Shetland Islands Council

Special Education and Families Committee   **1 July 2014**

Application for Financial Assistance – Open Peer Education Project	
CS-13-14-F	
Report Presented by: Director – Children's Services	Children's Services

1.0   Summary

1.1   The purpose of this report is to consider a request for grant assistance from Voluntary Action Shetland for its Open Peer Education Project.

2.0   Decision Required

2.1   That Education and Families Committee RESOLVES:

2.1.1   To award a grant of up to £12,000 to Voluntary Action Shetland to assist with the costs of delivering its Peer Education service during financial year 2014/15;

2.1.2   To award a one-off grant of up to £12,000 to Voluntary Action Shetland, which will comply with the principles of the 'Following the Public Pound Code' and be subject to the standard Council grant conditions for voluntary organisations and any additional conditions that may be required.

3.0   Detail

3.1   The Open Peer Education Project originally started in April 2011 working under the umbrella of the former Shetland Youth Information Service (SYIS). In its first year of operation the Open Peer Education Project was funded by grants from Cashback for Communities and The Robertson Trust.

3.2   The Cashback for Communities funding was for one year only. During financial year 2012/13, the Open Peer Education Project was funded by Shetland Charitable Trust and The Robertson Trust.

3.3   In March 2013, Shetland Charitable Trust turned down an application for funding from Shetland Youth Information Service for financial year 2013/14. Shortly after this decision Shetland Youth Information Service closed.   This decision also impacted on the Open Peer Education Project and the project temporarily came to a standstill.

3.4 In April 2013, Voluntary Action Shetland was approached by the Open Peer Education Project staff for help to continue the service. The Open Peer Education Project was considered a valuable project by service users and local user agencies. Voluntary Action Shetland agreed to assist and entered into dialogue about continued funding from The Robertson Trust and Shetland Charitable Trust.

3.5 In May 2013, Voluntary Action Shetland was awarded a one off grant of up to £12,000 from Shetland Charitable Trust. This funding enabled Voluntary Action Shetland to secure match funding of £12,000 from The Robertson Trust that was confirmed in July 2013. It also provided Voluntary Action Shetland with time to pursue alternative sources of funding for financial year 2014/15 and beyond.

3.6 In April 2014, Voluntary Action Shetland contacted Council officers to request funding of £12,000 for the Open Peer Education Project to meet an identified shortfall. Voluntary Action Shetland advised it has been unable to secure any alternative sources of funding for the Open Peer Education Project service.

3.7 Voluntary Action Shetland was advised that the Council does not have available budget to fund this activity. However Voluntary Action Shetland reported that its Shetland Befriending Scheme has surplus funds in its Additional Support Needs Service that is funded by the Council, which would be sufficient to fund the shortfall required by the Open Peer Education Project in 2014/15. This surplus has been repaid and it is proposed to use this money as the source to fund the request from Voluntary Action Shetland.

3.8 A grant application form has been received from Voluntary Action Shetland. Voluntary Action Shetland has also submitted a funding bid to the Cashback for Communities programme. Voluntary Action Shetland has been advised by The Robertson Trust that they require local match funding in order to secure its grant award in 2014/15.

3.9 In 2014/15 the projected cost of the service is £31,224. Voluntary Action Shetland is proposing to fund this as follows:

The Robertson Trust   -   £12,000 (approved subject to local match)
Cashback for Communities -   £7,500 (applied for)
Shetland Islands Council   -   £11,724 (applied for)

3.10 Members should note that the Open Peer Education Project recruits and trains young adults aged between 16-25 years to become Peer Educators. Once fully trained, the Peer Educators deliver workshops to young people aged 12-25 years on a range of subjects including drug and alcohol awareness, sexual health, mental health and other sensitive issues. Workshops generally take place in secondary schools, Bridges, Club XL, college and youth clubs.

3.11 In 2014/15, the Open Peer Education Project proposes to recruit at least 10 young adults and will train them to become Peer Educators. It is expected that the service will deliver 20 awareness raising workshops reaching an audience of approximately 200 young people. Workshops will be delivered in all secondary schools.

4.0   Implications

<u>Strategic</u>

4.1   <u>Delivery on Corporate Priorities</u> – This report contributes to Shetland's Single Outcome Agreement under "Shetland is the best place for children and young people to grow up" and also helps to deliver Shetland's Youth Strategy.   Specifically the report contributes towards empowerment, ensuring young people are provided with the tools necessary to become confident individuals for the future.

4.2   <u>Community /Stakeholder Issues</u> – The Open Peer Education Project works closely with the Council's Youth Services and other agencies to ensure that children and young people are informed about issues that may affect them.

4.3   <u>Policy and/or Delegated Authority</u> – In accordance with Section 2.3.1 of the Council's Scheme of Administration and Delegations, the Education and Families Committee has responsibility and delegated authority for decision making on matters within its functional areas, which includes young people and community learning and development, and where funding is contained within the overall approved revenue and capital budgets.

4.4   <u>Risk Management</u> – There is a risk if the Open Peer Education Project is not supported it will close. If this were to happen there is also a risk that the Council's relationship with Voluntary Action Shetland and the Open Peer Education Project service users could be negatively affected.

4.5   <u>Equalities, Health and Human Rights</u> – None.

4.6   <u>Environmental</u> – None.

<u>Resources</u>

4.7   <u>Financial</u> – It is proposed that the Children's Services budget (GRG6005 2402) for financial year 2014/15 be the source of funding for this request from Voluntary Action Shetland.

It is further proposed that the funding from the Council be a "one off" grant. Therefore Voluntary Action Shetland will be required to seek funding from alternative sources in financial year 2015/16 and beyond.

4.8   <u>Legal</u> – A grant award to Voluntary Action Shetland will require a formal agreement setting out the Council's standard grant conditions for voluntary organisations and any additional conditions that may be required. Children's Services will obtain the necessary legal advice on the content of the formal agreement.

4.9   <u>Human Resources</u> – None.

4.10   <u>Assets and Property</u> – None.

5.0   Conclusions

5.1   The Open Peer Education Project has been in existence for over two years and is delivering positive outcomes for young people in Shetland.

5.2   The award of funding from Shetland Islands Council will enable the service to continue for another year.   However in the current financial climate it is proposed that the Council support this project for one year only.   Voluntary Action Shetland will be required to source alternative funding in financial year 2015/16 and beyond, or prepare an exit strategy for the service.

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Report finalised – 20 June 2014

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Appendix
None

Background Documents
None

Shetland Islands Council

Special Education and Families Committee   1 July 2014

Children's Services Directorate – Savings made to date and further savings required under the Medium Term Financial Plan
F-032-F3

Report Presented by: Executive Manager – Finance	**Corporate Services**

1.0   Summary

1.1   This report fulfils the request for information from Education and Families Committee setting out the progress that the Children's Service Directorate has made with savings to date, and details of the progress towards delivering the savings that have been agreed as part of the Medium Term Financial Plan (MTFP).

1.2   The purpose of this report is to provide Members with information on the progress made by Children's Services in achieving the MTFP, but also to put into context how much savings are still required in future years.

1.3   This report highlights that the Children's Services Directorate has a budget gap in 2015-16 and 2016-17, and an indicative gap in 2017-18, 2018-19 and 2019-20 if the updated MTFP is agreed by Council, whereby savings proposals identified to date will not be sufficient to meet the agreed budget reductions included in the MTFP.

1.4   If the Council decides not to implement the measures included within the schools reconfiguration project in respect of secondary schools, the budget gap in 2015-16 and 2016-17 will grow further as these are assumed savings in this report.

2.0   Decision Required

The Education and Families Committee is RECOMMENDED to:

2.1   Note the content of the report.

3.0 Detail

3.1 The Council embarked on a journey of moving towards financial sustainability following the visit of the Accounts Commission in June 2010. Therefore, this report focuses on the savings that have been made by Children's Services in the annual budgets following the Public Hearing.

3.2 The table below sets out the savings that have been achieved to date:

Financial Year	Savings Delivered (net of cost pressures) £000
2011-12	(891)
2012-13	274
2013-14	3,595
2014-15	778
TOTAL	**3,756**

3.3 The table below sets out the savings requirements in future years (as included in the draft MTFP 2014-2019):

Financial Year	Savings Requirement £000s	Savings Identified £000s	Remaining budget gap £000s
2015-16	715	460	255
2016-17	1,720	201	1,774
2017-18*	761	670 - 1828	1,865 - 707
2018-19*	746	0	2,611– 1,453
2019-20*	731	0	3,342 – 2,184
TOTAL	**4,673**	**1,331 – 2,489**	**3,342 – 2,184**

* these figures are included for indicative purposes and are predicated on Members agreeing the proposed Medium Term Financial Plan 2014-19

3.4 The table shows that even accounting for the maximum savings that would be generated from the implementation of the schools reconfiguration project in respect of secondary schools. (i.e. the closure of all Junior High Schools), there is still a shortfall in savings over the forthcoming 5 financial years of £2.184m.

3.5 The 2015-16 savings in the table are made up the implementation of the clerical staffing review (£270k) and the proposed closure of the North Roe and Urafirth Primary Schools (£190k).

3.6 The 2016-17 savings in the table come from the proposed closure of Burravoe Primary School (£78K) and Sandness Primary School (£123k)

3.7 The savings in 2017-18 are from the implementation of the Schools Reconfiguration Project in respect of secondary schools. They range from £670k, which would be achieved by converting all Junior High Schools to S1 to S3 provision, to £1,828k which would be generated by closing all Junior High Schools. Any other combination would deliver savings within this range.

4.0 Implications

4.1 Delivery On Corporate Priorities
This report links to the Corporate Plans objective to be a properly led and well managed Council, dealing with the challenges of the present and the future and doing that within our means.

4.2 Community /Stakeholder Issues
None directly arising from this noting report.

4.3 Policy And/Or Delegated Authority
None.

4.4 Risk Management
Children's Services is the biggest spending directorate by a significant margin. This means that if the Council wishes to meet its Medium Term Financial Plan and be sustainable, it will require an element of savings to come from that directorate.

4.5 Equalities, Health And Human Rights – None arising directly from this report.

4.6 Environmental – None arising directly from this report.

4.7 Legal – None arising directly from this report.

4.8 Human Resources – None directly arising as a result of this report.

4.9 Assets And Property – None

5.0 Conclusions

5.1 Children's Services has made good progress in meeting its savings requirements to date. However, there is a currently a budget gap in future years, whereby sufficient savings have yet to be identified to meet the budget gap.

Shetland Islands Council

Special Education and Families Committee　　　　　　　　**1 July 2014**

Secondary Education Cost per Pupil in Shetland	
F-031-F	
Report Presented by: Chief Executive & Executive Manager – Finance	**Corporate Services**

1.0　Summary

1.1　The Education and Families Committee requested that finance services establish why Shetland's Secondary Cost per Pupil (SCPP) figures published by the Scottish Government is higher than the other island authorities. The cost comparison paper at Appendix 1 provides that information.

1.2　The Local Government Scotland Act 2003 places a statutory duty of Best Value upon local authorities. It is intended to drive improved performance and accountability. In doing so councils are to have regard to economy, efficiency and effectiveness. This report has been prepared in accordance with the principles of Best Value.

1.3　The cost comparison paper at Appendix 1 delivers the ambition of the Scottish Government and COSLA benchmarking project, for councils to use comparative data to improve upon economy efficiency and effectiveness. It represents a substantial amount of valuable work and is a necessary first step in the Best Value process.

1.4　At Appendix 2 is a report produced by the Accounts Commission named "*School Education*" which provides useful comparative information. Members are also referred to the Improvement Service *National Benchmarking Overview Report 2014* which will already be familiar.

1.5　The analysis undertaken by finance services has focussed solely on financial and efficiency aspects as an aid to the council considering if Secondary Education in Shetland represents Best Value. There are of course other aspects such as educational impact; which would need to be taken into account before any decisions to change services and structures could be made. The section in Appendix 1 entitled

"Achievements since 2013" makes broad reference to some educational impacts.

1.6   The cost comparison paper indicates that Shetland operated the most costly delivery model for Secondary Education in Scotland during the 2012-13 financial year. A comparison of cost to geography, demography and outputs highlights issues which might benefit from further study and consideration.

1.7   The impact of the current and forthcoming changes to the Broad General Education and the Senior Phase, that will come about as a result of Curriculum for Excellence, have not been considered. They would need to be considered in respect of any areas taken forward for further consideration.

1.8   The figures provided in the SCPP are on the basis of a comparison between local authorities at a macro level. One of the distinctive aspects of the comparison exercise at Appendix 1 has been to make explicit the variation by individual school. Therefore, it might still be considered useful to do further work to compare progress since 2012-13 in respect of some individual schools.

2.0   Decision Required

The Education and Families Committee is RECOMMENDED to:

2.1   Note the content of Appendix 1 – Annual Cost of Secondary Education per Pupil in Shetland;

2.2   Instruct the Chief Executive, or his nominee, to investigate areas of potential efficiencies and bring forward reports on how these might be achieved.

3.0   Detail

3.0   A detailed paper explicating the SCPP in Shetland and comparing it with comparator islands councils is attached at Appendix 1.

3.1   The focus of the work has been to compare secondary education costs with Orkney and Eilean Siar, as they are the other islands authorities. According the Local Finance Return (LFR), the cost per pupil in Shetland for delivering secondary education was 30% (adjusted) higher in 2012-13 than both those comparator authorities.

3.2   All comparative data presented is based on existing practices in the other islands authorities during 2012-13. Therefore, the cost models should be considered potentially realistic for Shetland. However it needs to be borne in mind that this is a financial comparison. In respect of any areas taken forward for further investigation all factors will have to be taken into account, none more so than educational.

3.3 A broadly similar range and scale of areas for potential savings, to those highlighted in the cost comparison paper, was put forward in outline as the first two (of six) stages of the first option in the informal consultation on "A Strategy for Secondary Education in Shetland" in 2013. In light of the consultation feedback it was decided not to pursue this option at the meeting of the Education and Families Committee and Shetland Islands Council on 13 November 2013.

3.4 Cost reductions have taken place since 2012-13 in the areas of clerical, cleaning and catering are they are currently the subject of reviews aimed at delivering further efficiency savings.

3.5 As the cost comparison paper sets out, various cost reductions have been made and have been developed since 2012-13. These are detailed in Appendix 1 at the section entitled "Achievements since 2013" on a macro level, based on the global position across all secondary schools, but do not go into detail on a school by school basis.

3.6 To investigate further areas of potential efficiencies, developing proposals and bringing forward reports constitutes a substantial body of work. It will require input from many people especially education staff and will have significant resource implications. The workload and improvement programme consequences will require careful management.

4.0 Implications

4.1 Delivery On Corporate Priorities
This report links to the Corporate Plan objective to be a properly led and well managed Council, dealing with the challenges of the present and the future and doing that within our means.

4.2 Community /Stakeholder Issues
In accordance with instructions the intention of the cost comparison paper has been to present a perspective on why the SCPP is higher in Shetland. In respect of any areas taken forward there will need to be full engagement with educational, community and other stakeholders to bring their perspectives into the process.

4.3 Policy And/Or Delegated Authority
None.

4.4 Risk Management
There are a number of areas highlighted in the cost comparison paper. There has been no quantification of the potential impact on the quality of outcomes that might arise as a result of any changes that might be made in these areas. Therefore, no assumptions can be made as to the feasibility or desirability of making any such changes at this stage in the Best Value process.

The current cost models in Shetland are not happenstance. They are the result of past policy decisions. Those policy decisions have not been examined as they are outwith the scope of this report. Relevant decisions and the reasoning behind them would have to be explored in

relation to any areas taken forward for investigation. Those reasons and the decisions made may still be relevant and valid. Therefore, again, it cannot be assumed at this stage in the Best Value process that changes and savings will be made.

The report focuses on the cost comparison in 2012-13. However the future financial picture must also be considered and the funding reductions that it is known are likely in future years. A separate report to committee will set the wider temporal context in which this report may be considered. A report on a revised strategy for secondary education is also being presented to committee on the same agenda.

Whilst there are no Human Resource consequences arising directly from this report, there are significant potential implications on the workforce affected by any areas taken forward for further investigation. Human Resource issues generally and particularly risks to employee relations will require careful management.

Retaining the existing level of property means efficiencies will have to come from staff and operating budgets. There is therefore, a risk that outcomes might suffer as it is teaching costs that deliver educational outcomes, whereas there is no evidence that property costs contribute to outcomes.

4.5   Equalities, Health And Human Rights – None arising directly from this report.

4.6   Environmental – None arising directly from this report.

4.7   Legal – The information contained within this Report and Appendix 1 must be fully examined as part of any statutory consultation carried out under the Schools (Consultation) (Scotland) Act 2010 for a closure proposal affecting secondary education.

4.8   Human Resources – Whilst there are no human resource implications arising directly from this report, there may be significant implications for the workforce as potential areas of efficiency are brought forward.

4.9   Assets And Property – See main text of report and Appendix1.

5.0   Conclusions

5.1   Shetland Islands Council is committed to the principles of Best Value and pursuing economy, efficiency and effectiveness in service delivery.

5.2   The cost comparison paper indicates that Shetland operated the most costly delivery model for Secondary Education in Scotland during 2012-13 which is also significantly more expensive than the other island authorities. A comparison of cost to geography, demography and outputs highlights issues which might benefit from further study and consideration.

5.3   As a result it is recommended that the Chief Executive, or his nominee, be instructed to investigate areas of further potential efficiencies and bring forward reports on how these might be achieved.

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List of Appendices
Appendix 1 – Annual Cost of Secondary Education per Pupil in Shetland – A comparison with Scotland's other Islands Authorities
Appendix 2 – Accounts Commission Report – School Education

Shetland Islands Council

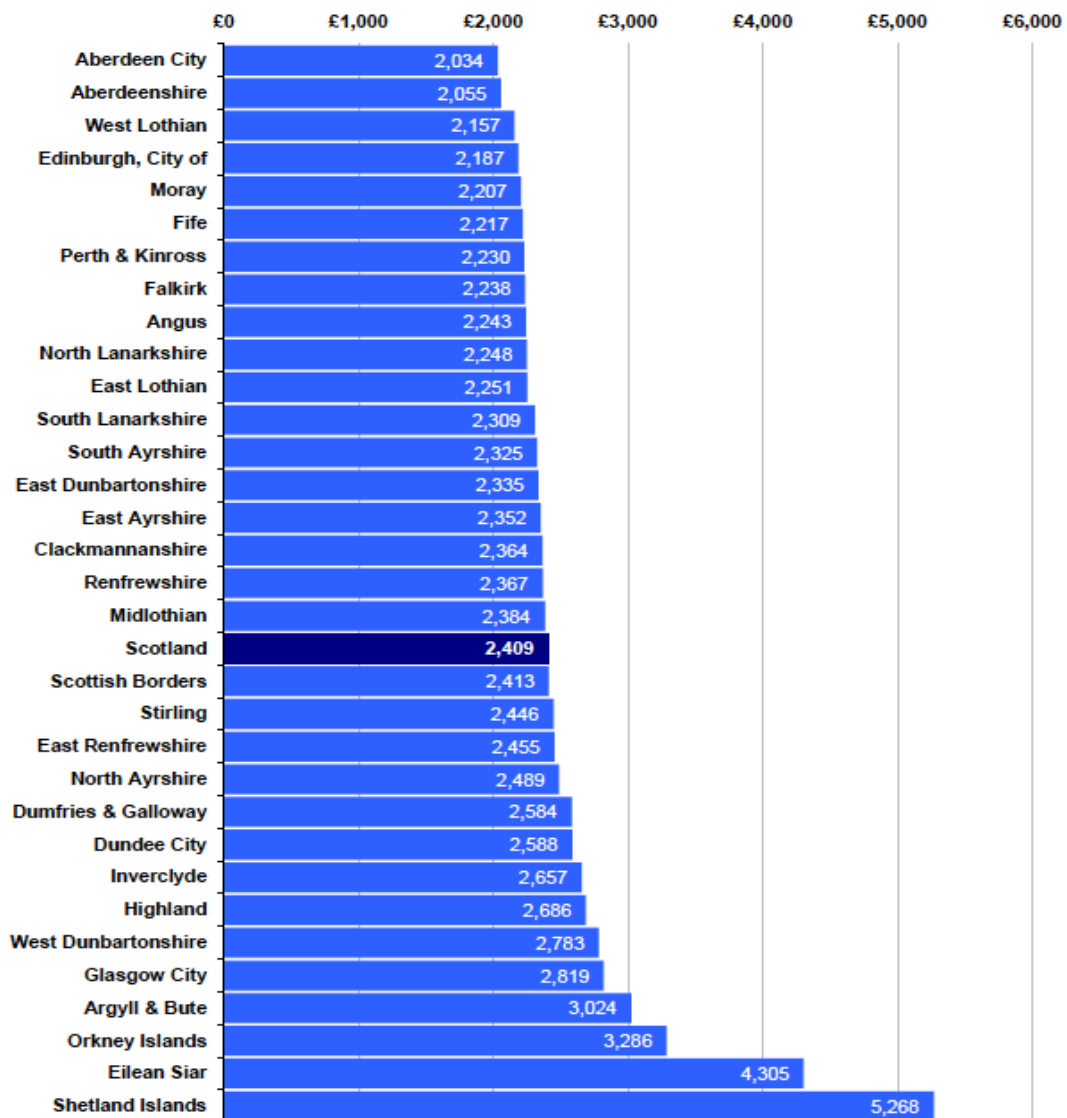## Annual Cost of Secondary Education per Pupil in Shetland

A comparison with Scotland's other Islands Authorities

Contents

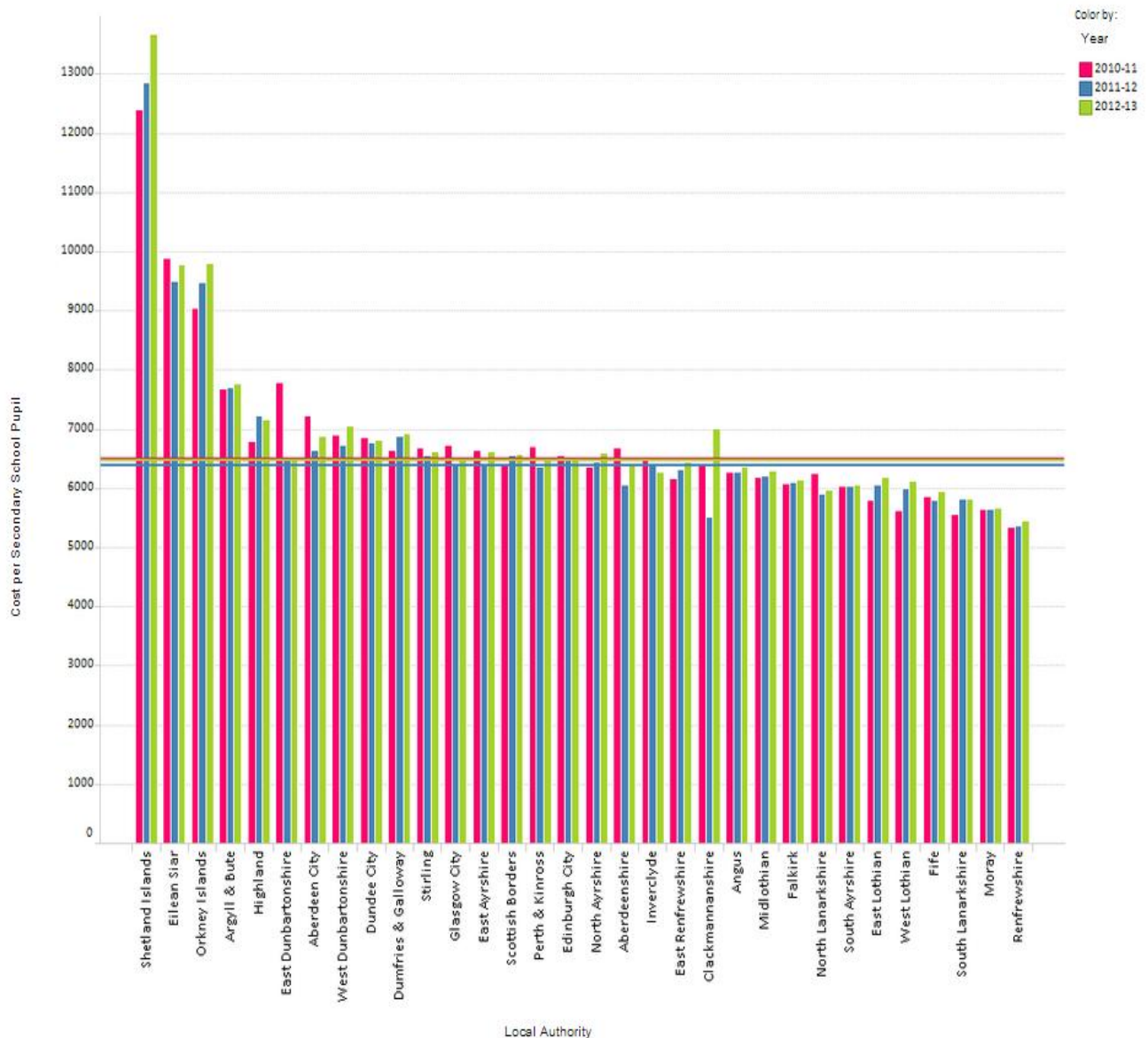Secondary Cost per Pupil in Shetland 2

Introduction & Background

1.01 Education and Families Committee requested that finance services produce a report that sets out in financial terms why Shetland Secondary Cost per Pupil (SCPP) figures published by the Scottish Government, is higher than the other Island authorities.

1.02 This request to understand the differences in SCPP, ties in with the ambition of the Scottish Government's Benchmarking project, which is for Councils to use comparative data to improve upon efficiency, effectiveness and outcomes.

1.03 By better understanding the differences in SCPP areas for further consideration can be identified allowing us to change and improve.

1.04 The table below demonstrates that Shetland spends in excess of the Scottish average per capita on aggregated general fund services provided. These services include Education, which across Scotland accounts for 39.7% of net spend.

Authority	£
Aberdeen City	2,034
Aberdeenshire	2,055
West Lothian	2,157
Edinburgh, City of	2,187
Moray	2,207
Fife	2,217
Perth & Kinross	2,230
Falkirk	2,238
Angus	2,243
North Lanarkshire	2,248
East Lothian	2,251
South Lanarkshire	2,309
South Ayrshire	2,325
East Dunbartonshire	2,335
East Ayrshire	2,352
Clackmannanshire	2,364
Renfrewshire	2,367
Midlothian	2,384
Scotland	2,409
Scottish Borders	2,413
Stirling	2,446
East Renfrewshire	2,455
North Ayrshire	2,489
Dumfries & Galloway	2,584
Dundee City	2,588
Inverclyde	2,657
Highland	2,686
West Dunbartonshire	2,783
Glasgow City	2,819
Argyll & Bute	3,024
Orkney Islands	3,286
Eilean Siar	4,305
Shetland Islands	5,268

Secondary Cost per Pupil in Shetland   3

Secondary Cost per Pupil Benchmark

1.05 The SCPP figure is published as part of the Local Government Benchmarking Project, which purpose is "to develop, on a collaborative basis, a comparative benchmarking framework for Scottish Local Government that supports the targeting of improvement activities and resources to areas of greatest impact – in terms of efficiency/costs, productivity and outcomes." The financial information used in this indicator, comes from the Local Finance Return (LFR), which is considered as "the most robust source of comparable data on council expenditure that is currently available". Pupil numbers are taken from the annual September census completed by the Schools Service each year.

1.06 The chart below shows the SCPP indicator for all of Scotland for the period 2010-11 to 2012-13. It demonstrates clearly that Shetland Islands Council is an outlier, even when compared to the other island groups, both of which are below £10,000 per pupil.

Cost per Secondary School Pupil

Secondary Cost per Pupil in Shetland 4

1.07 The 2012/13 LFR Gross Expenditure figures, Pupil Numbers and Cost per Pupil figures as published, are detailed below for the island authorities.

2012/13 LFR 1 – Secondary Education	Eilean Siar	Orkney	Shetland
Gross Expenditure	£16,052,917	£12,126,727	£19,966,642
No of Pupils	1,645	1,240	1,462
Cost per Pupil	£9,759	£9,780	£13,657

1.08 It is clear that Shetland Islands Council is the highest spender in Scotland on Secondary Education on a per pupil basis, at over twice the Scottish average. This is of course not happenstance. It is the result of past policy decisions.

Scope of the review

1.09 The intention of this review is to focus on understanding the difference in cost between the other 2 Islands Authorities to identify what is driving the higher level of spending in Shetland.

Subjects of the review

1.10 The tables on the next two pages set out some information on the geography of the 3 islands authorities along with some demographic information. The main conclusions that can be drawn are as follows:

- The Western Isles is considerably bigger than Orkney and Shetland on a geographical basis, having a land mass over double that of Shetland;

- Orkney has the most dispersed population across islands, with permanent populations on 20 Orkney Islands compared to 16 in Shetland and 15 in the Western Isles respectively.

- Despite the Western Isles having the largest land mass, and Orkney having the largest number of populated islands, they both have 5 schools teaching secondary education compared to 7 in Shetland (excluding Skerries).

- The higher number of schools in Shetland means that the average number of pupils in each school is 209, compared to 248 in Orkney and 329 in the Western Isles.

- With one secondary school for every 614 square kilometres in the Western Isles, it would suggest that its pupils have the longest bus journeys, compared to a school for every 209km^2 in Shetland and 198km^2 in Orkney.

Secondary Cost per Pupil in Shetland 5

Shetland Islands	
Estimated Population 2012	23,210
Land Area	1,466km2
Number of Inhabited Islands	16
Number of Schools with Secondary Education Provision (excluding Skerries)	7
Number of Secondary Pupils on school roll	1,462
Average number of pupils per school	209
Average size of catchment area per school in square kilometres	209
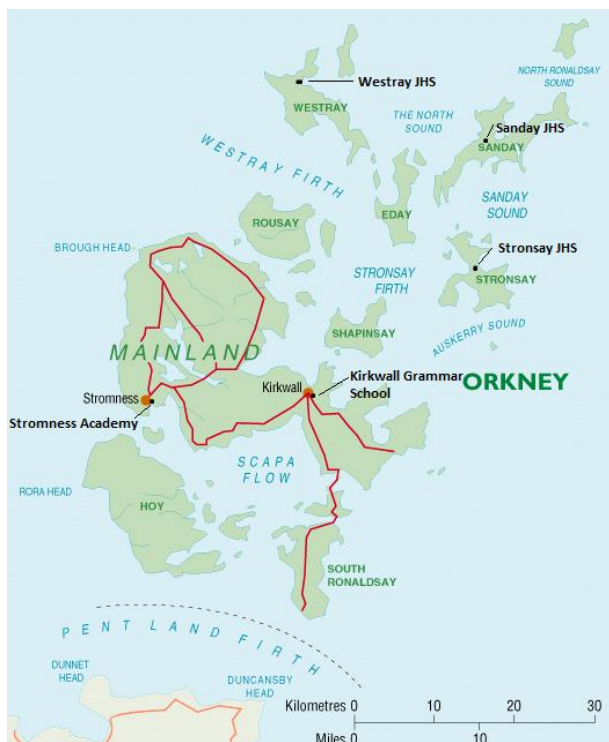
Orkney Islands	
Estimated Population 2012	21,530
Land Area	990 km2
Number of Inhabited Islands	20
Number of Schools with Secondary Education Provision	5
Number of Secondary Pupils on school roll	1,240
Average number of pupils per school	248
Average size of catchment area per school in square kilometres	198

Secondary Cost per Pupil in Shetland   6
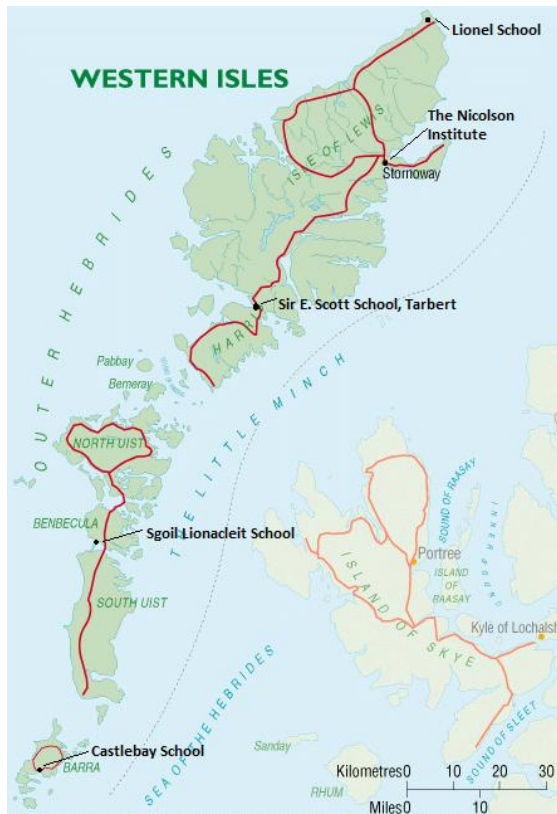
Western Isles	
Estimated Population 2012	27,560
Land Area	3,071 km2
Number of Inhabited Islands	15
Number of Schools with Secondary Education Provision	5
Number of Secondary Pupils on school roll	1,645
Average number of pupils per school	329
Average size of catchment area per school in square kilometres	614

Cost Comparison across the Island Authorities

2.01   The approach taken to compare the 3 Island Authorities has been to focus on LFR 1 and work closely with Orkney and the Western Isles to understand the way in which they had completed their forms to ensure a like for like comparison. Each main area of spending was taken in turn so that differences could be identified in a clear way. Both Authorities provided additional information to ensure a meaningful comparison could be drawn.

2.02   The report follows the approach to the cost comparison exercise, and will be broken down in the following way –

1. Comparison of data included in LFRs across the 3 Authorities to ensure a like for like approach;

2. A review of employee costs – Teachers

3. A review of employee costs – All Other Employees

4. A review of School Property Costs

5. A review of School Transport Costs

6. A review of School Meals Costs

7. A reconciliation of the main differences between Shetland's SCPP and that of the two other Islands Authorities

Comparison of base data

2.03   Pupil numbers are taken from the census figures provided by Schools, and relate to the September 2012 census. The financial information was taken from the 2012-13 LFR data.

2.04   In order the glean meaningful information on why the SCPP figure in Shetland is higher than the other islands authorities, it was necessary to collate a significant quantity of additional information from the Scottish Government web site, and each local authority area. This report could not have been completed without the help and assistance provided by staff in Eilean Siar and Orkney.

2.05   Following the review of the base data included in the LFR it was necessary to make an adjustment to the Shetland baseline SCPP figure in order to ensure a like for like comparison with the other island authorities.

2.06   All local authorities are required to follow "LFR Data Standardisation Guidance Support Costs", when completing their LFR's. The purpose of this guidance is to define how items of expenditure are treated, to ensure comparable treatment across Scotland. Our review allowed us to identify an allocation error on Building Maintenance, where all school and building maintenance included in one cost centre has been charged to Secondary, when an element of these costs should have been apportioned elsewhere.

2.07   The impact of this on "Gross Expenditure Breakdown" figures is shown in the table below.

Secondary Cost per Pupil in Shetland   8

2012/13 LFR 1 – Gross Expenditure Breakdown	Shetland £000	Adjustment £000	Revised £000
Employee Costs – Teachers	8,863		8,863
Employee Costs – Other	4,378	-758	3,620
Estates Maintenance	719	-85	634
School Transport	1,212		1,212
School Meals	861		861
School Hostels	804		804

2.08   The impact of this on SCPP, as shown in the table at 1.07 is as follows.

2012/13 LFR 1 – Secondary Education	Shetland	Adjustment	Revised
Gross Expenditure	£19,966,642	£1,352,350	£18,614,292
No of Pupils	1,462		1,462
Cost per Pupil	**£13,657**	**£925**	**£12,732**

2.09   Therefore the adjusted SCPP for Shetland is **£12,732** for 2012-13 which is **30% higher** than both of the other Island Authorities.

A review of Employee Costs – Teachers

Pupil/Teacher Ratios (P/Tr)

2.10   There is a clear correlation between the levels or stages of education being taught in a school, the number of pupils, and the cost of that provision. Smaller schools providing a good breadth of courses, have lower class sizes and P/Tr, which are an indicator of efficiency, and as such cost.

2.11   When you look at the biggest S1 to S6 schools in each authority, namely the Nicolson Institute, Kirkwall Grammar and the AHS, Shetland compares quite favourably.

Large S1 – S6 Schools	Nicolson Institute	Kirkwall Grammar	AHS
Roll of Secondary school	1087	792	875
Teacher FTE	86.96	76.66	72.52
Pupil/Teacher Ratio	12.50	10.33	12.07

2.12   The smaller S1 to S6 schools in each authority are shown in the table below.

Small S1 − S6 Schools	Sgoil Lionacleit	SES Tarbert	Castlebay	Stromness Academy	Brae
Roll of Secondary	293	117	84	391	206
Teacher FTE	39.25	19.36	18.10	39.13	30.85
Pupil/Teacher Ratio	7.46	6.04	4.64	9.99	6.68

2.13   From the table above, it is clear that the delivery of secondary education from S1-S6 becomes less efficient as the school roll reduces. For example if the P/Tr at Brae was applied to the Nicolson Institute, they would require an additional 75.8 teachers at a cost of approximately £3.4m (an increase of £2,073 SCPP). To replicate the P/Tr at Castlebay in Brae would require an additional 13.55 teachers at a cost of approximately £0.6m (adding £417 per pupil to the SCPP).

2.14   The table below shows all S1-S4 schools.

S1 − S4 Schools	Aith	Balta-sound	Mid Yell	Sanday	Sandwick	Stronsay	Whalsay	Westray
Roll of Secondary	97	24	47	18	158	25	54	14
Teacher FTE	13.91	9.35	10.18	5.30	16.10	4.28	11.72	5.31
Pupil/Teacher Ratio	6.97	2.57	4.62	3.40	9.81	5.84	4.61	2.64

2.15   From the above table, it can be seen that Sandwick is almost double the next most efficient school, though it does contain the highest number of pupils in the group, and as we have seen, this is a major factor in the P/Tr.

2.16   Baltasound is the least efficient in this group, and if you applied its P/Tr to Whalsay, you would require an additional 9.3 teachers (at a cost of approximately £0.42m). Applying Stronsay's P/Tr to Baltasound would reduce FTE by 5.25 and achieve savings of approximately £236k (saving £161 per pupil on SCPP).

2.17   By way of contrast, if you applied Stronsay's P/Tr to the AHS you would require 77.28 additional teachers (at a cost of approximately £3.5m, which is an increase of £2,380 on SCPP).

2.18 The most inefficient school across the three authorities is Baltasound. The table below compares Baltasound with Stronsay, which is a similar sized S1-S4 school.

Comparison between Schools	Baltasound	Stronsay
Average Class Size	4	6
No of Promoted Teachers	1.2	0.5
No of Teachers / Instructors	8.15	3.78
P/Tr	2.57	5.84
DSMO/Admin	0.94	0.25
Size of Dept	1,962 m^2	1,410 m^2
Property Costs	118,311	47,111
Property Costs per m^2	£60.30	£33.41
Learning Materials	1,640	961
Catering	22,990	28,720
Cleaning	32,273	12,286
Total Budget	634,787	394,381
Total Budget per Pupil	**£26,449**	**£15,775**

2.19 Stronsay appears to achieve efficiencies by having fewer teachers, fewer support staff, fewer promoted posts, smaller properties and lower spend in general on all items with the exception of catering.

Class Contact Time

2.20 Teachers are required to have up to a maximum of 22.5 hours class contact time per week and we did not receive sufficient information to allow us to analyse whether this was being applied equally across the island groups. It is possible therefore, that some efficiencies related to class contact could be achieved. It should be noted however, that many teachers can have full teaching time-tables but may be teaching to very small class sizes so this is not a strong measure of efficiency.

2.21 Promoted Teachers generally have less class contact time than Class Teachers, however it is highly variable. It was not possible to analyse across the Island Authorities, but within Shetland there are significant variations between schools. The Anderson High School and Brae High School have the highest average total class contact hours of 21.49 and 18.7 respectively, whilst Mid Yell has the lowest, with 12.02 hours class contact (probably due to the fact that Mid Yell has 2 Principal Teachers, whilst Whalsay has only one for a bigger school).

Grades of Teaching Staff

2.22 The P/Tr for Principal Teachers is shown in the table below.

Principal Teachers	Eilean Siar	Orkney	Shetland
No of PTs	45	36	43.63
Pupil/Teacher Ratio	36.56	34.44	33.51

Secondary Cost per Pupil in Shetland   11

2.23 Shetland has the lowest P/Tr, meaning that it has more promoted posts per pupil than the other island authorities. Principal Teachers cost an average of approximately £56k in Shetland. The average cost of a Principal Teacher in Orkney is £51k.

2.24 Analysis of Head Teachers pay reveals that Shetland Head Teachers would appear to be graded higher than their peers in Orkney. For example the average cost for a Head Teacher of a Junior High in Orkney is £69k, and in Shetland is £73k (both inclusive of on-costs).

2.25 The variations in Head Teachers pay may account for some of the difference in costs between island authorities however all promoted posts are required to be job-sized so there will be many factors influencing these grades.

Teacher Staff Costs - Conclusions

2.26 The comparison with the other two Islands Authorities shows that broadly Shetland is less efficient with regard to P/Tr across its estate and has a higher concentration of promoted posts.

A review of Employee Costs – All Other Employees

2.27 This group contains costs relating to staff within schools and all other staff in the local authority deemed internal to the LFR as per "LFR Data Standardisation Guidance Support Costs". Staff included in services deemed external to the LFR are included under the Support Services row within the LFR and include staff in Corporate Services i.e. Payroll staff.

School Staff

2.28 The table below shows the total numbers of other staff allocated to secondary and based in schools. It should be noted that the majority of other staff are split between nursery, primary and secondary so any potential savings identified and implemented would also reduce the cost of provision of nursery and primary education.

Other Staff - Schools	Eilean Siar	Orkney[1]	Shetland
DSMO	1.00	2.00	2.70
Admin/Clerical	11.60	6.48	9.48
Classroom Asst	0	0	0.14
Supervisory Asst	0	0.66	1.66
Auxilliary	0.83	4.77	1.48
Janitor	9.86	6.10	8.58
Cleaner	15.70	Not available	22.96
Catering Staff	14.93	15.23	20.46
Total Other	53.91	35.24	67.45
Pupil/Support Ratio	30.51	35.19	21.68

1 Orkney FTE does not include Cleaning, so is artificially low.

2.29 The table shows that Shetland has 40% more support staff than Eilean Siar on a per pupil basis; one support staff worker for every 21.68 pupils compared to one for every 30.51 pupils in Eilean Siar.

Secondary Cost per Pupil in Shetland 12

2.30   The table also shows that Shetland office based staff are at a higher grade than Eilean Siar (1.7 additional DSMO's and 2.11 less Admin/Clerical) at an additional cost of approximately £10k per FTE. This area is the subject of a current review with the aim of delivering efficiency savings, which is anticipated to save £269k.

2.31   Shetland employs 7 more cleaners and 5.5 more catering staff than Eilean Siar. This area is the subject of a current review with the aim of delivering efficiency savings totalling £200k.

Other Staff

2.32   Other staff costs relating to Secondary Schools, included in the LFR, classified as internal are shown in the table below.

Other Staff	£000
Schools	1,142
Hall of Residence	498
Pensions	544
Building Maintenance (as adjusted)	483
Catering & Cleaning Support	72
Other Central & Recharged Staff	881
TOTAL Other Staff	3,620

2.33   Hall of Residence – Shetland and Orkney provide a Hall of Residence, however Eilean Siar does not. Eilean Siar advised that they used to provide lodgings, but Care Inspectorate rules no longer allow it, so all pupils travel daily. For secondary pupils in Eilean Siar travel times are kept to a maximum of 1hr 20mins where possible and to enable effective integration pupils can be delivered to or wait at school for up to 30mins at the beginning and end of the school day. Pupils living in excess of 20 miles away have their bus services prioritised.

2.34   Approximately £64k of costs at the Hall of Residence are offset from income from School Meals, however this is not taken into account in the Gross figure.

2.35   Other Central and Recharged Staff for Shetland includes many budgets which are managed centrally on behalf of schools such as Science Technicians, EMA's, Work Experience, and International Education. The support functions within this category include Psychological Services, School Transport, Staff Development, Schools Management and Quality Improvement.

Employee Costs – Other findings

2.36 In addition to the above, there is some differences in cost allocation between the island authorities, which impacts on the All Other Employees figure. These variations are shown in the table below, along with their impact on SCPP.

Other Findings	£000[1]	Reason	SCPP impact £
Education Maintenance Allowances	117	Allocated to Non School in other Islands	80
Pensioner Costs	544	Allocated to LFR 9 (Central Services)	372
International Education	142	Other Islands don't have this	97
Psychological Services	108	Allocated to Special Education	74
TOTAL VARIANCE	911		623

1 Total Cost of each Service included here.

Other Staff Costs - Conclusions

2.37 The comparison with the other two Islands Authorities shows that broadly Shetland is less efficient with regard to FTE and ratio of Other Staff to Pupils.

A review of School Property Costs

2.38 The main factors to be considered when reviewing property costs are the number, condition and size of schools.

Number of Schools

2.39 The table below compares the number of schools for each of the island authorities and shows the Pupil/School Ratio. All schools within the islands are classified as Condition A or B, including the newly built Kirkwall Grammar which replaced the old one classified as C in 2012/13.

Secondary School Estate	No of Schools				12/13 Pupil Roll	Pupil / School Ratio	No Halls of Residence
	6th yr	4th yr	2nd yr	Total Schools			
Eilean Siar	4	0	1	5	1645	329	0
Orkney	2	3	0	5	1240	248	1
Shetland	2	5[1]	0	7	1462	209	1

1. Excludes Skerries Secondary Department

Secondary Cost per Pupil in Shetland　　　　　　　　　　　　　　14

2.40 When Skerries closes in July 2014, Shetland will have a school for every 209 pupils. If you applied the Eilean Siar ratio to Shetland we would need at least three less schools, which would bring us into line with Eilean Siar and Orkney.

Size of Schools

2.41 The table below provides information on size and cost of each school sorted by Cost per m2.

Comparison by School	No of m^2	Property Cost £	Pupil No's	Total m^2 per Pupil	Cost per m^2 £	Cost per Pupil £
Sanday	2,024	64,732	18	112.4	32	3,596
Stronsay	1,410	47,111	25	56.4	33	1,884
Westray	2,158	82,575	14	154.1	38	5,898
SES Tarbert	4,357	173,944	117	37.2	40	1,487
Sgoil Lionacleit	9,180	384,263	293	31.3	42	1,311
Nicolson Inst	13,304	622,292	1087	12.2	47	572
Kirkwall	12,001	575,352	792	15.2	48	726
Stromness	8,461	442,738	391	21.6	52	1,132
Whalsay	1,643	89,373	54	30.4	54	1,655
Aith	1,873	109,105	97	19.3	58	1,125
Baltasound	1,962	118,311	24	81.8	60	4,930
Sandwick	3,725	229,566	153	23.6	62	1,453
AHS	13,303	850,116	875	15.2	64	972
Castlebay	2,174	153,164	84	195.0	70	1,823
Skerries	195	13,564	1	25.9	70	13,564
Brae	2,943	208,936	206	14.3	71	1,014
Lionel	770	70,769	30	25.7	92	2,359
Mid Yell	1,133	127,939	47	24.1	113	2,722

Source-http://www.scotland.gov.uk/Topics/Statistics/Browse/School-education/schoolestatestats/schestate2013 (Table 9)

2.42 No Shetland school achieves the islands average cost per m2 of £47.

Property Costs – Conclusions

2.43 Shetland has more schools in proportion to the number of pupils than the other island authorities, which results in Shetland's secondary schools being smaller on average than those in Orkney and Eilean Siar. In addition, the cost per m2 on property is generally higher in Shetland than the other island authorities.

A review of School Transport

2.44 The Council has recently undertaken a thorough review of Transport provision within Shetland and approved contracts for all Public and School Bus services to begin in August 2014. The total cost of School Transport (Primary and Secondary) under these new contracts is £1.56m which is in line with bus contract prices in 2009/10.

Secondary Cost per Pupil in Shetland 15

2.45   The costs of School Transport, as per the LFR are shown in the table below.

School Transport	Eilean Siar	Orkney	Shetland
Annual Cost	£1,391k	£731k	£1,212k
Cost per Pupil	£846	£590	£829
Total km2	3,071 km2	990km2	1,466km2
Cost per km2	£453	£738	£827

2.46   The new School Transport contract will reduce the cost per km2 to £688 for 2014/15.

School Transport – Conclusions

2.47   The results of the recent bus tendering exercise mean that School Transport costs have been brought in line with the other islands authorities and will result a reduction in SCPP of £138 from 2014-15.

School Transport	£000
Secondary School Transport Savings achieved as a result of new contracts.	202
Impact on SCPP - £138 reduction per pupil	

A review of School Meals

2.48   The following data on school meals has been obtained and is shown in the table below:

School Meals	Eilean Siar	Orkney	Shetland
Annual Cost	£917k	£698k	£861k
Number of School Meals	216,600	107,482	209,635
% of Pupils taking Meals	67%	44%	74%
Cost per Meal	£4.23	£6.49	£4.11
Cost per Pupil	£557	£563	£589

2.49   Shetland achieves the lowest cost per meal provided, which is due to the high uptake, however the Gross cost is £29 per pupil higher than the average.

School Meals – Conclusions

2.50   It should be noted that the higher cost in Shetland is offset by a higher level of income from School Meals, though this is not included in the SCPP figure. Therefore, in conclusion, school meals provision is as efficient as the other island authorities in overall terms (this is subject of the review mentioned in paragraph 2.31).

Reconciliation of SCPP in Shetland to other Islands Authorities

2.51 The table below provides a reconciliation between the Shetland SCPP and the average SCPP for Eilean Siar and Orkney, which is £9,770.

Reconciliation of SCPP	£ per pupil
Benchmark SCPP for Shetland	**13,657**
Building Maintenance Adjustment (as set out at 2.07)	-925
Costs allocated elsewhere by other Islands (as set out at 2.41)	-623
Recharges applied directly to Gross Cost (as per SOLACE Guidance) as compared to Eilean Siar	-575
Adjusted like for like SCPP for Shetland	**11,534**
Scalloway Secondary Residual Property Costs	-90
Closure of Skerries Secondary Department	-59
More Teachers than other Islands Average	-347
More Head Teachers than other Islands Average	-80
Higher number of "Other Staff" in Schools	-181
Higher Number of Principal Teachers (£10k more per FTE)	-28
Higher than average spend on Property Costs per M2	-333
Higher number of Schools (Property Costs only)	-142
Higher spend on Hall of Residence (as compared to Orkney)	-153
Higher School Transport Cost (although savings will come through in 2014-15)	-305
Higher than average gross spend on School Meals (though net cost per meal is lowest)	-29
Updated SCPP for Shetland	**9,787**
Average SCPP for Eilean Siar and Orkney	9,770

2.52 The table above is based on the SCPP in 2012-13. Savings have already been made since then that will have an impact towards reducing the SCPP.

Achievements since 2012/13

2.53 This section considers the savings made since 2012/13 that would contribute towards addressing some of the reasons for the higher SCPP in Shetland, as set out in table at 2.51.

2.54 For each saving made since 2012-13, and the efficiency measures that are currently underway, the educational implications are set out. The educational comments are made in view of securing three main areas:

•Continue to provide a high quality of secondary education in Shetland.

•Ensure the requirements of Curriculum for Excellence are met.

•Ensure the Shetland Learning Partnership Project outcomes are successfully achieved.

More Teachers than other Islands Average

2.55   The table at 2.51 identifies that one reason for the SCPP in Shetland being higher is that there are higher teacher numbers in Shetland. It is estimated that the impact is an additional £347 per pupil, with the total financial impact being £507,314 equating to 11.2 FTE teachers.

2.56   The Schools Service has reduced the number of teaching posts in schools since 2012/13. The table below compares 2012/13 with the 2014/15 budget.

Teacher FTE	12/13 FTE	14/15 FTE	Reduction in FTE
AHS	72.52	70.04	-2.48
Brae	30.85	28.43	-2.42
Aith	13.11	10.63	-2.48
Sandwick	16.10	15.71	-0.39
Mid Yell	10.18	8.95	-1.23
Baltasound	9.35	7.92	-1.43
Skerries	1.34	1.34	0.00
Whalsay	11.72	8.36	-3.36
TOTAL	165.96	151.38	-13.78

2.57   All secondary teaching posts which become vacant are scrutinised as to the amount of time which the post has to be replaced with, opportunities for using time from an existing suitably qualified member of staff in another school are explored and where recruitment is agreed it is on a temporary basis except in exceptional circumstances.

2.58   The savings made since 2012-13 exceed the £507,314, which accounts for the additional teaching costs in Shetland compared to the two other islands authorities in 2012-13. Assuming no further reductions are made in this area, no additional educational implications are expected.

2.59   These savings have all been made through agreements with staff and therefore the national agreement of no compulsory redundancies for teaching staff has not been breached. It is worth noting that any changes to a promoted teacher's salary requires a three year period of conservation. Locally savings in teaching staff numbers have been realised through early retirement or voluntary redundancies, and providing backfill required through the sharing of staff.

2.60   If further reductions were made in teaching staff, whilst retaining the same number of secondary departments, the impact on subject choices for pupils and travel for teachers would require careful consideration and quantification.

More Head Teachers than other Islands Average

2.61   The table at 2.51 identifies that one reason for the SCPP in Shetland being higher is that there are more head teachers which equates to a financial cost of £116,960. Cost reduction of one secondary Head Teacher is included in the figure in 2.51 for the closure of Skerries Secondary department. The cost reduction of any further secondary head teachers would be considered within the Schools Reconfiguration project for secondary.

Secondary Cost per Pupil in Shetland   18

Higher number of "Other Staff" in Schools

2.62   The table at 2.51 identifies that one reason for the SCPP in Shetland being higher is that there are more "other staff" in schools which equate to £264,622.

2.63   A report on support staff was presented to Policy and Resources Committee on 23 June 2014 that set out savings of £269,000 thereby making the costs in Shetland in 2015-16 the same as the costs in the other islands authorities in 2012-13, albeit some of these savings relate to primary as well as secondary schools.

2.64   In addition, savings of £117,000 have been realised in International Education staff numbers have been reduced from four to two and the Council has secured £40,000 of income from Aberdeen City Council for this service.

2.65   Savings of £81,343 have been achieved in cleaning since 2012-13.

2.66   As the potential cost reductions will be met by work underway the implications of which have been carefully considered no further educational implications are anticipated.

Higher Number of Principal Teachers (£10k more per FTE)

2.67   The savings suggested in table 2.51 in relation to this heading equate to £40,936. A teaching post in secondary, in addition to those in Table 2.56 above, has been deleted in 2013/14 which covers the difference in cost between the other islands authorities in 2012-13. Two further opportunities to reduce the number of Principal Teachers across secondary schools in Shetland will arise during 2014/15 and will be taken.

Higher than average spend on Property Costs per M²

2.68   The table at 2.51 identifies that one reason for the SCPP in Shetland being higher is that the maintenance costs per M² is higher than the two other islands authorities, and this equates to £486,846. Since 2012/13, a reduction in maintenance costs of £520,000 have been made. The condition of buildings and the maintenance budget required in the future will have to be carefully monitored.

2.69   Given the age and size of the Council's school estate, existing maintenance budgets are currently at a minimum level and only cover emergency, statutory and high priority maintenance work. Life Cycle funding for larger planned works such as roof and cladding renewals and plant replacements are currently unfunded.

2.70   Further reductions in maintenance will increase the risk of fabric, structure, services or equipment failure which could consequently result in injury and/or temporary whole or partial school closure. A failure to fund maintenance at sufficient levels will also be viewed negatively by our insurers, who may refuse to provide insurance cover. Further investigation of maintenance costs would be prudent

Higher number of Schools (Property Costs only)

2.71 No changes have been made in the secondary school estate since 2012-13 (excluding Skerries School which is accounted for elsewhere). Any future changes depend on decisions made in respect of the Schools Reconfiguration Project.

2.72 Each statutory proposal for a change to school estate sets out educational implications in detail.

Higher spend on Hall of Residence (as compared to Orkney)

2.73 After accounting for income, the cost of the Halls of Residence in Shetland amount to £159,686 more than the comparable Hall of Residence in Orkney. No work has been undertaken since 2012/13 to decrease the gap in cost.

Higher School Transport Cost (although savings will come through in 2014-15)

2.74 The table at 2.51 identifies that one reason for the SCPP in Shetland being higher is that School Transport Costs are higher than the other islands authorities which equates to £445,910.

2.75 Shetland Islands Council approved the new redesigned bus network at its meeting on 12 May 2014. That resulted in a reduction in the total cost of primary and secondary school transport of £460,000, from the actual cost in 2012-13. (ASN transport costs are not included in these figures). The percentage reduction in secondary terms is £202,000 which will result in a reduction of SCPP of £138 per pupil from 2014-15.

2.76 No further efficiencies planned. A robust tendering exercise has recently been undertaken, with contracts awarded for a five year period.

2.77 The new contracts have been awarded on the basis that the existing School Transport Policy will be implemented, in so far as transport operators will pick up children from designated pick up points.

2.78 The reduction in transport costs achieved through the redesign of the bus network means that Shetland Islands Council's cost per pupil figure remains higher than Orkney but lower than the Western Isles.

Higher than average gross spend on School Meals (though net cost per meal is lowest)

2.79 The table at 2.51 identifies that one reason for the SCPP in Shetland being higher is that more money is spent on school meals which equates to £42,398. The cost reduction on catering in secondary schools is £31,262 since 2012-13

2.80 A further review of both the catering and cleaning areas of service is underway which has a target of further cost reductions of £200,000.

2.81 Authority-wide menus will be piloted across all primary schools from August 2014. This is common practice across other authorities. This will reduce the number of different foodstuffs purchased, increase our buying power as well as substantially reduce food waste.

Secondary Cost per Pupil in Shetland   20

2.82   It should be noted that the recent national policy decision is that all Primary 1-3 children receive a free school meal from January 2015.

Summary

2.83   Expressing the reconciliation in 2.51 as a cost figure (excluding Scalloway and Skerries) this would require a cost reduction of £2.3m in order to bring Shetland's SCPP into line with the other two islands authorities. The savings since 2012-13 set out in the paragraphs above will amount to around £2m. Any savings from the Schools Reconfiguration project will be in addition to this.

2.84   Naturally, we can anticipate that pupil numbers will have changed since 2012-13 and that will have an impact on the SCPP, and the financial position in Eilean Siar and Orkney will not have stood-still in the intervening period.

2.85   The figures in the SCPP are provided on the basis of a comparison between local authorities at a macro level. One of the distinctive aspects of this comparison exercise has been to make explicit the variation by individual school. Therefore, it might still be considered useful to do further work to compare progress since 2012-13 in respect of some individual schools.

2.86   The SCPP does not match across to the education budget because there have been other factors that have affected the budget such as budget transfers and cost pressures.

2.87   The paragraphs above do not compare costs to outcomes and this may be an area worthy of further exploration.

Impact of Reducing School Roll on SCPP in Future Years

2.88 The total number of pupils in Secondary Education is reducing and the table below shows the impact of a reducing roll on an SCPP of £10k which would equate to a total gross cost of £14.62m for 1462 pupils (as per 2012/13 Shetland Roll)

Reduced School Rolls (Estimated)	Roll	Impact on SCPP if Gross Cost is maintained at £14.62m £	Impact on Gross Cost if SCPP is maintained at £10k £000
2012/13	1462	10,000	14.62
2013/14	1450	10,083	14.50
2014/15	1381	10,587	13.81
2015/16	1376	10,625	13.76
2016/17	1316	11,109	13.16
2017/18	1325	11,034	13.25
2018/19	1362	10,734	13.62
2019/20	1340	10,910	13.40
2020/21	1369	10,679	13.69

Information based on projected rolls at September 2013

2.89 The table shows that if costs were £14.62m in 2012/13 and could be maintained until 2020/21, the SCPP would still increase from £10,000 to £10,679 because the falling school rolls mean there are less pupils to spread the costs over.

2.90 The table also shows this in another way, which is that in order to keep SCPP at £10,000, the Schools Service would have to reduce the budget from £14.62m in 2012-13 to £13.69m in 2020-21 to reflect the falling school roll. This would mean making total savings of £930,000 just to keep the same level of efficiency of service.

2.91 The reality of the situation is that the school roll in 2016/17 is estimated to be 1,316 pupils, which at the current adjusted gross cost of £18,614,292 (which currently results in a SCPP £12,732), would mean an SCPP of £14,145 in 2016-17 if spending remained at the current level. Alternatively, budgets would require to be reduced by £1.46m in 2016-17 to maintain the current rate of SCPP.

School education

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Exhibit data

When viewing this report online, you can access background data by clicking on the graph icon. The data file will open in a new window.

Summary
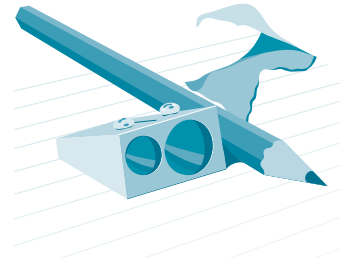
Background

1. Education is fundamental in shaping a child's life. Getting a good education improves the likelihood of earning a higher income, enjoying better health and living longer. An effective school education system is an important factor in supporting the Scottish Government's strategic objectives to be a 'Smarter Scotland' and a 'Wealthier and Fairer Scotland'.[1] Better educational outcomes are a strong predictor of economic growth, and success in a global economy means that Scotland needs to keep pace with the best countries in the world.

2. In 2013, there were 665,499 primary and secondary pupils in Scotland being taught by 47,770 teachers in 2,418 council-run schools.[2] Education is compulsory between the ages of five and 16 in Scotland. Children spend seven years in primary school (P1-P7) and at least four years in secondary school (S1-S4). Pupils can then leave school at 16 or stay on for one or two more years (S5 and S6). Pupils undertake a range of qualifications between S4 and S6. These are delivered not only in schools but also through colleges and third sector organisations. Pupil numbers have been declining since the mid-nineties, but started to increase in 2013 and are projected to continue increasing.

3. The main organisations involved in the Scottish education system are:

- **The Scottish Government**, develops national policy and sets the overall direction of education policy.

- **Councils**, responsible under the Standards in Scotland's Schools Act 2000 for providing school education for every child of school age. This includes developing local education policy, and planning and managing resources to improve the quality of school education.

- **Education Scotland**, works to improve the quality of education, for example by inspecting schools and by developing the curriculum.

- **The Scottish Qualifications Authority (SQA)**, accredits and awards qualifications at both secondary and college level.

- **The Scottish Credit and Qualifications Framework Partnership**, manages the Scottish Credit and Qualifications Framework. This sets out the level and type of qualifications that are available.

- **The General Teaching Council Scotland**, the independent professional body that promotes and regulates all teachers in Scotland.

4. In 2002, the then Scottish Executive set up a 'National Debate on Education' to develop its long-term education policy. A year later, it established a Curriculum Review Group to identify the purposes of education for the 3-18 age range and to determine key principles for curriculum design. The group published its report, *A Curriculum for Excellence* (CfE) in

2004, setting out the aims of education and the principles that should underpin the modern curriculum.[3] Exam performance (attainment) is still an integral part of the system but CfE also aims to ensure pupils develop a range of skills for living and working in the wider world (wider achievement). Pupils receive a broad general education from early years through to the end of S3 and take formal qualifications in the senior phase. CfE was formally implemented in schools in 2010.

About this audit

5. School education accounts for a significant proportion of local government spending, and a number of important education policy developments have taken place in recent years, such as the introduction of CfE. However, there has been no independent evaluation of how much councils spend on education and what this delivers in terms of improved attainment and wider achievement for pupils. 2014 is the first year in which pupils are sitting new qualifications introduced as part of CfE. Comparisons with previous years will not be possible for some time. This audit is therefore timely as it provides an assessment of attainment over the last decade and identifies how effectively councils made improvements during this time.

6. Our audit assessed how efficiently and effectively councils are using their resources to maximise pupil achievement in schools. We examined:

- how much councils spend on school education and what they spend it on

- how effectively councils are driving forward improvements in pupil achievement

- how efficiently councils are using their resources to maximise pupil achievement.

7. The audit focused on primary and secondary school education in Scotland. We did not examine early years, pre-school, or special school education; independent schools; or further and higher education establishments. We also did not look at progress in implementing CfE or the quality of teaching in Scotland. We reviewed how councils deliver education, but did not examine the role of the Scottish Government, Education Scotland or other stakeholders such as the SQA.

8. There is a range of attainment measures used within Scottish education. We have selected ten of these to examine performance across the entire senior phase, S4-S6. The selected measures are closely aligned to the measures that councils report to their own education committees.

9. This report has three parts:

- Part 1 examines how much councils spend on education and how this has changed

- Part 2 assesses exam performance over the last decade for S4-S6 and examines what wider achievement activities are available for pupils to prepare them for life and work

- Part 3 comments on what councils have been doing to improve attainment and wider achievement and how they are targeting their resources to seek improvement.

10. Appendix 1 outlines performance in the ten attainment measures we use in the report. Appendix 2 lists members of our advisory group who provided support and advice throughout the audit. We have also produced a separate checklist of issues (PDF) 🖥 for elected members to consider when scrutinising education services. Details of our audit methodology are provided in a separate supplement (PDF) 🖥.

Key messages
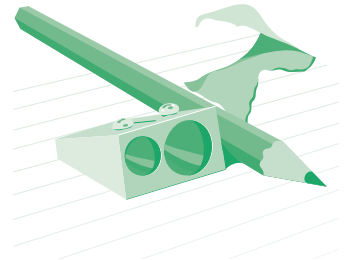
1 In 2012/13, councils spent £4.8 billion on education services, of which £3.8 billion was spent on primary and secondary education. Around two-thirds of this expenditure (68 per cent) was on staff costs. Councils' spending on education fell by five per cent in real terms between 2010/11 and 2012/13, largely as a result of employing fewer staff. Councils' education services are likely to continue to face budgetary pressures, and they need to be alert to the potential impact of increased workloads on remaining staff.

2 Performance has improved against all ten of the attainment measures we examined over the last decade. However, there is significant variation in attainment between individual councils, schools, and groups of pupils; and there is a considerable gap between Scotland and the top performing countries. Current measures at both national and council level focus on the attainment of secondary pupils at S4-S6 level. There are no comparable measures available at a council and national level on wider achievement, or the performance of pupils from P1-S3.

3 Levels of deprivation have a large influence on attainment. Some schools have achieved better attainment results than their levels of deprivation would indicate, suggesting that the gap between the lowest and highest performing schools cannot be wholly attributed to different levels of deprivation. Closing the gap in performance between schools is likely to be critical to improving overall attainment levels.

4 Councils that have made the most improvements have focused on areas such as developing leadership skills, and improving both teacher quality and systems for monitoring and tracking pupil data. There are also increasing opportunities for pupils to develop a wide range of skills for living and working in the wider world. Councils are starting to target resources to improve both attainment and wider achievement but there is scope to improve strategic planning and strengthen the role of elected members in holding education services to account.

Recommendations

The Curriculum for Excellence represents a significant shift in the way education is delivered in our schools. This has important implications for the economic wellbeing of Scotland, and the future prospects of young people. The recommendations outlined below are intended to support further progress and will involve councils working with key stakeholders.

Councils should:

- ensure they fully understand why levels of attainment vary between their schools and different groups of pupils

- develop and implement strategies to reduce the gaps in performance between the highest and lowest performing schools

- continue to work with the Scottish Government and Education Scotland to develop a suite of agreed performance measures which would provide an overall picture of educational attainment and achievement across Scotland

- review the sufficiency of information provided to education committees on attainment at S4-S6, pupil performance between P1-S3 and wider achievement. They should also ensure committees have the time and support to adequately challenge and hold to account education services

- develop more coordinated approaches to gathering and recording information on the range of wider achievement activities offered in schools, including the levels of pupil participation and the outcomes they achieve. This will help councils to scrutinise performance and ensure resources are being used as efficiently as possible

- ensure education strategic documents contain clear priorities and actions that set out what is to be achieved in the short, medium and long term. Performance management arrangements should monitor outcomes and report regularly on delivery against strategic objectives, such as raising attainment among the lowest performing pupils

- consistently use the Scottish Local Government Benchmarking Framework to compare their performance against other councils, and share good practice to improve educational attainment and wider achievement

- fully assess the potential long-term impact on attainment and wider achievement of budget reductions

- monitor and act on the impact of revised working practices and staff reductions across all affected groups (eg, teachers, administrative staff, classroom assistants) on staff wellbeing by, for example, monitoring sickness absence levels, and through specific questions in staff surveys.

Part 1
School expenditure
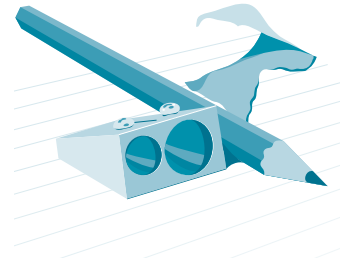
Key messages

1 In 2012/13, councils spent £4.8 billion on education services, of which £3.8 billion was spent on primary and secondary education. Two-thirds of this expenditure (68 per cent) was on staff costs. Councils' spending on education reduced by five per cent in real terms between 2010/11 and 2012/13, largely as a result of employing fewer staff.

2 Spend per pupil varied across councils in 2012/13 from £4,433 to £10,821. Factors influencing how much councils spend on school education per pupil include rurality, the proportion of promoted posts and the number of chartered teachers employed.

3 As well as employing fewer staff, councils have adopted other strategies and approaches to reducing their education spending. These include changes to teachers' terms and conditions, increasing classroom teaching time, seeking efficiencies in school transport, and reducing training budgets. Councils' education services are likely to continue to face budgetary pressures, and they need to be alert to the potential impact of increased workloads on remaining staff.

spending on school education has been reducing, largely through councils employing fewer staff

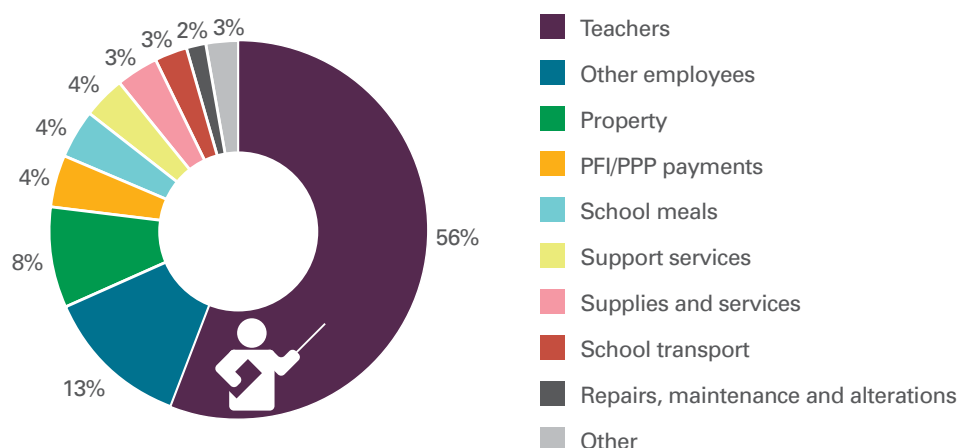### Education is the single largest area of council expenditure

11. School education is mainly funded through the block grant that the Scottish Government provides to councils. The Scottish Government provides indicative funding allocations for each of the main council services. Councils then decide how best to allocate funding to individual services, based on their own priorities. In addition to the block grant, councils raise funding through council tax and service charges. They can also receive funding for specific education programmes and initiatives from a range of bodies including sportscotland, and independent trusts and charities. Schools and parents also contribute through fundraising activities.

12. In 2012/13, councils spent £4.8 billion on education, of which £4 billion was provided through the block grant.[4] Education is the single largest area of council expenditure, accounting for almost a third (31 per cent) of total revenue expenditure in 2012/13. The majority of education expenditure, £3.8 billion (80 per cent), was on primary and secondary school education ('school expenditure'). The remaining expenditure was on community learning and development, pre-school education, and special schools. Over half of school expenditure, £2.1 billion (56 per cent), was spent on teachers. Councils spent another £470 million (13 per cent) on other staff such as classroom assistants, laboratory technicians and administrative staff (Exhibit 1, page 9).

Exhibit 1
Breakdown of primary and secondary education revenue expenditure, 2012/13
Over half of council education spending is on teachers.

- Teachers
- Other employees
- Property
- PFI/PPP payments
- School meals
- Support services
- Supplies and services
- School transport
- Repairs, maintenance and alterations
- Other

Note:
1. PFI and PPP stand for Private Finance Initiative and Public Private Partnerships. PFI/PPP charges are made against councils' education and corporate budgets, depending on the nature of the spend. The costs shown here relate only to the school education budget.
2. 'Other' includes parent council funding and expenditure on school textbooks.

Source: Audit Scotland analysis of councils' Local Financial Returns and additional information provided by councils, 2012/13

13. Councils spent almost as much on the primary sector as they did on the secondary sector in 2012/13, with £1.8 billion (48 per cent) spent on primary education and £2 billion (52 per cent) spent on secondary education. Spend per pupil across Scotland in 2012/13 was higher in the secondary sector at £6,525 per pupil, than in the primary sector at £4,667 per pupil (see paragraph 17, page 10 for further explanation of spend per pupil).

## School expenditure reduced by five per cent over the last three years

14. Between 2010/11 and 2012/13, councils reduced spending on primary and secondary education by five per cent in real terms, that is, taking into account the effects of inflation. The reductions in spending were similar across both the secondary school sector (five per cent reduction in real terms) and the primary school sector (four per cent reduction in real terms). However, the reductions do not fully reflect changes in pupil numbers over the same period. Between 2010 and 2013, the number of secondary school pupils declined by four per cent. In contrast, the number of primary school pupils increased by three per cent. At a council level, changes in school expenditure over the past three years varied widely, ranging from an almost 14 per cent reduction in Clackmannanshire to an increase of almost one per cent in South Lanarkshire (Exhibit 2, page 10).

15. It is important to note that these figures represent a snapshot in time. Councils started making changes to education budgets at different times, so over the period on which we have based our analysis, councils were at different stages in making savings. It is also not possible to compare education expenditure between 2010/11 and 2012/13 with earlier years. This is due to changes in international accounting standards and how councils account for unitary charges for Private Finance Initiatives and Public Private Partnership contracts.[5]

Exhibit 2
Changes in school revenue expenditure in real terms, 2010/11-2012/13
Most councils have reduced spending on schools over the past three years.
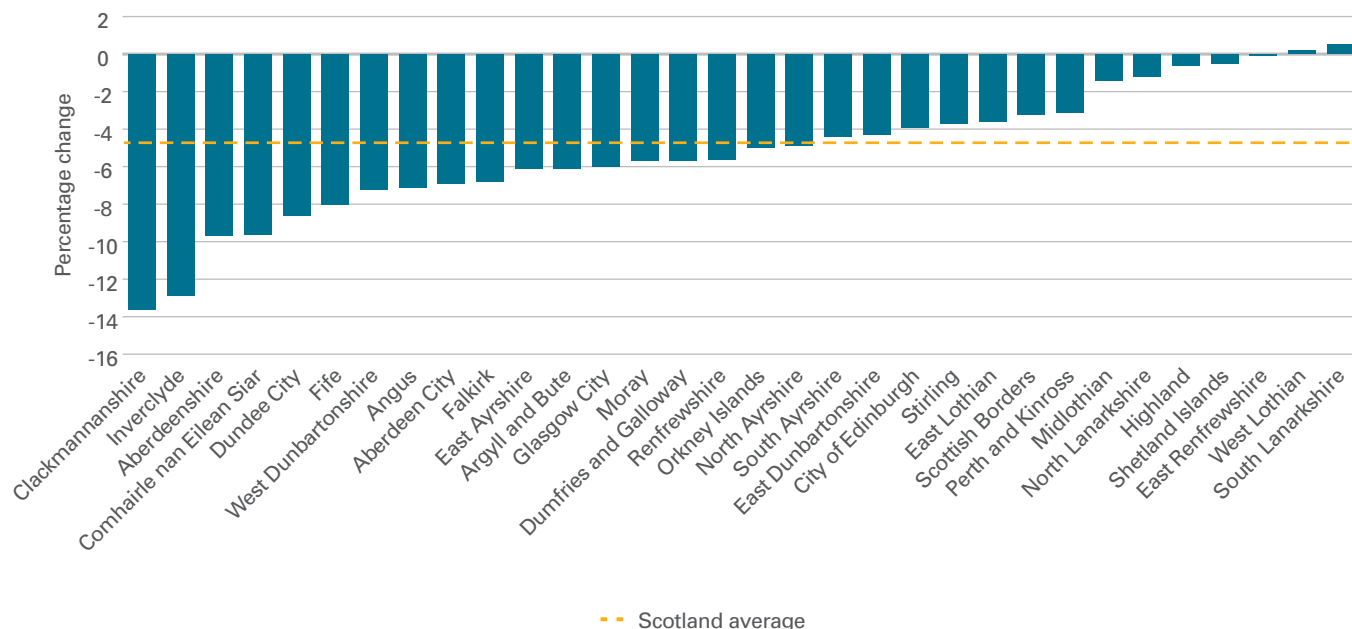
- - Scotland average

Source: Audit Scotland analysis of councils' Local Financial Returns and additional information provided by councils, 2010/11-2012/13

16. Reductions in education expenditure between 2010/11 and 2012/13 mirror wider reductions in council funding and expenditure. The Scottish Government's overall block grant to councils reduced by eight per cent in real terms between 2010/11 and 2012/13.[6] Councils' overall expenditure reduced by five per cent over the same period.[7]

Spend per pupil varies widely across the country with rural councils spending the most

17. In 2012/13, the average spend per pupil across Scotland was £5,468 (Exhibit 3, page 11) [8] and varied:

- across urban councils, from £4,782 in Renfrewshire to £5,899 in West Dunbartonshire – £1,117 difference

- among councils with a mix of urban and rural areas, from £4,433 in Clackmannanshire to £5,799 in North Ayrshire – £1,366 difference

- across rural councils, from £4,966 in Moray to £6,796 in Argyll and Bute – £1,830 difference

- among the island councils, from £9,005 in Orkney to £10,821 in Shetland Islands – £1,816 difference.

Exhibit 3
Spend per pupil by council, 2012/13
Spend per pupil varies widely across Scotland.
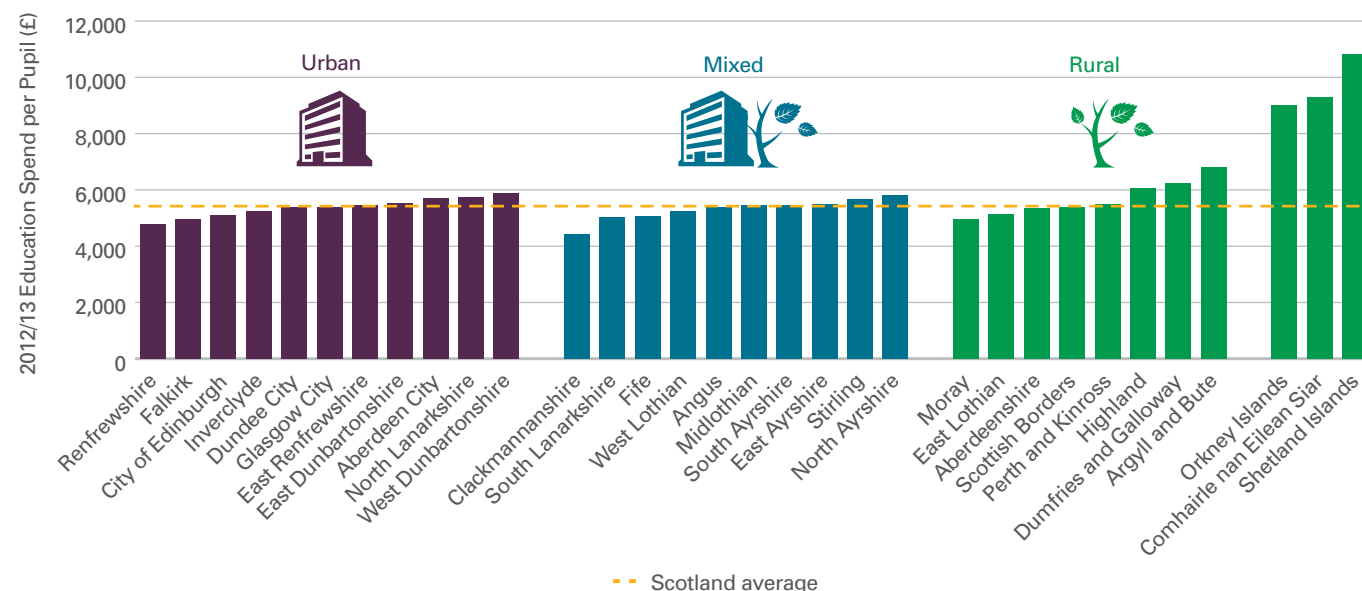
Note: Councils were categorised using the Scottish Government's Urban Rural classification, 2011/12.

Source: Audit Scotland analysis using councils' Local Financial Returns and additional information provided by councils, 2012/13; and data from *Pupils in Scotland*, Scottish Government, 2013

18. Councils with more rural areas, including the island councils, generally spend more per pupil for a number of reasons:

- In general, there is a lower average number of pupils in each school. As a result, teacher costs per pupil are higher. In 2013, there was an average of 113 pupils per primary school in rural councils compared to an average of 265 primary pupils per school in urban councils.

- Because distances are greater and pupils are more widely spread, school transport costs are higher. For example, Aberdeenshire, Argyll and Bute and Highland councils spent six per cent of their total school expenditure on school transport in 2012/13, the highest of all mainland councils. In comparison, school transport accounted for 0.2 per cent of Dundee City Council's total school expenditure in 2012/13.

- The school estate tends to be larger due to high numbers of small primary schools. This brings increased maintenance and running costs.

- Recruiting both permanent and supply teaching staff can be more challenging for rural councils. As a consequence, employment costs can be higher as councils try to attract staff. For example, Aberdeenshire Council has found it difficult recently to fill teacher vacancies. To address this, the council ran an international recruitment campaign offering benefits such as help with housing to successful applicants.

19. In urban councils, differences in spend per pupil are mainly influenced by how much is spent on teachers. Higher proportions of promoted posts in the teacher workforce; more chartered teachers; and greater incidences of salary conservation among teachers (ie, when a salary is protected for a specified length of time) all impact on how much councils spend on teachers.[9, 10] To ensure services are being provided as efficiently as possible, councils must fully understand the factors influencing their spend per pupil, and how this compares to other councils.

Councils have reduced what they spend on school education mainly by employing fewer staff

20. Councils have reduced spending on schools in the past three years largely as a result of employing fewer teachers. Between 2010/11 and 2012/13, spending on teachers reduced by seven per cent in real terms. All councils (except East Lothian which remained the same) reduced expenditure on teachers over this period. This ranged from a two per cent reduction in South Lanarkshire to 19 per cent in Stirling.

21. Overall teacher numbers reduced by 815 full-time equivalent (FTE) (two per cent) between 2010 and 2013 (Exhibit 4, page 13).[11] Teacher numbers reduced in the secondary sector over this period by 1,081 FTE (four per cent) and in the primary sector by 190 FTE (one per cent). In contrast, teachers classified as centrally employed increased by 456 FTE (64 per cent) over the same period. These are teachers who may work across more than one school, for example music teachers. However, because of the way data is collected, we are unable to assess the extent to which these changes are a result of:

- councils re-categorising staff from school-based teachers to centrally employed, or

- councils employing additional centrally employed teachers.

22. The biggest reduction is in teachers in their 50s leaving work, either through retirement or voluntary early release schemes. In 2012/13, 29 out of 32 councils used early departure and early retirement schemes to reduce staff numbers.[12] The average age profile of teachers is now 41.9 years, a reduction of 0.9 years since 2010. Twenty-seven councils have reviewed teaching staff formulas in the past three years to help make efficiency savings.[13] Pupil/teacher ratios have remained almost the same in the secondary sector since 2010, increasing by 0.1 pupils per teacher to 12.2 in 2013. In the primary sector, the pupil/teacher ratio increased from 15.8 pupils per teacher in 2010 to 16.5 in 2013.

23. Councils also reduced their spending on other education staff by 11 per cent in real terms between 2010/11 and 2012/13. Reasons for this include:

- councils using Quality Improvement Officers (QIOs) in a more proportionate and risk-based way, encouraging schools to evaluate their own performance. QIOs provide support and challenge to schools to help them improve and those that remain in post are increasingly targeting their efforts only at those schools that need extra support.

- service efficiency reviews and restructurings that have taken place within many council education departments.

Exhibit 4
Changes in FTE education staffing numbers, 2010-13
Reductions have been made across all staffing groups.

Teachers
(school-based and centrally based)

-2%	2010	2013	Change
	48,585	47,770	**-815**

Business managers
(school-based)

-22%	2010	2013	Change
	261	204	**-57**

Admin and clerical
Office managers; other admin, professional, technical and clerical staff (school-based)

-5%	2010	2013	Change
	5,415	5,162	**-253**

Laboratory assistants and technicians

-12%	2010	2013	Change
	1,272	1,122	**-150**

Classroom assistants

-2%	2010	2013	Change
	5,048	4,944	**-104**

Quality Improvement Officers

-22%	2010	2013	Change
	472	369	**-103**

Notes: 1. The staff types are those used in the Scottish Government annual census of education staff.
2. Changes to staff are shown in calendar years rather than financial years as the data is gathered through an annual census of education staff carried out in September each year.

Source: Audit Scotland, using *Teachers in Scotland*, Scottish Government, 2010 and 2013

24. Other than staffing, councils have been reducing their education spending in a range of other ways. Examples include:

- Making savings from changes to teachers' terms and conditions of service, following the 2011 Scottish Negotiating Committee for Teachers pay and conditions agreement. This reduced annual leave for teachers on maternity and long-term sick leave from 66 to 40 days, increased time in the classroom for probationer teachers and introduced changes to supply contracts.

- Reducing the length of secondary school classroom periods from 55 minutes to 50 minutes and increasing the weekly number of periods from 30 up to 33. This has helped maximise teachers' class contact time and reduce the need for supply teachers. In keeping with the aims of CfE, schools also now have more flexibility to provide vocational opportunities and wider achievement activities for pupils.

- Re-tendering school transport when contracts are renewed. Some councils have also reviewed how they provide transport, for example by replacing larger vehicles with smaller ones and reviewing routes to reduce the amount of fuel usage.

- Reducing Continuing Professional Development (CPD) programmes and training budgets to schools and using in-house staff to deliver training instead of external providers.

Councils' education budgets will continue to face pressures

25. Public sector finances will continue to be under pressure for the foreseeable future. An ageing population, changes to the welfare system, and the impact of the recent recession are also increasing demand for many public services. Councils need to allocate limited money, staff and other assets to individual services in line with their priorities and needs. As a result, elected members will need to consider and balance the demand for resources from education services with those of other services.

26. Education services are also likely to face a number of specific challenges that will place increasing pressure on finances. These include:

- increasing demand for teachers and education services, as a result of rising pupil numbers in some areas, especially in the primary sector

- Scottish Government commitments to reduce class sizes, especially for younger pupils in P1-P3

- public and political opposition to proposals to close schools, which may mean councils are unable to make the financial savings that closures could bring

- meeting the requirements of pupils with additional support needs in special schools and classes, and in mainstream schools

- maintaining and upgrading the school estate. Although councils have made significant progress in recent years, 18 per cent of schools remain in poor or bad condition.[14]

27. Many of the approaches to reducing budgets have only been introduced in the last two or three years. Given that staff costs comprise over two-thirds of councils' expenditure, employing fewer staff is an obvious way to reduce spending. However, councils need to be aware of the potential impact on remaining staff. More work is needed to monitor the impact of staff reductions on front-line services and also on the capacity of functions such as central education staff. Pressures arising from additional responsibilities or extra workload could result in increased sickness absence or low staff morale. Councils also need to understand the longer-term effect that budget reductions could have on efforts to raise attainment among pupils.
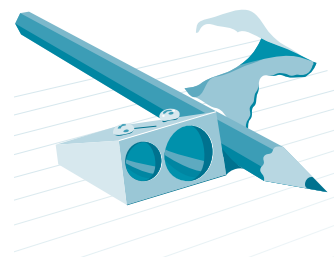
Recommendations

Councils should:

- fully assess the potential long-term impact on attainment and wider achievement of budget reductions

- monitor and act on the impact of revised working practices and staff reductions across all affected groups (eg, teachers, administrative staff, classroom assistants) on staff wellbeing by, for example, monitoring sickness absence levels, and through specific questions in staff surveys.

Part 2
Pupil attainment and wider achievement

Key messages

1 There is a lack of information on overall pupil performance at both a local and national level. Current measures focus on attainment of secondary pupils at S4-S6 level. There are no comparable measures of wider achievement, or the performance of pupils in P1-S3 available at both a council and national level.

2 Attainment in S4-S6 has improved over the last decade. However, it is not clear whether these improvements are greater or less than expected due to a lack of national targets. There is significant variation in attainment between individual councils, schools and groups of pupils, and there is a considerable gap between Scotland and top performing countries.

3 Deprivation continues to have a large influence on attainment. There are significant differences in attainment between pupils from deprived areas and those from more affluent areas. However, some schools have achieved better attainment results than their levels of deprivation would indicate, suggesting that the gap between the lowest and highest performing schools cannot be wholly attributed to different levels of deprivation. Closing the gap between schools is likely to be critical to improving overall attainment levels.

4 There are increasing opportunities for pupils to participate in activities that aim to improve their confidence and help them develop the skills required as they leave school and move into employment, training or continued education. Schools and councils need to ensure that they can scrutinise the outcomes from these activities to ensure that they meet the needs of pupils.

attainment has improved over the last decade but there is significant variation between councils and pupils

Pupils' learning experiences have become much broader in recent years

28. Pupils in Scotland undertake a variety of courses and qualifications aimed at ensuring they gain both nationally recognised qualifications and wider employability and social skills. Traditionally, schools were the main providers of courses although learning has always taken place outside the classroom, at home and in the community. However, the range and types of courses available to pupils are now much wider and there is greater opportunity for pupil personalisation and choice (Exhibit 5, page 16).

Exhibit 5
Pupil learning in Scotland
Pupils learn in a wide variety of ways, with examples shown below.

WIDER ACHIEVEMENT SQA QUALIFICATIONS

- Employability
- Leadership
- Personal development

ACCREDITED WIDER ACHIEVEMENT AWARDS

- Dynamic Youth
- Duke of Edinburgh
- John Muir

PERSONAL ACHIEVEMENT

- Volunteering
- Taking part in sports club
- Taking part in music club
- Caring responsibility at home

VOCATIONAL QUALIFICATIONS

- Hairdressing
- Early education and childcare
- Computer skills
- Sports and recreation

NON-VOCATIONAL COURSES AND EXAMS

- English and maths
- Geography
- History

Source: Audit Scotland

29. In delivering educational opportunities to pupils, councils are increasingly working in partnership with colleges to provide vocational qualifications. For example, Falkirk Council has had a formal partnership with Forth Valley College for more than a decade, providing pupils with opportunities to attend college during the school day to gain qualifications in a range of vocational subjects. Third sector organisations such as the John Muir Trust are involved in delivering wider achievement awards and programmes.

Existing measures do not fully capture a pupil's performance throughout their time at school

Measures of attainment focus on pupils in S4-S6

30. Pupil performance in Scotland is measured nationally by the number and level of qualifications passed by pupils in secondary school. There are a range of attainment measures used within Scottish education. We have selected ten of these to examine the range of performance across the entire senior phase (S4-S6) (Appendix 1). The selected measures are closely aligned to the measures that councils report to their own education committees.

31. The achievements of some pupils who take vocational courses at local colleges are not captured by existing attainment measures. Pupils can complete courses at college but their achievements are not recognised in existing school performance measures. The *Interim Report* of the Commission for Developing Scotland's Young Workforce in 2013 recommended that the delivery of vocational qualifications for school pupils should be explicitly measured and published alongside other school performance measures.[15] In addition, pupils can complete groups of units at school or college, without completing the full course. These are also not captured in existing measures.

Some assessment of pupil performance between P1 and S3 is made but it is not possible to compare the results between councils

32. Pupil performance during primary and up to S3 is collected nationally through the Scottish Survey of Literacy and Numeracy (SSLN).[16] Introduced in 2011 to reflect the changes brought about by the Curriculum for Excellence, the SSLN is an annual survey of a sample of P4, P7, and S2 pupils across the country that tests literacy and numeracy skills in alternate years. The SSLN is designed to provide national-level results. Results cannot be used at a council level due to the small numbers of pupils selected to participate in each council.

33. At a council level, there is no consistent approach to tracking and monitoring the progress of pupils from P1 to S3. Twenty-seven councils use some form of standardised testing at council level to assess and track the progress of their pupils from P1 to S3. This involves testing pupils at various stages to assess their progress in literacy and numeracy and comparing this with expected progress. The type of testing used and the extent to which pupils are tested varies across the country. For example, some councils test pupils in P1, P3, P5, P7 and S2 while others test less frequently than this.

There are no comparable performance measures addressing pupils' wider achievement

34. There are no national performance measures on pupils' wider achievements, for example the number of pupils participating in specific award programmes such as the Duke of Edinburgh. Sixteen councils were able to provide us with data on their pupils' wider achievements in formal awards and programmes but there is significant variation around what each council collects.

35. The Scottish Government is currently working with councils, national education agencies and other partners to develop a new benchmarking tool. The aim is that this tool will include a new set of performance measures that will take some account of pupils' wider achievement. This new tool is scheduled to be in place by August 2014. We discuss wider achievement in more detail in (paragraphs 56–60).

Attainment levels have improved over the past decade

36. Nationally, attainment has improved across all ten of the attainment measures we selected over the past decade, although the level of improvement has been mixed (Exhibit 6). Attainment improved by four per cent for the measures at S4 level between 2004 and 2013. At S5 and S6 levels, attainment improved between five and ten per cent. The vast majority of the improvements in attainment have been made in the past five years.

Exhibit 6

Percentage of pupils achieving each of the ten attainment measures we selected in 2004 and 2013
Attainment has improved across all ten measures in the past decade although to differing degrees.
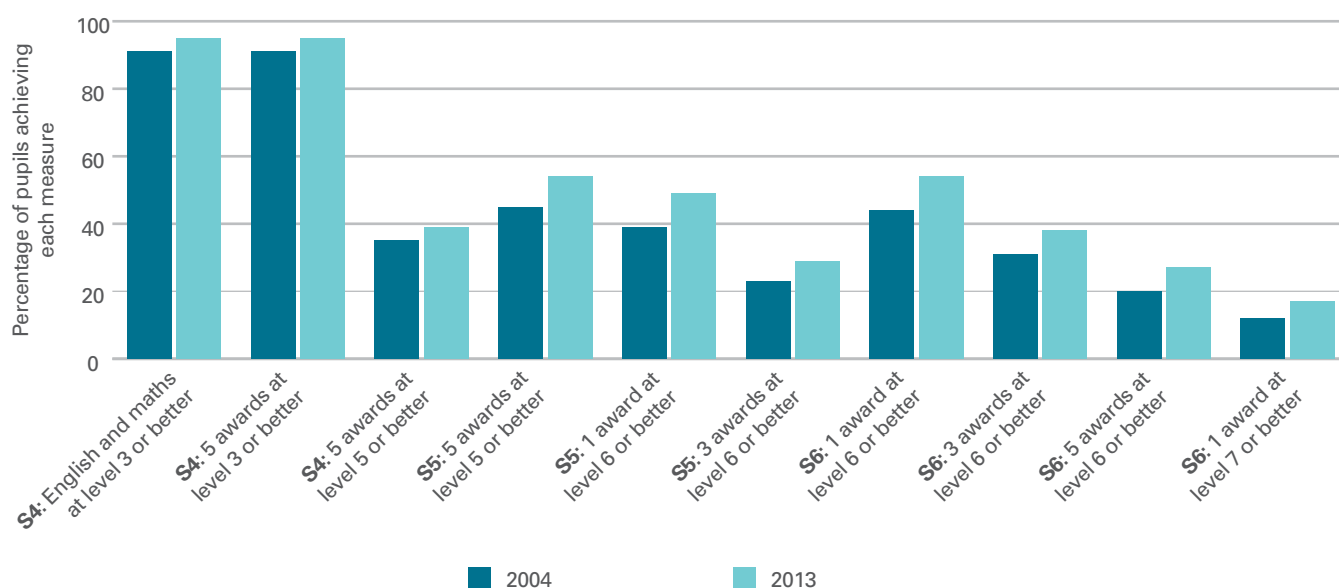
Note: Appendix 1 explains what each attainment measure means.

Source: Audit Scotland, using data from Scottish Government Education Analytical Services Division

37. There are no national targets for exam performance. Therefore it is not clear whether the rate of improvement across the ten attainment measures over the last ten years is above or below what should be expected by councils.

38. The attainment gap between the highest and lowest-performing pupils in secondary education has closed slightly over the past five years. Every level and type of qualification in Scotland has an accompanying points score. The points gained by each pupil are added to create an overall tariff score. In 2012 (the most recent year available at time of reporting), the highest performing 20 per cent of

S4 pupils in Scotland had an average tariff score of 298. The lowest performing 20 per cent of S4 pupils had a tariff score of 71. The national average is 187. The gap between the highest and lowest performing 20 per cent of pupils narrowed slightly from 235 points in 2008 to 227 points in 2012.

Nationally, most P4 and P7 pupils are performing well but performance is not sustained into secondary school

39. Results from the Scottish Survey of Literacy and Numeracy show that:

- The majority of P4 and P7 pupils tested are performing well, very well or beyond their expected stage in numeracy and literacy. However, the percentage of pupils performing at this level in numeracy declined by eight per cent for P4 pupils and by six per cent for P7 pupils between 2011 and 2013. Literacy was first tested in the SSLN in 2012 so trend figures are not yet available.

- S2 pupils' performance in literacy is similar to those of P4 and P7 pupils. However, S2 pupils performed significantly worse against the standard expected than primary pupils in numeracy in both 2011 and 2013. In 2013, 42 per cent of S2 pupils performed well or very well in numeracy compared to 69 per cent of P4 pupils and 66 per cent of P7 pupils. One-third (35 per cent) of S2 pupils in 2013 were not working at their expected level in numeracy compared to only 0.2 per cent of P4 pupils and two per cent of P7 pupils.

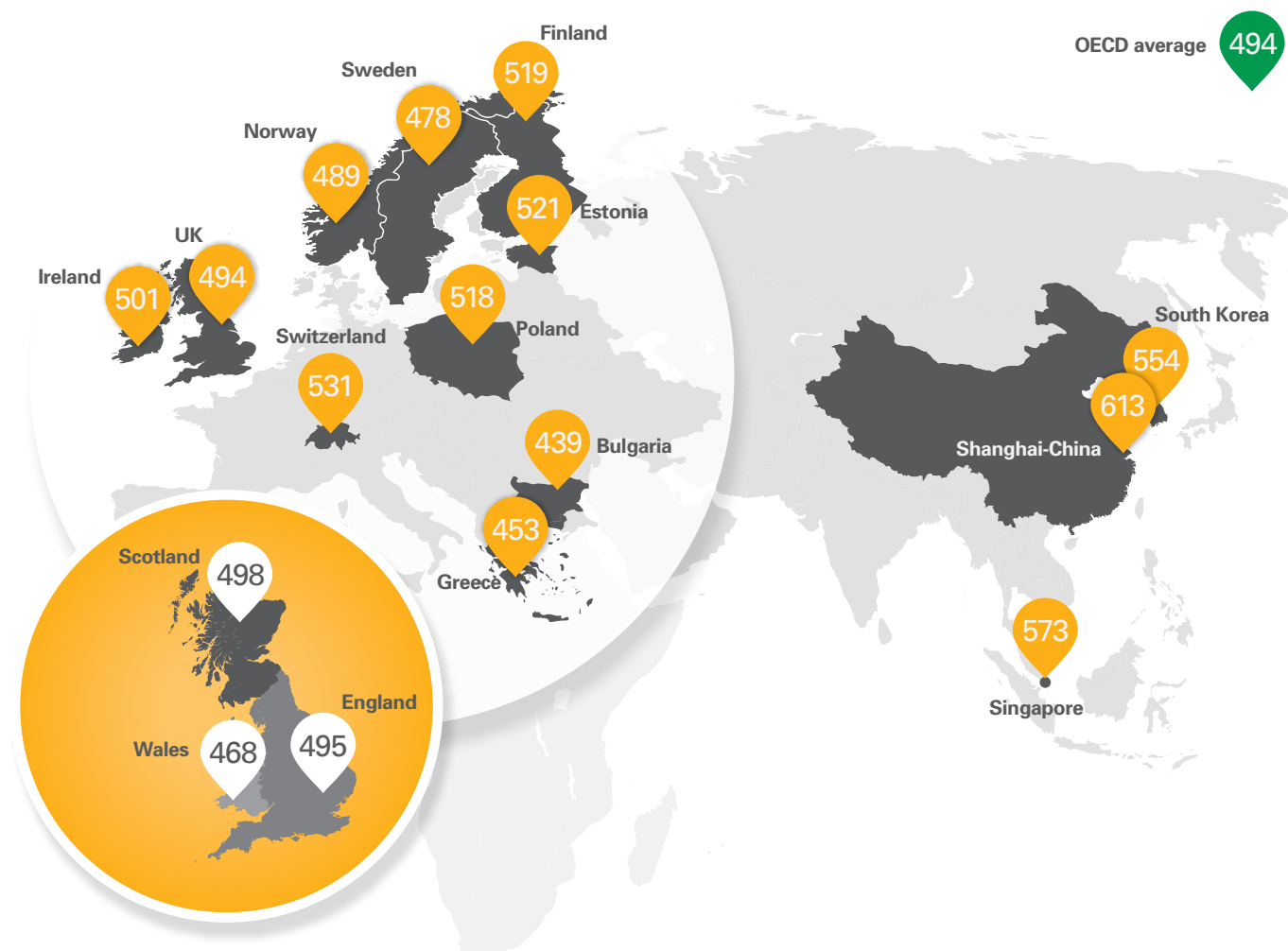## There is a considerable gap between Scotland and top performing countries

40. International comparisons show that the academic performance of Scotland's pupils in recent years is static, after a period of relative decline. As part of its national performance framework, the Scottish Government uses the Programme for International Student Assessment (PISA), run by the Organisation for Economic Co-operation and Development (OECD), to compare how Scotland is performing against other OECD countries.[17] A sample of pupils in each participating country is assessed in reading, maths and science every three years. Between 2000 and 2006, Scotland's performance in reading deteriorated and between 2003 and 2006 performance in maths also fell.[18] Since 2006, performance in reading, science and maths has remained static. Scotland's performance has been above the OECD average in reading and science since 2009 and has been similar to the OECD average in maths.

41. Compared to other UK countries, Scotland's performance since 2006 (the first year that can be compared) has been similar to England and Northern Ireland in most areas and better than Wales.[19] More widely, a number of other countries have continued to improve in recent years compared to Scotland (eg, Poland), while some have seen a relative decline (eg, Australia and New Zealand). Overall, there is a considerable gap between Scotland and the top performing countries (Exhibit 7, page 20). All countries have different education systems and the focus of these will differ according to each country's national and local priorities. However, it is important that Scotland is able to keep pace with the best performing countries if it is to compete effectively in the global economy.

Exhibit 7

PISA scores in mathematics, 2012

There is a considerable gap between Scotland and the top performing countries.

OECD average **494**

Finland **519**
Sweden **478**
Norway **489**
Estonia **521**
UK **494**
Ireland **501**
Switzerland **531**
Poland **518**
Bulgaria **439**
Greece **453**
South Korea **554**
Shanghai-China **613**
Singapore **573**

Scotland **498**
England **495**
Wales **468**

Note: These are mean scores for each country. As with all sample surveys, the values shown are subject to sampling error which means the true value could be slightly higher or lower than that shown.

Source: Audit Scotland using *PISA 2012 Results in Focus*, OECD, 2013

There is significant variation in attainment levels between councils and between individual schools

42. There are wide differences in attainment levels between councils in Scotland across almost all of the ten measures we use in the report (Appendix 1). Seven of the measures had a gap between the highest and lowest performing councils of 30 percentage points or more. The widest performance gap was in the percentage of S4 pupils achieving five awards at SCQF level five with a gap of 43 percentage points in 2013. In 2013, 28 per cent of S4 pupils in Clackmannanshire and Dundee City achieved five awards at level five, compared to 71 per cent in East Renfrewshire (Exhibit 8, page 21).

Exhibit 8
Percentage of S4 pupils achieving five awards at level five in 2013 by council
Performance varies widely across the country.
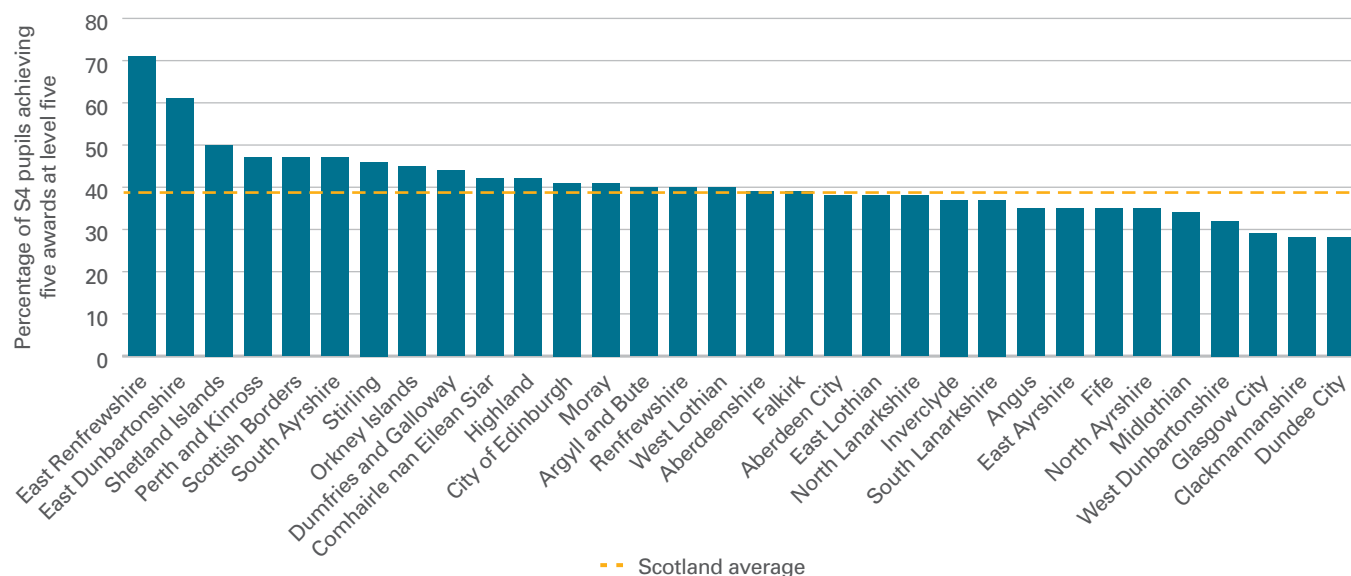
- - Scotland average

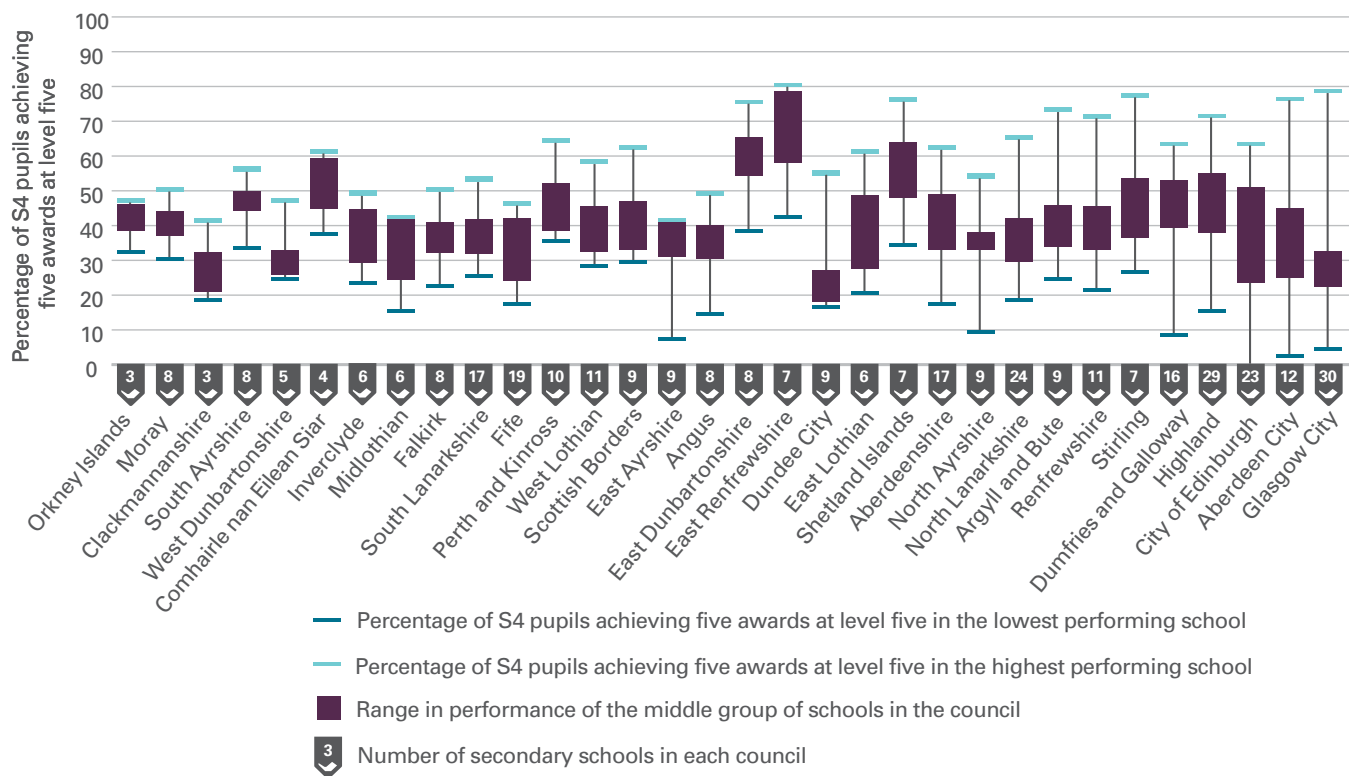Source: Audit Scotland, using data from Scottish Government Education Analytical Services Division

43. Attainment levels also vary significantly between schools in the same council area. Exhibit 9 (page 22) shows the range and spread of performance across schools in each council using the percentage of S4 pupils achieving five awards at level five in 2013. This is an important measure as S4 is the last year in which all pupils sit national exams. There is similar variation within councils using two other commonly reported attainment measures: the percentage of S5 pupils achieving three awards at level six; and the percentage of S6 pupils achieving five awards at level six.

44. Looking at the percentage of S4 pupils achieving five awards at level five in 2013 in more detail:

- Orkney Islands had the smallest gap between schools in 2013 at 15 percentage points. Aberdeen City and Glasgow City had the widest gap between schools at 74 percentage points. Across all secondary schools in Scotland, the percentage of S4 pupils achieving five awards at level five ranged from:

  – no pupils achieving this level in the lowest-performing school in the City of Edinburgh in 2013, to
  – 81 per cent of pupils achieving this level in the highest-performing school in East Renfrewshire.

- The spread of school performance in individual councils varies across the country. For example, the middle-performing group of schools in Glasgow City were within ten percentage points of each other. In contrast, in the middle-performing group of schools in East Lothian, the percentage of S4 pupils achieving five awards at level five in 2013 differed by 21 percentage points.

- The extent of the variation in performance across schools is not fully explained by a council's size, level of deprivation, or number of secondary schools. In 2013, Scotland's three largest city councils (Glasgow, Edinburgh and Aberdeen) had the widest gap in performance between schools. However, another four councils (Dumfries and Galloway, Highland, Renfrewshire, and Stirling) also had variations of at least 50 percentage points between their lowest-performing and highest-performing schools. All of these councils have a mix of deprivation levels, rurality, and number of schools.

Exhibit 9

Range and spread of performance between schools in each council in terms of percentage of S4 pupils achieving five awards at level five, 2013

There are wide differences in performance between schools in each council area.

Legend:
— Percentage of S4 pupils achieving five awards at level five in the lowest performing school
— Percentage of S4 pupils achieving five awards at level five in the highest performing school
■ Range in performance of the middle group of schools in the council
3 Number of secondary schools in each council

Note: 1. One school from Argyll and Bute, two schools from Orkney Islands, and one school from Shetland Islands have been removed from the analysis as they had less than five pupils in S4 in 2013.

Source: Audit Scotland, using data from Scottish Government Education Analytical Services Division

Lower-performing councils have made the most improvement in attainment over the past ten years

45. All councils improved attainment in at least four of the ten attainment measures between 2004 and 2013. The majority of councils (21) improved attainment across all of the measures. Within this ten-year period, however, councils' performance fluctuates. To identify more recent trends in performance

and understand how these compare to the longer-term ten-year period, we examined the most recent five years. This showed that of the 21 councils identified above:

- 14 continued to display an upward trend in all ten measures

- seven also displayed an upward trend in at least eight of the measures.

**46.** There is considerable variation in the scale of improvement among councils. Exhibit 10 shows the level of improvement over the past ten years in the percentage of S4 pupils achieving five awards at level five in each council. There is similar variation in improvement levels across all other attainment measures used in the report. The biggest improvements in attainment have been made, in the main, by councils which were in the lowest-performing third of councils ten years ago.[20] For example, Glasgow City and Dundee City were the lowest-performing councils in 2004 in terms of the percentage of S4 pupils achieving five awards at level five. However, over the last decade, performance improved by six per cent and five per cent respectively in these councils, above the national average of four per cent.

47. Although it is mainly lower-performing councils that have made the most improvements in attainment in the past decade, continuous improvements have also been made by two of the highest-performing councils. Across all attainment measures, East Dunbartonshire and East Renfrewshire were the top-performing councils in 2013, despite already starting this period as high-performing councils.

Exhibit 10

Percentage improvement by council in the percentage of S4 pupils achieving five awards at level five, 2004-13

Improvements in attainment over the past ten years vary markedly across the country.
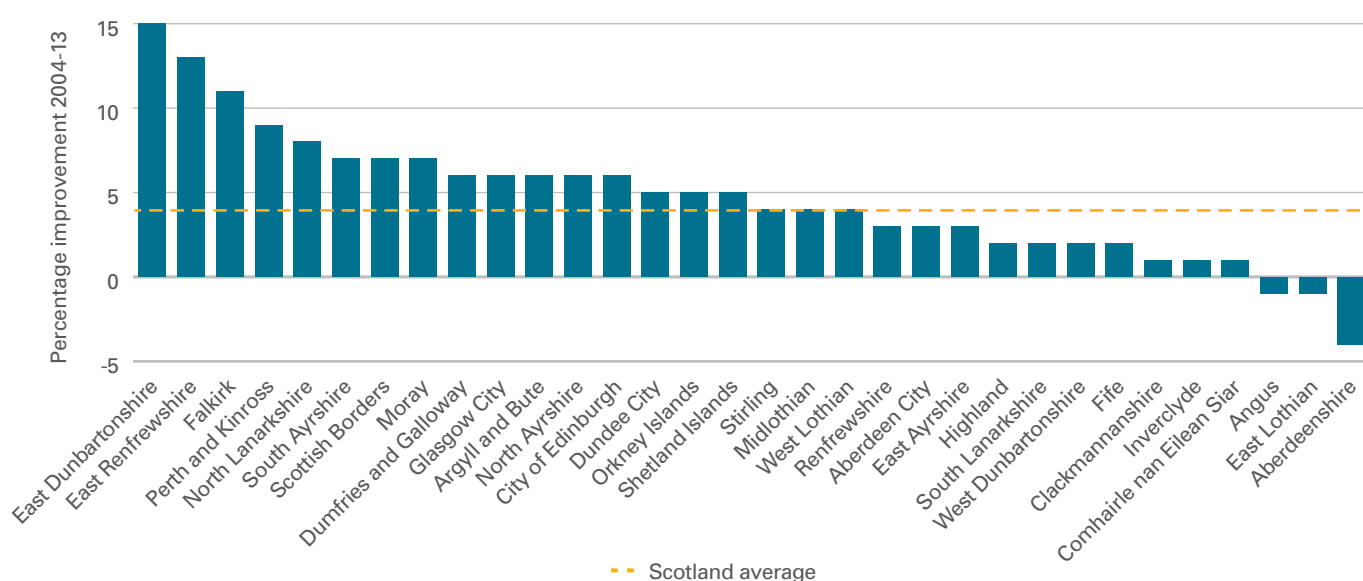
Source: Audit Scotland, using data from Scottish Government Education Analytical Services Division

48. Councils are slightly more likely to have improved attainment in S5 and S6 than in S4 over the past ten years. For example, 31 councils improved the percentage of their S5 pupils achieving one award at level six (equivalent to Higher-level). This compares to 27 councils that improved the percentage of pupils of S4 pupils achieving five awards at level three (equivalent to Standard Grade Foundation level).

49. Although all councils have improved attainment in at least some of the ten measures, there has been little overall reduction in the variation in attainment between councils in the past ten years. Of the ten attainment measures, the size of the gap between the highest-performing and lowest-performing councils:

- reduced in five

- stayed the same in one

- increased in four.

For example, in 2004 there was a 38 percentage point gap in the percentage of S6 pupils achieving one award at level six between the lowest-performing and highest-performing councils in Scotland. By 2013, this gap had reduced by six percentage points. Conversely, the gap in performance between councils in the percentage of S4 pupils achieving five awards at level five increased by eight percentage points between 2004 and 2013.

The gap in performance between the lowest and highest-performing schools continues to increase in more than half of councils

50. Thirteen councils reduced the gap in performance between their highest and lowest-performing schools in the past ten years in terms of the percentage of S4 pupils achieving five awards at level five. They have reduced the gap largely by improving attainment levels in lower-performing schools, although there has also been a decline in performance among higher-performing schools in some councils. For example, Inverclyde closed the gap in performance between its schools the most between 2004 and 2013 (by 22 percentage points). The percentage of S4 pupils achieving five awards at level five increased from 14 per cent in the council's lowest-performing school in 2004 to 24 per cent in 2013. However, at the same time, the percentage of S4 pupils achieving the same award in the council's highest-performing school decreased from 62 per cent in 2004 to 50 per cent in 2013.

51. In 19 councils, the gap between the highest and lowest-performing schools increased between 2004 and 2013. This is mainly because the percentage point improvement in the percentage of S4 pupils achieving five awards at level five was greater over the past ten years in the highest-performing schools than in the lowest-performing schools.

Gender, ethnicity and looked after status all impact on levels of attainment

52. Attainment differs across different groups of pupils (Exhibit 11, page 25).[21] Among S4 pupils in 2012, Asian-Chinese pupils were the highest performers, with an average tariff score of 244 (the national average is 187). This is almost five times greater than pupils who are looked after by a council but are living at home under a supervision order. These pupils had an average tariff score of 51.[22, 23]

Exhibit 11

Average tariff scores of S4 pupils by different characteristics in 2012
Attainment varies widely between different groups of pupils in Scotland.
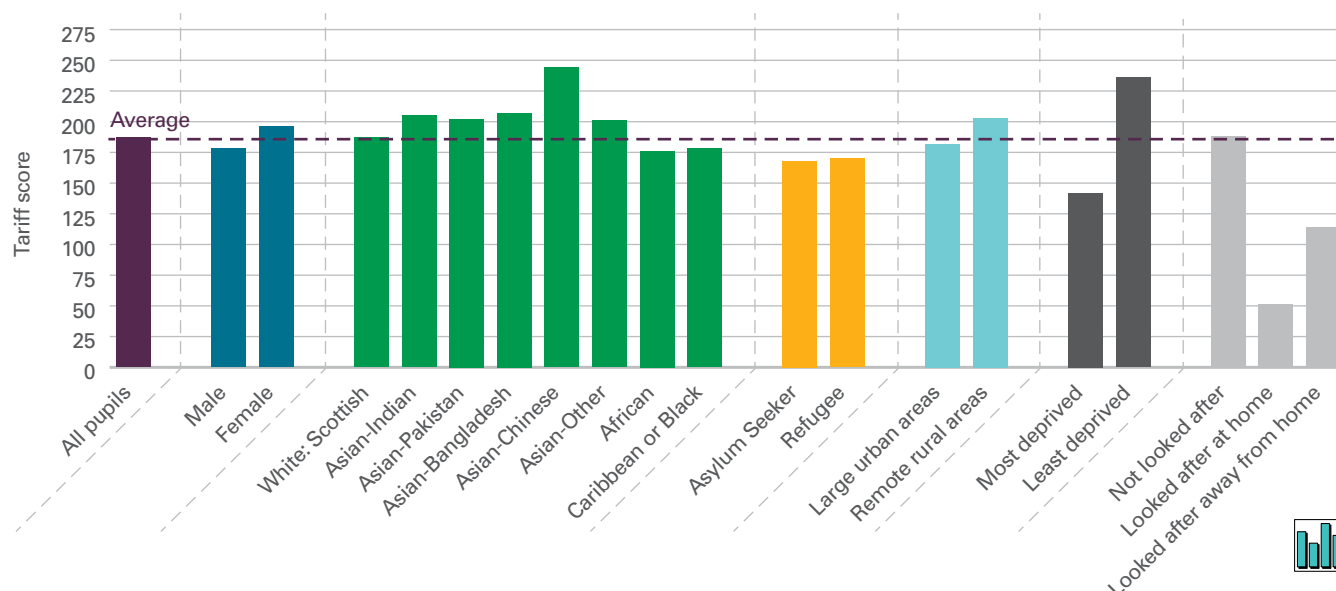
Note: Looked after children are in the care of the council, either at home under a supervision order from a Children's Hearing, or accommodated away from home (such as a residential unit, foster care, or with relatives).

Source: Audit Scotland, using *Summary statistics for attainment, leaver destinations and healthy living, No.3: 2013 Edition – Attainment and Leaver Destinations*, Scottish Government, June 2013 and data provided by Scottish Government Education Analytical Services Division

53. Overall attainment has improved among each of the different groups of pupils. However, the extent of the improvement varies across and within the groups:

- Improvements in attainment vary markedly by ethnic background. For example, tariff scores of pupils with an Asian-Indian ethnic background decreased by two points in the most recent three years, compared to an increase of 16 points for pupils from an Asian-Pakistan ethnic background.[24]

- The average tariff score of pupils looked after away from home improved by 34 points over the past three years, more than double the rate of improvement among pupils looked after at home at 15 points. Pupils looked after at home were the lowest-performing group of pupils in 2010 and remained so in 2012.

Deprivation is a key factor influencing attainment in Scotland but other factors are also important

54. The OECD review of Scottish education in 2007 found that a pupil's social background mattered more in terms of attainment than in other countries.[25] While the link between deprivation and attainment is not unique to Scotland, deprivation continues to have a major impact upon levels of attainment across the country:[26]

- At a national level, tariff score is very closely linked to level of deprivation. In 2008, the average tariff score of pupils in the least deprived areas of Scotland was 106 points higher than pupils in the most deprived areas.

The gap has narrowed slightly in the past five years, but there is still a 94 point difference.

- In 2012, around half of the S4 pupils (51 per cent) who were in the lowest 20 per cent of achievers came from the three most deprived deciles in Scotland.[27] Around half (48 per cent) of pupils who were in the highest 20 per cent of achievers came from the three least deprived deciles in Scotland. This has not changed over the past five years.

- The impact of deprivation on pupil performance is also evident among primary pupils. The Scottish Survey of Literacy and Numeracy in 2013 showed that 61 per cent of P4 pupils in the most deprived areas in Scotland performed well or very well at the numeracy level expected. This compared to 75 per cent of pupils from the least deprived areas.

- A Save the Children report in 2012 using data from the Scottish survey *Growing up in Scotland* found that children born into poverty are twice as likely as other children to face developmental difficulties when they enter formal schooling.[28, 29]

55. Councils with more areas affected by deprivation generally have lower levels of attainment than councils with higher levels of affluence. However, deprivation is clearly not the only factor influencing attainment. For example, Inverclyde and East Lothian have similar levels of attainment in terms of the percentage of S4 pupils achieving five awards at level five (38 per cent and 39 per cent respectively) yet have widely different levels of deprivation. At a school level, deprivation also has an impact on attainment. Using the recognised measure of free school meal registrations as an indicator of deprivation, in general the greater the number of pupils registered for free school meals in a school then the lower the attainment levels (Exhibit 12, page 27). However, as the wide spread of schools shows, deprivation is clearly only one contributing factor in how well schools perform. For example, some schools with higher levels of pupils registered for free school meals have similar attainment levels to schools with much fewer pupils registered for free school meals. We discuss the other factors that influence school performance in Part 3 of the report.

There are increasing opportunities for pupils to develop wider employability and life skills

56. CfE places an emphasis on developing children to be successful learners, confident individuals, effective contributors and responsible citizens. It requires schools to recognise the breadth of pupils' achievement, and not only their ability to pass exams. Activities that pupils undertake both within and outwith school are more broadly known as wider achievement and these can take many forms (Exhibit 13, page 28).

57. Formal wider achievement programmes have been available in schools for some years. Councils told us that there has been a significant increase in the past five years, in both the types of programme being offered and the numbers of awards pupils are achieving (Exhibit 14, page 28). Pupils taking part in such activities must plan and identify their own personal goals. The programmes are designed to allow pupils to develop skills for life, learning and work, such as self-management, problem solving, teamwork and communication. These are attributes that major employers value when selecting prospective employees (Case study 1, page 29).

Exhibit 12
Free school meal registrations compared to the percentage of S4 pupils achieving five awards at level five in all secondary schools in Scotland, 2013
Deprivation (using registrations for free school meals as an indicator) is not the only factor affecting levels of attainment.

Percentage of pupils registered for free school meals
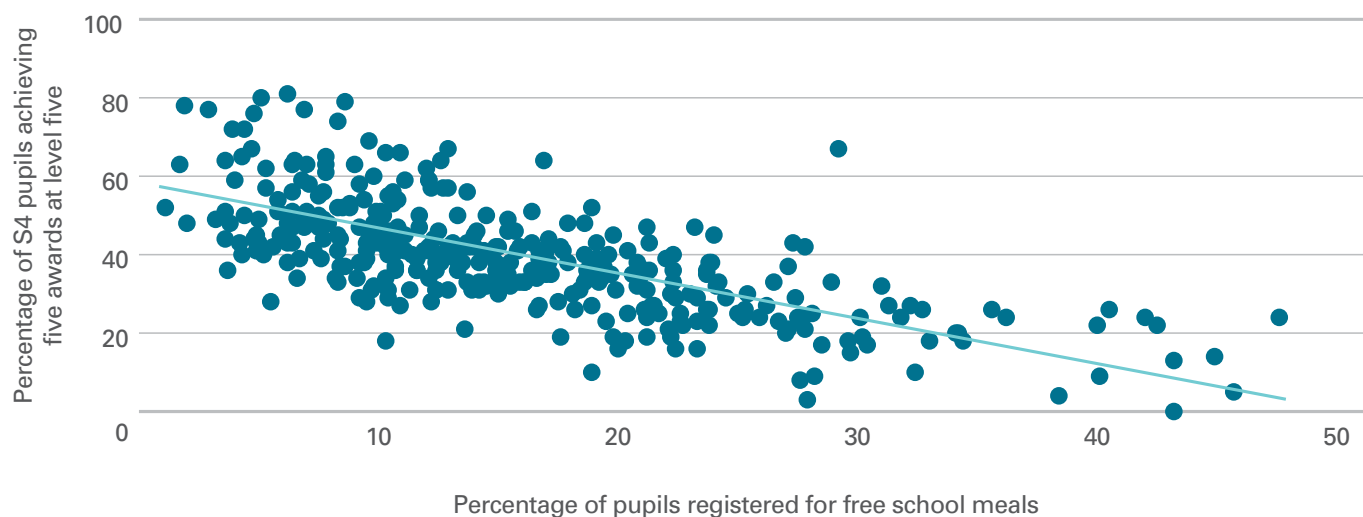
Note: The blue circles represent every secondary school in Scotland.

Source: Audit Scotland, using data provided by Scottish Government Education Analytical Services Division and school meals data from *Pupil Census*, Scottish Government, 2013

Schools are beginning to target wider opportunities to those pupils who would benefit the most, but how this activity is recorded and monitored is variable

58. CfE emphasises the importance of pupils having access to learning opportunities that are personalised and appropriate for them. This ensures that pupils gain the most they can from wider activities and programmes that help them learn life and employability skills. There are examples of schools and councils targeting programmes and activities towards those pupils who would most benefit. For example, Perth and Kinross Council has developed an outdoor programme to engage vulnerable pupils at St John's Academy and Kinross High School. The programme uses kayaking, gorge walking and climbing to help pupils develop new skills and increase their levels of confidence.

59. These types of activities are mainly organised at a school level. This means schools can appropriately tailor programmes and activities to their individual pupils. This is reflected in the variation in the range of programmes and awards available to pupils in different schools within the same council area. To ensure that all pupils have access to the most appropriate opportunities, it is important that schools are able to fully capture and record all the activities that are available and the achievements of pupils undertaking such activities. Schools also need to be able to share this information with their council so that elected members can scrutinise performance on pupils' access to, participation in, and outcomes from the wider activities and programmes on offer within the council area.

60. The new Scottish Senior Phase Benchmarking Tool ('Insight') is planned to be introduced across Scotland in August 2014. The tool is designed to help councils, schools and teachers use data to analyse, compare and improve the performance

of pupils in the senior phase (S4-S6). By gathering and reporting information on both attainment and wider achievement, the tool should help build up a picture of pupil performance across Scotland. Work is ongoing to determine which programmes will be included. The main criteria are that programmes are SCQF-rated and fit in with the CfE principles.

Exhibit 13

Examples of wider achievement activities
Wider achievement can be undertaken in a number of ways.

Types of wider achievement	Example in practice
Formally recognised awards or programmes, such as the Duke of Edinburgh Award, the John Muir Award, and The Prince's Trust. These all provide opportunities for pupils to develop their potential.	The John Muir Award is an environmental award scheme that encourages awareness and responsibility for the natural environment. While working towards this award, P5/6 pupils at Slamannan Primary in Falkirk Council were trained in scientific techniques. Working alongside Scottish Natural Heritage and the Royal Society for the Protection of Birds, the children visited the habitat of geese and studied their migration. The project encouraged pupils in other subject areas such as drama and landscape painting. The pupils' work was highly commended in the Nature of Scotland Awards, Youth and Education category.
Arrangements that do not lead to an accredited award but which are formally organised, for example voluntary work, enterprise work or leadership roles in the school.	Pupils from Ellon Academy in Aberdeenshire Council have been involved in a number of enterprise initiatives to develop skills for learning, life and work. This has taken the form of various projects such as raising money for charity, introducing fair trade school awards and working with local businesses. Through engaging in enterprise activities, pupils have gained an awareness of wider global issues and developed positive relationships with the local business community. In 2012, the school won a national award for Enterprise and Employability.
Developing skills through achievements in the school, home or wider community. For example, taking part in sport, the arts, music or activities in the community or being in a position of responsibility, such as a young carer.	The Instrumental Music Programme within West Lothian Council offers opportunities for pupils to develop their music skills, and play instruments in orchestras. This helps pupils develop confidence and team-working skills. In 2013, the Schools Wind Ensemble was awarded a Gold plus award at the Scottish Concert Band Festival.

Source: Audit Scotland

Exhibit 14

Number of pupils gaining the most commonly undertaken wider achievement awards, 2008-12

	Number of councils that provided data	2008	2009	2010	2011	2012
Duke of Edinburgh Awards	14	1,195	1,153	1,980	2,202	2,994
ASDAN (Award Scheme Development and Accreditation Network)	9	276	512	1,277	1,417	1,966
John Muir Award	10	57	454	310	788	3,095

Source: Audit Scotland

Case study 1
The Duke of Edinburgh award scheme
The Duke of Edinburgh award has benefits for both pupils and employers.

The Duke of Edinburgh award scheme (DofE) is a personal development programme that helps young people learn new skills, work with others, engage with their community and learn how to train and carry out an adventurous journey. It is open to all young people from age 14. There are three levels: bronze, silver and gold and each of these involve completing objectives to learn new skills, trying new activities and volunteering. Each progressive level takes more time and commitment from the participants.

In Scotland, 89 per cent of secondary schools have active DofE groups associated with them. This figure increased from 72 per cent five years ago, and around 15 per cent of participants have additional learning needs or have declared a disability.

Many organisations and companies have a positive view of the DofE. For example, a United Learning Trust survey in 2005 asked employers what activities undertaken in school were most valuable to them in prospective employees, and they rated DofE as the most important. In recent years, Scotrail, Scottish Gas and Northern Constabulary have sought to recruit DofE participants. These organisations support participants as they work towards their gold award. A recent impact study by the University of Northampton noted 82 per cent of participants wanted to continue volunteering after their DofE programme and 74 per cent noted an increase in self-esteem or self-belief.

Source: Audit Scotland

More than half of school leavers go on to higher or further education

61. In 2012, 90 per cent of school leavers went on to what is known as a positive destination, such as higher education or employment.[30] The largest single group of school leavers went on to higher education (36 per cent), while eight per cent of school leavers were unemployed and seeking work. The percentage of school leavers going on to a positive destination increased by six per cent between 2008 and 2012.[31]

62. At a council level, the percentage of school leavers going on to a positive follow-up destination in 2012 varied from 95 per cent in East Renfrewshire to 84 per cent in Glasgow City. All but one council has increased the percentage of pupils going on to a positive destination since 2008. Dundee City had the largest increase at 12 per cent, while Shetland Islands had a drop of three per cent. The percentage of school leavers entering employment fell in almost all councils between 2008 and 2012. This was mainly offset by an increase in pupils entering higher and further education.

63. Similar to attainment, the destinations of school leavers are also linked to levels of deprivation. School leavers from the most deprived areas in Scotland were:

- half as likely in 2012 to go on to higher education than pupils from more affluent areas (20 per cent compared to 42 per cent)

- twice as likely to be unemployed and seeking work (14 per cent compared to six per cent).[32]

64. Glasgow City Council and City of Edinburgh Council have put in place a range of initiatives to improve positive destinations (Case study 2).

Case study 2
Improving positive destinations

Glasgow City Council's Employment and Skills Partnership Team offers a wide range of programmes to provide pupils with employment-related learning opportunities in a way that is tailored, responsive and flexible to meet their individual needs. It has focused on five workstreams including enterprise, skills and aspirations, and business partnerships. The various workstreams focus on offering pupils a range of tailored opportunities and experiences so that they develop the confidence and skills for living and working in the wider world. These include work experience, participating in school and college vocational programmes, learning in different environments and business mentoring. Between 2008 and 2012, Glasgow City Council increased the number of pupils going on to positive destinations by 6.3 per cent compared to a national increase of 5.5 per cent.

In 2011, City of Edinburgh Council introduced the 'Edinburgh Guarantee'. This is an initiative which aims to ensure young people leave school with the opportunity of a job, training or further education. It primarily focuses on Edinburgh school leavers within the last three years and to date 950 pupils have benefited from the scheme.
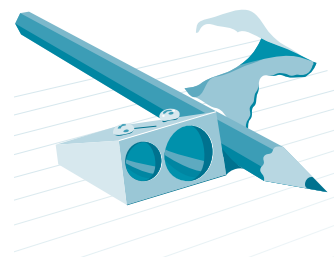
Source: Audit Scotland

Recommendations

Councils should:

- ensure they fully understand why levels of attainment vary between their schools and different groups of pupils

- develop and implement strategies to reduce the gaps in performance between the lowest and highest-performing schools

- continue to work with the Scottish Government and Education Scotland to develop a suite of agreed performance measures which would provide an overall picture of education attainment and achievement across Scotland

- develop more coordinated approaches to gathering and recording information on the range of wider achievement activities offered in schools, and the levels of pupil participation and the outcomes they achieve. This will help councils to scrutinise performance and ensure resources are used as efficiently as possible.

Part 3

Improving pupil performance

Key messages

1 Councils that have raised attainment the most over the last decade have focused on specific areas such as developing leadership, and improving both teacher quality and systems for monitoring and tracking pupil data. Increasing pupils' own aspirations and expectations of what they could achieve after school has also been important.

2 Strategic planning could be strengthened so that plans better identify the most important priorities for improvement. There is scope to strengthen elected members' role in scrutinising and challenging education performance around both attainment and wider achievement. Councils also need to continue to improve how they engage with parents.

3 Spending more money on education does not guarantee better pupil performance. Councils are starting to target resources to the lowest-performing pupils to raise educational achievement, but this could be developed further. In making spending decisions, councils need to fully understand what the most effective ways are to improve pupil performance.

A range of factors play an important role in improving attainment

65. Improving attainment depends on a number of factors. There is no one solution and many of the elements are interlinked. There is a wide range of literature on what influences pupil attainment. Aside from deprivation, other key factors that are recognised as playing an important role in improving attainment include:

- improving teacher quality

- developing leadership

- improving systems for monitoring and tracking pupil data

- increasing parental involvement

- developing pupil motivation and engagement.

developing leadership skills and improving teacher quality are key to raising attainment

66. Evidence also suggests that a child's home environment, and the extent to which it is supportive and stimulating to children during their early years, plays a key role in future educational attainment. Public bodies' early years intervention activities are therefore important in tackling issues which can influence attainment in later years. This is outside the scope of this audit.

Councils that have improved attainment the most have focused on areas such as developing leadership and improving teacher quality

67. As we outlined in Part 2 of the report, 14 councils in Scotland have successfully improved attainment across all of the ten measures of attainment we examined in both the last five and ten years. These councils have focused on some or all of the key factors outlined in paragraph 65, page 31.

Improving teacher quality

68. *Teaching Scotland's Future* highlighted that improving the quality of teaching and leadership is central to improving attainment.[33] Similarly, a 2007 review by McKinsey & Company found that those pupils placed with the highest-performing teachers progressed three times as fast as those with the lowest-performing teachers.[34] Improving teacher quality depends on:

- being able to attract the best candidates

- providing high-quality teacher training

- offering adequate salaries to retain staff

- having effective career development and support.

69. Examples of improvement in this area include:

- Falkirk Council has developed its recruitment process to test the specific competencies of each post and then find candidates who demonstrate the right skills and knowledge. For example, applicants for senior school leaders now take part in an assessment centre and applicants for classroom teachers have their teaching style formally observed and assessed in the classroom.

- Glasgow City Council has improved its approach to supporting and challenging individual schools and teachers. It has strengthened its human resources function and there is a greater focus on addressing poor performance. It offers tailored help and mentoring to teachers who need to improve their classroom practice.

- Fife Council has developed a Teacher Learning Community model. This brings together teachers on a regular basis to improve learning and teaching, and to share good practice. Teachers are encouraged to identify their own development needs and support their colleagues as a group.

70. The Scottish Government has established an implementation board to put in place the recommendations from *Teaching Scotland's Future*. These focus on improving the full spectrum of teaching education including an enhanced commitment to career professional learning and development by teachers. Councils must also support all aspiring head teachers in accessing a qualification or professional award in educational leadership. It is too early to determine

whether these changes will realise the intended benefits, but they provide an important framework for councils to deliver improvements.

Developing leadership

71. Effective leadership is crucial to improving attainment. This applies to all central education departments, Head teachers, and individual teachers. Leadership affects a wide variety of other areas, for example teacher development and pupil and parent relationships. Examples of improvement in this area include:

- In 2009, Glasgow City Council reviewed its staff development policy to provide a more systematic approach to planning staff professional development, improving teacher quality and developing leadership. Staff have participated in a range of tailored programmes. Ninety senior managers have completed the Aspiring Heads programme and over 100 teachers have achieved Harvard Leaders of Learning accreditation. These programmes are intended to improve the quality of learning and teaching in classrooms. The council considers that learning and development achieved through these courses has improved classroom practice, with learning widely shared among peers and other colleagues.

- Dumfries and Galloway Council has developed a Transformational Leadership Development Pathway to support succession planning within education. Given its rural context and the challenge of recruitment, the council recognised the need to develop local solutions, build capacity among existing staff in-house and identify at an early stage potential future leaders within schools. The programme is available to all teaching staff from probationer teachers through to Head teachers and focuses on sharing learning and best practice between schools.

- In 2010, South Ayrshire Council set up its own leadership development programme. The council recognised that a number of senior teachers were due to retire in the coming years, and considered that introducing a programme would not only support succession planning but encourage aspiring leaders among teachers to consider a route into headship. The course involves a range of elements including academic study and research, work shadowing in another school, working with peers to learn from each other and sharing best practice. The course allows candidates to learn more about the council's role in delivering education in areas such as budgetary management and strategic planning.

Developing systems for monitoring and tracking data

72. Assessing, monitoring, and measuring performance at school, teacher and pupil level is central to understanding how to improve attainment. Monitoring how pupils are progressing allows teachers and schools to identify:

- if pupils need extra help

- what types of methods the school could offer

- how successful interventions have been in improving the pupil's learning.

73. Examples of improvement in this area include:

- Fife Council has developed its tracking and monitoring systems at both primary and secondary levels through standardised testing and better performance management. Detailed analysis of the data gathered takes place centrally and within schools. Annual performance packs are produced for each school that identifies the school's performance compared to other schools so that areas of underachievement can be targeted.

- West Lothian Council has developed a standardised testing programme at all stages. The information available through this has been used at an individual school level to target underachievement and identify the best ways to help pupils improve, with a particular focus on those pupils most in need.

Increasing parental involvement

74. The Joseph Rowntree Foundation has found that improving parental involvement in their child's education contributes to raising attainment.[35] This includes involving parents in the school and in their child's learning. For example, Falkirk Council is using Information Technology innovatively to improve parental engagement, through for example Twitter, YouTube, interactive school websites and email. The central education department regularly updates an 'education blog' containing information on raising attainment. These approaches are intended to assist parents in helping their child learn at home.

Developing pupil motivation and engagement

75. It is widely acknowledged that a successful education system needs to be based within a culture that values education, and where all members of society have high aspirations for pupils. The OECD identified that high-performing education systems have high expectations of every pupil, not just high achievers.[36] Examples of improvements in this area include:

- West Lothian Council has developed nurture groups for pupils at P6/P7 and S1/S2 who face challenges in learning. These provide additional support in literacy and numeracy to ensure pupils remain engaged with school.

- Glasgow City Council has been focusing on increasing pupils' own aspirations and goals. It has developed a range of employment-related opportunities (Case study 2, page 30), ensuring the courses and programmes are relevant and suitable to pupils' needs. It also provides tailored mentoring and support for pupils who are considering going to university.

- North Ayrshire Council is committed to tackling youth unemployment and has a programme to support pupils in considering all their available options after leaving school. In particular, vulnerable pupils are targeted at an early stage to ensure that support is in place. A named 16+ coordinator in each secondary school works closely with guidance staff and other partners to ensure that pupils are provided with support to make the transition from school into work and equip them with the necessary skills.

76. Overall, improving educational attainment is likely to be achieved by bringing together a number of linked initiatives. As outlined earlier, East Dunbartonshire

and East Renfrewshire have been the top two performing councils in terms of attainment over the last decade. East Renfrewshire Council has continued to improve levels of attainment through having a clear focus on the types of approaches which work best for it (Case study 3). The council has seven secondary schools and 23 primary schools. In the Scottish Index of Multiple Deprivation (SIMD), 5.8 per cent of the council's datazones are in the 15 per cent most deprived in Scotland. All seven secondary schools have consistently performed above the national average across the ten attainment measures in recent years.

Case study 3
Raising attainment
East Renfrewshire Council has used a range of approaches to continue raising attainment.

East Renfrewshire Council has a clear strategy and planning framework within which its education service operates. Activities to improve quality are central to this approach. There is a well-established and understood annual cycle of activities involving the central education department, quality improvement officers and schools.

Leadership at all levels has been developed to promote the council's vision of 'Inclusion, Achievement, Ambition and Progress for All' and to address succession planning in the teaching workforce. Head teachers are empowered to drive forward improvement within their schools, meet regularly with their peers and share best practice between schools.

CPD among teachers is well established. This involves coaching, and sharing and building knowledge across the council. In a recent survey, 88 per cent of teachers identified that they had good opportunities to participate in CPD activities.

The council carries out baseline assessments of pupils in P1, with standardised testing used again in P3, P5 and P7 and S2. Among other things, this enables pupils who are not performing as well as others to be quickly identified so that schools can give tailored support to individual pupils.

Well-established performance management and reporting arrangements are in place. Detailed analysis of all performance information gathered takes places at both council and school level. This information is used to set targets and improve performance.

All secondary schools operate a 33-period week. This was introduced in 2006 and has allowed the council to maximise teaching time and deliver curricular benefits such as more time for physical education for pupils.

Source: Audit Scotland

Some councils lack the key elements that could help schools improve education performance

77. Council education departments play a central role in improving the quality of school education within the schools they manage. This provision is clearly laid out in the Standards in Scotland's Schools Act 2000.[37] Against this background, we examined how effectively councils' education structures and systems are being used to help schools raise attainment and promote wider achievement by reviewing:

- education services' strategic planning

- performance management arrangements

- scrutiny and governance arrangements

- parental engagement

- pupil engagement.

Councils' strategic plans for education contain commitments to improve pupil performance but they could be clearer about their most important priorities

78. Effective education strategies should take account of local priorities and set out what councils aim to achieve over the short, medium and longer term. They should also provide clear objectives and targets to measure progress. Councils use a variety of approaches to set out their strategic priorities and commitments for education services, with the majority developing a three or five-year service improvement plan as the basis of their main strategic planning document. In more than a third of councils, education is encompassed as part of an integrated children's and young persons' service plan, or is included in a plan with other services such as leisure or communities. This reflects the move in recent years towards integrated planning of council services.

79. All councils' education strategic plans contained some form of commitment or priority centred on raising attainment or improving performance and outcomes for learners, although these differed in how specific they were. The plans also identified a wide range of priorities and objectives that would be used to raise attainment, for example early intervention, developing pupil literacy and numeracy skills and improving teacher quality.

80. Improvements that could be made in the plans we reviewed included:

- Scope to provide clearer links between how these plans complement and support wider council priorities and Community Plans. In around a quarter of the plans, it was not clearly articulated how the education actions and activities contribute to the delivery of the council's corporate priorities as outlined in the Single Outcome Agreement and Community Plan.

- Setting out the most important priorities within education. Some plans listed numerous priorities and actions but it was not always clear from these which priorities were the most important and intended to be addressed in the short, medium or long term.

- Providing clear statements about how to develop and support wider achievement activities for all pupils. This could include an overview of the wider achievement areas the council intends to focus on and how these will assist in providing pupils with life skills.

Councils are now using pupil tracking and monitoring data more regularly to manage performance

81. Performance management involves gathering, analysing and acting on information to manage and improve services. Education services, both individually and collectively (through the Local Government Benchmarking Framework), have been seeking to improve these arrangements in recent years. All councils across Scotland collect a wide range of information about their education services. Most commonly this includes:

- SQA results

- results from standardised testing of pupils (where this is in place)

- SIMD data for pupils

- attendance and exclusion data

- data on staying-on rates and leaver destinations.

82. Councils are starting to seek ways to use performance information more effectively, such as to:

- challenge schools on performance, for example in focused discussions with individual head teachers on SQA results at school and departmental level

- help schools improve, for example by identifying specific schools that require additional support, such as more visits from QIOs

- set targets, for example, for pupil or school performance in exams.

83. In recent years, councils and schools have been improving how they track and monitor pupil progress and achievement. Developing better performance information has been part of this process. Tracking and monitoring allows longer-term assessments of performance to take place, taking account of a pupil's individual pace and progress in learning. Tracking is being used to:

- identify groups and individual pupils who are under-achieving

- develop teaching strategies and helping schools target interventions effectively.

Where tracking and monitoring is most developed it takes place at both a school and council level. This allows the council to compare performance between schools, develop interventions and set appropriate targets.

Councils are using benchmarking to compare their performance against other councils and are starting to share best practice

84. Improving the use of benchmarking data across the public sector can help identify good practice and potential inefficiencies. Use of benchmarking data allows councils to explore opportunities for improvements, reduce costs and change the way they deliver services with the money they have available. All councils report using benchmarking to understand their education performance in relation to other councils. Most commonly, councils generally benchmark themselves with others that are similar in terms of socio-economic and demographic factors.

85. In March 2013, the Society of Local Authority Chief Executives (SOLACE) launched a new benchmarking framework with the Improvement Service and all 32 councils. The new project is based on 55 indicators across major service areas and includes four indicators that relate to education. The new framework provides an opportunity for councils to explore and understand variations in their practice and share learning.

86. Councils could do more to systematically share effective practice. Education Scotland is leading a new initiative called the School Improvement Partnership Programme (SIPP). The programme involves linking up schools across councils to tackle educational inequality and raise attainment. It aims to encourage staff within different schools to learn from each other, experiment with their practice and monitor and evaluate change.

Elected members could have a more active role in scrutinising, challenging and improving education performance

87. Scrutiny and governance play an essential role in ensuring that councils' budgets, strategies and plans are credible and readily understandable, and that elected members challenge service performance to help secure improvement.

88. Education committee structures have changed over the past ten years. Most commonly this has been as a result of education services merging with other services such as children and families, housing, social work or leisure. At present, 12 councils have a committee that focuses only on education. The other 20 councils deal with education alongside other service areas. It is for councils to decide what committee structures best meet their needs but in doing this they must ensure that governance arrangements are fit for purpose. Councils also need to ensure that information provided to committees is both concise and relevant so that elected members can scrutinise and challenge council performance.

89. A wide range of education performance information is reported to the relevant committees. Most commonly, performance reporting includes:

- analysis of SQA results and leaver destinations

- school inspection reports by Education Scotland

- capital and revenue budget positions

- updates on the condition of school buildings

- school attendance and exclusion rates.

90. Our analysis of the agendas and minutes of the main committee that deals with education identified that the level of scrutiny and challenge undertaken by elected members varied. We found examples of committee minutes documenting evidence of elected members challenging performance, seeking additional information and requesting updates on areas of work. However, in around 30 per cent of councils, education performance reports were either approved or noted with limited discussion or scrutiny recorded.

91. Committees could play a more active role in raising attainment and developing wider achievement. In particular, elected members could do more to challenge attainment performance to improve consistency between schools and to scrutinise measures to narrow the gap between the lowest and highest-performing pupils. They could also consider the extent to which wider achievement awards and programmes add value and are equipping pupils with the skills for living and working in the wider world. Our review of committee papers in 2013 found that:

- 23 committees received information on specific approaches to raising attainment, for example how strategies and targeted interventions are being used to raise attainment among the lowest performing pupils or to improve levels of literacy and numeracy. The amount and frequency of the information received varied widely among councils.

- 12 committees received information about pupil performance at various stages between P1 and S3, either in the form of standardised test results or the number of pupils meeting expected levels in literacy and numeracy through the CfE framework.

- 18 committees received information about pupil participation in wider achievement that included, for example the type of programmes and activities being offered or the number of pupils achieving a specific award.

92. West Dunbartonshire is an example of a council where the education committee has a strong focus on raising attainment. At each quarterly meeting there is an update on progress on the council's 2011 strategy to raise attainment and achievement. This report covers progress on issues such as plans for raising attainment and leadership for learning. The committee also considers individual progress reports from each of the five secondary schools. West Dunbartonshire's attainment has improved across the ten attainment measures we used in the last five years, particularly across S5 and S6.

There are increasing opportunities for parents to be involved in education but they still face barriers

93. Parents can play a key role in improving not only their own child's educational performance but also that of the school and council more widely. Parental involvement covers a wide range of activities such as helping with homework, attending school events, volunteering in the school, being part of a parent council, and playing a part in school and council governance. The Scottish Schools (Parental Involvement) Act 2006 aimed to help parents become more involved in their child's education and placed a number of duties on schools, councils and the Scottish Government to make it easier for parents to become involved.

94. There are a variety of opportunities for parents to become involved at school and council level. At a school level, these include participating on the parent council (75 per cent of schools in Scotland now have a parent council), fundraising, and volunteering. At a council level, there are opportunities for parents to be involved in developing education strategies, plans and initiatives. This includes opportunities for parents to be involved in monitoring plans and providing feedback after publication. Councils reported using a variety of ways to involve parents in education decisions including consultations, surveys and parent forums and focus groups. Eighty per cent of councils report having a named staff member with responsibilities for parental engagement. However, in around half of councils this accounted for less than 40 per cent of the post-holder's time.

95. Parents face a number of barriers to becoming more involved. Our survey of parents found that 58 per cent of the parents surveyed would like to get more involved with their school.[38] However, lack of time was identified by parents as the key barrier to further involvement. Other barriers included lack of information on the school, a lack of opportunities to get involved, and not knowing how to get involved.

96. Parents reported that the vast majority of information they receive about education is information from the school on their child's performance and news about the school, such as school events. Parents felt less informed about how their child's school is performing as a whole and half had not received any information in the last 12 months on the ways in which their school is working to improve performance. Only a quarter of the respondents had received information on what their council is doing to improve education.

97. Education Scotland is leading a project to bring together the data in Scottish Schools Online, Parent Zone, inspection reports and a range of other materials into a website. It aims to simplify all the existing information and help parents to make sense of the range of material available.

Pupils' own aspirations can sometimes be a barrier to achievement

98. Nearly all councils reported having pupil councils in their schools, as well as a wide range of other opportunities for pupils to get involved in having a say in their school. Examples include eco committees, pupil representatives on education committees and pupil surveys.

99. Pupils' own aspirations of what they can achieve can be a barrier to raising attainment and reflects the findings from our own focus groups, where pupils in lower-performing schools tended to be less ambitious about their future careers. Teachers from these schools also agreed that some pupils have low expectations of themselves and so limit their ambitions. This was thought to result from local culture and expectations. Councils need to seek ways to improve pupil motivation and aspirations, through, for example, the initiatives outlined in .

100. Aberdeenshire Council provides a good example of a council that in recent years has put in place the building blocks required to drive forward improvement and raise attainment (Case study 4). Its education service has responded to a longer-term situation where, from a period of high attainment levels, SQA results have fallen to around the national average. The council recognised that a refreshed and proactive approach was required to make improvements.

Case study 4
Seeking improvement and raising attainment
Aberdeenshire Council has put in place a range of elements to support improvement.

Strategic planning: developing a new strategy to raise attainment and wider achievement. This was developed collaboratively between senior managers and Head teachers, and sets out a clear focus on specific learning and teaching strategies. These include literacy and numeracy, using technology to improve learning, and identifying specific interventions to meet learners' needs. Head teachers have shared and discussed the approaches with staff, pupils and parents to support positive partnership working.

Performance management: introducing a more robust approach to improving quality. This ensures that schools are provided with the appropriate level of support and challenge they need to improve. This approach is aimed at providing greater consistency and rigour across schools and is underpinned by a new quality improvement framework.

Developing pupil tracking and monitoring: adopting a systematic approach to using standardised assessment evidence at classroom, school and council level. This supports a clear evidenced-based approach for monitoring and tracking progress as well as enabling early interventions. Data is now analysed across every school and used to inform actions plans and self-evaluation of performance.

Scrutiny and governance: opportunities for greater elected member involvement by the Education, Learning and Leisure Committee and six Area Committees, who receive regular reports on attainment in each of the secondary schools in their area. This allows greater scrutiny and challenge by elected members of improvement progress in individual schools.

Raising attainment: an increasing focus on developing leadership across all sectors. A Primary Leadership for Excellence programme has been introduced to support aspiring primary Head teachers, as well as continuing support for staff pursuing the Flexible Route to Headship programme. A Depute Head teachers' group has been established that meets regularly to share learning and best practice. There has been a review of the Head teacher appointment procedures. There are now clear arrangements for effective succession planning across Aberdeenshire and Head teacher induction, building on the new standards required nationally for school leadership.

Source: Audit Scotland

Councils are starting to target resources to improve attainment but this could be developed further

101. How councils allocate money and resources both centrally and at a school level is a decision for each council. Evidence from our literature review suggests that it is how councils decide to spend their education budget rather than the overall level of spend which has most impact on attainment levels.[39] The literature also suggests the impact of funding on attainment could be more significant if it was targeted at those schools and pupils where the need to improve attainment was greatest.[40]

102. Overall, we found no direct correlation between changing levels of educational spending and increasing levels of pupil attainment. For example, there is a group of seven councils whose spending on education has decreased by more than five per cent in the last three years while their percentage of S4 pupils achieving five awards at level five has increased by more than the national average (four per cent). This matches the evidence from our literature review which identified that increased expenditure does not automatically result in increased attainment.

103. As part of our work we examined how councils are targeting their resources to support improvement and raise attainment (Case study 5, page 43). We found examples of QIOs offering targeted support to schools where it is most required and examples of wider achievement activities being targeted towards pupils who would most benefit. Resources are being directed towards those schools with the lowest performing pupils and where a greater focus around raising attainment is required. This approach could be developed further. Although most councils could provide examples of ways they are targeting resources to raise attainment there is scope for them to make better use of performance information (such as pupil tracking and monitoring data) to help support decisions which have a financial impact, such as the provision of more staff to particular schools with low attainment levels.

104. Looking ahead, it will be important for councils to ensure that all resources including money and staffing are used as efficiently and effectively as possible. This will be challenging as finances continue to come under pressure and significant resources are tied up in areas such as the school estate and teaching costs.

105. In making decisions about how resources are targeted, councils need to fully understand what interventions are the most effective. For example, improving teacher quality and developing leadership are recognised as two important factors in raising attainment. Therefore, it would seem appropriate that resources are targeted towards these. However, as education budgets have been reducing in recent years, many councils have reduced CPD and training budgets for teachers. Councils have reduced the range of courses provided and sought to deliver training in other more cost-effective ways. Councils need to ensure that they fully consider the impact of short-term savings on the long-term impact on attainment and overall pupil learning.

Case study 5
Targeting resources

Aberdeen City Council offers schools three types of support, depending on an assessment of what they need. This assessment covers the school's SQA performance, inspection data, and attendances and exclusions. Those schools that the council considers require the least support receive an annual visit and a keep-in-touch visit. Targeted support involves an annual attainment review meeting and six days' support each year. Intensive support involves an annual review and 12 days of support from the council each year. This ensures QIOs' time is directed towards those schools that need it the most.

To support its raising attainment strategy, West Dunbartonshire Council seconded one secondary school teacher from each of its five secondary schools to become dedicated 'raising attainment teachers'. These teachers work with the lowest-performing pupils, targeting areas for development and supporting improvement. Although the teachers remain in their own schools, they come together as a team to share learning and good practice to try and achieve greater consistency between schools.

West Lothian Council has targeted resources to schools in areas of relative deprivation to set up nurture classes at P6/P7 and S1/S2. Nurture groups have been set up in a range of primary and secondary schools. The aim is to ensure pupils make a successful transition to secondary school and prevent exclusion or low attendance. Staff receive training in a nurturing approach and the young people receive direct support in managing their school experience and further develop their literacy and numeracy skills.

Source: Audit Scotland

Recommendations

Councils should:

- ensure education strategic documents contain clear priorities and actions that set out what is to be achieved in the short, medium and long term. Performance management arrangements should monitor outcomes and report regularly on delivery against strategic objectives, such as raising attainment among the lowest-performing pupils

- review the sufficiency of information provided to education committees on attainment at S4-S6, pupil performance between P1-S3 and wider achievement. They should also ensure committees have the time and support to adequately challenge and hold to account education services

- consistently use the Scottish Local Government Benchmarking Framework to benchmark their performance against other councils, and share good practice to improve educational attainment and wider achievement.

Endnotes
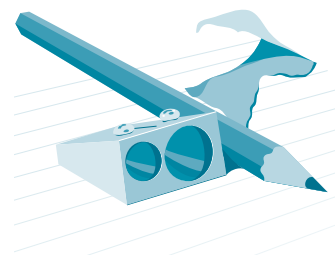
◄ 1 The Scottish Government has five strategic outcomes: to make Scotland Wealthier and Fairer, Smarter, Healthier, Safer and Stronger, and Greener.

◄ 2 *Pupils in Scotland*, Scottish Government, 2013; *Teachers in Scotland*, Scottish Government, 2013. Teacher numbers are primary, secondary and centrally employed teachers.

◄ 3 *A Curriculum for Excellence*, Scottish Executive, 2004.

◄ 4 This is revenue expenditure. We did not examine capital expenditure on school education due to the different timescales involved in councils' capital expenditure programmes and the different funding approaches taken by councils.

◄ 5 PFI and PPP are financing arrangements used by councils to fund new school builds. Councils pay an annual charge, the unitary charge, to private firms to build and maintain schools over a set period of time, after which the school becomes the property of the council.

◄ 6 This is general revenue funding (also known as the General Resource Grant) from the Scottish Government to councils. *Scottish Local Government Finance Statistics 2012/13,* Scottish Government, February 2014.

◄ 7 *Scottish Local Government Finance Statistics 2010/11*, Scottish Government, 2012; *Scottish Local Government Finance Statistics 2012/13,* Scottish Government, 2014.

◄ 8 Spend per pupil is calculated by dividing a council's gross expenditure (excluding support service costs) by the number of pupils. This is the methodology used by SOLACE and the Improvement Service in the Local Government Benchmarking Framework.

◄ 9 Chartered Teachers were introduced in 2006 as part of the *Teaching Profession for the 21st Century* agreement. Chartered Teacher status was intended to recognise and reward the excellence of those teachers who wished to remain in the classroom while continuing to encourage professional development. When they complete their qualification, teachers receive a lifelong salary enhancement. The scheme has since been disbanded.

◄ 10 Salary conservation occurs when a post is re-graded and the new salary is lower than previously. The post-holder then receives salary protection for a specified length of time.

◄ 11 This is primary, secondary, and centrally employed teachers. Education staffing numbers are displayed in calendar years as they are collected in the annual staff census in September of each year.

◄ 12 *Scotland's public sector workforce* (PDF) 🖥 Audit Scotland, November 2013.

◄ 13 Teaching staff formulas are used by councils to indicate how many teaching staff a school needs. The criteria used in the formulas can include pupil numbers and whether a school is in a deprived area. The criteria varies across the country.

◄ 14 *School estates 2012/13*, Scottish Government, 2014.

◄ 15 *Interim Report*, Commission for Developing Scotland's Young Workforce, 2013.

◄ 16 SSLN replaced the Scottish Survey of Achievement in 2011. The survey covers literacy and numeracy in alternate years and consists of a set of written and practical assessments and questionnaires for both pupils and teachers. Approximately 11,000 pupils and 5,000 teachers take part across the country.

◄ 17 The OECD is a forum enabling governments to work with each other to promote economic growth, prosperity and sustainable development. The OECD established PISA in 2000 to provide reliable, comparative data on the performance of education systems around the world. PISA assesses the competencies of a sample of 15-year-olds in both state-run and private schools in 65 countries and economies in reading, maths, and science. The most recent assessment was in 2012.

◄ 18 The assessment methodology used by the OECD changed in 2003 for maths and in 2006 for science. It is therefore not possible to compare performance prior to this.

◄ 19 It is not possible to compare UK countries before 2006 due to unreliable data.

◄ 20 To assess comparative performance among councils in 2004, we ranked each council (from 1 to 32) on each of the ten key attainment measures. We then identified how many of their rankings were in the highest-performing third of councils, middle-performing third, and lowest-performing third. Based on this, we then grouped councils into high-performing, middle-performing, and lowest-performing groups.

◄ 21 Pupil-level attainment data is from 2012 as 2013 results were not available at the time of reporting.

◄ 22 *Summary statistics for attainment, leaver destinations and healthy living, No.3: 2012 Edition*, Scottish Government, 2013; Data provided by Scottish Government Educational Analytical Services.

◄ 23 Pupils who are looked after by a council may be 'looked after away from home' (living in foster homes, with relatives, friends or in other community placements, in residential units or schools) or 'looked after at home' which means living at home under a supervision requirement from a Children's Hearing.

◄ 24 2010 is the earliest comparable year for ethnicity due to changes in census categories. 2010 is the first year of data available on looked after pupils.

◄ 25 *Review of Scotland's education system,* OECD, 2007.

◄ 26 A wide range of academic and other research, such as the Commission for School Reform, 2013 and Joseph Rowntree Foundation, 2012, shows that deprivation is a common factor affecting levels of attainment in many countries' education systems.

◄ 27 These are deciles 1 to 3 in the Scottish Index of Multiple Deprivation (SIMD). Each SIMD decile contains ten per cent of Scotland's data zones. So, for example, decile 1 is made up of the 651 of the most deprived data zones in Scotland. The least deprived areas are deciles 8 to 10 in the SIMD.

◄ 28 *Thrive at Five*, Save the Children, 2012.

◄ 29 Growing up in Scotland is a Scottish Government-funded longitudinal research project aimed at tracking the lives of several cohorts of Scottish children from their early years, through childhood and beyond.

◄ 30 Positive destinations are classified by the Scottish Government as higher education; further education; training; employment; voluntary work; and activity agreements.

◄ 31 The most recent national destinations data available at the time of reporting was the 2012 cohort of pupils.

◄ 32 Deprived areas are the 15 per cent most deprived in Scotland.

◄ 33 *Teaching Scotland's Future; A report of a Review of Teacher Education in Scotland*, Donaldson G, 2010.

◄ 34 *How the world's most improved school systems came out on top*, McKinsey & Company, 2007.

◄ 35 *The role of aspirations, attitudes and behaviour in closing the educational attainment gap*, Joseph Rowntree Foundation, 2012.

◄ 36 *PISA Results in Focus 2012*, OECD, 2013.

◄ 37 Section 3 (2) of the Standards in Scotland's Schools Act 2000 states that 'the role of the local authority is to endeavour to secure improvement in the quality of school education which is provided in the schools managed by them; and they shall exercise their function in relation to such provision with a view to raising standards of education'.

◄ 38 We conducted an online survey of parents of school-age children in February 2014. Four hundred responses were received from 25 council areas.

◄ 39 *Does money buy strong performance in PISA?* Results in focus 2012; OECD, 2013; *What makes a school successful? Resources, policies and practice Vol.IV*, OECD, 2010.

◄ 40 *Does money buy strong performance in PISA?* Results in Focus, OECD, 2013; *Visible learning: a synthesis of over 800 meta-analyses relating to achievement*, Hattie, J, 2008; *How the world's best performing school systems come out on top*, McKinsey & Company, 2007.

Appendix 1

The ten measures of school-level attainment used in the report
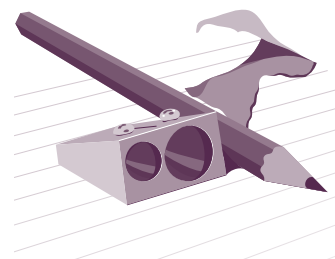
| Attainment measure	Equivalent to		Overall % of pupils achieving this level or better, 2013	Range in performance between lowest and highest-performing councils
English and maths at level 3 in S4	•	English and maths at Standard Grade Foundation level • English and maths at National level 3 • English and maths at Access level 3	95	86 - 99
5 awards at level 3 in S4	•	5 Standard Grades at Foundation level • 5 awards at National level 3 • 5 awards at Access level 3	95	92 - 99
5 awards at level 5 in S4	•	5 Standard Grades at Credit level • 5 awards at National level 5 • 5 awards at Intermediate level 2	39	28 - 71
5 awards at level 5 in S5	•	5 Standard Grades at Credit level • 5 awards at National level 5 • 5 awards at Intermediate level 2	54	44 - 80
1 award at level 6 in S5	•	1 Higher	49	41 - 77
3 awards at level 6 in S5	•	3 Highers	29	21 - 60
1 award at level 6 in S6	•	1 Higher	54	45 - 77
3 awards at level 6 in S6	•	3 Highers	38	29 - 63
5 awards at level 6 in S6	•	5 Highers	27	18 - 48
1 award at level 7 in S6	•	1 Advanced Higher • Scottish Baccalaureate	17	10 - 32

Note: Scottish Government calculates attainment by the end of S5 as a percentage of the S4 year group from the previous year. S6 attainment is calculated as a percentage of the S4 year group from two years previously.

Source: Audit Scotland, using data from Scottish Government Education Analytical Services Division

Appendix 2
Membership of advisory group
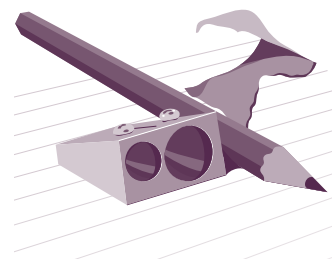
Audit Scotland would like to thank members of the advisory group for their input and advice throughout the audit.

Member	Organisation
Donna Bell	Scottish Government
Jackie Brock	Children in Scotland
Greg Dempster	Association of Head Teachers and Deputes in Scotland
Sarah Else and Gordon Wardrope	Fife Council
Phil Jackson	Educational Institute for Scotland
Joan McKay	Education Scotland
Maureen McKenna	Glasgow City Council
Moira Niven	West Lothian Council
Eileen Prior	Scottish Parent Teacher Council
Ronnie Summers	School Leaders Scotland
Hayley Wotherspoon	COSLA

Note: Members of the advisory group sat in an advisory capacity only. The content and conclusions of this report are the sole responsibility of Audit Scotland.

School education

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Shetland Islands Council

Special Education and Families Committee   **1 July 2014**
Shetland Islands Council   **2 July 2014**

Strategy for Secondary Education in Shetland - Amendment	
CS-14-14-F	
Report Presented by Director of Children's Services	Children's Services

1.0   Summary

1.1   The purpose of this report is to present an amendment to the Strategy for Secondary Education in Shetland. The amended Strategy is attached as Appendix A. On 13 November 2013 Education and Families Committee recommended to Shetland Islands Council a Strategy for Secondary Education in Shetland (Min Ref: E&F 45/13). As part of the Strategy councillors agreed to create an ambitious partnership between Shetland High Schools and the Further and Higher Education sector in Shetland; and agreed to create a Shetland Learning Campus. With respect to the secondary school estate, councillors also agreed to move to statutory consultation on the discontinuation of Secondary 3 and Secondary 4 education at Sandwick Junior High School, Aith Junior High School, Whalsay School, Mid Yell Junior High School and Baltasound Junior High School.

1.2   The proposal to discontinue the provision of Secondary 3 and Secondary 4 at Sandwick Junior High School was the first proposal Children's Services put forward for statutory consultation as part of implementing the decisions of 13 November 2013. This statutory consultation took place between 13 February 2014 and 28 March 2014. The resulting Consultation Report was presented to Education and Families Committee and Shetland Islands Council on 9 June 2014. The Consultation Report recommended the discontinuation of Secondary 3 and Secondary 4 education at Sandwick Junior High School. This recommendation was not accepted (Min Ref: SIC 41/14).

1.3   Instead the Director of Children's Services was asked to reconsider the way ahead within the Strategy for Education in Shetland and to come forward with a proposal for consultation on Secondary 1 to Secondary 3 and closure for each of the Junior High Schools: Sandwick Junior High School, Aith Junior High School, Whalsay School, Mid Yell Junior High School and Baltasound Junior High School, and to bring back a report to Education and Families Committee and Shetland Islands Council before the recess which included a revised timetable.

2.0　Decision Required

2.1　I recommend that Education and Families Committee RECOMMEND that Shetland Islands Council RESOLVE to approve the following recommendations as outlined in the amended Strategy for Secondary Education, Appendix A.

2.2　In approving the amended Strategy, statutory consultations will be carried out on secondary education provision in Shetland as set out below. The Council delegates the implementation of these resolutions to the Director of Children's Services.

Actions:
a) Children's Services progresses statutory consultation on the options of the proposed closure of Mid Yell Junior High School Secondary Department, or the discontinuation of Secondary 4 provision only; statutory consultation on this proposal with its two options would commence in September 2014 with a proposed transfer date for pupils of August 2016 to the new Anderson High School, or as soon as possible thereafter;

b) Children's Services progresses statutory consultation on the options of the proposed closure of Whalsay School Secondary Department, or the discontinuation of Secondary 4 provision only; statutory consultation on this proposal with its two options would commence in September 2014 with a proposed transfer date for pupils of August 2016 to the new Anderson High School, or as soon as possible thereafter;

c) Children's Services progresses statutory consultation on the options of the proposed closure of Baltasound Junior High School Secondary Department or the discontinuation of Secondary 4 provision only; statutory consultation on this proposal with its two options would commence in August 2015 with a proposed transfer date for pupils of August 2016 to the new Anderson High School or as soon as possible thereafter;

d) Children's Services progresses statutory consultation on the options of the proposed closure of Aith Junior High School Secondary Department or the discontinuation of Secondary 4 provision only; statutory consultation on this proposal with its two options would commence in October 2015 with a proposed transfer date for pupils of August 2016 to the new Anderson High School or as soon as possible thereafter;

e) Children's Services progresses statutory consultation on the options of the proposed closure of Sandwick Junior High School Secondary Department or the discontinuation of Secondary 4 provision only; statutory consultation on this proposal with its two options would commence in October 2015 with a proposed transfer date for pupils of August 2016 to the new Anderson High School or as soon as possible thereafter.

3.0 Detail

3.1 On 13 November 2013, Children's Services presented a Strategy for Secondary Education in Shetland to Education and Families Committee and to Shetland Islands Council. This work was the culmination of a comprehensive look at the current secondary education provision in Shetland which began with councillors' request to Children's Services in February 2012, to 'Refresh of the Blueprint for Education' proposals.

3.2 Children's Services reported back to Councillors on this work on 20 September 2012 in the Blueprint for Education 2012-2017 report. At that meeting Shetland Islands Council approved a Statement for Education 2012-2017, a set of Commitments for Education 2012-2017 and a Plan for Delivering Education 2012-2017. The Statement for Education in Shetland 2012-2017 and the Commitments for Education 2012-2017 were agreed by Shetland Islands Council and remain Shetland Islands Council policy.

3.3 With respect to the future of secondary education the Plan for Delivering Education 2012-2017 which was agreed at that time comprised of a number of statutory consultations proposing changes to the secondary school estate.

3.4 As a result of the development of the Senior Phase of Curriculum for Excellence and community concerns about the agreed proposals, Children's Services put forward amendments to the secondary proposals agreed in the Blueprint for Education 2012-2017, to Education and Families Committee, and a special meeting of Shetland Islands Council on 11 September 2013. These proposed changes: The Next Steps, were put forward to avoid transitions between schools during a child's secondary education, if at all possible and, where they were unavoidable, due to Shetland's geography, manage them carefully.

3.5 However, on 11 September 2013, Shetland Islands Council resolved to postpone a decision on the proposed revisions to the Education Blueprint in order to allow five alternative options outlined at the Education and Families Committee meeting on 11 September 2013, to be investigated. These options were:
- the extant Blueprint recommendations (including revisiting the successful motions made in September 2012);
- the "Blueprint Next Steps" recommendations;
- a Telepresence driven model, where some teaching time could be replaced by having a teacher transmit lessons to a number of sites;
- a Hub and Spoke model (setting out the options for both one and two hubs); and
- retaining the status quo for the secondary school estate within the Medium Term Financial Plan.

3.6 In addition, clarification would also be provided on a federated schools model.

3.7 This work resulted in the comprehensive Strategy for Secondary Education Report which was presented to Education and Families Committee and Shetland Islands Council on 13 November 2013.

3.8 Between 11 September 2013 and 13 November 2013, the detail of each potential option for the delivery of secondary education in Shetland was developed.

3.9 In addition, an independent educational expert, Professor Don Ledingham, was engaged to recommend a way forward, taking account of all the information which had been gathered on each option.

3.10 The recommendations in the Strategy for Secondary Education Report were from Professor Don Ledingham, and were as follows:

    a) Create an ambitious partnership between Shetland High Schools and the Further and Higher Education sector in Shetland;

    b) Create a Shetland Learning Campus;

    c) Rationalise secondary education provision in Shetland, by moving to statutory consultation on the proposed closure of Aith Junior High School Secondary Department and Sandwick Junior High School Secondary Department; and the proposed discontinuation of Secondary 3 and Secondary 4 provision at Baltasound Junior High School, Mid Yell Junior High School and Whalsay School.

3.11 On 13 November 2013, Shetland Islands Council agreed to create an ambitious partnership between Shetland High Schools and the Further and Higher Education sector in Shetland, and they agreed to create a Shetland Learning Campus. However they did not agree to the proposed programme of rationalisation of secondary education as presented.

3.12 Instead of approving statutory consultation on the proposed closure of Aith Junior High School Secondary Department and Sandwick Junior High School Secondary Department, they instructed Children's Services to consult on the discontinuation of Secondary 3 and Secondary 4 in these secondary departments as well as in Whalsay School, Mid Yell Junior High School and Baltasound Junior High School.

3.13 The proposal to discontinue the provision of Secondary 3 and Secondary 4 at Sandwick Junior High School was the first proposal Children's Services put forward for statutory consultation as part of implementing the decisions of 13 November 2013. This statutory consultation took place between 13 February 2014 and 28 March 2014. The resulting Consultation Report was presented to Education and Families Committee and Shetland Islands Council on 9 June 2014. The Consultation Report recommended the discontinuation of Secondary 3 and Secondary 4 education at Sandwick Junior High School. This recommendation was not accepted.

3.14 Instead, the Director of Children's Services was asked to reconsider the way ahead within the Strategy for Education in Shetland and come forward with a proposal for consultation on Secondary 1 to Secondary 3 and closure for each of the Junior High Schools: Sandwick Junior High School, Aith Junior High School, Mid Yell Junior High School, Baltasound Junior High School and Whalsay School, and to bring back a report to Education and Families Committee and Shetland Islands Council before the recess which includes a revised timetable.

3.15 In presenting the way forward, Children's Services has taken account of the following:

- The Strategy for Secondary Education Report presented to Shetland Islands Council on 13 November 2013, including the informal consultation feedback which informed that Report;
- The responses, both oral and written to the statutory consultation on the Proposal to discontinue Secondary 3 and Secondary 4 education at Sandwick Junior High School;
- Education Scotland's Report on the Educational Aspects of the Proposal to Discontinue Secondary 3 and Secondary 4 education at Sandwick Junior High School;
- The developing work of the Shetland Learning Partnership Project;
- The final Report of the Wood Commission published on 3 June 2014.

4.0 Implications

Strategic

4.1 Delivery On Corporate Priorities – this report helps to achieve the aims of:

Shetland Islands Council's Corporate Plan
Within the Key Actions section of the updated Corporate Plan 2014/17 the actions set out in Section 2 – The Best Possible Start for Every Child, relate directly to the delivery of an amended Strategy for Secondary Education:

- we will implement Curriculum for Excellence in accordance with national timescales and milestones;
- we will undertake a number of statutory consultations under the auspices of the Schools Reconfiguration Project.
- by the end of this Plan we will have reconfigured the school estate to provide the best possible service within the resources available.

In addition, the updated Corporate Plan 2014/17 also makes a number of important commitments to the Shetland community as follows. By the end of the term of the updated Corporate Plan 2014/17 we shall have:

- made the decisions we were required to make, and we will have done that properly, on time and with a proper assessment of risk;
- made many, and sometimes radical, changes in how we provide services, and we will have done that through proper consultation with communities and staff;
- demonstrated that we are providing Best Value in all our services, after having had a successful cross-council review from Audit Scotland;
- made sure that in making any changes we have considered and dealt with equalities, health and human rights issues;
- stuck to the Medium Term Financial Plan and be financially strong;
- made further significant savings by reducing the number of buildings we have.

Shetland Single Outcome Agreement 2013
- Shetland is the best place for children and young people to grow up in;
- People are supported to be active and independent throughout adulthood and in older age;

- Shetland stays a safe place to live, and we have strong, resilient and supportive communities;
- Shetland has sustainable economic growth with good employment opportunities and our people have the skills to match, good places to stay and the transport people and businesses need;
- We have tackled inequalities by ensuring the needs of the most vulnerable and hard to reach groups are identified and met, and that services are targeted at those most in need;
- We deliver all our services in an environmentally sustainable manner to safeguard and enhance our outstanding environment which underpins all our actions and our economic and social well-being;
- We have financial sustainability and balance within each partner; and a better balance between a dynamic private sector, a strong third sector and efficient and responsive public services.

Children's Services Directorate Plan has the following relevant priorities:
- to get it right for every child;
- to demonstrate effective leadership and clear direction for staff and services;
- to achieve improvement within reduced budgets.

In addition Children's Services Directorate Plan set outs the key aims for all its services in 2014-15. The aims relevant to this Proposal are:

- we will deliver our objectives to ensure Shetland Islands Council's Corporate Plan commitments are met;
- we will deliver the best possible service we can which balances access, opportunities and resources;
- we will provide clear and consistent communication to all staff, customers and partners in order to achieve the Directorate's priorities;
- we will ensure staff feel valued and supported particularly through periods of challenge and change;
- we will deliver our budget requirements within Shetland Islands Council's Medium Term Financial Plan.

The Schools/Quality Improvement Service Plan for 2014-15 in turn has the following priority.

"The following statutory consultations will be undertaken in 2014-15: change of stage from Secondary 1-Secondary 4 to Secondary 1–Secondary 2 at Sandwick Junior High School Secondary Department, Mid Yell Junior High School Secondary Department, Baltasound Junior High School Secondary Department, Whalsay School Secondary Department; closure of three Primary Schools i.e. two of the three in Northmavine and commence the statutory consultation on Sandness Primary School. Further consultations will be undertaken in 2015-16 as set out in the Schools Reconfiguration Project Plan."

4.2   Community /Stakeholder Issues – in accordance with the Schools (Consultation) (Scotland) Act 2010, Children's Services will consult with all relevant stakeholders/consultees. A full community and stakeholder consultation will be held in line with relevant legal requirements when any closure proposal is taken forward.

4.3   Policy And/Or Delegated Authority – in accordance with Section 2.3.1 of the Council's Scheme of Administration and Delegations, the Education and Families Committee has responsibility and delegated authority for decision making on matters within its remit which includes school education. This report is related to the function of an education authority.

4.4   Risk Management –Changes to the statutory consultation process will be implemented through the Children and Young People (Scotland) Act 2014. These changes are likely to take effect from 1 August 2014, so careful attention must be paid to these changes in progressing any of the proposed statutory consultations in this Report, should they be agreed. Failure to reduce the net ongoing running costs of the Council carries a significant risk of the Council's financial policies not being adhered to and will require a further draw from Reserves.

There are a wide range of risks associated with this report and these are discussed in detail throughout the attachments with specific summary in Appendix A at Section 5h.

4.5   Integrated Impact Assessment – Relevant Integrated Impact Assessments were prepared in respect of these options as part of the work to develop the Strategy for Secondary Education presented on 13 November 2013, particularly those which related the Blueprint Extant model and the Next Steps model. An individual Integrated Impact Assessment would be carried on each option for each junior high school as part of the work to prepare a Proposal Paper.

Resources

4.6   Financial – The approved 2013-18 Medium Term Financial Plan includes a savings target of £3.268m for Children's Services. Any agreed option from the Updated Strategy for Secondary Education will contribute to this savings target. Any shortfall would require to be met from within Children's Services.

Failure to address the shortfall would result in an additional cost pressure on Children's Services.

The options, as presented in the Updated Strategy for Secondary Education, offer indicative estimated recurring savings of between £670,000 and £1,828,000.

4.7   Legal – Pursuant to the Schools (Consultation) (Scotland) Act 2010, any proposal to close a school, or discontinue a stage of education within a school is a 'relevant proposal', and the Council must comply with the statutory consultation process which would be occasioned by the decisions at paragraph 2.1.

4.8   Human Resources – Shetland Islands Council's Human Resource policies will be utilised should any proposed closures, or staffing changes go ahead. Children's Services will ensure that consultation with all staff affected and with Trade Unions will be held following any decisions taken.

4.9   Assets And Property – Within our commitments there are implications for assets and property regarding the use of buildings. We will ensure that the future use of school buildings will be part of any statutory consultation process.

5.0   Conclusions

5.1   This report presents an amended Strategy for Secondary Education in Shetland. In the light of the amended Strategy for Secondary Education, the recommendations which Shetland Islands Council should adopt in relation to the rationalisation of the secondary school estate are now as follows:

   a) Children's Services progresses statutory consultation on the options of the proposed closure of Mid Yell Junior High School Secondary Department, or the discontinuation of Secondary 4 provision only; statutory consultation on this proposal with its two options would commence in September 2014 with a proposed transfer date for pupils of August 2016 to the new Anderson High School, or as soon as possible thereafter;

   b) Children's Services progresses statutory consultation on the options of the proposed closure of Whalsay School Secondary Department, or the discontinuation of Secondary 4 provision only; statutory consultation on this proposal with its two options would commence in September 2014 with a proposed transfer date for pupils of August 2016 to the new Anderson High School, or as soon as possible thereafter;

   c) Children's Services progresses statutory consultation on the options of the proposed closure of Baltasound Junior High School Secondary Department or the discontinuation of Secondary 4 provision only; statutory consultation on this proposal with its two options would commence in August 2015 with a proposed transfer date for pupils of August 2016 to the new Anderson High School or as soon as possible thereafter;

   d) Children's Services progresses statutory consultation on the options of the proposed closure of Aith Junior High School Secondary Department or the discontinuation of Secondary 4 provision only; statutory consultation on this proposal with its two options would commence in October 2015 with a proposed transfer date for pupils of August 2016 to the new Anderson High School or as soon as possible thereafter;

   e) Children's Services progresses statutory consultation on the options of the proposed closure of Sandwick Junior High School Secondary Department or the discontinuation of Secondary 4 provision only; statutory consultation on this proposal with its two options would commence in October 2015 with a proposed transfer date for pupils of August 2016 to the new Anderson High School or as soon as possible thereafter.

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Report finalised: 23 June 2014

List of Appendices

Appendix A: Amended Strategy for Secondary Education in Shetland

Background documents:

Blueprint for Education 2012 – 2017 CS-19-F, Education and Families 14 September 2012
http://www.shetland.gov.uk/coins/submissiondocuments.asp?submissionid=13620

A Strategy for Secondary Education in Shetland; CS-55-13-F2; Education and Families; 13 November 2013
http://www.shetland.gov.uk/coins/submissiondocuments.asp?submissionid=15233

Proposed Discontinuation of Secondary Three and Secondary Four Education at Sandwick Junior High School – Decision; CS-12-14-F; Education and Families; 9 June 2014
http://www.shetland.gov.uk/coins/submissiondocuments.asp?submissionid=16334

END

Shetland Islands Council

Amended Strategy for Secondary Education

in Shetland

July 2014

"We will ensure the best quality education for all our pupils to enable them to become successful learners, who are confident individuals, effective contributors and responsible citizens. We will achieve this through the highest standard of teaching and learning delivered in modern, well-equipped school buildings which are financially sustainable".

Shetland Islands Council's Statement for Education, September 2012

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Amended Strategy for Secondary Education in Shetland– July 2014
Future Options for the Secondary School Estate in Shetland

Provision of Secondary 1 to Secondary 3 education only, or the closure of the secondary departments of Baltasound Junior High School, Mid Yell Junior High School, Whalsay School, Aith Junior High School and Sandwick Junior High School:

1. Introduction

On 9 June 2014, the proposal to discontinue Secondary 3 and Secondary 4 education at Sandwick Junior High School was not agreed by Shetland Islands Council. Instead, the Director of Children's Services was asked to reconsider the way ahead within the Strategy for Education in Shetland and come forward with a proposal for consultation on Secondary 1 to Secondary 3 and closure for each of the Junior High Schools: Sandwick Junior High School, Aith Junior High School, Mid Yell Junior High School, Baltasound Junior High School and Whalsay School, and to bring back a report to Education and Families Committee and Shetland Islands Council before the recess which includes a revised timetable.
This Strategy Paper needs to be read in conjunction with the Background and Context Paper which is attached as Appendix 1.

In presenting the way forward, Children's Services has taken account of the following:

- The Strategy for Secondary Education Report presented to Shetland Islands Council on 13 November 2013, including the informal consultation feedback which informed that Report;

- The responses, both oral and written to the statutory consultation on the Proposal to discontinue Secondary 3 and Secondary 4 education at Sandwick Junior High School;

- Education Scotland's Report on the Educational Aspects of the Proposal to discontinue Secondary 3 and Secondary 4 education at Sandwick Junior High School;

- The developing work of the Shetland Learning Partnership Project;

- The final Report of the Wood Commission published on 3 June 2014.

2. Rationale

The norm for almost all secondary aged children in Scotland is that they will receive all of their secondary education in one establishment from Secondary 1 to Secondary 6. As a result, the secondary stages of Curriculum for Excellence are designed to support this model. This is reflected most clearly in two of the entitlements of all young people within Curriculum for Excellence:

- all young people are entitled to experience a curriculum which is coherent from three to eighteen;

- and all young people are entitled to a Senior Phase.

Children's Services, since proposals for the rationalisation of the school estate were put forward in the Blueprint for Education in 2010, have argued that due to the requirements and entitlements of Curriculum for Excellence, that wherever it is feasible, secondary aged children in Shetland should be educated in a Secondary 1 to Secondary 6 school.

However, it is also accepted that for geographical and financial reasons, access to secondary education Secondary 1 to Secondary 6 in one establishment may not be feasible for all pupils in Shetland and a transition during a young person's secondary education may be unavoidable. Given this context, recent developments in the roll out of the Senior Phase of Curriculum for Excellence have challenged Children's Services to find a transition point which will have the least impact on the smooth progression of pupils through their secondary education.

A number of significant developments have taken place since the Strategy for Secondary Education was presented to Shetland Islands Council on 13 November 2013. These developments indicate that neither the status quo model of Secondary 1 to Secondary 4 junior high departments nor the previous recommendation of Secondary 1 to Secondary 2 junior high school departments would best serve pupils on an educational basis in the future. The most relevant of these developments are outlined below.

a) The Developing Senior Phase within Curriculum for Excellence.

In 2011 the Management Board of Curriculum for Excellence issued a statement of its vision for the future of the Senior Phase of Curriculum for Excellence. The full statement is published on the Education Scotland website. The following extract is key to the development of the amended Strategy for Secondary Education:

"One of the key aims of Curriculum for Excellence is to reduce the quantity of assessment which pupils undertake, particularly in the senior phase. Many schools are planning for the senior phase as a 2 or 3 year experience. The majority of pupils are staying on to at least S5, so it is no longer appropriate to view S4 in isolation or to see presentation for qualifications in S4 as a "given" for each learner in each subject. Schools may well take the opportunity this provides to offer National Courses over 2 years. Bypassing qualifications at National 4 and moving straight to National 5 or Higher is likely to become increasingly common, although this may be a gradual process. It will also be important to ensure that those young people who choose to leave school at the end of S4 or at Christmas of S5 are appropriately catered for in terms of qualifications."

Curriculum for Excellence Briefing Paper 8, published by Education Scotland in 2013, Progression for the Broad General Education to the Senior Phase,

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reiterates these requirements, and outlines how some schools have begun to tackle these aspirations as follows:

"Schools are also changing the way they deliver qualifications in order to provide the flexibility to meet personalisation and choice, for example by:

- *designing the Senior Phase as a three-year experience rather than planning each year separately, so that individuals can gain **more qualifications at higher levels**, opening up more routes into post school destinations;*

- *delivering qualifications over a variable timeframe in response to young people's needs and prior achievement, for example through programmes which lead to qualifications over one or two years, thereby creating space for **more in-depth learning**;*

- *when they are clear that the learner is securely at the level of the intended qualification, developing pathways for able learners which by-pass qualifications at lower levels to allow more time to be spent on **more challenging learning at higher levels**, while covering necessary knowledge and skills from the lower levels;*

- *providing appropriate, specific programmes which maximise achievement and attainment for young people planning to leave school after S4;*

- *ensuring all young people are aware of, and have the opportunity to meet entry requirements for post-school destinations, including college and university, and also have the qualifications and skills to enable them to progress to further training/and/or employment as appropriate;*

- *designing pathways which both ensure young people gain the qualifications they need, and **improve their achievement of a wide range of important personal skills** including those gained through the qualifications."*

Since 2011 there has been a focus on developing the Senior Phase of Curriculum for Excellence across Scottish schools and it is now being embedded in all secondary provision including in Shetland. Secondary 4 pupils studied and were assessed for the new National Qualifications in 2014 for the first time.

The personalisation and choice (choice in the subjects pupils study) process for Secondary 2 pupils has also developed since the option of Secondary 1 to Secondary 3 provision in isles Junior High Schools was suggested in July 2013 and debated within Shetland communities in October 2013 as part of the informal consultation on the future of secondary education. In the school session 2013/2014, Secondary 2 pupils have been given the opportunity to decide on eleven subjects from across all the curricular areas of Curriculum for Excellence to focus on for their educational programme in Secondary 3.

Pupils' learning in Secondary 3 will relate strongly to the Experiences and Outcomes at Curriculum for Excellence Level Four with some prior learning for National courses. Aside from English and maths, in most schools, pupils will have two periods of learning in each of these subjects per week (English and maths are allocated four periods per week). This cohort of young people will then select up to seven subjects, most likely from the eleven they have studied

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during their Secondary 3, in session 2014/15, and formally commence their study for qualifications, and associated internal and external assessment, in Secondary 4.

This new model for personalisation and choice, which is being replicated across the country in line with Education Scotland guidance and recommendations, underlines the point that the new National Qualifications are organised in a very different way from Standard Grades. They are not two year courses where learning is spread fairly equally between Secondary 3 and Secondary 4, which was the case with Standard Grades. Only some prior learning for national certification is being done in Secondary 3 and this has been reinforced by the new personalisation and choice model described above.

There is scope to co-ordinate this prior learning in Secondary 3 between schools through the Shetland Learning Partnership workstream on creating a common curriculum across all Shetland secondary schools by 2016. Indeed some progress has already been made in this area through collaboration between subject specialists from different schools.

The reality of Curriculum for Excellence is demonstrating that the value of securing an intact Senior Phase for pupils is increasingly apparent so that pupil progression can be assured and a variety of qualifications studied for during that period.

On the ground, in schools across Scotland, Secondary 4 to Secondary 6 will become very much a single entity of learning. In short, National courses are more flexible than their predecessor, increasingly as the Senior Phase is embedded over the next three to five years, some pupils will complete National 4 courses midway through Secondary 4 and then move onto National 5. Other pupils may bypass Nationals and move straight to study for Highers, commencing at the start of Secondary 4 or midway through Secondary 4. This expected flexibility highlights the difficulties with the current junior high school model which uses the end of Secondary 4 as a transition point, and partly accounts for Education Scotland's view in the recent Sandwick Consultation Report that Secondary 1 to Secondary 4 provision in junior high schools is no longer tenable.

Ideally secondary stage pupils should experience an education without transitions. If, however a transition is necessary it should not interrupt the Senior Phase and, ideally, not take place during the Broad General Education. That means that if there is no other option, but for a transition to take place, because of geographical reasons, the end of Secondary 3 is a better option than any other in that it assures both the Broad General Education and the Senior Phase **each** take place in one school setting.

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b. The Statutory Consultation Proposal on Sandwick Junior High School, Discontinuation of Secondary 3 and Secondary 4 Education

Formal statutory consultation on the proposal to remove Secondary 3 and Secondary 4 education at Sandwick Junior High School Secondary Department was undertaken earlier in 2014. The consultation period for the proposal ran from Thursday 13 February 2014 until Friday 28 March 2014 and the consultation report was presented to Education and Families Committee and thereafter to Shetland Islands Council on 9 June 2014. Three hundred and sixteen written responses were received on the proposal. The majority of responses disagreed with the proposal (247) with only five responses agreeing with the proposal.

It was clear from the responses that the option of a Secondary 1 to Secondary 2 junior high school department was not popular with respondents whether they were pupils, parents, members of the community or staff.

The recommendation to discontinue stages of education by reducing Sandwick Junior High School Department from Secondary 1 to Secondary 4, to Secondary 1 to secondary 2 was unanimously rejected by both Education and Families Committee and Shetland Islands Council.

c. Education Scotland's Report on the Educational Aspects of the Proposal to Discontinue Secondary 3 and Secondary 4 Education at Sandwick Junior High School

As part of the requirements of the Schools (Consultation) (Scotland) Act 2010 Education Scotland prepared a report on the educational aspects of the Proposal regarding Sandwick Junior High School.

Their Report recognised that Secondary 1 to Secondary 4 provision in junior highs is no longer a tenable position for Children's Services in Shetland. There are clear and strong messages in the Report, on this matter. Education Scotland makes the following points:

"3.2 It is clear from the financial situation and, in order to continue the principles and vision of Curriculum for Excellence, that there is a need for change in the way that education is organised in the Shetland Islands. The council reports that the way that their secondary high schools and junior high schools are arranged is not financially sustainable. Young people are entitled to experience a coherent curriculum from 3 to 18. Anderson High School is currently developing the senior phase further. It is continually developing positive partnerships with a range of businesses, organisations and further and higher educational establishments which is enabling them to provide a more innovative curriculum to meet diverse needs. Young people would benefit from the range of flexible learning pathways better if they had continuous experience of their senior phase from S4 to S6."

And again, in the Summary section at the end of their Report:

"4.1 The council has made a clear case that for, reasons of financial sustainability and the need to develop a coherent senior phase for young

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people which meets their diverse needs and aspirations, the current arrangement of providing education for the S1 to S4 stages at Sandwick Junior High School is neither viable nor in the best interests of children and young people."

However Education Scotland also feel that a clear case for Secondary 1 to Secondary 2 education only, in Sandwick Junior High School being the most appropriate way forward had not been made:

"However, in the consultation proposal, the council has not set out a convincing case that the discontinuation of S3 and S4 at Sandwick Junior High School is the most reasonable and viable option and will deliver clear educational benefits for the children and young people directly affected by it."
(Page 9)

Education Scotland provides the external scrutiny of the quality of education provided to all pupils in Scottish education. They do not tell local authorities how to deliver education, however they do evaluate the quality and the outcomes all of the school education provided in a local authority.

d. The Shetland Learning Partnership Project

The Strategy for Secondary Education presented to Shetland Islands Council on 13 November 2013 made a number of recommendations aside from those regarding changes to stages of secondary education. These other recommendations, which were approved, were to:

- Create an ambitious partnership between Shetland High Schools and the Further Education and High Education sector in Shetland;

- Create a Shetland Learning Campus.

The above recommendations are being implemented through the Shetland Learning Partnership Project. The main emphasis, in the first stages of this two year project, is to ensure Senior Phase pupils have as wide a range of opportunities, experiences and qualification options, both academic and vocational, as possible. Blended learning options are being discussed between the two local High Schools with Local Colleges of the University of Highlands and Islands with a view to offering, on a pilot basis by summer 2015, an option for some pupils to study for a Higher National Certificate at College during their Senior Phase. It is envisaged that Senior Phase learning opportunities will comprise a wider range of work experiences and volunteering options to complement more traditional forms of learning. More on line learning opportunities will be developed as will more formalised independent learning opportunities. The Shetland Learning Partnership Project is a key strand in developing an exciting Senior Phase for pupils in Shetland to ensure local pupils have, at least as wide a range of opportunities as their peers elsewhere.

The Shetland Learning Partnership project has a number of workstreams underway. The most relevant to the amended Strategy for Secondary Education are:

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- Align timetabling across both High Schools and the Further Education sector in Shetland;

- Align the curriculum model at all secondary schools in Shetland to ensure common content, progressions and ease of transition (Secondary 1 to Secondary 3);

- Align the curriculum model across the High Schools Senior Phase and the Further Education Sector;

- Align staffing arrangements across both High schools and the further education sector in Shetland;

- Link employers to the curriculum development of the Senior Phase;

- Establish a Virtual Vocational Academy as an option for Senior Phase pupils. A virtual vocational academy approach will be developed as a pilot partnership between High Schools, Local UHI Colleges and employers with a view to promoting specific options such as engineering and care. The Academy will combine three elements: vocational, business and academic.

The Shetland Learning Partnership Project development has been predicated on the Senior Phase being delivered in the two high schools.

e. Education Working for All! Commission for Developing Scotland's Young Workforce

In June 2014 the much heralded final Report by the Wood Commission was published by the Scottish Government. The Wood Commission was established in early 2013 by the Scottish Government to consider the following:

- How a high quality intermediate vocational education and training system, which complements our world-class education system, can be developed to enhance sustainable economic growth with a skilled work force;

- How to achieve better connectivity and co-operation between education and the world of work to ensure young people at all levels of education understand the expectations of employers, and that employers are properly engaged;

- How to achieve a culture of real partnership between employers and education, where employers view themselves as co-investors and co-designers rather than simply customers.

The Report makes a wide range of recommendations which cover:

- better preparing school leavers for the world of work;

- college education focused on employment and progression in learning;

- Modern Apprenticeships focused on higher level skills and industry needs;

- more employers engaging with education and recruiting more young people;

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- advancing Equalities; and

- successful Implementation – success targets.

The recommendations in the Wood Report relating to the Senior Phase, link closely to the work of Shetland Learning Partnership Project, including developing Senior Phase vocational pathways. There is a focus on preparing young people, whilst at school, for employment including championing work place experiences. The Report also places emphasis on schools and colleges working together and ongoing engagement between schools and employers, both key features of the Shetland Learning Partnership Project.

Locally, educationally it is considered that these recommendations are more likely to be achievable if there are fewer secondary departments, particularly the number offering the Senior Phase curriculum. If the status quo in terms of the secondary school estate was to continue, there would be a very real prospect of a two tier model emerging with exciting developments around college courses being built into pupils' education programmes with employers skills utilised in terms of providing vocational advice and employability skills and more work experience opportunities for young people in the Anderson High School and Brae High Schools. Pupils in more remote areas would be unable to access these opportunities as a result of their location and the limited resources within Children's Services directorate.

f. Summary

In summary then, the secondary stages of Curriculum for Excellence should be a smooth, progressive and continuous experience for all pupils, which ensures they attain at the highest possible level at all times. As a consequence then:

- the retention of Secondary 1 to Secondary 4 junior highs schools in Shetland is no longer a tenable position to secure the best possible outcomes for our pupils in Curriculum for Excellence as it creates a split Senior Phase;

- from the statutory consultation feedback on the proposal to discontinue Secondary 3 and Secondary 4 education at Sandwick Junior High School, the option of a Secondary 1 to Secondary 2 school is not popular, and there is concern over splitting the end of the Broad General Education, and the impact this may have on pupils' smooth progression;

- the Shetland Learning Partnership Project will secure a common curriculum in all Shetland secondaries to ensure transition to another school at the end of Secondary 3, if it has to happen, is as smooth as possible. It will also develop flexible learning pathways for pupils through partnership working with further education and employers. It is not feasible to deliver these opportunities in seven settings.

- the final Report of the Wood Commission strengthens the need for work to develop flexible learning pathways and vocational educational opportunities to secure Scotland's economic future.

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3   Amended Strategy for Secondary Education – Proposals

Educationally then, the case for change in the way secondary education is delivered in Shetland is clear. Wherever possible, pupils should experience their secondary education in a Secondary 1 to Secondary 6 school. Where this is not possible, then the point of transition to a different school must be at a time which causes least disruption to pupils' smooth progression through secondary. This is at the end of Secondary 3, at the end of the Broad General Education.

The proposals therefore, for the amended Strategy for Secondary Education resolve to secure this pattern of provision in Shetland through rationalisation of the secondary school estate. All proposed options are closure proposals and require statutory consultation under the Schools (Consultation) (Scotland) Act 2010.

a)   The proposed closure of Mid Yell Junior High School Secondary Department, or the discontinuation of Secondary 4 provision only, with transfer to the new Anderson High School;

b)   The proposed closure of Whalsay School Secondary Department, or the discontinuation of Secondary 4 provision only, with transfer to the new Anderson High School;

c)   The proposed closure of Baltasound Junior High School Secondary Department or the discontinuation of Secondary 4 provision only, with transfer to the new Anderson High School;

d)   The proposed closure of Aith Junior High School Secondary Department or the discontinuation of Secondary 4 provision only, with transfer to the new Anderson High School;

e)   The proposed closure of Sandwick Junior High School Secondary Department or the discontinuation of Secondary 4 provision only, with transfer to the new Anderson High School.

4   Amended Strategy for Secondary Education - Revised Timetable for Statutory Consultations

If the amended proposals for a Strategy for Secondary Education are agreed, the following table outlines how the resulting required statutory consultations would be carried out over the next two years to ensure that all pupil transfers which may result from any decisions can take place for August 2016.

Children's Services already has agreement for a statutory consultation timeline which commences on 19 September 2014, from the previously agreed Strategy for Secondary Education. The other timelines set out in the following table are indicative and are subject to Shetland Islands Council Business Programme for 2015/2016.

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Proposed discontinuation of S4 or closure at secondary departments of Mid Yell Junior High School and Whalsay School	19/09/2014 Publish proposal paper and begin statutory consultation period	18/11/2014 Last day of statutory consultation period	16/12/14 End of Education Scotland window	19/01/2015 Publish Consultation Report	09/02/15 Education and Families recommendation 11/02/15 Shetland Islands council decision	08/04/2015 Last date for possible call in (if closure decisions made on 11/02/2015)
Proposed discontinuation of S4 or closure at secondary department of Baltasound Junior High Junior High School	August 2015 Publish proposal paper and begin statutory consultation period	Late September 2015 Last day of statutory consultation period	Mid October 2015 End of Education Scotland window	Late November 2015 Publish consultation report	Mid-December 2015 Education and Families recommendation and Shetland Islands council decision	Mid February 2016 Last date for possible call in (if closure decisions made on 18/12/15)
Proposed discontinuation of S4 or closure at secondary departments of Aith Junior High School and Sandwick Junior High School	October 2015 Publish proposal paper and begin statutory consultation period	Early December 2015 Last day of statutory consultation period	Mid January 2016 End of Education Scotland window	Beginning of February 2016 Publish consultation report	Beginning of March 2016 Education and Families recommendation and Shetland Islands Council decision.	Late April 2016 Last date for possible call in (if closure decisions made on 13/05/16)

Each junior high school would have its own proposal paper for statutory consultation. Each proposal paper would contain two options for secondary provision in that setting: a proposal to discontinue Secondary 4 education; and a proposal to close the secondary department.

As each of these secondary proposals affect a rural school, the new preliminary requirements in the Children and Young People (Scotland) Act 2014 will also apply to them. The preliminary requirements are due to come into force from 1 August 2014. These will mean that the Director of Children's Services will have to present a report to Committee outlining the preliminary requirements for each proposal in advance of commencing each statutory consultation. The preliminary requirements require a local authority to demonstrate it has fully considered the closure proposal, its potential impacts, and any reasonable alternatives, prior to moving to statutory consultation.

5   Key Implications of Amended Proposals for the Secondary School Estate

This section outlines the key implications of these proposals for service delivery: both in respect of the provision of Secondary 1 to Secondary 3 education; and the effect of closure of the secondary department.

a)   Provision of a Secondary 1 to Secondary 3 Department in a Junior High School

The Curriculum

In all Shetland secondary settings the curriculum for Secondary 1 to Secondary 3 would be common, in accordance with Council policy. It would deliver the following subjects: English, mathematics, a foreign language, science, social subjects, music, physical education, art, home economics, religious and moral

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education, information and communications technology, technical subjects and personal and social education.

Support for Pupils

All teachers, as part of their job remit, are expected to provide a degree of support and advice to pupils. Pastoral pupil support would be provided by a designated teacher and the school management team. Support for pupils with additional support needs would be provided by additional support needs staff as at present under the existing Managing Inclusion Guidelines.

Class Group Organisation

Class groups would be organised using nationally agreed class size maximums i.e. up to 30 pupils in a non-practical class group and up to 20 in a practical class group.

In settings where numbers allow, year groups will be composited for both non-practical and practical teaching. There will be a maximum of 25 pupils in such a composite class for non-practical subjects and 20 for practical subjects.

Management Arrangements

Each Secondary 1 to Secondary 3 Junior High School would be managed by a non-teaching Head Teacher supported by one or two principal teachers dependent on the pupil roll. The Principal Teacher(s) would have a 0.5FTE teaching commitment.

Teacher Staffing

The minimum number of teachers required at each of the junior high school settings as a Secondary 1 to Secondary 3 school to deliver the curriculum requirements in a Secondary 1 to Secondary 3 school is illustrated in Appendix 2.

Wherever possible, secondary teachers would be timetabled to teach for at least part of their week in a Secondary 1 to Secondary 6 setting. This would maintain their experience of teaching senior pupils and maintain their knowledge of National Qualification courses. If an individual part-time teacher wished to teach only in a Secondary 1 to Secondary 3 setting, their preference will be accommodated where possible.

b) Closure of a Secondary Department

It should be noted that, in accordance with existing policy, should any of the secondary departments close, the following management arrangements would apply to the remaining primary and nursery departments.

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Sandwick

Sandwick would become a primary school with a nursery department and it would have a non-teaching head teacher. The Principal Teacher, Additional Support Needs post currently allocated to the whole school, would remain.

Aith

Aith would become a primary school with a nursery department and it would have a teaching head teacher. With current roll projections taken account of, the teaching head teacher post would carry a 0.45 full-time equivalent, teaching commitment.

Whalsay

Whalsay would become a primary school with a nursery department and it would have a teaching head teacher. With current roll projections taken account of, the teaching head teacher post would carry a 0.45 full-time equivalent, teaching commitment.

Mid Yell

Mid Yell would become a primary school with a nursery department and it would have a teaching head teacher. With current roll projections taken account of, the teaching head teacher post would carry a 0.67 full-time equivalent, teaching commitment.

Baltasound

Baltasound would become a primary school with a nursery department. As it is in a joint management arrangement with Fetlar Primary School it would have a non-teaching head teacher.

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c) Financial Aspects

The table below, provides an initial indicative estimate of savings which would accrue from either the closure, or the provision of Secondary 1 to Secondary 3 education only at each existing junior high school.

	2014/15 Budget £000	Estimated Closure Savings/(Costs) £000	Estimated S1-3 Savings/(Costs) £000
Aith	599	377	54
Baltasound*	444	369	279
Mid Yell*	543	466	161
Sandwick	997	635	303
Whalsay	505	415	171
Additional Costs/Transfers	0	(434)	(298)
Total	**3,088**	**1,828**	**670**

* No additional Transport Costs have been included in the closure savings figures for Mid Yell or Baltasound transferring to Anderson High School, as this proposal has not previously been costed.

The above table shows the estimated savings that could be achieved from each proposal, however these figures will vary depending on the outcome of other reviews, for example the Clerical Staffing Review.

Full financial information will be provided if statutory consultation proposals for individual schools are undertaken.

d) The School Estate

Option of Secondary 1 to Secondary 3 Departments

Should provision of Secondary 4 education be removed from any current Junior High School secondary departments there will be little or no impact on running or maintenance costs.

Option of Closure of Secondary Departments

If the areas currently occupied by secondary pupils are vacated while continuing to form part of an active school, there would be a very small reduction in maintenance cost due to a reduction in normal wear and tear, utility use and the like. However, as the services and systems running throughout the school will pass through or are connected to these areas, they will still need inspection, service, testing and planned maintenance.

If a suitable shared use can be identified with an external service partner, the cost of running and maintaining these areas would be included in any agreement and would result in a reduction of costs to the Council.

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If the areas currently occupied by secondary pupils are vacated and the building becomes non-operational and can be offered for disposal, then the existing maintenance budget for that building will be removed. However, it would appear that this would only be feasible for Whalsay School Secondary Department.

The other schools contained within this proposal share key services, systems and facilities (such as canteens) with their primary departments that cannot easily be separated.

Consideration should be given as to whether long term running and maintenance costs associated with a largely un-used building outweighed the costs of partial demolition or remodelling.

e)   Transport Implications

During previous consultations, the travel implications for children of closing a school, or ending a stage of education, and moving them to another school, have been one of the primary concerns for parents. The main issues raised have been the travel times for children which will arise from any proposal and the quality of the roads over which they will travel. The maximum travelling time for a secondary child of 65 minutes (as far as possible), for a single journey was agreed at Shetland Islands Council on 20 September 2012.

Other Scottish Local Authorities have been contacted to see what their single journey times for secondary pupils were:

- the maximum travel time is 75 minutes;

- the average maximum travel time is 52 minutes;

- ranking travel times highest to lowest, Shetland is placed at Number 2 with a current maximum time of 65 minutes;

- the Western Isles is ranked Number 3 with a time of 60 minutes currently, and a policy allowance for a maximum single journey of up to 80 minutes;

- Orkney is ranked Number 6 with a time of 55 minutes.

All travel requirements, times, and costs, resulting from any proposal, would be looked at in more detail, as part of the statutory consultation process.

There would also be travel implications and expenses for staff redeployed under the Redeployment Policy and the Local Negotiating Committee for Teachers' Transfer Agreement

f)   Community Impact

A significant amount of work was undertaken in 2012 to set out the likely effects on the local communities of the Blueprint for Education recommendations. These likely effects are largely unchanged. In summary, it was confirmed that the closure of secondary departments would still leave schools open to provide education for pre-school and primary pupils. Were schools to remain open for

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pupils up to the end of Secondary 3, the additional space would potentially release more accommodation for the remaining pupils. Other community users of the school would continue to have access, again with the potential of additional space being available.

The Commission on the Delivery of Rural Education advocates the community use of schools and further, that local authorities, health and other community planning partners actively seek holistic solutions to enhance the viability of rural communities.

It should also be noted that many areas in Shetland have a well equipped, modern public hall and often a swimming pool and leisure centre, which are considered significant community assets.

However, Children's Services has learned from previous consultations, that local communities are fearful that the closure of a school, or any part of a school, will have a detrimental effect. Therefore, in recognition of the deep concerns those communities have about any such proposal, a socio-economic study would always be commissioned, and its findings would be included as part of the Consultation Report.

g)   Other Impacts - Assessments

Children's Services will carry out an initial Integrated Impact Assessment on any proposal proceeding to statutory consultation. This Integrated Impact Assessment will then be updated in the light of feedback received during the statutory consultation period.

Children's Services will also commission a Health Impact Assessment on the potential impacts of any school closure proposal. In addition, Shetland Islands Council, as responsible Authority, carried out, under Section 8 of the Environmental Assessment (Scotland) Act 2005, a Strategic Environmental Assessment Gateway screening of the Strategy for Secondary Education agreed on 13 November 2013. The Consultation Authorities agreed with the view that the Strategy for Secondary Education was unlikely to have significant environmental effects. It is not expected that this amended Strategy for Secondary Education presents any different challenges from those outlined in the earlier strategy document.

h)   Identified Risks

The following key risks for Children's Services would result from the implementation of the amended Strategy for Secondary Education:

- Children's Services would potentially lose professional staff due to lack of career or promoted opportunities;

- Current agreements on voluntary exits, which apply only to teaching staff in Scotland, may lengthen the timeline for implementation such that the achievable savings take too long to fit in with the Medium Term Financial Plan;

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- The level of teaching staff travel, especially for those who do not drive or who do but do not have a suitable vehicle;

- A Transfer Agreement for teachers is now in place however a culture of movement between schools is not currently fully accepted;

- The extent of the required flexibility will have to be defined so that, for example, arrangements are considered for Secondary 4 natural leavers;

- Cross-school arrangements within a common curriculum to secure appropriate prior learning may take time to become embedded.

i)   Development and Implementation Costs

The cost of implementing the amended Strategy for Secondary Education will be met mainly from within current resources, and be in relation to the work required on the statutory consultations and subsequent implementation of moving pupils and ensuring staff are treated fairly in accordance with Shetland Islands Council's Human Resources policies. There will be the one-off costs of exit packages. There will also be additional transport and hostel costs; these will be offset against overall savings.

j) Potential Advantages and Disadvantages of Secondary 1 to Secondary 3 Provision in a Junior High School Secondary Department

This section offers an initial assessment of the potential advantages and disadvantages of providing secondary education in a Secondary 1 to Secondary 3 setting.

Advantages	Disadvantages
• some pupils can learn in their communities up to the age of 15; • it is potentially easier to use the opportunities of the local environment to support skills development and to make learning relevant; • learning together as an Secondary 1 and Secondary 2 group gives a larger peer group, potentially challenging more able pupils and supporting others; • pupils will be able to experience the whole of their Senior Phase education in one location, joining a 6 year school, and so have access to wider opportunities offered; • when pupils transfer to the Senior Phase in a different school there are greater opportunities to take advantage of developments such as taking qualifications over two years, as the Senior Phase is delivered in one location; • those pupils who wish to leave at the end of Secondary 4 may decide to continue their learning at school in Secondary 5 and Secondary 6, as they will have the opportunity to see their learner pathway planned through to the end of the Senior Phase; • Access to the developments planned as part of the Shetland Learning Partnership. This will include access to HNC and workplace experiences.	• transition from the Broad General Education to the Senior Phase needs to be handled very carefully as key learning will have taken place in Secondary 3 in preparation for the start of the Senior Phase; • there would need to be careful transition support for all pupils; • pupils from Baltasound Junior High School Secondary Department, Mid Yell Junior High School Secondary Department, Whalsay School Secondary Department and some from Aith Junior High School Secondary Department would have to leave home to stay an additional year at the Halls of Residence; • Secondary 1 to Secondary 3 schools are unproven models: there are no national examples; • If a teacher is not in one school for a whole day it results in teacher contact time lost by travel from school to school; • Recruitment of specialist secondary staff may be challenging under this model as there is a perception of "de-skilling" of subject teachers who do not enter pupils for qualifications; • possible risk of a high staff turnover of teachers and prolonged unfilled vacancies; • transfer to a different school for Secondary 4, with a different ethos and different policies may be difficult for some pupils; • It is potentially challenging for teachers who are not used to composite classes to teach to a combined Secondary 1 to Secondary 2 group; • Potential narrowing of pupil choice to ensure continuity for all pupils at point of transition.

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k) Potential Advantages and Disadvantages of a Secondary 1 to Secondary 6 School

This section offers an initial assessment of the potential advantages and disadvantages in Shetland, given its geography, of providing secondary education in a Secondary 1 to Secondary 6 setting.

Advantages	Disadvantages
- no artificial breaks in secondary school education provision; - no unnecessary transition points; - pupils will experience the Broad General Education, from Secondary 1 to Secondary 3, in full and the Senior Phase, in full, from Secondary 4 to Secondary 6 in the same school, without a transition; - teachers are able to plan for progression in learning for each pupil from Secondary 1 to Secondary 6.; key staff know pupils from Secondary 1; - pupils can build upon opportunities for wider achievement, progressively, from Secondary 1 to Secondary 6; - pupils can experience a rich menu of qualifications in the Senior Phase; - pupils can access vocational pathways, work experience, college or university courses, volunteering, enterprise, leadership development and to work with local industries, throughout Secondary 1 to Secondary 6; - pupils can access the developments planned as part of the Shetland Learning Partnership; - pupils may be more encouraged to continue with their schooling in Secondary 5 and Secondary 6 if there was no mid-secondary transition; - older pupils are able to mentor younger pupils; - pupils are able to experience a continuous ethos and culture from Secondary 1 to Secondary 6; - pupil numbers are large enough to ensure that subject specialists work in departments with other colleagues delivering the same subjects; - staffing arrangements enable a wider range of subjects to be offered.	- educationally, there are no disadvantages to Secondary 1 to Secondary 6 secondary provision, as this is the model adopted by almost all local authorities across Scotland. Any disadvantages, therefore, are in the context of Shetland's geography, which would require travel and accommodation to be provided for some pupils from the age of 12. The extent to which this is seen as a potentially social disadvantage is subjective; - more pupils would be required to stay at the Halls of Residence from Secondary 1 to Secondary 6; - pupils from the islands and some parts of the Shetland Mainland would spend less time learning in their own communities; - potential disruption to family life and community life; - a longer commute for some pupils.

6   Conclusions

The Amended Strategy for Secondary Education outlined in this paper presents a way forward for secondary education in Shetland. In doing so, it takes account of recent national developments in respect of the Wood Commission Report and the roll-out of the Senior Phase of Curriculum for Excellence. It deals with the advice given by Education Scotland in their report on the proposal to discontinue Secondary 3 and Secondary 4 education at Sandwick Junior High School by offering a way forward for all secondary pupils in Shetland to experience an unbroken Senior Phase, and continuity to the end of their Broad General Education. It takes account of the level of opposition to the Secondary 1 to Secondary 2 model of provision expressed through the consultation on Sandwick Junior High School.

In doing all of this, it also continues to offer an option to rationalise the secondary school estate in such a way as to provide as many pupils as possible with the maximum educational benefit of receiving their secondary education in a Secondary 1 to Secondary 6 school.

The indicative estimated savings, at present, from these proposals range from £670,000 to £1,828,000.

**Amended Strategy for Secondary Education in Shetland
July 2014**

Context and Background Paper

1. Introduction

A successful motion at Shetland Islands Council on 9 June 2014 asked the Director of Children's Services to reconsider the way ahead within the Strategy for Secondary Education in Shetland and to come forward with a proposal for consultation on Secondary 1 to Secondary 3 **and** closure for each of the Junior High Schools: Sandwick Junior High School, Aith Junior High School, Mid Yell Junior High School, Baltasound Junior High School and Whalsay School, and to bring back a report to Education and Families Committee and Shetland Islands Council before the recess which includes a revised timetable.

This Background and Context Paper outlines the work undertaken since 2010 on the secondary school estate in Shetland, and the current policy context for the delivery of secondary education in Shetland.

2. Background

On 13 November 2013, Children's Services presented a Strategy for Secondary Education in Shetland to Education and Families Committee and to Shetland Islands Council. This work was the culmination of a comprehensive look at the current secondary education provision in Shetland which had commenced with councillors' request to Children's Services in February 2012, to 'Refresh of the Blueprint for Education' proposals.

At that time, Children's Services were asked to "undertake a refresh of the Blueprint for Education using existing information, taking account of the outcome of the Commission on the Delivery of Rural School Education deliberations and guidance, when available, considering the implementation of Curriculum for Excellence, the Senior Phase, the National Qualifications range and links with further education/other learning settings and based on the underpinning principles of the Blueprint for Education project of equality, quality and value for money, and taking account all new learning methods and Information Communication Technology links and facilities".

Children's Services reported back to Councillors on this work on 20 September 2012. At that meeting Shetland Islands Council approved a Statement for Education 2012-2017, a set of Commitments for Education 2012-2017 and a Plan for Delivering Education 2012-2017.

The Statement for Education in Shetland 2012-2017 and the Commitments for Education 2012-2017 were agreed by Shetland Islands Council and remain Shetland Islands Council policy.

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Shetland Islands Council's Statement for Education 2012-2017 is:

"We will ensure the best quality education for all our pupils to enable them to become successful learners, who are confident individuals, effective contributors and responsible citizens. We will achieve this through the highest standard of teaching and learning delivered in modern, well-equipped school buildings which are financially sustainable".

Shetland Islands Council's Commitments for Education 2012-2017, which took account of the Principles of Education agreed by Councillors for the original Blueprint for Education in March 2009, are:

- Primary Education: we will provide primary education in all our remote isles with pre-school provision as and when required. We will organise primary education in establishments which are viable both educationally and financially sustainable.
- Secondary Education: we will organise education to provide the breadth of curriculum to best develop a young person's skills and particular interests in viable establishments/schools.
- Childcare: it will be developed in line with the Childcare Strategy. We will work with voluntary and private sector providers to secure more integrated and flexible services that meet local need.
- Youth Strategy: we will develop a Youth Strategy for Shetland which encapsulates activities children and young people are involved in across Shetland.
- Catchment Areas: we will consult on any change to a school's catchment area as part of any future statutory consultation process.
- Travel Times: we will organise transport to ensure that, as far as possible, pupils will not travel for longer than the current maximum single journey time in 2011/12.
- Transport: we will ensure School Transport is given high priority.
- Community involvement in Schools: we will work to ensure that: children's community identity is protected, opportunities are put in place for them to be participating in any new school community they are part of and the Youth Strategy is developed to enhance young people's participation in the communities they are part of.
- Use of Buildings: we will ensure that the potential use of school buildings will be part of the statutory consultation process.

With respect to the future of secondary education the Plan for Delivering Education 2012-2017 which was agreed at that time compromised of a number of statutory consultations proposing changes to the secondary school estate. The Plan with respect to secondary, was as follows:

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Phase 1

Closure Proposal	Receiving School	Statutory Consultation	Proposed Transfer Date
Aith Junior High School Secondary Department	Anderson High School	2013	August 2014
Skerries School Secondary Department	Anderson High School	2013	August 2014
*Sandwick Junior High School Secondary Department	Anderson High School	2013	August 2016
Whalsay School Secondary Department	Anderson High School	2015	August 2016

*The statutory consultation regarding the proposed closure of Sandwick Junior High School Secondary Department was moved then from Phase 3 to Phase 1 following requests from Sandwick Junior High School Parent Council. This was approved by Education and Families Committee on 23 January 2013 and Shetland Islands Council on 18 February 2013.

As a result of the development of the Senior Phase of Curriculum for Excellence and community concerns about the agreed proposals, Children's Services put forward amendments to the secondary proposals agreed in the Blueprint for Education 2012-2017, to Education and Families Committee, and a special meeting of Shetland Islands Council on 11 September 2013. These proposed changes: The Next Steps, were put forward to avoid transitions between schools during a child's secondary education, if at all possible and, where they were unavoidable, due to Shetland's geography, manage them carefully. The proposals set out below were recommended as the Next Steps option.

- Skerries School Secondary Department proposed closure consultation should progress as planned with the aim of transferring pupils in August 2014 depending on the outcome of the consultation.

- Sandwick Junior High School Secondary Department closure consultation should progress as planned with the aim of transferring pupils to the Anderson High School in August 2016 depending on the outcome of the consultation. If the Anderson High School can accommodate the additional pupils from Sandwick earlier than 2016 that should be supported.

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- Aith Junior High School Secondary Department proposed closure consultation should progress as planned with the aim of transferring pupils to the Anderson High School in August 2014 depending on the outcome of the consultation.

- Whalsay School Secondary Department should provide Secondary 1 to Secondary 3 education with pupils transferring to the Anderson High School at the beginning of Secondary 4. Similarly, provision of Secondary 4 education should be discontinued at Mid Yell Junior High School and Baltasound Junior High School, with pupils transferring to the Anderson High School at the start of the Senior Phase. Consultations on the proposed changes should take place during 2014 with the aim of enacting the changes from August 2015. Pupils who could realistically travel daily to Brae High School from Yell within the current maximum journey time of 65 minutes (where possible) should be offered the opportunity to do so.

- The inevitable transition required for the pupils from Whalsay, Mid Yell and Baltasound would comprise small numbers. This means that individual transition arrangements could be developed to ensure progression pathways were achieved. Given the educational imperative to minimise transitions, pupils from Whalsay, Yell, Unst and the Westside (outwith travelling distance) for whom placing requests to the Anderson High School are successfully made prior to Secondary 4, should in future, have their Halls of Residence fees waived.

- The principle of secondary pupils not having to travel more than 65 minutes, wherever possible, for a single journey will be adhered to. Pupils from Yell who can travel to Brae within that timescale will be given the option to either travel daily to Brae High School or attend the Anderson High School and be accommodated in the Halls of Residence. Options to offer pupils who reside in the Halls of Residence more opportunities to go home will be explored. For example, it should be possible to ensure that all Westside pupils who are outwith the 65 minute travel distance leave home on Monday mornings, travel home for one night mid-week (e.g. Wednesday night) and return home again on Friday evenings. They would therefore be away from home three nights per week rather than the anticipated five.

It was very important that those pupils living in Whalsay, Yell and Unst who have to make a secondary school transition due to geographical reasons were not disadvantaged.

However, on 11 September 2013, Shetland Islands Council resolved to postpone a decision on the proposed revisions to the Education Blueprint regarding Whalsay School Secondary Department, Mid Yell Junior High School and Baltasound Junior High School Secondary Department in order to allow five alternative options outlined at the Education and Families Committee meeting on 11 September 2013, to be investigated. These options were:

- the extant Blueprint recommendations (including revisiting the successful motions made in September 2012);
- the "Blueprint Next Steps" recommendations;

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- a Telepresence driven model, where some teaching time could be replaced by having a teacher transmit lessons to a number of sites;
- a Hub and Spoke model (setting out the options for both one and two hubs); and
- retaining the status quo for the secondary school estate within the Medium Term Financial Plan.

In addition, clarification would also be provided on a federated schools model.

This work resulted in the comprehensive Strategy for Secondary Education Report which was presented to Education and Families Committee and Shetland Islands Council on 13 November 2013.

Between 11 September 2013 and 13 November 2013, the detail of each potential option for the delivery of secondary education in Shetland was developed. This work included the following for each option:

- a detailed description of how the option would work;
- the staffing implications of the option;
- the transport implications of the option;
- the potential community impacts of the option;
- the findings of an Integrated Impact Assessment on the option;
- the impact the option will have for the school estate;
- the legal implications;
- informal consultation feedback relevant to each option;
- the advantages and disadvantages of each option;
- the identified risks to Children's Services of implementing the option;
- and information on implementation timelines.

In addition, and also at the request of councillors, an independent educational expert, Professor Don Ledingham, was engaged to recommend a way forward, taking account of all the information which had been gathered on each option.

The recommendations in the Strategy for Secondary Education Report were from Professor Don Ledingham, and were as follows:

a) Create an ambitious partnership between Shetland High Schools and the Further and Higher Education sector in Shetland;

b) Create a Shetland Learning Campus;

c) Rationalise secondary education provision in Shetland as set out below. The Council delegates the implementation of these resolutions to the Director of Children's Services.

   Actions:
   - Children's Services progresses statutory consultation on the proposed closure of Aith Junior High School Secondary Department according to existing Shetland Islands Council policy with a proposed transfer date for pupils of August 2014;

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- Children's Services progresses with statutory consultation on the proposed closure of Sandwick Junior High School Secondary Department according to existing Shetland Islands Council policy with a proposed transfer date for pupils of August 2016 or earlier if the existing Anderson High School can absorb the pupils;
- Children's Services undertakes statutory consultation during 2014 on the discontinuation of stages of education in Whalsay School Secondary Department, namely Secondary 3 and Secondary 4, with transfer of pupils to the Anderson High School at the end of Secondary 2; to take effect from the start of the school session 2015/16 onwards;
- Children's Services undertakes statutory consultation during 2014 on the discontinuation of stages of education in Mid Yell Junior High School Secondary Department, namely Secondary 3 and Secondary 4, with transfer of pupils to the Anderson High School at the end of Secondary 2; to take effect from the start of the school session 2015/16 onwards;
- Children's Services undertakes statutory consultation during 2014 on the discontinuation of stages of education in Baltasound Junior High School Secondary Department, namely Secondary 3 and Secondary 4, with transfer of pupils to the Anderson High School at the end of Secondary 2; to take effect from the start of the school session 2015/16 onwards.

On 13 November 2013, Shetland Islands Council agreed to create an ambitious partnership between Shetland High Schools and the Further and Higher Education sector in Shetland, and they agreed to create a Shetland Learning Campus. However they did not agree to the proposed programme of rationalisation of secondary education as presented.

Instead of approving statutory consultation on the proposed closure of Aith Junior High School Secondary Department and Sandwick Junior High School Secondary Department, they instructed Children's Services to consult on the discontinuation of Secondary 3 and Secondary 4 in these secondary departments as well as in Whalsay School, Mid Yell Junior High School and Baltasound Junior High School.

The proposal to discontinue the provision of Secondary 3 and Secondary 4 at Sandwick Junior High School was the first proposal Children's Services put forward for statutory consultation as part of implementing the decisions of 13 November 2013. This statutory consultation took place between 13 February 2014 and 28 March 2014. The resulting Consultation Report was presented to Education and Families Committee and Shetland Islands Council on 9 June 2014. The Consultation Report recommended the discontinuation of Secondary 3 and Secondary 4 education at Sandwick Junior High School. This recommendation was not accepted.

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3. Statistics Relating to Secondary Education Provision in Shetland

The following section details a range of statistics relating to Shetland's current secondary education provision in comparison to other similar geographical areas.

School Estate and Secondary School Rolls

	Pupil roll September 2013	Capacity	Capacity Percent
Aith Junior High School	85	120	70.8
Anderson High School	895	1180	75.8
Baltasound Junior High School	18	60	30.0
Brae High School	196	300	65.3
Mid Yell Junior High School	42	90	46.7
Sandwick Junior High School	154	260	59.2
Skerries School	2	18	11.1
Whalsay School	52	96	54.2

Source: Scottish Government Census data 2013

Number of Secondary School Pupils - Shetland

1,673

1,444
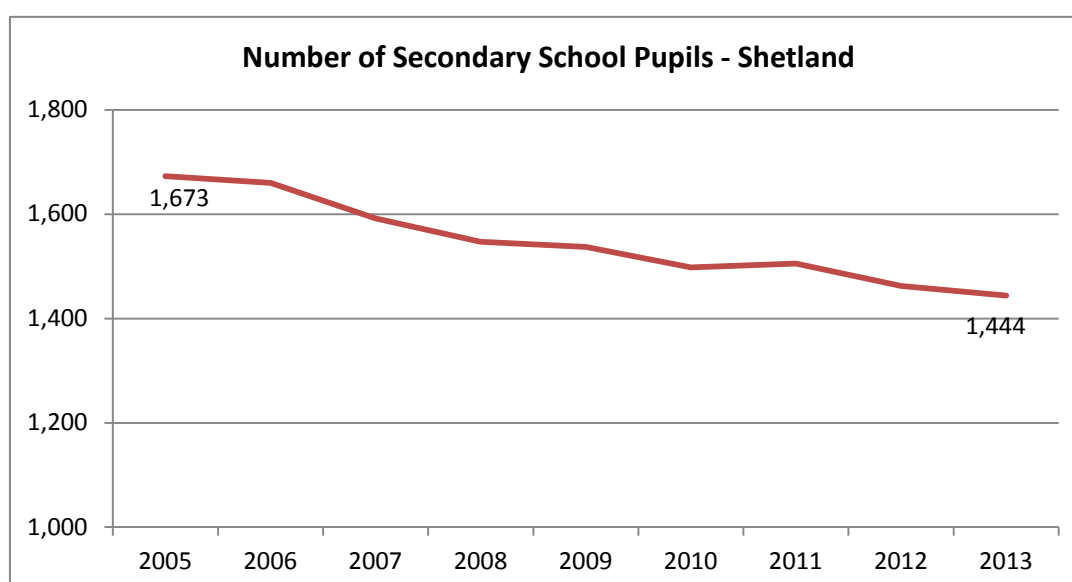
Source: Scottish Government – School Roll figures 2013

Secondary School Estate - Capacity

	<50% of capacity	50-<75% of capacity	75-<90% of capacity	90-<100% capacity	>100% capacity
Argyll & Bute	2	6	2	-	-
Eilean Siar	4	1	-	1	-
Orkney Islands	2	2	1	-	-
Shetland Islands*	**3**	**4**	**1**	**-**	**-**
Scotland	27	125	112	72	28

Source: Scottish Government – School Estate 2012
* Shetland figures 2013

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Secondary School Cost per Pupil (£)	2010/11	2011/12	2012/13
Argyll & Bute	7,666	7,678	7,757
Eilean Siar	9,869	9,471	9,759
Orkney Islands	9,033	9,468	9,780
Shetland Islands	**12,385**	**12,826**	**13,657**
Scottish Average	6,422	6,321	6,427

Source: Improvement Service Benchmarking (from SG -Local Finance Return 2012/13)
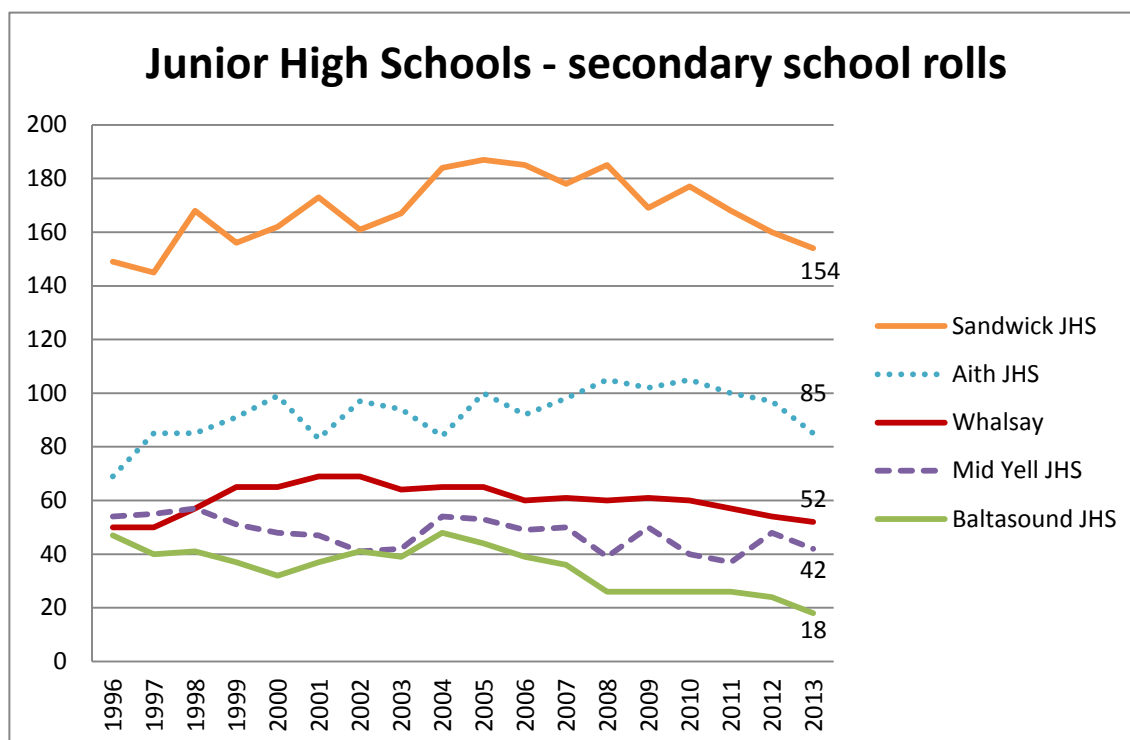
Junior High Schools - secondary school rolls

Source: Scottish Government – School Roll figures 2013

High Schools - school rolls

Source: Scottish Government – School Roll figures 2013

8
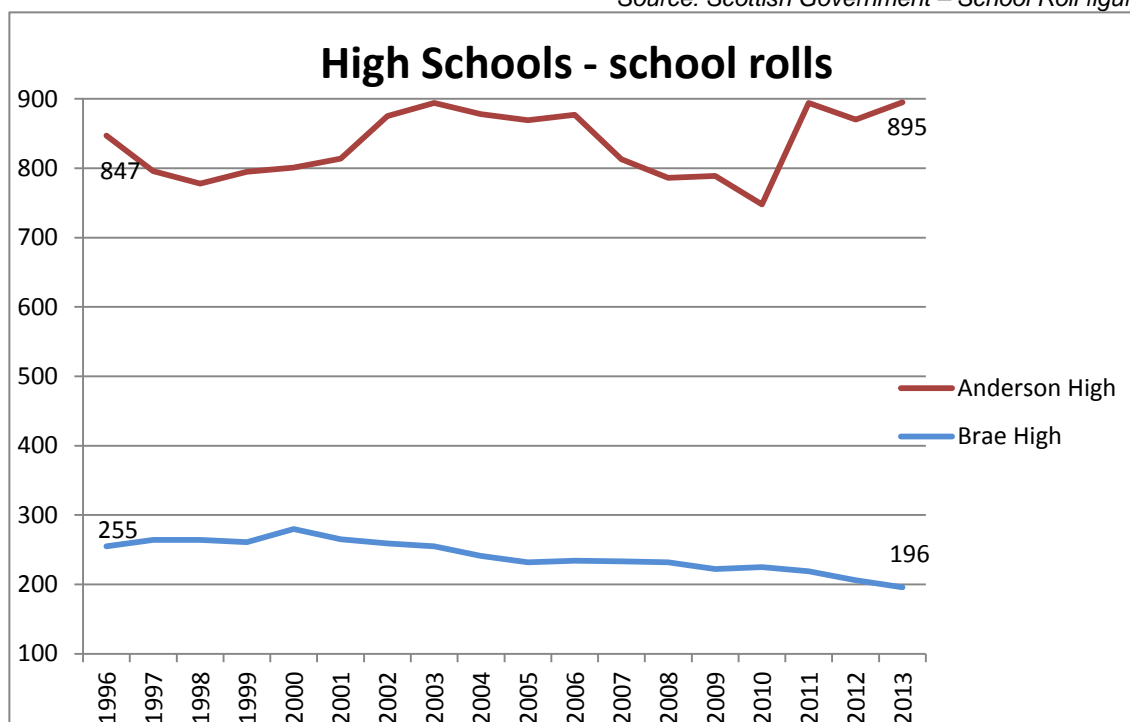
New Placing Requests Accepted (2010/11 to 2013/14)

Catchment Area	Placement to:				
	Aith JHS	AHS	Baltasound JHS	Brae HS	Sandwick JHS
Aith Junior High School	-	7			
Anderson High School	2	-	3	8	3
Baltasound Junior High School		2	-		
Brae High School		7		-	1
Mid Yell Junior High School		1		1	
Sandwick Junior High School		41			-
Whalsay School		1		1	

Source: Placing Request applications (SIC Schools Service)

Projected Secondary School Rolls

(*does not include decrease for new Placing Requests in future years)

2014/2015

School Name	S1	S2	S3	S4	S5*	S6*	Total
Aith Junior High School	14	18	20	24			**76**
Anderson High School	138	131	128	165	*205*	*116*	**856**
Baltasound Junior High School	8	4	4	7			**23**
Brae High School	32	31	27	42	*33*	*23*	**188**
Mid Yell Junior High School	12	8	14	9			**43**
Sandwick Junior High School	35	36	36	37			**144**
Whalsay School	16	14	11	15			**56**
	255	**242**	**240**	**299**	*214*	*139*	**1386**

Figures taken from existing primary and secondary school rolls.
*S5 and S6 figures are based on Staying on Percentage of;   S4 to S5 - 80%   S4 to S6 - 56%

2015/2016

School Name	S1	S2	S3	S4	S5	S6	Total
Aith Junior High School	21	14	18	20			**73**
Anderson High School	137	138	131	128	*206*	*144*	**884**
Baltasound Junior High School	6	8	4	4			**22**
Brae High School	33	32	31	27	*34*	*24*	**181**
Mid Yell Junior High School	8	12	8	14			**42**
Sandwick Junior High School	41	35	36	36			**148**
Whalsay School	7	16	14	11			**48**
	253	**255**	**242**	**240**	*240*	*168*	**1398**

2016/2017

School Name	S1	S2	S3	S4	S5	S6	Total
Aith Junior High School	18	21	14	18			**71**
Anderson High School	145	137	138	131	*170*	*119*	**840**
Baltasound Junior High School	10	6	8	4			**28**
Brae High School	21	33	32	31	*21*	*15*	**153**
Mid Yell Junior High School	8	8	12	8			**36**
Sandwick Junior High School	36	41	35	36			**148**
Whalsay School	7	7	16	14			**44**
	245	**253**	**255**	**242**	*191*	*134*	**1320**

School Name	S1	S2	S3	S4	S5	S6	Total
Aith Junior High School	12	18	21	14			65
Anderson High School	142	145	137	138	167	118	847
Baltasound Junior High School	5	10	6	8			29
Brae High School	27	21	33	32	24	17	154
Mid Yell Junior High School	14	8	8	12			42
Sandwick Junior High School	37	36	41	35			149
Whalsay School	13	7	7	16			43
	250	245	253	255	191	135	1329

2018/2019

School Name	S1	S2	S3	S4	S5	S6	Total
Aith Junior High School	30	12	18	21			81
Anderson High School	141	142	145	137	177	116	858
Baltasound Junior High School	7	5	10	6			28
Brae High School	23	27	21	33	26	14	144
Mid Yell Junior High School	13	14	8	8			43
Sandwick Junior High School	43	37	36	41			157
Whalsay School	18	13	7	7			45
	275	250	245	253	203	130	1356

Projected Junior High School secondary rolls 2014-19*
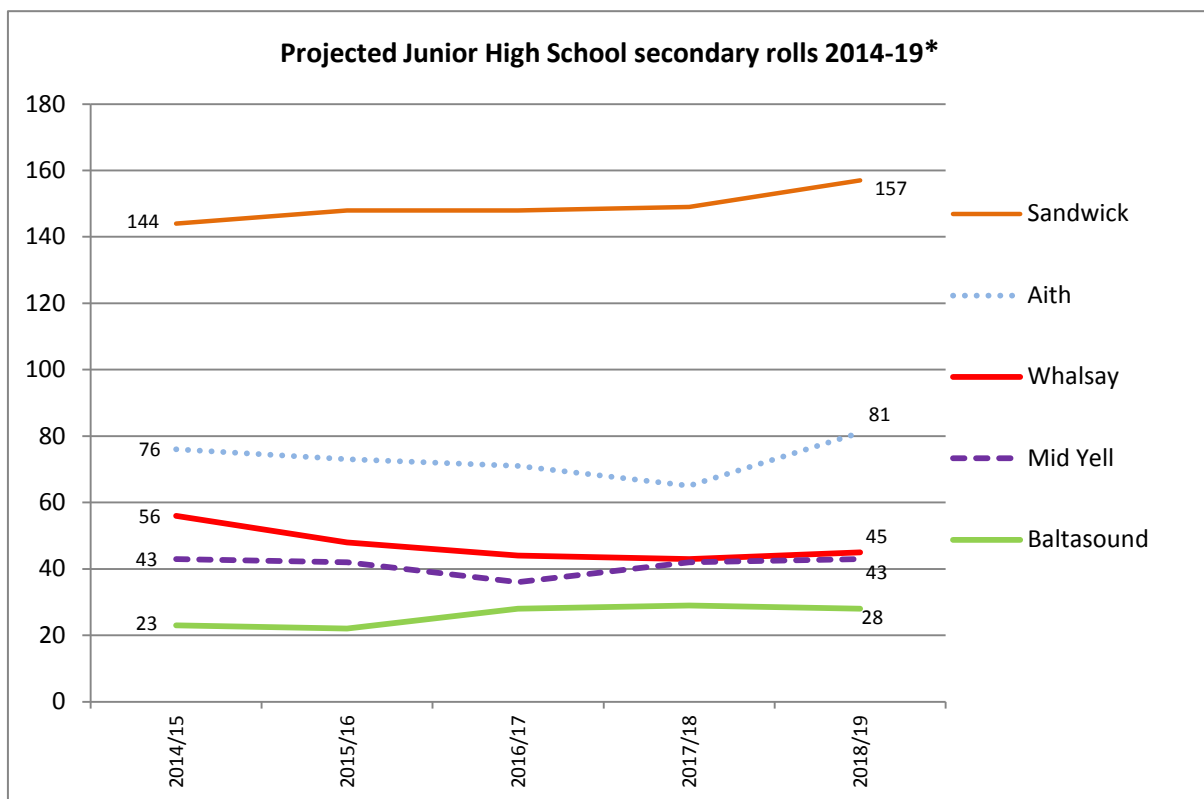
*(*does not include decrease for new Placing Requests in future years)*

Staying On Rates

S4 to S5 Staying on Rate
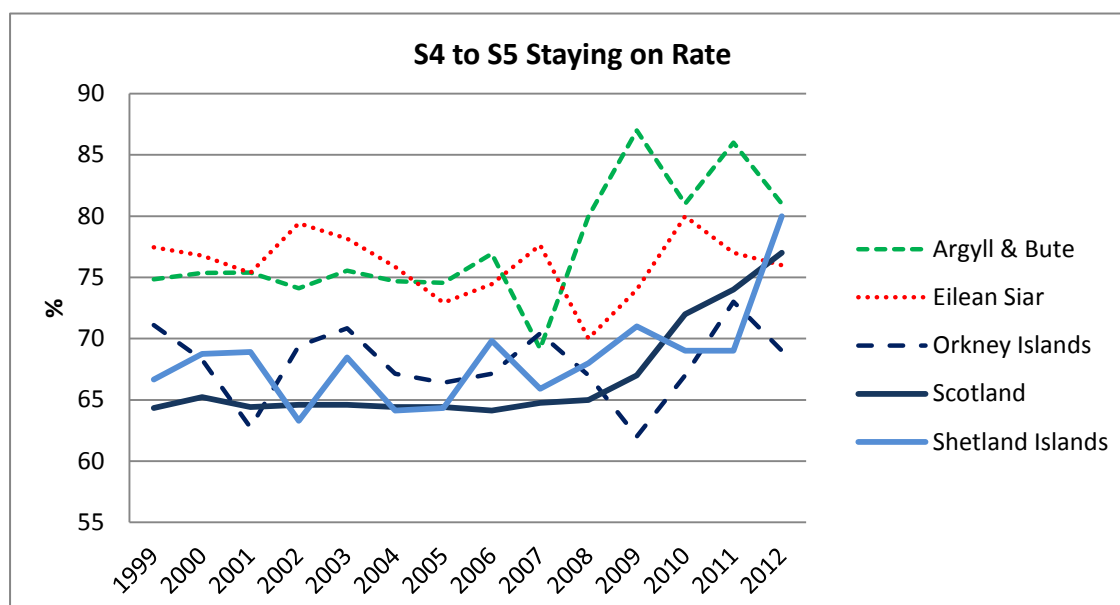
Source: Scottish Government – Attainment Data 2012

Halls of Residence

	2006	2007	2008	2009	2010	2011	2012	2013
Janet Courtney Halls of Residence	61	61	59	59	59	60	60	57

Source: JCH figures as verified by Care Inspectorate

NB: The current capacity of the Janet Courtney Halls of Residence is 91. The capacity of new Halls of Residence to be built alongside new Anderson High School will be 100 places.

Pupils With Additional Support Needs

	with Additional Support Needs	with Co-ordinated Support Plan	with Individual Education Plan	with Other Support Needs	Child Plans	Assessed or Declared Disabled	% with ASN
Argyll and Bute	850	39	486	308	43	363	*17*
Eilean Siar	512	24	158	391	51	23	*33*
Orkney Islands	275	13	75	211	0	17	*23*
Shetland Islands	**279**	**23**	**110**	**193**	**30**	**45**	*19*
All local authorities	55,051	815	15,165	41,059	3,607	5,865	*19*

Source: Scottish Government – Pupil Census 2013

Secondary Staffing Levels

Pupil / Teacher ratio - secondary
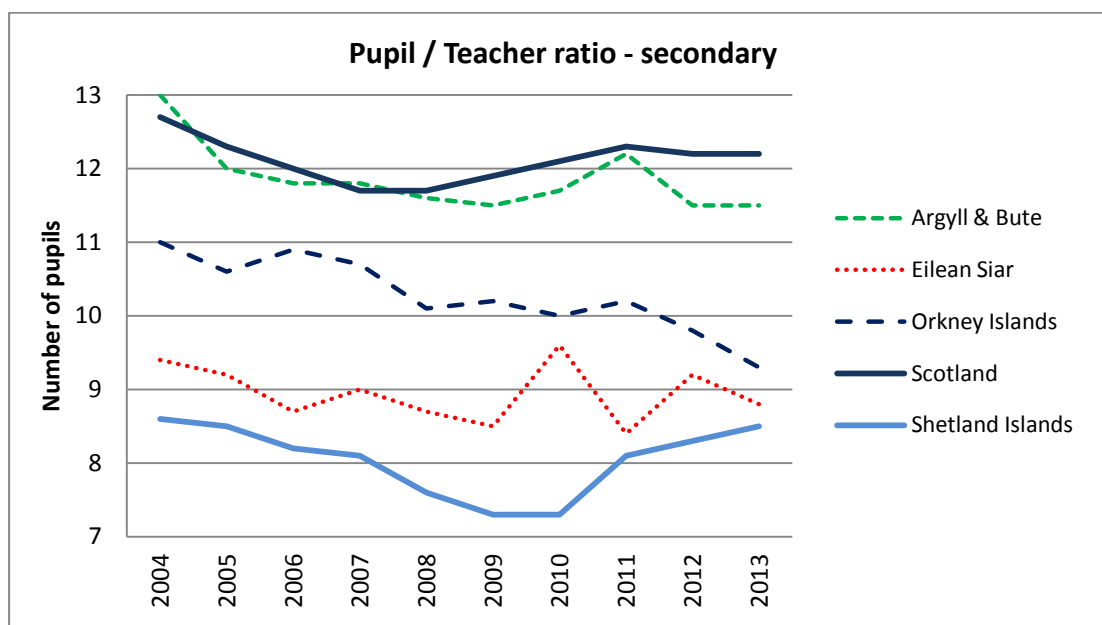
Source: Scottish Government – Teacher Census 2013

Secondary Teachers by Grade, 2013

	Head teacher	Depute head teacher	Principal teacher	Chartered teacher	Teacher	Total
Argyll and Bute	11	25	111 (26%)	9	278	434
Eilean Siar	3	10	38 (22%)	4	119	174
Orkney Islands	4	5	36 (28%)	0	83	128
Shetland Islands	**5***	**8***	**40 (24%)**	**7**	**109**	**169**

* Staffing ratio shared with Primary Departments   *Source: Scottish Government – Teacher Census 2013*

Centrally Employed Support Staff, 2013

	Educational Psychologist	Peripatetic Music Instructor	Home-school link worker	Business Manager	Quality Improvement Officer	Other
Argyll & Bute	8	16	-	-	10	-
Eilean Siar	2	10	-	4	4	1
Orkney Islands	2	-	-	-	3	1
Shetland Islands	**2**	**9**	**1**	**-**	**3**	**-**

Source: Scottish Government – Teacher Census 2013

Attainment Levels

SCQF Level	SQA Qualification (former)	SQA Qualification (from 2013/14)
SCQF 3	Standard Grade (Foundation) / Access 3	National 3
SCQF 4	Standard Grade (General) / Intermediate 1	National 4
SCQF 5	Standard Grade (Credit) / Intermediate 2	National 5
SCQF 6	Higher	Higher

Secondary 4: National Attainment Comparisons

English & Maths at SCQF 3 or better

5 awards at SCQF 3 or better

13

5 awards at SCQF 4 or better

Legend:
- Argyll & Bute
- Eilean Siar
- Orkney Islands
- Scotland
- Shetland Islands

5 awards at SCQF 5 or better

Legend:
- Argyll & Bute
- Eilean Siar
- Orkney Islands
- Scotland
- Shetland Islands

14
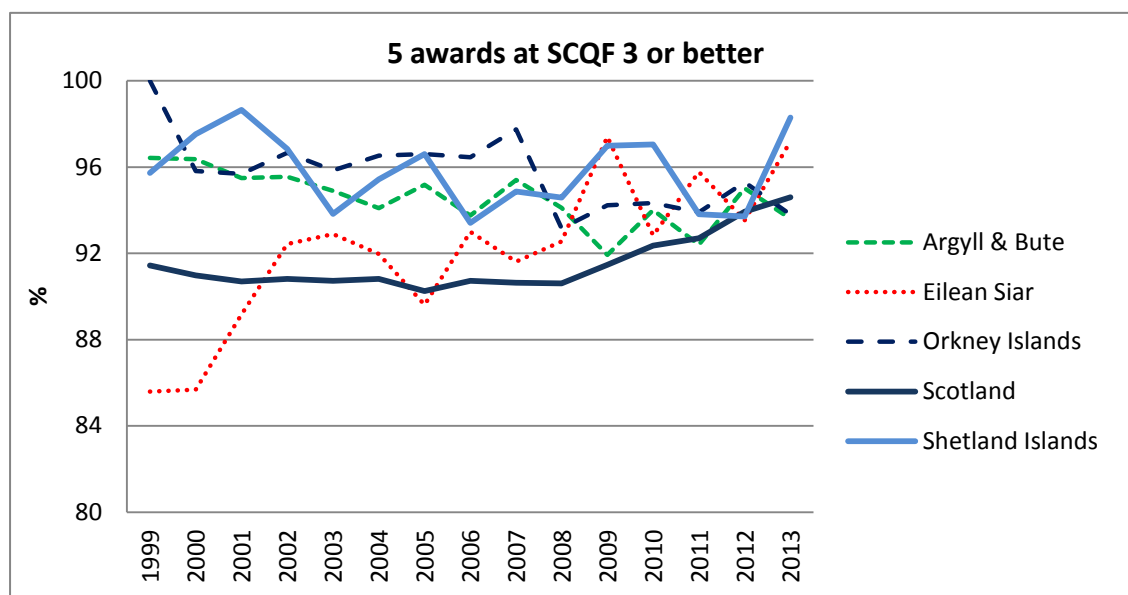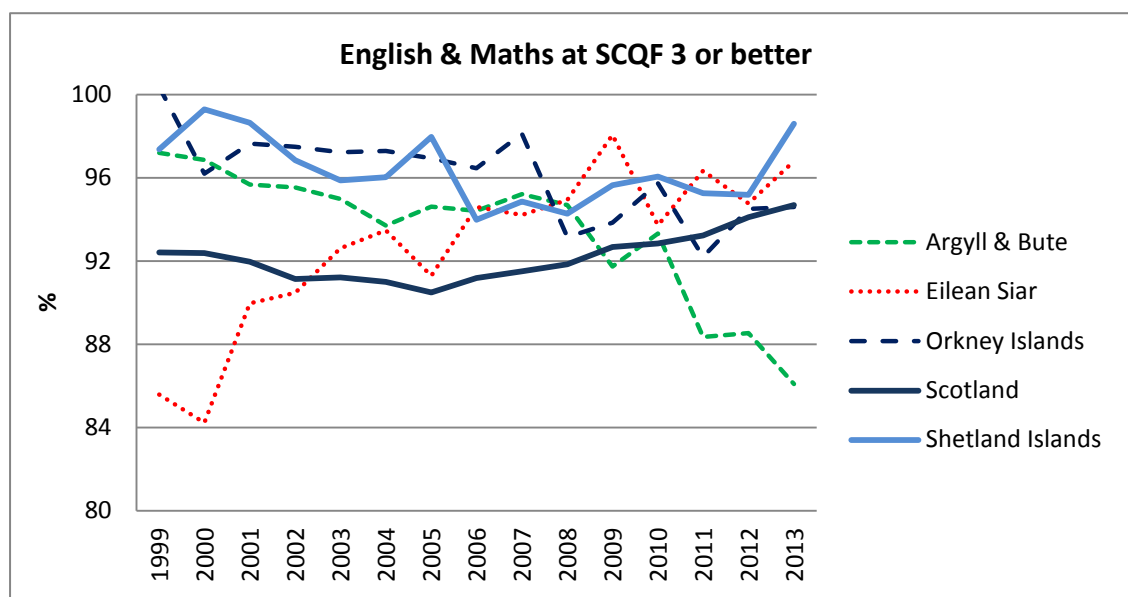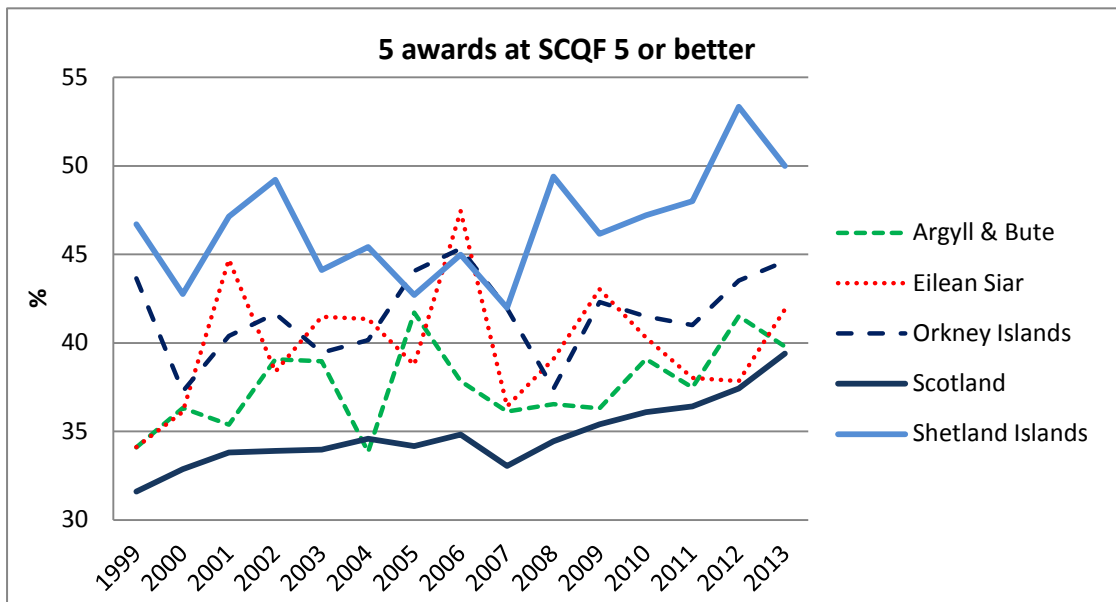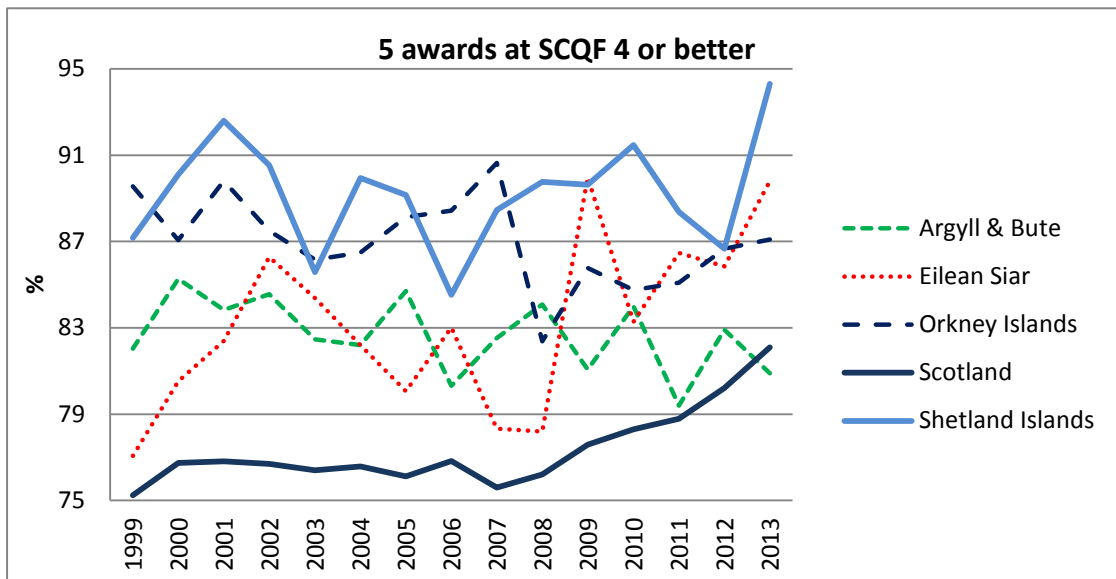
Secondary 5: National Attainment Comparisons

S5 - 5 awards at SCQF 5 or better

Legend:
- Argyll & Bute
- Eilean Siar
- Orkney Islands
- Scotland
- Shetland Islands

S5 - 1 award at SCQF 6 or better

Legend:
- Argyll & Bute
- Eilean Siar
- Orkney Islands
- Scotland
- Shetland Islands

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S5 - 3 awards at SCQF 6 or better
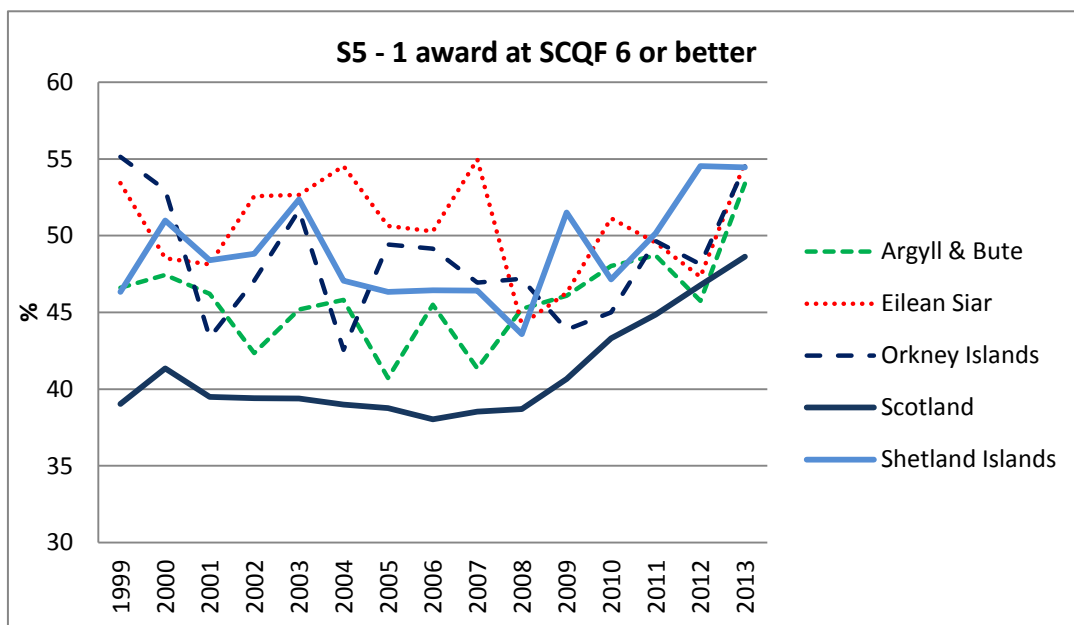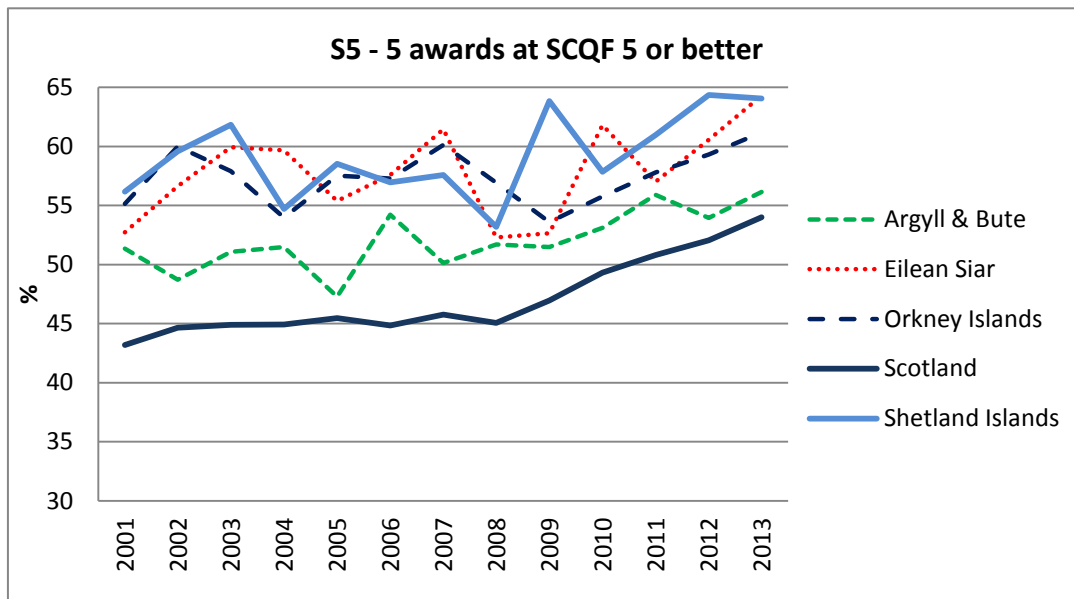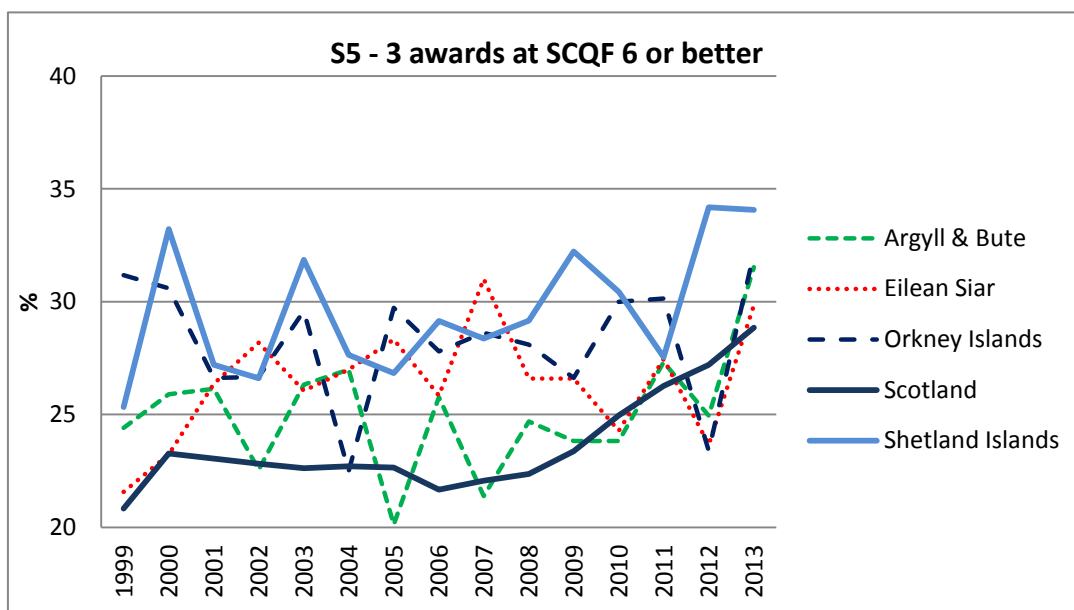
Source: Scottish Government – Attainment Data 2013

Attainment levels: Comparison with Education Scotland 'family' group

Education Scotland group Shetland with five other comparator authority areas considered to have similar socio-economic factors. These are Angus, Highland, Moray, Orkney, Scottish Borders. Below are the comparative figures for Secondary 4 attainment:

English and Maths award at SCQF Level 3 or better by the end of S4

5 or more awards at SCQF Level 3 or better by the end of S4

Legend: Shetland Islands, Family Average, Scotland

5 or more awards at SCQF Level 4 or better by the end of S4

Legend: Shetland Islands, Family Average, Scotland

5 or more awards at SCQF Level 5 or better by the end of S4

Legend: Shetland Islands, Family Average, Scotland

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Percentage of pupils achieving 1+ Level 6 by the end of S5

- Shetland Islands
- Family Average
- Scotland

Percentage of pupils achieving 3+ Level 6 by the end of S5

- Shetland Islands
- Family Average
- Scotland

Percentage of pupils achieving 5+ Level 5 by the end of S5

- Shetland Islands
- Family Average
- Scotland

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Percentage of School Leavers Going to Positive Destinations

% leaving for positive destinations

Legend:
- Argyll & Bute
- Eilean Siar
- Orkney Islands
- Scotland
- Shetland Islands

Source: Scottish Government – Attainment Data 2013

19
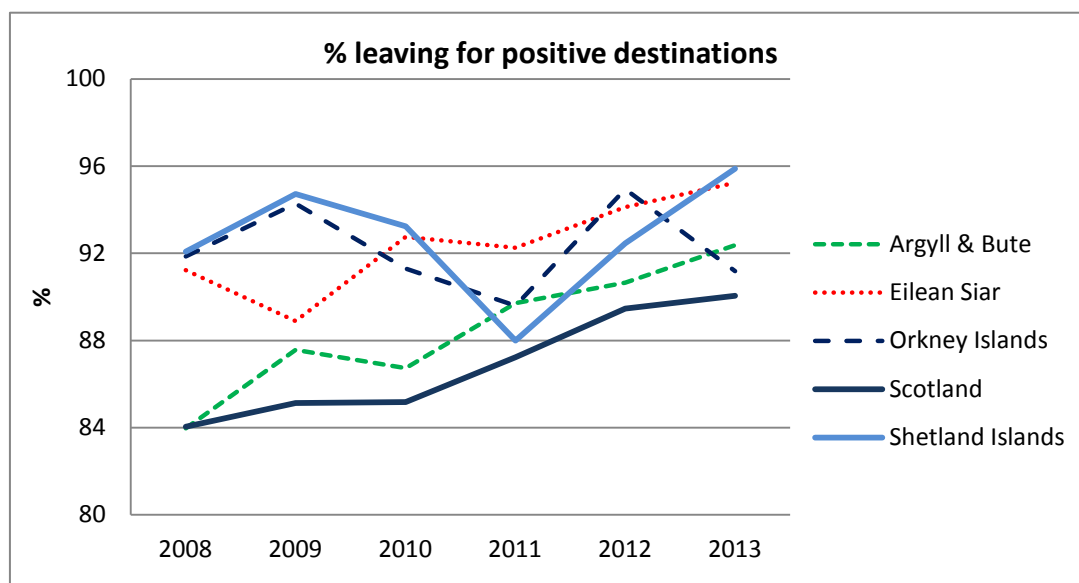
4. **Previous Formal Proposals Regarding Changes to the Secondary School Estate In Shetland**

Since the original formal proposals for changes to the secondary estate were put forward in June 2010 as part of the Blueprint for Education, options for re-configuring the secondary school estate which would create a long term strategy for secondary education in Shetland have been challenging to reach consensus on. Outlined below are the different pieces of work on the future of the secondary school estate which have been undertaken since 2010. The serve to illustrate a period of considerable uncertainty for the community of Shetland as to how Shetland Islands Council plans to deliver secondary education in the isles into the future.

Blueprint for Education, June 2010, Agreed Proposals for the Secondary School Estate:

- Proposal to discontinue secondary education provision at Skerries School Secondary Department;

- Proposal to discontinue secondary education provision at Scalloway Junior High School Secondary Department.

Statutory consultation was carried out on both proposals between 30 August 2010 and 10 October 2010. Consultation Reports on both proposals were presented to Shetland Islands Council.

Outcomes

The closure of Scalloway Junior High School Secondary Department was agreed and took effect from August 2011. Skerries School Secondary Department remained open.

Refresh of the Blueprint for Education, September 2012, Agreed Proposals for the Secondary School Estate:

- Proposal to discontinue secondary education provision at Sandwick Junior High School Secondary Department;

- Proposal to discontinue secondary education provision at Skerries School Secondary Department;

- Proposal to discontinue secondary education provision at Aith Junior High School Secondary Department;

- Proposal to discontinue secondary education provision at Whalsay School Secondary Department.

Statutory consultation was carried out on the proposal to close Skerries School Secondary Department between 14 May 2013 and 28 June 2013. A Consultation Report was presented to Shetland Islands Council.

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Outcomes

The closure of Skerries School Secondary Department was agreed and closure will take effect from August 2014.

Blueprint for Education: the Next Steps, September 2013, (not discussed at Committee):

- Proposal to discontinue secondary education provision at Sandwick Junior High School Secondary Department;

- Proposal to discontinue secondary education provision at Aith Junior High School Secondary Department;

- Proposal to discontinue Secondary 4 education provision at Whalsay School;

- Proposal to discontinue Secondary 4 education provision at Mid Yell Junior High School;

- Proposal to discontinue Secondary 4 education provision at Baltasound Junior High School.

Outcomes

These proposals were not discussed. Instead a Strategy for Secondary Education in Shetland report was prepared based on consideration of five options for the future of secondary education in Shetland and was presented to Education and Families Committee and Shetland Islands Council on 13 November 2013. The five options which were considered were:

- the extant Blueprint recommendations (including revisiting the successful motions made in September 2012);

- the "Blueprint Next Steps" recommendations;

- a Telepresence driven model, where some teaching time could be replaced by having a teacher transmit lessons to a number of sites;

- a Hub and Spoke model (setting out the options for both one and two hubs); and

- retaining the status quo for the secondary school estate within the Medium Term Financial Plan.

Strategy for Secondary Education in Shetland Report, November 2013, Agreed Proposals for the Secondary School Estate:

- Proposal to Discontinue Secondary 3 and Secondary 4 education at Sandwick Junior High School;

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- Proposal to Discontinue Secondary 3 and Secondary 4 education at Baltasound Junior High School;

- Proposal to Discontinue Secondary 3 and Secondary 4 education at Mid Yell Junior High School;

- Proposal to Discontinue Secondary 3 and Secondary 4 education at Whalsay School;

- Proposal to Discontinue Secondary 3 and Secondary 4 education at Aith Junior High School.

Outcomes

Statutory consultation on the Proposal to discontinue Secondary 3 and Secondary 4 education at Sandwick Junior High School was carried out between the 13 February 2014 and 28 March 2014. The Consultation Report on this Proposal was presented to Education and Families Committee and Shetland Islands Council on 9 June 2014. The Report recommended the discontinuation of Secondary 3 and Secondary 4 education at Sandwick Junior High School.

However Education and Families Committee did not accept this recommendation. Instead a request was made to Children's Services to return to Education and Families Committee on 1 July 2014, and Shetland Islands Council on 2 July 2014 with an amended Strategy for Secondary Education in Shetland, considering closure or the provision of Secondary 1 to Secondary 3 education only in all five junior highs. This way forward was agreed by Shetland Islands Council.

5. **Curriculum for Excellence in Context for Secondary Education in Shetland**

This section provides a summary of the aspects of Curriculum for Excellence that particularly apply to the delivery of secondary education.

Almost all pupils in Scotland receive the whole of their secondary education in a school which is Secondary 1 to Secondary 6. This is the context against which the secondary phases of Curriculum for Excellence were developed.

Attending a Secondary 1 to Secondary 6 school enables pupils to progress smoothly through the learning levels of the remainder of their Broad General Education and then continue seamlessly into the qualifications and awards of the Senior Phase.

Pupils have six entitlements within Curriculum for Excellence. These are:

- Every child and young person is entitled to experience a curriculum which is coherent from 3 to 18;

- Every child and young person is entitled to experience a broad general education;

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- Every young person is entitled to experience a senior phase where he or she can continue to develop the four capacities and also obtain qualifications;

- Every child and young person is entitled to develop skills for learning, skills for life and skills for work, with a continuous focus on literacy and numeracy and health and wellbeing;

- Every child and young person is entitled to personal support to enable them to gain as much as possible from the opportunities which Curriculum for Excellence can provide;

- Every young person is entitled to support in moving into a positive and sustained destination.

The quality of teaching is critical to prepare children and young people for the future. Teachers are now expected to include strategies which encourage pupils to take part, discuss, debate, question, research and apply their learning to local, national and global situations. There is a greater emphasis within Curriculum for Excellence on supporting pupils to develop essential transferrable skills for life, learning and work. These skills include understanding, synthesising, analysing, evaluating, applying, creating and systems thinking.

Pupils in Secondary 1 to Secondary 3 experience a Broad General Education, which enables them to work through "the Experiences and Outcomes of Curriculum for Excellence" (as published by Education Scotland) at third and fourth level. Their progression and their achievement in the Broad General Education are captured in their Secondary 3 profile, the content of which should properly inform the choices for qualifications which a young person then makes.

Pupils generally make their choices for course they will sit qualifications in towards the end of Secondary 3. Timetables change after the Spring Break for pupils commencing Secondary 4.

Pupils in Secondary 4 to Secondary 6 then experience a Senior Phase during which they undertake qualifications and awards that reflect their progression, ability and interests.

The diagram at Appendix 1a: Curriculum for Excellence in a Nutshell, The National Parent Forum of Scotland, Summary of Progression illustrates the levels within Curriculum for Excellence and explains the learning pathways in relation to the new qualifications.

The key features of the Senior Phase are:

- The Senior Phase can be treated as a single cohort, with pupils undertaking qualifications at the levels and stages that suit their individual learning needs, ensuring pupils are at all times suitably challenged according to their abilities, and at all times attain at the highest level possible;

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- New qualifications – National 1 to National 5, New Highers, new Advanced Highers and Scottish Baccalaureates;

- Courses leading to qualifications may be started in Secondary 4, Secondary 5 or Secondary 6 and may be studied over variable time frames;

- Pupils should be offered a range of vocational courses, volunteering opportunities and work experience as appropriate to their needs and aspirations;

- Awards, National and Higher Certificates offered in collaboration with Further Education.

In session 2013 to 2014, Secondary 4 pupils in Shetland, in common with the rest of Scotland, were presented for the new National Qualifications with results in early August 2014. New Highers will be studied for during 2014/15 and new Advanced Highers in 2015/16.

A transition from one school to another during secondary education is not usual, but if it has to happen, it is not recommended at any time during the Senior Phase, as pupils are entitled to a coherent and flexible, planned Senior Phase. Therefore a school which offers Secondary 1 to Secondary 4 education only cannot provide this entitlement, and neither can the school which receives the pupils for the start of Secondary 5.

6. Secondary Education Provision in Other Local Authorities in Scotland

The delivery of secondary education in Scotland is almost entirely based around a Secondary 1 to Secondary 6 model of provision. The structure of Curriculum for Excellence in the secondary years was developed on this basis. Any divergence from this model, even in rural Scottish local authorities is now rare.

For example all secondary education in Argyle and Bute, and in Highland Council is delivered in Secondary 1 to Secondary 6 schools. The Western Isles now only has secondary education delivered in five establishments. Four of these are Secondary 1 to Secondary 6, and the fifth is a Secondary 1 to Secondary 2 junior high school, where the secondary department is jointly managed by the Nicolson Institute. Orkney Islands Council is the only other local authority besides Shetland Islands Council which has Secondary 1 to Secondary 4 education provision. Orkney has two Secondary 1 to Secondary 6 schools, three Secondary 1 to Secondary 4 schools, and one Secondary 1 to Secondary 2 school which is currently mothballed.

7. The Financial Context

In 2010, the Accounts Commission raised serious concerns regarding the leadership, governance and accountability of Shetland Islands Council, which had given rise to the unsustainable financial position of the Council. In its report the Accounts Commission stated, "The Council faces a challenging financial

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future. It has agreed budget savings for 2010/11 but has yet to demonstrate how it can sustain its current level of services in future years whilst maintaining its target reserves balance and delivering its capital plans. This will require difficult decisions to be taken and clear and consistent leadership by elected members." Following this report, Shetland Islands Council embarked on an Improvement Plan to address the Commission's recommendations under the following headings:

- Leadership, Vision and Strategic Direction;
- Governance;
- Financial Management and Accountability;
- Community Planning;
- Asset Management.

The Accounts Commission's follow up review in 2012 concluded that, "The Council is moving in the right direction and there is a clear commitment to improve. The Council's self awareness has improved and it understands that it must focus on its priorities and what it needs to improve for the future."

As part of the recommended improvements, the Executive Manager – Finance introduced the Medium Term Financial Plan which was initially approved by Shetland Islands Council in September 2012, and then subsequently updated and approved on 28 August 2013. It will be updated again on 2 July 2014. The Medium Term Financial Plan sets out the roadmap for Shetland Islands Council to achieve financial sustainability over the term of this Council and to align resources in accordance with the priorities of Councillors.

The UK economy is finally starting to show signs of a steady recovery, with the 2014 Q1 GDP figures showing 0.8% growth, which was the 5th successive quarter of economic growth.

However, the UK economy still remains smaller than it was 6-years ago in the spring of 2008. This represents the longest recovery in over a century, surpassing even the Great Depression of the 1930s.

Despite the relative strength of the Shetland economy in weathering the global and UK economic situation, Shetland Islands Council's financial situation continues to be adversely affected as a result of the reducing settlement that it is receiving from the Scottish Government each year.

The UK's Public Finances have not improved at the rate at which the UK Government had projected, and therefore any recovery in Local Government's financial settlement will be well beyond the term of the current Council. When this is coupled with the continuous cost pressures facing the Council, it is clear that further action is required to address the increasing natural drift between expenditure levels and available resources.

The table below highlights the reduction in expenditure that the Scottish Government has had available to spend on public services in the period from 2009/10 to 2017/18. The current year-on-year reduction in the amount of money

that the Scottish Government has to spend has a knock on effect for Shetland Islands Council.

Real Change in Scottish Government Discretional Expenditure Limit (DEL) Expenditure

Scottish Government DEL 2009-10 to 2017-18 (in 2012-13 prices)

Bar chart showing £ Billion on the y-axis (0 to 30) and years 2009-10 to 2017-18 on the x-axis. Approximate values: 2009-10: 27, 2010-11: 26.5, 2011-12: 25.7, 2012-13: 25.6, 2013-14: 25.1, 2014-15: 24.6, 2015-16: 24.2, 2016-17: 23.4, 2017-18: 22.5. The 2016-17 and 2017-18 bars are shown in red.
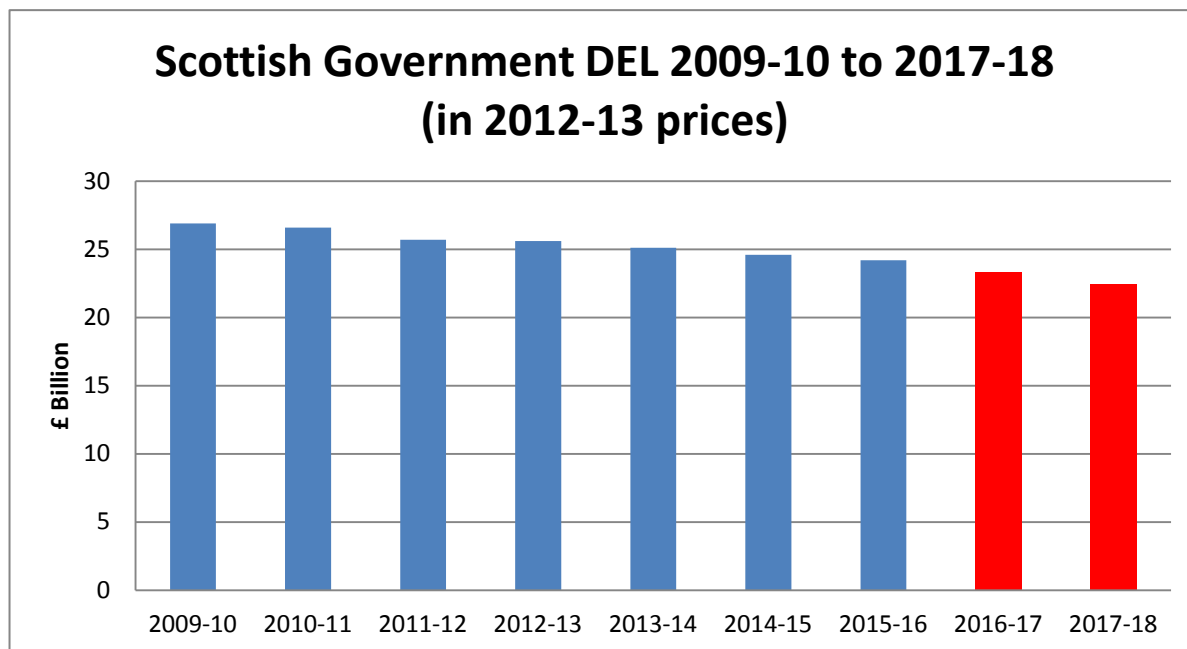
Shetland Islands Council approved its Corporate Plan 2013-2017 on 26 March 2014. This sets out the Council's vision and priorities for the remainder of the current term. The core priorities that have emerged are:

- *Being a properly led and well managed council, dealing with the challenges of the present and the future, and doing that within our means;*

- *Providing vital services for children and adults and the transport services we all need;*

- *Mindful of how change could affect vulnerable and disadvantaged people;*

- *Encourage strong communities;*

- *Helping build a healthy economy;*

- *Working with all our partners to achieve the best results possible.*

The Medium Term Financial Plan seeks to compliment each of the priorities above. It sets out a pathway to ensuring that the Council lives within its means, and targets available resources at priority areas.

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The Medium Term Financial Plan proposes that the core Council services of Children's Services, Community Care and Transport should be relatively prioritised as far as that is possible. This is a reflection on the Council's statutory obligations in these areas, the fundamental scale and cost of these services and the Council's political commitment to sustain key front-line services as a priority.

In 2013/14, Children's Services budget was approved at £41.262 million, which equates to 37.8% of the total Shetland Islands Council Directorate budgets. By the end of 2017/18 in the Medium Term Financial Plan the target budget for Children's Services will have reduced to £37.288 million, however the share of the total budget will have increased to 38.46%.

The budget gap for Children's Services over the next three financial years is as follows:

	2015-16	2016-17	2017-18
	£000	£000	£000
Budget Gap	(715)	(1,720)	(761)

The Medium Term Financial Plan has been independently reviewed by the Society of Local Authority Chief Executives and Senior Managers who concluded that the greatest delivery risk is still around the ability of departments to make savings and manage budget pressures. Constant vigilance and monitoring will be needed year-on-year to ensure efficiencies and savings are delivered as planned.

In addition to the need to achieve financial sustainability, as detailed above, all public bodies in Scotland have a statutory duty to provide Best Value. The duty of Best Value, as set out in the Scottish Public Finance Manual, is:

- to make arrangements to secure continuous improvement in performance whilst maintaining an appropriate balance between quality and cost; and, in making those arrangements and securing that balance;

- to have regard to economy, efficiency, effectiveness, the equal opportunities requirements and to contribute to the achievement of sustainable development.

The Scottish Government Improvement Service has reviewed Education in its "National Benchmarking Overview Report 2014" and it concludes that for secondary education where the 2012/13 cost per pupil in Shetland is £13,657, which is £7,220 more than the Scottish average of £6,437 variations have been examined in terms of scale of council, population distribution and levels of deprivation, but none explain the variation that exists. The table below compares the cost per pupil in Shetland with other Island authorities:

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Secondary School Cost per Pupil (£)	2010/11	2011/12	2012/13
Argyll & Bute	7,666	7,678	7,757
Eilean Siar	9,869	9,471	9,759
Orkney Islands	9,033	9,468	9,780
Shetland Islands	**12,385**	**12,826**	**13,657**
Scottish Average	6,422	6,321	6,427

The comparison shows that our cost per pupil in 2012/2013 was almost £4,000 higher than both Orkney and Eilean Siar, which are the most comparable to Shetland.

If you contrast this cost against our exam results at Highers (also reviewed by the Improvement Service) you will find that 30% of Shetland pupils achieve 5 or more awards at level 6 (Higher) against a national average of 25%.

Of the total 2013/14 budget for secondary education, 78% is directed towards the cost of teaching staff. The cost of teaching staff per secondary pupil in Shetland varies widely across the authority as shown in the chart below, indicating the level of inefficiency inherent in the provision of secondary education particularly within the small junior high schools in Shetland:
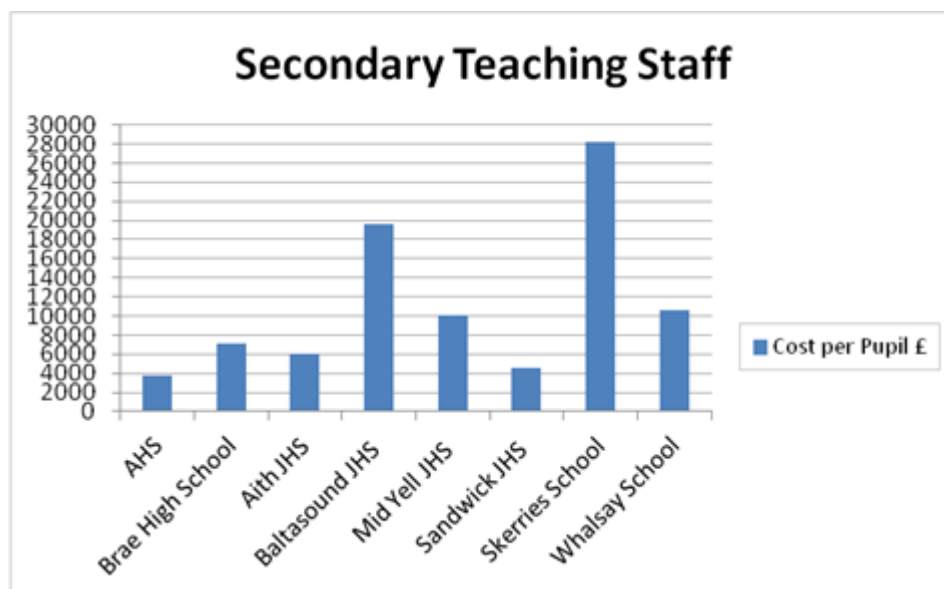
8. **The Schools (Consultation) (Scotland) Act 2010 as Amended by the Children and Young People (Scotland) Act 2014.**

   The Schools (Consultation) (Scotland) Act 2010 (the Act) sets out the statutory consultation procedure to be followed when a school closure is proposed. The Act has been amended by the Children and Young People (Scotland) Act 2014 and changes to the statutory consultation procedure are due to come into force

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on 1 August 2014 and in 2015. The amended statutory consultation procedure does not affect the options available for the configuration of local secondary education, but does alter the process to be followed.

In summary, the main amendments are:

Preliminary Requirements

The Director of Children's Services must present a report outlining the preliminary requirements which must be fully considered before a decision is taken to carry out statutory consultation on a proposal to close a rural school. In brief, the preliminary requirements are:

(a) the reasons for formulating the rural school closure proposal;

(b) consideration of whether there are any reasonable alternatives to the rural school closure proposal;

(c) to make an assessment for the rural school closure proposal and each of the alternatives (if any) of –

- The likely educational benefits;

- The likely effect on the local community;

- The likely effect of the travel arrangements.

Additional Consultation Requirements

The Proposal Paper and Notice issued to relevant consultees must contain additional information regarding the preliminary requirements and the financial implications of the closure proposal.

Correction of the Proposal Paper

There is a more detailed procedure to follow when there is notification of an alleged omission or inaccuracy within a proposal paper.

Presumption Against Closure of Rural Schools

A Council may not decide to implement a rural school closure until it is satisfied that it has complied with the amended statutory consultation process and that the closure proposal is the most appropriate response to the reasons for formulating the closure proposal.

Review following the Consultation Period

There is a more detailed procedure to follow after the consultation period to carry out a review of the closure proposal and prior to the publication of the Consultation Report.

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Restriction on Closure Proposals

Once a decision has been taken not to implement a closure proposal, the Council may not publish a Proposal Paper concerning a further closure proposal in relation to the school during the period of five years beginning with the day on which the decision is made, unless there is a significant change in the school's circumstances.

School Closure Review Panel

If the Scottish Ministers have issued a call-in notice, they will no longer determine the outcome of the closure proposal. The matter will be referred to the newly formed School Closure Review Panels.

CURRICULUM FOR EXCELLENCE IN A NUTSHELL
The National Parent Forum of Scotland Summary of Progression

the National Parent
Forum of Scotland

Progression in the Senior Phase

What is Progression?
Children and young people progress in their learning in different ways. Progression in learning is built into the learning levels of the Broad General Education (early years to S3) and into the qualifications and awards of the Senior Phase (S4 to S6/college). Assessment will ensure that children and young people are building on what they already know and can do, in order to gain more knowledge and skills. Progression is built into the learning levels of the Broad General Education and continues into the qualifications and awards of the Senior Phase.
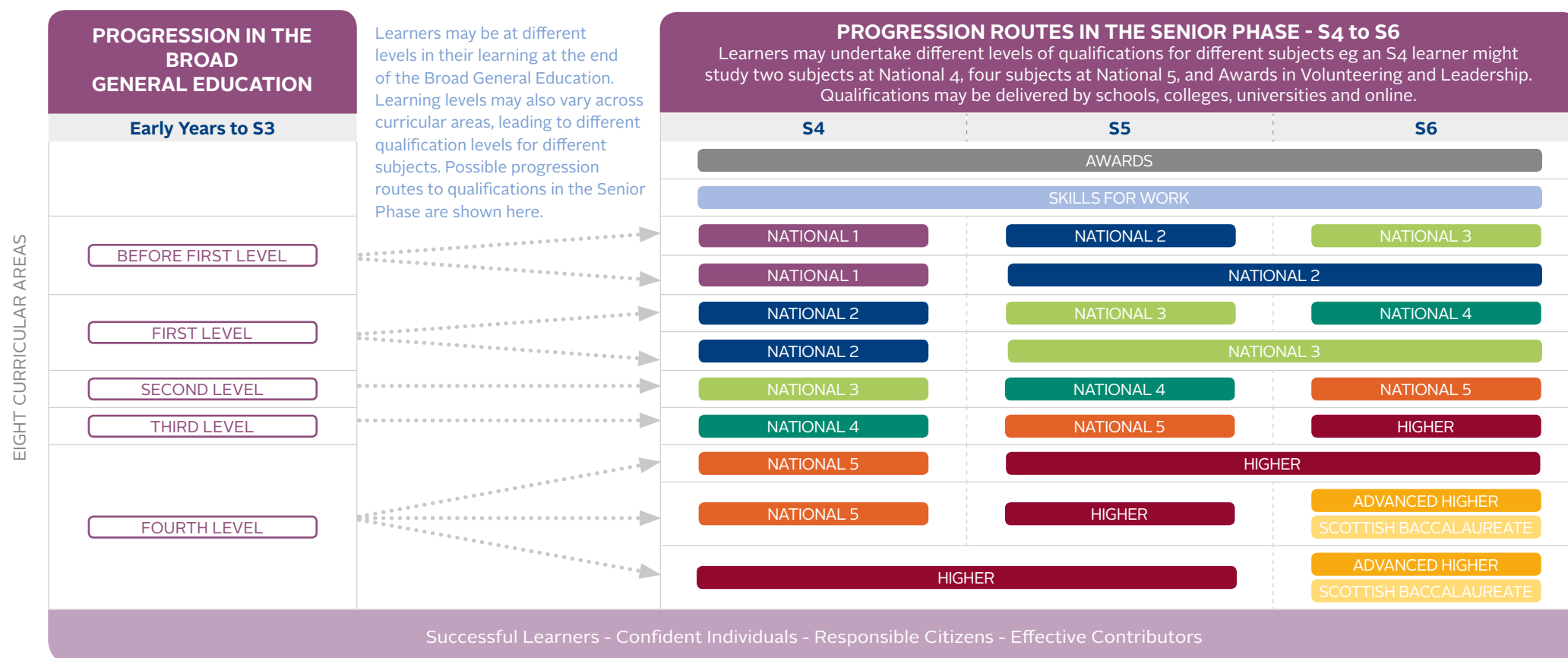
Progression in learning ensures that
- skills and knowledge are developed continually
- literacy, numeracy and health and wellbeing are developed and enhanced in all learning
- learners progress at their own pace with support from staff
- children and young people's interests are reflected and developed through choices within courses
- learners are engaged and motivated in their own learning through goal-setting, evaluation and planning next steps
- learning is effectively monitored, tracked and reported regularly to learners and parents/carers

Curriculum for Excellence learner entitlements
- A coherent 3-18 curriculum
- Personalisation and choice
- Health & Wellbeing, Literacy and Numeracy
- Eight curricular areas: Expressive Arts, Languages, Health & Wellbeing, Mathematics, Religious & Moral Education, Science, Social Studies, Technologies
- Opportunities to develop skills for learning, life and work

Every child is different, progressing in different ways and at different rates. Your school will reflect your child's progress and next steps in learning in profiles, school reports and parent meetings.

PROGRESSION IN THE BROAD GENERAL EDUCATION

Early Years to S3

EIGHT CURRICULAR AREAS

BEFORE FIRST LEVEL

FIRST LEVEL

SECOND LEVEL

THIRD LEVEL

FOURTH LEVEL

Learners may be at different levels in their learning at the end of the Broad General Education. Learning levels may also vary across curricular areas, leading to different qualification levels for different subjects. Possible progression routes to qualifications in the Senior Phase are shown here.

PROGRESSION ROUTES IN THE SENIOR PHASE - S4 to S6
Learners may undertake different levels of qualifications for different subjects eg an S4 learner might study two subjects at National 4, four subjects at National 5, and Awards in Volunteering and Leadership. Qualifications may be delivered by schools, colleges, universities and online.

S4	S5	S6
AWARDS		
SKILLS FOR WORK		
NATIONAL 1	NATIONAL 2	NATIONAL 3
NATIONAL 1	NATIONAL 2	
NATIONAL 2	NATIONAL 3	NATIONAL 4
NATIONAL 2	NATIONAL 3	
NATIONAL 3	NATIONAL 4	NATIONAL 5
NATIONAL 4	NATIONAL 5	HIGHER
NATIONAL 5	HIGHER	
NATIONAL 5	HIGHER	ADVANCED HIGHER / SCOTTISH BACCALAUREATE
HIGHER		ADVANCED HIGHER / SCOTTISH BACCALAUREATE

Successful Learners - Confident Individuals - Responsible Citizens - Effective Contributors

UNDERSTANDING PROGRESSION AND SQA QUALIFICATIONS

The table below shows the range of qualifications that is available. Learners can progress in different ways, choosing qualifications to reflect their interests and to enhance their knowledge and skills.

All SQA qualifications sit within the Scottish Credit and Qualifications Framework (SCQF) which has 12 levels ranging from Level 1 (National 1) to Level 12 (Doctorate).

SCQF LEVEL	1	2	3	4	5	6	7	8
SCHOOL	NATIONAL 1	NATIONAL 2	NATIONAL 3	NATIONAL 4	NATIONAL 5	HIGHER	SCOTTISH BACCALAUREATE / ADVANCED HIGHER	
	AWARDS							
COLLEGE			SKILLS FOR WORK					
		NATIONAL PROGRESSION AWARDS						
	NATIONAL CERTIFICATES						HIGHER NATIONAL CERTIFICATE	HIGHER NATIONAL DIPLOMA
WORK-BASED LEARNING						SCOTTISH VOCATIONAL QUALIFICATIONS		
				MODERN APPRENTICESHIPS				
						PROFESSIONAL DEVELOPMENT AWARDS		

Lifelong learning through work, university, college, training providers

SQA Qualifications

● ● ● ● ● ● ● **Curriculum for Excellence National Qualifications (40+ subject choices)** are Nationals 1 to 5, Highers, Advanced Highers and Scottish Baccalaureates.

● **Awards (14 options)** recognise wider achievement and skills development eg Leadership, Scottish Studies, Enterprise & Employability.

● **Skills for Work (22 options)** offer practical experiences linked to careers eg Food Technology, Travel and Tourism, Hospitality, Laboratory Science, Energy.

● **National Progression Awards (295+ options)** assess skills and knowledge in specialist vocational areas, linking to national occupational standards eg Aquaculture, Administration, Bakery, Construction, Digital Media, Performing Arts, Sport and Leisure.

● **National Certificates** develop knowledge and skills linked to national occupational standards eg Art and Architecture, Aeronautical Engineering, Media.

● **Higher National Certificates** and **Higher National Diplomas** provide practical skills and theoretical knowledge for employment or Higher Education eg Accounting, Nautical Science, Quantity Surveying.

● **Scottish Vocational Qualifications** are based on job competence. They form part of Modern Apprenticeship programmes.

● **Professional Development Awards** are for those already in a career wishing to extend their skills.

● **Modern Apprenticeships** offer young people aged over 16 paid employment alongside training in a wide range of sectors.

Further Information

- Scottish Credit and Qualifications Framework: www.scqf.org.uk
- SQA qualifications and SCQF levels: www.sqa.org.uk/files_ccc/readyreckoner.html
- Education Scotland: http://tinyurl.com/olfukg4

SQA Qualifications
- Curriculum for Excellence National Qualifications: www.sqa.org.uk/sqa/58948.html
- Scottish Baccalaureates: www.sqa.org.uk/baccalaureates/
- Awards: www.sqa.org.uk/sqa/41280.2540.html
- Skills for Work: www.sqa.org.uk/sqa/25259.998.html and www.sqa.org.uk/skillsforwork
- Scottish Vocational Qualifications (SVQ): www.sqa.org.uk/sqa/2.html
- National Certificates (NC) and National Progression Awards (NPA): http://tinyurl.com/mm7mjzk

Modern Apprenticeships
- www.myworldofwork.co.uk/modernapprenticeships
- Modern Apprenticeships, training and qualifications: www.sqa.org.uk/sqa/35912.html
- Modern Apprenticeship providers: www.mappit.org.uk

Choices, careers and other awards
- Careers advisors in schools, colleges and universities: www.skillsdevelopmentscotland.co.uk
- Tools to help choices: www.planitplus.net/schoolzone
- Work experience information: www.workit.info
- www.myworldofwork.co.uk/section/parents-and-carers
- The Open University's Young Applicants in Schools Programmes: www.open.ac.uk/choose/yass/
- Other awards: http://tinyurl.com/kfvny44

For our Nutshell summaries of National 1 to National 5 courses, revised Highers, Assessment and Skills, visit www.parentforumscotland.org

the National Parent Forum of Scotland

www.parentforumscotland.org
enquiries@parentforumscotland.org
f **parentforumscotland**
🐦 **parentforumscot**
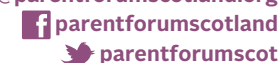
Teacher Staffing Requirements in Junior High Schools as Secondary 1 to Secondary 3 Schools

Secondary 1 to Secondary 3 Departments: Explanatory Notes

The following points should noted when considering the table over leaf.

1. In accordance with the Shetland Learning Partnership Project, all secondary settings will have a common curriculum and a common timetable. The curriculum model has been developed to support delivery of all appropriate experiences and outcomes across all curricular areas. The timings have been developed against a 33 X 50 minute period week. The details used in the table should be considered for illustration purposes however a finalised model is unlikely to differ significantly.

2. The details in the table illustrate staff time requirements solely for delivery of the curriculum.

3. To ensure a balanced learning timetable, subject teaching delivery should be spread throughout the pupil week. The number of visits that a teacher makes to a school will depend on the amount of time allocated to that subject in the curriculum and the number of class groups in that setting.

4. A teacher's 35 hour working week should be considered as: up to 22.5 hours class contact, 7.5hours for preparation and correction and 5 hours for collegiate activities. As mentioned above any travel time required during the working day will come from the class contact time allocation. Teachers therefore will be expected to spend a proportionate amount of preparation time and collegiate time in each of the setting to which they are allocated.

5. It is unlikely that any Secondary 1 to Secondary 3 setting will have any one teacher working in that building on a full time basis. The exception to this is where a teacher can offer provision of more than one subject or who may also provide pupil support or support for pupils with additional support needs.

6. It must also be noted that class contact time will be lost within the timetabling process. This cannot be quantified until details of actual settings and staff are taken into consideration.

Curricular Area		Period Allocation /week	Aith		Baltasound		Mid Yell		Sandwick		Whalsay	
			3 classes		1 Composite Class		2 Composite classes		6 classes		2 Composite classes	
Practical subject			3 classes		1 Composite Class		2 Composite classes		6 classes		2 Composite classes	
Non Practical subjects			3 classes		1 Composite Class		2 Composite classes		6 classes		2 Composite classes	
		Period Allocation /week	Teacher period reqmt. /week	Teacher FTE reqmt.	Teacher period reqmt. /week	Teacher FTE reqmt.	Teacher period reqmt. /week	Teacher FTE reqmt.	Teacher period reqmt. /week	Teacher FTE reqmt.	Teacher period reqmt. /week	Teacher FTE reqmt.
English		4	12	0.44	4	0.15	8	0.30	24	0.89	8	0.30
Maths		4	12	0.44	4	0.15	8	0.30	24	0.89	8	0.30
Modern Foreign Languages		3	9	0.33	3	0.11	6	0.22	18	0.67	6	0.22
Social Subjects	From: History, Geography and Modern Studies with Personalisation and Choice in S3	3	9	0.33	3	0.11	6	0.22	18	0.67	6	0.22
Technologies	Technical	2	6	0.22	2	0.07	4	0.15	12	0.44	4	0.15
	Home Economics	2	6	0.22	2	0.07	4	0.15	12	0.44	4	0.15
	ICT	2	6	0.22	2	0.07	4	0.15	12	0.44	4	0.15
Science	General Science with Personalisation and Choice in S3	4	12	0.44	4	0.15	8	0.30	24	0.89	8	0.30
Expressive Arts	Art	2	6	0.22	2	0.07	4	0.15	12	0.44	4	0.15
	Music	2	6	0.22	2	0.07	4	0.15	12	0.44	4	0.15
PE	Core PE	2	6	0.22	2	0.07	4	0.15	12	0.44	4	0.15
Religous Education		1	3	0.11	1	0.04	2	0.07	6	0.22	2	0.07
Personal Social Education		1	3	0.11	1	0.04	2	0.07	6	0.22	2	0.07
Pastoral Support		1	3	0.11	1	0.04	2	0.07	6	0.22	2	0.07
Totals		33	99	3.67	33	1.22	66	2.44	198	7.33	66	2.44

Total	17.11