The adverse impact of under-resourcing on **learners' educational experiences**;
2. The adverse impact of under-resourcing on **teachers' health and wellbeing**; and,
3. The **unsustainability of the current approach and the need for urgent action.**

Why raise this now?

The 2017 EIS AGM passed a resolution which expressed "*concern at the continuing reduction in EAL teachers, ASN teachers and vital support staff including classroom assistants and ASN assistants*" and called on Council to campaign for an increase in staffing to support this provision, and for a review of resourcing of the Education (Additional Support for Learning) (Scotland) Act 2009, to reflect "*the growing concerns of members of the impact of under-funding of support for ASN on wider attainment and achievement levels.*"

The debate on this resolution reflected a sense among the membership that **the current situation is unsustainable.** There was a clear focus on the practical difficulties of meeting the needs of all children and young people with ASN within the constraints of current budgets and staffing levels in the debates, with delegates saying, "*The EIS has been clear over the years about its support of inclusive education*" but this "*can only work where it is properly funded*" and "*One of the real traumas for staff is that they feel that they are not getting it right for every child.*" It was passed in the context of recurrent concerns, including:

- increasing numbers of pupils with ASN, including significant numbers of pupils with social, emotional and mental health issues, and more pupils with severe/complex needs in mainstream school settings
- large class sizes
- increased workload and pressures associated with seeking to meet learners' needs in large classes, where children with complex needs all need different pedagogical strategies
- unreasonable expectations that curricular differentiation can be done without the requisite time/support

- excessive workload derived from GIRFEC and young person's planning meetings
- increasing levels of poverty among the pupil population, exacerbating support needs
- too few teaching and support staff, including EAL staff, classroom assistants, learning assistants, behavioural support staff etc.
- the undervaluing of specialist ASN teachers (especially those deployed as cover due to teacher shortages)
- unceasing budget cuts and shortages of basic resources
- reduced access to appropriate professional learning on ASN
- decreased pupil and staff access to Educational Psychology services
- decreased pupil access to CAMHS (Child & Adolescent Mental Health Services)
- reduced social work, youthwork and outreach teaching services
- the impact of all of the above on teachers' mental health and general wellbeing
- the impact of stress and ill-health on teacher absence and retention.

Teachers go to great lengths to make sure that children and young people get the right support, but at significant expense to their own wellbeing; their commitment needs to be underpinned by adequate systems and investment. It is unjust and unsustainable for teachers to be expected to keep propping up a system that is so significantly under-resourced.

ASN in Scotland: facts and figures

- The number of teaching staff in primary schools with a Behaviour Support role has declined from 32 in 2008 to 9 in 2017 – a **reduction of 72%**

- The number of teaching staff in primary schools with a general ASN role has declined from 146 in 2008 to 68 in 2017 – a **reduction of 53%**

- The number of teaching staff in secondary schools with a Behaviour Support role has declined from 127 in 2008 to 71 in 2017 – a **reduction of 79%**

- The number of learning support teachers in secondary schools has declined from 945 in 2008 to 821 in 2017 – a **reduction of 13%**

- ASN teacher numbers **fell** in 16 out of 32 local authorities over the period 2007 to 2016

- The number of ASN assistants **declined by 730** (FTE) between 2013 and 2016

- **Over 1 in 4 school pupils** (183,491 pupils/**26.6%**) has identified ASN; in 2011, the overall number was 98,523; the increase in number over those seven years is **86%**

- **10%** of children and young people (aged five to 16) have a clinically diagnosable **mental health** problem (Scottish Children's Services Coalition); and 20% of adolescents may experience a mental health problem in any given year

- 4.1% of children from the most affluent backgrounds displayed social, emotional or behavioural difficulties when they started school, falling to 3.6% by primary three; whereas **7.3% of children from the most deprived areas had mental health difficulties** at the start of school, rising to 14.7% by primary three.

- There were 2,182 pupils with a Coordinated Support Plan; 35,164 pupils with an Individualised Education Programme; and **32,009 pupils with a Child Plan** in 2017

- **One in five** children in Scotland lives in poverty (strongly linked to having ASN)

- 44,667 (**11%)** of Scotland's 396,697 primary pupils were in a **class of more than 30** in 2016, compared to 31,842 (9%) in 2011.

- The number of educational psychologists in Scotland fell by a tenth from 2012 to 2015; there were 370 trained EPs in Scottish local authorities in 2015 - **10% fewer** than the 411 practising in 2012.

Changes to ASL teacher numbers

Teachers with Additional Support for Learning as their main subject (Teacher Census data)									
2007	*2008*	*2009*	*2010*	*2011*	*2012*	*2013*	*2014*	*2015*	*2016*
3,062	3,301	3,402	3,363	3,258	3,249	3,157	2,963	2,936	2,896

Changes to centrally employed teacher numbers[4]

Centrally employed teachers by main subject taught (Source: Teacher census, table 5.2, 2017/16)[5]			
SUBJECT	**2017**	**2016**	**Difference '16-'17**
ESL (English as a second language)	97	87	+10 teachers
Learning Support	229	243	-14 teachers
Additional support needs – general	36	45	-9 teachers

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[4] NB: The Scottish Government teacher census defines 'centrally employed teachers' as 'teachers who are employed by a local authority rather than an individual school or early learning and childcare centre'. They may be teachers who have an advisory role rather than those employed as school staff based in one establishment.
[5] http://www.gov.scot/Topics/Statistics/Browse/School-Education/teachcenssuppdata/TeaSup2017

Additional support needs – behavioural support	45	59	-14 teachers
Additional support needs – learning difficulties	69	74	-5 teachers
Hearing impairment	25	33	-8 teachers
Visual impairment	30	27	+3 teachers

The wide range of learner needs

Members will be aware that Scottish ASL legislation is expansive and covers a wide range of circumstances from which additional support needs (ASN) can stem. A young person is said to have 'additional support needs' if they need **more, or different, support to what is normally provided in an educational setting to children/young people of the same age**. The range of learners' needs is becoming ever wider, with the presumption of mainstreaming (which the EIS supports in principle) meaning that schools and colleges now have learners with a very wide range of support needs, arising from (but not limited to):

- sensory impairment, including impaired sight or hearing
- long-term learning difficulties or disabilities e.g. dyslexia, dyspraxia
- autism spectrum disorders
- physical disabilities and health conditions, such as diabetes, asthma or epilepsy
- mental health conditions, such as anxiety or depression
- experience of the care system/being looked-after by the authority or kinship carers
- social, emotional and behavioural issues
- being a young parent or carer
- having experienced abuse or neglect
- family issues such as parents involved with substance misuse or in prison
- having English as an additional language
- being a refugee or asylum seeker
- changing gender identity or expression
- coming from a Traveller community
- being exceptionally gifted or having particular talents.

Some children will have needs arising from multiple factors in combination. With such a diverse range of needs in schools and colleges, it is self-evident that resourcing – both funds for learning materials and professional learning, and staffing resource – needs to be in place to ensure that educational establishments can 'Get it Right for Every Child' and young person.

What teachers say about the current situation

Members' words can be a powerful adjunct to statistics. Members have shared their deep frustrations with the EIS. Some of their comments are below.

- ❖ *"It is frustrating that we cannot Get it Right for Every Child as we should."*
- ❖ *"Support staff are an important and integral part of successful teaching and learning."*
- ❖ *"Violent, excluded SEBN pupil who assaulted a member of staff is now back in school without a risk assessment or back to school meeting."*
- ❖ *"What we are seeing is 'mainstreaming on the cheap.'"*
- ❖ *"This is mainstreaming without resources."*
- ❖ *"When I was assaulted by a pupil with challenging behaviour I was told, 'It's part of the job' and no-one asked me if I was OK."*
- ❖ *"Across the board you've got children's needs not being met."*
- ❖ *"We are being asked to do more and more with some of the most vulnerable young people in Scotland, while at the same time losing EAL and ASNA support."*
- ❖ *"Nothing is coming from the authority to help support the behaviour of youngsters who are experiencing real distress."*

Policy and legal context

Meeting the variety of needs present in schools is primarily required by the Education (Additional Support for Learning) (Scotland) Act 2009. However, it is also supported by, among other laws and policies, including:
- Curriculum for Excellence
- the Standards in Scotland's Schools Act 2000
- Getting it Right for Every Child (an aspect of the Children and Young People Act 2014) and the SHANARRI indicators
- the UN Convention on the Rights of the Child.

The Equality Act 2010 is relevant, as it affords both learners and staff protection from discrimination, including discrimination arising from disability, which can include mental health conditions associated with work-related stress. Some young people may have ASN which overlap with the protected characteristics in this Act, e.g. travellers whose needs arise from their ethnicity, or young people undergoing gender reassignment whose circumstances temporarily give rise to support needs. There is also interaction between the Equality Act 2010 and certain policies e.g. around exclusion.

The impacts on staff of under-resourcing of learner support prompt significant issues. For that reason, the Health and Safety at Work etc Act 1974 is also relevant, and Health and Safety risk assessments can be an important tool to use. The EIS also has member guidance on Health and Safety matters, including violence at work.[6] The guidance states, *"The risk of a violent attack at work is a*

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[6] H&S Handbook: https://www.eis.org.uk/Content/images/HS-HANDBOOK%20-%204th%20Edition%20April%202012.pdf

serious occupational hazard. The EIS does not accept that a risk of a violent attack at work is something which is part of the job."

Workload concerns should always be discussed in the context of the SNCT Handbook and local Working Time Agreements.

The impact of under-resourcing ASL provision

The EIS gathered views from members on issues caused by under-resourcing of ASL provision. These can be summarised as follows:

Impacts on teachers and lecturers' health and wellbeing
- Reduced morale, owing to a feeling of failing young people and their families; a feeling of being 'useless'; feeling blamed for repetitive unacceptable pupil behaviour; feeling unsupported by SMT; concern for vulnerable children
- Increased stress and risk of personal injury or other health impacts, because of exposure to violent incidents, personal abuse or aggression, from learners who require more support but are not getting it, and their parents
- Reduced wellbeing both at and outside of work – lack of sleep, headaches, generalised anxiety – all of which potentially contribute to more long-term absence
- Frustration caused by lack of opportunities to undertake relevant professional learning.

Impacts on teachers' and lecturers' workload burden
- More time spent on records creation; review meetings; meetings with parents; GIRFEC processes; curriculum differentiation; doing tasks previously done by classroom and support assistants
- Reduced time for preparing learning materials, marking, etc.
- Reduced ability to plan working day, due to constant child protection/support issues, emergencies, medical issues
- Own time, beyond Working Time Agreement, spent pursuing professional learning, where available, or dealing with issues – no breaks or lunch.

Further impacts on teachers and lecturers
- Erosion of professional status and autonomy, e.g. when task list broadens, or when support for learning tasks are undertaken by volunteers, failing to recognise the value of the qualified teacher in doing this work
- Change in status when teachers' role becomes crisis-led and there is less time for preparation of learning and teaching materials
- More likely to leave teaching due to stress and unreasonable expectations.
- Remaining teachers have fewer colleagues and even greater workload burdens due to shortages; this damages morale across the school community.

Impacts on learners' wellbeing
- There are multiple health and wellbeing impacts being reported for learners, including those learners who have additional support needs and those who don't. Learners who have additional support needs can experience reduced morale, due to:

- o receiving less support to have their needs met than is required;
- o being in larger class size(s) than is optimal;
- o being less supported to take part in enrichment/after-school activities than is required;
- o lower self-esteem caused by all of the above;
- o higher levels of generalised anxiety;
- o being more likely to display challenging behaviour;
- o being involved in more violent incidents, fights and low-level disruption to learning; and
- o experiencing a loss of dignity e.g. when they exhibit high levels of distress ("a meltdown").
- Among the general pupil population, learners can experience higher levels of anxiety due to more stressful atmospheres developing when children do not receive the requisite support; stress caused by disrupted learning e.g. when a classroom has to be evacuated due to a violent incident; potential distress caused by witnessing peers' violent behaviour; and overall, reduced enjoyment of school.

Impacts on learners' educational experiences
- Some pupils being unable to access learning due to social/emotional issues
- Less access to learning support for some pupils, as this is diverted to supporting the most complex and severe needs, e.g. less support for children with dyslexia
- Some pupils having longer waits for work to be marked or new work set
- Some pupils having fewer positive interactions with SMT and other teachers who are dealing with large numbers of acute cases/crises
- Some pupils receiving less attention from teachers but also feeling more stress caused by constant formal assessment in senior phase classes
- Risk of reduced attainment, due to increasing non-attendance, opting out of school, disruption of learning or less time with teachers
- Differential impacts depending on socio-economic status: children from higher income families often getting more support than those from poorer backgrounds, as a result of more strident parental advocacy
- Less support available at transition times
- Less exposure to demonstrations, discussions, etc. as these are curtailed when teaching is adapted to suit the needs of pupils whose difficulties, from being inadequately supported, have the potential to disrupt learning.

What can LA/Branch secretaries do?

LA/Branch secretaries are advised to keep advocating for:

- an end to austerity budgets
- the provision of special schools or specialist units for the children with the most severe and complex additional support needs, and sufficient numbers of specialist teachers in all settings with the expertise requisite to the range of additional needs that children and young people have
- reduced class sizes (EIS policy is that no class should exceed 20 pupils, while a range of circumstances might justify smaller groups, e.g. composite classes)

- discussions on attainment to explicitly include the types of achievement that matter to pupils with ASN, and which go beyond the narrow focus on achievement of CfE levels, SQA exam results and standardised assessments
- further elucidation of the connections between poverty and ASN
- all pedagogical developments to take account of pupils with ASN
- enhanced provision of professional learning on ASN matters
- robust processes for reporting violent incidents and meaningful responses to these
- collegiate discussions about Working Time Agreements and awareness among members of how to use these
- adequately funded support services, including EAL, counselling, behaviour support
- local authorities/colleges to spend less on developments which have no sound educational rationale or which are duplicated elsewhere (e.g. standardised assessments which duplicate the SNSA) so that they can invest more in ASN provision
- appropriate use of Health and Safety risk assessments, and processes to ensure that concerns raised are addressed.

More information

For more information, please contact Jenny Kemp, National Officer (Education and Equality), jkemp@eis.org.uk /(0131) 225 6244.

Further reading and contacts

Education (Additional Support for Learning) (Scotland) Act 2004: https://www.legislation.gov.uk/asp/2004/4/contents

'Supporting Children's Learning' Code of Practice - Statutory Guidance on the ASL Act: https://beta.gov.scot/publications/supporting-childrens-learning-statutory-guidance-education-additional-support-learning-scotland/

Scottish Government ASL webpage: http://www.gov.scot/Topics/Education/Schools/welfare/ASL

Children in Scotland's 'Enquire' service: http://enquire.org.uk/

EIS ASN Network: http://www.eis.org.uk/Networks/ASNnetwork

Scottish Parliament Education and Skills Committee report on ASN provision: http://www.parliament.scot/S5_Education/Reports/ASN_6th_Report_2017.pdf

Teacher census (data source for teacher numbers): http://www.gov.scot/Topics/Statistics/Browse/School-Education/teachcenssuppdata

Pupil census (data source for pupil numbers): http://www.gov.scot/Topics/Statistics/Browse/School-Education/dspupcensus

Joseph Rowntree research on the link between special educational needs and poverty: https://www.jrf.org.uk/report/special-educational-needs-and-their-links-poverty

Education Scotland - Milestones to support learners with complex ASN: https://education.gov.scot/improvement/learning-resources/Milestones%20to%20support%20learners%20with%20complex%20additional%20support%20needs%20-%20Literacy%20and%20English