

ABERDEEN CITY COUNCIL

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| COMMITTEE | Education Culture and Sport |
| DATE | 16 September 2010 |
| DIRECTOR | Annette Bruton |
| TITLE OF REPORT | Pre-school Provision for Children with Additional Support Needs arising from Complex Factors |
| REPORT NUMBER | ECS/10/071 |

1. PURPOSE OF REPORT

- 1.1 Policy and Strategy (Education) Committee in March 09 and Resources Management Committee in June 09 approved the proposal to rationalise Hazlewood and Woodland School and Raeden Nursery and to develop a new facility for children and young people with additional support needs arising from complex factors on the current Raeden Centre site.
- 1.2 The proposals for the new school will provide 120 education places for children and young people aged 3 -18. This includes 8 full-time equivalent (16 part-time) places for pre-school children with the most complex needs. As the new school will have fewer pre-school places than is available at the current Raeden nursery, it was agreed by the Policy and Strategy (Education) Committee in October 2008 that the authority should review pre-school nursery education for children with the most complex needs. It was agreed by Committee that the new provision should be more accessible and locally based for families and that it should be designed to complement the provision in the complex needs school.
- 1.3 The purpose of this report is to:
- advise members of the committee of the approach that has been taken to involve families and staff in the redesign of pre-school and family support services for children with additional support needs as a result of complex factors;
 - provide the committee with information about the complementary work being done by NHS Grampian on the redesign of Health Service for Children with Complex Needs and their consultation process and timescales;
 - present the committee with a proposal for a new, modernised, pre-school nursery and family support service for children with complex needs. In summary the proposed new service will have part-time 0-3 and pre-school nursery places which will be based in the new school based on the Raeden complex. It will also have part-time pre-school provision at 3 locally based pre-school nurseries based in Kaimhill and Seaton Primary

Schools and Ashgrove Children's Centre and full day care at an existing pre-school partner provider nursery at the Maisie Munro Centre; and to

- seek approval for the redesign of the service and to consult formally on the closure of Raeden Nursery School.

2. RECOMMENDATIONS

It is recommended that the Committee:

- (i) consider and, if appropriate approve, the proposal for the new modernised pre-school nursery and family support service;
- (ii) request that officers continue to collaborate with NHS Grampian, Aberdeen City Community Health Partnership to ensure that the redesign of health, family support and pre-school services are appropriately aligned to meet the needs of this group of children and their families; and
- (iii) instruct officers to consult formally on the closure of Raeden Nursery and the new proposal; and to report back to Committee in January 2011.

3. FINANCIAL IMPLICATIONS

- 3.1 At its meeting in June 2009 the Resources Management Committee took into account: the cost associated with running three schools, Hazlewood, Woodlands and Raeden; the costs associated with supporting children with disabilities in out of authority placements; and the capital receipts from the sale of Hazlewood. The committee approved funding for the new complex needs provision at an estimated cost of £16,675,000 to be spread over five years.
- 3.2 The unit cost per pupil at Raeden Nursery is £36,682. In addition to enable children to mix with their mainstream peers, some pupils also attend a mainstream local authority nursery (additional £2,100 per pupil). Some working parents also place their children in private nursery provision. It is anticipated that the redesigned pre-school service will not only provide a better service to families and their children but will be delivered within existing budget.
- 3.3 There will be costs associated with moving the nursery from the current site to the temporary site at Braeside School, and back into the new school and to move equipment into the 3 new local nurseries. (£20,000) In addition, there will be refurbishment costs at Ashgrove Children's Centre (£27,600). This will be built into the 2011/12 base budget.

4. SERVICE & COMMUNITY IMPACT

- 4.1 This proposal fits with the vision in the Community Plan to develop Aberdeen as a 'City of Learning'. It also links to the priorities set out in Vibrant Dynamic and Forward Looking Manifesto commitments to: ensure Aberdeen's pupils and teachers have school buildings fit for 21st century; ensuring expenditure on

education delivers maximum benefit to pupils' education; continue to involve parents and pupils in their schools; ensure education is appropriate to pupils' needs; allocate additional resources to support for learning, target areas of greatest need; continue work to raise the achievement of vulnerable children and close the attainment gap across the city and make greater provision within the city for young people with additional needs to avoid placements out of the area.

- 4.2 It relates to the requirement to report in the Single Outcome Agreement in particular Priority 5 - Our children have the best start in life and are ready to succeed; and Priority 8 - We have improved the life chances for children, young people and families at risk.

5. OTHER IMPLICATIONS

- 5.1 There will be property implications as a direct result of this report. No construction work will be required at Kaimhill Primary or the newly refurbished Seaton Family Centre. Minor works will be required at Ashgrove Children's Centre and may be required in the temporary accommodation at Braeside Primary School.
- 5.2 If Committee approve the proposed change to the pre-school service and the closure of Raeden Nursery there will be implications for Information Technology, Human Resources, and Facilities Management and these will be reported to committee at a future date.
- 5.3 In order to begin the construction of the new school it is anticipated that the Raeden site will have to be vacated between April and June 2011 and the authority will have to provide alternative pre-school provision by this time. Given the complex nature of the children's additional support needs it will be crucial to minimise the disruption to the children who currently attend the nursery and to ensure staff and families have enough notice to enable them to manage the transition. It is therefore proposed to vacate the Raeden site at the end of the academic year July 2011.
- 5.4 The new locally based developmental nurseries will be established by August 2011. The aim will be to minimise the disruption to any children currently attending the pre-school nursery at the Raeden Centre and to ensure we are able to offer new children places in the locally based special needs nurseries or in the full day care provision being commissioned from the voluntary sector.

6. REPORT

Background

- 6.1 A comprehensive review of provision for children and young people with complex needs was conducted between June to December 2005. The review recommended the development of a new specialist school for children and young people 3-18 years old with additional support needs resulting from complex needs on the current Raeden Development Centre site. Committee approved the development of the new school which will

offer nursery, primary, and secondary school and related health provision for up to 120 children and young people. The new school will offer for 16 part time pre-school nursery places. The number of pre-school has been calculated on the number of children that currently transfer annually from Raeden to Woodlands. In addition it agreed that the school would provide wrap around family support including information and advice, and out of school care services on the school campus.

- 6.2 In order to ensure there is sufficient pre-school provision for children with additional support needs the Committee also recommended the development of a range of other special needs pre-school nursery services to address the reduction in the number of pre-school places in the new school. The Committee agreed to continue to offer the same number of places but to expand the range of options for parents to better meet children's' needs and family circumstances.
- 6.3 Work is now progressing on the development of the new facility at Raeden. A feasibility study has been completed and the site has been evaluated as suitable for the proposed new facility. A briefing session and presentation for elected members was held in the week beginning 24th May 2010.
- 6.4 The redesign of the school will also impact on the existing NHS provision at the Raeden Developmental Centre which currently comprises of day nursery provision for 0-3 year olds, assessment, outpatient clinics and a nursery school for 3-5 year olds which is jointly run by NHS and Aberdeen City Council.
- 6.5 NHS Grampian is currently redesigning its health service provision for children with complex needs. Workshops were conducted to identify options and this has resulted in a preference for a *Hub and Spoke* model of service delivery. The proposals were considered by the NHS Board in June 2010 who agreed to a formal consultation period between 7 June and 3 September 2010. Aberdeen City Council staff have supported NHS at the two public consultation events.
- 6.6 The process of scoping the review of pre-school nursery education for children with additional support needs as a result of complex factors began in the autumn of 2009. It was agreed to establish a joint advisory group that would include NHS, parent representatives and voluntary sector partners to consider and make recommendations about the more locally based pre-school provision that Committee had previously approved.
- 6.7 The brief given to the joint advisory group was to develop the proposal taking account of children and family needs; legislation and statutory entitlements; national priorities set out in the National Early Years Strategy; HMIE inspection and Care Commission regulation and requirements; and curriculum changes. The group was asked to ensure that the proposals mirrored the pre-school and childcare services offered to parents with children in mainstream local authority and partner provider provision and to take account of the NHS developing proposals for children 0-3 years old with complex health needs.

6.8 The Advisory Group met between January and June 2010 to consider the options, to visit the proposed sites and to prepare the redesign proposal. Meetings were held with parents and staff to discuss the proposal. The proposal outlined in the next section has incorporated staff and parents ideas and has addressed many of their concerns.

6.9 Pre-school education for children with additional support needs as a result of complex factors - Proposal

6.9.1 The Standards in Scotland's Schools etc Act 2000 places a duty on local authorities to secure pre-school education for all eligible children from the school term following their third birthday. This duty allows local authorities to provide pre-school education within its mainstream services but the guidance to the Act sets out the statutory requirement to secure provision from other providers to meet parental need.

6.9.2 Parents are eligible for 475 hours (12.5 hours weekly x 38 weeks) of funded pre-school provision. In addition, the Act allows local authorities to secure 'wraparound' childcare to complement the pre-school education it provides or secures. The approach taken by the Council in delivering mainstream pre-school education and childcare services has been to charge parents for any childcare elements of service. This approach makes best use of all the fiscal resources available (access to vouchers/working tax credits etc). Developing wrap around childcare will therefore be considered as part of the continuum of provision for pre-school children with additional support needs as a result of complex factors. Some parents will be eligible for financial support to contribute to the childcare elements of the costs.

6.9.3 The joint advisory group agreed a set of principles that informed the redesign proposal. These included:

- alternative accommodation being considered should be appropriate to the needs and ages of the children;
- services should be more locally based and where possible should be accessible by public transport;
- parental needs for support, information and advice should be addressed;
- childcare for working parents should be considered as part of the overall proposal to avoid the current split placement arrangements;
- proposals should be aligned to the redesign of the health services for children with complex needs; and
- implementation plans should ensure minimum disruption for the children who currently attend the nursery who will have to move off the Raeden site to accommodate the new build.

6.9.4 The overall aim of the proposal is to retain the same number of pre-school nursery places for children with additional support needs overall, but to offer parents more choice of the type and location of service they would prefer and modernise and ensure a high standard of service across all services.

6.9.5 The school for children and young people with complex needs on the Raeden site will provide 16 part-time pre-school places for children with

the most complex needs. The planned number of pre-school places was calculated on the known number of children with complex needs that currently transfer from Raeden to Woodlands annually. Access criteria to the pre-school nursery provision in the new school are currently being developed. The proposal will be to deliver the pre-school entitlement of 12.5 hours per child at the complex needs school over three days. Childcare for working parents could be commissioned from a specialist voluntary sector provider and delivered in the designated out of school care area of the new school.

- 6.9.6 The pre-school services delivered in the new school (the 'hub') will be developed as the centre of excellence and resource bank. It will also be accessible to parents and children using the complementary 'cluster' centres and partner centre services for parental support activities, networking events and training.
- 6.9.7 24 additional part-time pre-school places will be provided in three cluster nurseries based in existing local authority early years settings. Each nursery will be developed as either as a specialist nursery or as integrated pre-school services with the Social Care and Well Being Service. The proposal is to establish the cluster nurseries in the parts of the city with the highest level of need. Kaimhill Primary School, Ashgrove Children's Centre and Seaton Primary School/Family Centre have been identified as suitable sites for these nurseries. Braeside Primary School, which will be vacated when Kaimhill school moves into the new school has been identified as temporary accommodation for the children with the most complex needs when the Raeden Centre closes in July 2011.
- 6.9.8 In line with the Standards in Scotland's Schools etc. Act 2000 and the duty to secure pre-school education from other sectors and to offer parental choice, the authority proposes to commission a maximum of 20 places from the voluntary and private sector that deliver special pre-school provision for children with additional support needs for working parents. Where children have less severe support needs pre-school services would be placed in mainstream local authority nurseries or commissioned from mainstream private nursery providers. The voluntary sector will also be able to contribute to providing specialist training and support to parents.

6.10 Family Support Services

A range of family support services will be incorporated into the new service in the main school, the cluster nurseries and in full day care services. These services will be delivered in line with the principles of the Early Years Framework - 'to help children, families and communities to help themselves'. The support for families who have children with additional support needs as a result of complex factors reflect the consultation with parents and include the following:

- Support at diagnosis;
- Information and advice including health and more general service information through the Family Information Service;
- The development of mutual support networks;
- The implementation of community development parenting programmes such as PEEP Parents as Early Education Partners);

- 0-3 years provision childcare/crèche provision in the school complex and at other nominated sites.

6.11 The NHS Grampian Board is currently consulting on a set of proposals for health services for children with complex needs (Appendix 1). In summary the proposal is based on a hub and spoke model, with a specialist resource centre based in the new school, providing health, medical and therapeutic services to children in an integrated way. In addition, they are proposing that three teams of specialist staff should be established to provide more community and home based health service to families. The pre-school nursery and family support proposals complement the NHS proposed hub and spoke model.

7. REPORT AUTHOR DETAILS

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8. BACKGROUND PAPERS

Review of the Provision for Children and Young People with Additional Support Needs Arising from Complex Factors June 2007
Brief for a New Specialist Facility for Children with Additional Support Needs Arising from Complex Factors October 2008
Review of Long Term Health Provision by NHS Grampian for Selected Categories of Children with Disabilities and Complex Needs (NHS Grampian 2003)
Review of Pre-school Services in Aberdeen City for Children with Special Needs (NHS Grampian and Aberdeen City Council 2004)
Aberdeen City Council's Nursery Admission Policy
The Standards in Scotland's Schools etc Act 2000
Early Years Framework 2008