

# Commission on School Reform Challenge Paper:

## Additional Support Needs



# Membership of the Commission on School Reform is as follows:

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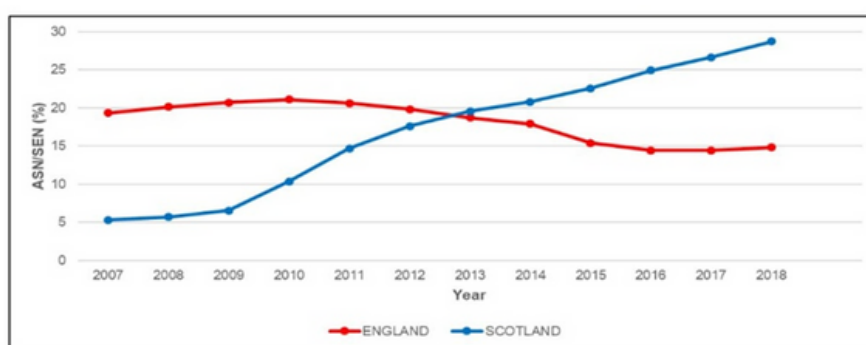
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## Background and Context

There are few subjects in education as contentious as additional support needs. This is true of Scotland but also of numerous other jurisdictions.

The origins of the present system can be traced back to the Warnock Report published in 1978 when it was anticipated that a very small proportion (2%) of learners might need dedicated additional support at any given time. The Warnock Report's remit was set pre-devolution and covered England and Wales as well as Scotland. After devolution some interesting differences began to emerge. In Scotland the current approach to ASN dates from 2004 when the new parliament passed the Education (Additional Support for Learning) (Scotland) Act. This broadened the concept of 'special' educational needs to include any pupil who requires 'additional' support which may be for short or long-term periods. No formal diagnosis is required to establish this entitlement: the additional needs may be identified by parents or carers, nursery or school staff and should include consultation with the child<sup>1</sup>. Factors such as learning environment, family circumstances, disability, health and social/emotional/behavioural difficulties may contribute to the identification of needs as well as more complex cognitive, physical or sensory difficulties. The Act places duties on local authorities identify these, meet these needs and keep them under review. Recent research based on the period 2007-2018<sup>2</sup> shows that a growing divergence between Scotland and England was already evident:

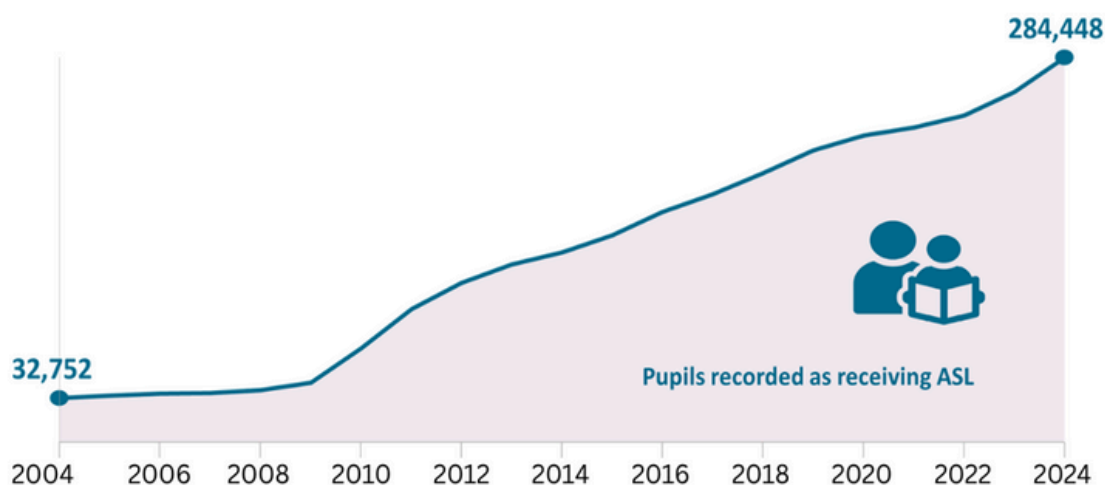


Source: DfE, 2018; Scottish Government, 2018

Since then, as data from the Audit Scotland 'Briefing' of earlier this year shows, the rise in Scotland of the number of pupils with ASN has not only continued to rise but its trajectory has steepened sharply:

1. The legal definition of these needs may be found in the Statutory Guidance to the 2004 Act as revised in 2010. See <https://www.gov.scot/publications/supporting-childrens-learning-code-practice-revised-edition/pages/5/>

2. Riddell, S, Harris, N, Gillooly, A & Davidge, G 2019, CREID Briefing 45: Autonomy, Rights and Children with Special Needs: A New Paradigm? The Rights of Children with Special and Additional Support Needs in England and Scotland. Centre for Research in Education Inclusion and Diversity (CREID), University of Edinburgh, Edinburgh. For the table cited here see Slide 2 at: Since then, as data from the Audit Scotland 'Briefing' of earlier this year shows, the rise in Scotland of the number of pupils with ASN has not only continued to rise but its trajectory has steepened sharply:



From Audit Scotland's Briefing Paper Additional support for learning published February, 2025 (p15).

In the absence of more detailed research data<sup>3</sup>, speculating about the possible causes of this increase is difficult terrain to navigate and not just for political parties. On the one hand there is the danger of succumbing to the 'post hoc' fallacy by concluding that because the steep rise began shortly after the implementation of the 2004 Act (over a decade before the pandemic), the rise was attributable to the application of its broadened definition of 'support' rather than to a 'real' rise in the incidence of pupils with additional support needs. On the other hand, even in the unlikely event that this was nothing more than an extraordinary coincidence, it would surely still demand scrutiny, especially since the practical consequences for schools have been so enormous. The post-devolution scrutiny of the situation in Scotland as compared with England mentioned above considered "...the way in which the rights of children and young people with SEN/ASN are implemented in England and Scotland" and took account of changes in the wider policy landscape, including the impact of devolution, growing diversity of school governance arrangements in England and Scotland and public sector austerity. It found that in England the number of pupils with SEN steadily declined year on year while in Scotland ASN rates increased sharply over the same period – a trend that this year's Audit Scotland data show, has not only continued but accelerated.

However the fundamental question - not tackled in this paper - remains whether the rise in ASN is attributable to a (frankly astonishing) increase in the incidence of pupils with actual "needs" or to other factors such as the increased national focus on children's rights and entitlements that the 2004 Act and its subsequent amendments ushered in<sup>4</sup>. The reluctance to thoroughly examine this question illustrates the difficulty political parties experience in dealing with ASN. There is a desire across the political spectrum to assist young people who may be

3. Audit Scotland's Briefing Paper Feb 2025 repeatedly points to gaps in the data relating to ASL.

4. The CREID research cited earlier concluded that "Young people aged 16 or over in both jurisdictions now have all same rights that parents of children hold. However, Scottish legislation appears to be more progressive than its English counterpart by giving children with ASN aged 12–15 who are deemed to have effectively the same rights as parents and young people. In England, rights conferred on children are more limited." See <https://files.core.ac.uk/download/pdf/224804294.pdf> (p5)

experiencing difficulties: the 2004 Act was introduced by a Labour/Liberal administration but has been implemented by its successor. At the same time, there is a surprising reluctance to try to take decisions on the basis of hard evidence. There has been no serious investigation into whether current approaches benefit those considered to have additional needs or whether they have an impact – adverse or otherwise – on other learners<sup>5</sup>.

While a full explanation for the increase is not yet on the horizon, it seems reasonable in the meantime to assume that only a small part of the rise (and possibly none of it) can be attributed to a ‘real’ increase in the number of pupils with needs that require additional support i.e. an increase which has taken place following the consistent application of diagnostic criteria across the system. Either way the impact on mainstream schools has been immense. For example, the same Audit Scotland paper mentioned above, reported that in the four year period between 2019 and 2023, there was “...a growth of 347 per cent” in the provision of additional support by “classroom teachers” compared to “...no significant change in other categories of support” (p.23)<sup>6</sup>. Thus additional support being provided by “class teachers” is now the largest category of recorded support. Interestingly the paper makes no reference whatever as to how this additional support is managed and led and there is no mention of the role of promoted pastoral staff that every secondary school in the country has and no mention of the absence of such staff in primary schools<sup>7</sup>.

Ignoring the pastoral context in schools in the identification and delivery of additional support is a policy failure also evident in the code of practice relating to the Act (originally published in 2005), revised in 2010 and again in 2017. This was followed in 2019 by the Morgan Review which was commissioned to examine how effectively the system of additional support was functioning. Surprisingly even this document, encouragingly entitled ‘Review of Additional Support for Learning Implementation’ (but published somewhat inopportunistically during the pandemic in June 2020)<sup>8</sup> contains no reference to schools’ pastoral role or capacity. Despite leading to the establishment of a multi-agency board (in 2022) whose role was to oversee delivery of an action plan, any significant reform to the system has yet to emerge. This no doubt reflects the fact that the Morgan Review failed to address any of the serious resource issues associated with providing additional support for over a quarter of a million pupils while in its call for whole school culture change, it also continued the decades long practice of treating ASN as separate and distinct from the core business of pastoral care and indeed of classroom practice.

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5.This is also true of the CREID research which focusses on “the practical realisation of the rights of children and young people with different types of difficulty and in different social and geographical contexts” and takes no account of the impact on other learners.

6.The other categories of support listed were “ASN non-teacher; ASN teacher; Health services; Other; Social work services and Voluntary”

7. This may be because of gaps in data in the ‘Pupil Census Supplementary Statistics’ used by Audit Scotland.

8. The Morgan Review ‘Support for Learning: All our Children and all their Potential’ made over 50 recommendations covering “Themes” but made no mention of the pastoral role of schools.

<https://www.gov.scot/publications/review-additional-support-learning-implementation/pages/17/>

Meanwhile Scottish Government data continued and continues to reveal the scale of the challenge: figures taken from the latest annual census ‘Summary Statistics for Schools in Scotland 2024’ and published by the Scottish Children's Services Coalition (SCSC), show that the overall number of pupils with ASN in Scotland’s schools more than doubled between 2014 and 2024<sup>9</sup> and now stands at 284,448 (over 40% of Scotland’s school population). This is an eightfold increase since 2004 when the Act was passed. The SCSC also highlighted that over the same period the number of special schools in Scotland fell by 26% while the number of pupils with a Co-ordinated Support Plan (CSP) declined by 61% meaning that now only 1.09% of the total number of pupils identified as having additional needs have a CSP. Since only pupils with CSPs are likely to be prioritised for specialist pedagogical help, this strongly suggests that at present, mainstream schools are under enormous (and increasing) pressure to provide additional support for the remaining 98.9% from within existing resources. The Audit Scotland ‘Briefing’ (February 2025)<sup>10</sup> confirms this when, although complaining about gaps in the data (eg it concluded that “there is no published data on the capacity of specialist provision”)<sup>12</sup>, it concludes that “Almost all ASL (additional support for learning) is provided in mainstream classes” and by classroom teachers.<sup>11</sup>

Thus this increased pressure is most likely to be on schools’ general pastoral capacity – about which incidentally, there is a similar absence of published data – rather than on their capacity to provide specialist pedagogical support. Taken together with the much publicised increase in serious behavioural problems in both the primary and secondary sectors, the major day-to-day challenges schools now face is on the capacity of their pastoral staff and pastoral structure to respond<sup>12</sup>. No such pastoral structure exists in the primary sector. Either way, current arrangements mean that schools are struggling to cope with a situation where nearly half of Scotland’s school pupils have been identified as requiring additional support a situation exacerbated by the rise of serious indiscipline across the sectors. Without reform all pupils will suffer, but those most in need of support – those with CSPs or those without access to strong parental or other advocacy – will be disadvantaged the most.<sup>13</sup>

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9. Scottish Children Services Coalition (SCSC) See <https://www.thescsc.org.uk/campaigns/additional-support-needs-asn/> 10. To be eligible for a CSP a child must meet stringent criteria eg they must need support due to ‘complex or multiple factors’ that are likely to last for more than a year and they must need ‘significant additional support’ from another department of the local authority (such as social work) or another agency or agencies.

10. Audit Scotland Briefing: Additional support for learning (Feb 2025). See Exhibit 5, p23 [https://audit.scot/uploads/202502/briefing\\_250227\\_additional\\_support\\_for\\_learning.pdf](https://audit.scot/uploads/202502/briefing_250227_additional_support_for_learning.pdf)

11. Audit Scotland Briefing: Additional support for learning (Feb 2025), p24

12. The Morgan Review reported that it “...was consistently told by committed professionals at operational and senior leadership levels that Additional Support for Learning is viewed by many of their colleagues as ‘Somebody else’s problem’ and ‘not their responsibility’ see <https://www.gov.scot/publications/review-additional-support-learning-implementation/pages/17/>

13. The CREID research cited earlier, found that “A child with ASN living in the least deprived neighbourhoods in Scotland is more likely to have a CSP (1.34% in SIMD10) than a child with ASN living in the most deprived neighbourhoods (0.66% in SIMD 1)” which seems to confirm this point. See Slide 7 at: [https://www.docs.hss.ed.ac.uk/education/creid/Projects/39\\_i\\_f\\_ESRC\\_SENChildren\\_3\\_AdComMeeting\\_Gillooly.pdf](https://www.docs.hss.ed.ac.uk/education/creid/Projects/39_i_f_ESRC_SENChildren_3_AdComMeeting_Gillooly.pdf)

Rather than dwelling on the causes of the present situation, this paper makes the case for action based on identifying factors in national policy-making and implementation that, over the past two decades, have contributed to creating, what is now universally regarded as, an onerous and unsustainable burden on schools and a number of outcomes which are self-evidently absurd. This is apparent both in relatively minor matters such as the special arrangements that require to be put in place for examinations (see pages X-Y) and in the underpinning proposition that schools can offer worthwhile additional assistance to more than 40% of their pupils while simultaneously providing a quality service for all. The current unsustainable position has arisen from allowing an approach which is well-intentioned but has never been exposed to serious scrutiny to get completely out of hand. Every aspect of the school system is affected - including matters of detail such as the arrangements for SQA exams<sup>14</sup> - but the burden of responding falls mainly on the system for providing pastoral care which is overstretched. In primary schools, the position is even worse. There is no structure of posts with pastoral care responsibilities. Class teachers carry much of the burden and senior leaders often spend a large proportion of their time on pastoral support.

This has remained unacknowledged in national policy-making since the 2004 Act came into force largely because the same year saw the publication of the foundational document of CfE. Although the National Review of Guidance - designed to be implemented alongside CfE - was also published in 2004, it provided only brief recognition of the importance of the pastoral dimension of schools before it was shelved as the CfE curriculum, assessment and qualifications juggernaut forged relentlessly ahead. This effectively sidelined any possibility to rethink the pastoral role and crucially the pastoral capacity and structures in Scotland's schools<sup>15</sup>. Thus we still have a situation where there is no promoted structure of pastoral care in Scotland's primary schools and in Scotland's secondary schools Principal Teachers of Pastoral Care/Pupil Support/Guidance are not only greatly out-numbered by Principal Teachers Curriculum but are paid significantly less.<sup>16</sup>

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14. This example is discussed later in this paper using FOI data recently obtained from the SQA.

15. The milestone report on teachers' conditions of service 'A Teaching Profession for the 21st century' (2001) largely reinforced the pre-existing management and leadership structures in schools and led to the creation of a 'Job Sizing Toolkit' for promoted posts - still in use today by local authorities - which cemented the comparative remunerative inequities between curricular and pastoral Principal Teachers.

16. This is because the 'Job-sizing Toolkit' mentioned previously (in footnote 11) significantly undervalues pastoral as compared with curricular responsibilities.

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# The need for an independent Expert Committee of Enquiry

The Commission therefore welcomes the current cross party collaborative nature of Holyrood debates on this contentious issue. However, talk is not enough. No party has yet identified a way forward and current trends suggest the situation is likely to deteriorate further.

The evidence now clearly points to a situation where providing additional support for large numbers of pupils is now a core part of schooling and for teachers, a core part of their work in the classroom. This remains unacknowledged not just in the availability of suitable professional development for practicing teachers and other staff but also in the status accorded to it in national policy-making. For example, there has been no effective national planning far less evaluation of the impact of the expanded (and still expanding) inclusive approach to additional support needs in mainstream schools since the 2004 Act ushered it in. That is particularly disappointing because its introduction was widely accepted in principle by teachers but their continued support may now be at risk because of a lack of effective action. Nor is this expansion reflected, as Audit Scotland recently noted “...in funding formulas for education and education planning, such as training for teachers and support staff, class sizes and the design of school buildings”.<sup>17</sup>

The Commission is convinced that current arrangements are indeed unsustainable, but solutions will be complex and need to balance differing, and sometimes conflicting, rights and needs. Therefore, we believe that the best approach is to establish an independent expert committee of enquiry, similar to Warnock<sup>18</sup> over 40 years ago, to examine the issues, listen to the views of all concerned and make recommendations, including for future legislation. Though initially commissioned by the Scottish Government - ideally with all-party support - it should report to the Education, Children and Young People Committee of the Scottish Parliament to help ensure any cross-party support is sustained throughout the whole process. Because the Commission believes that recognising the central importance of the pastoral capacity of schools in supporting pupils with ASN is crucial, the remit of the enquiry should specifically include a comprehensive review of the pastoral role and capacity of schools. No such review has ever been undertaken in Scotland.

For the vast majority of pupils with ASN in both primary and secondary schools, support is - and always will be - delivered via schools' overall pastoral capacity: only pupils whose particularly acute or severe needs qualify them for a CSP are likely to receive any significant specialist pedagogical support, which will in any

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17. Audit Scotland Briefing: Additional support for learning (Feb 2025) p4

18. The Warnock Report (1978) Special Educational Needs  
Report of the Committee of Enquiry into the Education of Handicapped Children and Young People

event, also be led, managed and delivered by schools' pastoral teams. The fact that no such teams currently exist in the primary sector should be high on the expert committee's initial agenda. Additional support needs have to be considered in the context of the pastoral role and pastoral capacity of schools in both sectors.

The Commission believes that addressing ASN cannot be separated from pastoral care since it is the pastoral capacity of a school rather than its pedagogical expertise which will determine the quality and extent of the additional support it is able to offer. In effect, despite all the pressures on schools to take an active interest in pupil well-being, tackling child poverty and a host of other social issues, policy-making continues to ignore the pastoral dimension of school life preferring to view schools as being exclusively concerned with learning and teaching, attainment, qualifications and the curriculum. In the Scottish Government's annual school census for example, it is (and always has been) impossible to deduce anything about the pastoral role of schools. This crucial national data set continues to treat schools as if they were organisations exclusively concerned with the curriculum - in the case of secondaries, the subject curriculum - and assessment.

Staff in schools and parents know better. What has become increasingly obvious since the pandemic - though it had been hidden in plain sight for decades before that - is that a huge and increasing proportion of time, energy, expertise and resource in schools is spent on pastoral issues, such as attendance, behaviour and additional support needs. In many (perhaps most) schools these three areas dominate the daily life of the schools' senior leadership and pastoral teams and have a major impact on the work of class teachers. Schools rely on their pastoral staff not only to deal with the steep rise in indiscipline threatening in some cases to overwhelm them but also to play the major role in catering for vastly increased numbers of pupils with additional support needs. In primaries this burden is shouldered by the meagre number of promoted staff in school leadership teams. In fact, the key post-pandemic pressure on Scottish schools is not curriculum making, assessment or pedagogical innovation - important though they undoubtedly are - but their dramatically expanded and expanding pastoral role.

# The impact of the Presumption of Mainstreaming and other national policies

It is clear therefore that schools are now facing significantly increased demands on their pastoral capacity from multiple sources and not only from the enduring impact of 25 years of the inadequately resourced implementation of the presumption of mainstreaming policy i.e. the placing of pupils with additional support needs in mainstream primary and secondary schools as required by the Standards in Scotland's Schools etc Act of 2000.

In some areas, the 'presumption of mainstreaming' means that councils are reluctant to place pupils in special schools and families can access such provision only after an unsuccessful placement in mainstream. In most primary and secondary schools a significant level of support is often provided by classroom or pupil support assistants who may lack appropriate qualifications/training or access to any kind of professional development. At classroom level, teachers often lack concrete advice on practical strategies to improve outcomes even for individual pupils with moderate additional needs and schools struggle to cope with the sheer scale of the demands being placed on their staffing resources. For a variety of such reasons, attendance at a mainstream school does not always meet parents' expectations of inclusion in the life of a school and this can result, not just in disappointment, but in disillusionment with the entire system. It is therefore surprising that there has been no systematic evaluation of the impact and effectiveness of the presumption of mainstreaming since its introduction in the early years of this century.

There is little doubt that the impact of the presumption of mainstreaming, seriously deteriorating pupil attendance and the emergence of a disturbing range of new, highly challenging behaviours caused or exacerbated by social media and mobile phone use, has been cumulative and that it continues to be shouldered by school leadership teams and promoted Pupil Support/Guidance staff. These are an increasingly serious drain on the pastoral capacity of many schools. In primary schools, the challenges facing headteachers and senior promoted staff are particularly intense. It is little wonder that it is becoming increasingly difficult to recruit primary HTs in some local authorities. And yet nationally, five years after a pandemic which saw schools' pastoral capacity stretched to its limits, we continue to give priority to curriculum, qualifications and assessment. The two latest national reports Muir (2022) and Hayward (2023) – neither of which so much as mentions pastoral care in schools – amply demonstrates this as does the most recent national development – the launch in September 2025 of the Centre for Teaching Excellence.<sup>19</sup>

19. Its " areas of focus" are defined as the "development and delivery of professional learning hubs" enabling "participation in co-created learning experiences" and promoting "collaboration and knowledge exchange". See <https://www.gla.ac.uk/research/az/teaching-excellence/engagingwithcfte/>

# The Impact of ASN on Exam accommodation – SQA FOI statistics

To further illustrate the impact that the growth of ASN is having on our education system, the Commission asked the SQA, as well as individual councils, about the changes over time in accommodating candidates with ASN in exams.

The extract below explains the SQA's rules around accommodating additional support needs in examinations. Such accommodations are an important tool in ensuring all pupils have an equal opportunity to demonstrate their learning.

“The purpose of assessment arrangements is to provide disabled learners and those with additional support needs with an equal opportunity to demonstrate their attainment in an assessment. This allows them to show the skills, knowledge and understanding they have achieved, without compromising the integrity of the assessment. We take a needs-led approach to assessment arrangements. Learners are all individuals with different needs — even from those with the same diagnosis or difficulty. It is therefore important that you consider the individual assessment needs of your learners when considering the most appropriate assessment arrangements. Learners do not need to have a confirmed diagnosis of a disability for an assessment arrangement to be put in place. However, there must be an identified difficulty”.<sup>20</sup>

There are a number of different adaptations that are allowed, including:

- Extra time
- A reader or screen reader
- A scribe
- Individual accommodation (with or without one of the other additional adaptations)
- Numerical support in maths, such as basic calculator for non-calculator paper
- Practical assistant
- Assistant in listening assignments

Obviously, the more individuals requiring adaptations, the more the examination centre, usually the school, has to juggle to accommodate them. It is only fair that individuals get the adaptations they need, but where separate accommodation is required, managing this process can become a substantially more complex task in terms of finding rooms, as well as the requirement for additional invigilators.

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20. [Assessment arrangements explained: information for centres](#)

**SQA: Number of requests for assessment arrangements.**

2019	2020	2021	2022	2023	2024
62,505	-	-	81,490	91,880	104,695

**SQA: How much the SQA has spent on invigilators for SQA exams**

Year	15/16	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25
£m	2.15	2.14	2.29	2.76	3.06	0.06	-	3.58	4.18	4.87

The SQA noted in its FOI response that the increased cost was to accommodate the growth in ASN:

*“As you will see there has been an increase in invigilator costs. The main reason for this is the increase in the number of invigilator hours required to manage the exams. In recent years, we have seen significant increases in the number of learners requiring Assessment Arrangements, such as extra time or separate accommodation, and this is the most significant driver of the increased demand for invigilation. While the number and lengths of some exams has varied slightly over recent years, this is not a major factor in the increase in the cost of invigilation.*

*“Assessment arrangement requests have increased from 62,505 in 2019 to 104,695 in 2024.*

*“In practice this means that more invigilators are required to manage the additional rooms, equipment and time needed to accommodate the requests, ensuring that all exams and assessments are appropriately supervised and learners who have additional support needs are supported.*

*“SQA is committed to continue to support the diversity of Scotland’s learner community and we are pleased to accommodate candidates who require assessment arrangements. We will continue to work in partnership with schools and colleges and other centres to recruit appropriate numbers of invigilators.”*

In practice, teachers cannot give meaningful individually tailored help to nearly half of all young people. This serves only to raise parental expectations that cannot be met. Parents are led to believe not only that their children will receive additional support but that the effect will be a worthwhile improvement in their attainments. As a result, many families experience extreme frustration either because they cannot access help that they believe their child is entitled to or because that help proves ineffective.

The financial implications of the current trend, so clearly articulated in Audit Scotland's February 'Briefing' are immense. Both the national and individual council education budgets are under great pressure and increase only very slowly. It seems unlikely that this situation will change as a result of the recent spending review. By contrast, the cost of meeting additional needs is spiralling and, unless effective action is taken, will continue to do so. The consequence is that resources available to provide for the education of learners without ASN are being squeezed. Nobody is content with the present arrangements. Current trends will only cause further deterioration. This is an issue which cannot be ignored. At the same time it is immensely contentious making it understandable that political parties are reluctant to pursue it.

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## Conclusion

For decades now, the national focus of concern has repeatedly ensured that curricular, pedagogical and attainment issues have been the priority for schools in spite of the fact that the pastoral aspects of school education may be said to precede curriculum and pedagogy neither of which can develop without high levels of pupil attendance and high standards of behaviour. Yet the prevailing professional culture in which Scottish teachers have been immersed, before but especially since CfE, continues to value curricular expertise much more highly than pastoral expertise and national policies continue to direct energy and resources in that direction.

This needs to change. In a context where nearly half of the country's pupil population is now entitled to "additional" support, and where that support is provided in the main by classroom teachers, it is time for the pastoral capacity of Scotland's schools to be seen as a key enabler not only of personal growth but of curricular and pedagogical progress for all children, rather than as a system for dealing with increasing numbers of young people in need of various kinds of 'additional' support.

Nevertheless it must be recognised that while pastoral care plays the crucial role in catering for additional needs, it is also important to stress that raising attainment is

a core function of schools and that providing for additional needs to help achieve that end has a curricular/pedagogical as well as a pastoral dimension. The fact that most additional support is now provided by classroom teachers suggests a possible way forward by giving increased emphasis to the pastoral role of all teachers and developing their pastoral skill and capacity alongside their pedagogical expertise. Indeed, it would be perfectly appropriate to see provision for the development of pastoral capacity in schools as an intrinsic part of school development planning and therefore an intrinsic part of the professional development of all teachers. Defining that capacity and determining appropriate structures and resources for developing it are complex tasks but there are some steps that could be taken in the short term whether by a local authority or even an individual school to strengthen its pastoral provision. Where this is possible we would strongly recommend that it is done.

The Commission believes that current arrangements for ASN are unsustainable. However, the issues are so complex that it hesitates to suggest solutions but is convinced that the best approach is to establish – ideally with all-party support - an independent expert committee of enquiry similar to Warnock which would be charged with:

- reviewing provision in Scotland for children and young people with additional support needs taking account of all aspects of their needs;
- examining the role, structures and pastoral capacity of schools in both the primary and secondary sectors with a view to recommending improved arrangements to help prepare all young people, but particularly those with additional needs, for adult life;
- considering the most effective use of resources for these purposes with a view to making recommendations (including for future legislation).

In doing so the committee should examine specifically the current pastoral capacity of mainstream primary and secondary schools in relation to the operation of the ASN system in general including the impact of mainstreaming, in order to evaluate whether existing support is actually helping.

The matter is urgent but it would be unrealistic to give the committee less than two years to do its work. The Warnock committee, set up in 1973, took 5 years to publish its report but its remit covered England, Scotland and Wales.

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To find out more about the work of Enlighten and the Commission on School Reform, visit our website at [enlighten.scot](http://enlighten.scot).

