

Argyll and Bute Council
Comhairle Earra Ghaidheal agus Bhoid

Customer Services
Executive Director: Douglas Hendry



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4 December 2014

NOTICE OF MEETING

A meeting of the **COMMUNITY SERVICES COMMITTEE** will be held in the **COUNCIL CHAMBERS, KILMORY, LOCHGILPHEAD** on **THURSDAY, 11 DECEMBER 2014** at **10:30 AM**, which you are requested to attend.

Douglas Hendry
Executive Director - Customer Services

BUSINESS

1. **APOLOGIES FOR ABSENCE**
2. **DECLARATIONS OF INTEREST**
3. **MINUTES**
Community Services Committee 11 September 2014 (Pages 1 - 10)
4. **ACCOUNTS COMMISSION - SCOTTISH SCHOOL EDUCATION REPORT**
Presentation and Report by Audit Scotland (Pages 11 - 64)
5. **SQA SCHOOL EXAMINATION RESULTS 2014**
Report by Executive Director – Community Services (Pages 65 - 78)
6. **SHARED HEADSHIP**
Report by Executive Director – Community Services (Pages 79 - 86)
7. **CHANGES TO THE SCHOOLS (CONSULTATION) (SCOTLAND) ACT 2010**
Report by Executive Director – Community Services (Pages 87 - 112)
8. **LANGUAGE LEARNING IN SCOTLAND: A 1+2 APPROACH**
Report by Executive Director – Community Services (Pages 113 - 122)
9. **IONA AFFORDABLE HOUSING DEVELOPMENT**
Report by Executive Director – Community Services (Pages 123 - 144)

- 10. INTEGRATION HEALTH AND SOCIAL CARE**
Report by Executive Director – Community Services (Pages 145 - 150)
- 11. RECRUITMENT AND RETENTION OF CARE AT HOME STAFF AND LOCALITY UPDATE**
Report by Executive Director – Community Services (Pages 151 - 168)
- 12. LEARNING DISABILITY DAY SERVICES**
Report by Executive Director – Community Services (Pages 169 - 176)
- 13. UPDATE REPORT INDEPENDENT LIVING FUND (ILF)**
Report by Executive Director – Community Services (Pages 177 - 184)
- 14. COMMISSIONING SERVICES FOR CHILDREN WITH A DISABILITY AND SELF DIRECTED SUPPORT**
Report by Executive Director – Community Services (Pages 185 - 192)
- 15. COMMUNITY SERVICES PERFORMANCE REPORT FQ2 2014-2015**
Report by Executive Director – Community Services (Pages 193 - 200)
- 16. COMMUNITY SERVICES COMMITTEE WORK PLAN**
Report by Executive Director – Community Services (Pages 201 - 208)

COMMUNITY SERVICES COMMITTEE

Councillor Rory Colville
Councillor Mary-Jean Devon
Councillor Anne Horn
Councillor Alistair MacDougall
Councillor Robert Macintyre
Councillor James McQueen
Councillor Douglas Philand
Councillor Isobel Strong
William Crossan
Alison Palmer

Councillor Robin Currie
Councillor George Freeman
Councillor Donald Kelly
Councillor Neil MacIntyre
Councillor John McAlpine
Councillor Aileen Morton
Councillor Elaine Robertson
Father David Connor
William Marshall

Contact: Fiona McCallum Tel: 01546 604392

**MINUTES of MEETING of COMMUNITY SERVICES COMMITTEE held in the COUNCIL
CHAMBERS, KILMORY, LOCHGILPHEAD
on THURSDAY, 11 SEPTEMBER 2014**

Present:

Councillor Rory Colville	Councillor Aileen Morton
Councillor Robin Currie	Councillor Douglas Philand
Councillor George Freeman	Councillor Elaine Robertson
Councillor Anne Horn	Councillor Isobel Strong
Councillor Donald Kelly	William Marshall
Councillor John McAlpine	Alison Palmer
Councillor James McQueen	

Also Present: Provost Len Scoullar

Attending:

Cleland Sneddon, Executive Director – Community Services
 Charles Reppke, Head of Governance and Law
 Stephen Whiston, Head of Planning Contracting and Performance,
 NHS Highland
 Louise Long, Head of Children and Families
 Jim Robb, Head of Adult Care
 Bruce West, Head of Strategic Finance
 Jane Fowler, Head of Improvement and HR
 Morag Brown, Business Improvement Manager
 Helen MacLeod, Executive Support Officer
 Nicola Hackett, Active Schools Manager
 Bill Halliday, Area Private Sector Officer
 Mark Lines, Service Manager – Operations
 Alison MacKenzie, Principal Officer Early Years
 Liz Strang, Early Years Programme Manager
 Mark Johnson, Performance Improvement Officer
 Chris Carr, Improvement and Organisational Development Project
 Officer

Councillor Aileen Morton, Policy Lead for Education, Lifelong Learning and Strategic IT Services, took the Chair at this point.

1. APOLOGIES FOR ABSENCE

Apologies for absence were intimated from Councillors Mary-Jean Devon and Robert E Macintyre and from William Crossan, Church representative.

2. DECLARATIONS OF INTEREST

Councillor Robin Currie declared a non financial interest in respect of West Highland Housing Association's application for funding. He left the room and took no part in the discussion of this application which is dealt with at item 11 of this Minute.

3. MINUTES

The Minute of the Community Services Committee of 8 May 2014 was approved as a correct record.

4. NHS HIGHLAND SLA WITH GREATER GLASGOW AND CLYDE HEALTH BOARD

Stephen Whiston of NHS Highland presented a report providing an indicative profile of the range, type and value of SLA/Contracts Argyll and Bute Community Health Partnership (CHP) commissioned and managed within NHS and with other partner services. Thereafter he responded to a number of questions arising from the report.

Decision

1. Noted the range, type and value of SLA/Contracts that Argyll and Bute CHP commissions and manages within the NHS and other partner services; and
2. Noted that a copy of the SLA document would be circulated to Members of the Committee.

(Reference: Report by NHS Highland dated 16 July 2014, submitted)

5. SCHOOL CATCHMENT AREAS POLICY ISSUES

Following consideration of a request to alter the catchment area of Strone Primary School at the Council meeting on 20 March 2014, a report was before the Committee which considered the principles, options and implications for the development of a Council policy on school rezoning taking account of Schedule 1 of the Schools (Consultation) (Scotland) Act 2010 recently amended by the Children and Young Person (Scotland) Act 2014.

Decision

The Committee agreed to:-

1. note the amendments to the Schools (Consultation) (Scotland) Act 2010, the revised timeline and process for the public consultation as detailed in sections 4.1 and 4.2;
2. approve the process by which future requests to alter the catchment area of a school be considered as detailed in sections 4.3 – 4.10;
3. that any proposal received from a Parent Council being taken forward to a public consultation would require to have the support all parent councils affected by the proposal; and
4. that subsequent requests for altering the catchment area of a school following either a decision to refuse a request to do so or a decision following the publication of the consultation report not to proceed with such an alteration will only be considered if there has been a material change of circumstances from those originally considered.

Having moved an Amendment which failed to find a seconder, Councillor

Anne Horn required her dissent from the foregoing decision to be recorded.

(Reference: Report by Executive Director – Community Services dated 30 July 2014, submitted)

6. THE EDUCATION (ADDITIONAL SUPPORT FOR LEARNING) (SCOTLAND) ACT 2004 (AS AMENDED)

Consideration was given to a report updating the Committee on the implementation of The Education (Additional Support for Learning) (Scotland) Act 2004.

Decision

The Committee agreed to:-

1. note the figures contained within the report relating to pupils with Additional Support Needs (ASN) across Scotland and in particular the number of pupils within Argyll and Bute with additional support needs as a percentage of the total school roll and that a copy of these figures broken down into the four administrative areas of the Council would be circulated to Members;
2. acknowledge the higher number of ASN pupils in Argyll and Bute with Coordinated Support Plans (CSPs), Individualised Education Plan (IEP) and assessed or declared as disabled in comparison to the national figures; and
3. note the ongoing review of ASN resource allocation procedures which will be reported on completion to the Community Services Committee.

(Reference: Report by Executive Director – Community Services dated 14 July 2014, submitted)

7. FINANCIAL QUARTER ONE PERFORMANCE SCORECARD SCRUTINY

Consideration was given to the Community Services financial quarter one performance scorecard.

Decision

1. Noted that the quarterly performance scorecards will be programmed into the Committee's meeting schedule;
2. Reviewed performance for the quarter;
3. Noted that feedback from the Committee Development Day and from the Committee meetings would be used to ensure ongoing improvement to the performance review and scrutiny process; and

4. Noted that report on the funding secured by Creative Scotland to help boost youth arts provision across Argyll and Bute would be brought to a future meeting of the Committee.

(Reference: Report by Executive Director – Community Services, submitted)

8. EXTERNAL INSPECTION/AUDIT REPORTING JANUARY TO JUNE 2014

A report providing details of all external inspection/audit reports received within Community Services during the period 1 January to 30 June 2014 was considered.

Decision

Noted the contents of the report and appendix.

(Reference: Report by Executive Director – Community Services dated 28 July, 2014, submitted)

Councillor Robin Currie, Policy Lead for Community & Culture and Strategic Housing took the Chair at this point.

9. ARGYLL AND BUTE QUEENS BATON RELAY

Consideration was given to a report outlining the key successes of the Argyll and Bute leg of the Queens Baton Relay on Sunday 13 July 2014, highlighting the multi-agency approach to the planning and delivery of a high quality sporting and cultural event across Argyll and Bute.

Decision

1. Noted the outstanding contribution made by Services across the Council and from Partner agencies and extended their thanks to the many individuals for their contribution;
2. Noted that there was now a unique opportunity to continue to build on the Council's commitment to increasing high quality physical education, physical activity and sport for young people as part of the Council's Commonwealth Games Legacy Plan which can be taken forward by effective partnership working between internal service areas, external partners and volunteers; and
3. Endorsed Provost Scoullar's appreciation of the wonderful work undertaken by staff across the whole of Argyll and Bute in respect of the event.

(Reference: Report by Executive Director – Community Services dated 7 August 2014, submitted)

Alison Palmer and William Marshall left the meeting.

10. HOME ENERGY EFFICIENCY PROGRAMME: AREA BASED SCHEMES (HEEPS: ABS)

A report providing the Committee with information about the Scottish Government's Home Energy Efficiency Programmes for Scotland Area Based Scheme and its application within Argyll and Bute was considered. The report provided background to the programme, which was managed by Alienergy on behalf of the Council, and included the information required by the Scottish Government application process and informed the Committee about what the programme would deliver in 2014/15 and beyond.

Decision

Noted the content of the programme and the associated benefits from it.

(Reference: Report by Executive Director – Community Services dated 1 July 2014, submitted)

Having previously declared an interest in the following item Councillor Robin Currie left the room and took no part in consideration of the application for funding received from West Highland Housing Association.

Councillor Elaine Robertson also declared a non financial interest in respect of West Highland Housing Association's application for funding. She left the room and took no part in the discussion of this application

Councillor Douglas Philand took the Chair at this point.

11. HOUSING DEVELOPMENT - LOAN APPLICATIONS

Consideration was given to an application from West Highland Housing Association for a 25 year loan to deliver the 18 house development at Imerval, Port Ellen, Isle of Islay.

The Chair ruled, and the Committee agreed to adjourn the meeting at 1.00 pm for lunch.

The Committee reconvened at 1.30 pm and resumed consideration of the application received from West Highland Housing Association.

Decision

The Committee agreed to approve a twenty five year loan of £955,024.54 to West Highland Housing Association to build 18 properties for affordable rent at Imerval, Port Ellen, Isle of Islay.

Councillors Robin Currie and Elaine Robertson returned to the meeting and Councillor Currie resumed the Chair.

Consideration was given to an application for an extension to an existing loan from Fyne Homes, subsidiary Fyne Initiatives for bridging finance for the Old Courthouse Development in central Rothesay.

Decision

The Committee agreed to approve the extension to existing loan at the reduced figure of £1,145,700 to Fyne Initiatives until 31 March 2018 on the terms set out in paragraph 4.1 of the report.

(Reference: Report by Executive Director – Community Services dated 23 July 2014, submitted)

Councillor Rory Colville returned to the meeting during consideration of the application from Fyne Homes

Councillor Douglas Philand, Policy Lead for Adult Care took the Chair at this point.

12. EARLY YEARS COLLABORATIVE

A report providing an update on the progress of the Early Years Collaborative in Argyll and Bute and outlining a number of new developments across the Community Planning Partnership area was considered.

Decision

1. Noted the current actions being progressed by the Argyll and Bute Early Years Collaborative; and
2. Noted the implementation of a series of Leadership Walk Rounds which commenced in April 2014, displaying commitment to local Early Years Collaborative developments by Community Planning Partnership leaders.

(Reference: Report by Executive Director – Community Services, submitted)

13. SERVICE REVIEW - CHILDREN AND FAMILIES

A reporting providing an update on the implementation of the Children and Families Service Review which was nearing completion was considered.

Decision

Noted the approach being taken by Children and Families to implement the new structure.

(Reference: Report by Executive Director – Community Services dated 31 July 2014, submitted)

14. UPDATE ON THE FINANCIAL CONSEQUENCES OF THE CHILDREN AND YOUNG PEOPLE'S (SCOTLAND) ACT 2014

The Children and Young People Bill was introduced to Parliament on 17

April 2013. The Bill was passed by the Scottish Parliament on 19 February 2014, and it received Royal Assent on 27 March 2014, making the Bill an Act of the Scottish Parliament. Reconfiguring the Council's services to meet the requirements of the Act will have cost implications for the Council and consideration was given to a report providing the Committee with an update on the cost estimates and the allocation of funding to support delivery.

Decision

1. Noted the cost estimates and Scottish Government funding allocations as detailed in Appendix 1 of the report; and
2. Noted that the remaining financial consequences of the Act were currently the subject of detailed negotiation between the Scottish Government and COSLA and that any aspect of the Act not fully funded on a recurring basis could introduce a cost or demand pressure to the Council.

(Reference: Report by Executive Director – Community Services dated 28 July 2014, submitted)

15. RESHAPING CARE FOR OLDER PEOPLE: CHANGE FUND

A report providing a summary and update on the investment of the Change Fund revenue in Argyll and Bute and confirming the timescale and process for when recurring funds will/will not be allocated to existing services from April 2015 when the fund ends was considered.

Decision

1. Noted the content of the report; and
2. Noted that decisions relating to the future recurring funds from 1 April 2015 will be made by the Argyll and Bute Partnership during September/October 2014.

(Reference: Report by Executive Director – Community Services dated 8 July 2014, submitted)

16. RESIDENTIAL CARE PLACEMENTS - CONTRACTUAL ARRANGEMENTS

Social Work Services have a requirement to commission residential care services for a range of car groups, across both adults and children and families services. Given the specialist nature of some services, many are located out with the Council area and provided by the third and independent sectors. A number of the national level contracts area facilitated through joint contract negotiation by COSLA on behalf of all local authorities or through Scotland Excel. A report providing an overview of the current national residential care commissioning and procurement arrangements available to the Council was considered.

Decision

The Committee agreed:-

1. to note the information contained in the report relating to the procurement of care services through national framework contracts;
2. to support retention of the National Care Home Contract (NCHC) model, as the preferred option, for future commissioning of older people's residential and nursing care;
3. if the option of the NCHC is not available, the Council should consider options for collaborative commissioning with other bodies;
4. that the Council should continue to utilise existing Scotland Excel national agreements wherever possible; and
5. that the Council should continue to support the development of Scotland Excel's additional national framework agreements.

(Reference: Report by Executive Director – Community Services, submitted)

17. INTEGRATION HEALTH AND SOCIAL CARE

An initial report relating to Integration was presented to full Council on 20 March and to NHS Highland Board on 1 April 2014. A report providing an update on progress with the Integration of Health and Social Care was considered.

Decision

The Committee noted:-

1. that Argyll and Bute Council and NHS Highland have agreed the scope of services to be delegated to the new Health and Social Care Partnership at their respective Council and Board meetings in June 2014;
2. that the first meeting of the Shadow Integration Board took place on 10th September 2014 where Councillor Philand was appointed as Chair of the Board and Councillors Mary-Jean Devon, Anne Horn and Elaine Robertson were appointed as representatives of the Council;
3. that a Programme Board and Joint Project Team to deliver the work required to meet the statutory requirements of the Public Bodies(Joint Working) (Scotland) Act 2014 has been formed;
4. the progress being made to recruit a Chief Officer in line with the statutory requirements of the Act; and
5. the requirement to produce an Integration Scheme in line with the statutory regulations and guidance from Scottish Government. The

Integration Scheme must be signed off by the Government before 1st April 2015.

(Reference: Report by Executive Director – Community Services dated 4 August 2014, submitted)

18. PUBLIC PROTECTION REPORT

Consideration was given to the Care Inspectorate's report to the Scottish Government Ministers on the effectiveness of child protection and adult protection arrangements across Scotland. The Care Inspectorate also analysed inspections and data information to produce a statement position for Argyll and Bute.

Decision

1. Noted the content of the report;
2. Agreed that the report be distributed through the Child Protection Committee and Adult Protection Committee structures; and
3. Noted that the report was considered by the Community Planning Partnership Management Committee at its meeting on 19 August 2014.

(Reference: Report by Executive Director – Community Services dated 29 August 2014 and Care Inspectorate Report on the effectiveness of Public Protection arrangements, submitted)

Councillors John McAlpine and James McQueen left the meeting.

The following three items were considered collectively by the Committee.

19. NRS' 2012-BASED POPULATION PROJECTIONS FOR ARGYLL AND BUTE

NRS published 2012-based population projections for sub-national areas on 14 May 2014. A report describing the projections as they relate to Argyll and Bute was considered.

Decision

Noted the content of the report.

(Reference: Report by Executive Director – Customer Services, submitted)

20. NRS' 2013-BASED MID YEAR ESTIMATES FOR ARGYLL AND BUTE

NRS published its Mid Year Estimates for local authority and health board areas on 26 June 2013. A report outlining the estimates for Argyll and Bute was considered.

Decision

Noted the population estimates.

(Reference: Report by Executive Director – Customer Services, submitted)

21. NRS' 2012-BASED HOUSEHOLD PROJECTIONS FOR ARGYLL AND BUTE

NRS published its 2012-based Household Projections for Scotland and for Council areas on 30 July 2014. The projections cover the period 2012 to 2037 and a report advising on the projections for Argyll and Bute was considered.

Decision

Noted the content of the report.

(Reference: Report by Executive Director – Customer Services, submitted)

ARGYLL AND BUTE COUNCIL**COMMUNITY SERVICES COMMITTEE****COMMUNITY SERVICES****11TH DECEMBER 2014**

ACCOUNTS COMMISSION – SCOTTISH SCHOOL EDUCATION REPORT

1.0 EXECUTIVE SUMMARY

- 1.1 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 Curriculum for Excellence (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. The Accounts Commission requested an audit was undertaken and its publication is timely as it provides an assessment of attainment over the last decade and identifies how effectively councils made improvements during this time (See Appendix 1)
- 1.2 The report outlined nine recommendations for councils which are summarised in the main report at section 4.4 and Audit Scotland are visiting each authority to attend council committees, to present report findings and engage directly with elected members

Recommendations

It is recommended that the Community Services Committee:

1. note the key findings contained within the Accounts Commission report on Scottish Schools Education
2. note the proposed discussion of the Argyll and Bute position at the business session prior to the Community Services Committee in March 2015

ACCOUNTS COMMISSION – SCOTTISH SCHOOL EDUCATION REPORT

2.0 INTRODUCTION

2.1 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 Curriculum for Excellence (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. The Accounts Commission requested an audit was undertaken and its publication is timely as it provides an assessment of attainment over the last decade and identifies how effectively councils made improvements during this time (See Appendix 1).

3.0 RECOMMENDATIONS

3.1 It is recommended that the Community Services Committee:

1. note the key findings contained within the Accounts Commission report on Scottish Schools Education
2. note the proposed discussion of the Argyll and Bute position at the business session prior to the Community Services Committee in March 2015.

4.0 DETAIL

4.1 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 Curriculum for Excellence (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. The Accounts Commission requested an audit was undertaken and its publication is timely as it provides an assessment of attainment over the last decade and identifies how effectively councils made improvements during this time (See Appendix 1).

4.2 The Commission's audit assessed how efficiently and effectively councils are using their resources to maximise pupil achievement in schools. It 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.

4.3 As part of the publication of the report, the Commission requested that Audit Scotland visit each council to attend council committees, to present report findings and engage directly with elected members. A formal impact report will also be prepared with an expected production date of Summer 2015.

4.4 The report recommendations are summarised below:

Councils should:

- a) ensure they fully understand why levels of attainment vary between their schools and different groups of pupils
- b) develop and implement strategies to reduce the gaps in performance between the highest and lowest performing schools
- c) 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
- d) 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
- e) 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
- f) 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
- g) 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
- h) fully assess the potential long-term impact on attainment and wider achievement of budget reductions
- i) 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.

4.5 The presentation accompanying the Accounts Commission report to be made by Audit Scotland will highlight the key findings of the report and provide an outline of some key features of education in Argyll and Bute. The paper on SQA Examination Results to be presented at the Community Services Committee on 11 December 2014 will also comment in more detail on the Argyll and Bute

position and the actions being taken forward by the Education Service picking up on the key findings. A further discussion of this data will be held at the proposed business session prior to the Community Services Committee in March 2015.

5.0 CONCLUSION

- 5.1** 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. 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.
- 5.2** The attached report from the Accounts Commission gives a wealth of information on attainment in Scottish schools which acts as a good prompt for discussion in Argyll and Bute around education standards and the use of resources to support learning and teaching.

6.0 IMPLICATIONS

- 6.1** Policy – In line with national and council education policy around attainment and achievement
- 6.2** Financial – No implications arising directly from this report
- 6.3** Legal – No implications arising directly from this report
- 6.4** HR – No implications arising directly from this report
- 6.5** Equalities – the report highlights variations in attainment across schools in Scotland and highlights issues of consistency in opportunity for learners.
- 6.6** Risk – No implications arising directly from this report
- 6.7** Customer Service – No implications arising directly from this report

Cleland Sneddon
Executive Director of Community Services

Cllr Aileen Morton
Policy Lead for Education and Lifelong Learning

11th December 2014

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School education



 ACCOUNTS COMMISSION

Prepared by Audit Scotland
June 2014

The Accounts Commission

The Accounts Commission is the public spending watchdog for local government. We hold councils in Scotland to account and help them improve. We operate impartially and independently of councils and of the Scottish Government, and we meet and report in public.

We expect councils to achieve the highest standards of governance and financial stewardship, and value for money in how they use their resources and provide their services.

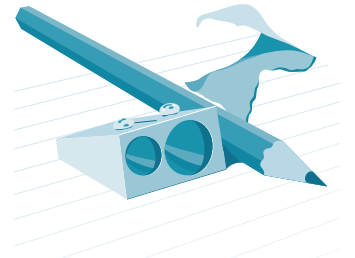
Our work includes:

- securing and acting upon the external audit of Scotland's councils and various joint boards and committees
- assessing the performance of councils in relation to Best Value and community planning
- carrying out national performance audits to help councils improve their services
- requiring councils to publish information to help the public assess their performance.

You can find out more about the work of the Accounts Commission on our website: www.audit-scotland.gov.uk/about/ac 

Audit Scotland is a statutory body set up in April 2000 under the Public Finance and Accountability (Scotland) Act 2000. We help the Auditor General for Scotland and the Accounts Commission check that organisations spending public money use it properly, efficiently and effectively.

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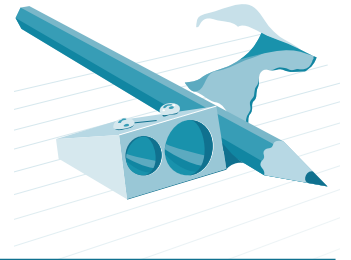
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Exhibit data

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.

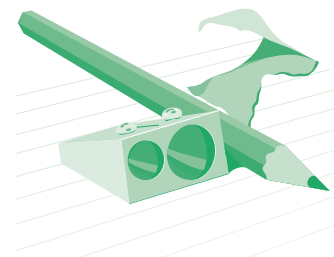
8. There is a range of attainment measures used within Scottish education. We have selected ten of these to examine performance across the entire senior phase, S4-S6. The selected measures are closely aligned to the measures that councils report to their own education committees.

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

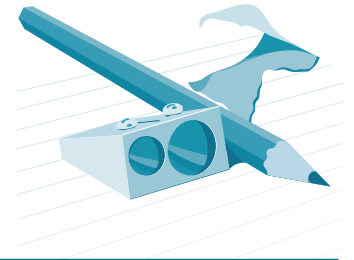
The Curriculum for Excellence represents a significant shift in the way education is delivered in our schools. This has important implications for the economic wellbeing of Scotland, and the future prospects of young people. The recommendations outlined below are intended to support further progress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

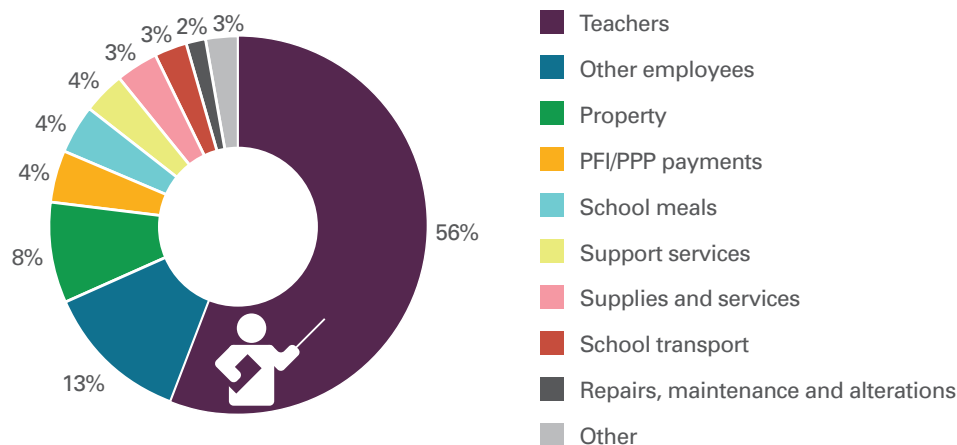
11. School education is mainly funded through the block grant that the Scottish Government provides to councils. The Scottish Government provides indicative funding allocations for each of the main council services. Councils then decide how best to allocate funding to individual services, based on their 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.



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).

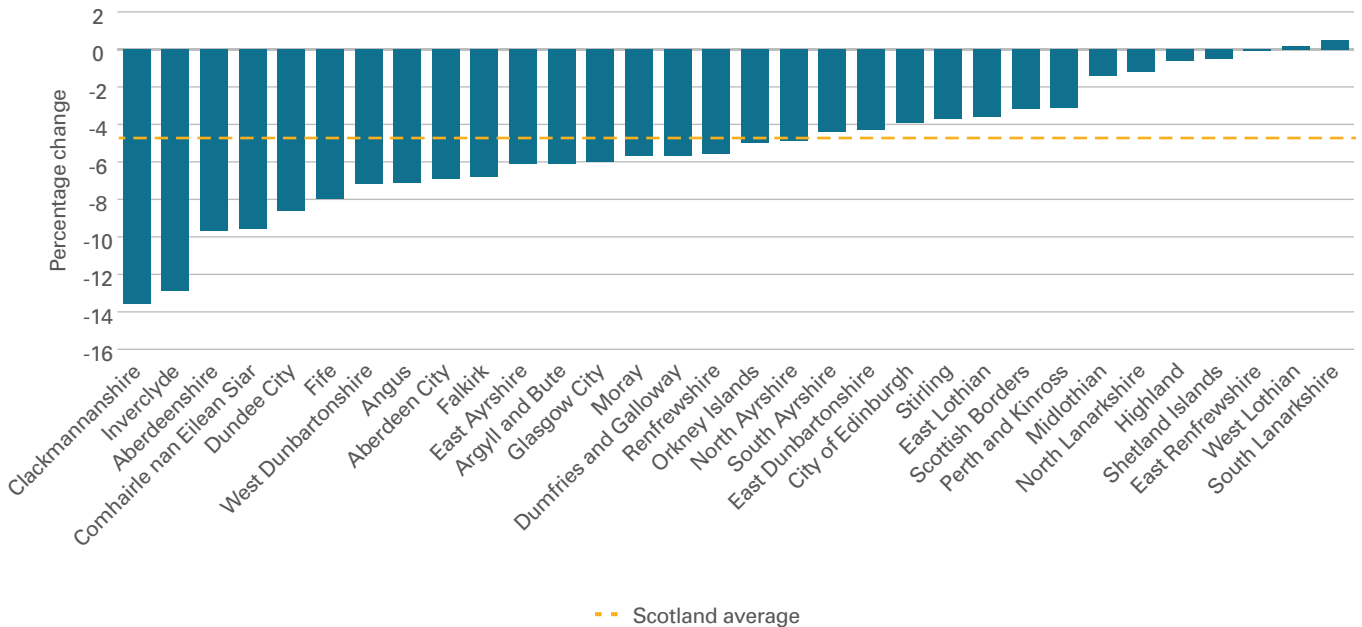
School expenditure reduced by five per cent over the last three years

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.



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

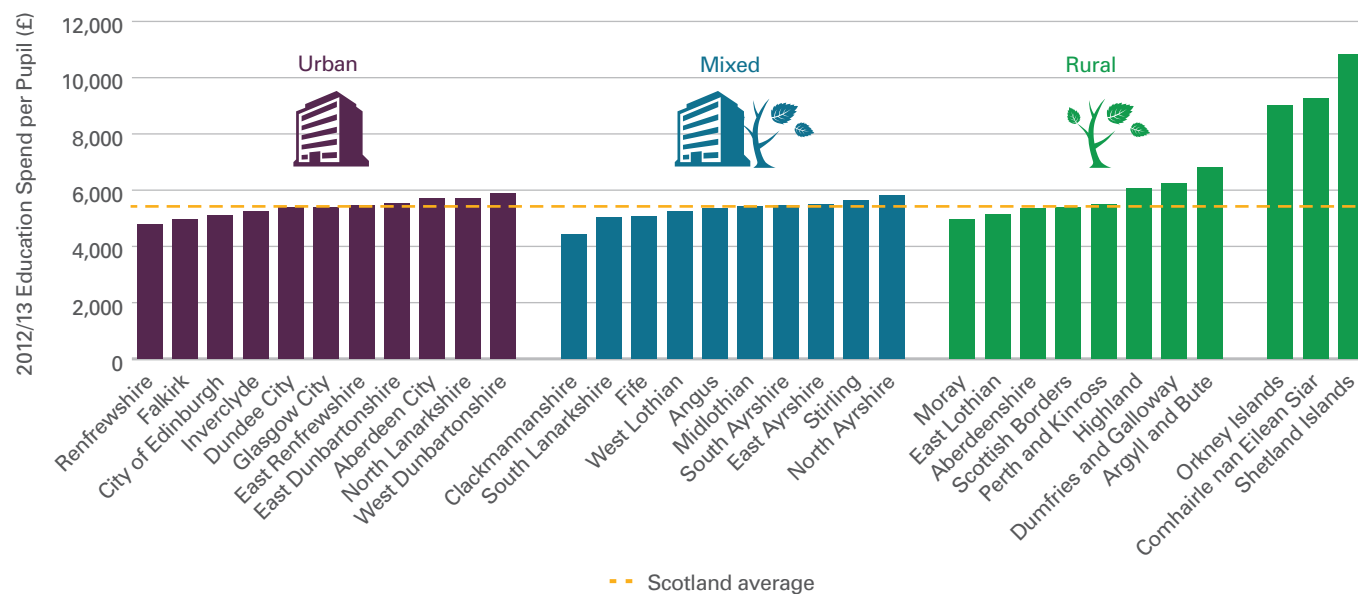
Spend per pupil varies widely across the country with rural councils spending the most

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.

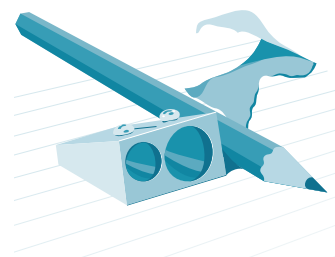
Recommendations

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

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 [\(paragraphs 56–60\)](#).

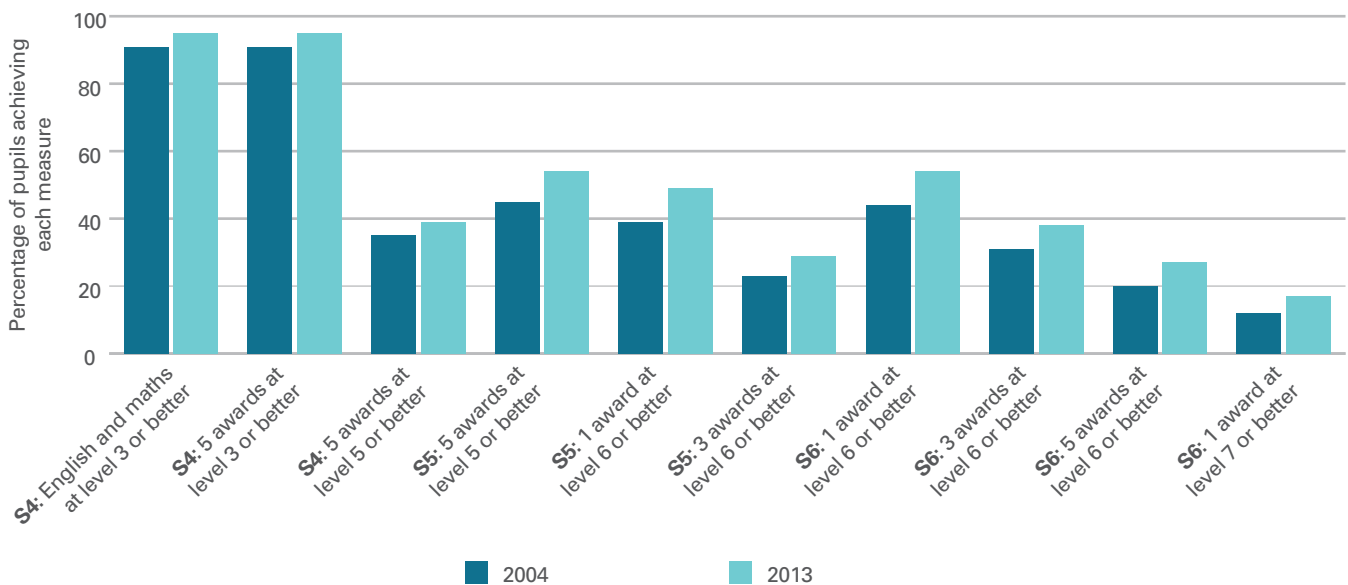
Attainment levels have improved over the past decade

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.

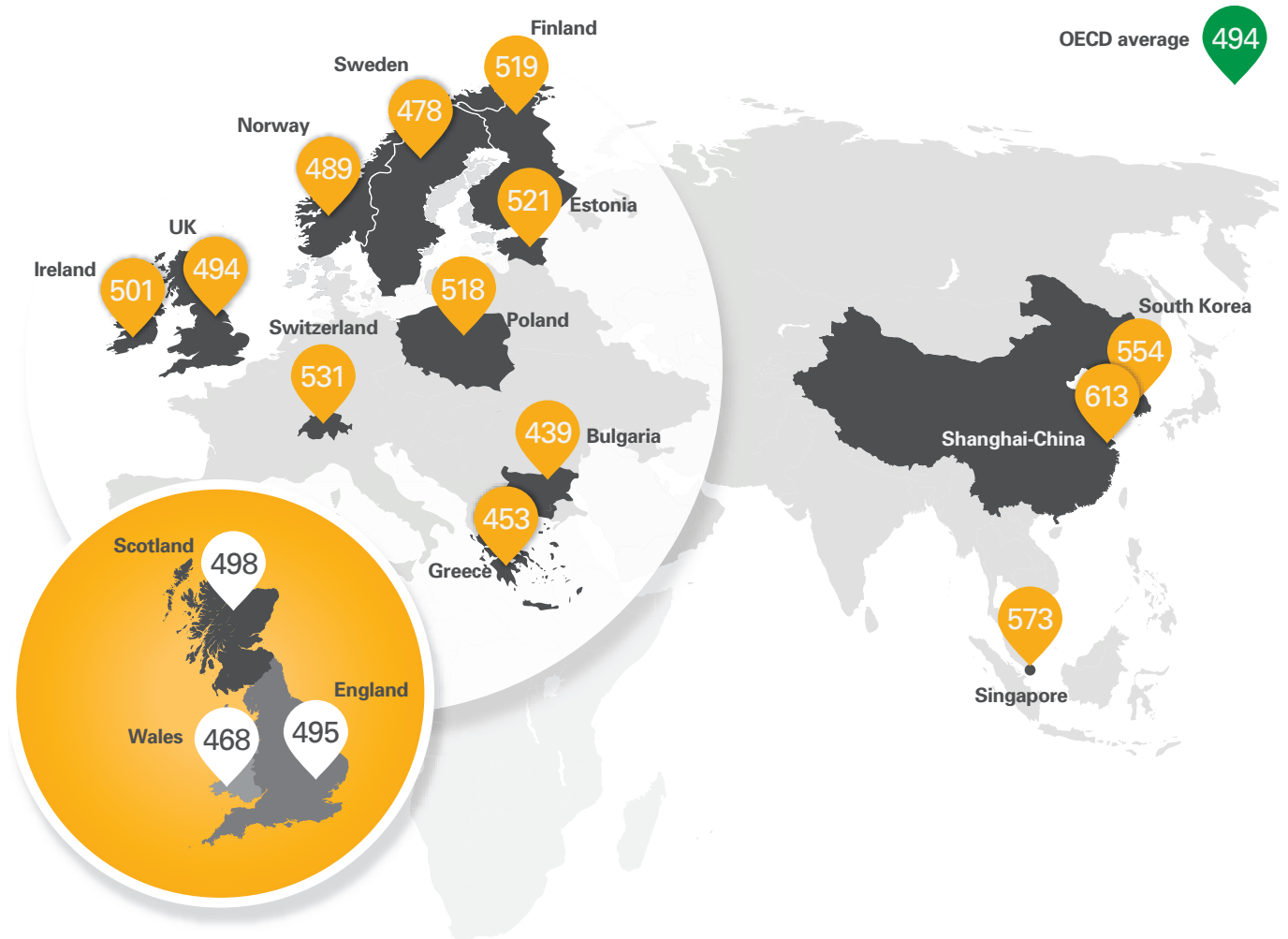
There is a considerable gap between Scotland and top performing countries

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.



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

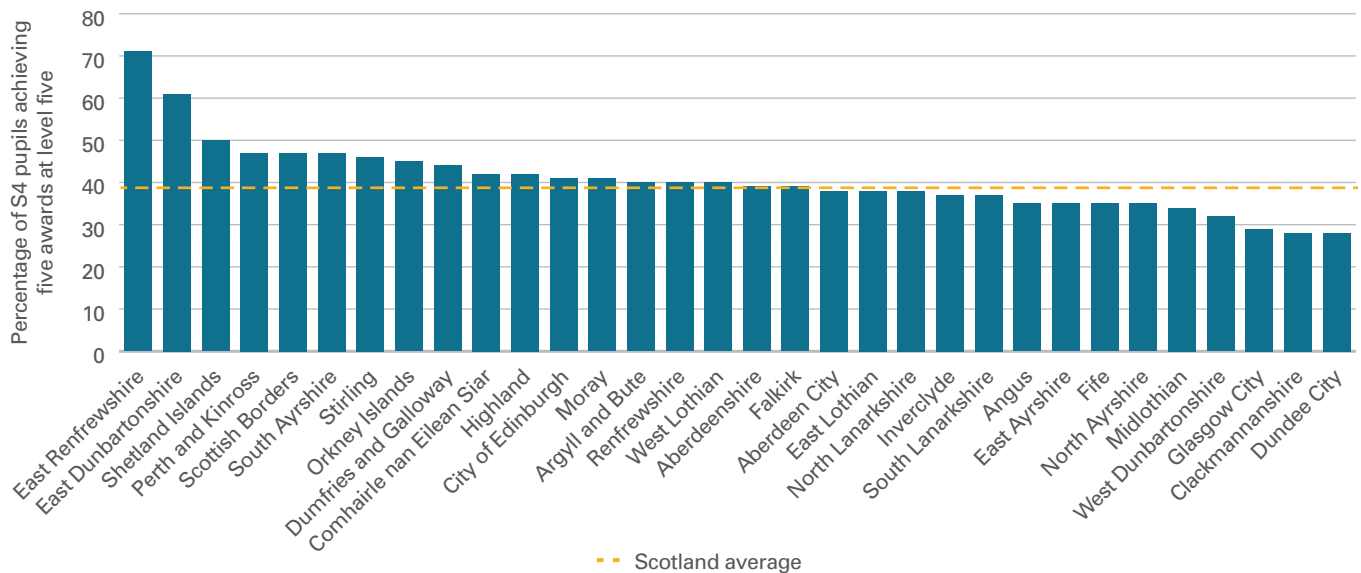
There is significant variation in attainment levels between councils and between individual schools

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.



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:

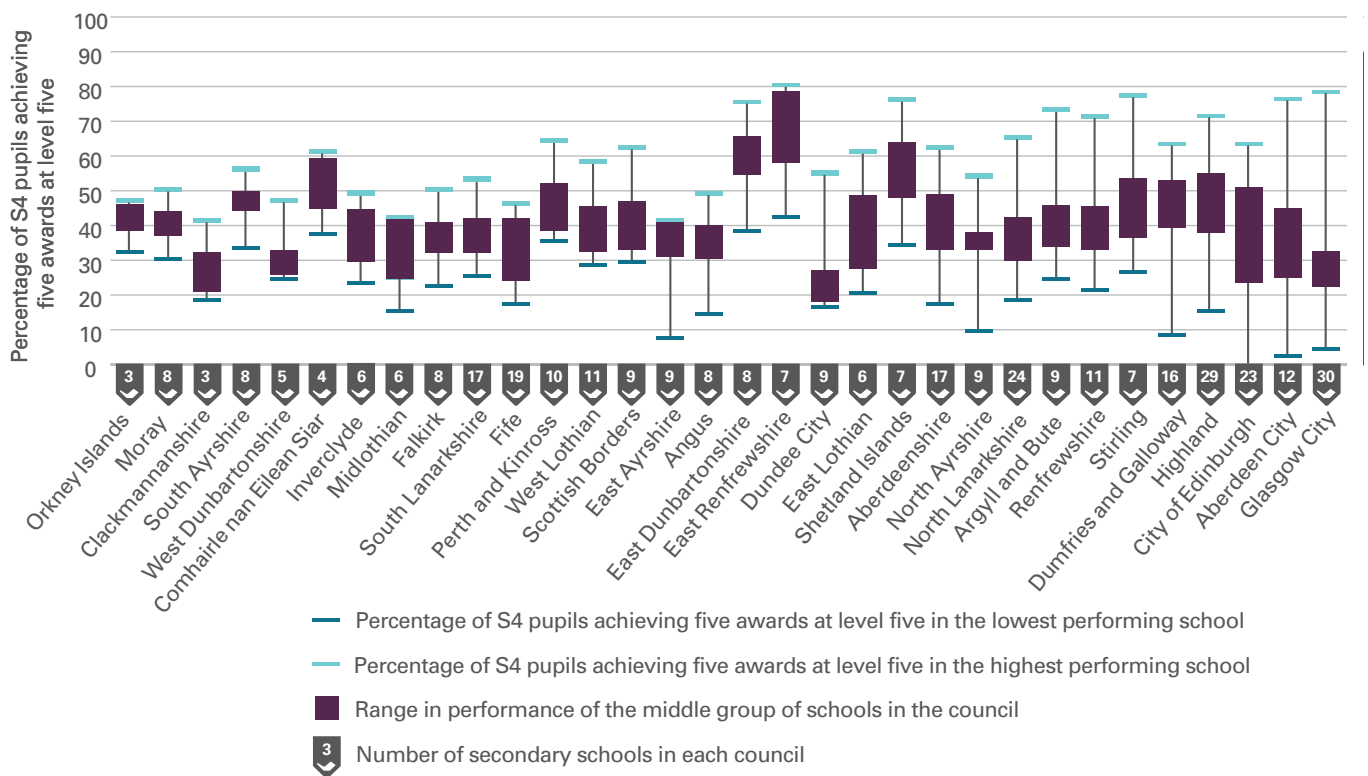
- Orkney Islands had the smallest gap between schools in 2013 at 15 percentage points. Aberdeen City and Glasgow City had the widest gap between schools at 74 percentage points. Across all secondary schools in Scotland, the percentage of S4 pupils achieving five awards at level five ranged from:
 - no 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.



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.

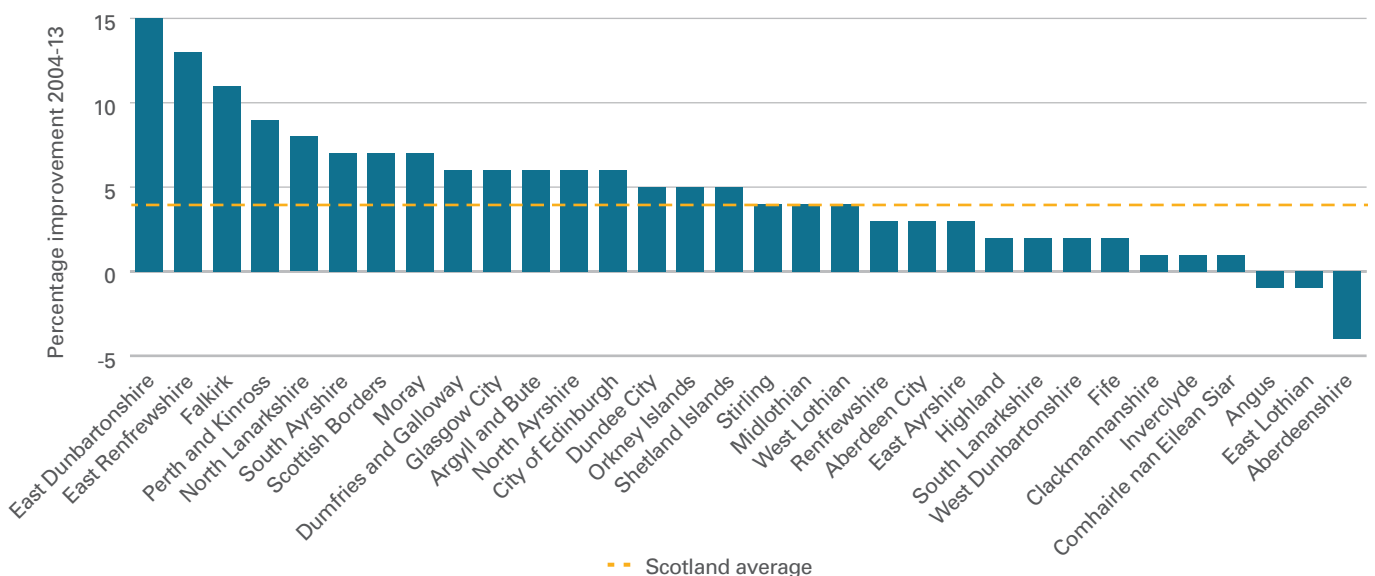
46. There is considerable variation in the scale of improvement among councils. **Exhibit 10** shows the level of improvement over the past ten years in the percentage of S4 pupils achieving five awards at level five in each council. There is similar variation in improvement levels across all other attainment 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.

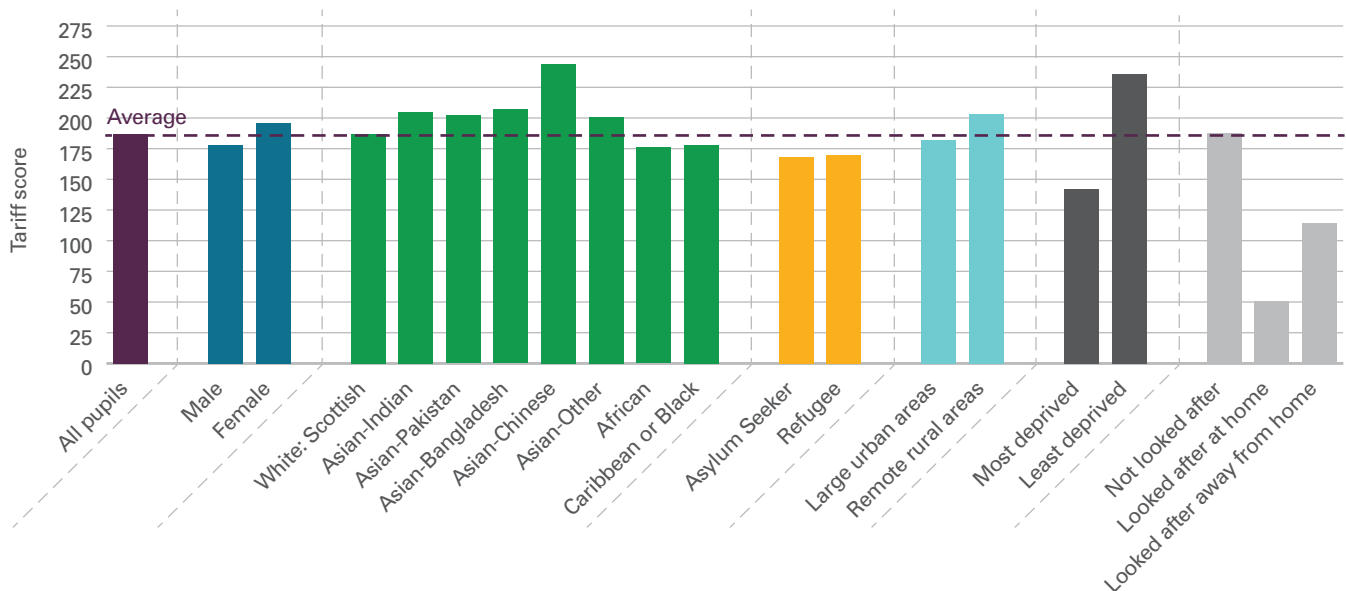
51. In 19 councils, the gap between the highest and lowest-performing schools increased between 2004 and 2013. This is mainly because the percentage point improvement in the percentage of S4 pupils achieving five awards at level five was greater over the past ten years in the highest-performing schools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

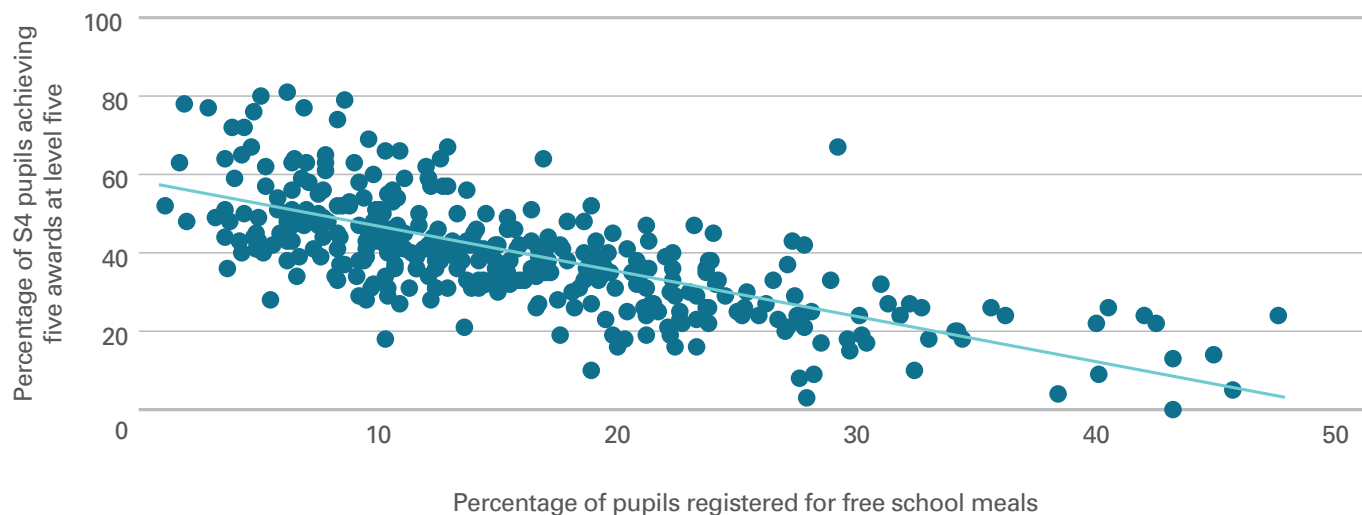
There are increasing opportunities for pupils to develop wider employability and life skills

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.



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

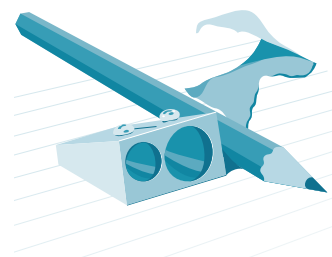
Recommendations

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.

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

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.

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 [paragraph 75, page 34](#).

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.

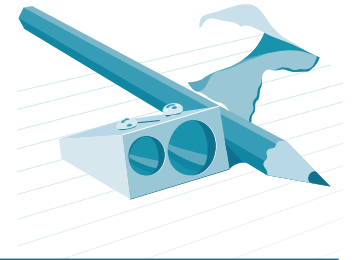
Source: Audit Scotland


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

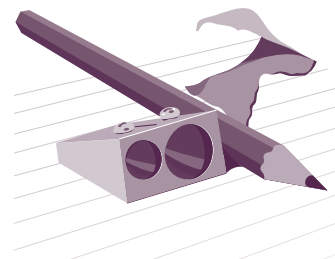


- ◀ 1 The Scottish Government has five strategic outcomes: to make Scotland Wealthier and Fairer, Smarter, Healthier, Safer and Stronger, and Greener.
- ◀ 2 *Pupils in Scotland*, Scottish Government, 2013; *Teachers in Scotland*, Scottish Government, 2013. Teacher numbers are primary, secondary and centrally 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



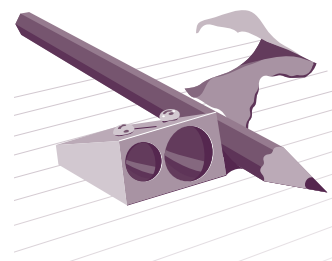
Attainment measure	Equivalent to	Overall % of pupils achieving this level or better, 2013	Range in performance between lowest and highest-performing councils
English and maths at level 3 in S4	<ul style="list-style-type: none"> English and maths at Standard Grade Foundation level English and maths at National level 3 English and maths at Access level 3 	95	86 - 99
5 awards at level 3 in S4	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> 1 Higher 	49	41 - 77
3 awards at level 6 in S5	<ul style="list-style-type: none"> 3 Highers 	29	21 - 60
1 award at level 6 in S6	<ul style="list-style-type: none"> 1 Higher 	54	45 - 77
3 awards at level 6 in S6	<ul style="list-style-type: none"> 3 Highers 	38	29 - 63
5 awards at level 6 in S6	<ul style="list-style-type: none"> 5 Highers 	27	18 - 48
1 award at level 7 in S6	<ul style="list-style-type: none"> 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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ARGYLL AND BUTE COUNCIL
COMMUNITY SERVICES

COMMUNITY SERVICES COMMITTEE
11 DECEMBER 2014

SQA SCHOOL EXAMINATION RESULTS 2014

1. EXECUTIVE SUMMARY

- 1.1 The main purpose of this report is to provide an update to elected members on the outcome of the 2014 examination diet, to outline the results for pupils entered for formal examinations and to share the successes of Argyll and Bute pupils across wider achievement.
- 1.2 Following changes to the New National Examinations, the introduction of Insight, replacing the previous STACS (Standard Tables and Charts) the Council received SQA examination results for all pupils entered for formal qualification in August 2014. Scottish Government and its partners have developed a new Senior Phase Benchmarking Tool (SPBT), now renamed “Insight” to assist local authorities and secondary schools analyse, compare and improve the performance of pupils in the senior phase of Curriculum for Excellence. A comprehensive range of statistical data was provided for all pupils across each of the ten secondary schools and Education Services undertook an analysis of the statistical information.
- 1.3 The Senior Phase of Curriculum for Excellence began in academic session 2013-14 for pupils in S4. New qualifications include National 3, 4 and 5 which replace Standard Grade and Intermediate 1 and 2 qualifications. National 1 and 2 qualifications are also available to meet the needs of learners with specific learning requirements replacing Access 1 and 2 qualifications. (*Appendix 1 – Qualifications overview*). These overlaps prevent direct comparisons with attainment at S4 level in previous years. However, the 2013/14 data will provide a baseline for future years’ trend analysis. As a consequence of these changes extreme caution should be exercised when making comparisons of the overall levels of performance across and between schools. Additionally, in some instances data for some schools in key qualifications is anonymised to ensure individual pupils cannot be identified.
- 1.4 Over recent years, Argyll and Bute schools have been developing courses which are increasingly relevant to their pupils’ needs. Some of these courses are either not accredited by the SQA or are courses run in partnership with the post-16 sector and not credited to the school’s overall percentages. A summary of wider achievement of pupils is contained within the report.

- 1.5 This paper presents an overview and analysis of the progress of schools in implementing New National Qualifications and, importantly, illustrates the performance of schools in SQA examinations in 2014.
- 1.6 As part of the Authority approach to securing improvement for all learners the Education Service is continuing to work with individual schools through a comprehensive programme of support and challenge over the course of session 2014/2015 and beyond. Section seven of this report outlines the key approaches being taken.

2. RECOMMENDATIONS

- 2.1 Community Services Committee is asked to:
- note the outcome of the examination results for pupils in academic year 2013/14;
 - note and accept the strategic programme of performance review between schools and education development and improvement staff as noted at section 7.1 of the report, and
 - continue to support the work of the Education Service in supporting schools to secure continuous improvement in outcomes for Argyll and Bute Learners.
 - Request a further report at the June Community Services Committee considering the national position arising from information released by Insight (anticipated release date in March 2015)
 - Note that a discussion item will be included in the Committee business session prior to the March Community Services Committee arising from the Argyll and Bute information within the Accounts Commission report on Scottish Education (June 2014)

SQA SCHOOL EXAMINATION RESULTS 2014

3. INTRODUCTION

- 3.1 The Council received SQA examination results for all pupils entered for formal qualifications in session 2013/2014 in August. This provided comprehensive information on the outcome of examination performance for pupils across all Argyll and Bute schools. Due to changes to the presentation of statistical information no national or benchmarking ‘family’ comparisons data will be available until spring 2015. The introduction of Insight, formerly The Senior Phase Benchmarking Tool (SPBT), presents a significant change for all Scottish Local Authorities in receiving, reviewing and presenting examination data. As a consequence of these changes, the content and style of this report differs from previous attainment reports.
- 3.2 The Senior Phase of Curriculum for Excellence began in academic session 2013-14 for pupils in S4. New qualifications include National 3, 4 and 5 which replace Standard Grade and Intermediate 1 and 2 qualifications. National 1 and 2 qualifications are also available to meet the needs of learners with specific learning requirements replacing Access 1 and 2 qualifications. (*Appendix 1 – Qualifications overview*). These overlaps prevent direct comparisons with attainment at S4 level in previous years. However, the 2013/14 data will provide a baseline for future years’ trend analysis. As a consequence of these changes extreme caution should be exercised when making comparisons of the overall levels of performance across and between schools. Additionally, in some instances data for some schools in key qualifications is anonymised to ensure individual pupils cannot be identified.
- 3.3 Over recent years, Argyll and Bute schools have been developing courses which are increasingly relevant to their pupils’ needs. Some of these courses are either not accredited by the SQA or are courses run in partnership with the post-16 sector and not credited to the school’s overall percentages. Whilst this supports learners to achieve and sustain a positive post school destination, it does have an impact on the school’s attainment of qualifications accredited through the Scottish Credit and Qualifications Framework (SCQF). It is worth noting that work is underway by Scottish Government and its partners to align national courses in order to provide recognition for pupils within the overall tariff scores.
- 3.4 Scottish Government and its partners have developed a new Senior Phase Benchmarking Tool (SPBT), now renamed “Insight” to assist local authorities and secondary schools analyse, compare and improve the performance of

pupils in the senior phase of Curriculum for Excellence. The new online tool will be live from August 2014 onwards and will replace Standard Tables and Charts (STACS), the toolkit previously used.

- 3.5 A preview edition of Insight has been available, and schools in Argyll and Bute have been able to access this. Head Teachers, Campus Principals, and Depute Head Teachers were provided with the opportunity to attend a briefing led by the Professional Advisor to the project.

Nationally co-ordinated events for schools took place between April and June prior to implementation of INSIGHT in August 2014.

The new INSIGHT model is designed to:

- provide data on four national measures which have been carefully selected to support Curriculum for Excellence;
- replace the current STACs from August 2014;
- be easier and more intuitive to use than STACs and include data on “latest and best” pupil awards;
- include a wider range of SCQF (Scottish Credit and Qualifications Framework) credit-rated awards and programmes;
- include commentaries to aid interpretation and prompt a “closer look”;
- be used by secondary schools, local authorities and Education Scotland. It will be available to all teaching staff in secondary schools;
- provide more information on educational outcomes including post-school destinations and attainment in literacy and numeracy, and
- be one of a range of approaches to performance evaluation and improvement. Others include local analyses and self-evaluation processes both at school and local authority level, the Scottish Survey of Literacy and Numeracy (SSLN) and Education Scotland inspection processes. A key outcome of this revised approach is the functionality which allows the tracking of progress of pupils in key groups. For example, looked after young people.

The tool will encourage:

- professional reflection and compare schools to a “virtual” comparator allowing users to see how the performance of their pupils compares to a similar group of pupils from across Scotland, and
- a collaborative approach to looking at data and working together as part of the improvement process encouraging schools to identify learning partners.

4: RECOMMENDATIONS

4.1 Community Services Committee is asked to:

- note the outcome of the examination results for pupils in academic year 2013/14;
- note and accept the strategic programme of performance review between schools and education development and improvement staff as noted at section 7.1 of the report, and

- continue to support the work of the Education Service in supporting schools to secure continuous improvement in outcomes for Argyll and Bute Learners.
- Request a further report at the June Community Services Committee considering the national position arising from information released by Insight (anticipated release date in March 2015)
- Note that a discussion item will be included in the Committee business session prior to the March Community Services Committee arising from the Argyll and Bute information within the Accounts Commission report on Scottish Education (June 2014)

5: DETAIL

- 5.1 The performance of Argyll and Bute schools in 2014 is slightly below the current national performance in Scottish Qualifications Authority (SQA) examinations (*Table 1: refers*). However, it should be noted that new courses and examinations were introduced during session 2013/2014 with pupils being presented for the first phase of the new examinations in May 2014.

Due to the implementation of the revised National Qualifications at level 3, 4 & 5, it is not reasonable to compare statistical outcomes across earlier years. Therefore, the results for Argyll and Bute pupils in session 2013/2014 are illustrated in individual tables across each of the six course levels.

- 5.2 The following tables illustrate performance in each of the ten secondary schools across the New National Qualifications Framework:

Table 1: presents the overall performance of Argyll and Bute across all course levels.

COURSE	ARGYLL & BUTE AVERAGE (%)	NATIONAL AVERAGE (%)	DIFFERENCE (%)
INTERMEDIATE 1	72.2	73.2	-1
NATIONAL 4	89.4	93	-3.6
INTERMEDIATE 2	70.4	77.9	-7.5
NATIONAL 5	81.7	81.1	0.6
HIGHER	76.6	77.1	-0.5
ADVANCED HIGHER	78.5	81	-2.5

Summary:

Overall, the results for pupils across almost all levels are below and in some instances are significantly below national averages. As a consequence of the reporting model and timescales it is not possible to provide a comparison against similar authorities and, as such, these results should be treated with caution at this stage.

Table 2: Intermediate1 examination outcomes

INTERMEDIATE 1	No. of Entries	A	B	C	A-C	Ungraded passes	Total Passes	%
DGS	69	16	20	15	51	7	58	73.9
HERMITAGE	114	31	26	28	85	0	85	74.6
LJC	47	4	8	6	18	5	23	48.9
OBAN	47	8	12	12	32	1	33	68.1
RJC	31	1	3	10	14	9	23	74.2
TOBERMORY								100.0
TOTAL	308	60	69	71	200	22	222	
Authority Average								72.2%
National Average								73.2%

Intermediate1 summary:

The performance of schools in Intermediate 1 examinations is positive overall. Six out of the ten secondary schools presented pupils for Intermediate 1 examinations, with four exceeding the national examination average. In the remaining two schools performance was below or well below the national average.

Table 3: Intermediate 2 examination outcomes

INTERMEDIATE 2	No. of Entries	A	B	C	A-C	Ungraded passes	Total passes	%
CGS								100.0
DGS	248	48	70	47	165	0	165	66.5
HERMITAGE	350	75	96	95	266	0	266	76.0
ISLAY	15	0	5	3	8	0	8	53.3
LJC	164	26	44	49	119	2	121	73.8
OBAN	203	39	48	47	134	0	134	66.0
RJC	124	14	18	46	78	0	78	62.9
TARBERT	24	9	4	7	20	0	20	83.3
TIREE								0.0
TOBERMORY	35	9	11	6	26	0	26	74.3
TOTAL	1163	220	296	300	816	2	818	
Authority Average								70.4%
National Average								77.9%

Intermediate 2 summary:

Nine of the ten secondary schools presented pupils for Intermediate 2 examinations, with two exceeding the national examination average and five exceeding the authority average. However, in the remaining four schools the performance of pupils is below or well below the national average.

Table 4: National 4 presentations (no external examination)

NATIONAL 4	No. of Entries	PASS	%
CGS	254	211	83.1
DGS	402	341	84.8
HERMITAGE	16	16	100.0
ISLAY	146	144	98.6
LJC	157	128	81.5
OBAN	372	358	96.2
RJC	170	154	90.6
TARBERT	69	63	91.3
TOBERMORY	37	36	97.3
Totals	1623	1451	
Authority Average			89.4%
National Average			93.0%

National 4 summary:

National 4 awards for pupils in Argyll and Bute are positive overall. Nine of the ten secondary schools presented pupils for National 4 certification. In four of the school pupils exceeded the national pupil average. These results may alter with pupils not achieving recognition at National 5 levels being credited with National 4 awards.

Table 5: National 5 examination outcomes

National 5	No. of Entries	A	B	C	A-C	Number of passes	%
CGS	371	147	87	52	286	286	77.1
DGS	674	310	160	100	570	570	84.6
HERMITAGE							*50.0
ISLAY	226	68	67	60	195	195	86.3
LJC	454	184	97	84	365	365	80.4
OBAN	652	278	148	115	541	541	83.0
RJC	184	49	38	47	134	134	72.8
TARBERT	80	34	24	12	70	70	87.5
TIREE	30	13	6	2	21	21	70.0
TOBERMORY	96	48	19	13	80	80	83.3
Totals	2767	1131	646	485	2262	2262	
Authority Average							81.7%
National Average							81.1%

National 5 summary:

Ten secondary schools presented pupils at S4 for National 5 examinations. A very small number of pupils were presented by Hermitage Academy, in line with their chosen curriculum model - therefore performance is significantly affected. The performance across the nine secondary schools in National 5 examinations is variable. Five out of the nine schools exceeded national performance level, while the remaining four schools were below and in some instances well below both the authority and national averages.

Table 6: Higher examination outcomes

HIGHER	No. of Entries	A	B	C	A-C	Total Passes	%
CGS	266	74	88	59	221	221	83.1
DGS	444	97	114	127	338	338	76.1
HERMITAGE	883	188	262	213	663	663	75.1
ISLAY	106	29	31	24	84	84	79.2
LJC	245	65	67	59	191	191	78.0
OBAN	648	183	177	154	514	514	79.3
RJC	175	30	43	46	119	119	68.0
TARBERT	44	16	10	11	37	37	84.1
TIREE							66.7
TOBERMORY	98	17	18	27	62	62	63.3
TOTALs	2909	699	811	720	2229	2229	
Authority Average							76.6%
National Average							77.1%

Higher examinations summary:

The performance of schools in Higher examinations is positive overall. Five out of the ten secondary schools exceeded both the authority and national examination averages. A further two schools were slightly below the authority average and, in three schools performance was below both authority and national averages.

Table 7: Advanced Higher examination outcomes

ADVANCED HIGHER	No. of Entries	A	B	C	A-C	Total passes	%
CGS	16	7	2	3	12	12	75.0
DGS	20	5	3	6	14	14	70.0
HERMITAGE	175	41	47	49	137	137	78.3
ISLAY							50.0
LJC	37	14	3	11	28	28	75.7
OBAN	59	15	18	15	48	48	81.4
RJC	15	6	4	3	13	13	86.7
TARBERT	11	7	2	1	10	10	90.9
TIREE							100.0
TOBERMORY							75.0
TOTALS	333	95	79	88	262	262	
Authority Average							78.5%
National Average							81%

Advanced Higher summary:

The performance of schools in Advanced Higher examination is above both the authority and national average position in four out of ten secondary schools. However, in the remaining schools the performance of pupils in Advanced Highers is below or significantly below the national average. It should be noted that due to the small number of pupils being presented for Advanced Highers the statistical variances can be significant.

5.3 Attainment of Looked After Children (LAC)

Attainment in Literacy and Numeracy for Looked After Children

	Argyll & Bute	National
S4 Level 4 literacy and numeracy	27.27%	29.17%
S4 Level 5 literacy and numeracy	9.09%	3.80%
S5 Level 4 literacy and numeracy	81.82%	36.56%
S5 Level 5 literacy and numeracy	18.18%	12.99%
S6 Level 4 literacy and numeracy	50.00%	72.73%
S6 Level 5 literacy and numeracy	50.00%	42.05%

Educational attainment for LAAC Young People in 2014

	Argyll & Bute	National
S4 Level 4 literacy and numeracy	44.44%	45.00%
S4 Level 5 literacy and numeracy	11.11%	7.32%
S5 Level 4 literacy and numeracy	66.67%	53.40%
S5 Level 5 literacy and numeracy	10.51%	18.32%
S6 Level 4 literacy and numeracy	25.00%	72.73%
S6 Level 5 literacy and numeracy	0%	39.67%

- 5.4 The average attainment tariff score for looked after children in Argyll and Bute for the 2014 examination diet was 80.3. This compares with 58 for session 2011/12 (as reported in the Scottish Government 'Educational Outcomes for Scotland's Looked After Children 2011-12', Scottish Government July 2013). A national average comparison is not yet available for the 2013/14 session.
*(source: SEEMIS Management Information System)
- 5.5 Tariff scores are the cumulative total of tariff points. Tariff points relate to the type of qualification, the subject and the grade achieved, and are allocated on that basis. Tariff points exist across a wide range of qualification providers. For example, a grade A in a Higher is worth 80 points, an ASDAN Personal Effectiveness award is worth 30 points.
- 5.6 Looked after Young People in Argyll and Bute who leave school are increasingly entering positive destinations (education, employment or training). In 2014, **77.8%** of looked after young people who left school entered a positive destination. Four LAC entered FE/HE, 1 gained employment, 1 undertook an Activity Agreement and 2 were unemployed. There were no young persons with unknown destinations. This compares very positively with **46.7%** of LAC school leavers in 2013.

6: ALTERNATIVE COURSES AND QUALIFICATIONS

- 6.1 Argyll and Bute schools continue to deliver a comprehensive programme of alternative courses designed to meet the needs of all learners. These courses are defined as:
- Skills for Work: e.g. Hairdressing, Hospitality, Rural Skills (Intermediate 1 and 2);
 - Alternative Qualifications: e.g. ASDAN, Duke of Edinburgh, Princes Trust XL, YASS – S6 Open University, and
 - UHI Courses: e.g. Politics, Scottish Literature, Scotland's Music BA

The participation rates for young people are as follows:

Number of Young People studying:

Students	2009/10	2010/11	2011/12	2012/13	2013/14
Skills for Work	419	647	621	563	524
Alternative Qualifications	401	787	1386	1491	1364
S6/UHI Partnership	0	0	0	4	3
TOTAL	820	1434	2007	2058	1891

N.B: the reduced number of young people engaged in programmes is as a direct result of the fall in pupil numbers.

Number of courses on offer:

Number of courses	2009/10	2010/11	2011/12	2012/13	2013/14
Skills for Work	13	16	16	20	16
Alternative Qualifications	24	27	37	31	33
S6/UHI Partnership	0	0	0	2	6
TOTAL	37	43	53	53	55

7. MONITORING PROGRESS AND IMPROVING OUTCOMES

- 7.1 As part of the Authority approach to securing improvement for all learners the Education Service will continue to work with individual schools through a comprehensive programme of support and challenge over the course of session 2014/2015 and beyond. Key approaches include:
- i. an expectation that all Head Teachers will submit their initial analysis of their school's results to the Education Service following the initial release of results by the SQA in August;
 - ii. members of the Education Team undertake a comprehensive review of the attainment sets for schools, including discreet subject areas, identification of key trends: positive and negative, three year averages and subject trends;
 - iii. meaningful discussion of the outcome of statistical analysis of school reports between the Authority and individual schools;
 - iv. ensuring evaluative discussions between school senior management team and subject department leaders take place. These will focus primarily on the performance of individual subject departments across one, three and five years;
 - v. Head Teachers invite local Elected Members to a meeting with senior school staff to discuss the examination results in depth;
 - vi. following the December report to the Council by the Head of Service and Education Manager, reports on achievement, including examination results, for individual secondary schools/joint campuses will be presented by Head Teachers/Principals at their respective Area Committee meeting;
 - vii. Education Officers will take forward a programme of school visits to discuss detailed analysis and predictions for the next examination period. (Due to the revised timescales for the presentation of national attainment statistics, these discussions are anticipated for conclusion early in 2015). Where appropriate, improvement actions at subject level to be agreed. These may include working across schools to improve consistency of standards, and
 - viii. in addition, examination results and approaches to quality improvement will be routinely discussed with the Education Scotland, Area Liaison Officer.

8. CONCLUSION

- 8.1 In 2014 the performance of Argyll and Bute schools varied across national qualification measures. In order to secure improvement for learners the work of the Education Development and Improvement Service over the course of session 2014/2015 will take forward a programme of support and challenge with schools across the authority across a range of actions and measures. The results from the 2014 examination diet will now be incorporated into improvement objectives and targets to support further improvement for examinations in 2015.
- 8.2 A further report on Educational Attainment and Wider Achievement will be presented to Community Services Committee following the publication of National Performance information anticipated in Spring 2015.

9. IMPLICATIONS

- 9.1 **Policy:** This report links directly to Outcome 3 in the Argyll and Bute Single Outcome Agreement (Education Skills and Training Maximises Opportunities for All)
- 9.2 **Financial:** None
- 9.3 **Personnel:** None
- 9.4 **Equal Opportunities:** None
- 9.5 **Legal:** None
- 9.6 **Risk:** The performance of Argyll and Bute schools in national examinations can significantly enhance or detract from the Council's reputation and attractiveness as an area to work and live in.
- 9.7 **Customer Services:** This report provides elected members with an overview of Service Performance.

Cleland Sneddon
Executive Director of Community Services
Argyll and Bute Council

Councillor Aileen Morton,
Policy Lead for Education and Lifelong Learning
11 December 2014

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Appendix 1: Qualifications overview

SCQF (Scottish Credit Qualifications Framework)	New National Qualifications		Replaces
1 and 2	National 1 and national 2	>	Access 1 and Access 2
3	National 3	>	Access 3 Standard Grade(Foundation Level)
4	National 4	>	Standard Grade(General Level) Intermediate 1
5	National 5	>	Standard Grade (Credit Level) Intermediate 2
6	Higher (available 2015)	>	Higher
7	Advanced Higher (available 2016)	>	Advanced Higher

THE SCOTTISH CREDIT AND QUALIFICATIONS FRAMEWORK

This Framework diagram has been produced to show the mainstream Scottish qualifications already credit rated by SQA and HEIs. However, there are a diverse number of learning programmes on the Framework, which, due to the limitations of this format, cannot be represented here. For more information, please visit the SCQF website at www.sqf.org.uk to view the interactive version of the Framework or search the Database. N.B. MA Frameworks have a notional level on the SCQF, but all component parts are credit rated

 scqf
scottish credit and qualifications framework

SCQF Levels	SQA Qualifications			Qualifications of Higher Education Institutions	SVQs/MAFs
12	Some SQA qualifications are changing between 2013-2016. See www.sqa.org.uk/readyreckoner			Doctoral Degree	Professional Apprenticeship
11				Masters Degree, Integrated Masters Degree, Post Graduate Diploma, Post Graduate Certificate	Professional Apprenticeship SVQ 5
10				Honours Degree, Graduate Diploma, Graduate Certificate	Professional Apprenticeship
9				Professional Development Award	Bachelors / Ordinary Degree, Graduate Diploma, Graduate Certificate
8		Higher National Diploma		Diploma Of Higher Education	Technical Apprenticeship SVQ 4
7	Advanced Higher Scottish Baccalaureate	Higher National Certificate		Certificate Of Higher Education	Modern Apprenticeship SVQ 3
6	Higher				Modern Apprenticeship SVQ 3
5	National 5 Intermediate 2				Modern Apprenticeship SVQ 2
4	National 4 Intermediate 1	National Certificate	National Progression Award		SVQ 1
3	National 3 Access 3				
2	National 2 Access 2				
1	National 1 Access 1				

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ARGYLL AND BUTE COUNCIL**COMMUNITY SERVICES COMMITTEE****COMMUNITY SERVICES****11TH DECEMBER 2014**

SHARED HEADSHIP

1.0 EXECUTIVE SUMMARY

- 1.1 The main purpose of this report is to update members on the progress of the Shared Headships in place in Argyll and Bute schools and in line with the policy agreed on 6th October 2011 by The Executive.
- 1.2 The introduction of Shared Headship policy in Argyll and Bute in 2011 is leading to improved leadership and management across our small schools and better equipping them to meet the challenging curriculum and current learning and teaching requirements in the 21st century. The appointment of one head teacher responsible for more than one school is reducing duplication of making increasingly effective use of scarce resources and time.
- 1.3 The Shared Headship policy for Argyll and Bute has taken the learning from Shared Headships arrangements currently in place within the authority as well as those of other authorities across Scotland, who have adopted a similar model. This is allowing us to consider the appropriateness of a Shared Headship when a head teacher vacancy arises in any of our primary schools. The Executive Director of Community Services, on the professional advice from the Head of Education will decide if creating a Shared Headship is more beneficial than advertising for a stand-alone head teacher.
- 1.4 Experience from the existing Shared Headship arrangements confirms four key reasons for the continued development of Shared Headships in Argyll and Bute. These are as follows:
- The overall quality of educational experience for learners; including joint learning, enhanced curriculum opportunities and opportunities to interact with peer group pupils;
 - Enhance the sustainability and viability of small schools;
 - Identified pressures associated with undertaking a teaching head teacher role in a small school;
 - Recruitment difficulties, both within Argyll & Bute and Nationally.

1.5 Recommendations

It is recommended that the Community Services Committee:

1. note the benefits of the joint headship initiative (now routinely known as Argyll and Bute Shared Headship Policy -Primary);
2. note the advantages of the existing Shared Headships arrangements; and

3. note that the Executive Director of Community Services, on the professional advice from the Head of Education and after seeking the views of the respective parent councils, will decide if creating a Shared Headship is more beneficial than advertising for a stand-alone head teacher for any new vacancy that arises in our primary schools.

SHARED HEADSHIP

2.0 INTRODUCTION

- 2.1 On 6th October 2011 The Executive Committee reviewed the evaluation of the Joint Headship pilot (now known as the Shared Headship) between Carradale and Drumlemble Primary Schools and agreed to establishing this Joint Headship as a permanent arrangement.
- 2.2 The Executive Committee approved the success of the Shared Headship pilot, both in educational impact for pupils and in contributing to the development of a sustainable and viable school in each of the two locations.
- 2.3 The Executive Committee agreed to establishing further Shared Headships, where appropriate and as outlined by the following criteria:
- suitable head teacher vacancies becoming available in schools;
 - a maximum of two schools for a Shared Headship arrangement;
 - location of partner schools (member of an existing cluster) and within reasonable drive time;
 - the consideration of schools similarities and differences based on each school's self-evaluation information, authority evaluations and HMIE reports;
 - travel implications for a joint headship (costs, travel time , driving licence);
 - the ability and experience of applicants match the criteria set out in the Scottish Qualification for headship;
 - consultation with both parent councils and the wider parent body; and
 - financial sustainability.
- 2.4 Since the introduction of the Carradale and Drumlemble in May 2010 eight further Shared Headships have been established as follows:
- Easdale and Luing established in January 2012
 - Keills and Small Isles established in January 2012
 - Minard and Furnace established in August 2012
 - Clachan and Skipness established in April 2013
 - Innellan and Toward established August 2014
 - Craignish and Kilninver established August 2014
 - Lochdonhead and Ulva established August 2014
 - Tayvallich and Ashfield established October 2014

- 2.5 The criteria agreed by The Executive Committee in October 2011 has been adhered to and a formal evaluation with pupils, parents, and staff was undertaken after the first year of operation.
- 2.6 During the programme of establishing Shared Headship the feedback has been received that the programme should be known as Shared Headship to give each school its own unique identity whilst sharing a head teacher with another school.
- 2.7 Pilot arrangements have also demonstrated the benefits for a shared headship across three smaller schools – the positive evaluation of this arrangement provides assurance that similar arrangements across multiple schools or across cluster boundaries provides an equally supportive outcome for learners.

3.0 RECOMMENDATIONS

- 3.1 It is recommended that the Community Services Committee:
1. note the benefits of the joint headship initiative (now routinely known as Argyll and Bute Shared Headship Policy -Primary);
 2. note the advantages of the existing Shared Headships arrangements; and
 3. note that the Executive Director of Community Services, on the professional advice from the Head of Education and after seeking the views of the respective parent councils, will decide if creating a Shared Headship is more beneficial than advertising for a stand-alone head teacher for any new vacancy that arises in our primary schools.

4.0 DETAIL

- 4.1 A range of strategies were put in place to gather evidence and evaluate the impact of the Shared Headship model. Evidence was gathered from the following sources:
- Shared Headship HT group;
 - school audits and questionnaires to staff, parents and pupils;
 - school Improvement visits and discussions with staff, pupils and parents;
 - extended Learning and Achievement Visits (including discussions with staff, pupils and parents); and
 - parent meetings.
- 4.2 The benefits which have been gathered from the establishment of Shared Headships are many and have been seen as having positive impacts both educationally and to the sustainability and viability of each of the schools.

These can be best summarised as follows:

Benefits for pupils

- Pupils who were previously taught by a teaching head and another teacher for part of the school week now have continuity of one class

teacher. This has minimised the experience of periods of disruption when the head teacher was out of class due to attendance at management meetings or undertaking leadership duties of the school. Pupils are now taught by a full-time class committed teacher/s, experiencing continuity of learning.

- Pupils benefit from extended educational experience having had the opportunities to work collaboratively with their peers in the other school in the Shared Headship. They have become more actively involved in their own learning, providing enhanced opportunities to express their views and contribute effectively to the wider school community whilst still retaining their school in their own community. Activities for developing learners social and integration skills in a wider forum are having an increasingly positive impact. Evidence indicates that the pupils are happy and having a positive educational experience.
- Pilot arrangements have also demonstrated the benefits for a shared headship across three smaller schools – the positive evaluation of this arrangement provides assurance that similar arrangements across multiple schools provides an equally supportive outcome for learners.
- That pupils, parents and staff have reported experiences of learners in all schools having a shared headship have been seen to be very positive and enhanced.

Benefits for teachers

- Historically, one of the challenges of our small schools is that a small staff group is responsible for the same range of curriculum developments as in larger schools. A collaborative model of Shared Headship has given access to a larger team and wider range of specialisms. Opportunities for collegiate working and improved professional development for staff have supported developments across the Curriculum leading to improved learning and teaching. Having one head teacher oversee more than one school has reduced duplication of management duties and has led to the more effective use of existing resources and time.
- Within the Shared Headships there has been the creation of a principal teacher post in each of the schools with a shared head teacher. The purpose of this post is to deputise for the head teacher, as appropriate, act as a point of liaison for the head teacher in their absence and have a specific focus on curriculum, learning and teaching. This is providing greater opportunity for leadership and management opportunities which would not normally be possible within the smaller school setting. Through a collegiate, cross school approach staff are developing a greater knowledge and understanding of the skills required to deliver Curriculum for Excellence.

Benefits for the Education Service

- Being a class committed head teacher (potentially up to four days a week in some cases) can be challenging. Attraction to, and competition for, class committed head teacher posts is posing significant challenges for our small schools. The number of applicants for these posts is often low and it is not unusual for class teachers to be the only applicants for these

senior posts because the salary is comparable with the depute head teacher of a larger school. Retaining a successful applicant once appointed is also an issue as talented post holders quickly move on to larger schools and pupils and families in small communities will often experience discontinuity in educational experience. Shared Headships posts are seen as more attractive and offer career progression overcoming difficulties with recruitment and retention. Approaches to self-evaluation leading to improvement, are more rigorous and challenging in a wider forum across more than one small school.

Benefits the community

- Schools under a Shared Headship have enhanced the sustainability of small schools. Experience shows that parents quickly appreciate the availability and access with a non-teaching head to raise any issues that they may have. The parents and the community also benefit from access to a non-teaching head teacher who has more time to plan and prepare for meetings, events and activities. Parents from all the schools have commented favourably on the improved quality of the learning experiences for their pupils.

5.0 CONCLUSION

5.1 The Argyll and Bute Shared Headship programme is demonstrating a range of benefits and advantages to schools and communities. Identifying and creating Shared Headship posts where the opportunity arises will ensure that Argyll and Bute Council has in post excellent head teachers who will provide leadership and support to our schools ensuring that they provide high quality learning experiences for all of our pupils. The Shared Headship policy will ensure that we are able to:

- 1) provide a model of Headship fit for the 21st Century;
- 2) provide high quality provision of education for all Argyll & Bute pupils; and
- 3) retain small, local community schools.

6.0 IMPLICATIONS

6.1 Policy – Implementation of the Shared Headship Policy will continue to be developed in Argyll and Bute

6.2 Financial – The extension of the shared headship arrangements may contribute to the future efficiencies in staffing and management posts.

6.3 Legal – The appointment of any shared head teachers will involve the appropriate parent council as per the Scottish Schools (Parental Involvement) Act 2006

6.4 HR – None

6.5 Equalities - An Equality Impact Assessment would be carried out as part of the process of creating a Shared Headship in two or three educational

establishments.

6.6 Risk – None

6.7 Customer Service – None

Cleland Sneddon

Executive Director of Community Services

Cllr Aileen Morton

Policy Lead for Education and Lifelong Learning

11th December 2014

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ARGYLL AND BUTE COUNCIL**COMMUNITY SERVICES COMMITTEE****COMMUNITY SERVICES****11 DECEMBER 2014**

Changes to the Schools (Consultation) (Scotland) Act 2010

1.0 EXECUTIVE SUMMARY

Significant changes have been made to the Schools (Consultation) (Scotland) Act 2010 which take into account the recommendations in the Rural Schools Commission and the subsequent Parliamentary process. These have culminated in new statutory requirements for Education Authorities. These changes came into effect on 1 August 2014.

The provisions within the Schools (Consultation) (Scotland) Act 2010 and its amendments cover four main areas:

- I. the consultation procedures for school closures, and other proposals affecting schools, which councils must follow;
- II. the duties for councils to take into account when consulting on a proposal to close a rural school;
- III. a system of referring closure decisions to the Scottish Ministers for consent with a power to call in decisions, and
- IV. the introduction of a School Closure Review Panel for determining closure proposals when Scottish Ministers have called in a proposal.

The changes to the Act cover the following main areas:

- introducing a 5 year moratorium on consulting on a closure proposal after a decision is made not to implement a closure proposal;
- introducing a requirement to include standardised information about the financial implications where a proposal paper relates to a closure;
- clarifying the duties for a council where it is notified of alleged inaccuracies or omissions in the initial proposal paper;
- introducing a presumption against closure and clarifying the basis for determining a rural school closure;
- updating advice on the call-in process, including extending the role of Education Scotland to provide advice on the educational aspects of a proposal for Scottish Ministers when they consider whether to issue a call-in notice as well as to the Schools Closure Review Panel; and
- establishing a School Closure Review Panel for determining closure cases called in by Scottish Ministers.

Recommendations

- a. note the changes to the Schools (Consultation) (Scotland) Act 2010 which came into effect from 1 August 2014; and
- b. note that a presumption against closure of rural schools and the introduction of a 5 year moratorium will impact on any future review of the school estate.

Changes to the Schools (Consultation) (Scotland) Act 2010

2.0 INTRODUCTION

2.1 There are significant changes being made to the Schools (Consultation) (Scotland) Act 2010 which take into account the recommendations in the Rural Schools Commission and the subsequent Parliamentary process. These have culminated in new statutory requirements for Education Authorities taking effect on 1 August 2014.

2.2 The 2010 Act was amended in part 15 of the Children and Young People (Scotland) Act 2014. The changes to the Act cover the following main areas:

- introducing a 5 year moratorium on consulting on a closure proposal after a decision is made not to implement a closure proposal;
- introducing a requirement to include information about the financial implications of a proposal where a proposal paper relates to a closure proposal;
- clarifying the duties for a council where it is notified of alleged inaccuracies or omissions in the initial proposal paper;
- clarifying the basis for determining a rural school closure;
- updating advice on the call-in process, including extending the role of education Scotland to include providing advice on educational aspects of a proposal for Scottish Ministers when Ministers consider whether to issue a call-in notice and to the Schools Closure Review Panel; and
- establishing a School Closure Review Panel for determining closure cases called in by Scottish Ministers.

2.3 The Act defines ten types of proposal that trigger the consultation process. Proposals requiring consultation are those where a council proposes to:

1. discontinue permanently a school (this includes special schools and nursery schools) or a stage of education in a school (this includes years in a secondary school or a special class in a mainstream school or where the council proposes to discontinue Gaelic medium provision)
2. establish a new school or stage of education in a school
3. relocate a school or nursery class
4. vary the catchment area or modify the guidelines for placing requests for a school
5. vary the arrangements for the transfer of pupils from a primary school to a secondary school
6. change the school commencement date of a primary school

7. vary arrangements for the constitution of a special class in a school other than a special school
8. discontinue arrangements for the provision of transport by the council for pupils attending a denominational school
9. change a denominational school into a non-denominational school
10. discontinue a further education centre which is managed by the council.

3.0 RECOMMENDATIONS

3.1 It is recommended that the Community Services Committee:

- a. note the changes to the Schools (Consultation) (Scotland) Act 2010 which came into effect from 1 August 2014; and
- b. note that a presumption against closure of rural schools and the introduction of a 5 year moratorium will impact on any future review of the school estate.

4.0 DETAIL

4.1 The overview and guidance on the Schools (Consultation) (Scotland) Act 2010, as amended, prepared by Education Scotland is appended to this report for information. This guidance summarises the key points set out in the Act. The Act was amended in part 15 of the Children and Young People (Scotland) Act 2014. The Children and Young People (Scotland) Act 2014 received Royal Assent on March 27 2014 and the majority of part 15 came into effect on 1 August 2014.

4.2 The provisions within the Schools (Consultation) (Scotland) Act 2010 and its amendments cover four main areas:

- i. the consultation procedures for school closures, and other proposals affecting schools, which councils must follow;
- ii. the duties for councils to take into account when consulting on a proposal to close a rural school;
- iii. a system of referring closure decisions to the Scottish Ministers for consent with a power to call in decisions, and
- iv. the introduction of a School Closure Review Panel for determining closure proposals when Scottish Ministers have called in a proposal.

4.3 The Act, as amended, establishes a rigorous, open and transparent system for consulting on school closures and other changes to the school estate as proposed by councils. The Act requires councils to follow the same basic sequence, the key phases of which are:

- 1) the council makes the decision to consult on a proposal;
- 2) the council prepares a proposal paper, including an educational benefits statement and other required information;
- 3) the council publishes the proposal paper, advertises the fact and notifies Education Scotland and mandatory consultees;
- 4) the council meets certain consultation requirements, including holding a public meeting;

- 5) the consultation ends, after a minimum of six weeks, including at least 30 school days;
- 6) once the consultation period is complete and upon receipt of relevant papers from the council, Education Scotland have three weeks to prepare and finalise a report on the proposal and send it to the council;
- 7) upon receipt of the report from Education Scotland, the council reviews the proposal having regard to the report by Education Scotland and representations received during the consultation period and then prepares and publishes a consultation report; and
- 8) following publication of the consultation report, the council must allow three weeks to elapse before taking its final decision on the proposal.

4.4 The Act establishes a presumption that no rural school will be proposed for closure (nor even the consultation process commenced) unless and until a number of factors have been taken into account. However, it does not mean that no rural school should ever be closed and acknowledges that there will be circumstances in which that is the right or only course of action. Before proposing to close any rural school, the council must identify its reasons for formulating the proposal. It must also consider if there are any reasonable alternatives to closure of the school. Reasonable alternatives include steps that would result in the school or stage of education remaining open. In formulating a closure proposal on a rural school, the council must assess for the proposal and each of the alternatives to the proposal:

- the likely educational benefits of implementation of the proposal and the alternatives;
- the likely effect on the local community, and
- the likely effect of any different travelling arrangements that may be required by the closure.

The council may only publish a proposal paper to discontinue the school or stage of education if it considers that implementation of the proposal is the most appropriate course of action.

4.5 The Act also introduces a five year moratorium on consulting on a closure proposal after a decision is made not to implement a closure proposal. The Act defines a decision as a decision of the Council or the School Closure Review Panel, or, until the panels are established, a decision by Scottish Ministers.

4.6 The establishment of a new school or stage of education in a school has implications for the implementation of 600 hours of free pre-school education introduced within the Children and Young People (Scotland) Act 2014. The draft statutory guidance supporting the introduction of 600 hours notes the following with regard to Consultation under the Schools Consultation (Scotland) Act 2010:

- i. in order to expedite expansion and reconfiguration of early learning and childcare, the Children and Young People (Scotland) Act 2014 (Ancillary Provision) Order 2014 will suspend the requirements of the 2010 Act at 2(a) and (b), i.e. the duty to consult on opening or establishing a new school or stage of education in relation to early learning and childcare which the education authority is under a duty to deliver through section 47(1) of the Act;

- ii. this means that local authorities can adapt any school or local authority facility, or build a new facility, to expand and provide early learning and childcare without the need to consult. This suspension will be in place until March 2017; and
- iii. this suspension will not apply to education authority plans to relocate or close an early learning and childcare setting.

5.0 CONCLUSION

- 5.1 The changes to the Schools (Consultation) (Scotland) Act 2010 introduced through the Children and Young People (Scotland) Act 2014, clarifies the duties and responsibilities of the council when introducing a significant change to a school as defined in 2.3 above.
- 5.2 The introduction of a presumption against closure of rural schools and the introduction of a 5 year moratorium on consulting on a closure proposal after a decision is made not to implement a closure proposal will have consequences on how future reviews of the school estate are considered.
- 5.3 The statutory consultation process as detailed above provides a formal approach which will be resource intensive in relation to financial costs and staff time to administer whenever there is a requirement for the Council to consult on one of the ten types of defined proposal outlined in section 2.3.

6.0 IMPLICATIONS

- 6.1 Policy - none
- 6.2 Financial – The statutory consultation process as detailed above provides a formal approach which will be resource intensive in relation to financial costs and staff time to administer whenever there is a requirement for the Council to consult on one of the ten types of defined proposal outlined in section 2.3.
- 6.3 Legal – Implementation of the requirements of the Schools (Consultation) (Scotland) Act 2010 as amended in part 15 of the Children and Young People (Scotland) Act 2014.
- 6.4 HR - none
- 6.5 Equalities – An equality impact assessment will be carried out when considering any proposals as detailed in the Act.
- 6.6 Risk – Consideration must be given to the potential risk to the council's reputation when undertaking any future consultation.
- 6.7 Customer Service – Clarification of the consultation guidance will lead to a greater understanding of the process and should allow consideration to be given to the proposal put forward not the process.

7.0 APPENDICES

- 7.1 Education Scotland Schools Consultation Act as amended/ Education Scotland Overview and Guidance for EAs/July 2014

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22 October 2014

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Schools (Consultation) (Scotland) Act 2010 as amended

**Overview and guidance for
education authorities
August 2014**

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[Annex 1](#)

Consultations Timeline

[Annex 2](#)

Educational Benefits Statement self-evaluation toolkit

Links to:

Relevant legislation

- [Schools \(Consultation\) \(Scotland\) Act 2010](#)
- [Children and Young People \(Scotland\) Act 2014](#)

Education Scotland reports on council proposals

- <http://www.educationscotland.gov.uk/inspectionandreview/reports/schoolconsultations/index.asp>

Introduction and Overview

This guide has been prepared by Education Scotland to support councils when they propose changes to the school estate. It has been prepared to complement the Statutory Guidance produced by Scottish Government. It summarises the key points set out in the [Schools \(Consultation\) \(Scotland\) Act 2010](#). The Act was amended in part 15 of the [Children and Young People \(Scotland\) Act 2014](#). *The Children and Young People (Scotland) Act 2014* received Royal Assent on March 27, 2014 with the majority of part 15 commencing on 1 August 2014.

The amendments to the Act cover the following main areas. The amendments:

- introduce a five year moratorium on consulting on a closure proposal after a decision¹ is made not to implement a closure proposal;
- introduce a requirement to include information about the financial implications of a proposal where a proposal paper relates to a closure proposal;
- place new duties on a council where it is notified of alleged inaccuracies or omissions in its proposal paper;
- make new, more specific, requirements for determining a rural school closure;
- make minor changes to the call-in process, including timescales and extending the role of Education Scotland² to include providing advice on educational aspects of a proposal for Scottish Ministers when Ministers consider whether to issue a call-in notice and to School Closure Review Panels; and
- establish School Closure Review Panels which will be responsible for determining closure cases that have been called in by Scottish Ministers.

The majority of the changes will be implemented from 1 August 2014. However, the School Closure Review Panels will not be in place until early 2015. Until this time, Ministers will continue to determine cases that have been called in.

The transitional arrangements from 1 August 2014 with regards to the five year moratorium and the changed arrangements for rural school closures are as follows.

- The five year moratorium on a closure proposal will come into force where the final decision on a proposal is made after 1 August 2014. A final decision is defined as a decision where a council decides not to proceed with an ongoing proposal or where a Minister determines a council cannot close a school. This means that closure proposals currently underway will be subject to the five year moratorium if the Minister refuses permission to close a school after 1 August 2014.
- With regard to the changed arrangements in relation to rural schools, these will apply only to consultations on the closure of rural schools that commence **after** 1 August 2014.

The Act, as amended, establishes a rigorous, open and transparent system for consulting on school closures and other changes to the school estate as proposed

¹ The Act defines a decision as a decision of the education authority or the School Closure Review Panel, or, until the panels are established, a decision by Scottish Ministers.

² The Act requires that reports are prepared by HM Inspectors of Education (HMIE).

by councils. The Act requires all councils to follow the same basic sequence, the key phases of which are:

- a council makes the decision to consult on a proposal;
- the council prepares a proposal paper, including an educational benefits statement and other required information;
- the council publishes the proposal paper, advertises the fact and notifies Education Scotland and mandatory consultees;
- the council meets certain consultation requirements, including holding a public meeting;
- the consultation ends, after a minimum of six weeks, including at least 30 school days³;
- once the consultation period is complete and upon receipt of relevant papers from the council, HM Inspectors have three weeks⁴ to prepare and finalise a report on the proposal and send it to the council;
- upon receipt of the report from HM Inspectors, the council reviews the proposal having regard to the report by HM Inspectors and representations received during the consultation period and then prepares and publishes a final consultation report; and
- following publication of the final consultation report, the council must allow three weeks to elapse before taking its final decision on the proposal.

If the proposal concerns a school closure, the council must notify Scottish Ministers within the period of six working days after taking its final decision. The council must also publish on its website the fact that it has notified Scottish Ministers of its decision and specify the period during which consultees have the opportunity to make representations to Ministers. Once notified, Ministers will be involved in the following way.

- Ministers have a power to call in a closure decision, but only where it appears to Ministers that the council has failed in a significant regard to comply with the Act's requirements or, in coming to its decision, has failed to take proper account of a material consideration relevant to the proposal. Ministers have up to eight weeks to decide whether or not to issue a call-in notice.
- During the first three weeks of this period, anyone is able to make representations to Ministers on whether the decision should be called-in.
- During this period, the council may not proceed further, in whole or part, with the proposed closure. Ministers may come to a decision in less than eight weeks (but not before the three weeks for representations to be made to them has elapsed).
- The Act, as amended, gives Ministers and School Closure Review Panels (once established) the right to call on advice from Education Scotland in relation to a proposal at the call-in or determination stage.

This guide is organised in such a way that it provides an overview and summary of the Act. It also provides a summary of the timeline for consultation and the various activities that take place during the period of consultation.

³ The Act defines a school day as a day on which a school is ordinarily open to pupils for the purpose of their school education.

⁴ The three week period can be extended by agreement between the council and Education Scotland.

Summary of The Act

The overarching objective of the Act and its amendments is to establish consistent consultation practices and procedures across Scotland that apply to all proposals for school closures and other major changes to the school estate. To achieve this, the Act's provisions are three-fold:

1. to establish a coherent and robust, workable, open and transparent consultation process for all school closures and other proposals affecting schools;
2. to ensure that a decision by a council to close a rural school is only taken after the council has taken into account a number of other considerations, explored all reasonable alternatives and assessed the likely implications of the closure; and
3. to establish a system for referring closure decisions to the Scottish Ministers for consent with a power to call in decisions and determine these. In due course, School Closure Review Panels will be introduced to determine closure proposals when Scottish Ministers have called in a proposal.

1. Consultation Process

Proposals requiring consultation

The Act defines ten types of proposal that trigger the consultation process.

Proposals requiring consultation are those where a council proposes to:

- discontinue permanently a school (this includes special schools and nursery schools) or a stage of education in a school (this includes years in a secondary school or a special class in a mainstream school or where the council proposes to discontinue Gaelic medium provision);
- establish a new school or stage of education in a school;
- relocate a school or nursery class;
- vary the catchment area or modify the guidelines for placing requests for a school;
- vary the arrangements for the transfer of pupils⁵ from a primary school to a secondary school;
- change the school commencement date of a primary school;
- vary arrangements for the constitution of a special class in a school other than a special school;
- discontinue arrangements for the provision of transport by the council for pupils attending a denominational school;
- change a denominational school into a non-denominational school; and
- discontinue a further education centre which is managed by the council.

Proposal Paper

The council must publish a proposal paper containing the following:

- details of the proposal;
- proposed date for implementation;

⁵ Throughout, the Act makes reference to pupils rather than children and young people. The use of pupils in this document relates to its specific use within the legislation.

- the educational benefits statement;
- other appropriate supporting evidence or information; and
- a summary of the consultation process.

There are two additional requirements:

- where a proposal relates to closure of a school or stage of education, it must also contain information about the financial implications of the proposal; and
- for rural school closure proposals, it must detail the steps the council has taken to comply with sections 12, 12A and 13 of the Act, as amended.

Educational Benefits Statement⁶

Within the proposal paper, the council must produce an educational benefits statement. The educational benefits statement should set out the council's assessment of the likely educational benefits that it believes will result from implementation of the proposal. The council should set out its assessment of the effects of the proposal (if implemented) on:

- the pupils of any affected school(s);
- other users of the school(s);
- children who would be likely to become pupils at the school(s) within two years of the publication of the proposal paper; and
- other pupils in the council area.

The statement should include an analysis of the following:

- any other likely effects of the proposal;
- how the council intends to minimise or avoid any adverse effects that may arise from the proposal; and
- benefits which the council believes will result from implementation of the proposal, and the council's reasons for coming to these beliefs.

It is important that the educational benefits statement sets out clearly the positive benefits that would accrue from implementation of a proposal. It will be important for the council to set out and summarise clearly why it believes implementation of a proposal is of overall benefit to the pupils of the affected school, children who would be likely to become pupils at the school(s) within two years of the publication of the proposal paper and other children and young people in the council area.

Statements of educational benefits prepared under the terms of the Act need to be comprehensive and detailed. They need to be specific to a particular proposal and not rely on generalised assertions. For example, it is not sufficient for a council to say the creation of a larger school will enable it to improve the curriculum. If it makes this claim, a council will need to demonstrate the specific improvements to the curriculum implementation of the proposal will bring.

In setting out the educational benefits of a proposal a council needs to set out clearly and specifically how a proposal will improve outcomes for children and young people and enable them to do their best⁷. This may include how the proposal will help improve levels of children and young people's achievements and broaden the range of opportunities for young people to develop their skills for life, work and learning.

⁶ Education Scotland has produced a self-evaluation toolkit for councils to assist in the preparation of educational benefits statements. For details please see [Annex 2](#).

⁷ Section 3 of the Standards in *Scotland's Schools etc Act 2000* requires councils to endeavour to raise standards and secure improvement in the quality of school education provided in their schools for all learners.

An educational benefits statement that merely states a proposal will be of benefit without setting out clearly the specific benefits implementation of a proposal will bring will be open to criticism.

In preparing educational benefits statements, councils may wish to consider how a proposal will improve the quality of the curriculum and create a more positive environment for effective learning and teaching better matched to the needs of learners. A council may wish to consider the ways in which a proposal will improve the depth, breadth, coherence, relevance, challenge and enjoyment provided by the curriculum. It may also consider the ways in which the proposal creates opportunities for greater personalisation and choice for children and young people with improved continuity and progression in their learning. The proposal may also wish to consider how the proposal will create more opportunities for children and young people to participate in well-judged paired and group activities.

A strong educational benefits statement will set out clearly how approaches for meeting children and young people's learning, personal, social, health and emotional needs will be improved as a result of implementation of the proposal. This will include setting out how implementation of the proposal will improve support for children and young people who require additional support with their learning⁸. In making such cases the council may make reference to relevant legislation such as the requirements of the *Education (Additional Support for Learning) (Scotland) Act 2004* and *Education (Additional Support for Learning) (Scotland) Act 2009*.

The council may also wish to consider setting out the positive impact implementation of the proposal will have on the overall morale and ethos of the school, including the care and welfare of children and young people and their personal and social development. A key aspect a council may wish to consider is the positive impact of the proposal on ensuring equality of opportunity for all⁹ within an inclusive educational experience. The council may also wish to set out the ways in which access to improved accommodation and facilities will bring improvements to the environment for learning for children and young people.

Where appropriate, the council may wish to consider how implementation of the proposal will enhance and build leadership and leadership capacity within the schools covered by the proposal and will improve arrangements for planning and taking forward improvements through effective self-evaluation. The council may also wish to consider the ways in which the proposal will improve school improvement planning, partnership working and liaison between schools.

When considering the impact of the proposal on other children and young people in the council area within the educational benefits statements, it is appropriate for a council to take appropriate and relevant account of financial and budgetary considerations¹⁰. This is particularly the case where the costs of the delivery of education may be to the detriment of the quality of education provided to other children and young people in the council area. However, in doing so, the council must set out in an open and transparent way the financial case for the proposal and how it will enable the council to secure best value through the effective, efficient and

⁸ Groups and individuals who may have additional support needs arising from, for example, the learning environment, family circumstances, disability or health needs, or social and emotional factors.

⁹ The proposal may set out how it assists the council to fulfil its duties under a range of equalities legislation such as the *Sex Discrimination Act 1975*, the *Race Relations Act 1976* and the *Disability Discrimination Act 1995*.

¹⁰ Section 1 of the *Education (Scotland) Act 1980* requires councils to secure for their area adequate and efficient provision of school education. Section 17 of the Act requires councils to provide sufficient school accommodation.

sustainable use of its resources. Any financial information needs to be accurate, clearly set out and rigorously evidenced. The impact, if any, of implementation of the proposal on the General Revenue Grant needs to be set out clearly.

In assessing the likely benefits and effects on other users, councils will need to take into consideration a range of factors that may vary in scale and from case to case, depending on the particular circumstances and the type of proposal. In many circumstances, the affected groups will not necessarily share a common benefit from what is proposed. In these cases, it is important that the educational benefits statement demonstrates clearly how the council has identified and intends to balance these diverse interests.

Correction of the proposal paper

The amendments to the Act have clarified the duties for councils. Where a council is notified of any alleged inaccuracy or omission in a proposal paper or where an inaccuracy or omission is discovered, the council must investigate and then inform the notifier of its decision and its reasons for reaching its decision. The council should also invite the notifier to make representations to it if the notifier disagrees with the council's decision. Where the omission or inaccuracy relates to a material consideration, the council must take action. This should include:

- publishing a corrected proposal paper;
- sending the corrected paper to Education Scotland; and
- issuing a notice to all consultees correcting the inaccuracy or providing the omitted information.

If it is appropriate, the council may choose to extend or restart the consultation period. The council's final consultation report should set out the actions it has taken to address any alleged inaccuracies and omissions notified to it.

Notice and consultation period

The council must give the relevant mandatory consultees notice of the proposal which would include:

- a summary of the proposal, where to get a copy of the proposal paper and how to make written representations;
- the closing date of the consultation, which will be a minimum of 6 weeks to include at least 30 school days; and
- the time, the date and venue of the public meeting, if these are known at the time, otherwise this information must follow in an additional notice.

Consultees

The Act requires that in respect of every proposal, a council must consult:

- the pupils at any of the affected school(s), (in so far as the council considers them to be of a suitable age and maturity);
- the Parent Council(s) of those affected school(s);
- the parents of pupils and children, including those expected by the council to attend any affected school within two years of the date of publication of the proposal paper; and
- all staff (teaching and other) at the school, including relevant trade unions and professional associations.

For certain categories of proposal, authorities must consult other relevant people or groups. These include persons authorised by the relevant church or denominational body (where the school is a denominational school), community councils and community planning partnerships (where there is a direct community interest in the proposal), Bòrd na Gàidhlig (where the proposal affects Gaelic medium education). The council must also consult such other users of any affected school as the council considers relevant, but only in cases of proposals to close, establish or relocate provision. These may include adult users of the school's educational facilities, community users of the buildings or users of the sports facilities both indoor and outdoor. Finally, the council must also consult such other councils as it considers relevant.

Public Meeting

The council must hold and be present at a public meeting and give advance notice of the date, time and venue of the meeting to relevant consultees and Education Scotland. It is not a legal requirement for HM Inspectors to attend the public meeting. However, when HM Inspectors attend, they do so solely as an observer and should not be drawn into discussion or debate. The responsibility for conducting the public meeting rests solely with the council.

Involvement of Education Scotland

The Act requires that reports are prepared by HM Inspectors of Education (HMIE) working for Education Scotland. HM Inspectors have three weeks to consider the educational aspects of a council's proposal and submit a report to the council. The three-week period may be extended in by agreement between the council and HM Inspectors. Although not specified in the legislation, week one of the three-week period should be during term time. This approach enables HM Inspectors to visit schools as part of their consideration of the proposal and to meet with children, young people, staff and parents who may be affected by the proposal.

The three week period commences on the day Education Scotland receives the relevant papers from the council, **not** from the last day of the initial consultation period. The relevant papers the council should provide to Education Scotland include:

- a copy of the proposal paper;
- copies of the written representations, or, if HM Inspectors agree, a summary of them;
- a summary of oral representations made at the public meeting; and
- any other related documentation.

Upon receipt of the proposal paper and other relevant documentation, HM Inspectors will consider the educational aspects of the proposal. HM Inspectors will ensure that their report has regard to:

- the educational benefits statement;
- the representations received by the council; and
- any further written representations made directly to Education Scotland on any educational aspect of the proposal which is considered relevant.

The Act reinforces the powers of HM Inspectors to enter schools and make such enquiries as are considered appropriate. The Act requires the council to consider

the report from HM Inspectors and then prepare its final consultation report. The consultation report must include the report from HM Inspectors in full.

Consultation report

The Act requires the council to consider the report from HM Inspectors and then prepare its final consultation report. The council must publish its final consultation report after the end of the consultation period and receipt of the report from HM Inspectors. It is important that a council gives itself sufficient time to consider the report from HM Inspectors and other responses to the consultation before preparing its final consultation report. The final consultation report must contain:

- an explanation of how the council has reviewed the proposal;
- the report in full from Education Scotland;
- a summary of points raised during the consultation – both written and oral – and the council's response to them;
- the substance of any alleged inaccuracies and details of the council's response and any action taken; and
- any omitted information.

For rural school closure proposals, the council is required to give its assessment, following consultation, of the proposal in terms of the three factors it is required to take into account. This is required both for the proposal and any reasonable alternatives, including those proposed through the consultation. The council must then confirm whether, and if so, why, it considers the proposal (wholly or partly) as the most appropriate response to the reasons it identified for bringing forward the proposal.

Additional time for consideration

The council cannot take a decision on a proposal until three weeks have elapsed from the date it publishes its final consultation report.

2. Rural School Closures

The Act establishes a presumption that no rural school will be proposed for closure (nor even the consultation process commenced) unless and until a number of factors have been taken into account as part of a preliminary consideration. However, this does not mean that rural schools cannot be proposed for closure as there will be circumstances in which that is the right or only course of action.

Before proposing to close any rural school, the council must identify its reasons for formulating the proposal. It must also consider if there are any reasonable alternatives to closure of the school. Reasonable alternatives include steps that would result in the school or stage of education remaining open. In formulating a closure proposal on a rural school, the council must assess for the proposal, and each of the alternatives to the proposal, the likely educational benefits of the proposal and the alternatives, the effect on the local community, and the effect of any different travelling arrangements. The council may only publish a proposal paper to discontinue the school or stage of education if it considers that implementation of the proposal is the most appropriate course of action.

In its proposal paper, the council must:

- explain the reasons for the closure;
- describe what steps, if any, it took to address those reasons before formulating the proposal and, if it did not take such steps, explain why it did not do so;
- set out any alternatives to the proposal identified by the council; and
- explain the council's assessment of these alternatives and the reason why the council considers implementation of the proposal is the most appropriate course of action.

In reviewing the proposal and preparing its final consultation report, the council needs to carry out a further assessment of the proposal and each of the alternatives set out within it. If, during the consultation period, the council receives written representations on other reasonable alternatives, it must, for each of them, assess the likely educational benefits of the proposal and the alternatives, the effect on the local community, and the effect of any different travelling arrangements.

The Scottish Government maintains a rural school list that lists all those schools that are considered to be rural schools for the purposes of the Act.

3. Ministerial Call-In

If the proposal relates to the closure of a school or stage of education, the council must notify Scottish Ministers within the period of six working days after taking its final decision. The council must also publish on its website the fact that it has notified Scottish Ministers of its decision and of the period during which consultees have the opportunity to make representations to Ministers. For rural school closures, a council must also give notice of the reasons why the council is satisfied that closure is the most appropriate response to the reasons for bringing forward the proposal.

Once notified, Ministers will be involved in the following way.

- Ministers have a power to call in a closure decision, but only where it appears to Ministers that the council has failed in a significant regard to comply with the Act's requirements or, in coming to its decision, has failed to take proper account of a material consideration relevant to the proposal. Ministers have up to eight weeks from the date of the council's decision to decide whether or not to issue a call-in notice.
- During the first three weeks of this period, anyone is able to make representations to Ministers on whether the decision should be called-in.
- During the call-in period, the council may not proceed further, in whole or part, with the proposed closure. Ministers may come to a decision sooner than eight weeks (but not before the three weeks for representations to be made to them has elapsed).
- The Act, as amended, gives Ministers and School Closure Review Panels (once established) the right to call on advice from Education Scotland in relation to a proposal at the call-in or determination stage.

As a safeguard for the continued provision of denominational education local authorities must submit for Ministerial consent proposals which fall to be considered under section 22C and 22D of the *Education (Scotland) Act 1980*. The 2010 Act

revoked sections 22A and 22B, but left sections 22C and 22D untouched. Specific criteria apply in both sections before a proposal would fall to be considered.

- Section 22C requires an education authority to submit for Ministers' consent a proposal which, if implemented, will have the effect that all or some of the pupils who attend the school will no longer receive school education in a denominational school, or that all or some of the children who would, but for the implementation of the proposal, have been likely to receive their education in a denominational school will not receive education in a denominational school.
- Section 22D requires an education authority to submit for Ministers' consent a proposal which relates to a change to a denominational school eg closure, amalgamation; and the church disagree with the proposal and after consultation with the authority and the church that the proposal if implemented would result in a significant deterioration for pupils in the local authority area (or to pupils belonging to the area of any other authority) in the provision, distribution and availability of school education in denominational schools compared with the provision, distribution and availability of other public schools.

Ministers will consider such a referral separately to their call-in powers under the 2010 Act and, if required, grant or withhold consent to a closure proposal under sections 22C or 22D of the 1980 Act.

Annex 1

Consultations Timeline

The Act requires a report from Education Scotland in the case of **every** proposal requiring consultation. The council and Area Lead Officer¹¹ will need to work together closely in agreeing the three week period for the completion of the report by HM Inspectors. Such an approach enables Education Scotland to plan the efficient, effective and proportionate deployment of its resources to meet its duties as set out in the Act. This is particularly important with regard to reaching agreement with the council with regard to the three week period within which HM Inspectors must complete their report. The following table sets out a timeline for the various phases¹² of the consultation process.

Phase One: A council consults on a proposal – lasts a minimum of six weeks, including at least 30 school days

The council has to:

- prepare a proposal paper, including an educational benefits statement and other required information¹³;
- publish the proposal paper, advertise the fact and notify Education Scotland and mandatory consultees;
- give the relevant mandatory consultees notice of the proposal which would include:
 - a summary of the proposal, where to get a copy of the proposal paper and how to make written representations; and
 - the closing date of the consultation, which will be a minimum of six weeks to include at least 30 school days.
- give advance notice of the date, time and venue of the public meeting to relevant consultees and Education Scotland;
- investigate and determine what action is required where an inaccuracy or an omission in the proposal paper is alleged or discovered;
- conclude the consultation, after a minimum of six weeks, including at least 30 school days; and
- provide Education Scotland with a copy of the proposal paper, copies of the written representations, or, if HM Inspectors agree, a summary of them, a summary of oral representations made at the public meeting and any other related documentation.

Phase Two: Involvement of Education Scotland - within three weeks HM Inspectors finalise their report

The three week period commences on the day Education Scotland receives the relevant papers from the council, **not** from the last day of the initial consultation period. At this stage, HM Inspectors will consider the proposal, including:

- the educational benefits statement;
- the representations received by the council;
- any further written representations made directly to Education Scotland on any

¹¹ The Area Lead Officer is the HM Inspector who links with an individual council.

¹² The Act does not specify phases. The term is used in this summary for ease of use and clarity.

¹³ Before consulting on a proposal to close a [rural school](#) a council must give itself sufficient time to identify its reasons for formulating the proposal and consider if there are any reasonable alternatives to closure of the school.

<p>educational aspect of the proposal which is considered relevant; and</p> <ul style="list-style-type: none"> • finalising a report within three weeks and sending it to the council.
<p>Phase Three: Consultation Report - within no specified timescale, the council prepares and publishes a final consultation report</p>
<p>The council publishes its final consultation report. It is important that a council gives itself sufficient time to consider the report from HM Inspectors and other responses to the consultation before preparing and finalising its final consultation report. It must contain:</p> <ul style="list-style-type: none"> • an explanation of how it has reviewed the proposal; • the report from HM Inspectors in full; • a summary of points raised during the consultation – both written and oral – and the council’s response to them; and • the substance of any alleged or discovered inaccuracies and omissions details of the council’s response and the action taken. <p>For rural school closure proposals, within the final consultation report the council needs to carry out a further assessment of the proposal and each of the alternatives set out within it. If, during the consultation period, the council receives written representations on other reasonable alternatives, it must, for each of them, assess the likely educational benefits of the proposal and the alternatives, the effect on the local community, and the effect of any different travelling arrangements.</p>
<p>Phase Four: Council Decision - a minimum of three weeks after the publication of the consultation report the council publishes its final decision</p>
<p>The council takes its final decision on the proposal and implements the decision. However, where the council makes a closure decision, it must notify Scottish Ministers within six working days of making the decision, starting with the day on which the decision is made, and send a copy of the proposal paper. The council must also publish on its website the fact that it has notified Scottish Ministers of its decision and of the period during which consultees have the opportunity to make representations to Ministers.</p>
<p>Phase Five: Call-in and determination in the event of a closure decision</p>
<p>Ministers have the power to call in decisions, but only in relation to school closure decisions and where it appears to Ministers that the council has failed in a significant regard to comply with the Act’s requirements or, in coming to its decision, has failed to take proper account of a material consideration relevant to the proposal. Ministers have up to eight weeks to decide whether or not to issue a call-in notice. The Act, as amended, gives Ministers and School Closure Review Panels (once established) the right to call on advice from HM Inspectors in relation to a proposal at the call-in or determination stage.</p>

Annex 2

Self-evaluation toolkit

This self-evaluation toolkit has been prepared by Education Scotland to assist councils in the preparation of educational benefits statements¹⁴ within proposals taken forward by councils under the terms of the *Schools (Consultation) (Scotland) Act 2010* as amended. It sets out the key features of best practice and poses a series of reflective questions. It should not be seen as a prescriptive list. An education benefits statement need not contain references to all areas covered by this toolkit. However, neither should the toolkit limit the range of factors that a council may deem to be relevant in the case of a particular proposal. It is intended to provide support to council officers when developing, preparing and reviewing educational benefits statements. Statements of educational benefits prepared under the terms of the Act need to be comprehensive and detailed. They also need to be specific to a particular proposal and not rely on generalised assertions.

Key features of best practice	Reflective question
Statements of educational benefits prepared under the terms of the Act are comprehensive and detailed.	To what extent is the educational benefits statement comprehensive and detailed?
The benefits accruing from a proposal are specific to a particular proposal and do not rely on generalised assertions.	How well does the proposal set out the specific benefits that will accrue from implementation of the proposal?
The proposal sets out how it will help improve outcomes for children and young people and enable them to do their best ¹⁵ .	How well does the proposal set out how it will improve outcomes for children and young people?
The proposal sets out how it will help broaden the range of opportunities for young people to achieve and develop their skills for life, work and learning.	In what ways will the proposal help improve young people's achievements? How well does the proposal make a case for broadening the range of opportunities for children and young people?
The proposal indicates the ways in which the curriculum will be improved and gives due attention to the principles of challenge, enjoyment, breadth, continuity, progression, depth, personalisation and choice, coherence and relevance.	What specific improvements to the curriculum will result from the proposal? For example, to what extent does the proposal make a case for improving the curriculum with regard to the breadth, range and depth of children and young people's learning, including continuity and progression in their learning?

¹⁴ The toolkit applies to Educational Benefits Statements as they apply to all schools and pre-school centres.

¹⁵ Section 3 of the Standards in *Scotland's Schools etc Act 2000* requires councils to endeavour to raise standards and secure improvement in the quality of school education provided in their schools for all learners.

<p>The proposal indicates the ways in which learners' experiences, including involving learners more actively in their own learning and development will be enhanced.</p>	<p>How will the proposal improve the overall quality of children and young people's learning experiences, including enabling them to be active in their own learning and development? How well does the proposal make it clear that learners will benefit from improved learning experiences with, for example, increased opportunities to work together in pairs, groups and teams?</p>
<p>The proposal sets out clearly how approaches for meeting children and young people's personal, social, health and emotional needs will be improved.</p>	<p>In what ways will the proposal improve approaches for meeting children and young people's needs? For example, to what extent does the proposal set out clearly how it will improve approaches for meeting children and young people's personal, social, health and emotional needs and enhance their personal and social development?</p>
<p>The proposal sets out clearly how arrangements for meeting children and young people's learning needs, particularly for those who require additional support with their learning will be improved¹⁶.</p>	<p>In what ways will the proposal improve arrangements for meeting children and young people's learning needs? How well does the proposal set out clearly how arrangements for meeting the needs of all learners and addressing potential barriers to learning will be improved, including for those who require additional support with their learning?</p>
<p>The proposal sets out clearly the positive impact it will have on enhancing equality of opportunity for all within an inclusive educational experience.</p>	<p>To what extent does the proposal set out clearly how it will enhance equality of opportunity for all within an inclusive educational experience?</p>
<p>The proposal sets out the ways in which the environment for learning for children and young people will be improved, particularly through access to improved accommodation and facilities.</p>	<p>In what ways will the proposal improve the environment for learning? How well does the proposal set out clearly how improvements to accommodation and facilities will improve the environment for children</p>

¹⁶ Groups and individuals who may have additional support needs arising from, for example, the learning environment, family circumstances, disability or health needs, or social and emotional factors. In making such cases the council may make reference to relevant legislation such as the requirements of the *Education (Additional Support for Learning) (Scotland) Act 2004* and *Education (Additional Support for Learning) (Scotland) Act 2009*.

	and young people's learning?
The proposal sets out how it may have a possible positive impact on the overall morale and ethos of the school.	In what ways will implementation of the proposal improve the overall morale and ethos of the school? How well does the proposal set this out?
The proposal sets out the ways in which leadership, leadership capacity and arrangements for planning and taking forward improvements through effective self-evaluation will be enhanced and improved.	To what extent does the proposal set out clearly how the proposal will enhance leadership, build leadership capacity and/or improve arrangements for planning and taking forward improvements through effective self-evaluation?
The proposal sets out the way in which partnership working and liaison between parents, other schools and possible partners will be improved.	In what ways will the proposal improve partnership working and liaison? To what extent does the proposal set out clearly how it will improve partnership working and liaison with parents, other schools and other possible partners?
The proposal sets out in an open and transparent way the case for securing best value ¹⁷ through the effective and efficient use of the council's resources ¹⁸ .	To what extent does the proposal set out the case for securing best value through the effective and efficient use of the council's resources in an open and transparent way?
Any financial information is accurate, clearly set out and rigorously evidenced.	Is financial information accurate, clearly set out and rigorously evidenced?
If appropriate, the proposal needs to set out clearly an assessment of the impact of the proposal on the General Revenue Grant that the council may receive in future.	How well does the proposal set out clearly an assessment of the impact of the proposal on the General Revenue Grant that the council may receive in future?
The proposal sets out clearly how the council will monitor the impact of its implementation?	How well does the proposal set out the council's arrangements for monitoring the impact of the proposal to ensure it leads to sustained educational benefits?
Rural school factors	

¹⁷ *The Local Government in Scotland Act 2003* and the 2004 statutory guidance set out the duties councils have to secure best value in the delivery of services.

¹⁸ Section 1 of the *Education (Scotland) Act 1980* requires councils to secure for their area adequate and efficient provision of school education. Section 17 of the Act requires councils to provide sufficient school accommodation.

<p>The proposal clearly demonstrates that the council has identified its reasons for formulating the proposal and has considered fully reasonable alternatives to the closure of the school before consulting on the closure of the school.</p>	<p>To what extent does the proposal demonstrate that the council has given reasonable consideration to reasonable alternatives to the closure of the school? Is it clear that the council only published its proposal paper after establishing that implementation of the proposal was the most appropriate course of action?</p>
<p>The proposal demonstrates that the council has:</p> <ul style="list-style-type: none"> • explained the reasons for the closure; • described what steps, if any, it has taken to address these reasons before formulating the proposal and, if it did not take such steps, explain why it did not do so; • set out any alternatives to the proposal identified by the council, and explained the council's assessment of these alternatives and the reason why the council considered implementation of the proposal as the most appropriate course of action. 	<p>To what extent does the proposal explain the council's reasons for the closure? How well does the proposal describe the steps taken by the council to address the reasons for closure? Does the proposal set out alternatives to closure the school? How well does the council explain its assessment of these alternatives? How valid is the council's assessment that closure of the school is the most appropriate course of action?</p>
<p>The proposal carefully considers the likely impact on the local community of the school's closure. This may include a community impact assessment.</p>	<p>How well has the council assessed the impact of the closure of the school on the local community? For example, the impact on the sustainability of the community, the role the school plays in the community and on the community's access to and use of the buildings, grounds and facilities if the school were to close.</p>
<p>The proposal sets out clearly the council's consideration of the impact of the travelling arrangements for those children and young people directly affected by implementation of the proposal.</p>	<p>How well does the proposal explore and set out the impact of the revised travel arrangements on children and young people? For example, any increases in the length of time required to travel to school and the possible impact of adverse weather on the closure of routes to schools.</p>

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ARGYLL AND BUTE COUNCIL**COMMUNITY SERVICES COMMITTEE****COMMUNITY SERVICES****11TH DECEMBER 2014**

LANGUAGE LEARNING IN SCOTLAND: A 1 +2 APPROACH

1.0 EXECUTIVE SUMMARY

- 1.1 The main purpose of this report is to inform the Community Services Committee of the Language Learning in Scotland: A 1+2 Approach Report 2012 and the programme for development of the key recommendations/requirements across Argyll and Bute Schools.
- 1.2 Argyll and Bute Education Service were asked to prepare and submit a Languages 1+2 Strategy to Scottish Government (Appendix 1) by 31st of August 2014.
- 1.3 Financial support has been allocated to Local Authorities to create the conditions to enable every pupil to start learning a second language from Primary 1 and a third language from Primary 5 by 2020.
- 1.4 The financial package available to Argyll and Bute to assist in the delivery of the key recommendations was confirmed as:
- Session 2013/14 - £62,000
 - Session 2014/15 - £76,665
- 1.5 Recommendations

The Committee are asked to note:

- 1) The requirements for Languages in Scotland: A 1+2 Languages Approach to be delivered in Argyll and Bute Schools by 2020; and
- 2) The planned approach in taking forward the Argyll and Bute Languages 1+2 Strategy, to be implemented over a 3 year timeline from 2014 to 2017 (based on objectives to realise the expectations of the languages in Scotland: A 1+2 Approach report).

LANGUAGE LEARNING IN SCOTLAND: A 1 +2 APPROACH

2.0 INTRODUCTION

- 2.1 Scottish Ministers have set an ambitious and challenging agenda for future language learning and teaching in Scotland's schools. The Scottish Government manifesto commitment of 2011 aimed to create a new model for language acquisition in Scotland based on the European Union 1 +2 model. Designed to ensure that conditions will be created to ensure every child will learn two languages in addition to their own mother tongue. It is anticipated that the recommendations will be in place by 2020.
- 2.2 The Languages Working Group delivered a key report Language Learning in Scotland: A 1 +2 Approach 2012. Contained within the report are recommendations on establishing a new model for the learning and teaching of languages in Scottish Schools.
- 2.3 Argyll and Bute Education Service were asked to prepare and submit a Languages 1 +2 Strategy to Scottish Government (Appendix 1) by 31st of August 2014.
- 2.4 Financial support has been allocated to Local Authorities to create the conditions to enable every child to start learning a second language from Primary 1 and a third language from Primary 5 by 2020.
- 2.5 The financial package available to Argyll and Bute to assist in the delivery of the key recommendations is confirmed as:
- Session 2013/14 - £62,000
 - Session 2014/15 - £76,665
- 2.6 The proposed use of the allocated financial support is detailed in the Languages 1 +2 Strategy (Appendix 1). At the time of writing, education authorities await confirmation from the Scottish Government of future financial support from 2015/16 onwards.
- 2.7 Recommendations from the Languages 1 +2 Report which are most pertinent to schools are that:
- all pupils access an additional language (L2) from Primary 1 to end of S3, as part of the Broad General Education (BGE);

- all pupils access a second additional language (L3) no later than Primary 5;
- arrangements for continuity of L2 in particular, at transition from P7-S1, are in place across all schools;
- L3 is developed in the BGE Secondary phase through a variety of flexible approaches;
- flexible opportunities to study more than one language to certificate level in the senior phase for pupils;
- language learning is recognised as an entitlement for all young people from P1 through to the end of their BGE;
- young people have access to information on the value of learning languages, including language and communication skills, employability and citizenship; and
- regular opportunities are provided to ensure primary and secondary languages staff are able to work together to undertake shared Career Long Professional Learning (CLPL) opportunities

3.0 RECOMMENDATIONS

The Committee are asked to note:

- 1) The requirements for Languages in Scotland: A 1 +2 Languages Approach to be delivered in Argyll and Bute Schools by 2020.
- 2) The planned approach in taking forward the Argyll and Bute Languages 1 +2 Strategy, to be implemented over a 3 year timeline from 2014 to 2017 (based on objectives to realise the expectations of the languages in Scotland: A 1 +2 Approach report).

4.0 DETAIL

- 4.1 The implementation of the Languages 1 +2 Approach in Argyll and Bute will follow a 3 year development programme and is being led by the Languages Forum. The remit of the Forum is to implement the recommendations set out in the Scottish Government's Language Learning in Scotland: A 1 +2 Approach report across Argyll and Bute education establishments as well as in clusters (small groups of schools). The Chairperson of the Languages Forum is a class teacher, who has a proven track record in the delivery of languages in schools. An audit has been undertaken to establish current levels of provision and position with trained staff and levels of language ability. A Strategic Statement has been formulated with clear objectives set out. A costed action plan is being prepared to allow for the appropriate deployment of resources and the effective implementation of the 1+2 Approach. There has been investment in the Power Language Platform with Le Francais en Ecosse that will enable all teaching and early years' staff access to language learning materials, suggested planning opportunities and resources that will enhance the opportunity for the delivery of languages across learning environments. The online platform is currently in French with a Gaelic version also being prepared.
- 4.2 Decisions will be taken at cluster level as to what will form L2 and L3 and how

they will be progressed across the broad general education. It is recommended that initially the choice for L2 is either French or Gaelic, maximising existing strengths currently within the workforce. This will be a similar approach for L3. The choice of languages will be kept under review to take cognisance of the staff skills set and the link to the delivery of the economic development aspirations within the Argyll and Bute Single Outcome Agreement. School clusters are currently identifying training and requirements to assess strengths and areas for development.

- 4.3 For children who receive gaelic medium education as a first language, the introduction of L2 would be in English language medium.
- 4.4 To assist clusters in their progress towards achieving the recommendations Language Leaders are now being sought to take forward the key objectives. It is the intention that there will be a Language Leader in each cluster and it is requested that expressions of interest are made from early years practitioners, teachers, principal teachers, depute head teachers and head teachers who have a passion for languages and a proven track record in the implementation of initiatives that have impacted on pupil's learning experiences.

5.0 CONCLUSION

- 5.1 The Argyll and Bute Council's Education Service Languages in Scotland: A 1 +2 Approach Implementation Plan is forward looking and ambitious, continuously focused on improving the quality of languages provision through self – evaluation. Achievement, raising attainment and inclusion are paramount in the continued success of language learning. This approach to taking forward the 1 +2 Strategy is founded on:

- 1) We recognise the importance of involving the whole community in learning languages.
- 2) We will ensure that every child and young person has an effective and appropriate language learning experience led by top quality head teachers, class teachers and support staff.

6.0 IMPLICATIONS

- 6.1 Policy – The model for developing Language Learning in Scotland: A 1 +2 Approach will meet the recommendations of the Scottish Government
- 6.2 Financial – Scottish Government funding has been allocated to developing the model for language development.
- 6.3 Legal – None
- 6.4 HR – None
- 6.5 Equalities – The model should be available to all pupils across Argyll and Bute

6.6 Risk – None

6.7 Customer Service – The model for 1 +2 languages will equip our communities with improved language provision.

Cleland Sneddon
Executive Director of Community Services

Cllr Aileen Morton
Policy Lead for Education and Lifelong Learning
11th December 2014

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APPENDICES

Appendix 1: Language Learning in Scotland: A 1+2 Approach – A Strategic Statement

COMMUNITY SERVICES: EDUCATION**Seirbheisean Choimhearsnachd: Foghlam****Language Learning in Scotland: A 1 +2 Approach – A Strategic Statement**

We will introduce a norm for language learning in schools based on the European Union 1 + 2 model - that is we will create the conditions in which every child will learn two languages in addition to their own mother tongue. This will be rolled out over two Parliaments, and will create a new model for language acquisition in Scotland.”

(Scottish Government manifesto commitment, 2011)

Argyll and Bute Council has a long standing tradition and proven track record in the provision of languages in its educational establishments. French and Gaelic are predominant with German and Spanish language learning opportunities also available. Gaelic Medium Education (GME) is a success story with young people accessing bilingual education for over 20 years. Argyll and Bute Council played a pivotal role in the implementation on Gaelic Language in the Primary School (GLPS) nationally. Extensive career long professional learning (CLPL) for the primary school workforce has been undertaken in French and Gaelic and positive partnerships and a commitment to languages have ensured quality learning and teaching. Argyll and Bute Council welcomes the recommendations set out in the Scottish Government's report and is committed to their achievement for its young people. This strategic statement sets out how the recommendations will be implemented and will detail:

- the languages vision;
- leadership;
- strategic objectives;
- roles and responsibilities; and
- partnerships.

Vision for Languages

Argyll and Bute Council's strategic plan on the implementation of the Languages in Scotland: A 1 +2 Approach is forward looking and ambitious, continuously focused on improving the quality of languages provision through self- evaluation.

Achievement, raising attainment and inclusion are paramount in the continued success of language learning. We recognise the importance of involving the whole community in learning languages. We will ensure that every child and young person has an effective and appropriate language learning experience led by high quality head teachers, class teachers and support staff.

Leadership

The effective leadership of the 1 +2 Approach will enable the realisation of the recommendations and requires enthusiasm and drive.

Elected Members and Senior Officers

There will be co-ordinated engagement with elected members and senior officers that will ensure continued progress and for further strategic developments and plans to be initiated.

1 +2 Languages Forum

The 1 +2 Languages Forum will oversee Council wide implementation and ensure consistency of approach and that targets and timelines set out in this strategy are on course to be achieved. The composition of the group will be wide and varied and will draw on expertise from languages, strategy delivery, impacting on pupils, achieving targets, partnerships and raising attainment.

Languages Leaders

Languages Leaders will be recruited in associated school groups and will foster and develop a cluster approach, focusing on progression, continuity, consistency and promotion.

Clusters

Cluster working and communication will be frequent and action focused considering frameworks and learning continuums that allow for flexibility and creativity, ensuring lines of progression across the Broad General Education. Clusters will agree on what languages constitute L2 and L3 and formulate local cluster plans for their implementation.

Head Teachers

The enthusiasm and commitment of Head teachers will create conditions for children and young people to access quality language learning opportunities and the promotion of languages in education establishments.

Classroom Practitioners

Classroom Practitioners will be lead learners in their own career long professional learning and in their educational setting. They will continuously develop their skills set and create inspirational and motivational opportunities for children and young people to learn about languages and their cultures.

Strategic Objectives

We will implement a 3 year strategic plan and undertake a full self-evaluation review of progress, successes, achievements and next steps to inform the next 3 year strategic statement from 2017/18 to realise the expectations of the report and recommendations.

Our Strategic Objectives in 2014/15 will be:

- to promote the 1 +2 Languages approach and its recommendations in educational establishments and council wide services;
- to establish a languages forum and identify priority areas;
- to recruit languages leaders and implement action areas;
- to develop cluster languages approaches and school improvement planning approaches;
- to update and improve auditing systems;
- to develop teacher education programmes, and

- to produce investment detail and requirements.

Our Strategic Objectives for 2015/16 will be:

- to evaluate progress in achieving the 14/15 objectives and continue, where appropriate;
- to analyse the impact of training and investment;
- to build a suite of resources that will be founded in learning technologies;
- to plan for transitional arrangements;
- to roll out the Power Language Platform to all schools;
- to assess the impact of secondary languages provision across the BGE;
- to maintain momentum of implementing L2 at P1 in all primary schools;
- to plan for structured access to L3 with continuity at the forefront;
- to develop case study approaches to evidence successes and barriers; and
- to achieve professional recognition and accreditation for practitioners.

Our Strategic Objectives for 2016/17 will be:

- to implement access to L2 for all P1 pupils;
- to plan for enhanced L3 provision in the BGE P5-S3;
- to undertake a full strategy self-evaluation review;
- to quality assure and evaluate programmes of training and delivery;
- to engage the wider community in the development of languages;
- to craft languages frameworks and continuums ;
- to assess the language skills of the workforce and plan for further CLPL;
- to undertake action research to promote new methodologies and pedagogies, and
- formulate a strategy for the continued implementation of the recommendations.

Roles and Responsibilities

Our roles and responsibilities will be to:

- ensure continuity and progression through the Cluster approach;
- highlight the entitlement to languages to S3 in the BGE;
- communicate and engage with educational establishments ;
- assess teacher training programmes and initiate sustainable models;
- measure progress by managing data ;
- promote the importance of languages in the school community and with families;
- audit regularly, in a planned manner and use data to improve;
- gather evidence and share practice;
- ensure pupil profiles are detailed with achievements and attainment in languages;
- provide regular support and challenge for practitioners;
- prepare briefing and informational materials for head teachers, and
- to maintain a focus on geographical diversity and take cognisance of that in planning.

Partnerships

We will work in partnership and together to achieve the best for children, young

people and their families by:

- working in partnership with the Literacy Forum;
- working in partnership with the Assessment Forum;
- engaging with communities and highlighting the benefits of language learning;
- enabling educational establishments to access input from cultural organisations;
- enhancing links to businesses and companies locally and nationally;
- developing the links with native and fluent speakers;
- presenting languages conferences that focus on cognitive, cultural and economic benefits, and
- engaging with national organisations such as Education Scotland and Scottish Centre for Information on Language Teaching (SCILT).

Argyll and Bute Council's strategic statement on the Languages in Scotland: A 1 +2 Approach will foster growth and build capacity and has workforce planning and building capacity at its core. It allows for flexibility and creativity and considers educational experiences for young people that are rewarding, raise expectations and develop identity and citizenship as paramount. We will implement this 3 year plan and our reflection will inform the next direction of travel to 2020.

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ARGYLL AND BUTE COUNCIL**COMMUNITY SERVICES COMMITTEE****COMMUNITY AND CULTURE****11 DECEMBER 2014**

IONA AFFORDABLE HOUSING DEVELOPMENT

1.0 EXECUTIVE SUMMARY

1.1 On 8th May 2014 Members agreed a Rural Housing Development Fund grant of £450k to Iona Housing Partnership (IHP) for the development of five affordable houses on the island of Iona. As highlighted through discussion at the recent Economic Summit support for developments such as this are critical to the achievement of the overarching aim of the Single Outcome Agreement 'To build economic success and a growing population'.

1.2 Despite the award from the Council, IHP were faced with a significant funding shortfall and the development has not been able to proceed. In order to assist and to explore all possible options, which may successfully deliver the affordable housing for the island, West Highland Housing Association were invited to review the scheme. The purpose of the review was to consider:

- The procurement of the work
- The value for money of the work
- Whether a different method of funding could bring more money into the scheme.

1.3 The review is appended to this report and covers the background to the scheme; challenges in relation to building on Iona; site and infrastructure issues; design and material; funding options and conclusions.

1.4 RECOMMENDATION

Members are asked to approve Option 1 of the appended report. Specifically approve a reduced grant from the Strategic Housing Fund of £361k towards the development of five affordable houses on Iona by West Highland Housing Association in partnership with Iona Housing Partnership on the basis that:

- Grant offer from the Scottish Government is confirmed
- West Highland Housing Association approval is confirmed
- The Council has full sight of Legal agreements between West Highland Housing Association and Iona Housing Partnership which are to be concluded prior to tender acceptance.

ARGYLL AND BUTE COUNCIL

COMMUNITY SERVICES COMMITTEE

COMMUNITY AND CULTURE

11 DECEMBER 2014

IONA AFFORDABLE HOUSING DEVELOPMENT

2.0 INTRODUCTION

2.1 Iona Housing Partnership with their consultants, have produced a scheme for 5 rented properties which is fully consented. They have raised over £239k as a contribution to the scheme and at the present time their proposals represent the best opportunity for rented housing being built on the island in the foreseeable future. The costs are significant but there are reasons both in relation to infrastructure and the remoteness of Iona.

2.2 IHP were unable to secure the complete funding package required to deliver the scheme and approached the Policy Lead for Community and Culture and Housing for assistance. As a result of this approach West Highland Housing Association were invited to review the scheme in terms of procurement, value for money and alternative funding options.

3.0 RECOMMENDATIONS

3.1 Members are asked to approve Option 1 of the appended report. Specifically approve a reduced grant from the Strategic Housing Fund of £361k towards the development of five affordable houses on Iona by West Highland Housing Association in partnership with Iona Housing Partnership on the basis that:

- Grant offer from the Scottish Government is confirmed
- West Highland Housing Association approval is confirmed
- The Council has full sight of Legal agreements between West Highland Housing Association and Iona Housing Partnership which are to be concluded prior to tender acceptance.

4.0 DETAIL

4.1 The review document completed by West Highland Housing Association is appended to this report and provides a comprehensive analysis of the factors which have contributed to the cost of this development and outlines the options available to deliver the scheme. It is important to note that there are risks for the Housing Association associated with the delivery of the scheme and the Housing Association Board approval will also be required.

4.2 Members are asked to approve a revised approach to the funding package which will enable the development to proceed. The option recommended for

approval represents a reduction in the grant level contribution from the Council from the £450k previously agreed to £361,625. The £361,625 grant comprises £125k Strategic Housing Fund grant and £236,625 infrastructure and planning considerations particular to Iona which is a conservation area of special historic significance.

- 4.3 This approach is not without precedent as the Council previously approved a contribution from the Strategic Housing Fund of £1,073,191 for the site accessing and infrastructure at the Hermitage development in Helensburgh. The guidance for the use of the Strategic Housing Fund does allow for it to be used to support infrastructure costs in special circumstances. If the proposal for the project is approved houses can be delivered in this fragile rural community with reduced contribution from the local authority due to the additional funding being provided by the Scottish Government. Scottish Government funding can only be used if the scheme is developed by an RSL. This proposal fits well with the outcomes to be achieved by the Single Outcome Agreement. It will help to grow the population of a remote rural area which has the potential to contribute to the economic growth of Argyll and Bute and delivers a place based solution for a unique location in line with Scottish Government guidance.
- 4.3 It is proposed that the remainder of the funding package will come from
- Scottish Government grant £0.426m
 - IHP funds raised £0.150m
 - West Highland Housing Association Private Finance £0.227m
- 4.4 If the financing of this development proceeds as described the properties will be owned by West Highland Housing Association and management arrangements will be agreed with Iona Housing Partnership. A Local Lettings Initiative will be developed to ensure that the allocation of the properties meets local housing needs and expectations.

5.0 CONCLUSION

- 5.1 This revised approach to funding and ownership of the affordable housing development on the island of Iona is currently the only way that this scheme can proceed. The island suffers from a chronic shortage of affordable accommodation and its economic sustainability and future population is threatened as a result. The significant contribution to the development which has been made by the community is to be commended and it is testimony to the community's drive and commitment that the scheme has been developed this far.
- 5.2 The scheme requires the support of the statutory agencies to bring it to a conclusion. The approach recommended represents a smaller contribution from the Council than previously agreed but also ensures that alternative sources of financial support are accessed which will make the project deliverable.

6.0 IMPLICATIONS

6.1 Policy: None

6.2 Financial: The financial contribution from Council resources will be reduced from £450k to £361k. The Council will support the inclusion of the development in the Strategic Local Programme and thereby Scottish Government grant can be utilised to enable the project to proceed.

6.3 Legal: None

6.4 HR: None

6.5 Equalities: None

6.6 Risk: There are a number of risks associated with the development which have been articulated in the review document.

6.7 Customer Service: Improves access to suitable affordable housing on the island of Iona.

**Executive Director of Community Services - Cleland Sneddon
Policy Lead - Councillor Robin Currie**

17 November 2014

For further information contact: Moira MacVicar 01631 572184

**WEST HIGHLAND HOUSING
ASSOCIATION**

**REPORT ON IONA HOUSING
PARTNERSHIP**

SCHEME FOR 5 AFFORDABLE UNITS

1.0 EXECUTIVE SUMMARY

1.1 This report is for Argyll and Bute Council who asked West Highland Housing Association to review the Iona Housing Partnership scheme for 5 new build properties in Iona. The purpose of the review was to consider:

- The value for money of the work;
- The procurement of the work.
- Whether a different method of funding could bring more money into the scheme.

1.2 West Highland Housing Association made clear from the start of this process that building properties of any kind at the present time is full of risk and building on an island like Iona has very particular challenges no matter who is responsible for taking the development forward.

1.3 In terms of the value for money the report provides an explanation for the costs using comparisons elsewhere and also details the cost areas that are exceptional. In addition it demonstrates the real issues where common costs are apportioned in a scheme with only a small number of units.

1.4 Importantly Iona Housing Partnership, with their consultants, have produced a scheme for 5 rented properties that is fully consented.

1.5 There is some concern that the costs are high and had the work been commissioned by the more traditional route using an RSL then the project would be closer to costs elsewhere. We cannot answer this but it is highly unlikely that an RSL would have raised the additional money that IHP have raised - £239,000. It is also important that for very fragile, rural areas that there is a strong community supporting housing.

1.6 At the present time this is the best opportunity for rented housing being built on Iona in the foreseeable future.

2.0 BACKGROUND

2.1 Iona Housing Partnership has been established since 2003 with the aim of building affordable housing on the island. Iona feels strongly that people have no opportunity to put down roots on the island due to lack of affordable housing and people who have been interested on housing have been offered housing in the Ross of Mull which still involves travel to Iona if they have work on the island.

2.2 Iona Housing Partnership bought land from the Church of Scotland in 2011. The process was long and involved but the land was a key part in order to take the project forward. Iona Housing Partnership have been supported by Roots Design Workshop [Architect] who are working on another project in Iona and Morham and Brotchie, Quantity Surveyors based in Oban. The surveyors have a long working relationship with both West Highland Housing Association and Fyne Homes and are used to working on schemes based on public sector funding.

2.3 This report has primarily been prepared through a desk top exercise to keep additional costs to a minimum and keep additional work also to a minimum. It has therefore relied on information that is easily accessed with no detailed work on review of design, construction methods or techniques.

2.4 The build is traditional timber frame construction and will be the first new build rented housing on Iona for a substantial number of years. It is probably the best chance for housing on Iona at this time.

2.5 The existing scheme has planning permission and also has the building warrant. To develop another scheme would take a further 3 months, more money, potentially not deliver the require savings and potentially take more time to get the various consents in place.

3.0 CHALLENGES IN RELATION TO BUILDING ON IONA

3.1 The first point to make may seem an obvious one but it is an important and that is island building, be it Iona, Islay or Mull, means a cost premium even before a detailed scheme is developed. The reasons for this are:

- Additional transport costs [these can be over stated but there are still costs involved in ferrying materials to the islands]
- Building itself – people have to be imported. Even on the larger islands it is very unlikely that a project will be able to resource itself simply from the island. [one off builds maybe an exception but building even a small number will involve additional labour]
- Risk – there is added risk normally for the Contractor because of the location. With this project it would be reasonable to suspect that the Contractor will also have a price for risk in relation to an untested client.

3.2 In respect of Iona all these reasons apply and in the transport issue is substantial. There are two ferry trips – Oban to Craignure [Mull], then a road trip of 35 miles [less than 1 hour] and then a further ferry trip.

3.3 Taking time to think about what actually needs to be taken to a normal building site in the mainland then you would probably be thinking of the:

- Full timber kit for the property including roof trusses
- External doors, windows
- Slates
- Other materials

The added time and cost for transporting the raw materials including any required aggregates and labour to a rural island location cannot be underestimated and it would not be unreasonable to see the costs for such a procedure to rise between 30 - 45% dependant on the location of the Island and its transport links to the mainland.

4.0 SITE AND INFRASTRUCTURE

4.1 The site is probably the best site available for this type of development on the island but it is within a conservation area and there are constraints in terms of the land due to developing out the infrastructure. The site is close to the Abbey and is therefore bound to be of significant interest to the planners.

4.2 Before anything is built on any site there are a number of requirements that need to be fulfilled and on this site the major requirement was in relation to archaeology. This cost was £43,000. This is not an exceptional cost as many affordable sites within Argyll have to deal with this but probably what does make a difference is that this cost is shared by 5 properties. In Dunbeg for example the costs were similar but shared by 50 properties.

4.3 The infrastructure is limited and building 5 properties has a number of challenges that impact on the overall costs. Firstly and most importantly the sewage outfall that is required means a run of around 300m passing through Glebe Road, National Trust ground and Marine Crown Estate ground. The sewage outfall contributes towards £43,000 worth of costs plus approximately £10,000 of additional costs for the various permissions required. There is no other solution and this will probably be one of the longest sewage outfalls for affordable housing in Argyll.

4.4 An additional infrastructure cost was applied by BT where this project is bearing the cost for the reinforcing the exchange which contributes around £38,000 worth of costs. This is the first time we have heard of this in other affordable housing schemes we have experience of costs for Scottish Hydro, Scottish Water but not BT.

4.5 We explored the infrastructure further and the planners were extremely helpful in respect of their approach to car parking [probably assisted by the permit approach to parking in Iona]. Agreement was finally reached for 7 car parking places. This along with other works to assist the carriage way – making provision for a passing place and a bellmouth junction cost £40,000. The carriage way improvements and the passing place cost alone was just short of £10,000.

4.6 From the Bills of Quantities the summary of these costs look as follows:

BoQ Ref	Description	
12/17	Retaining Walls	£10,108.00
12/25	Combined foul and surface water drainage outwith site boundary	£46,311.00
13/1B	Works to road junction	£2,376.00
13/1C	Line markings	£4,752.00
13/2D - F	Electrical connection charges	£14,048.00
13/2G - J	BT connection charges	£38,313.00
		£115,908.00

5.0 DESIGN AND MATERIALS

5.1 The design of the five properties is to provide for full flexibility in the future and there are 2, 3 bed roomed and 3, 2 bed roomed properties. The design is probably of a higher standard than that of a normal affordable property but again this is probably not unexpected, due to the location of the site and the importance of the built environment and heritage that Iona holds. The Group working with the Architect clearly had a view in mind about making these properties future proof in terms of who is renting them and also ensuring that they can cope with the rigors of island living. The Council have concerns that this influenced the design and therefore cost. To try and address this concern then we have considered this.

5.2 We have spoken to the design team in relation to these concerns. The design maximises efficiency by replicating the house designs this has cost savings in terms of the foundations and the structure generally. However, by using this technique then this in part contributes to the increase in size particularly in respect of the 3 x 2 bedroom properties. On looking at the plan it is obvious that it is a terrace type build which traditionally is cheaper than doing detached or semi detached properties. The design is linear and again this is traditionally cost effective. In addition things like window types have been kept to a minimum but the planning conditions mean that the same window type cannot be replicated through the build. Again, if a comparison was made with other affordable builds then a substantial cost saving is made by replicating design that means that windows are all of a standard size. This option was simply not available for Iona.

5.3 Very importantly, the design is no better than the existing Building Regulations for Varying Needs require so it would be unfair for anyone to assume that there is anything that would be above any other affordable property in Argyll. One of the comments related to the plans showing an enhanced apartment – this is required by Building Regulations which provide for every property being able to have a downstairs bedroom. [sensibly future proofing for people aging]. This requirement relates to size.

5.4 We are aware that the Council has concerns that the properties had space standards above the normal affordable property. The 3 bedroom is around 23% higher and the 2 bedroom is around 40% higher. The key question related to this size differential is whether this has had an impact on the cost. Our view is that if the size reduced then there would not necessarily be a proportionate decrease in works cost but there would be a cost reduction. However, this change in design could have consequences in relation to design and thereafter the consents in place.

5.5 In respect of the design the planners have been extremely helpful and have assisted in trying to keep the costs relating to conservation to a minimum. However, the following requirements do have an impact on the overall costs:

- Slate costs
- Conservation roof light/roofline
- Traditional type front windows

5.6 The design team would wish us to make clear that they entirely understand the planners approach to this project and the above listing of costs is not a suggestion that they believe the conditions should be relaxed.

5.7 It would meet the silver standard requirements if some modifications were made to the Building Warrant. These do not appear substantial but may involve some cost both for the alteration, the change to specification for taps and the change to specification for the sound insulation. This has not been costed

5.8 By way of a summary:

ABSTRACT OF TENDER COSTS ATTRIBUTABLE TO FULFILLING PLANNING REQUIREMENTS			
(Based upon lowest corrected tender submitted by TSL Contractors Ltd dated 3rd February 2014)			
	1	Construction of Bin collection point	£674.75
	2	Reduce floor levels and ridge height of houses by reducing ground levels	£19,523.60
	3	Offsite drainage to sea outfall	£46,431.73
	4	Extra over cost for conservation rooflights in lieu of standard velux	£4,287.85
	5	Natural slate roofing in lieu of concrete tile	£30,130.26
	6	K-rend silicone enhanced render system in lieu of wet dash render	£16,096.15
	7	Chimney heads	£3,573.22
			£120,717.56

The design team would wish us to make clear that they entirely understand the planners approach to this project and the above listing of costs is not a suggestion that they believe the conditions should be relaxed.

5.9 The project was competitively tendered with 5 contractors being asked to tender. 3 returned tenders and significantly the tender that was lowest was keenly priced compared to the other returns. Again this demonstrates the cost of working on Iona both in terms of the remoteness and also contractors factoring risks into the project.

6.0 COST COMPARISONS

6.1 We compared the costs against our builds at Dunbeg and the proposed build at Port Ellen, Islay:

	2 Bedroom m2	3 bedroom m2	Approx m2 rate	Comment
Dunbeg Phase 1	72	82	£1000	Fairly small and built to tight cost. Part of IIF project.
Dunbeg Phase 2	83	99	£1300	Good size and to housing for varying needs
Port Ellen Islay	82	98	Approx £1800	As above
Iona HP	135	145	Approx £2200	Houses with larger than average space standards

6.2 The above figures represent the non-adjusted basic comparisons but doing a more detailed comparison on the Iona rates then the table provides a more favourable comparison for Iona

Project	Gross Internal Floor Area – 2 Bed	Gross Internal Floor Area – 3 Bed	No. of units	Total Gross Internal Floor Area	Approximate construction cost per m2	Comments
Dunbeg Phase 1	72	82	50	3195	£1256	Large mainland project on a good site built to very competitive costs. Part of IIF project. Benefited from economies of scale and prospect of future phases. Costs exclude biomass heating.
Dunbeg Phase 2	83	99	25	2235	£1300	Medium sized project on a good site. Built to housing for varying needs. Biomass heating is included in costs
Port Ellen, Islay	81	107	18	1445	£1800	Medium sized well served project on a large island built to housing for varying needs standard with electric heating storage Dimplex Duoheat
Iona H.P	115	132	5	607	£1830	Small project built to housing for varying needs standard to allow flexibility for growing families, whole life living and working from home. Subject to substantial planning and site conditions due to unique location in a highly sensitive area. Air source heat pumps and renewables included.

6.3 These figures gross up the floor areas from 2 and 3 bedroom houses in these schemes so it is a crude indicator but Iona and Islay are not far apart on this basis. We included Dunbeg and Dunbeg 2 but this is a poor comparison as both these sites are higher density and central sites, as far as anything is central in Argyll.

Cost comparison using square metre rates provide a very crude analysis and we realise that to provide more useful information we have to do further investigation which is provided in the next table of figures.

Project	Base cost	Base – Iona adjusted for location (+30%)	Adjusted for Planning Conditions	Adjusted for site specific development and servicing	Adjustment for reduced scale to 5No units	Comparison cost per m2
Dunbeg Phase 1	£1256	£1644	£1842	£2032	£2235	£2235
Dunbeg Phase 2	£1300	£1690	£1889	£2078	£2151	£2151
Port Ellen	£1800	£1800	£1998	£2188	£2243	£2243
Iona HP	£1830	£1830	£1830	£1830	£1830	£1830
Iona HP base cost Oban	£1110	£1443	£1633	£1839	£1890	£ -

6.4 In adjusting the overall project costs for location, site specific planning requirements and site development and servicing restrictions together with an adjustment for quantum, it is clearly demonstrated that the tender received for the Iona Housing project is very competitive in the current market place and using this type of comparison demonstrates that you can show value against other projects.

6.5 As with all matters like this there is a danger of simply manipulating figures to prove a case but the reality is building a scheme like this on islands:

- Is more expensive than on the mainland;
- The small number of houses means that sizeable costs are spread over a small number of properties;
- Planning conditions have an impact on cost [no one is complaining about the planning conditions but they do impact on the cost]

7.0 FUNDING OPTIONS

7.1 There are limited options going forward. Iona Housing Partnership have a fully consented scheme but they no longer have a “live” tender. It is possible that the Contractor will honour the prices within the tender if there is a commitment but if there is no commitment then the scheme will only go forward if the group can raise more money for the scheme to go ahead.

7.2 Iona Housing Partnership have developed this scheme themselves using fundraising to bring the scheme to this stage. The route they initially were looking to take was the Councils Rural Housing Fund which provided funding for rural projects like this.

The Council on discussing this project agreed, in line with the policy operating at the time of the decision, to fund £0.450 which is grant but this leaves a significant shortfall. Grant funding was solely from Council and no contribution from Scottish Government.

Using the Councils Rural Housing Fund [Method 1]

	Totals	PerUnit
Argyll and Bute Council Funding	£0.450	£0.090
Private Finance	£0.282	£0.056
Other Funding	£0.150 (*)	£0.030
Totals	£0.882	£0.176
Total Cost	£1.164	£0.233
Shortfall	£0.282	£0.056

(*) Note: 1) From information provided it seems that Iona Group have raised £0.239 but £0.089 has been spent [see attached schedule]. In addition we have used the assumptions about what has been paid. VAT on fees will have to be added.

7.3 The second route available would be to consider Scottish Housing Government Grant. However, this is only available through Registered Social Landlords. To compare the different routes and demonstrate which route provides the most finance then we used Scottish Government benchmark figures for the

scheme on the assumption that it would be supported by an RSL. This route demonstrates that using the SG route provides more money as the scheme would also be able to take advantage of the Argyll and Bute Council's additional support for affordable housing. This is presently at £22,000 per unit but maybe increased to £25,000 per unit.

Using Scottish Government HAG [Method 2]

	Total	Per Unit
SG Benchmark (*)	£0.426	£0.085
ABC [SHF]	£0.110	£0.022
Private Finance	£0.282	£0.056
Other Funding	£0.150	£0.030
Totals	£0.968	£0.194
Total Cost	£1.164	£0.233
Shortfall	£0.196	£0.039

(*) Note: 1) From information provide it seems that Iona Group have raised £0.239 but £0.089 has been spent.

2) SG Benchmark based on higher 3P rate applicable to remote rural greener homes standard.

In addition there is potentially another £15,000 to be added to this if the Council increase their support. This means that the shortfall is further reduced.

7.4 Both Method 1 and 2 are relying on high levels of private finance but if the Scottish Government route is chosen then the first years rental income of the scheme should be at the prescribed rent levels. If the rent levels are higher then the Scottish Government could ask for money back.

- Rental costs if benchmarked with the LHA have to be judged whether these are affordable

NOTE

We have used broad information to give people a good view of the possibilities and challenges. Working it up in more detail will provide more accuracy.

7.5 Using either Method 1 or Method 2 requires further money to allow this scheme to go forward and the private finance figure in both cases is too high. This is further explained below. This leaves either an Option 3 which is a hybrid scheme or the scheme as it stands is deemed not fundable.

Method 3

Using Scottish Government HAG and Council Money

	Total	Per Unit
SG Benchmark (*)	£0.426	£0.085
ABC [SHF]	£0.450	£0.090
Private Finance	£0.282	£0.056
Other Funding	£0.150	£0.030
Totals	£1.308	£0.194
Total Cost	£1.164	£0.233
	+ £0.144	£0.029

The costs show that Method 3 allows for some a surplus of £0.144 therefore theoretically the Council's contribution would reduce from £0.450 to £0.306.

7.6 However, in terms of private funding Housing Association's would not normally deviate from around private funding of £40,000 - £45,000 per unit given repairs, maintenance and management costs moving forward. Private funding costs shown as £0.282 were IHP's figures but we would be very sceptical of these figures giving a sustainable scheme going forward. Our view is that in respect of Iona a lower private finance figure ensures the risk is minimised.

7.7 **Rental Income.** The rents are important as the rents have to support the management and maintenance of the properties and, more importantly, the private loan. We have calculated that the mortgage repayments for £282,000 would be around £25,000] so rents at the SG level would not even be paying for the mortgage payments.

7.8 Generally an RSL would make allowances for management, maintenance and repairs but to keep things simple over a 30 year period estimate 2 maintenance refits including bathrooms, kitchens, general external work. At todays prices estimate £60,000 per house. This is high but our calculation for islands is around this figure within our existing business model.

Rental income at today's prices, not projecting forward on a discounted cashflow model, then

Income from rents Year 1 = £19,560 [using the prescribed SG rent levels]. The average rent being around £75 per week.

If Scottish Government grant is utilised then the SG rent levels should be used. If the prescribed rents are not used then there is a payback penalty. The prescribed rent is for one year but clearly any increase from Year 1 to Year 2 and beyond has to be managed.

If the Scottish Government route is not used then the Local Housing Allowance would provide an initial idea of affordability.

7.9 Using the Local Housing Allowance

Assuming higher rents using the Local Housing Allowance [Housing Associations would look at mid- market rents that would be lower than the LHA] then these are:

	2014/15
2 bedroom	103.85
3 bedroom	119.10

Total Rental Income using maximum figures = £28,586 [3 x 2b + 2 x 3b]

This gives a better income for the scheme in comparison to the Scottish Government but there has to be a judgement about the affordability for people to live and work in Iona for the next number of years. Rents are generally seen as substantially higher than those of a Registered Social Landlord.

There will be a question regarding affordability particularly as the scheme is for 25 years. The private finance requirements will be covered but it does not give sufficient cover in respect of ongoing management and maintenance.

ISSUES

- The figures are very "tight". In most housing schemes the financials work by ensuring that there are surpluses that can be banked to deal with major expenditure items. Using very rough figures any surplus is likely to be small.
- No provision has been made for bad debts or voids. Any bad debt will put strain on the scheme.
- Costs for repairs and maintenance will be higher than they are on the mainland.

8.0 FINAL OPTIONS

8.1 Taking all of the report into account the Council are faced with two options:

Option 1

- Approve the scheme going forward through the Scottish Government route with grant of £0.361 being provided by the Council. This grant takes the private finance costs down to a manageable level.

Option 2

- Approval for the scheme based on either the Scottish Government route or the Council's Rural Housing Fund. If this route is followed then the scheme will not go ahead unless additional funding is found by the IHP group

A third option of re-design or finding a further site has not been examined in detail in part due to the likely similarity of additional/exceptional costs in relation the planning/design requirement and the other requirements previously noted.

Financial Summary

	Option 1	Option 2 [ABC]	Option 2 [SG]	Comment
Council Funding	£0.361	£0.450	£0.110 [+ additional £15,000 if approved.]	
Scottish Government Funding	£0.426	N/A	£0.426	This maximises other investment.
Private Finance	£0.227	£0.282	£0.282	We believe £0.282 private finance is not sustainable.
Iona Housing Partnership	£0.150	£0.150	£0.150	IHP raised £0.239 but £0.089 has been spent.
Totals	1.164	£0.882	0.968	
Shortfall	None	£0.282	£0.196	

8.2 For Argyll and Bute Council this would mean support of an additional £236,000 for infrastructure costs and £125k Strategic Housing Fund grant. This is a substantial commitment from the Council particularly given the levels of commitment to housing are probably in excess of what other Local Authorities provide.

8.3 Iona Housing Partnership have argued that the Council committed £450,000 to the project through the rural homes fund therefore if they were to keep this commitment in place but the scheme go through the Scottish Government route then the scheme is fundable. What this argument misses is that the Council policy is either a Rural Housing Scheme or a Scottish Government Scheme and at present there is no policy scope for this hybrid approach.

8.4 If supported the Council are getting additional infrastructure, that will help the island as a whole - the road and the BT improvements. In addition there are other additional costs for Iona that cannot be managed away including the sewage outfall that require to be factored in the additional costs of building in an area that does require substantial sensitivity.

8.5 If the Council decide to approve Option 1 then we would recommend that the Council has Full sight of the agreements with IHP and their future housing provider.

ARGYLL AND BUTE COUNCIL**COMMUNITY SERVICES COMMITTEE****COMMUNITY SERVICES****11 DECEMBER 2014**

INTEGRATION HEALTH AND SOCIAL CARE

1.0 EXECUTIVE SUMMARY

- 1.1 An initial report relating to Integration was presented to full Council on 20th March 2014 and to NHS Highland Board on 1st April 2014. The report made a number of key recommendations in relation to the preferred model of integration and set out additional recommendations in relation to the creation of a Shadow Integration Board, appointment of a Chief Officer and requesting the identification of 4 Elected Members to sit on Shadow Integration Board in line with the requirements of the Public Bodies (Joint Working) (Scotland) Act 2014.
- 1.2 The Council has confirmed Adult Services and Children and Families Social Work Services (inclusive of Criminal Justice Services which are subject to a national consultation) will be delegated to the new partnership arrangements. Note- Criminal Justice is subject to a national review through the Community Planning Partnership. NHS Highland has confirmed all NHS Services in Argyll and Bute (planning, delivery and commissioned services) will be delegated to the new partnership arrangements.
- 1.3 The recruitment of a Chief Officer Health & Social Care has now been completed. Christina West, Acting Director of Operations Argyll and Bute CHP will take up this new post shortly.
- 1.4 The Scottish Government are expected to publish final Regulations and Guidance relating to the legislation by December 2014. The partnership is required to complete an Integration Scheme under these regulations which sets out our arrangements for the delivery of Health and Social Care Services across Argyll and Bute. The Integration Scheme must be submitted to the Scottish Government by Mid-February 2015 for sign off by 1st April 2015.
- 1.5 The Integration Joint Project team have completed the first phase of staff information sessions across localities including Coll, Tiree, Mull and Islay. In total 470 staff attended these initial information sessions and feedback was mainly positive. Further staff sessions are planned for December 2014 with input from Trade Unions in the design of the materials developed to give staff an opportunity to consider the benefits of more integrated working across services.

- 1.6 As part of the communication and engagement plan, sessions are currently being finalised to hold community events during December 2014 to share information and secure feedback from communities relating to our plans for developing the integration agenda across Argyll and Bute. We are also working with the Scottish Health Council to host conversation cafés across Argyll and Bute to secure feedback from smaller groups in our communities in relation to how we deliver more integrated health and social care services.

RECOMMENDATIONS

It is recommended that the Community Services Committee note the following:

- a. The first meeting of the Shadow Integration Board took place on 10th September 2014 and Councillor Douglas Philand was appointed as Chair and Robin Creelman, NHS Non-Executive Director was appointed as Vice-Chair for an initial period of 2 years.
- b. The partnership completed the recruitment and selection of a Chief Officer. Christina West Acting Director of Operations Argyll and Bute CHP will take up post shortly.
- c. The Integration Scheme must be signed off by the Scottish Government before 1st April 2015. The partnership plan to submit the Integration Scheme to Scottish Government by Mid - February 2015. The draft Integration Scheme will be presented to a special Council meeting on 18 December 2014 and NHS Highland Board prior to submission.
- d. Initial staff information sessions have been completed across Argyll and Bute attended by 470 staff.
- e. Sessions are currently being finalised to hold community events during December 2014.

INTEGRATION HEALTH AND SOCIAL CARE

2.0 INTRODUCTION

- 2.1 An initial report relating to Integration was presented to full Council on 20th March 2014 and to NHS Highland Board on 1st April 2014. The report made a number of key recommendations in relation to the preferred model of integration and set out additional recommendations in relation to the creation of a Shadow Integration Board, appointment of a Chief Officer and requesting the identification of 4 Elected Members to sit on the Shadow Integration Board in line with the requirements of the legislation.
- 2.2 Argyll and Bute Council and NHS Highland are actively planning for the implementation of new arrangements to meet statutory duties and responsibilities that will shape the future delivery of Health and Social Care in Argyll and Bute as outlined within the Public Bodies (Joint Working) (Scotland) Act. This legislation places a duty on Local Authorities and NHS Boards to develop defined arrangements for the integration of Health and Social Care services in their area.

3.0 RECOMMENDATIONS

It is recommended that the Community Services Committee note the following:

- a. The first meeting of the Shadow Integration Board took place on 10th September 2014. Councillor Douglas Philand was appointed Chair and Robin Creelman was appointed Vice-Chair for an initial period of 2 years.
- b. The partnership completed the recruitment and selection of a Chief Officer. Christina West Acting Operations Manager for Argyll and Bute CHP will take up post in due course.
- c. The Integration Scheme must be signed off by the Scottish Government before 1st April 2015. The partnership plan to submit the Integration Scheme to Scottish Government by Mid - February 2015. The draft Integration Scheme will be presented to a special Council meeting on 18 December 2014 and NHS Highland Board prior to submission.

- d. Initial staff information sessions have been completed across Argyll and Bute attended by 470 staff
- e. Sessions are currently being finalised to hold community events during December 2014.

4.0 DETAIL

- 4.1 The Shadow Integration Board met for the first time on 10th September 2014. The remit of the Shadow Board is to oversee the recruitment of the Chief Officer post and start to ensure the work of the Programme Board and Joint Project Team produces the outputs required to set up the new partnership arrangements. The Shadow Integration Board will not have any legal powers until the 1st April 2015 which is in line with the regulations and guidance associated with the Act. The Chair of the Shadow Board is Councillor Douglas Philand. The Vice-Chair is Mr Robin Creelman, NHS Non-Executive Director. They will serve in these posts for an initial period of 2 years. The three other Elected Members nominated to be voting members of the Shadow Board are Councillors Mary Jean Devon, Anne Horn and Elaine Robertson.
- 4.2 The recruitment and selection process to appoint a Chief Officer Health & Social Care has now been concluded. The successful candidate is Christina West current Acting Director of Operations Argyll and Bute CHP who will shortly take up post.
- 4.3 The Scottish Government has recently issued guidance to assist partnerships to complete an Integration Scheme which is the formal process to secure agreement with the Scottish Government to set up the new partnership arrangements. The Integration Scheme will set out the details relating to governance, finance, performance, organisational development etc. The Scheme needs to be submitted by 5 January 2015 to Scottish Government to meet the statutory timeframe required to seek the authority to implement our new arrangements for the delivery of health and social care services from April 2015. The draft scheme was considered by the NHS Board at its meeting on 2nd December 2014 and will be considered at a special meeting of Argyll and Bute Council on 18 December 2014.
- 4.4 Initial staff information sessions have been completed across Argyll and Bute. In total 470 staff attended these initial sessions and further sessions are planned for December 2014. Materials for the next round of sessions are being planned in partnership with the Trade Unions. These sessions will focus on what integration means for staff working across health and the Council in the short term and looking forward to the medium and longer term. Dates for these sessions will be publicised shortly.
- 4.5 Sessions are currently being finalised to hold community events during December 2014 to share information and secure feedback from communities

relating to our plans for developing the integration agenda across Argyll and Bute.

- 4.6 The Integration Project Team are now assisting work stream leads to deliver key outputs across the 11 work streams. Work is progressing across Communication and Engagement, Commissioning, HR, Finance, IT, Performance Management, Property, Quality, Organisational Development, Operational Services and Corporate Services. A number of these work streams are contributing to the information required to populate the Integration Scheme as well as developing the specific outputs as detailed in their terms of reference.

5.0 CONCLUSION

- 5.1 Argyll and Bute Council and NHS Highland are working towards the implementation of a new Health and Social Care Partnership which will deliver improved outcomes and more integrated services for people across Argyll and Bute. The Partnership needs to meet new duties and responsibilities as detailed in the Public Bodies (Joint Working) (Scotland) Act 2014 Regulations and Guidance.

6.0 IMPLICATIONS

<i>Policy:</i>	In line with Scottish Government Legislation to improve health and social care outcomes for customers.
<i>Financial:</i>	The move to integrated budgets is set down in the regulations and guidance associated with the legislation.
<i>Legal:</i>	To meet the requirements of the Public Bodies (Joint Working) (Scotland) Act 2014.
<i>Personnel:</i>	Implications for future OD joint planning activity going forward.
<i>Equal Opportunities:</i>	Process will follow regulations and guidance.
<i>Risk:</i>	The Council are required to meet new statutory measures under the Public Bodies (Joint Working) (Scotland) Act 2014.
<i>Customers:</i>	Improved outcomes for customers sits at the heart of this Scottish Government legislation.

Policy Leads Councillor Dougie Philand / Councillor Mary Jean Devon

Executive Director Community Services Cleland Sneddon

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ARGYLL AND BUTE COUNCIL**COMMUNITY SERVICES COMMITTEE****COMMUNITY SERVICES****11 DECEMBER 2014**

**RECRUITMENT AND RETENTION OF CARE AT HOME STAFF
AND LOCALITY UPDATE**

1.0 EXECUTIVE SUMMARY

- 1.1 The recruitment and retention of care staff is a nationally recognised problem. Although this is affecting care provision in a number of our urban localities, it is a particularly acute issue for rural and remote locations. Future demographics are suggesting that this issue will become increasingly critical in the years to come. This report highlights the work Adult Care has undertaken to date to address the current issues and its plan for future provisions.
- 1.2 Adult Care acknowledges the challenges they are faced with in future provision of care at home services. Ongoing commitment is required from our staff group and partner providers. Recruitment, retention and long term sustainability of care staff is paramount to move this forward. Intelligent Commissioning across service groups needs to be explored within Community Services. This would seek to improve conditions of service for care staff, increase skills in the staff group and lead to additional flexibility and resources when required at pressure times throughout the day.
- 1.3 The provision of Care at Home services in some rural localities is proving very difficult to resource due to staffing capacity issues. The solutions currently available to Older People in some localities are limited to assistance from Community Nursing where possible, residential care or sheltered housing in the nearest town and input from family and neighbours.
- 1.4 It is recommended that the Community Services Committee note the content of the report.

ARGYLL AND BUTE COUNCIL

COMMUNITY SERVICES COMMITTEE

COMMUNITY SERVICES

11 DECEMBER 2014

**RECRUITMENT AND RETENTION OF CARE AT HOME STAFF
AND LOCALITY UPDATE**

2.0 INTRODUCTION

- 2.1 The recruitment and retention of care staff is a nationally recognised problem. Although this is affecting care provision in a number of our urban localities, it is a particularly acute issue for rural and remote locations. Future demographics are suggesting that this issue will become increasingly critical in the years to come. This report highlights the work Adult Care has undertaken to date to address the current issues and its plan for future provisions.
- 2.2 During the last two financial years, Argyll & Bute social work services have continued to support more people to live at home with a year on year increase in the number of people aged 65+ directly receiving homecare, from 830 in 2011/12 to 1070 in 2013/14 (increase of 28.9% over two years) and the number of paid hours provided increased from 622,727 hours to 708,967 hours of service during the same period (increase of 13.8%). Alongside this there has also been an increase over the last three year period relating to those receiving personal care, receiving a service during the evening and overnight and those receiving a service at the weekend. (Refer to Appendix 1)
- 2.3 This is a continuation of the improvement journey the service has made over a number of years in providing service users with the choice of living in their own home or sheltered accommodation at a time when the availability of staff to work what are increasingly unsocial hours has become problematic.
- 2.4 While the growth has continued from January 2013 when a number of services were externalised it has become increasingly problematic in keeping up with the demands for the service with the specific issue of recruitment and staff capacity. This applies to all areas of the Council with the exception of the Helensburgh & Lomond area.
- 2.5 There is presently a waiting list for services due to non-availability of staff (see Appendices 2 for details of number).

- 2.6 An operational practice note has been issued by the Head of Service Adult Care in order that the level of risk of individual cases is routinely reviewed by Social Workers, Team Leaders and the Area Managers. The process allows for cases to be prioritised and re-prioritised and expectation for Team Leaders and Area Managers to take responsibility for engagement with service users and their families.
- 2.7 The Council previously invested resources into additional quality monitoring at operational level covering both internal and external services in order to maintain and improve the quality of care provided and the Care Inspectorate grades. Care Inspectorate grades are attached providing a relatively positive summary of the Home Care provision across Argyll & Bute. (Appendix 3).

3.0 RECOMMENDATIONS

- 3.1 It is recommended that the Community Services Committee note the content of the report.

4.0 DETAIL

- 4.1 Adult Care services have taken a number of steps to look at both short and long term solutions. Working in partnership is crucial to any solution sought and our partner providers are embracing all proposals with enthusiasm and there is real feeling of equal partnerships being formed. This is leading to increased input from providers around service redesign and strategic commissioning. This is a welcome change to the relationship and commissioners are taking on board proposals from those at the front line of service delivery.

- 4.2 In addition, Adult Care has been working with the following agencies to look at innovative ways of finding solutions:

4.3 IRISS

Adult Care were offered free support from IRISS (Institute for Research and Innovation in Social Services) as one of three national pilots to work with our partner providers to identify issues and find solutions to address the identified issues. IRISS provided two meetings in each locality and one central event for all partners. A number of work streams were identified and Adult Care has identified leads and prioritised them with associated timescales (See appendix 4). A further event has been arranged for 4th December to measure progress.

4.4 EMPLOYABILITY PARTNERSHIP

As a member of the Employability Partnership, Adult Care are working with all partners including Skills Development Scotland, local schools and colleges to promote the social care sector and encourage young people to join the social care workforce.

4.5 MODERN APPRENTICESHIP SCHEME

Argyll and Bute Council has made a commitment to implement a Modern Apprenticeship scheme. Adult care has agreed to offer young people opportunities to develop their skills whilst gaining qualifications and work experience in the care sector. We should be promoting all in house opportunities in particular, initiatives such as the “grow your own” access to Social Work degree to promote opportunities available and attract young people who may want to progress within the sector. Initially, Adult care will focus these opportunities in localities which provide in-house services in difficult to serve areas.

4.6 ARGYLL COLLEGE

Adult Care is currently working in partnership with our care at home providers and Argyll College. Argyll College are developing an access course in Social Care, due to start in January 2015. The College has given providers and the Council the opportunity to assist in the structure and content of the course to ensure it is relevant and applicable to current social care needs. In return, providers have agreed to offer two day placements to young people for the duration of the course. This is ongoing in all localities.

4.7 DWP

Adult Care is currently working in partnership with our care at home providers and the DWP. The aim is to develop local work based academies where providers will offer short term taster sessions to people showing an interest in the care sector. Providers have agreed to carry out presentations to job centre staff to raise awareness of the sector. The DWP are keen for this to happen as they feel their own staff may be inadvertently preventing people from entering the sector due to the negative publicity the sector receives. Providers will promote the sector and the conditions of service offered. In addition, the providers have also agreed to work with job centre clients in a group setting to offer information and advice to those thinking of entering the sector.

4.8 The DWP have commissioned a 1 week care focussed training course in Oban in November. The course will accommodate 12 people. Care at home providers have agreed to promote the sector at the course, alongside Argyll College, who will be looking for potential students for

their access course in January. If this is successful we should mirror this in all localities.

4.9 **YOUNG PEOPLE'S PROJECTS**

Adult Care is also working with Council funded young people's projects. The HELP project in Cowal has agreed to hold a mini job fair in November 2014. Providers will attend alongside Argyll College to promote the care sector. Providers will offer young people who show an interest in the sector, taster sessions within their organisations. The DWP will also refer young people to the event. Funding for PVG's on this occasion is being provided by Community Services Education and the HELP project. If successful, the HELP project have agreed to run this type of event as often as it's required. This is planned to be rolled out across localities with Kintyre being the next locality identified. However, a future funding source for PVG's will need to be identified, to enable Adult Care to continue to organise these type of job fairs across the area.

- 4.10 Key to all aspects of the work streams noted is to develop a career pathway for people entering a health and social care role that is supported by a linked health and social care academic pathway and associated opportunities.

4.11 **MOVING FORWARD**

Adult Care has developed all of the above models over the last few months. However, a more coordinated approach is required and a workforce strategy needs to be developed. The Head of Adult Care proposes to create a long term strategic group in order to manage this issue; the group would be led by Adult Care, though a corporate approach will be crucial if this is to succeed. Representation will be required from NHS Highland, Human Resources, Procurement and Commissioning, Community and Culture, Education, Employability Partnership, Communication Team, Economic Development and support from the relevant Policy Leads and local Elected Members as required.. In addition, independent providers, Argyll College and the DWP would have key roles within the group.

- 4.12 The main focus of the group is to plan and launch a marketing strategy to promote the Adult health and social care sector, not exclusively Home Care, in order to address a number of issues facing the sector; in particular; recruitment/retention, training, conditions of service and deployment of resources.(the group would have the potential to work across all health and social care recruitment & retention issues)
- 4.13 A number of specific issues in addition to those mentioned will also be the focus of the group. Specifically:

- 4.14 In addition to the agreed work streams from the IRISS events, the Head of Adult Care and the Commissioning Service are also working with the independent providers in moving them to a position whereby a number of other issues are being considered. Specifically:
- A single recruitment process for each area so that providers are not competing against each other for a scarce resource.
 - A single set of conditions of service. While the conditions of service are very similar in terms of net pay they are presented very differently in relation to basic pay and travel & subsistence rates. As a consequence, there continues to be unnecessary movement of staff across different companies resulting in staff often not being deployed consistently and efficiently.
 - The termination of zero hour contracts where appropriate. The history of the sector is one where zero hour contracts has been the norm in order to protect the provider from costs associated with client turnover; effectively if there are gaps in service provision due to clients being admitted to hospital for example the employer is not contracted to pay anything other than for the hours worked. Given that there continues to be a significant growth in client demand and that the Council has a waiting list for service delivery due to the non-availability of staff, it is considered sensible to combine efficient recruitment and deployment of staff with secure conditions of service that it is envisaged will assist with the recruitment process. It is acknowledged that fixed contracts may not suit all staff, some of whom prefer not having an obligation to work specific hours as directed. It is envisaged that those wishes for existing staff would be given consideration during any change in this area.
- 4.15 The marketing strategy should look out with routine advertising and recruitment processes' and focus on ways to reach people who would not have previously considered working in the sector. The group would also work with local community groups in remote and rural localities to identify local solutions and build on existing infrastructures within these communities, to make them more resilient to support their community in the future.
- 4.16 In addition, a rolling programme of recruitment events should be carried out monthly in at least one locality with both urban and rural areas being targeted. In the urban localities we should continue working alongside the DWP, NHS and Argyll College using the models described above. In the remote and rural localities we should work alongside community groups and target village halls, local hotels and schools to hold mini job fairs.
- 4.17 Marketing is considered to be crucial to the success of this plan; in order to run a successful marketing campaign it is expected that additional

resources will need to be identified by those partner agencies within the group. This type of approach will enable providers to increase consistency in terms of recruitment resulting in a staff group with a long term commitment rather than 'losing' new recruits after the training investment has been made and the service delivery becomes a reality.

WHAT ARE WE DOING NOW / LOCALITY UPDATES

General:

- 4.18 All cases are subject to review in order to confirm that the level of service provision reflects the level of care needs. Given that the majority of care packages are put in place at a time of crisis it is both good social work practice and cost effective to review the level of service delivery required once the crisis has passed.
- 4.19 For the remaining in house services we continue to attempt to recruit additional staff in order that staff are deployed efficiently in order to minimise paid travel time and overtime.
- 4.20 Community nursing staff are helping to cover service users where they are already involved. The capacity to assist in this manner varies from area to area.
- 4.21 Self-Directed Support options are actively considered in such cases where home care services are having difficulty in covering whether this be via a direct payment for families to recruit their own carers or commissioning services out with the general group of local providers. This option does have limitations both in terms of identifying potential carers and for those families who do not live locally it is difficult to manage from a distance and therefore the preference is that the Council either commissions or directly provides the service.
- 4.22 We are working with all the independent care providers to assist in making sure that all staff are deployed in the most efficient manner possible in order to reduce travel time and maximise service user contact time. This includes transferring work from one provider to another, with service user consent, in order to achieve the efficiency that can be re-invested into the service.

Area Specific:

4.23 OBAN, LORN AND ISLES

Mapping of Services

Outlying areas such as Benderloch, Taynuilt and Dalmally have previously been mapped and have well established teams that cover

current services. A further mapping exercise for central Oban has been agreed with all providers. It is anticipated that all new services will be allocated to the preferred provider in their specific area. If the preferred provider in the area does not have capacity at the time of the offer, partner providers have agreed to provide the service on a temporary basis until the preferred provider can take on the work. This will be done in line with the model currently provided by the joint Health & Social Care Extended Community Care Teams. Resources and Operations Team Leads will be instrumental in moving this forward and this should be highlighted as a priority area of work.

4.24 *Rural Areas*

Adult Care is still facing difficulty with the recruitment and retention of Care at Home staff in rural and remote communities. It is a particularly acute issue for Bridge of Orchy, Appin/Lismore and Luing. This is both a current and historical problem. Rural subsidies have been discussed with providers. However, they are advising this is not a financial issue but solely a resource issue. All commissioning avenues have been exhausted and local solutions should be looked at for these areas.

4.25 **BUTE AND COWAL**

Mapping of Services

As previously stated outlying areas like Strachur and Tignabruich are well defined. However, an increase in demand in these areas has led to a recent shortage of available services. In order to cover service in recent months it has been offered to off framework provider. This has led to excessive travel and mileage costs that are being addressed as a matter of urgency. Negotiations have started with our preferred providers to discuss rural subsidies.

4.26 A further mapping exercise is underway to address issues in Innellan, Strone and Ardentinny.

4.27 *Rural Areas*

Although Lochgoilhead and Cairndow are currently serviced by the Strachur run, these two areas cause ongoing difficulties. This is due to the travel involved and the resources required. As demand is increasing, providers are using staff who are already working for the external agencies to travel to rural and remote localities. They are unable to increase the staff pool and although they may be solving a problem in one area, at a high cost, they are creating a problem in another. Local solutions should be looked at for both these areas.

4.28 **HELENSBURGH AND LOMOND**

Mapping of Service

Outlying areas such as Arrocher, Luss and the Garelohead peninsula are well defined. Currently there is capacity in all areas. Work will start in the next quarter to map local areas to reduce travel time and prevent care staff from different organisations providing service in the same area.

4.29 *Inclusive Rates*

Inclusive rates require to be agreed with a number of providers in Helensburgh. Again this will be addressed in the next quarter.

4.30 **MID ARGYLL, KINTYRE AND ISLAY**

Work is currently underway around contracted hours and the medication issue for in house staff. The independent sector is currently used to meet all medication requirements. Due to this, no strategic oversight can be applied when commissioning these services. Once this issue is resolved, Adult Care will be able to map services which should provide efficiencies within the current costs.

4.31 Adult Care are still facing difficulty with the recruitment and retention of Care at Home staff both in centres of population and rural communities. This is reflected in their waiting time figures, with no clear distinction between these areas. In some localities there is currently no service being delivered at this time.

LOCAL SOLUTIONS FOR RURAL AREAS

4.32 **Option 1**

Adult services are looking at local solutions for very rural areas. The pressure areas are Bridge of Orchy, Luing, Appin/Lismore, Lochgoilhead, Cairndow and Carradale. Adult Care have had discussions with the Social Enterprise Team within Development and Infrastructure Services to explore co-production opportunities and investigate what local solutions have been agreed for other service sectors and the infrastructures in place to support groups in the local communities.

4.33 Adult Services propose to meet local community groups to make use of their local knowledge. The aim of these meetings is twofold. Firstly we would ask the community groups to assist the Council to identify local people who may be willing to work for an hour or two per day in the care sector but may not want to commit to full time work. In addition, we would

work alongside the Social Enterprise Team to assist us to identify a local group or organisation that has the infrastructure already in place, to act as a host agency, for the local management of this small staff group.

4.34 If successful in identifying both of the above, Adult Services would source appropriate training provision for this group along with external professional support for both the staff group and the host agency. This could include payroll and employment law services. Care would be provided in line with the priority of need framework.

4.35 **Option 2**

A further option is to work in partnership with NHS colleagues to look at a health based care worker employed locally, using Integrated Care funding. Preliminary discussions have taken place, however this option requires to be explored further and will be reliant on a successful bid to the fund.

5.0 CONCLUSION

5.1 Adult Care acknowledges the challenges they are faced with in future provision of care at home services. The above steps have been taken to date but ongoing commitment is required from our staff group and partner providers. Recruitment, retention and long term sustainability of care staff is paramount to move this forward. Intelligent Commissioning across service groups needs to be explored within Community Services. This would seek to improve conditions of service for care staff, increase skills in the staff group and lead to additional flexibility and resources when required at pressure times throughout the day.

5.2 The future of Care at Home provision in exceptionally rural localities is reaching crisis point. The solutions currently available to Older People in some localities are residential care or sheltered housing in the nearest town.

6.0 IMPLICATIONS

- | | |
|-----------------|---|
| 6.1 Policy: | Consistent with Reshaping Care for Older People national direction and Joint Commissioning Plan for Older People. |
| 6.2 Financial: | Potential impact of rural subsidies to be costed following discussions with Providers. |
| 6.3 Legal: | Nil |
| 6.4 HR : | Nil |
| 6.5 Equalities: | Nil |

6.6 Risk: Urgent attention requires to be given to proposals within this report to ensure care at homes services are delivered in line with assessed need and in recognition of the rural and remote communities we serve.

6.7 Customer Service: Nil

Cleland Sneddon, Executive Director of Community Services

Councillor Douglas Philand, Policy Lead

4 November 2014

For further information contact:

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APPENDICES

Appendix 1: Growth in Home Care Services

Appendix 2: Waiting List Information

Appendix 3: Care Inspectorate Grades for Care at Home Providers

Appendix 4: IRISS Outcomes

Appendix 1

Providing Care at Home

Homecare SPI Data	2011/12		2012/13		2013/14	
Number of people aged 65+ receiving homecare	830		933		1,070	
Total volume of service Total No homecare hours per 1000 population aged 65+	8,584	443.6	9,329	473.8	10,650	540.9
No and % in receipt of : Personal care	819	98.7	921	98.7	1,064	99.1
No and % in receipt of: A service during evening/overnight	438	52.8	467	50.1	553	51.5
No and % in receipt of : A service at weekends	748	90.1	850	91.1	967	90.0

Data Source:

Audit Scotland SPI Return - Homecare Section9

Appendix 2

Waiting List Information as @ 6 October 2014

Area	No of people waiting service from date of assessment under 4 weeks	No of people waiting service from date of assessment over 4 weeks	No of people waiting service from date of Assessment over 12 weeks	Area Totals
B&C	5	1	6	12
MAKI	9	7	4	20
HL	0	0	0	0
OLI	3	1	1	5
TOTALS	17	9	11	37

Appendix 3 Care Inspectorate Grades

External Providers

Provider	Date of Care Inspection	Care Inspectorate Grades		
		Quality of Care & Support	Quality of Staffing	Quality of Management & Leadership
Allied Healthcare	25/01/2013	6	6	5
	26/03/2012	6	6	5
Argyll Homecare	02/10/2014	5	4	4
	05/08/2013	4	4	4
	14/09/2012	5	5	5
Careplus	29/05/2014	6	5	6
	11/06/2013	6	5	6
	11/06/2012	6	5	6
Care + Oban	26/05/2014	4	4	3
	06/06/2013	4	4	3
	14/06/2012	4	3	3
Care UK	Awaiting CI report	-	-	-
	28/12/2010	5	Not assessed	Not assessed
Carers Direct	31/03/2014	6	5	6
	14/02/2013	5	4	6
	20/05/2010	5	4	4
Carewatch	02/06/2014	5	5	5
	30/01/2013	4	5	4

Provider	Date of Care Inspection	Care Inspectorate Grades		
		Quality of Care & Support	Quality of Staffing	Quality of Management & Leadership
	22/09/2011	5	4	4
Carr Gomm	27/05/2014	4	4	5
	30/01/2013	4	4	4
Cowal Carers	29/05/2014	5	4	4
	06/02/2013	5	5	5
	08/06/2011	5	4	5
Joans Carers	10/02/2014	5	5	5
	08/03/2013	5	5	5
	02/02/2012	4	4	4
M&J	14/02/2014	3	3	3
	19/08/2013	2	2	2
	03/08/2012	4	4	4
Mears	20/11/2013	3	3	3
	19/10/2012	2	3	3
	04/11/2010	4	4	4
Premier Healthcare	20/11/2013	6	6	6
	08/03/2013	6	6	6
	27/04/2010	5	4	5
Quality Care	05/04/2014	4	4	3
	17/09/2012	4	4	3
	19/10/2010	5	5	5

Internal Providers

Provider	Date of Care Inspection	Care Inspectorate Grades		
		Quality of Care and Support	Quality of Staffing	Quality of Management and Leadership
MAJIK (Mid Argyll, Jura, Islay and Kinytre) Homecare	13/12/2013	4	5	4
	12/12/2012	5	4	4
	30/07/2010	5	4	4
Oban/Mull Homecare	27/02/2014	3	4	3
	11/03/2013	4	4	4
	13/12/2011	3	4	3

Care Inspectorate Grading

- 6 – Excellent
- 5 – Very Good
- 4 – Good
- 3 – Adequate
- 2 – Weak
- 1 – Unsatisfactory

Not Assessed – this area was not assessed during the recent Care Inspection.

Appendix 4

IRISS Outcomes

GROUP 1

Group 1	Idea: Develop generic support workers across health, social care and private sector
What partners will be involved? Health, Social Work and Private Providers	
What needs to be done in the next 3 months to implement this? Create working group	

GROUP 2

Group 2	Idea: Independent Social Care Assessor
What partners will be involved? ALL - Social Work, NHS, Council, Providers, Commissioning Team, every agency SDS promotion, people who use services	
What needs to be done in the next 3 months to implement this? Commitment from Social Work to improve practice in offering full informed choice to people.	

GROUP 3 IDEA MAPS

Group 3	Idea: Alert Response Team
What partners will be involved? SAMS, Argyll & Bute, Commissioning, NHS, GPs, 3 rd Sector	
What needs to be done in the next 3 months to implement this? Identify pilot area Speak to NHS Arran – Stats – costing, call outs, hospital preventions and hospital discharges Create working group Discuss with carers and users	

GROUP 4

Group 4	Idea: Service should be delivered by two carers even on single services, team approach to group
What partners will be involved? Service Providers, Commissioning staff and Finance .	
What needs to be done in the next 3 months to implement this? Working group formed. Group has met and discussed model. design strategic proposal Desk top trial led by Finance Consultation with service user/carers groups Implement in partnership with providers.	

Group 4	Idea: Ending fixed service times and commissioning services with general reference to time and type of service. Ie. Morning service, afternoon service, evening service, etc,
What partners will be involved? Commissioning officers and service providers coordinators	
What needs to be done in the next 3 months to implement this? Working group formed. Group has met and looked at a number of models. Meeting arranged with other Councils to look at design. Develop strategic proposal Identify pilot areas Consultation with service user/carers groups Implement in partnership with providers.	

GROUP 6

Group 6	Idea: Implement dedicated reablement teams
What partners will be involved? NHS, A&B Council, Independent Care providers, Third sector agencies involved in delivering reablement	
What needs to be done in the next 3 months to implement this? Link with workstream 3; IT Governance Clarity; Clarity of ECCT's; Lead Professional in Place SPOA established; Intensive reable training for identified team; Spread existing good practice eg. RPIW work Bute	

GROUP 7

Group 7	Idea: Unified Training – Care Worker Passport
What partners will be involved? Providers, Care Inspectorate, Local Authority, NHS, Colleges, SSSC, SVQ	
What needs to be done in the next 3 months to implement this? Need agreement, Awareness, Canvass the views of the providers re buy-in	

GROUP 8

Group 8	Idea: To provide good quality training & underpinning knowledge to the care workforce.
What partners will be involved? Argyll College, NHS, Private Sector, A&B Council	
What needs to be done in the next 3 months to implement this? Idea fast tracked and agreement has been reached with a number of providers to offer placement opportunities. Ongoing work required to get agreement from more providers.	

Group 8	Idea: Delivery of full time “Social Service and Healthcare” SVQ
What partners will be involved? Argyll College, NHS, Private Sector, A&B Council (ALL)	

ARGYLL AND BUTE COUNCIL**COMMUNITY SERVICES COMMITTEE****COMMUNITY SERVICES****11 DECEMBER 2014**

LEARNING DISABILITY DAY SERVICES

1.0 EXECUTIVE SUMMARY

- 1.1 The purpose of the report is to provide a summary and update on the improvement and development of the Learning Disability Day Services.
- 1.2 The Service Manager for Registered Services had reviewed the quality of the Council operated services and confirmed that the appropriate improvement plans are in place to improve the grades assessed by the Care Inspectorate.
- 1.3 The Helensburgh service, commissioned from Enable, will also be subject to review in preparation for the service being re-tendered in advance of April 2015.
- 1.2 It is the intention of the Adult Care service to provide or commission modern and person centred Day Services based on a framework of providing or developing services that are socially inclusive and provide positive personal outcomes and meaningful activities over the week inclusive of evenings and weekends.
- 1.3. In achieving the aims noted above, it is essential that there is greater consistency across the services in ensuring that they all meet the standards and demands expected by service users and the Care Inspectorate.

2.0 RECOMMENDATIONS

It is recommended that Community Services Committee:

- 2.1 note it is the intention of the Adult Care service to provide or commission modern and person centred Day Services based on a framework of providing or developing services that are socially inclusive and provide positive personal outcomes and meaningful activities over the week inclusive of evenings and weekends.
- 2.2 note the progress in relation to Learning Disability Day Service Inspection gradings.

LEARNING DISABILITY DAY SERVICES

3.0 INTRODUCTION

- 3.1 The last major policy driver in relation to Learning Disability and which had implications for Day Services was the “Same as You” (2000). The Keys to Life and Self-directed Support legislation are the two major pieces of Legislation which are likely to affect and impact the Learning Disability population at the present time.
- 3.2 The Service Manager – Resources has worked alongside the Learning Disability Day Services ensuring that they were not only meeting the needs of their client group but that they were planning and implementing changes and modernising their services. The work ensured they were well prepared for Care Inspectorate visits, are able to meet the challenges of Self Directed Support and develop services which continued to be viable and offer flexible and dynamic services beyond the traditional Day Service model. This flexibility is deliverable given the recent changes to staff terms and conditions which allows for aligning staff to the needs and aspirations of service users.

4.0 RECOMMENDATIONS

It is recommended that Community Services Committee:

- 4.1 note it is the intention of the Adult Care service to provide or commission modern and person centred Day Services based on a framework of providing or developing services that are socially inclusive and provide positive personal outcomes and meaningful activities over the week inclusive of evenings and weekends.
- 4.2 note the progress in relation to Learning Disability Day Service Inspection gradings.

5.0 DETAIL

- 5.1 **Phoenix (Bute) and ASIST (Cowal)**

The services were both inspected by the Care Inspectorate in March 2014 and May 2014 respectively. These two inspections have seen a dramatic turnaround following negative and poor inspections.

Day Services	Care Inspectorate Grades			
	Care & Support	Staffing	Environment	Management & Leadership
Assist	4	4	4	4

- 5.2 ASIST was graded as all 4's under the 4 themes inspected. This should be viewed in an extremely positive and acceptable standard taking the view that the previous inspections undertaken concluded that that the service was in receipt of grading's of unsatisfactory and raised significant concerns regarding the management and leadership of the service.

Day Services	Care Inspectorate Grades			
	Care & Support	Staffing	Environment	Management & Leadership
Phoenix	4	3	3	4

- 5.3 Phoenix was inspected in March 2014 only 6 weeks after the current manager came into post and this inspection has again seen significant improvement in the grading being awarded. The Inspection in March 2014 resulted in grades of two 3's and two 4's being awarded with one requirement and six recommendations. This has to be viewed as positive in light of the previous inspection, January 2013, which resulted in grades of 2 across all inspection themes and ten requirements.
- 5.4 The appointment of a new manager for the service has had a very positive impact which has been testified by the grading's now being awarded. Given the significant improvement, the Care Inspectorate has allowed the dual management registration for both Assist and Phoenix under the leadership of a single manager.
- 5.5 In conclusion, it is evident that both services are moving in the right direction and the staff teams in both services are working to achieve positive outcomes for their service users.

5.6 **Lorn Day Service (Oban)**

Day Services	Care Inspectorate Grades			
	Care & Support	Staffing	Environment	Management & Leadership
Lorn	3	4	4	3

The service was inspected in January 2014 and achieved grades of an acceptable standard. The service was graded on the themes inspected as achieved two 3's and two 4's with several recommendations and requirements. Historically this level of grades has been achieved over recent years. It should be noted that some grades on themes within the quality indicators inspected have been 5's but the overall quality indicator

grades results in 4's being awarded. The expectation is that the updated Improvement Plan will result in improved grading at the next inspection.

- 5.7 In discussion with the LD Social Work Team they value the service and the resources which Lorn Centre is able to offer the service users within the Oban area. Whilst Lorn is well established and well thought of there remains some reservation that the service could offer greater flexibility and be more focussed on alternative ways of providing the service that are focussed on person centred outcomes rather than general service outputs. This will be a key feature of their improvement plan going forward.

5.8 Woodland Day Centre (Campbeltown)

Day Services	Care Inspectorate Grades			
	Care & Support	Staffing	Environment	Management & Leadership
Woodlands	Still to be Inspected 5	5	5	5

Woodlands has not received an Inspection since August 2012. The grades achieved by Woodlands have year in year been incrementally improving with the inspection achieved during the course of the last inspection being five's across all themed areas of Inspection. The service has a stable and longstanding group of service users and staff team. The staff team are confident with regards the engagement process with service users and families and carers. The Service is well led and managed. However, while the service has received positive grades, it also could benefit from becoming more community inclusive and more dynamic. This is an area which the Unit Manager and the staff are aware of and will be the focus of the Unit's Improvement Plan.

5.9 Lochgilphead Day Service

Day Services	Care Inspectorate Grades			
	Care & Support	Staffing	Environment	Management & Leadership
Lochgilphead	6	5	4	4

The service has recently had an inspection, 28th and 29th August 2014, and was downgraded. The service previously had received two 6's (excellent) in their areas of themed inspection. The grades for Lochgilphead have however been more than satisfactory achieving one 6 (excellent), one 5 (very good) and two 4's (good). The rationale for some of the 4's was for issues relating to building environment.

- 5.10 At the last meeting between the Lochgilphead Social Work Team and the Day Service Management Team it was considered whether the Lochgilphead service could be dual registered, also providing Support at Home. This is due to gaps in the provision of services in this area. Given the limited numbers within such a small service and the perceived limited availability of appropriate service providers in this particular area, this is an option which would benefit from further scoping and exploration.

5.11 Overall, the Lochgilphead service at the present time is managing well and has the potential to improve further without significant input from external management.

5.12 **Greenwood (Campbeltown)**

Day Services	Care Inspectorate Grades			
	Care & Support	Staffing	Environment	Management & Leadership
Greenwood	2	2	2	2

The service received an inspection from 26th through 28th May 2014 .The service had been developed as a Support at Home Service and in its first and previous inspection had been given a relatively positive inspection. It had previously been awarded 4's across all areas and had not been offered any requirements or recommendations following this inspection. In many ways following this inspection there has not been continuing progress and development of the service.

5.13 The inspection in May, following the same themes resulted in 2's across all themed areas and a significant number of requirements, recommendations and areas of improvement. An Action Plan was developed and immediately tackled and resolved the significant and most concerning areas of practice and policy and procedures.

5.14 Work is ongoing within the Greenwood service in response to the poor inspection report. A decision in relation to the ongoing registration will have to be given careful deliberation. While the service was relatively recently de-registered, it is clear that the model of Support at Home has not been implemented effectively and given the relatively high dependency levels of the tenants it may be more appropriately registered as a care home and provide a residential care facility within Argyll & Bute which could provide an alternative to out of authority placements. Ongoing work will continue to address the practice and procedural issues and further consideration will be given in the near future with regards the service direction and registration.

5.15 A more comprehensive report on these considerations will be available in due course with regards to the service's future development and utilisation.

5.17 In achieving the aims noted in 3.1, it is essential that there is greater consistency across the services in ensuring that they all meet the standards and demands expected of our community and the Care Inspectorate.

5.18 As a provider we should always be seeking to attain 5s or 6s across all quality themes, following Care Inspectorate inspections. Anything less than 4s should be seen as unacceptable to us as a provider and purchaser of care home provision.

5.19 There are a number of areas where we can develop a more systematic approach to grading improvement and retention. These are:-

- Ensuring that Learning Disability Services update their self-assessment on a 2 monthly basis. Currently Day Services as with other registered services, tend to revisit self-assessment only on the prompt from the Care Inspectorate that an inspection is forthcoming and our practice is reactive rather than proactive . The self-assessment tool should be seen as one of continuous improvement. All Registered Managers will now be required to report the detail of their self –assessment updates to their regular meetings with the Service Manager (Resources). This will importantly allow initiative sharing across units with the potential to link neighbouring Managers together to share approach and content.
- All recommendations and requirements emanating from Care Inspections will now be captured on a separate data base by the Service Manager (Resources), who will require evidence that improvements have been made before non-conformities can be signed off. This is consistent with the Quality Assurance thrust of Adult Services and is in line with the likely evidence required from any future Care Inspectorate audit of Adult Care Services.
- The adoption of a growing number of Standard Operating Procedures (SOPs) across adult care registered services covering key areas such as we have already developed on respite admission, the content and management of service user files and nutritional policy. These documents will be controlled, in terms of issue and update through SharePoint, following the adoption of a common format.
- The adoption of the now operational Monthly Returns from Registered Managers, which cover key performance areas of attendance at work, budget performance, staffing, service user reviews, service plans, care inspectorate grades, training and health and safety matters. This provides a useful insight over time in relation to a unit's performance and allows cross consideration of issues for instance, the relationship of absence to overspends in staffing budgets.
- Consideration of the benefits of adopting a peer review programme especially around Senior Care Workers to allow the experience of short term placements out with their own unit to evaluate different approaches to effective management.
- The sharing of “excellence “ in bringing to the attention of all registered Managers the unique features which have resulted in our units receiving 6s in Care Inspectorate grading's across quality themes. This will be organised through Mangers regular meetings and will look to the adoption of recognised good practise across all units

5.20 Future and Ongoing Work

Meetings have been established and are currently ongoing between the Day Service Management Teams and their aligned Social Work Teams. There is a need to improve relationships and the interface between the teams and also to develop an improved understanding of roles and remits. These ongoing meetings are a pre-requisite to generating increased understanding and should seek to offer direction and establish future service provision and flexibility.

5.21 Strategic Finance is currently working to establish new rates across all Internal Day Services. The current applicable rates across all Council operated services would make them uncompetitive when Self Directed Support is fully implemented. The Council operated services need to be more financially competitive to flourish and grow in line with the introduction of SDS. The Council operated services are well established and embedded in their communities and going forward these services need to provide a high quality, personalised and financially viable Day Service in their respective areas.

5.22 The Service is looking to develop and implement a programme of Stakeholders Days throughout all the Council Day Services. The development of co-production across all services would be beneficial in establishing and modernising the services. The recent questionnaire and Audit provided internally by the Council only provided a measure of validation that the services were effective, person-centred or were in need of modernising. A series of Stakeholders Days involving all partners and agencies would provide more detailed information and be an opportunity to take steps to modernise and develop these services. These carefully planned events would not require any external input or intervention and they would be coordinated and planned by the Day Services Management Team. Logically these Stakeholder days would be progressed once the previous two items above have been progressed

5.23 The management teams in the Services will also benefit from additional or supplementary training in areas such as Leadership and Management. The Service Manager is committed to providing support, guidance and advice around taking the service forward and having a direct input into staff meetings. This will be progressed via the Social Work Training Board as required.

5.24 The Service Manager for Registered Services will be involved in working in partnership with the Commissioning Team to evaluate the current engagement with the externally sourced Day Service in Helensburgh & Lomond, currently provided by Enable Scotland. This will involve evaluating their delivery and achievements and to be involved in the tendering process during 2015 once the current contract expires.

5.25 It is intended that the model of services to be re-commissioned externally next year will mirror the model of in house services and that Care Managers and the Service users will effectively commission

services from the in-house service in the same manner that they would via the independent sector.

6.0 CONCLUSION

- 6.1 All the services continue to benefit from working closer together. The standardisation process has progressed beyond the standardisation of Care Plans and Systems which are now in place with each service now working with person centred plans and an outcome based approach
- 6.2 The services will benefit from improved structures in place for meeting with Area Team Social Work colleagues in order to focus on shared goals and aspirations. The Day Service will develop a better understanding of the concept of the Care Manager and Service Users being the customers who commission person centred and innovative outcomes rather than the Day Services providing general outputs of service delivery

7.0 IMPLICATIONS

- 7.1 Policy: In line with the national Same as You Policy
- 7.2 Financial: None
- 7.3 Legal: None
- 7.4 HR: None
- 7.5 Equalities: None
- 7.6 Risk: Reputation to Council
- 7.7 Customer Service: Improvement of services provided

Cleland Sneddon
Executive Director of Community Services

Policy Lead: Councillor Douglas Philand

24 November 2014

For further information contact: Gordon Murray
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ARGYLL AND BUTE COUNCIL**COMMUNITY SERVICES COMMITTEE****COMMUNITY SERVICES****11th DECEMBER 2014**

**UPDATE REPORT
INDEPENDENT LIVING FUND (ILF)**

1.0 EXECUTIVE SUMMARY

- 1.1 The purpose of this report is to provide Community Services Committee with an update on the forthcoming proposed transfer in respect of the Department of Work and Pensions (DWP) Independent Living Fund (ILF) to the Scottish Independent Living Fund (SILF).
- 1.2 This report will provide the background to the decision to close the ILF, the legal challenges submitted and the outcome of these.
- 1.3 The report identifies a current Judicial Review of the decision to close the fund and details the potential impact this decision may have on the proposed transfer.
- 1.4 The report also identifies financial implications which require to be addressed prior to the transfer date.
- 1.5 The report identifies actions required to be taken by Social Work to support clients currently in receipt of ILF to ensure a seamless transfer.
- 1.6 Community Services Committee are asked to note the content of the report.

ARGYLL AND BUTE COUNCIL

COMMUNITY SERVICES COMMITTEE

COMMUNITY SERVICES

DECEMBER 2014

**UPDATE REPORT -
INDEPENDENT LIVING FUND (ILF)**

2.0 INTRODUCTION

- 2.1 The purpose of this report is to provide Community Services Committee with an update on the forthcoming proposed transfer in respect of the Department of Work and Pensions (DWP) Independent Living Fund (ILF) to the Scottish Independent Living Fund (SILF) following the announcement that the ILF Fund will close.
- 2.2 The Independent Living Fund was established in 1988 to provide discretionary cash payments directly to disabled people who have the highest level of social care need. The fund is administered by an Executive Non-Departmental Body of the Department for Work and Pensions (DWP) and has been accessed by individual local authorities who have been able to draw down resource on behalf of people with disabilities.
- 2.3 There are two groups within ILF – Group 1 relates to clients who were able to apply directly to the fund without social work assistance, therefore these clients may not be known to Argyll and Bute Social Work. Group 2 relates to clients who have ILF to top up their local authority funding towards their care and support, all group 2 clients are known to Social Work.
- 2.4 In 2012, the UK Government announced ILF would close in March 2015. The Fund in England would be transferred to Local Authorities, however, in Scotland a consultation took place whereby a decision to transfer the ILF to a new Scottish ILF was made by the Scottish Government in April 2014.
- 2.5 Due to a legal challenge in November 2013 about the UK Government's decision to close the Fund in 2012, the date of closure was extended to July 2015. Since then, there has been a further Judicial Review Appeal Hearing regarding closure of the Fund. This Hearing took place on 22 October 2014 and a decision on the outcome of this Hearing is expected by end of November 2014.
- 2.6 Since the announcement of the creation of the Scottish Independent Living Fund (SILF) Argyll and Bute Council have ensured that all clients in

receipt of ILF known to us (Group 2) have been kept informed of the proposed transfer of the Fund. DWP are responsible for informing Group 1 clients.

3.0 RECOMMENDATIONS

3.1 Community Services Committee is asked to note the content of the report.

4.0 DETAIL

Background

- 4.1 **The Independent Living Fund** consists of 2 funds currently administered from the DWP which provide additional financial assistance to service users in need of care and support to maintain them in their own homes.
- 4.2 **Group 1:** fund was set up in 1988 with awards made to individuals who applied directly to the Funds, to purchase care and support to maintain them in their own homes. This is a private arrangement between ILF and the individual with no input from the local authority. The Group 1 users are protected by Data Protection legislation which means that ILF is unable to share information about the individual (and the support they are receiving) with the local authority. The local authority may also be providing support but will not necessarily be aware that the individual is in receipt of funding from ILF.
- 4.3 On the information available it appears that within Argyll & Bute there are 4 people in this group.
- 4.4 **Group 2:** fund was set up in 1993 when the Group 1 Fund closed to applicants. Group 2 clients could only receive funding following social work assessment and an agreed minimum amount of funding being provided by the local authority (threshold sum). There is a written agreement between ILF and the local authority detailing the financial commitment to the support package. ILF is seen as a 'top-up' to local authority funding. Each case is reviewed every 2 years by Independent Living Fund Assessors in conjunction with social work. Currently, there are 80 people in receipt of Group 2 payment.

ILF Closure Plans

On 18 December 2012 the UK Government announced the closure of the ILF on 31 March 2015 and the transfer of responsibility for supporting ILF users to local authorities in England and the devolved administration in Scotland which included responsibility and finances being devolved to the Scottish Government.

- 4.5 An appeal of the closure was submitted in April 2013 by ILF clients to the High Court claiming the decision to close the fund was unlawful. This

appeal was dismissed and a further legal challenge was lodged. This challenge was upheld in November 2013 by the Court of Appeal. It was deemed that the closure decision had breached the Equality Act's public sector equality duty, because adequate information had not been given to the minister, making the decision to close the fund, to assess the effect on ILF clients and their ability to live independently.

- 4.6 This judgment required the UK Government to reconsider its closure decision, ensuring all legal obligations are met.
- 4.7 In June 2014, the decision to close the fund was reconsidered by the UK Government, in compliance with the previous legal challenge findings. As a result, the original decision to close ILF and transfer non-ring-fenced funding to local authorities was reinstated however; the closure date would be delayed by three months until 30 June 2015.
- 4.8 During this time, notwithstanding the legal challenges, the Scottish Government held a consultation on the proposal of the future use of resources devolved following the UK Government's original decision to close ILF. This consultation took place from August - November 2013.
- 4.9 Following the consultation, on 11th April 2014, the Scottish Government advised that following negotiations with the UK Government to transfer management of the current Independent Living Fund (ILF) to the Scottish Government, a new Scottish Independent Living Fund (SILF) would be set up to protect and enhance services when the UK Government scheme closes in 2015.
- 4.10 It is proposed, the Scottish Government's SILF will come into effect in July 2015, subject to the full allocation of funding being devolved to the Scottish Government.
- 4.11 The budget for the SILF will be made up of the transfer of the current funding levels alongside an investment from the Scottish Government of £5.5 million.

Current Position

- 4.12 Since the outcome of the decision by the UK Government in June 2014 to continue with the closure of the fund a further legal challenge has been lodged.
- 4.13 Following a ruling made at the High Court in August 2014 that the decision made in June 2014 to reinstate closure plans breach equality legislation, an appeal was heard at a full Judicial Review Hearing on 22nd October 2014. At the time of writing, a decision had not yet been made on the outcome of this review, it is anticipated that a decision will be made by end of November 2014.
- 4.14 Should the Judicial Review Hearing rule in favour of the appeal the

proposed transfer of the ILF to the Scottish Government will be postponed

Operational Impact

- 4.15 Argyll and Bute Council have an appointed contact Officer linked with ILF who has registered with the DWP ILF as the secure link and will keep up to date with the proposed closure and transfer of the Fund. These details will be forwarded to the SILF.
- 4.16 In July 2014, a letter was distributed to introduce the Local Authority Contact Officer to all individuals in receipt of ILF and their Care Managers. This letter provided information regarding the consultation on changes from ILF to SILF and also enclosed a news release supplied by the Scottish Government. The Contact Officer will keep each individual updated with any further information when received.
- 4.17 In addition, the Contact Officer has attended Helensburgh, Campbeltown & Bute's Local Forum meetings as carers and service users have requested information on Self Directed Support, Direct Payments and ILF.
- 4.18 At a meeting with representatives from the DWP and Scottish Government on 31 October, confirmation was obtained that £47,500,000 is the forecasted revenue for a full year transfer, however, the figure of £35,400,000 will transfer to the Scottish Government for the date the SILF commences (July – April 2015). The assumed attrition of this figure is 5% per annum and transfer monies do not include administration costs. Any debt incurred by ILF clients will be transferred to the DWP and a separate agreement will be set up between DWP and the client. This will not impact on the award made by the SILF.
- 4.19 Throughout 2014, Group 2 ILF clients have been reviewed by ILF Assessors jointly with Social Work representation. It has been identified that DWP do not automatically factor in to the award any increase required in relation to the national minimum wage during day hours and sleepovers or auto enrolment for pension contributions. Therefore, Care Managers with the support of the contact officer will be required to identify these additional costs and contact the ILF Assessor to request an uplift. Assuming the current Judicial Review is not upheld, this will require to be completed by end of December 2014 as all ILF Assessor posts are due to be terminated.
- 4.20 In preparation for the transfer, Scottish Government has established a Scottish ILF Project Board including representation from Scottish Government, Self-directed Support Scotland, Enable, Glasgow Centre for Inclusive Living, PAMIS, Cosla and Social Work Scotland. The purpose of this Board is to plan communications and co-produce advice and information for the Scottish Government Minister for Public Health who is responsible for SILF.
- 4.21 It is anticipated that the operation of the SILF will have two phases – Phase 1 will relate to existing clients of ILF and the transfer. The Project

Board has recommended that there should not be any changes from the procedures and processes of the current UK ILF system when it changes over to the SILF in the interim. Negotiation has been successful to transfer ILF IT systems to assist with the transition and familiarity of the fund administration. There is a proposal for the SILF to be test ready in shadow by April 2015.

- 4.22 It has been noted that no decision has been made at this point in relation to the responsible body for administering the funds other than confirmation that the transfer of money from the UK Government will go to the Scottish Government. It is anticipated that a decision regarding the responsible body will be discussed at the next Project Board on 5 December and communicated thereafter.
- 4.23 Phase 2 relates to new applicants to the new SILF. No date has been set as yet for applications, however, it has been confirmed that the SILF will be open to new applicants at some point through 2015.
- 4.24 Local Authorities have been encouraged to feedback to the Project Board via their Social Work Scotland link person. Feedback presently provided relates to the future of the SILF given the attrition rate is 5% per annum and the status of Award Managers where appropriate relevant powers are not in place such a POA, Financial Guardianship as appointeeship will no longer be applicable.
- 4.25 The UK ILF have a communication strategy in place and plan to write to all ILF clients in March 2015 to confirm the closure and transfer of the fund and request any unspent funds must be returned. Simultaneously, the SILF Project Board will also write to all clients advising that the fund is being transferred and they will receive their next payment from the SILF. Concerns have been raised that clients will require support on receipt of the letter from UK ILF to ensure only unaccountable unspent funds are returned. Support will be provided by Care Managers and the Contact Officer.

5.0 CONCLUSION

- 5.1 Subject to the outcome of the current Judicial Review Appeal Hearing, a date will be set when clients in receipt of ILF residing in Scotland will see funds transfer to the Scottish Government in the form of the Scottish Independent Living Fund. Should the Appeal be dismissed, the transfer will take place in July 2015. However, should the Appeal be upheld, the likelihood is that the transfer will still take place but be delayed.
- 5.2 Both ILF and the new SILF have communication strategies to inform clients of the closure and transfer of the Fund.
- 5.3 Actions required to be taken by Social Work staff to support clients with the closure of ILF and transfer to SILF are as follows:

By the end of December 2014

- Ensure current award is sufficient to comply with National Minimum Wage legislation in relation to both day time and sleepover duties.
- Ensure current award is sufficient to fund auto-enrolment pension contributions for Personal Assistants.
- Make contact with relevant ILF Assessor with full details of funds required to ensure compliance with the previous two points.

By end of March 2015

- All ILF clients are supported to reduce anxiety over changes to the Fund.
- All ILF clients to be offered support to ensure only unaccounted for unspent ILF funds are returned.
- Ensure any clients with DWP appointees have appropriate alternatives in place where relevant.

6.0 IMPLICATIONS

6.1	Policy	None.
6.2	Financial	If required uplifts not identified the Council will be required to meet the shortfall.
6.3	Legal	There is currently a Judicial Review Appeal Hearing in the Court of Appeal, which will conclude by end of November 104.
6.4	HR	None.
6.5	Equalities	None.
6.6	Risk	As identified within report.
6.7	Customer Service	None.

Cleland Sneddon
Executive Director of Community Services

Cllr Douglas Philand Policy Lead Douglas Philand

3 November 2014

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ARGYLL AND BUTE COUNCIL**Community Services Committee****Community Services****11th December 2014**

Commissioning services for children with a disability and self-directed support

1.0 EXECUTIVE SUMMARY

- 1.1 This paper outlines changes to the arrangements for the provision of statutory social work services in the Children and Families Service and change to the funding of block contract and grant funding for services to children with a disability as a consequence of The Social Care (Self Directed Support) (Scotland) Act 2013. These changes are designed to support improved choice for parents and carers.
- 1.2 The Social Care (Self Directed Support) (Scotland) Act 2013 came into effect in April 2014 creating a new framework where parents and service users, who have been assessed as eligible for services, are legally entitled to much greater choice and control over what support services are provided, who provides them and how, where and when they are delivered. This helps ensure that resources are used more effectively to meet need and is anticipated will create much more personalised, innovative and flexible supports to families. Initially self-directed support (SDS) was implemented for all new social work assessments; the service is now moving to a process of reviewing all existing support packages. It is anticipated that no families will be disadvantaged by this change as if they wish to maintain the status quo they can do so.
- 1.3 The Act requires that all services users accessing statutory social work services and with long term stable care needs are offered a choice of service options. This has implications for how services are commissioned and means that block contracts and grant funded services should be replaced by individually contracted services based on an agreed hourly rate and on service user's individual choice. This will help ensure that spending is maintained within current budgets, service user and family choice is maximised and reduces the risk of paying for services by block or grant funding that are not then chosen by services users.
- 1.4 Temporary arrangements were put in place to continue funding to existing providers from April to October 2014 while the full implications and impact of the change could be assessed. The proposed changes have been discussed with existing providers and while most understand and are prepared for the change there is some anxiety and short term additional support may be required for some

providers. There are also a small number of families who have previously accessed grant funded services who will require an assessment of need and may be resistant to social work involvement.

- 1.5 It is recommended that the Community Services Committee:
- a) Agree children and families block/grant funding is continued to existing providers until April 2015
 - b) Agree that all children and families block funded contracts or grants are replaced by assessment led commissioning from April 2015
 - c) Note the changes to the way social work services will be provided to children with a disability as a result of the The Social Care (Self Directed Support) (Scotland) Act 2013

Commissioning services for children with a disability and self-directed support

2.0 INTRODUCTION

- 2.1 This paper outlines changes to funding arrangements for block contract and grant funding for services to children with a disability to support improved choice for parents and carers and in response to the implications of The Social Care (Self Directed Support) (Scotland) Act 2013.

3.0 RECOMMENDATIONS

- 3.1 Agree children and families block/grant funding is continued to existing providers until April 2015
- 3.2 Agree that all children and families block funded contracts or grants are replaced by assessment led commissioning from April 2015
- 3.3 Note the changes to the way social work services will be provided to children with a disability as a result of the The Social Care (Self Directed Support) (Scotland) Act 2013

4.0 DETAIL

- 4.1 The Social Care (Self-Directed Support (Scotland) Act 2013 came into effect in April 2014 and gives services users a legal right to a much greater level of choice and control over services to meet long term stable social care needs. Within the Children and Families Service this will most frequently apply to children with a disability and their families but may very occasionally apply to some other service users. The key implication for current grant or block funded services is that we are legally obliged to offer service users the 4 SDS options and can no longer simply offer one service option. Options that the family can choose are;

- **Option 1** direct payment to enable them to employ their own carer/support worker
- **Option 2** the person directs the available support - choosing the provider and how and when the service will be delivered
- **Option 3** the local authority arranges the support

- **Option 4** a mix of the above.

4.2 The Social Work Service continues to assess need and identify a suitable level of funding to meet these needs. With the implementation of SDS the service user now has much greater choice in how these needs will be met and the funding spent. They control the type of help they receive which will lead to families and individual service users finding more creative and flexible ways of meeting identified needs. This increased choice has significant implications for how services are commissioned. In effect there is no guarantee and little control over what services will be chosen year on year. This creates a risk that services may be commissioned by an annual block contract or grant that are not chosen by service users who wish to use the funding in a different way.

CURRENT PROVISION

- 4.3 The children and families services has one block contract for 250 nights with Sense Scotland for residential respite places for children with a disability at Ardlui House in Helensburgh, this is for a value of £77,838. Any requirement for placements above 250 nights are spot purchased at the rate of £388 per night. In 2013/14 11 children used 256 nights and current projections are that this will be approximately the same this year. The service was originally tendered in 2009, becoming operational in 2010/11 and was continued in 2013 following a review of service.
- 4.4 Argyll and Bute Council owns Ardlui House and as part of the contract the facility is run and operated by Sense Scotland. They do not currently pay any rent and Sense Scotland market spare places to other local authorities. After an initial period when the service was run at a loss it now appears to be running successfully with a high occupancy rate and is highly regarded by the families who use Ardlui House.
- 4.5 The Children and Families Service provides grant based funding to a number of third sector organisations who provide support to children and families in the community, this includes holiday and weekend respite. Most organisations supplement social work grant funding from other external grant sources to extend the range of activities and supports and are also providers of commissioned community supports services at an agreed hourly rate.
- 4.6 These organisations were initially established as small parent lead groups supported by social work grants however over time they have been taken over or are being provided by national organisations; Cornerstone operate Jigsaw in Helensburgh and CLASP in Dunoon and Scottish Society for Autism operate a service in Oban. Achievement Bute remains as a parent run organisation.
- 4.7 Initially places for children were available by direct access however increasingly the need for service is being identified by social work assessment with only a few children attending without social work involvement.

- 4.8 Cancare is an NHS Glasgow operated support service for children with complex health conditions operating in Helensburgh and Dunbartonshire. This is effectively funded on a case by case basis based on social work assessed needs.
- 4.9 The Children and Families Service operates the Kintyre Network centre in Campbeltown supporting children with a disability across Mid Argyll and Kintyre. The service was established under the Better Neighbourhood Fund due to the lack of any alternative provision and there being no parent led organisations in contrast to other areas. Access to independent providers remains limited in MAKI. All children accessing the services are by assessment for eligibility.

4.10 SUMMARY OF FUNDING

Organisation	Total Award 2014/15
Scottish Society for Autism (SSA)	41,309
Achievement Bute	61,529
Cornerstone (JIGSAW & CLASP)	96,800
Cancare - NHS Glasgow	28,000
Sense Scotland (Ardlui Block Contract)	77,838
	310,476

4.11 IMPLICATIONS

In preparation for the implementation of SDS it was agreed that grant funding be continued to existing providers until October 2014 to guarantee summer holiday support to families and to enable the impact of SDS to be evaluated and pending the availability of government guidance. It is proposed that this grant funding is extended to April 2015 and after this date funding will be via SDS options as chosen by the service user either as the result of a review of their needs or the result of a new assessment.

- 4.12 For current grant funded organisations this means that grant funding is replaced by individual families choosing one of the SDS options and using their social work funding to purchase the service they want from them.

- 4.13 Consultation was initially undertaken with Children and Family's providers in advance of implementation of the Act in April 2014 and a further provider's event across all services was held after implementation of the Act. In addition the commissioning team have meet with individual providers to explore the implications of SDS in detail and to begin the process of agreeing an hourly rate to replace grant funding. While most appear prepared for the change it may be necessary to provide an element of short term funding for management and administration costs and or officer support and advice to assist organisations through the change from grant funding to individual commissioning. All providers realise that following implementation of SDS securing future funding will be dependent on families choosing them against a wider range of options.
- 4.14 All existing recipients of a Social Work grant funded services – who have not previously had an assessment - will be offered one, with families offered the option of continuing the existing arrangement or converting to one of the other SDS options if they feel that is more appropriate to their needs. As most of the affected children will already have additional support needs identified within school any assessment process will be closely integrated with current assessment and planning processes.
- 4.15 Ardlui House remains a popular service with the families using it. The existing block contract will be replaced by individually commissioned services based on the number of families choosing the service. As the current contract is nearing time for review and consideration of re tendering, rates will be negotiated as part of this process.
- 4.16 The Kintyre Network Centre remains a popular service and with a lack of alternative providers in Mid Argyll and Kintyre it is likely that demand will remain around current levels. This will be kept under annual review and should existing service users convert current packages to an SDS option the centre's budget for 2015-16 will have to be adjusted accordingly.

4.14 RISKS

The following risks have been identified;

Failure to comply with legislation, commissioning arrangements require to be changed to ensure that the Service meets it statutory responsibilities under the Self Directed Support (Scotland) Act 2013. Unless changes are made there is a risk of significant additional financial pressures on social work budgets.

- 4.15 Impact on existing services – while SDS creates opportunities for providers to attract more children and families to their service, this requires adapting to a new way of operating. If they cannot make these changes, or families chose other

options, services will face reduced income and potentially closure. Cornerstone, SSA and Sense Scotland are all large well-established national provider and discussions indicate that they have good capacity to adapt to the requirements of SDS. Achievement Bute have raised concerns about the potential implications of SDS and have been offered officer support and advice with the transition.

- 4.16 Public perception– local groups for children with a disability have a high profile and evoke strong public support. While it is anticipated that no family will experience a reduction in service as the result of the implementation of SDS; any alteration or changes to the way services are provided to children with a disability can create anxiety and media interest. A small number of parents who have not previously had any social work contact may be resistant to social work involvement and refuse any assessment.
- 4.17 Social Work Services – any response to children with a disability in implementing SDS will be co-ordinated and consistent with decisions and procedures by Adult Services in relation to SDS.

5.0 CONCLUSION

- 5.1 The Social Care (Self Directed Support) (Scotland) Act 2013 presents new opportunities for service users to have unprecedented levels of control and choice over the way their support is provided and to empower them to develop more flexible and imaginative ways to meet their assessed needs. It also creates new challenges for the services in transforming practice and implementing change. Further it demands new approaches to commissioning and means that some families previously accessing social work grant funded services will now be offered an assessment be offered a greater choice of support services.

6.0 IMPLICATIONS

- 6.1 Policy: Proposal extends existing policy of eligibility for social work services to children with a disability and GIRFEC.
- 6.2 Financial: Anticipated to be implemented within existing finances unless the proposed changes are not implemented in which case there is a risk of a significant overspend within Children and Families.
- 6.3 Legal: Proposals ensure the Council complies with legal requirements under Self Directed Support legislation. Failure to implement the proposed changes exposes the Council to legal challenge for failing to implement a statutory requirement.
- 6.4 HR: None at this stage, potential impact on staffing at Kintyre Network will be reviewed annually.

- 6.5 Equalities: Children with a Disability are an identified group proposals ensure that access to service is via a clear and transparent system based on eligibility, needs and risk.
- 6.6 Risk: Proposals are outlined in the report to address identified risk - a risk register and log is being maintained for the implementation of SDS
- 6.7 Customer Service: The Social Care (Self Directed Support) (Scotland) Act 2013 significantly improves service user choice and customer service.

Cleland Sneddon
Executive Director of Community Services
04/10/2014

Cllr Mary Jean Devon
Policy Lead Children and Families

For further information contact:

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ARGYLL AND BUTE COUNCIL

COMMUNITY SERVICES COMMITTEE

COMMUNITY SERVICES

11 DECEMBER 2014

Community Services Performance Report FQ2 2014-15

1.0 EXECUTIVE SUMMARY

- 1.1 The Council's Planning and Performance Management Framework sets out the process for presentation of the council's quarterly performance reports.
- 1.2 This paper presents the Community Services Committee with the Community Services departmental performance report with associated scorecard for performance in FQ2 2014-15 (July - September 2014).
- 1.2 It is recommended that the Community Services Committee reviews the scorecard as presented.

ARGYLL AND BUTE COUNCIL

COMMUNITY SERVICES COMMITTEE

COMMUNITY SERVICES

11 DECEMBER 2014

Community Services Performance Report FQ2 2014-15

2.0 INTRODUCTION

- 2.1 The Planning and Performance Management Framework sets out the process for presentation of the council's quarterly performance reports.
- 2.2 This paper presents the Community Services Committee with the Community Services departmental performance report with associated scorecard for performance in FQ2 2014-15 (July - September 2014).

3.0 RECOMMENDATIONS

- 3.1 It is recommended that the Committee reviews the scorecards as presented.

4.0 DETAIL

- 4.1 The performance scorecard for Community Services was extracted from the Council's Pyramid performance management system and is comprised of key performance indicators incorporating the four services that make up Community Services.

5.0 IMPLICATIONS

- 5.1 Policy - none
- 5.2 Financial – none.
- 5.3 Legal – none.
- 5.4 HR - none
- 5.5 Equalities – none
- 5.6 Risk – none.
- 5.7 Customer Service – none.

Cleland Sneddon
Executive Director of Community Services

Cllr Aileen Morton
Policy Lead for Education and Lifelong Learning

Cllr Mary-Jean Devon
Policy Lead for Children and Families

Cllr Dougie Philand
Policy Lead for Adult Care

Cllr Robin Currie
Policy Lead for Community and Culture

2 December 2014

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Departmental performance report for Community Services	period July to September 2014
<p>Key Successes</p>	
<ul style="list-style-type: none"> • Appointment of Chief Officer to lead Argyll and Bute Health and Social Care Partnership. • Successful move of the Oban Day Hospice from the Lorn and Islands Hospital to Lynnside Day Centre. This is a positive example of how the local statutory services work well together with a local charity, in supporting people with both health and social care needs. • 100% of mental health clients receiving Care in the Community. • 96.3% of clients waited less than 3 weeks between a substance misuse referral and receiving 1st treatment. • The implementation of 600 hours which see families in Argyll and Bute benefit from an increase in the number of hours of Early Learning and Childcare provided by the Council, from 475 to 600 hours. • 100% of reviews of Looked After Children convened within the timescale. • 100% of care leavers with a pathway plan. • 100% of children on the Child Protection Register with a current Risk Assessment. • The announcement of a further four year investment from SportsScotland into the Active Schools network. The funding of £50 million will be invested across all 32 Scottish Local Authorities and will help Argyll and Bute continue to develop opportunities for children and young people to participate in sport and physical activity before school, during lunch and after school. • The success of the Queens Baton Relay event which travelled through Argyll and Bute on Sunday 23rd July. The baton travelled 174 miles across Argyll and Bute, starting at Appin and travelled through numerous communities along the way before taking centre stage at a special celebratory grand finale in Dunoon stadium. • Cardross Primary School was one of four schools across the UK to win Microsoft's Kodu Kup Judges Award for designing a computer game using Microsoft software. • Increase in the number of participants in activities that improve literacy and numeracy from 489 to 577 over the period. • Increase in the number of 3rd sector groups receiving support from 137 to 187 over the period. • Duke of Edinburgh Awards – 5 young people in Argyll and Bute won the Gold Award, 13 attained the Silver award and 49 obtained the Bronze award and the Council organised the first learning support expedition for Argyll and Bute. • Exam results –over 1,275 pupils in Argyll and Bute sat an increasing range of higher and advanced higher qualifications, with a 20% rise in the overall number of pupils undertaking advanced higher qualifications. In addition, there are significant numbers of pupils who have achieved alternative qualifications including SVQ's, ASDAN's, Duke of Edinburgh and Prince's Trust awards, giving them a better chance of moving onto further education, training or employment. • Kilmodan Primary school won the primary school category in the Rencontres Theatrales de Glasgow's annual competition for their play 'La bibliotheque de Lulu' which is based on a collection of picture books, they were commended for their ease of use of the French language. • 100% of primary schools whose review action points are subsumed into their improvement plans • 92.4% of pupils leaving school with a positive destination. 	

Key Challenges

1. Progressing the integration of Health and Social Care Services.
2. Reducing the number of days lost through sickness absence across Community Services.
3. Implementation of Children and Families Service Review and Education Management Review.
4. Maintaining the Community Payback Order service within Oban and Mid Argyll given staffing turnover and vacancies.
5. Recruitment of foster carers.
6. Increasing participation in sport and athlete development within restricted budgets.
7. Delivery of Commonwealth Games Legacy Plan within existing resources.
8. Reviewing the implementation of the new National Qualifications.
9. Meeting the requirements of current and new legislation e.g. Self Directed Support Act, Children and Young People's Act 2014, etc.
10. Recruitment issues for both in house and commissioned care at home services impacting on range of care options available in certain areas

Action points to address the challenges

1. Timescale for integration has been established as April 2015. A body corporate model has been agreed with the scope of the partnership currently being decided. Shadow board to be established imminently, project team established and Chief Officer post appointed.
2. Continue to work to ensure that return to work interviews are completed for all periods of sickness absence by targeting individual Managers and Team Leaders in the context of performance. Staff to be offered appropriate support in the management of this issue.
3. Recruiting and retaining staff who focus on developing consistency and quality.
4. Continue to work with the Council's HR service to advertise and recruit into vacant posts within the Oban and Mid Argyll areas.
5. The Fostering and Adoption service is currently undertaking a recruitment campaign. Preparation for foster carers is being run throughout Argyll and Bute however it will take 6 months before new carers are approved by the Fostering and Adoption Panel.
6. Work in partnership with schools, clubs and communities to maximise use of volunteers and resources.
7. Discussions being held with COSLA in relation to rural transport costs and 2014 Legacy in relation to athlete development and support.
8. Continue to support work on curriculum design to reflect the new Curriculum for Excellence framework and training on the new secondary benchmarking toolkit.
9. Produce a programme of awareness and training sessions on the implication of the legislation. Work closely with colleagues in amenity services to produce a plan of action for the implications of Free School Meals for P1-P3.
10. Working with IRISS along with commissioned care at home providers to better coordinate resources and to improve recruitment into care at home posts.

Community Services Scorecard 2014-15		FQ2 14/15		Click for Full Outcomes	
<p>Corporate Objective 1 - Working together to improve the potential of our people</p>					
A	CO1 Our children are nurtured so that they can achieve their potential.				
A	CO2 Our young people have the skills, attitudes and achievements to succeed throughout their ...				
G	CO3 We have a skilled and competitive workforce capable of attracting employment to Argyll an...				
A	CO4 Our people are supported to live more active, healthier and independent lives.				
G	CO5 We work with our partners to tackle discrimination.				
A	CO6 Vulnerable adults, children and families are protected and supported within their communities.				
<p>Corporate Objective 2 - Working together to improve the potential of our communities</p>					
A	CO7 The places where we live, work and visit are well planned, safer and successful.				
G	CO8 Create opportunities for partners and communities to engage in service delivery.				
G	CO9 The impact of alcohol and drugs on our communities, and on mental health ... is reduced.				
<p>Corporate Objective 3 - Working together to improve the potential of our area</p>					
<p>Department does not contribute directly to this Outcome</p>					
<p>CO10 We create the right conditions where existing and new businesses can succeed.</p>					
<p>Department does not contribute directly to this Outcome</p>					
<p>CO11 Argyll and Bute has more new businesses operating in the area, creating more jobs.</p>					
<p>Department does not contribute directly to this Outcome</p>					
<p>CO12 Our transport infrastructure meets the economic and social needs of our communities.</p>					
<p>Department does not contribute directly to this Outcome</p>					
<p>CO13 We contribute to a sustainable environment.</p>					
<p>Department does not contribute directly to this Outcome</p>					
<p>CO14 We make the best use of our built and natural environment.</p>					
<p>Department does not contribute directly to this Outcome</p>					
<p>Corporate Objective 4 - Working together to improve the potential of our organisation</p>					
<p>CO15 Our services are continually improving.</p>					
<p>CO16 Our employees have the skills and attitudes to deliver efficient and effective services.</p>					
<p>CO17 We provide good customer service.</p>					

Argyll and Bute COUNCIL		...realising our potential together...	
RESOURCES			
People	Benchmark	Target	Actual
Sickness absence CM [LGE]	3.5 Days	2.7 Days	2.7 Days
Sickness absence CM [Teachers]	1.6 Days	1.6 Days	1.6 Days
PRDs % complete	90 %	61 %	
Financial			
Finance Revenue totals CM	EK 136,819	EK 136,819	
Capital forecasts - current year CM	EK 0	EK 0	
Capital forecasts - total project CM	EK 0	EK 0	
Efficiency Savings CM	Target	Actual	
Actions on track	14	11	
Savings	EK 563	EK 563	
Asset Management - Community Services 2014-15			
IMPROVEMENT			
Improvement Plan	Total No	Off track	On track
Outcomes CM	76	0	48
CARP Community Services	Total No	Off track	Due
	105	0	15
Customer Service CM	Number of consultations		2
Customer Charter	R	Stage 1 complaints	100 %
Customer satisfaction		Stage 2 complaints	67 %
Community Services Audit Recommendations	Overdue	Due in future	Future - off target
	0	9	0
CM Average Demand Risk	Score	10	10
CM Average Supply Risk	Score	9	9

Community Services Scorecard 2014-15		FQ2 14/15		Click for Full Scorecard	
Scorecard owner					
CO1 Our children are nurtured so that they can achieve their potential.					
CC01	Young people supported to lead more active / healthier lives	2	On track	2	2
CF01	The life chances for looked after children are improved	6	On track	2	2
ED04	Educational additional support needs of children & YP are met	3	On track	3	3
CO2 Our young people have the skills, attitudes and achievements to succeed throughout their ...					
CC05	Young people encouraged & supported to realise their potential	2	On track	2	2
CF03	Children & families given assistance ... best start in life	4	On track	1	1
ED01	Primary school children are enabled to increase levels of attainment ...	4	On track	4	4
ED02	Secondary school children are enabled to increase levels of attainment ...	10	On track	9	9
CO3 We have a skilled and competitive workforce capable of attracting employment to Argyll an...					
ED05	An effective system for Opportunities for All will operate in all secondary schools	3	On track	3	3
CO4 Our people are supported to live more active, healthier and independent lives.					
AC01	Community is supported to live active, healthier, independent lives	10	On track	7	7
CC02	Raised lifelong participation in sport ... healthy lives	2	On track	2	2
CO5 We work with our partners to tackle discrimination.					
CC03	Our adults are supported to access learning opportunities ...	2	On track	2	2
CC08	Improved literacy, health ... access to ... culture, libraries & museums	4	On track	4	4
CO6 Vulnerable adults, children and families are protected and supported within their communities.					
AC02	Vulnerable adults at risk are safeguarded	1	On track	1	1
CC04	Less people will become homeless ... thru proactive approach ...	3	On track	2	2
CF02	Children, young people and families at risk are safeguarded	5	On track	3	3
CO7 The places where we live, work and visit are well planned, safer and successful.					
CC07	People access a choice of suitable & affordable housing options ...	3	On track	3	3
CF04	... making our communities safe from crime, disorder & danger	4	On track	1	1
CO8 Create opportunities for partners and communities to engage in service delivery.					
CC06	Third Sector & communities ... enabled ... developing communities	2	On track	2	2
CO9 The impact of alcohol and drugs on our communities, and on mental health ... is reduced.					
AC03	The impact of alcohol and drugs ... is reduced	1	On track	1	1
CO15 Our services are continually improving..					
ED03	Education Central Management Team ensures continuous improvement ...	3	On track	3	3
CO16 Our employees have the skills and attitudes to deliver efficient and effective services.					
ED06	Education staff have increased capacity for leadership ...	5	On track	4	4
CO17 We provide good customer service.					
ED07	Customer Service is improved	1	On track	1	1

ARGYLL AND BUTE COUNCIL

COMMUNITY SERVICES COMMITTEE

COMMUNITY SERVICES

11 DECEMBER 2014

COMMUNITY SERVICES COMMITTEE WORK PLAN

1.0 EXECUTIVE SUMMARY

- 1.1 The key purpose of this report is to update committee members on key considerations arising from the Community Services Development Day in August and to review the Committee Work Plan and forward agenda.
- 1.2 The Committee is asked to note the feedback from the Committee Development Day, to review the Forward Plan and to agree that this will be a future standing item on the agenda and to consider what topics they would wish to see covered in future.

ARGYLL AND BUTE COUNCIL

COMMUNITY SERVICES COMMITTEE

COMMUNITY SERVICES

11 DECEMBER 2014

COMMUNITY SERVICES COMMITTEE WORK PLAN

2.0 INTRODUCTION

- 2.1 The key purpose of this report is to update committee members on key considerations arising from the Community Services Development Day on 11th August 2014 and to review the Committee Work Plan and forward agenda.

3.0 RECOMMENDATIONS

- 3.1 The Committee is asked to note the feedback from the Committee Development Day.
- 3.2 The Committee is asked to review the Forward Plan and agree that this will be a future standing item on the agenda.
- 3.3 The Committee is asked to consider which topics they would wish to see presented at future meetings of the Community Services Committee

4.0 DETAIL

- 4.1 The Community Services Committee Development Day took place on 11th August 2014 with the purpose of supporting members in their role as a member of the Committee, to outline the role and function of the Committee, to support the development of skills to allow the Committee to fulfil its role, to identify key issues for the Committee to consider and to plan out the work of the Committee over the course of a year.
- 4.2 A comprehensive overview of policy and strategic issues for the Council and key services specific to the committee was presented to members and a number of aspirations were identified to support committee effectiveness as follows:
- Creation of space and flexibility to have Committee coming together at the right time to deal with big strategic issues – e.g. business day scenario
 - Need for awareness of priorities and sharing of knowledge within all 4 areas and Community Planning Partnership to ensure Committee has an understanding of these in taking matters forward for whole of Argyll.
 - Clear links to other committees in taking matters forward
 - Ensuring a clear focus on Council priorities and objectives in order to contribute to overall strategic plan

- Clear distinction between operational and strategic policy issues
- Follow through on implementation of agreed actions
- Outcomes for communities to be visible and effective
- Prioritisation of issues linked to the Single Outcome Agreement
- Avoidance of “silo thinking” mentality and ensuring work of committee is shared with other committees
- Clarity on role of teacher representatives
- Clarity on fit with shadow board in respect of Health & Social Care Integration

4.3 In discussion on the arrangements to underpin effective governance and strengthen scrutiny members discussed scorecards and performance reporting measures. Areas highlighted included:

- Reporting mechanism to highlight strategic priorities for Community Services
- Scorecard fit for purpose – could include short narrative summary and context behind trends and figures.
- Need to improve success measures, more relevant ones, more balanced scorecard and approach more holistic view of performance e.g. include positive information
- More analysis of scorecard not just picking up on reds.
- Measure the cost of outputs, as well as achievements
- Keep things simple
- Consideration of underlying reasons for change
- Look at including community impacts in the implications section of reports

4.4 The Committee also highlighted a number of areas to support effective working relationships including building a climate of trust and respect particularly in relation to challenge, ensuring an appropriate level of debate and engagement, involving members early in proposals, developing a strategic and positively focused agenda, using learning to support policy discussion and development, consistent and clear approach to policy development, and the creation of opportunities for tailored training linked to the committee portfolio and space for discussion.

4.5 Members discussed the draft forward plan for the Committee and it was noted that while this was a snapshot at a point in time and would be subject to change it would be a helpful tool in planning activity and supporting a focus on key priorities. It would also serve to support effective information flow across the committees, groups and lead roles.

5.0 CONCLUSION

5.1 Feedback on the Development Day was positive in reaching a common understanding on the role of the new committee, its interaction with other committees and key strategic policy areas. It highlighted the requirement to build some future opportunities into the work programme for the committee to have the space for ongoing development and exploration of

future strategy and issues. This will be incorporated into the ongoing development programme for Elected Members and the Committee schedule.

- 5.2 The draft work plan sets out the forward plan of reports that are scheduled to come to the Community Services Committee and identifies Lead Officers. While it is recognised that this is a snapshot at a point in time and is subject to change it will assist Committee Members in knowing when issues will come before the Committee for consideration and will also improve knowledge and information flow between different committees and for all Elected Members and Council Officers. It is proposed that in future this is a standing item for review on the agenda and should be the final item on the agenda prior to exempt items.

6.0 IMPLICATIONS

- 6.1 Policy : Underpins commitment to support strategic focus on policy issues.
- 6.2 Financial : N/A
- 6.3 Legal : N/A
- 6.4 HR : N/A
- 6.5 Equalities: N/A
- 6.6 Risk: N/A
- 6.7 Customer Service: N/A

Cleland Sneddon
Executive Director of Community Services
1st December 2014

For further information contact: Tricia O'Neill, Central Governance Manager Tel: 01546 604384

APPENDICES

Appendix 1 : Draft Workplan

Community Services Committee Work Plan 2014-15

December 2014: This is an outline plan to facilitate forward planning of reports to the Community Service Committee.

Date	Paper Designation	Lead Service/ Officer	Regularity of occurrence/ consideration	Comment
Thursday 11 December				
	School Education Report	Audit Scotland	Annual	National Report
	Examination result's 2014 SQA	Education		
	Shared Headship Update	Education – AM Knowles		
	School Education Report	Audit Scotland		
	Changes to the School's (Consultation) (Scotland) Act 2010	Education – AM Knowles		
	Language Learning in Scotland: A1&2 Approach	Education – AM Knowles		
	Iona Affordable Housing Development	Community & Culture – Moira MacVicar		
	Integration Health and Social Care	Integration Project – Allen Stephenson	Regular update	
	Recruitment and Retention of Care at Home Staff and Locality Update	Adult Care – Jim Robb		
	Learning Disability Day Services	Adult Care – Jim Robb		
	Update Report – Independent Living Fund			
	Commissioning Services for Children with a Disability & Self Directed Support	Community Services – Louise Long		
	Financial Quarter Two Performance Scorecard Scrutiny	Community Services – Cleland Sneddon	Quarterly	

Community Services Committee Work Plan 2014-15

Monday 12 th January 2015	Special Committee				
	Community Services – Service Plans				
Thurs 12 th March 2015					
	Corporate Parenting Board Annual Report	Community Services – Louise Long	Annual		
	Performance Scrutiny	Customer Services – Jane Fowler	Quarterly		
	School Leaver Destination Report 2013/14	Education	Annual		
	Integration Health and Social Care	Integration Project – Allen Stephenson	Regular update required		
	Financial Quarter 3 Performance Scorecard Scrutiny	Community Services – Cleland Sneddon	Quarterly		
Thursday 4 th June 2015					
	Children and Young Person's Act – Annual Update	Community Services – Louise Long	Regular update required		
	Early Years Collaborative Update	Community Services – Louise Long/Ann Marie Knowles			
	Culture, Heritage and Arts Strategy – update report	Community Services – Culture	Occasional		
	Private Homeowners -Common Repair Responsibilities	Community Services – Culture			Report on enforcement action policy and financial implications to come to future committee
	Gaelic Language Plan - Update	Customer Services – Jane Fowler			

Community Services Committee Work Plan 2014-15

	External Inspection Summary Report	Education Services	Six monthly	
	Financial Quarter 4 Performance Scorecard Scrutiny	Community Services – Cleland Sneddon	Quarterly	
Thursday 10 th September 2015				
	Annual Service Reviews	Community Services		
	Financial Quarter 1 Performance Scorecard Scrutiny	Community Services – Cleland Sneddon	Quarterly	
	Child Protection Committee Bi-Annual Report	Community Services – Louise Long	Bi-Annual	
	Adult Protection Committee Annual Report	Community Services – Jim Robb	Annual	
Thursday 10 th December 2015				
	School Leaver Destination Report 2014/15	Education	Annual	
	Financial Quarter Two Performance Scorecard Scrutiny	Community Services – Cleland Sneddon	Quarterly	
Future Reports – dates to be determined				
	Education Standards and Quality Report	Education Services	Annual Report	
	In-sight Update Report	Education Services		
	School Holidays 2016/17	Education	Annual	

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