REPORT

To: **CHP Committee**   **5 June 2008**
        Services Committee   **12 June 2008**
        Shetland NHS Board   **22 July 2008**

From: **Head of Community Care**

Report No: SC-09-08F
Advocacy Development Plan 2008-2011

1   Introduction

1.1   This report seeks approval of the three year Advocacy Development Plan 2008-2011 (see Appendix 1.)

2   Links to Corporate Priorities

2.1   The provision of independent advocacy services contributes to the corporate priorities of the Council and Shetland NHS Board in the following areas:-
> ➢ Improving health;
> ➢ Partnership working with patients, the public, staff and other stakeholders;
> ➢ Decreasing social inequalities and
> ➢ Equality and diversity.

2.2   The proposals are consistent with the Council and NHS Shetland's aims to provide high quality services in ways that are appropriate to the local context and sustainable for the future.

3   Background

3.1   NHS boards are required to commission independent advocacy services working jointly with local authority partners.

3.2   Shetland NHS Board and Shetland Islands Council have produced Advocacy Development plans jointly since 1998. Work on the 3 year development plan for 2008-2011 has been undertaken in collaboration with Advocacy Shetland.

3.3   Advocacy Shetland are the main provider locally of independent advocacy. They provide a range of services under the terms of a Service Level Agreement (SLA) with the Council underpinned by a financial framework that pools funding from the Council and NHS Shetland. The Service Level Agreement was awarded following an open tender exercise and was initially for 3 years from 1 April 2005 to 31 March 2008. This was extended recently for a further 12 months. Services include:-

- ➢ Generic advocacy for service users;
- ➢ Generic advocacy for unpaid/family carers;
- ➢ Specialist independent advocacy services for people with a mental disorder;
- ➢ Support for collective advocacy;
- ➢ Support for citizen advocacy;
- ➢ Training;
- ➢ Promotion of independent advocacy; and
- ➢ Raising public awareness of advocacy issues.

There is a separate agreement between Advocacy Shetland and the Housing Service in respect of independent advocacy supporting those with issues relating to housing and homelessness.

3.4   The Advocacy Development Plans for 2008-2011 have been circulated widely for comments and include information from a service user and stakeholder survey completed in 2007 by Advocacy Shetland. Comments have been invited from Shetland NHS 100 and the Patient Focus Public Involvement steering group.

3.5   Gaps and issues requiring further work include self-advocacy for people with learning disabilities and specialist advocacy services for children and young people.

3.6   The SLA with Advocacy Shetland is due to terminate on 31 March 2009. Work is in hand to develop a Commissioning Strategy for Shetland's Community Health and Care Partnership. This will inform the procurement exercise for independent advocacy services from 1 April 2009.

4 Proposals

4.1 Work for 2008-2009 will include:-
- ➢ To continue to work closely with Advocacy Shetland to deliver services in line with the existing SLA, in particular regarding promotion and raising public awareness;
- ➢ To review commissioning arrangements for independent advocacy services to ensure continuity when the existing arrangements come to an end at the end of March 2009;
- ➢ To establish self-advocacy services and support for people with learning disabilities; and
- ➢ To review the need for specialist independent advocacy services for children and young people.

4.5 It is proposed that an update report is presented to the CHP Committee in September 2008.

5 Financial Implications

5.1 There are no financial implications arising directly from this report.

5.2 Funding levels detailed in the plan to enable commissioning of independent advocacy services by NHS Shetland and the Council is included in 2008/09 budgets.

6 Policy and Delegated Authority - SIC[1]

6.1 All Social Work matters stand referred to the Services Committee. The Committee has delegated authority to make decisions on matters within its remit and for which the overall objectives have been approved by the Council, in addition to appropriate budget provision, in accordance with Section 13 of the Council's Scheme of Delegation.

7 Conclusions

7.1 The Plan at Appendix 1 sets out the Council and Shetland NHS Board plans for commissioning and developing independent advocacy services in line with corporate and national service objectives and guidelines.

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[1] For Shetland Islands Council Services Committee only

7.2   The plans have been developed in collaboration with Advocacy Shetland who are the main provider of independent advocacy services for Shetland.

7.3   The plan has been informed by a consultation exercise carried out by Advocacy Shetland in 2007 and comments from a wide range of individuals and groups including NHS100 and the Patient Focus Public Involvement Steering Group.

7.4   Independent advocacy services support some of the most vulnerable members of the Shetland community making sure that their voice is heard in situations that affect their health and well-being.

8.   Recommendations

I recommend that

8.1   Members of Shetland Islands Council Services Committee and Shetland NHS Board consider and approve the Advocacy Development Plan 2008-2011 attached at Appendix 1; and

8.2   Members of Shetland Islands Council Services Committee, CHP Committee and Shetland NHS Board note that an update report will be presented to the CHP Committee in September 2008.

Date: 3 June 2008   Report No: DC-09-08F
Our Ref: CF'AN SC 09'08

NHS
Shetland

Draft

Advocacy Development Plan

2008-2011

Ref: CF/MD/AN

April 2008

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Shetland Islands Council

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Advocacy Development Plan 2008 - 2011

1. **Introduction**

   1.1   Shetland's first Advocacy Development plan was published in January 2002 and covered the 3 years from 2002 to 2005.

   1.2   The plan was reviewed in 2004 and a new plan for 2004 – 2007 was published in September 2007.

   1.3   This plan provides an update on the development of independent advocacy services in Shetland over the last 5 years and sets out the plans for the next 3 years.

   1.4   The views of a wide range of stakeholders and of users of local advocacy services have been taken into account in preparing the plan.

   1.5   Advocacy is about helping people to have a stronger voice and more control over their lives.   It can be a group of people with a common cause getting together to have a stronger voice.   It can be about one person needing the support of another person to have their voice heard.

   1.6   The definitions used in Shetland's Advocacy Development Plan 2008 – 2011 are taken from national guidance.[1]

   1.7   Advocacy has two main themes

   - Safeguarding individuals who are in situations where they are vulnerable; and
   - Speaking up for and with people who are not being heard, helping them to express their own views and make their own decisions.

   1.8   *Independent Advocacy* is where projects and their advocates operate independently of service providers.   This removes any conflict of interest so that the person who requires the support of an advocacy service can be confident that their views will be put forward without prejudice.

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[1] Independent Advocacy A Guide for Commissioners, Scottish Executive January 2001

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1.8   *Individual Professional Advocacy* uses paid and unpaid (volunteer) advocates.   Advocates working in these organisations usually support people in dealing with a specific issue or problem and work with them until that issue is resolved.

1.9   The objective of *Citizen Advocacy* is to encourage ordinary citizens to become more involved with the welfare of those who might need this in their communities.   Citizen Advocacy organisations aim to develop communities whose members are more able, competent and willing to speak on behalf of another person and to protect their interests.   Citizen Advocacy brings an individual together with an advocate on a long term, personal, one to one basis.   The advocate stands with their partner to defend their rights and to support them to pursue their interests, and the organisation is structured in such a way as to ensure that their loyalty is to their advocacy partner and not to the organisation.   Citizen advocates are usually partnered with only one person and they are unpaid.

1.10   *Collective (or Group) Advocacy* is where a group of people with similar experiences meet together to put forward shared views.   It offers a shared voice rather than singling out individuals.   It can however present a range of views. Collective advocacy builds personal skills and confidence and supports individuals to represent issues of common concern. Members of a collective advocacy group set their own agenda. Groups campaign for change and seek to lead and influence the change process.   Collective advocacy groups organise around a distinct identity or issue but need effective links to wider networks.

1.11   *Non-Instructed Advocacy (Safeguarding)* can be provided for people with incapacity.   The Code of Practice for the provision of Independent Advocacy under the terms of the Mental Health (Care & Treatment) (Scotland) Act 2003 states:-
"Where a person has incapacity or communication difficulties, an independent advocate can still support them.   The role of an advocate in such circumstances is to safeguard the basic human rights of the person for whom they advocate and ensure that their treatment meets the agreed standards of good practice."

1.12   *Diversity*
Any person has the right to access independent advocacy services regardless of age, disability, ethnic origin, culture, faith, religion, sexuality, social background or personal circumstances.

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2. Background

2.1 NHS Shetland and Shetland Islands Council (the Council) prepared a joint response to the Scottish Executive Guide for Commissioners, which was issued in July 2001.[2] This included the findings of an extensive assessment of current provision and future needs which informed Shetland's first three year plan.

2.2 Although a number of groups and voluntary sector agencies were identified in the plan in terms of their contribution to advocacy services, only Advocacy Shetland was recognised as a provider of independent advocacy.

2.3 The approach agreed in 2001/2002 was to work in partnership with Advocacy Shetland to develop a range of independent advocacy services.

2.4 In 2004, the Council and NHS Shetland established joint funding to commission independent advocacy services under the terms of a 3 year Service Level Agreement (SLA) running from 1 April 2005 to 31 March 2008.

2.5 Following a competitive tender exercise Advocacy Shetland were awarded the contract to deliver a range of independent advocacy services and to promote independent advocacy locally among professionals, other stakeholders and the public.

2.6 The services included the following:-
- generic advocacy service for all users of Council and NHS services locally;
- independent advocacy services for carers i.e. unpaid/family carers; and
- advocacy services to meet the requirements of the Mental Health (Care & Treatment) (Scotland) Act 2003.

2.7 A separate SLA was agreed with the Housing Service for housing and homelessness.

2.8 Advocacy Shetland experienced a number of difficulties during 2004 – 2006. By 2006 there had been almost a complete change in personnel, both in staff and in committee members. However, in spite of these difficulties, the number of volunteers has grown and the level of service has increased. Further information on progress is included in Section 3 below.

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[2] "Independent Advocacy – A guide for Commissioners" Scottish Executive, January 2001

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NHS Shetland

3.   **Progress against 2004 – 2007 Advocacy Development Plan**

A copy of the 2004-2007 Advocacy Development Plan is attached at Appendix 1 showing a summary of progress against each task.   The following paragraphs provide additional information.

3.1   Service Provision – Advocacy Shetland
During the last 3 years, Advocacy Shetland has provided independent advocacy services for people with a range of needs.   They have established specialist advocacy for people with mental health problems and supported clients locally and on mainland Scotland at tribunals and when admitted to hospital.

Work in this area was undertaken for the most part by George Cliff who was associated with Advocacy Shetland for many years firstly as a volunteer and then as a paid advocate.   His untimely death in 2007 left a big gap and he is much missed by his colleagues and by the many clients he supported.

In 2007, Advocacy Shetland supported one client with learning disabilities successfully providing non-instructed advocacy (safeguarding.)

They also looked at ways to support people with hearing impairment.

The number of people supported has increased significantly in 2007.   Their Annual Report published in 2007[3] shows an increase in clients assisted of over 100%, from 56 to 113, with service levels anticipated to rise even further in future years.

3.2   Service Evaluation and Monitoring
The Advocacy Development Plan for 2004-2007 included an action for the evaluation of independent advocacy services to be undertaken by the Advocacy Safeguards Agency (ASA.)   The ASA was established in 2002/03 with a remit to undertake research and for the development and evaluation of independent advocacy in Scotland.   This organisation operated alongside the Scottish Independent Advocacy Alliance (SIAA) whose remit is to promote, support and defend the principles and practice of independent advocacy across Scotland.

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[3] Advocacy Shetland Annual Report 2007

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Both ASA and SIAA were subject to independent evaluation in 2005. Following a period of consultation on the findings of this review, the ASA was dissolved and it was decided that SIAA would develop and publish the following documents during 2008:-

- Advocacy Principles & Safeguards;
- Advocacy Code of Practice;
- Guide for Commissioners on Advocacy; and
- Advocacy Evaluation Tool.

The Scottish Executive (now the Scottish Government) will be providing resources to the Scottish Health Council that will enable it to monitor how well NHS Boards provide advocacy services to those who need it. The Scottish Health Council will not be assessing the overall quality of advocacy services but rather ensuring that NHS Boards are providing advocacy services that are accessible to all taking due account of the specific needs of different equality groups.[4]

The quality of independent advocacy services provided by NHS Boards is monitored by Quality Improvement Scotland (QIS) on a rolling basis.

Locally service levels are monitored under the terms of the Service Level Agreement with Advocacy Shetland. Information is presented to the Council, the CHP Committee and NHS Board alongside other performance management information for health and care services.

Client Survey
In 2007, Advocacy Shetland carried out a survey of their clients' experiences of using independent advocacy services. 50 questionnaires were sent out and 12 returned, a response rate of 24%. The responses were consistent and show strong appreciation of the services provided by Advocacy Shetland. It is clear that all the respondents felt that the service had supported them appropriately by representing their views and that this had boosted their confidence. Some of the individual comments are included below.

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[4] Scottish Health Council Corporate Plan 2007-2012,
http://www.scottishhealthcouncil.org/shcp/files/Corp_Plan_Final.pdf

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- *"I see a need for your work in the future as vulnerable people can just be turned away from the care services. If you have the help of Advocacy they may think they need to help you. I hope your work will go on in the future."*

- *"Talking through a problem and seeing that someone else sees you as a reasonable person gives a huge boost of confidence before tackling someone who would like to persuade you that you are being unreasonable. Puts steel in your spine!"*

- *"It was a good result."*

- *"The way I was dealt with was excellent. The service I received was excellent. I received the result I was looking for. A superior organisation to ask for help and get results, fast and efficient service."*

- *"I feel I need the expertise of the advocate to enable me to achieve what I need first time round. It was a friendly welcoming environment, which is very important. With the help of my advocate I got my Mobility Allowance, which has given me so much more freedom. I think it is a good and much needed service."*

- *"It is what is truly needed. Thank you for all your help and support."*

- *"I thought the service was good and George [Cliff] didn't allow the social services to railroad me."*

Stakeholder Questionnaire

Advocacy Shetland sent a separate survey out to 150 stakeholders representing statutory agencies, the voluntary and independent sector. A total of 50 responses were returned, a response rate of 30%. The responses demonstrated positive feedback from stakeholders who had used Advocacy Shetland and referred clients to them. Most stakeholders have a sound understanding of the range of services that Advocacy Shetland provides and support the valuable contribution that they make in the community.

However, the survey also illustrated that a significant number of stakeholders did not know what services Advocacy Shetland provides and do not have a clear understanding of the role they play locally. This feedback displays a clear need to increase and improve the promotion of Advocacy Shetland and the services it can provide.

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A selection of comments are included below for information:

> - *"Much of my work in Supported Accommodation is with vulnerable or disadvantaged people, who do not always find it easy to have their views heard. The Advocacy Service is a great resource for these groups and acts as a real 'check' for me, as it is easy to make assumptions around levels of understanding or viewpoint only to find out later that you got it wrong. I would have no hesitation in referring a customer."*
>
> - *"We generally feel it is a very useful service."*
>
> - *"Complements our work well, in that we work with a range of individuals and community groups towards a similar end – ensuring that folk are able to play an active role in their communities."*
>
> - *"Have an idea, but an explanation from advocacy staff would help."*
>
> - *"Sorry not to be more positive but I know nothing about your service."*
>
> - *"I heard of the service, but was unsure of its precise role."*

3.3   <u>Access to Independent Advocacy Services</u>
Information on advocacy services is widely available from staff of NHS Shetland and Shetland Islands Council and through promotion by Advocacy Shetland in local media. There is a joint SIC/NHS staff procedure promoting advocacy and advocacy is promoted in leaflets about the services available from the Council and NHS Shetland. All service users are informed of independent advocacy services as part of the Single Shared Assessment procedures for community care.

3.4   <u>Training and Continuing Professional Development</u>
The training programme is well established for Shetland's Single Shared Assessment and includes the advocacy procedure. Training events run by Advocacy Shetland are open to staff from the statutory agencies and the voluntary sector.

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4. Current Provision of Advocacy Services

4.1 The table below summarises the current provision of advocacy services in Shetland.

Organisation (alphabetical order)	User Groups	Type of Advocacy		
		Independent Advocacy	Professional Advocacy	Collective Advocacy
Advocacy Shetland	All client groups including separate service strands for service users, informal carers, people with mental health problems and people with housing issues	√		
Community Alcohol and Drugs Service Shetland	People with substance misuse problems and their carers		√	√
Arthritis Care	Older people (Primarily)		√	
Children's Rights Service	Children & young people		√	
CAB	Any member of the public		√	
Crossroads Shetland	Carers		√	
Disability Shetland	People with disabilities or mental health problems and older people		√	√
Family Mediation	Children		√	
Moving On Employment project	People with learning or physical disabilities, mental health problems or with an acquired		√	√

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	brain injury			
Self Advocacy Group	People with learning disabilities			√
Shetland Youth Information Service	Children and young people		√	
Special Needs Action Group (SNAG)	Children and adults with disabilities or acquired brain injury; carers			√
Volunteer Centre Shetland	All service users and carers		√	√
WRVS	Older people (primarily)			√

4.2 The majority of the groups identified see advocacy as an important element of the support they provide to vulnerable groups/individuals.

4.3 Only Advocacy Shetland is recognised as providing a truly independent advocacy service. The following table shows the number of people supported by Advocacy Shetland in 2007/08

Advocacy Shetland **Current Clients - 1 April 2007 to 31 December 2007**						
Total No of Clients: 113 Ongoing 56 + New 57			New Clients Male: 20		New Clients Female: 37	
Category:						
Benefits	Residential Care	Mental Health	Homelessness	Medical	Housing	Social Care
7	2	13	1	2	16	16

4.4 Of the groups providing collective advocacy the Special Needs Action Group (SNAG) is important in that this group has consistently made a significant contribution to the development of services for children and young people with a range of disabilities; although mainly those with learning disabilities. SNAG meets regularly with staff from the statutory agencies to discuss plans for future service provision and raise issues on behalf of the group. The group is made up of volunteers. Members attend training events and share information and experiences to help one another in their caring roles (many are

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family carers of children and young people with a range of disabilities) and to inform the group when making representations to service providers.

4.5   The Children's Rights Service is linked to Shetland Youth Information Service (SYIS) and provides a service based in premises at the Market Cross in Lerwick. SYIS is seen to be a safe and welcoming environment for all children and young people including "Looked After Children."

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5.   **Future Plans**

5.1   Action Plan 2008 – 20011

The detailed Action Plan is attached at Appendix 2 and is included in the Community Health and Care Partnership (CHCP) Agreement.   It indicates funding proposals from both statutory agencies.

5.2   Priority Groups

The priority groups for the development of independent advocacy services during the lifetime of the plan are:

1.   Adults with Learning Disabilities
2.   Children and Young People

5.3   Adults with Learning Disabilities

The need for independent advocacy for people with learning disabilities is emphasised in the Scottish Executive's review "The same as you?"[5] The intention to develop self-advocacy for people with learning disabilities is a longstanding aspiration locally.   The new respite care facility at Newcraigielea in Lerwick and the redesign of day care services provided at the Eric Gray Resource Centre are part of a range of services being developed for adults with learning disabilities.   This reinforces the need for independent advocacy for this care group to ensure their views are being heard as new services are designed and implemented.   £15,000 has been set aside by the Council to develop this service.

5.4   Children and Young People

The provision of advocacy to children and young people in Shetland is currently through the full time Children's Rights Officer based at Shetland Youth Information Service.   This post was originally a part time post concentrating on Looked After Children but this has changed to a full time post with a much broader remit, including advocacy.

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[5] "The same as you? – a review of services for people with learning disabilities" Scottish Executive, 2000

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This provision is monitored and evaluated each year in order to ensure children and young people's needs are being appropriately met.

5.5 Planning Mechanism

A key task for 2008/09 is to establish a planning group for independent advocacy services. The Group will be supported by Shetland's Community Health and Care Partnership and will include representatives of local organisations with an interest in independent advocacy services and users of advocacy services.

5.6 Raising Awareness

The stakeholder survey carried out by Advocacy Shetland shows that some agencies are not aware of independent advocacy services locally both in terms of what independent advocacy is and what services are available. Plans for 2008-2011 include increasing awareness through a range of activities working collaboratively with local advocacy providers and Scottish Independent Advocacy Alliance.

5.7 Funding Streams

The following table identifies the main allocation of funds by the two statutory agencies for 2008/09. All amounts are expected to be annually recurring unless otherwise indicated.

£'000s	NHS	SIC
Individual Client Advocacy	£8,323	£11,905
Advocacy for Carers		£14,137
Mental Health	£9,364	£6,763
Totals	£17,687	£32,805

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Advocacy Development Plan 2004-2007
Summary of Progress

Appendix 1

Action	Lead Responsibility	Implementation Timetable	Funding £'000s	Comments
To revise the planning and commissioning arrangements for advocacy services	CHCP	2004/05	WER	Following an open tender procedure a 3 year SLA with Advocacy Shetland was implemented on 1 April 2005
To commission development support for Advocacy Shetland	NHS Shetland	2004	5-8 (NHS)	The Scottish Independent Advocacy Alliance (SIAA) has provided support for Advocacy Shetland during the last 3 years. This has included, training, advice and presentation to Advocacy Shetland's Committee. The Project Manager for Advocacy Shetland is a member of SIAA Board.
To evaluate current independent advocacy service provision	CHCP	2005	TBA	The Advocacy Safeguards Agency were unable to undertake the evaluation
To review the needs assessment for advocacy services to inform future service developments	CHCP	2004/07		Advocacy Shetland has completed a survey of service users and stakeholders. Information from the survey has been used to inform plans.
To provide reports on progress and future plans for stakeholders including the public	CHCP	Six monthly	WER	Annual Report by Advocacy Shetland. Regular updates have been included in reports on all Joint Future projects presented to NHS Board and SIC Services Committee. More recently reports have been presented to the Community Health Partnership Committee

WER: Within Existing Resources   NHS – NHS Shetland   17
TBA: To be advised   SIC – Shetland Islands Council
      SCT – Shetland Charitable Trust

Advocacy Development Plan 2004-2007
Summary of Progress

NHS Shetland

Shetland Islands Council

Action	Lead Responsibility	Implementation Timetable	Funding £'000s	Comments
To commission a range of advocacy services including	NHS Shetland; SIC Social Care Service			
i) *independent advocacy for users of health, social care, housing and other community services; (generic scheme)*		Established through Advocacy Shetland in April 1998	32 (SCT)	Commissioned from Advocacy Shetland. SLA runs from April 2005 to March 2008 **Completed**
ii) *independent advocacy for unpaid/family carers in the community;*		Established through Advocacy Shetland in July 2000	15 (SIC)	See above. Further work is needed to ensure young carers are aware of advocacy services and to explore how best to meet their needs for advocacy.
iii) *specialist advocacy for people with mental health problems;*		2004	18.5 NHS 6.5 SIC	Service established by Advocacy Shetland.
iv) *self advocacy for people with learning disabilities;*		2004	15 (SIC) 8 (NHS)	No progress in developing this service for adults, however, there are user groups in several service settings. There is an advocacy scheme in place for children and young people with special needs through the Anderson High School. The funding for this service area was not required in 2006/07.
v) *specialist advocacy for children and young people.*		2004	WER	Shetland's Children's Rights Service partially addresses this need. Further work is needed to ensure the service is more widely available. The Inclusion Officer is now in place and the intention is to develop this aspect further through this post.

WER: Within Existing Resources   NHS – NHS Shetland   18
TBA: To be advised   SIC – Shetland Islands Council
                                   SCT – Shetland Charitable Trust

NHS Shetland

Shetland Islands Council

Advocacy Development Plan 2004-2007
Summary of Progress

Appendix 1

Action	Lead Responsibility	Implementation Timetable	Funding £'000s	Comments
To promote advocacy services via the Single Shared Assessment process.	Shetland Islands Council Social Care Service; NHS Shetland	2004/07	WER	An extended section on advocacy and a joint advocacy procedure, to be followed by staff so that they can support service users who require advocacy services, is included in the SSA. Advocacy issues are covered in training programmes. **Completed**
To raise awareness of advocacy services among all care staff	Shetland Islands Council Social Care Service; NHS Shetland	2004/07	WER	This will be covered in future induction programmes for care staff and on-going training plans. **Completed**

WER: Within Existing Resources
TBA: To be advised

NHS – NHS Shetland
SIC – Shetland Islands Council
SCT – Shetland Charitable Trust

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Advocacy Development Plan 2008-2011

Appendix 2

Action	Lead Responsibility	Implementation Timetable	Funding £'000s	Comments
To build on the planning and commissioning arrangements currently in place and develop a robust procedure for future years	Head of Community Care	March 2009	WER	A commissioning strategy is being drafted taking into account revisedEU regulations on procurement and tendering.
To monitor independent advocacy service provision	CHCP Management Team	On-going	WER	Information is presented six monthly to the Council and NHS Shetland. Both agencies will contribute to QIS and SHC evaluation and monitoring processes for these services
To establish self-advocacy for adults with learning disabilities	SM Learning Disabilities Services	December 2009	WER	
To review provision of advocacy services for children and young people and develop new/expanded services to cover any gaps identified	Head of Children's Services	December 2009	WER	

WER: Within Existing Resources   CHCP Community Health & Care Partnership   20
TBA: To be advised   QIS Quality Improvement Scotland
                                                            SHC Scottish Health Council

NHS Shetland

Shetland Islands Council

Advocacy Development Plan 2008-2011

Action	Lead Responsibility	Implementation Timetable	Funding £'000s	Comments
To raise awareness of independent advocacy services locally in terms of what independent advocacy has to offer and services currently available	Head of Community Care	On-going	WER	This is a key element of the services commissioned from Advocacy Shetland in 2005-2008. Future plans include workshops at SIC/NHS service planning events
To establish an Advocacy Steering Group locally linked to the CHCP	Head of Community Care	June 2008	WER	

WER: Within Existing Resources   CHCP Community Health & Care Partnership   21
TBA: To be advised   QIS Quality Improvement Scotland
      SHC Scottish Health Council

NHS Shetland

Shetland Islands Council

REPORT

To: **CHP Committee**   **5 June 2008**
Services Committee   **12 June 2008**

From: **Head of Community Care**

Report No: SC-08-08F
Community Health and Care Partnership Agreement 2008-2011

1.   Introduction

1.1   This report seeks approval for Shetland's Community Health and Care Partnership (CHCP) Agreement 2008-2011. The Executive Summary is attached below at Appendix 1. The full document is being made available separately.

1.2   The CHCP Agreement 2008 – 2011 was approved by Shetland NHS Board at a meeting on 20 May 2008 (Min Ref 2008/049). The sections on Physical Disability, Head Injury, Palliative Care and HIV/AIDS were not available at that time. These have now been included.

1.3   The CHCP Agreement replaces Shetland's ELPA and Community Care Plan and reflects changes made during 2007/2008 to the CHP and Joint Future Management Arrangements (Min. Refs. SIC74-1/07 & SIC 165/07).

1.4   The CHCP Agreement includes information on all Community Care Services and joint working arrangements across community health and care services.

2.   Links to Corporate Plan

2.1   Community Care Services contribute to the corporate priorities of the Council and Shetland NHS Board in the following areas:-
- improving health

- promoting equal opportunities
- promoting social justice
- enabling active citizenship
- community safety
- achieving potential
- strengthening rural communities.

2.2   The principal aim of community care is to enable people with assessed needs to live as normal a life as possible in their own homes or in a homely environment in their local community.

2.3   The Community Care Service will provide or purchase services to meet the assessed needs of vulnerable people in the Shetland community who cannot care for themselves through disability, age, illness or other circumstances, working with the most vulnerable to help them achieve their full potential and reducing social inequalities.

3.   **Background**

3.1   Community Care Plans have been agreed jointly by Shetland Islands Council and Shetland NHS Board since 1992/93.

3.2   In 2006 and 2007, the Council and NHS Shetland presented their Community Care Plans together with the Extended Local Partnership Agreement (ELPA), which set out the framework for Shetland's Joint Future service plans and management arrangements. The ELPA has been submitted to the Scottish Executive, now the Scottish Government, annually and contributed to the Joint Performance Information and Assessment Framework (JPIAF) used nationally to measure progress made in implementing the Joint Future Agenda across Scotland.

3.3   The Community Health Partnership (CHP) and Joint Future management arrangements were reviewed during 2007 and discussed with a wide range of stakeholders at a CHP Development Day on 19 September 2007.

3.4   Proposals for revised management arrangements including additional joint posts at Service Manager level were approved by the NHS Board on 4 December 2007 and by Shetland Islands Council on 12 December 2007 (Min. Ref. SIC 165/07).

3.5 The national performance monitoring framework for Community Care is changing. The JPIAF framework has been replaced by a system of reporting around six interlocking themes:-

  ➢ Service user satisfaction
  ➢ Faster access to services
  ➢ Better support for carers
  ➢ Quality of assessment and care planning
  ➢ Identifying those at risk
  ➢ Moving services closer to service users;

The themes each have a number of performance measures, sixteen in all. Full implementation of the new performance measures is scheduled for 2009.

3.6 A key issue for future plans is long-term care provision in an ageing population. This was highlighted in the ELPA produced in 2006 and again in 2007. A considerable amount of progress has been made in 2007/2008 to complete the work on the Long Term Care Review and Dementia Redesign Project and the findings of these projects have influenced the plans in the new CHCP Agreement.

4. Proposals

4.1 The CHCP Agreement contains the joint management and financial framework that underpins the CHCP arrangements and sets out Shetland's community care plans under the following headings.

- Carers
- Learning Disabilities
- Mental Health
- Sensory Impairment
- Palliative Care
- Physical Disabilities
- Older People
- Dementia
- Advocacy
- HIV/AIDS
- Head Injury

These sections are stand-alone and will be available in leaflet form. There is an Executive Summary that provides information on

progress made over the last 12 months on key service developments and sets out the priorities for 2008/09.

4.2   Priorities for 2008/2009 include:

4.2.1   To maintain the position of zero discharges from hospital delayed by more than six weeks;

4.2.2   To support increasing numbers of older people to remain in their own homes or in homely environments in their local communities. The local target is for 40% of all older people receiving care services long term to be supported at home;

4.2.3   To complete the detailed design work for replacement facilities for Viewforth and Isleshavn;

4.2.4   To develop a temporary-based care home at Montfield;

4.2.5   To prepare a detailed plan of proposed service developments that will increase the capacity of community care services to meet the anticipated increase in support needs, including built environments, of the Shetland community due to the ageing population;

4.2.6   To fully implement the revised management and governance arrangements of the CHP and update the Scheme of Establishment of the CHP accordingly;

4.2.7   To continue to promote Local Service Delivery Groups (LSDGs) and the Public Partnership Forum Network across Shetland with a view to having on-going dialogue with the community on health and care issues;

4.2.8   To agree and implement a joint Commissioning Strategy for the CHCP;

4.2.9   To meet the requirements of the Adult Support and Protection (Scotland) Act 2007, revising the joint Vulnerable Adults Procedures as appropriate;

4.2.10 To complete a review of services for younger adults with physical disabilities including supported accommodation and services provided at Montfield Hospital;

4.2.11 To develop a Joint Respite Strategy;

4.2.12 To implement electronic sharing of the Single Shared Assessment by April 2009 through the work of the Data Sharing Partnership.

4.3 The CHCP Agreement 2008-2011 will be submitted to the Scottish Government together with the performance information required for the 2007/2008.

4.4 Performance reports will be prepared regularly for the senior management team of NHS Shetland, the CHP Committee and the Council.

4.5 Consultation with a wide range of stakeholders including service users, their carers and representatives from the voluntary and independent sectors is a continuing process with comments welcome at any time. Any updates to the CHCP Agreement will be issued as required with a full review by May 2009.

5. **Financial Implications**

5.1 There are no financial implications arising directly from this report.

5.2 The 2008/09 Joint Future budget allocations approved by the Council are included in the Agreement. Estimated figures are included for NHS budgets. Shetland Charitable Trust budget allocations for community care services are also included.

6. **Policy & Delegated Authority - SIC[1]**

6.1 All Social Work matters stand referred to the Services Committee. The Committee has delegated authority to make decisions on matters within its remit and for which the overall objectives have been approved by the Council, in addition to appropriate budget provision, in accordance with Section 13 of the Council's Scheme of Delegation.

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[1] for Shetland Islands Council Services Committee only

7.   **Conclusions**

7.1   Community care services make a major contribution to the corporate priorities of the Council and Shetland NHS Board.

7.2   Community Care Plans for Shetland have been prepared jointly by the Council and NHS Shetland since 1992.

7.3   The Council and NHS Shetland continue to work well together on the Joint Future Agenda.

7.4   The main challenge for health and social care services in the future is to develop timeously services that are sustainable in a remote islands context and will meet the needs of an ageing population.

7.5   Strategic planning is a continuous process and for community care, this work is done through the CHCP.

7.6   Shetland's Community Care Plans are an integral part of the CHCP Agreement and comply with both national and local performance monitoring processes.

8.   **Recommendations**

I recommend that:-

8.1   Services Committee approves the CHCP Agreement for 2008 – 2011.

8.2   CHP Committee considers the information presented in the CHCP Agreement for 2008-2011 and advise Shetland NHS Board of their views; and

8.3   CHP Committee recommends that Shetland NHS Board approves the sections on Physical Disabilities, Head Injury, Palliative Care and HIV/AIDS for inclusion in the final version of the CHCP Agreement 2008 – 2011.

Date: 3 June 2008   Report No: SC-08-08F
Ref: CF'AN'SC-08-08F

NHS Shetland

Shetland Islands Council

Community Health & Care Partnership

Executive Summary

Community Health & Care Partnership Agreement 2008 - 2011

The CHCP Agreement sets out the funding and management arrangements that underpin the joint community health and care services in Shetland.   The Agreement includes all Joint Future services and budget allocations previously set out in the Extended Local partnership Agreement (ELPA) and Community Care Plans.

The Agreement will be reviewed annually and expanded over time to include other service areas that come within the CHCP including primary care services.

Contact details for all CHCP services are available in the CHCP Access Guide which is available separately.

The CHCP Agreement 2008 - 2011 covers the three financial years from 1 April 2008 through to 31 March 2011.   The gross outturn in 2008/09 is expected to be approximately £28.3M.   This includes funding streams as follows :
- £19.6M Shetland Islands Council,
- £3.1M Shetland Charitable Trust and
- £5.6M NHS Shetland (*note: excluding funding for GP services*)

Generally, in Shetland, joint budgets are aligned rather than pooled although where services are jointly commissioned from a third party, the budgets are pooled e.g. for independent advocacy services.

The expenditure per capita for Shetland on community care services is the highest in Scotland.   The levels of service are very high as is the standard of care provided.

Two issues highlighted by communities across Shetland during a consultation exercise undertaken by the Community Planning Board are particularly relevant to community care services. These are:
- How we respond to our ageing population: the population is now showing signs of stabilising, but the proportion of older people is increasing and numbers of people requiring care are increasing and will continue to increase;
- How we support rural areas, when increasing numbers of people want to live in and around Lerwick.

Community Health & Care Partnership

Key objectives are to maintain the position of zero hospital discharges delayed over 6 weeks and to increase the proportion of older people with long term care needs who are supported at home.

A major difficulty for both agencies is recruitment and retention of staff. There are problems attracting people to some of the more specialist posts in both the Council and NHS Shetland and in some areas of Shetland it is becoming increasingly difficult to recruit care workers.

Progress in implementing the Joint Future agenda is monitored and reported annually to the Scottish Government.

The National Outcomes Performance Framework for Community Care includes national outcome targets based on the visions in Delivering for Health, Changing Lives (the report of the 21st Century Social Work Review) and Joint Future.

Local partnerships are expected to retain Local Improvement Targets (LITS) to support the national outcomes framework. The full set of 16 performance measures will be implemented over time. The measures reported for 2007/08 are based on performance indicators reported in previous years as part of the Joint Performance Information and Assessment Framework (JPIAF) which has been superseded by the national outcomes framework.

Achievements in 2007/08

- The Dementia Redesign Project and Long Term Care Review are both complete and final reports have been approved by the Council and NHS Shetland.
- Proposals to develop a temporary based care home at the Montfield Hospital site have been agreed in principle and detailed plans are being drawn up.
- The national target of zero discharges from hospital delayed over six weeks has been met.
- Vulnerable Adults Procedures have been approved.
- Proposals for Telecare are ready for consultation.
- A new Advocacy Development Plan for 2008 – 2011 has been prepared.
- Revised CHCP and Joint Future management arrangements have been approved.

Areas where progress has been disappointing

- There has been no progress made on the review of services for younger people with physical disabilities or in developing a joint respite strategy.

Community Health & Care Partnership

- The waiting list for an assessment by the community OT service remains at a high level.
- Work on improved day care facilities for people with learning disabilities has been slow.

Priorities for 2008/09

- To maintain the position of zero discharges from hospital delayed by more than six weeks;

- To support increasing numbers of older people to remain in their own homes or in homely environments in their local communities. The local target is for 40% of all older people receiving care services long term to be supported at home;

- To complete the detailed design work for replacement facilities for Viewforth and Isleshavn;

- To develop a temporary-based care home at Montfield;

- To prepare a detailed plan of proposed service developments that will increase the capacity of community care services to meet the anticipated increase in support needs, including built environments, of the Shetland community due to the ageing population;

- To fully implement the revised management and governance arrangements of the CHP and update the Scheme of Establishment of the CHP accordingly;

- To continue to promote Local Service Delivery Groups (LSDGs) and the Public Partnership Forum Network across Shetland with a view to having on-going dialogue with the community on health and care issues;

- To agree and implement a joint Commissioning Strategy for the CHCP;

- To meet the requirements of the Adults Support and Protection (Scotland) Act 2007, revising the joint Vulnerable Adults Procedures as appropriate;

- To complete a review of services for younger adults with physical disabilities including supported accommodation and services provided at Montfield Hospital;

- To develop a Joint Respite Strategy;

CHCP Agreement 2008 - 2011   3

Community Health & Care Partnership

- To implement electronic sharing of the Single Shared Assessment by April 2009 through the work of the Data Sharing Partnership.

Shetland
Islands Council

REPORT

To: Services Committee   12 June 2008

From: Head of Schools

RURAL SCHOOLS - THE SCOTTISH GOVERNMENT'S CONSULTATION

1.   Introduction

1.1   The purpose of this report is to make members more aware of the `Scottish Government's Consultation on the future of rural schools in Scotland and to consider the implications for Shetland in the light of the developing Blueprint for Education.

2.   Link to Council Priorities

2.1   The Council will ensure a model for education is developed by 2009 that considers the educational and financial viability for schools and communities and its outputs are then implemented.

2.2   The Council will work to create and maintain a culture where individual learners can strive to realise their full potential.

3.   Background

3.1   On 21st January 2008 Murdo Fraser, Conservative MSP, launched a Members' Bill on the Consultation Document on the Rural Schools (Scotland) Bill: A proposal to introduce a presumption against the closure of rural schools. (Attached as Appendix 1)

3.2   The consultation process ran for twelve weeks from 21st January until 14th April 2008. Submissions came from various Public and Private bodies as well as individuals. An example of a response by a public body is that of Children in Scotland. (Attached as Appendix 2)

3.3   On 1st May 2008 Education secretary Fiona Hyslop launched the Scottish Government's own consultation entitled Safeguarding our Rural Schools and Improving School Consultation Procedures, which makes proposals for changes to current legislation. (Attached as Appendix 3)

4   Current Situation

4.1   In Murdo Fraser's consultation he asked key questions:

   i.   What would be an appropriate appeals mechanism for those objecting to the closure of schools?
   ii.   What consultation criteria should apply to authorities who are considering rural school closures?
   iii. How much weight should be given to school capacity figures in reaching closure decisions?
   iv.   If a Scottish Rural Schools Support Fund is established, how could it best be used?
   v.   What weight should be given to the effect of a school closure on the community generally?
   vi.   Are there issues which arise from this proposal? In particular, are there any equality issues which arise?
   vii. What are the cost implications of these proposals?

4.2   The response to the consultation from Children in Scotland is fairly representative in that it suggests that any presumption without meaningful consideration of individual circumstances is undesirable. However, it goes further by suggesting a further three presumptions for consideration:

   i.   A presumption in favour of the paramount importance of the current well-being and future life chances of the rural children and young people affected
   ii.   A presumption in favour of improving, as well as preserving, rural schools
   iii. A presumption in favour of meaningful consultation about rural schools and young people, as well as with their mothers/fathers/carers.

4.3   Fiona Hyslop makes it clear in her ministerial foreword to the Scottish Government's consultation that a presumption against closure does not mean a ban on closures – rather that:

   "we also want to improve the way in which all school closures are handled. Some of the present regulations are long overdue for review. Our objective is to establish a new framework for consultation and decision-taking which reflects people's expectations today and which sets out more clearly the roles of both the local authorities and the parents and communities consulted."

4.4   One point of interest to communities such as Shetland is the proposed new definition of rural schools, which is based on settlement population. The implications of this for Shetland, are that we would have three schools in an urban area (Lerwick), one in a small town (Brae), and all other schools would be classed as rural. Clearly then

any presumption against closure would need to include local issues in the more remote parts of Scotland.

5.   Conclusion

5.1   Shetland needs to consider very seriously its response to the Government consultation, as the changing classification of rural schools and any presumption against closure could tie the hands of future Councils with regard to changing the overall scheme of provision, especially in the light of the Blueprint for Education, A Curriculum for Excellence and the proposed changes to the exam structure.

6.   Proposals

6.1   It is proposed that Shetland conducts its own consultation, based on the Scottish Government's documentation, in a similar manner to the consultation surrounding the National Debate on Education.

6.2   The result of this consultation would be submitted to the Scottish Government as a community response before 19 September 2008.

7.   Financial Implications

7.1   There are no financial implications arising from this report, as any costs incurred during the consultation process will be met from within existing resources.

8.   Policy and Delegated Authority

8.1   In accordance with Section 13 of the Council's Scheme of Delegation, the Services Committee has delegated authority to make decisions relating to matters within its remit for which the overall objectives have been approved by Council, in addition to appropriate budget provision.

9.   Recommendation

I recommend that Services Committee:

9.1   note the content of the report, and

9.2   instruct the Schools Service to carry out the proposals set out in paragraphs 6.1 and 6.2.

May 2008

Our Ref: HB/JR/sm

Report No: ED-25-F

Consultation Document on the Rural Schools (Scotland) Bill:

A proposal to introduce a presumption against the closure of rural schools.

21st January 2008

1

INTRODUCTION

I believe that Scotland's rural schools serve children very well in both educational and social development terms. Additionally, such schools are often a linchpin in sustaining community life in many of the remoter parts of the country. However, having monitored the situation over the last few years and received many representations from families and the wider communities affected, it appears to me that many rural schools are being closed inappropriately. On a Scotland-wide level, too many are being lost each year.

I believe that the current legislative framework governing school closure decisions is too lax and requires reform. South of the border there is a "presumption against closure of rural schools" laid down by central government. In my view, a similar legislative presumption should be introduced in Scotland. To this end, I have launched this document in order to consult on a series of measures, with a view to incorporating them into a Member's Bill for introduction to the Scottish Parliament.

Should this Bill be passed, my hope is that –in significantly more cases– a local authority's initial tendency towards closure will be headed off and a school will remain open. This might be because the authority perceives the closure process as no longer being as stacked in its favour as it is now and so decides not to embark upon that process at all. Equally, it could be because a more meaningful consultation process has allowed it to see parents' viewpoints better. In other cases still, the school could have remained open simply because of new powers for Ministers to intervene.

Like parents, I am less concerned with how a decision is taken than with ensuring that it is the correct one. In saying that, I also wish to see change in cases where preserving the *status quo* is genuinely not a realistic option. Even if a school really has to close, parents should take away at the end of the process a feeling of being listened to and they should, as far as possible, have been persuaded that the closure has its merits and that all alternatives have been considered.

I must finally acknowledge the assistance given to me by the Scottish Rural Schools Network in preparing this consultation. Its work, alongside that of other community campaigners and indeed individual MSPs of all political parties has been crucial in bringing the debate about rural schools to the stage where a favourable outcome seems achievable.

MURDO FRASER MSP

2

Responding to this consultation

Please send your response to this consultation to:

Mail
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Room M2.17,
The Scottish Parliament,
Edinburgh,
EH99 1SP.

Email
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Telephone
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The consultation will run for 12 weeks from 21st January 2008; responses should therefore be received by 14th April 2008.

This document is being sent to the consultees listed in Annex B. You are welcome to pass a copy of this consultation to any other organizations or individuals that you believe would be interested in responding.

To help inform debate on the matters covered by this paper and in the interests of openness it is intended all the responses submitted on this consultation document will be made public. You should therefore be aware that by submitting this response you are indicating consent to the publication of all the material contained in your response. Unless you indicate otherwise this will include your name and address and any other biographical information you have provided about yourself. You should note that personal data referring to third parties included in the response cannot be accepted without explicit written consent from the third party. This consent should be provided with your response.

We are not entitled to process your personal data by publication without your consent. If therefore you want parts of your response to remain confidential please indicate which parts are not for publication. Similarly, if you wish all of the contents of your response to be treated in confidence and not made public then please indicate so.

All responses will be included in any summary or statistical analysis, which does not identify individual responses.

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1. BACKGROUND

Scotland's rural schools

1.1 Rural areas of Scotland are currently classified by the Scottish Government as settlements of fewer than 3, 000 people. They are further subdivided:

Table 1.1 – Definitions of "rural"

Accessible Rural	Settlements of fewer than 3,000 people within 30 minutes' drive of a settlement of 10,000 or more
Remote Rural	Settlements of fewer than 3,000 people that are over 30 minutes' drive from a settlement of 10,000 or more.

1.2 Using this definition, there are 902 primary schools, 86 secondary schools and three special schools in rural areas in Scotland.[1]

1.3 These schools make up respectively 41%, 23% and 1.6% of all schools in each category in Scotland.[2]

1.4 As of 2006, 110, 858 pupils (or 16% of all pupils going to local authority schools) are educated in rural schools.[3]

Table 1.2 – Comparative size of rural schools

Area	Primary		Secondary	
	No. of teachers per school (FTE)	No. of pupils per school	No. of teachers per school (FTE)	No. of pupils per school
Large Urban	13.2	254.0	71.0	928.4
Other Urban	13.3	263.5	72.7	963.0
Accessible Small Towns	13.1	256.7	66.4	852.1
Remote Small Towns	13.5	256.3	60.3	735.0
Accessible Rural	5.8	102.3	66.3	874.0
Remote Rural	3.8	53.7	22.1	202.4
Scotland	**9.8**	**185.2**	**63.4**	**817.5**

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[1] Email from Scottish Government to A. Rae, 31st July 2007. However, it should be noted that the Rural Schools Network suggests that the true number is much lower and the figure has been skewed by errors in the post-code software used to compile it.

[2] Statistics from 1.1 and http://www.scotland.gov.uk/Topics/Statistics/Browse/School-Education/TrendSchoolEstate, accessed 20th July 2007

[3] *Pupils in* Scotland, Scottish Executive, February 2007, p.12, Table 1.3

<u>Reasons for closures</u>

1.5 There are a number of factors that might prompt a local authority to consider closing a rural school, viz.:

- A declining or ageing local population
- Difficulties in recruiting staff to work in the (remote) area in question;
- The establishment/expansion of another settlement nearby to the degree where a new school is better built there, closing the one in the original village;
- Financial pressure to close the school. This may be:
  i) to cut overheads in the name of efficiency; or
  ii) because the building is deemed to be out-of-date or dilapidated and rectifying the problems or replacing the building is deemed financially prohibitive.

<u>Rate of closures</u>

1.6 Between 1998 and 2006, 71 rural schools closed in Scotland. This is an average of 8 per year.[4]

1.7 In England, since the presumption against closure was introduced in 1998, rural schools have closed at a much reduced rate: only three per year on average in what is a far larger schools system.[5]

2. CURRENT LEGISLATIVE POSITION

2.1 Local authorities have a general duty to provide "adequate and efficient" school education.[6] It is their responsibility to organise the school building infrastructure covering their area and they have the power to close such buildings, subject to certain conditions. The authority might close several schools as part of a merger or simply close a single school outright. The procedure is the same in each case and also applies to the ending of provision of a stage of education e.g. the secondary wing of an "all-through" primary-secondary school or even just removing a single form.

2.2 The conditions are that the local authority must consult the public on its proposal before finalising its decision and, in certain cases, it must receive the consent of Scottish Government Ministers to proceed. The skeleton of these conditions is imposed by the Education (Scotland) Act 1981.[7] and the detail of them is contained in Government regulations.[8]

2.3 The local authority must notify every parent and/or guardian of children who attend (or are due to attend) the school concerned about the proposal. The authority is required to give details in outline only. Parents, school councils (where they exist) and the church/denominational body (in the cases of affiliated schools) are given a minimum of 28 days to respond.

2.4 Local authorities are required to have "due regard" to responses to their consultation before making their final decision on whether a closure will go ahead (see paragraph 4.6).[9]

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[4] Scottish Parliament answer S2W-28604, Peter Peacock MSP (then Minister for Education and Young People)
[5] Memoranda submitted to meeting of Environment, Food and Rural Affairs Committee of the House of Commons, DfES and Defra, 8th April 2003
[6] under the Education (Scotland) Act 1980
[7] Sections 22A-D
[8] The Education (Publication and Consultation etc.) (Scotland) (Regulations) 1981 (SSI No. 1558) and its Amendment regulations in 1987, 1988 and 1989 and 2007 (SIs 1987/2076, 1988/107, 1989/1739 and 2007/315)
[9] Section 22A of the Education (Scotland) Act 1980

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2.5 Scottish Executive and Scottish Office guidance[10] is in place to influence how local authorities meet their legislative requirements. This is ambiguous in places.

2.6 If, after the statutory consultation exercise, a local authority decides to close a school there is a requirement for referral to Ministers if any of the following apply:

Distance:
Closure would result in any pupil having to travel more than five miles (in the case of primary schools) or 10 miles (in the case of secondary schools) to their new school.

Capacity:
The roll of the school is sitting at more than 80% of its capacity (of which there is no standard measure and which the local authorities set).

Access to denominational schooling
Some or all of the pupils concerned will not be able to attend a school affiliated to the same religion/religious denomination as the school in question.

3. THE BENEFITS/ADVANTAGES OF RURAL SCHOOLS

3.1 The closure of a rural school generally results in its pupils being transferred into a larger school located in a less remote settlement, with the school building falling out of public use.

i) Pupils' education
3.2 The Scottish Executive indicates that there is a link between educational attainment of pupils and the rurality of their school.

3.3 According to the Scottish Executive, "the broad conclusion is that attainment in remote and accessible rural primary schools alike is slightly higher than in other schools. Any urban/rural link is most noticeable in writing. For pupils in secondary schools, attainment during S4 appears highest in remote rural schools and lowest in schools in large urban areas.[11]"

3.4 The Scottish Rural Schools Network has used the Angus local authority area as the basis for more in-depth analysis.[12] It looked at the proportion of pupils attaining the relevant 5-14 attainment level. The results show that small schools in remote rural areas significantly outperform their rivals.

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[10] Circular No. 1074, Scottish Office Education Department (SEED), 1981; Circular No. 1174 SEED, 1988; *Additional Guidance on Local Authority Proposals for the School Estate, including School Closures* (Circular 2), Scottish Executive Education Dept., 2004
[11] *Social Focus on Urban and Rural Scotland* (Edinburgh: Scottish Executive, 2003), p. 22
[12] Email from Rural Schools Network (RSN) to Murdo Fraser 10-09-07. RSN has categorised the individual school results in *Attainment Information for Parents of Children in Angus Primary Schools 2003-2005*, Angus Council (www.angus.gov.uk/atoz/pdfs/ednleaflets/attainmentprimary.pdf, 10th September 2007)

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Table 3.1 — 5-14 attainment in Angus

	Reading	Writing	Mathematics
Remote rural schools with fewer than 100 pupils	84.3%	83.0%	87.0%
All schools	82.5%	74.2%	83.4%

3.5 There is a clearer link between attending a rural school and going on to higher education. Out of every 100 school leavers, six more go on to higher education from remote rural schools than from the average Scottish school.[13]

Small classes

3.6 The issue of smaller classes has been subject to most study and there is now a reasonable body of research from which to draw. The new Scottish Government has used this to substantiate its policy of having reduced class sizes as one of its top priorities. Everything else being equal, smaller classes obviously allow pupils more access to individual attention and enable teachers to mark and prepare lessons more thoroughly and to become more familiar with individual pupils' needs.

Composite classes

3.7 The Scottish Council for Research in Education literature review of research on composite classes found that "it seems reasonable to conclude that at least in Europe there is no evidence to show that composite classes affect pupils' progress adversely. They may even gain socially from the experience".[14] Therefore, a common criticism of rural schools –that they have more composite classes– appears to be baseless.

Small/rural nature of school itself

3.8 There are many benefits in attending smaller schools. Pupils are well known to staff, especially the school management, meaning that the curriculum can be tailored more to their needs, and, equally, that there is not likely to be over-reliance on standardised routines or rules. Pupils are also given a morale boost by the fact that they are more "visible" within the school and that they are being asked to work hard by people whom they know and respect.[15] As the Whitehall Department for Education and Skills (as it was then known) has explained, the pupils in small schools can go about their work with a "sense of security" which would presumably be less likely to exist in a larger institution.[16]

iii) Maintaining fragile rural communities

3.9 While the interests of pupils should be considered paramount, the practical ramifications for the wider community are also important. When a rural school closes, villagers lose a focus for community interaction and a building that is often their only facility for community events. When a school closes it is unlikely that it will be purchased back or a new facility built in the village, even if needs or policies change in future. Furthermore, young families feel pressured to move away and there can be a knock-on effect on other services such as the closure of shops, post offices and other local authority facilities. The end result is that

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[13] Scottish Parliament written question S2W-7136 (Data is for 2002/03). The percentages are: remote rural – 37%, accessible rural – 34%, Scotland – 31%..

[14] V. Wilson, *All in Together? An overview of the literature on composite classes* (Glasgow: The SCRE Centre, University of Glasgow, 2003), p. 36 http://www.scre.ac.uk/resreport/pdf/113.pdf

[15] Expanded upon in the works of Prof. Ted Sizer, U.S. educationalist and formerly holder of the education chair at Brown University and the Deanship of the Harvard Graduate School of Education.

[16] *Individuals count: The small schools model*, Department for Education and Skills, Department for Education and Skills

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community cohesion suffers, depopulation is made more likely and access to facilities becomes more difficult.

3.10 The Executive/COSLA School Estate Strategy[17] emphasises the role of the school in being a community "hub" providing services for community members who are neither pupils nor parents. However, it is not clear that this is being borne out on the ground.

4. DIFFICULTIES WITH THE CURRENT CLOSURE DECISION-MAKING PROCESS

4.1 The Scottish Government and its public bodies place requirements on local authorities, including a great number that have an effect on school education. It falls on local authorities to judge a compromise between these priorities.

4.2 The main competing priorities are as follows:-

On the one hand:
- The increasing demands on local authority budgets from areas outside of education;
- The use of school occupancy levels as "performance indicators" against which local authorities are judged. Additionally, the more general duty[18] to secure "best value";
- Emphasis placed on the importance of modern, well equipped buildings;

And on the other hand:
- Promoting the development of rural communities and the rural economy, in which rural schools are acknowledged as a key part.
- Cutting class sizes, and increasing the number of classrooms and teachers.
- The need to heed the wishes of parents

4.3 The threat of closure is more acute for rural schools, where lack of economies of scale and other extra costs associated with maintaining a rural service come into the equation, making cost pressures a more decisive factor.

4.4 In Scotland, a local authority decides whether its own proposal to close a school will go ahead. In only a few cases does the Scottish Government have a veto on closure.

4.5 Generally, the only check that all the facts and the views of affected parties are taken into account is the statutory requirement to have a consultation. The local authority is free to frame this and, subject to the aforementioned legislation, to manage it as it sees fit. Much to parents' distress, consultations often appear to be seen by local authorities as simply a hurdle over which they must jump on the way to a pre-determined conclusion.

4.6 Furthermore, although local authorities are theoretically required[19] to have "due regard" to responses to their consultation in making their final decision, legislation does not set out what "due regard" entails and there is no easy mechanism for judging whether it has been given.

Use of Capacity Figures

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[17] *Building our Future, Scotland's School Estate*, Scottish Executive and COSLA, February 2003
[18] under the Local Government in Scotland Act 2003
[19] Section 22A of the Education (Scotland) Act 1980

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4.7 The added cost of maintaining a rural school is assessed largely by the extent to which the roll is under the notional maximum number of pupils that could be accommodated. Audit Scotland regards 61-100% as properly occupied and use occupancy as one of the annual performance indicators against which local authorities are judged. As a result, an occupancy level of 60% has been explicitly put "as being a realistic focus on the potential for rationalisation".[20]

4.8 The method for assessing the capacity of a school is left to discretion of the relevant local authority. It may be tempted to err on the high side in order to bolster the case for closure or even to bring a school under the 80% capacity threshold where ministerial consent is required for closure. Additionally, some capacity figures may simply be out-of-date. "Excess capacity" might simply be due to a couple of unused classrooms, which add little to a school's overheads.[21]

5. THE PRESUMPTION AGAINST CLOSURE IN ENGLAND

5.1 South of the border, there exists a "presumption against closure of rural schools". This is laid down in the guidance issued to local authorities by central government.[22]

5.2 Since the presumption against closure was introduced in 1998, on average only three rural schools have closed per year.[23] In the 15 years prior to the presumption, an average of 30 rural schools closed per year in England.[24]

5.3 A list of designated rural primary schools against which the presumption operates has been compiled. It was decided that individually assessing schools to decide whether they were "rural" and therefore subject to the presumption was the best approach to an admittedly difficult question.

5.4 Department for Children, Schools and Families guidance requires local authorities to show that they have considered:

- The transport implications of rural school closures, including the welfare and safety of the children, the recurrent cost to the LEA of transporting pupils to schools further away, the quality and availability of transport links to the alternative provision, the effects on road traffic congestion, and the environmental costs of pupils travelling further to schools.

- The overall and long-term impact on local people and the community of closure of the village school and of the loss of the building as a community facility.

- Alternatives to closure including the potential for federation with another local school to increase the school's viability; the scope for "extended school" or "children's centre" status to provide local community services and

[20] *Room for Learning: managing surplus capacity in school buildings*, (Edinburgh: Accounts Commission, 1995)
[21] See for example Professor Neil Kay, *The Accounts Commission and School Closures[21]* (Glasgow: University of Strathclyde, November 2005) Scottish Parliament ref. ED/S2/06/18/3
[22] **Guidance on Statutory Proposals for Decision Makers (SOCs and Schools Adjudicators), DfES (a rolling document)**
[23] Memoranda submitted to meeting of Environment, Food and Rural Affairs Committee of the House of Commons, DfES and Defra, 8th April 2003
[24] *Government Strategy is Keeping Rural Schools Alive,* DFES, Press Release, 9th May 2000
http://www.dfes.gov.uk/pns/DisplayPN.cgi?pn_id=2000_0195

facilities e.g. child care facilities, family and adult learning, healthcare, community internet access etc.

5.5 England has more robust structures for considering these decisions. For the past few years, each English local authority area has had a School Organisation Committee (SOC) comprising five or six groups representing stakeholders in education provision. An SOC had to reach a unanimous decision in order to approve or reject a proposed school closure. If a decision was not reached, the proposal was passed to a Schools Adjudicator. England has 11 Schools Adjudicators who are public appointees who operate independently of Whitehall and local government. While SOCs have now been abolished, this decision "should be seen in the overall context of changes to the local decision making regime, particularly the role of the LA as commissioner and guarantor of educational provision in the area rather than direct provider … The authority, assisted by the Schools Commissioner, will have a duty to promote choice, diversity and fair access and respond to parental demand"[25]. Such changes have not taken place in Scotland.

5.6 A Small Schools Fund of £80m a year operated alongside the SOCs. The fund was created to enable schools to unite to pay for teacher training, IT equipment, support staff and joint lessons.

6. POSSIBLE AREAS FOR IMPROVEMENT IN SCOTLAND

6.1 Tighten the criteria for referring final closure decision to Ministers, even to the point of returning to the situation where every case was referred or alternatively giving the community the right of appealing to the Scottish Government; or

6.2 A specially convened body which operates independently not only of the local authority but also of the Scottish Government.

6.3 Reforming the consultation procedure itself. For example, there could be put in place a stronger requirement for a local authority to consider the effect on the community of closure and the alternatives to closure and to clearly demonstrate that it had done so. Again, it may be worthwhile to look south of the Border, with the rules detailed in paragraph 5.4 perhaps being a useful model. It may also be desirable to insist that certain aspects of the consultation are put on a more formal basis, as there has been criticism of local authorities persisting with consultation on a strictly informal basis too long into the process.

6.4 There may be merit in laying down an unambiguous statement in legislation to avoid the over-reliance on capacity figures in deciding whether a school should be closed.

6.5 A Scottish Rural Schools Support Fund may be desirable. Local communities would get together with headteachers to apply for funding from such a fund, which would be administered by the Scottish Government. As little as £5m p.a. could have a large effect. Eligible uses for the money could be:

- Rectifying deficiencies in the school building;
- Subsidising the ongoing running costs of the school

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[25] *School Organization Changes: Frequent Questions*, Department for Children Schools and Families (http://www.dfes.gov.uk/schoolorg/faqs.cfm?id=41, 4 January 2008).

- Facilitating the sharing of expertise, facilities and teaching materials so that schools can get the required use out of resources without being expected to bear their full cost.

Since school closures are often financially driven, being able to access such a fund could prevent the school from being put up for closure in the first place or provide a solution allowing threatened schools to be retained.

QUESTIONS

1. What would be an appropriate appeals mechanism for those objecting to the closure of schools?

2. What consultation criteria should apply to authorities who are considering rural school closures?

3. How much weight should be given to school capacity figures in reaching closure decisions?

4. If a Scottish Rural Schools Support Fund is established, how could it best be used?

5. What weight should be given to the effect of a school closure on the community generally?

6. Are there any issues which arise from this proposal? In particular, are there any equality issues which arise?

7. What are the cost implications of these proposals?

Please send your response to this consultation to:

Mail: Murdo Fraser, MSP, Room M2.17, The Scottish Parliament, Edinburgh, EH99 1SP.

Email: murdo.fraser.msp@scottish.parliament.uk
Telephone: (0131) 348 5293
Fax: (0131) 348 5934

The consultation will run for 12 weeks from 21st January 2008; responses should be received by 14th April 2008. Please note that copies of this paper can be made available in Braille or audio cassette on request.

All the responses submitted on this consultation document, including names and addresses, will be made public unless you mark it as "confidential". Personal data referring to third parties included in the response will not be accepted without explicit written consent from the third party. If you wish the contents of your response to be treated in confidence and not made public, then please indicate so. All responses will be included in any summary or statistical analysis, which does not identify individual responses.

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Case Study A: Showing educational and community value of a rural school

Inveravon Primary School, Moray Council

In 2003, Inveravon Primary had a roll of 33 pupils. In the same year, HMIe judged that the school was "very good" (the top rating) in 14 out of its 22 "performance indicators" and "good" in the remainder.

However, in 2004, Moray Council produced the School Estates Management Plan (SEMP) in which it proposed the closure of several schools, including Inveravon. In response to public criticism, the local authority withdrew the SEMP but instead pressed ahead with having a review of all schools operating at less than 60% capacity. Inveravon therefore remained under threat. The final stage of this review concluded that, in addition to its outstanding educational qualities, there was also:

- extensive community group use of the Inveravon school building already and proposals underway to increase this further;
- no alternative community facility nearby;
- a considerable number of rented properties waiting to be reoccupied as well as a number of pending applications for new family accommodation, which together presented a "distinct potential" of the roll rising and therefore pushing the school over into occupying a second classroom, thus "utilising any potentially 'spare' space".
- fitting in with this, the school was a "vitally important factor" in attracting new families into the area; and finally
- that travel times of up to 40 minutes had been calculated to the alternative school and that "significant geographical factors" could push this up further.

Only then did the local authority reverse its wish to close the school. While this was the correct decision, if a legislative presumption against closure had been in place in 2004, two years of uncertainty and campaigning work would have been avoided.

INFORMATION FROM: SCOTTISH RURAL SCHOOLS NETWORK

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Case study B: Showing how the public can lose confidence in the processes leading up to a closure and how village life can suffer as a result of it

Hutton Primary School, Berwickshire, Scottish Borders Council

Hutton Primary was closed in 2005 after a fight to retain it. The building was in need of improvement – a report by HMIe, the inspectorate, in October 1999 drew attention to accommodation and health and safety matters. However, as a result the school was placed third on the local authority's priority projects list and the required rebuild was scheduled for completion by 2005. Indeed, in 2002, the local authority met parents of the schoolchildren to outline the work and discuss plans for decanting pupils on a temporary basis the following February.

However, despite being told that the £334, 000 budgeted to improve their school was secure, within months Hutton parents were told that the work was to be put off while a PPP school-building bid was put together. Then, the community was told that the local authority had decided to close the school. It now said that even the "interim costs" of refurbishing the school were £450, 000.

The community argued that the existing building could be cost-effectively upgraded and that this was a more satisfactory approach than providing a new PPP school further away. It also said that the local authority's concern that the school site was overly restricted for modern provision was rendered redundant because the owner of the adjacent land had offered some of his land free of charge.

Since the closure of the school, the village children attend three separate schools (all over five miles away). As a result, the children do not mix socially in the way that they did before closure. Moreover, the cohesion of village life has been lost, with no school plays, fetes or sporting events at which the community gathers together. The school building, which had accommodated thousands of Hutton children over a century and a half, has been converted into a private house.

INFORMATION FROM: SCOTTISH RURAL SCHOOLS NETWORK

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Case Study C: Showing how capacity measurements and other financial calculations can be misleading

Channelkirk Primary School, Scottish Borders Council

Channelkirk Primary serves the families in and around the village of Oxton in Berwickshire. The nearest large settlement is 5 miles away in Lauder. In 2005, Scottish Borders Council proposed replacing Lauder Primary School with a new, larger building in order to meet the demand created by new housing developments. However, the local authority also sought to subsume the Channelkirk catchment into the new school. The 53 pupils would be bussed to Lauder.

In the lead up to the consultation on the closure of Channelkirk, the roll of the school fluctuated between 47 and 53 pupils as families. The capacity of the school was put at 75.

At a roll of 47, the school was 63% occupied. As soon as the roll fell below 50, one of the three teachers was redeployed elsewhere, so that 45 pupils in such a school would meet Audit Scotland's trigger of 60% occupancy and yet would have a teacher cost per pupil of £2000. Whereas, at 53 pupils the school was at 71% occupancy and "properly occupied" in Audit Scotland's eyes, yet it carried a teaching cost per pupil that is nearly £400 higher, at £2377[1]. Far from being more efficient, the school was actually less efficient immediately above the capacity threshold in terms of staffing costs. In terms of property costs, the Oxton Action Group argued that the saving in running only two classrooms rather than three was slight – the fabric of the empty classroom had to be maintained, if not heated and lit. This again shows just how uninformative an indicator capacity measurements can be. Furthermore, as has already been mentioned, capacity measurements take into account neither the recurrent costs of transporting children to an alternative school or the additional staffing and property costs put on that school when it takes in the displaced pupils (the 53 children would still need classrooms heated and cleaned, used water etc). It should also be noted that the property cost is generally only a small fraction of the staffing costs for even the most rural of schools, so should not be given as much emphasis as it apparently was at Channelkirk.

On the issue of transport costs, Channelkirk also provides a good example of a local authority allegedly electing to use less-than-ideal costing methods in order to sway elected councillors and the community behind its predisposition for closing the school. The authority used 2002 tender rates to work out the recurrent transport costs. Oxton Action Group campaigners produced more up-to-date quotes which it had obtained from local contractors, the lowest of which suggested that the recurrent cost was over £35 000 more pa than the local authority claimed.

INFORMATION FROM: SCOTTISH RURAL SCHOOLS NETWORK

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This document has been sent to the following organizations and individuals:

Local government
- The Heads of Education in every local authority in Scotland
- Convention of Scottish Local Authorities (COSLA)

Scottish Government public bodies
- Her Majesty's Inspectorate of Education (HMIe)
- Scottish Qualifications Authority
- Learning and Teaching Scotland

Independent statutory entities
- The General Teaching Council for Scotland
- Scotland's Commissioner for Children and Young People

Teachers' and parents' representative organizations
- The Educational Institute of Scotland (EIS)
- Scottish Secondary Teachers' Association (SSTA)
- Professional Association of Teachers Scotland
- The National Association of Schoolmasters/Union of Women Teachers (NAS/UWT)
- Association of Head Teachers & Deputes in Scotland (AHDS)
- Headteachers' Association of Scotland (HAS)
- Association of Directors of Education in Scotland
- Association of Scottish Catholic Primary Head Teachers (CHAPS)
- Catholic Headteachers' Association of Scotland (CHAS)
- Scottish Parent Teacher Council
- Scottish Parent Councils Association

Denominational schooling
- Scottish Catholic Education Service

Rural-interest organizations
- The Rural Community Gateway
- The Scottish Rural Property and Business Association
- The National Farmers' Union Scotland
- Scottish Countryside Alliance

Petitioners to the Scottish Parliament on rural school
- Alexander Longmuir, Scottish Rural Schools Network/Arbirlot Parents Group
- Christine Grahame, MSP
- Richard Lock, Midlothian Rural Schools Action Group

Equal opportunities organizations
- Children in Scotland
- Capability Scotland

Other
- Scottish Human Rights Centre
- Scottish Consumer Council

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Consultation Response

Consultation Document on the Rural Schools (Scotland) Bill prepared by Murdo Fraser MSP
April 2008

Children in Scotland welcomes the invitation to respond to this consultation document that proposes to introduce into Scottish law a presumption against the closure of rural schools.

Children in Scotland strongly supports the basic idea of keeping rural schools from being forced to cease operations for the wrong reasons and/or under the wrong circumstances. With certain substantive and procedural elements added to the eventual Bill addressing this topic, Children in Scotland would support such legislation.

In general, Children in Scotland is not in favour of making presumptions about the suitability and effectiveness of administrative decisions affecting schools, child health or children's services. Normally, it is good practice to replace presumptions about organisational choices with fair, well-informed, case-by-case analyses of the merits of the options and the evidence. Complex situations normally require bespoke solutions.

However, the issue of rural school closures in Scotland may be 'the exception that proves the rule'. For decades in Scotland, across the UK and in other OECD nations (especially the United States), there has been a *de facto* presumption in favour of rural school closures among education authorities and government agencies.[1] And, unlike numerous other policies, the historical presumption in favour of rural school closures actually has been implemented with unusual determination and 'success'.

There are 552 fewer schools in Scotland now than four decades ago.[2]

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[1] Jonathan P. Sher, *et al, Rural Education in Urbanized Nations: Issues and Innovations.* An OECD/CERI Report, Westview Press 1981. See also: Jonathan P. Sher, *et al, Education in Rural America: A Reassessment of Conventional Wisdom,* Westview Press, 1978

[2] http://www.scotland.gov.uk/Topics/Statistics/Browse/School-Education/PupilTeacherHistoric

In the 40 years from 1976 to 2006, the total number of publicly funded schools in Scotland has dropped by nearly 17% -- including 357 (15%) fewer primary schools, 83 (18%) fewer secondary schools and 112 (37%) fewer special schools. However, these numbers do not tell the whole story.

During the same period, the total number of *pupils* in Scotland's publicly funded schools has dropped far more precipitously than the number of *schools*. The vast majority of school closures since 1976 – especially at the primary school level -- have occurred in Scotland's rural areas.

Equally important, the presumption in favour of rural school closures has continued long after the evidence failed to document the benefits of this course of action. Rural school closures often were ill-advised, whether judged by the impacts upon the students involved or by the effects on the rural communities from which this public asset was removed. The main beneficiaries of these closures appear to be the education authorities, given that there were sometimes (narrowly-defined) cost savings.

Given the historical propensity (presumption) by local education and government leaders to view rural school closures as desirable, it may be necessary to impose a formal presumption against rural school closures for a period of time in order to 'level the playing field'. Children in Scotland would support a time-limited (perhaps 10 year) presumption against rural school closures as a needed corrective to the historical over-enthusiasm for such closures. This new measure appears to be politically achievable.

The intent should be to arrive at a time when rural school closures are not seen by education and government leaders (out of habit, professional socialisation or the primacy of narrowly-defined cost savings) as the easy or obvious option. Eventually, each potential rural school closure should be judged fairly on the basis of well-informed, case-by-case analyses of the merits of the options and the evidence. This is unlikely to happen today.

Complimentary presumptions are needed

Children in Scotland thinks a new law that only establishes a formal presumption against rural school closures would be insufficient. We suggest that the new presumption proposed in this Consultation Document be accompanied by three other formal presumptions, as follows:

***Presumption in favour of the paramount importance of the current
well-being and future life chances of the rural children and young
people affected.*** A holistic assessment of the likely impacts of a potential
rural school closure (and of a rural school preservation) upon the children
and young people involved should be accorded priority over financial,
community or other considerations.

Accordingly, it no longer should be sufficient to claim that *any* specific
percentage of space utilisation within school buildings for classroom
purposes is a legitimate reason to close a rural school. The Scottish 'new
community schools' initiative and other key education, health, lifelong
learning, children's services (e.g., GIRFEC) and early years policies all
support greater joined-up provision and integrated services – which could
and should include sharing the school building. The problem of excess
space for classroom purposes can be dealt with through the solution of
other services/groups using this space for legitimate public purposes.

***Presumption in favour of improving, as well as preserving, rural
schools.*** Too often, the 'battle' begins and ends with the decision about
closure. If a school is 'saved', then that result usually is deemed sufficient
and the status quo continues. Children in Scotland believes that both the
local community and the education authority should work toward, and invest
in, turning the *potential* benefits of rural schools into realities.

The rhetoric about the value and importance of rural schools' advantages
must become realities. For instance, rural schools are well-placed to: use
the community as a 'natural laboratory' for learning science; serve as the
'hub' or 'heart' of the community through place-based learning; employ
advanced technologies to bring learning resources *to* students; promote
intergenerational programmes and mentoring; integrate children's/health
services; and, promote healthy, outdoor learning, play and leisure
activities.[3] But, being well-placed is not enough. Potential advantages of

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[3] See: *Northern Lights: Building Better Childhoods in Norway.* Children in Scotland 2007; John
Shelton, *Consequential Learning: A Better Approach to Public Schools.* New South Books, 2005;
A Sense of Time, A Sense of Place: Meeting the Needs of the Whole Child in Small Communities.
Children in Scotland 2005; and, *Arts for All?: Developing Cultural Entitlements for Young
Children in Rural Scotland.* Children in Scotland 2007

rural schools must become actual advantages that benefit students through new investments of financial and human resources.

Presumption in favour of <u>meaningful</u> consultations about rural schools with children and young people, as well as with their mothers/fathers/carers. Under Article 12 of the *UN Convention on the Rights of the Children*, all children have the right to be heard and heeded on decisions significantly affecting their lives and life chances. Decisions about rural school closures and about rural school improvements are obvious examples of matters of importance to the children and young people served by these schools.

And yet, their voices rarely are heard in debates about the future of a particular rural school. <u>Meaningful</u> consultation processes with students and their parents (unlike superficial, bureaucratic 'tick box' exercises) are neither quick not cheap. Done properly, however, they usually provide valuable insights -- as well as breeding commitment, rather than cynicism.[4]

The three additional presumptions outlined above would add 'meat to the bones' of the proposed new presumption against rural school closures. Children in Scotland hopes that all three will be incorporated into any Bill on this topic. Doing so is likely to have positive results for children, young people and rural communities throughout Scotland. It also will bring Scotland into line with a growing thread within rural development policies and funding at the European level.[5]

For further information please contact Jonathan Sher, Director of Research, Policy and Practice Development, at jsher@childreninscotland.org.uk

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[4] For an example of established best practice in consulting with rural students, see: *Access All Areas*. Children in Scotland 2007

[5] *A Charter for Rural Communities: The final report of the Carnegie Commission for Rural Community Development*. Carnegie UK Trust 2007; Bronwen Cohen, *Childcare Services for Rural Families: Improving Provision in the European Union*. European Commission Network on Childcare, European Commission. Brussels 1995; and, Bronwen Cohen, *The Structural Funds of the European Community and Childcare with special reference to rural regions* European Commission Network for Childcare. Brussels 1992

Children in Scotland is Scotland's national agency for organisations and professionals working with and for children, young people and their families. It exists to identify and promote the interests of children and their families and to ensure that policies, services and other provisions are of the highest possible quality and are able to meet the needs of a diverse society. Children in Scotland represents over 450 members, including all major voluntary, statutory and private children's agencies, professional organisations, as well as many other smaller community groups and children's services. It is linked with similar agencies in other parts of the UK and the European Union.

The work of Children in Scotland encompasses extensive information, policy, research and practice development programmes. The agency works closely with MSPs, the Scottish Executive, local authorities and practitioners. It services a number of groups such as: the Cross Party Parliamentary Group on Children and Young People; the National Children's Voluntary Forum; the National Early Years Forum, the Rural Advisory Group and the Additional Support Needs Network. Children in Scotland hosts Enquire, the national advice service for additional support for learning.

safeguarding our rural schools and improving school consultation procedures

proposals for changes to legislation

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ministerial foreword

The Scottish Government believes that in order to create a wealthier and fairer nation all our communities should be strong, safe and flourishing. This belief goes hand in hand with a recognition that different communities have different priorities and needs and face different challenges. As a nation we particularly value our rural communities and the rural way of life. To ensure these remain viable and sustainable, we acknowledge that they need to be supported. Accessibility to local services is vital for all communities but especially so for small, fragile rural communities.

The principal purpose of a school is to educate and support children and young people in order that they may achieve their full potential. We know, just as parents know, that there can be real educational and social benefits to pupils from delivering quality education through small rural schools located in the communities in which they live. Scotland's own achievements here, notwithstanding the challenges, are recognised in a recent OECD Rural Policy Review.[1] We therefore propose to enact legislation to introduce a presumption against the closure of rural schools – not to prevent any or all such closures in future, but to seek to ensure that a closure decision is only taken as a last resort and not until all the alternatives have been explored and the potential impact on the community fully considered. Recognising that consideration of school closures can generate more controversy than almost any other local authority decision, our proposals seek to balance the legitimate wishes and concerns of rural communities and parents with the responsibilities of councils for the delivery of public services.

We also want to improve the way in which all school closures are handled. Some of the present regulations are long overdue for review. Our objective is to establish a new framework for consultation and decision-taking which reflects people's expectations today and which sets out more clearly the roles of both the local authorities and of the parents and communities consulted. We want to put in place a more open, transparent process that is easier to understand. Such a framework should encourage and deliver greater consistency of good practice. Our proposals accord with the fundamental principles and objectives of the new Concordat between the Scottish Government and COSLA and the local authorities, that local decisions should be made at local level by those with knowledge of all the immediate circumstances, wishes, concerns and views.

This consultation paper sets out a series of proposals for change to the current legislation and regulations. I would very much encourage you to respond and let us have your reactions and views.

Fiona Hyslop MSP
Cabinet Secretary for Education and Lifelong Learning

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1 OECD "Rural Policy Reviews: Scotland, UK – Assessment and Recommendations", available on-line at www.scotland.gov.uk.

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section 1:

the context of school closures

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section 1: the context of school closures

The Government's strategic objectives

1. The Scottish Government's principal purpose is to create a more successful Scotland with opportunities for all to flourish, through increasing sustainable economic growth. To deliver that, the Scottish Government has identified five overarching strategic objectives – to make Scotland smarter, safer and stronger, wealthier and fairer, greener, and healthier. These objectives should be the focus of government and public services both nationally and locally.

2. Our commitment to tighten the regulations relating to the closure of all schools and thereby focus on the availability and accessibility of educational services for both children and 'lifelong learners', not only supports our objective of achieving a Smarter Scotland, but also each of the Government's other strategic objectives.

3. The presence of a school in its midst can be important in helping a local community to thrive, and particularly in rural areas, to be more viable and resilient. A rural school is often the 'hub' for such communities and their activities. Our proposals recognise this reality and will help to create safer and stronger communities across Scotland.

4. Local access to educational opportunities plays an important role in creating a wealthier and fairer Scotland, particularly in remote and rural communities where the range of opportunities available locally may already be less than those available in urban areas. Creating a legislative presumption against the closure of rural schools is intended to help redress some of that 'imbalance'. Equality of educational opportunity irrespective of location is also vital to encouraging wealth generation and to enabling people to share in the benefits of that. In tightening the regulations for all school closures, we also intend to establish a consultation process which is fairer and which is perceived to be so.

5. Maintaining rural schools also supports, in several ways, our endeavours to minimise environmental impact and increase active travel as part of our healthier and greener agenda. For example, from a health and fitness perspective the school's grounds may be used by the community for sport and recreation purposes, and the buildings and facilities for the integrated local delivery of some health and wellbeing services and classes. Whereas travel patterns to a local rural school may well involve walking and cycling, travel by vehicle may be unavoidable to a more distant school outwith the local community. A heightened focus by authorities on assessing all aspects of the environmental and carbon impact and the sustainability of their proposals, will also be appropriate.

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What is wrong with the way school closures are currently handled?

6. The current legislative framework governing how local authorities must handle school closure proposals is set out in both primary and secondary legislation. **Annexes c** and **d** refer to or set out the relevant parts of primary legislation and the Regulations, plus associated Government circulars and guidance. The legislation has been amended and added to over the years, in some cases in response to very specific events or cases. The result is a patchwork of rules and regulations, the oldest of which date back more than 25 years, which focus in great detail on some parts of the process yet ignore others. The whole is thought by some to be difficult to understand and no longer fit for purpose.

7. School closure proposals often cause a great deal of uncertainty and anxiety locally and arouse very strong feelings. The current rules and regulations leave many parents and local communities with no clear understanding of their rights and how the system operates. Parents often say that they have little trust or confidence in the system. Many have concerns that their voices will not be heard or taken account of, or that their concerns and questions will not be addressed or answered. The current process does not require any explanation to be given of whether or how their views have been considered and taken into account.

What principles should underpin proposals for change?

8. Our objective is to establish a new system that is:

- more coherent and easier to understand;
- fairer and more workable;
- more open and transparent; and
- above all, one in which the public has more trust and confidence.

9. Any endeavour to devise such a system stands a greater chance of success if the task is approached as a whole rather than piecemeal or by tinkering at the edges. Hence our commitment to reviewing and improving the way in which all school closures, not just rural ones, are handled.

10. A system which is regarded as fairer will be one in which all the parties feel that their views have been taken seriously and given consideration and responded to. It will not be one in which the parents and the community effectively have a right of veto over the Council, nor one in which the Council can proceed to a decision without taking full account of the views of the parents and community. A fair system is one in which the consultation process is a genuine one, where the final Council decision takes account of the views expressed and the unique circumstances of each case. It will be one where closure proposals can be and are withdrawn, modified or proceeded with, in light of the views expressed during consultations.

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11. It is not the case that no schools will ever close. Circumstances change. Patterns of supply inevitably have to adjust to changing patterns of demand. In fairness to Councils the system and process must recognise their various legal obligations and duties. For example authorities are required to:

- provide adequate and efficient education in their area;
- provide sufficient school accommodation;
- educate pupils in accordance with the wishes of their parents, but avoiding unreasonable expenditure; and
- provide services that meet best value criteria.

In fulfilling these duties the authority must also recognise the entitlement of every child and young person to a quality of education which must take primacy over other considerations. The current Scottish Government guidance stresses that the 'educational case' for change is always key; that the quality of education provided to pupils should be the overarching consideration. This is linked directly to the duty of local authorities to strive to improve the quality of school education provided and to raise standards.

12. It is these considerations which require authorities often to have to take into account wider factors which will perhaps be of little interest to the parents in the community directly affected by the proposal, such as the need to manage the school estate as efficiently and effectively as possible. For example, excessive numbers of surplus places tie up resources unproductively, resources which are then unavailable for use in raising standards and quality of education for all pupils. This means that authorities must look to reduce excessive numbers of surplus places in schools that are significantly under-occupied, but there may well be other ways of doing that short of proposing closure. The Government notes the statement by the Chair of the Accounts Commission in a letter of January 2007 to the Convener of the Scottish Parliament's Education Committee that "…at no time has the Accounts Commission or Audit Scotland said that occupancy levels alone should determine what councils do [in relation to a school's future] or that an occupancy level of below 60% should automatically trigger a school's closure…"[2]

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2 The letter is available on the Scottish Parliament website. Please see page 7 of the Education Committee's papers for its meeting of 27 February 2007, on-line at
http://www.scottish.parliament.uk/business/committees/education/papers-07/edp07-06.pdf

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13. A more open and transparent system will be one in which the consultations are well informed by a clear explanation of why the Council has reached the decision to propose closure and in which the background information supporting that decision is set out. It is important then that the conduct of the consultations is and is seen to be meaningful, involving a real engagement with those whose views are being sought. In proposing a school closure a Council will have long deliberated over whether to proceed to consultation. However, it is important that the Council is seen to be open to new ideas, suggestions and proposals emerging from the consultations, and that the final decision which the Council takes is not a foregone conclusion.

14. Clear, new regulations setting out a more robust and rigorous process for the way in which each consultation must be conducted, should help to assist both authorities and consultees and result in a system which commands a greater degree of public trust and confidence than is the case at present.

Why the focus on rural schools and communities?

15. Around one million of Scotland's 5.1 million people live in rural areas; and that proportion is growing. Between 2001 and 2006 Scotland's population rose by 1%. However, the population rise in what are classified as remote rural areas was 4%, and in accessible rural areas (the rural areas nearest to towns) the rise was 6.3%. In the urban areas the increase was only 0.1%. So rural areas are gaining rather than losing population, but that masks the fact that young adults are leaving rural areas at a disproportionate rate, leaving behind an increasingly ageing population. From 1996 to 2006 accessible rural areas saw the smallest decline in pupil numbers, with school rolls falling by only 0.5%, compared to an 8% fall in Scotland as a whole. However this 0.5% fall results from a 3.7% reduction in primary school rolls but a 6.5% increase in secondary rolls. On the other hand, a sustained increased in the rate of immigration to these areas in the future could significantly affect these trends.

16. While many rural areas have made good progress in regeneration and halting or reversing population decline, there is clearly more that could and needs to be done. Maintaining the provision of accessible school and nursery education in some small, rural communities can make a significant contribution to regeneration efforts and to the long-term sustainability of the local community. New families can be attracted to the area while those already there may be more likely to stay. Conversely, the closure of rural schools can make an area less attractive to the young families who are often the lifeblood of rural communities.

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17. A recently published report by the Rural Development Council in Northern Ireland, entitled *Striking the Balance*,[3] underlines the importance of ensuring proper recognition of the potential of policy to impact very differently on rural as against urban areas. Recognising the differential impact of school closures is a good start. It is this which underpins the Scottish Government's commitment to changing the approach to rural school closures.

18. The focus on rural school closures is rooted in an acknowledgment of the importance of accessibility of services to the sustainability of populations and communities in remote and rural areas. In towns and cities the issue of accessibility of school provision is not so critical because the distances involved are less and the availability of public transport and other infrastructure is greater. If the population falls in an urban area and authorities need to consider some rationalisation and school closures, this rarely results in pupils having to travel to a neighbouring town to attend school. The resulting changes in home to school travel patterns will often be of only a mile or so. Urban areas, by virtue of their size, also host a greater range of services available both to those living within a town and in its hinterland. The direct contribution of schools to the viability of such communities, within that wider range of services, is therefore also obviously less.

19. In rural areas the situation can be very different. 54 or 40% of the 136[4] school closures in Scotland since 1999 have been in rural areas. Closure of a rural school often means that children have to travel outwith their local community to the next available school, while at the same time the community can lose the use of the school buildings, grounds, and facilities. Moreover, there is a lesser range of services available in rural areas than in urban areas. In some communities where there is no longer a shop or post office, the school may be one of very few services still left within the community, functioning both as a "children's centre" and as a focal point for community activities. Closure could have implications for the future sustainability of the whole community, far beyond the issue of the provision of education. Its loss would certainly be likely to have a proportionately greater impact than would be the case in an urban area.

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3   Available on-line at http://www.rdc.org.uk/rdc/. Alternatively, a free copy of the report can be ordered from the Rural Development Council by email (info@rdc.org.uk) or telephone 028 867 66980.

4   This figure does not include site changes, mergers or special school figures (the latter can be difficult to categorise as they often include examples where a special unit administratively becomes part of a mainstream school, without any change in provision). If all of these categories were included, the total would be 219 of which 65 would be rural.

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20. In addition, we are aware of the fragile condition of the Gaelic language and the vital role which rural schools can play in ensuring that Gaelic remains a feature of certain communities where it has traditionally been spoken. In the event of the closure of a school with Gaelic medium education, arrangements may well be made for the pupils to receive Gaelic medium education provision at another school. However, in the same way that the loss of a rural school can have an adverse affect on a rural community, the loss of Gaelic provision locally may also affect the use, confidence and profile of Gaelic in a community.

The term 'school'

21. Throughout this consultation paper the term 'school' is used, and includes all local authority primary, secondary and special schools. However it is intended that proposals set out in this paper would also apply to the proposed closure of stand alone local authority nursery schools; of nursery, primary or secondary departments or special units within schools; and of individual year groups within schools. The word 'school' is used as an umbrella term and should be taken to include all these categories of situation.

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section 2:

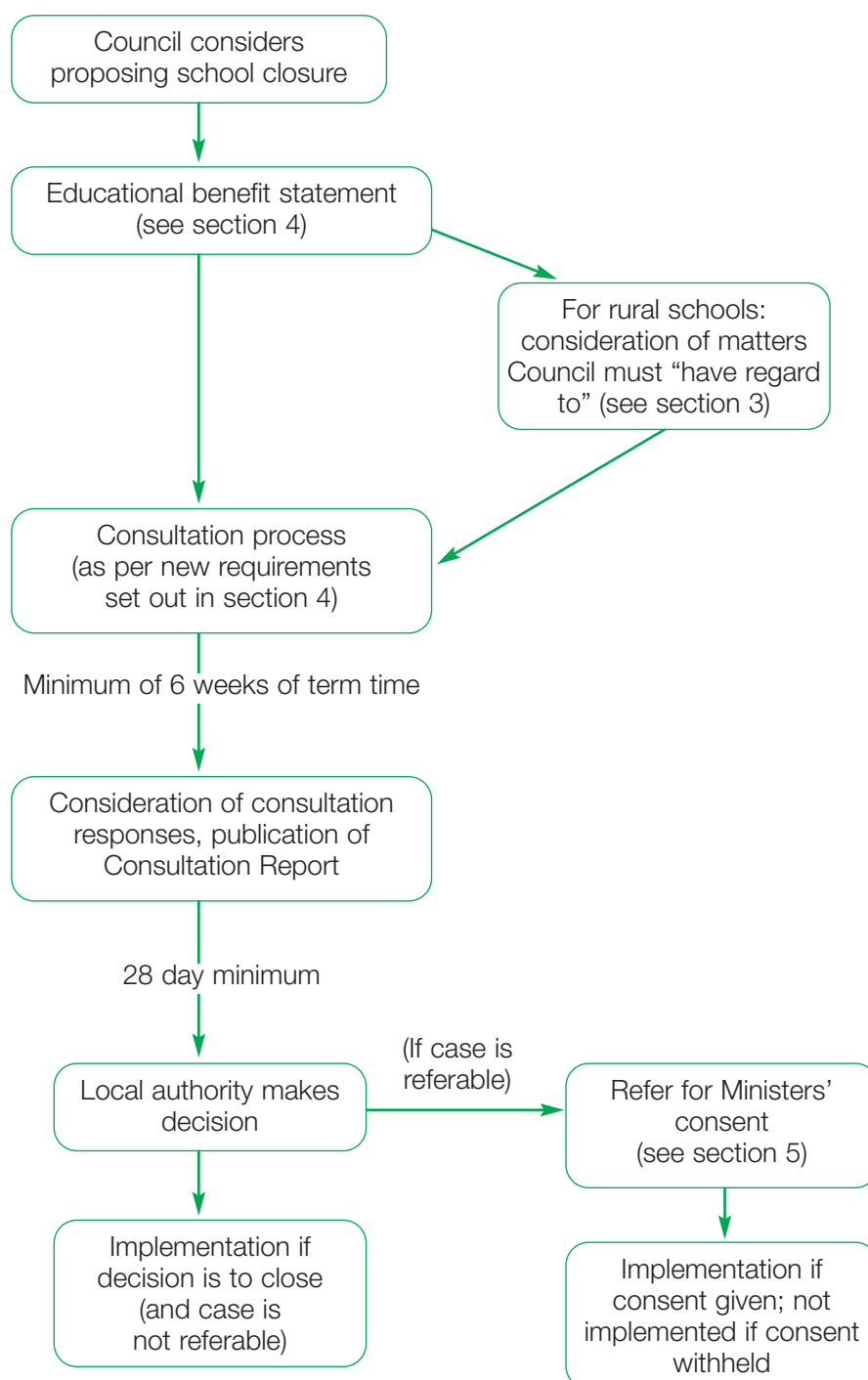flowchart setting out proposed school closure handling system

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section 2: flowchart setting out proposed school closure handling system

22. The flowchart sets out how the system for handling school closure proposals would operate if the proposals set out in this consultation paper were implemented.

```
Council considers
proposing school closure
          │
          ▼
Educational benefit statement ──────► For rural schools:
(see section 4)                       consideration of matters
          │                           Council must "have regard
          │                           to" (see section 3)
          │                                   │
          ▼                                   ▼
Consultation process ◄─────────────────────────
(as per new requirements
set out in section 4)

Minimum of 6 weeks of term time
          │
          ▼
Consideration of consultation
responses, publication of
Consultation Report

28 day minimum
          │
          ▼
                    (If case is
                    referable)
Local authority makes ──────────► Refer for Ministers'
decision                          consent
          │                       (see section 5)
          │                               │
          ▼                               ▼
Implementation if            Implementation if
decision is to close         consent given; not
(and case is                 implemented if consent
not referable)               withheld
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section 3:

proposals for handling rural school closures

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section 3: proposals for handling rural school closures

What do we mean by a "legislative presumption"?

23. It needs to be clear from the outset that a legislative presumption against rural school closures is not the same as a prohibition on rural closures. Perhaps a fuller description of the Government's intention is to achieve a situation in which a decision to close a rural school would always be a decision of last resort; one which would not be taken until all possible alternatives have been explored and all the likely adverse implications have been identified and actions planned to minimise their impact. The importance of considering the future of a school alongside and in the context of rural development planning and policies cannot be over-emphasised. The future of a rural school is bound up with the plans and prospects for the communities and area which it serves. We want therefore to ensure that authorities do everything they can to keep a rural school open before deciding to consult on proposed closure. Looking at all the possible alternatives must be a two-stage process. The authority itself should do this before it even reaches a decision to consult on a proposal to close, and it must also consider any further options or suggestions that emerge during a genuine consultation process.

24. Simply stating in legislation "there shall be a presumption against" anything is problematic as it can be widely interpreted, or misinterpreted, leaving a great deal to be clarified by the courts. Rather, we propose establishing a robust process of consideration and decision-making which achieves the same effect. By setting out in legislation matters to which authorities must have prior regard, a presumption is not created that no rural school will ever close but that none will close unless and until those matters have been fully taken into account.

25. Such an approach is already precedented. In England guidance on school closures states that: "In considering statutory proposals to close a rural school, the Decision Maker should have regard to the need to preserve access to a local school for rural communities. There is therefore a presumption against closure of rural schools. This does not mean that a rural school should never close, but the case for closure should be strong and the proposals clearly in the best interests of educational provision in the area".[5] In addition recent legislation was passed in England that set out four matters to which local authorities must, in law, have regard when considering proposals for rural primary school closures.[6]

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5 "Closing a Maintained Mainstream School: A Guide for Local Authorities and Governing Bodies", available on line at www.dfes.gov.uk/schoolorg/guidance.cfm?id=3

6 The matters are set out in Section 29 of the School Standards and Framework Act 1998, as amended by section 70 of the Education Act 2005 (which came into force in September 2006).

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26. In Wales there is no presumption against rural closures either in legislation or guidance but the latter states that the Welsh Assembly Government is concerned to ensure access to reasonably local schools. Guidance also makes clear that in rural cases particular consideration will be given to the educational challenges faced by small schools, the home to school transport implications and the overall effect of closure on the community. The guidance states "This does not mean that rural schools should always remain open but the case for closure has to be robust and the proposals must be in the best interests of educational provision in the area".[7]

27. In clarifying what is meant by closure, the Government is of the view that the new process should apply where what is proposed is permanent discontinuance of the provision of education at a school which pupils currently attend. Where an authority chooses for instance to 'mothball' a school whose roll has fallen to zero, that is a matter of management of its estate. If the authority subsequently decides to close the school permanently then the provisions proposed in this consultation paper would apply.

Matters to which authorities must 'have regard' when considering a rural closure

28. We propose introducing a new provision in primary legislation that would require an authority to consider specific matters prior to reaching a decision to propose and consult on a rural school closure.

29. It is important to strike a careful balance when considering which matters might appropriately be referred to explicitly in such a legislative provision – both in terms of the way such matters are defined and in the length of the list. The list need not and should not attempt to be exhaustive. The longer it is the more it will be seen as, or even interpreted in the future as being, an attempt to be exhaustive. It needs to be recognised that there will be many matters which an authority will naturally take into account as a matter of course. It is not necessary for the law to oblige them to do so. For example, wider strategic, operational and financial considerations will bear on an authority's consideration, as of course will future population and school roll projections for the area.

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7 Paragraph 1.11 of "School Organisation Proposals" National Assembly for Wales Circular No. 23/02, available on-line at http://new.wales.gov.uk/publications/circular/circulars2002/NAFWC232002?lang=en

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30. It is also important not to be overly specific in framing the matters to which authorities must have regard. Too prescriptive or lengthy a description in the legislation tends to have the unintended consequence of excluding aspects of the matters which are not specifically mentioned, whereas a broad generic description catches all aspects. So we propose setting out in broad and simple terms the matters to which an authority must have prior regard, in other words to which it must have given explicit consideration before it reaches the decision to propose and consult on closure of a rural school. We do not intend to specify how authorities should go about having regard to the matters set out. That is for them to decide. They are ultimately responsible for their decisions and it will be for them to demonstrate to their communities how they have indeed had regard to these matters.

31. Turning then to the substance, the Government proposes that the legislation should specify four matters to which authorities must have regard when considering proposing the closure of a rural school. These are set out below, with reasons.

- **Alternatives to the closure of the school**

32. The intention is to ensure that the decision to propose and consult on closure is a decision of last resort, taken only after all alternatives to closure have been thoroughly considered – this could include actions to explore community regeneration, improve the school's viability (how education is delivered, the school roll etc) or to maximise use of the premises and facilities by expanding community use or other educational use (e.g. by adult learners, nursery provision etc). A requirement to have regard to alternatives to closure, and to set out the alternatives considered prior to reaching the decision to propose and consult on closure, will oblige authorities to indicate how the closure proposal originated and what other options were considered along the way.

- **Likely overall impact of the school's closure on the communities which it serves**

33. The read across here to rural development plans and policies is critical – both those of the authority and of other agencies. Authorities would in effect be required to carry out a 'community impact assessment' focusing on the likely impact of the school's closure on the future sustainability and viability of the community in which the school is located and the wider area it serves. For instance closure may lead to families moving out of an area, which in turn could affect the viability of other services within the community (whether or not delivered through the school) and of community groups and activities more widely. Closure of Gaelic-medium provision may have a particular impact in a Gaelic speaking area. Authorities should look holistically at the implications of the proposed closure, balancing potential resource savings (time, effort, services, as well as financial) against additional time, effort, services and funds which could be required to support that community's future and viability, were the school to close.

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- **The likely impact of closure specifically on the community's subsequent use of the school's buildings, facilities and grounds**

34. Authorities would be required to consider the impact of possible options for the disposal and/or future use of the school's buildings, facilities and grounds. In particular the authority would need to examine the extent to which the community uses the school now and whether such use would or could continue after closure. As with each of these 'have regard' matters, there is a significant element of prediction and intent which has to form part of the consideration. The authority, even as owner of the school buildings, does not have total control over their future. For example the Land Reform (Scotland) Act 2003 sets out a 'community right to buy', which could be exercised in the event of a rural school closure.

- **The likely impact that new travel to school patterns and arrangements would have on pupils and other school users and on the environment**

35. Here the focus is on looking ahead at the likely changed patterns and modes of transport from home to the alternative school, both for pupils and staff, or to alternative premises providing community facilities, for other community users. There could be consequences for pupils' access to out-of-school activities both before and after the 'normal school day'. As well as accessibility and convenience, there may be potential health implications for pupils as a result of the lost opportunity for them to walk or cycle to school. Moreover, it would also be appropriate to consider any impact of changed travel patterns and modes of transport on both the environment (such as carbon emissions and impact) and on the wider local community (such as road safety issues and public transport requirements and patterns).

A rural schools fund

36. There have been various suggestions for the creation of a 'rural schools fund'.[8] The Government does not consider it appropriate to support the creation of a fund to which schools or the community could apply directly, in order to subsidise the running costs of, or capital works to, a local authority school. That would cut right across the way in which education is funded and delivered in Scotland, and across authorities' statutory responsibilities to maintain school buildings and to provide school education.

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8 Most recently in the "Consultation Document on the Rural Schools (Scotland) Bill", issued by Murdo Fraser MSP on 21 January 2008.

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37. Even were a fund to be accessed by authorities directly, the Government would not be disposed to support its establishment. Firstly it would seem to send a signal that the issue of rural schools is principally about funding. We recognise that authorities take all school closures seriously and give them very careful consideration, but it can never simply be a cost-saving exercise; there are always more factors to consider than just the financial one. There is no denying that delivering education (and many other) services in an authority's more rural and remote areas costs more on average than in urban areas – the costs involved in the delivery of services are by no means uniform across an authority's area. Equally, it is a fundamental responsibility of any authority to take account of this and deploy its resources in a way that delivers services appropriately across a diverse area.

38. Secondly the creation of a new 'specific grant' would also go against the principles of the new funding agreement and arrangements which have been agreed between the Government and COSLA in the Concordat and the associated local government settlement. The Government, respecting authorities' rights to decide how best to meet communities' needs by deploying resources, is removing many of the constraints and inflexibilities of current funding arrangements and looking to authorities to manage their budgets and their delivery and funding of services around a small number of high level strategic outcomes and indicators. Authorities in future will therefore have greater autonomy and accountability for directing resources to meet particular needs in their areas. Lastly, there would also be a risk that the existence of such a fund could create an unintended and perverse incentive to propose rural schools for closure, just in order to access the fund.

Definition of "rural schools"

39. The proposals set out in this section of the paper would apply solely in cases of proposed closure of rural schools. There is a need therefore to define "rural schools". Two approaches to the question of definition have been considered. The first would be to construct a list of schools based on some school-specific 'rural' features or criteria. That though could result in much argument both over the criteria and over their interpretation in each local case, in other words whether a particular school should or should not appear on the list.

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40. The second approach would be to define rural areas in a more generic way, so that any schools within those areas would automatically be designated rural for the purposes of these proposals. The clearer and more transparent and indeed 'independent' a definition of rural areas that can be devised or used, the more we think the results would be likely to command respect and provoke least argument around the detail. There is a set of definitions of the various rural and non-rural areas of Scotland which is easily understood and well established, in the form of the Government's own Urban/Rural Classification, which would serve the purpose well. It was created to develop understanding of the issues facing urban, rural and remote Scotland, and is now used for a variety of purposes, particularly when presenting statistics and information, and is set out below.

Scottish Government Urban/Rural Classification	
Large Urban Areas	Settlements of over 125,000 people.
Other Urban Areas	Settlements of 10,000 to 125,000 people.
Accessible Small Towns	Settlements of between 3,000 and 10,000 people and within 30 minutes drive of a settlement of 10,000 or more.
Remote Small Towns	Settlements of between 3,000 and 10,000 people and with a drive time of between 30 and 60 minutes to a settlement of 10,000 or more.
Very Remote Small Towns	Settlements of between 3,000 and 10,000 people and with a drive time of over 60 minutes to a settlement of 10,000 or more.
Accessible Rural	Settlements of fewer than 3,000 people and within 30 minutes drive of a settlement of 10,000 or more.
Remote Rural	Settlements of fewer than 3,000 people and with a drive time of between 30 and 60 minutes to a settlement of 10,000 or more.
Very Remote Rural	Settlements of fewer than 3,000 people and with a drive time of over 60 minutes to a settlement of 10,000 or more.

41. We therefore propose that "rural schools" should be defined as those located within the areas covered by the three "rural" categories in the classification above. This would mean that schools in settlements of under 3,000 people would be classified as "rural schools". It is a straightforward and easy to understand system and as it is updated every couple of years it is also dynamic and responsive to changes in population. In numerical terms there would be approximately 1,000 "rural schools" of which around 900 would be primary, 90 secondary and 10 special. This would mean 41% of primary schools, and 23% of all secondary schools, would be "rural schools". The map at **annex e** shows the three categories of rural area that would be included in the classification.

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42. Population growth in rural areas could lead in the future to a very small number of schools changing from "rural" to "non-rural", but an expanding population is much more likely to require additional school places rather than fewer. If a decreasing population resulted in a settlement falling into one of the classification's rural areas, and an authority proposed the closure of a local school, the additional provisions relating to "rural schools" would then apply. We propose that the Scottish Government should generate a list using these categories, which would be held administratively, available for reference and updated by the Government as required.

Consultation Questions

Q1. Do you support the proposal to require local authorities to have regard to certain matters before they can proceed to consultation on the closure of a rural school?

Q2. Do you agree with the four matters we propose requiring that authorities should have regard to before proposing a rural school closure? These are:

- **alternatives to the closure of the school**
- **likely overall impact of the school's closure on the communities which it serves**
- **likely impact of closure specifically on the community's subsequent use of the school's building facilities and grounds**
- **likely impact that new travel to school patterns and arrangements would have on pupils and other school users and the environment.**

Q3. Do you agree that it is not appropriate to set up a rural schools fund?

Q4. Do you agree with the proposed definition of "rural schools"?

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section 4:
proposals for handling all school closures and consultations

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section 4: proposals for handling all school closures and consultations

43. This consultation paper and the proposals contained in it address only the formal stages of the consideration and consultation process, in other words once a Council has taken a decision to propose a school closure. This stage of the process is often described as the "statutory consultation phase" and is addressed in detail in this section of the paper. It is recognised though that many authorities, in considering possible long term strategies in relation to the provision of any of the public services for which they are responsible, including education, may in various ways seek to sound out public opinion on possible future options or directions or policies. It is very important that authorities are not constrained from carrying out such informal soundings and consultations as they see fit. The important proviso is that when informal consultations bear on possible future changes to the school estate, including possible school closures, the Council makes absolutely clear to the public that these are indeed just informal soundings, to be distinguished from, and not confused with, the statutory consultation processes which must be gone through once a Council decides to propose a school closure.

Formal, statutory consultations

44. As well as a commitment to introducing a legislative presumption against the closure of rural schools, the Government has also made clear its intention to tighten the regulations relating to the closure of **all** schools, urban and rural. Section 1 of this consultation paper set out some of the principles which underpin the Government's consideration of these issues and which have guided the thinking behind the suite of proposals offered in this paper for comment. Section 3 of the paper included a proposal that would place a new obligation on authorities considering a rural school closure to consider certain matters which are of special relevance to schools in a rural context. That obligation would be in addition to the measures set out in this section, which it is proposed should apply to all school closures.

45. The framework for the conduct of consultations on all school closure proposals is set out in the Education (Publication and Consultation Etc.) (Scotland) Regulations 1981. They have been amended several times, most recently in 2007 to reflect the creation of Parent Councils. The regulations set out in some detail for instance who has to be consulted, where representations should be sent and/or the details of a public meeting at which authority representatives will be present, and so on.

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46. Today's expectations of what a robust, thorough, fair and open consultation process should look like, exceed those of 25 years' ago. The Government's additional guidance on the handling of school closures that was reissued in October 2007 focuses on the importance of consultations, on the need for a fuller process than the minimum required to comply with the regulations. The guidance also suggests that authorities should be prepared to articulate and explain the grounds for proposing any school's closure, including setting out the wider and longer term considerations which an authority has to take into account. It emphasises the need for Councils to listen to what is being said by people and in local communities, and ultimately to account to its citizens for its decisions.

47. The Government acknowledges that the additional guidance, originally issued in 2004, has brought about some improvement in the way consultations are conducted, but remains concerned that the current regulations, together with the guidance, still do not guarantee consistently good practice. While in many cases authorities go well beyond the requirements set out in the regulations and issue consultation papers setting out the clear and accurate information, background, explanation and analysis of the salient facts and factors necessary to inform consultees, it is still important that standards are brought up to those of the best. There is also evident dissatisfaction among many who respond to consultations about the fact that there may be no subsequent explanation of whether and how the points they have raised have been considered by the Council in reaching its final decision on whether or not to close the school.

48. All of this suggests that the regulations are in need of updating to reflect today's more open and participative approach to public consultation processes. Proposals to improve the regulations governing the way all school closure proposals are consulted on are set out in this section of the paper. Before turning to the detail of that, there is though a more fundamental issue and principle, which needs to be addressed.

An "educational benefit statement"

49. Education authorities have a whole series of duties which they must fulfil in providing education. Two of the most fundamental are the endeavour to secure improvement in the quality of school education provided and to raise the standards of such education.[9]

50. These statutory duties, placing such emphasis on continuous improvement, suggest to the Government that when it comes to considering the possibility of closing any school or making other changes which require consultation, it is important that it should be clear to parents and other consultees what overall educational benefit the local authority believes will result from its proposal.

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9   Section 3(2) of the Standards in Scotland's Schools etc Act 2000 sets out authorities' responsibilities to endeavour to secure improvement in the quality of education in their schools, and exercise their functions with a view to raising standards of education.

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51. We therefore propose that authorities should be required to publish an educational benefit statement. This would set out clearly the educational benefit the local authority believe will result from its proposal. This statement would cover the impact on pupils at, and other users of, the school proposed for closure, and/or for any other pupils directly affected, or pupils elsewhere.

52. We do not propose to set out prescriptively in legislation how the statement should be framed beyond that it should articulate what the benefits would be and for whom, and how any disruption or disbenefits would be minimised or countered. It would be for the authority to decide how to set out the statement, which could well look different in a rural case than an urban one. For instance, increased travelling may well be significantly offset by much improved school facilities or curriculum opportunities. In an urban case the proposals may be to transfer pupils to an equally good alternative school, but where the overall benefits accrue from using resources more effectively (better matching supply of school places to demand), to the benefit of a far wider set of pupils than are directly affected.

53. In the statement it would of course be appropriate for an authority to set out its views as to the educational disadvantages of the status quo – that may have to do with the situation and circumstances of the school, even the extent of the community's and parents' support for it. An authority would also set against the current situation the envisaged educational benefit of the proposed changes, including factoring in any intentions for investment in the receiving school, if the closure proposal were to go ahead. The educational benefit statement should set out the benefits for each of the options consulted on.

Proposals to update and improve the consultation regulations

54. In framing these proposals the Government has been mindful of the need to address the wide range of different circumstances which must be catered for if a consultation process is to be established that will be appropriate for the various circumstances of all schools – be they rural or urban, denominational or non-denominational, primary, secondary or special. The principles set out in Section 1 of the paper and in the introductory paragraphs of this section are also relevant to the proposals that follow.

55. The following proposals are set out in roughly 'chronological' order as they would transpire during a consultation process.

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A consultation paper shall be published, containing certain specified information

56. The current regulations do not require authorities to publish a consultation paper although it is now normal practice to do so. At the moment all that is required is notification to parents of a proposal, which must include a statement outlining the proposal or the part that (in the authority's opinion) affects that parent.

57. We propose therefore to require authorities to publish a consultation paper, in which certain specified information should be set out. This would include:

- the educational benefit statement;
- the context (e.g. statutory, strategic, policy etc) of the decision to consult on the proposal, or proposals if various options are being offered for comment;
- data (facts, assumptions, analysis etc) supporting the proposal(s);
- outline details of the proposal(s) and any options being consulted on, with an indication of where full details may be accessed;
- setting out all the factors, educational, environmental and other, which the Council considers relevant to the proposal(s);
- and also, for all rural closure proposals, how the authority has 'had regard' to the 4 specified matters.

58. The paper would require to be published and available in languages and formats so as be accessible to all elements of the parent body at the school(s) affected and to ensure that everyone's voice can be heard.

59. Concerns have been expressed that there is currently no mechanism for addressing possible inaccuracies within consultation papers. We understand these concerns. However we want to ensure that any method for addressing them does not also create unnecessary delays in the consultation process. We therefore propose that where someone believes that there is a factual inaccuracy in a consultation paper they would report that to the authority. The authority would be required to consider the alleged inaccuracy and decide what action may be required in light of it. For example, acceptance that there has been a significant, material inaccuracy might lead an authority to conclude that in the interests of open and fair consultations, the consultation paper should be re-issued and the consultation restarted. Other, less serious inaccuracies, might lead an authority to issue a correction to the information in the consultation paper and either maintain, or extend the current consultation period. Or the authority may disagree with the allegation made and defend the consultation paper, albeit in these circumstances it may still be appropriate to issue further information or explanation to clear up any misunderstandings. Whatever the authority's response to the alleged inaccuracy they would be required to set out in the Consultation Report what had been alleged, their response, how they had dealt with it and the action taken.

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60. We believe that such a mechanism would provide authorities with a means of addressing inaccuracies in consultation papers, and consultees with a way of registering information they believe to be factually wrong. Crucially it would allow an authority to take action proportionate to any inaccuracy identified.

An extension of the list of those who must be consulted

61. The present Regulations specify that certain categories of person must be consulted, including:

- the parents of every pupil at the school(s) affected
- the parents of every child (whose existence is known) who would be expected to attend the school within 2 years of the proposed date of closure
- the Parent Council of the school(s) affected
- in the case of a denominational school any person authorised for these purposes by the relevant church or denominational body.

62. The Government is of the view that the list of those who must be consulted should be expanded to cover all of those who may have a direct interest in the proposal, where they can be identified, as follows:

- pupils at the school(s) affected. There is an increasing and appropriate focus on the rights of the child or young person to be consulted on matters which directly affect them. The views of pupils may not coincide with those of their parents or indeed those of the local community, and their reasoning may focus on different issues;
- teachers and staff working at the school(s) affected, and their trades unions. It is generally the case that employees are consulted when significant changes to their conditions of work are proposed;
- where a school's current roll includes pupils from outwith the authority area their parents will already be included in the list of consultees. We propose though a new requirement to seek information from the authorities in whose area such cross-border pupils reside (and an obligation on those authorities to provide such information as they hold) towards identifying parents of pupils who might be expected to attend the school within the next two years. This will be particularly important in the case of special schools and Gaelic medium units, which often draw pupils from a wide area;
- Community Planning Partnerships and Community Councils, where they exist, better to draw out the community interests;
- Bòrd na Gàidhlig, where the proposal concerns Gaelic-medium provision.

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63. Additionally, many consultees will be interested in the independent view of Her Majesty's Inspectorate of Education (HMIE) on the educational aspects of the Council's proposals, and the options consulted on. The Government recognises both the strength of such interest, and the value of an independent HMIE perspective. Although there is an existing power[10] whereby a Parent Council may seek HMIE's views on a "matter of concern to the parent forum" the Government proposes that when consultations are being conducted, HMIE should be a mandatory consultee, with an obligation placed on them to respond and set out their views, of course only on matters within their competence i.e. the educational aspects of what is proposed. However, rather than requiring the Council to seek HMIE's views in advance, only on its educational benefit statement (for publication in the consultation paper), it would be of greater advantage if HMIE also had the opportunity of taking account of issues and concerns emerging during the consultation process, before responding with their views. We therefore propose that HMIE, exceptionally, should be allowed to respond shortly <u>after</u> the consultation period has ended. This would mean they would be aware of, and could take into account, issues and concerns which emerge during the consultation process, before setting out their views. The authority would be required to publish HMIE's response in full in the Consultation Report.

Updating the Regulations governing the publicising of the consultations

64. The current Regulations do not require authorities to advertise a school closure proposal in a local newspaper circulating in the area affected. We would propose that this should be made a requirement, and in recognition both of the placing request system and the wider areas from which special schools draw their pupils, that the requirement should extend to newspapers covering all of the area from which the current school roll is drawn.

65. Additionally we propose to reflect the now widespread use of the internet by requiring the Council to publicise the consultation and make the consultation paper available on its website if it has one.

Updating the Regulations governing the way consultees may respond to the consultation

66. At present the Regulations specify only that the authority may hold at least one public meeting (after a certain period has elapsed and outwith normal working hours and in a place convenient for parents to attend) and/or specify that written representations may be made to a given address. We propose that in future it should be a requirement that the Council hold a public meeting in addition to making appropriate arrangements for written representations.

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10 See sections 8 (4), (5) and (6) of the Scottish Schools (Parental Involvement) Act 2006

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67. We also propose to require an authority, when publicising how consultees may respond to the consultation, to set out details of how responses may be made electronically i.e. by e-mail.

An extension of the consultation period

68. The current requirement is for a minimum 28 day consultation period. While many authorities run their consultations over longer periods, we want to ensure a consistent, longer consultation period, which allows sufficient time for consultees to digest what is proposed, think matters through and respond. Government consultations, which are conducted nationally, generally have a minimum 3 month response period.

69. We propose that the minimum period for consultations must include at least 6 weeks of term time. These weeks would not need to be consecutive – for example a consultation that ran for 4 weeks up to the Easter holidays would then need to continue to run for 2 weeks of term time after the break, in order to meet this requirement.

A new requirement that the authority publish a 'Consultation Report'

70. At present authorities are under no obligation to issue a response to the consultations, or respond to specific points raised by consultees. Many do the latter, but normally framed within a paper presented to the Council in order to inform its final decision. Government consultations are now automatically followed by publication of a Consultation Report, summarising the points raised and the reaction or response to them.

71. We consider this to be good practice and propose to introduce new requirements on authorities, to reply to those who respond to a consultation and, after the consultation period is over to prepare a Report including:

- information on the number of, and different types of consultees;
- the HMIE 'response' in full;
- a summary of the views expressed by other respondents and of the authority's consideration of and responses to them;
- where that has involved exploring or investigating matters or suggestions, details of those activities;
- response to any alleged inaccuracies in the consultation paper.

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72. The Council would be required to publish the Consultation Report not less than 28 days prior to it taking its final decision, and would be required to inform all those who responded to the consultations how they could access the Report or obtain a copy. The Report would serve to inform consultees as to what has emerged from the full consultation process, and how points raised had been considered and explored. The purpose behind the 28 day period would be to enable consultees to make representations to elected members before the final decision is taken.

Consultations on other types of proposal (such as changes of site or catchment area)

73. The Education (Scotland) Act 1980 only obliges Ministers to set out in regulations the way in which consultations shall be conducted on proposals specifically to close schools or change their site. But it also allows them to specify other sorts of proposal relating to educational changes which may also be covered by the same consultation regulations. The 1981 regulations currently include a list of 23 types of proposal for change which must be consulted upon in the prescribed manner, a good number of which may now be obsolete or may never have been used. The Government intends to work with authorities to identify those types of proposal which can be deleted from the list. For all the remaining types – including proposals relating to changes of catchment area – the Government sees every reason to extend also to them, the more robust and rigorous consultation process set out above, though subject to any appropriate adjustment of detail in recognition of the specific type of proposal.

Statutory guidance

74. The current primary legislation and regulations governing the handling of school closure proposals are complemented by a series of advisory circulars usually dating from the time when each new set of amendments to the regulations was made, and more general guidance on how Ministers expect authorities to handle school closure proposals. This more detailed additional guidance was first issued in 2004 and re-issued in 2007. The status of these is no more than that of advice and guidance, and authorities do not have to have regard to them.

75. The Government therefore proposes to take a power which would allow Ministers to issue 'statutory guidance' in relation to the new primary legislation and regulations which are proposed in this consultation paper. This would then have the status of guidance to which recipients, i.e. authorities would be obliged to have regard. The ability to issue statutory guidance would enable Ministers to address matters the detail of which would not appropriately be addressed in primary or secondary legislation. For example this could include an illustrative checklist of factors which may be relevant to various types of proposal which may be consulted upon (along the lines of those for instance which are currently set out in the guidance referred to above).

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Consultation Questions

Q5. Do you support requiring local authorities to publish a statement setting out the educational benefit of the school closure proposal?

Q6. Do you agree that it should be left to the authority as to how it sets out an educational benefit statement?

Q7. Do you agree that HMIE's views should be sought in all cases?

Q8. Do you support the proposed changes to the way consultations should be conducted? These are:

- **introducing a requirement that a consultation paper should be published containing certain information;**
- **establishing a mechanism for addressing allegations of factual inaccuracies in a consultation paper;**
- **extending the list of people who must be consulted;**
- **updating the way consultations are publicised;**
- **updating how people can respond to a consultation;**
- **extending the minimum consultation period to 6 weeks of term time; and**
- **introducing a requirement that the authority publish a Consultation Report, 28 days before the final decision is taken.**

Q9. Do you agree that Ministers should take a power to issue 'statutory guidance' to which authorities would have to have regard?

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section 5:
referrals for ministers' consent

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section 5: referrals for ministers' consent

The current system

76. Under the current system for handling school closures and certain other proposals, the law requires that once the final decision has been made by the Council, in certain circumstances it must be referred to Scottish Government Ministers for their consent. This has to be done before the Council can put its decision into practice. Ministers then have the power either to give their consent (in a closure case the school could then be closed) or not to give it (in which case the school could not be closed). Ministers have made clear in guidance issued that they do not see their role in the process as re-taking the Council's decision. In deciding whether to give their consent Ministers largely focus on the process by which the decision was reached.

77. Council decisions are not 'appealed' to Ministers by anyone, or referred to Ministers at the discretion or on the decision of the local authority. The law requires that in certain specified circumstances school closure and certain other decisions are automatically referred to Ministers. These circumstances (for closure proposals) are summarised below:

- where primary pupils are involved and the alternative school is 5 or more miles distant from the school to be closed;
- where secondary pupils are involved and the alternative school is 10 or more miles distant from the school to be closed;
- where the school to be closed is 80% or more full to capacity, at the time the proposal to close is made;
- where the closure would mean a reduction in denominational education provision in the area, or that there might be significant deterioration in the denominational provision.

78. The distance grounds for referral were introduced in the original 1981 Regulations and the capacity ground was introduced by the 1988 amendment regulations. The denominational provisions were introduced in 1981 by way of amendment of the Education (Scotland) Act 1980. Since 1997 an average of 16 cases a year (closures, changes of site or catchment area, or of denominational provision) have been referred to Ministers for their consent.

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The need for change

79. There are several problems associated with the current referral system. There is misunderstanding and confusion about Ministers' role in the process. Many people mistakenly see the referral system as some sort of 'appeal' to Ministers. Representations made directly to Ministers by parents and communities groups often use such language. But Ministers' role cannot, feasibly, be to re-take the Council's decision as though they were in possession of all the background, local intelligence, knowledge and information that was available to the Council. What they can do is satisfy themselves as to the processes by which authorities have reached their decision, for instance that all the consultation processes and requirements were properly carried out. They can and do also seek the independent, professional advice on the proposal from HMIE.

80. One of the key weaknesses of the current system is what is seen as the rather arbitrary basis for which cases are referred and which are not. Those rural school closure decisions which are referred, tend to be referred on distance grounds, whereas in the case of urban schools the referral is almost exclusively on capacity grounds. The provisions relating to referral of denominational school closures currently sit separately from the other referral criteria (and are set out in the 1980 Act itself rather than in regulations).

Future referral of school closure cases

81. Two of the objectives of the proposals set out in this consultation paper are the establishment of key matters which should be had regard to when rural school closures are contemplated, and are robust and rigorous consultation and decision-making process that is seen as more open, transparent and fair than at present. If those objectives are achieved then it is arguable whether any kind of referral process would still be necessary. There is another more fundamental argument for removing the referral system. All the statutory duties and responsibilities for the delivery of education locally are placed on the local authorities. That is absolutely where such decisions should be taken. Locally elected representatives are best placed to understand all the local circumstances, the views of local people and communities, and to weigh all the relevant considerations which may bear on a school closure proposal or decision. Again, when it comes to balancing the wishes of one local group or community against the need to deliver an education service across a wider area, as every local authority has to do, no body is better placed to exercise that judgement than the local authority itself.

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82. Alongside arguments for the removal of the referral system in its entirety, some have suggested that local authority closure decisions instead should be referred to a new body operating entirely independently of local and central government. Others argue for the retention of some sort of referrals to Ministers as a safeguard against local authority consultations and decisions that groups believe to be flawed. Some argue, based on a lack of confidence both in the way closures are currently handled and a scepticism regarding whatever will replace it, that all closure cases should be referred to Ministers, or all to which there are objections (which in practice would perhaps amount to much the same thing). It is not the Government's belief that because the current school closure system is flawed, a workable system cannot be devised to replace it. Every local authority will of course be bound by any new legislation and regulations. If anyone is of the view that the authority has breached either, it would be open to them to seek remedy through the courts or to seek judicial review of the local authority decision. However, Ministers recognise that court action can be both lengthy and expensive and may not therefore be a realistic option in all or many cases.

83. This is far from a clear cut issue, one way or the other. A balance needs perhaps to be struck between referring all cases to Ministers and referring none. There is an argument that having such a 'safeguard' in the system has an effect beyond the confines of particular cases – in other words retaining some categories of referral would help to maintain a rigorous and robust system for all school closure cases. What is important is that if in future there is still to be a system of referrals to Ministers, it should be well understood by all parties, while preserving in a carefully delineated way Ministers' role in the process, and also respecting the rights and role of the local authority to take the final decision, as should be the case, at an entirely local level.

84. Achieving this would be challenging. Criticism of the current system of referral of closure cases to Ministers comes from many quarters and targets different aspects of the system. What the Government does not detect is anything resembling a groundswell of opinion or consensus as to what changes and improvements should be made to the referral system. The Government has an open mind on this issue. Rather than offering a set of specific proposals for comment, we are asking two entirely open questions; whether consultees are content with the present system and set of referral criteria and, if not, what changes they would wish to see made, and why.

85. There are two provisions which currently apply to the referral to Ministers of proposals relating to denominational schools which focus specifically on the provision of denominational education. The wording of sections 22C and 22D of the Education (Scotland) Act 1980 is complex and has given rise to some issues of interpretation.

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86. In summary the first requirement is for closure proposals to be referred to Ministers where the result would be a reduction in the proportion of denominational places available in an area. The second refers to other types of proposal and only comes into play if, after the relevant church or denominational body has had discussions with the authority about the continued provision of denominational education it still has concerns that there would be likely to be a significant deterioration in such education. In both cases Ministers can only give their consent to what is proposed "if they are satisfied that adequate arrangements have been made for the religious instruction of the …children who will no longer receive or be likely to receive school education" in a denominational school.[11]

87. With both logic and simplicity in mind, the Government proposes to place on local authorities in both of these instances a statutory duty to satisfy themselves as regards the implications of a proposed closure on the same basis that Ministers are currently obliged to satisfy themselves before giving their consent in cases which are referred to them. That would seem to place the responsibility where it should be placed, squarely with local authorities. However we would propose that the right for such cases to be referred to Ministers for their consent should still be retained, albeit only if the church or denominational body concerned objects to what the local authority proposes.

Non-referral of other cases

88. At the moment, some cases other than closure proposals are also referred to Ministers. Proposals for changes of site and catchment area are referable, in practice only on capacity grounds i.e. where the school in question is more than 80% full. Although the law does allow a change of site proposal to be referred on distance grounds, no referral on distance grounds has ever been made.

89. The Government proposes to restrict future referrals to Ministers solely to school closure cases. This is because closure cases tend to involve a wider complexity and dimension of issues beyond the essentially local and largely educational ones which are the principal focus of changes of site and catchment area proposals.

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11 Please see sections 22C(3) and 22D(5) of the Education (Scotland) Act 1980 for the exact wording of the current provisions.

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90. While there may be local controversy around changes of site, the educational benefits of the change (very often to move to a new or better building) are usually clear, so long as any distance or 'travel to school route' issues are addressed. Where there may be planning issues there are well established planning processes through which views can be expressed. Catchment area changes can also be controversial, but are usually driven by the need to redress a mismatch in the supply of and demand for school places and facilities. Without redress, the pressure on facilities in some schools may reach the point where the education of pupils would start to suffer. It is therefore to the advantage of all pupils that adjustments are made periodically to catchment areas. As with changes of site, the case for changes of catchment area again revolve almost exclusively around local, largely educational issues and although there may also be distance and travel to school route issues, they are not, in the Government's view, appropriate cases for referral to Ministers.

Consultation Questions

Q10. Are you content with the present system of referrals of closure cases to Ministers?

Q11. If not, what changes would you wish to see made, and why.

Q12. Do you agree with the proposal to place the responsibility on authorities to satisfy themselves regarding the provision of denominational education? If so, do you agree with the proposal to continue to allow referral to Ministers if the Church or denominational body has an objection?

Q13. Do you agree with our proposal that in future only school closure cases should be referable to Ministers?

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section 6:

the consultation questions

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section 6: the consultation questions

Rural school closures (section 3)

Q1. Do you support the proposal to require local authorities to have regard to certain matters before they can proceed to consultation on the closure of a rural school?

Q2. Do you agree with the four matters we propose requiring that authorities should have regard to before proposing a rural school closure? These are:

- alternatives to the closure of the school
- likely overall impact of the school's closure on the communities which it serves
- likely impact of closure specifically on the community's subsequent use of the school's building facilities and grounds
- likely impact that new travel to school patterns and arrangements would have on pupils and other school users and the environment.

Q3. Do you agree that it is not appropriate to set up a rural schools fund?

Q4. Do you agree with the proposed definition of "rural schools"?

An educational benefit statement (section 4)

Q5. Do you support requiring local authorities to publish a statement setting out the educational benefit of the school closure proposal?

Q6. Do you agree that it should be left to the authority as to how it sets out an educational benefit statement?

Tightening the regulations for all school consultations (section 4)

Q7. Do you agree that HMIE's views should be sought in all cases?

Q8. Do you support the proposed changes to the way consultations should be conducted? These are:

- introducing a requirement that a consultation paper should be published containing certain information;
- establishing a mechanism for addressing allegations of factual inaccuracies in a consultation paper;
- extending the list of people who must be consulted;
- updating the way consultations are publicised;

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- updating how people can respond to a consultation;

- extending the minimum consultation period to 6 weeks of term time; and

- introducing a requirement that the authority publish a Consultation Report, 28 days before the final decision is taken.

Q9. Do you agree that Ministers should take a power to issue 'statutory guidance' to which authorities would have to have regard?

A referral system (section 5)

Q10. Are you content with the present system of referrals of closure cases to Ministers?

Q11. If not, what changes would you wish to see made, and why.

Q12. Do you agree with the proposal to place the responsibility on authorities to satisfy themselves regarding the provision of denominational education? If so, do you agree with the proposal to continue to allow referral to Ministers if the Church or denominational body has an objection?

Q13. Do you agree with our proposal that in future only school closure cases should be referable to Ministers?

Anything else?

Q14. If you have any other comments or suggestions to make on, or any addition to, the proposals set out in this consultation paper, please included these in your response.

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section 7:
how to respond

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section 7: how to respond

Responding to this consultation paper

We are inviting written responses to this consultation paper by Friday 19 September 2008.

Please post your response to:

School Closure Consultation CRE 995
CSU, Spur U5b Saughton House
Broomhouse Drive
Edinburgh
EH11 3XD

Please remember to include the **Respondent Information Form (see annex a)**. You can cut out the Respondent Information Form along the scissor lines provided or print off a copy from the Scottish Government website at www.scotland.gov.uk/consultations (look for the consultation title among the list of 'current' consultations).

Or

E-mail your response to schoolclosure.consultation@scotland.gsi.gov.uk. If emailing, please also include the **Respondent Information Form**, which can be accessed on-line at www.scotland.gov.uk/consultations (look for the consultation title among the list of 'current' consultations. The Respondent Information Form to be used for e-mail responses is located at the top of the contents page).

Or

Fill in an on-line response form on the Scottish Government website at www.scotland.gov.uk/consultations (look for the consultation title among the list of 'current' consultations. The on-line form is located at the top of the contents page).

We would be grateful if you could clearly indicate in your response which questions or parts of the consultation paper you are responding to as this will aid analysis of the responses received. If you have any queries contact the Scottish Government on 0131 244 0166.

This consultation, and all other Scottish Government consultation exercises, can be viewed on-line on the consultation web pages of the Scottish Government website at http://www.scotland.gov.uk/consultations. You can telephone Freephone 0800 77 1234 to find out where your nearest public internet access point is.

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The Scottish Government now has an email alert system for consultations (SEconsult: http://www.scotland.gov.uk/consultations/seconsult.aspx). This system allows stakeholder individuals and organisations to register and receive a weekly email containing details of all new consultations (including web links). SG consult complements, but in no way replaces SG distribution lists, and is designed to allow stakeholders to keep up to date with all SG consultation activity, and therefore be alerted at the earliest opportunity to those of most interest. We would encourage you to register.

Handling your response

We need to know how you wish your response to be handled and, in particular, whether you are happy for your response to be made public. As mentioned above, please complete and return the **Respondent Information Form (see annex a)** with your response as this will ensure that we treat your response appropriately. If you ask for your response not to be published we will regard it as confidential, and we will treat it accordingly.

All respondents should be aware that the Scottish Government are subject to the provisions of the Freedom of Information (Scotland) Act 2002 and would therefore have to consider any request made to it under the Act for information relating to responses made to this consultation exercise.

Next steps in the process

Where respondents have given permission for their response to be made public (see the attached **Respondent Information Form – annex a**), these will be made available to the public in the Scottish Government Library by 17 October 2008 and on the Scottish Government consultation web pages by 24 October 2008. We will check all responses where agreement to publish has been given for any potentially defamatory material before logging them in the library or placing them on the website. You can make arrangements to view responses by contacting the Scottish Government Library on 0131 244 4552. Responses can be copied and sent to you, but a charge may be made for this service.

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What happens next?

Following the close of the consultation we will examine all the views submitted carefully. We will then produce a report on the views expressed in the consultation, our responses to them, and any changes to our proposals following the consultation. Subject to the above, the Scottish Government intends to introduce a Bill at the earliest suitable legislative opportunity.

Comments and complaints

If you have any comments about how this consultation exercise has been conducted, please send them to:

Lynn Henni
Schools Division
Scottish Government
2D (South)
Victoria Quay
Edinburgh
EH6 6QQ

Or e-mail them, marked for Lynn Henni's attention, to:

schoolclosure.consultation@scotland.gsi.gov.uk.

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Alternative copies

Further copies of this document are available, on request, in audio and large print formats and in community languages; please contact:

اس دستاویز کی مزید کاپیاں، درخواست پر، آڈیو اور بڑے پرنٹ کی شکلوں میں اور کمیونٹی زبانوں میں دستیاب ہیں، براہ کرم رابطہ کریں:

এই ডকুমেন্টের আরও কপি, অনুরোধ সাপেক্ষে, অডিও এবং বড় প্রিন্ট ফর্ম্যাটে এবং কমিউনিটি ভাষাতেও পাওয়া যায়, অনুগ্রহ করে যোগাযোগ করুন:

Gheibhear leithbhreacan a bharrachd ann an cruth ris an éistear, ann an clo mór agus ann an cànain coimhearsnachd. Cuiribh fios gu:

इस दस्तावेज़/काग़ज़ात की और प्रतियाँ, मांगे जाने पर, ऑडियो टेप पर और बड़े अक्षरों में तथा कम्यूनिटी भाषाओं में मिल सकती हैं, कृपया संपर्क करें:

ਇਸ ਦਸਤਾਵੇਜ਼ ਕਾਗ਼ਜ਼ਾਤ ਦੀਆਂ ਹੋਰ ਕਾਪੀਆਂ, ਮੰਗੇ ਜਾਣ 'ਤੇ, ਆਡਿਓ ਟੇਪ ਉੱਪਰ ਅਤੇ ਵੱਡੇ ਅੱਖਰਾਂ ਵਿਚ ਅਤੇ ਕੰਮਿਊਨਿਟੀ ਭਾਸ਼ਾਵਾਂ ਦੇ ਵਿਚ ਮਿਲ ਸਕਦੀਆਂ ਹਨ, ਕ੍ਰਿਪਾ ਕਰਕੇ ਸੰਪਰਕ ਕਰੋ:

此文件有更多備份，如果需要，語音複本和大字體版本及少數族裔語言版本也可提供，請聯絡：

اس دستاویز کی مزید کاپیاں، درخواست پر، آڈیو اور بڑے پرنٹ کی شکلوں میں اور کمیونٹی زبانوں میں دستیاب ہیں، براہ کرم رابطہ کریں:

Aby otrzymać niniejszy dokument w innej wersji językowej, na kasecie lub w wersji z powiększonym drukiem, prosimy o kontakt:

Stuart Thomlinson
Schools Division
Scottish Government
2D (South)
Victoria Quay
Edinburgh
EH6 6QQ
t. 0131 244 0166
e. schoolclosure.consultation@scotland.gsi.gov.uk

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annex a: respondent information form

RESPONDENT INFORMATION FORM

<u>Please Note</u> That This Form **Must** Be Returned With Your Response To Ensure That We Handle Your Response Appropriately

Example

| A | B | C | D |

*(Please complete in **BLACK** ink and in **BLOCK CAPITALS**, one per box)*

1. Name/Organisation

Organisation Name

Title Mr ☐ Ms ☐ Mrs ☐ Miss ☐ Dr ☐ *Please tick as appropriate*

Surname

Forename

2. Postal Address

P O S T C O D E

Phone _____ **Email** _____

3. Permissions

I am responding as …

Individual		**Group/Organisation**
☐	*Please tick as appropriate*	☐

(a) Do you agree to your response being made available to the public (in Scottish Government library and/or on the Scottish Government web site)?

Please tick as appropriate ☐ Yes ☐ No

(b) Where confidentiality is not requested, we will make your responses available to the public on the following basis

*Please tick **ONE** of the following boxes*

Yes, make my response, name and address all available ☐

or

Yes, make my response available, but not my name and address ☐

or

Yes, make my response and name available, but not my address ☐

(c) The name and address of your organisation **will be** made available to the public (in the Scottish Government library and/or on the Scottish Government web site).

Are you content for your **response** to be made available?

Please tick as appropriate ☐ Yes ☐ No

(d) We will share your response internally with other Scottish Government policy teams who may be addressing the issues you discuss. They may wish to contact you again in the future, but we require your permission to do so. Are you content for Scottish Government to contact you again in relation to this consultation exercise ?

Please tick as appropriate ☐ Yes ☐ No

annex b: the Scottish Government consultation process

Consultation is an essential and important aspect of Scottish Government working methods. Given the wide-ranging areas of work of the Scottish Government, there are many varied types of consultation. However, in general, Scottish Government consultation exercises aim to provide opportunities for all those who wish to express their opinions on a proposed area of work to do so in ways which will inform and enhance that work.

The Scottish Government encourages consultation that is thorough, effective and appropriate to the issue under consideration and the nature of the target audience. Consultation exercises take account of a wide range of factors, and no two exercises are likely to be the same.

Typically Scottish Government consultations involve a written paper inviting answers to specific questions or more general views about the material presented. Written papers are distributed to organisations and individuals with an interest in the issue, and they are also placed on the Scottish Government web site enabling a wider audience to access the paper and submit their responses. Consultation exercises may also involve seeking views in a number of different ways, such as through public meetings, focus groups or questionnaire exercises.[12] Copies of all the written responses received to a consultation exercise (except those where the individual or organisation requested confidentiality) are placed in the Scottish Government library at Saughton House, Edinburgh (K Spur, Saughton House, Broomhouse Drive, Edinburgh EH11 3XD, telephone 0131 244 4565).

All Scottish Government consultation papers and related publications (e.g. analysis of response reports) can be accessed at: Scottish Government consultations (http://www.scotland.gov.uk/consultations).

The views and suggestions detailed in consultation responses are analysed and used as part of the decision making process, along with a range of other available information and evidence. Depending on the nature of the consultation exercise the responses received may:

• indicate the need for policy development or review;

• inform the development of a particular policy;

• help decisions to be made between alternative policy proposals;

• be used to finalise legislation before it is implemented.

Final decisions on the issues under consideration will also take account of a range of other factors, including other available information and research evidence.

While details of particular circumstances described in a response to a consultation exercise may usefully inform the policy process, consultation exercises cannot address individual concerns and comments, which should be directed to the relevant public body.

12 http://www.scotland.gov.uk/consultations

RURAL COMMUNITIES

>

EDUCATIONAL BENEFIT

annex c: current framework for handling school closures

The current framework for handling school closures is set out in primary legislation, secondary legislation, and advisory circulars issued by the Scottish Government. The provisions in primary legislation are:

- Section 17 of the Education (Scotland) Act 1980 (the 1980 Act), which requires education authorities to provide sufficient school accommodation;

- Section 22 of the 1980 Act, which allows them to make changes to schools, including closing them;

- Section 22A of the 1980 Act, which requires authorities to consult on closure proposals and other proposals set out in regulations, in the manner also set out in regulations and not to make a final decision without having regard to consultation responses;

- Section 22B of the 1980 Act, which allows Ministers to prescribe certain types of proposals from authorities which must be referred to them for their consent; and

- Sections 22C and 22D of the 1980 Act, which make provision for proposals involving denominational schools to be referred to Ministers.

In secondary legislation the Education (Publication and Consultation Etc.) (Scotland) Regulations 1981 (Statutory Instrument No. 1558),[13] which were made under the above powers in sections 22A and 22B of the 1980 Act, set out:

- the kind of proposals on which an education authority is required to carry out a consultation;

- the people who must be involved in such consultations;

- the procedures to be followed in relation to consultations;

- the manner of consultation with Parent Councils and in relation to denominational schools;

- requirements in relation to advertisement of certain types of proposal; and

- the kind of proposals which require the consent of Scottish Ministers before they can be implemented.

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13 The 1981 Regulations have been amended on four occasions by Statutory Instruments: 1987 No. 2076; 1988 No. 107; and 1989 No. 1739 and by Scottish Statutory Instrument 2007 No. 315.

SUSTAINABILITY

FAIRNESS

A copy of the Regulations as they currently stand is at **annex d**.

Guidance on school closure proposals was published in:

- 1981 (just after the regulations had first been introduced);
- 1988 (when some changes were made to the 1981 Regulations, including introducing the ground for referring cases to Ministers where the school roll is more than 80% of the schools' capacity); and
- in 2004, re-issued on 11 October 2007 with a covering letter from the Cabinet Secretary for Education and Lifelong Learning.

The guidance notes set out the requirements on authorities in legislation, and gives advice and suggestions on handling school closure proposals. The guidance is accessible on-line at www.scotland.gov.uk/Topics/Education/Schools/Buildings/guidance. The covering letter from the Cabinet Secretary for Education and Lifelong Learning can be accessed at www.scotland.gov.uk/Topics/Education/Schools/Buildings/closures-letter.

RURAL COMMUNITIES

EDUCATIONAL BENEFIT

annex d: consolidated version of education (publication and consultation etc.) (scotland) regulations 1981

1981 No. 1558

EDUCATION, SCOTLAND

The Education (Publication and Consultation Etc.) (Scotland) Regulations 1981

Made - - - -	*30th October 1981*
Laid before Parliament	*6th November 1981*
Coming into force - -	*1st December 1981*

In exercise of the powers conferred on me by sections 22A and 22B of the Education (Scotland) Act 1980([a]) and of all other powers enabling me in that behalf I hereby make the following regulations:–

Citation and commencement

1. These regulations may be cited as the Education (Publication and Consultation Etc.) (Scotland) Regulations 1981 and shall come into operation on 1st December 1981.

Interpretation

2.—(1) In these regulations, unless the context otherwise requires, the following expressions have the meanings hereby respectively assigned to them–

"the Act" means the Education (Scotland) Act 1980;

"college council" means a body appointed under section 125(1) of the Local Government (Scotland) Act 1973 and within the meaning of section 125(2)(b) of that Act;

"Combined Parent Council" means a Combined Parent Council established further to section 16 (Establishment etc. of Combined Parent Council) of the Scottish Schools (Parental Involvement) Act 2006([b]);

"course" means a course of instruction in which progressive study is undertaken throughout the period of the course of a subject or a number of related subjects;

"date of a proposal" in relation to any person requiring to be consulted by virtue of these regulations means the date upon which consultation with such person, in relation to the proposal, commences;

"delineated area" in relation to a school means that part of the area of an education authority from which pupils resident therein will be admitted to the school in terms of any priority based on residence in accordance with the guidelines formulated by the authority under section 28B(1)(c) of the Act;

"further education centre" means an institution for provision of further education; the expression does not include a centre wholly or mainly for provision of social, cultural and recreative activities or a centre for provision of courses of further education available in the evening only but includes the premises used by the institution or, if the said premises are not used exclusively by the institution, the said premises in so far as and for such period as they are used by the institution;

"Parent Council" means a Parent Council established further to section 6 (Scheme for establishment of a Parent Council) of the Scottish Schools (Parental Involvement) Act 2006;

"single sex establishment" means a single sex establishment within the meaning of section 26(1) of the Sex Discrimination Act 1975([a]);

([a]) Sections 22A and 22B were inserted by section 6 of the Education (Scotland) Act 1981 (c. 58).
([b]) 2006 asp 8.

"stage of education" means a yearly stage of a primary or secondary course of education or all the nursery classes in a school.

(2) In these regulations, any reference to a regulation or a Schedule is a reference to a regulation of these regulations or a Schedule thereto and any reference in a regulation or a Schedule to a paragraph is a reference to a paragraph of that regulation or Schedule.

(3) In these regulations a reference to a school affected by a proposal is a reference to a school to which the proposal relates, and which, in the event of implementation of the proposal, would be affected by that implementation or by the implementation of any part of the proposal and such a reference shall include a school to which pupils may be transferred or from which pupils may be transferred as a consequence of implementation of the proposal and in accordance with arrangements made by the education authority making the proposal.

(4) In Schedule 1 the expression "school" shall not for the purposes of that Schedule include a special class within the meaning of section 135(1) of the Act.

Proposals prescribed for the purpose of section 22A of the Act

3. The kinds of proposal hereby prescribed for the purposes of section 22A of the Act (which an education authority are required to publish or otherwise make available and on which they are required to consult in pursuance of subsection (1) of that section and in accordance with these regulations) shall be the kinds of proposals specified in Column 1 of Schedule 1.

Persons to be consulted on prescribed kinds of proposals

4. The persons prescribed for the purposes of section 22A of the Act (being persons whom an education authority are required to consult in pursuance of section 22A(1) and in accordance with these regulations) shall, as respects any proposal of a kind mentioned in Column 1 of Schedule 1, be the persons or bodies specified in Column 2 of that Schedule opposite the reference to that kind of proposal in Column 1.

Manner of consultations

5.—(1) This regulation and the next three regulations shall apply in relation to the manner of consultations requiring to be carried out in pursuance of section 22A(1) of the Act and these regulations:

provided that in this regulation, with the exception of paragraphs (5) and (7) a reference to a parent shall, in the case of consultations in relation to a further education centre be construed as a reference to a student or employer, as the case may be requiring to be consulted in accordance with regulation 4 and Schedule 1, paragraph (y).

(1A) Consultation may be carried out in accordance with this regulation and the next three regulations in relation to a single proposal or in relation to a number of proposals together, including proposals which are alternative to one another, and where consultation is carried out in relation to a number of proposals together any reference in those regulations to a "proposal" shall have effect as a reference to those proposals together.

(1B) Where consultation has been carried out in respect of a number of proposals together which are alternative to one another, and the education authority subsequently decides to implement one of those proposals, no further consultation under these Regulations shall be required in relation to the proposal which is to be implemented.

(1C) Any obligation under this regulation and the next three regulations to give or make available full details of a proposal may be satisfied (without prejudice to the right of an education authority to give or make available full details by other means) by giving or making available a copy of the report to the education authority on the basis of which the proposal was made, and there may be excluded from such a

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(ᵃ) 1975 c.45.

copy any part of a report which gives information which would be exempt information in terms of section 50J of the Local Government (Scotland) Act 1973([a]).

(2) Subject to paragraph (7), consultation with every parent requiring to be consulted in accordance with regulation 4 and Schedule 1, paragraphs (a) to (m), shall take the form of a notification being issued by an education authority to every such parent being a notification in which the authority shall include a statement outlining the proposal or such part thereof as in their opinion affects the parent to whom the notification is issued, and state where full details of the proposal may be obtained and shall both or either–

(a) state an address or addresses to which representations on the proposal or such part may be submitted to the authority within the period specified in the notification (being a period of not less than 28 days from the date upon which the notification is by virtue of paragraph (6) deemed to have been received by a parent);

(b) state the date, time and place of a meeting to be arranged by the authority at which representatives of the authority shall be present for the purposes of explaining the proposals, answering questions thereon and taking account of the representations of parents made at the meeting.

(3) Any meeting mentioned in paragraph (2) shall be held outwith normal working hours not less than 14 days after the date upon which the notification (referred to in paragraph (2)) is by virtue of paragraph (6) deemed to have been received by a parent and the place selected for the purpose of holding such a meeting shall be such place as in the opinion of the education authority is most convenient on account of its geographical situation in relation to the area of residence of parents expected to attend.

(4) Subject to paragraph (5), any notification mentioned in paragraph (2) shall be issued by post or by hand to each parent requiring to be consulted.

(5) Where a child of a parent requiring to be consulted is in attendance at a school under the management of the education authority, the authority may arrange for the notification to be handed to him for delivery to his parent.

(6) For the purposes of paragraphs (2) and (3) a notification shall be deemed to have been received by a parent on the day immediately following the date of issue of the notification.

(7) Notwithstanding paragraph (2), consultation with a parent of a child who is not at the date of a proposal of school age and not in attendance at a primary school under the management of an education authority, being a parent requiring to be consulted in accordance with regulation 4 and Schedule 1 paragraphs (a) to (f) and (h) may take the form of notification by way of advertisement in a local newspaper circulating in the district in which the school affected by the proposal is situated, outlining the proposal and stating where full details of the proposal may be obtained and both or either of the matters specified in paragraph (2)(a) and (b); and in relation to such a parent, for the purposes of paragraph (2)(a) and (b), notification shall be deemed to have been received by him on the day immediately following the date of the advertisement.

Manner of consultations with school and college councils

6. For the purpose of consultation with a Parent Council, Combined Parent Council or a college council an education authority shall give to the clerk or chair of the Parent Council or Combined Parent Council or, as the case may be, college council full details of the proposal in relation to which consultation is required to take place and shall request to be submitted to them within a period specified in the request, being a period of not less than 28 days from the date of the request, written representations of the Parent Council, Combined Parent Council or, as the case may be, college council.

Manner of consultation relating to denominational schools

7.—(1) For the purpose of consultation with the church or denominational body (if any) in whose interest any school affected by a proposal is conducted an education authority shall give full details thereof to any person authorised for the purpose by that church or body and shall invite representations in writing to be made to them within a period of not less than 28 days from the date of receipt by that person of the full details of the proposal in accordance with the provisions of this regulation.

([a]) 1973 c.65. Section 50J was inserted by the Local Government (Access to Information) Act 1985 c.43, s52(1) and 3.

(2) For the purpose of paragraph (1) the person authorised as therein mentioned shall be deemed to have received full details of the proposal on the day immediately following the date upon which the full details were given.

Publication by advertisement and availability of proposals

8.—(1) This regulation shall apply in relation to publication of proposals of any of the kinds mentioned in Schedule 1, paragraphs (n), (o), (q), (r) by advertisement and to making such proposals available in pursuance of section 22A(1) of the Act.

(2) In relation to any such proposal an education authority shall cause to be inserted in a local newspaper circulating in that part of the area of the authority affected by the proposal brief details of such a proposal and information as to where full details thereof may be obtained in accordance with paragraph (3) and requesting written representations with respect to the proposals to be lodged at such address and by such date as may be specified in the advertisement (being a date not less than 28 days from the date of the advertisement).

(3) Full details of any such proposal shall be made available for reference on request at–

   (a)   the head office of the education department of the authority or the divisional office for that part of the area of the authority in which any school affected by the proposal is situated;

   (b)   with the consent of the appropriate library authority, at any public library within that part of the area mentioned in (a) above;

   (c)   any school affected by the proposal;

         during normal working hours on any working day between the date of the advertisement mentioned in paragraph (2) and the date specified therein.

Proposals prescribed for the purposes of section 22B of the Act

9. For the purposes of section 22B(1) of the Act, the kinds of proposals which an education authority may not by virtue of that subsection implement without the consent of the Secretary of State shall be the kinds of proposals specified in Schedule 2.

George Younger,
One of Her Majesty's Principal Secretaries of State,
New St. Andrew's House
Edinburgh

30th October 1981

SCHEDULE 1   Regulations 3 and 4

KINDS OF PROPOSAL TO BE PUBLISHED OR MADE AVAILABLE AND PERSONS TO BE CONSULTED THEREON IN ACCORDANCE WITH SECTION 22A OF THE ACT

	Col 1 *Kinds of proposal*		*Col 2* *Persons to be consulted*
(a)	Proposal to discontinue a school or stage of education in any school.	i.	the parent of every pupil in attendance at any school affected by the proposal;
		ii.	the parent or every child, being a child of whose existence the authority are aware who would be expected to be in attendance at the school or stage of education to be discontinued within two years from the date of the proposal;
		iii.	the Parent Council or Combined Parent Council] established for any school affected by the proposal;
		iv.	any person authorised for the purpose by the church or denominational body (if any) in whose interest any school affected by the proposal is conducted.
(b)	Proposal to change the site of any school.	i.	the parent of every pupil in attendance at the school the site of which is to be changed;
		ii.	the parent of every child, being a child of whose existence the authority are aware who would be expected to be in attendance at that school within two years from the date of the proposal;
		iii.	the Parent Council or Combined Parent Council established for that school;
		iv.	any person authorised for the purpose by the church or denominational body (if any) in whose interest that school is conducted.
(c)	Proposal to provide a new school.	i.	the parent of every pupil who, in the event of the proposal being implemented, would be liable to be requested by the authority to change from the school attended by him prior to that event to another school;

Col 1		Col 2	
Kinds of proposal		**Persons to be consulted**	
		ii.	the parent of every child in attendance at a primary school who is expected to transfer to secondary education within 2 years of the date of the proposal and who would, in the event of the proposal being implemented, be expected to transfer to a secondary school, other than that to which he would otherwise have been expected to transfer;
		iii.	the parent of every child of whose existence the authority are aware who has not commenced attendance at primary school but is expected to commence such attendance within 2 years of the date of the proposal and who would in the event of the proposal being implemented, be expected to attend a primary school other than that which he would otherwise have been expected to attend;
		iv.	the Parent Council or Combined Parent Council established for any school affected by the proposal;
		v.	any person authorised for the purpose by the church or denominational body (if any) in whose interest a school affected by the proposal is conducted.
(d)	Proposal to vary any arrangements adopted by an education authority in relation to any school and applied at the date of coming into operation of these regulations, being arrangements which, if made after that date, would in effect have constituted a delineated area in respect of that school.		persons as for proposal in paragraph (c) of column 1.
(e)	Proposal to delineate any part of the authority's area as a delineated area in relation to any school, where the proposed delineation differs in effect from arrangements as mentioned in paragraph (d), if any.		persons as for proposal in paragraph (c) of column 1.
(f)	Proposal to vary any delineated area in relation to any school.		persons as for proposal in paragraph (c) of column 1.
(g)	Proposal to vary any arrangements for the time being in operation for	i.	the parent of every pupil in attendance at any primary school affected by the

Col 1 *Kinds of proposal*	Col 2 *Persons to be consulted*
the transfer of pupils from a primary school to a secondary school by virtue of which variation, in the event of the proposal being implemented, pupils will normally transfer to a secondary school other than that to which they would normally have transferred hitherto.	proposal;
	ii. the parent of every pupil in attendance at any secondary school affected by the proposal who would, in the event of the proposal being implemented, be liable to be requested to change schools;
	iii. the Parent Council or Combined Parent Council established for any school affected by the proposal;
	iv. any person authorised for the purpose by the church or denominational body (if any) in whose interest a school affected by the proposal is conducted.
(h) Proposal for provision at a school of a stage of primary or of secondary education not hitherto there provided.	i. the parent of every pupil in attendance at the school at which the stage of primary or of secondary education is proposed to be provided;
	ii. the parent of every child being a child of whose existence the authority are aware who would be expected to be in attendance at that school within 2 years from the date of the proposal;
	iii. the parent of every pupil who would, in the event of the proposal being implemented, be liable to be requested to change schools;
	iv. the Parent Council or Combined Parent Council established for any school affected by the proposal;
	v. any person authorised for the purpose by the church or denominational body (if any) in whose interest a school affected by the proposal is conducted.

	Col 1 *Kinds of proposal*		Col 2 *Persons to be consulted*
(i)	Proposal to make or vary arrangements for the constitution of a special class as part of a school other than a special school.	i.	the parent of every pupil who, in the event of the proposal being implemented, would be liable to be requested by the authority to change schools;
		ii.	the Parent Council or Combined Parent Council established for any school of which the special class is or is proposed to form part;
		iii.	any person authorised for the purpose by the church or denominational body (if any) in whose interest a school of which the special class is or is proposed to form part is conducted.
(j)	Proposal for constitution, variation or discontinuance of arrangements whereby pupils are selected for admission to any school with reference to their aptitude or ability or the likelihood of their profiting from a particular course of secondary education provided for at that school.	i.	the parent of every pupil in attendance at the school to which the arrangements for admission are proposed to apply;
		ii.	the Parent Council or Combined Parent Council established for that school;
		iii.	any person authorised for the purpose by the church or denominational body (if any) in whose interest that school is conducted.
(k)	Proposal to change a school being a single sex establishment admitting pupils of one sex, into a school admitting also pupils of the opposite sex.	i.	the parent of every pupil in attendance at the school for which the admission arrangements are to be changed;
		ii.	the Parent Council or Combined Parent Council established for that school;
		iii.	any person authorised for the purpose by the church or denominational body (if any) in whose interest that school is conducted.

	Col 1 *Kinds of proposal*		Col 2 *Persons to be consulted*
(l)	Proposal to change a school, being a single sex establishment admitting pupils of one sex, into a school admitting pupils of the opposite sex only.		persons as for proposal in paragraph (k) of column 1.
(m)	Proposal to change a school, being a school admitting pupils of both sexes, into a school admitting pupils of one sex only.		persons as for proposal in paragraph (k) of column 1.
(n)	Proposal for a change in the age and timing or age or timing of transfer of pupils from the stage of primary education to secondary education.	i.	every person making representations to the authority under regulation 8(2);
		ii.	the Parent Council or Combined Parent Council established for any school affected by the proposal;
		iii.	any person authorised for the purpose by the church or other denominational body (if any) in whose interest any school affected by the proposal is conducted.
(o)	Proposal in relation to a primary school to change from one school commencement date to two or more such dates or for a reduction in the number of such dates fixed in terms of section 32 of the Act.		persons as for proposal in paragraph (n) of column 1.
(p)	Proposal to vary any practice adopted by an education authority with respect to regulating priorities for admission to any school at the date of coming into operation of these regulations, being a practice which, if adopted, after that date would have had effect as guidelines formulated under section 28B(1)(c) of the Act.	i.	the Parent Council or Combined Parent Council established for any school affected by the proposal;

Col 1 Kinds of proposal	Col 2 Persons to be consulted
	ii. any person authorised for the purpose by the church or other denominational body (if any) in whose interest any school affected by the proposal is conducted.
(q) Proposal for the formulation of guidelines to be followed as respects placing in schools generally in accordance with section 28B(1)(c) of the Act, in so far as such proposal is for guidelines which differ from the practices mentioned in paragraph (p), if any.	persons as for proposal in paragraph (n) of column 1.
(r) Proposal for revision of the guidelines mentioned in category (q) above.	persons as for proposal in paragraph (n) of column 1.
(s) Proposal to formulate guidelines to be followed as respects placing in any particular school in the event of there being more placing requests made in respect of that school or in respect of any stage of school education provided in any particular school than there are places available.	i. the Parent Council or Combined Parent Council established for the school to which the guidelines will relate;
	ii. any person authorised for the purpose by the church or denominational body (if any) in whose interest that school is conducted.
(t) Proposal for the revision of any guidelines mentioned in paragraph (s) above.	persons as for proposal in category(s) of column 1.
(w) Proposal to discontinue arrangements for the time being in force with respect to the facility referred to in section 51(1)(a) of the Act (provision of transport) provided with respect to pupils attending a school transferred to the education authority under section 16(1) or provided by them under section 17(2) of the Act; and in this paragraph the reference to sections 16(1) and 17(2) of the Act shall include a reference to the corresponding provision of the Education (Scotland) Act 1918, the	i. any person authorised for the purpose by the church or denominational body in whose interest any school affected by the proposal is conducted;

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Col 1 *Kinds of proposal*		Col 2 *Persons to be consulted*	
	Education (Scotland) Act 1946 and the Education (Scotland) Act 1962; provided that a proposal shall not be included in this category unless it relates solely to schools of the kind referred to above.		
		ii.	the Parent Council or Combined Parent Council established for any school affected by the proposal.
(x)	Proposal to reach the opinion in terms of section 22(4) of the Act that the conditions prescribed in section 21(1) to (4) of the Act ought no longer to apply to a school, being such a school as is referred to in paragraph (w) above; and	i.	any person authorised for the purpose by the church or denominational body in whose interest any school affected by the proposal is conducted;
		ii.	the Parent Council or Combined Parent Council established for any school affected by the proposal.
(y)	Proposal to discontinue a further education centre.	i.	the college council of the further education centre to be discontinued;
		ii.	any student attending that further education centre who would in the event of and by reason only of the proposal being implemented, be prevented from completing his course of study, unless he enrolled in a different further education centre or obtained tuition by other means;
		iii.	the employer of any such student.

SCHEDULE 2
Regulation 9

KINDS OF PROPOSALS PRESCRIBED FOR THE PURPOSES OF SECTION 22B OF THE ACT (PROPOSALS REQUIRING CONSENT OF THE SECRETARY OF STATE)

The kinds of proposals prescribed for the purposes of section 22B of the Act are specified as follows–

(a) proposals to discontinue any school other than a nursery school or any stage of education in a school other than all the nursery classes in a school which if implemented would result in any child in attendance at that school–

    (i) where the school is a primary school, having to attend a different primary school at a distance of 5 or more miles from that school that distance being measured by the nearest available route; or

    (ii) where the school is a secondary school, having to attend a different secondary school at a distance of 10 or more miles from that school that distance being measured by the nearest available route;

(b) proposals to change the site of any school other than a nursery school which if implemented would result in the case of a primary school, in the new site thereof being more than 5 miles distant from the previous site; and, in the case of a secondary school, in the new site thereof being more than 10 miles distant from the previous site;

(c) proposals to discontinue any school or any stage of school education in any school or to change the site of any school or to vary the delineated area of any school, where the number of pupils in attendance at any such school is greater than 80% of that school's pupil capacity, and in the calculation of that pupil capacity regard shall be had to–

    (i) the assessment of capacity on which the education authority have based their proposal;

    (ii) the maximum number of pupils in attendance at the school in any one year in the period of 10 years preceding the proposal; and the curriculum of the school; and

    (iii) the curriculum of the school.

EXPLANATORY NOTE

(This note is not part of the Order)

These regulations provide as to the kinds of proposals on matters relating to schools on which an education authority is required to make information available, to publish and to consult before implementation in accordance with section 22A of the Education (Scotland) Act 1980. They also provide as to the kinds of proposals on such matters which require the consent of the Secretary of State before implementation.

Regulation 3 and Schedule 1 Column 1 prescribe the kind of proposals on which such consultation is required to be carried out;

Regulation 4 and Schedule 1 Column 2 prescribe the persons with whom such consultations are required to take place;

Regulation 5 provides for the procedures to be followed in consultation on proposals;

Regulations 6 and 7 provide for manner of consultation with school councils and relating to denominational schools;

Regulation 8 provides for publication by advertisement of certain kinds of proposal; and

Regulation 9 and Schedule 2 prescribe the kinds of proposals to which the Secretary of State's consent is required before implementation.

annex e: map showing scottish government's urban/rural classification

Urban and rural areas 2005/06

Urban/Rural

- large urban
- other urban
- accessible small town
- remote small town
- very remote small town
- accessible rural
- remote rural
- very remote rural

Sources:
Local Authority Boundaries - Ordnance Survey Boundary Line 2007
Rurality mapping 05/06 , Scottish
Government 2007
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the map for other uses, you must first obtain a separate licence from OS.

For purposes of these proposals, "rural schools" would be those located in the green areas of the map.

RURAL COMMUNITIES

EDUCATIONAL BENEFIT

annex f: list of consultees

All Parent Council Chairs
All Local Authorities (Directors of Education)
All local authority stand alone nurseries
All Headteachers of Education Authority Schools
Accounts Commission
Action of Churches Together in Scotland
Association of Catholic Head Teachers of Primary Schools in Scotland
Association of Catholic Head Teachers of Secondary Schools in Scotland
Association of Scottish Community Councils
Association of Directors of Education in Scotland
Association of Headteachers and Deputes in Scotland
Audit Scotland
Board of Deputies of British Jews
Bòrd na Gàidhlig
Capability Scotland
Carnegie UK Trust
Catholic Education Commission
Centre for Race Equality in Scotland
Child Poverty Action Group
Children in Scotland
Church of Scotland Committee on Education
Citizens Advice Scotland
Comhairle nan Sgoiltean Araich
Comunn na Gàidhlig
Comunn nam Parant
Convention of Scottish Local Authorities
Deaf Blind Scotland
Development Trusts Association Scotland
Down's Syndrome Scotland
Educational Institute of Scotland
Education Otherwise
Equality and Human Rights Commission
Equality Network
Enquire
Feisean na Gaidheal
Friends of the Earth Scotland
General Teaching Council for Scotland
Headteachers' Association of Scotland
Highlands and Islands Enterprise

HM Inspectorate of Education
Home Education Advisory Service
Learning and Teaching Scotland
Moray Forum
National Association of Schoolmasters Union of Women Teachers Scotland
National Association for Small Schools
National Farmers' Union Scotland
Professional Association of Teachers
Rural Community Gateway
Schoolhouse Home Education Association
Scotland's Commissioner for Children and Young People
Scottish Catholic Education Service
Scottish Civic Forum
Scottish Consumer Council
Scottish Council for Voluntary Organisations
Scottish Countryside Alliance
Scottish Disability Equality Forum
Scottish Enterprise
Scottish Episcopal Church
Scottish Human Rights Centre
Scottish Inter Faith Council
Scottish Members of the European Parliament
Scottish Natural Heritage
Scottish Parent Council Association
Scottish Parent Teacher Council
Scottish Public Services Ombudsman
Scottish Qualifications Authority
Scottish Rural Community Network;
Scottish Rural Property and Business Association
Scottish Rural Schools Network
Scottish Secondary Teachers Association
Scottish Trades Union Congress
Scottish Youth Parliament
South of Scotland Alliance
Storlann Naiseanta na Gàidhlig
Sustrans
Unison

All petitioners to the Scottish Parliament since 1999 on school closures

SUSTAINABILITY

FAIRNESS

The Scottish Government

Shetland
Islands Council

To: Services Committee 12 June 2008

From: Head of Schools

CONSULTATION ON SHARED MANAGEMENT IN YELL SCHOOLS

1.   Introduction

1.1   A report (ED-03-F) entitled 'Shared Management Guidelines for Shetland's Schools' was approved by the Services Committee of Shetland Islands Council on 26 January 2006. (Min Ref: SC 03/06)

1.2   The Appendix to the report, Shared Management Guidelines, contained a framework for consultation with communities on the subject of Shared Management.

1.3   This framework contained specific procedures to be followed during the consultation process.

2.   Links to Corporate Priorities

2.1   The Council will ensure a model for education is developed by 2009 that considers the educational and financial viability for schools and communities and its outputs are then implemented.

2.2   The Council will work to create and maintain a culture where individual learners can strive to realise their full potential.

3.   Current Position

3.1   There are three schools in Yell – Burravoe Primary School in the south of the island, Cullivoe Primary School in the north, and Mid Yell Junior High School which provides Nursery and Secondary education for the whole island and Primary education for the central catchment area.

3.2   The Head Teacher of Mid Yell Junior High School was formerly the Head Teacher of Cullivoe Primary School. Prior to his appointment to Mid Yell he requested that consideration be given to developing a shared management model between Mid Yell and Cullivoe.

3.3   The Cullivoe Primary School Board also asked the Schools Service to consider a pilot with Mid Yell Junior High School, after Mr Lawson had

been appointed to the post of Head Teacher at Mid Yell Junior High School.

3.4 A report to Services Committee in ED-06-F suggesting a pilot to examine the possibility of an established model was approved in March 2006 and subsequently approved by full Council on 28 June 2006

3.5 A Pilot Group was set up to monitor the progress of the pilot and to review the model after a period of two years. As a result of their review, the Schools Service carried out consultation with the school communities in May 2008 following the guidelines set down in Report ED-03-F (see para 1.1).

4. The Consultation - Meetings

4.1 Consultation meetings were held with:

Mid Yell Staff
Mid Yell Parents Council
Cullivoe Staff
Cullivoe Parents Council

Following feedback from previous consultations, it was decided that consultation with pupils should be encouraged through discussion with their parents, as many pupils, parents and staff felt uneasy with the process. Questionnaires were therefore issued through the schools involved following the Public Meeting held in Mid Yell on Wednesday 21st May 2008

5. The Consultation – Written Submissions

5.1 Written submissions were received from

The Educational Institute of Scotland
The Mid Yell Pilot Monitoring Group – 48 replies forwarded
The Yell Community
    Pupils
    School-based Staff
    The wider community:
        - 46 people returned the completed questionnaire
        - 14 people responded by e-mail
    …giving a total of 60 responses.

6. The Consultation – what the Community said

6.1 The feedback from all the meetings showed a divergence of opinion between the two communities of Mid Yell and Cullivoe. Though neither community was unanimous there was a large majority in

Cullivoe in favour of the model and a large majority in Mid Yell against.

6.2   At both meetings in Cullivoe there was significant support for the current scheme of provision (the Pilot) and an appreciation of the work of the school and the staff members. However, there was a deep suspicion of the motives of the Schools Service and the Shetland Islands Council and a fear that either adopting the current model or reverting to the previous one would impact on the case for altering the overall scheme of provision in Yell.

6.3   During these meetings there was a genuine feeling of a desperate need for stability – the school has been subject to frequent change and uncertainty for the last five years or more. It was generally agreed that, whatever model was adopted, Cullivoe would continue to deliver a high quality of education but needed a guaranteed period of time to allow the community to develop. It was noted that current school roll projections suggest that Cullivoe will become a two-teacher school within the next few years.

6.4   At the meeting with staff in Mid Yell, there was a significant degree of disquiet expressed. Figures of a poll of staff suggested there was no-one with a positive view of the arrangement and a large majority with a negative view. It was noted that these figures were not collected anonymously and that some chose not to express their opinions.

6.5   At the meeting with the Parent Council, there was again a significant number of concerns expressed, specifically that when the Head Teacher was out of school, his deputy had to leave her class and that this had a negative impact on learning and teaching. Several parents commented that this had had a negative impact on their children's learning.

6.6   At the Public Meeting it soon became obvious that opinion was divided into two camps. Those present from Cullivoe were wholeheartedly of the opinion that the set-up was working efficiently to the benefit of their pupils, and that the model had allowed for the sharing of resources. Those from Mid Yell were almost unanimously against the model, citing problems accessing the Head Teacher when he was out of school, and the negative impact on pupils when his deputy had to leave her class in his absence.

6.7   Of the written responses, both by post and be e-mail there was a marked difference of opinion based almost exclusively on the geography of the island. This meant that a large majority were against the model (80%) reflecting the sizes of the two communities.

6.8   The attainment and achievement of pupils have to be of paramount importance in any model supported by the Schools Service. Figures on attainment are notoriously untrustworthy in small schools.

Standards remain high in both schools, although mention was made during the consultation process of a drop in attainment at Standard Grade in Mid Yell JHS. Both schools provided a list of the many achievements of pupils and the varied learning experiences that pupils can access. However, it remains unclear as to how the pilot has impacted on this area – indeed, staff at Mid Yell pointed out that this good practice "was in place 10, 15 and 20 years ago."

7. Financial Implications of a Shared Management model

7.1 The financial implications associated with the possible shared management models were outlined in the original report as Appendix A (Min Ref: SC03/06). This suggested a saving in employee costs of approximately £18,000, offsetting an increase in travelling costs of approximately £2,500 to leave an overall saving of some £15,500

7.2 The actual staffing costs for the three Yell schools are set out in the table below. There is a clear indication that savings of approximately £15,500 have been made in staffing costs in Cullivoe. However, this is due mainly to the fact that the teacher in Cullivoe Primary School is a Class Teacher and not a Principal Teacher as planned, this resulted in a difference in salary costs of approximately £10,000. Taking into account the additional 0.15FTE management time for an established Principal Teacher, the shared management model generates no significant savings.

Summary (Actuals)		2007/08	2006/07	2005/06
GRE1207 Burravoe Primary School	Employee Costs	72,558	68,251	69,098
GRE1208 Cullivoe Primary School	Employee Costs	54,551	56,406	70,099
GRE1320 Mid Yell Secondary School	Employee Costs	582,160	550,001	574,794

7.3 The report approved by Council (ED-03-F – Para 6.1) states:

"There are no financial implications associated with the approval of this report. However, the guidelines do contain a stated advantage of shared management in the following terms: "Shared management can facilitate financial savings (in most cases)". The Education Service will not implement structures that do not represent best value."

8. Conclusions

8.1 The two communities of Mid Yell and Cullivoe hold diametrically opposed views on the success for the pilot of shared management for their two communities. It has always been the view of the Schools Service that for shared management to work effectively both, or in some cases all three, communities must support the model.

8.2   The majority of staff in Mid Yell and the teachers' union (in this case the EIS) are united in their opposition to the introduction of a permanent shared management model.

8.3   Reports by Her Majesty's Inspectors of Education and Shetland Islands Council's Quality Improvement Officers suggest that the best practice suggested by the Education Service's information leaflet is already in place in schools in Yell and that the sharing of resources, including staff, has been in place in Yell for some time. It is also worth noting that such good practice works well in Burravoe Primary School with its own teaching Head Teacher.

8.4   Introduction of the shared management model in Mid Yell and Cullivoe would not result in any significant financial savings

9.   Policy and Delegated Authority

9.1   The policy and delegated authority for the consultation process are laid down in Appendix A to report ED-03-F:

"The Head of Service will instruct the Quality Improvement Manager (QIM) to consult initially with staff, parents, School Boards (or their replacements), Community Councils, union representatives, and pupils of the schools who may be involved in a move towards shared management, observing SIC Guidelines for Consultation (April 2002). …….. The QIM will prepare a proposal informed by the consultations and present this to the Head of Service ….

9.2   In accordance with Section 13 of the Council's Scheme of Delegation, the Services Committee has delegated authority to make decisions relating to matters within its remit for which the overall objectives have been approved by Council, in addition to appropriate budget provision.

10.   Proposals to the Head of Schools

The proposals made to, and accepted by, the Head of Schools as a result of the consultation process were that:

10.1   the Schools Service recognises that the wish of the School Community in Cullivoe is for the present scheme of provision to continue and appreciates the rationale for continuity within the model. It further recognises the hard work of all staff involved with the pilot.

10.2   the Schools Service recognises that the wish of the School Community in Mid Yell is for the present scheme of provision to cease

at the earliest date practically possible to provide their school with a full-time Head Teacher.

10.3   the Schools Service, taking account of the strength of feeling in both communities, recommends that a return to the previous model of provision be implemented and that it moves immediately to recruit a Head Teacher for Cullivoe Primary School under the same Terms and Conditions as the previous Head Teacher. This will provide a period of stability for each school.

10.4   that the present arrangement in Cullivoe and Mid Yell will continue until a new Head Teacher is in post, thus ensuring minimum disruption for pupils and staff.

11.   Financial Implications

11.1   The budget approved in 2008/09 was for a Teacher at Cullivoe Primary School at a cost of £39,244. Additional funding, in the region of £14,000, to meet the cost of a Head Teacher for Cullivoe Primary School will be met from Budget Code GRE12510016.

11.2   In addition, there will be the one off cost of the external recruitment exercise and possible relocation costs of up to £8,000.

12.   Recommendations

12.1   I recommend that the Services Committee agree to the proposals at 10.3 and 10.4.

June 2008

Ref: HB/JR/sm   Report No: ED-29-F

Shetland
Islands Council

REPORT

To: Services Committee   12 June 2008

From: Head of Schools

SHARED MANAGEMENT FOR SCHOOLS IN SHETLAND:
FETLAR PRIMARY SCHOOL AND BALTASOUND JUNIOR HIGH SCHOOL

1.   Introduction

1.1   The purpose of this report is to request approval from Council for the continuation of the shared management between Fetlar Primary School and Baltasound Junior High School.

2.   Link to Council Priorities

2.1   Schools – Ensure a model for education is developed by 2009 that considers the educational and financial viability for schools and communities and its outputs are then implemented.

2.2   Schools – Consider the development of 'Centres of Excellence' and building on existing high quality facilities.

3.   Background

3.1   In October 2005, the Teaching Head Teacher of Fetlar Primary School resigned to take up post elsewhere in Shetland.   Fetlar Primary School then had a teacher on a temporary basis, who was being supported by the Head Teacher of Burravoe Primary School.

3.2   In November 2005, Fetlar School Board requested a meeting with a representative from the Education Service to discuss the advantages and disadvantages of Shared Management. This meeting took place on 9 November 2005.

3.3   Following a further meeting of Fetlar School Board which took place on Saturday 12 November 2005, the Board made a formal request to the Education Service to seek approval from Council Members for a two-year pilot of shared management.   They requested the appointment of a Principal Teacher to Fetlar Primary School and for the Education Service to seek a school in the North Isles willing to take part in a shared management pilot with Fetlar Primary School.

3.4 Following approval of the principles of Shared Management for Shetland's schools, further discussions took place between the Education Service and Fetlar School Board on 6 February 2006. It was agreed at that meeting to discuss a possible shared management pilot with Baltasound Junior High School.

3.5 Baltasound Junior High School was experiencing a significant decline in its primary department roll owing to the drawdown of RAF Saxa Vord. At the time the school has twenty-nine pupils in three primary classes. It was expected that the roll would continue to fall until Summer 2006, stabilising at around twenty pupils. Thereafter, there will only be a requirement to have two primary classes in the school.

3.6 Consultation took place with the management team at Baltasound Junior High on 9 February 2006, and with the School Board. There was an agreement to proceed with the shared management pilot with Fetlar Primary School. It was acknowledged that this would be a good way of making use of the existing staffing at the school. The Depute Head (Primary) at Baltasound was identified as the specific manager who would provide direct support to Fetlar Primary School.

3.7 Fetlar Primary School pupils had travelled to Mid Yell Junior High School on a Thursday to participate in Expressive Arts classes. In the pilot project, the Fetlar pupils have travelled to Baltasound Junior High School instead.

4. Current Position

4.1 There are currently two primary pupils and no nursery pupils on the roll for 2008/09 at Fetlar Primary School, and a projected roll of one primary pupil for 2009/10. Thereafter, there is no projected nursery or primary roll for Fetlar.

4.2 Feedback from Fetlar parents indicates that they are very happy with the quality of education provided to their children through the pilot period.

5. Proposals

5.1 It is proposed following consultation with the Parent Councils, staff and pupils of both schools, that:

5.1.1 Shared Management of Fetlar Primary School and Baltasound Junior High School continue for two years until July 2010.

5.1.2 The post of a Principal Teacher in Fetlar Primary School is extended for a further two-year fixed term post.

5.1.3 For the continuation of this shared management arrangement Fetlar Primary School is to be managed by the Depute Head Teacher (Primary), Baltasound Junior High School.

6. Financial Implications

6.1 Budget has been approved to continue with the existing shared management arrangements in 2008/09. Budget for 2009/2010 will be included in the revenue estimates for next financial year.

7. Policy and Delegated Authority

7.1 All matters relating to the provision of Education are within the remit of the Services Committee, which has delegated authority to make decisions on matters within approved policy and for which there is an approved budget (Scheme of Delegations Section 13.0). However, the extension of this management arrangement is outwith the terms of this delegation and therefore a decision of the Council is required.

8. Recommendation

I recommend that Services Committee recommend to Shetland Islands Council to agree to:

8.1 The continuation of the shared management of Fetlar Primary School and Baltasound Junior High School for a further two years.

8.2 A further report will be submitted towards the end of this period as to the continuation or otherwise of the arrangement.

June 2008

Our Ref: HB/sm   Report No: ED-30-F

Shetland
Islands Council

REPORT

To: Services Committee   12 June 2008

From: Head of Schools

Consultation on Secondary Education Qualifications

1. Introduction

1.1 The purpose of this report is to provide Members with information on the proposed consultation on the next generation of qualifications for secondary education in Scotland.

1.2 The consultation will be launched on 10 June 2008 and will take views until the end of October 2008.

1.3 Its launch will coincide with the release of another key document, Building the Curriculum – A Framework for Learning and Teaching, which will set out expectations for young people's entitlements as they experience a broad general education and help those involved in planning the 3 – 18 curriculum.

2. Links to Corporate Priorities

2.1 Schools – Ensure a model for education is developed by 2009 that considers the educational and financial viability for schools and communities and its outputs are then implemented.

2.2 Schools – Consider the development of 'Centres of Excellence' and building on existing high quality facilities.

3. Background

3.1 In the early 1990s Standard Grade examinations were introduced to replace the O Grade examinations. The pupils sit these exams at the end of the fourth year in Secondary Schools throughout Shetland.

3.2 There was some flexibility introduced with the relaxation of the age and stage restrictions in 2000, which allowed pupils to sit these exams earlier if the schools felt they were ready and prepared. A few pupils in Shetland / Scotland have done this but the majority of pupils continue to sit these exams at the end of fourth year.

3.3 The current Higher Still framework was introduced from 2000. This saw a wider range of courses being available to post 16 pupils at Access and Intermediate levels.

3.4 The Scottish Government has reflected on the current shape of qualifications and found that in general the existing system works well for many young people. However, they wish to look at how the qualifications system can best meet the needs of Scotland in the 21st century.

4. Consultation

4.1 The consultation will focus on the following proposals:

- Introduction of new awards in literacy and numeracy
- Introduction of a new qualification to be offered at SCQF levels 4 and 5, which will replace Standard Grade (General and Credit) and Intermediate 1 and 2 whilst reflecting the best features of the current arrangements
- Review of the content of National Qualifications at all levels to ensure that qualifications reinforce the values, purposes and principles of *Curriculum for Excellence*
- Investigation of ways to increase flexibility and meet the needs of young people more effectively.

5. Future Implications

5.1 The current arrangements for Secondary Education in Shetland would need to be reviewed if the consultation results in the proposed changes going ahead. This is being considered as part of the Blueprint.

6. Financial Implications

6.1 There are no financial implications arising from this report.

7. Policy and Delegated Authority

7.1 In accordance with Section 13 of the Council's Scheme of Delegation, the Services Committee has delegated authority to make decisions relating to matters within its remit for which the overall objectives have been approved by Council, in addition to appropriate budget provision.

8. Recommendations

8.1 I recommend that Services Committee note the contents of this report.

May 2008

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APPENDIX 1

Introduction

Welcome to Shetland's integrated Children and Young People's Services Plan 2008 - 2011. This plan has been developed in partnership and reflects what we believe needs to happen over the next three years to meet the needs of Shetland's children, young people and their families.

This plan builds on Shetland's first integrated Children and Young People's Services Plan.

National policy and guidance that shapes this plan includes "For Scotland's Children", the Children (Scotland) Act 1995, "Its Everyone's job To Make Sure I'm Alright", "Quality Improvement Framework for Children's Services", "Getting it Right For Every Child", "Extraordinary Lives" and "Looked after Children: we can and must do better".

All of the above national policy and guidance carry a similar message that children and young people's needs are complex and no one agency can single-handedly meet these. It is only through "joining up" our services, offering a seamless approach which targets need, that we will be truly effective. Effective partnership working is a theme that is central to Shetland's Single Outcome Agreement. This plan has a major role to play in achieving the outcomes for children and young people.

Partnership working is an essential element of integrated services. Better integration leads to better services. The voluntary and independent sector makes a valuable contribution in delivering services to children and young people in Shetland. Over the next three years there will be continuing opportunities to work creatively across all sectors to foster initiatives and build capacity.

The focus of services to children and young people in Shetland is to have excellent universal services for all and targeted specialist services to meet assessed need and reduce inequalities. The Integrated Assessment Framework is the tool all services to children and young people in Shetland will use to assess the needs of children and young people and to develop integrated children's plans. There is an expectation that any objective and planned activity within this plan will use the Integrated Assessment Framework when there is a need for integrated working. A brief summary of the Integrated Assessment Framework is found at appendix 1.

Sharing personal information about children and young people between partner agencies is vital to the provision of co-ordinated and seamless services. The

Integrated Assessment Framework provides a secure process for the sharing of personal information. This process complies with the Shetland Personal Information Sharing Policy which has been signed up to by all partner agencies.

It has been acknowledged by all services that we have a particular duty to children and young people in Shetland who are categorised as being "children in need" as defined by the Children (Scotland) Act 1995.

The purpose of this plan is to provide:

- The local context within which our services are planned and delivered
- The shared vision, the 7 cross cutting themes and the key strategic priorities
- The strategic and operational framework for integrated children's services
- The action plan which sets out what we are going to do, how we are going to do it, by when, and the outcomes we are seeking to achieve

The integrated Children and Young People's Services Plan focuses on new developments, and action that needs to be taken in order to further integrate our services and promote continuous improvement. A full account of service provision by partner agencies has not been detailed as this information is provided through individual services.

This plan will be reviewed annually and updates will be made available to the public.

This plan has been developed by a multi-agency group consisting of NHS Shetland, Shetland Islands Council – Education and Social Care Department, the Voluntary Sector, the Children's Reporter, Shetland Childcare Partnership, Careers Scotland, the Northern Constabulary and the Community Safety Partnership.

The seven cross cutting themes all had a lead person responsible for bringing together appropriate partners in preparation of this plan. These seven groups also had an important role in ensuring appropriate consultation with all stakeholders, including service users on the draft plan.

Setting the Scene

DEMOGRAPHY

Shetland is the second smallest local authority / health board area in Scotland, with a population of around 22,000. Made up of over 100 islands, fifteen of which

1

are inhabited, it is connected to mainland Scotland by air and overnight ferry links. The main town of Lerwick is the most densely populated area with almost a third of the population living there.

Figures from the General Register Office for Scotland in 2006 estimate that there are 5,492 people under the age of 20 in Shetland. 2,560 of these are under the age of 10. Population projections indicate that the number of children and young people under 20 in Shetland could decrease by as much as 6% during the timescale of this plan. It is projected that this decrease could be as much as 35% by the year 2024. These figures show a concerning trend for Shetland as well as the rest of Scotland.

According to the Scottish Index of Multiple Deprivation (SIMD) 2004, Shetland is the 5th least deprived local authority in Scotland and is the least deprived in comparison to similar remote and / or island authorities.

Shetland ranks highly in relation to income, employment, health, housing and education, as would be expected for a rural local authority, Shetland ranks poorly in relation to access to services. Shetland's overall high ranking does not mean that deprivation does not exist in Shetland, but that measurable numbers are smaller; individuals are not concentrated in geographic areas but are dispersed and isolated throughout the population. Appendix 2 provides detailed demographic and statistical information.

Vision and Themes

Shetland's shared vision for children and young people is that:

"Children and Young People should be encouraged and supported to enjoy being young and to lead full, safe, healthy, active and responsible lives in their communities."

Partner agencies are committed to working in an atmosphere of collaboration and respect, to promote all aspects of children and young peoples development, to help them feel safe, secure and cared for, and, to have a sense of their own worth and that of other people in society.

Most children and young people's needs will be met by their families / carers and the provision of universal services such as education and health. However, there are a number who will require additional, sometimes specialist support. The triangle below outlines the different levels of intervention. Through thorough assessment and effective targeting of resources and providing early intervention, only a small proportion of children and young people should be in the top section of the triangle, which represents the highest level of need.

2

Diagram – "Triangle"

Children with severe emotional and/or challenging behavioural difficulties

Children in Need of Protection Complex needs/ Life-limiting conditions

Looked After Children

Children with specialist health needs

Children in Need
CYPEDA/Young Carers
Children with ASN
Children in need of specialist services

Children recovering from abuse and neglect

Universal Services
(schools, youth clubs, GP's)

Our services will be:

- Child centred
- Holistic
- Integrated
- Locally delivered, wherever possible
- Run in partnership with children, young people and their families

Children and young people's services are planned and delivered against seven cross cutting themes:

- Safe
- Healthy
- Achieving
- Nurtured
- Active
- Respected and Responsible
- Included

3

The Strategic and Operational Structure

The structure for integrated services has evolved over time. In April 2007 the Shetland Islands Council restructured its Community Services Department and created the Education and Social Care Department. One of the services created was Integrated Children's Services. This service brings together under one head of service children and families social work, educational psychology, youth work and children's resources. This has assisted with the integration of services not only within the Council but with all partner agencies. The introduction of the Integrated Assessment Framework will further this integration of service planning and delivery.

A new structure is to be introduced that will give clear lines of governance and accountability, strong strategic leadership and direction, and effective monitoring and evaluation. The new strategic framework is outlined below which incorporates two levels. The Children and Young People's Strategic Planning Group, which consists of Executive Director of Education and Social Care, Director of Public Health, Chief Constable, Executive Officer Shetland Council of Social Services, Head of Schools, Head of Children's Services, Authority Reporter and the Chair of the Child Protection Committee. It is through this group that the Integrated Children and Young Peoples Services Plan will be monitored and evaluated.

Diagram – Strategic Structure
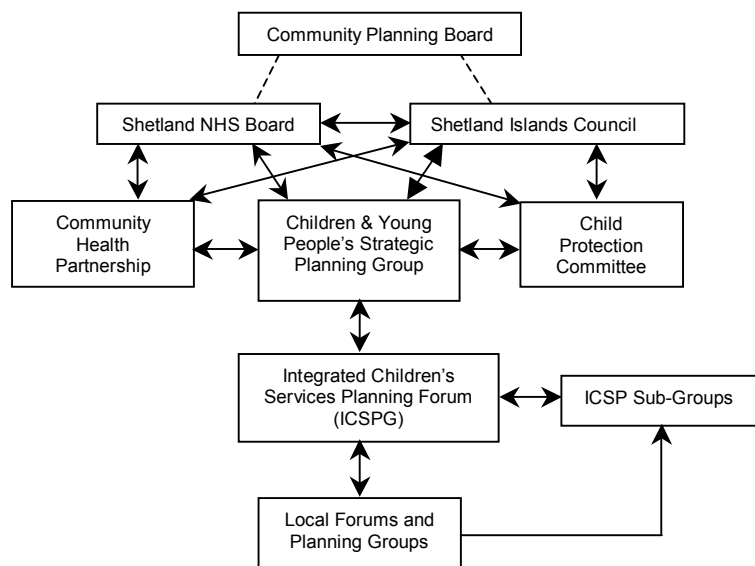
In the new structure the Integrated Children and Young Peoples Forum will be the vehicle through which integrated services are delivered at a local level. The forum will include the key lead officer for each of the seven cross cutting themes, front line staff, managers from all sectors working with children and young people and where appropriate service users. It is envisaged that this forum will highlight good practise, areas for development as well as delivering the actions of the plan.

Diagram – operational structure

4
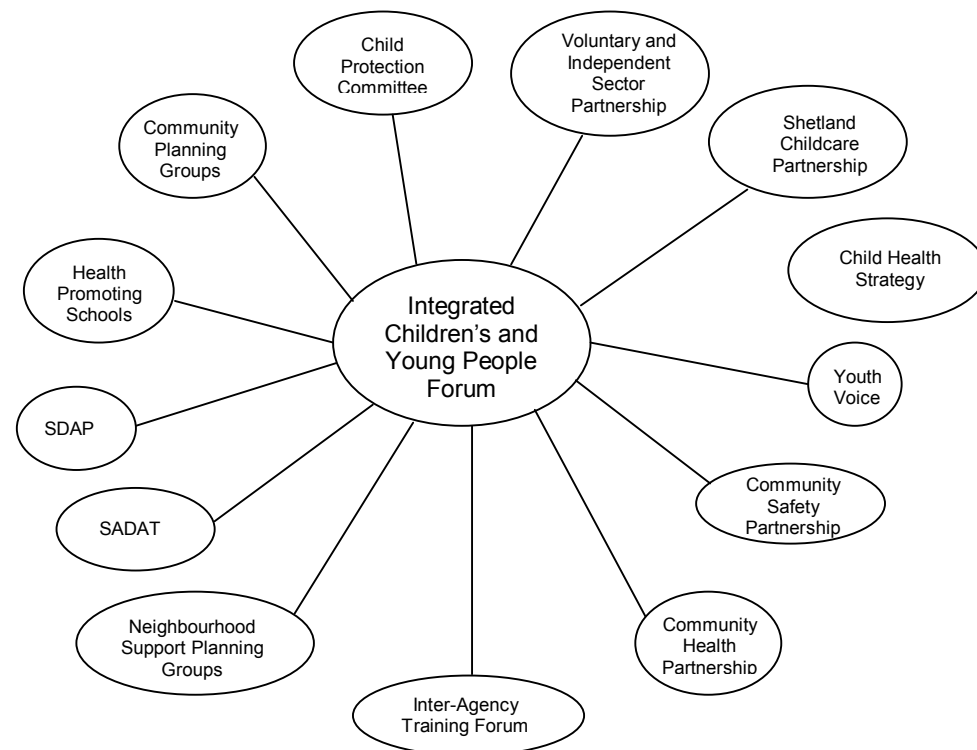
Strategic Priorities

- Integrated planning, assessment and service delivery across the whole range of provision, especially at significant points in children and young people's lives
- Deliver a high quality service for all children and particularly Looked After Children in which plans for their future are put in place without any unnecessary delay
- Targeting resources to ensure the physical health and emotional wellbeing of children and young people. In particular tackling substance misuse, obesity and bullying
- Ensuring the sustainability of services and the developing of new initiatives through making best use of and pooling of resources

Workforce Development

The Education and Social Care Department employs a significant proportion of the Council's workforce.

At the moment, there is an ad hoc approach to workforce development, with some areas of the Department being successful in gaining quality standards, such as Investors in People (IIP).

There are a number of significant gaps in terms of our ability to recruit the right number of suitably qualified staff, in the right areas. There are significant and costly training requirements and, in some areas, our staff group will reach retirement around the same time.

Drawing up a Workforce Development Strategy will greatly assist the Department in describing the skills, knowledge and competencies that staff will need, now and in the future. This is a key element on the work of designing Job Families for the Single Status pay agreement. The work will also greatly assist in identifying training needs, to feed into the Corporate Training Plan, through a more robust employee review and development programme.

This strategy covers all staff with in the Education and Social Care Department, apart from teachers where workforce planning is done at a national level.

The above strategies will address:

- Population / demographic changes
- Limited labour markets
- Recruitment and retention
- Challenges of working in Shetland in terms of generalist / specialist work
- National drivers to deliver more flexible and responsive services
- The challenges of partnership working
- Local Service Delivery Models
- Decentralised models of working incorporating new technologies
- Reducing Budgets and National Efficiency Savings Targets

Voluntary Sector Workforce Development for paid staff and volunteers is developed dependent on the needs of the organisation and the services it delivers. Due to the diversity of the sector training has to be delivered in an innovative manner, often out of normal working hours and throughout Shetland. Whenever possible, training is delivered free of charge to voluntary organisations.

Northern Constabulary supports the development of its Officers and Staff in order to achieve the targets and outcomes in the annual Policing Plan and other requirements. The elements relevant to children's services are included in the different sections of this plan where the police have a role to play. This includes work in relation to Child Protection, Domestic Abuse, Drug and Alcohol Abuse and Youth Crime.

Officers and Staff are governed by the law both common and statute, national guidance and force policy and practice via a comprehensive suite of Force Reference Documents. Staff performance is monitored and supported by a comprehensive Performance Review and Appraisal process which is linked to a Personal and Job Skills Framework. Each member of staff also has a training plan, updated annually, which supports both their training and development and force objectives.

NHS Shetland has a Workforce Plan that supports the development of its local workforce and links into service plans; the elements relevant to children's services are included in the different sections of this plan where health staff have a role to play. This includes for instance, linking into schools through health promotion and health visiting / school health staff, being a part of multi-agency child protection training, developing health visitors support to families through parenting skills, as well as the specific Healthy section activities such as training on sexual health and on substance misuse, increasing skills on promoting mental health & well-being, and introducing new skills and staffing with the Mental Health worker model.

5

Professional and clinical health staff are governed by national standards of practice, and the Knowledge and Skills Framework provides a structure for all staff across the NHS nationally to map their knowledge, skills and competencies, along with a Personal Development Plan which supports their development to better fulfil their role at work. Shetland NHS Board also has an annual Training Plan, parts of which are delivered jointly with other agencies both locally and with national NHS bodies. So that all staff are supported in being trained and training others, and we make best use of limited local resources.

Budgets

In total at least £ 44 260 000 is to be spent on children's services in Shetland in 2008 - 2009.

It has been difficult to set an exact figure due to the way some partner agencies are funded. For example the net operational budget for the police for the Shetland Command Area is £ 2 063 000. Only £ 35 000 of this is included in the overall figure above as it relates to a specific post. In reality the police will spend more than this on services to children. Health is not in a position to disentangle spend on children for the financial year 2008 – 2009, but will be in a position to include more specific figures for the next financial year.

Actions in this plan will be taken forward within these budgets unless otherwise stated.

6

Action Plan

The action plan sets out what we are going to do, how we are going to do it, by when, the outcomes we are seeking to achieve and the resources available. It is divided into seven cross cutting themes of safe, healthy, achieving, nurtured, active, respected and responsible and included. Many actions could easily have come under one or more themes. Some activities have been deliberately taken from one of the seven themes and are presented below.

Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
Develop integrated working to Improve the assessment of needs, risk and plans for children and young people	Roll out the Integrated Assessment Framework	The Integrated Assessment Framework becomes the standard for holistic, integrated assessment and analysis of need which creates one plan for the child	All partners	2008/9/10	Integrated Assessment Framework Project Board
	Develop and deliver a training programme for the Integrated Assessment Framework	Confident practitioners who can create children's plans using the integrated assessment framework	All Partners	2008/9/10	Integrated Assessment Framework Project Board
	Development of quality assurance framework for the Integrated Assessment Framework	Quality assurance information	All partners	2008/9/10	Integrated Assessment Framework Project Board
	Electronic solution for the Integrated Assessment Framework	Increased accessibility to the Integrated Assessment Framework for practitioners	All partners	2009/10	Integrated Assessment Framework Project Board Data Sharing Partnership
All services and activity are inclusive and non-discriminatory	Ensure the views of Children and Young People and their families are taken into account when decisions are made about then and in developing services		All partners	Ongoing	All Agency leads

Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
All services and activity are inclusive and non-discriminatory (cont)	All policy, procedures, plans and strategies relating to services for children and young people to be equality impact assessed		All partners	2010	All Agency leads
	To use the documentation issues by the Children's Commission to ensure that the consideration of children and young people's needs and view points are included in every development of service, policies, etc.	Raise awareness of the "child proofing" approach Awareness improved Acted on by elected members	All partners	2009	All Agency leads
To ensure local services are delivered to at least national standards in order to achieve the best possible outcomes	Assess national standards against local context and agree what this means for Shetland examples for health include: • Asthma • Bronchiolitis • Diabetes • Developmental Condition Disorder • Autism • Cerebral Palsy • Learning Difficulties	Children and young people are able to access services that are informed by, and appropriate for, their age-related requirements	All partners	2009	All Agency leads
To provide good quality information to children, young people, their family and carers, including local services and support available	Ensure that adequate information is available for children and young people and their parents/carers to make informed choices	Up-to-date information available through a variety of mediums that are accessible and user friendly.	All partners	2008-2011	All Agency leads

Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
Streamline the collection and use of information about children and young people's needs	Development and Implementation of Integrated Assessment Framework S2 Questionnaires School Health Profiling Electronic records	Better quality of information to enable service planning and development.	All partners	2008-11	All Agency leads
To ensure safe recruitment practice for those working with children and young people	Improve arrangements for Disclosure checking, and induction where necessary and monitor compliance	All checks completed and scrutinised before staff or volunteers start work. Appropriate induction is in place	All Partners	2008	All Agency leads
To ensure that adults working with children and young people treat them with respect and respect their rights	Discipline with Dignity advice for schools and teachers Advising young people about their rights when being dealt with by the police		All partners	Ongoing	All Agency leads
Ensure that all adults who take an active role in services to children are supported to gain the necessary skills and confidence to do so	Develop and deliver a comprehensive range of activities to support adults, including volunteers seeking to get involved in the delivery of activities for children and young people	More qualified adults to support local services to deliver activities for children and young people More skilled and confident volunteers providing more activities for children and young people	All partners	Ongoing	All Agency leads
To reduce bullying against children and young people	To develop a multi-agency strategy on the reduction of bullying	To have a strategy that helps to keep children and young people safe in their environment	All partners	December 2008	Chair of The Children and Young Peoples Strategic Planning Group
	Delivery of Respect Me training to staff	Dispel myths relating to bullying and build staff confidence in dealing with bullying	All partners Respect Me	Community Safety Partnership funding 2008 / 2009	All partners

Theme: Safe

Children and young people have the right to be protected and be safe from harm from others; as members of the community they are entitled to be safe and enjoy a high quality of life free from crime and the fear of crime.

Definition

Safety needs to be understood in context; children and young people need opportunities to explore and be active but also require protection from avoidable and unnecessary risks.

Unless specifically stated, this part of the plan assumes that all services that currently contribute to make this a reality will continue. What we mean by this is that the plan assumes that children and young people will continue to have access to services such as good quality health care when needed (for example, in the case of accident), that schools will maintain an ethos where bullying, for example, is not tolerated, and that the child protection services offered by Children's Services (Social Work) and the Northern Constabulary will continue.

In order to make children and young people safe we need to:

- Reduce child abuse and neglect by early identification of need and the provision of support services.
- Ensure that children and young people experiencing or at risk of abuse and neglect are protected and kept safe by the provision of high quality child protection services
- Support children and young people who have experienced abuse and neglect by provision of nurturing environments and a range of appropriate therapeutic services
- Use the Integrated Assessment Framework to ensure a strategic integrated approach to identifying and meeting the therapeutic practical and support needs of children and young people experiencing domestic abuse
- To make Shetland's roads safer for children and young people
- To make the home a safer place for children and young people and reduce avoidable accidents and injuries

For the actions we plan to take to promote the following objectives please refer to the Child Protection Committee's Annual Report and Business Plan and to the Community Safety Strategy and Action Plan 2005-2010

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
Reduce child abuse and neglect by early identification of need and the provision of support services.	Raise awareness with children and young people of child abuse and support services	More vulnerable children and young people are aware of their right to be safe and know how to get help	Child Protection Committee	Ongoing - for details of timing of specific actions within this area of activity please refer to CPC Business Plan	Child Protection Committee Lead Officer
To protect and keep safe children and young people experiencing or at risk of abuse and neglect by the provision of high quality child protection services, nurturing environments and appropriate therapeutic services	Prepare for and participate in the multi agency inspection of child protection services	To improve quality of services and have better quality assurance systems in place, in both inter agency and internal services	Child Protection Committee	2009	Child Protection Committee Lead Officer
	Engage partner agencies in ongoing child protection work and monitoring of children's plans	Participation of partner agencies at child protection core groups Children's needs met timeously	Children's Services School's Service NHS Shetland Northern Constabulary Voluntary Sector Children and Families	Ongoing	Service Manager (Social Work)
	Ensure actions agreed through Child Protection Committee in its annual Business Plans are completed timeously	75% of actions to be achieved within the original timescale, 90% within 6 months and 100% within 1 year	Child Protection Committee	Ongoing	As stated in Child Protection Committee Plans, Lead Officer for Child Protection Committee will co-ordinate
To meet the therapeutic practical and support needs of Children and Young People Experiencing Domestic Abuse (CYPEDA)	Undertake an audit of needs of adults and children/young people experiencing domestic abuse	Detailed understanding of the diverse needs of adults and children experiencing domestic abuse	Shetland Domestic Abuse Partnership		Community Safety Officer
	To produce and implement a Domestic Abuse Strategy & Action Plan, in consultation with adults and children and young people experiencing domestic abuse	To produce a 3-year Strategy & Action Plan To establish an overview of the services available in relation to domestic abuse and identify gaps in service provision	Shetland Domestic Abuse Partnership Integrated Children and Young People's Forum	April 2008	Community Safety Officer

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
To meet the therapeutic practical and support needs of children and young people experiencing domestic abuse (CYPEDA) (continued)	To organise multi-agency awareness training on domestic abuse and the impact it has on children and young people	To develop a programme of awareness training for children and young people in schools, youth clubs and other relevant settings	All partner agencies, including children and adult services and voluntary and independent sector	Awaiting further information about the VAWU National Training Strategy funding post March 2008	Community Safety Officer
		To ensure that frontline staff from all partner agencies are aware of services available for victims	Shetland Domestic Abuse Partnership		
		To ensure that the public generally and victims in particular are aware of services available to them	Shetland Domestic Abuse Partnership		
	To develop support services for men, women and children who are faced with homelessness resulting from domestic abuse	Reduction in homelessness as a result of domestic abuse	Shetland Domestic Abuse Partnership Hjaltland Housing Association Shetland Islands Council Housing Service Women's Aid		Community Safety Officer
To make Shetland's roads safer for children & young people	To reduce instances of child pedestrian accidents by 50% by 2010	To actively encourage nurseries, playgroups and school pupils to take full advantage of the wide variety of road safety training that is available for child pedestrians	Schools Service Nurseries Playgroups Road Safety Scotland ZetTrans Sustrans Bruce Family Centre	Road Safety Scotland & Sustrans provide/fund materials	SIC Safety & Risk
		To train School Crossing Patrol Officers (SCPO's assist pupils crossing the road to school)	Schools Service		

Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
To make Shetland's roads safer for children & young people (cont.)	To utilise the wide range of tools available, for example the Intelligent Road Sign, in order to highlight the 3 main factors in incidents of people killed or seriously injured on Shetland's roads (namely not wearing a seatbelt, driving at excessive speed and drink/drug driving)	Give The Dims presentation when requested (The Dims are a resource used to highlight the dangers of not wearing a seatbelt)	SIC Schools Service	Internal funding	SIC Safety & Risk
		Organise themed campaigns to highlight the dangers of speeding, drink/drug driving and not wearing a seatbelt	Road Safety Scotland DfT	Road Safety Scotland & DfT provide/fund resources	Northern Constabulary
		Continue to offer the Pass Plus Scheme at a reduced rate (this Scheme is aimed at newly qualified drivers providing extra tuition in different driving conditions)	SIC Safety & Risk Driving instructors	Ongoing	Safety & Risk
To make the home a safer place for children and young people and reduce avoidable accidents and injuries	To have a set of activities in place to reduce accidents in the home involving children and young people	To roll out the Risk Watch programme for 3 –14 year olds in Shetland's schools A reduction in all accidental injuries in children between the ages of 3-14	HIFRS Schools Service Community Safety Partnership	5-year programme to involve as many schools in Shetland as possible	Schools Services

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
To make the home a safer place for children and young people and reduce avoidable accidents and injuries	Develop partnership working in home fire safety risk assessments, particularly for vulnerable households	Reduction in the number of dwelling fires Prevention of fire fatalities and injuries within households Support HIFRS's youth award scheme Reduction in youth injury and involvement in fire-related incidents	Community Safety Partnership HIFRS Housing Children's Services Community Alcohol Drugs Support Service Deaf Services HIFRS Children's Services	Ongoing with joint funding in time by partners	HI-FiReS
		To offer the HI-FiReS Youth Engagement to young people aged 12-15 who have behavioural or low achievement issues and also with those who are at risk of offending	HI FiReS Community Safety Partnership Schools Services Children's Services	Ongoing with HIFRS funding	
		Reduction in Anti-Social-Behaviour and re-engagement of young people into the Community. Citizenship and self esteem building.	HI FiReS Community Safety Partnership Schools Service Children's Services	Ongoing with joint funding from partners	
		Continue distribution of the *Scottish Good Egg Guide to In-Home Child Safety*	Shetland Community Safety Partnership	Community Safety Partnership Funding	Community Safety Officer of the Shetland Community Safety Partnership

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Theme: Healthy

Children and young people should enjoy the highest standards of physical and mental health, with access to suitable healthcare and support for safe and healthy lifestyle choices.

Definition

We aim to ensure that children in Shetland have the best possible start in life, that they are supported and enabled to stay physically and mentally healthy, and that they have access to appropriate healthcare when required.

We aim to have in place health services which are:

- targeted to the health challenges of the 21st century
- based on the best available evidence
- designed to protect and promote health as well as treating disease
- capable of addressing the needs of children who may be vulnerable or at risk
- centred on children, young people and their families
- delivered consistently and equitably
- and fully integrated with the more wide-ranging cross-sectoral actions necessary to create health in body, mind and behaviour.

Outcomes

A child or young person who is healthy will be:

- Able to make healthy choices
- Have a positive healthy start in life
- Motivated and resilient
- Have good self esteem

We aim to achieve this by having:

- Safe, appropriate and accessible clinical services for acutely ill children, linking into specialist services
- Local services which are delivered to national standards in order to achieve the best possible clinical outcomes
- Schools which promote the health of children and young people
- Improved mental health and well - being of children and young people
- Reduced alcohol-related hospital admissions
- Reduced percentage of school children who smoke
- Reduced percentage of pregnant women who smoke
- Improved sexual health of young people in Shetland
- Improved or maintained high level of children with no dental disease.
- Reduced rate of increase in the proportion of children with their BMI outwith healthy range
- More women exclusively breast feeding at 6 months.
- Maintained or increased high uptake rate for all childhood vaccinations.
- Reduced suicide rate

Summary of Services

The action plan covers the range of child health services including local health improvement targets and measures to improve local health services, including:

- Primary care
- Health visitors, school nurse
- Community children's nursing services
- Therapy services
- Out-patient and hospital based services
- Sexual health
- Child and adolescent mental health and promoting mental and emotional well-being

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
To reduce levels of obesity in children and young people	Develop and implement Healthy Weight/Obesity Strategy for Shetland, to include reviews of: • Breastfeeding Strategy • Shetland Islands Council Healthy Eating Policy • NHS Shetland Healthy Eating Policy • NHS Shetland Catering Strategy Implement national guidance on Obesity Deliver obesity/weight management interventions to 15% of overweight and obese children aged between 7 and 13 years cumulatively over the period 2008-09 to 2010-11	Raised awareness among potential parents of the need for good nutrition, prior to and during pregnancy. Increased number of children of healthy birth weight Increased number of children of healthy weight Reduce the rate of increase in the proportion of children with their BMI outwith healthy range by 2018 More than 70% of women to be exclusively breast feeding at 6 months by 2010	NHS Shetland School's Service Environmental Health	2008-2011 WER +Scottish Govt funding being made available	Director of Public Health
	Implement Schools (Health Promotion and Nutrition) Scotland Act	More children eating healthy diets within schools Reduced levels of obesity in children and young people	Schools service NHS Shetland	2008-2011 WER	Head of Schools
	Promote healthy eating and dental hygiene	**60% of 5-year-old children (primary 1) will have no signs of** dental disease **by 2010.**	Schools service NHS community & public health dental services, CHCP, Health Promotion	2008-2010 WER	NHS Shetland CADDO (Chief Administrative Dental Officer)

Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
To improve sexual health of young people in Shetland	Implement sexual health strategy: • Provide accurate, up to date, relevant and accessible information about sexual health and sexual health services. • Identification of sexual health needs of those who don't currently engage with services, in particular, young people not in education, employment or training, looked after children, young people with learning or other disabilities, • Raising awareness of Lesbian, Gay, Bi-sexual, Transsexual issues through the Gender Equality Schemes. • Development of a Training Plan for 2008-09, including Sexual Health and Relationships Education Training	A coordinated, comprehensive and needs–led approach to sexual health in Shetland Appropriate and accessible sexual health information and services for all children and young people Improved levels of sexual health and well-being and fewer Sexually Transmitted infections Maintenance of low numbers or reduced numbers of teenage pregnancies **National target: Reduce by 20% the pregnancy rate (per 1000 population) in 13-15 year olds from 8.5 in 1995 to 6.8 by 2010.**	NHS Shetland - Community Health Partnership, Public Health & Health Promotion School's Service Children's Services Shetland Youth Information Service	2008 - 2011 WER plus funding from Scottish Gov't £40,000	Consultant in Public Health Medicine

Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
To reduce the number of young people smoking in Shetland or experiencing environmental tobacco smoke	Implement Tobacco Control Strategy and Action Plan, including: Offering appropriate and accessible smoking cessation support and information to young people Support and monitor the introduction of the ban on smoking in enclosed public places Promote the change in legislation of sales to under 18's Appropriate and accessible smoking cessation service for pregnant women who smoke.	Smoking cessation services are tailored to assessed needs. Smoking cessation services are appropriate, accessible and follow evidence-based guidelines. Increase in the number of smoke free places in Shetland Fewer young people starting smoking Fewer sales of tobacco to children under 18 To support 8% of Board's **Smoking** population (including young people) in successfully quitting (at one month post quit) over the period 2008/9 – 2010/11 Reduce the percentage of school children aged 12-15 who smoke to 11% by 2010 from 14% in 1995 **Reduce the percentage of pregnant women who smoke from 29% in 1995 to 20% by 2010**	NHS Shetland Shetland Islands Council	2008 – 2011 Scottish Government Smoking cessation funding for 2008-9 expected to be £65,000	Director of Public Health

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
To reduce the amount of substance misuse in Shetland	Develop and implement 3 year Drug and Alcohol Strategy for Shetland, including Designing and deliver young people's drug and alcohol services in line with local needs assessments, including to children affected by substance misusing parents/carers Ensuring coordination and consistency of quality of drug and alcohol training Tackling media and public perceptions of drug and alcohol misuse	To have fewer children or young people misusing substances (alcohol, drugs or tobacco), or living in families who are misusing substances. Reduce alcohol-related hospital admissions by 2011 Decrease the estimated number of problem drug users in Scotland by 2011	Shetland Alcohol and Drug Action Team partners including statutory and voluntary sector	2008-2011 Scottish government funding via SADAT	SADAT NHS Shetland DPH
Implement Schools (Health Promotion and Nutrition) Scotland Act	Continue to audit schools against, and help them to achieve, health promoting school standards; including high quality education and effective policies on • drugs, alcohol and tobacco • Healthy eating • Physical activity • Mental health • Sexual health • Oral health	All school promote and protect the health of their children and staff All schools are Health Promoting Schools Duties of the Act are implemented	School's Service Community Work NHS Shetland - Health Promotion, Community Nursing Health Visitors and School Nurses	Ongoing	EIO

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
To improve the mental health and well - being of children and young people	Promote mental health of children and young people through implementation of the Children and Adolescent Mental Health Services Strategy including awareness raising, training, skills development and health promoting policy	Increased awareness of mental health and less stigma attached to it. Increased skills in promoting/maintaining good mental health More environments which promote and support positive mental health Fewer young people experiencing mental health problems	NHS Shetland Children's Services Schools Service Voluntary Sector	2008 - 2011	NHS Shetland Public Health & health promotion
	Locally agreed evidence-based multi-agency protocols for managing common mental health emergencies, including: a) multi-agency guidelines for the assessment of and responding to self-harm/suicidal behaviour, b) guidelines for assessing young people presenting to Gilbert Bain Hospital with acute problems	Reduce suicide rate between 2002 and 2013 by 20%.	NHS Shetland Schools service Children's Services	2007 - 2008	Children and Adolescent Mental Health Team
	Strengthening Tier 3 services and the capacity of local services to respond to the strategy • Mental Health worker model proposed • Continued development of the local clinical psychology service	Appropriate and sustainable specialist services available on island	Mental Health Partnership organisations Specifically CAMHS team, CHCP & Children's services	2008	Children and Adolescent Mental Health Team

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
To improve the mental health and well - being of children and young people (cont.)	Developing agreements on service pathways/ integrated care pathways for stepped care from Tier 1 through Tier 2 to achieve more integrated working at all levels on topics including: - depression in adolescents - anxiety - Attention Deficit Hyperactivity Disorder - deliberate self harm - Autism - eating disorders	Integrated Care Pathways in place, with information and support for children and families, and those working with them	NHS Shetland CHCP Universal services across all agencies Schools service Children's services	2008	Children and Adolescent Mental Health Team

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Theme: Achieving

"Children and young people should have access to positive learning environments and opportunities to develop their skills, confidence and self esteem to the fullest potential."

"Achievement is not about soft options, it is about becoming fit and healthy and feeling good about yourself, about learning to achieve in sporting activities. Success is about developing creative skills: in problem-solving, in technical activities, in music, art, design, media and drama. It is about being enterprising, about becoming productive. It is about learning to work effectively on your own or with others in groups. Success is about learning to express yourself, becoming confident and assured, believing that the contribution you make to society is valuable and will be valued. It is about making thoughtful decisions and choices. It is about feeling included and responsible for yourself and for others and about learning to care about other people. It is about learning to care about the world and wanting to make it a better place for future generations."

Her Majesty's Inspectorate of Education, Journey to Excellence 2006

Outcomes

Policy

We will develop and review a policy framework which covers key areas of our provision.

Planning

We will plan to secure improvement in the service we provide, and work to integrate service provision, such that we achieve better outcomes for the children and young people.

Provision

In accordance with our statutory obligations we will provide education for all children in Shetland. In doing so we will strive to ensure all young people become:

- Successful learners.
- Confident individuals.
- Responsible citizens.
- Effective contributors.

We will work in partnership to ensure all young people are:

- Safe.
- Nurtured.
- Healthy.
- Achieving.
- Active.
- Respected.
- Responsible.
- Included

Summary of Our Service

Shetland has 33 schools and an Additional Support Service. There are two high schools, five junior high schools with primary and nursery departments attached, two schools and twenty-four primary schools, fifteen of which have nursery classes. Fifteen of the primary schools are one or two teacher schools, located in small rural communities. All our junior high schools and our two schools offer an appropriate range of Scottish Credit and Qualifications Framework courses to sixteen.

Beyond this Brae High School and the Anderson High School offer post-sixteen education. The Schools Service employs 186 primary and 198 secondary teachers.

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
To continue to support the growing number of children and young people with autistic spectrum disorders	Consultation on and Implementation of multi agency 'Pathway to Identification' of autistic spectrum disorders Autistic spectrum disorders working group - development of autistic spectrum disorders action plan Improved arrangements for information sharing	Improved systems for identification and support for pupils with autistic spectrum disorders and their parents/carers To improve the range of services for children and young people with autistic spectrum disorders	Psychological Service Integrated Assessment Framework Sub-Group Voluntary Sector Disability Shetland	Ongoing	Education Support Officer, Additional Support Needs
To continue to support schools and Parent Councils in encouraging parents to learn with their children	Family Learning Group to encourage parents and carers to learn with children Develop the role of the Home-Link teacher with regards to Parental Involvement support to schools Continue to develop the Parental Involvement Strategy and send it to schools and Parent Councils for consultation	Newsletter to parents Completed and agreed Strategy for Parental Involvement	Parents Schools Service Parent Council's	Ongoing	Quality Improvement Officer

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
To further develop support for young people and adults with English as an additional language	Provide a programme of training for Additional Support Needs and mainstream teachers - including accredited courses and locally delivered advice Annual collation of data Purchase resources - professional literature and guidance Establish local English as an Additional Language group - including Adult Education, Shetland College and other agencies - to agree wider Shetland strategy	All schools familiar with Managing Inclusion guideline on bilingual pupils and demonstrating commitment to meeting needs Action Plan to be agreed	Adult Learning Shetland College	Training Costs	Quality Improvement Officer
To develop a strategy on pre-school education and early years	Consult Early Years Strategy Group and Schools Service Nursery Group to identify priorities Prepare a draft strategy and action plan with timescales for key milestones Consult Finalise strategy and implement	Support for all early years children is enhanced.	Shetland Childcare Partnership Children's Service Schools Service Partner Providers Private Providers	By August 2010	Quality Improvement Manager

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
To progress the 'Blueprint' for Education	Report to Services Committee on the proposed implementation of the Blueprint. Implementation of the strategy which is developed as the Blueprint by Councillors and Schools Service staff.	Education is delivered as remitted by Councillors.	Schools Service Shetland College North Atlantic Fisheries College Parents Parent Councils Children and Young People	Within existing resources	Head of Schools

Theme: Nurtured

Children and young people should live within a supportive family setting, with additional assistance if required, or, where this is not possible within another caring setting, ensuring a positive and rewarding childhood experience.

Definition

We aim to ensure that for children and young people growing up in Shetland should as far as possible enjoy a safe, healthy and caring family experience to help them reach their potential and lead fulfilling lives.

In Shetland we aim for children and young people to be brought up in their own family unless it is not safe to do so. We make every effort with families to achieve this aim.

In order for children and young people to achieve their full potential we aim to ensure that they have nurturing experiences which help them grow and develop and have the opportunity to live in a supportive environments where they are loved and respected by people who care about them.

Outcomes

A child or young person who feels nurtured will:

- Be motivated
- Be resilient
- Enjoy and sustain meaningful friendships
- Be better able to learn
- Be confident
- Have good self esteem
- Be caring and considerate
- Have a sense of responsibly
- Be respectful of others

Summary of Services

In Shetland we aim to ensure children and young people experience supportive caring environments by promoting:

Parenting

- Health visitor support to families
- Parenting groups to aid and assist family experiences
- Family support workers to assist and support families
- Intensive parenting classes e.g. Mellow Parenting programmes
- Flexible responses for rural areas and Isles

Learning

- Pre school home link teachers attached to nurseries
- Encourage school to work in partnership with parents on homework
- Home link teachers who work with families on behavioural issues
- Promoting literacy for child/ young person/parents/carers
- Study support for Looked After Children
- Designated people in every school for Looked After Children
- Regularly review Co-ordinated Support plans
- Improving standards for Looked After Children
- Interagency training for carers and teaching staff for Looked After Children

Nurturing Care Environments

When it is not possible for children and young people to remain in the care of their families in Shetland there will be a range of alternative caring environments which includes:

- Residential care
- Respite foster care
- Foster Care
- Adoption

In order to provide a high standard of care Shetland will ensure:

- Training is provided to carers to ensure that staff understand and implement best practice
- Enhanced allowances can be made available to foster carers depending on the level of need of the child or young person they are caring for

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- Children/young people and their families in need of support will have their needs assessed
- Specialist support is made available to children their parents or carers if required
- Where a child requires support from more than one agency he/she will have a plan in place to make sure that their needs are met
- Flexible support packages are made available for the child and his/her family as far as possible within resources

Individual Support to Child or Young Person

- Outreach packages
- Fund additional sport and leisure activities
- Access support from a range of agencies to meet needs

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
Improve the effectiveness of support to families and enhance the range of services available to them	Measuring that desired outcomes for families are met	Increased effectiveness of service delivery	Children's Services Schools Service NHS Shetland	Ongoing	Head of Children's Services
	Shared evaluation of the range of parenting groups currently available	Have data to inform planning	School Service Children's Services NHS Shetland	2008/9	Head of Children's Services Head of Schools Director of Public Health
	Evaluate current provision of day care available in Shetland	To inform level of service provision versus need	Childcare Partnership Children's Services Schools Service Care Commission	2008/9	Chair Childcare Partnership Head of Children's Services Head of Schools
	Cluster training sessions on nurturing to be offered for Health Visitor's, early years workers, Additional Support Needs staff, carers, pupil support staff	To ensure all staff involved with children promote nurturing	Children's Services School Service Educational Psychological Services	2008/9 Funding levels to be established and identified	Looked After Children's Interest Group
	Ensure there is a focus on nurturing in antenatal classes and post natal classes throughout Shetland	To educate parents, strengthen preventative services and enhance early life experiences for children	School Service Children's Services NHS Shetland	2008/9/10 Funding levels to be established and identified	Looked After Children's Interest Group
	Ensure there is a focus on nurturing in PSD classes in schools	To educate young people, strengthen preventative services and enhance early life experiences for children e.g. Share Programme	School Service Children's Services NHS Shetland	2008/9/10	Looked After Children's Interest Group
	Establish a pilot school based nurturing group	Supporting a learning environment where children and young people experience nurturing	School Service Children's Services NHS Shetland	2008/9/10	Looked After Children's Interest Group

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
Improve range and standard of service provision for Looked After Children and children with Social, Emotional, and Behaviour Needs	Progress development of fostering and adoption services	Quality, nurturing environments	School Service Children's Services NHS Shetland	2008/9/10	Head of Children's Services
	Update recent Looked After Children Review	To identify strengths, gaps and future needs of service provision to ensure good quality sustainable provision	School Service Children's Services NHS Shetland	2008/9/10	Service Manager (Children's Resources)
	Nurturing training for residential care staff	Sensitive, emotionally intelligent staff	School Service Children's Services NHS Shetland	2008/9/10	Service Manager (Children's Resources)
	Develop nurturing ethos in all services for children, including sports and leisure and youth services	Children feel included and nurtured Staff are trained	School Service Children's Services NHS Shetland Leisure Services	2008/9/10	Looked After Children's Interest Group
	Establish services for children with Social, Emotional and Behaviour Needs To implement an agreed strategy Staff training in solution focussed approaches and resilience	To improve outcomes for these children Improve experiences for children and young people who have social emotional or behavioural difficulties	Children and Young People's Strategic Planning Group School Service Children's Services NHS Shetland	2008/9/10	Head of Children's Services Head of Schools

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Theme: Active

Children and young people should be active with opportunities being provided and encouragement given to participate in play and recreation, including sport.

Definition

Our aim is to ensure that every child and young person in Shetland has an active healthy lifestyle with equal access to high quality facilities, a wide variety of opportunities that stimulates their interest, and appropriate support and encouragement to help them achieve their full potential.

We want our children and young people to:

- participate in regular physical activity, which is essential for their healthy growth and development. This includes taking part in exercise, sport, play, dance, outdoor activities and active living such as walking, cycling and gardening.

- be socially active in order that they can develop social and mental skills that will help them in later life. This includes participating in clubs, volunteering and taking part in community events.

- be culturally active in order that they can develop their cultural awareness, their artistic appreciation and their creative talents. This includes playing an instrument, reading a good book, visiting a museum, taking photographs and painting.

In order for this to be achieved, we aim to co-ordinate the efforts of all local and national organisations from the public, independent and community sectors to ensure that the correct facilities, opportunities and structures are created for every child and young person in Shetland.

Outcomes

A child or young person who is physically, socially and culturally active will:

- Have improved physical wellbeing
- Have improved mental wellbeing
- Have lower stress and anxiety levels
- Have improved levels of concentration

- Have good self esteem
- Be confident
- Be motivated
- Be creative and have imagination
- Be open to new experiences
- Be a team player, but not compromise their individuality
- Have a social conscience
- Have an appreciation of their culture and environment
- Develop character and personality

In order to provide a high standard of service in Shetland we will ensure:

- That our facilities are maintained to a high standard to support the activities taking place in them
- That our facilities are fit for purpose, safe for users and accessible to all.
- That our staff is suitably qualified and trained to deliver the activities on offer.
- That children and young people are exposed to a variety of new experiences to assist their physical, emotional, mental and social development.
- That professional input and financial assistance is available to support the work of the voluntary sector with children and young people.
- That agencies work in partnership across all sectors to ensure best use of resources
- That children and young people are provided with a range opportunities that are not normally available to them e.g. through the organisation of trips outwith Shetland and through the introduction of specialist support to Shetland.
- That children and young people are consulted and involved in the decision making process of programmes and services being developed.
- That the barriers to becoming active are identified and removed.

Summary of Services

In Shetland we aim to ensure that children and young people become active by providing a variety of facilities and promoting participation in a range of services, community groups and opportunities. These include:

Facilities where children and young people can be active include:

Play areas, multi-courts, golf courses, leisure centres with swimming pools, athletic track with field events, grass and synthetic sports fields, boating clubs, target ranges, outdoor activity centres, community halls, community centre, youth centres and youth clubs, museums and archives, libraries, heritage centres, theatre, art gallery, schools, parent and toddler groups, childcare facilities, out of school clubs.

Services which are promoted and delivered to children and young people to encourage them to be active include:

- Formal and informal schooling
- School holiday clubs and activities
- After school clubs and activities
- Specialist activities for children and young people with ASN e.g. Disability Shetland Recreation Club and Saturday club
- Specialist provision e.g. outdoor education, working with artists in residence etc.
- Targeted services at children and young people who are not active
- Out of School Care provision
- Pre-School and Childcare services

Community groups that provide opportunities for children and young people to be active include:

- Sports clubs
- Youth clubs
- Theatre and drama groups
- Special interest groups e.g. Shetland Junior Film making club
- Uniformed organisations
- Music and Dance Groups

The Active Section Action Plan

The action plan below highlights joint projects and new initiatives to ensure that children and young people in Shetland are given every opportunity to become active. However, it should be noted that there is a huge amount of work that is ongoing and underpins this plan, most of which is not specifically mentioned in this plan, but is instead found in the relevant service and operational plans of the organisations and services identified throughout this section.

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
Develop sustainable, high quality physical and social environments to support and encourage all children and young people to become active.	Improve physical access to community and sports facilities to encourage use of them by all children and young people	Children with physical disabilities will be able to get easy access to participate in activities	Sport and Leisure Shetland Rec. Trust Schools Voluntary sector Shetland Arts Shetland Amenity Trust	2008-2011	Sport and Leisure Services Manager
	Develop and support imaginative & innovative approaches to getting children and young people active e.g. SVQ Community Programme, Social fitness programme, development of 'Green Gyms' (exploring Shetland's heritage, Gardening, farming, environmental improvements).	More young people introduced to sport and physical activity Tackling childhood obesity and prevent childhood obesity Local healthy weight strategy developed Services developed to help treat More children are physically active	Sport & Leisure National governing bodies of sport Shetland Arts Community Work Shetland Amenity Trust Shetland Family Services Shetland Health Action Team Health Improvement Team Dietician NHS Shetland	2008 -2011 2008-2010 Funding to be agreed with SRU	Sport and Leisure Services Manager
Ensure that all children and young people are given the support and opportunities they need to develop and enjoy a safe and active life, through arts, heritage, sports and leisure.	Develop Community initiatives that seek to address low levels of participation particularly from hard to reach and vulnerable groups e.g. rural isolation, children with additional support needs and their families, economically deprived, non English speaking new residents, and children going through transitions	That level of active participation by all sectors of the Shetland population will be increased to reduce isolation, improve skills and self-esteem Children and Young People are engaged in healthy "diversionary" activities such as the Midminght Football Programme, alcohol free gigs and the FAST Programme	Sport and Leisure Youth Service Community Work Shetland Rec. Trust Shetland Arts Shetland Amenity Trust Shetland Library Schools Service Children's Service Sport and Leisure Shetland Island Council Neighbourhood Support Team	2008-11	Sport and Leisure Services Manager

Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
Ensure that all children and young people are given the support and opportunities they need to develop and enjoy a safe and active life, through arts, heritage, sports and leisure (cont.)	Ensure that programmes of school based and out of school activities and opportunities are developed to support children and young to enjoy a safe and active life.	That a comprehensive range of school and out of school activities are available to children and young people Ensure that all school children are receiving nationally agreed levels of PE provision and physical activity to improve their levels of health and fitness.	Sport and Leisure Schools Service Youth Service Shetland Rec. Trust Health Improvement Team NHS Shetland	2008- 2011	Active Schools Manager Head of Schools
	Develop and deliver a comprehensive programme of Outdoor Education and Adventure Activities to school groups, youth clubs and individuals throughout Shetland.	That children and young people will have the opportunity to be exposed to their outdoor environment in a challenging but safe manner.	Sport and Leisure Schools Service Youth Service Shetland Rec. Trust	2008 - 2011	Sport and Leisure Services Manager
	Shetland Befriending Scheme to develop/expand its current service to include children and young people aged between 7-16 years with ASN and/or disabilities to access mainstream provision.	Children and Young people accessing opportunities to engage and have an active lifestyle No specific figures as funding dependant.	SCSS/Voluntary Sector Shetland Arts	May 2008 upon success of funding being secured from Children in Need	Project Co-ordinator, Shetland Befriending Scheme

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
Ensure that children and young people are encouraged to become physically active in order to improve their levels of health and fitness.	Develop an "Active Lifestyles" strategy for Shetland. Based on local research	Strategy produced which increases levels of activity in children and young people and families Fitness action plans in place that directly support reduction of obesity in individual children and young people	Sport and Leisure Schools Service Shetland Rec. Trust Health Improvement Team (NHS Shetland) SIC Planning SIC Transport	2008-2011	Sport and Leisure Services Manager
To ensure children and young people have the opportunity to see and participate in cultural activities	Through a variety of initiatives develop school and community based programmes of Visual Arts, Dance, Drama and Music targeted at young people.	Every child and young person in Shetland to have access to creative opportunities Young people experience a range of cultural activity.	Schools Service Shetland Arts Cultural Co-ordinator Creative Links Officer, Education Support Officer (Drama) Graduate Placement (Dialect) Shetland Childcare Partnership Shetland Amenity Trust	2008-2011 SAC/ until DEC2009	Creative Links Officer Director, Shetland Arts
	Develop projects and programmes that explore Shetland's culture and heritage through a variety of mediums including Shetland Museum and Archives, Floating Boat Collections.	Young people use local facilities to develop skills, interests and knowledge they can carry on into later life.	Shetland Amenity Trust Shetland Arts Schools service Cultural Co-ordinator Creative Links Officer SCSS/Voluntary Sector	2008 - 2011 2008-2013 project funding to be secured	Lifelong Learning Officer
	Develop programmes and initiatives to encourage reading and improve literacy skills e.g. annual Shetland Young Writer of the Year Award	Children and young people have Improved literacy and social skills through Bookstart, rhyme and story sessions, "Chatterbooks" discussion and activity sessions, Shetland Library Summer Reading Scheme	Shetland Library Schools Service NHS Health Visitors Shetland Amenity Trust Shetland Arts		Young Peoples Services Librarian

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Theme: Respected and Responsible

"Children and young people and their carers should be involved in decisions that affect them, should have their voices heard and should be encouraged to play an active and responsible role in their communities".

Definition

The aspiration for all children and young people is that they are treated by adults with respect and care, that in turn they learn to treat each other and the community they are part of with respect and care. The aspiration is that as children and young people mature they assume all the responsibilities of independent adulthood.

Respect and responsibility has a wider context. We need to be sure that all adults who are working with young people are treating them with respect. Even when social workers, police officers, youth workers and teachers have to confront and deal with challenging behaviour, young people's rights should be respected and they should be dealt with in an appropriate way.

This Plan will address the need to plan for those young people who become involved in offending. It is important to hold onto the principle that any child or young person who is offending is a child in need. The Integrated Assessment Framework is the process which ensures that a good assessment of their situation is carried out, leading to the formulation of an effective plan. This should not only address offending behaviour, but also look at wider school and family issues which is essential in giving young people an opportunity to change The value of using the Integrated Assessment Framework to pick up early warning signs and be able to offer advice and guidance at an early stage should be stressed.

Children and young people need to be viewed in a positive light and not demonised or marginalised. This can have the effect of separating them from their community and the adults around them and needs to be resisted.

Outcomes

A child or young person who is treated with respect and encouraged to develop a sense of responsibility will:

- Make good choices in an age appropriate way about their behaviour and lifestyle.
- Be a valued and effective member of their school and community.
- Behave towards other people in ways that show respect and reasonability.

- Be consulted and involved in decisions that affect them and the services and support they are offered.

For those who are struggling with poor choices, chaotic family lives and the risks posed by offending behaviour the following are important outcomes:

- Good assessments that identify early warning signs of challenging behaviour.
- An assessment of the whole child and an appropriate plan to assist them and their family.
- An appropriate integrated plan to support children and young people at an early stage.
- To ensure that intervention is at an appropriate level to meet needs and to avoid criminalising young people wherever possible.
- The use of restorative justice approaches to help children and young people learn by their mistakes and do something to help those people affected by their behaviour.
- To encourage and support good parenting.
- Integrated plan to meet the complex needs of persistent offenders and those who experience chaotic lives and poor care.

Universal Services

- Schools, youth services and health services that consult and involve children, young people and their families.
- Programmes in schools that encourage restorative justice approaches to resolving conflicts, anti-bullying, respect for others and citizenship.
- Support for parenting.

Targeted Services

- Restorative warnings given by the police.
- Restorative Justice Service provided by Citizens Advice Bureau.
- Social Work Assessments.
- Drug and alcohol services
- Authority Reporter
- Procurator Fiscal
- Criminal Justice Unit

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Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
Preventing and reducing offending behaviour by young people	Ensure that training for staff in using the Integrated Assessment Framework includes reference to anti-social behaviour and minor offending as a trigger to begin an Integrated Assessment Framework	Appropriate use of Integrated Assessment Framework's and support to children and families in place	All partner agencies signed up to Integrated Assessment Framework	Included in the pilot and roll out of Integrated Assessment Framework	All agency leads
	Police officers to identify those young people who have committed first offence, who accept responsibility for their actions and for whom a Restorative Warning is appropriate	Using Police Restorative Warnings to help young people change and mature out of minor offending behaviour Police officers to visit young person who has been given a warning	Authority Reporter and RJ Service	Ongoing	Chief Inspector
	Ensure that young people who offend and who accept responsibility are referred to the restorative justice service	Young people's behaviour changes and they are not re-referred to the Reporter on offence grounds	Authority Reporter Social Work	Ongoing	Authority Reporter Service Manager (Social Work)
	To ensure that a thorough assessment is made of young people who have committed offences	Ensure that social work staff are trained to use the Youth Service Level inventory to assist in assessment Children and young people referred to the Authority Reporter on offence grounds and for whom an Initial Assessment Report is requested are assessed		Ongoing	Head of Children's Services

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Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
Preventing and reducing offending behaviour by young people (cont.)		To ensure that following assessment effective plans are made to meet needs and change behaviour The Child's Plan included in Initial Assessment Report's and Social Background Report's Improving consistency of care plans using Integrated Assessment Framework Authority Reporter to monitor reporter	Authority Reporter and social work service and partner agencies	Ongoing	Authority Reporter Head of Children's Services
Tackling anti-social behaviour amongst young people	To develop an Anti-social Behaviour Strategy for young people	To have an Anti-social Behaviour Strategy and for all partners to know how to deal with such behaviour	All Partners	2009	Anti-social Behaviour Co-ordinator
To provide support to people harmed by a young person's offence	Authority Reporter to contact victims and pass on details to Restorative Justice Service	To improve perception of young offenders to the victims of their offending	Authority Reporter and Restorative Justice Service	Ongoing	Authority Reporter and Restorative Justice Service
To encourage the use of Restorative Justice and mediation approaches in other settings	Training of staff working with children and young people	Restorative Justice practices used in a number of settings with children and young people	Principal Educational Psychologist All partners	Ongoing	Principal Education Psychologist
To ensure that there is an appropriate focus on the needs of high risk offenders	Establish a working group that discusses the needs of young people identified as high risk	All agencies	Northern Constabulary Authority Reporter Children's Services Criminal Justice Unit	Meetings to be established by June 2008	Authority Reporter Service Manager – Criminal Justice
To assist in providing opportunities to get involved in activities for young people who offend	To refer young people to outward bound activities - operation Youth Advantage	To ensure places offered by Northern Constabulary are taken up	Northern Constabulary Authority Reporter Schools Service Children's Services		Northern Constabulary

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Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
To provide services to vulnerable young people moving into the adult criminal justice service and sheriff court	Service Manager – Criminal Justice Unit and Authority Reporter to link and consider better ways of working with young offenders "graduating from the Hearing System to the Sheriff Court."	Reduction in young offenders who appear in the Sheriff Court. Improvement of avenues of support and guidance for 16 – 18 year olds involved in offending.	Service Manager – Criminal Justice Unit Authority Reporter	2008 - 2009	Service Manager – Criminal Justice Unit Authority Reporter

Included

" Children and young people and their families should have access to high quality services, when required, and should be assisted to overcome the social, educational, racial, physical, environmental and economic barriers that create inequality. "

Children, young people and their families should be able to participate in all avenues of life. Children and young people have a right to be included in their communities and to access appropriate activities. Every effort has to be made to break down any barriers that prevent them from doing so.

It should be noted that some children and young people struggle to be included for a wide range of reasons such as stigma.

This section of the plan sets out the actions and work we think is required to ensure that all of Shetland's children and young people can be included in activities and opportunities appropriate to their aspirations and abilities.

Inclusion is a theme that should run through all we do and it is the responsibility of all service providers in Shetland to ensure that the opportunities we provide for children and young people are open and accessible to all who would wish to participate in them.

We have an additional responsibility to identify, and meet the needs of those who struggle to be included.

Legislation and national policy that defines inclusion, includes:

Equalities Legislation
Education (Additional Support for Learning) (Scotland) Act 2004
More Choices, More Chances

Outcomes

Through inclusion children and young people will:

Be more confident and motivated
Have improved self esteem
Have improved physical and mental well being
Have a sense of themselves and belonging in their community

The plan sets out the specific actions and improved outcomes for children and young people that Shetland's services seek to develop within the next 3 years. Other activities, which make an ongoing contribution to inclusion in Shetland, may not be specifically mentioned in the action plan but are of course vital in maintaining the quality of life for all our children and young people.

Summary of Services

Shetland is in the fortunate position of having in place a wide range of universal services, accessible to children and young people across the Isles. Set out below, are some of those key services:

- Children's Work and Youth Work in a range of club and centre settings
- Holiday activities such as summer clubs

More targeted activities include:

- Additional Support Summer Scheme
- Disability Shetland activities such as the Saturday Club
- Outdoor Education
- Active Schools Team
- Shetland Islands Council's Inclusion Officer

Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
Improve the inclusion of all children and young people, particularly those with Additional Support Needs	Develop awareness raising training on inclusion for staff and volunteers in all settings	Improved ethos/ inclusive practice	Children's Services School's Service Disability Shetland Sport and Leisure Shetland Recreational Trust Voluntary Sector	2008/9/10	Inclusion Officer Education Support Officers – Additional Support Needs Disability Shetland
	Improve multi-agency collaboration to support children and young people to participate in mainstream and targeted activity	Up-skill a wide range of staff and volunteers Children and young people participate in activities currently available in the community Audit accessible premises available for work with children and young people	School Service Children's Services NHS Shetland Disability Shetland Shetland Befriending Sport and Leisure Shetland Recreational Trust Infrastructure Services	2008/9/10	Inclusion Officer
	Consolidate current, and explore the expansion of existing, activities and opportunities on offer to children & young people with Additional Support Needs	Improved range of opportunities available Better publicity of existing opportunities Sustainability of existing provision	School Service Children's Services NHS Shetland Disability Shetland Sport and Leisure Shetland Befriending Shetland Youth Information Service	2008/9/10	Inclusion Officer
	Further develop YOUTH VOICE to ensure all young people aged 12 - 20 have the opportunity to be involved in reviewing and developing services Develop self-advocacy in young people through Additional Support Needs Staff training to develop skills in promoting self-advocacy	Children and young people are engaged in decision making - Area Transport Forums, Child Protection Materials Advocacy training for Additional Support Needs Staff and volunteers	YOUTH VOICE Shetland Youth Information Service Schools Service	2008 - dependent on funding	Service Manager (Youth Services)

Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
Improve the inclusion of all children and young people, and particularly those with Additional Support Needs (cont.)	Research project to identify families with English as a Second or Other Language and target support Develop appropriate mechanisms for engagement of children, young people and families with English as a Second or Other Language Staff training in English as a Second or Other Language	Children and young people with English as a Second or Other Language are positively engaged and can access appropriate opportunities	Adult Learning Schools Service Children's Services Voluntary sector Childcare Partnership	2008	Service Manager (Youth Services)
Improve the range and quality of information and support available to children, young people and families	Carry out a Community Needs assessment	Have data to inform planning Parents and young people feel informed	School Service Children's Services Shetland Childcare Partnership Community Work North Mavine Initiative at the Edge Voluntary Sectors	2008-9	Shetland Childcare Partnership Co-ordinator
	Recruitment drive to increase the number of childminders and childcare workers	Increased numbers of childminders Continued support for childcare workers	Schools service Children's Service Shetland Childcare Partnership Community Work North Mavine Initiative at the Edge Voluntary Sector	2008-9	Shetland Childcare Partnership Co-ordinator
	Develop existing parenting programme, with an emphasis on hard to reach groups	More parents able to access Mellow Parenting Programme	NHS Shetland School's Service Children's Services	WER	Family Centre Services Manager
	Explore use of schools as venue for childcare (3+ years)	Increase in number of childminders/ places	North Mavine Initiative at the Edge Schools Service	2008/9	Shetland Childcare Partnership Co-ordinator

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Improvement Objective	Planned Activity	Outcome Targets	Key Partners	Timescales/Funding	Lead Responsibility
Improve the range and quality of information and support available to children, young people and families (cont.)	Update and distribute the Helping Hands Pack	Provision of up to date information to families of children and young people with ASN	School Service Children's Services Shetland Childcare Partnership Community Work Disability Shetland	2008/9	Disability Shetland
	Establish a parenting forum for Shetland	Identify the needs of families Produce a strategy	NHS Shetland Shetland Family Services Parents Voluntary sector Children's Services		NHS Shetland Shetland Family Services Manager
	Audit, develop and improve the provision for 15-19 yr olds who are not in employment, education or training, paying particular attention to winter leavers and those supported through the behavioural support base	Provide services that meets the needs of young people Engage hard to reach young people in an educational programme	Bridges School Service More Choices More Chances Group Youth Services Shetland Youth Information Service Young People Voluntary Sector		More Choices - More Chances Lead Officer
Improve the co-ordination and provision of high quality youth information and advice for young people	Audit current provision, to identify strengths and gaps for example the possible reintroduction of Detached Youth Work	Young people have access to up to date, appropriate information Young people make more informed decisions/ choices Young people choosing "the streets" as their social meeting space have access to information and support where they are	Children's Services Shetland Youth Information Service Schools Service Young People Young Scot Voluntary Sector Health Promotion Community Work	2008/9/10	Manager – Shetland Youth Information Service Service Manager (Youth Services)

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THE INTEGRATED ASSESSMENT FRAMEWORK

What is the Integrated Assessment Framework?
The Integrated Assessment Framework is a standard process and set of documentation for all services/agencies working with children and young people in Shetland to ensure there is multi-agency planning to identify and meet the needs of children and young people.

The Integrated Assessment Framework compliments, but does not replace the Shetland inter-agency Child Protection Procedures. The Integrated Assessment Framework clearly states that when a child/young person is in need of protection, the Shetland inter-agency Child Protection Procedures must be followed immediately. Consideration of child protection is built in at every stage of the Integrated Assessment Framework process.

Who is the Integrated Assessment Framework for?
The Integrated Assessment Framework is for any child/young person about whom a professional has a worry or concern and that professional cannot resolve this within their own agency. The Integrated Assessment Framework should be used when two or more agencies have to work together to support or deliver services to a child/young person.

What are the aims of the Integrated Assessment Framework?
- Child/Young Person Centred.
- Standard Local Approach.
- Support Early Intervention.
- Improve Joint Working & Communication.
- Support the Sharing of Information.
- Rationalise Assessments.
- Better Referrals/Access to Services.

How does the Integrated Assessment Framework work?
- Started by the Relevant Professional who has identified or received a worry/concern.
- A voluntary process based on consent.
- Managed by the Lead Professional who is responsible for co-ordinating the process; ensuring actions are implemented and managing the information gathered.
- A Child/Young Person's Plan is prepared which clearly identifies the actions to be taken to meet the needs of the child/young person.
- There is a regular review of the Child/Young Person's Plan.

Information Sharing and the Integrated Assessment Framework
The Integrated Assessment Framework includes an Information Sharing Procedure which facilitates the exchange of information for the carrying out of an Integrated Assessment and the creation of the Child/Young Person's Plan.

The Integrated Assessment Framework Information Sharing Procedure complies with the Shetland Personal Information Sharing Policy and the Data Protection Act 1998.

Governance Structure

The supporting Governance Structure for the IAF is found at Diagram 1 over the page.

Diagram 1 - IAF GOVERNANCE STRUCTURE

IAF PROJECT BOARD

Director of Public Health, Shetland NHS
Chief Inspector, Shetland Area Command, Northern Constabulary
Executive Director – Education & Social Care, Shetland Islands Council
Head of Children's Services, Shetland Islands Council

INTEGRATED CHILDREN & YOUNG PEOPLE SERVICES PLANNING GROUP

DATA SHARING PARTNERSHIP

IAF PROJECT TEAM

IAF GROUP

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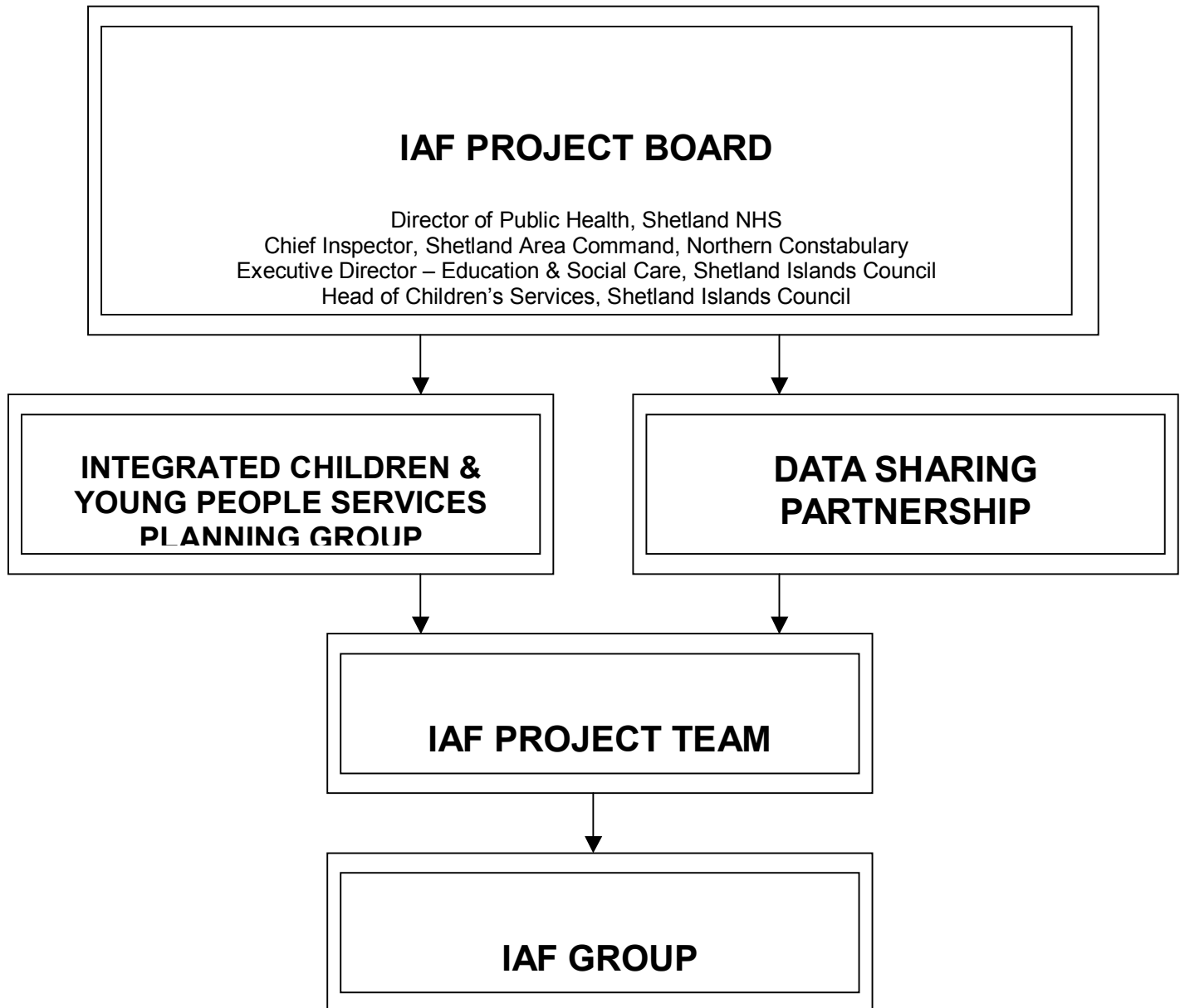
- **Demography**

The graph below shows the breakdown of the numbers of children and young people registered with GPs in Shetland. Although not an exact representation of the spread of the population, as people do not have to register with their local GP, it gives a very good indication of where the younger population live in Shetland.

GP Practice Registrations by 5 year age band
15th October 2007
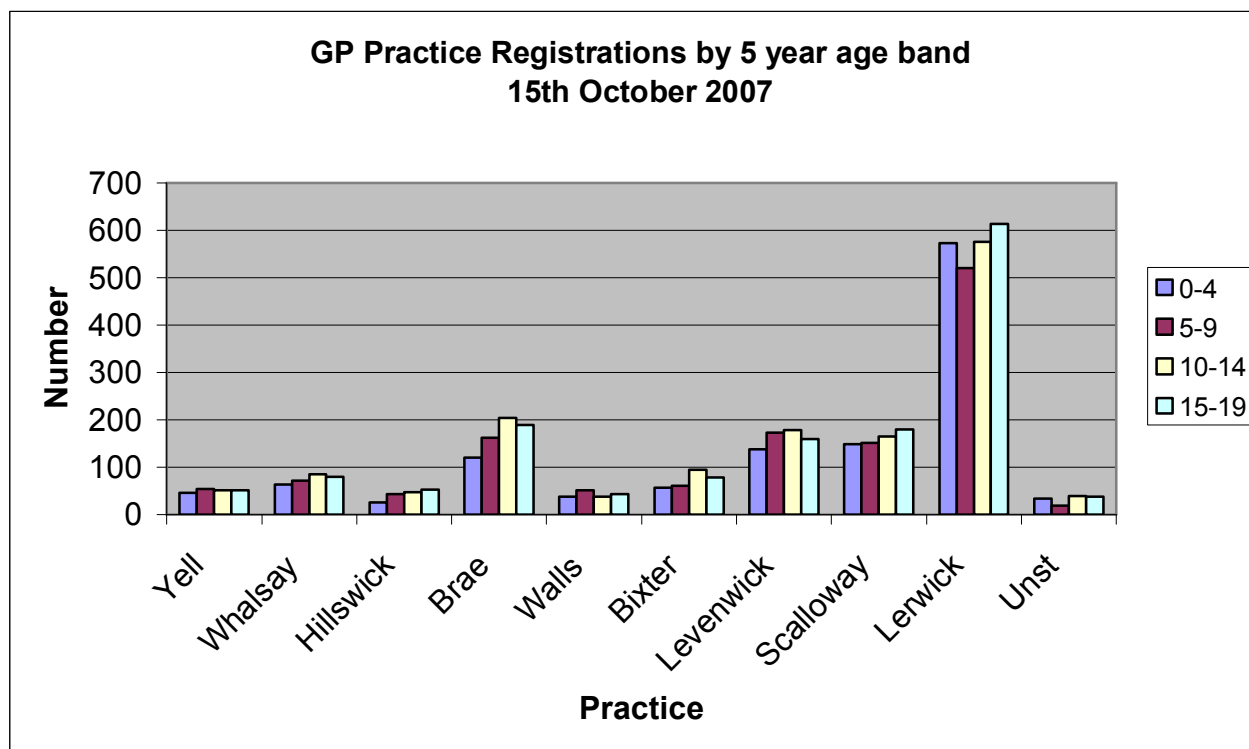
Note: Yell covers Fetlar, Whalsay covers Skerries, Walls covers Foula and Papa Stour and Levenwick

covers Fair Isle

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Population Projections

**Population Projections for Shetland Children
by Age Group, 2004-2024
(GROS 2004 Based Projection)**
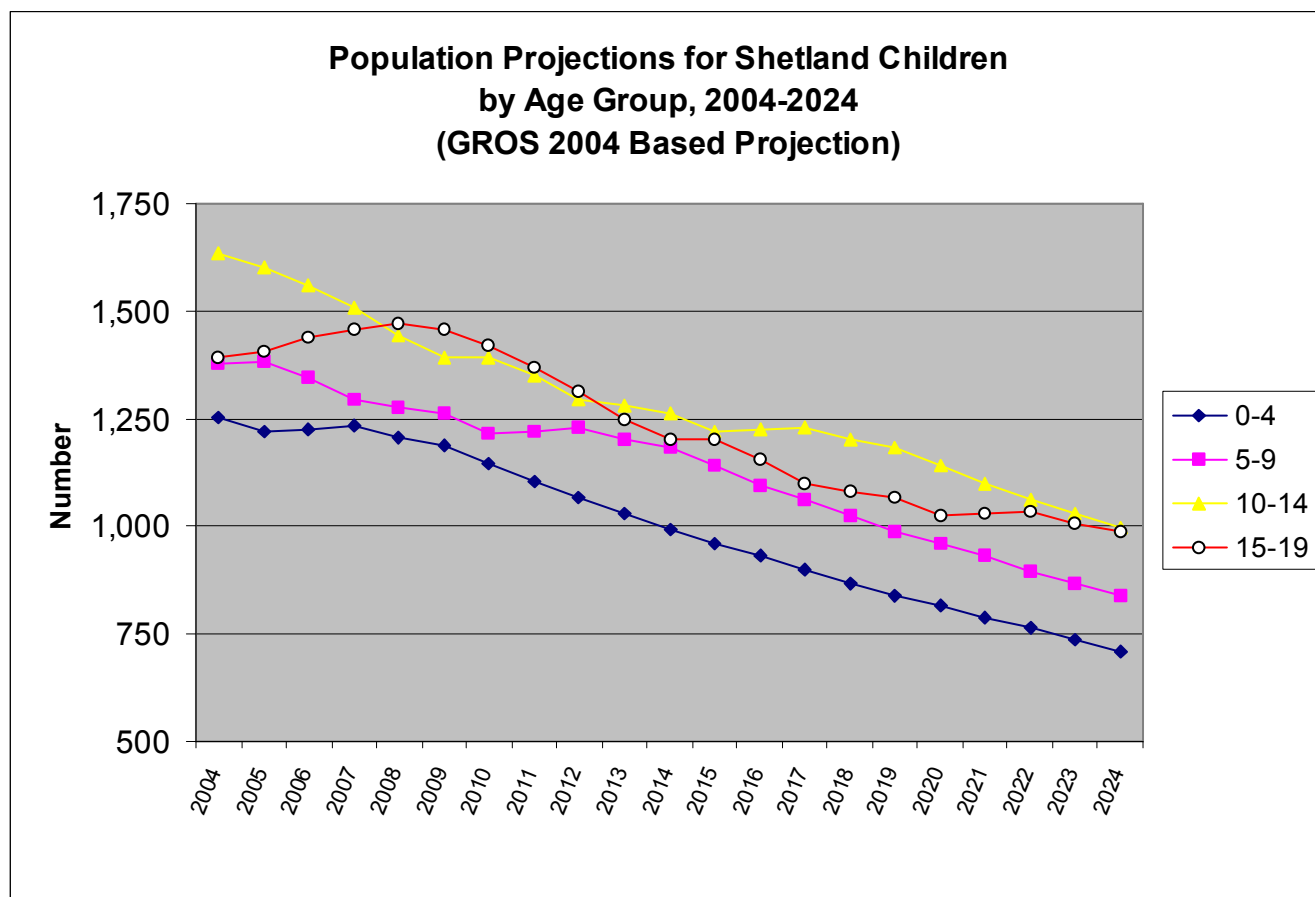
Population based projections from the General Register Office for Scotland in 2004 predict that the number of children and young people under 20 will fall from 5,396 in 2008 to 5,046 in 2011 in Shetland. This is a decrease of 350 (almost 6.5%) during the timescale of this plan. An ongoing steady decline is predicted to the year 2024, with a figure of 3,528 predicted (almost 35% lower). These predictions take into account latest Census figures, mortality rates, migration rates and birth rates and show a concerning trend for Shetland as well as the rest of Scotland.

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- **Safe**

The following figures are reported annually by SIC Social Care to the Scottish Government. They give an indication of the numbers of vulnerable children and young people who require a child protection plan.

Child Protection

	04/05	05/06	06/07
Total number of Child Protection referrals:	42	71	74
Total number of referrals: • Subject to Case Conferences • No Further CP Action	21 21	27 44	13 28
Outcome of Case Conferences: • Not Registered • Placed on Register	7 14	9 18	2 11
% of referrals which lead to a Case Conference:	50%	38%	18%
% of referrals which result in a child being place on the Child Protection Register:	33%	25%	15%
Number on Child Protection Register at year end:	8	13	10

The numbers of children on the Register have remained fairly constant over the last 3 years. The percentage figures shown above are susceptible to large variance owing to the low numbers involved (ie one family with 3 or more children could skew the figures significantly).

Children Under 16 on Child Protection Register

	2000	2001	2002	2003	2004	2005	2006	2007
Shetland	2%	2.3%	2.4%	1.7%	3.7%	1.7%	2.8%	2.3%
Scotland							2.5%	2.8%

Again small number can skew these figures, however there is a need to continue to review and compare these annually. In terms of trend, it would appear that after some variation in the period 2003-05, it would appear that registrations are running at their historically average level. However it must be remembered it must be noted that these numbers are based on the level at a particular date in the calendar (31st March) and could be significantly altered by a case conference held the day before or after this date.

The Child Protection Committee has put in place arrangements for local figures to be monitored more frequently on an inter agency basis and they are examined annually against national figures with the outcome included in annual reports.

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- **Healthy**

Teenage Pregnancy

Teenage Pregnancies (under 16) in Shetland (rate / 1,000)
Actual Rate vs NHS Local Delivery Plan Target

Rate

- Actual Rate
- Target Rate

6.0 (3)
4.0 (2)
2.1 (1) 2.2 (1)
2.2 (1)
4.5 (2)
0.0
6.7 (3)
0.0
2.0 (1)
0.0
8.0 (4)
2.0 2.0 2.0 2.0 2.0 2.0 2.0
1.6

Year: 1994 1995 1996 1997 1998 1999 2000 2001 2002 2003 2004 2005 2006 2007 2008 2009 2010 2011

Source: ISD   Note: Number of persons in brackets
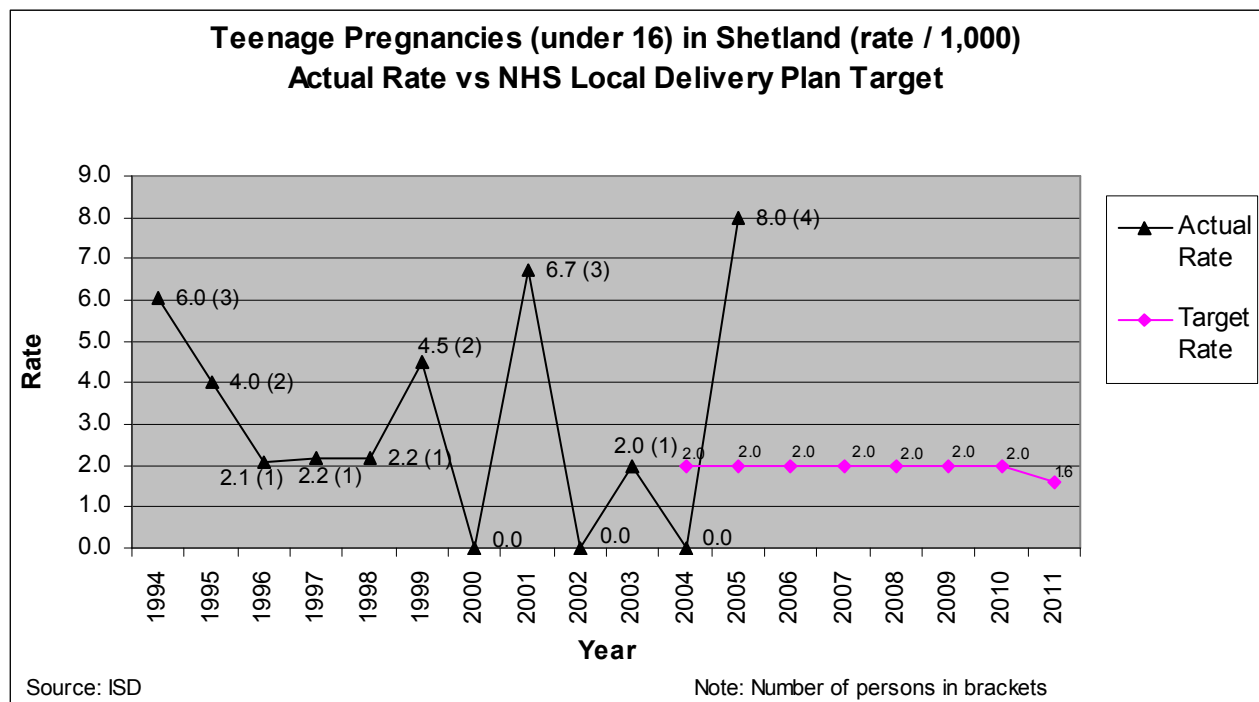
Shetland generally has a low rate of teenage pregnancy compared to most of the rest of Scotland. Although the latest yearly figure shows a sharp increase in the rate, this is due to the variability caused by the very small numbers involved (zero to 4). Although this rate is above our target and above the Scottish average, it should not be cause for alarm at this time as no significant trend is emerging as yet.

Smoking During Pregnancy

% Smoking at time of first antenatal booking - 2005

Percentage

- Never
- Former
- Not Known
- Current

NHS Board: SCOTLAND, Argyll and Clyde, Ayrshire and Arran, Borders, Dumfries and Galloway, Fife, Forth Valley, Grampian, Greater Glasgow, Highland, Lanarkshire, Lothian, Orkney, Shetland, Tayside, Western Isles
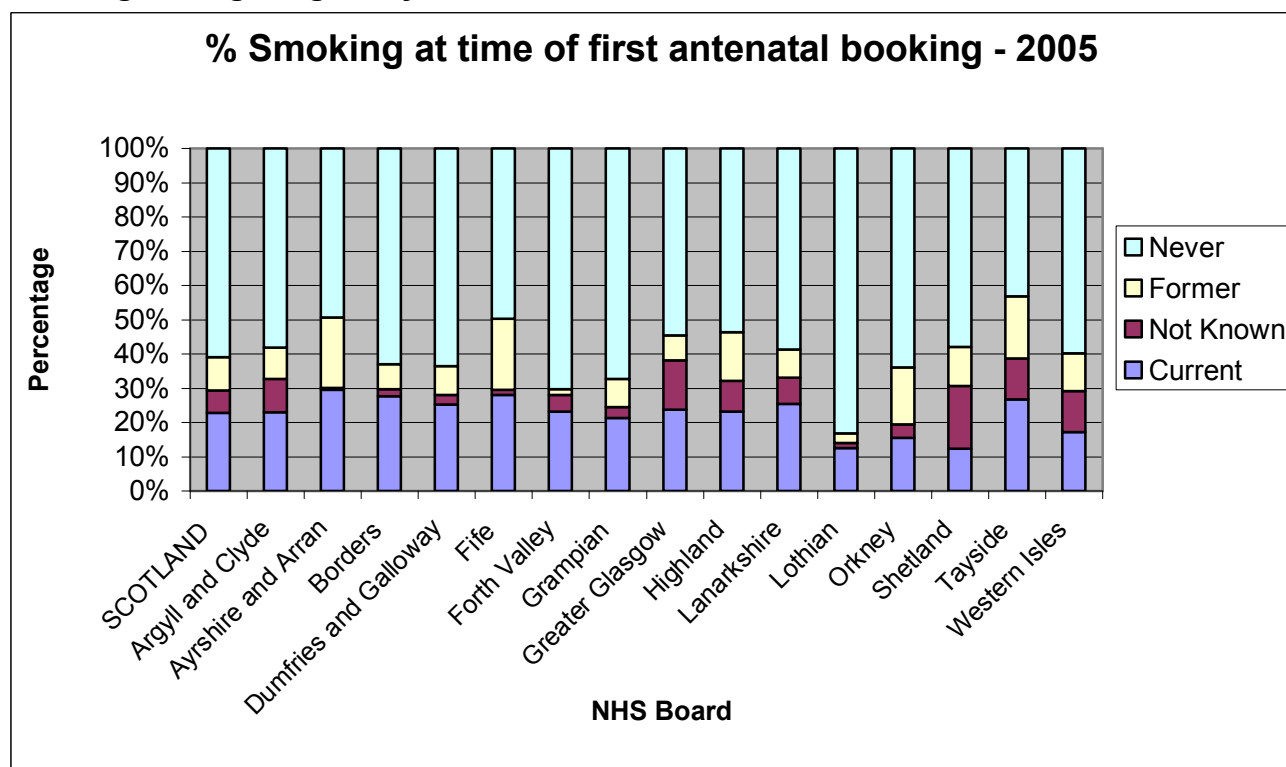
Shetland continues to have a low rate of women known to be smoking during pregnancy. In 2005 we had the lowest percentage of women known to be smoking at first antenatal booking

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appointment in Scotland, though we did show a worryingly high percentage whose smoking status was not known.

Dental Decay

Proportion of P1 children in Scotland with no obvious decay experience in 2006

Bar chart showing Percentage (y-axis, 0–80) by Board (x-axis): Forth Valley, Borders, Shetland, Dumfries & Galloway, Fife, Tayside, Orkney, Highland, Grampian, Lothian, SCOTLAND, Western Isles, Argyll & Clyde, Ayrshire & Arran, Lanarkshire, Greater Glasgow.
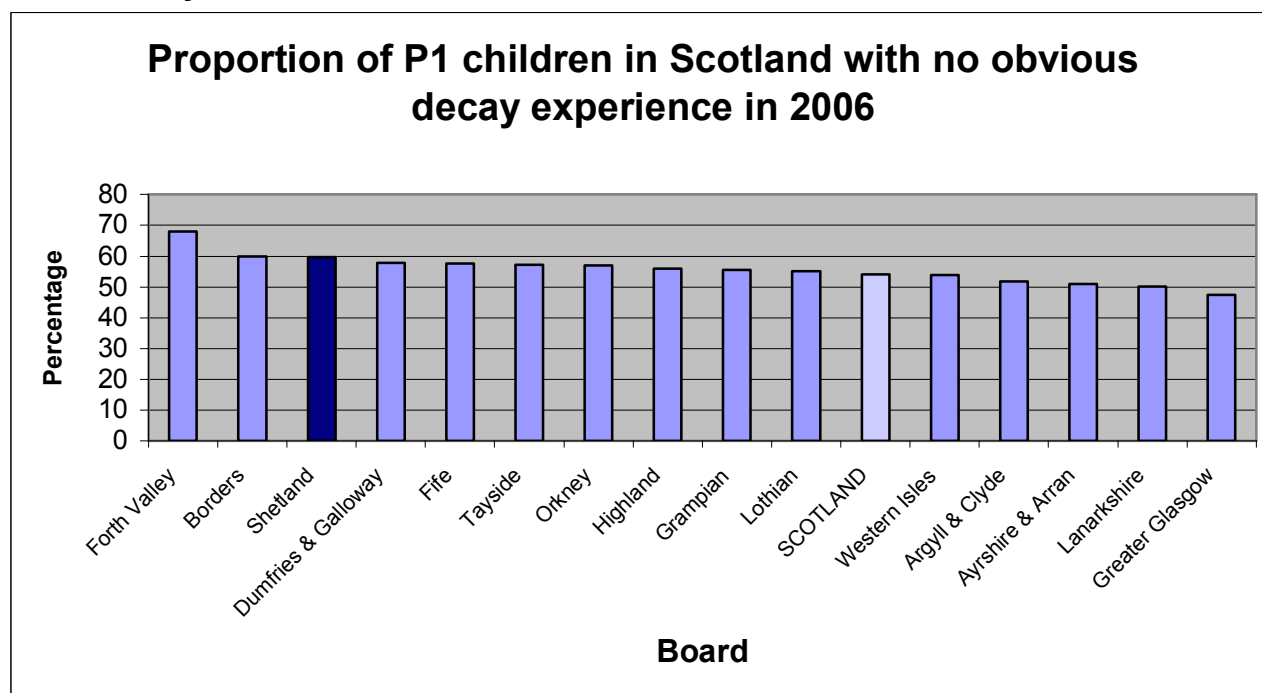
Shetland continues to have a good record in children's dental health. The above graph shows the percentages of children aged 5 who have no obvious dental decay and we are already at the national target of 60% (by 2010). Shetland has the third best record for Scottish Health Board areas. These results are taken from the National Dental Inspection Programme 2006.

Immunisations

Annual Primary Immunisation Uptake Rates at 5 Years Year Ending 31st March 2007

Bar chart showing Percentage (y-axis, 0–100) by Immunisation (x-axis): Diptheria, Tetanus, Pertussis, Polio, Hib, MenC, MMR1, comparing Scotland and Shetland.
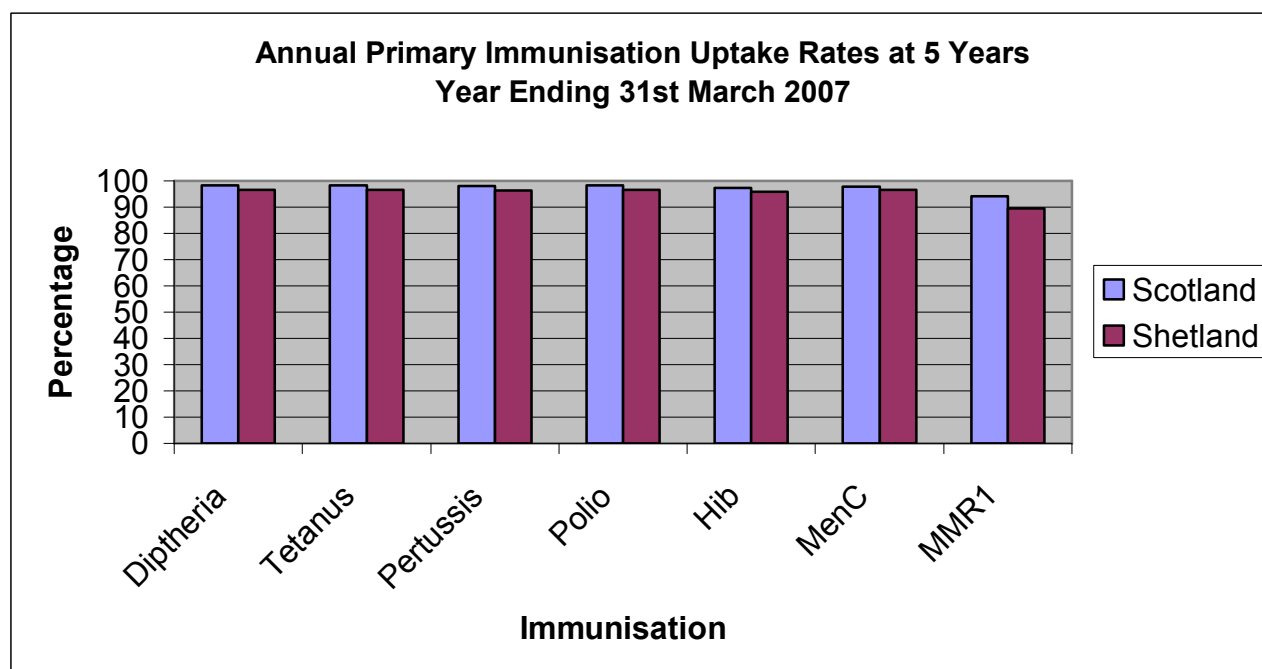
Although immunisation uptake rates in Shetland run slightly lower than national rates, they are mostly above the 95% target. The exception is MMR, which was as low as 66% in 2003 (in 2 year olds) but has risen significantly to 85% in 2006. Uptake is now measured in 5 year olds and in 2006-07 the uptake rate was 89%. Continued efforts are made to train staff, publicise evidence on immunisation and to reinforce the benefits of vaccinations, including MMR.

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Smoking, drinking and drug use

The following graphs show Shetland prevalence of smoking, drinking and drug use among 13 and 15 year olds attending schools in Shetland. This is taken from the Scottish Schools Adolescent Lifestyle and Substance Use Survey (SALSUS) 2006. It should be noted that this is done using quite a small sample and is self reported on an anonymous basis.

SALSUS: 13 & 15 Year Olds Smoking
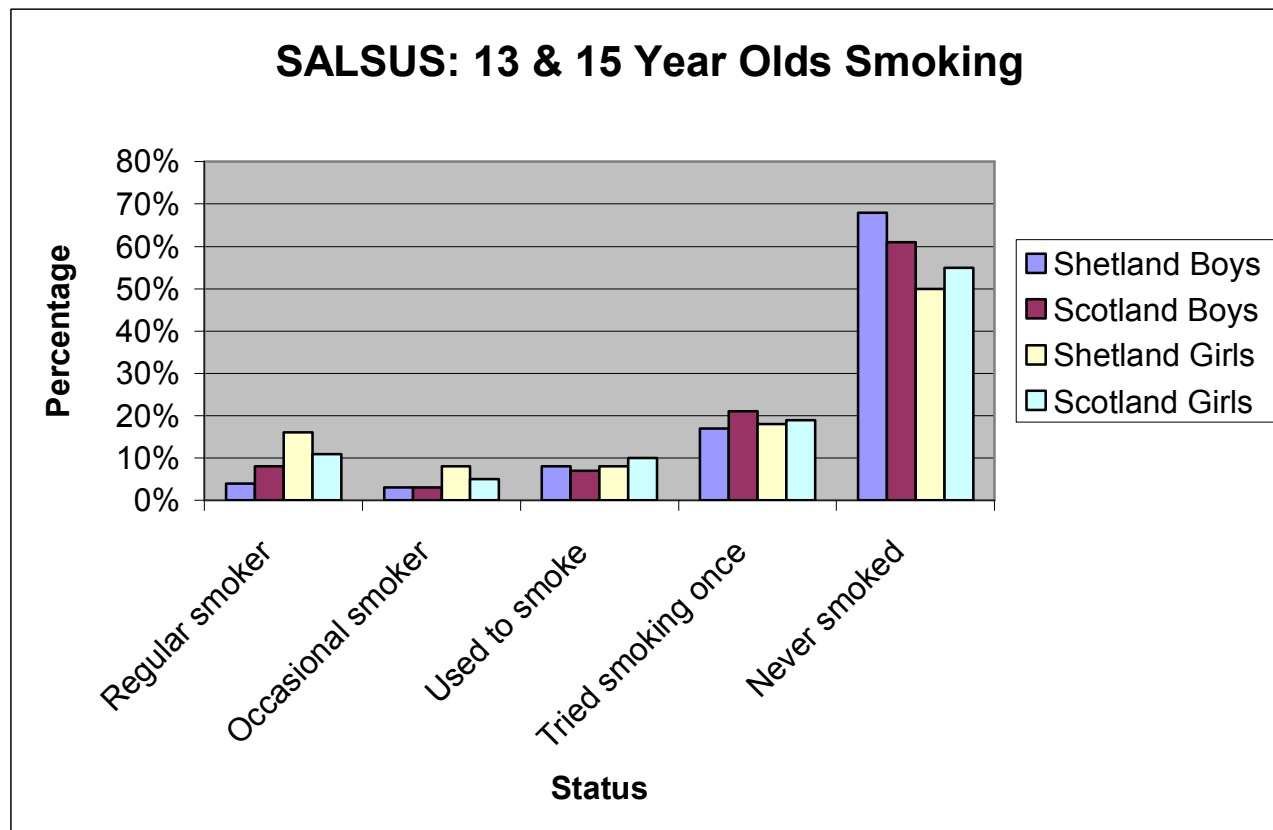
SALSUS results in 2006 suggest that Shetland has more young girls smoking than boys. This is the trend nationally but it would appear to be more exaggerated locally, with 16% of girls reporting being regular smokers against a national figure of 11%.

SALSUS: 13 & 15 Year Olds Alcohol consumption
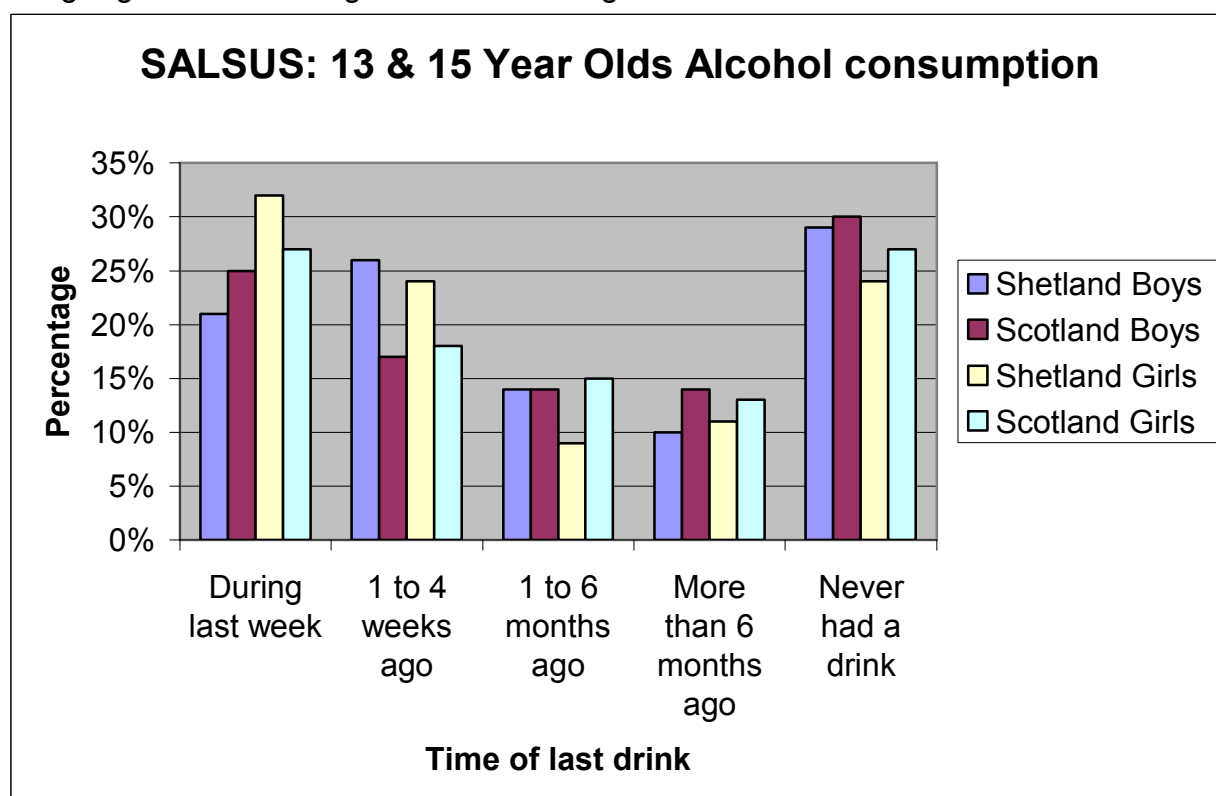
Results suggest that girls are drinking more regularly than boys in Shetland. This is also a national trend but again seems to be exaggerated locally, with 32% of Shetland girls reporting having drunk alcohol in the previous week, compared to 27% nationally.

SALSUS: 13 & 15 Year Olds Drug use
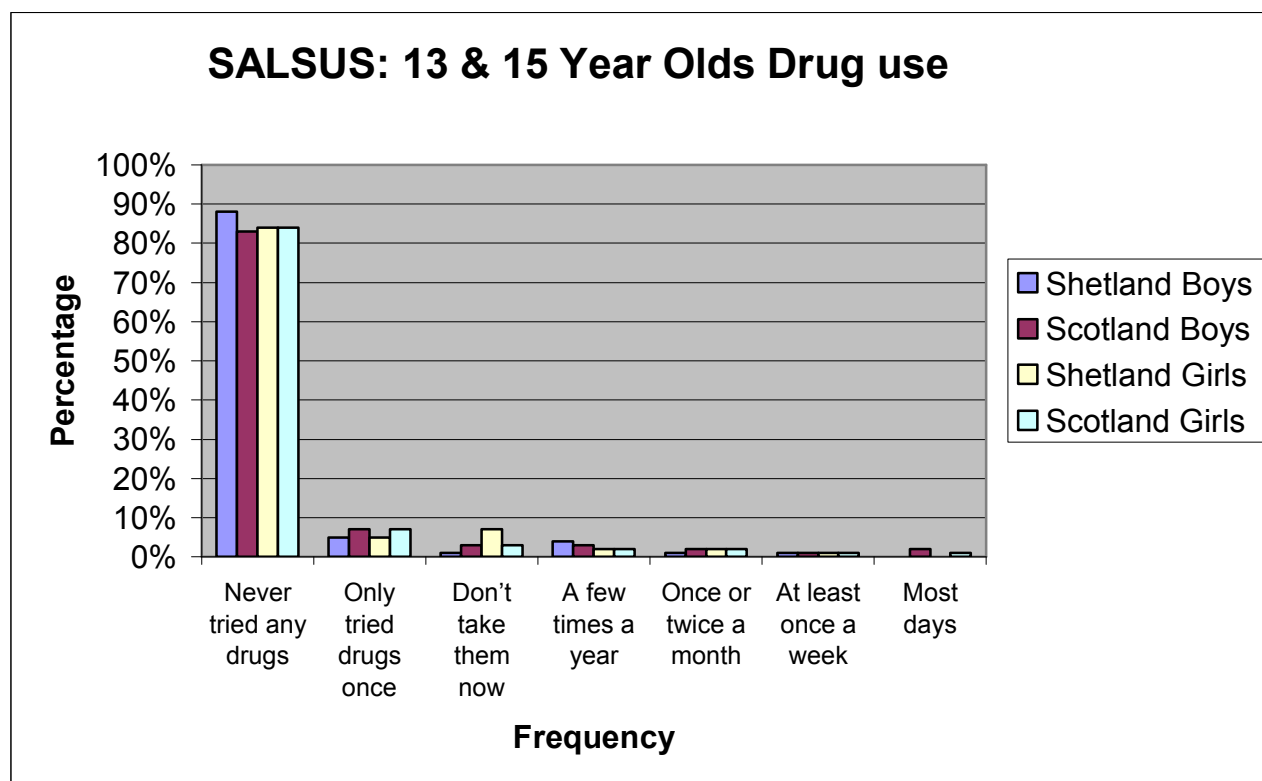
Shetland shows a very similar pattern to the rest of Scotland for drug taking among young people. There would appear to be no significant differences in the frequency that Shetland's young people use drugs, or significant differences between genders.

Census 2001

	Shetland	Orkney	Scotland
Percentage of children aged under 16 with limiting long-term illness	3.4	3.4	4.6

- **Achieving**

Educational Attainment

Primary 3 to 7			
Percentage attaining or exceeding minimum 5 – 14 levels:			
	2005	2006	2007
Reading	85.2	84.3	86.2
Writing	76.9	77.8	77.7
Mathematics	88.2	85.7	87.5

Secondary 2

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Percentage attaining or exceeding level:			
	2005	2006	2007
Reading	67.7	73.1	66.3
Writing	53.2	55.1	51.7
Mathematics	71.5	72.2	67.7

Secondary 4

Percentage with **5+** grades of level 4 or better:

	2005	2006	2007
Shetland	89	85	88
Scotland	76	77	75

Percentage with **5+** grades of level 5 or better:

	2005	2006	2007
Shetland	43	45	40
Scotland	34	35	32

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Secondary 5

Percentage with **1+** grades of <u>level 6</u> or better:

	2005	2006	2007
Shetland	46	46	46
Scotland	39	38	38

Percentage with **3+** grades of <u>level 5</u> or better:

	2005	2006	2007
Shetland	27	29	27
Scotland	22	22	22

Percentage with **5+** grades of <u>level 5</u> or better:

	2005	2006	2007
Shetland	14	13	10
Scotland	10	10	9

Secondary 6

Percentage with **3+** grades of <u>level 6</u> or better:

	2005	2006	2007
Shetland	38	35	38
Scotland	30	30	29

Percentage with **5+** grades of <u>level 6</u> or better:

	2005	2006	2007
Shetland	26	24	26
Scotland	19	20	19

Percentage with **1+** grades of <u>level 7</u> or better:

	2005	2006	2007
Shetland	15	12	12
Scotland	12	12	12

As can be seen from the above tables, Shetland performs well in educational attainment at all ages against the Scottish average. We are regularly showing over 5% more pupils attaining the various grades in recent years.

Pupil – Teacher Ratio

	2002	2003	2004	2005	2006
Primary					
Roll no.	2069	2010	1987	1944	1867
Pupil/Teacher Ratio	10.3	11.2	10.5	10.4	10
Secondary					
Roll no.	1671	1669	1668	1673	1660
Pupil/Teacher Ratio	7.7	8.6	8.6	8.5	8.4

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This compares very well with Scottish ratios, which in 2006 were 16.3 in primary education and 12.0 in secondary education.

School Attendance Rates (%)

	2002/03	2003/04	2004/05	2005/06	2006/07
Primary					
Shetland	95.5	95.8	95.3	95.3	95.4
Scotland	94.9	95.3	95.0	95.0	95.3
Secondary					
Shetland	91.8	93.0	92.0	92.2	91.9
Scotland	89.3	90.2	90.2	90.4	90.6

Attendance rates in Shetland primary schools are broadly similar to those for Scotland overall, with Shetland performing marginally better each year. In secondary schools Shetland shows even better performance, regularly having around 2% better attendance rates.

- **Nurtured**

Supervision Requirements

	2005/06	2006/07
No of children subject to Supervision Requirements (at 31 March)	23	29
% of Shetland child population subject to Supervision Requirement	0.5%	0.7%
Scotland	1.22%	1.4%

This shows Shetland to have a very low percentage of children subject to a Supervision Requirement, compared to the rest of Scotland, although there may be the beginning of an increasing trend both locally and nationally.

Looked After Children

Age	2004/05	2005/06	2006/07
Under 1 year	1	0	1
1 – 4	3	4	5
5 – 11	12	10	7
12 – 15	11	9	8
16 – 17	3	3	5
18+	0	0	1
Total	30	26	27

The number of children looked after by the local authority has remained fairly steady over the past three years, with most looked after children being within the 5 –11 and 12 – 15 age groups. There is no significant difference as to the proportion of boys to girls becoming looked after.

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Children eligible for Aftercare Services

	2003/04	2004/05	2005/06	2006/07
No. of children eligible for Aftercare Services	5	11	14	14
No of children eligible for Aftercare Services who are in education, training or employment.	2	5	7	6

Reporting requirements for Aftercare have changed over the past four years, individual level data has been held since 2005/06.

Census 2001

	Shetland	Orkney	Scotland
Percentage of lone parent households (with dependent children)	5.21	3.75	6.91

Childcare Places?
Pre School / Nursery Providers?

- **Active**

Activity data?

- **Respected and responsible**

Children's Reporter

	2003/04	2004/05	2005/06	2006/07
Number of children referred on Offence Grounds to the Children's Reporter	62	54	63	71
% of child population referred to the Reporter on Offence Grounds - Shetland	2.1%	1.9%	2.2%	2.6%
Scotland	2.9%	3.1%	3.1%	3.0%
Average number of Offence Referrals per child - Shetland	1.3	1.8	2.0	2.3
Scotland	2.1	2.1	2.2	2.2

Shetland continues to refer less children to the Reporter on Offence Grounds. We also have less referrals per child than Scotland. It should be noted that the small numbers involved can cause fluctuations from year to year.

Children's Hearings

	2003/04	2004/05	2005/06	2006/07
No of Children's Hearings held per year	61	68	53	80

- **Included**

Youth Voice Survey?
No of youth clubs – attendances?

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Extract from 'DEPRIVATION AND SOCIAL EXCLUSION IN SHETLAND' (2006)

Shetland in the Scottish Context

According to the Scottish Index of Multiple Deprivation (SIMD) 2004, Shetland is not highly deprived at local authority level. It is the 5[th] least deprived local authority in Scotland and is the least deprived in comparison to similar remote and/or island authorities.

Shetland ranks highly in relation to income, employment, health, housing and education/skills/training. As would be expected for a rural local authority, Shetland ranks poorly in relation to access to services. As a percentage of the total Shetland population: 62% are in the most deprived 10% in relation to geographical access and 66% are in the most deprived 15%.

Shetland's overall high ranking does not mean that deprivation does not exist in Shetland, but that measurable numbers are smaller; individuals are not concentrated in geographic areas but are dispersed and isolated throughout the population.

According to the SIMD2004 Shetland contains 1492 income-deprived individuals, derived from the number of income-based benefit claimants.   This is 6.79% of the total population.

The most deprived datazone in Shetland covers the majority of Northmavine.

Defining Deprivation and Social Exclusion in Shetland

Deprivation and social exclusion in Shetland is characterised by a lack of access to opportunities restricting development in most other areas of people's lives, predominantly not being able to afford to keep a private vehicle, without the flexibility of a regular public bus service, but also childcare and other carer support. This restricts employment and learning opportunities as both can be scare in local areas. It can be a constant struggle to manage financially, where benefits and low pay make this difficult in an area where the cost of living is high. There is often a lack of acceptance and inclusion within the community, with culture, race, age, disability and past history important, leading to extreme feelings of isolation and exclusion both from the community and community events.

Additional data

The table below shows results from the 2001 census which are relevant to the content of this plan. Percentages have been used so that a direct comparison can be made with our island neighbours, Orkney, and Scotland as a whole.

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NHS Shetland

Shetland Islands Council

REPORT

To: **Services Committee**   **12 June 2008**
      Community Health Partnership Management Team   **9 July 2008**

From: **Head of Children's Services**

Report No: CS-02-F

Children and Young People's Services Plan

1. Introduction

1.1 This report seeks approval of the three year Children and Young People's Services Plan 2008-2011 (see Appendix 1.)

2. Links to Corporate Priorities

2.1 The provision of services to children and young people contributes to the corporate priorities of the Council, NHS Shetland, Northern Constabulary and the Voluntary Sector in the following areas:

- Seek to create fulfilling well paid jobs for all
- Nurture creativity, build skills and engage enterprise
- Expand knowledge, extend opportunities and improve access
- Encourage Shetland's people to be healthier
- Promote Social Justice and equality
- Keep Shetland's people safe
- Everyone should be able to access the places, services and opportunities that they need to reach
- People should live in well designed, sustainable homes and settlements
- Take pride in our heritage
- Cherish and promote our traditions and our values

2.2 The actions in the Plan are consistent with the Council, NHS Shetland, Northern Constabulary and the Voluntary Sector's aims to provide high quality services in ways that are appropriate to the local context and sustainable for the future.

3.   Background

3.1   All local authorities had to produce an Integrated Children's Services Plan by 31 March 2005, for a three year period. Shetland's first Children and Young People's Services Plan ran from 2005 – 2008. In line with National Guidance this plan pulled together four previous plans:
education, children's social work, child health and youth justice.

3.2   The Scottish Government have not given any clear guidance on what it wishes from local authorities in relation to the continuation of such plans and has left the direction of such plans to individual local authorities and their partners.

3.3   The Integrated Children and Young People's Services Planning Group (ICYPSPG) decided that the first Children and Young People's Services Plan had a number of strengths which we should build on in our next plan.
ICYPSPG decided that the seven key themes of: "Safe", "Healthy", "Achieving", "Nurtured", "Active", "Respected and Responsible", and "Included", are all relevant to services to children and young people in Shetland and that they also help to achieve corporate priorities of the Council, NHS Shetland, Northern Constabulary and the Voluntary Sector.

3.4   Seven working groups based on the key themes above were set up to seek views of stakeholders, including service users, and to develop the appropriate section of the new plan.
The groups were given no set agenda, but were asked to see what stakeholders believe to be the most pressing issues in relation to service to children and young people.

3.5   A steering group comprising the Executive Director of Education and Social Care, Director of Public Health, Chief Constable, Executive Officer of Shetland Council of Social Services, Head of Children's Services and Head of Schools was set up to oversee the development of the plan and to set strategic priorities as set out below:

- Integrated planning, assessment and service delivery across the whole range of provision, especially at significant points in children and young people's lives

- Deliver a high quality service for all children and particularly Looked After Children in which plans for their future are put in place without any unnecessary delay
- Targeting resources to ensure the physical health and emotional wellbeing of children and young people. In particular tackling substance misuse, obesity and bullying
- Ensuring the sustainability of services and the developing of new initiatives through making best use of and pooling of resources

3.6 The steering group also decided that the new plan should only consist of actions that cut across all agencies and are not mentioned in other plans or strategies or are actions that are new to specific service areas. The reason for this is to attempt to reduce duplication and to make the plan more readable.

4. Proposals

4.1 It is proposed that a new robust strategic and operational structure for the strategic management and development of integrated children's services is put in place, see page 3 of the Plan.

4.2 It is proposed that the Plan at Appendix 1 becomes the strategic framework for services to children and young people in Shetland.

5. Financial Implications

5.1 There are no financial implications arising directly from this report.

6. Policy and Delegated Authority - SIC

6.1 All Social Work matters stand referred to the Services Committee. The Committee has delegated authority to make decisions on matters within its remit and for which the overall objectives have been approved by the Council, in addition to appropriate budget provision, in accordance with Section 13 of the Council's Scheme of Delegation. However, as a corporate document, approval of the Council is required. I recommend that the Services Committee recommend that the Council approve the Integrated Children and Young People's Services Plan 2008 – 2011, attached as Appendix 1.

7. Conclusions

7.1 The Plan at Appendix 1 sets out the Council, Shetland NHS Board, Northern Constabulary and the Voluntary Sector's plans for services to children and young people in Shetland.

7.2 The plan has been developed in collaboration with all partners and stakeholders, including service users for Shetland.

7.3 The plan has been informed by a consultation exercise carried out by ICYPSPG in late 2007 / early 2008 and comments from a wide range of individuals and groups have been incorporated into the plan.

8. Recommendations

I recommend that: -

8.1 Members of Shetland Islands Council Services Committee and Community Health Partnership consider and approve the Children and Young People's Services Plan 2008-2011 attached at Appendix 1

Report No: CS-02-F   Our Ref: SM/eal

Shetland
Islands Council

REPORT

To: Development Committee   5 June 2008
         Infrastructure Committee   10 June 2008
         Services Committee   12 June 2008

From: Head of Legal and Administration

Forums and Industry Panels – Remits and Membership
Report No. LA-29-F

1.0   Introduction

1.1   The Council, at its meeting on 14 May 2008 (Min. Ref. 66/08), agreed to adopt an amended Committee structure which saw the introduction of Forums and Industry Panels relating to specific functional areas.

1.2   The purpose of this report is to present the proposed remits and memberships of the Forums and Industry Panels for consideration, and subsequent approval as part of the Scheme of Delegation which will be presented to the Council on 25 June.

1.3   In addition, the Committee is asked to approve the terms of the Best Practice Guidelines for the operation of Forums and Advisory Panels.

2.0   Link to Corporate Priorities

2.1   The framework within which Council business will be carried out contributes to the aim of developing the Corporate aim of achieving a Council that is organised, efficiently run and sustainable.

3.0   Proposals

3.1   Extracts from the Council's Scheme of Delegations are attached. Following consideration by the Committees, the entire Scheme will be submitted to the Council meeting on 25 June.

3.2 The Development Committee is asked to approve the terms of Appendix 1 in terms of the role and remits of the Industry Panels. The Committee is further asked to recommend core membership, and Lead Officer, to be appointed at the Council meeting on 25 June.

3.3 The Services Committee is asked to approve the terms of Appendix 2 in terms of the role and remit of the Community Services Forum. The Committee is further asked to recommend the core membership, and Lead Officer, to be appointed at the Council meeting on 25 June.

3.4 The Infrastructure Committee is asked to approve the terms of Appendix 3 in terms of the role and remits of the Infrastructure and Environment Forum. The Committee is further asked to recommend the core membership, and Lead Officer, to be appointed at the Council meeting on 25 June.

3.5 Committees are asked to note that stakeholder or industry group representation will be invited to attend meetings, dependent upon the matters under discussion. The list of invitees will be agreed between the Chairperson and the Lead Officer.

3.6 In addition, Committees are asked to consider and agree the Best Practice Guidelines, attached as Appendix 4.

4.0 Financial Implications

4.1 There are no financial implications arising from the terms of this report.

5.0 Policy and Delegated Authority

5.1 In accordance with the current Scheme of Delegations, only the Council shall specify the terms of reference and delegations of any Committee or Forum. Therefore a decision of the Council is required, following consideration by the relevant Committees.

6.0 Recommendation

6.1 I recommend that the Committees consider the proposals contained in Section 3 above. Any recommendations will be contained in a report on the updated Scheme of Delegations and presented to the Council on 25 June 2008.

27 May 2008
AC

21.0   INDUSTRY PANELS

Role

The role of the Industry Panels, similar to Forums, is to initiate and develop proposals for policy formulation and to keep policies, within their remit, under review. The work of the Panels should encourage cross-departmental working and promote innovative thinking, partnerships and public consultation. In particular, the Panels must establish a framework for consultation and participation in external consultative mechanisms e.g. Community Councils, stakeholder groups or groupings.

Panels will be required from time to time to develop proposed policy submitted to them by either a Committee or by the Council.

All policy proposals will be presented to the appropriate Committee by report and supported by the Spokesperson. Subject to adoption of the initiatives by the Committee, the Panel's responsibility is then to implement the Council's consultation strategy ensuring maximum community participation in proposals which fall within the remit of the Forum.

Panels may conduct detailed examination of proposals in the taking of evidence, commissions, etc. from all interested parties.

To initiate and develop proposals for policy formulation or change, and to keep policies and the implementation of those policies within the remit of the Panel under review.

To support the work of Members who represent the Council on external organisations

To provide advice to the Development Committee and the Council on any matter which falls within the remit of the Panel.

The Panels may consider any matter appearing to fall within their remit if referred to it by any Panel Member including external stakeholders or members of the public, the Council, Committees, Executive Directors or the Chief Executive. Any items to be put on the Panel agendas will be discussed with the Head of Economic Development and Chairperson of the Panel.

Panel meetings may be held at any location and time to suit its work.

The Panels will report in each cycle of Council business by submission of its minutes and reports to the Council's Development Committee.

Remit
Fisheries

To provide a mechanism for facilitating discussion, consultation and understanding of all matters relating to fisheries related themes and issues affecting Shetland.

General Industry

To provide a mechanism for facilitating discussion, consultation and understanding of all matters relating to general industry related themes and issues affecting Shetland.

Tourism and Culture

To provide a mechanism for facilitating discussion, consultation and understanding of all matters relating to tourism and cultural related themes and issues affecting Shetland.

Agriculture

To provide a mechanism for facilitating discussion, consultation and understanding of all matters relating to agricultural related themes and issues affecting Shetland.

Delegation of Authority

The Panels may consider draft policy and make recommendations on any matter that falls within their remit.

The only decisions that a Panel may make are:

- a decision to recommend a particular course of action to Committee or Council
- a decision to invite individuals or organisations to attend the Panel for a particular item of business in order to hear views or seek expert advice.

Core Membership:

Vice-Chairperson, Development Committee [Chairperson]
Chairperson, Development Committee
European Spokesperson

Lead Officer:

Head of Economic Development

19.0   COMMUNITY SERVICES FORUM

Role

The role of Forums is to initiate and develop proposals for policy formulation and to keep policies, within their remit, under review.   The work of Forums should encourage cross-departmental working and promote innovative thinking, partnerships and public consultation.   In particular, Forums must establish a framework for consultation and participation in external consultative mechanisms e.g. Community Councils, stakeholder groups or groupings.

Forums will be required from time to time to develop proposed policy submitted to them by either a Committee or by the Council.

All policy proposals will be presented to the appropriate Committee by report and supported by the Spokesperson.   Subject to adoption of the initiatives by the Committee, the Forum's responsibility is then to implement the Council's consultation strategy ensuring maximum community participation in proposals which fall within the remit of the Forum.

Forums may conduct detailed examination of proposals in the taking of evidence, commissions, etc. from all interested parties.

To initiate and develop proposals for policy formulation or change, and to keep policies and the implementation of those policies within the remit of the Forum under review.

To support the work of Members who represent the Council on external organisations.

To provide advice to the Services Committee on any policy matter which falls within the remit of the Forum.

The Forum may consider any matter appearing to fall within its remit if referred to it by any Forum Member including external stakeholders or members of the public, the Council, Committees, Executive Directors or the Chief Executive. Any items to be put on the Community Services Forum agenda will be discussed with the Executive Director and Chairperson of the Community Services Forum.

The Forum meetings may be held at any location and time to suit its work.

The Forum will report in each cycle of Council business by submission of its minutes and reports to the Council's Services Committee.

Remit

To ensure that the Council facilitates and understands stakeholders' views on matters relating to services for children and young people, community care, criminal justice, education, leisure and housing services. The Forum will provide

recommendations to the Services Committee on policy matters pertaining to these areas.

For the purpose of this Forum, children and young people shall be considered to be anyone under the age of 25 years in need of care or assistance from the local authority and/or partner agencies involved in delivery of children's and young people's services.

For the purpose of this Forum, community care shall be considered to include any area of services to client groups coming under the Community Care plan agreed by NHS Shetland and the Council as defined by government guidelines.

Delegation of Authority

The Forum may consider draft policy and make recommendations on any matter that falls within the Forum remit.

The only decisions that a Forum may make are:

- a decision to recommend a particular course of action to Committee or Council
- a decision to invite individuals or organisations to attend the Forum for a particular item of business in order to hear views or seek expert advice.

Core Membership:

Vice-Chairperson, Services Committee [Chairperson]
Chairperson, Services Committee
Education, Children and Young People's Spokespersons (2)
Housing Spokesperson
Community Care Spokesperson
Culture and Recreation Spokesperson

Lead Officer:

Executive Director, Education and Social Work

20.0 INFRASTRUCTURE AND ENVIRONMENT FORUM

Role

The role of Forums is to initiate and develop proposals for policy formulation and to keep policies, within their remit, under review. The work of Forums should encourage cross-departmental working and promote innovative thinking, partnerships and public consultation. In particular, Forums must establish a framework for consultation and participation in external consultative mechanisms e.g. Community Councils, stakeholder groups or groupings.

Forums will be required from time to time to develop proposed policy submitted to them by either a Committee or by the Council.

All policy proposals will be presented to the appropriate Committee by report and supported by the Spokesperson. Subject to adoption of the initiatives by the Committee, the Forum's responsibility is then to implement the Council's consultation strategy ensuring maximum community participation in proposals which fall within the remit of the Forum.

Forums may conduct detailed examination of proposals in the taking of evidence, commissions, etc. from all interested parties.

To initiate and develop proposals for policy formulation or change, and to keep policies and the implementation of those policies within the remit of the Forum under review.

To support the work of Members who represent the Council on external organisations

To provide advice to the Infrastructure Committee and the Council on any matter which falls within the remit of the Forum.

The Forum may consider any matter appearing to fall within its remit if referred to it by any Forum Member including external stakeholders or members of the public, the Council, Committees, Executive Directors or the Chief Executive. Any items to be put on the Infrastructure and Environment Forum agenda will be discussed with the Executive Director and Chairperson of the Forum.

The Forum meetings may be held at any location and time to suit its work.

The Forum will report in each cycle of Council business by submission of its minutes and reports to the Council's Services Committee.

Remit

To ensure that the Council facilitates and understands stakeholders' views on matters relating to roads, planning, environment, public protection and health. The

Forum will provide recommendations to the Infrastructure Committee on policy matters pertaining to these areas.

Delegation of Authority

The Forum may consider draft policy and make recommendations on any matter that falls within the Forum remit.

The only decisions that a Forum may make are:

- a decision to recommend a particular course of action to Committee or Council
- a decision to invite individuals or organisations to attend the Forum for a particular item of business in order to hear views or seek expert advice.

Core Membership:

Vice-Chairperson, Infrastructure Committee [Chairperson]
Chairperson, Infrastructure Committee
Environment and Public Health Spokesperson

Lead Officer:

Executive Director, Infrastructure Services

Shetland Islands Council

BEST PRACTICE GUIDELINES -

FORUMS

CONTENTS

Constitution

The Council shall establish the following Forums:

- Infrastructure and Environment Forum

- Community Services Forum

In addition, the Council shall establish the following Industry Panels, which will operate in the same way as Forums:

- Fisheries

- Agriculture

- General Industries

- Tourism and Culture

The Council may appoint such other Forums or Industry Panels as they may from time to time consider are required and in so doing shall specify the terms of reference of any such Forum or Panel.

Each Forum shall have, appointed by the Council, a core of Council Members, which must include the Vice-Chairperson of the relevant service Committee, who will be responsible for agenda-setting and for chairing meetings of the Forum, and its Spokespersons.
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General Functions

The role of Forums is to initiate and develop proposals for policy formulation and to keep policies, within their remit, under review. The work of Forums should encourage cross-departmental working and promote innovative thinking, partnerships and public consultation.   In particular, Forums must establish a framework for consultation through Council established Advisory Panels and participation in external consultative mechanisms e.g. Community Councils, stakeholder groups or groupings.

Forums will be required from time to time to develop proposed policy submitted to them by either a Committee or by the Council.

All policy proposals will be presented to the appropriate sponsoring Committee by report and supported by the Spokesperson. Subject to adoption of the initiatives by the Committee, the Forum's responsibility is then to implement the Council's consultation strategy ensuring maximum community participation in proposals which fall within the remit of the Forum.

Forums may conduct detailed examination of proposals in the taking of evidence, commissions, etc. from all interested parties.

Membership

All participants in Forum meetings (Members, officers, stakeholders and invitees) should be reassured of their equality of status and be encouraged to take part in the discussion. It is the responsibility of the Chairperson to ensure parity of esteem, and that the value of contributor is recognised.

Each Forum shall have, appointed by the Council, a core of Council Members, which must include the Vice-Chairperson of the relevant service Committee, who will be responsible for agenda-setting and for chairing meetings of the Forum, and its Spokespersons.

The key participating Services of the Council will also be identified and will be obliged to secure officer attendance at all meetings where the business requires officer input within their fields of expertise. Each Forum will identify a lead Service Head who will be responsible for facilitating the effective operation of the Forum.

Any person may be invited especially to attend a meeting of the Forum as a stakeholder, service user or adviser.   The Head of Legal and Administration must be advised of all those invited to attend.

All Councillors are entitled to attend meetings of the Forums, and if not a core Member, may participate at the discretion of the Forum Chairperson.

Approved Duty/Payment of Expenses

Forums are appointed by Shetland Islands Council and the Spokesperson and other Member appointments are made by the Council. The Forum is expected to act as a key component in the Council's drive to ensure full community involvement in the affairs of the Council and as such the Council has ascribed approved duty status to the participation of individual Members in the work of the Forum. Expenses incurred by Members attending for the business of the Forum shall be met by the Authority under the statutory Regulations for payment of Members' expenses and allowances.

The application of approved duty status for Elected Members, applies only to Elected Members. The Council cannot reimburse any claims for expenses from other invited persons.

SIC Staff - Attendance as Stakeholders: Code of Conduct

SIC staff may attend Forum meetings as representatives of other organisations.   In such instances, those persons should be aware of any

information they may only have gleaned in their position as a member of staff, and have due regard to the SIC Employee Code of Conduct.

- Staff shall be allowed time off from their duties without loss of pay or holiday entitlement to attend Forum meetings as representatives of organisations other than the SIC.

Conduct of Meetings

Public Notice

Forums are intended to operate in as open a manner as possible, recognising any codes of confidentiality imposed on the Council and access to information constraints.   In general, therefore, the business of the Forum will be conducted in public, and notice of meetings will be posted, and copies provided to the media.   Only, in the event where the subject requires the matter to be considered in private, should the Forum resolve to exclude the public and in no circumstances should that be in cases other than those described under the Access to Information requirements which govern the affairs of the Council's formal Committees.

Formal meetings of Forums shall be called by the Head of Legal and Administration, in accordance with the schedule of meetings established by the Council.   At least 14 calendar days public notice of the agenda items should be given.

Agendas

- Agendas for all meetings shall be agreed in consultation with the Forum Chairperson, Spokespersons, and Lead Officer before being issued by the Head of Legal and Administration.   If necessary, the Committee Chairperson shall act as arbiter in cases of disagreement.

- Agendas shall be issued upon receipt of the final reports and circulated to all Core Members, Elected Members, Service Heads and the media.

- All agendas will include an item "Issues for Future Discussion".   This will allow the Forum to highlight any issues which should be brought forward to a future meeting.   Such issues may be raised with or without supporting papers, and a brief discussion should be embarked upon to ensure that the topic is the legitimate business of the Forum and to decide on information to be presented to the next meeting.

Joint Meetings

Chairpersons, , Lead Officers and Committee Chairman may agree to hold a joint Forum meeting where certain issues are within the remit of more than one Forum. In such cases, an agreement on chairmanship shall be reached

between the Chairpersons and the Committee Chairman/Chairmen, but shall be otherwise be conducted in accordance with these guidelines.

Cancellation of Meetings

The Lead Officer shall advise the Head of Legal and Administrative Services of the decision to cancel a Forum meeting. At least **2 calendar weeks notice** in advance of the scheduled meeting date should be given in order that the Head of Legal and Administrative Services may issue a cancellation notice timeously. Lead Officers and Chairpersons should ensure that no business is forthcoming from Stakeholders before agreeing to cancel a scheduled meeting. Cancellation notices should contain an explanation, provided by the Lead Officer, as to what work is being undertaken in the meantime.

Discussion Papers

All items for discussion at a Forum meeting (except items for future discussion) should be accompanied by a discussion paper, and any relevant background material. Presentations should be used wherever possible.

Authors of papers for meetings shall ensure that appropriate advice from the Council's Proper Officers has been sought prior to discussion – i.e. the content should include, or take account of, the necessary technical, professional, legal, financial, etc. advice.

Stakeholders wishing to present a matter to the Forum should forward their papers to the appropriate Lead Officer, who will present the paper with a discussion paper, as referred to in the previous paragraphs. In some cases, such matters may be referred to "items for future discussion" only, and no covering discussion paper needs to be prepared.

All papers to Forums prepared by Officers shall begin with a statement confirming the purpose of referring the matter to the Forum by reference to the Forum's remit and any Council policies which apply. The emphasis on this policy consultation role should be highlighted by the inclusion of questions for debate, rather than recommendations.

Timing and Venue

Forum meetings shall be held in accordance with the schedule of meetings produced by the Head of Legal and Administration. However, the Lead Officer, in consultation with the Chairperson, and taking account of the views of the Forum, has delegated authority to alter the timing and venue of Forum meetings.

Forum meetings may be held at any location and time to suit its work. The Lead Officer shall liaise with the Head of Legal and Administration with regard to venue bookings, arrangements and servicing.

Chairperson

All Forum meetings shall be chaired by the Chairperson responsible for the Forum.

The Chairperson may delegate this role to a Spokesperson for the purpose of the meeting.

In the absence of the Chairperson, the Forum shall appoint an Interim Chairperson from amongst those Members present.

Quorum

Forum meetings shall require a quorum of at least two Core Elected Members.

The Quorum for joint Forum meetings shall be the same as if the Forum was not joint.

Discussion/Participation

- Chairpersons should try to achieve a consensus at meetings. In all cases, both sides of an argument will be recorded. Generally, therefore, no votes will be taken, except on the appointment of Core Stakeholders.

- If a consensus cannot be reached, the Chairperson should determine the process to follow and outcome of debate with a show of hands if necessary.

Publicity

- Where the Forum feels it is appropriate, the Chairperson, Spokespersons and Lead Officer should meet directly after the meeting to put together a short press release on the discussion.

- The Notes of meetings, having been confirmed for accuracy by the Chairperson and Lead Officer, shall include details on action required, and shall be circulated to all Core Members of the relevant Forum, any Invitees, all Service Heads and a copy placed in the Members' Room.

END
May 2008

Shetland
Islands Council

REPORT

To: **Development Committee**   **5 June 2008**
Infrastructure Committee   **10 June 2008**
Services Committee   **12 June 2008**
Shetland Islands Council   **25 June 2008**

From: **Policy and Development Assistant**

Report No: CE – 20 – F

Shetland Population and Migration Study

1 Purpose

1.1 This study was designed to establish how the population in Shetland, and in different areas of Shetland, is changing; to make projections to 2030 and develop a model for predicting population change in the Islands.

This report informs the council of the progress achieved and the final analysis of the Shetland Population and Migration Study.

2 Link to Corporate Priorities

2.1 The Community Planning Board has committed to increasing the size of the population of Shetland to 25,000 by 2025. In – Migration will be a key factor in how we achieve this priority.

2.2 Shetland Islands Council subsequently endorsed this objective within the current Corporate Plan. The Plan goes on to commit to the completion of the study on population projections to assist in "basing all our decisions on evidence".

3 Background

3.1 The primary reason for the Shetland Population and Migration study was because existing population projections were heavily based on historic trends, which do not take into account either more recent trends or the potential impact of policies going forwards. As a result, there was a requirement to develop population projections based on an assessment of the current population situation, and an analysis of how current trends and policies may change this in the future.

It has been recognised that more people living, working and studying in Shetland are essential factors for sustaining communities and the economy long – term.

4   Key Findings

4.1   A few of the key findings highlighted within the population and migration final report are as follows,

Population and Baseline to 2030

- Current population of Shetland is 21,880
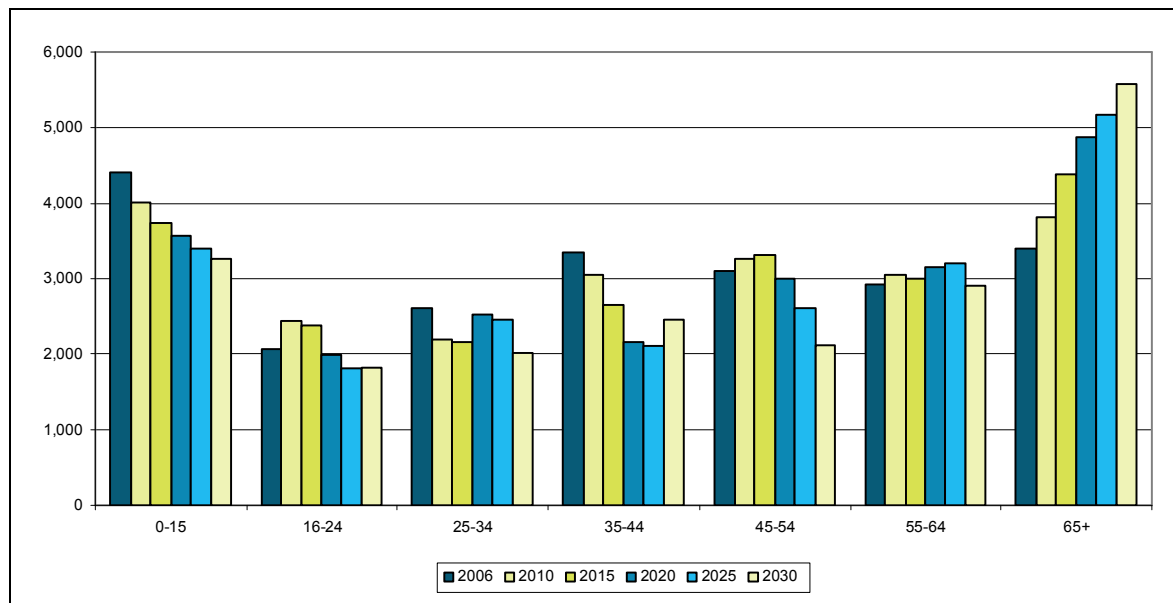
The population model is based on birth rates and migration trends continuing as present. This indicates the following changes in Shetlands population by 2030;

- The overall population dropping to around 20,000
- A drop of 18% in the number of women in the child-bearing age group;
- A drop in the working age population (18-64) of 3,000
- An increase of 63% in the number of residents aged 65 and over; and
- A decline of almost a third in the number of school-age children

Council and NHS budgets are already stretched therefore with an aging population profile this will put a heavy burden on the extensive care service already provided. This is combined with a significant decline in the women of childbearing age and the number of school age children. This does not provide for a vibrant sustainable economy.

Education/school Rolls

- Primary School Rolls in the North Isles of Yell, Unst and Fetlar, have been in decline since 1981. Whalsay and Skerries school rolls have been declining since the late 1970's

- South Mainland and Central primary school rolls have stagnated at a 1991 level.
- The West Mainland School Roll has shown the most positive pattern, sustaining a higher number than in 1976 (Oil Boom).
- Population growth stemming from the development at Sullom Voe resulted in families moving into communities in the North Mainland area.

Housing

- Evidence shows that housing constraints can be a barrier to sustaining fragile populations, and in other Island Communities house building has been an essential factor in developing local economies.
- Since 1991 there has been a significant decline in the number of house completions, although last two years have been higher because of the increase in the number of homes being built by Hjaltland Housing Association.
- With available land in Ierwick in decline, the Central belt and the South have become much more important for development. Average size of households are becoming smaller, therefore need more houses to sustain the current population.

Migration

- Shetlands birth rates are higher than the death rates therefore Shetlands population decline can be linked to net out migration.
- Primary factor in the net out migration is young people leaving for Higher Education and to gain better career opportunities then not returning to Shetland.
- Drift of the population in peripheral areas, especially the North Isles, to the central mainland.
- Since EU expansion in 2004/05, the Shetland Islands have had a greater number of incoming overseas workers than the other two Island Local Authorities; the Western Isles and the Orkney Islands.
- Many Sectors of the Shetland economy now rely heavily on migrant workers, which in turn leads to increasing demand on services such as English for Speakers of Other Languages and school provision. The future of economic in-migrants is uncertain however, as immigration legislation is tightening and economic factors may mean that the UK is not viewed as such an attractive destination in forthcoming years.

Possible Policy Options (refer to page 75 of study for all options)

If we do nothing what will happen by 2030;

- Primary school age population falls by approx 600
- Working age population falls by 3,000
- % of under 35's in the population falls to 35%
- Number of annual births fall by approx 46
- Women of child bearing age falls by 18%

If we were to increase all in-migrant age groups under 45 by 20%, by 2030;

- Total population = 21,352
- Primary school age population falls by approx 400
- Working age population age falls by 1,500
- % of under 35's in the population falls to 36%
- Number of annual births fall by approx 20
- Women of child bearing age falls by 10.4%

To reach the Community Planning Target of increasing the Shetland population to 25,000 this will require significant effort and co-ordination, however this could be achieved by 2025 if we were to;

- Increase all in-migrants age groups under 45 by 50% and
- Reduce out migration by 50%(16-34).

5   Financial Implications

Dependent on follow up, there may be financial implications as a result of this report due to the policy initiatives necessary for the future of a Sustainable Shetland economy. Any such initiatives and their specific financial implications would however be the subject of future reports.

6   Policy and Delegated Authority

As this is a Council corporate initiative linked to Community Planning with potential Council wide significance it is appropriate to report back to Council and seek their views on further steps.

7   Recommendation

It is recommended that the Council discuss and advise a viable way forward for the proposals and recommendations outlined within the population and migration study

Date: 17/04/08
Our Ref: LS/JRS   Report No: CE – 20 – F

Table of contents

1 Executive Summary

Shetland Islands Council (SIC), HIE Shetland, NHS Shetland, Communities Scotland and Shetland Community Economic Development Trust have recognised that more people living, working and studying in Shetland are essential factors for sustaining communities and the economy in the long-term. In Autumn 2007, the partners commissioned Hall Aitken to research current and historic population trends and the projections of likely future trends. This was to include:

o Research into current and future population trends;

o Identifying the factors which may influence these future trends; and

o Developing a model that can produce more accurate projections.

1.1 Population trends

Historic trends

Historically the population of Shetland has fluctuated significantly from a high point of around 30,000 to its lowest level of 17,000. Population change has always closely mirrored economic opportunities and the population increased by around a third between 1971 and 1981 due to the major oil-related developments at Sullom Voe.

Current population

At 2006 the population was estimated to be 21,880 and the overall total has been relatively stable since the 2001 census. But since the 2001 Census there has been a significant rise in the percentage of the population aged 50-59, 60-69 and 80+. It has been estimated that, in the next 25 years, Shetland will experience a 50.7% increase in the number of islanders of pensionable age, while the working-age population will decrease by 20.7%.

Factors of change

While Shetland has a high birth rate and shows a natural population increase (more births than deaths) this is balanced by net out-migration. The net loss was 65 people between 2005 and 2006, and this loss impacts most keenly on younger age groups, particularly among females age 16-24 while the gains were in groups aged over 45.

Geographical aspects

Recent population changes also show variations across different parts of the Islands. Between 1991 and 2001, the population of the North Isles of Unst, Yell and Fetlar declined by 21%, while the population of the Greater Lerwick area increased by 0.9%. This is due to a drift of population towards the service centre of Lerwick combined with continuing population decline in more peripheral parts of the Islands. This has implications for services, for example the primary school roll in the North Isles has dropped by 50% between 1996 and 2006.

Service impacts

These population patterns are influencing housing demand with major increases in housing completions within Central and South Mainland over recent years.

Shetland has benefited from migration from the recent EU Accession states and other overseas nationals. The number registering each year increased from just 40 in 2003/04 to 170 in 2006/07. These people tend to be younger and more economically active than the overall population.

Current trends

Current and emerging trends that are likely to influence population change in the medium term are:

o   A continuing flow of lifestyle in-migrants who are attracted by Shetland's natural environment and safe communities;

o   A likely decline in the numbers of Eastern European migrant workers coming to Shetland; and

o   Continuing drift of economically active population towards greater Lerwick contributing to ageing population in peripheral communities.

1.2   Drivers of population change

Job opportunities

Our research found that employment opportunities are critical to population sustainability. The decline in good quality job opportunities in some of the more peripheral parts of the Islands is accelerating the drift in population towards Lerwick where most services and employment opportunities are focused. The overall number of jobs taken by females has decreased and particularly within the private sector. It is becoming more difficult for both partners in a couple to find suitable job opportunities that match their skills and aspirations.

Education

The high standard of education and consequent school expectations mean that most qualified young people leave the Islands for education on the Scottish mainland. At the same time employers are experiencing problems in recruiting staff for some lower skilled jobs and are becoming more reliant on migrant workers.

A weak private sector

It appears that the jobs and services offered by the public sector in Shetland have limited the motivation and opportunities for private sector enterprise. There is a suggestion that many potential entrepreneurs have had to leave the islands to establish their business.

Housing is an important factor

Our research found that access to housing is an important factor that contributes to population change. The drift of population towards greater Lerwick has resulted in:

o   More properties in outlying areas becoming second or holiday homes; and

o   A pressure for new housing within parts of the Central and South Mainland.

And many younger households without access to land or family housing struggle to find affordable housing which it makes it difficult for them to re-settle in Shetland.

Environment attracts migrants

The quality of Shetland's natural environment and the levels of service provision available are attractive to lifestyle in-migrants. These in-migrants tend to be older and are often financially independent.

1.3 Experiences of population change

Our research looked in greater depth at the characteristics and motivations of different groups including:

o Those who stayed in the Islands;
o Those originally from Shetland who have left;
o Those who left but have returned; and
o Those who have chosen to live in the Shetland Islands

There are notable differences in the personal characteristics of these stayers, out-migrants, returners and in-migrants.

Stayers

Stayers were less likely to have degree level qualifications which highlights the role of pursuing education as a driver of out-migration. There were fewer people aged 16 to 24 I the stayers group perhaps because of this. Half of all stayers had actually considered leaving. The most influential factors in helping individuals in their decision to stay were:

o A safe environment;
o Being able to be close to family;
o Raising a family; and
o A natural environment.

For many stayers relationships and family connections were also key factors in their decision.

Returners

Most returners had left Shetland to pursue higher education, although over half stated that career progression was a factor. Returners (along with in-migrants) were more likely to have higher qualifications and higher skilled jobs than stayers. This suggests that the availability of good quality and well-paid jobs is a key driver for returners. The main drivers for their return centred on:

o Being close to family;
o A love of island life, an 'affinity' with its sense of community; and
o Suitable employment opportunities.

The majority of returners had returned before they were 35 and the age profile of returners was therefore younger than the other groups living on Shetland.

In-migrants

In-migrants had the oldest age profile among the groups we surveyed with around 60% aged 45 or over. They were also most likely to be working as professionals or senior managers, with 68% of respondents identifying these occupations.

Shetland's quality of life is a major motivating factor for in-migrants, the main motivations were:

o Natural environment;

o Safe environment; and

o Sense of community.

In-migrants in our survey were more likely to have dependent children than returners suggesting the presence of children may contribute to the desire for a safe environment.

Out-migrants

Out-migrants tended to be younger than the other groups surveyed and they were far less likely to have dependent children compared to Shetland-based groups. There are higher self-employment rates among out-migrants, almost twice that of Shetland-based groups. This suggests that there is some basis for the view that those wishing to set up a business often do so outside of Shetland. The main motivations for leaving were:

o Opportunities for career progression;

o Diversity of work available; and

o Mainland lifestyle.

Only one in five respondents who left Shetland is planning to move back, and for two out of five it is either unlikely or they already know they will not return.

1.4 Population projections and implications

Population modelling

Our research involved developing a population model that will allow local agencies to test the implications of different trends and factors on population outcomes. It is not a population projection or prediction, but can be used to compare the likely implications of policies on population sustainability and service provision.

Results from the model based on current migration trends continuing show a sharp shift in population, including:

o A steep drop in the numbers of children under 16;

o A decline in the numbers of 16 to 24 year olds after 2010;

o A rapid and continuing increase in the elderly population.

The overall population would, if current trends continue, drop from just under 22,000 to just over 20,000 by 2030. The number of people aged 65 and over would almost double between 2006 and 2030 based on this scenario.

Impacts of population change

These changes would have implications on the labour market, with a declining (and ageing) working age population and on the cost and viability of service-provision. In particular a reduction of a third in the school roll would threaten the current number of schools. And the major increase in the elderly population would put pressure on health and social care services both in terms of funding and recruiting the necessary

staff. The likely outcome would be a reduction in the level of services (mostly in outlying areas) and an increasing reliance on migrant labour.

1.5 Future population priorities

Our consultations and population research suggests that the overall size of the population is less important than achieving a healthier balance in terms of age and gender. Our research suggests that the overall aims for population sustainability by 2030 should be to:

o Sustain the proportion of the population that is of working age;

o Stabilise the school-age population;

o Sustain the number of females of child-bearing age; and

o Retain the populations of the most fragile communities.

While this does not necessarily require the population to increase to 25,000 it is clear that significant population increase is needed to ensure a sustainable and balanced population in the longer term. However age and distribution of population are more important than overall totals.

1.6 Areas for policy focus

Our interviews with service providers and other key stakeholders have highlighted several issues that need to be addressed by policy-makers. These are summarised below:

Living within our means

The research identified an overwhelming awareness among interviewees that the level of spend and service-provision is unsustainable. The Council is seen to be living beyond its means and 'squandering' the remaining oil revenue. Many people identify the need for tough decisions on prioritising expenditure in the very near future.

Re-adjusting services

The current expenditure on service provision will need to be reined in and this will clearly have an impact on the scale or quality of services that the Council can fund. The impact on levels of service provision might make the Islands less attractive to some groups who are currently attracted by the quality of service.

Balancing the population

There is a strong feeling that the current target of increasing the population to 25,000 is unrealistic. This was the high point of population when Sullom Voe was at its peak and it would be difficult to imagine any future employment opportunities on this scale. Many felt that adjusting the level of service provision to match realistic population estimates makes better sense than trying to grow the population to justify unsustainable levels of service provision.

Distributing population growth

There were mixed views as to whether there should be positive steps taken to grow key settlements outside of Lerwick. Some stakeholders felt that the drift of population towards Lerwick was inevitable and that policy should support market

forces. Others thought that some effort should go towards sustaining growth centres where there had been significant investment in providing facilities. However because the availability of jobs was seen to be the key driver behind population distribution this would require the Council taking the lead in devolving jobs. These devolved centres could then be the focus for developing incubator units for business start-ups and affordable housing.

Promoting self-reliance

The level of public sector services provided for residents has undermined the traditional self-reliance of crofting communities. A greater focus on communities developing their own solutions to meet community service needs will make services more responsive and cost-effective.

Affordable housing

Housing was seen as a key issue in sustaining and growing the Shetland population. In particular affordable rented or shared equity housing for younger people wanting to move back or into the Islands is a priority. The majority of housing need is focused within the greater Lerwick area but housing also needs to be provided elsewhere alongside economic opportunities.

Opportunities for renewable energy

Renewable energy is seen as one future opportunity to support the Shetland economy. There has been discussion about whether the oil revenue should be invested in renewable energy to create a more sustainable revenue stream in the longer term. However even if the Council chooses this option the money will be tied up for a considerable time before any revenue comes in.

Marketing the Islands

Several stakeholders felt that the oil boom had distracted agencies from making serious efforts to market the Islands in terms of local produce or tourism. They felt that some nationally significant resources were not being marketed and that the tourism product had considerable potential for development.

Supporting enterprise

Several stakeholders identified the need for a more strategic approach to developing and growing businesses and this is a current priority for HIE. The limited provision of broadband was seen as a key weakness in developing more globally competitive businesses. Stronger collaboration between the Public sector, Education establishments (such as UHI) and the private sector would help to identify and support a small number of opportunities to develop competitive advantage. Attracting skilled researchers or graduate placements could also help to stimulate enterprise. Providing incubator units or core business support services in association with better broadband access may help to stimulate business start-ups. However the low levels of risk-taking among the indigenous Shetland population is a major barrier to overcome.

Supporting the workforce

Problems in attracting staff in key sectors are predicted to get worse in the medium term suggesting a continued reliance on migrant labour. The growing burden of care

emerging from the ageing population will require a larger and more flexible workforce, and this in turn will have implications for housing provision.

1.7 Key priorities

Our research has identified key population drivers, the likely impacts of continuing trends and some of the challenges currently facing Shetland's communities. We have identified several areas where policy should focus on in order to promote a sustainable population in the medium to longer term.

Policy direction

Revising targets

While the target of 25,000 by 2025 provides an admirable level of ambition for policy-makers, it masks some more important issues around the balance and distribution of the population. We would therefore recommend that the target should be to:

- o Sustain the proportion of the population that is of working age;
- o Stabilise the school-age population;
- o Sustain the number of females of child-bearing age; and
- o Retain the populations of the most fragile communities.

Reviewing local public expenditure priorities

It is clear that Shetland has been living beyond its means for some time and that the current level of local public expenditure cannot continue. Difficult decisions will need to be made on:

- o Prioritising local public expenditure; and
- o A strategy for using the remaining oil fund.

Shetland has become accustomed to providing high quality public services and facilities. But the investment made has not always been in the long-term interests of sustaining communities. The Council and its partners should start to scale back spending to levels in line with other similar sized authorities. Any additional spending from the oil fund or other reserves should be clearly focused on promoting a more sustainable economy in the medium to longer term, for example through:

- o Promoting enterprise;
- o Developing innovation or competitiveness;
- o Generating revenue streams (for example through renewables); or
- o Developing business infrastructure (e.g. broadband or incubator units).

However these issues are both sensitive and important so we would recommend a period of community consultation on which course of action to take.

Devolving jobs

If a strategy of supporting more self-reliant communities outside of Lerwick is to be successful this will require sufficient employment opportunities within these areas and the local spend these would generate. As the Council is one of the biggest employers it should take the lead in promoting this policy by devolving employment from Lerwick to the key settlements elsewhere in the Islands.

Marketing Shetland as a place to live and visit

It is clear that the quality of environment and strength of communities are what attracts people to Shetland. However there has been little effort to market these attributes in order to attract either visitors or to add value to locally produced produce. There is also an opportunity to develop niche tourism markets through branding and marketing.

Economic development

Developing the private sector

It is clear that there is a need for more business start-ups in order to address the weaknesses in the private sector. This will require investment in infrastructure that will support new businesses such as start-up premises, broadband and other IT facilities. Business facilities should also help to promote the policy of devolving employment opportunities out of Lerwick.

It will also require more focused awareness-raising of enterprise opportunities among key target groups such as school-leavers, women and in-migrants. Bringing in Shetlanders who have become successful business men and women is one way of doing this.

Adding value to natural assets

Our research has identified some potential for developing greater economic advantage from Shetland's natural assets including produce, culture and environment. This links closely with the issue of marketing outlined above. Partners could help to develop greater added value through supporting the private sector to build clusters around different sectoral groupings such as:

o Crafts;

o Creative industries;

o Eco-tourism; and

o Food and drink.

Added value could be generated through differentiating these products and marketing their quality and exclusivity.

Developing knowledge-intensive sectors

Increasingly economic development requires ways of using knowledge to create competitive advantage and add value to basic production. However this is often difficult to achieve in rural and peripheral areas where there are no large scale Universities to promote research and development. However the North Atlantic Fisheries College already has international research specialisms in several areas and there are proposals for Shetland College (as part of UHI) to develop research programmes in specialist areas such as knitwear and music. Renewable energy will also present future research and development opportunities.

Public agencies should support the knowledge economy through identifying appropriate opportunities for research that link into Shetland's productive sectors. They can also assist through providing graduate placements and secondment opportunities and through joint ventures with research institutions.

Building community enterprise

Elsewhere in the Highlands and Islands community-based enterprises have developed innovative ways of meeting the different service needs of remote

communities. With public service budgets likely to come under increasing pressure in Shetland, the community sector will need to play a greater role in maintaining and delivering local services.

Infrastructure

Housing to support economic growth

It is clear that the availability of housing is a key barrier to increasing in-migration. And there is evidence from elsewhere to suggest that housing provision can help stimulate economic and population growth. While the Council and its partners have made efforts to increase the number of house completions it will be critical that housing continues to support economic development.   This will mean providing accessible and affordable housing opportunities in the various growth settlements in conjunction with the devolved jobs and business infrastructure previously discussed.

Improving broadband

In rural areas self-employment is generally more widespread than in urban areas and reliable high speed broadband is increasingly important to running most types of business. So investing in broadband technology will be important for promoting Shetland as a location for self-employed lifestyle in-migrants and for developing indigenous business start-ups.

Community support

With an increasing need to attract in-migrants and the accompanying increased housing requirements, continued support for integrating the migrant community is essential.   The efforts undertaken by the Council, Shetland College and the voluntary sector to date have been commendable. However it will be important that there are adequate resources to provide ESOL classes, language support for schools and translation services for public agencies. Support for community-based awareness raising and integration are also necessary to help the indigenous population to embrace these new Shetlanders.

This section outlines the background and rationale for the study. It also sets out the objectives of the research and the methods use to meet these.

2.1 Background

Shetland Islands Council (SIC), HIE Shetland, NHS Shetland, Communities Scotland and Shetland Community Economic Development Trust have recognised that more people living, working and studying in Shetland are essential factors for sustaining communities and the economy in the long-term. Population decline has now come to the fore as a key issue within several local policy documents:

o   Population decline is identified as a key issue in 'A Sustainable Vision for 2016' (2000);

o   Population has become a key priority area in the Shetland Structure Plan 2001-2016; and

o   In 2006, the community planning partners set a target of 25,000 people living in Shetland by 2025.

Also, an ageing population is driving up service costs against a background where SIC are trying to secure financial sustainability (Audit Commission 2007).

2.2 Research objectives

In Autumn 2007, the partners commissioned Hall Aitken to research current and historic population trends and the projections of likely future trends. This was to include:

o   Research into current and future population trends;

o   Identifying the factors which may influence these future trends; and

o   Developing a model that can produce more accurate projections.

Specifically, Hall Aitken were to address the following aspects while looking at issues such as age, gender, locality and economic activity:

o   What has driven population change since 2001?

o   What are the factors influencing migration and what are the characteristics of migration groups?

o   What are the necessary factors for sustainable communities?

o   How will the makeup of the population in 2030 affect Shetland society, economy and services?

o   What actions can public agencies take to foster population and service sustainability?

2.3 Method

The research involved a wide range of approaches including:

o   A review of official statistics to develop a population change model;

o   A literature review;

o   Interviews with 15 key stakeholders;

- o A web-based survey, distributed through SIC contact lists and online "Shetland Networks" with 1570 responses from current and past residents of which 1,357 were fully complete. This represents around 7% of the current resident population;
- o Four focus groups (Lerwick, Scalloway, Mid-Yell and Brae) with stayers, returners and in-migrants, with follow-up calls in the West Mainland;
- o Two focus groups with international economic in-migrants in Lerwick;
- o A focus group in Glasgow with individuals who have left Shetland; and
- o A scenario-planning workshop with key agencies tasked with taking forward policies.

2.4 Report structure

Following this introduction, the remainder of this report is structured as follows:

- o *Trends in migration* - examines population trends for each locality in Shetland and Shetland as a whole since 2001. The components of these trends are examined also including births, deaths, net migration and other changes.
- o *Drivers of population change* - explores the drivers behind population change including jobs and career issues as well as infrastructure issues such as housing and transport.
- o *Experiences of population change* – examines the motivations behind the migration decisions of stayers, out-migrants, in-migrants and returners. As well as looking at their experiences, it looks more closely at the characteristics and motivations of key groups like women of childbearing age and those out-migrants who are open to returning to Shetland.
- o *Population projections and implications* – takes current components of population change and uses them to project forward population estimates up to 2030 by locality and for Shetland as a whole. It also offers an indication of the impacts of trends if they continue as currently.
- o *Developing a sustainable community* - draws on our research, analysis and population modelling to identify what would be a desirable situation by 2030 years. It also identifies the scale and type of population component changes that would be necessary to deliver this, and alternatively, the target of 25,000.
- o *Factors needed for sustainable communities* - sets out the factors we have identified that will underpin community sustainability and a desirable situation in fifteen to twenty years for a range of population drivers. It highlights the actions that agencies will need to focus on to achieve these outcomes.
- o *Recommendations* - outlines some of the key longer term strategy objectives and priority areas that local agencies and communities will need to follow to achieve the type of sustainable communities outlined above.

This section examines population trends for each locality in Shetland and Shetland as a whole historically and more recently since 2001. The components of these trends are examined also including births, deaths, net migration and other changes.

Historic trends

Since the 1860s, when the population of Shetland peaked around 30,000, it fell steadily until the 1970s when it hit the historically low level of 17,000. After 1971, there was a significant increase, and in just 10 years the population of the islands rose by over a third, to 22,766 (GROS, 1981 Census). The increases in the 1860s and in the 1970s can be attributed to new economic opportunities. In the mid 19th century, a huge boom in drift-net fishing for herring had occurred and in 1971 major oil industry developments benefited population growth. After the early 1980s the population numbers fell again because of out-migration as oil construction activities ended, and difficulties at Sumburgh Airport emerged (SIC, 2006a, p. 10).

Sumburgh Airport traffic peaked in 1978 with 285,000 passengers on 51,000 aircraft movements. Construction workers for the Sullom Voe Oil Terminal no longer stopped here after 1978, with the re-opening of Scatsta Airport that August. Passenger and flight movements through the airport fell further during the early 1980s, mainly because of the introduction of helicopters, such as the Puma and the Chinook. These could fly direct to the oilfields from Aberdeen. By 1985, passenger numbers had dropped by around 20% while aircraft movements dropped by two thirds compared to 1978.

The overall change in population levels in Shetland is not uniform across all areas. There have been important changes to the distribution of the population within Shetland. Between the 1981 and 1991 Censuses, the population of areas in the South and Central Mainland remained relatively stable or grew, but that in the North Mainland and the North Isles has significantly decreased (SIC, 2000; Community Profiles North Isles and North Mainland). This decline is likely to continue, partly because of the centralisation of the population, and the loss of economic opportunities in the North Mainland and the North Isles. Between 1991 and 2001, the population of Unst, Yell and Fetlar declined by 21%, while the combined population of Lerwick, Gulberwick/ Quarff, Bressay, Scalloway and Tingwall (representing the core of the mainland) increased by 0.9% (SIC, 2005c, p. 5).

Shetland School Rolls

We have looked at changes to the school rolls across the different localities within Shetland since 1971. Primary school rolls provide a useful picture of the shifting population patterns because they are most closely associated with local communities. Looking at this time-frame also allows us to identify the population impacts of the Sullom Voe development and the extent to which the population increases from the 1970's have been retained.

Primary School Rolls

As Figure 1 shows, after major growth in the late 1970's because of the oil developments at Sullom Voe, Primary school rolls have declined in most parts of Shetland. In the North Mainland, the increased population because of the major influx of workers in the 1970s has been sustained to some extent, although the primary roll dipped substantially between 1981 and 1991. However it went from

having the second lowest primary roll in 1971 to having the second highest roll in 2006; approximately double the 1971 roll.

The primary rolls in Lerwick and Bressay remained fairly steady at between 750 and 800 until 2001, but have declined sharply since then to around 600.

Figure 1 Primary School Rolls by area (1971 to 2006)
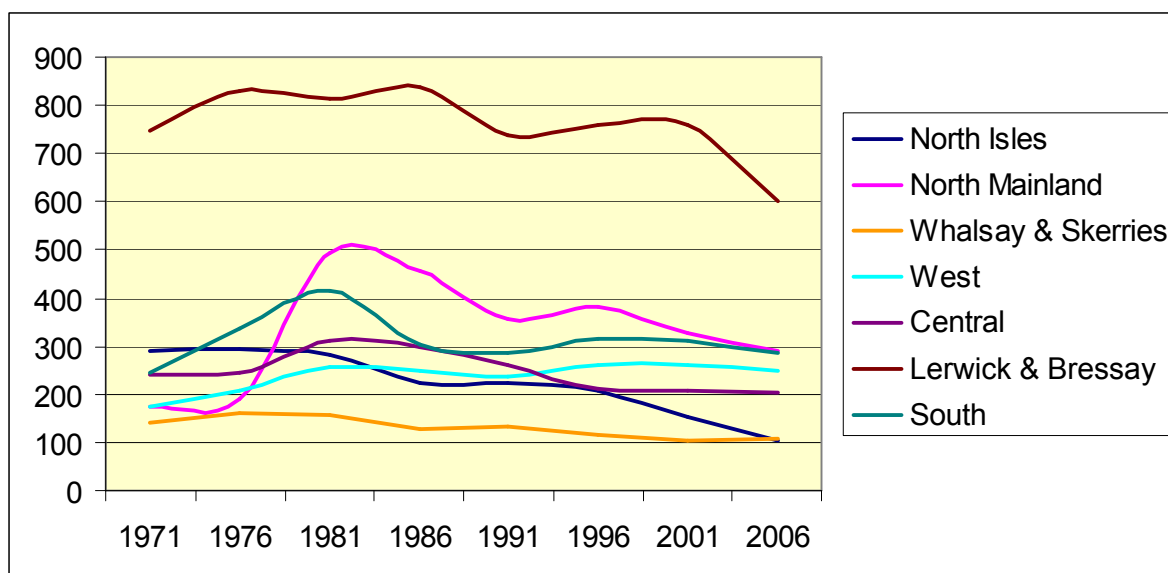
Source: Shetland Islands Council 2007

School rolls in the South Mainland showed a steady increase between 1971 and 1981, perhaps linked to the development of Sumburgh Airport, but dropped from around 400 to 300 between 1981 and 1986. However the primary school roll has remained fairly constant around 300 since then.

The West Mainland roll shows the most positive pattern, sustaining a higher number of children in 2006 than in 1976 when the oil boom began. The primary roll has shown a slight decline since 2001 however.

In the Central area of Mainland, an initial increase in the primary roll in the 1970s was followed by a steady decline between 1981 and 1996. The roll has subsequently stabilised and has remained relatively stable between 1996 and 2006.

The primary school rolls in the North Isles of Yell, Unst and Fetlar have declined since 1981, with a particularly steep drop since 1996. By 2006 the roll was only around a third of its 1971 level.

The situation in Whalsay and Skerries is less extreme, although there has been a slow but steady drop in the roll since the late 1970's. The roll has remained at approximately 100 since 1996. However the overall figures mask different trends for Whalsay and Skerries, with the Skerries school roll showing almost continuous decline since the 1970's.

If we look at the changes in primary school rolls overall since 1971, clearly most population growth has focused on the Mainland; with the North and West showing the biggest net increase in primary age children. However despite the increases in the West, North and South mainland areas, the primary school-age populations in Lerwick and the Central part of Mainland have dropped slightly compared to the 1971 level. This suggests that population growth stemming from the Sullom Voe development has resulted in families moving into communities in the more peripheral parts of Mainland.

Figure 2 Primary school roll changes (1971-2006)
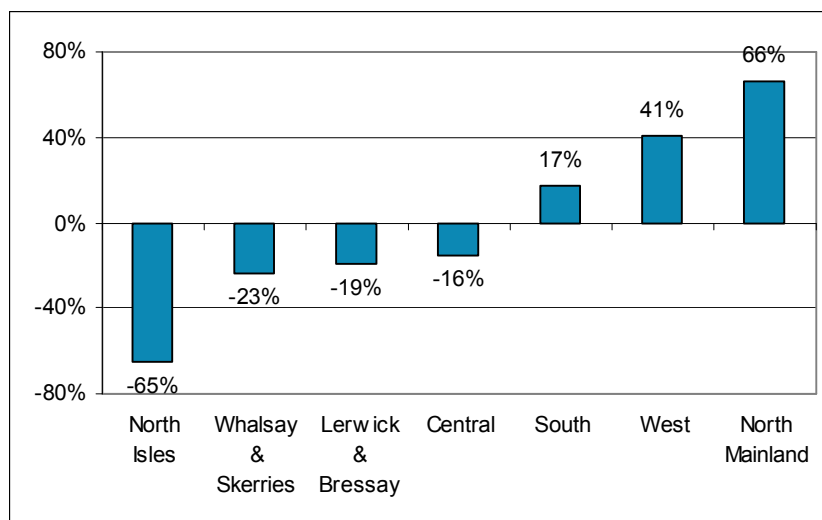
Source: Shetland Islands Council 2007

Over the same period however, there has been a significant drop in the primary age population in the North Isles of Yell, Unst and Fetlar. The primary roll has dropped by two thirds since 1971, with a 50% drop between 1996 and 2006.

Housing completions

Data on house-building and conversion provided by the SIC Planning Department provides another useful indicator of changes in demand caused by population movements (and changes to household structure). There is significant evidence from elsewhere that housing supply constraints can be a barrier to sustaining fragile populations. And in other island communities house-building has been an essential element in developing local economies.

Figure 3 Annual completions and 3-year rolling totals
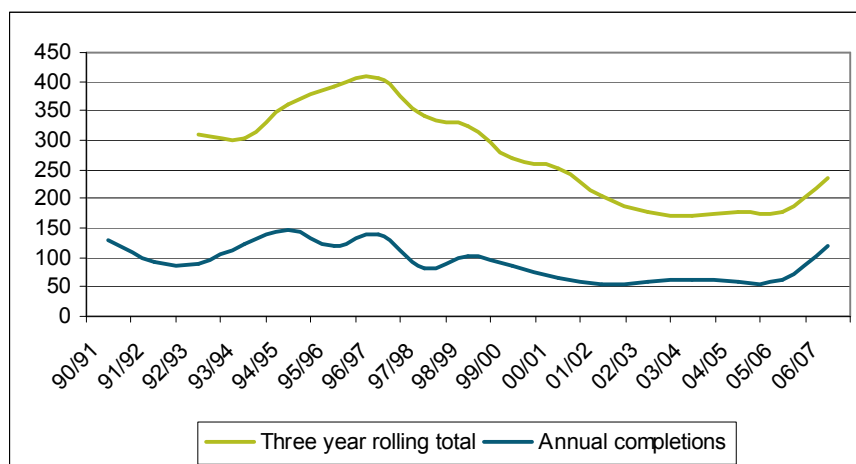
Source: Shetland Islands Council 2007

Across the Islands as a whole there has been a long-term decline in the number of annual house completions since the mid 1990's as Figure 3 shows. However the number of completions in 2006/07 at almost 120 is the highest annual total since 1999 and shows a doubling on the figure of around 60 which has been the approximate number of completions each year since 2000/01.

An analysis of housing completions by service delivery area in Figure 4 shows the overall housing output is dominated by the Greater Lerwick area (Lerwick, Bressay and the South and Central areas of the Mainland). These areas have been providing for between two-thirds and three-quarters of the total number of housing completions. However, the role of the South Mainland area has become more important recently, as land availability within Lerwick itself has declined. In particular, the areas of Gulberswick, Quarff and Cunningsburgh have seen a lot of development activity.

Figure 4 Housing completions by Service Delivery area
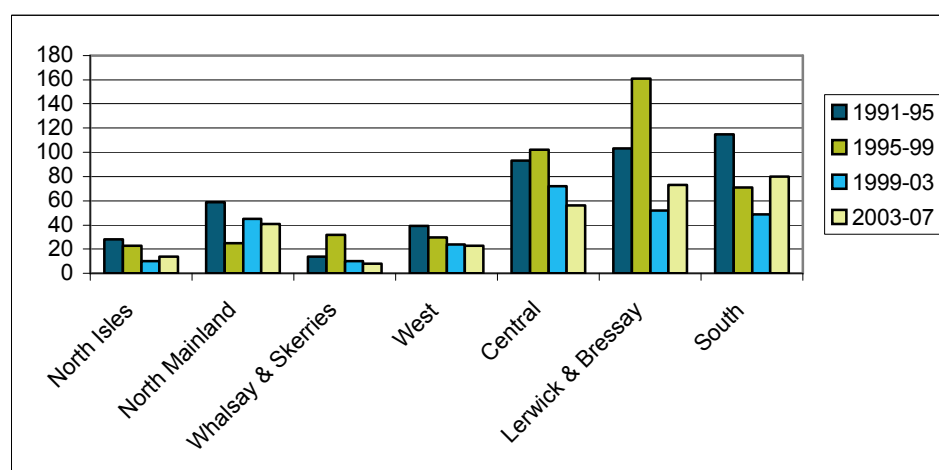
Source: Shetland Islands Council 2007

Rolling totals allow a more measured analysis of demand patterns as they tend to smooth out annual bumps caused by one or two large developments. Figure 5 shows there are clear trends in housing development which are influenced by demand patterns and available capacity. It is clear the dominant role of Lerwick and

Bressay in new housing provision has been in decline since the late 1990's because of the lack of suitable new housing sites. Completions for the Central area have also shown a broadly declining trend since the late 1990's although there has been a recent upturn in 2006/07. In contrast the South has seen a steady increase in the number of completions since the year 2000.

Figure 5 Three year rolling housing completions – Mainland areas
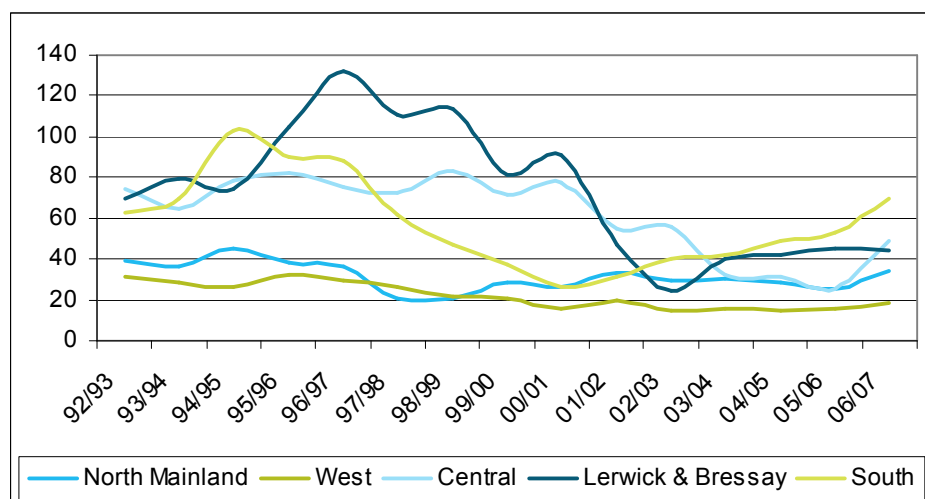
Source: Shetland Islands Council 2007

Data on house completions for the North Isles and Whalsay and the Skerries also show peaks in the late 1990's and a subsequent decline. However the three year rolling total for the North Isles has shown a recent upturn from just 3 in the three years to 2003/04 to 14 in the three years to 2006/07. However the three year total of five for Whalsay and Skerries is the lowest figure since the data was collected.

Figure 6 Three year rolling housing completions – North Isles, Whalsay & Skerries
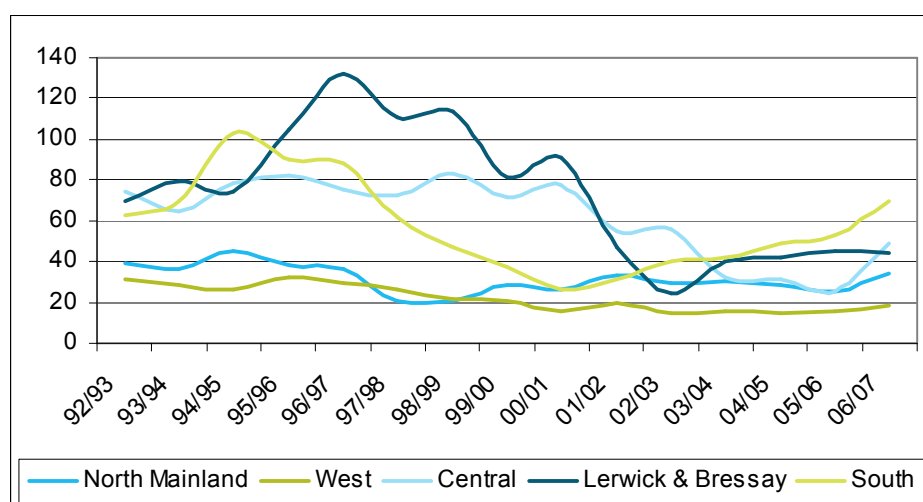
Source: Shetland Islands Council 2007

3.1 Recent population change

Over the last 20 years, the population of Shetland has declined by 3%. Since the 2001 Census, the GROS has estimated the population levels in Shetland have

remained relatively stable, with the latest estimates showing the population at 21,880 (GROS, 2006 mid-year estimates). There was a slight population increase between 2001 and 2005 (0.2%), although this was still below the increase for the Highlands and Islands (1.7%) and Scotland (0.6%) (GROS, 2001 Census and 2005 mid-year estimates). GROS estimates a decline in population to 19,783 by 2031 (GROS, 2006-based population projections). These projections assume both negative natural change (-2.7%) and negative net migration (-6.9%).

But since the 2001 Census there has been a significant rise in the percentage of the population aged 50-59, 60-69 and 80+ (GROS, 2001 Census and 2006 mid-year estimates). And this is most pronounced in Whalsay and Skerries (Community Profile Whalsay and Skerries).

It has been estimated that, in the next 25 years, Shetland will experience a 50.7% increase in the number of islanders of pensionable age, while the working-age population will decrease by 20.7% (GROS, 2006-base population projections). This is because of increasing life expectancy and older people moving to Shetland for an improved quality of life (SIC, 2006b, p10). There is an imbalance by gender in Shetland as a whole, with a much greater proportion of females than males over the age of 65 (Lerwick and Bressay Community Profile).

In contrast to the Scottish trend in general, and that of the Highlands and Islands specifically, Shetland's birth rate has been consistently higher than the death rate. Since 1995, the birth rate has been higher than the death rate by an average of 29.6 people per year (SIC, 2006b, p11). This suggests the population decline can be linked with net out-migration, which is mainly being driven by young people migrating from Shetland to seek higher education and better job opportunities. The decrease in the population of those aged between 20 and 44 years in Shetland indicates that more young people are leaving the area than are coming in (SIC, 2006b, p2).

The ageing population is a considerable challenge for the area, as communities with a large proportion of inhabitants over retirement age tend to generate lower levels of economic activity and, indeed, the confidence of communities and the sustainability of services can be negatively affected (HIE, 2007, p2.).

Migration data

Birth rates and death rates are fairly predictable characteristics of a population in the developed world. But migration is largely driven by economic and social opportunities and is susceptible to broader changes, even over the short-term. In Shetland, these were responsible for short-term population growth linked to economic factors as outlined earlier. Similarly, the decreases can be linked to economic downturns.

Data on who enters and leaves Shetland is less reliable. Figure 7 shows the best available and most recent data from 2006. While the net loss was 65 people, this loss impacts most keenly on younger age groups, particularly among females age 16-24 while the gains were in groups aged over 45. It is likely that this data underestimates out-migration, as many 16-24 year olds will keep their registration with a doctor in Shetland while at university.

Figure 7 Population migration (total and by gender) 2005-6

	0-15	16-24	25-34	35-44	45-54	55-64	65+
In (all)	54	38	63	76	40	41	19
Out (all)	102	61	70	76	39	29	19

Net (all)	**-48**	**-23**	**-7**	0	**1**	**12**	0
In (Males)	21	19	31	35	18	26	9
Out (Males)	65	26	40	35	17	17	10
Net (Males)	**-44**	**-7**	**-9**	0	**1**	**9**	**-1**
In (Females)	33	19	32	41	22	15	10
Out (Females)	37	35	30	41	22	12	9
Net (females)	**-4**	**-16**	**2**	0	0	**3**	1

Sources: National Health Service Central Register (NHSCR) patient movements mid-2005 to mid-2006. International Passenger Survey (IPS) data.

The Outer Hebrides Migration Study (Hall Aitken and INI, 2007) classifies people moving to the islands as returners, lifestyle migrants and economic in-migrants. According to Blackadder (2007, p.7) Shetland receives a good number of lifestyle migrants and they are important in stabilising the population. However, the age range of this group is not balanced with our survey showing that nearly 60% of people who have migrated to Shetland are now over the age of 45. Some of these will be in-migrants from the 1980s who will have had children in Shetland. But there is much anecdotal evidence to suggest that current in-migrants tend to be older people.

International economic in-migrants

Although not a perfect source of data, National Insurance Number (NINo) registrations provide some indication on the flow of workers from overseas. In line with the Scotland-wide pattern, the Shetland Islands have experienced a year-on-year increase in the number of NINo registrations to non-UK nationals since the accession of the eight East European states1 to the European Union in 2004. Figure 8shows the largest influx of overseas workers to the Shetland Islands occurred in tax-year 2006/07 when 170 NINos were registered to non-UK in-migrants. This is up to four times the level of registrations recorded in pre-EU expansion years. For example, in 2003/04 only 40 overseas NINo registrations were recorded.

Figure 8 NINO Registrations for Shetland Islands and other areas 2002/03 to 2006/07

AREA	NUMBER OF NINo REGISTRATIONS BY TAX YEAR					Post-accession total to 2006/07
	2002/03	2003/04	2004/05	2005/06	2006/07	
Shetland Islands	50	40	90	100	170	360
Orkney Islands	20	20	30	60	90	180
Western Isles	20	30	70	130	90	290
Highland	600	690	1,440	2,640	2,620	6,700
Argyll & Bute	180	240	360	700	820	1,880
Scotland	14,520	15,500	22,850	41,370	52,480	116,700

Source: numbers are based on 100% data from the National Insurance Recording System (NIRS).

Since EU expansion in 2004/05, the Shetland Islands have experienced a greater number of overseas workers than the other two Island Local Authorities; the Western Isles and the Orkney Islands. Shetland registered 360 NINos to non-UK nationals over the three year period up to 2006/07, compared with 290 in the Western Isles and 180 in the Orkney Islands over the same period of time. The proportion of overseas workers registering in Shetland has also been greater in terms of per head of resident population than that of Orkney and the Western Isles over the past three years (2004/05 to 2006/07). However, all three Island authorities had received fewer overseas migrant workers, per head of resident population, than both Highland and Argyll & Bute areas.

While the rate of NINo registrations in Shetland has continued to increase, the trend for the Highland Local Authority area has plateaued at around 2,600 for 2005/06 and 2006/07, after almost doubling on the level of 2004/05, while the number of those registering in the Western Isles has actually fallen from a peak of 130 in 2005/06, to 90 in 2006/07. Argyll & Bute and Orkney Islands have, like Shetland, experienced a continued increase in 2006/07.

Over the three post-accession years, NINo registrations for overseas nationals in the Shetland Islands account for less than half of one per cent of the Scottish total, and almost four per cent of the Highlands & Islands total.

In the Shetland Islands most non-UK workers registering for NINos were aged from 18 to 34 as Figure 9 shows. This mirrors the nationwide age-balance of migrant workers coming in to Scotland from overseas, with very few aged over 50 or under 18. However, in Shetland from 2004/05 onwards, the proportion of 35 to 49-year olds registering has slightly exceeded that of the national figure for that age group.

Figure 9 Age Group NINo Registrations for overseas nationals to the Shetland Islands
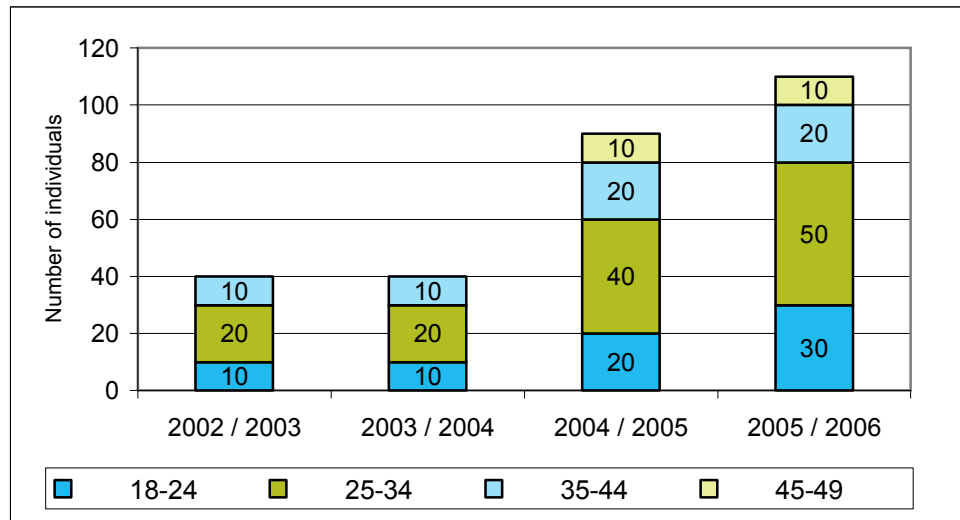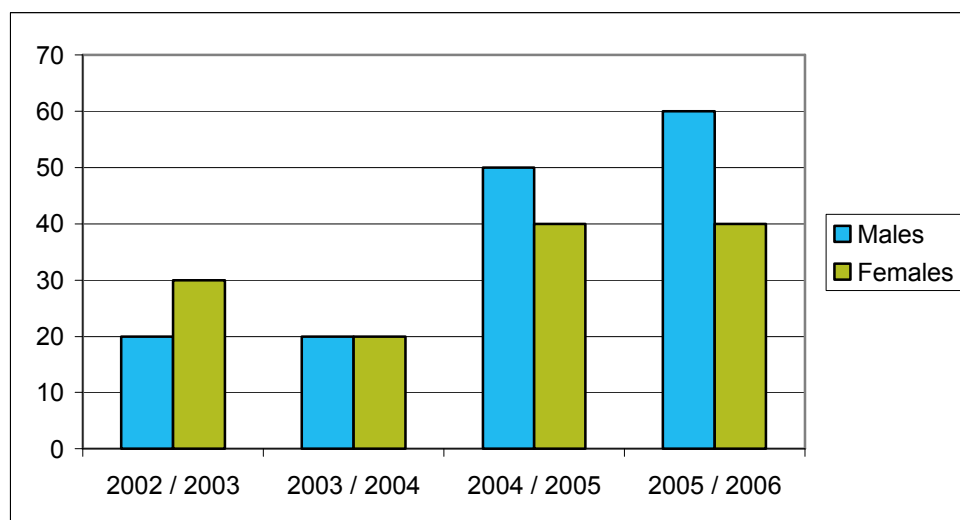
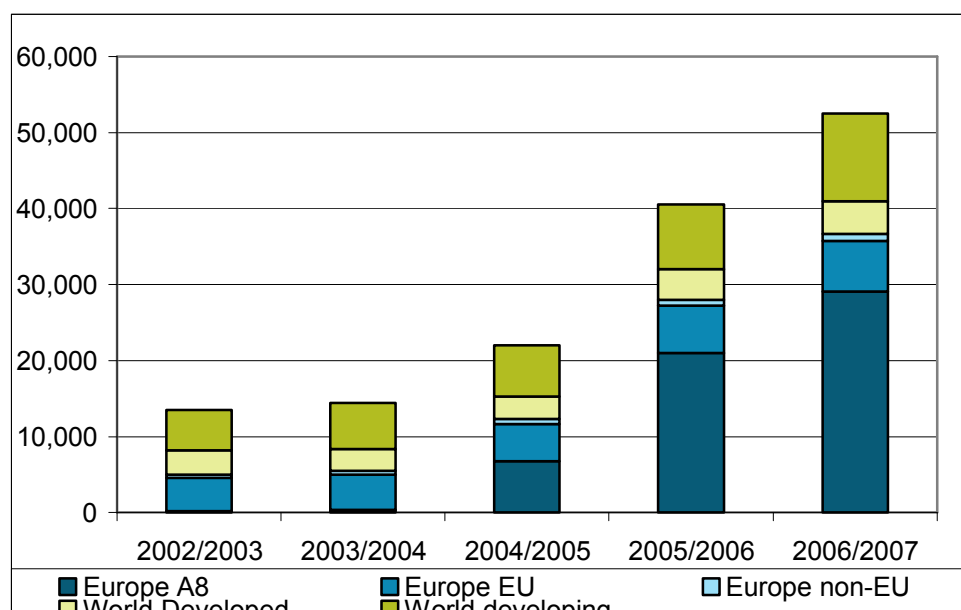

Notes on source data: Numbers are based on 100% data from the National Insurance Recording System (NIRS)

Gender

Workers from outwith the UK registering in the Shetland Islands since EU expansion in 2004/05 have been predominantly male (see Figure 10). This is also similar to the national trend.   However the male/ female imbalance is more pronounced in Shetland than for Scotland overall, with the female to male ratio of overseas NINo registrees in Shetland being 1 : 1.5 compared with the national ratio of 1 : 1.2 over 2004/05 and 2005/06.

Figure 10: Gender of NINo Registrations for overseas nationals to the Shetland Islands 2002/03 to 2006/07

Notes on source data: Numbers are based on 100% data from the National Insurance Recording System (NIRS)

The influx of migrants from the A8 States to Shetland, post EU expansion, is clearly evident. From 2004/05 to 2006/07, three in every four NINo registrations in Shetland to non-UK nationals have been to incomers from one of the eight East European accession states. This proportion is greater than the proportion of A8 nationals registering in Scotland overall, where one in every two NINo registrations to non-UK nationals was for those from the accession states.

Figure 11 Country of Origin of NINo Registrations for overseas nationals to the Shetland Islands 2002/03 to 2006/07

Notes on source data: Numbers are based on 100% data from the National Insurance Recording System (NIRS)

3.2 Changes by locality

As outlined previously, one significant feature of population change across the Shetland Islands has been the shifting patterns of demand identified through different data sources. We have looked at information from our survey as well as data from school rolls, NHS registrations and housing completions to try to model what drives these patterns. These are also supported by interviews with service providers and other stakeholders.

Broadly there has been a shift in overall population from outlying areas (particularly the North Isles of Yell, Unst and Fetlar) to the areas within commuting distance of Lerwick. However reviewing the data suggests there are more subtle differences in these patterns perhaps related to age and economic situation. Overall the population has seen a slight increase of 1% over this time period with the biggest increases taking place in the South and Central parts of Mainland. There were also moderate population increases in the North and West Mainland and on Whalsay. However there have been population declines in the North Isles and in Lerwick and Bressay. The latter is likely to be due to limited sites for new housing within the main town which has led to major house-building focusing on the Cunningsburgh/Quarff area and in Scalloway. However the population decline in the North Isles is fuelled by out-migration underpinned by limited job opportunities.

Figure 12 Estimated population change 2001 to 2007 by area
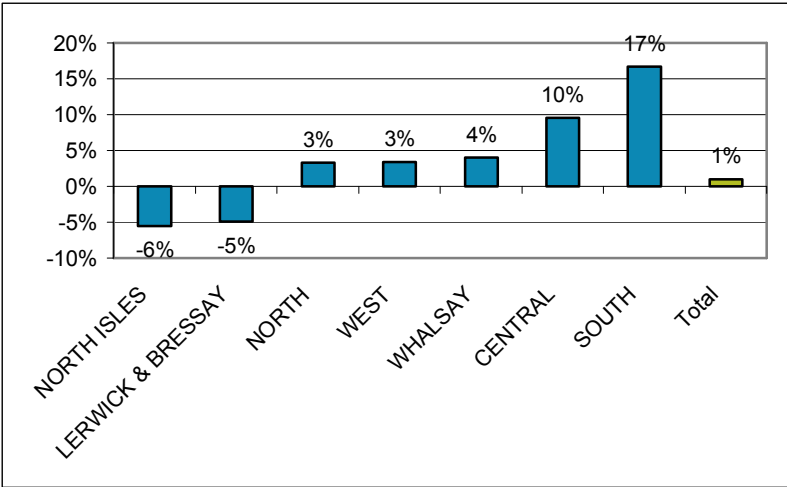
Source: Derived from NHS Registration and School Rolls data (SIC, 2007)

These population shifts have had an impact on the primary school rolls within different areas as Figure 13 shows. For example the primary school rolls in Lerwick have dropped by around 155 since 2001 suggesting that families with young children have been moving out. And in the North Isles there has been a drop of a third in the number of children at primary school. Whalsay & Skerries is the only service planning area that has seen an increase in the numbers of primary age children since 2001. This increase is due to Whalsay rather than Skerries where the roll has dropped from 4 to 3 children. However the overall pattern of declining rolls suggests that those moving to other parts of the Mainland are either older families or those without children.

Figure 13 Change in Primary School rolls 2001 to 2007
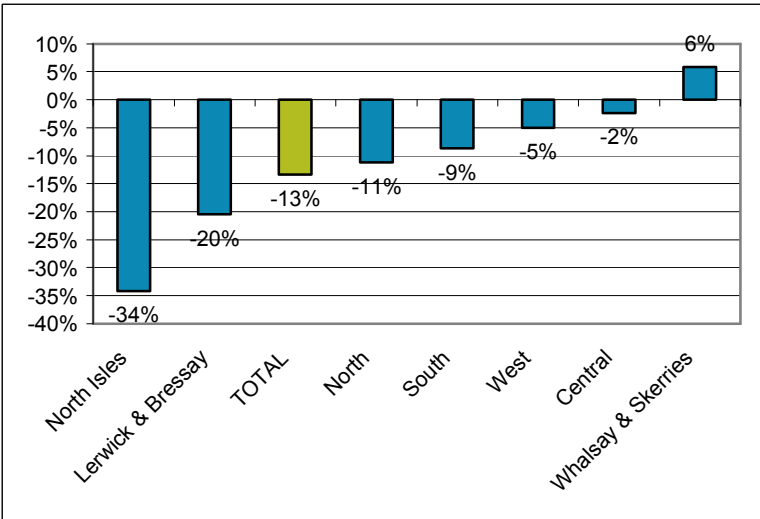

Source: SIC 2008

The age patterns of population changes identified through NHS registrations suggest that people of working age are moving mainly into the South and Central areas of Mainland. This is supported by both anecdotal evidence from our interviews and recent house-building data. However there appears to be a higher proportion of older people moving into the North and West of Mainland and an ageing profile

among the existing population as Figure 14shows. However the South has also seen a significant increase in the number of elderly people in the population. In Whalsay there are less significant changes to the working age population but a major increase in the number of older people. This suggests the population here is stable but ageing.

Figure 14 Population changes 2001 to 2007 by Service Planning area
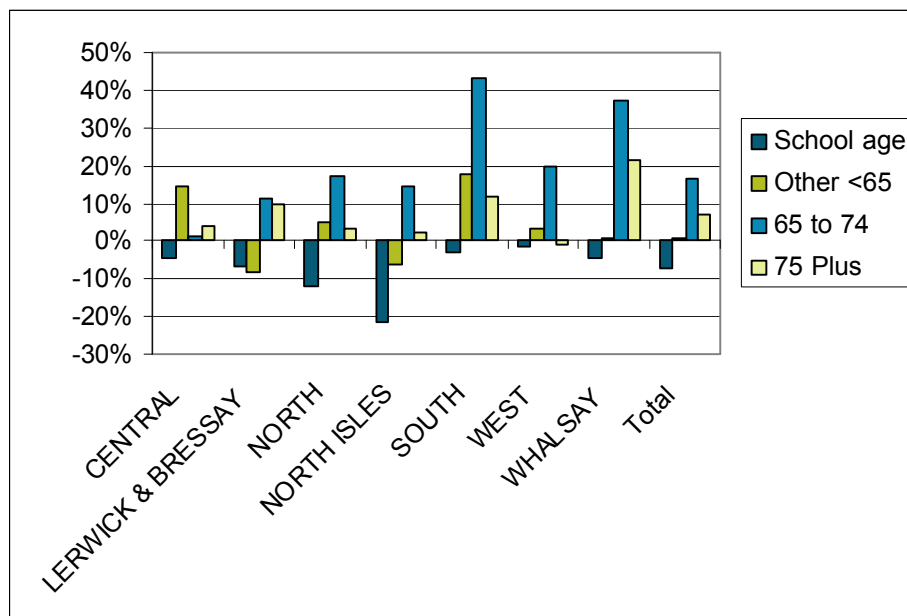
Source: SCROL, 2001 census data, NHS registrations and school rolls (SIC)

Figure 15 clearly shows that a significant increase in house-building in the South Mainland area has underpinned the population increases identified. Although the house-building rate on the North Isles also increased, the numbers involved are very small and variable. In all the other areas apart from the North Mainland there was a decrease in building activity.

Figure 15 Changes in housing completions 2001-2007 (3-year rolling averages)
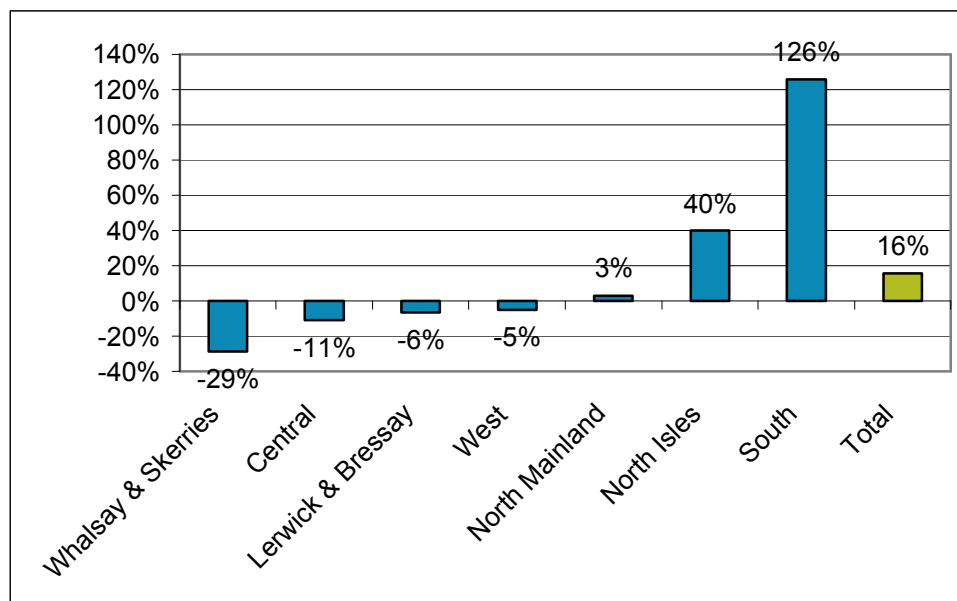
Source: Shetland Islands Council Planning 2007

It is estimated that over 30% of Shetland's population lives in Lerwick (SIC, 2006a, p.11), which is the main service centre and where most public administration is delivered from. And some 59% of Shetland's jobs are located in the capital (Community Profile, Lerwick & Bressay). The trend towards a centralised population in Lerwick, and in communities within a 15-20 minutes commute to Lerwick, is set to continue (Central Mainland Community Profile). Population projections indicate a significant decline by the year 2011 in all Shetland communities, except Lerwick and the villages within easy commuting distance to Lerwick (SIC, 2000). This suggests a further centralisation of population, which is seen as a threat to sustaining local services, such as schools and shops, in more remote areas (SIC, 2000).

3.3 Emerging trends

Our research points to several factors which are set to become more prominent over the next ten years and are outlined below.

Lifestyle migration to increase as a share of in-migrants

Stakeholders are concerned with the declining employment opportunities at Sullom Voe. Since 2001, employment has declined from over 1,000 employees to 712 in 2006. Some stakeholders felt that this decline in economic opportunities in the oil industry may lead to lifestyle in-migration becoming more important and mean a change in the overall makeup and motivations of in-migrants.

Future supply of economic in-migrants uncertain

The future of the supply of migrant workers is uncertain. Currently tightening immigration legislation is set to increase the barriers to in-migration and this is likely to have a greater impact on more peripheral parts of the country. Also, the economic climate in the UK is not as attractive as it was in 2004-6 after A8 accession. UK Treasury growth forecasts for 2008 are 1.75-2.25%. This sharply

contrasts with projections for the countries where Shetland's international in-migrants have come from:

o   Poland - 5.5%
o   Latvia – 5.8%
o   Lithuania - 6.5%

An improving economic climate in these countries may encourage workers to return to their native countries.

Continuing movement of population towards Greater Lerwick

A movement of population towards "Greater Lerwick" is clearly evident with population declines in peripheral areas like the North Isles – where 6 out of 10 of those born or reared there have left (HA Survey 2007). However, almost 70% of these North Island out-migrants are now living on the Shetland Mainland.

Decline in peripheral areas is also closely linked to economic opportunities. For example, the loss of associated employment opportunities at RAF Saxaford led to a significant drop in the North Isles population. Overall, there has been a decrease in employment opportunities in peripheral areas and this is explored in the next chapter.

Figure 16 (should be read from left to right) shows this movement in greater detail, highlighting:

o   The loss of those who were born or brought up in peripheral areas to the Central and Lerwick & Bressay areas as adults; and
o   The importance of in-migration in maintaining population numbers generally but particularly in the North Isles and North and West Mainland.

While areas like the North Isles and the South Mainland appear equally reliant on in-migrants form outside the Islands, anecdotal evidence highlights that in-migration in peripheral areas like the North Isles is more likely to be by older people.

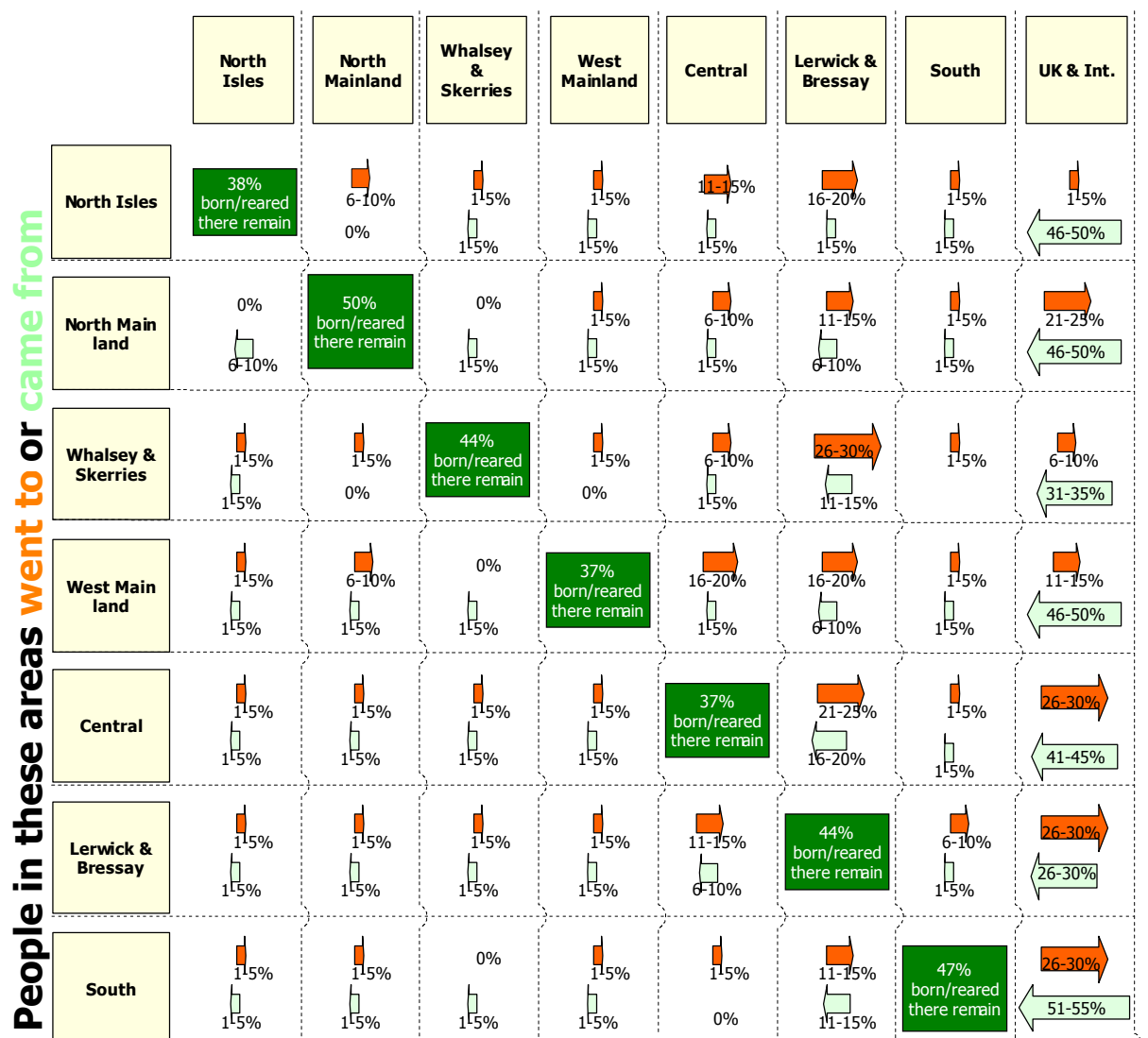Figure 16 Changes in population by locality

People in these areas went to or came from

	North Isles	North Mainland	Whalsey & Skerries	West Mainland	Central	Lerwick & Bressay	South	UK & Int.
North Isles	38% born/reared there remain	6-10% / 0%	1-5% / 1-5%	1-5% / 1-5%	11-15% / 1-5%	16-20% / 1-5%	1-5% / 1-5%	1-5% / 46-50%
North Mainland	0% / 6-10%	50% born/reared there remain	0% /	1-5% / 1-5%	6-10% / 1-5%	11-15% / 6-10%	1-5% / 1-5%	21-25% / 46-50%
Whalsey & Skerries	1-5% / 1-5%	1-5% / 0%	44% born/reared there remain	1-5% / 0%	6-10% / 1-5%	26-30% / 11-15%	1-5% /	6-10% / 31-35%
West Mainland	1-5% / 1-5%	6-10% / 1-5%	0% / 1-5%	37% born/reared there remain	16-20% / 1-5%	16-20% / 6-10%	1-5% / 1-5%	11-15% / 46-50%
Central	1-5% / 1-5%	1-5% / 1-5%	1-5% / 1-5%	1-5% / 1-5%	37% born/reared there remain	21-25% / 16-20%	1-5% / 1-5%	26-30% / 41-45%
Lerwick & Bressay	1-5% / 1-5%	1-5% / 1-5%	1-5% / 1-5%	1-5% / 1-5%	11-15% / 6-10%	44% born/reared there remain	6-10% / 1-5%	26-30% / 26-30%
South	1-5% / 1-5%	1-5% / 1-5%	0% / 1-5%	1-5% / 1-5%	1-5% / 0%	11-15% / 11-15%	47% born/reared there remain	26-30% / 51-55%

Diagram shows locality where those born and brought up on the left hand side. Red arrows highlight the loss of these people and to where. The green arrow shows who is replacing them and where they are coming from. For example, the North Isles lost 16-20% of people who were born or brought up there, to Lerwick & Bressay. 46-50% of its current population have come from the UK and international locations

% of a locality's children that live there now as adults

Out
In
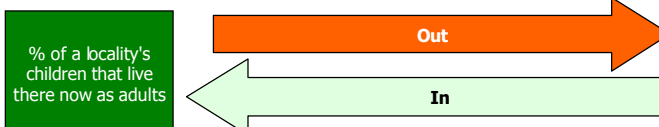
Note: This is based on 1,570 responses by adults of all ages to a web-survey. It should be taken as indicative of their experience rather than as an accurate picture of the whole population

3.4 Conclusions

In the past 20 years, Shetland's population has declined by 3%. Since the 2001 Census there has been a significant rise in the percentage of the population aged over 50. Both these trends are set to continue. This ageing population combined

with out-migration of 20-44 year olds presents a considerable challenge for community planning partners.

International in-migrants, mostly aged 18-34 and from Eastern Europe, have increased in importance, particularly since 2004. However, the future supply of these is at best uncertain. Other in-migrants have tended to be older, particularly those who move to outlying parts of the Islands for quality of life reasons.

There has been a clear shift in overall population from outlying areas (particularly the North Isles of Yell, Unst and Fetlar) to areas within commuting distance of Lerwick. Lerwick itself has lost population – probably as a result of smaller household sizes combined with a shortage of building land. However, the losses in the North Isles are mainly due to out-migration (to the Shetland mainland and beyond) which is driven by limited local economic opportunities. In-migrants of working age are generally settling in areas which are commutable to Lerwick (where 60% of Shetland's jobs are based) such as the Central and South Mainland.

The main brake on this movement towards 'Greater Lerwick' appears to be the availability of land for building on. The South Mainland has seen increases in housing completions as opportunities to develop contract in Lerwick and Central Shetland. While housing completion data in these areas reflects the job opportunities available and downturns reflect land availability, the situation is very different in the North Isles.

While areas like the North Isles have seen a fall in primary school rolls of two thirds, over the past 30 or so years, population loss has been far less dramatic recently (around 6%). This is despite a loss of around 120 FTE jobs in the North Isles. While some residents have out-commuted to work in the Shetland mainland, significant numbers have left the Islands (only 38% of those born there live there now). Older in-migrants with no dependent children have stabilised the population numbers for now – but these provide a challenge to the longer term sustainability of these communities.

4 Drivers of population change

This section explores the drivers behind population change including jobs and career issues and infrastructure issues such as housing and transport. It is drawn from the interviews with stakeholders but supported by the review of migration literature and policy documents.

4.1 Drivers of population change

Our interviews with stakeholders identified several key factors that have driven population change historically and continue to influence the population. These can be grouped into:

o Economic factors
o Educational Opportunities
o Level of dependency
o Housing options
o Transport and infrastructure
o Quality of life issues

4.2 Economic factors

Job opportunities

The economy underpins the demand for jobs which in turn drives population change. In the past, booms in population have occurred linked to fishing and the oil industry. Other opportunities have come through the RAF base at Saxaford. However the flip-side of these booms is the negative impact on population when these opportunities subside.

Good jobs on the decrease outside the public sector

One interviewee has suggested the higher skilled professional oil jobs available are already dwindling. Employment survey data (2003 and 2007) supports this and suggests sectorally that between 2003 and 2007 oil terminal employment contracted by 280 FTE jobs (56%). This has broadly affected men and women equally. But there have been decreases outside this in related sectors (and what might be considered good jobs) with business services jobs contracting by around 50 over the same time period (9%).

Since the direct opportunities from oil exploration and processing have started to decline the public sector employment created on the back of it has become more significant. Many interviewees identify a high-level of dependence on publicly funded services and jobs. And these well-paid job opportunities have helped to sustain population levels and attract back some of those who have left the Islands for education.

Gender issues in recent economic changes

The employer survey found that recent employment changes have had a specific gender component. While male full-time jobs increased marginally (by 25 jobs) between 2003 and 2007, female full-time jobs fell by 290.

Construction and the public sector have shown substantial growth in employee jobs. However, only 2 of the 156 additional full-time construction jobs are occupied by females. In contrast, the growth in public administration jobs has resulted in a growth in female employment. Some 580 more women are employed part-time and 94 more full-time in this sector compared to 2003, which would appear to offset similarly sized losses in social work and health jobs.

Catering is the third biggest employment growth sector since 2003 (+101 FTE jobs) and women account for most of these new jobs. This is not usually regarded as a sector that has good retention rates or progression opportunities. While this has helped to offset losses in jobs in business services (50 fewer women working full-time), the quality and attractiveness of these jobs is likely to be far lower to graduates.

Peripheral areas losing jobs

The closure of the RAF base at Saxaford has had a significant impact on the local economy of Unst. The loss of population and job opportunities has been disproportionate. Between 2003 and 2007, it lost 35% of its full-time equivalent jobs.

Other important employers in peripheral areas have also been in decline with, for example, fishing, aquaculture and textiles and crafts having 145 fewer FTE jobs in 2007 compared to 2003. The accommodation sector also has 79 fewer FTE jobs in 2007 compared to 2003. Much of this must be outside Lerwick with Shetland in Statistics (2007) highlighting the number of bedspaces in B&Bs, hostels and hotels outside Lerwick have all fallen significantly over the last ten years.

Whalsay has established itself as the focus for the fishing industry in Shetland. Between 2003 and 2007, full-time equivalent jobs on the Island grew by 77 or around a quarter. Women benefited most from this with female part-time employment increasing from 96 to 147 and full-time employment increasing from 32 to 52. Also, with a strong community and relatively healthy housing market it has managed to retain its population to a greater extent than many other parts of the Islands.

Perhaps related to this is the issue of trying to influence population dispersal through developing growth settlements outside Lerwick. Efforts were made in the past to improve services (in settlements like Brae) by developing more self-contained settlements. One stakeholder identified that the Council previously tried to devolve some jobs to these areas to help support this policy but that this was not very well-resourced and therefore not very successful. While the Council can influence housing development it is the availability of employment opportunities that is the biggest barrier to promoting growth centres outside Lerwick.

Future job opportunities may increasingly be low skilled

The large number of people attracted to the Islands during the Sullom Voe development will soon be moving towards retirement. However it appears their sons and daughters will not have the benefit of similar job opportunities.

With many younger more skilled people leaving the Islands for education many lower skilled jobs are now taken on by migrant workers. Many sectors such as fish-processing and hospitality rely on migrant workers (currently mainly from Eastern Europe) to sustain their workforce. But the continuing supply of these looks, at best, uncertain.

Limited opportunities for women or for both partners in a couple to secure jobs that match their aspirations is becoming an increasing issue. There are several reported

instances of one partner not being able to secure an appropriately skilled job resulting in both partners leaving the Islands.

Education opportunities

Levels of educational attainment in Shetland's schools are very high and because of this a high proportion of school leavers go into higher education. Our focus groups with younger out-migrants identified an expectation for most young people that to succeed they need to move on to university on the Scottish Mainland to complete their education. And this message is put across strongly by teaching staff. The local FE college provides few opportunities to keep more skilled young people in Shetland and focuses on the needs of local employers such as the care sector.

However educational opportunities can also be a positive factor in driving in-migration, with the North Atlantic Fisheries College attracting significant numbers of skilled staff and students to the Islands. The College has also attracted migrant workers. Future courses at Shetland College specialising in knitwear, creative industries and music might also help to attract a wider range of postgraduate and skilled students to live in the Islands.

Dependency

One issue that interviewees have often highlighted is the level of economic dependency that exists on public sector funding and jobs. One senior stakeholder estimated that half of all jobs were either directly or indirectly supported by the Council. The 2007 Employer survey found that 42% of jobs were in public administration, education and health – an increase from 40% in 2003.

Other interviewees thought the level of service provision supported by the Council had edged out private enterprise and undermined the local business base. Some thought that those who wanted to develop an enterprise found it easier to do so outside the Islands. It was also thought the jobs made available from the oil industry and the RAF base had taken people away from traditionally more enterprising sectors such as crofting and fishing. And some skilled fishermen on Whalsay have left the industry to work on the publicly funded ferries to find a more secure income.

The level of local public expenditure and the high levels of service that this has funded have created an expectation of provision that has perhaps stifled personal and community initiative.

4.3 Infrastructure issues

Housing

Housing opportunities are closely associated with the economy and population change. Average household sizes have become much smaller over the past decade and this trend is forecast to continue[1]. This, combined with an increase in holiday or second homes, is making housing more difficult to access for many people. Housing demand has shifted significantly towards the Greater Lerwick area so existing patterns of supply do not always match this. The influx of migrant workers has also put a strain on the private rented sector for housing.

Limited availability of rented housing prevents young people moving back to parts of the Islands where they would like to live. However there is an ongoing debate about

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[1] SIC Housing Market Forecast

whether housing development can promote economic growth or whether housing will simply follow jobs.

Transport & Infrastructure

Transport is particularly important for connecting economically active people to jobs. So transport patterns do influence population levels in different parts of the Islands. Some communities such as Mossbank for example have experienced a high turnover of population because, although there is available housing, public transport does not provide adequate connections to Lerwick for working people. So bus and ferry routes and timings take on greater importance in determining which areas are effectively commutable from Lerwick. Transport is also critical for those seeking to access jobs in the North Isles and North Mainland.

4.4 Social

Quality of Life

Many of the drivers of in-migration relate to the quality of the environment and services available in Shetland. However, several stakeholders highlight that the things which attract people to live there – the environment and safety – tend to attract older households in their 40's or 50's. Most of those who choose to move to Shetland have had several previous visits either as tourists or through having friends or relatives who live in the Islands.

These people are also attracted by the high level of services that are available and the sense of community. Many of these lifestyle in-migrants are financially independent and are not therefore fully economically active. Most have either no dependent children with them or have older children.

4.5 Conclusions

It is clear from our research that employment opportunities are critical to population sustainability. The decline in job opportunities in some of the more peripheral parts of the Islands is accelerating the drift in population towards Lerwick where most services and employment opportunities are focused. It appears that good quality job opportunities are increasingly concentrated in Lerwick and that many of these are within the public sector. Recent changes to the employment pattern across the Islands suggest the overall number of jobs taken by females has decreased and that this has been particularly within the private sector. It is becoming more difficult for both partners in a couple to find suitable job opportunities that match their skills and aspirations.

Shetland's schools provide a high standard of education and there are expectations that pupils will go on to higher education. This means that most qualified young people leave the Islands for education on the Scottish mainland. At the same time employers are experiencing problems in recruiting staff for some lower skilled jobs and are becoming more reliant on migrant workers. This growing mismatch in the labour market needs to be addressed if the economy is to be sustained.

It appears the jobs and services offered by the public sector in Shetland have limited both the motivation and opportunities for private sector enterprise. There is a suggestion that many potential entrepreneurs have had to leave the islands to establish their business. The level of public sector provision may also have inhibited growth in community sector provision which is far less evident than in other parts of the Highlands and Islands. However growth in the private and community sectors

will be necessary to ensure the Shetland economy remains sustainable in the medium term.

Access to housing is an important factor that contributes to population change. The drift of population towards greater Lerwick has resulted in:

o   More properties in outlying areas becoming second or holiday homes; and

o   A pressure for new housing within parts of the Central and South Mainland.

5 Experiences of population change

This section examines the motivations and experiences of four key groups: stayers, out-migrants, in-migrants and returners. It assesses and compares the characteristics of each of these groups and looks at the motivations behind their decision to stay, leave, return or migrate in. It also examines the positive and negative experiences of each of these groups and in particular, those that leave and are unsure they will return. These findings come from a survey of current and past residents and focus groups in the Islands and with those who have left.

Gathering data on motivations and experiences

Our survey was distributed randomly to those living or who had lived in Shetland. While responses are unlikely to be representative of the population as a whole they provide a useful insight into some of the characteristics and motivations of different groups. Further insights were gained through a series of focus groups with Islanders and those who were brought up in Shetland and now live in the Central Belt.

Characteristics of stayers, out-migrants, in-migrants and returners

Figure 17 shows the age range of respondents within the different sub-groups. Noticeable features include:
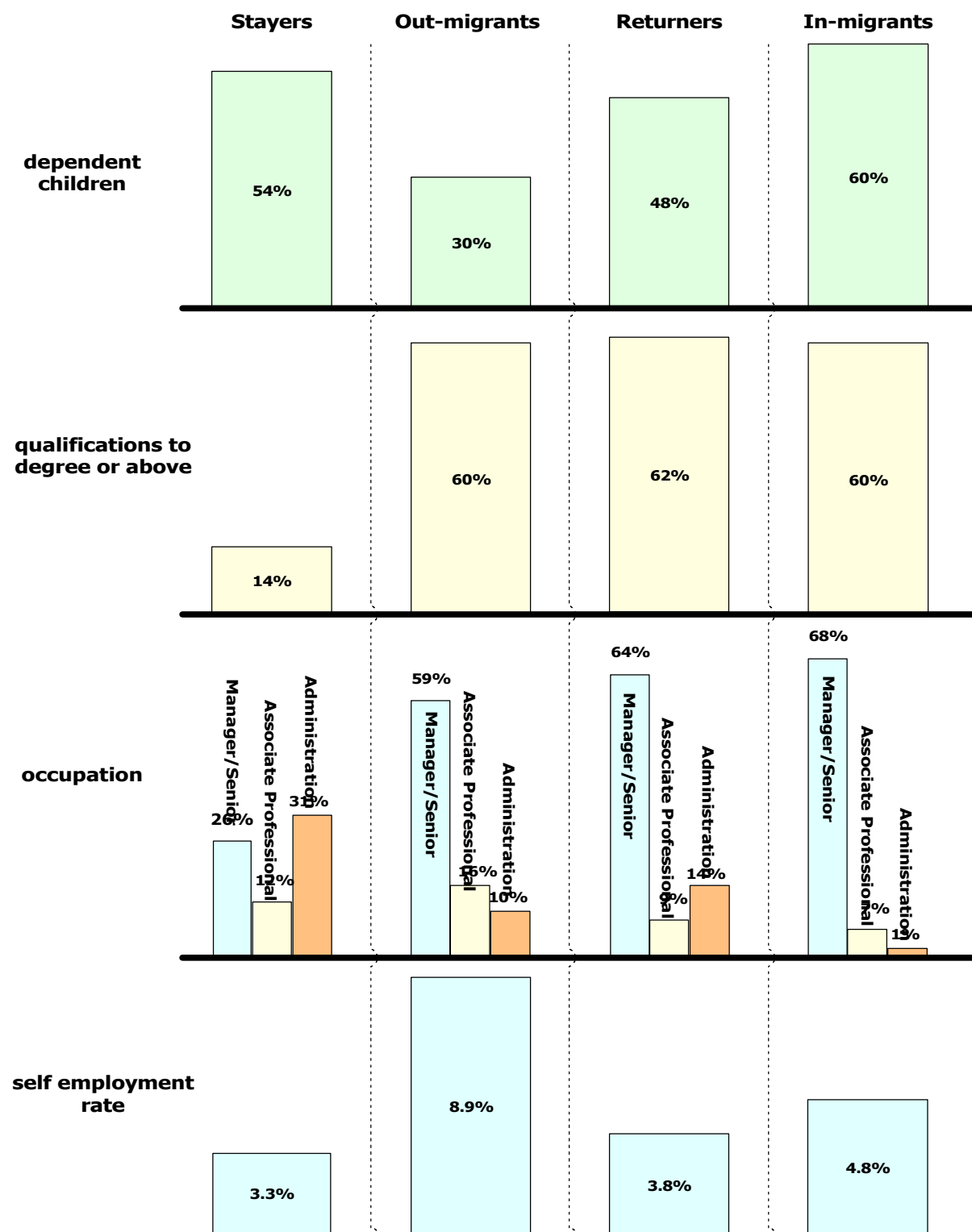
o The younger age profile of out-migrants, with the highest proportion under 44; and

o The heavily weighted age range of in-migrants towards the 45+ age bracket.

Figure 17 Age profile of different groups
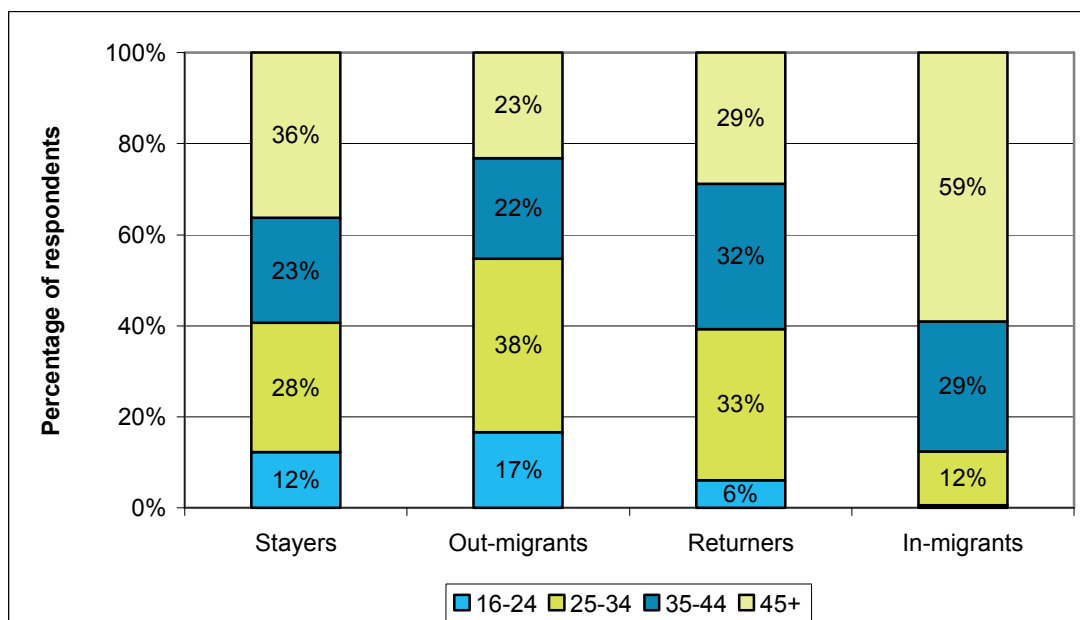
Source: Hall Aitken e-survey 2007, n=1,357

	Stayers	Out-migrants	Returners	In-migrants
dependent children	54%	30%	48%	60%
qualifications to degree or above	14%	60%	62%	60%

occupation

	Stayers	Out-migrants	Returners	In-migrants
Manager/Senior	26%	59%	64%	68%
Associate Professional	12%	15%	6%	11%
Administration	31%	10%	14%	1%

	Stayers	Out-migrants	Returners	In-migrants
self employment rate	3.3%	8.9%	3.8%	4.8%

Source: Hall Aitken e-survey, Stayers, n=152, Out-migrants, n=100, Incomer, n=188, Returners, n=212

As these groups were at different life stages and their characteristics (work, family etc) were likely to reflect this, we examined several characteristics for the 25-44 age group. We chose this age group to give a comparison among the key working age

populations while including a sufficient number within each sub-group. Figure 18 shows some of the specific characteristics in each of the categories.

There are notable differences in the personal characteristics of these stayers, out-migrants, returners and in-migrants when comparing 25-44 year olds. In-migrants and returners are more likely to have higher qualifications and higher skilled jobs than stayers which backs up findings from other strands of our research.

In-migrants were most likely to be working as professionals or senior managers, with 68% of respondents identifying these occupations. And the proportion of returners with higher level occupations was also high at 64% suggesting that the availability of good quality and well-paid jobs is a key driver for in-migrants and returners.

There are also higher self-employment rates among out-migrants, almost twice that of Shetland-based groups. This suggests there is some basis for the view that those wishing to set up a business often do so outside Shetland.

There are lower proportions of out-migrants with dependent children compared to Shetland-based groups. This perhaps points to the presence of children (or the desire to start a family) as a factor in returning or migrating to Shetland. In-migrants in our survey were more likely to have dependent children than returners – although this may be simply a factor of the age profile within this group.

5.1 Stayers' motivations and experiences

Stayers motivations

Just over half (51%) of stayers have considered leaving at some stage. Around a tenth (11%) of this group have not made up their minds about whether to leave or stay. Around 6% of stayers feel they will probably or definitely leave.

Motivations to stay appear closely related to quality of life and family considerations. Although based on relatively small groups the survey results give some pointers to motivations. Figure 19 shows the most influential factors identified in helping individuals in their decision to stay and these were:

o A safe environment;
o Being able to be close to family;
o Raising a family; and
o A natural environment.

For those that considered leaving but decided to stay, family and relationships were crucial with decisions shaded by:

o Meeting someone- a partner;
o Caring for someone – a parent or relative being ill at the time of the decision; and
o Considering starting a family – having children or about to have children and believe that Shetland is a better environment for them.

This was supported by several focus group participants who identified that many of those who did not leave were looking to start a family rather than leave the islands to pursue a career.

Figure 19 How important were the following factors in influencing your decision to stay in the Shetland Islands?
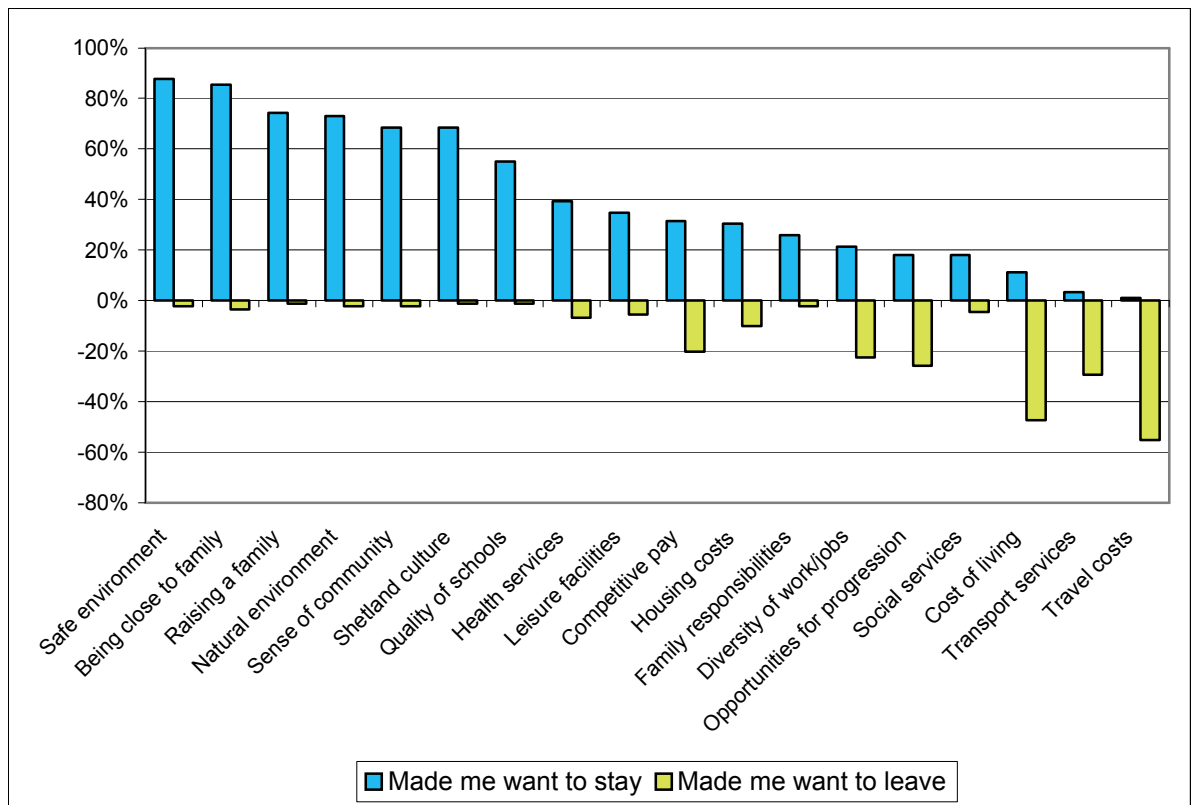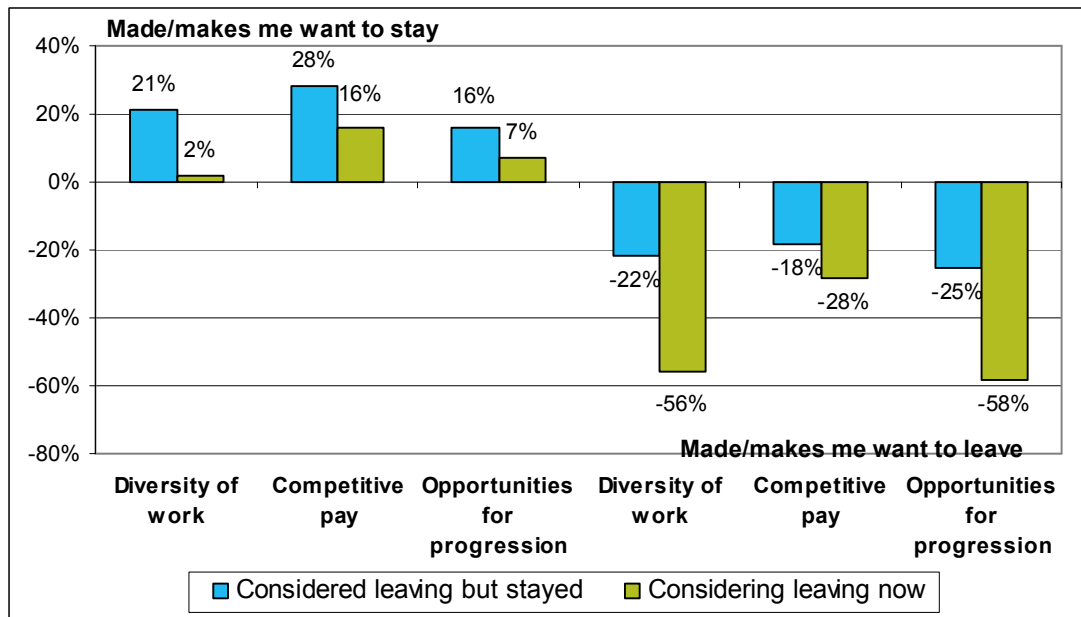
Source: Hall Aitken e-survey, n=89

Stayers: jobs and careers

Figure 20 shows how those who considered leaving and stayed and those considering leaving now view job and career issues. It shows that diversity of work and opportunities to progress are more important issues for those who are considering leaving now. This reflects many factors, not least that those that do leave may be more likely to place a higher priority on work and careers. But it may also reflect a recent decline in quality/choice of jobs.

Competitive pay is less of an issue for those considering leaving now compared to issues of diversity and progression opportunities. This perhaps confirms what the Glasgow focus group perceived as the "catch 22" situation of working in Shetland – the pay is good but the choice of work is limited.

Figure 20 Aspects of career that made stayers want to leave or stay

Source: Hall Aitken e-survey, n=100 considered leaving but stayed and 57 considering leaving now

Stayers: views on transport

For those who are considering leaving now, transport featured prominently in comments:

o   The desire for greater and cheaper mobility that comes from living on the mainland – such as being closer to children who have left and being able to travel abroad cheaply; and

o   Difficulties in public transport generally within Shetland.

Stayers: views on housing

Housing appeared to be less of an issue for stayers responding to the survey and, if anything, was a motivating factor to remain in Shetland. Similar proportions of those who decided to stay and those who were considering leaving (30%) felt it was a factor which made them want to stay. Only one in ten (10%) felt it was a factor that made them want to leave.

This may reflect some discussion at one focus group. Participants noted that those that do stay may be in a better position to inherit, own or build a home than in-migrants or returners. Also, they may have built up savings through having a reduced cost of living in their parental home. This perhaps highlights how important access to housing is in trying to retain people on the Islands.

Stayers: views on education, health and services

The views of those deciding to stay and those who were considering leaving on public services were generally positive. Those that are considering leaving now are more likely to cite Shetland's public service as a positive aspect than those who

considered leaving but decided to stay. The negativity attached by stayers (who have or are considering leaving) to some of the public services seems to be around:

o Lack of specialist services in health and difficulties in getting appointments at health centres and with dentists;

o Young people not having enough to do; and

o related concerns about drugs and alcohol misuse.

The concerns for more activities for teenagers appears to be related to concerns over alcohol and drugs so young people are not "hanging around the street drinking" or being exposed to an "influx of heroin". One young stayer (Lerwick, 18) felt that:

'The 16-18 age group get bored. For them, it's the worst living in Shetland, there's nothing for them to do (other participants agree). There's a huge underage drinking culture and they get excluded from events. It's a critical age, when decisions are made about leaving, staying and even returning.'

While the sports facilities and music culture are regarded as vibrant, some respondents felt that if young people were not interested in 'music and sports', then they would perhaps feel left out.

Stayers views on Island life

The "Shetland culture" was seen as a positive influence on the decisions of six in ten who considered leaving but decided to stay and a similar proportion of those considering leaving. Sense of community was also cited as a positive influence by similar proportions of those who decided to stay (65%). But only around half of those who are considering leaving now felt it was a positive influence on their decision.

5.2 Out-migrants' motivations and experiences

The out-migrants group who responded to the survey were largely over 25 with 60% aged 25- 44. A majority of those who left Shetland are in employment (71%) and either have or are working towards a degree, postgraduate qualification or professional qualification (70%). A smaller proportion of out-migrants are in full-time further or higher education and just under 10% are self-employed.

Out-migrants - Motivations

A fifth of out-migrants wanted to stay but felt they had to leave, while for around four in ten it was 'a hard decision' and for a further four in ten, they had always planned to leave. Between a quarter and a third of out-migrants identified health, leisure, social services and housing as factors that made them want to stay.

The focus group of individuals who have left Shetland were a mix of incomers who have left again and people born and brought up in Shetland. The younger ones among the latter group left to go to university and graduated in the last few years. Some graduates had gone back to live in Shetland again after they completed their degree. But they left again for different reasons – either their partner didn't like living in Shetland or they left for better job opportunities. All of them could imagine living in Shetland again.

Two of the focus group participants were not originally from Shetland but moved there for their jobs – a Church post and a job with a Government agency. The natural environment was a key driver for these decisions.

All out-migrants feel deeply rooted in Shetland and several have kept their houses there so they can go back on holidays there or one day move back.

Jobs and education

Figure 21 shows the most common motivations given by out-migrants for leaving and those for people who eventually return. For out-migrants these were:

o   Opportunities for career progression;

o   Diversity of work available; and

o   Mainland lifestyle

also shows the most commonly cited factors for out-migrants differ from those for returners.

Figure 21 Factors that made out-migrants, and returners (when they first left) want to leave Shetland
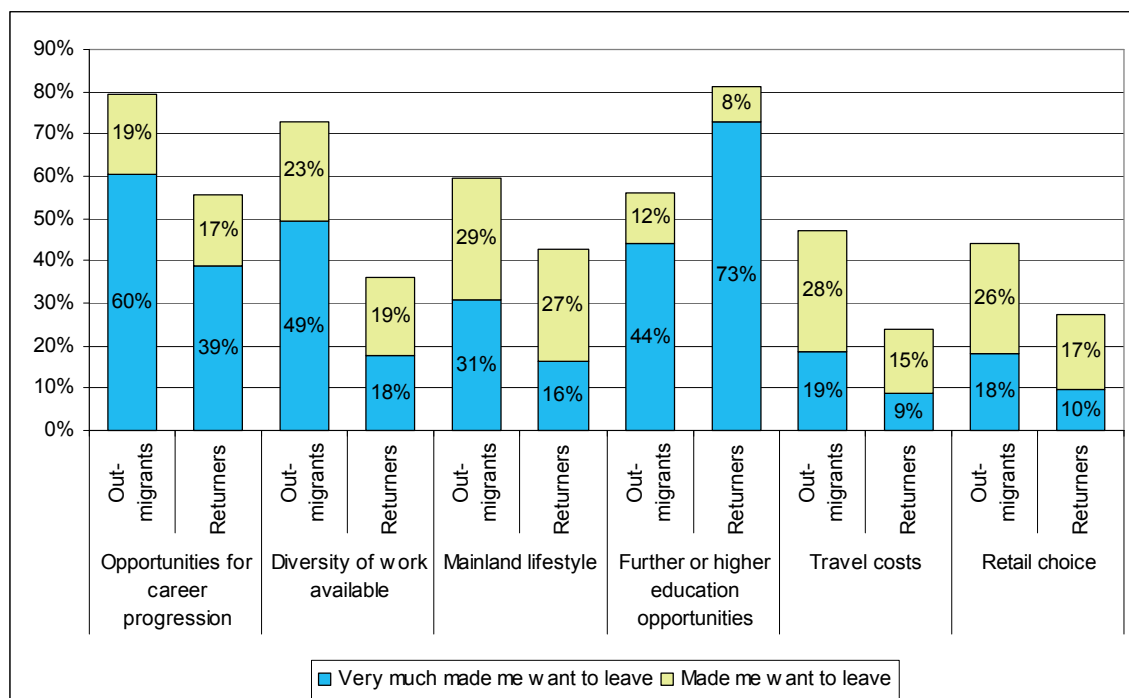
Source: Hall Aitken e-survey. Returners, n=286. Out-migrants, n=166.

Clearly greater proportions of out-migrants feel that opportunities for career progression and diversity of work made them want to leave compared to those who leave and return. This may reflect that those that do return leave Shetland viewing further or higher education as a means of returning.

Those that remain away from the Islands are also more likely to identify the Mainland lifestyle as a motivating factor for leaving (60% compared with 43%).

Job availability was also a feature of out-migrant survey respondents' comments. One typical response was:

'I am a qualified medicinal chemist. There are very few jobs for people with science degrees. I loved living in Shetland but I cannot have a career there. I also did not feel I would live at home permanently after I graduated.' (Female, 23'

Six of the nine Glasgow focus group participants had worked in Shetland as adults after university. One female out-migrant in the focus group had moved to the central

belt from Shetland as the company she worked for had closed down and she felt that she had to move to find employment. And another woman brought her family to the mainland as there was no opportunity for a promoted position in her organisation on Shetland.

In the survey, greater proportions of female out-migrants compared to men felt that opportunities for career progression made them want to leave. Figure 22 shows that 88% of female out-migrants felt this was a factor compared with 83% among males. Females were also slightly more likely to identify mainland lifestyle as an influencing factor than males.

Figure 22 Factors that made out-migrants aged 16-44 want to leave Shetland (by gender)
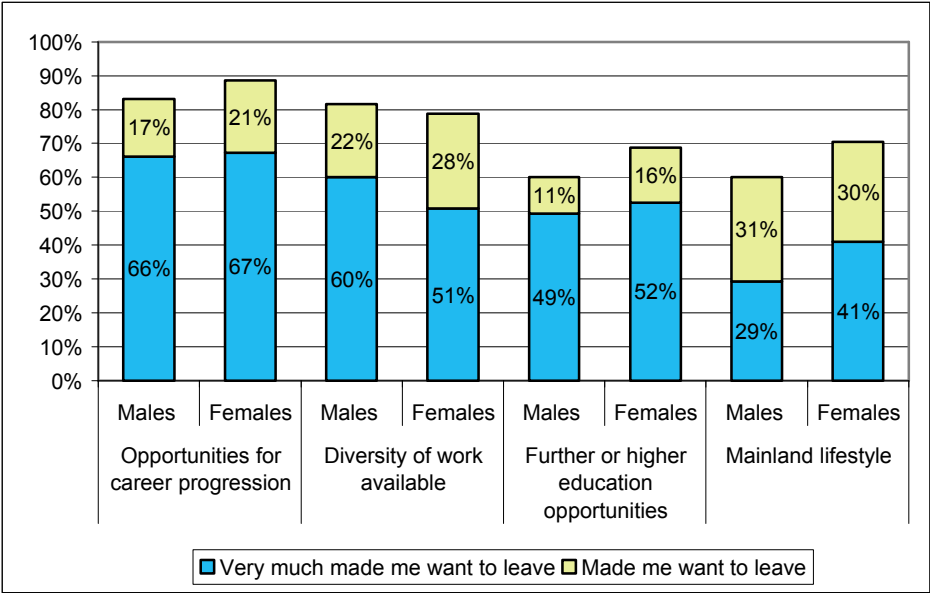
Source: Hall Aitken e-survey, n=61

This was an issue raised at our Glasgow group where there was some agreement among mid-twenties females that Shetland was good for pay but less good for careers and progression.

In the survey, a lower proportion of out-migrants cited "further or higher education opportunities" compared to returners. Participants in the Glasgow focus group felt that leaving for university was encouraged by teachers and schools but there was no discussion of other options. Participants criticised this aspect and agreed that 'nobody asks you what you would like to do'. This may explain that those who do return may be more likely see leaving for higher education as an inevitability but followed by a return.

Relationships that push and pull

The role of partners was important with this highlighted by both focus group participants and survey respondents. And job opportunities for partners were also important. The following reason for leaving is a typical example:

'I married someone from the Scottish mainland and due to the type of work he did, at that time he would not have been able to continue to work in Shetland'. (Female, 52)

The ability to visit family members was another important factor. One Lerwick participant left partly because of work but also because his grown up children were living on the mainland. This was not uncommon with even one stayer highlighting

that they had hired a holiday home for Christmas on the mainland so the family could spend the holiday period together.

Out-migrants - Likelihood to return

Only one in five respondents who left Shetland is planning to move back, and for two out of five it is either unlikely or they already know they will not return. As Figure 23 shows, out-migrants from Shetland seem less likely to consider returning than those from the Outer Hebrides – where 27% think they will return. The rest – just under 40% - are thinking about it or it is a possibility.

Figure 23 How likely are you to return to the Shetland Islands to live – all out-migrants.
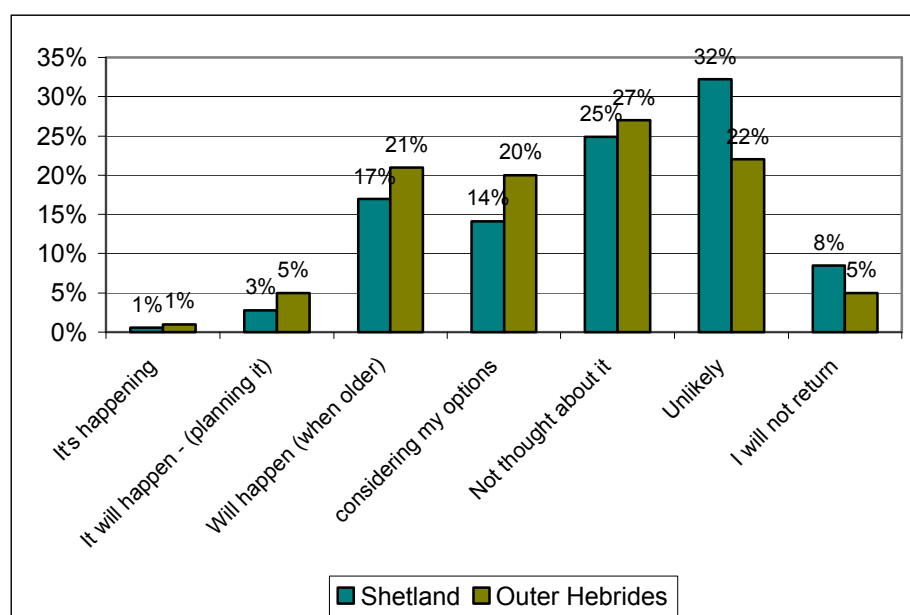
Source: Hall Aitken e-survey, all out-migrants, n=175, Outer Hebrides Migration Study

Out-migrants – views on Shetland jobs and careers

Women in the Glasgow-based focus group felt broadly that jobs available were male orientated. There was a perception that senior jobs in particular were male dominated but this was refuted by one recent out-migrant and there was some agreement that some women were in significant well-paid positions. Overall, participants felt that choice and movement were limited with one explanation being that 'people in higher posts don't move on to create an opening'.

Other perceptions of jobs in Shetland were that people were often underemployed and were prepared to take a secure job well below their capacity in order to return. These people were likely to be those who placed a secure environment and strength of communities above career progression opportunities – and are perhaps less likely to be risk-takers.

Out-migrants – views on Shetland housing

Three of the Glasgow group participants still owned houses in Shetland, two of which were second/ holiday homes (the other being rented out). There was an agreed perception that Shetland was getting 'built-up' and this was seen as a show of confidence in the Islands.

However participants considered that it was easier for those with access to land or family houses to return to the Islands than those who did not. So lack of access to housing was seen as a barrier to a potential return.

Out-migrants – views on Shetland transport

Around 18% of out-migrants in the survey cited transport costs as 'very much making them want to leave'. Focus group participants agreed that travel costs were among the biggest drawbacks of living in Shetland and that it was often cheaper to travel abroad than to go Shetland. The air discount scheme did seem to help some participants but affordable fares required extensive planning ahead.

Lower ferry costs (as will be available in the Outer Hebrides from October 2008) were seen as an important next step.

Out-migrants – views on Shetland services

Focus group participants generally agreed that:

o Schools are of good quality where pupils get a very high standard of education;
o Leisure facilities are also good; but
o There was a lack of activities for 16-18-year olds – which perhaps results in a more noticeable drinking culture.

They tended to compare these to the UK mainland and felt that services like education were better. One out-migrant working as a social worker felt that care services were significantly better in Shetland compared to the standards she had come across in the Central Belt.

Out-migrants – views on Shetland community and Island life

Focus group participants felt that Island life would offer them:

o An excellent natural environment; and
o An opportunity to be close to their family.

They also felt a strong sense of belonging, which was perhaps even greater than for those who lived in Shetland. Culture, music and creative industries were also seen as bringing confidence to the islands. However, they felt these were threatened by an ageing population and an uncertain future economically.

Negative aspects of living on the islands included issues common to small communities – difficulties in maintaining privacy and a perceived conservative environment. Alcohol and an 'alcohol culture' were highlighted as issues as well as a perceived growth in a 'drugs culture'. However the extent to which these issues are any different in Shetland is difficult to say.

5.3 Returners' motivations and experiences

Returners – leaving Shetland

For more than eight out of ten returners, further or higher education opportunities were one of the main reasons they left Shetland in the first place, with opportunities for career progression also important. Figure 24 shows these factors were by far the most significant. However four out of ten identified the mainland lifestyle as a factor and around a third identified diversity of jobs available. Other factors cited included the role of partners, and also a 'desire to travel and see the world'.

Figure 24 How important were the following factors in influencing your decision to leave?
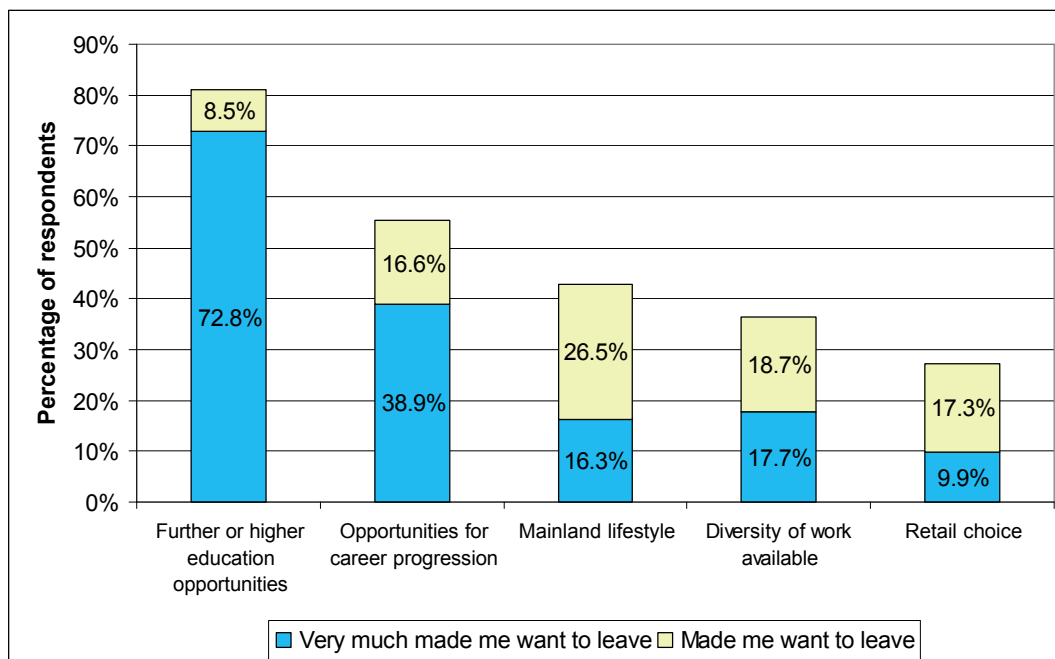
Source: Hall Aitken e-survey, n=283

All returners at our focus groups except one had left to go to college or university (mainly Aberdeen or Edinburgh). Three were women and three were men and were a mix of people who had left and returned in the 1980s, 1990s and 2000s. One had moved away because of his father's job when he was younger.

Just over half of returners in the survey (54%) came back aged 24 or less while another third returned aged 25 to 34.

## Returners – motivations to come back

The main drivers for their return centred on:

o   Being close to family;

o   A love of island life, an 'affinity' with its sense of community; and

o   Suitable employment opportunities.

Returners described their historic links with the Islands ('mum's family go back for generations' – Yell returner) and spoke positively of the standard of education they received.   Most commonly, people in both the focus groups and the survey commented on motivations around family and relationships.

Figure 25 compares what people who returned thought were 'an essential factor' in their return with what potential returners consider to be 'an essential factor' in a prospective decision to return. For those that have returned, being close to family was important for over half with considerations around the social environment and raising a family also an important factor.

Figure 25 Motivations to return (actual and potential)
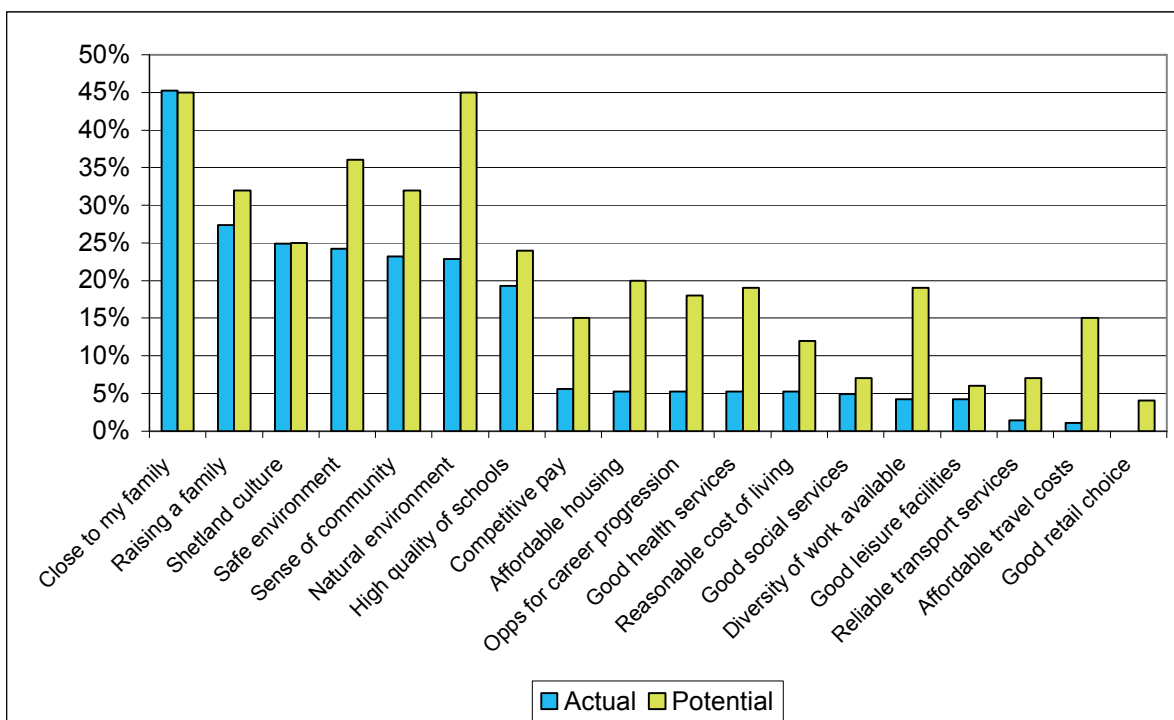
But for some returners, the choice to move back is not arbitrary with some having to fulfil family duties ("tied to family croft", "family business", "mothers death") while other survey respondents stated that they had no choice because of issues around student debt, accommodation and so on.

Potential returners

Comparing actual returners to those who are considering returning, these 'potential returners' had different 'essentials' for any move back to Shetland. A greater proportion of 'potential returners' put an emphasis on:

o *A safe and natural place* - Similar proportions cited being close to family as essential but Shetland's natural and safe environment were cited by higher proportions as 'must haves' in any move home;

o *A place where careers are possible* - A higher proportion considered opportunities for Career progression, diversity of work and competitive pay as 'must haves' in any move home; and

o *An affordable place* – a greater proportion of potential returners felt that affordable housing and affordable travel as 'must haves' in any move home.

Returners – views on jobs and careers

The returners attending the focus groups already had employment when they returned. However, there was an issue raised about returning in that even if one person has a job, a partner might not have secured one. Returners (as well as in-migrants) highlighted that friends are moving back to Shetland as 'one job couples'. Returners in the Lerwick focus group felt that it was a necessity 'everywhere' that both partners had to work but agreed the opportunities for women were limited and not always suitable or desirable.

The difficulty of finding suitable work for a partner was highlighted by one Lerwick returner:

'I had wanted to come back earlier but my husband could not get a job (trained in broadcast engineering). But when he saw a job as a supervisor in Sullom Voe, he just went for it. It was just a spur of the moment decision.'

One returner in the North Isles had set up his own business and had done so both to pursue his own specialism locally but also, he felt 'to try and change the image of the Islands as being just Sheep'. He had found this challenging as he felt there needed to be a greater 'entrepreneurial mindset' in the Islands'.

Returners – views on transport

Access to transport was identified by focus group participants as an important factor - mainly related to accessing employment opportunities within the Islands. The necessity of car ownership, price of petrol, public transport timetabling within Shetland and the cost of getting to and from Shetland all came up as issues both in the focus groups and in qualitative responses to the survey.

The North Isles businessman felt that getting off Island was expensive and getting to the point where he could get off-Island to a meeting in Glasgow (Sumburgh for 7.30am) required an overnight stay on the Shetland mainland. A West Mainland returner felt that broadband (which was available if somewhat unreliable) offered the opportunity to reduce the need for travel. However, since she worked in project management, it required her to be on-site most days (40 miles away, half on single track roads).

Returners – views on housing

Lerwick returners felt that housing was a crucial issue with 'rents extortionate' and buying now 'too expensive' with one returner also feeling it was more difficult to get a mortgage now. Other participants agreed that these were issues and that young families were likely to be worst affected. However, the returners appeared able to sort out housing through family and friends – something they acknowledged would not be available to in-migrants.

Housing was also felt to be a significant issue in the North Isles, with the business owner feeling that sourcing housing for workers was an extra distraction that he did not need for his new business. Generally, participants felt that housing was available (for example, MoD housing) but was being released slowly to prevent the housing market bottoming out. This was accepted as a necessary precaution as 'equity is the basis for an awful lot of businesses'. However, the standard of rented housing was seen to be low and 'insecure' – a returner in the North Isles highlighted how a teacher moved there for a year and had to change houses three times.

A West Mainland returner felt that North Roe was in decline as not many new houses were being built and little turnover perceived in local housing ("1 or 2 sales in the past few years" and "all 6 council units are full"). Her brother had wanted to move back there, but neither this nor her experience was encouraging him:

'I lived in rented accommodation for 7 years. We had planned to only do that for one year but it took us much longer to make a decision and find something we wanted which we did after four years. But the planning process took nearly 3 years and the cost of house building has doubled. If we'd known the process would take so long...'

Returners – views on education, health and other services

Health services were regarded as good in comparison to other areas and returners drew on their experiences elsewhere (for example, Aberdeen and Edinburgh). However, the availability of dentists was raised as problematic by several participants. Some survey respondents also found it difficult to get health appointments in Lerwick.

Returners also felt that schooling was of a very good standard in Shetland and this was also supported by views from those who had left the Islands. But the issue of school closures due to low numbers of pupils was becoming more prominent.

There were concerns over facilities for young people generally outside of leisure centres and sport among returners in the survey, again with alcohol/ drugs cited as possible issues.

5.4 In-migrants' motivations and experiences

Shetland's quality of life is a major motivating factor for in-migrants. shows the factors which attracted in-migrants but also the factors which put them off moving to Shetland. More than eight out of ten in-migrants stated the natural environment was a major factor in influencing their decision to move to Shetland. Other factors such as a perceived safe environment and a sense of community also ranked highly. While quality of life factors ranked highly in motivating factors, around four in ten in-migrants rated travel costs negatively. Other practical factors around retail, transport services and to a lesser extent, the diversity of work available, put in-migrants off moving to Shetland.

Figure 26 Factors that made in-migrants want to move/stay away from Shetland
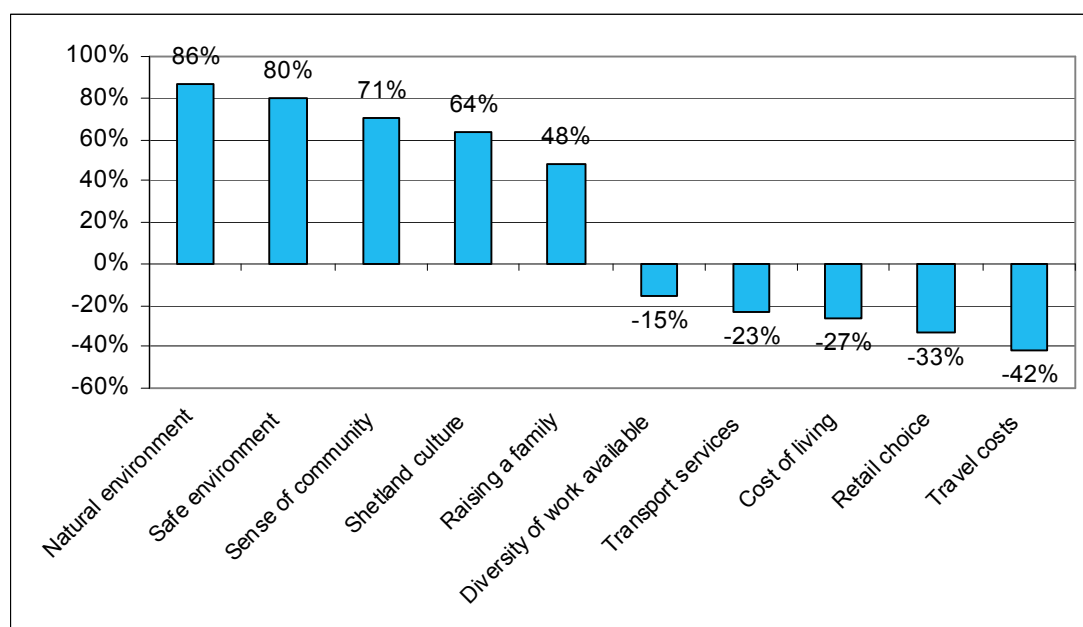
Source: Hall Aitken e-survey, n= 425 (Count consists of made me want to/very much made me want to move there versus made me want to/very much made me want to stay away)

Our focus groups included 6 female and 3 male in-migrants. Five of the group had moved to Shetland since 2000 and were living in Lerwick, South, Central and North

Mainland and in the North Isles. The age range of this group was from early twenties to their late fifties.

Most people in this group moved to Shetland from England. One person was from the US and one from the Czech Republic. Occupations include tourist information assistant, nurses, self-employed artist and physiotherapist. Most of the group own their houses. One research participant is disabled and has to use a wheelchair.

Motivations

Focus group participants and qualitative survey responses highlight the motivations, and the experiences that had motivated them to come to Shetland:

o Raising children – participants wanting a better life for their children;

o Employment – one participant being offered a physiotherapist position while another stayed on during a working visit;

o The urge for something different – this ranged from "wanting to be self-sufficient" to a curiosity and, in certain instances, a wish to leave the perceived ills of living on the mainland as far as possible behind;

o To maintain a relationship – while many people appeared to make joint decisions with their partners about moving to Shetland, some felt that their partner's job largely dictated the decision.

The chief sources of information that informed their decisions to move to Shetland were:

o A holiday or working visit/ placement; and

o Second-hand information – through internet and video.

For some in-migrants, decisions were firmly made with no-first hand information. For example, focus group participants were aware of some in-migrants who had bought houses in Shetland on the internet without visiting.

Motivations - Economic in-migration versus lifestyle in-migration

Lifestyle migration literature is more typically focused on migrants from Britain to France and Northern Europe and Scandinavia to the Mediterranean. More recently O'Reilly (2007) defines it broadly as:

'relatively affluent individuals, moving, en masse, either part or full-time, permanently or temporarily, to countries where the cost of living and/ or the price of property is cheaper; places which, for various reasons, signify a better quality or pace of life… often, but not always, later-life migrants and often partially or fully retired.'

Those that prioritise a relatively low cost of living and lifestyle factors appear to have two characteristics:

o Age – older people seeking an environment which fits with their lifestyle and changing needs; and

o Self-employment – where individuals seek to construct a working life around lifestyle.

Lifestyle migration and older age groups

The quality of life that Shetland broadly offers is heavily in demand among many groups – not least those starting a family, older people and other groups to whom its environment (natural, safe) appeals. Despite its broad appeal, it is generally older people who are now in-migrating and this can be explained by three 'push factors":

Older people's needs are more likely to be met on Shetland - Research in Northamptonshire into the priorities of older people found that their chief concerns were, among other things, more visible policing, better healthcare and support and cleaner, safer environments – all of which Shetland is well ranked in.

Their life stage facilitates the move - Downsizing in property size is a practical strategy for older people who have no dependent children and allows them to reduce expenditure with lower insurance, council tax and running costs generally. Moving into a smaller or cheaper home allows them to generate extra income to support their pension, a move which the Financial Services Authority regards as more effective than releasing equity.

Those Shetland in-migrants aged 55-64 were twice as like to identify health services as a motivating factor for moving to Shetland. Also, participants in the focus groups generally identified Shetland as a good place to grow old. There were examples given of younger in-migrants bringing their parents to Shetland so they could, among other things, access better health services.

Lifestyle migration and self-employment

While categorising in-migrants as either economic or lifestyle is difficult, one approach is to examine the views of those who are self-employed against the views of those who are employed. Stubbs & Stone (2007) found that:

'Self-employment is the crucial mechanism whereby longer-term lifestyle aspirations can be achieved within a new environmental, institutional and social context.'

Figure 27 shows the motivations of all in-migrants to Shetland against those who are currently self-employed. Self-employed people rated lifestyle factors highly in their motivations to come to Shetland, particularly "raising a family". Greater proportions also rated competitive pay and progression as motivating factors – reflecting perhaps their views on the economic benefits of becoming self-employed.

Figure 27 Factors that made in-migrants 'very much want to move to Shetland' by type of employment
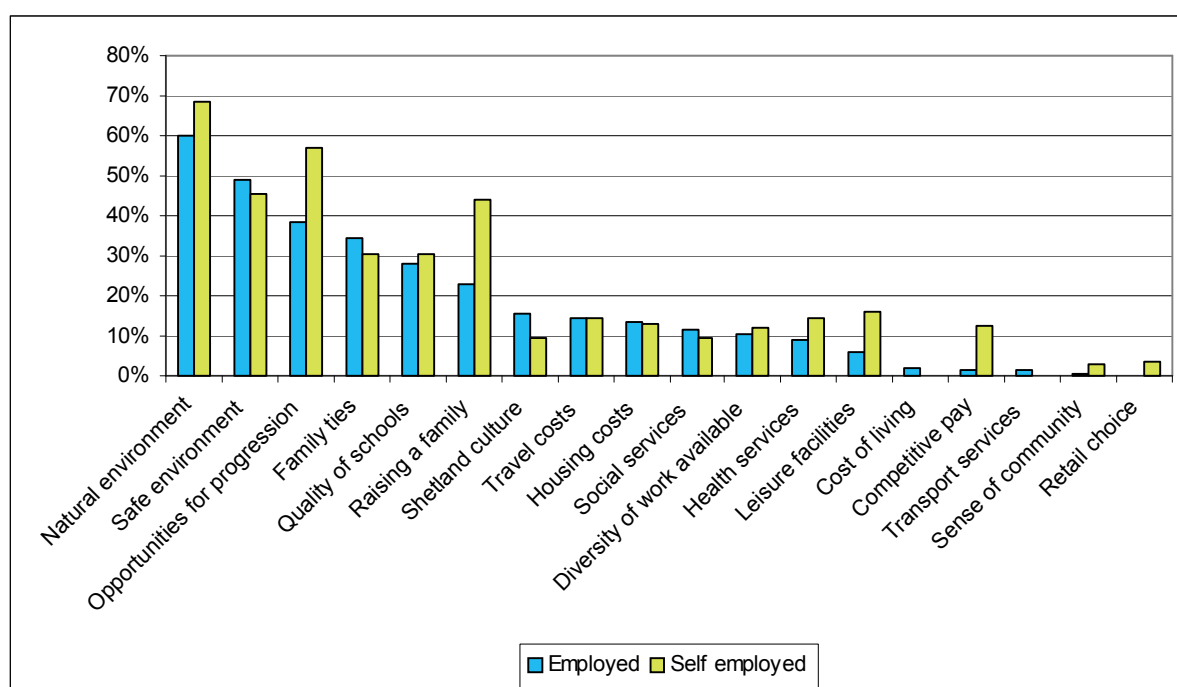

Source: Hall Aitken e-survey, n= 450. Note: self-employed respondents figures were low (40)

In-migration – Career opportunities less important for recent in-migrants?

Figure 28 shows what motivated people to move to Shetland by age group. Reflecting that many older in-migrants would have arrived at the time of the Sullom Voe development, factors like opportunities to progress are more highly rated among older age groups than for younger age groups.

Figure 28 Factors that made In-migrants 'very much want to move to Shetland' by age group
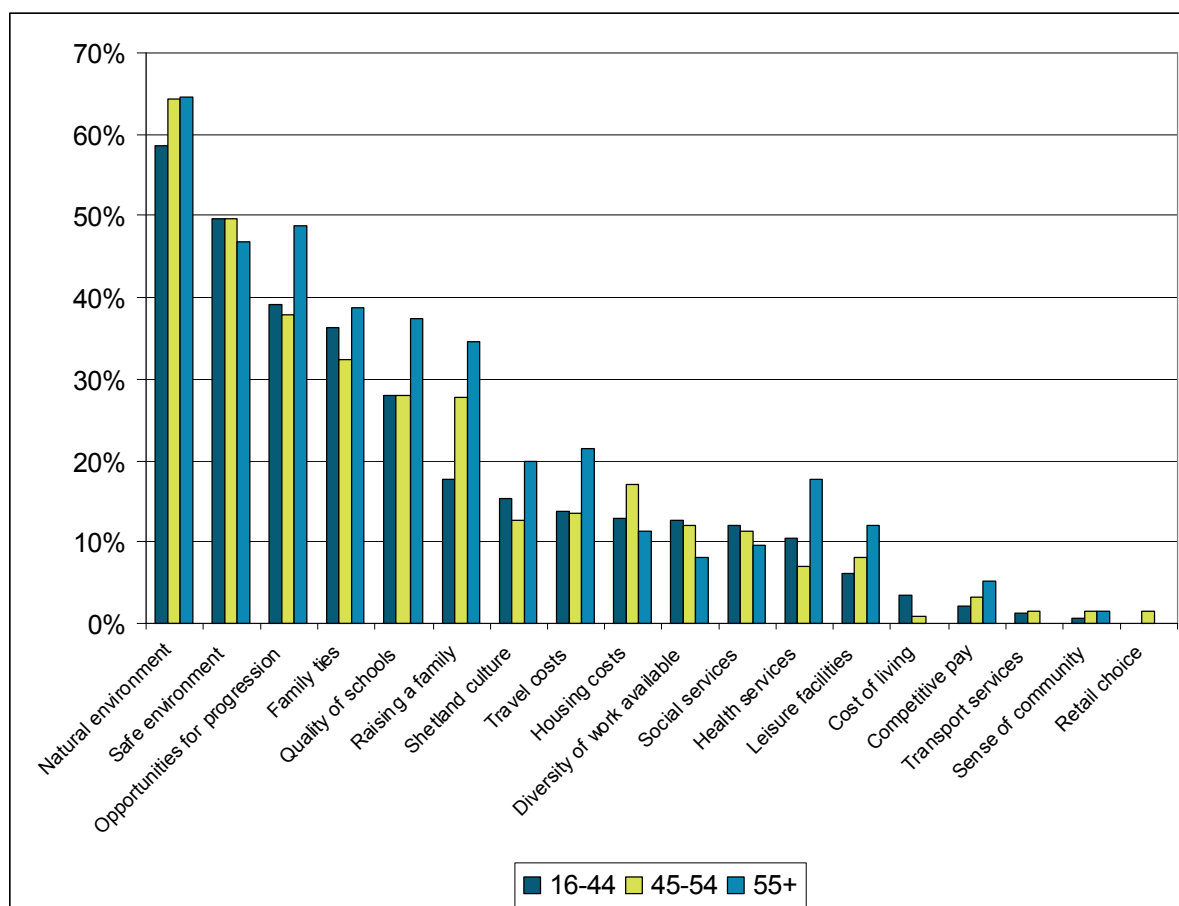
Source: Hall Aitken e-survey, n=468

5.5 In migrants - views and experiences

This section explores the views of in-migrants who attended the focus groups and were living in Yell, Lerwick, South Mainland, Scalloway and the West Mainland as well as qualitative responses to the e-survey.

In-migrants - views on jobs and careers

All but two of the focus group participants had secured employment before moving to Shetland. While these were reasonably happy in their jobs, one of the individuals who had not secured employment before arriving in Shetland described her experience working initially in a short-term job as 'horrendous'. She eventually became self-employed. Another found work as a nurse relatively quickly. In both the Yell and Lerwick groups, in-migrant couples were identified as often moving into

Shetland with one suitable job for one partner but leaving because there were none for the other partner.

Participants felt the Shetland economy was weak in terms of distribution of jobs and the dominance of the council and the oil industry as employers. Job opportunities were limited on the Islands with 'no coherent private sector' although this was seen to be improving. While none of the participants worked in the Oil Industry, they felt the opportunities from this were largely receding. There was also an impression that fewer people were applying for jobs compared to the 1980s and that businesses 'were lucky to get someone'. Employment opportunities were also felt to centre on Lerwick.

But participants also pointed to the North Atlantic Fisheries College as attracting international students and also the Contemporary Textiles course at Shetland College as doing similar and that these were highly regarded in other European countries. Shetland's 'entrepreneurial spirit' was praised as was SIC although there was a view expressed that maybe it 'tries to do too much'. Economic/ employment opportunities identified included remote working, creative industries and self-employment generally. Particularly, there were opportunities to have a 'global career' and examples were given of people in high value jobs basing themselves in Shetland (medical consultancy, fashion buyers, media personalities etc).

Transport

One of the main difficulties experienced by in–migrants while living in Shetland is visiting friends and family who do not live in the Shetland Islands. More than eight out of ten in-migrants stated this was either "very difficult" or "quite difficult". Transport between Shetland and mainland UK was seen as an issue mainly because of cost.

While the air discount scheme was seen as useful, it was still expensive to fly and required a lot of advance planning to get a reasonable airfare. The ferry was felt to be more cost-effective for families who wanted to go south for holidays or see family and friends. It was felt that these costs could be putting a brake on tourism but also other less obvious aspects. For example, Shetland's sports culture was seen as high achieving but the cost of getting young people to compete on the mainland UK was perhaps off-putting.

But one major area for adjustment for in-migrants was transport to and from the Islands. Participants highlighted that the length of the journey was what was difficult – in some situations, being notified of a sick relative in England and then taking two days to see them. This 'helplessness' in the face of a parent's illness on the mainland was not something that they had thought about.

Outside of petrol prices, travelling within Shetland was seen as cheap compared to Orkney with intra-Island ferries free or low in cost. However, the timing of public transport was seen less positively. Much of the issue appeared to be around the practicalities of being in Lerwick for either work or recreational opportunities. One Yell participant believed that her son was unlikely to remain in Shetland as it was difficult for him to access work in Lerwick without a car (cited as 'essential' by some survey respondents). For a nurse in the North Isles who had two student nurse placements, the timings of internal transport provided many problems for them in fulfilling their duties. Reflecting these difficulties, one participant in Lerwick felt that it was 'not uncommon' for in-migrants to move to Lerwick once their children became teenagers. Ferry timings, but particularly bus timings, were seen as being major factors in this.

Housing

The standard of rental housing, its conditions and costs were all issues. Two participants had secured housing for their family for three months initially but faced difficulties finding housing after that (North Isles). Renting housing was described as 'exorbitant' by one participant (Lerwick).

With the housing available to buy, it was felt to be relatively expensive and not always felt to be the right type or in the right places. Again, the issue off accessibility to Lerwick appeared important. Other issues highlighted by survey respondents included difficulty in getting planning permission (North Mainland) and lack of support in assessing housing options (North Isles).

Education, Health and other services

The standard of education on offer for young people was regarded as generally very good by in-migrant focus group participants. In the focus groups, school rationalisation was a controversial issue with many viewpoints on the decisions around closures. There was an acceptance among in-migrant participants in the North Isles that some sort of rationalisation was necessary – but where this would take place and what would be affected (for example, primary or secondary) was not agreed on.

Focus group participants described health care as generally good. A term frequently used to describe it was 'Rolls Royce' with day-to-day health services regarded as particularly good. However, there were issues with:

o   Access to specialist health services; and
o   Access to dentists.

While the latter is a significant issue nationally and accepted as a general problem, the provision of specialist services was seen as a more localised problem.

The free care provided to older people was also seen as attractive. There was one example of an in-migrant bringing their parents for family reasons but also for the quality of life and services available.

In the North Isles, there was an acceptance that the same level of health services as is provided on the Shetland mainland was impractical. However, maintaining the standard of emergency services appeared to be key.

Community and island life

Focus group respondents felt the Islands' safe and natural environment was one of Shetland's biggest strengths describing them as a wonderful place to bring up children.

In terms of attitude to new ideas, views were mixed. Focus group participants felt Shetland was quite outward looking (supported usually by citing Shetland's historic trading/ migration links). But this was not universal with some survey respondents feeling that it was difficult to get support for new ideas (supported by personal feelings/ experiences).

Focus group participants and survey respondents had mixed views on whether Shetland offered a supportive social environment for in-migrants. Shetland was described as a very welcoming place in the focus groups. But the positive comments in the survey about the islands were contradicted by a not insignificant number of negative comments around Islander attitudes to in-migrants – phrases used included "bigotry", "borderline racist", "discrimination" and "nepotism".

5.6 International in-migrants' motivations and experiences

We carried out two focus groups with international in-migrants in Lerwick. The first group had Shetland partners – these were from Norway, Spain, Thailand, Burma, and Russia. These were all female with two who had been living for two years in Shetland and another four ranging from 8 to 25 years. These were employed in education services, as cleaning operatives and one considered herself unemployed.

The second group were more recent in-migrants from Poland (6), France (1) and Spain (1). A mixture of men and women, three of the group had been on the Islands for less than a month with the rest resident there for between one and three years. They were employed in car mechanic services, hospitality, education services and sales.

International In-migrants – Motivations

The offer of employment was a key motivation for the move to Shetland for several focus group participants. Lack of work or low wages in their home country pushed most of them to seek employment outside their country of origin. In Shetland, one felt that 'in a week you can earn as much as in Poland in a month'.

These pioneers of sorts usually found a job through recruitment agencies. After settling in they were prepared to bring family members over or to provide support for friends who wished to come as well.

There were a few cases where people had established work contacts when they were students and had come to Shetland for summer jobs or on student programmes – and they then decided to come back after graduation. The initial decision of the destination for short-term term work was often influenced by friends' recommendation or – as in one case – by strong links between Shetland and Norway which made the decision almost obvious:

"We had always have loads of people every year from Shetland coming to visit Måløy and there were people from Måløy and the district around who moved over to Shetland. We always regarded Shetlanders as good neighbours, not even a part of the UK, but a neighbour over the sea – they were the same as us." (female, Norwegian)

There were some migrants who back in their country of origin had been working in the capacity in which they had been educated and trained, getting a fairly satisfactory salary. However, they found the pressure, workload and atmosphere at work very challenging. There were views that this was in contrast with the situation in Shetland where employees were perceived to be well respected and well rewarded. Alongside higher salaries, the pace of work and working environment were a pull factor for coming to Shetland. This was particularly the case for those whose friends or relatives had already been working on the islands, as they could get first-hand information on work experiences in Shetland.

A significant proportion of the focus groups participants moved to Shetland to follow their partner who got a job on the islands. Most often a male partner would find employment and a female partner would join them. One Thai female moved because her husband found a job in Shetland. When he moved again, she decided not to follow him:

'because I have two young sons and I thought Shetland offers safety and good education for my children'.

Equally, meeting a partner in Shetland during a placement turned a work placement for one French person into a more permanent move.

However, while financial or family situations encouraged some migrants to come to the islands, others arrived looking for adventure and in order to experience a different country and culture. They often followed friends' opinions about what Shetland is like, but sometimes they took the risk of arriving in a place about which they knew very little.

International In-migrants – views on employment

A considerable number of participants saw themselves setting up a business or going to college to improve their career opportunities. They tended to see themselves staying on the island longer or settling down.

Many interviewees regarded job opportunities on the islands as limited. They also thought that although it is fairly easy to get basic jobs, it is difficult to get into better paid and higher skilled posts. There was a view that this is because of networks of friends and relatives who strongly support one another and make it difficult for newcomers to compete for jobs with well-established community members. And limited availability of high-level jobs locally was seen as an additional barrier to career progression.

Employment was a significant decision-making factor for resettlement, and finding a satisfactory job which matched their skills was often regarded as a pre-condition for staying in Shetland.

International In-migrants – views on language services

Language was repeatedly mentioned as the key to succeeding in almost every aspect of life and work in the new country. There was the recognition among participants the initial language barrier is an obstacle when it comes to participating in community life, accessing public services and progressing their career.

ESOL classes available locally, provided at no cost to migrants and at flexible timing (including weekends), were much appreciated. In many cases the support they provided extended beyond teaching English only. Tutors often helped with practical aspects of life on the islands, such as dealing with application forms of various types, banking and similar issues. Attending classes was also felt to be a great way of expanding social networks. Many expressed the opinion that it was only when they progressed their English that they started to feel a part of the community. Those who arrived with no English found that advancing their language skills helped building up self-confidence which they were lacking at the beginning.

There was a feeling that local accents and the Shetland dialect made the spoken language very difficult to understand. This made general communication as well as further education (for those attending college) quite difficult.

International In-migrants – views on Transport

Transport was recognized as a problem, not so much for moving around on the island (Most lived in Lerwick) but in terms of air transport from the islands for holidays or to visit family. Cost and time involved were the main issues. The problem of unreliable public transport because of weather conditions was also mentioned.

Lerwick was the preferred place to live on the island but there were views that moving to the mainland of Scotland would make life easier in many ways, including transport, housing, entertainment and access to services and infrastructure.

'We are considering moving elsewhere in Scotland so it will be easier to travel to Poland. We might stay here longer though if we manage to buy a house. But it's not easy here with their 'bidding system''. (female, Polish)

International In-migrants – views on other services

There was a view that Shetland is an excellent place for retirement or for families but less so for young people and teenagers due to limited social life and leisure facilities.

International In-migrants – views on community and Island life

All participants found that there is a strong community spirit in Shetland and perceived people to be extremely welcoming and friendly. There was an impression that local people are curious about newcomers and that they welcome foreigners willing to live and work in Shetland.

The local community was seen as very supportive. This situation was regarded as invaluable when trying to adapt to the new environment and its "system" – 'a strict bureaucratic system and all these nice people'.

For those having Shetland partners or friends, connecting with the community was seen as easy and straightforward. They would enter already well-established social networks. At the same time, those who arrived on their own felt that a lack of connections with community members slowed down considerably the process of feeling included. As soon as people found a partner, this changed significantly or where they were following a friend or relative.

Some participants expressed an opinion that bigger groups of newcomers (for example Poles) showed the tendency to stick together and that they deliberately did not want to interact with other community members. Others disagreed with this view, and found the openness to interact with the local community varied depending on the individual's personality. Some people would be more willing to seek contact than others. One Thai woman stressed the importance of a cultural factor – that 'my attitude was initially a barrier to feeling comfortable in the community'.

Opinions on the social life on the islands varied among the participants. While some regarded Shetland as a culturally vibrant place where there was a lot to do others complained about limited entertainment and social opportunities. There were views that the social life in Shetland is often confined to going to a pub and the drinking culture was not attractive to some migrants of different cultural backgrounds.

International In-migrants – future plans

Views on longer term plans varied and there were different determinants influencing them. Generally the strength of links with the community established so far was a very significant decision-making factor. Those living in Shetland with family and children tended to be ready to stay for a longer period and some had already decided to settle down. Single and young people were generally keeping their options open and had no definite plans for the future, other than waiting to "see what happens". Some of the participants were ready to stay for the next few years, but were not considering resettlement.

6 Population projections and implications

This section looks at the current components of population change and uses them to project forward population estimates up to 2030 by locality and for Shetland as a whole. It looks at the likely impacts of different policy measures on future population patterns and offers an indication of the impacts of trends continuing as they are.

6.1 Baseline population modelling

The population model uses information from the General Register Office for Scotland (GROS). This information on population at local council level includes births, deaths and migration. We used the mid 2006 population estimate for the Shetland Islands Council area as our baseline for the population model. From this baseline we added in elements to cover natural change, in-migration and out-migration.

Purpose

The population model provides a transparent tool that will allow local agencies to test the implications of different trends and factors on population outcomes. It is not a population projection or prediction, but can be used to compare the likely implications of policies on population sustainability and service provision.

Inputs and assumptions

Figure 29 shows the inputs for the population model with the data source. Most of the data used is from the GROS.

Figure 29 Inputs for the population model with source

	Source
Baseline population estimates by gender and age	GROS – mid-year population estimates
Births	GROS quarterly returns
Deaths	GROS quarterly returns
In-migration	Custom data from GROS
Out-migration	Custom data from GROS

To calculate the baseline situation for future population figures we made several assumptions:

o   Live births per 1,000 women of childbearing age (15-44) will remain broadly the same in each year;

o   Death rates within gender and age ranges will remain broadly the same for each year; and

o   Rates of in-migration and out-migration by age and gender will remain constant (based on 2005 to 2006).

The model created in Microsoft Excel uses several linked spreadsheets to calculate the final figures and produce charts and tables that outline population components. We have subsequently run several iterations of the model to test the impacts of different trends on future population. We have based these on local knowledge collected through our interviews and focus groups to inform the assumptions in the model.

The baseline iteration of the population model assumes that the current trends continue. However it should be borne in mind that this is not a 'worst case scenario' given that the birth rates in Shetland are above national average and that there has been the recent phenomenon of Eastern European immigration. Any significant changes to these factors could have a further negative impact on the population.

Population age profile

Results from the model based on the assumptions outlined above give the results shown in Figure 30. These results from the baseline iteration of the model show a sharp shift in population, including:

o   A steep drop in the numbers of children under 16;

o   A decline in the numbers of 16 to 24-year olds after 2010;

o   A rapid and continuing increase in the elderly population.

The overall population would, if current trends continue, drop from just under 22,000 to just over 20,000 by 2030.

Figure 30 Population changes by age band (Baseline model)
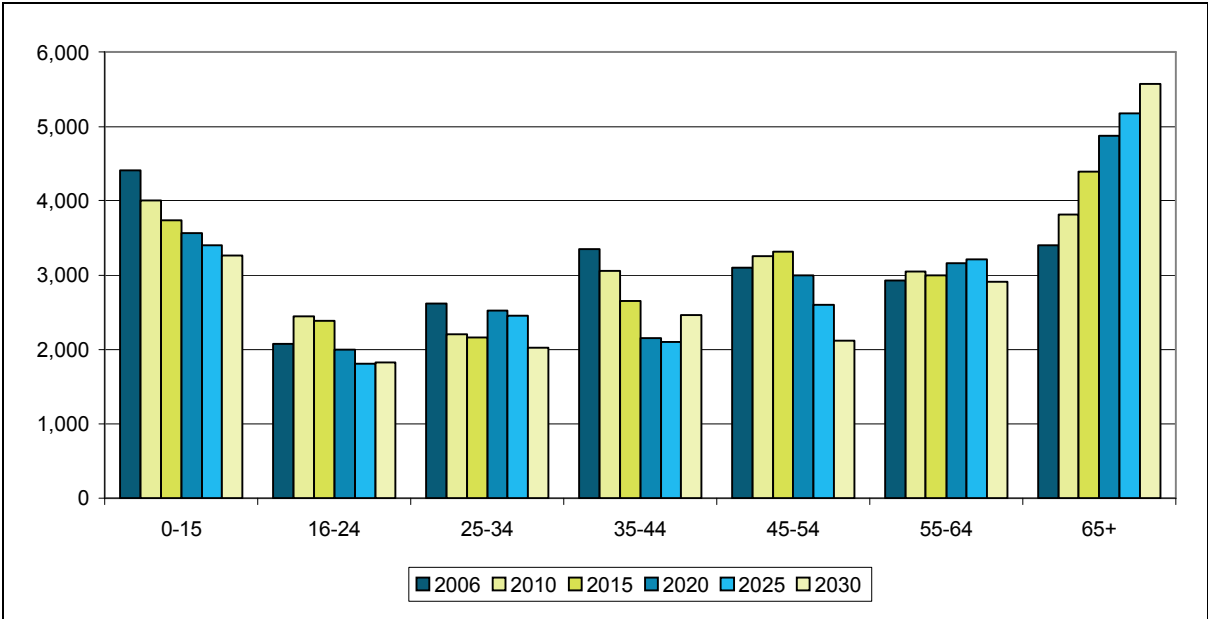
Source: Shetland Population Model

Figure 31 shows the clear change in the population age profile between 2006 and 2030. It shows a clear drop in the 40 to 60-year old population and a large increase in those aged 60 and over. The number of people aged 65 and over would almost double between 2006 and 2030 based on this scenario. The drop in the number of children is also notable.

Figure 31 Population age profile at 2006 and 2030 (Baseline model)
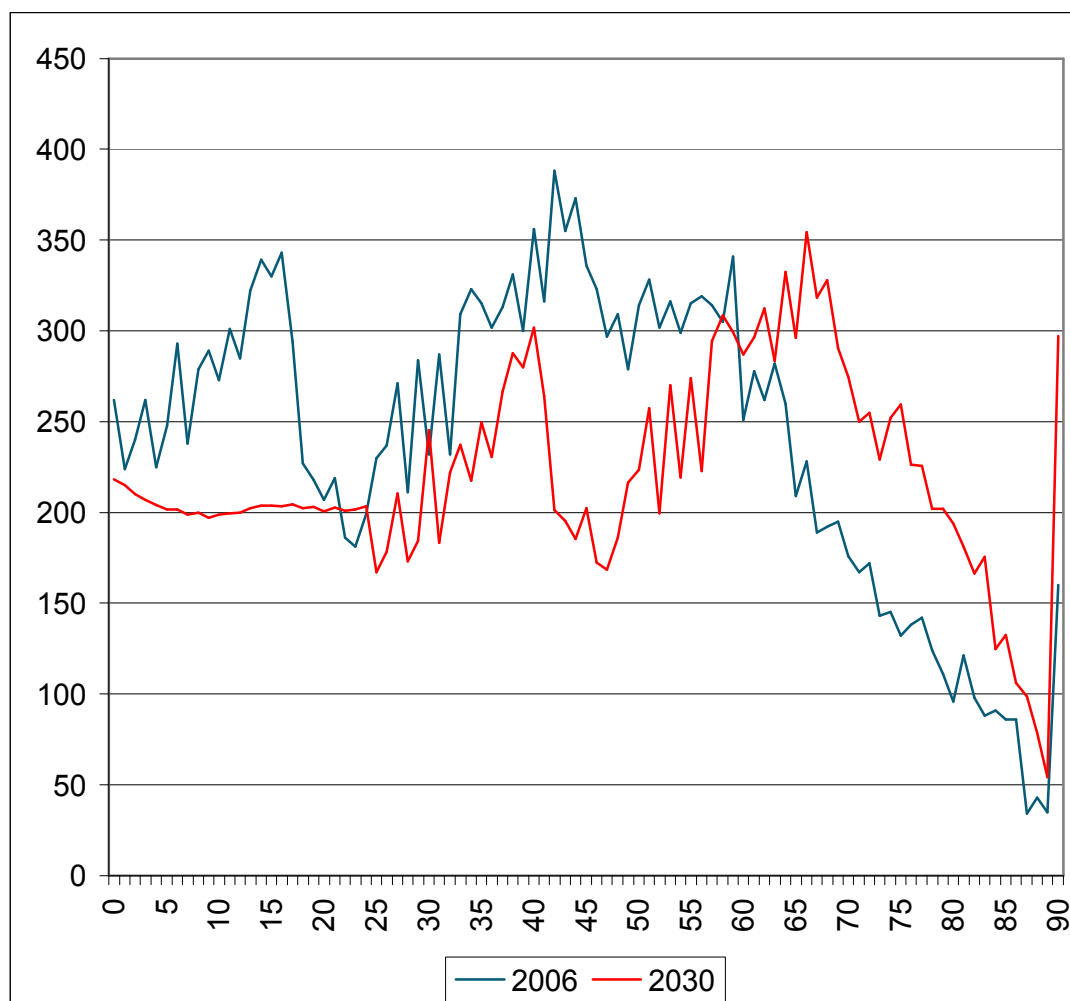
Source: Shetland Population Model

Women of childbearing age

In terms of population sustainability the number of women within the key childbearing age group is important. As Figure 32 shows, the number of women within the 16 to 44 age group would decline sharply from 4,100 to around 3,300 in 2025 before starting to gradually increase again.

Figure 32 Changes in number of women aged 16 to 44 (Baseline model)
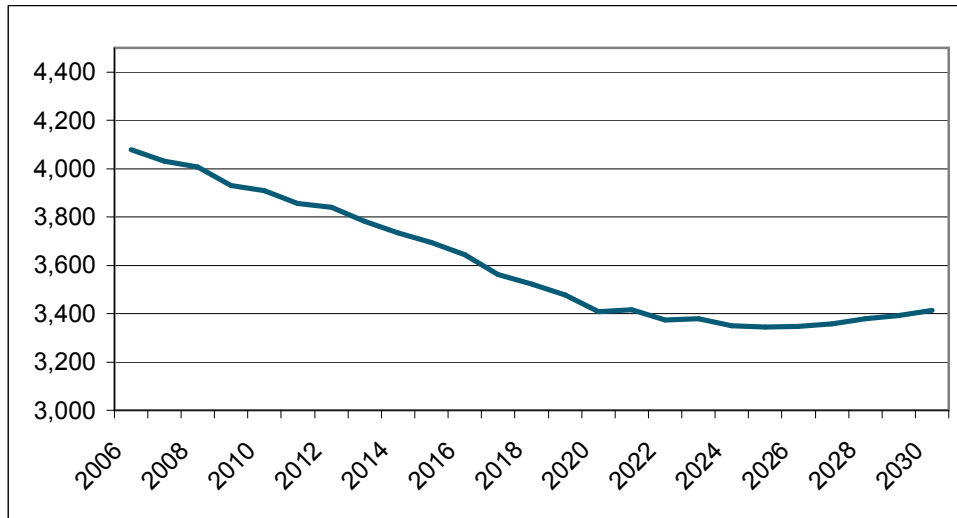
Source: Shetland Population Model

School-age population

There will also be implications from population change on the size and distribution of the school roll. As Figure 33 shows, if current trends continue the number of primary school-age children will drop from around 1,900 in 2006 to around 1,400 in 2030. However the impact on secondary age pupils appears to be more marked with a much steeper drop between 2006 and 2018. And overall numbers would drop from around 1,900 to just over 1,200 by 2030.

Figure 33 Changes in School-Age population (Baseline Model)
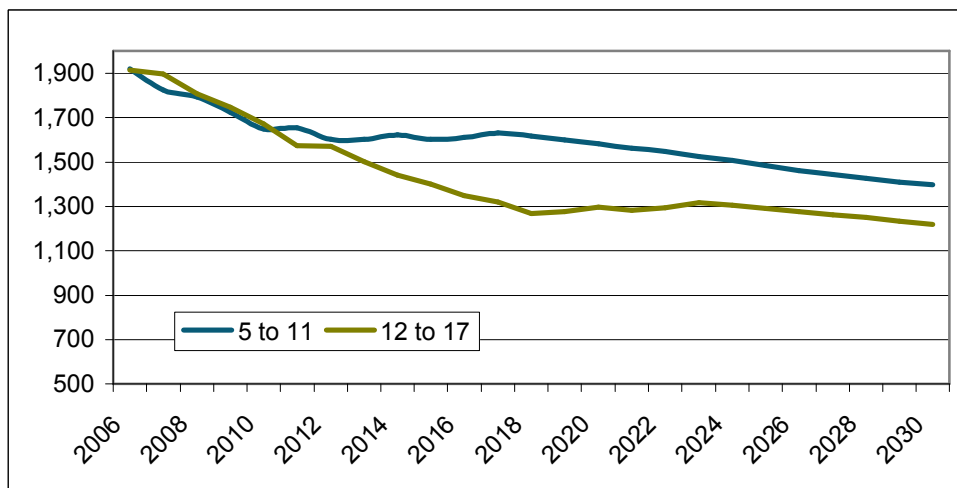
Source: Shetland Population Model

6.2 Impacts of population change

Population changes have various implications for service demands and provision. In areas where populations decline, there are concerns about maintaining existing services, such as schools, local shops and health care services (SIC, 2000).

From the interviews with service providers and other stakeholders, the main areas of impact were seen to be:

- Sustaining fragile communities;
- Retaining existing levels of services;
- Geographical shifts in population;
- Increasing reliance on migrant workers;
- Impacts on recruiting staff; and
- Impacts on housing demand.

Fragile communities threatened

Several stakeholders felt the declining population and the ageing patterns would impact most severely on those communities that were already fragile. In particular the communities of Fetlar and Papa Stour were seen to be at risk from these continuing trends. Limited employment opportunities, the cost of infrastructure and the lack of a critical mass for service provision all undermine these marginal communities.

Services

Public services were considered to be under threat from several different angles. The ageing population profile was putting greater burdens for care provision on the Council and NHS budgets. And many elderly households are living in isolated areas making the cost of providing services higher.

Council and NHS budgets are already stretched and several interviewees thought that service cuts would be inevitable in the very near future. If Public sector budgets are to be balanced then hard decisions need to be made about priorities. Declining school rolls in some communities will also increase pressure for rationalisation of services. The projected change to the age structure of the population in Shetland, as well as the continuing rise in Shetland's life expectancy will result in an increased demand for health care provision. A greater proportion of older people will mean a shift in the balance between education and healthcare provision, with a greater emphasis on resourcing the latter service (The Scottish Government, 2004; Community Profiles).

A decrease in the proportion of children and young people in the population has resulted in falling school rolls in some areas (for example, Baltasound Primary, Burravoe Primary and Uyeasound Primary in the North Isles; Dunrossness school in the South Mainland, Lerwick/ Bressay). However, in other areas, school rolls have stabilised, or in some cases even increased (for example, Scalloway Primary, Whalsay Secondary, The Anderson High School, and Brae Primary in the North Mainland). The changing overall school-age population will impact unevenly across the Islands with the biggest impacts likely in the North Isles.

Geographical shifts in population

Employment opportunities, which are often generated through the public sector, tend to focus on Lerwick. Because of this and the concentration of many services in Lerwick there has been a drift of population from more outlying communities towards the Greater Lerwick area. However the lack of suitable housing sites within Lerwick itself has meant that most recently development has focused on the communities to the South and West of Lerwick. Public transport patterns which focus on Lerwick also entrench this shift. Interviewees and focus group participants have reported

that families with teenagers and migrant workers both tend to favour locations within 15 to 20 minutes of Lerwick.

Impacts on recruiting staff

The declining working age population has led to pressures to sustain recruitment levels in some sectors of the economy. Many younger people are leaving the Islands to find higher skilled jobs with progression opportunities and there are fewer students who would fill these types of jobs in other areas. Lifestyle in-migrants are often financially independent and work fewer hours than others; they therefore contribute less to the local labour market.

The health and care sector in particular is reporting problems in recruiting and retaining staff in both skilled and unskilled jobs. The new care centre on Yell is struggling to find staff and service providers predict these problems will worsen.

Increasing reliance on migrant workers

Many sectors of the Shetland economy now rely significantly on migrant workers from Eastern Europe. Construction, hospitality and fish processing are all increasingly reliant on migrant labour to remain productive and competitive.

This leads to demands on services such as schools and ESOL providers. ESOL providers report around 170 migrant workers registering in 2007. However Shetland has a long history of welcoming and integrating people from other cultures and there have been numerous activities involving migrants and the wider community.

Adult Learning Education in Shetland has been increasing their provision to meet the growing demand: there were 32 learners in 2005/06 - 92 learners in 2006/07, and 169 currently in 2007/08. Developing the ESOL programme has been recognised as one of the four priority areas for 2008/09 (SIC, 2007b). At the same time it has been reported that Shetland's schools are facing challenges accommodating an unexpected influx of children with language needs (Press & Journal, 24 November 2006).

However there have been concerns voiced about the continuing availability of migrant workers once the UK Government points-based immigration policy has an impact. This will particularly restrict the numbers of migrant workers available for lower skilled jobs which are those for which the demand is highest.

Impacts on housing demand

Impacts of Shetland's population change on housing demand are reasonably well understood:

More housing will be needed - Slight drops in population (and the reduction in demand that this would normally bring) have been offset by decreases in the average household size (projected to drop further to 2.06 from 2.6 by 2014). This means that Shetland is likely to need 11% more houses by 2014 (SIC, 2000 & 2005).

More special needs housing will be needed - The increase of older people within the Shetland population is likely to impact on the demand and availability of special needs housing, such as level access housing, or sheltered housing. The need for special-needs accommodation was reported as being at crisis point already in 2005 (SIC, 2005b).

Affordability and availability is increasingly an economic development issue - House prices in Shetland rose between 2002 and 2005 by 26.1% (HIE, 2007, p11).

Shortages of good quality land for house building, as well as high additional costs for infrastructure at available sites, are not without impact on prices and stock (SIC, 2005b). There is a question of affordable housing, especially for the younger population – for those continuing their education and those leaving home and requiring independent accommodation (SIC, 2005a, p.4). A lack of low cost housing to rent, and increasing house prices, is also seen as a potential problem to labour recruitment and retention, which includes in-migrants to the area. A broad conclusion from Communities Scotland research (carried out also in Shetland) is that "housing affordability is a contributory factor to recruitment problems." (Communities Scotland (2005) Research Report 90: Affordable housing and the labour market in Scotland: do high housing costs create labour shortages?)

Service providers and stakeholders also highlighted that the increase in migrant workers and the shift towards Lerwick are also putting greater pressure on the housing market. Migrants tend to occupy private rented housing and often live in overcrowded conditions to keep costs down. We have also identified an increasing number of houses being kept as either holiday or second homes. Three participants in our Glasgow workshop still had a house in Shetland and several interviewees also recognise this phenomenon. While some of these properties may be available as winter lets the presence of these second homes limits housing supply and distorts the market.

The lack of accessible housing therefore becomes both a symptom and a cause of population change as it restricts access to the market for younger and lower earning households.

Cultural changes

Some interviewees have also highlighted a change in culture and attitude brought about by some lifestyle in-migrants. Some people who have come to Shetland for its quality of environment can be more reactionary in their views to new development such as social housing proposals. This phenomenon of the so-called 'drawbridge migrant' has been reported elsewhere.

6.3 Conclusions

By modelling current population trends we have developed a model to explore some of the likely implications of population change. This is based on birth rates and migration patterns continuing the present trends. Because this is unlikely to happen, this is not a prediction or projection, but a baseline scenario against which we can compare other possible outcomes.

The baseline run of the model indicates that continuing the current trends will result in the following changes by 2030:

o   The overall population dropping to around 20,000
o   A drop of 18% in the number of women in the childbearing age group;
o   An increase of 63% in the number of residents aged 65 and over; and
o   A decline of almost a third in the number of school-age children.

These changes would have implications on the labour market, with a declining (and ageing) working age population and on the cost and viability of service-provision. In particular a reduction of a third in the school roll would threaten the current number of schools. And the major increase in the elderly population would put pressure on health and social care services both in terms of funding and recruiting the necessary staff.

The likely outcome would be a reduction in the level of services (mostly in outlying areas and an increasing reliance on migrant labour. Some specialist maternity or anti-natal services could also be threatened by the longer-term decline in the number of births.

7 Developing a sustainable community

This section draws on our research to highlight what would be a desirable situation in 15 to 20 years. It also draws on the population model to show what a scenario is likely to require in terms of population component changes, as well as what changes would be necessary to meet the target of 25,000 people living in Shetland by 2025 identified by community planning partners.

7.1 Vision of a sustainable population

The previous chapter outlined that, if current trends continue, the population is projected to fall to just over 20,000 by 2030 with the percentage of the population of childbearing age set to be 18% lower than it is now. This will continue to impact on school rolls and it is likely, given the current movement of population towards 'Greater Lerwick' that this will disproportionately affect remoter communities. Whether schools should be closed may become less of an issue than actually finding the children to attend.

Our research suggests that attracting working age people, particularly families or those who are about to have families, can sustain the population. Focusing on actual numbers and targets (25,000) is perhaps distracting agencies from the core issue of having viable and balanced communities. In peripheral areas, this was seen as most important as 'one or two new families can make such a difference'.

Most of the factors that appeal to older people also make Shetland an ideal place to raise a family. However, the key difference between these life stages is the need for rewarding employment and it is in this area that Shetland is generally felt to be lacking.

7.2 Impacts of policy options

Using the population model we have tested some different options in terms of population change to identify their potential impacts. Figure 34 shows what the impacts of various changes to in and out-migration patterns would achieve by 2025.

Increasing the proportion of those returning after they have left the islands by 20% would have only a modest impact on increasing the population. This would result in an additional seven births per year by 2030 and would increase the overall working-age population by around 300 compared with the baseline model.

A higher rate of returners (40% increase) would lead to around 14 more births per year than the baseline and an additional 600 people of working age by 2030. Similarly, increasing in-migration among younger age groups (by 20%) would lead to an increase of 21 births and around 900 more working age people.

However, to actually achieve an increase in the population against the current level, there would need to be an increase in 40% in the number of in-migrants and returners aged 25 to 44 and a reduction of 33% in out-migration among Shetlanders aged 16 to 24. However this would still result in a drop of around 400 in the Primary school roll by 2030 and a lower number of women of childbearing age and births compared with 2006.

Figure 34 Impacts of different policy options by 2030

Policy option	Population at 2030	Change in childbearing population	Number of annual births at	Working age population	% population under 35	Primary school-age population –

Current situation (2006)						
2006	21,880		266	13,410	42%	1,921
Trends continue as is						
Do nothing	20,141	-18.0%	220	10,543	35%	1,398
Trends improve						
Increase returners aged 25-34 by 20%	20,524	-15.4%	227	10,850	35%	1,431
Increase returners 25-34 by 40%	20,923	-12.9%	234	11,170	35%	1,465
Increase all in-migrant age groups under 45 by 20%	21,352	-10.4%	241	11,432	36%	1,521
Reduce out-migration by 20% among 16 to 24	20,576	-13.9%	231	10,869	36%	1,443
Increase returners/in-migrants by 40% (25-34) and reduce out-migration by 20% (16-24)	21,339	-8.8%	244	11,480	36%	1,509
Increase returners/ in-migrants by 40% (25-44) and reduce out-migration by 33% (16 to 24)	22,373	-3.6%	258	12,289	36%	1,575
Community Planning target of 25,000 by 2025 met						
Increase all in-migrant age groups under 45 by 50% and reduce out-migration by 50% (16 to 34)	**25,184**	**17.8%**	**309**	**14,751**	**41%**	**1,911**

Meeting the community planning target of reaching a 25,000 population would require a significant coordinated effort to achieve. This would involve reducing the number of people under 45 leaving each year by 50% and increasing the current in-migration among under-35s by 50%. However if this could be achieved it would have several positive effects on the population:

o   The number of annual births would be higher;

o   The primary school roll would be sustained at the 2006 level;

o   The proportion of the population aged under-35 would remain similar to 2006 levels.

However the proportion of the population above retirement age would still increase by 5 percentage points and the proportion of the population who are of working age

would drop. This perhaps highlights the scale of the problem in achieving a sustainable population structure. Even in this more positive scenario, the population aged 65 and over increases by 64%, however the rest of the population is likely to be more able to provide services for these older members of the community.

Figure 35 Age profile of different population options

Option	% Population under 16	% Working age	% Retirement age
2006	20%	61%	19%
Status quo continues	16%	52%	31%
Increase returners 25-44 by 20%	16%	53%	31%
Increase returners 25-34 by 40%	16%	53%	30%
Increase all in-migrant age groups under 45 by 20%	17%	54%	30%
Reduce out-migration by 20% among 16 to 24	16%	53%	31%
Increase returners/in-migrants by 40% (25-34) and reduce out-migration by 20% (16-24)	17%	54%	30%
Increase returners/in-migrants by 40% (25-44) and reduce out-migration by 33% (16 to 24)	16%	55%	29%
Community Planning target of 25,000 by 2025 met			
Increase all in-migrant age groups under 45 by 50% and reduce out-migration by 50% among 16 to 34	**18%**	**59%**	**24%**

7.3 Conclusions

Our consultations and population research suggests the overall size of the population is less important than achieving a healthier balance in terms of age and gender. Our research suggests that the overall aims for population sustainability by 2030 should be to:

o   Sustain the proportion of the population that is of working age;

o   Stabilise the school-age population;

o   Sustain the number of females of childbearing age; and

o   Retain the populations of the most fragile communities.

While this does not necessarily require the population to increase to 25,000 clearly significant population increase is needed to ensure a sustainable and balanced population in the longer term. However age and distribution of population are more important than overall totals.

8 Factors needed for sustainable communities

This section sets out some of the current factors we have identified that will underpin community sustainability. It summarises the key outcomes from the Scenario Planning exercise and then sets out the desirable situation in fifteen to twenty years across a range of aspects that were identified. It also identifies some of the actions that agencies will need to focus on to achieve these outcomes.

8.1 Scenario planning

As part of our investigation into the drivers of population change in the Shetland Islands, we held a scenario planning session involving both members of the Community Planning Partnership (CPP) and a group of officers from public sector organisations in the Islands. The session therefore represented a broad spectrum of views and expertise allowing us to investigate a range of issues.

The scenario planning session involved a short exploration of key issues and drivers with the main CPP followed by more detailed scenario planning with the officers group. The participants had also been given the opportunity to contribute issues to a brief e-survey prior to the session taking place.

The aim of the scenario planning session was to identify the key drivers of change over the next 15-20 years and enable key players to engage in a detailed discussion on a range of alternative futures that may result. It allows people not only to identify what the main drivers might be, but also to look at the complexities that arise when they interact and the range of possible outcomes that are possible from different events and eventualities.

8.2 Identifying the drivers of change

Through the e-survey and the initial identification exercise we were able to define around thirty-six separate drivers of change that people felt would be important in the next 15-20 years. These issues were discussed individually and prioritised by relative certainty and uncertainty. By identifying the likely impact that certain issues will have and the degree of certainty attached to them we can begin to identify those issues which will be the key drivers of change. These issues are usually those predicted to have a significant impact but with a high degree of uncertainty.

In broad terms the issues fall into the following categories:

Economy	Economic drivers including business growth and economic activity.
Access	Access, communications and connectivity issues.
Politics	Global, political, social and economic drivers.
Society	Social factors including community integration and the demographic mix.
Community	Issues of civic pride and community esteem.
Environment	Uncertainty around climate change issues and the importance of natural environment

These issues were then analysed and mapped onto an impact and certainty grid to highlight what the potential impact they may have and the level of certainty about their occurring. Figure 36 shows the issues identified by the group mapped onto the Impact/ Uncertainty Grid. It was interesting that the CPP identified a large number of issues over which they felt they had some degree of control because of the availability of resources within the Islands. This is a level of empowerment we have not encountered in similar studies elsewhere in Scotland.

Those issues in the bottom right-hand quadrant are both uncertain and have high impact so will be of strategic importance when addressing population issues. These include:

Connectivity	electronic links and broadband
Business growth	the level of economic activity including opportunities for business growth
Being attractive	the attractiveness of the Islands for in-migration investment and tourism
Knowing the problem	the lack of knowledge about future population levels and its impacts
The albatross	the depletion of Council reserves
Skilled workers	the Islands' ability to keep its own graduates and to attract in-migrants in target sectors.

This analysis also identifies contextual issues over which people have some degree of control. These are those which although they have high impact they are less uncertain. These included community facilities, quality of life issues, housing, tenure, distribution of jobs and communications.

Figure 36 Impact/uncertainty grid developed by CPP members
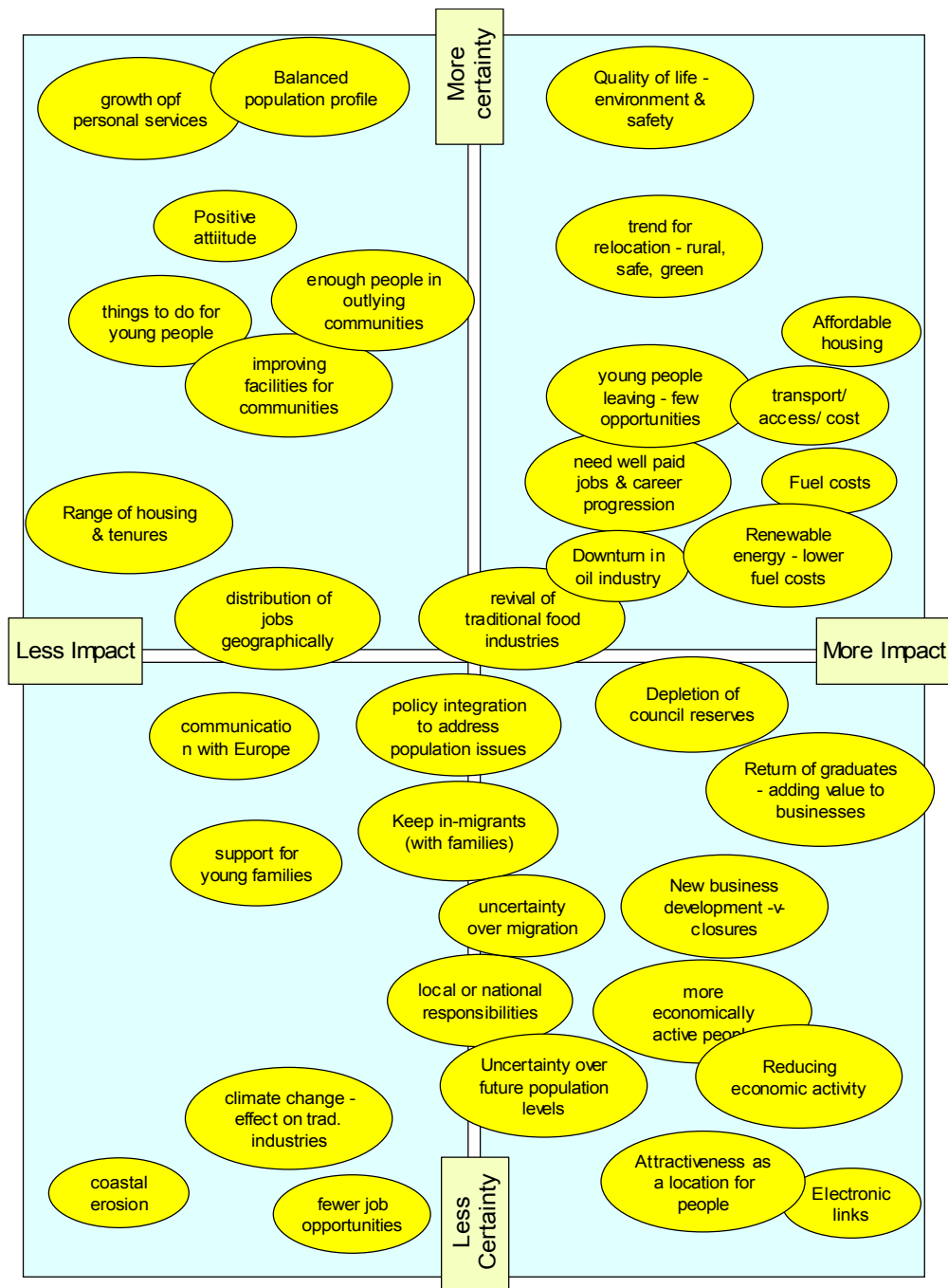
8.3 Alternative futures (scenarios)

We then took this information to the officers group to look in more detail at the inter-relationship between some of these high impact and high uncertainty issues. This involved a basic form of scenario planning and developed into a lively discussion covering a broad range of issues.

We looked at two sets of the most important issues and mapped different scenarios using different extremes of possible future outcomes. The value of doing this is that

it allows us to test possible policy interventions against several possible scenario outcomes. These outcomes are based on looking at different ways that participants feel that uncertain issues will play out. The outcomes from these sessions are illustrated in Figure 37 and Figure 38.

In the first scenario looking at availability of resources and communication links there were positive scenarios based on re-investing the current oil fund. This would be in renewable energy enterprises that allow service levels to be maintained in terms of schools, care provision and leisure centres and enable additional investment in housing and creating employment opportunities in rural areas. This would reduce dependency on Lerwick among outlying communities.

Figure 37 Scenario Grid 1

Alternative scenarios – with renewable energy resources being developed but poor connections - see the Islands as carbon neutral, a very big selling point, and a potential supplier of cheaper alternative electricity to businesses. But this may not have a substantial impact on either in-migration or out-migration.

The other scenarios look at the possibility of service cuts due to declining oil revenue which would lead to increased depopulation and particularly disadvantage rural areas. This would lead to higher unemployment, a return to reliance on traditional industries and increased out-migration. However the scenario with good electronic connectivity would enable some business diversification and new business start-ups, although this would not reverse the trend of depopulation.

Figure 38 Scenario Grid 2
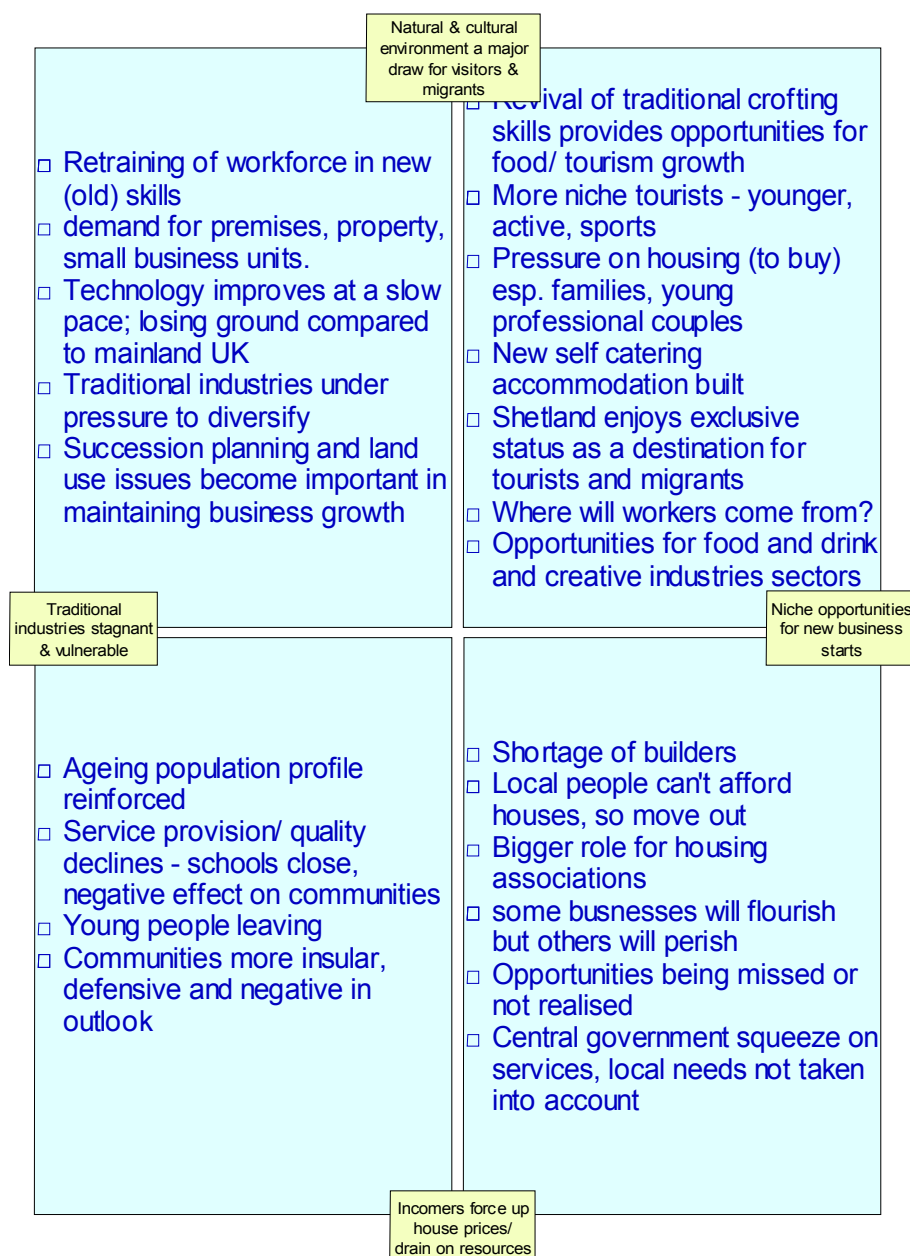
In the second scenario planning group the two factors reviewed were the strength of traditional industries and the role of lifestyle migrants. This session considered that where the Islands' natural and cultural assets are used as a major draw for both visitors and migrants, and in an environment where businesses can grow, a range of opportunities could be identified for growing tourism products and for developing indigenous food industries and developing creative industries. These all have a very strong base in the Islands and would be expected to grow given the right conditions. It was also recognised that this scenario would create pressure on housing

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particularly for families and young professional couples and would also raise questions about where migrant labour might come from in the coming years. This scenario depends on the Islands becoming an exclusive destination (for tourists) to overcome the problems of the cost of access and the limited availability of accommodation. This equally applies to potential targets like inward investors, researchers and skilled workers.

An alternative scenario would show a situation where incomers may have an adverse affect on house prices and prove to be a drain on services and existing resources. Alternatively where the economic climate was not favourable to small businesses, we would see a decline in services, schools closing and a very negative effect on individual communities which would become less assertive and positive, more insular and defensive. The population would continue to age and the problem of demographic imbalance would worsen.

8.4 Broad direction needed

The scenario planning session concluded with a lengthy discussion on the implications of different scenarios and of how the key drivers could be manipulated to provide positive outcomes over the time-span we are looking at. The group came up with several issues that will be important in influencing population sustainability.

Virtuous circle	The first is a virtuous circle that involves growing businesses in the Islands linked to the need to create jobs. This involves a diversification of the economy but also involves supporting communities and aiming for support to outlying communities rather than driving the continued centralisation in Lerwick.
Barriers to in-migration	The second issue raised was the barriers to in-migration including housing which is a very obvious driver and whether housing can be used directly to influence both in-migration and economic growth. It was agreed that housing could be used for this but it required careful management. Other interesting issues include the availability of childcare given the increasing trend towards both partners in the household having jobs and also the issue of integration of in-migrants into communities to reduce feelings of isolation when entering a new society and, in the case of Shetland, a distinctly different culture. This applies to in-migrants coming from outside the UK.
Desirability and cachet	The third issue is the desirability of developing cachet for the Islands. Because of the distance from markets and the cost of access of the Islands, there is seen to be a need to develop exclusivity or a fashion desirability of the Islands that would allow Shetland to sell itself without having to go to extremes of subsidising travel for example. It would allow the Islands to target specific types of in-migrants and specific types of visitors that would in turn enable specific niche markets to be developed.
Environmental and cultural assets	Another key driver is the use of the Islands environmental and cultural assets as key drivers of population change. There is a feeling that the Islands have great strengths in terms of culture, environment and how people perceive the Islands and these can be used not only to drive business and jobs growth but also to be the drivers of changing the population towards the desired targets.
Review population targets	Related to this was a feeling that the currently agreed population target of 25,000 people is a blunt instrument and not sufficiently understood to be able to do anything about it. So the group recommended the targets be reviewed to better reflect the target demographic profile that is required to make the Islands sustainable.
A few catalytic interventions	They also agreed there was a need to concentrate on a few catalytic interventions to create change rather than attempt to be all things to all people. This may mean a focusing of expenditure on specific projects that will create the result that is needed rather than simply applying money evenly across the Islands. And the last issue was the need to balance academic vocational and entrepreneurial education for out-migrants to counter the in-built driver towards sending school-out-migrants to universities to complete their education.

8.5 Areas for future policy focus

Our interviews with service providers and other key stakeholders have highlighted several issues that need to be addressed by policy-makers. These are summarised below:

Living within our means

There is an overwhelming awareness among interviewees that the level of spend and service-provision is unsustainable. The Council is seen to be living beyond its means and 'squandering' the remaining oil revenue. Many people identify the need for tough decisions on prioritising expenditure in the very near future.

Re-adjusting services

The current expenditure on service provision will need to be reined in and this will clearly have an impact on the scale or quality of services the Council can fund. For example the cost of providing specialist care to all parts of the island is untenable in the medium to longer term meaning that some care services will need to be centralised. The impact on levels of service provision might make the Islands less attractive to some groups who are currently attracted by the quality of service.

Similarly school provision will need to be reviewed so services reflect the population. There needs to be a more realistic balance about what the Shetland population can sustain in terms of schools.

Balancing the population

There is a strong feeling the current target of increasing the population to 25,000 is unrealistic. This was the high point of population when Sullom Voe was at its peak and it would be difficult to imagine any future employment opportunities on this scale. Many felt that adjusting the level of service provision to match realistic population estimates makes better sense than trying to grow the population to justify unsustainable levels of service provision. The effort should be on attracting younger, working age households back to the Islands to balance the age profile of the population rather than growing the population per se.

Distributing population growth

There were mixed views about whether there should be positive steps taken to grow key settlements outside of Lerwick. Some stakeholders felt the drift of population towards Lerwick was inevitable and that policy should support market forces. Others thought that some effort should go towards sustaining growth centres where there had been significant investment in providing facilities such as schools and leisure centres.

However, the availability of jobs was seen to be the key driver behind population distribution. So any efforts to promote locations outwith Lerwick would need to be backed up by focused economic development activity. Given the dominance of the public sector this would require the Shetland Islands Council taking the lead in devolving jobs to these growth centres backed up by proper office facilities and broadband connection. These devolved centres could then be the focus for developing incubator units for business start-ups and affordable housing.

Promoting self-reliance

The level of public sector services provided for residents has undermined the traditional self-reliance of crofting communities. A greater focus on communities developing their own solutions to meet community service needs will make services more responsive and cost-effective.

However in some communities there is already a strong community sector and these could be developed and supported to take on more responsibility for local services.

Affordable housing

Housing was seen as a key issue in sustaining and growing the Shetland population. In particular affordable rented or shared equity housing for younger people wanting to move back or into the Islands is a priority. The majority of housing need is focused within the greater Lerwick area that is most attractive to people returning. However if the population is to be balanced and sustained in other parts of the Islands then housing needs to be provided alongside economic opportunities.

Some stakeholders considered that the Council and housing agencies could intervene more effectively in the housing market and possibly take a role in managing some of the holiday and second homes that are increasingly common.

Opportunities for renewable energy

Renewable energy is seen as one future opportunity to support the Shetland economy. There has been discussion about whether the oil revenue should be invested in renewable energy to create a more sustainable revenue stream in the longer term. However, even if the Council chooses this option the money will be tied up for a considerable time before any revenue comes in. And selling power to the grid will require considerable upfront investment in an interconnector to the mainland. The distance from the main energy markets makes this kind of investment less feasible for the private sector so some public investment will be required.

Marketing the Islands

Several stakeholders felt the oil boom had distracted agencies from making serious efforts to market the Islands in terms of local produce or tourism. They felt that some nationally significant resources were not being marketed and that the tourism product had considerable potential for development. Lessons could be learned from Orkney on how to effectively market Island goods and services.

Supporting enterprise

Several stakeholders identified the need for a more strategic approach to developing and growing businesses and this is a current priority for HIE. One interviewee felt that some investment was simply propping up hobby businesses rather than developing genuinely competitive enterprises. Some stakeholders considered that there were very few businesses that were globally competitive with most operating within a domestic market. The limited provision of broadband was seen as a key weakness in developing more globally competitive businesses.

Stronger collaboration between the Public sector, Education establishments (such as UHI) and the private sector would help to identify and support a small number of opportunities to develop competitive advantage. Attracting skilled researchers or graduate placements could also help to stimulate enterprise. Some sectors

identified as having potential include renewable energy, creative industries, knitwear and music; in addition to current strengths such as fishing and aquaculture.

Providing incubator units or core business support services in association with better broadband access may help to stimulate business start-ups. However the low levels of risk-taking among the indigenous Shetland population is a major barrier to overcome.

Supporting the workforce

Problems in attracting staff in key sectors are predicted to get worse in the medium term suggesting a continued reliance on migrant labour. The growing burden of care emerging from the ageing population will require a larger and more flexible workforce, and this in turn will have implications for housing provision.

This section outlines some of the key longer term strategy objectives and policy areas that local agencies and communities will need to pursue to achieve the type of sustainable communities outlined in the previous section.

9.1 Overall aims

Our research suggests the overall aims for population sustainability by 2030 should be to:

o   Sustain the proportion of the population that is of working age;
o   Stabilise the school-age population;
o   Sustain the number of females of childbearing age; and
o   Retain the populations of the most fragile communities.

While this does not necessarily require the population to increase to 25,000 clearly significant population increase is needed to ensure a sustainable and balanced population in the longer term. However age and distribution of population are more important than overall totals.

9.2 Key issues impacting on population

Broadly this research has identified three key areas whish influence population change and which should therefore be the focus for any future measures aimed at addressing out-migration; these are:

o   Economic development;
o   Infrastructure; and
o   Social issues.

We have summarised the key challenges around these below.

Sustaining the economy

The key challenges facing the Shetland economy are:

An over-reliance on public sector employment and an associated under-development of the private and community sectors. Outside of the public sector the prospects in traditional sectors such as crofting and fishing are questionable and outwith the control of the local agencies.

Most young people leaving Shetland's schools gain high levels of qualifications and are automatically encouraged to go to University on the Scottish mainland. However this fuels a brain-drain of potentially more enterprising members of the community and reduces the pool of people available for vocational training and skilled trades.

There are limited and declining opportunities for women and higher skilled workers. Most employment demand seems to be for lower skilled workers in the traditional industries, while the number and range of skilled opportunities in the oil sector has declined.

Employment opportunities are concentrated in Lerwick which has implications for trying to sustain some of the outlying Islands and communities.

Infrastructure

The key challenges around infrastructure are:

There is limited affordable housing of the right type and in the right locations to meet the needs of the labour market and to encourage greater in-migration. There appear to be an increasing number of second and holiday homes across Shetland while the existing housing stock is put under pressure by declining household sizes, a drift of population towards greater Lerwick and an influx of migrant workers.

While transport is generally considered good in Shetland, timings of public transport and cost of fuel will increasingly place barriers on travel to work areas. With most jobs based around the Lerwick area, transport connections are extremely important to support the local labour market.

Its peripheral location in the UK puts Shetland at an economic disadvantage and this is compounded by poor connectivity. Many businesses and self-employed people will rely on high-speed and reliable broadband connections but Shetland is at the trailing edge of broadband technology.

Social issues

The key challenges around social issues are:

Many outlying communities are strongly reliant on lifestyle in-migration to keep local services going and to sustain population levels. However some in-migrants are not fully engaged in the local life of the community and are not economically active. This needs to be addressed so the contributions of these skilled residents can be maximised.

With an increasing reliance on an international in-migrant workforce the level of integration of in-comers will be important to sustaining communities. While this has been a positive feature in Shetland so far, the scale of in-migration needed in the future will place a challenge on communities and agencies to maintain this.

9.3 Key priorities

Our research has identified key population drivers, the likely impacts of continuing trends and some of the challenges currently facing Shetland's communities. We have identified several areas where policy should focus on to promote a sustainable population in the medium to longer term.

Policy direction

Revising targets

While the target of 25,000 by 2025 provides an admirable level of ambition for policy-makers, it masks some more important issues around the balance and distribution of the population. We would therefore recommend the target should use the criteria outlined in 8.1 rather than setting a definitive population target.

Reviewing local public expenditure priorities

Clearly Shetland has been living beyond its means for some time and the current level of local public expenditure cannot continue. Difficult decisions will need to be made on:

o   Prioritising local public expenditure; and

o   A strategy for using the remaining oil fund.

Shetland has become accustomed to providing high-quality public services and facilities. But the investment made has not always been in the long-term interests of sustaining communities. The Council and its partners should start to scale back spending to levels in line with other similar sized authorities. Any additional spending from the oil fund or other reserves should be clearly focused on promoting a more sustainable economy in the medium to longer term, for example through:

o   Promoting enterprise;

o   Developing innovation or competitiveness;

o   Generating revenue streams (for example, through renewables); or

o   Developing business infrastructure (for example, broadband or incubator units).

However these issues are both sensitive and important so we would recommend a period of community consultation on which course of action to take.

Devolving jobs

If a strategy of supporting more self-reliant communities outside of Lerwick is to be successful this will require sufficient employment opportunities within these areas and the local spend these would generate. As the Council is one of the biggest employers it should take the lead in promoting this policy by devolving employment from Lerwick to the key settlements elsewhere in the Islands.

Marketing Shetland as a place to live and visit

It is clear that the quality of environment and strength of communities are what attracts people to Shetland. However there has been little effort to market these attributes in order to attract either visitors or to add value to locally produced produce. There is also an opportunity to develop niche tourism markets through branding and marketing.

Economic development

Developing the private sector

It is clear that there is a need for more business start-ups to address the weaknesses in the private sector. This will require investment in infrastructure that will support new businesses such as start-up premises, broadband and other IT facilities. Business facilities should also help to promote the policy of devolving employment opportunities out of Lerwick.

It will also require more focused awareness-raising of enterprise opportunities among key target groups such as school-leavers, women and in-migrants. Bringing in Shetlanders who have become successful businessmen and women is one way of doing this.

Adding value to natural assets

Our research has identified some potential for developing greater economic advantage from Shetland's natural assets including produce, culture and environment. This links closely with the issue of marketing outlined above. Partners could help to develop greater added value through supporting the private sector to build clusters around different sectoral groupings such as:

o   Crafts;

o   Creative industries;

- Eco-tourism; and
- Food and drink.

Added value could be generated through differentiating these products and marketing their quality and exclusivity.

Developing knowledge-intensive sectors

Increasingly economic development requires ways of using knowledge to create competitive advantage and add value to basic production. However this is often difficult to achieve in rural and peripheral areas where there are no large-scale Universities to promote research and development. However the North Atlantic Fisheries College already has international research specialisms in several areas and there are proposals for Shetland College (as part of UHI) to develop research programmes in specialist areas such as knitwear and music. Renewable energy will also present future research and development opportunities.

Public agencies should support the knowledge economy through identifying appropriate opportunities for research that link into Shetland's productive sectors. They can also assist through providing graduate placements and secondment opportunities and through joint ventures with research institutions.

Building community enterprise

Elsewhere in the Highlands and Islands community-based enterprises have developed innovative ways of meeting the different service needs of remote communities. With public service budgets likely to come under increasing pressure in Shetland, the community sector will need to play a greater role in maintaining and delivering local services.

Infrastructure

Housing to support economic growth

It is clear that the availability of housing is a key barrier to increasing in-migration. And there is evidence from elsewhere to suggest that housing provision can help stimulate economic and population growth. While the Council and its partners have made efforts to increase the number of house completions it will be critical that housing continues to support economic development. This will mean providing accessible and affordable housing opportunities in the various growth settlements in conjunction with the devolved jobs and business infrastructure previously discussed.

Improving broadband

In rural areas self-employment is generally more widespread than in urban areas and reliable high-speed broadband is increasingly important to running most types of business. So investing in broadband technology will be important for promoting Shetland as a location for self-employed lifestyle in-migrants and for developing indigenous business start-ups.

Community support

With an increasing need to attract in-migrants and the accompanying increased housing requirements, continued support for integrating the migrant community is essential. The efforts undertaken by the Council, Shetland College and the voluntary sector so far have been commendable. However it will be important that there are adequate resources to provide ESOL classes, language support for schools and translation services for public agencies. Support for community-based

awareness raising and integration are also necessary to help the indigenous population to embrace these new Shetlanders.

Further examples of approaches taken to integrating in-migrants elsewhere are set out in Appendix B.

Appendix A – Research Questions

Factors such as age, gender, locality, qualifications and economic activity were considered at all times as well as ethnicity/disability

What has driven population change since 2001?

- What have been the trends for each locality in Shetland, Shetland as a whole and Scotland?

What are the factors influencing migration?

- What are the characteristics of in-migrants?
- What are the characteristics of out-migrants?
- What are the characteristics of returners?
- What influences their decisions to return, migrate in or out?
- What influences the decisions of those who choose to remain, particularly in fragile areas?

What are the necessary factors for sustainable communities?

- What are cultural, social, economic and infrastructure characteristics of a sustainable community?
- What is the level and type of population required for sustainable communities?
- Which localities are most vulnerable to population change?

How will the makeup of the population in 2030 affect Shetland society, economy and services?

- What are the implications of population trends continuing as is?
- What are the implications of policies that are moderately successful in influencing population change?
- What are the implications of meeting population targets?

What actions can public agencies take to foster population and service sustainability?

- Which vulnerable localities should policy makers particularly focus on?
- What policy and support mechanisms are likely to work to:
  - Reduce the vulnerability of these areas; and
  - Support population growth and retention.

Much attention has been paid in recent years to the development and implementation of policies that can encourage population growth in rural and remoter areas. Some of the conclusions and recommendations are presented below.

Retention of indigenous population

It has been argued that there is a close correlation between population growth and economic development. This can be shown in the Highlands and Islands, where structural developments since the 1960s have helped to reverse economic decline and, as a result, has reversed the long-term trend of out-migration from the area (Nicolson, 2004). Business growth requires labour and thus it is a pull factor for economic in-migration, yet it does not necessarily guarantee population retention. Some authors suggest the traditional pattern of out-migration and declining job opportunities does not hold in Shetland, as there is still net out migration, despite job growth (Blackadder, p. 17). The author suggests there could be a mismatch between available jobs and the employment people want or are trained for (p.18). A common characteristic of rural areas which makes them more susceptible for out-migration is that employment opportunities tend to require low skills levels, pay low wages, and do not offer progression within a career. The Outer Hebrides Migration Study provides evidence of a strong link between limited job and career opportunities and out-migration (p.22-27) and recommends that economic development policy should aim towards exploring the possibility of attracting businesses and activities in sectors that provide a wider range of opportunities for men and women (Hall Aitken and INI, 2007, p.97-98). Additionally, developing an electronic communications infrastructure and Broadband access, which are crucial to e-business, is seen as necessary to improve productivity and market expansion for rural businesses (Nicolson, 2004).

For many parts of rural Scotland, education has been recognised as a key driver of out-migration, affecting the younger age groups in particular (Stockdale, 2004). It might therefore be expected that regional educational institutions would be successful in retaining young people seeking further education. Lews Castle College (Outer Hebrides), for example, sees its future role as developing specialist courses and graduate programmes to attract back postgraduate students to carry out research (Hall Aitken, 2007).

It is evident from studies elsewhere that transport on islands and remoter areas can be an issue for both settled and migrant communities, in terms of availability and cost (Hall Aitken, 2007, p.29, p 60, 64-65, p70; Kociolek, 2007, p.16). Improving road, ferry and air services to make it easier and more affordable to get around the region is argued as essential, if communities in remoter locations are to be sustained (Nicolson, 2004).

There have been different policies and practices developed in response to the issue of rural depopulation across the world. Norway, for example, supports businesses in remote areas with grants and loans in addition to reduced personal and business taxation. In some parts of the country, graduates are offered reductions from student loan repayments for every year they spend working in a remote area (Hall Aitken and INI, 2007, p116). In Ireland, a proactive approach is taken by voluntary organisations such as Rural Resettlement Ireland, where field officers assist families to leave cities and resettle permanently in rural areas. Information on mainly housing, transport and education is provided (www.ruralresettlement.com). Also

Canada has developed a proactive approach to supporting its rural, remote and northern regions. The Canadian Rural Partnership works closely with the Canadian government to support rural communities through building community capacity, supporting rural agricultural communities with rural minority languages and youth-orientated actions (http://www.rural.gc.ca).

Retention of foreign migrant labour

One of the interesting characteristics of the recent Central and East European A8 migration wave consists of its fairly even distribution across the country with no indication of a preference for urban areas (CRC, 2007, p. 16). Rural areas which have been facing population ageing and decline and which are struggling to fill vacancies in some sectors have been beneficiaries of this phenomenon. In the attempt to attract and retain migrant labour, detailed research and project-work has been undertaken.

A survey of migrant workers in the Outer Hebrides revealed that most migrants did not have defined plans about their length of stay, and many left their decisions for the future undefined (Hall Aitken and INI, 2007a, p.40). This may suggest that, depending on their situation (housing, employment, feeling of being welcome etc.), they are open towards the prospect of resettlement.

The most common recommendations regarding action by public agencies are to focus on the following major issues (UHI and INI, 2005, p78-82; Hall Aitken and INI, 2007a, p. 52-58; Kociolek, 2007, p.24-27, Jentsch, 2007, p. 3):

o   Access to information and access to independent advice and support – to families and to individual migrants;

o   Promotion of good relations and community cohesion, for example, through interaction between different ethnic and cultural groups (see also below)

o   Promoting inclusion – for example, through ESOL provision

o   Addressing underemployment – through a strategy of matching skills with employment opportunities.

Given that 'integration' is commonly understood as requiring changes from migrants as well as from host communities, it needs to be noted that the latter also need support when the focus is often on the migrant population and their needs. Community support may include creating opportunities to interact with other cultures, and information about the new community members, including the benefits they can bring. At a policy level, 'integration' may refer to a type of engagement in which stakeholders from different ethnic and cultural groups participate, thereby promoting interaction. This can result in 'mainstreaming' so the development of policies and public provisions is inclusive of different ethnic and cultural groups, thus promoting equality (Jentsch, 2007, p. 3).

Many areas in Scotland have created multi-agency working groups, which aim to develop strategies and specific initiatives around the issue of migrant workers (for example, there are Migrant Worker Forums in Lochaber, Argyll, Dumfries and Galloway and a Highland-wide In-migration Action Group). These groups help to coordinate action by local agencies and provide a platform for information exchange.

The "Supporting Inward Migration" initiative could be given as an example of a multi-agency project within the Highland Council area. The project is aimed at migrant workers and employers who have migrant worker employees. It delivers services within four main areas of support: English classes, advice, family support and fire safety (Supporting Inward Migration [online]).

S.T.E.P, the "Migrant Worker Support Project" in Northern Ireland, operates on the basis of a similar idea. The Migrant Support Centre, that has been established to run the project, delivers its services in a range of languages, covering 9 different areas of expertise, including ESOL (provision, tutor training, quality checking), advice (citizen, employment rights, housing, immigration), interpretation and translation services, community development work and policy work.. The project – initially funded by public money – has been designed to be self-sustaining, with time (Migrant Workers Support Project [online]). This highlights opportunities and constraints of the role of the voluntary sector in promoting the integration of migrants: on the one hand, voluntary organisations are diverse and flexible, and thus well suited to identify and address migrants' needs. However, examples in Ireland have also demonstrated that unless the state co-ordinates such endeavours and facilitates a long-term strategy, an overly complex structure of programmes and initiatives may result. They may only be short-lived and project directed – a situation which obviously should be avoided (Jentsch 2007; Mac Éinri 2007).

Shetland Islands Council

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Shetland
Islands Council

REPORT

To: Services Committee   12 June 2008

From: Head of Schools

HEALTHY EATING IN SCHOOLS

1.   Introduction

1.1   The purpose of this report is to provide Members with information on Schools Service's approaches to healthy eating in schools.

2.   Links to Corporate Priorities

2.1   Schools – Ensure a model for education is developed by 2009 that considers the educational and financial viability for schools and communities and its outputs are then implemented.

2.2   Schools – Consider the development of 'Centres of Excellence' and building on existing high quality facilities.

3.   Background

3.1   From 2002, education authorities, through the Health Promoting Schools Initiative, have been encouraged to promote the wellbeing of all pupils and staff in schools. Wellbeing encompasses many aspects of school life, from the personal and social education programme to the level of physical activity provided and the nutritional content of food and snacks served on the premises.

3.2   In response to this initiative, Schools Service developed its own locally accredited scheme for health promotion for our schools. This work was done in partnership with NHS Shetland. To date, 28 out of our 33 schools have received local accreditation for their approach to health promotion. Our schools regularly hold events to support their health promotion work. A recent feature has been Health Weeks where schools suspend the timetable for a week and provide a range of health related activities. Many of our partner agencies give support to these events. Schools take great pride in this work, and you will see it reflected in our Standards and Quality reports.

3.3 Work towards Health Promotion has been supported by the Hungry for Success initiative. This has transformed school meals in Scotland: their nutritional content and the environment in which they are served. It has also provided free fruit in pre-school and in primary schools. It is this work which has culminated in the Schools (Health Promotion and Nutrition) (Scotland) Act 2007.

3.4 The Act:
- Places health promotion at the heart of schools' activities
- Ensures that food and drink served in schools meets nutritional requirements set out by Scottish Ministers
- Ensures local authorities promote the uptake and benefits of school meals and, in particular, free school meals
- Reduces the stigma associated with free school meals by requiring local authorities to protect the identity of those eligible for free school meals
- Gives local authorities the power to provide pupils with healthy snacks and drinks, either at a cost or free of charge
- Requires local authorities to consider sustainable development guidance when they provide food or drink in schools

3.5 The Nutritional Requirements for Food and Drink in Schools (Scotland) Regulations 2008, currently in draft, take effect in primary schools from August 2008, and in secondary schools from August 2009.

3.6 The guidelines in The Nutritional Requirements for Food and Drink in Schools (Scotland) Regulations 2008 ensure that sweets and fatty foods are no longer a feature of menus in schools:
- Schools must offer at least two portions of fruit and vegetables every lunchtime
- Free drinking water must be accessible to all pupils throughout the school day
- Deep fried food is limited to three items per week, and chips will only be served as part of an overall balanced meal.

3.7 School lunch menus require to be nutritionally balanced across a week with the guidelines stipulating the proportion of each food group to be present. These, and the recommended calorific value of a meal are given for primary and for secondary school meals. The nutritional requirements apply to all food served in schools including tuckshops. Our schools are no longer able to sell confectionary and soft drinks through their tuckshops.

3.8 The aim of the Act is to improve the health of our young people and to help them to develop healthy eating habits for life. It is part of the Scottish Government's food policy.

3.9 Catering staff in schools have received training in the new guidelines and this training will continue to be supported to ensure we comply with

the requirements of the Act. Her Majesty's Inspectorate of Education now inspect school catering as part of their school inspection regime.

3.10 Schools Service in partnership with NHS Shetland have provided information to schools on Healthy Tuckshops, Healthy Lunchboxes and Healthy Snacks.

3.11 The pre-school sector has also received training in food handling and preparation.

4. Future Implications

4.1 Schools Service will be required to monitor the implementation of the new nutritional requirements.

4.2 The principles of healthy eating within the Act will also be supported through the development of the Health and Wellbeing outcomes of Curriculum for Excellence. This element of the new curriculum takes forward the holistic approach to wellbeing which started with the Health Promoting Schools initiative.

5. Financial Implications

5.1 As the Schools Service already meet the guidelines described in paragraph 3.6 from current budgets, there are no financial implications arising from this report.

6. Policy and Delegated Authority

6.1 In accordance with Section 13 of the Council's Scheme of Delegation, the Services Committee has delegated authority to make decisions relating to matters within its remit for which the overall objectives have been approved by Council, in addition to appropriate budget provision.

7. Recommendations

7.1 I recommend that Services Committee note the contents of this report.

May 2008

Ref: HB/AE/SM

Report no: ED-27-F

Shetland
Islands Council

REPORT

To: Services Committee   12 June 2008

From: Head of Schools

LITTLE TIKES – PROGRESS REPORT

1.   Introduction

1.1 The purpose of this report is to update Members on progress towards the provision of purpose-built premises for Little Tikes, Partner Provider of pre-school education for the Tingwall, Nesting and Girlsta area.

1.2 The Standards in Scotland's Schools etc Act 2000 requires local authorities to make provision to ensure that all 3 and 4 year olds have access to at least 475 hours of pre-school education. Where nursery classes are not accessible, Authorities commission places from Partner Providers. In Tingwall, Nesting and Girlsta, pre-school education is provided by Little Tikes Playgroup.

1.3 At Services Committee on 6 March 2008 (Min Ref: 20/08), Members agreed to provide a purpose-built building in Tingwall to satisfy the long-term needs for pre-school education, and to work with Little Tikes to explore all options to secure premises in Tingwall, including applications for grant funding from other bodies.

2.   Links to Corporate Priorities

2.1 In recognition that, "Shetland Schools' population projections anticipate a substantial reduction in pupils, within a relatively short time frame" the Authority will, "develop a modern 'blueprint' for the shape of the education service across Shetland for 10 years time". The pre-school service will form part of this review.

3.   Progress

3.1 Following the decision made at Services Committee, in March work began to prepare a Project Business Case to present to Capital Projects Review Team to secure funds for a feasibility study. A representative of Shetland Pre-School Play and the Chair of Little Tikes Management Committee visited examples of system-built nurseries (Liliput) on the Scottish Mainland to consider their suitability.

3.2 However, at Full Council on 14 May 2008, draft Minute Ref (64/08), Members agreed that they would fund the feasibility study.

3.3 Since then, Gibsons Architects have been engaged to undertake the feasibility study. The results of this study will be reported to Services Committee on 28 August 2008.

3.4 The study will consider the following options:

- A purpose-built facility at Tingwall Primary School
- A purpose-built facility at Tingwall Primary School and a purpose-built facility at Nesting Primary School

Within each option, consideration will be given to traditional build and to system-built (Liliput Nursery range).

3.5 Gibsons have already met twice with the Chair of the Management Committee. Regular meetings will continue throughout the development of the study. Information on the recent consultation carried out by Schools Service in partnership with Little Tikes have also been provided to Gibsons.

3.6 Projected roll information suggest provision will need to be made for the following numbers:

Area	2008/09	2009/10	2010/2011
Tingwall/Girlsta	13	16	25
Nesting	5	8	4

3.7 Consultation will also take place with the head teachers of Tingwall and Nesting Primary Schools, including discussions as to how links can be developed between the provision and the existing school facilities. This will help secure best use of current Schools Service resources, and will also support children's transition into primary.

3.8 The results of the feasibility study will be presented to Services Committee on 28 August 2008, where recommendations will be required as to the placing of the project in the Capital Programme.

4. **Financial Implications**

4.1 There are no direct financial implications arising from this report. Funding provision for the feasibility study is in the Capital Programme.

5.   Policy and Delegated Authority

5.1   In accordance with Section 13 of the Council's Scheme of Delegation, the Services Committee has delegated authority to make decisions relating to matters within its remit for which the overall objectives have been approved by Council, in addition to appropriate budget provision.

6.   Recommendations

6.1   I recommend that Services Committee note the contents of this report.

May 2008

Ref: HB/AE/SM   Report no: ED-28-F

Shetland
Islands Council

REPORT

To: Services Committee 12 June 2008

From: Executive Director of Education and Social Care

Community Learning and Development HMIe Action Plan Progress

1. Introduction and Key Decisions

1.1 This report is to inform Members about the progress made by Community Learning and Development (CLD) to address Points for Action in the report by HM Inspectorate of Education for Lerwick, North Mainland and Whalsay published in October 2007.

2. Links with Council Priorities

2.1 Community Learning and Development contributes to the delivery of the Council's corporate priorities linked to Further and Higher Education and Culture, Recreation and Community Development, in particular delivering 'the actions set out in the Community Learning and Development Strategy and Shetland Adult Literacy and Numeracy Plan'. It contributes to Single Outcome Agreement Indicators *- reducing the number of adults with low levels of literacy and numeracy and increasing the availability and uptake of community learning opportunities, specifically targeting the hard to reach within communities.*

3. Main Points for Action by the Authority

3.1 The Report lists 3 main points for action:

Action Point	Progress
Complete and implement the service re-design exercise	Completed
Introduce systematic monitoring and evaluation of the impact of CLD and use this information to improve operational planning and service delivery.	Substantial progress has been made in implementing joint monitoring which will improve planning & delivery in next cycle
Develop systematic approaches to celebrating learners' achievements	Substantial progress had been made in this area e.g. CLD celebration event, certificates for learners

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4. Other Action points

4.1 Substantial Progress has also been made in the following areas:

- Improving youth information and advice for young people
- Providing training and support for CLD Staff and Volunteers in community groups and enterprises
- Ensuring learning opportunities reflect needs of young women
- Implementing staff appraisal and consistent work plans across CLD
- Promoting positive attitudes to social and cultural diversity

Some progress has been made in the following areas: -

- Introducing challenging issues based activities within youth club programmes
- Improving access to ICT for adult learners in Lerwick
- Increased opportunities for staff to reflect on quality of their work and develop more specialised CPD opportunities for staff
- Improve administrative support for CLD services
- Continuing to develop work around hard to reach groups

5. Staffing Implications

5.1 There are no staffing implications from this report

6. Financial Implications

6.1 There are no financial implications.

7. Policy and Delegated Authority

7.1 Community Learning and Development Services stand referred to the Services committee. In accordance with Section 13 of the Council's Scheme of Delegations, the Services Committee has delegated authority to make decisions on the matters within approved policy and for which there is a budget.

8. Recommendations

8.1 I recommend that members note the report.

Our ref: HAS/sa   Report No: ESCD-43-F

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Shetland
Islands Council

REPORT

To: Services Committee   12 June 2008

From: Head of Schools

PROGRESS REPORT ON BLUEPRINT

1.   Introduction

1.1   This report is to inform members of ongoing work on the Blueprint by the sub-groups of the working group as remitted by Services Committee in January 2008. (Min Ref: SC 09/08)

2.   Link to Council Priorities

2.1   In July 2007, the Services Committee agreed a 4-year plan, as the service element of the Council's Corporate Plan. In relation to the Schools Service, the plan states:-

"Shetland schools population projections anticipate a substantial reduction in pupils within a relatively short time frame. The challenge for the authority is, therefore, to develop a modern "blueprint" for the shape of the Service across Shetland for 10 years time. This model will consider the educational and financial viability levels for schools, their host communities as well as important associated issues such as transport requirements. It will consider links with pre school services and life long, vocational, further and higher education and training. It will consider the development of centres of excellence, focused on particular sectors of the economy across Shetland building on existing high quality facilities.   It is anticipated that significant capital investment will be required to bring some schools and facilities up to a modern standard".

2.2   The Council will ensure a model for education is developed by 2009 that considers the educational and financial viability for schools and communities and its outputs are then implemented.

2.3   The Council will work to create and maintain a culture where individual learners can strive to realise their full potential.

3. Background

3.1 At the Services Committee in November 2007 a report was presented entitled, "Developing a Blueprint for the Education Service". Members considered the report and agreed that:

(a) the key drivers should be to provide the best quality educational opportunities and learning environment for all;

(b) in so doing, the opportunity for savings to bring budgets to a sustainable level should be considered; and

(c) the final blueprint comes back to Services Committee with an action plan to look at all schools, internal management, the necessary investment required, quality of education, new ways of delivering education and the potential for each school within a realistic timescale.

3.2 At the Council meeting in December 2007, the Vice Chair of Services Committee clarified that the revised "blueprint" should come back to Services Committee in January 2008.

3.3 At the Services Committee in January 2008 a report was presented entitled, "Developing a "Blueprint" for the Education Service". The Committee agreed to the establishment of the working group to undertake the 'blueprint' review (Min Ref: SC 09/08).

4 Current Situation

4.1 The Blueprint working group met on the 16 April 2008. At this meeting it was decided to have sub-groups to look at quality education and transitions at three stages: Pre-School/Primary, Secondary/Further and for pupils with Additional Support Needs.

4.2 The Members of the working group chose which group they wished to join. These groups have each met twice. There is a further meeting on Tuesday 17 June 2008. The information which is being brought together for each group is detailed below:

4.3 Pre-School/Primary Transitions
- Legislative context for Pre-School and Primary
- McCrone Agreement
- Number of schools
- Location of schools
- Location of nursery classes and partner providers
- Pupil numbers and projections
- Cost per pupil
- Composite class numbers
- Teacher numbers
- Travel time to Pre-School and Primary
- Principles for small schools
- Extended Pre-School provision and wider child care

- Peripatetic staff

4.4 Secondary/Further Transitions
- Skills for Scotland – single learning system
- Pupil numbers and projected rolls
- Restrictions on curriculum choices
- National and local Advanced Higher statistics and uptake
- Tracking achievement from Standard Grades to Highers
- Tracking achievement from those going on to University
- Timetabling of courses for Highers linked to the principles of a Curriculum for Excellence
- Vocational pathways
- Perception of Shetland College by pupils doing vocational pathways
- Careers Scotland information
- Recruitment and retention of staff
- Residential accommodation for Shetland College
- Education Maintenance Allowance analysis

4.5 Transition for pupils with Additional Support Needs
- Legislation
- Definition of Inclusion
- Cost per pupil
- Number of staff employed for pupils with Additional Support Needs
- Stages of intervention and numbers at each stage
- COPE – discussion on transition
- Moving on team
- Bridges project

4.6 The appendices to this report provides examples of the information which will be discussed at the Blueprint meeting. Appendix A is a comparison of Shetland with other Authorities of similar nature. Appendix B is the Pre-School Centres, current rolls and projected rolls for 2008/09. Appendix C is the Primary Schools and Departments, current rolls and projected rolls for 2008/09.

4.7 The sub-groups will report back to the Blueprint working group on 26 June 2008.

5. **Conclusion**

5.1 The Blueprint Working Group is considering education from pre-school through to further education including pupils with additional support needs. It has started with the quality of education which is delivered to children and young people across Shetland. Information is being drawn together for the next Working Group by the sub-groups in the three areas.

6. Proposals

6.1 It is proposed that the Blueprint Working Group will put forward interim reports to the Services Committee with an interim paper by the end of 2008.

7. Financial Implications

7.1 There are no financial implications from this report.

8. Policy and Delegated Authority

8.1 In accordance with Section 13 of the Council's Scheme of Delegation, the Services Committee has delegated authority to make decisions relating to matters within its remit for which the overall objectives have been approved by Council, in addition to appropriate budget provision.

9. Recommendation

I recommend that Services Committee note the content of this report.

June 2008

Our Ref: HB/sm   Report No: ED-32-F

General Comparisons (2006-07 statistics)

Pupils

	Primary				Secondary		
	Primary Schools/ Departments	Primary Pupils	% primary pupils taught in composite classes	Gross costs per pupil- Primary	Secondary Schools/ Departments	Secondary Pupils	Gross costs per pupil- Secondary
Shetland	32	1,849	49.9	£6,695	9	1,592	£10,484
Clackmananshire	19	3,931	15.9	£4,141	3	3,000	£5,630
Dumfries and Galloway	106	10,666	44.1	£4,697	16	9,615	£6,420
Moray	46	7,038	32.1	£3,979	8	5,964	£5,437
Orkney	21	1,462	32.9	£6,952	6	1,467	£7,671
Scottish Borders	65	8,377	44.9	£4,274	9	7,023	£5,967
Western Isles	38	1,963	80.9	£8,205	11	1,870	£9,595
National	2,167	375,485	26.0	£4,403	377	308,974	£6,120

Staffing

	Primary								Secondary							
	Teaching		Support Staff						Teaching		Support Staff					
	Teachers	Pupil / teacher ratio	ASN Auxiliary	Classroom assistant	Other in-class support	Other non-classroom support	Total support staff	Ratio of pupil / support staff	Teachers	Pupil / teacher ratio	ASN Auxiliary	Classroom assistant	Other in-class support	Other non-classroom support	Total support staff	Ratio of pupil / support staff
Shetland	192	8.9	51	12	28	59	150	12.3	191	8.3	35	5	13	40	93	17.1
Clackmananshire	236	13.4	52	45	10	51	158	24.9	245	12.2	29	18	0	42	89	33.7
Dumfries & Galloway	642	12.7	114	110	54	149	427	25.0	838	11.5	54	33	3	200	290	33.2
Moray	428	16.4	114	132	19	81	346	20.3	506	11.8	85	7	3	120	215	27.7
Orkney	124	11.1	9	17	13	21	60	24.4	137	10.7	2	15	3	27	47	31.2
Scottish Borders	516	16.2	86	43	9	83	221	37.9	603	11.7	60	1	1	92	154	45.6
Western Isles	198	9.4	49	22	9	42	122	16.1	205	9.1	24	11	3	41	79	23.7
National	23,482	13.1	3,370	4,460	1,214	4,204	13,248	28.3	26,307	10.2	1,670	914	342	4,715	7,641	40.4

Pre-School Centres
Enrolment figures June 2008 / Registration figures 2008/09

a   Baltasound Nursery
    01957 711316
    Mon-Fri 0930-1200

b   Mid Yell Nursery
    01595 745050
    Mon-Fri 0915-1145; 1230-1515

c   Urafirth Nursery
    01806 503282
    Mon-Fri 0915-1145

d   Mossbank Nursery
    01806 242393
    Mon-Fri 0915-1145; 1245-1515
    Plus day care facility

e   Lunnasting Playgroup
    01806 577253
    Mon, Tues, Thurs, Fri 0930-1200

f   Skerries Nursery
    01595 697409
    Mon-Fri 0900-1130

g   Brae Nursery
    01806 522370
    Mon-Fri 0900-1130;1230-1500

h   Whalsay Nursery
    01595 743800
    Mon-Fri 0900-1130;1245-1515

i   Aith Nursery
    01595 810206
    Mon-Fri 0910-1140;

j   Happyhansel Nursery
    01595 809217
    Mon-Fri 0900-1130

k   Little Tikes Playgroup
    01595 840700
    Mon-Fri 0945-1215

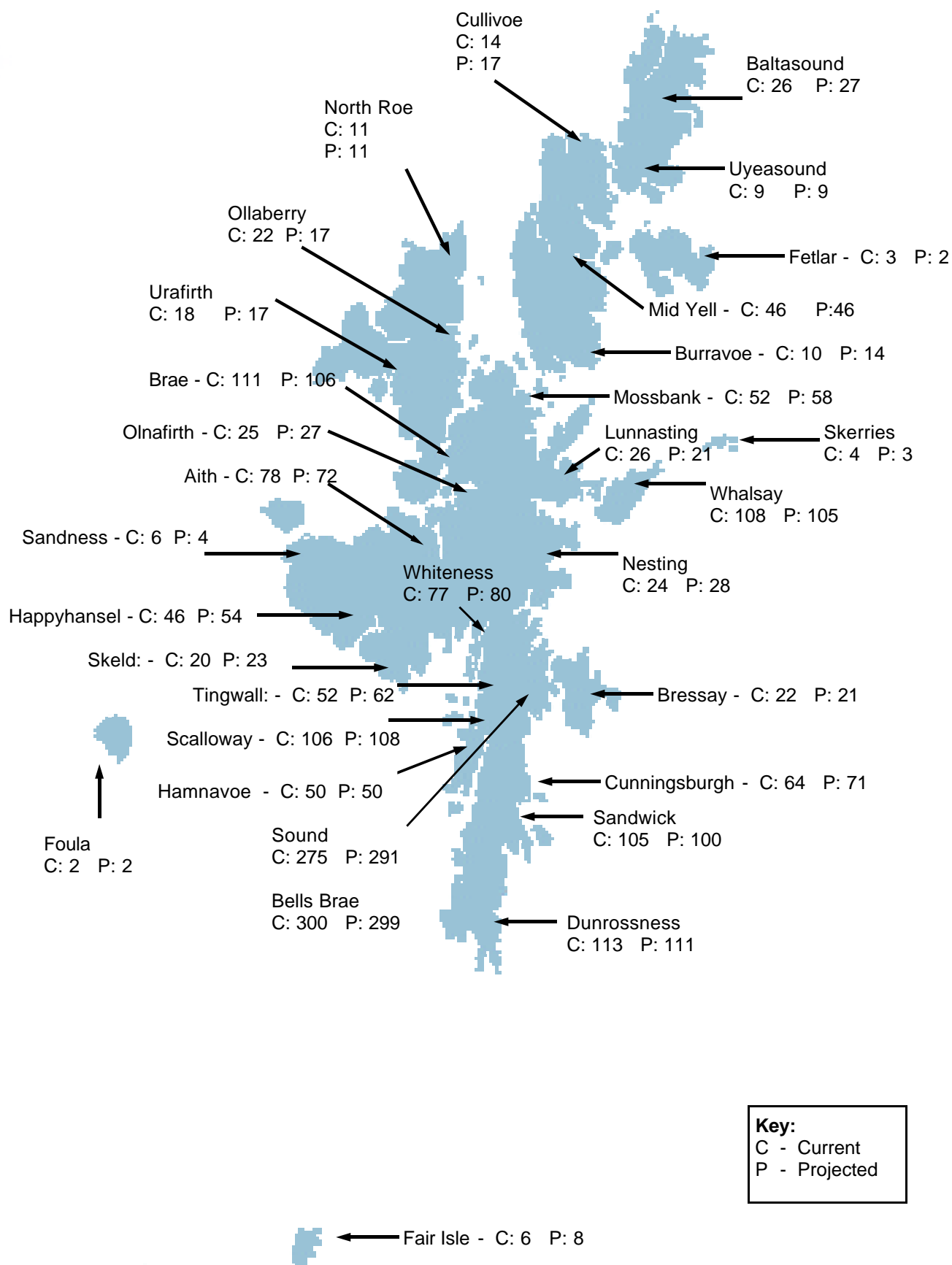l   Whiteness Nursery
    01595 830386
    Mon-Fri 0915-1145, 1230-1500

m   Skeld Nursery
    01595 860227
    Mon-Fri 1245-1515

n   Bressay Nursery
    01595 745268
    Mon-Fri 0930-1200

o   Blydehaven Nursery
    01595 695665
    Mon-Fri 0845-1300; 1315-1715

p   Islesburgh Playgroup
    01595 692114
    Mon-Fri 0845-1300

q   Lerwick Pre-School Group
    01595 695925
    Mon-Fri 0900-1300

r   Sound Nursery
    01595 744982
    Mon-Fri 0915-1145; 1245-1515

s   Bell's Brae Nursery
    01595 743720
    Mon-Fri 0845-1115; 1230-1500
    extended session
    Mon-Fri 0845-1230

t   Scalloway Nursery
    01595 743777
    Mon-Fri 0850-1120; 1230-1500

u   Scalloway Playgroup
    01595 880770
    Mon - Fri 0930-12.00
    Extended Session
    Mon-Fri 1200 -1300

v   Burra Playgroup
    01595 859451
    Mon 1300-1500
    Tues, Wed, Thurs & Fri
    0945-1215

w   Cunningsburgh Nursery
    01950 477248
    Mon-Fri 0915-1145

x   Sandwick Nursery
    01950 431454
    Mon-Fri 0900-1130

y   Dunrossness Nursery
    01950 460488
    Mon-Fri 0915-1145; 1245-1515

z   Fair Isle Nursery
    01595 760254
    Mon - Fri 0900-1130

zz Foula Nursery
    01595 753237
    Days and times to be arranged

b   Mid Yell
    C: 21   P: 20

a   Baltasound
    C:1 2   P: 9

c   Urafirth
    C: 11   P: 3

d   Mossbank - C: 22   P: 11

f   Skerries
    C: 0   P: 1

g   Brae
    C: 39   P: 25

e   Lunnasting - C: 5   P: 7

h   Whalsay -
    C: 14   P: 20

i   Aith - C: 16   P:12

k   Little Tikes - C: 22   P: 16

j   Happyhansel - C: 15   P:11

n   Bressay - C: 4   P: 6

l   Whiteness - C: 27   P: 24

o   Blydehaven - C: 19   P:10
p   Islesburgh - C: 28   P: 22
q   Lerwick Pre-School -
    C: 38   P: 40

m   Skeld - C: 9   P: 4

t & u   Scalloway
        C - 23,23
        P - 21,10

r   Sound - C: 60   P: 45
s   Bell's Brae - C: 53   P: 56

zz Foula
    C: 0   P:1

w   Cunningsburgh -
    C: 26 P: 25

v   Burra
    C:13   P: 18

x   Sandwick - C:18   P:19

y   Dunrossness - C: 29   P: 18

Key:
C: Current roll
P: Projected roll

z   Fair Isle - C: 4   P: 3

Shetland Islands Council: Schools Service

ALL PRIMARY SCHOOLS AND DEPARTMENTS—June 2008

Cullivoe
C: 14
P: 17

Baltasound
C: 26   P: 27

North Roe
C: 11
P: 11

Uyeasound
C: 9   P: 9

Ollaberry
C: 22   P: 17

Fetlar - C: 3   P: 2

Mid Yell - C: 46   P:46

Urafirth
C: 18   P: 17

Burravoe - C: 10   P: 14

Brae - C: 111   P: 106

Mossbank - C: 52   P: 58

Olnafirth - C: 25   P: 27

Lunnasting
C: 26   P: 21

Skerries
C: 4   P: 3

Aith - C: 78 P: 72

Whalsay
C: 108   P: 105

Sandness - C: 6 P: 4

Nesting
C: 24   P: 28

Whiteness
C: 77   P: 80

Happyhansel - C: 46 P: 54

Skeld: - C: 20 P: 23

Tingwall: - C: 52 P: 62

Bressay - C: 22   P: 21

Scalloway - C: 106 P: 108

Hamnavoe - C: 50 P: 50

Cunningsburgh - C: 64   P: 71

Foula
C: 2   P: 2

Sound
C: 275   P: 291

Sandwick
C: 105   P: 100

Bells Brae
C: 300   P: 299

Dunrossness
C: 113   P: 111

Key:
C - Current
P - Projected

Fair Isle - C: 6   P: 8

Shetland
Islands Council

MINUTE

A & B

Shetland College Board of Management
Council Chamber, Town Hall, Lerwick
Wednesday 28 May 2008 at 2.15pm

Present:

A J Hughson	L Angus
L F Baisley	A Black
W H Manson	R C Nickerson
G Robinson	J L B Smith

Apologies:
E L Fullerton

In attendance (Officers):
G Smith, Director, Shetland College
L Sinclair, Lecturer and EIS Representative
S Dewberry, Short Course Manager - Train Shetland
M Simpson, Vocational Training Manager - Train Shetland
A Cogle, Service Manager –Administration

<u>**Chairperson**</u>
Mr A Hughson, Chair of the Board, presided.

<u>**Circular**</u>
The circular calling the meeting was held as read.

<u>**Welcome**</u>
Mr A Hughson began by welcoming Dr Ann Black to her first meeting of the Board as a representative of HIE Shetland.

<u>**Declarations of Interest**</u>
Dr A Black declared an interest in agenda items 4 to 7, on the basis that HIE Shetland provided funding to Train Shetland, and that she would leave the meeting when those items were being discussed.

Mr W H Manson declared an interest in agenda item 1, although he advised that the interest was not significant and he would remain at the meeting and participate in any discussion.

19/08	**Minute**	
	The minute of meeting held on 20 February 2008, having been circulated, was confirmed on the motion of Mrs L Baisley, seconded by Mr A Hughson.	

20/08   **Director's Report**

1.   Music Development

In response to a question from Mr R Nickerson, the Director confirmed that a report on the framework for the provision of music courses by the College would be presented to the next meeting of the Board in June.

2.   Shell STEP Programme

The Vocational Training Manager advised that there should be no more cost to the Council for delivering this programme. Mr Nickerson said he was pleased that the College had been able to take on this Programme, as many previous students had done very well and gone on to achieve National awards.

3.   HMIE Follow Up

Mr A Hughson, as Chairperson and on behalf of the Board, expressed his thanks to all staff at Shetland College for the tremendous amount of work done for the HMIE follow up review, and to those Members of the Board who had been interviewed. He advised that the outcome of the follow up review was expected to be made public at the end of August.

The Director confirmed that he would convey the Board's thanks to the staff. He went on to say that the review was still live and a draft report would be made available to check for accuracy, and the final public report was expected to be made available on 29 August.

4.   2008 Awards Ceremony

The Board noted the annual awards ceremony was also being planned for 29 August, and it was intended that this would include all achievers, not only the HE achievers. The Board agreed that would be preferable, but noted the logistics, due to numbers, would be difficult, but it was hoped it could be achieved in one day.

5.   Investors in People (IIP)

The Board noted that Train Shetland, Short Courses and Vocational Training, had both retained their IIP status following an assessment, and that Shetland College was due to be assessed next week.

6.   General Industry Panel

The Board agreed that the Director would discuss with the Head of Economic Development with regard to holding a meeting of the Panel towards the end of September, to discuss industry needs in terms of training and development.

7.   Art, Design and Textiles

The Board noted that Maggie Marr would be leaving at the end of this College year. The Director advised that this had provided

an opportunity to re-brand the section to Creative Industries, and the College was looking to provide an MA in Art and Regeneration in the future.

The Board asked that their thanks be passed on to Ms Marr for her contribution to the College.

21/08 **Shetland College Fee Schedule 2008/09**
The Board considered a report by the Director (Appendix 1) and approved the recommendations contained therein, on the motion of Mr L Angus, seconded by Mr G Robinson.

Dr A Black asked if there was any opportunity for the College to increase fees in areas where the market could stand such increases. However, the Director advised that a lot of the courses that industry were looking for were short courses which were shared with other organisations and the SIC.

22/08 **Shetland College Student Enrolments May 2008**
The Board noted a report by the Director (Appendix 2) and noted the information contained therein.

In response to a question from Mr L Angus, the Director confirmed that without support from the Council in terms of property costs, etc, the College would have to provide a lot more courses than it currently does.   With regard to SIC staff development and related use of the College, the Director confirmed that whilst larger authorities may have their own training units, it was also an issue for this Council in so far as there was no ready data available in one place to show what training staff had undertaken. The Director said that the College and the Council were exploring with other public organisations as to how such information was being recorded.   The Director confirmed that there was an opportunity now for the Council to organise its training and development more efficiently and effectively, and agreed that there should be a corporate training plan and associated budget, rather than individual departmental budgets.

Ms L Baisley referred to the Investors in People (IIP) Programme, and suggested that such an evaluation should be carried out in each department of the Council which would provide an individual training plan for each employee.   It was noted, however, that such information was obtained through formal review and development meetings with staff, although there was considered to be some reluctance to progress training and development due to the implementation and effect of Single Status.   Mr Robinson agreed that these matters would become much clearer within the next month.

23/08 **Shetland College Operational Plan 2007/08 – Performance Management 9 Month Update**
The Board considered a report by the Director (Appendix 3).

With regard to the reduction in ESOL course funding next year, the Director said it was hoped this would not have too much of an impact although means of alternative funding would have to be sought for future years. During discussion, the Board expressed concern at the reduction in funding at a time when there was an increase in migrant workers and their families, and the Welcome Point project was a successful point of reference for similar people. The Director added that, in Shetland, it was recognised that a good percentage of migrant workers were entering the construction or hospitality industries, and this raised questions as to any impact locally for young people to enter these industries. However, it was also recognised that there was low unemployment in Shetland.

With regard to renewables and decommissioning, the Board noted that this area of industry could provide a whole raft of potential career building opportunities for young people, and the Board agreed that this was an area that could benefit from being looked at further in conjunction with local businesses.

(Dr A Black left the meeting).

24/08   **Train Shetland (Short Courses) – End of Year Performance Management Report 2007-08**
The Board considered a report by the Director (Appendix 4).

After hearing the Short Course Manager summarise the terms of the report, reference was made to the reasons for cancelled courses. Mr Nickerson said that the lack of uptake was disgraceful and asked that the Board be provided with a breakdown of the various figures between those relating to the Council and those for other organisations. Mr L Angus agreed that there was a need for more analysis of the figures, but added that there were some concerns regarding co-ordination of SIC corporate training needs.

The Director agreed that there was some work needed on the SIC corporate training needs and individual analysis, but added that budgeting for training was also an issue. He said that the SIC Corporate Training budget was £80,000, but that there was many times that amount in individual departments.

Mr R Nickerson said that, in terms of performance management reports, he suggested that these should include the percentage of compulsory training being carried out by departments. Mr Manson agreed that as part of performance management, Heads of Service should be asked to provide details of the percentage of training needs identified by employee reviews that were being progressed.

The Board otherwise noted the terms of the report.

25/08	**Train Shetland (Short Courses) Start of Year Performance Management Report**
	The Board noted a report by the Director (Appendix 5).

26/08	**Train Shetland (Vocational Training) – End of Year Performance Management Report 9 Month Update**
	The Board noted a report by the Director (Appendix 6).

The Vocational Training Manager summarised the terms of the report.

The Board noted that customer satisfaction rates would be monitored through customer focus groups, rather than questionnaires, and this would be reported at the end of year update.

27/08	**Train Shetland (Vocational Training) – Service Plan and Start of Year Performance Management Reports 2008-09**
	The Board noted a report by the Director (Appendix 7).

Some discussion took place regarding the availability of courses and SIC staff training. It was agreed that if the Council put a priority on their staff training and also funded them through their own training budgets, this would allow more opportunities for other organisations and individuals to have access to funded courses.

Mr R Nickerson said that the list of courses shown in Appendix B was a useful one that should be provided each year.   He added that it would be useful to keep the MSP involved with the need for increased funding for vocational training.

(Mr W H Manson left the meeting.)

Ms L Baisley asked if European funding would be available. The Director advised that there was funding available, but the application needed to come from employers, not the providers, and agreed that it was something that individual Council departments could look at.

The Board noted that the next meeting would be held on 26 June.

The meeting concluded at 4.20 p.m.

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A J Hughson
CHAIRPERSON

Shetland
Islands Council

REPORT

To: Services Committee   **12 June 2008**

From: Head of Capital Programme and Housing Services

Report No: HS-15-08

Consideration of Best Value – Housing Services

1   Introduction

1.1   In Sept 2007, the Council's Housing Service was inspected by Communities Scotland.

1.2   In March 2008 (Min ref 25/08), Services Committee noted a post inspection plan. Section 1.1 of the action plan was a requirement for the Council to, "Analyse its cost information to allow it to demonstrate value for money and the cost of an effective Housing Service".

1.3   This report seeks to provide the analysis as requested and ask Services Committee to determine if the Housing Service is delivering value for money and so by definition an effective service.

1.4   This report does not seek to deal with the failings of service provision that are a direct result of national housing policy outside the control of Shetland Islands Council (SIC).

2   Link to Council Priorities

2.1   Sustaining rural communities is a key Council priority contained in Section 1 of the Corporate Plan. Finding locally appropriate housing solutions by delivering a sustainable housing service will contribute to strong and vibrant rural communities.

3   Background

3.1   During the recent inspection, Communities Scotland rightly concluded that having the lowest supervision and management costs in Scotland does not necessarily mean a service is delivering the best value.

3.2 Similarly, the question of best value in Housing Services has not been formally considered by Services Committee since a strategic review of the SIC housing stock in 2004 (Min ref 44/04)

3.3 This report aims to build upon the findings of the recent inspection report to assist Services Committee in deciding if the results achieved are proportional to the cost and so by the same consideration determine if best value is being achieved.

3.4 In order to make that comparison a number of key indicators are presented for comparison. These indicators go beyond the usual statutory performance indicators.

3.5 Members will know that the SIC Housing Service is struggling to meet the demands of homelessness legislation and increasing demand for social housing in Shetland. However, many of the factors are a result of national housing policy and so outside of the control of SIC. Therefore, this report asks Members to recognise that overall service provision is under a strain. This is likely no different to all other local authorities in Scotland and is unlikely to be resolved in the short to medium term.

3.6 However, this report seeks to provide analysis and comparison of areas that are under the direct control of SIC and so can be influenced by decisions relating to SIC resources.

3.7 All of the analysis considered below is set against a backdrop of increasing responsibilities to the homeless, changes to homeless legislation, changes to legislation regarding numerous housing related strategies and a diminishing SIC stock year on year as a consequence of Right To Buy (RTB).

4 Indicators offered for consideration

4.1 <u>Supervision & Management Costs</u> - SIC Housing Supervision & management costs at the end of 2001/02 was £739 per house. The estimated Supervision and Management cost for 2007/08 is £211 per house. This represents a 3.5 times decrease in unit costs.

4.2 <u>Inspection results</u> – So far Communities Scotland have inspected, graded and announced the results of 13 local authorities where housing management, asset management and homelessness have been inspected:

4.2.1 Of these 13, only 4 achieved a better result than SIC. 2 others achieved the same grading. 6 others achieved a worse grading. This places SIC in the middle so far, based on these high level results alone.

4.2.2   Of these 13 local authorities SIC has the lowest supervision and management costs at £211 per house (Scottish Government HRA estimates) for 2007/08. The local authority with the best grading so far was West Lothian. Their supervision and management costs for the same period was £806 per house which is 3.8 times the cost in Shetland.

4.2.3   All of those with a worse grade have a higher supervision and management cost than SIC. The nearest direct comparison is Orkney Islands Council with a cost of £803 per house (Scottish Government HRA estimate) for 2007/08, which is 3.8 times the cost in Shetland.

4.2.4   The highest cost with a grading worse than SIC was Perth & Kinross where costs are £1014 per house (Scottish Government HRA estimate) for 2007/08 (4.8 times higher than SIC).

4.2.5   Thus, it might be argued that SIC is achieving average grades at a cost that is a fraction of most other local authorities in Scotland.

4.3   <u>Rents</u> – In 2001, SIC had the second highest average rents in Scotland. A series of efficiency measures were introduced to mitigate the impact of housing debt on tenant's rents:

4.3.1   Since that time as a direct result of efficiencies, SIC has been able to deliver inflation only rent increases each year since 2001. As far as we are aware no other local authority has done this.

4.3.2   Since 2001, SIC have been slipping down the average rent tables and are now 3rd. However, it should be noted that in the same period Glasgow and Inverclyde transferred their housing stock. Both of those authorities had higher rent than SIC. Therefore, if Glasgow and Inverclyde had retained their housing stock as a direct comparison with 2001, SIC would have been 5th.

4.3.3   Since 2001, the gap between rents in other local authorities and SIC has been getting smaller. Thus, if we can retain control on rents the likelihood is that SIC will slip further down the rent tables in the short to medium term.

4.3.4   In 2008/09, the highest rent increase was 6.7% in Edinburgh, now an average of £61.95 per week compared with SIC at £55.51. The increase in Shetland was 2% and the average across Scotland 3%. Therefore, rental increases in Shetland are below average.

4.3.5   The rent in West Lothian (see 4.2.2 above) is £52.33 per week compared with £54.93 in Shetland where unit costs for supervision and management are one quarter of those in

West Lothian. At the same time West Lothian had to increase rents by 6% in 2008/09 compared with the 2% rise in Shetland.

4.4 <u>Ratio of Staff to Stock</u> – It is sometimes said that SIC carries too many staff compared with other Councils. It is hoped that the unit costs discussed in 4.1 & 4.2 show that this is not necessarily the case. However, as a check the ratio was compared with other local authorities and Registered Social Landlords (RSLs). These figures are not readily available for all Council's and so a selection of larger and smaller authorities was obtained for comparison.

4.4.1 Not all councils or RSLs directly employ housing support workers or DLOs and so these staff are excluded from the tables below. However, using all other staff in administration, housing management and technical some ratio's are shown for comparison in the table below.

Housing Organisation	Stock to Staff Ratio (houses per member of staff)
Average for the RSL sector (Scotland)	39
SIC	71.5
Highlands Council	85.6
Orkney Islands Council	48.3
Western isles (RSL)	Unable to gather, as stock now transferred to Housing Association.

4.4.2 It can be seen that compared to the RSL average and our nearest neighbouring authority the ratio of staff to stock is favourable in Shetland. It should also be noted that for local authorities this includes provision of homeless services.

4.4.3 On the other hand, the ratio in Orkney might be expected to be lower as they have less stock than Shetland and so there would be an economy of scale. The same is true comparing Shetland with Highlands Council as Highland have a much larger stock than Shetland. However, considering the Highlands Council stock is many times larger than Shetland, I would respectfully suggest that the ratio is comparable and so favourable.

4.4.4 Taking into account all of these figures and in particular the RSL average, it is respectfully suggested that SIC has less staff than might be expected for a stock of its size.

4.5 <u>Quality Management Systems</u> – The Housing Service was operating a Quality Management System (QMS) since 2001. However, this was formally accredited in 2005 against the criteria of ISO 9001: 2000. This is an internationally recognised quality accreditation

verified and tested by an outside agency. Thus it provides external verification that quality standards are reached and maintained.

4.5.1 This has been renewed by inspection in every year since 2005, using a system of internal and external audit.

4.5.2 This includes the use of tenant representatives, trained by SIC to participate in this process.

4.5.3 Other parts of SIC have achieved ISO 9000 accreditation. However, as far as we are aware, SIC is the only local authority in Scotland to achieve ISO status across all of its Housing Services.

4.6 <u>Rental loss due to empty properties</u> – The table below sets out the level of rent lost due to empty properties in recent years:

Financial Year	Rental loss £
2002/03	358,711.00
2003/04	312,884.93
2004/05	283,307.05
2005/06	212,445.80
2006/07	172,795.73
2007/08 (estimate)	158,182.53

4.7 <u>Housing Repair and Renewal Account (Hsg R&R)</u> – the Housing R&R fund was established to assist with the balancing of the Housing Revenue Account (HRA) in the face of the housing debt.

4.7.1 In 2001/02 reserves within the housing R & R fund stood at £8.25m.

4.7.2 On the 1st April 2007 reserves within the housing R & R fund stood at £12.39m.

4.7.3 This was in part due to the reduced draw on reserves as a direct result of fiscal constraint.

4.8 <u>Housing Debt</u> – SIC has the largest pro rata housing debt in Scotland. As stated in 4.3 above the Housing Service has worked to reduce its operating costs to try and ensure that this debt burden has the minimum impact on tenants through their rents. During this same period the Housing Service has been striving to reduce the level of debt:

4.8.1 In 2001/02 the Housing debt stood at £56m.

4.8.2 In 2007/08 the housing debt is estimated at £47m.

4.9 <u>Customer satisfaction</u> – Delivering emotive services like housing during a period of short supply it becomes inevitable that many will be dissatisfied with the level of service the Council can provide. This is reflected in the many cases highlighted in the press and through

the complaint procedure where many applicants have to endure a far longer wait than we would like to receive a suitable allocation. There is a perception in some areas that we have houses available and somehow we seek to withhold such properties from individuals who genuinely feel they have a right to allocations. This viewpoint often does not take into account the wider legislative requirements placed upon the Council and so included in SIC policy:

4.9.1   As a result there have been many complaints and investigations carried out as a result of applicants claiming unfair or improper delivery of services. Many consider the practical consequences of such legislation as unfair or unjust and project this feeling onto the housing service and its staff. However, this is a separate issue and not a genuine measure of performance of the housing service.

4.9.2   The Communities Scotland inspection team reviewed all of these cases. Other complaints have been investigated independently of the Council by outside agencies and individuals including the Ombudsman. It remains the case that many complainants and critics only see a part of the picture. All of these enquiries have not identified one single case where allocations have not been made fairly / properly as dictated by housing legislation.

4.9.3   In any event as part of our annual review of services we have carried out surveys to measure the level of satisfaction amongst existing tenants. In 2005 the satisfaction level was 69% as satisfied or very satisfied. In 2006 the satisfaction level was 80% as satisfied or very satisfied.

4.9.4   All of this does not in any way suggest that the Housing Service is free from complaint. On the contrary we do receive complaints and some of these are upheld where we fail to deliver services of the required standard. The Housing Service does have a formal complaints procedure as part of its quality management system. This supplements the formal SIC complaints procedure. Communities Scotland found that, "*it (SIC) is responsive to service user's complaints*";

4.9.5   Communities Scotland also found that, "*Tenants and tenants' groups we spoke to were also positive about the areas they lived in and about the Council services they received……tenants were positive about the participation process, the quality of the housing management services tenant's received and the Council's willingness to listen and respond to their views, in particular on local issues*":

4.10   <u>Staff numbers</u> – As part of the strategy to reduce overall cost and raise levels of efficiency the Housing Service has systematically sought to reduce staff numbers wherever practicable to so. This has required a tremendous effort on the part of all staff as they change duties, take on additional duties and generally work with the housing

management team to remain flexible during times of prolonged change. I would ask Members to recognise that this would prove impossible without the ongoing commitment of staff to the delivery of low cost high quality services.

4.10.1 As at 31 December 2001 the Housing Service had 133 members of staff.

4.10.2 As at 31 December 2007, there were 114 members of staff within the Housing Service. This represents a 14% reduction in staff during that period.

4.10.3 I would respectfully ask Members to note that this demonstrates that efficiencies can be made and services be improved at the same time. However, this inevitably produces a "concertina" effect as work practices change to meet the new circumstances. This can lead to incidents of complaint and human error.

4.11 Demand for Services – As stated in 1.4 & 3.6, the current performance of the Housing Service is set in a context of greater statutory demand for homeless services, increasing demand for general provision and a reducing stock through RTB.

4.12 Areas for improvement - The service planning, Audit & Scrutiny, and statutory inspection process have all identified areas where the service needs to improve its performance. These have all been presented to Council at some time or another and so it is not intended to repeat all of those action plans in this report. However, I would ask Members to take these requirements into account when considering the future direction of Housing Services.

4.13 However, by way of well publicised example, there is recently one key area where SIC Audit & Scrutiny identified the Housing Service were not performing well. This related to relet times for empty properties. As a result the Housing Service made some procedural changes to improve performance.

4.13.1 In 2006/07 the average relet time for all lets was 125 days.

4.13.2 In 2007/08 the average relet time for all lets was 84 days.

5 Financial Implications

5.1 There are no direct financial implications from this report

6 Policy & Delegated Authority

6.1 The Services Committee has delegated authority to make decisions on matters within its remit for which the overall objectives have been approved by the Council, in addition to appropriate budget provision,

in accordance with Section 13 of the Council's Scheme of Delegation.

7   Conclusions

4.14   7.1   In the context of best value, the high level indicators set out in section 4.0 of this report, give a review of performance of the housing service for members to consider. Taking into account the steady continual performance, I would respectfully suggest that the Housing Service continues to do more with less, at a lower cost than any other local authority in Scotland. With this in mind I would ask Members to take this into account when determining if SIC is getting value for money from its Housing Service.

8   Recommendations

8.1.1   I recommend that Services Committee note the content of this report.

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