

the **Welcome Workbook**

a self-review framework for
expanding inclusive provision
in your local authority



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**Written by CSIE staff, with contributions from
parents and other professionals involved in
expanding inclusive provision**



**Centre for Studies on Inclusive Education
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introduction

Welcome to this new publication from CSIE, written primarily for local authority officers wanting to enable mainstream settings to include all children and young people. Over and above developing inclusive provision for young people already there, the Welcome Workbook provides a framework for expanding such provision to include young people who have not, until now, often been welcomed by mainstream settings. In doing so, it aspires to improve the life chances of children and young people regularly excluded from mainstream education, such as disabled children and young people perceived to have the most complex needs, young people in public care, Gypsy, Roma and Traveller children and those from other minority or disadvantaged backgrounds.

If you work in an authority where there is a high number of children out of school or in separate or special schools and few opportunities for them to access mainstream education, then this document is for you. It is designed to help you reflect on what you can do to enrich the lives of many children and young people, by bringing them in regular contact with the whole range of their peers. If you are a young person or the parent of a young person who has been told that your

authority cannot offer you a place in a mainstream setting, then this document is for you as well. Show this document to your local authority and consider working with them, to help make mainstream provision possible. If you are interested in enabling all young people to participate in settings and activities beyond school, much of this document is relevant to you too. It describes how established systems which separate young people from the rest of their peer group can be challenged and how barriers to learning and participation can be overcome.

If you think this document is not for you, please take a moment to consider why. If you are thinking that mainstream schools do not need to include all children because separate special schools, pupil referral units or other short term placements are there to offer expert provision, you may want to reconsider. Children learn from one another, as well as from adults, and formulate friendships in school that can last a lifetime. No matter how excellent the facilities or how committed and experienced the staff may be, the fact remains that separate or special schools are segregating institutions. They deprive some children of the chance to learn, develop and grow up with their peers and vice versa. Segregating



institutions were first set up at a time when disabled people were seen as defective and/or objects of pity that had no place in mainstream society. Such thinking is now outdated. The move in some areas towards co-location and a spectrum of part-time placements is an acknowledgement of this, but the long-term outcome of segregated schooling leading to segregated adult lives will not be addressed until there is a recognised goal of mainstream provision for all.

Disabled young people now have their entitlement to mainstream schooling enshrined in law. Offering the entitlement, however, without developing capacity in mainstream, is like issuing a ticket but keeping the door locked. Disabled adults have repeatedly said that separate special schools and units are inappropriate because they reinforce and perpetuate stereotypes, disempower disabled people and commit them to the margins of society for the rest of their lives. We cannot ignore this voice. At a time when mainstream schools are increasingly being expected to provide personalised learning, there is no reason why tailor-made provision has to take place in separate institutions.

We define inclusion as the restructuring of the cultures, policies and practices in schools so that they respond to the *full* diversity of young people in their communities. Inclusion is concerned with the learning and participation of all students, not only those with impairments or those categorised as 'having special educational needs'. Our experience tells us that it is often the established structures, more than young people's circumstances or impairments, that act as barriers to learning and participation. In other words, the barriers are often institutional ones. These issues were originally put forward and are clearly explained in the CSIE publication *Index for inclusion: developing learning and participation in schools*¹ which can help schools develop more inclusive provision. *The Welcome Workbook* focuses on how local authorities can support schools to do so, by

Offering the entitlement without developing capacity in mainstream, is like issuing a ticket but keeping the door locked.



considering their own cultures, policies and practices and the impact these can have on enabling every school to value, respect and support the learning and development of all children and young people. This way, all children will have the opportunity to make friends and form social relationships with their peers and be better prepared for ordinary lives in the community without being separated from each other by criteria of ability or behaviour. And all means all. Is this too radical a proposition? CSIE firmly believes this to be a necessary step towards greater social justice and draws strength and inspiration from effective models of mainstream inclusion in this country and abroad.

A national context for disability equality

The fundamental aim of education is to prepare today's young people for tomorrow's life as adults. Until recently, when young people perceived to have the most complex needs became adults, they were either placed in segregated residential establishments or stayed at home. There is now a strong vision in this country, evident in equalities legislation and in national policies and strategies for adults such as *Improving the Life Chances of Disabled People, Our Health Our Care Our Say*, and *Valuing People Now*, which recognise the uncompromised right of disabled adults to inclusion in ordinary life and mainstream

institutions. Equally unequivocal national strategies do not yet exist for children and young people. However, the Department for Children, Schools and Families now lists among its Equality Impact Assessment guidelines a key principle that stipulates 'addressing, reducing and removing inequalities and barriers that already exist between disabled and non-disabled people.'² Clearly, schooling has to be inclusive if it is to prepare all young people for adult life in an inclusive society.

There is a vicious circle of not developing provision because such provision has never been developed before.

National legislation now articulates the right to a mainstream education for all children: the Disability Discrimination Act 2005 places a legal duty on schools to promote disability equality and to eliminate discrimination on the grounds of disability; the Special Educational Needs and Disability Act 2001 stipulates that, where a decision is being made on a school placement for a child with a statement of special educational needs, the child must be educated in a mainstream school unless this is incompatible with the wishes of the family or with the provision of efficient

education for other children. The latter is a matter of school organisation: when the way mainstream provision is organised has been carefully considered, inclusive education has repeatedly been shown to be of benefit to all children and young people. As for the wishes of the family, Ministers have recently confirmed their strong commitment to full parental choice, and there is now a consensus across the main political parties on this matter. Parents can choose if they want their disabled child to be educated in a mainstream or a special school.

The fact remains, however, that a mainstream place is still thought by some education professionals and local councillors as unrealistic for some disabled young people. In addition, many mainstream schools do not consider themselves able to provide for the wide diversity of learners and seem to see no reason why this should change. This generates a vicious circle of not developing provision because such provision has never been developed before. The result is that parents who wish to exercise their disabled child's right to mainstream education cannot always have this choice realised, even if it is promised by government.

What local authorities can do

CSIE has established a tradition of reporting placement trends, and how these differ from one local authority to another. While we are aware that this is only part of the picture, significant variation between local authorities clearly indicates that what they do can have a strong impact on the educational experience of disabled young people and others at risk of marginalisation or exclusion. CSIE has, in the past, represented the figures and named the authorities at each end of the continuum; a new set is due for publication in 2010. In 2004 the highest percentage of the school population attending special schools in a single authority was 1.46%, while the lowest was 0.06%³. In other words, approximately 1 in 68 children attended special schools in the first authority, and 1 in 1,667 in the other. Such extreme differences in the opportunity to be educated with one's peers



cannot be explained by social and/or geographical variation alone. They tell us that local authority policy can make a difference, that it has a significant impact on the educational outcomes for disabled learners and, therefore, their future life chances. Even though schools have some degree of autonomy, they are far from entirely autonomous organisations. In the words of Mel Ainscow and his colleagues: everything that the local authority does may facilitate or inhibit the development of more inclusive policies and practices⁴.

About this document

The Welcome Workbook has been produced in consultation with disabled people, parents and a number of people working in local authorities, whose collaborative efforts we gratefully acknowledge.

It is a comprehensive, accessible and practical guide on how local authorities can facilitate the learning and participation in mainstream schools of all young people, particularly those liable to rejection or exclusion.

The Welcome Workbook is organised in seven sections, each of which addresses an issue that is within local authority control and can have a significant impact on expanding inclusive education in mainstream schools. The seven sections are: Policy, Strategy, Training & Development, Mainstream/Community Access, Support & Challenge, Funding and Use of Evidence. These sections represent separate issues which are related, if not connected, to one another. Within each section, a number of issues are explored in more detail. Each issue is specified in the left-hand column, then represented by a series of statements under four headings: inadequate; engaging with issues; progressing; and advancing schools for all. Each of these statements describes a stage in the development of arrangements within a local authority. Users of this self-review framework are encouraged to consider where their local authority currently stands in relation to each issue covered (i.e. in each horizontal line, which statement is closest to describing existing arrangements?), where



they want to be (i.e. which statement is closest to describing arrangements that are thought should be in place?) and where they need to invest energy (i.e. what areas need further development and in what order of priority?). Thus a number of interrelated factors within local authority control can be individually explored in a way which scrutinises existing processes, offers a clear snapshot of current practice and provides a framework for mapping a route towards more inclusive provision for a greater number of children and young people.

Our intention, as ever, is to be constructive. It is possible that, in some authorities, current practice in some of the sections may resemble that described under the 'Inadequate' heading. Our description of this as a journey means that no accusatory finger is being raised. We fully acknowledge that, in all likelihood, activities and processes that are today considered in urgent need of improvement were originally established with good intentions on the grounds of the information and resources available at the time.

While the road to inclusive provision for all children is a continuous journey, we recognise that each authority has a different starting point. Furthermore, any one authority is likely to find itself at different stages of the journey, depending on which of the seven sections is being considered. This document has been designed to

help officers become aware of how they can influence factors within their control and take positive action so that all children and young people can have a more constructive experience of schooling. It is anticipated that senior local authority officers will use this document to improve the wellbeing and future life chances for all children and young people. *The Welcome Workbook* can be used in strategy meetings and/or development days or may be used as a basis for consultation with a range of stakeholder groups.

We are particularly grateful to the local authorities of Brighton, Newham and Sandwell that piloted this document in summer 2009 and made substantial contributions to the present version. On the whole, the document was well received as a self-review and planning aid. As one officer told us: 'We liked being able to have something where we could sit down and work out what we need to be doing differently.'

We are also deeply grateful to all those – disabled people, parents, consultants, local authority officers and representatives of DCSF, Ofsted and the Department of Health – who participated in the working seminar held in London on 16th September 2009. Their insightful comments and sharing of experience in the form of vignettes have been greatly appreciated. Finally, we would like to express our gratitude to Mel Ainscow, Professor of Education at the University of Manchester, for his advice and encouragement during the final stages of producing this document.

In a nutshell

Inclusive education for some but not others is simply not inclusive education. Young people most liable to exclusion from mainstream are disabled young people perceived to have the most complex needs. Such practice, however, is increasingly called into question. After all, seeing disabled people as essentially different from non-disabled people is only one way of making sense of one's experiences; it focuses more on difference than on sameness and often involves assumptions about what others can or cannot do. We are all good at some things and need help with others.

Inclusive education for some but not others is simply not inclusive education.

And we probably all find it frustrating if other people define us by what we need help with.

It is fully recognised that the continuous journey can be full of challenges, many of them significant. Some people may claim that external pressures beyond their control forbid them from progressing on this journey. Our values dictate that we persevere and encourage others to do so too. It has been said that a civilised society can be judged by how it treats its most vulnerable members. We keep in mind the well-being and future life chances of children and young people at risk of being marginalised and, therefore, make no apology for being aspirational.

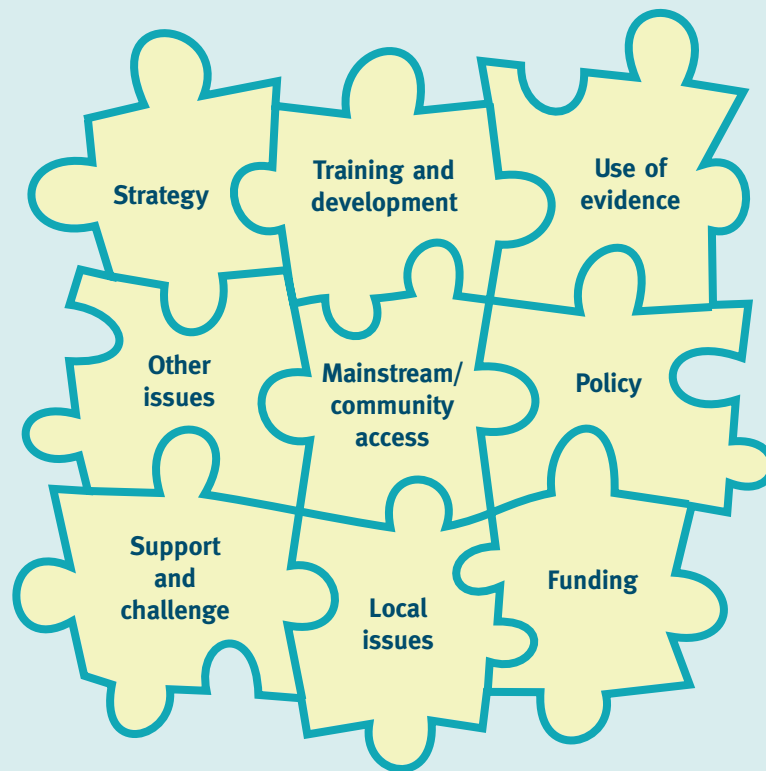
If any of the above has made you reconsider any of your previous assumptions, we extend a double welcome: welcome to a new way of thinking and welcome to the guide that can help you make a change in your immediate environment in the first instance. Thank you for choosing to engage with this.

*Centre for Studies on Inclusive Education
October 2009*

- 1 Booth, T. and Ainscow, M. (2002) *Index for Inclusion: Developing learning and participation in schools*. Bristol, CSIE.
- 2 *Equality Impact Assessments – A Workbook* (2008) www.dcsf.gov.uk/des/docs/EQUIAWorkbook.doc
- 3 Rustemier, S. & Vaughan, M. (2005) *Segregation trends - LEAs in England 2002-2004: Placement of pupils with statements in special schools and other segregated settings*. Bristol: CSIE.
- 4 Manchester University (2005) *LEA Inclusion Rating Scale: A tool for supporting the self-review process* (unpublished).

The Welcome Workbook will continue to develop in the months and years to come and we remain keen to hear how users have engaged with it. Please send your comments to admin@csie.org.uk and remember that all comments are helpful: positive feedback will help us attract funding to develop this and other resources, while constructive criticism will contribute to the further development of this publication. Thank you in anticipation of your comments.

the **self-review framework**



	Inadequate	Engaging with the issues
Broader vision of inclusion	Policies show no clear link between the statutory duty to educate in mainstream and the broader social inclusion agenda; few policies/strategies demonstrate inclusive values. No expectation that children perceived to have the most complex needs will live full lives as equal citizens.	Some acknowledgement of the role of mainstream schooling in promoting positive community attitudes and participation for those liable to rejection or exclusion. Some attempts to involve partner organisations (e.g. PCT and child health specialists) in this vision. Some evidence of a lifelong perspective in broader policy and planning.
Promoting positive language and attitudes	Documents are framed in deficit terms reflecting restricted and outdated attitudes. Limited awareness of discriminatory language. 'Barriers' are perceived as located in the individual child, not in systems and the organisation of schools (medical model).	Documents reflect a mixture of medical and social models. Some awareness of the need to avoid discriminatory language and promote positive images.
Removing barriers to mainstream inclusion	Limited awareness of the Disability Discrimination Act and other statutory duties. Equal opportunities, albeit effective for some groups, are ineffective for many disabled children or others liable to rejection or exclusion. Procurement policies do not take account of children who are not currently in mainstream.	Awareness of and commitment to implementing key legislation and statutory requirements. Equal opportunities are seen as applying to disabled children and others vulnerable to rejection or exclusion. There is awareness of the need for procurement policies for new schools and buildings to take account of all children.
Local community	Limited awareness of the disadvantages to children and young people being educated outside their local community.	Acknowledgement of benefits for children and young people living ordinary lives in their local community settings.
Policy to practice	Little evidence of policy leading to real developments in practice. Little awareness of the LA's powers in relation to individual school policies and practices. Outcomes, particularly in terms of ordinary lives and social relationships, are not reviewed or monitored.	Policy is inconsistently implemented. The approach to monitoring and review is limited and it is therefore difficult to clearly establish successes and identify continuing institutional barriers.

words we use



Social and medical models of disability

A major shift on how most people understand disability has developed in recent years. Disabled adults have called upon all others to carefully examine their assumptions and distinguish between what is meant by 'impairment' and what by 'disability', suggesting that 'impairment' may refer to a person's physical, sensory or other characteristics but that 'disability' refers to a social experience. The traditional way of thinking (that people are disabled by physical, sensory or mental impairments and, consequently, need treatment or management) became known as the medical model of

Progressing

Established links between policy for mainstream education and policies across all other services (e.g. child health specialists, CAMHs, looked-after children), in relation to the inclusion of all vulnerable groups, including those children perceived to have the most complex needs. Substantial evidence of a lifelong perspective in broader policy and planning.

Documents consistently use language that reflects respect for disabled people and builds on the positive abilities of the most vulnerable groups and those perceived to have the most complex needs.

Commitment goes beyond just implementing statutory duties. Proactive identification and removal of the barriers to inclusion in mainstream schools and classes, especially for children perceived to have the most complex needs. Procurement policies for new schools and buildings take account of all children.

Policy actively encourages inclusion not only in the local mainstream school but also in extended social and learning opportunities within the local community. The LA seeks to be a community leader for inclusion.

There are clear processes for ensuring that policy is put into practice, with a clear chain of accountability. Arrangements for planning, monitoring & review are effective so that institutional barriers are consistently challenged.

Advancing schools for all

Inclusive education is clearly defined and inclusive values permeate all local policies and strategies across all services. There is clear recognition by all partners, including child health specialists, that inclusion in local mainstream schools and classes is key to inclusion in the community in adulthood, and that those children perceived to have the most complex needs will lead ordinary lives as equal citizens with jobs, friends and social relationships.

Documents reflect a shared commitment to challenging discriminatory language and attitudes across children's services. Problems are identified in the institution, not in the child. Children perceived to have the most complex needs are seen as making a positive contribution to mainstream settings.

Shared commitment across children's services to promoting equal opportunities and removing the institutional barriers to inclusion in mainstream schools and classes for all young people, especially those perceived to have the most complex needs. Active monitoring of mainstream inclusion and of the removal of barriers to engagement and learning in classroom, school and community settings. Procurement policies are targeted at achieving these results. Disabled people form an appropriate proportion of the LA's workforce.

Shared commitment across all relevant services to establishing and providing access to high quality local educational and community options, especially for children perceived to have the most complex needs and all others liable to rejection or exclusion. The LA is a community leader for inclusion.

Clear evidence that policy is in practice across the whole range of schools and children's services, including those for which the LA has only indirect responsibilities. Progress is regularly evaluated and there is clear evidence that barriers between disabled and non-disabled children are being continually and successfully removed.

disability. The alternative (that people are being disabled by inflexible social structures and, instead, should be treated with respect and assistance) became known as the social model of disability. The two models are clearly described by Richard Rieser in 'Disability Discrimination, the Final Frontier' (in Cole (ed) (2003) Education, Equality and Human Rights, London: Routledge Falmer). The difference of whether a child 'has' or 'experiences' difficulties is similar to whether a child 'brings' or 'finds' difficulties at school. To many this might seem like a futile word game; to others, such differences are of paramount importance and can have a strong impact on children's sense of identity.

strategy

	Inadequate	Engaging with the issues
Clarity and accessibility	Strategy vague and inaccessible, not based on clear analysis of what needs to be done to implement policy. Children perceived to have the most complex needs are not included in the strategy, nor in the application of broader local and national plans, initiatives and strategies.	Written implementation strategy sets out broad directions and indicates some short-term plans. It is made accessible to a range of colleagues and partner organisations and is based on some analysis of existing provision and data. It is consistent with other plans, initiatives and strategies, though links are not always clear.
Involvement of partner organisations and families	Little partnership with the range of other agencies and services in strategy development and review, and low levels of awareness among them; young people and their families are not formally involved; family preference for mainstream is seen as unrealistic or a problem.	Range of other services and agencies involved in formal consultation; evidence of some involvement of young people and families in strategy development/review through attendance at working groups. Family preference for mainstream is supported when individual parents insist upon it.
Leadership and ownership	Few LA staff are aware of the strategy. Inclusive values and practice play no part in the selection processes for leadership posts in the LA or its schools.	Some staff are aware of the strategy. The inclusion in mainstream schools of children perceived to have the most complex needs and of others liable to rejection or exclusion forms part of the person specification and job description for all leadership posts.
Monitoring/ review	Strategy is inactive. No clear process for monitoring if progress is being made, if there are good social outcomes or if barriers to change continue to exist.	There is a process for monitoring the implementation of the strategy; there is some evaluation of its successes, and some activity to overcome lack of progress.



Ensuring compliance with the Disability Equality Duty

Cambridge Education at Islington asked all schools to submit their Disability Equality Schemes, in anticipation of the increased emphasis on schools' compliance with Equalities Duties. The authority evaluated all schemes, paying particular attention to the content, quality and compliance, then wrote to all schools reminding them of their duties and updating them on national developments in relation to disability. The Inclusion Team have been visiting schools to provide guidance on writing and reviewing schemes. Further support is planned through a workshop and training session, aiming to ensure that all schools have schemes in place that are compliant with statutory duties and to establish future monitoring and evaluation arrangements.

good practice

Progressing

Written strategy, framed positively, sets out broad directions and short- or medium-term targets both for the reduction of segregated placements and for improving the quality of mainstream inclusion for children perceived to have the most complex needs. Range of steps taken to ensure strategy is understood and is accessible to the full spectrum of partner organisations. Links established with other plans, initiatives and strategies across all services.

Active consultation with families, young people and the disabled community. Clear evidence that their views and experiences are taken into account. Active engagement of all partner organisations in explaining and implementing the strategy.

All staff are aware of the strategy and some understand that it applies to their own practice. Applicants for leadership posts are judged on their inclusive values and tested for their potential ability to reduce segregation across the LA.

The strategy is actively and continuously monitored and reviewed. Successes and problems are identified and new plans are put in place where needed to address them.

Advancing schools for all

Clear written strategy that sets out how barriers to inclusion in mainstream will be removed. It covers long and short-term plans and targets, with flexibility to deal with unexpected outcomes. It is based on a clear analysis of what needs to be done and draws on young people's experiences. Disabled young people and others liable to rejection and exclusion, and their families, are consistently aware of the strategy. Its application to children perceived to have the most complex needs is clear and explicit.

All actions, based on a clear analysis of the remaining barriers to inclusion in mainstream schools and classes, take account of perspectives of the disabled community. Information is sought from children and young people through person-centred planning reviews, and from working at the highest level with their families, and with the wider community.

All staff at all levels are aware of the strategy and monitor their own practice accordingly. Officers in all leadership posts actively pursue the development of inclusive provision in mainstream schools for all learners. The LA is a leader in the field and actively promotes the policy and strategy both regionally and nationally.

The strategy is actively and continuously monitored and reviewed. Changes are made promptly and build on experience to ensure that successes are maintained, and continuing issues constructively addressed.



Parents as partners

Northumberland County Council employs a range of ways to facilitate young people's learning and participation in mainstream settings and often consults parents in order to find appropriate ways to do so. Robert is a year 10 pupil who has been diagnosed with severe Tourette syndrome, ADHD, OCD and an autistic spectrum disorder. In summer 2009 Northumberland funded his participation in a Summer Camp organised by the charity Tourettes Action. Robert returned from Camp with raised self-esteem, improved social skills and the confidence to participate more in mainstream school lessons and after-school clubs. Both school and local authority use Robert's parents and Tourettes Action as a resource to ensure that staff fully understand Robert the way he is.

good
practice

training and development

	Inadequate	Engaging with the issues
Links to policy/strategy	There is no clear strategy for workforce development. Limited training is available, based on the interests of individual practitioners and/or topics routinely offered without exploring the rationale behind them.	Training opportunities have some strategic links to the development of inclusive practice and are available to some staff in some schools and services.
Focus	Training and development are not based on a clear analysis of what needs to be done to make mainstream inclusion possible for all children and young people. The focus is on high-incidence problems (e.g. dyslexia) rather than on those where schools expect inclusion to be more challenging. Training is conceived in terms of a single expertise per teacher.	Training and development planning is based to some extent on a clear analysis of what needs to be done in order to make mainstream inclusion possible for all children and young people. There is some effort to generalise specific expert skills across the workforce. Some disability equality training is available.
Quality	Training and development opportunities are of poor quality, underpinned by the medical model of disability ⁵ and delivered without the participation of young people, their families or disabled adults.	There are some good examples of training and development based on the social model of disability and delivered with the participation of young people, their families and disabled adults. This mostly arises out of individual initiative.
Impact	Training and development opportunities appear to have little impact on reducing institutional barriers to inclusion in mainstream schools or to learning and participation in mainstream classrooms.	There are some elements of collaboration between agencies and some indication that the LA's training and development programme is having an impact at individual practitioner level, and at the level of individual schools and services.

⁵ See pp. 10–11

Training for inclusion

Education Walsall, as part of Walsall Local Authority, developed an innovative course for parents and professionals inspired by Kindred Spirits, a multidisciplinary training model developed by Partners in Policy-Making. Funded centrally by the LA's Health and Children's Services, the training has been offered to parents, headteachers & SENCOs and managers from the local PCT and Social Care & Housing Services. The course focuses on understanding disability equality, exploring participants' own values, beliefs and assumptions, and developing a way forward for local children's services in terms of opportunities for disabled children and their families. This has been



overwhelmingly valued by participants, many of whom have described it as an experience more than a course ('a life-changing experience', in the words of one.) Personal stories have been a strong lever for change and participants were often surprised at how simple changes can transform disabled children's lives. One school adopted person-centered planning as a basis for their annual reviews and another established Circles of Friends. As one participant said: 'You can get wrapped up in your own world and processes so you need to be challenged by pupils and parents and people from different professions.'



Progressing

Training and development opportunities designed to support the extension of inclusive practice are available across the whole range of staff in schools and services and are clearly linked to priorities identified in the strategy.

Training and development strategies are based on an analysis of what needs to be done to implement the policy. Areas and methods chosen are designed to have a significant impact in removing barriers to mainstream inclusion. Expertise is built incrementally, starting from the schools where it already exists, and is being extended to the rest.

Training and development events are often informed by inclusive values and disability equality. Disabled young people, their families and disabled adults are routinely involved in training and development programmes.

Training and development aimed at developing inclusive provision is offered to a range of staff across children's services. There is evidence that it has helped reduce barriers to mainstream inclusion at individual practitioner, school and service level and more broadly.

Advancing schools for all

Training and development opportunities designed to support the extension of inclusive practice are clearly linked to priorities identified in the strategy and are under regular review. All staff across children's services are strongly supported in taking up these opportunities.

Training and development strategies are aimed at ensuring that teaching and non-teaching staff are willing and able to include in mainstream schools all children, including those perceived to have most complex needs and others liable to rejection or exclusion. All opportunities are seized to add to the specific skills of all teachers. All schools have access to what they need to include all children. Disability equality training is an integral part of professional development and induction programmes for new staff, and disabled adults are involved in its delivery.

All training and development is informed by inclusive values and disability equality, is of consistently high quality, and disabled young people/adults and their families play key roles in it. There are experienced advocates of the policy across schools and services, who support the development of skills and inclusive values by providing in-house training/support as needed.

There is clear and consistent evidence that the LA's training and development programme is valued by staff across all children's services (including health services), that it is preventing segregated placements and removing barriers between disabled and non-disabled children and young people.



Teacher education

The London borough of Newham is a pioneering authority in teacher education, which is based at one of its mainstream primary schools with resourced provision for pupils identified as having profound and multiple learning difficulties. As of September 2009 the school has extended the PGCE programme and now offers an inclusive education module that forms part of a master's degree. This commitment ensures that tomorrow's teachers receive both theoretical and 'real world' experience of inclusive practice in an educational environment dedicated to providing for the full diversity of children. This, in turn, ensures an annual cohort of newly qualified teachers whose values, beliefs and expertise adequately equip them to work in, and further develop, inclusive mainstream schools.

good practice

mainstream/community access

	Inadequate	Engaging with the issues
Access to mainstream schools and community provision	There is a high level of reliance on special schools and units and no plans to reduce levels of segregation. Specialist child health services are wrapped around special school provision.	Segregation levels, including attendance at pupil referral units, are below the national average and/or there is an ongoing reduction in the reliance on separate or co-located special schools and off-site units. This strategy is supported by the PCT and child health specialists.
Expectations	LA staff and other services have limited confidence in the ability of mainstream schools or resourced mainstream provision to educate children perceived to have the most complex needs or others liable to rejection or exclusion.	LA staff recognise young people's right to mainstream education; they endeavour to support this when individual parents request it, and make some efforts to engage schools on this.
Information and communication with families	LA staff discourage or resist parents who attempt to exercise their child's right to a mainstream education. Information about LA schools does not refer to the possibility or desirability of mainstream inclusion.	Officers only endeavour to support parental choice of mainstream when parents express this preference and insist upon it. Information about local provision mentions the possibility of inclusion.
Transition and pathways	Inclusion in mainstream schools in the local community is possible for some children at particular phases of learning, but there is no guaranteed pathway through mainstream thereafter. Entry into mainstream at 11 or 16-18 has to be renegotiated. Post-16 education is not aimed at supporting young people to lead ordinary lives now or in future.	Transition planning is seen as a major priority. There is recognition that families, children and young people need a clearer pathway through the system and that the institutional barriers to progress through mainstream schools and college courses need to be reduced.



Team effort for inclusion

good practice

In Norfolk, Recreation Road Infant School has worked in strong partnership with health and education professionals to make Sophie's transition to school a positive experience. Planning began four months before Sophie was due to start school. Multidisciplinary meetings took place in Norfolk and school staff and the educational psychologist travelled outside the LA to meet Sophie during an extended hospital stay. Hospital staff then travelled to Norfolk where they worked closely with education and health professionals and talked to children in school to put them at

ease with Sophie's ventilator and other equipment. Norfolk's disability co-ordinator ensured toilet facilities and furniture adaptations were in place. After a final meeting with all involved, ensuring school staff had relevant information and training, Sophie started school and attends full-time. A nurse is with her at all times and responsibility for her education is shared between the class teacher and teaching assistant. Sophie's mother says: 'the process was very inclusive and a holistic approach taken involving all members of the family, particularly Sophie's brother.'

Progressing

Segregation levels including attendance at pupil referral units are well below the national average and/or there is an ongoing and significant reduction in admissions to special schools and units. Any placements made in the remaining segregated provision are not premised on the perceived complexity of the child's needs. Child health specialists co-operate in this policy.

LA staff generally provide a positive welcome to families and young people, including those perceived to have the most complex needs and others at risk of rejection or exclusion. They actively seek to remove barriers to inclusion and to learning and participation in mainstream schools.

The LA positively encourages parents to trust mainstream provision, and encourages schools to treat parents as sources of reliable knowledge and expertise. It produces information about the benefits of inclusion, with specific encouragement for those children perceived to have the most complex needs. There is active dialogue with parents who oppose special school closures.

Transition planning is seen as a major priority and significant efforts are made at this stage to ensure smooth transfer within the mainstream sector. Children and young people do not fall out of the mainstream school system at points of transition.

Advancing schools for all

Young people perceived to have the most complex needs are in mainstream schools in their local community setting rather than having to attend a specially resourced or more welcoming mainstream school outside their locality. Previously co-located schools are under a single management and governing body. Child health specialists actively and equally collaborate in implementing policy and strategy.

LA staff and schools expect all young people to attend mainstream schools in local community settings, irrespective of the perceived complexity of need. All children are welcomed and are expected to receive a high-quality education, in preparation for ordinary lives as equal citizens with jobs, friends and social relationships.

The LA helps schools to work constructively with families to ensure all children are welcome and receive a high-quality education. It directs all new and incoming parents to a mainstream school in the first instance. It produces clear information for parents on the benefits of inclusion, with specific encouragement for those children perceived to have the most complex needs. There are mechanisms for establishing and maintaining parental satisfaction with the principle of mainstream placement.

Effective transition planning is a priority for schools and all services and agencies that work together to ensure a smooth route through and within the mainstream sector. No young people fall out of mainstream at points of transition. Young people and their families follow a normal pathway through the different phases of education, without disruption, from early years into adulthood. All services know how to support young people to live ordinary lives in the community.

Inclusion on a residential trip

In Sandwell, participation by a disabled young girl on a residential trip was made possible by LA staff working closely with the girl and her parents, staff from Uplands Manor Primary School, the activity centre and local PCT. Three months before the trip, the pupil and her parents, the deputy head and SENCO, the occupational therapist and a member of Sandwell's Accessibility Strategy Group visited the centre, where they considered potential barriers to her participation and found ways to overcome them. School staff made on-site risk assessments of all planned activities. Some adaptations to the physical environment were made, necessary equipment (e.g. adapted bed, hoists and stair climber) was provided and activity centre staff were trained to use it. As a result, this pupil was able to spend three days on this residential trip with her peers and take part in a variety of activities, which everyone thoroughly enjoyed. The LA encourages all schools to follow this example when planning school trips.

good
practice

support and challenge

	Inadequate	Engaging with the issues
Support services	The LA gives low priority to inclusive school development and does not provide leadership. Support services are not expected to play a developmental role and rarely challenge segregated placements or other barriers to learning & participation.	Some services (e.g. Psychology Service, Inclusion Support) within the LA promote inclusive practice in schools. Support services are beginning to work at school development level, although mainstream placements are not routinely considered for all children and young people.
Links to school improvement	School improvement service has little or no engagement with inclusive school development. The presence of children perceived to have the most complex needs is seen as a hindrance to improvement.	School improvement service is beginning to evaluate and promote some areas of inclusion, e.g. attendance and permanent exclusions. The presence of children perceived to have the most complex needs is not seen as a hindrance to school improvement.
Challenge to mainstream schools	Exclusive practices within schools (deficit model, part-time provision, access issues etc) remain unchallenged. There is no partnership between schools to ensure that all children are the joint responsibility of the local community of schools.	Exclusive practices are identified; a process for identifying and sharing information about them, across services, is established. Officers find places for children perceived to have the most complex needs in some schools but not others, and for more insistent parents but not others.
Challenge to other services and agencies	Little engagement across other services and agencies (e.g. PCT and child health, CAMHs, looked-after children) over the policy, rationale and strategy for developing inclusion. Exclusive practices and the continuing use of a deficit model by other services go unchallenged.	Some engagement across other services and agencies regarding policy and strategy for mainstream inclusion and some evidence of shared agendas or support (e.g. pre-school planning with PCT to pre-empt special school placements).



Making change happen

In 1987, the London borough of Newham adopted an inclusive education policy based on a vision of equality and human rights. Six special schools were closed over eight years and the resources were redirected to support disabled children in mainstream schools. A learning support service, an advisory service and a programme of staff training were set up with a focus on disability equality as well as on providing high quality support. While most families were supportive of this policy, some were initially concerned about their children going to mainstream schools. The authority worked closely with these families to understand and address their concerns, then plan with them for their children's successful move to mainstream. Newham now has fewer children in separate special schools than any other local authority in the country. Parents are always directed to a mainstream school in the first instance, and the children who remain outside are in no way different to those already in mainstream.

good practice

Progressing

Most services within the LA promote inclusive practice in schools, and there are some examples of joint working to identify and maintain inclusive placements for children perceived to have the most complex needs. Support services recognise the importance of impacting on whole school practices and are able to override the triggers leading to segregated placements.

School improvement service is working with other agencies to develop a framework for monitoring school effectiveness in relation to inclusion. Children perceived to have the most complex needs are welcomed irrespective of the school improvement agenda.

Exclusive practices are identified within the general range of schools' activities and are well addressed by most LA services. The LA has a strategy to create a critical mass of welcoming schools. Services support and encourage schools to include specific children, particularly those perceived to have the most complex needs.

Engagement with other services and agencies on the policy of inclusion in mainstream schools has led to a change in attitudes and expectations across the board. There is clear evidence of positive impact on the attitudes and practices of other services.

Advancing schools for all

Developing inclusive practice in mainstream schools is seen as everyone's responsibility and all relevant services work effectively together to further this aim. Support services have a major place within school development as a whole, and provide effective challenge and support to schools at varying stages of development, and at critical transition stages in children's education.

School performance on inclusion is actively embedded in all aspects of the school effectiveness and school improvement agenda. The presence of children perceived to have the most complex needs is seen as an aid to school improvement for all.

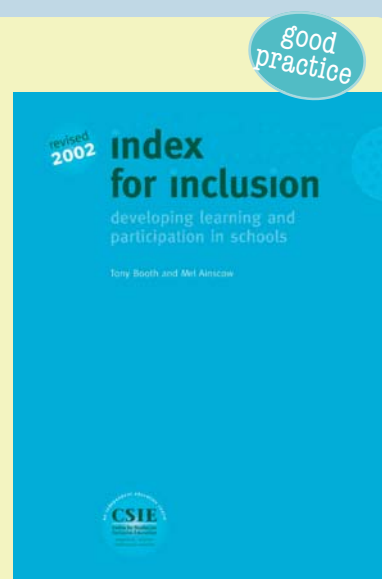
Exclusive practices are addressed consistently and effectively, with clear evidence of positive outcomes and clear changes in professional attitudes and behaviour. Schools are encouraged to have a common culture of taking responsibility for all children in their locality, including those perceived to have the most complex needs.

The importance of inclusion is clearly communicated across all services and agencies. A planned cycle of development is embedded within the Children & Young People's Plan and Local Area Agreements, signed off by local strategic partnerships. All other services and agencies are working to implement a shared policy.

Using the Index for Inclusion

Cambridge Education at Islington has used the *Index for Inclusion* as a key driver in the promotion of inclusive school development since it was first published in 2000 and has been supporting schools in implementing the Index self-evaluation process. The revised edition of the Index was purchased and distributed to all schools. Schools undertaking the Index process receive a planning visit or staff training followed by completion of the questionnaires, some of which can now be completed on-line. Central data analysis of the results is presented graphically in a customised pack. Priorities for development are identified from the data to feed into school improvement planning. By repeating the Index process a cycle of self-evaluation and review is established.

The results of the surveys of the school community provide valuable evidence for the completion of the SEF and support schools in meeting the requirements of the Disability Equality Duty. The *Index for Inclusion* is the primary self-evaluation audit of inclusive practice used by Islington schools.



funding

Inadequate

Engaging with the issues

Costs and transparency

The LA makes no attempt to publicise the costs of special school placements or to inform partners (mainstream schools, other services and agencies, local councillors). The community is unable to judge whether special schools offer value for money.

The LA is aware of the need to analyse whether special school placements provide value for money and to share this information across the system; it is beginning to do so with other agencies and services, and with families.

Value for money

Little commitment to reviewing existing patterns of expenditure (transport costs, segregated placements in both the maintained and the independent/non-maintained sector), or to re-directing resources into local community alternatives.

Occasional consideration of patterns of expenditure and some plans in place to re-direct resources (e.g. expenditure on out-of-authority placements) to more local alternatives.

Funding inclusive schools

Inclusion in mainstream schools remains heavily dependent on the attachment of additional funds to individual children. The LA has taken no clear steps to fund inclusion at school level by devolving resources and accountability.

Some steps have been taken to fund inclusion at a school level rather than an individual level, with some schools or clusters piloting the use of devolved resources with a view to extending this practice.



Progressing

The LA shares information about the costs of segregated placements with partner organisations and with families, and has plans for improving funding to locally available provision. Information is available publicly and is audited.

Broader patterns of expenditure are reviewed on an ongoing basis in order to help move towards local/mainstream-based community provision and to ensure that resources are being re-directed towards inclusive options.

Increasing amounts of funding devolved to schools; robust systems in place for monitoring and reviewing school expenditure (e.g. learning support, equipment, training). Increased clarity around the issue of accountability, and robust processes in place for resolving tensions over inappropriate use of funding.

Advancing schools for all

The LA has clear and detailed information about the costs of segregated placements, both in its own provision and the independent/non-maintained sector. It regularly engages with partner organisations, families and the community about these, and has taken the measures necessary to move money and resources away from segregated provision and into the mainstream sector.

Regular cycle of reviewing existing patterns of expenditure and active monitoring of plans to develop effective support and provision at local community/mainstream level, across schools and extended services (e.g. play, leisure, post-16).

Most funds to support mainstream inclusion are devolved to a whole school level, with additional allocations targeted at a much smaller number of children perceived to have the most complex needs or significant specific difficulties, or whom the school is unlikely to encounter on a regular basis. There is clarity among schools and partner organisations about the associated accountabilities. Regional protocols are in place to ensure that children are not disadvantaged when they move between LA areas.

Funding for inclusion

Nottinghamshire was one of the earliest authorities to fund schools for inclusion, rather than allocating support for individual children through statementing. It distributed significant amounts of its SEN budget to mainstream schools, using a range of indicators to ensure that they were funded according to the levels of SEN identified in each school. It retained centrally a smaller sum, most of which was eventually devolved to 'families' of schools (secondary and feeder primaries), which worked together to deploy the money between them for children with more significant difficulties. A small amount is still retained centrally to support the highest level needs across the county as a whole. Nottinghamshire's funding system has strengthened schools' ownership of those children most liable to rejection or exclusion, and has encouraged schools to work together to plan transition across phases. The system is flexible enough to support the inclusion of many children who would be in separate special provision in other local authorities.

good
practice

use of evidence

	Inadequate	Engaging with the issues
Data systems/strategy	Data systems are unable to detect placement trends and/or little priority is given to this activity. As a result, officers are unable to assess the outcomes of their current policy/practice or to accurately target their efforts.	There is evidence of monitoring data on placements and annual funding; some examples of linking this to policy outcomes and targeting of support for particular groups, especially those perceived to have the most complex needs.
Monitoring at the Local Authority level	While the LA may have a broad inclusion policy on paper, it makes little coherent attempt to evaluate the outcomes in terms of children and young people leading ordinary lives in the community.	There are rigorous systems for evaluating the social and educational outcomes of inclusion in some settings and/or for some groups of children and young people.
Monitoring at the individual child level (within Local Authority provision)	The LA does not monitor the experiences and progress of children placed in special schools; it simply logs annual reviews. No attempt to reconsider the viability of local mainstream options. Little follow-up or engagement with children and families about their experience in the mainstream sector.	Systems are in place to evaluate the experiences of children from their perspective and that of their families, including those children perceived to have the most complex needs. Officers and support services are encouraged to instigate moves towards local mainstream schools wherever the opportunity arises.
Monitoring at the individual child level (not in Local Authority provision)	LA data are limited to information on the placement of children and young people with a statement of special educational need.	The LA has at its disposal current data on the total numbers of young people living within its borders: those in mainstream, special or private provision and those out of school (home educated, permanently excluded or not in education, employment or training), and ensures they all receive their statutory entitlement to education.



Pupil involvement

Sandwell has produced a resource called *Everyone Has a Voice* to help schools consult disabled pupils. This resource contains four questionnaires which enable school staff to gather the views of pupils on various aspects of their life in school. Adapted versions of all of the questionnaires have been included in the resource to enable the participation of pupils who have visual impairments (enlarged text) or Autism Spectrum Disorders/Complex Communication Disorders (symbol supported text). Copies of this resource have been given on a CD to every school in Sandwell. The CD contains the resource in PDF and WORD format. The latter allows schools to adapt the materials if/as required for their pupils.

good practice

Progressing

Data on funding and placements is routinely monitored (at least termly); processes exist for sharing information across services so that support and challenge are correctly targeted.

The LA has established multi-agency strategic groups to jointly monitor mainstream provision and outcomes for particular children, especially those perceived to have the most complex needs. The findings of these groups are used to help develop policy, provision and support to strengthen inclusive practice at local level.

The experience and progress of children in most settings is actively reviewed, drawing on all relevant perspectives, at both the individual child and broader school level. Officers, support services and schools themselves take active steps to increase participation in all local mainstream schools and classes.

Information on young people not currently in any of the LA's mainstream schools is regularly updated and shared with head teachers and school staff. Schools are encouraged to work collaboratively together, in an attempt to reduce the institutional barriers preventing these children, especially those perceived to have the most complex needs, from learning and participating in local mainstream schools.

Advancing schools for all

An effective data strategy allows prompt feedback on placement trends. There is a shared database across services. Schools and communities with significantly higher or lower rates of mainstream inclusion can be identified, information is shared with partners, and interventions are targeted accordingly.

Effective data systems are in place and the presence, participation and achievement of all learners within the education system is routinely monitored. Strategic groups regularly report on interventions to address any remaining barriers to inclusion in mainstream schools and classes; the LA engages independent evaluators to assess the degree of change.

The LA actively and regularly engages at the highest level with children, their families (including those who are seldom heard) and with teachers, in order to inform the monitoring process by learning from and acting upon their experiences and perspectives. Any remaining institutional barriers to inclusion in mainstream schools and classes are identified and addressed. The viability of all local mainstream alternatives is regularly and actively assessed, with clear evidence that more inclusive arrangements are being made for any children still not accessing them.

Qualitative and quantitative data on placements of all young people who live within the LA's geographical boundaries are regularly reviewed and are made clearly and easily accessible and on-line. All terminology within the LA's record-keeping systems is consistent with the social model of disability.



Visual annual reviews

In Bristol the Educational Psychology Service, inspired by a model used in Nottingham, has run a pilot on visual annual reviews as a creative way to increase the meaningful participation of young people in this process. Visual annual reviews are based on MAPs (Making Action Plans), a person-centered approach to planning using graphics, developed by Forest, Pearpoint and O'Brien (1996). This approach places at the centre of the process the young person, who becomes directly involved in reviewing their strengths and goals as well as planning for the future. Despite some initial apprehension, feedback from this pilot suggests that young people, parents and professionals all found this a very useful approach. In the words of one psychologist, visual annual reviews 'felt more inclusive' and 'barriers were broken down'.

good practice



How can the offer of an inclusive education be extended to all children and young people?
How can parental choice of mainstream become a valid prospect for all? The legal and

attitudinal barriers to inclusion for all have been diminishing for over a decade, while the political parties increasingly emphasise parental choice. Many young people who would previously have been rejected, excluded and segregated on the grounds of disability or some other difficulty are now fulfilling their basic right to an education alongside their peers. However, many others still lead separate lives.

Disabled children and young people perceived to have the most complex needs, young people in public care, Gypsy, Roma and Traveller children and those from other minority or disadvantaged backgrounds are often excluded from mainstream schools. **The Welcome Workbook** is a practical resource for people working in local authorities who want to see an increase in the number of children fulfilling their right to mainstream education. By providing a clear self-review framework, **The Welcome Workbook** enables local authorities to audit their existing processes and map a route towards more inclusive provision for a greater number of children and young people, with positive benefits for all.

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